

# TOWN OF WINDSOR, CONNECTICUT

## Special Meeting Notice



**AGENCY:** Finance Committee  
**DATE:** December 5, 2016  
**TIME:** 7:00 PM  
**PLACE:** Town Hall – Dr. Primus Room

### AGENDA

1. Call to Order
2. Public Comment
3. \*Discussion of consultant selection for Department of Public Works' Organizational Effectiveness and Efficiency Study RFP
4. Staff Reports
5. Approval of Minutes
  - a) \*November 29, 2016
6. Adjournment

\*Backup materials

Public Act 75-312 requires notice of Special Meetings to be posted in the Town Clerk's Office not less than 24 hours prior to the time of such meeting. No other business shall be considered at this meeting than that listed on this Agenda.

**Proposal to Conduct an Organizational  
Effectiveness and Efficiency Study**

**TOWN OF WINDSOR, CONNECTICUT**



# TABLE OF CONTENTS

	<b>Page</b>
LETTER OF TRANSMITTAL	i
1. EXPERIENCE, EXPERTISE AND CAPABILITIES	1
2. PROJECT APPROACH	9
3. COST PROPOSAL	20

# **LETTER OF TRANSMITTAL**



November 1, 2016

James Bourke, Finance Director  
Town of Windsor  
275 Broad Street  
Windsor, CT 06095

Dear Mr. Bourke:

The Matrix Consulting Group is very pleased to present this proposal to conduct an Organizational Effectiveness and Efficiency Study of the Town's Public Works Department. Our proposal is based on research on the Town's Public Works services and our extensive experience analyzing public works and utilities organizations in New England and throughout the country.

We have assembled a team with vast experience conducting studies of public and utilities organizations. Our depth is summarized below.

- Our proposed project team has conducted staffing and operations studies of more than 200 public works and utilities departments in New England and throughout the United States. In the past five years, this has included projects as the following recent clients (with New England clients **bolded**):

Albuquerque, NM  
**Amherst, NH**  
Beverly Hills, CA  
**Brockton, MA**  
**Brookline, MA**  
Cedar Rapids, IA  
Charleston County, SC  
DeKalb County, GA  
El Paso, TX  
**Falmouth, MA**  
Grants Pass, OR  
Greenwich, CT  
Hermiston, OR

Honolulu, HI  
Joliet, IL  
Lake County, IL  
Lee's Summit, MO  
**Lowell, MA**  
**Manchester, NH**  
Martin County, FL  
Marion County, OR  
Milwaukee, WI  
**Montpelier, VT**  
Niles, IL  
**Northampton, MA**  
Oakland, CA

Oconomowoc, WI  
Ogden, UT  
Peoria County, IL  
Rock County, WI  
San Clemente, CA  
San Luis Obispo, CA  
Spokane, WA  
**Springfield, MA**  
Sunnyvale, CA  
Tiburon, CA  
The United Nations  
**Waltham, MA**  
White Plains, NY

In addition, we are currently completing studies of the Public Works and Utilities Departments for San Mateo County and Colton (CA), Anderson County (SC), and Waukesha (WI).

- The senior members of our proposed project team have decades of experience serving local government in the analysis of public works operations. Members of the firm and project team conducted *all* of the projects listed as our experience. Our team would be led by Robin Haley, with over 20 years of consulting

experience and who leads our public works consulting practice across the United States. He leads our public works consulting practice on the east coast from our regional office in Worcester (MA).

Our firm has a unique place in the consulting industry as a fact-based firm. We pride ourselves on the development of well-written findings and recommendations. This is achieved by:

- Intensive input from Town staff and other stakeholders.
- Extensive data collection of workloads, service levels and costs.
- Detailed analysis of operations, services, technology, management and staffing.
- Extensive interaction with the Town as the project progresses. We would utilize a broadly-based project steering committee to ensure that the quality and appropriate direction are achieved.

We look forward to working with you on this project. If you have any questions or require additional information, please contact me at 650-858-0507 or by email at [rbrady@matrixcg.net](mailto:rbrady@matrixcg.net).

Richard Brady  
President



**Matrix Consulting Group**

# **1. EXPERIENCE, EXPERTISE AND CAPABILITIES**

# 1. EXPERIENCE, EXPERTISE AND CAPABILITIES

This section of the proposal provides a summary of our firm, its experience conducting public works studies, including references for prior work, and the proposed project team which we would assign to this project.

## 1. INFORMATION ABOUT THE CONSULTANT

The Matrix Consulting Group’s only business focus is the provision of organization, staffing and management analytical services to the public sector – over 95% of our clients are local governments. The following points provide specific information regarding the firm’s background, focus and composition:

- The legal name of our firm is the Matrix Consulting Group, Ltd. We were founded in 2002 and are an independent organization and not a subsidiary of any firm. Pertinent details of our firm are included in the table below:

<b>Firm Name</b>	Matrix Consulting Group, Ltd.
<b>HQ Address</b>	201 San Antonio Circle, Suite 148 Mountain View, California 94040
<b>Firm Representative</b>	Richard Brady, President
<b>Email Address</b>	<a href="mailto:rbrady@matrixcg.net">rbrady@matrixcg.net</a>
<b>Phone</b>	650.858.0507
<b>Facsimile</b>	650.917.2310
<b>FEIN</b>	05-0545979

- The officers and shareholders of the firm are: Richard Brady, President / Chief Financial Officer and Alan Pennington, Vice President / Secretary.
- The firm is domestically incorporated in California. In addition, we have regional offices in Massachusetts, Texas, Illinois, and the Pacific Northwest (2 offices).
- We currently have 17 full-time and 7 part-time staff.
- Our Northeast Regional office in Worcester, Massachusetts will manage this engagement and provide the Project Manager for the project.

If there is any other information the Town requires to evaluate our proposal response, please do not hesitate to ask.

**2. PHILOSOPHY STATEMENT**

Our philosophy in providing management consulting services is to address our clients’ issues and needs in a fact-based manner that not only solves immediate problems, but also provides management and staff with implementation assistance and ways to continue to manage effectively into the future. The key elements of our philosophy in conducting organization and management studies is summarized in the points below.

- A principal of the firm is always involved in every aspect of each of our studies. This includes interviews of staff, data collection, report writing, client meetings and public presentations.
- We approach our projects by gaining a firm grounding in formal and fact-based analytical methodologies.
- Our projects are characterized by extensive input and interaction between the consultants and our clients’ staff, management and policy makers.
- We recognize that successfully serving clients requires more than simply providing the right answers. In addition, we provide clients with practical plans for implementing change.

This philosophy has provided our clients with valuable assistance in enhancing service delivery, and resulted in high levels of implementation of our recommendations – generally over 80% of recommendations made.

**3. EXPERIENCE WITH PUBLIC WORKS DEPARTMENTS**

Our proposed project team has conducted staffing and operations studies of more than 200 public works and utilities departments in the Midwest and throughout the United States. In the past five years, this has included projects as the following recent clients (with New England clients **bolded**):

Albuquerque, NM	Honolulu, HI	Oconomowoc, WI
<b>Amherst, NH</b>	Joliet, IL	Ogden, UT
Beverly Hills, CA	Lake County, IL	Peoria County, IL
<b>Brockton, MA</b>	Lee’s Summit, MO	Rock County, WI
<b>Brookline, MA</b>	<b>Lowell, MA</b>	San Clemente, CA
Cedar Rapids, IA	<b>Manchester, NH</b>	San Luis Obispo, CA
Charleston County, SC	Martin County, FL	Spokane, WA
DeKalb County, GA	Marion County, OR	<b>Springfield, MA</b>
El Paso, TX	Milwaukee, WI	Sunnyvale, CA
<b>Falmouth, MA</b>	<b>Montpelier, VT</b>	Tiburon, CA
Grants Pass, OR	Niles, IL	The United Nations
Greenwich, CT	<b>Northampton, MA</b>	<b>Waltham, MA</b>
Hermiston, OR	Oakland, CA	White Plains, NY

In addition, we are currently completing studies of the Public Works and Utilities Departments for San Mateo County and Colton (CA), Anderson County (SC), and Waukesha (WI).

**4. REFERENCES**

The following table provides recent illustrative references for our firm and project team. These are client engagements completed within the last five years.

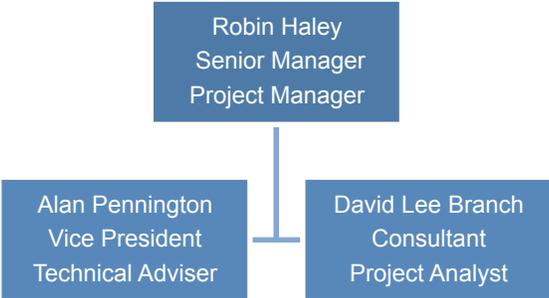
Client	Project Summary
<p><b>Northampton, Massachusetts</b></p> <p><b>Organizational and Management Assessment of the Public Works Department</b></p> <p>David Narkewicz Mayor</p> <p>(413) 587-1249</p> <p><a href="mailto:dnarkewicz@northamptonma.gov">dnarkewicz@northamptonma.gov</a></p>	<p>The project team analyzed this full-service Department, including water and wastewater treatment, distribution and collection maintenance and engineering services. Although the Department had invested in several computerized maintenance management systems in previous years, it was failing to maximize their use. The project team made recommendations related to consolidating these systems and enhancing the utility of the remaining CMMS. The project team also made recommendations to enhance asset management, as well as infrastructure and facilities. A major recommendation in this well-functioning Department was the re-organization of divisions to achieve a better functional alignment, and to achieve more equitable spans of control.</p>
<p><b>Niles, Illinois</b></p> <p><b>Operational Review of the Public Services Department</b></p> <p>Steven Vinezeano Village Manager (847) 588-8000</p> <p><a href="mailto:manager@vniles.com">manager@vniles.com</a></p>	<p>This operations performance review consisted of a comprehensive organizational and management analysis of the Public Services Department. Recommendations included enhancements to the use and application of the computerized maintenance management system, the work planning and scheduling systems, preventive maintenance of the Village’s infrastructure, asset management practices, capital project management practices, organizational structure, outsourcing of non-core activities, etc.</p>
<p><b>Rock County, Wisconsin</b></p> <p><b>Operational Audit of the Public Works Department</b></p> <p>Ben Coopman Director of Public Works (608) 757-5450</p> <p><a href="mailto:COOPMAN@co.rock.wi.us">COOPMAN@co.rock.wi.us</a></p>	<p>In this comprehensive evaluation of the Public Works Department, the project team evaluated all facets of public works operations with particular focus on administrative activities (including billing for work performed for the State and Towns), fleet composition and replacement cycle, parts shop and inventory control, staffing requirements, and facility needs. The Department has an extensive workload associated with conducting maintenance for all state roads (including interstates) within the County and additionally provides similar services on a contractual basis for Towns within the County, which requires a level of staffing and equipment significantly greater than needed to handle solely County roads.</p>

Client	Project Summary
<p><b>White Plains, New York</b></p> <p><b>Management Audit of the Public Works Department</b></p> <p>John Callahan                      Chief of Staff                      (914) 422-1411  <a href="mailto:jcallahan@whiteplainsny.gov">jcallahan@whiteplainsny.gov</a></p>	<p>In this study, the Matrix Consulting Group conducted a full organizational and management review of all public works functions. The project team determined that the organization had evolved into a structure that was excessively narrow, which was impairing its ability to review and approve projects, and to ensure their completion on budget and schedule. Recommendations included the conversion of one of the Deputy Directors to a professional engineer position, with wider authority to approve projects and to delegate more authority to engineers in the field. The project team also recommended consolidation of code enforcement in the City, improvement of asset management procedures, establishment of policies and procedures,.</p>
<p><b>San Clemente, California</b></p> <p><b>Management Study of Maintenance Services</b></p> <p>Tom Bonigut,                      Assistant City Engineer                      (949) 361-6187  <a href="mailto:BonigutT@san-clemente.org">BonigutT@san-clemente.org</a></p>	<p>This study of the City’s non-utilities Maintenance Services included streets, building maintenance, traffic signal and streetlight maintenance, park and landscape maintenance, and the maintenance of the urban forest. The study developed recommendations and implementation plans to improve the effective asset management systems to ensure that decisions regarding the condition and performance of those assets will be made with a long-term view of their preservation and renewal; maintenance management using the power of the computerized maintenance management system to enhance the ability of the City to manage the maintenance and repair of the City’s assets, tied to the coordinated and comprehensive preventive maintenance program for the care of those assets.</p>

We encourage you to talk with our references about the quality and timeliness of the work we provided to them.

**4. PROJECT TEAM**

The consultants proposed for this study have broad experience analyzing public works and utilities functions. The organization of the team is shown below.



The following paragraphs provide summaries of the experience of these proposed project team members with more extended resumes for relevant experience only provided at the end of this section of the proposal.

**ROBIN HALEY** - Mr. Haley is a Senior Manager with the Matrix Consulting Group, and has over 20 years of consulting experience in the public sector specializing in public works and utilities. He is based in Massachusetts. Mr. Haley's career has included assignments as consultant and project manager on over 100 operational, organizational and management improvement studies nation-wide. Mr. Haley has conducted over 150 analyses of public works operations across the country. Some of Mr. Haley's municipal clients include Amherst (NH), Northampton (MA), Rock County (IL), DeKalb County (GA), Oconomowoc (WI), White Plains (NY), Salt Lake County (UT), Maricopa County (AZ), Polk County (FL), Chelsea (MA), Springfield (MA), Onondaga County (NY), Douglas County (OR), Charleston County (SC), Nashville-Davidson County (TN), and Aurora (CO). Mr. Haley has been with the Matrix Consulting Group for 7 years. ***Mr. Haley would be a project manager for this engagement, including all aspects of analysis and report development.***

**ALAN PENNINGTON** – Alan Pennington is a Vice President with the firm. Mr. Pennington has over 20 years of practitioner and consulting experience in human resources. Mr. Pennington served for over 15 years in various public sector positions in Illinois and Maine before joining Matrix, including Assistant City Manager, Assistant Human Resources Director, and Labor Relations Manager. He also taught collective bargaining and economics at Bradley College and Eureka College. He leads our General Consulting practice and will dedicate his efforts to administrative functions in the Department. Recent clients have included – Avon (CT), Charlotte (NC), Department of Conservations (State of Missouri), Highland Park (IL), Hilton Head Island (SC), Imperial Irrigation District, Johnson County (KS), Peoria County (IL), Rock County (IL), Salt Lake City (UT), Springfield (MA), White Plains (NY) and Washington State Ferries. Mr. Pennington received both his B.A. and M.P.A. from the University of Maine. ***Mr. Pennington would provide technical assistance for the project but as an officer of the firm would provide oversight on project quality and progress.***

**DAVID LEE BRANCH** – Mr. Branch is a Consultant with the Matrix Consulting Group. Mr. Branch is assigned to support our senior staff in all subject areas but focuses on supporting staff in our general management consulting practice. Prior to joining the Matrix Consulting Group he completed internships with the City of Riverside, CA Planning Division and the public policy department of the Los Angeles Area Chamber of Commerce. During his time with the firm, he has worked in a supporting role to senior project analysts on numerous projects. He is an alumnus of the 2011 Teach For America St. Louis Corps. Mr. Branch received his BS in Public Policy, Management, and Planning from USC and his Masters of Education from University of Missouri St. Louis. ***Mr. Branch will provide analytical support on this engagement.***

## **5. CONFLICT OF INTEREST**

The Matrix Consulting Group, its officers and staff, have no real or potential for a perceived conflict of interest with the Town of Windsor, its elected and appointed officials and staff.

**TOWN OF WINDSOR, CONNECTICUT****Proposal to Conduct an Organizational Effectiveness and Efficiency Study**

**ROBIN G. HALEY**  
**SENIOR MANAGER, MATRIX CONSULTING GROUP**

**Background:** Mr. Haley is a Senior Manager with the Matrix Consulting Group in the Boston regional office. He has over 27 years of public management consulting experience, with a primary emphasis on public works and utilities related services. This includes a diverse area of experience that includes fleet management, facilities management, utilities, streets and highways, solid waste and recycling, rights-of-way maintenance, parks and recreation and customer service management systems. Additionally, Mr. Haley has 10 years of experience as a financial analyst in the transportation and defense contracting industries, with responsibility for budgeting and budget oversight, cost estimation and customer service.

**Public Works and Utilities:** Mr. Haley has conducted and managed many studies of public works and utilities functions, including streets, solid waste and recycling, fleet management, engineering, water and wastewater utilities, traffic and facilities management. Scopes of services have included analyses of street replacement and resurfacing, management and planning of maintenance activities, crew sizes, staffing requirements, fleet and equipment needs, vehicle maintenance and replacement, infrastructure maintenance and replacement, staff utilization, customer service and responsiveness, as well as other functions.

<b>Arizona</b> Maricopa County, Peoria, Pinal County, Prescott Valley	<b>Mississippi</b> Jackson
<b>California</b> Ventura County, West Covina, Santa Clara Valley Water District, Plymouth	<b>Missouri</b> Lee's Summit
<b>Colorado</b> Aurora, Thornton	<b>Nebraska</b> Sarpy County
<b>Connecticut</b> Greenwich, Fairfield	<b>New Hampshire</b> Amherst
<b>Florida</b> Escambia County Utilities Authority, Hernando County, Polk County, Tampa, Venice	<b>New York</b> Onondaga County, White Plains
<b>Georgia</b> Augusta-Richmond, Floyd County, Gainesville, Hall County, Macon	<b>North Carolina</b> Nags Head, Winston-Salem
<b>Idaho</b> Ada County Highway District	<b>North Dakota</b> Grand Forks
<b>Illinois</b> Moline, Rock Island, Schaumburg, Lake County DOT	<b>Oregon</b> Douglas County
<b>Indiana</b> East Chicago, Gary, Hammond, Lake County, Whiting	<b>Puerto Rico</b> Ponce
<b>Iowa</b> Cedar Rapids	<b>South Carolina</b> Beaufort County, Charleston County, Hilton Head Public Service Dist. No. 1, Rock Hill
<b>Kansas</b> – Johnson County	<b>Tennessee</b> Nashville, Springfield
<b>Louisiana</b> Alexandria	<b>Texas</b> San Antonio, Southlake
<b>Massachusetts</b> Chelsea, Haverhill, Lawrence, Northampton, Springfield, West Springfield, Waltham, Marshfield, Andover, Watertown, Littleton, Saugus	<b>Vermont</b> – Brattleboro, Montpelier
<b>Michigan</b> Farmington Hills	<b>Virginia</b> Lynchburg
<b>Louisiana</b> Alexandria	<b>Wisconsin</b> Milwaukee, Waukesha County, Rock County, Oconomowoc

**PROFESSIONAL ASSOCIATIONS**

American Water Works Association  
 American Public Works Association

**EDUCATION:**

**B.S.** Georgia Institute of Technology, Atlanta, Georgia 1980

**M.B.A.** Georgia State University 1988

<b>ALAN D. PENNINGTON</b> <b>VICE PRESIDENT, MATRIX CONSULTING GROUP</b>	
<p><b>Background:</b> Alan Pennington is a Vice President with the Matrix Consulting Group based in the St. Louis regional office. He has been employed by the Matrix Consulting Group since 2005. Prior to that he served for over 15 years in public sector positions in Maine and Illinois. He served in Peoria, Illinois (from 1992 – 2005), in various positions including Assistant City Manager, Assistant Human Resources Director, and Labor Relations Manager. Mr. Pennington has conducted operational studies and analysis, budget preparation, implementation of performance measurement systems, direct supervision of an emergency communications center, equal opportunity unit and a labor negotiator.</p>	
<p><b>Agency-Wide Studies:</b> Participated on project teams conducting evaluations of entire city organizations, including public works and utilities. Work scope included evaluation of business processes, service levels, policies and procedures, staffing levels, evaluation of spans of control, and reviewing alternatives options.</p>	
Albuquerque, New Mexico Corporation for Public Broadcasting, Wash, D.C. Fort Morgan, Colorado Franklin Township, New Jersey Half Moon Bay, California Johnson County, Kansas Montpelier, Vermont Mt. Lebanon, Pennsylvania Orland Park, Illinois	Orleans, Massachusetts Peoria County, Illinois Rancho Mirage, California Rancho Palos Verdes, California Raymore, Missouri Roseville, California South Coast Water District, California University at Albany - SUNY Washington State Ferries
<p><b>Public Works and Utilities:</b> Conducted studies of full service public works departments including maintenance, fleet, traffic, engineering, and roads. Studies have focused on evaluation of maintenance management, crew sizes and staff utilization, technology, organizational structure, standard operating procedures, levels of performance management, and feasibility of shares services with neighboring governmental units.</p>	
Alexandria, Virginia Charleston County, South Carolina Franklin, Tennessee Milwaukee, Wisconsin Nashville-Davidson County, Tennessee	Orleans, Massachusetts Rock County, Wisconsin Schaumburg, Illinois Washington County, New York White Plains, New York
<p><b>PROFESSIONAL ASSOCIATIONS:</b>                  American Association of Code Enforcement (AACE)                  American Planning Association (APA)                  International Code Council (ICC)</p>	
<p><b>KEY SKILLS:</b>                  Six Sigma Deployment Champion Certified</p>	
<p><b>EDUCATION:</b>                  BA, University of Maine – Public Management; 1990.                  MPA, University of Maine – Public Administration, 1992.</p>	

**DAVID LEE BRANCH**  
**CONSULTANT, MATRIX CONSULTING GROUP**

**Background:** David Lee Branch is a Consultant in our Edwardsville, IL (St. Louis area) office. He has been employed by the Matrix Consulting Group since June 2013. Prior to joining the firm, he taught for two years in St. Louis through the highly selective Teach For America post-graduate program. Mr. Branch has contributed to dozens of studies in his time with the firm, in areas including fire and police services, human resources, public works, code enforcement, purchasing/procurement, and development services.

**Administrative Services:** Contributed to studies of administrative support services including Human Resources, Finances, Procurement, and City Clerk. Study scope of work included performance measurement, customer service (internal and external), technology utilization, staffing evaluations, policy and procedure review, and comparison to best management practices.

Cedar Rapids (IA) – Human Resources  
 Charlotte (NC) – Aviation Procurement  
 Elmhurst (IL) Parks District – Staffing  
 Marshall University (WV) – Purchasing Audit  
 Montgomery College (MD) – General Org. Study  
 Niles (IL) Public Library – General Org. Study

Peoria County (IL) – Countywide Org. Study  
 Rockingham County (NH) – General Org. Study  
 Riverside (CA) – Human Resources  
 Salt Lake County (UT) - General Org. Study  
 Springfield WSC (MA) – Human Resource  
 Secretary of State (VT) – General Org. Study

**Public Works & Community Development (Planning, Building, Code Enforcement):** Evaluated the development review, permitting, and service delivery processes of municipalities. Contributed to assessment of staffing, operations, process mapping, technology utilization, performance level assessment, and customer service.

Albany (NY) – Development Review  
 Coral Gables (FL) – Planning & Zoning  
 DeKalb County (GA) – Development Review  
 Elmhurst (IL) – Parks & Recreation  
 Flower Mound (TX) – Code Enforcement  
 Kissimmee (FL) – Development Review  
 Lake County (IL) – Public Works  
 Los Angeles (CA) – Development Review

Martin County (FL) – Utilities and Solid Waste  
 Niles (IL) – Public Works  
 Ogden (UT) – Fleet & Facilities  
 Redlands (CA) – Planning & Permitting  
 Rock County (WI) – Public Works  
 San Clemente (CA) – Public Works  
 Schaumburg (IL) – Public Works  
 Westminster (CO) – Planning & Permitting

**Education**

BS, University of Southern California – Public Policy, Management, and Planning; 2011  
 M.Ed., University of Missouri, St. Louis – Secondary Education; 2013

## **2. PROJECT APPROACH**

## **2. PROJECT APPROACH**

The Matrix Consulting Group approaches each project under the premise that we cannot deliver a customized product unless we understand the uniqueness of our client, and the background of the issues and circumstances that led to the issuance of a request for proposals for services.

### **1. OUR UNDERSTANDING OF THE PROJECT**

The Town of Windsor's Public Works Department is comprised of about 39 FTEs with a budget of about \$6.5 million (\$5.6 million of which are general funded and about \$1 million relate to enterprise funds – landfill and transfer station). The Department has the following functions within it:

- Parks and Grounds Maintenance
- Pavement Management
- Stormwater Drainage
- Traffic Safety
- Building Maintenance
- Transfer Station and Landfill

Based on the Town's Request for Proposals, we understand that the Town desires for the selected consultant to analyze, at a minimum, the following facets of Public Works operations:

- The optimal organizational structure that will unify all Public Works functions. This analysis will determine the potential for grouping similar functions, foster communications, and ensure that services are not duplicated throughout the organization.
- The appropriate levels of supervision and management in the organization. This will involve the analysis of appropriate spans of control of managers and supervisors; the degree of planning, scheduling and directing operations; as well as the required administrative functions provided by supervisors and managers.
- The staffing requirements of the organization. This analysis will involve an assessment of the infrastructure maintained, the levels of service provided by the Department, the productivity levels achieved by staff, and the information technology in use.

- Insourcing and outsourcing of services.
- The results of these issue areas on the cost effectiveness and financial needs of the Town to support Public Works services.

The next section describes the Matrix Consulting Group's proposed approach to conducting the study of the Public Works Department.

## **2. OUR APPROACH TO CONDUCTING THE PROJECT**

This section of our proposal presents an operational review and comprehensive description of how the Matrix Consulting Group plans to meet the Town's requirements for the Organizational Effectiveness and Efficiency Study, and the necessary tasks identified in the scope of services. The description of each of these basic analytical elements is expanded upon in the proposed project plan which is provided in a later section of the proposal.

### **(1) Project Management**

We believe very strongly in the science of our craft. As a result, we utilize formal project management techniques in our studies. These techniques include:

- All project work activities are defined in advance and tied to each project team member, deliverables, the schedule and the budget.
- The project manager briefs each project team member on their roles and expectations. This is accomplished in writing and in person.
- Internal (project team) and external (client) expectations and results are managed on a weekly basis. Formal project schedules and accountability reporting mechanisms are used to accomplish this.
- The project manager personally reviews all interim and final products before they are delivered to the client.
- We have frequent client review meetings to discuss the quality and direction of the project through interim deliverables.

These project management approaches have resulted in all of our projects being delivered at a high level of quality, on time and on budget.

### **(2) Approach Summary**

We believe that several aspects of our overall management plan should be stressed. Our intent is not merely to describe what methodology we will utilize to provide

these services, but also how we will produce results that are accurate and concrete, substantive, defensible and can be implemented. These aspects are described in the paragraphs below.

- **Information Gathering.** Important to the success of the project are the methods that we will use to collect, analyze, and present information in order to formulate findings and develop and assure acceptance of recommendations. The Matrix Consulting Group has developed and fine-tuned over the years, a number of information gathering tools and techniques. These tools enable us to gather information efficiently and quickly. Examples of the tools that we will employ in this project include the following:
  - **Interviews.** Interviews are a staple of our consulting approach. In this study, we will interview the appropriate individuals managing and carrying out the work provided by its various service providers and its internal employees.
  - **Site Inspections.** The consulting team cannot understand the field operations provided by the Town's service providers from an office. As a consequence, we make visits in the field to conduct site visits with crews to understand the service delivery approaches utilized, to interview staff at these locations, and selectively conduct observations of work in the field.
- **Data Analysis and Performance Metrics.** The Matrix Consulting Group uses "best management practices" against which to assess the Public Works services provided in the Town. The analysis of best practices for services, efficiency and effectiveness has been increasingly utilized in the public sector to evaluate organizations. This approach would be useful in this study to assess the current approaches to the delivery of services by the Department. We will utilize a list of quantitative and qualitative best practices that have been developed by the Matrix Consulting Group or by professional associations to benchmark the performance of the Town's Public Works services.
- **An Inclusive Stakeholder-Oriented Approach.** Stakeholder involvement is a critical component of this study. We propose to conduct individual interviews with each of the Public Works Department managers, supervisors and line staff. During these interviews, we would explain the purpose of the study, and request information regarding the targeted and actual service levels provided to the Town.

We strongly urge the creation of a project committee to work with us in this project. This committee's role would be to review and critique our findings, conclusions, and recommendations as they are developed. We would prepare progress reports periodically throughout the study to report progress to date, problems or obstacles encountered, and planned project activities over the next several weeks.

These detailed and systematic project approaches have resulted in successful implementation of our recommendations.

### **3. SCOPE OF WORK**

The following are proposed tasks for conducting a comprehensive assessment of the Public Works Department in Windsor.

#### **Task 1      Develop an Understanding of Current Issues and Develop a Detailed Profile of Existing Operations.**

To evaluate the organization and operations of public works and utilities services in Windsor, we need to develop an understanding of the key issues impacting and shaping service requirements today. To develop this perspective, we will conduct interviews with the Mayor and Town Council members, the Town Manager, key stakeholders such as other Town department personnel as well as potentially interested resident groups, and the Director of Public Works, the Operations Manager as well as other managers and supervisors in the Department. These interviews will focus on exploring issues and attitudes in the following areas:

- Adequacy of service levels, and perceived gaps in existing levels of service.
- Organizational changes which have been made in the past several years and perceptions of the impacts of these changes;
- Staffing changes in the past several years due to the economic environment or other causes;
- Goals and objectives with regard to the delivery of services in each of the public works and utilities functions;
- Adequacy of management systems and technology, and the extent to which managers utilize this information to make meaningful managerial, operational, scheduling and staff allocation decisions;
- Outsourcing philosophy of the Department; the services that are currently outsourced and additional candidates. This would also include an assessment of the insourcing philosophy, i.e., what are the services that the Department provides that can be expanded upon in terms of the levels of service.

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

- The current organization of the services provided by the Public Works Department, including:
  - The structure and functions of each division and unit;
  - The staffing levels of each division;
  - The basic job responsibilities for management, supervisory and operational staff in these functions; and
  - The budgets for the current and three prior fiscal years at a level of detail showing the authorized budget for each division.
- Documentation of all key operations, including:
  - Service scope and content;
  - How staff are scheduled and deployed;
  - Workload data;
  - Locations of facilities such as maintenance shops, storage facilities, etc.;
  - Basic service levels; and
  - The extent of contracted services by type, size, cost, and methods utilized to administer and manage the contract.
- Documentation of the current technology in use in the divisions, including:
  - Geographical systems
  - Use of hand-held devices for reporting work, as well as locations of needed maintenance and repair
  - Radios and cell phones
  - Computerized maintenance management systems
  - Other
- Documentation of management systems available to support departmental operations, including:
  - Financial reporting, billing and budgeting systems;
  - Organizational business processes and procedures;
  - Performance monitoring systems; and
- Documentation of the road infrastructure maintained and repaired by road maintenance. For example, we would obtain the Town's CIP and its latest Pavement Condition Assessment report (if one is available).
- Documentation of the grounds maintained and the facilities areas.
- Documentation of the infrastructure in terms of linear miles, materials compositions, rehabilitation and replacement that has occurred in the past 3-5 years, as well as other metrics.

Once these initial data collection activities have been completed, the project team will prepare a summary descriptive profile that presents our understanding of the current organization, staffing, operations and costs of the services provided by the Public Works Department. This profile will be circulated among staff for comment, to ensure the accuracy of our understanding. The profile will then be presented to the Project Steering Committee. Once completed and reviewed, the profile information will provide the basis for analysis conducted and completed in subsequent study tasks

**Deliverable: The deliverable for this task will be a descriptive profile.**

**Task 2 Compare the Departments Operations and Practices to “Best Management Practices”.**

The purpose of this task is to evaluate the maintenance services provided by the Public Works Department in the context of best management practices in the profession. When conducting the best management practices assessment, each operational area would be assessed against unique management practices. The best practices comparison would be completed for each key function in these divisions. We have, for example, presented some representative best management practices for building maintenance services in the table below.

Possible Best Management Practices
A condition assessment of all facilities is conducted and updated on a regular basis.
A component replacement schedule has been implemented for all major facility components.
Facility management uses standardized cost data based on an industry-accepted cost estimating system to determine repair and replacement costs for components.
Facility management uses an evaluation tool, such as life-cycle costing or internal rate of return, to compare building systems and equipment against demonstrated standards.
Facility management has a long-range plan for building maintenance extending 3 – 5 years, containing an inventory of all buildings’ components and systems, their condition, and expected useful life
Facility management has established an adequate facility funding level for ongoing maintenance, such as the recommended guideline of between 2% and 4% of current replacement value.
Facility management has established a preventive maintenance program that includes one-year schedules that prescribe weekly preventive maintenance activities for specified equipment and components according to manufacturers’ recommended frequency or other set intervals.
The ratio of deferred maintenance to buildings’ current replacement value is within an acceptable range around the median for similar jurisdictions
Facility management has developed a comprehensive inventory of the assets.
Facility management has installed a reliability-centered maintenance program including such predictive testing as thermal imaging, lubricant / wear particle analysis, vibration analysis, etc.

We will evaluate the programs and practices of the Department against best practices in areas such as staffing, management and strategic planning, human resource management, safety, road maintenance, asset management etc. The best practices utilized for comparison in this task would be based upon our accumulated knowledge and experience with efficient and effective organizations across the country, as well as through accepted industry benchmarks from such organizations as APWA and others.

***Deliverable: The deliverable of this task would be an evaluation of the Department in comparison to best management practices.***

### **Task 3 Evaluate Staffing, Work Flow, and Service Levels.**

In this work task, the project team will analyze the maintenance staffing, work practices, and service levels within the Public Works Department, including the following:

- **Evaluate the levels of maintenance service delivered by each of the functions within the Public Works Department.** This analysis would focus on profiling the levels of service, and assessing their adequacy and respective cost implications.
- **Evaluate the adequacy of major work practices utilized by each function.** This analysis would focus on the identification of opportunities to streamline internal processes and assignments as well as work practices to increase productivity and/or enhance their effectiveness.
- **Evaluate work planning and scheduling.** This analysis would focus on systems and processes used to plan and schedule maintenance activities in the divisions. This subtask would include an analysis of how maintenance management systems are utilized by managers to assign resources to functions and tasks, and to plan for their use during specific times of the year. Further, within this sub-task, we will evaluate the degree to which current shift scheduling is meeting the needs of customers, and determine the need for any changes in these shifts, including whether shift times should be altered or if another shift should be added.
- **Evaluate productivity and staffing levels against work output guidelines.** Over the years, we have developed guidelines for staffing in a variety of service areas based on analysis of industry standards and actual work measurement of maintenance activities. In evaluating the adequacy of staffing levels in the Public Works functions, the project team will utilize data available from the Department's computerized maintenance management systems (CMMS), as well as on other staffing standards and metrics. Data in the CMMS provide insights into where staff members are spending time currently, and can be valuable in identifying

both productive and unproductive uses of time.

- **Evaluate outsourcing and insourcing opportunities.** The services provided by the Department would be evaluated for outsourcing and insourcing, recognizing that this choice has multi-faceted dimensions including cost, responsiveness, level of service guarantees, contract oversight, availability of competitors, etc.
- **Evaluate the adequacy of asset management by the Department.** The departments are responsible for the maintenance of a significant and expensive road and facility infrastructure system. How has the Town targeted an overall Pavement Condition Index? What is the appropriate level for Windsor? Our project team will review the renewal and replacement of infrastructure during this sub-task as well.
- **Evaluate the adequacy of building, site and space needs.** Efficient operations depend to a great degree on the adequacy of the physical space available to perform them. Our project team will assess the adequacy of storage and work space in the yard, shop, in off-site locations, as well as in the office areas. This analysis will extend not just to the adequacy of the volume of available space, but to the degree to which attention has been given to workflow adjacency requirements.
- **Evaluate customer service including internal customers, external customers, the service request response system, etc.** For example, in analyzing the service request response system, we would evaluate the system for responding to and tracking customer service calls and requests, and evaluate the use of technology to facilitate customer service.
- **Evaluate performance management methods in the Department.** The project team will assess the degree to which performance in the Department is managed and reported. This may include the capture and reporting of such metrics as response times to reports of pavement failures, percentage of pavement segments with PCI over 72, percentage of sidewalk network inspected for trip hazards, etc.
- **Evaluate implementation of the Capital Improvement Program.** To determine if projects are being executed according to proposed plans and in areas in which this is not accomplished, what major factors are the cause (e.g., staffing, contracting procedures, insufficient project oversight, etc.)?

At the conclusion of this task, we will have evaluated Public Works in the areas of work and operational practices, service levels, work flows and work activities to identify improvement opportunities. In conjunction with interviews, data collection and the diagnostic assessment described in previous tasks, the project team will, at this juncture, be able to evaluate the efficiency of performance of current tasks, and determine which of these should continue to be performed by internal staff, and those

that should either be outsourced or discontinued.

***Deliverable: The deliverable of this task would be improvement opportunities and proposed adjustments in staffing, work practices, service levels, outsourcing / insourcing services, customer service, and operations of the Department.***

#### **Task 4 Evaluate the Uses of Technology in the Department.**

Although the use of technology has been a part of public works operations for many years, the mantra of “doing more with less” has made the use of technology more important than ever. In short, implementation of technology cannot be viewed simply as a means by which to collect and report data, but rather as a management tool and staff multiplier. In Task 1 of our task plan, the Matrix Consulting Group will have documented the technological tools currently available to divisional staffs in the descriptive profile. In this important task, our project team will analyze the degree to which current technology has been implemented, as well as identify any needed technologies that would cost-effectively improve the operations of Public Works. Specifically, our project team would:

- The degree to which GIS is implemented, and is assisting not only in managing assets, but in deploying scarce personnel, materials and equipment to the areas of greatest need. To the extent that enhanced training could expand and improve the implementation of GIS in the two divisions, our consultants will identify it in this step.
- The potential to implement hand-held devices, such as cell phones and tablets, in the reporting of work as well as in the reporting of maintenance and repair.
- The degree to which the integration of current systems is resulting in efficient information-sharing and elimination of duplicative input.

The use and implementation of technology are important factors in the success of modern public works and utilities operations, and our project team members will analyze both the current and potential uses of technology in the Department.

***Deliverable: The deliverable of this task would be an assessment of the current and potential uses of technology in the Public Works Department.***

#### **Task 5 Evaluate How the Department Is Organized.**

In this task, the project team will evaluate the plan of organization for the Public Works Department. The project team uses a number of principles in evaluating organizational structure, including:

- Does the current approach to organizing public works and utilities services in the Town foster accountability?

- Are spans of control for functions in the two divisions too broad or too limited?
- Are the plans of management organization for maintenance services in the Department providing adequate communication and coordination where needed? Does the current structure enhance shared knowledge and understanding?
- Do maintenance functions in the Town share resident complaint response mechanisms and reporting systems recognizing that these are often linked across infrastructures.
- Do the plans of organization enhance career development opportunities, training, and recruitment and retention?
- Do the plans of organization enable staff to provide better service to the public in terms of cycle times, user friendliness, performance management, quality control, and consistency?

The end result of this analysis will be a proposed organizational structure for the provision of services and specific staffing levels to meet service demands. This structure will be one that unifies all Public Works functions.

***Deliverable: The product of this task would be an organizational structure that unifies all Public Works functions.***

**Task 6 Prepare a Draft and Final Report and Provide Plans for Implementing Improvement Opportunities in the Organization and Operations of the Public Works Department in Windsor.**

Once the work tasks noted above have been completed, our analysis, findings, and conclusions will be documented and reviewed with the Project Steering Committee and staff in the Town's Public Works Department. The draft and final reports will contain the following elements:

- A final version of the descriptive information regarding Public Works operations in the Town.
- A final version of the 'best management practices' assessment.
- Detailed analysis of each identified improvement opportunity relating to philosophies and commitments, staffing required given these commitments, managerial and operational practices for service delivery.
- Recommended staffing allocations, by number and position, for each division.
- The optimum organizational model for the Department that maximizes communications, workloads and efficiency, and that minimizes duplication.

- An implementation plan for each improvement opportunity to ensure that there are accountability mechanisms in place to ensure that responsibility is allocated, timing is planned, and results are demonstrated.

Once staff and the Project Steering Committee have reviewed the draft final report and implementation plan, and provided input, we would develop the final report and deliver to the Steering Committee. We would be pleased to present our findings to the Town at a Council meeting as specified in the RFP.

***Deliverable: The product of this task would be the draft and final reports which would be reviewed with the Town. Once finalized, the report would be presented to the public in a Town Council meeting or workshop.***

#### **4. PROJECT SCHEDULE**

The table, which follows, presents the proposed timeline for completing the tasks identified in our Scope of Work. We have proposed a work plan that would complete this project within a 90-day period. This meets with the schedule proposed in the Town’s RFP.

Task	1	2	3	4	5	6	7	8	9	10	11	12	13
1. Understanding and Profile													
2. Best Practices													
3. Staffing, Service Levels													
4. Technology													
5. Organization													
6. Final Report													

#### **5. SERVICES EXPECTED OF THE TOWN**

The Matrix Consulting Group expects that our consultants will conduct the on-site interviews with Town staff, and collect the data on-site necessary to develop findings and conclusions. The Matrix Consulting Group would not require that the Town provide office space. However, the Town will need to make data accessible for collection by our consultants (e.g., computerized maintenance management system), and make staff accessible for interviews by our consultants, and make appropriate managers and supervisors accessible for discussion of conclusions and recommendations by our consultants.

### **3. COST PROPOSAL**

### 3. COST PROPOSAL

Based on our task plan, we propose to conduct this study for not to exceed price of **\$49,500**, inclusive of all professional fees and expenses, at the level of detail outlined in our proposal. We have provided hours by team member.

Task	Pennington	Haley	Branch	Total Hours
1. Understanding and Profile	8	32	24	<b>64</b>
2. Best Practices	8	16	8	<b>32</b>
3. Staffing, Service Levels	8	32	24	<b>64</b>
4. Technology	8	16	8	<b>32</b>
5. Organization	8	16	8	<b>32</b>
6. Final Report	8	32	24	<b>64</b>
<b>TOTAL HOURS</b>	<b>48</b>	<b>144</b>	<b>96</b>	<b>288</b>
<b>RATE PER HOUR</b>	<b>\$200</b>	<b>\$175</b>	<b>\$110</b>	
<b>TOTAL COST</b>	<b>\$9,600</b>	<b>\$25,200</b>	<b>\$10,560</b>	<b>\$45,360</b>
<b>EXPENSES</b>				<b>\$4,140</b>
<b>TOTAL PROJECT COST</b>				<b>\$49,500</b>

# TOWN OF WINDSOR, CONNECTICUT



*Organizational Effectiveness  
and Efficiency Study  
of the  
Department of Public Works*

**PROPOSAL**

# TOWN OF WINDSOR, CONNECTICUT



## *Organizational Effectiveness and Efficiency Study of the Department of Public Works*

### PROPOSAL

#### **THE MERCER GROUP, INC.**

1000 Whitlock Avenue  
Suite 320-129  
Marietta, Georgia 30064

770-425-1775 Office

[www.mercergroupinc.com](http://www.mercergroupinc.com)

November 3, 2016



# The Mercer Group, Inc.

Consultants to Management

1000 Whitlock Avenue  
Suite 320-129  
Marietta, Georgia 30064  
Phone 770-425-1775  
[www.mercergroupinc.com](http://www.mercergroupinc.com)

August 16, 2016

**MR. JAMES BOURKE**  
Finance Director  
Town of Windsor  
275 Broad Street  
Windsor, Connecticut 06095

**DEAR MR. BOURKE:**

The Mercer Group is pleased to present our **PROPOSAL** to conduct an **Organizational Effectiveness and Efficiency Study of the town's Department of Public Works.**

Our proposal is founded on over 30 years of management consulting experience with local governments nationally and in New England, as well as our project team's extensive work and consulting experience in local government management, public works, engineering, utilities, finance, human resources, and information technology.

## **Structure of the Proposal**

We appreciate the opportunity to propose on this important project. Our proposal is based on the town's recent Request for Proposals. The proposal includes this Cover Letter and the following five chapters.

	<b><u>Pages</u></b>
I. INTRODUCTION TO THE MERCER GROUP	1-4
II. MERCER PROJECT EXPERIENCE	5-9
III. MERCER PROJECT TEAM	10-12
IV. PROJECT APPROACH	13-25
V. COST PROPOSAL	26

**Overview of our Qualifications**

The **Strengths of our Firm** are **People, Projects, Tools, Commitment, and Independence:**

- **PEOPLE:** Our consulting team averages 30 years of experience both as local government officials and as consultants to the public sector. Technical skills of the team include strategic planning; governmental management and operations; finance, human resources, and information systems; and public works and utilities.

**Key project team members are:**

- **Jim Mercer**, the Mercer Group's President/CEO and our project director, has worked in the public sector for over 30 years, conducting over 250 management studies and over 1500 executive recruiting assignments. Mr. Mercer is responsible for the quality of the project, as well as contractual and legal matters.
- **Steve Egan**, a Mercer Senior Vice-President, will serve as our project manager and lead consultant. He is a former local government budget official and served as interim public works and utility director for the City of Highland Park, Michigan. Mr. Egan has completed over 185 other public sector management consulting projects over the past thirty years, including similar studies in Concord, New Hampshire; Evans, Colorado; Mountain Brook, Alabama; Nantucket and Needham, Massachusetts; and Waterbury Connecticut.
- **David Deutsch**, a Mercer Senior Vice-President and director of our Maryland Office, will advise on management, financial, and human resources issues. Mr. Deutsch is a career city manager with service in Windsor; Bowie, Maryland; and Springettsbury Township, Pennsylvania.
- **Dr. Jack Harris**, a Mercer Senior Vice-President and director of our Information Technology practice, will advise on information technology questions affecting effectiveness and efficiency. Dr. Harris has over 30 years of experience with IT services in local government and their implications for operational effectiveness. He also is a Sociology professor at Hobart and William Smith Colleges in Geneva, New York.
- **John Lawlor** is the Public Works Director in Bloomfield, Connecticut, and the former Deputy Director of Public Works in New Haven and Director in Waterbury. He will advise on technical public works issues and on challenges facing public works agencies in Connecticut.

- **PROJECTS:** Our firm has extensive experience with state and local governments on over 500 planning, service delivery structure, management, financial, and operations studies nationally, including over fifty projects for communities in New England and over 100 studies for public works and utility agencies.

**Local government consulting projects in New England include:**

- **Auburn, Maine:** Classification and Compensation study.
- **Barre City and Town, Vermont:** Shared Service Feasibility study for public safety agencies.
- **Berlin, Connecticut:** Classification and Compensation study.
- **Glastonbury, Connecticut:** Classification and Compensation study.
- **State of Maine:** Review of Internal Service Fund operations and Fleet Rates.
- **Nantucket, Massachusetts:** Public Works and Fleet Management study.
- **Needham, Massachusetts:** Public Works study.
- **New Rochelle, New York:** Parking Management study and Marina Privatization analysis.
- **Northern Maine Development Commission:** Shared Services Feasibility Analysis for municipal services at the former Loring Air Force Base.
- **Waterbury, Connecticut:** Public Works study.

**Other public works and utility consulting projects nationally include:**

- **Bloomfield, New Mexico:** Management Review of Parks, Planning, Public Works, and Utilities.
- **Bowling Green, Kentucky:** Management Study of the Public Works Department.
- **Evans, Colorado:** Management Review of the Public Works Department.
- **Las Cruces, New Mexico:** Governance Plan and Organizational Analysis for the Utilities (Gas, Water, Wastewater, and Sanitation) and Sanitation Rate Study.
- **LeClaire, Iowa:** Citywide Management Study included Public Works, Parks Maintenance, and Wastewater services.
- **McDonough, Georgia:** Citywide Management Study included Public Works, Water & Wastewater Utilities, Engineering, Parks Maintenance, and Stormwater.
- **Mountain Brook, Alabama:** Citywide, Public Works, and Parks studies.
- **Milwaukee, Wisconsin:** Nine Management, Organization and Staffing, and Operations studies for the Public Works Department.
- **Oro Valley, Arizona:** Public Works Study and Functional Business Plan.
- **Port Arthur, Texas:** Citywide study included Public Works, Utilities, and Parks.
- **Sparks, Nevada:** Productivity/Compensation study included Public Works.
- **University Park, Texas:** Management Study of the Public Works Department.

**MR. JAMES BOURKE, Finance Director**  
**Town of Windsor, Connecticut**  
**November 3, 2016**  
**Page 4**

- **TOOLS:** Mercer has developed a set of project-tested analytical methods, surveys, questionnaires, interview guides, and other tools to support the study process in order to gain a full understanding of our clients and to develop recommendations that provide long-term benefit. These tools include:
  - Mercer Model for Local Government Strategic Planning
  - Mercer Model for Managing in Lean Times
  - Decision Criteria for Contracting and Collaboration
  - 50 Management Issues for Organizational Effectiveness
  - Organizational Climate, Values, Resources, Personnel Practices, Management Practices, and other employee surveys
  - Job Analysis Questionnaire
  - Management Philosophy Profile
  
- **COMMITMENT:** Our project team is devoted exclusively to improving the management and services of state and local governments. As former local government officials, we have been studied ourselves and are committed to preparing a report that is fair, practical, and implementable.
  
- **INDEPENDENCE:** Our firm is a professional consulting firm that is not connected to any Connecticut agencies, businesses, computer systems or services vendors, suppliers, or contractors. We have no conflicts of interest relating to the town's Code of Ethics. We will provide objective and independent recommendations.

\* \* \* \*

If you have any questions or require additional information regarding our proposal, please contact Jim Mercer at 505-466-9500 and [jmercer@mercergroupinc.com](mailto:jmercer@mercergroupinc.com) or Steve Egan at 770-425-1775 and [segan@mercergroupinc.com](mailto:segan@mercergroupinc.com).

Very truly yours,

*The Mercer Group, Inc.*

**THE MERCER GROUP, INC.**

**James L. Mercer, CMC, President and CEO (Project Director)**

**Stephen D. Egan, Jr., Senior Vice-President (Project Manager)**

**David Deutsch, Senior Vice-President**

# ***I. INTRODUCTION TO THE MERCER GROUP***

This chapter of the proposal provides Key Facts About Our Firm and a brief Overview of the Firm that describes our history, business model, customer base, and services.

## **A. KEY FACTS ABOUT OUR FIRM**

The Mercer Group, Inc. is a management consulting firm incorporated in the State of Georgia and operating nationwide, with strongly established areas of practice in the Southeast and Midwest, and growing Southwest and Far West practices. Our firm now has thirty people serving the public sector from eighteen offices across the United States. Offices participating in the project are **bolded**.

### **Corporate Information**

PMB 511  
5579-B Chamblee-Dunwoody Road  
Atlanta, Georgia 30338

FEIN 58-1877068

### **National Offices**

Albuquerque, New Mexico  
Brunswick/St. Simons Island, Georgia (National Regional Planning Agency Practice)  
Buffalo Grove/Chicago, Illinois  
Chesapeake, Virginia  
Estes Park, Colorado  
Galesburg, Illinois  
**Geneva, New York** (National Information Technology Practice)  
Goodyear, Arizona (National Fire Service Management Practice)  
Lansing, Michigan (National Labor-Relations and Benefits Practice)  
**Marietta/Atlanta, Georgia** (National Management Studies Practice)  
Raleigh/Louisburg, North Carolina (National Human Resources Practice)  
**Santa Fe, New Mexico** (National Executive Recruitment Practice)  
Sarasota, Florida  
Scottsdale, Arizona  
Seminole, Florida  
Tucson, Arizona  
**Washington, DC/Maryland**  
Weimar/Sacramento, California

## **Contacts Persons for This Project**

### **James L. Mercer**

President and CEO

Project Director

Atlanta and Santa Fe Offices

(505) 466-9500 Office

(505) 660-7725 Cell

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[j Mercer@mercergroupinc.com](mailto:j Mercer@mercergroupinc.com)

### **Stephen D. Egan, Jr.**

Senior Vice-President

Director, National Management Studies Practice

Project Manager and Lead Consultant

Marietta/Atlanta

770-425-1775 Office

770-335-3245 Cell

[segan@mercergroupinc.com](mailto:segan@mercergroupinc.com)

## **Mercer Group Website**

Our corporate website provides additional information on our firm, bios of Mercer principals, project and client lists, and current executive recruitment projects. [www.mercergroupinc.com](http://www.mercergroupinc.com)

## **B. HISTORY AND STRUCTURE OF THE FIRM**

James L. Mercer, a long-term public sector management consultant, started his own firm in 1981 and in 1984 merged it with another consulting firm, Wolfe and Associates. In 1986, Mr. Mercer acquired the Human Resources and Organizational Consulting Practice of Wolfe and Associates, using this acquisition as the basis for founding Mercer, Slavin, & Nevins, Inc. (MSN).

In early 1990, he sold his interest in MSN and founded The Mercer Group, Inc. The Santa Fe, Marietta, Lansing, Raleigh, DC/Maryland, and other area offices were added as our client base, practice areas, and staffing grew.

### **Business Model**

The Mercer Group, Inc. is a **Consortium Model firm**, with a core of key staff members supplemented by associated independent consultants and specialty firms. The consortium members work together regularly and have long personal and professional relationships. This business model allows us to:

- Staff each project with the right mix of consulting professionals, who have the specific managerial, functional, and technical skills needed to fully satisfy project objectives.
- Eliminate pressure to assign salaried staff who may be available, but lack the experience or capabilities necessary to be effective and efficient in serving our clients.
- Offer competitive rates for very senior consultants due to our reduced administrative and overhead costs.

### **Client Base and Specialties**

**The Mercer Group, Inc. provides exceptionally high quality management consulting services to a wide range of public and non-profit sector clients:**

- State government agencies.
- Local governments (counties, cities, towns, and villages).
- Utilities (electric, gas, stormwater, water, and wastewater).
- Transit Authorities, Health Care agencies, and Special Districts.
- School Districts.
- Colleges and Universities.
- Non-Profit Organizations.
- Some private sector clients.

### **Specialty practice areas of our firm include:**

- Strategic and functional business planning.
- Public policy analyses.
- Service delivery alternatives, including governmental and functional consolidations and collaboration, contracting and privatization, and managed competition.
- Management, organizational, operations, and productivity improvement.
- Organization development and training.
- Human resource management, compensation and classification studies, and performance management systems.
- Financial and budgetary management.
- Executive recruitment.

**Our consultants have conducted successful planning, management, and organizational consulting assignments for over 500 public and non-profit sector organizations and over 1500 executive recruitment assignments. Attachment A** (emailed in a separate Word file) presents a complete list of Mercer's Management Studies.

The Mercer Group typically works with strong organizations that recognize the value of outside assistance and are prudent enough to solicit it and apply it. Our clients include some of the most successful public sector organizations in the United States.

### **EEO Compliance**

In our own internal operations and in our consulting practices, The Mercer Group, Inc. is in full compliance with E.E.O.C. regulations and our equal employment opportunity statement is available upon request. Because executive search is a portion of our consulting practice, we are very much aware of and comply with the regulations for equal employment opportunity.

### **Code of Ethics**

The Mercer Group subscribes to the Codes of Ethics of the International City/County Management Association (ICMA) and the Institute of Management Consultants. James L. Mercer, President/CEO is a Certified Management Consultant through the Institute.

## **II. MERCER PROJECT EXPERIENCE**

This chapter of the proposal provides a summary of State of Kansas and Midwest States Experience, short descriptions of other Representative Projects, and References. Mercer will provide our complete list of our Management Consulting Clients and Projects upon request.

### **A. REGIONAL EXPERIENCE**

The Mercer Group has conducted strategic planning, organization and staffing, operations improvement, human resource management, and executive search **projects for the Over 40 state and local governments and non-profit agencies in New England, including:**

- **Barre City and Town, Vermont:** Analysis of the Feasibility of consolidating or collaborating on delivery of public safety services (Police, Fire, and EMS).
- **Berlin, Connecticut:** Classification and Compensation study. Other similar studies were conducted in Auburn, Maine, and Glastonbury Connecticut.
- **Concord, New Hampshire:** Fleet Management study, development of a Vehicle Replacement Plan, and Requirements Definition for a Vehicle Management Information System, plus an Organizational Analysis to support development of a citywide Information Systems Needs Analysis and Strategic Plan.
- **Dover, New Hampshire:** Citywide Organizational and Management study.
- **State of Maine:** Review of Internal Service Fund Operations and Development of Central Fleet Management Rates and Financial Plan.
- **Nantucket, Massachusetts:** Public Works management and operations improvement study and assessment of the feasibility of a central fleet management program and town garage.
- **Needham, Massachusetts:** Public Works management and operations improvement study.
- **New Rochelle, New York:** Parking Management Study and Marina Privatization Feasibility Assessment.
- **New York Association of Counties:** Management and Organizational study.
- **Northern Maine Development Commission:** Shared Services Feasibility Analysis for delivery of municipal services at the former Loring Air Force Base.
- **Rockland County, New York:** Revenue Processing Study for Public Health and Environmental Health Services.
- **Specialty Food Association, New York City:** Performance Evaluation System and Annual Goals for the President/CEO.
- **Waterbury, Connecticut:** Public Works Department Management and Operations Study.

## **B. PUBLIC WORKS PROJECTS**

The following twenty studies for public works, parks, and utility operations document our ability to meet your expectations for the study of the Department of Public Works. Overall, our 109 public works projects include strategic and functional business planning (10), feasibility of service delivery alternatives (9), and management and organizational improvement (90). See **Attachment A** (emailed) for a complete list of our Management Consulting Clients and Projects.

- **Bloomfield, New Mexico:** Steve Egan conducted a management and organizational review of the Parks, Planning, Public Works, and Utilities Departments. The study focused on planning, organizational, operational, and resource management preparedness for expected growth in population and service area.
- **Bowling Green, Kentucky:** Jim Mercer, Steve Egan, and Mercer staff conducted a management and operations study of the Public Works Department. Study issues included the organizational culture, information systems capabilities (particularly the needs for work order, fleet management, inventory control, and CAD/GIS systems), organization and staffing, operations, and service delivery structure. Steve Egan then conducted a six-month "checkup" visit and report, and reapplied the Organizational Climate Survey to measure progress on cultural issues since the original study.
- **Dubuque County, Iowa:** Steve Egan conducted a Space Needs Analysis and developed a Facilities Plan for county agencies outside of the courthouse and public safety complex. The study included the County Highway Department offices and yard.
- **Evans, Colorado:** Steve Egan conducted a Management and Operations Review of the Evans Public Works Departments, which includes streets, parks maintenance, water and wastewater utilities, stormwater, fleet and facilities management, and more.
- **Highland Park, Michigan:** Steve Egan served from 2002-2005 as interim public services and water director for this fiscally distressed city of 16,000-population inset in the northern part of Detroit. Responsibilities included streets, facilities and grounds, capital projects, water production and distribution, and storm and sanitary sewers. Major issues were severe budgetary limitations, aging and declining infrastructure, and a severely reduced workforce as a result of the city's fiscal crisis.
- **Las Cruces, New Mexico:** Jim Mercer developed a Governance Plan for the City's utilities that created a separate and independent authority for the various city utilities. Jim and Steve Egan conducted a follow-up organizational and management study of the utility. Steve Egan supported the utility's rate-making process for sanitation services.
- **LeClaire, Iowa:** Steve Egan just completed a citywide Operational and Service Level Analysis. The study included public works, which is responsible for streets, signs, sidewalks, forestry, facilities management (citywide), fleet management (department), the wastewater treatment plant, and the wastewater collection system.

- **McDonough, Georgia:** Jim Mercer and Steve Egan recently completed a citywide Management Study of all departments and services of the city of McDonough, which is a 23,000-population community south of Atlanta. The study covered administrative services, finance, community development, economic development, inspections, fire, police, municipal court, and public works. The Public Works department is responsible for street maintenance, water treatment and distribution, wastewater collection and treatment, fleet and facilities maintenance, engineering, stormwater, and administration.
- **Milwaukee, Wisconsin:** Steve Egan conducted nine studies to improve the management, organization, operations, and administration of the Public Works Department and its divisions. These studies included a DPW-wide Management Organization Analysis that resulted in a savings of over 100 management and supervisory positions without layoffs; Management and Operations Reviews of the Engineering, Forestry, and Water Works Divisions; a series of reviews to reengineer the department's administrative services; and facilitation of a management team retreat to plan for operating and capital budget requirements over the next five years.
- **Mountain Brook, Alabama:** Steve Egan and staff conducted a citywide Management and Organizational study of this 23,000-population suburb of Birmingham. Several years later, Steve conducted in-depth studies of the Public Works Department, the Parks & Recreation Department, and the Emmet O'Neal Library.
- **Nantucket, Massachusetts:** Steve Egan conducted a Management and Operations study of the Town's Department of Public Works and a Feasibility Analysis for a Central Town Garage and Fleet Management Program.
- **Needham, Massachusetts:** Steve Egan conducted a Management and Operations study of the Town's Department of Public Works, including Administration, Engineering, Garage, Parks and Forestry, Sanitation/Recycling, Streets, and Water and Sewer. Major recommendations were a reorganization plan, improved operations management practices, identification of facilities and equipment needs, and enhanced planning processes.
- **Oro Valley, Arizona:** Jim Mercer, Steve Egan, and staff conducted a Management Study of the Town's Public Works Department. Oro Valley is a fast-growing suburb of Tucson that expected to annex a large area of land to the north of current boundaries. The study focused on positioning DPW to handle the demands of growth; creating a strategic plan; adjusting the organizational plan and staffing levels; improving operations management; implementing a central fleet management concept; and other issues.
- **Port Arthur, Texas:** Jim Mercer and Steve Egan conducted a Management Review of City departments and the Economic Development Corporation. The study addressed issues in Mercer's Model for Managing in Lean Times and our 50 Management Issues for Organizational Improvement. The project covered public works, parks and recreation, and utilities.

- **St. Paul Water Utility:** Over a three-year period, Jim Mercer, Steve Egan, Jan Lazar, Inga Kennedy, and others conducted a Competitive Assessment and Management Review of the customer service, distribution, engineering, finance, information systems, safety, water plant, and water quality programs. These studies, and others by engineering firms, were prompted by a proposal to the Mayor from a national water company to take over the utility and operate it at a significant cost savings. In the end, the utility accomplished a wide range of operational improvements and savings, and was not privatized.
- **Sparks, Nevada:** Jim Mercer and staff conducted a Management, Operations, Organizational Climate, and Human Resources analysis of most city departments, including Public Works and Parks and Recreation.
- **Spokane, Washington, Water Department:** Jim Mercer, Steve Egan, and others conducted a comprehensive Competitive Assessment and Operations Review of this water utility with over 66,000 customers in Spokane and surrounding areas. The study offered over 100 recommendations including improvements in service delivery structure, City administrative support, departmental organization, division organization and staffing, resource management, operations, benchmarks, and competitive position.
- **Sugar Land, Texas:** Jim Mercer and Steve Egan conducted a Management study of the City's Utilities Department, which has responsibility for water and wastewater services. Study recommendations included changes to contract services, the roles and responsibilities of city departments in supporting the utility, organization and staffing plan, operations management, and information systems.
- **Waterbury, Connecticut:** Jim Mercer, Steve Egan, Jan Lazar, and other consultants conducted a comprehensive, in-depth management and operations study of the City's Department of Public Works. Main areas of focus were engineering and project management, staffing levels (after years of budget cuts in a distressed city), blight and litter control, management philosophy, organizational culture, and operating efficiency.
- **West Des Moines, Iowa:** Jim Mercer and staff conducted a management and operations study of the city's Department of Public Works.

## **C. REFERENCES**

References are provided for the following recently completed projects. References for other projects can be provided upon request.

### **EVANS, COLORADO**

#### **Public Works Study**

FRED STARR, Director of Public Works. 970-475-1110

### **LAS CRUCES, NEW MEXICO**

#### **Utility Governance, Organization & Staffing, and Rate Studies**

DR. JORGE GARCIA, PE, Utility Director. 575-528-3511

### **LECLAIRE, IOWA**

#### **Citywide Study Included Public Works**

ED CHOATE, City Administrator. 563-289-4242

### **MOUNTAIN BROOK, ALABAMA**

#### **Citywide and Public Works Studies**

SAM GASTON, City Manager. 205-802-3800

RONNIE VAUGHAN, Public Works Director. 205-802-3865

SHANDA WILLIAMS, Parks & Recreation Director. 205-802-3877

### **NEEDHAM, MASSACHUSETTS**

#### **Public Works and Utilities Study**

RICK MERSON, Public Works Director. 781-455-7537

KATE FITZPATRICK, Town Manager. 781-455-7500



### ***III. MERCER PROJECT TEAM***

The Mercer Group's senior professionals and affiliated technical specialists regularly team on management studies. The proposed team brings both work and consulting experience in strategic planning, finance and budgeting, and the management and operations of public works and utilities that "covers all the bases" for this study.

**Note that the members of the project team have personally conducted the projects listed in the proposal; these are NOT general firm qualifications, but personal ones.**

**Project Director: James L. Mercer CMC**, founder and president of the Mercer Group who is located in Santa Fe, will direct the project and be responsible for the quality of our services, as well as contribute to our review of management and organizational issues.

Mr. Mercer is a former Assistant City Manager in Raleigh, North Carolina, and a long-time management consultant to the public sector. He has worked on over 250 state and local government management consulting projects and over 1500 executive searches in a thirty year consulting career. His consulting work includes many of the projects referenced in the cover letter and experience sections of the proposal.

Representative management studies for which Mr. Mercer had direct responsibility as project director/manager and consultant include (but are not limited to):

- Management and Organizational Improvement studies in Auburn, Maine; Dover, New Hampshire; Glastonbury, Connecticut; Hartford, Connecticut; and over 100 other cities and counties across the United States.
- Public Works and Utilities studies in Colorado Springs, Colorado (utilities); Columbus, Georgia (utilities); Las Cruces, New Mexico (utilities); Overland Park, Kansas; Port Arthur, Texas; Sparks Nevada; Spartanburg, South Carolina (utilities); University Park, Texas; Virginia, Minnesota (utilities); and Waterbury, Connecticut.
- Executive Searches in Connecticut, New Hampshire, Maine, Vermont, and nationally

Additionally, he has authored over 200 articles and five books, including Public Management Systems, Managing Urban Government Services, Strategic Planning for the Public Sector, and Public Management in Lean Years: Operating in a Cutback Management Environment.

Mr. Mercer has a Bachelor of Science degree in Industrial Management from the University of Nevada at Reno and a Master of Business Administration degree from the same institution. He received a Certificate in Municipal Administration from the University of North Carolina and is a graduate of the Executive Development Program at Cornell University.

**Project Manager and Lead Consultant: Stephen D. Egan, Jr.**, a Mercer Group senior vice-president located in Atlanta, is the director of our national Management Studies Practice. Mr. Egan is a specialist in strategic and functional business planning, service delivery strategies, public policy analyses, governmental management, organizational development, and public works, utilities, recreation, planning and zoning, and maintenance operations.

He will serve as our project manager and lead consultant. As project manager, he will assist Jim Mercer, our project director, in managing the project team, liaison with client personnel, technical report preparation, and presentations. As lead consultant, he will conduct much of the onsite work with the town and the Public Works Department.

Mr. Egan is a former Fulton County, Georgia, Budget official responsible for analysis of department budget requests, internal consulting, and special projects for the County Manager and Board of Commissioners. He also served from 2002-2005 as interim Public Services and Water Director for the City of Highland Park, Michigan, a fiscally-distressed city of about 17,000-population inset in the City of Detroit. In this role, he managed streets, facilities and grounds, capital projects, water plant & distribution, and wastewater & stormwater collection.

In thirty years of consulting with state and local governments, he has performed over 185 management studies, about 70 of which were in public works and utilities. For example, Mr. Egan had direct responsibility as the project manager and lead consultant for these public works and utility studies (some are citywide study that included department reviews):

- Bloomfield, New Mexico, Parks, Planning, Public Works, and Utilities
- Bowling Green, Kentucky, Public Works
- Evans, Colorado, Public Works
- LeClaire, Iowa, Public Works
- Las Cruces, New Mexico, Utilities
- McDonough, Georgia, Public Works and Utilities
- Milwaukee, Wisconsin, Public Works (included all water services)
- Mountain Brook, Alabama, Public Works and Parks
- Nantucket and Needham, Massachusetts, Public Works, Utilities, and Fleet
- Oro Valley, Arizona, Public Works
- St. Paul, Minnesota, Regional Water Services
- Spokane, Washington, Water and Hydroelectric Services
- Waterbury, Connecticut, Public Works

He is the co-author of Managing Professional Service Delivery: 9 Rules for Success, a primer on the nuts-and-bolts of delivering advisory services, such as management consulting, legal, accounting and auditing, and information technology.

Mr. Egan holds a Bachelor of Arts degree in History & Government from Norwich University in Northfield, Vermont, and a Master of Arts degree in Government from the American University in Washington, DC.

**Management, Financial, and Human Resources Consultant: David Deutsch**, a Mercer Group Senior Vice-President, runs our Maryland/Washington DC Office. He will review issues and challenges in management, finance and budget, and human resource services, as well as advise the project team on Connecticut issues and requirements.

Mr. Deutsch is a career city manager with service in Bowie, Maryland; Springettsbury Township, Pennsylvania; and Windsor early in his career. His career emphasis was on financial management, human resources/labor relations, public works and utilities, environmental sustainability, economic development, public safety, and organizational improvement. He is a past president of the Pennsylvania Municipal Management Association.

He holds a Master of Arts degree in Public Administration from the Maxwell School of Citizenship and Public Affairs at Syracuse University and a Bachelor of Arts degree in Political Science from the State University of New York at Stony Brook.

**Public Works Technical Advisor: John Lawlor** is the Public Works Director in Bloomfield, Connecticut, and formerly Deputy Director of Public Works in New Haven and Director in Waterbury. He also has experience as a design and project engineer and as an engineering technician. He will advise the team on technical public works issues and specific challenges for public works agencies in Connecticut.

Mr. Lawlor was recognized as a Top Ten Public Works Leader nationally and in New England by the American Public Works Association. He earned a Master of Public Administration degree from Norwich University and a Bachelor of Science degree in Civil/Construction Engineering from Central Connecticut State University.

**Information Systems and Technology Consultant: Dr. Jack Harris**, a Mercer Senior Vice-President and tenured Professor of Sociology and Hobart and William Smith Colleges, is a specialist in information systems planning, management, procurement, and implementation. He is an expert on software applications, IT organizational processes and procedures, business process re-engineering, strategic planning, and change management, with more than 30 years of successful experience in management and consulting positions in government and business.

Dr. Harris brings the sociological perspective to local government consulting, as well as significant skills, knowledge, and experience to help solve information systems and management issues in both the public and private sectors. For example, he designed and presented major re-engineering workshops for municipalities and not-for-profits, including the City of Milwaukee, Milwaukee County, ARMA, Alabama GFOA, and GMIS.

He holds Doctoral and Master degrees in Sociology. Dr. Harris co-authored several articles on information technology and is co-author, with Barry Strock, of *The Municipal Computer Systems Handbook*. Dr. Harris is a tenured Professor of Sociology at Hobart and William Smith Colleges, Geneva, NY

## ***IV. PROJECT APPROACH***

This chapter of the proposal provides Background Information on the city and the department, describes our understanding of the Scope of Work and your goals for the project, defines our Approach to the Project, and lays out a step-by-step Work Plan and Schedule.

### **A. BACKGROUND INFORMATION**

The RFP provides a clear and complete overview of the town and the Public Works Department. We also reviewed the town's website and 2017 budget to assist in development of our proposal.

#### **Town of Windsor**

The Town of Windsor was the first English settlement in the state. It is located in Hartford County just north of the City of Hartford. The town encompasses 31.0 square miles and is home to slightly over 29,000 people per a 2015 estimate by the US Census Bureau.

The town is governed by a nine-member Town Council with a Town Manager responsible for oversight of day-to-day operations. The town provides a wide range of services including police and fire, ambulance, recreation and leisure, human services, health, library, development, and public works. The FY 2017 budget totals \$110,862,990, 60.9% for Education and the balance for town operations, enterprises, debt service, and capital projects. The town employs 250 full- and part-time people across all funds.

#### **Public Works Department**

The town's Public Works Department is responsible for parks and grounds, facilities management, pavement management, stormwater drainage, traffic safety and community support, equipment repair, storm control, the landfill enterprise fund, transfer station enterprise fund, and capital projects.

Public Works has a FY 2017 General Fund budget of \$5,346,700 and a total budget of \$6,557,210, including town support for Education and other department and for special revenue funds. Total General Fund staffing is 38.98 FTEs, 32 full-time and 6.98 part-time.

In addition the department manages two separate enterprise funds for the landfill and transfer station. FY 2017 budgets are \$2,453,360 and 4.85 FTEs for the landfill and \$205,270 and 1.03 FTEs for the transfer station..

## **B. SCOPE OF WORK**

The RFP also clearly lays out the town's expectations for the project and we believe our firm is well prepared to perform the scope of work defined in the RFP. The **purpose of the RFP** is to identify and contract with a qualified and experienced consultant to undertake an Organizational Effectiveness and Efficiency Study of the Department of Public Works.

**The study should recommend actions** that will improve the effectiveness and efficiency of the Public Works Department's use of financial and human resources, and identify potential areas or methods to improve service levels, increase efficiency, and achieve cost savings.

The consultant will work with Town staff to collect data and information necessary to **perform the desired analysis and report findings and recommendations related to these topics:**

- 1.) The department's historical, current, and projected service demands and standards.
- 2.) The efficiency and effectiveness of department operations relating to workload, staffing, customer service, scheduling, productivity, use of technology, and the supervisory structure of functional areas.
- 3.) A comparative analysis with benchmark or peer communities. Note: Mercer plans to limit the analysis to four similar communities as selected by the town.

As a result of the above scope of services and the agreement between the consultant and the town, the **consultant shall be expected to present the following deliverables:**

- 1.) A written report outlining findings related to the work undertaken in Section 4A of the RFP and recommendations based on these findings that will enable the Town to deliver services in the most efficient and effective manner. These recommendations should consider, but not be limited to, such options as:
  - Changes in methods of service delivery;
  - Use of technology resources and systems;
  - Changes in staffing levels, configurations, and supervisory structure; customer service standards; and
  - Other changes that will provide for more effective utilization of resources.
- 2.) An estimate of the cost to implement each recommendation and/or an estimate of the savings that would result.
- 3.) A proposed schedule and the actions necessary to implement the recommendations. Such plan will consider and address impediments to implementing the recommendations, measures to address such obstacles, and alternative recommendations in case such impediments cannot be overcome.
- 4.) Presentations to town staff, a town council subcommittee, and the town council.

## **C. SUMMARY OF OUR APPROACH**

Our approach to the project is founded on a Strategic, High Performance Perspective; a Comprehensive, Participative, and Collaborative Process; a Structured Work Plan refined on other similar projects; and application of Project-Tested Analytical Models and Tools.

### **Strategic, High Performance Perspective**

As **strategic planners**, we incorporate a strategic perspective into all of our management and organizational studies. This perspective includes clear definition and alignment of vision, values, strategies, goals, objectives, and actions. As **management consultants**, we advocate implementation of a High Performance Organizational Model to ensure that citizens and customers receive high-quality services delivered in a cost-effective manner. As **former local government managers**, we want to help you create an organizational culture that is customer-centered, empowering of employees, creative and interesting, and a great place to work.

**Our model for managing in the public sector is based on these characteristics:**

- Effective strategic and operational planning processes.
- Strong leadership at every level of supervision.
- Positive, employee-supportive cultural attributes.
- Effective use of teams and employees.
- Customer-driven delivery of services.
- Organization-wide commitment to quality.
- Ongoing measurement of progress and performance.
- Establishment of a self-reinforcing framework for performance improvement.

Frankly, **our goal is to move agencies beyond the traditional management model** used in the public sector, which is based on hierarchical structures, risk aversion, maintenance of the status quo, supervisors acting as bosses, individualistic and competitive work, limited training, poorly defined performance, and short-term planning.

### **Comprehensive, Participative, and Collaborative Process**

We emphasize a comprehensive and participative approach that involves as wide range of officials, managers, employees, stakeholders, and citizens/customers to gain a 360-degree understanding of the organization being studied. **Our goal in each study is to interact in some meaningful way with all affected officials, managers, employees, and stakeholders during the course of the project.** This interaction can be in the form of individual and group interviews, focus groups, work site observation and informal discussions, questionnaires, and surveys.

We make every effort to ensure “**No Surprises**” as we collaboratively define emerging issues and develop recommendations for performance improvement. This approach means continuous communication with our client’s project leadership; sharing and discussing preliminary ideas and recommendations early and continuously as they develop; and offering the draft report to as wide an audience as possible, particularly those providing input to the study and those most affected by its recommendations.

We recommend that our clients appoint a **Project Steering Committee** to monitor the progress of our work and review draft deliverables, as well as a **Project Liaison** to provide logistical support. During the project we normally contact or meet with the Project Liaison biweekly and the Steering Committee monthly or at key milestones, such as the end of Fact Finding, ten days after issuance of the Draft Report; and after delivery of the Final Report.

**Project management activities** include regular status meetings and reviews of preliminary deliverables in order to confirm the accuracy of our findings, develop a consensus on recommendations, and foster a commitment to implementation.

### **Structured Work Plan**

**The proposed work plan and schedule that follows is based on work plans from other projects, which are tailored to the specific needs and goals of each client.** The work plan emphasizes a reasonable project schedule that provides adequate time on site and interaction with client staff, with limited intrusion on operations; application of project-tested analytical tools; and effective use of the varied skills of the project team.

### **Project-Tested Analytical Models and Tools**

In the course of over 500 planning, management, financial, and operations studies for state and local governments, Mercer has developed a set of project-tested analytical models, methods, and tools, many of which will be applied on this project. **Our analysis will be based on several models for managing in the public sector:**

- The *Strategic Management Process*, Steve Egan’s general model for policy-making and managing in the public sector.
- The *Mercer Model for Strategic Planning* based on Jim Mercer’s book, Strategic Planning for Public Managers.
- The *Mercer Model for Managing in the Lean Times* based on Jim Mercer’s book, Public Management in Lean Years: Operating in a Cutback Management Environment.
- The Mercer Group’s *50 Management Issues for Organizational Effectiveness* are the analytical foundation for our Management and Performance Reviews governmental services and functions. **Exhibit 1** that follows lists these issues.

## **Exhibit 1**

### ***50 Management Issues for Organizational Effectiveness***

The following **Fifty Management Issues** are the analytical foundation for all of our Management studies.

#### **Governance**

1. Legal structure/form of government
2. Role of governing and advisory boards and committees
3. Staff support to these boards and committees
4. Policy making and decision making processes
5. Identification of and compliance with legal, regulatory, and policy requirements

#### **Service Delivery Structure**

6. Organizational location of services and activities both in and outside the city
7. Interdepartmental cooperation among city government departments
8. Intergovernmental cooperation across the region
9. Use of alternative service delivery opportunities, such as interlocal agreements, contracts, and privatization
10. Comparison with industry best practices, benchmarks, and Mercer's regional and national experience

#### **Planning**

11. Strategic planning process compared to the Mercer Model
12. Alignment of vision, values, missions, strategies, goals, and objectives
13. Capital projects planning process, current plans, and plan oversight
14. Financial planning and budgeting processes, documents, and oversight
15. Operational planning processes, current plans, and plan oversight

#### **Management Organization and Practices**

16. Senior management organization structure
17. Internal workings of the management team
18. Management reporting and communications
19. Documentation of policies and procedures
20. Customer and stakeholder relations and communications
21. Organizational culture and values
22. Management philosophy and labor-management relations

## **Operations Management**

23. Work standards and specifications
24. Work planning and scheduling
25. Unit and crew organization and staffing
26. Job classifications, roles, and duties
27. Adequacy of facilities, equipment, tools, technology, communications, and materials
28. Unit and crew supervision
29. Unit and crew operations, work flow, productivity, and cost-effectiveness
30. Yard, technical support, and administrative support operations
31. Activity and performance reporting and analysis
32. Emergency management plans and processes

## **Resource Management**

33. Human resources management policies, practices, and processes
34. Training and career development program
35. Safety and risk management program
36. Employee and labor relations program
  
37. Financial management and reporting
38. Financial transactions and processes
39. Project and activity cost accounting
40. Rates, fees, charges, and cost recovery practices
41. Internal service fund operations and charges
  
42. Information systems management and support services
43. Computer and technology applications (hardware and software)
44. Records management, including documents, mapping, and GIS
  
45. Purchasing and materials management
46. Warehouse and stores operations
  
47. Facilities management
48. Facility and grounds maintenance operations
  
49. Fleet and equipment management
50. Equipment specifications, procurement, and replacement

**The following analytical tools typically are used on our projects to gain an understanding of the town, the department, and the role of its employees.** We expect to apply at least the Interview Guides, Management Philosophy Profile, Resource Management Survey, and Organizational Climate Survey. At the project Kick-Off Meeting we will review these tools with the Project Steering Committee and decide which ones to use on this study.

- **Structured Interview Guides** for elected officials, senior managers, employees, and customers/stakeholders. Issues identified in these interviews will be compiled in the **SWOT Assessment** (Strengths, Weaknesses, Opportunities, and Threats).
- **Management Philosophy Profile (MPP):** We assess the effectiveness of the organization's management philosophy/style using the *Management Philosophy Profile*, which measures and challenges each manager's and supervisor's philosophy towards relationships with subordinates in order to gain greater adherence to organizational values, foster accomplishment of the mission, and seek cohesion and strengthen collaboration across the management team.
- **Employee Surveys:** We ask every employee to complete written surveys to communicate their view and opinions about the organization. The *GRIPES Survey* is a tool to document employee attitudes toward Growth and training, Respect and recognition, Information, Potential tapped, Empowerment, and Support. The *Resource Management Survey* is a tool to document employee ratings of resources provided and human resource management/personnel practices. The *Values Survey* identifies the process for setting organizational values and lists the values currently in place, informal or formal.
- **Organizational Climate Survey:** Our proprietary tool measures the cultural health of an organization based on sixty key indicators, grouped into the following twelve sub-scales:
  - Understanding of city and department goals and strategies
  - Information and communications
  - Management receptivity to change
  - Management and supervisory capabilities
  - Work group problem solving
  - Work group coordination and cooperation
  - Employee involvement
  - Productivity and service quality
  - Quality emphasis
  - Working conditions
  - Compensation and benefits
  - Career opportunities

The OCS results are compiled by the twelve sub-scales, stratified by organizational categories and employee types, and compared to Minimum and High Performance standards based on other Mercer Group clients and studies.

## **D. WORK PLAN AND SCHEDULE**

The Work Plan is organized into six tasks and a number of subtasks within each task that build step-by-step to the final deliverables. A project schedule follows the work plan.

**Task 1: Project Initiation and Management.** The purpose of Task 1 is to start the project with full agreement on objectives and scope, work plan, schedule, and deliverables; collect basic data on the organization; and perform ongoing project administration. Subtasks are:

- **Subtask 1a: Project Startup.** The project manager will meet with the town's Project Steering Committee and Project Liaison to introduce our staff; confirm (and adjust as needed) project goals, objectives, scope, work plan, schedule, and deliverables; schedule initial fact finding meetings (if not arranged in advance); confirm the content of the employee questionnaires and surveys; and identify current issues and challenges.
- **Subtask 1b: General Research.** We will collect and analyze previously published materials that relate to the project, such as:
  - Codes, ordinances, and regulations
  - Roles and duties of boards, commissions, and committees
  - Strategic, functional, and operational plans
  - Budget and financial reports
  - Organization and staffing plans, job descriptions, pay plan, union agreements
  - Operational reports, brochures, statistics, flowcharts, and performance measures
  - Inventory of computer equipment, applications, and infrastructure
  - Inventory of facilities and equipment
- **Subtask 1c: Employee Questionnaires and Surveys.** Working with the committee, we will define the content of questionnaires and surveys to be used on the project then tailor, distribute, collect, analyze, and present the results of these employee questionnaires and surveys. These tools will be distributed to employees shortly after the Project Kickoff Meeting.
- **Subtask 1d: Project Management.** The project director and manager will perform ongoing project management tasks such as client status meetings, billings, internal administration, planning, and quality control.

**Task 2: Initial Assessment.** The purpose of this task is to gain an initial understanding of the town and the Public Works Department, and to begin collection of town- and department-level documents, reports, and data. Subtasks are:

- **Subtask 2a: Assessment Interviews with Senior Town Officials.** We will interview each member of the Town Council, the Town Manager and Assistant Town Manager, and the directors of Administrative Service Departments to identify and understand major policy, regulatory, management, financial, and resource management issues.

The **PRODUCT** of these interviews is information for the preliminary SWOT Assessment (Strengths, Weaknesses, Opportunities, and Threats), as well as set of legal and regulatory, service delivery, management, organizational, operational, and resource management issues and challenges to analyze in later subtasks.

- **Subtask 2b: Assessment Interviews with Public Works Department Managers.** We will interview the Public Works Director and members of the senior management team to gain an understanding of responsibilities and resources and to identify and understand major policy, regulatory, management, financial, and resource management issues.

The **PRODUCT** of these interviews is additional information for the preliminary SWOT Assessment (Strengths, Weaknesses, Opportunities, and Threats), as well as set of legal and regulatory, service delivery, management, organizational, operational, and resource management issues and challenges to analyze in later subtasks.

- **Subtask 2c: Strategic Direction.** We will develop a profile of strategic and operational plans, services and service levels, performance expectations and measures, service delivery mechanisms, and department responsibilities through interviews and reviews of town and department Vision Statements, Strategic Plans, Budget and Financial Reports, Comprehensive Plan, and other long-range plans and documents.

The **PRODUCT** of this subtask will be description of the currently defined strategic plans and strategies, and the ways in which the department allocates resources, operates, and delivers services in support of these plans. **A key objective** is to measure the degree of alignment between town-level expectations and strategies and department, division, and unit-level activities and procedures.

- **Subtask 2d: Status Report.** Before leaving Windsor during the initial site visit, the Mercer project manager will meet with the Project Steering Committee to present initial insights and to identify any obstacles or information needed for future tasks.

**Task 3: Detailed Analysis.** The purpose of this task is to document the current organization structure, staffing plan, resource allocations, and other issues related to the work of the department in order to develop data for analysis in Task 4. Subtasks are:

- **Subtask 3a: Organization and Staffing Analysis:** We will meet with the department director, division managers, and unit supervisors to document and review:
  - Management and supervisory organization plans
  - Staffing plans (full-time, part-time, seasonal, temporary, and contract workers)
  - Employee job descriptions
  - Labor agreements and personnel systems
  - Schedules, work load, work assignments, and time utilization
  - Pay and Classification system with the updated Pay Plan
  - Performance Management system

The **PRODUCTS** of this subtask will be three analyses:

- A "**Responsibility Map**" that identifies service gaps and overlaps, duplication of effort, functional fragmentation, misplaced functions, communication barriers, and other organizational issues.
  - An "**Organizational Analysis**" to identify needed improvements in the organization and staffing plan, job descriptions, work assignments and schedules, training and qualifications, and related issues.
  - A "**Management Practices Analysis**" to identify areas of management philosophy, practices, and communications that need improvement.
- **Subtask 3b: Operations Review.** We will familiarize ourselves with current operations and services through:
    - Meetings with department managers, supervisors, and employees (some in group settings) to review current practices (also expands the SWOT Assessment)
    - Review of the *Job Duty Analysis* questionnaire during employee interviews
    - Inventory and inspection of facilities and equipment
    - Observation of services and activities involving both office and field personnel
    - Review of policies, procedures, forms, reports, systems, controls, and workflow
    - Analysis of operational, workload, and financial data
    - Comparison of local practices with our national database and experience developed during other studies

The **PRODUCT** of this subtask will be a list of operational strengths, weaknesses, and challenges that need to be resolved or analyzed in more detail in Task 4.

- **Subtask 3c: Resource Management Review.** During our management and departmental meetings in Subtasks 3a and 3b, we will collect information on and review the performance of departmental and government-wide support services that impact resource allocation and organizational effectiveness. These services are:
  - Budgeting and financial
  - Equipment and fleet
  - Facilities and grounds
  - Human resources
  - Information systems and technology
  - Purchasing and materials management

The **PRODUCT** of this subtask will be a list of issues, challenges, and problem areas that need to be analyzed in more detail in Task 4.

- **Subtask 3d: Compilation of Information and Status Reports.** The purpose of this task is to ensure that Mercer and the Project Steering Committee agree on core facts and issues before we begin analysis and draft report preparation in Task 4.

Offsite we will compile, review, and evaluate information gathered to date in order to define Emerging Issues. Then we will meet with the Project Steering Committee to review project activities to date and discuss preliminary findings and issues identified during Tasks 1, 2, and 3.

The **PRODUCT** of this subtask will be a preliminary list of emerging issues, needs, and opportunities, as well as periodic status reports.

**Task 4: Analysis, Development of Findings and Recommendations, and Draft Report Preparation.** The purpose of this task is to analyze Task 1, 2, and 3 data; develop findings and preliminary recommendations; and prepare a draft report.

- **Subtask 4a: Analysis of Fact Finding Information.** We will analyze organizational, operational, technical, and financial data, documents, and notes to support preparation of several task reports, which will serve as major chapters in the report.

During this subtask, our team may follow-up on open questions or data requests, collect additional data, or seek clarification of information gathered earlier in the project.

- **Subtask 4b: Findings and Preliminary Recommendations.** We will compile our findings and develop preliminary recommendations.
- **Subtask 4c: Draft Report.** Our findings and preliminary recommendations will be documented in a written, draft report, which will be sent to the Project Steering Committee and Public Works Director for review and comment.

**Task 5: Steering Committee Review.** The purpose of this task is to review the draft report with the Project Steering Committee and the Public Works management team.

- **Subtask 5a: Client Review of Draft Report:** We expect that the Committee will complete their review within ten working days of receipt of the draft report.
- **Subtask 5b: Draft Review Meeting.** The project manager will meet with the Committee to walk through the report in order to identify areas needing correction, further explanation, expansion, or modification; to discuss alternative recommendations; and to identify implementation issues and timetables.

**Task 6: Final Report and Presentations.** The purpose of this task is to prepare and present our final report.

- **Subtask 6a: Final Report.** We will incorporate all required changes identified in Task 5 and issue the final report. The final report will include an implementation plan. In some projects, an updated draft report will be prepared and reviewed to ensure we fully understood changes identified in Subtask 5b.
- **Subtask 6b: Final Presentation.** Our project manager will present key findings and recommendations to the Town Council, the Finance or other Committee, and to the Public Works management team and employees shortly after the final report is delivered.

## **Project Schedule**

The proposed project schedule is based on the assumptions that town officials and employees will be reasonably available for interviews, data and records requests will be completed expeditiously; and the Project Steering Committee will be able to review and comment on the draft reports within ten (10) days of receipt. A **four-month project schedule** for the project is presented below by task, with the initial site visit in December 2016.

<b><u>Task and Description</u></b>	<b><u>Start</u></b>	<b><u>Finish</u></b>	<b><u>Milestone</u></b>
<b><u>Project Management</u></b>			
1a. Project Kickoff	Week 1	Week 2	Meeting
1b. Research	Week 1	Week 4	
1c. Questionnaires/Surveys	Week 1	Week 8	
1d. Project Administration	Week 1	Week 17+	
<b><u>Initial Assessment</u></b>			
2a. City Interviews	Week 1	Week 2	Meeting
2b. Department Interviews	Week 1	Week 2	
2c. Strategic Direction	Week 1	Week 2	
2d. Status Report	Week 2	Week 2	
<b><u>Detailed Analysis</u></b>			
3a. Organization & Staffing	Week 3	Week 8	Status reports
3b. Operations	Week 3	Week 8	
3c. Resource Management	Week 3	Week 8	
3d. Status Report	Week 4, 8	Week 4, 8	
<b><u>Analysis and Draft Report</u></b>			
4a. Analysis	Week 9	Week 12	Draft Report
4b. Findings/Recommendations	Week 9	Week 12	
4c. Draft Report	Week 9	Week 12	
<b><u>Draft Report Review</u></b>			
5a. Client Review	Week 13	Week 14	Meeting
5b. Draft Review	Week 15	Week 15	
<b><u>Final Report and Presentation</u></b>			
6a. Final Report	Week 15	Week 17	Final Report Presentation
6b. Final Presentation	Week 17+	Week 17+	

**Note:** Preparation of the Final Report may require preparation and review of an Updated Draft report during weeks 15-17.

## ***V. COST PROPOSAL***

Based on our understanding of the project's objectives, scope, issues list, work plan, and deliverables defined earlier in the proposal, **our total fees and expenses for the organization effectiveness and efficiency study of the Public Works Department will be \$34,500.**

- **Fees:** \$27,300 based on an estimate of 210 hours of work at an average rate of \$130 per hour.
- **Expenses:** \$7,200 to cover travel, report production, survey licensing and processing, administrative support, and the like are included in the not-to-exceed cost proposal.

This **quotation is firm for a period of 90 days** from the date of this proposal and is based on the budgeted hours for the proposed project team at each member's hourly billing rate, plus expenses (travel, hotel, meals, administrative support, etc.).

The budget is developed based on the following **hourly billing rates** for our professional staff. Any supplemental work by the project team would be billed at these hourly rates.

- Project Director \$150
- Project Manager \$135
- Lead/Senior Consultants \$125

**We propose to submit bills as follows:**

- **Project Initiation:** 15% of the total cost at project initiation. (\$5,175)
- **Progress Bills:** Milestone or Monthly progress bills based on actual fees and expenses for a total of an additional 70% of the total project cost. (\$24,150)
- **Final Bill:** A final bill for the remaining 15% of the project budget upon delivery of the final report. (\$5,175)

Based on similar projects for local governments, we expect that we have adequate **insurance coverage** in place to meet city requirements.

**ATTACHMENT A**

**THE MERCER GROUP, INC.**

***Management Consulting  
Clients and Projects***

**I. Strategic and Functional Business Planning**

**II. Service Delivery Structure**

**III. Management and Organizational Improvement**

**IV. Human Resource Management**

**V. Presentations and Testimony**

# ***MERCER GROUP***

## ***MANAGEMENT CONSULTING PROJECTS***

This attachment presents a **comprehensive list and short description of the over 500 management consulting projects** conducted by The Mercer Group, Inc. These project descriptions represent work primarily conducted by Jim Mercer, our President and CEO, and Steve Egan, Senior Vice-President and national director of the Management Studies Practice.

**In addition, the firm has conducted over 2,000 executive searches** for city and county managers and administrators, department heads, and key technical staff. One page in the project list highlights the breadth of our executive search experience.

These management consulting projects are **grouped into five functional categories:**

- I. Strategic and Functional Business Planning
- II. Service Delivery Structure
- III. Management and Organizational Improvement
- IV. Human Resource Management
- V. Presentations and Testimonies

**Additional information on our Management Studies Practice is available from Steve Egan at 770-425-1775 or [segan@mercergroupinc.com](mailto:segan@mercergroupinc.com).**

# **I. STRATEGIC AND FUNCTIONAL BUSINESS PLANNING**

The Mercer Group has assisted the following clients with community visioning, strategic planning, goal-setting, teambuilding, and functional (agency-level) business planning.

**Abilene, Texas (1987):** Strategic Planning Workshop

**Alexandria/Arlington County, Virginia (1983):** Strategic Planning and Teambuilding

**Ann Arbor, Michigan (1988):** Goal and objectives setting workshop

**Arlington, Texas (1983):** Quality Circle training

**Atlanta, Georgia (1983):** Mayor's Strategic Planning and Teambuilding Retreat

**Atlanta, Georgia, Fire Department (1991):** Mission, Goals, and Objectives Update

**Atlanta, Georgia, Water Department (1984):** Strategic Planning and Teambuilding

**Brazos River Authority, Texas (2010):** Strategic Plan

**Carrollton, Texas (1987):** Shared Values Workshop

**Chesapeake, Virginia (1986):** Strategic Planning Process

**Commerce, California (2013):** Strategic Plan

**Davis County (Utah) Planning Commission (1989):** Strategic Planning Process

**Defiance, Ohio (1988):** Comprehensive Strategic Planning Process

**Delray Beach, Florida (1988):** Goals and Objectives Workshop and process consulting

**Del Rio, Texas Economic Development Council (1990):** Community-based Strategic Plan

**Duluth, Georgia (1990-1992):** Strategic Plan

**Easter Seals of SW Georgia (2000):** Strategic Plan

**East Point, Georgia (1997):** City Council goal-setting retreat

**Fairmont, Minnesota (1988):** Goal and objectives setting workshop

**Fayetteville, Arkansas (1989):** Strategic Planning training

**State of Georgia - Mental Health, Mental Retardation, and Substance Abuse Program (1989-1991):** Strategic planning

**Hampton, Virginia (1985):** Cutback Management Workshop and training of Internal Consulting Team

**Hampton, Virginia (1987):** Shared Values Workshop/Strategic Planning training

**Henrico County, Virginia (1990-1991):** Community-based Strategic Planning Process

**Hillsborough County, Florida (1987 and 1989):** Strategic Planning and Goal and Objectives Setting Workshops

**Hillsborough County, Florida, City/County Planning Commission (1988-1989):** Goal and objectives setting workshops

**Kerrville, Texas (1987):** Strategic Planning training

**Laporte, Texas (1989):** Strategic Planning Process

**Largo, Florida (1990-1992):** LARGO VISION 2000, a Community-based Strategic Plan

**Longview, Texas, Action Long★View, Inc. (1991-1992):** Community-Based Strategic Planning process

**Martin County, Florida (1991):** Strategic Planning Training

**Mecklenburg County, North Carolina (1984):** Strategic Planning assistance to facilitate implementation of a consolidated city-county program

**Middletown, Ohio (1983):** Quality Circle training

**Milwaukee, Wisconsin (1998):** Facilitation of a strategic planning session for the Public Works management team in preparation for the 2000-2004 budgets

**New York Association of Counties (2007):** Strategic Planning Process

**North Miami Beach, Florida (1991):** Strategic Planning Process

**Oceanside, California (2014):** Strategic Plan

**Odessa, Texas (1987):** Strategic Planning and Shared Values Workshop

**Oro Valley, Arizona (2008):** Public Works Department Strategic Plan

**Papillion, Nebraska (2009):** Mayor and City Council Visioning and Goal-setting Retreat

**Pinellas County, Florida (1982):** Teambuilding with key management

**St. Louis County, Minnesota (1987):** Strategic Planning and Teambuilding

**Saline County, Kansas (1988):** Goal and objectives setting workshop

**San Jose, California (1988):** Strategic Planning Training

**Sarasota, Florida (1988):** Strategic Plan

**Spartanburg Water and Sewer System, South Carolina (1987):** Goal and objectives setting workshop

**State of South Carolina - Budget and Control Board (1989):** Strategic planning and executive development

**Tampa, Florida, Metropolitan Planning Organization (1989):** Goal and objectives setting workshop

**Thornton, Colorado (1988):** Goal and objectives setting workshop

**Tyler, Texas (1985-1986):** Strategic Planning Process for Cutback Management

**Tyler, Texas (1987):** Cutback Management and Strategic Planning Workshop

**Waco, Texas (1989):** Strategic Planning and Shared Values Workshop

**Wasco, California (2011):** Community-based Long-Range Vision and Strategic Plan

**Worthington, Minnesota (1988):** Goal and objectives setting workshop

**Wyoming State Training Director (1990):** Strategic planning and executive development

## **II. SERVICE DELIVERY STRUCTURE**

**Governmental consolidation, collaboration and cooperation, privatization, and other service delivery studies** conducted by The Mercer Group include the following,

**Atlanta/Fulton County, Georgia (1987):** Alternative service delivery analysis of twenty-six services of the Atlanta and Fulton County governments was sponsored by the governor of Georgia via an 18-member Blue Ribbon Study Commission. In addition to these service-specific recommendations, the Commission approved a Financial and Annexation recommendations.

**Austin/Travis County, Texas (1985-1986):** Governmental Consolidation and Operations Analysis for ten major functions (including utilities) of the County, City of Austin, and surrounding communities based on analyses of existing operations; selected alternatives for service delivery; and alternative government structures in Austin/Travis County and nearby communities.

**Barre City and Town, Vermont (2008-2009):** Analysis of the Feasibility of consolidating or collaborating on delivery of public safety services (Police, Fire, and EMS)

**Bellbrook and Sugarcreek Township, Ohio (2009):** Feasibility assessment of city-township consolidation.

**Beavercreek, Ohio (2016):** Assessment of the feasibility of alternative approaches to fire services, including a city fire department, regional fire district, and continuing township fire services.

**Cobb County, Georgia, and the Cobb County Municipal Association (2003):** Double Taxation/Tax Equity study to support preparation of a Strategic Service Delivery Plan.

**Conyers and Rockdale County, Georgia (1988-1989):** Governmental Consolidation Study.

**Georgia Division of Rehabilitation Services (1989-1991):** Identified privatization opportunities and conducted an evaluation of pilot privatization project.

**Miami Township, Miamisburg, and West Carrollton, Ohio (1989-1990):** Evaluated possible alternative service delivery approaches, prepared a cost/benefit analysis of the short and long-term effects of the proposed consolidation, and prepared a detailed estimate of the cost and time required to prepare a "Phase II" Study.

**Nueces County (Corpus Christi), Texas (1990):** Operations Analysis and Consolidation Study of select governmental functions to identify opportunities for increased cooperation, consolidation, or integration of governmental services within Nueces County; evaluate alternative service delivery approaches; provide reliable data on costs and savings that might be attained through cooperative or consolidated programs; and develop a clear-cut plan to implement our recommendations.

**Odessa, Texas, Council of Governments (1998):** Feasibility Assessment for the Consolidation of Fleet Management, Information Systems, and Printing Services of the City, County, Community College, Public Hospital, and School System

### **III. MANAGEMENT AND ORGANIZATIONAL IMPROVEMENT**

Representative **governmental management, organization and staffing, operations improvement, and resource management studies** performed by The Mercer Group include the following:

**Akron/Summit County, Ohio (1991):** Management, planning, organization, and staffing review for the Solid Waste Authority.

**Albuquerque, New Mexico (1988):** Engineering Services cost accounting methods and practices.

**Alexandria, Virginia (1994):** Advise on how to define needs, identify software, select hardware, and control proliferation and utilization of microcomputers.

**Alexandria, Virginia (2001):** Management, organization, and staffing study of the Planning and Zoning Department.

**Alexandria, Virginia (2002):** Cost of service and user fee study for Planning and Zoning services.

**Annapolis, Maryland (1995):** Management and Operations study of the Planning and Zoning Department.

**Ashwaubenon, Wisconsin (1992):** Citywide study of administrative and clerical organization and staffing.

**Athens-Clarke County, Georgia (1995)** — Government-wide IS needs assessment and strategic plan (through Barry Strock Consulting Associates).

**Atlanta, Georgia (1988):** Comprehensive User Fee study.

**Atlanta-Fulton County, Georgia, Library System (1981):** Design of planning and budgeting process, Board operating procedures, and Board training manual.

**Atlanta, Georgia, Housing Authority (1983):** Board training.

**Beaufort County, South Carolina (1993):** Fiscal Impact Analysis of the fiscal flows to Beaufort County government and the impact of a \$1 billion proposed Del Webb Retirement Community of 8,300 homes and related development.

**Becker County, Minnesota (1991):** Countywide Management Audit with a focus on Highway Department, Sheriff, and Jail.

**Bentonville, Arkansas (2016):** Fire Department Management and Organizational Assessment.

**Beverly Hills, Michigan (2007):** Management and Organizational study of the Department of Public Safety (Police, Fire, and EMS with a public safety officer model).

**Birmingham-Jefferson County Transit Authority, Alabama (1985):** Comprehensive Operations Analysis of the 250-employee's organization, management, and staffing, followed by implementation assistance (strategic planning, goal-setting retreats, and training programs).

**Bloomfield, New Mexico (2005):** Management and Operations study of Parks, Planning and Zoning, Public Works, and Utilities.

**Boulder, Colorado (1991):** Management study of Finance, Information Systems, Personnel, and Purchasing Departments.

**Bowling Green, Kentucky (1997):** Management and Operations study of Public Works services.

**Brookfield, Wisconsin (1993):** Management and Operations study of Inspections, Parks and Recreation, Planning, and Public Works Department.

**Calumet County, Wisconsin (1992):** Management and Operations study of the Highway Department.

**Carlton County, Minnesota (1992):** Management and Operations study of the Human Services Department (Income Maintenance, Health Services, Social Services).

**Casper, Wyoming (1994):** Review of the operation of Internal Service funds.

**Cedarburg, Wisconsin (1991):** Organization, Staffing, and Operations study of management, administrative, and clerical positions across the City.

**Centers for Disease Control (CDC) Federal Credit Union, Atlanta, Georgia (1989-1990):** Organization & Management Analysis; Strategic Planning project applied our Organizational Climate Survey, facilitated a strategic planning retreat with follow-up assistance to integrate strategic planning concepts and ideas; and Vice President of Data Processing recruitment.

**Charleston, South Carolina, Commissioners of Public Works (2000):** Assessment of personnel administration, compensation, and benefit practices impacting operational productivity and employee utilization.

**Charlotte, North Carolina (1996):** User Fee Police study for Engineering, Fire, Planning, and Transportation services.

**Charlotte, North Carolina, Housing Authority (1997):** Management and Operations Study of the 40-person Resident Services Department.

**Chattanooga, Tennessee (1987):** Comprehensive User Fee study.

**Chesapeake, Virginia (1986):** Management, Supervisory and Non-Supervisory Training provided 40 hours each for 75 managers and 230 supervisors, and 16 hours each for 200 non-supervisory, primarily customer service personnel. Topics were strategic planning, employee development, interpersonal skills, quality/productivity improvement, budgeting, planning/scheduling work, time/stress management, EEO/Affirmative Action/Sexual Harassment/Ethics, and communications.

**Chesapeake, Virginia (1987):** Diagnostic Assessment of the Department of Human Services using our Organizational Climate Survey to develop a plan of feedback and corrective action, define a bonus system for employees or groups of employees whose ideas lead to improved operations (Gain Sharing), implement a management and supervisory counseling program for employees to encourage orderly change, and provide training on change, its implications, and how to deal with it.

**Cloudcroft, New Mexico (2016):** Police Staffing Analysis, with assessment of Fair Labor Standards Act (FLSA) impact on compensable time and overtime requirements.

**Cobb County, Georgia (1989 and 1991 update):** User Fee study for Inspections, Planning, and Development services.

**Cobb County, Georgia (1992):** Review of Engineering and Construction Management services supporting the 1% Sales Tax program.

**Cobb County, Georgia, Municipal Association (1988):** Double Taxation/Tax Equity study for urban services provided by the County government within municipalities.

**Cobb County, Georgia, and Its Six Cities (2003):** Service Delivery Structure and Tax Equity study to support development of a Strategic Service Delivery Plan required by State law.

**College Station, Texas (2006):** Citywide Organizational Analysis and HR Study.

**Collin County, Texas (2000):** Cost of Service and User Fee study for Health services.

**Collin County, Texas (2001-2002 and 2005):** Cost of Service and Rate study for Dispatch, Jail, and Juvenile Detention services, and updates.

**Colorado Springs, Colorado, Utilities (1992-1994):** Management and Operations review of this large electric, gas, water and wastewater utility included an in-depth review and analysis of the Water and Wastewater Departments, overall utility strategy, organization and staffing, relationship between utility and City Manager/City Council, allocation and cost of services between City and utility, and relationships with the Utility Advisory Board and the public. Subsequently, Mercer staff has provided targeted, follow-up studies for the Utilities.

**Columbus, Georgia, Water Works (1989):** Organization, Management, and Compensation and Classification study, followed by Strategic Planning assistance.

**Concord, New Hampshire (1989-1990):** Fleet Management study, development of a Vehicle Replacement Plan, and Requirements Definition for a Vehicle Management Information System.

**Concord, New Hampshire (1994):** Organizational Analysis to support development of a citywide Information Systems Needs Analysis and Strategic Plan.

**Corpus Christi, Texas (1983-1985):** Quality Circle training, management teambuilding, and training, development, and review of work of the Internal Operations Analysis Team.

**Corpus Christi, Texas (1989 – 1990):** Citywide Operations Analysis.

**Davenport, Iowa (1990):** Evaluation of the Program Management and Maintenance of the Assisted Housing Program to improvement management, optimize the organization and staffing plan, and increased productivity and operating costs.

**Dekalb County, Georgia (1992):** Vehicle Use Policy and Fleet Inventory Analysis

**DeKalb College, Clarkston, Georgia (1983):** Management Audit and Compensation Study to revise the administrative organization; reduce administrative management and staffing by 11 persons consistent with tightening economic conditions; change compensation practices for administrators; and streamline systems and procedures.

**Dubuque County, Iowa (2012):** Facilities and Space Needs Study for non-Courthouse agencies.

**East Point, Georgia (2001):** Police and Fire Management studies.

**East Point, Georgia (2001):** Pay and Classification analysis, Personnel Policies and Procedures, and Performance Management System.

**Evans, Colorado (2013):** Management Studies of the Community Development and Public Works Departments.

**Evanston, Illinois (1982):** Workshop on Office Automation.

**Florida Municipal Power Agency (2009):** Management Review of Employee Turnover and Management Goals.

**Florence County, South Carolina (1987):** Management and Operations Review of the Public Works Department and Central Maintenance Garage.

**State of Florida (1995):** Review of the operation of Internal Service funds.

**Forest Park, Georgia (1984):** Analyzed waste treatment charges by the County Water Authority in support of litigation.

**Fort Worth, Texas (1993):** Subcontractor to KPMG Peat Marwick/Taratec Corporation to assess fiscal impact and recommend strategies to City resulting from military base closure and defense industry realignment.

**Fort Worth, Texas (1983):** Equipment Management Study reviewed maintenance operations, organization and staffing, and equipment replacement practices.

**Franklin County, Ohio, Solid Waste Management Authority (1991):** Organization and staffing plan for this newly created agency.

**Franklin, Michigan (2005):** Police Organizational study.

**Fulton County, Georgia (1978):** Development of a Mental Health Billing System.

**Fulton County, Georgia (1979):** Operations Review of the Parks and Recreation Department.

**Fulton County, Georgia (1980):** Review of Administrative Procedures at the County Jail.

**Fulton County, Georgia (1985):** Selection and Evaluation of Automation Opportunities Analysis within the Tax Commissioner's Office.

**Fulton County, Georgia (1988):** Fleet Management Study and VMIS Requirements.

**Fulton County, Georgia (1989):** Comprehensive User Fee Study.

**Fulton County, Georgia (1990):** Revenue Processing Study for Utility Services of the Public Works Department.

**Fulton County, Georgia (1990):** Development of a Five-Year Financial Plan and Update of Rates for the Water and Sewer Utilities.

**Fulton County, Georgia (1991):** Development of Revenue Policies, Revenue Chart of Accounts, and Revenue Manual.

**Fulton County, Georgia (1994):** Comprehensive Management Review of Tax Assessor and Tax Commissioner Departments.

**Gainesville, Georgia (1990):** Assistance in establishing fund and account structures when installing a new automated accounting system.

**Gainesville, Georgia (1991):** Comprehensive User Fee study.

**Georgetown, Kentucky (1994):** Organizational analysis to support development of an Information Systems Needs Assessment and Strategic Plan.

**Georgia Municipal Association (1988):** Organization and Management Study.

**State of Georgia (early 1980s):** Privatization consulting to the Governor's Commission on Effectiveness and Economy in Government (The Williams Commission).

**State of Georgia (1977):** Developed a management information system master plan for the Department of Administrative Services.

**Greenville, South Carolina (1984):** Organization and Staffing analysis to implement a major reorganization at the top and in several departments; reduce organizational layering; improve the focus on quality and efficiency; establish an internal Management Analysis Department; assess key management and staff; create additional staff in specific areas; and training and teambuilding.

**School District of Greenville County, South Carolina (1983-84):** Management study of Financial, Administrative, and Support Services

**Gwinnett County, Georgia (1997):** Management and Operations Study of the Tax Assessor's Office.

**Guilford County, NC (1985):** Review of Purchasing and Materials Management Services.

**Guilford County, NC, Schools (1985):** Review of Purchasing and Materials Management Services.

**Hamilton, Ohio (1984):** Citywide organization study.

**Henrico County, Virginia (1995):** Assessment of the Financial Administration of the Central Automotive Maintenance Internal Service Fund.

**Highland Park, Michigan (2002-2005):** Interim City Administrator and Interim Public Services and Water Director.

**Hillsborough County Environmental Protection Commission, Florida (1990):** Management Audit to evaluate the effectiveness of management and the agency's impact on protecting the environment of Hillsborough County.

**Holly Springs, Georgia (2005):** Review and assessment of the County's Tax Equity study under Georgia House Bill 489 that created Service Delivery Strategic Plans.

**Hollywood, Florida (2000):** Management Study and Competitive Assessment of the Public Utilities Department.

**Hollywood, Florida (2009):** Police and Fire/EMS Management study.

**Houston, Texas (1984):** Productivity and Quality Improvement Program using a combination of diagnostic instruments and operations improvement techniques to improve productivity, select and train department Productivity Coordinators, and develop a Productivity Improvement Plan.

**Hoyt Lakes, Minnesota (2001):** Diagnostic assessment of Organizational Culture, Organization and Staffing plan, and Operations.

**Huntsville, Alabama (1987):** Development of Cost Allocation Plans Using A-87 and Full-Cost Principles.

**Iberia Parish, Louisiana (1991):** Parish-wide Management study (excluding the Sheriff).

**State of Illinois Department of Human Services (1990):** Review of Fiscal Controls and Reimbursement Process for State Grant Programs at Maryville Academy.

**State of Illinois Department of Human Rights (1992):** Operations Review of the Case Management Process.

**State of Iowa (1985):** Restructuring and Downsizing of the Management Organization Plan for the Executive Branch of Government.

**Kenosha, Wisconsin (1990):** Analysis of Sewer Engineering Services for the Water Utility.

**Kenosha County, Wisconsin (1988):** Executive Branch Reorganization and Development of a Cabinet System.

**Lapeer, Michigan, Construction Code Authority (2001):** Management and Operations study.

**Las Cruces, New Mexico (2007):** Utility Governance model and Management and Organizational study of the Utilities, with an emphasis on fleet management services for Solid Waste operations.

**LeClaire, Iowa (2016):** Citywide Management & Operations Study and Comparative Analysis.

**Lincolnwood, Illinois (2009):** Management and Organizational Review of Community Development, Building Inspections, and Code Enforcement.

**Lone Tree, Colorado (2010):** Citywide Management Review.

**Los Alamos, New Mexico (2010):** Management Review of the City's Utility Services.

**State of Maine (1994):** Review of Internal Service Fund Operations.

**State of Maine (1995):** Central Fleet Management Rates and Finances.

**Maplewood, Minnesota (2002):** Strategic Business Plan, with organizational and staffing adjustments, for Fire and EMS Services.

**McDonough, Georgia (2014):** Citywide Management and Organizational Study.

**Mecklenburg County and Charlotte, North Carolina (1983):** Consolidation of Building Inspection and Code Enforcement Departments.

**Milwaukee, Wisconsin (1989):** Management Reorganization of the 2,600 Employee Department of Public Works.

**Milwaukee, Wisconsin (1993):** Management and Operations Study of the Bureau of Forestry of the Department of Public Works.

**Milwaukee, Wisconsin (1993):** Organizational Resizing Study for the Bureau of Engineers of the Department of Public Works.

**Milwaukee, Wisconsin (1994):** Management and Organizational Review of the Water Works of the Department of Public Works.

**Milwaukee, Wisconsin (1995):** Member of the Selection Committee for a new Water Works Superintendent.

**Milwaukee, Wisconsin (1997):** Assistance in preparing Public Works administrative and financial functions for reengineering with implementation of a new financial management information system.

**Milwaukee, Wisconsin (2000):** Analysis of alternative business, personnel administration, and labor practices to improve the utilization and efficiency of personnel.

**Milwaukee, Wisconsin (2001):** Facilitation of a Public Works Department management team planning session to deal with city-wide budgetary issues.

**Mountain Brook, Alabama (2003):** Citywide management and operations review of Administration, Finance, Fire, Inspections, Parks & Recreation, Police, and Public Works.

**Mountain Brook, Alabama (2012):** Management Study of the Public Works Department.

**Mountain Brook, Alabama (2014):** Management Study of the Parks & Recreation Department.

**Mountain Brook, Alabama (2015):** Management Study of the Emmet O'Neal Library.

**Nantucket, Massachusetts (2008):** Public Works management and operations improvement study and assessment of the feasibility of a central fleet management program and town garage.

**Needham, Massachusetts (2008):** Public Works management and operations improvement study.

**New Berlin, Wisconsin (1990):** Management Review of Water and Sewer Utilities.

**State of New Jersey Department of Labor (1987):** Development of Training and Documentation Plans for Automation of Claims Processing.

**State of New Jersey State Library (1985):** Automation Assessment.

**New Orleans, Louisiana (1991):** Management Study of the Fire Department.

**New Rochelle, New York (1993):** Parking Management Study.

**New Rochelle, New York (1993):** Marina Privatization Assistance.

**New York Association of Counties (2005):** Management and Organizational study.

**Niles, Illinois (1991):** Operations Review of Engineering, Public Works, Buildings & Grounds, and Transit System.

**North Carolina League of Municipalities (1998):** Management and Operations Study of League functions and programs.

**State of North Carolina (1973):** Assisted the DOT in establishing a capital improvements tracking and monitoring system.

**State of North Carolina (1972):** Assisted the Department of Administration in establishing a comprehensive office automation and word processing system.

**State of North Carolina (1973):** Participated in a Department of Education statewide telecommunications program to enhance the communications capability of local governments.

**Northern Maine Development Commission (1995-96):** Shared Services Analysis for Loring Air Force Base, Aroostook County, and six area municipalities.

**Nueces County, Texas (1999):** Jail Rate and Intergovernmental Cost Recovery Study.

**Oak Park, Illinois (1997):** Management and Operations Study of the Code Enforcement and Health Functions.

**Ohio Department of Administration (1989):** Analysis of Data Processing Cost Accounting and Billing Practices in State Agencies.

**Okaloosa County, Florida (1988):** Management Review of Water and Sewer Utilities and Development of Strategic Plan.

**Oro Valley, Arizona (2008):** Public Works Study included Administration, Development Review, Engineering, and Transit divisions.

**Overland Park, Kansas (1994-95):** Evaluation of Streetlight Maintenance to develop an optimized street lighting maintenance system (in-house vs. contract) and procedures for its implementation.

**Palm Beach County, Florida (1983):** Management and Operations Review of several Departments, including: Personnel; Budget; Purchasing; Building Services; Engineering and Public Works; Property; Airports; Human Resources; Parks and Recreation; Planning, Zoning and Building; Public Services; Surface Transportation; and Water Utilities.

**Palm Beach County, Florida (1984):** Motor Pool Resource Management study to develop and implement a total resource management system in order to increase productivity; decrease costs; increase the range of services; improve the effectiveness of management and staffing; make other systems and organizational improvements in the Motor Pool; and determine how best to affect similar improvements in other operating departments via training of the internal audit staff.

**Palm Beach County, Florida (1984):** **County Procurement Study** to improve responsiveness; standardization; paperwork; department versus commodity organization; cost of service; staffing/management; policies; procedures; computerization; and user interface.

**Palm Beach County, Florida (1985):** Diagnostic Assessment of the Community Services Department using our proprietary Organizational Climate Survey.

**Palm Beach County, Florida (1986):** Interpersonal Dynamics and Teambuilding Project for Fire-Rescue Department assessed the key managers of the Department, developed a teambuilding agenda, conducted a retreat with key managers, and debriefed with each manager. Recommendations for further action included address unresolved issues, implement goals established at retreat, continue teambuilding sessions, and provide career ladders, training and employee involvement process.

**Peninsula Airport Commission, Virginia (1993):** Public Safety Department Organization Analysis to consolidate functions and downsize the Fire Department at Newport News/Williamsburg International Airport.

**Pensacola, Florida (1983-1984):** Development of an Employee Participation Process to develop a quality circle approach for employee participation in productivity improvement for the Police, Sanitation, and Inspections Departments; develop and implement seminar and in-depth training programs; and provide follow-up technical assistance.

**Petersburg, Virginia (1983):** Fiscal Condition and Financial Trends Analysis.

**Phoenix, Arizona (2007):** Management Organization and Teambuilding study for the Development Services Department.

**Phoenix, Arizona (2007):** Review of the role and organizational placement of the Business Customer Service Office.

**Pinellas Suncoast Transit Authority (2009):** Procurement Process Review.

**Portage County, Wisconsin (1991):** Management Study of the Sheriff's Department.

**Port Arthur, Texas (2011-2012):** Citywide Management and Performance Review.

**Ramsey and Anoka Counties, Minnesota (1982):** Presentation of an Office Automation Workshop.

**Reno, Nevada (2001):** Organizational Culture Assessment of the Public Works Department.

**Richmond, Virginia (1989):** Definition of Information System Requirements for the Fire Department.

**Rockland County, New York (1989):** Revenue Processing Study for Public Health and Environmental Health Services.

**Santa Barbara County, California (1995):** Organizational Analysis of the Department of Public Works.

**Saint Louis Park, Minnesota (1988):** Operations Analysis of the Planning, Housing, and Community Development functions; review of Human Resource Management practices and personnel utilization; review of the Records Management system; review of efficient use of time and physical space; and teambuilding and strategic planning session to facilitate implementation.

**Saint Paul, Minnesota, Regional Water Services (1998-2001):** Management and Operations Study of the Water Utility in three phases that assessed the overall performance and competitiveness of the utility, the management and operations of each division and section, and the adequacy of support by City administrative and financial departments.

**Scottsdale, Arizona (1994-95):** Cost of Service Study for Planning, Transportation, and Municipal Services Departments.

**Scottsdale, Arizona (1996):** Review of Internal Service Fund Operations.

**Smyrna, Georgia (1988):** Functional Design of Public Works Inventory Control System and Warehouse Layout.

**Southfield, Michigan (2006):** Police Management and Operations study.

**Sparks, Nevada (1989-1990):** Productivity/Compensation Study to improve the performance of the Departments of Public Works, Police, Municipal Court, Administrative Services, Fire, and Leisure Services and to survey other comparable entities to determine equitable salaries and benefits for all City personnel by employee group.

**Spartanburg, South Carolina (1990):** Analysis of Double Taxation and Tax Equity for Urban Services Provided by the County in Municipalities.

**Spartanburg, South Carolina, Water & Sewer Districts (1987):** Consolidation and Organization study and Teambuilding.

**Spokane, Washington, Water Department (2000):** Competitive and Operations Review for the water utility with over 66,000 accounts.

**Spokane, Washington, Fire District 8 (2015):** Governance Enhancement program; Organizational Analysis; Community Forums; Strategic Plan; and Performance Measures.

**Specialty Food Association (2015):** Performance Evaluation System for the President/CEO.

**Stoughton, Wisconsin (1992):** Management Review of Electric, Water, Sewer, and Public Works.

**Sugar Land, Texas (2009):** Management and Organizational Review of the Utilities Department.

**Sun Prairie, Wisconsin (1990):** Operations Review of Public Works and Parks Maintenance.

**Teton County, Idaho (2013):** Feasibility Study for EMS, Fire, Hospital, Sheriff Collaboration.

**Two Rivers, Wisconsin (1990):** Library Management Study.

**Tulsa, Oklahoma (1986):** Citywide Management and Organization study included a review of the entire management structure of the City; a more in-depth analysis of possible productivity improvements in the Departments of Fleet Maintenance, EDP, and Office Services; development of a long range productivity improvement plan for the City; and initial training in productivity improvement for members of the City's Productivity Improvement Committee.

**Tuskegee, Alabama (1984):** Cost of Service Study for Electric, Water, and Service Utilities.

**University Park, Texas, (1994-1995):** Management Study of Public Works Department to analyze service levels; current work program; departmental policies and procedures: training programs; functional divisions of labor and administration; internal communications; staffing levels in comparison with other cities, taking into account different service levels, age and condition of infrastructure, and other pertinent factors: and outsourcing opportunities, as well as to delineate organizational enhancements resulting from consolidation of Public Works operations in a new Service Center.

**Virginia, Minnesota, Department of Public Utilities (1993):** Efficiency Analysis study of this municipal electric, gas, steam heat, and water utility.

**Volusia County, Florida (1997):** Subcontractor to Barry Strock Consulting Associates (BSCA) on an IS Needs Assessment, Strategic Plan, and review of the performance of the IS department.

**Waleska, Georgia (1988):** Comprehensive analysis of operations and administration.

**Walworth County, Wisconsin (1992):** Management Study of the Highway Department.

**Warren County, Kentucky, Water District (1998):** Feasibility Assessment for Alternative Service Delivery that included Warren County and three other water districts in surrounding counties.

**Waterbury, Connecticut (2006):** Public Works Department Management and Operations Study.

**Waukesha, Wisconsin (1985):** Citywide Management Study.

**Waukesha County, Wisconsin (1989):** Development of a Methodology and Lotus 1-2-3 Model for Replacement of Vehicles and Equipment.

**Waycross, Georgia (1983):** Management Review of Water and Sewer Utilities.

**Webb County, Texas (2002 and 2005):** Jail Rate study and update.

**West Des Moines, Iowa (1991):** Management Audit, Policies and Procedures, and Strategic Planning and Teambuilding for the Public Works Department.

**Wheat Ridge, Colorado (2008):** Management and Organization study of the Community Development Department (planning and inspections functions).

**Winona County, Minnesota (1992):** Countywide Management study (excluded the Sheriff).

## **IV. HUMAN RESOURCE MANAGEMENT**

The Mercer Group reviews the effectiveness of the Human Resources function (see III. Management and Organizational Improvement), conducts classification and compensation studies, develops Personnel Manuals, designs performance management systems, and assists local governments in the recruitment of executives and department managers.

### **Benefits, Classification & Compensation, Performance Management Systems**

The Mercer Group has conducted over 75 analyses of employee benefit programs, classification and compensation systems, and performance management systems, including:

**Atlanta, Georgia (1989-1990):** Pay-For-Performance System

**Auburn, Maine (1988):** Classification and Compensation

**Austin, Texas:** Classification & Compensation, Retirement Systems, and Employee Benefits study

**Berkeley, Missouri (1991):** Classification and Compensation

**Berlin, Connecticut:** Classification and Compensation

**Beverly Hills, California:** Classification and Compensation

**Brooksville, Florida:** Classification and Compensation

**Calcasieu Parish, Louisiana, Public Library System:** Classification and Compensation

**Choctawhatchee Electric Cooperation, Defuniak Spring, Florida:** Classification and Compensation

**Colonial Heights, Virginia:** Classification and Compensation, Performance Management System

**Columbus Water Works, Columbus, Georgia (1989):** Classification and Compensation study.

**Conyers, Georgia:** Classification and Classification

**Corpus Christi, Texas:** Classification and Compensation

**Covington, Kentucky, Housing Authority:** Classification and Compensation

**Dallas Counties/Park Cities Municipal Utilities District:** Classification and Compensation

**Decatur, Illinois (1988):** Classification and Compensation

**Decatur, Illinois, Housing Authority (1991-1992):** Classification and Compensation study

**Dekalb County, Georgia, Community College:** Classification and Compensation

**Del Rio, Texas:** Classification and Compensation for this community of 31,000-population

**Duncan, Oklahoma:** Classification and Compensation study

**East Point, Georgia (1998):** Classification and compensation study; Personnel Manual; Performance Management System; and City Manager recruitment

**Gainesville, Florida:** Classification and Compensation

**Garden City, Georgia:** Classification and Compensation

**Glastonbury, Connecticut (2002):** Classification and Compensation

**Hamilton, Ohio:** Classification and Compensation study for this 61,000-population community

**Henderson, Nevada:** Classification and Compensation

**Hernando County, Florida:** Classification and Compensation

**Hillsborough County, Florida:** Comprehensive Classification and Compensation analysis for the City/County Planning Commission

**Jackson, Wyoming (1991):** Wage & Compensation study: Personnel Policies & Procedures update: Performance Appraisal System: and Police Department Teambuilding

**Jefferson County, Alabama, Personnel Board (1988-1989):** Classification and Compensation

**Kirksville, Missouri:** Classification & Compensation study

**Kitty Hawk, North Carolina (2002):** Classification and Compensation

**Martin County, Florida, Sheriff's Office:** Classification and Compensation

**Miamisburg and Miami Township, Ohio (1991):** Classification and Compensation

**Minturn, Colorado (2007):** Classification and Compensation

**Monmouth, Oregon:** Classification and Compensation

**Monroe, Georgia:** Classification and Compensation

**Morristown, Tennessee (1990-91):** Classification and Compensation

**Oachita Parish, Louisiana, Library:** Classification and Compensation

**Okaloosa County, Florida:** Classification and Compensation

**Peachtree City, Georgia (2001):** Classification and Compensation

**Peachtree, City, Georgia, Development Authority (2001):** Classification and Compensation

**Petersburg, Virginia:** Classification and Compensation

**Pitt County, North Carolina:** Classification and Compensation

**Port Angeles, Washington (1999):** Classification and Compensation

**Rochester Hills, Michigan:** Classification and Compensation

**Rockdale, Georgia:** Classification and Compensation

**Sparks, Nevada (1990):** Compensation and Benefits study

**Springfield, Illinois:** Compensation and Classification study

**Southeastern Public Service Authority, Virginia (1991-1992):** Compensation and Classification study, new job descriptions, updated Personnel rules and regulations, and performance-based employee evaluation process

**Travis County, Texas:** Compensation and Classification study

**West Carrollton, Ohio:** Compensation and Classification study

## **Executive Recruitment**

The Mercer Group has conducted over 1,500 executive searches for local governments, including searches for city and county managers, police chiefs, fire chiefs, utility directors, engineering directors, public works directors, finance directors, library directors, and other department and agency heads. Each year, we conduct about 80 searches. Examples of recent searches are:

### **City/County Manager**

Athens-Clarke County Unified Government  
Centennial, Colorado (a new city)  
El Paso, Texas  
Glenview, Illinois  
Hamilton County, Ohio  
Sandy Springs, Georgia (a new city)  
South Miami, Florida  
Takoma Park, Maryland

### **Finance and Administration**

Boulder, Colorado: City Attorney  
Glendale, Arizona: Human Resources Director  
Los Angeles, California: Chief Legislative Analyst  
Loudoun County, Virginia: Director of Management and Financial Services  
Tucson, Arizona: General Services Director and Information Systems Director

### **Public Safety**

Boulder, Colorado: Communications Center Manager  
Champaign, Illinois: Fire Chief  
Douglas County, Nebraska: Corrections Director  
Newport News, Virginia: Police Chief  
Tracy, California: Police Chief

### **Other Services**

Cincinnati, Ohio: Health Commissioner  
Daytona Beach, Florida: Development Services Director  
Orlando, Florida: Centroplex Director  
Pleasanton, California: Library Director  
Topeka, Kansas: Housing Authority Director

### **Public Works and Utilities**

Escambia County, Florida: Executive Director of the Utility Authority  
Ft. Lauderdale, Florida: Public Works Director and Construction Manager  
Kansas City, Missouri: Deputy Director of Water Services  
Marietta, Georgia: Public Works Director  
North Port, Florida: Utilities Director  
Pleasanton, California: Public Works Director  
Sioux City, Iowa: City Engineer

## **V. PRESENTATIONS AND TESTIMONIES**

Mercer professionals deliver presentations at conferences, conventions, seminars, and colleges and universities, and give testimony before local, state, and Federal committees, agencies, and courts. Clients and projects include:

**Alabama Government Finance Officers Association (1987):** Services Costing and User Fee Training Course.

**Contract Services Association of America (1998, 2002):** Presentation to private industry contractors and suppliers on marketing to state and local governments.

**Forest Park, Georgia (1984):** Preparation of a fiscal analysis and expert testimony in a city-county water service dispute.

**Florida Municipal League (2014):** Career Progression Strategies.

**State of Georgia (1988):** Expert testimony to the Appropriations Committee of the General Assembly on Financing for the Georgia Productivity Center and Advanced Technology Development Center.

**State of Georgia, Department of Transportation (1982):** Preparation of fiscal analyses and expert testimony on construction costs for a road construction project.

**University of Georgia, Athens, Georgia (2000):** Presentation to a Political Science class on Managing in the Public Sector.

**Hobart and William Smith Colleges, Geneva, New York (1997):** Presentations to Sociology classes on Managing in the Public Sector and the Dysfunctional Organization.

**Illinois Municipal League (1997):** Presentation on the results of the Mercer Group Privatization Survey.

**International City Management Association (2002 and other):** Presentations on the executive recruitment process, the Mercer Privatization Survey, Managing in the Public Sector, and other topics.

**Lorman Seminars (2009):** Tele-presentation on Public Works Management with a focus on cost of service analyses and contracting, shared services, and privatization.

**Kentucky Municipal League (1982):** Keynote speaker and workshop on productivity improvement.

**Michigan Association of Governmental Accountants (1991):** Privatization training workshop.  
**Michigan Municipal League (1982):** Closing address at the annual conference.

**New Jersey Municipal Association (1985):** Productivity Improvement in Local Government.

**University of Northern Iowa (1996):** Presentation to a Governmental Budgeting class on Managing in the Public sector.

**Norwich University, Northfield, Vermont (2002):** Presentation to the Political Science Club on Local Government Politics and Management.

**State of North Carolina (1973):** Gave expert testimony before local government committees of the General Assembly and spearheaded local civic center authority legislation.

**North Carolina League of Municipalities (1970-1974):** Training of fire service officers, expert testimony, and chairing of various workshops.

**Pennsylvania State Association of County Commissioners (1991):** Keynote address and two workshops on cutback management.

**Sparks, Nevada (1991):** Expert witness on behalf of the City in negotiations with the Fire Service Union.

**Texas Municipal League (1987-1991):** Workshops on cutback management, privatization and how to evaluate a city manager.

**Town of Windsor**

**Department of Public Works -  
Organizational Effectiveness and  
Efficiency Study**

**November 3, 2016**



# Table of Contents

***Letter of Transmittal***

***Information About The Novak Consulting Group..... 1***

***Philosophy Statement ..... 2***

***Summary of Relevant Experience and Ability..... 3***

Personnel Listing ..... 3

Conflict of Interest..... 4

References ..... 4

***Project Approach ..... 6***

Work Plan ..... 6

Schedule..... 10

Services Expected of the Town..... 10

***Cost..... 10***

***Attachment A – Project Team Resumes***

***Attachment B – Project Schedule***



November 3, 2016

Mr. James Bourke  
Finance Director  
Town of Windsor  
275 Broad Street  
Windsor, CT 06095

Dear Mr. Bourke:

The mission of The Novak Consulting Group is to strengthen organizations, for those they serve and those who work in them. We are dedicated to providing management consulting services to local governments and nonprofit organizations. The firm was originally established as Public Management Partners in 2001. Since then, we have been providing our clients with the very best thinking and execution in organizational design, development, and improvement.

We are pleased to submit this proposal for an Organizational Effectiveness and Efficiency Study of the Public Works Department for the Town of Windsor. This proposal is based on a review of the Town's RFP and our experience completing similar work for other jurisdictions across the country.

Our project team for Windsor is composed of skilled professionals, seasoned in local government with direct experience in all facets of local government operations, including in-depth experience with municipal public works operations. Our team has had significant success working with many local governments to review operations and contracting with the goal of improving organizational performance and efficiency. We are confident our customized approach will provide the Town with a plan for maximizing opportunities for economy, efficiency, and effectiveness while providing quality services to the public.

We look forward to the opportunity to serve Windsor in this engagement. The firm accepts all terms, conditions, and requirements as set forth in the RFP. We understand the agreement shall be negotiated.

Please contact me at (513) 309-0444 or [jnovak@thenovakconsultinggroup.com](mailto:jnovak@thenovakconsultinggroup.com) should you have any questions.

Sincerely,

Julia D. Novak  
President

## Information About The Novak Consulting Group

For nearly a decade, a highly respected management consulting firm named Public Management Partners helped a variety of organizations function more effectively. Through the years, the firm's founding partners built a sizeable client base of predominantly local governments and nonprofit organizations in the Midwest.

In 2009, Julia D. Novak acquired Public Management Partners and founded The Novak Consulting Group, staffed by consultants with decades of collective experience. With The Novak Consulting Group, Julia built upon Public Management Partners' reputation for innovation and results while expanding the company's services nationwide. Her company meets a wider range of needs, consulting with governments in the areas of public works, public safety, human resources, finance, planning, IT, and more. We provide our clients with the very best thinking and execution in organizational design, development, and improvement. Our services include:

- Organizational Assessment and Optimization
- Strategic Planning
- Executive Search

The Novak Consulting Group provides unparalleled service to our clients. Leaders in local governments and nonprofit communities have come to rely on The Novak Consulting Group for high caliber advice with the personal attention you expect.

- **Niche expertise.** Our expertise lies in strengthening two kinds of organizations: local governments and nonprofits. We're consulting specialists rather than generalists, focusing our strengths to do a highly effective job for a very specific group of clients.
- **Flexibility to serve you better.** We employ a small core staff of senior-level consultants, and draw from our pool of subject matter experts when their expertise can help us serve you better. The result? A highly nimble, more efficient approach to giving you the services you need, when you need them.
- **Decades of collective experience.** Our associates and subject matter experts have decades of experience in strengthening local municipalities and nonprofit organizations. They've served in a wide range of positions, from city manager to public works director to director of management information systems.
- **Personal service from senior-level consultants.** You appreciate it when deadlines are met, phone calls are returned, and your challenges are given in-depth, out-of-the-box thinking. While a large firm may assign your business to junior-level people, we're small enough to offer very personal service from senior-level consultants.

The Novak Consulting Group is a women-owned firm led by President Julia Novak, headquartered in Cincinnati, Ohio. The firm is staffed with local government professionals, including full-time associates and subject matter specialists. The Novak Consulting Group and its staff have extensive experience working with local government clients.

As President, Julia is authorized to bind the firm. Her contact information is included on the cover page. The firm's FEIN is 26-3977506.

## Philosophy Statement

Our focus is on providing solutions that work within the available resources and culture of the organizations we assist. The most innovative solutions in the world are valueless if they cannot be implemented or will not be accepted by the community. We pride ourselves on our ability to listen, analyze, and work with our clients to find not just a random selection of best practices taken from a manual, but real solutions that can be implemented effectively. There is no value to a consulting study that, once completed, occupies shelf space never to be opened again. We are pleased that our prior engagements have resulted in corresponding actions by our clients to implement the recommendations that we have jointly developed.

At The Novak Consulting Group, one of our strengths is the ability to build on existing capabilities and resources and to help organizations see things from a different perspective. We do this through listening to our clients and really understanding what they have to say. While there are books full of best practices, stock solutions to complex problems are rarely effective. We do not operate with a pre-packaged set of recommendations, and we diligently work to avoid trying to fit our clients into a standard mold. We do not sell boiler plate solutions.

We recognize that there will always be competing interests between level and cost of service. Defining "good enough" is a significant challenge aided by knowing that work is both necessary and being delivered as efficiently as possible. As resources diminish, we often find that operations become increasingly reactive at a significant cost both to current and future operations. Maintaining planned, proactive approaches to operations consistently generates a better, more cost-effective approach, particularly when evaluated over time. Every organization develops traditions, practices, and routines. It is essential that these be subject to regular review and analysis to be sure that they continue to represent best practices that meet the needs of the community and not simply an excuse to avoid change. Our staff has substantial experience developing performance measures that departments can use to track progress over time. We have helped our clients create benchmarks that establish a baseline for performance and objectives for the future.

The Novak Consulting Group is excited about the opportunity to assist the Town of Windsor. Because we came from local government careers, we have sat on the same side of the table as you. Hiring outside consultants to evaluate operations and contracting in any organization is challenging: it can be disruptive and intimidating, while at the same time it can be illuminating and exciting. We understand the importance of respecting the staff who are in place to serve the public. We assume good intent and work with our clients to collaboratively develop recommendations for improvement. Without this, implementation of recommendations and lasting improvements are not typically successful. We believe this intentional approach, coupled with our extensive expertise in all facets of local government operations, makes us uniquely qualified to assist the Town.

## Summary of Relevant Experience and Ability

### Personnel Listing

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

**President Julia Novak** – Julia has worked in and around local governments for over twenty-five years – 16 years in direct service to local governments and 13 years as a full-time consultant. She founded The Novak Consulting Group in 2009. As a professional consultant, she has led engagements in communities of all sizes covering the full spectrum of local government services. She has facilitated more than 100 retreats and strategic planning sessions with elected officials and is an established thought leader in the area of governance and management.

**Organizational Assessment Practice Leader Michelle Ferguson** – Michelle has over 20 years of local government management experience, both as a consultant and in direct service to some of the leading local governments in the country, including Overland Park, Kansas where she served as Assistant City Manager and in Arlington County, Virginia where she served as Director of Engineering and Capital Projects. As a consultant, Michelle has completed detailed organizational reviews of entire jurisdictions and recommended improvements to structure, staffing, and processes within departments across the country. She has provided customized training in the development and use of performance measures to assist numerous organizations continuously improve service delivery. Additionally, Michelle is also a skilled facilitator, able to bring diverse groups of people together to articulate shared visions and priorities. She has lead strategic planning engagements at the community, organizational, and department levels, and she has facilitated numerous staff and governing body retreats.

**Public Works and Facilities Specialist Ron Norris, PE** – Ron is a public works professional with more than 40 years of experience in leadership positions in state and local government. Most recently, Ron served as director of public works for Olathe, Kansas. Ron supervised more than 300 employees and directed the consolidation of three disparate departments into one integrated, cohesive unit. He oversaw water and sewer utilities, engineering, traffic, construction management, solid waste, and city planning. He initiated an asset management program that led to a more sustainable and comprehensive approach to utility funding and infrastructure management. He is a past president of APWA and remains an active member.

**Associate Jonathan Ingram** – Jon has over eight years of consulting experience and has developed an expertise in operational and staffing analysis. He joined The Novak Consulting Group in January 2012, having most recently served as a budget manager for the City of Cincinnati, Ohio. In addition to providing expert financial analysis, Jon has conducted numerous reviews of organizations while serving as a consultant. He is adept at evaluating business problems with equal consideration given to both cost and quality of service.

**Analyst Haley Kadish** – Haley has six years of government and consulting experience that inform her work as an analyst. She provides our project teams with a variety of staffing and operations analyses, researches best practices, and develops performance measures at the department, organizational, and community level. Prior to joining The Novak Consulting Group, Haley served as an ICMA Local Government Management Fellow in Catawba County, North Carolina where she improved the talent recruitment and selection process, developed departmental performance measures, assisted in the development and implementation of a community food sustainability plan, and improved operations by researching and analyzing options for special projects throughout the county.

**Analyst Josh Rauch** – Josh has seven years of consulting and government experience involving a wide variety of organizational and operational analysis. Prior to joining The Novak Consulting Group in December 2014, he served as deputy economic development administrator for the City of Springfield, Ohio. In addition to his background in economic development, Josh has significant experience in community engagement efforts and property maintenance code enforcement.

All members of our project team are employees of The Novak Consulting Group; no sub-consultants will be used to complete the scope of work outlined in this proposal. Complete resumes for each of our team members are included as Attachment A.

### Conflict of Interest

The Novak Consulting Group has no conflict of interest to disclose. The firm will abide by the provisions set forth in the Town's Code of Ethics.

### References

The following is a summary of relevant, recent experience of our project team. Included with this proposal is a complete listing of all of the firm's clients. We encourage the Town to contact any of our current or past clients to learn more about our commitment to quality, timely work.

**Hastings, Nebraska** engaged The Novak Consulting Group to conduct an organizational assessment of all City departments. The assessment included a structural review of the City's relationship with the Utilities Department, as well as a detailed review the of the Public Works Department.

Joe Patterson, City Administrator  
(402) 461-2309 [jpatterson@cityofhastings.org](mailto:jpatterson@cityofhastings.org)

**Warrenville, Illinois** engaged The Novak Consulting Group to conduct a service level and staffing study of its Public Works Department. The primary purpose of this study was to review operations and develop recommendations that would improve operational efficiency and effectiveness and prepare the City for the eventual retirement of key staff. The recommendations in the report outlined an approach designed to convert the considerable institutional experience and knowledge that existed within the department into work processes and systems that could be leveraged to ensure continued effectiveness.

Jennifer McMahon, Assistant City Administrator  
(630) 393-9427 [JMcMahon@warrenville.il.us](mailto:JMcMahon@warrenville.il.us)

**Munster, Indiana** recently engaged The Novak Consulting Group to conduct an organizational review of all Town departments, including the Public Works Department. This review included the separately elected Clerk-Treasurer's Office and a comprehensive assessment of the Town's major financial funds to provide the Town Administrator with an independent analysis of the Town's fiscal health.

Dustin Anderson, Town Administrator  
(219) 836-6905 [danderson@munster.org](mailto:danderson@munster.org)

**Boulder, Colorado** has engaged The Novak Consulting Group for a variety of departmental assessments over the last five years. Most recently, the firm was hired to conduct a detailed contract service analysis. This involved identifying specific service levels for facility and maintenance functions and comparing the costs of continuing with existing contracts versus bringing them in-house.

Jane Brautigam, City Manager  
(303) 441-3090 [BrautigamJ@bouldercolorado.gov](mailto:BrautigamJ@bouldercolorado.gov)

**Dublin, Ohio** has retained The Novak Consulting Group for several projects since 2009. In 2013, The Novak Consulting Group conducted a review of the organization's structure and a specific analysis of operating departments like public works. This work resulted in a City-wide reorganization to improve efficiency and effectiveness of operations.

Michelle Crandall, Assistant City Manager  
(614) 410-4400 [mgrigsby@dublin.oh.us](mailto:mgrigsby@dublin.oh.us)

**Delaware, Ohio** engaged The Novak Consulting Group to conduct an assessment of the City's organizational structure, with a strong emphasis on the public works and engineering functions.

Tom Homan, City Manager  
(740) 203-1010 [Rthoman@delawareohio.net](mailto:Rthoman@delawareohio.net)

**Shawnee, Kansas** engaged The Novak Consulting Group to develop an organizational staffing and strategic plan for the Public Works Department.

Carol Gonzales, City Manager  
(913) 742-6953 [cgonzales@cityofshawnee.org](mailto:cgonzales@cityofshawnee.org)

**Reno, Nevada** engaged The Novak Consulting Group to conduct a Core Services Review of the Public Works Department and the Parks, Recreation, and Cultural Services Department. These reviews included an in-depth analysis of opportunities for enhanced efficiency and effectiveness, an evaluation of existing services level standards, and an assessment of the City's true 'core services' in both departments.

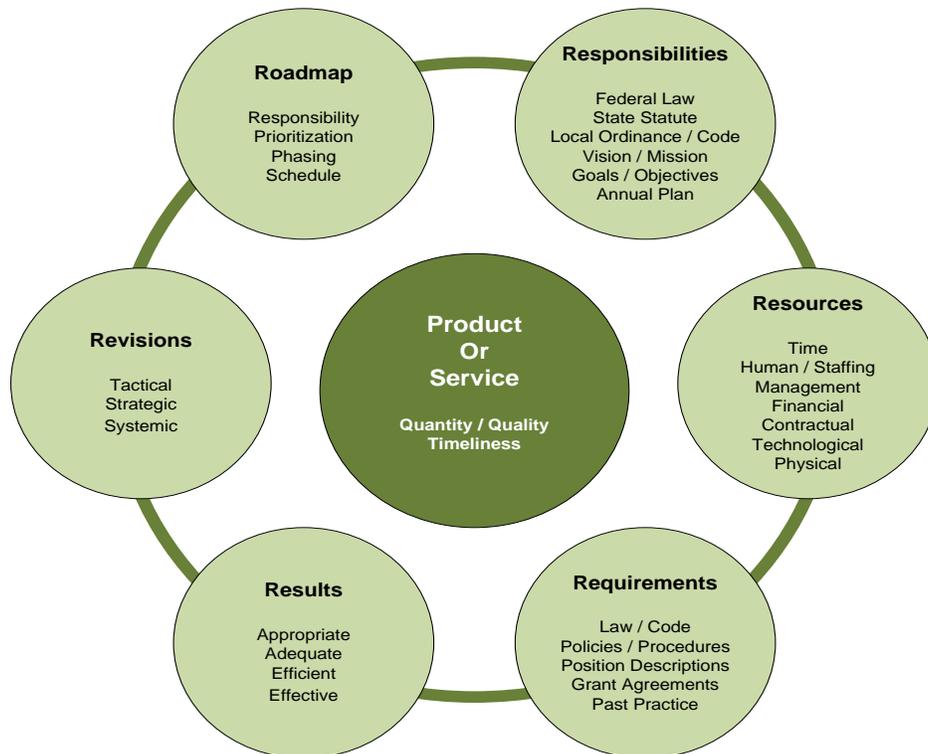
Jaime Schroeder, City Manager's Office  
(775) 348-3915 [schroederj@reno.gov](mailto:schroederj@reno.gov)

# Project Approach

## Work Plan

The Town of Windsor is seeking a professional consultant to assist with an organizational study of the Department of Public Works. The goal of this engagement is to identify opportunities for improved efficiency and effectiveness of Department operations, staffing, structure, technology, processes and policies.

To meet these objectives, the scope of work for Windsor's analysis is best supported through our "Six R" approach. This approach involves soliciting and collecting information on Department Responsibilities, Resources, Requirements, and Results to identify possible organizational and operational Revisions with an associated Roadmap to implement positive change. This approach is depicted in the following graphic:



- **Responsibilities** refer to the sources and level of mandate/direction for Public Works services. These may derive from Federal/State mandate, direction from the local elected officials through ordinance or resolution, and/or internal direction derived from annual vision/mission/goals and objectives. We will review all Public Works services to determine source and level of mandate in order to better understand organizational location.
- **Resources** refer to all assets available to the organization to achieve its respective responsibilities. These resources may include the following: time; human resources/available department staffing; management capacity/capability; financial position/forecasts;

contractual services (as internal service supplement or replacement); technological assets (hardware, software, communications, training); and physical assets (buildings, equipment, vehicles).

- **Requirements** refer to the sources of direction to Public Works management and staff regarding service approach and methodology. These sources may derive from formal law/codes or adopted policies and procedures to less formal mechanisms including continuation of past practice through initial or on-the-job training. We will review and assess Public Works service and process requirements to better understand existing structure and opportunities for positive change.
- **Results** refer to the service yield derived from the provided services. These services are the result of rationally developed/ utilized process requirements applying available resources in pursuit of prioritized fulfillment of Town responsibilities. The results phase links current operations with future planning through measures of adequacy, efficiency, and effectiveness through management reporting to provide operational information resources for better management decision-making.
- **Revisions** refer to the depth and breadth of continuing change necessary to support improved performance as indicated from results and performance reporting. This change can range from a high level involving holistic or systemic issues (i.e., should we be in this business) to strategic issues (should we consider alternative service sources) to tactical issues (improving the productivity, efficiency, and effectiveness of the activity or service).
- **Roadmap** refers to the plans to implement revisions in order to improve service delivery and product quality while maintaining or reducing unit costs. The Roadmap provides an action plan for the Town that identifies recommended priorities, responsibilities, effort phasing, and an expected schedule to reach milestones.

The following is our detailed work plan for completing the study of the Town's Public Works Department.

### **Activity 1: Begin Engagement**

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The Novak Consulting Group will begin this engagement by meeting with the Town's project team to review the details and expectations of this effort and to finalize the project schedule. We will also discuss the Town's interest in this study, the strengths and weaknesses of the current operations and service delivery arrangement, and other issues that may be relevant to our work. We will also conduct a project kick-off meeting with the Public Works management team to review the project objectives, timeline, and expectations.

We will request and review all relevant background information, such as budgets, previous studies, departmental work plans, existing contracts, organizational charts, and other similar information to inform our work.

Throughout the project, we will provide the Town with regular project status reports, designed to maintain planned project progress and budget, to identify and resolve project issues, and to review project work products. In addition to formal status reporting, we anticipate numerous informal opportunities for the Town to discuss various project and operating issues with our

project manager and team leaders. We welcome the opportunity to have this informal dialogue since we believe that it will contribute to a more successful project.

### **Activity 2: Conduct Fieldwork**

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To meet the objectives of this engagement, The Novak Consulting Group will conduct an assessment of workload and operations in the Department and develop an inventory of services. We employ several techniques for obtaining this information in order to collect sufficient data to understand operations, staffing, and structure. These data collection techniques include the following activities:

- We schedule and conduct confidential interviews with key supervisory staff. The interviews cover the organization, structure, and volume of work; the business processes used to accomplish work; supervisory relationships; performance management; and perceived strengths and weaknesses.
- To engage more staff in the process, The Novak Consulting Group will plan and facilitate up to four employee focus group sessions. The purpose of the focus groups will be to solicit input from line employees regarding structure, staffing, workload, and operations.
- We will meet with other Town department directors who routinely interact with Public Works to understand their experience and perspective on the Department.
- In addition to formal interviews, we will tour Town facilities and various work sites to conduct selected operational observations in order to understand how work is actually performed in your normal work environments. This will include walk-throughs in office settings and in the field.
- Thorough data collection and document review relates particularly to budgeting and financing, work volumes, work cycle times, demands for service, equipment and infrastructure inventory, and other detailed data necessary for a complete analysis. We will tailor the collection of data to the needs and issues of the department and its operations. As an example, we typically collect the following data to better understand operations and staffing:
  - Work volume relative to staff resources
  - Customer service performance standards and compliance reports
  - Department budgets, including revenues and expenditures
  - Current fees and data supporting fee calculations
  - Current cost allocation plans and supporting data and calculations
  - Internal financial reports
  - Internal cost allocations by work unit
  - Job descriptions and wage and compensation plans
  - Records reflecting training and certifications
  - Organization charts and staffing tables, including changes over the preceding three to five years
  - Strategic organizational plans
  - Relevant customer satisfaction data
  - Management reports, including any applicable performance measurement and reporting
  - Information technology infrastructure, including hardware and application inventories, use of field technologies, and system strategic plans

### **Activity 3: Analyze Workload Efficiency and Conduct Appropriate Comparisons**

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The project team will employ our “Six R” approach as introduced previously. The approach guides our efforts through data development, issue identification, operational analysis, and creation of recommendations tailored to provide the optimal Public Works Department.

We will employ a variety of review and analysis techniques to develop recommendations that will ultimately improve the department’s operational performance. We will evaluate the organization and structure of the organization to assess its impacts on program operations now and in the future. We will look at both the organizational alignment of the department, as well as how it integrates with the overall structure of your government. We will conduct the assessment from the following aspects of organizational design:

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

Next, we leverage the prior activities to define appropriate staffing levels based upon the organizational, policy, and process reviews. The Novak Consulting Group project team will employ a holistic approach using a variety of staffing assessment mechanisms. This approach incorporates a department’s desired set of program service levels, its budgetary capacity, the skills and training of the current workforce, its access to technology, and many other non-numeric drivers.

As part of our analysis, we evaluate the performance of the department as it compares to industry standards of performance. The resulting diagnostic provides a quick and objective overview of both the quantitative and qualitative work activities of the department. The Novak Consulting Group has developed industry best management practices (BMPs) in many areas of local government service. This information was developed from our previous work with professional associations and industry groups, as well as other sources.

In consultation with the Town, we will identify those similar communities to which the Town wants to benchmark. We will research practices in those organizations and will compare and contrast management practices in Public Works with the best practices of other successful organizations.

### **Activity 4: Prepare Project Report**

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At the completion of the above tasks, The Novak Consulting Group will prepare a summary of our observations and initial recommendations. We will meet with the Town to review the summary. Additional follow-up on issues or analysis will be conducted as needed.

The Novak Consulting Group will then prepare a draft report. The report will include an executive summary, our methodology and approach, and a thorough description of all recommendations

for the department. The draft report will be presented to the Town for review for factual accuracy and to discuss content and approach. Based on feedback from the Town, we will prepare and present the final report as directed by the Town.

The final report will include the Roadmap introduced previously to provide additional detail on recommendations and to support implementation efforts by the Town. The roadmap includes the implementation steps necessary for each recommendation, as well as cost estimates where appropriate.

## Schedule

A proposed project timeline is included. We expect to review and refine this schedule with the Town during our initial meeting. We estimate the scope of work outlined in this proposal will require approximately 334 hours of professional consulting time.

## Services Expected of the Town

At the start of this engagement, The Novak Consulting Group will work with Town to identify specific resources needed for this work. We have found that it is always helpful to have a primary point person with the Town to assist us with scheduling interviews and other project logistics.

We will request a variety of background materials to inform our work. However, the majority of this information will be data that is readily available.

Generally, interviews require approximately 90 minutes each. Some direct follow-up with staff may be needed, based on the findings of our work. Additionally, several formal and informal meetings (in person and via conference call) can be expected with the Town's project leadership to review project status and initial recommendations.

## Cost

The total, not-to-exceed price to complete the scope of work outlined in this proposal is \$59,400, including all professional fees and expenses.

Below is a breakdown of the cost by project activity.

Activity	Hours	Cost
1. Begin Engagement	32	\$6,970
2. Conduct Fieldwork	78	\$14,791
3. Analyze Workload Efficiency and Conduct Appropriate Comparisons	98	\$15,287
4. Prepare Project Report	126	\$22,352
<b>TOTAL</b>	<b>334</b>	<b>\$59,400</b>

It is our practice to invoice clients monthly, based on the percentage of work completed.

# Attachment A – Project Team Resumes

## Julia D. Novak, President

Julia established The Novak Consulting Group in September 2009 when she acquired Public Management Partners. From 2003 to 2009, she served as a vice president for a local government consulting firm. Julia has over 25 years of experience working with and for local governments. She is a consultant, trainer, and facilitator who worked with numerous organizations and community groups. During her local government career, she worked in Fort Collins, Colorado; Lexington, Massachusetts; Rockville, Maryland; and was city manager of Rye, New York.

Julia has extensive experience as a facilitator and trainer. She has worked with both elected and appointed officials across the country to conduct goal setting, develop strategic plans, and prioritize service delivery. She has conducted training for elected officials as an individual trainer and through the National League of Cities and a consortium of cities in California. Topics included leadership style and evaluating appointed officials.

Julia has also established herself as a thought leader in the area of governance and administration. In April 2002, Julia was one of 20 practitioners who participated in the ICMA-sponsored symposium on the future of local government administration. Her response to Dr. James Svava's paper, "City Council, Roles, Performance, and the Form of Government," is included in the ICMA-published book, "The Future of Local Government Administration." Public Management Magazine has published multiple articles which she authored and co-authored, including "Preparing Councils for Their Work," co-authored with Dr. John Nalbandian; "Permission to Manage" which discusses the importance of using data to manage local governments; "Dreams That Make a Difference" on the value of community based strategic planning; "Civility" and most recently "Using Data in Police Management." In 2010, Julia served as a trainer for a USAID Initiative in Baghdad, Iraq to develop the capacity of local advisors and councils in Iraq to engage in strategic planning, project management, policy analysis, and policy advocacy.

Julia has been a speaker at national conferences for the ICMA, National League of Cities, and American Society of Public Administrators. She has been a featured speaker/trainer for many state associations, including Ohio, Vermont, Connecticut, New Hampshire, Pennsylvania, North Carolina, the Metropolitan (D.C.) Association of Local Government Administrators and the Illinois Assistant Municipal Managers Association.

Julia earned a bachelor's degree in government and politics from George Mason University and a master's degree in public administration from the University of Kansas. Julia was in the first class of individuals certified by ICMA as Credentialed Local Government Managers, and maintains that designation. Julia is a Master Facilitator of the popular Myers-Briggs Personality Type Indicator, and is certified to administer several other Level B psychological assessments, Apter Motivational Styles Profile, and the Strength Deployment Inventory. She also is trained in popular Level-A assessments, including the Thomas-Killman Conflict Modes Inventory and the Human Element-B.

### **Education**

*Master of Public Administration,  
University of Kansas*

*Bachelor of Arts, George Mason  
University*

### **Professional Certifications**

*Certified Professional Manager,  
International City/County  
Management Association*

*Master Facilitator, The Myers-  
Briggs Personality Type Indicator*

### **Industry Tenure**

*29 years*

*Consulting, 13 years*

*Local Government, 16 years*

## Michelle L. Ferguson, Organizational Assessment Practice Leader

Michelle has over 20 years of management experience in local government, and she currently serves as the organizational assessment practice leader for The Novak Consulting Group, having been with the firm since its inception.

Michelle began her consulting career in 2005 following 10 years of direct experience in local government management, which included serving as assistant county manager in Arlington County, Virginia.

Michelle excels at helping local governments continuously improve their organizations and enhance service to the public. She is skilled in project management, process improvement strategies, performance measurement, consent building, and public process design.

As organizational assessment practice leader, Michelle has completed detailed organizational reviews of entire jurisdictions and recommended improvements to structure, staffing, and processes within departments across the country. Specific department reviews have included development review, parks and recreation, public works, human services, human resources, capital budgeting, and collections. Additionally, she has provided customized training in the development and use of performance measures to assist numerous organizations continuously improve service delivery.

Michelle is also a skilled facilitator, able to bring diverse groups of people together to articulate shared visions and priorities. She has lead strategic planning engagements at the community, organizational, and department levels, and she has facilitated numerous staff and governing body retreats.

During her tenure with Arlington County, Michelle oversaw the daily management and implementation of the County's capital program. She also led the organization-wide performance measurement initiative establishing their Balanced Scorecard. Prior to Arlington County, Michelle served as assistant city manager in Overland Park, Kansas.

Michelle earned a bachelor's degree in political science from Loyola University-Chicago and a master's degree in public administration from the University of Kansas. She is a member of the International City/County Management Association. She also served as the president of the Metropolitan Association of Local Government Assistants in Washington, D.C and has presented at state and national conferences on topics such as strategic planning, effective governing bodies, and council-staff relations.

### ***Education***

*Master of Public Administration, University of Kansas*

*Bachelor of Arts, Loyola University - Chicago*

### ***Industry Tenure***

*20 years*

*Consulting, 11 years*

*Local Government, 10 years*

## Ronald L. Norris, P.E., Public Works Specialist

Ron is a seasoned public works leader, bringing more than 40 years of experience in a broad range of technical and managerial disciplines. He served as national president of the American Public Works Association (APWA) and was on their Board of Directors for nine years. He also served as president of the National Association of State Facility Administrators. He was selected as an APWA Top Ten Public Works Leader and received the Mid-America Regional Council's Regional Leadership Award for his leadership in regional stormwater solutions, a regional program to coordinate traffic signalization throughout the two-state region, and the design and development of infrastructure that is functional and enhances community appearance.

Most recently he served as director of public works for the City of Olathe, Kansas, a city of more than 130,000 in the Kansas City Metro region. He led the consolidation of 3 disparate departments into a single cohesive unit of more than 300 employees. The organization received its first Accreditation by APWA under his leadership. The Department included solid waste, water and sewer utilities, fleet management, engineering, construction management, city planning and development, and street maintenance. He initiated an asset management program that resulted in sustainable and comprehensive utility financial and infrastructure management.

Prior to that he served as public works director for Lenexa, Kansas where he created the acclaimed "Rain to Recreation" program. This effective, sustainable stormwater management program provided amenities that are highly valued by Lenexa residents. He led the design and construction of many infrastructure elements including miles of roadways, bridges, and interchanges that are utilitarian, attractive, unique, and cost-effective. He also led Lenexa Public Works to its first Accreditation by APWA.

He served as deputy director of public works for Clark County, Nevada which includes the Las Vegas Metro area. He developed roadways and alternative transportation for the rapidly growing area. He worked with resorts and other developers to address critical infrastructure needs resulting from the explosive growth.

Ron also served as director of design and construction for the State of Missouri. He managed the development and presentation of the State's capital improvement program. He oversaw the design and construction of all state government facilities such as prisons, hospitals, office buildings, and state schools. He also directed the maintenance and repair of all state government general purpose facilities, including the Capitol Complex.

As director of community development for Liberty, Missouri, Ron directed the planning department, water and sewer utilities, engineering, construction, planning, code enforcement, and the building department. He also led the formation of the City's first Housing Authority and the development and implementation of the City's first housing program.

Ron has an undergraduate degree in civil engineering from the University of Missouri and a master's degree in public administration from the University of Kansas. He is a registered professional engineer in Missouri and Kansas. He presently serves as chair of APWA's Certification Commission, serves on the International Affairs Committee, and is on APWA's Advisory Council.

### **Education**

*Master of Public Administration,  
University of Kansas  
Bachelor of Science, Civil  
Engineering, University of  
Missouri*

### **Professional Certifications**

*Licensed Professional Engineer,  
Missouri and Kansas*

### **Industry Tenure**

*40+ years*

*Local Government, 26 years*

## Jonathan Ingram, Associate

Jon has over 12 years of experience in management consulting and local government management, most recently as budget manager in the City of Cincinnati, Ohio budget office. Prior to that, Jonathan served as a management consultant and worked in the city manager's office for the City of Highland Park, Illinois.

Jon is a skilled financial analyst in the areas of budget and revenue analysis. Additionally, he has extensive experience as a management and operations consultant to local governments in the United States and abroad.

As a consultant, Jon has completed operations reviews for multiple local governments and has helped to improve service delivery for a broad range of departments – from police to public works. He has developed staffing and deployment plans for city operating departments, analyzed and facilitated intergovernmental consolidations, helped local governments develop custom performance management systems, and facilitated the development of long-term strategic plans.

Jon's expertise is in local government budgeting and finance, operations analysis, project management, public safety staffing analysis, process improvement, and performance measurement. He is adept at evaluating business problems with equal consideration given to both cost and quality of service.

During his tenure with the City of Cincinnati, Jon managed the development and administration of a \$1 billion operating budget. In addition, he conducted special analysis projects, served on the City's collective bargaining team, and co-managed the implementation of an enterprise budget system.

Jon earned a bachelor's degree in political science from Aurora University and a master's degree in public administration from Northern Illinois University. He is a member of the International City/County Management Association and the Ohio City/County Management Association.

### **Education**

*Master of Public Administration, Northern Illinois University*

*Bachelor of Art, Aurora University*

### **Industry Tenure**

*12 years*

*Consulting, 8 years*

*Local Government, 4 years*

## Haley Kadish, Analyst

Haley has six years of government and consulting experience that inform her work as an analyst. She provides our project teams with a variety of staffing and operations analyses, including workload and scheduling evaluations as well as staffing assessments. She also researches best practices and develops performance measures at the department, organizational, and community level.

Prior to joining The Novak Consulting Group, Haley served as an ICMA Local Government Management Fellow in Catawba County, North Carolina. As a Fellow, she improved the talent recruitment and selection process and developed departmental performance measures. She also assisted in the development and implementation of a community food sustainability plan and improved operations by researching and analyzing options for special projects throughout the County.

Haley started her career in the private sector as a virtual solutions subject matter expert for Procter & Gamble. During her tenure, she led a global team and launched and managed virtual consumer research services in multiple product categories.

While in graduate school at The Ohio State University, Haley served the Franklin County, Ohio Child Support Enforcement Agency as a program analysis intern. She also served as a public affairs intern for the U.S. State Department in Zambia.

Haley earned a bachelor's degree in business administration from University of Texas at Austin and a master's degree in public administration from Ohio State University. She is a member of the International City/County Management Association. Haley is an accomplished artist whose analytic and technical skills are complemented by her design skills.

### ***Education***

*Master of Public Administration, Ohio State University*

*Bachelor of Art, University of Texas, Austin*

### ***Industry Tenure***

*Consulting, 3 years*

*Local Government, 3 years*

## Joshua Rauch, Analyst

Josh has experience in several local government settings, most recently with the Economic Development Division of the City of Springfield, Ohio. While there, he assisted with business retention and expansion activities, provided staff support for tax incentive negotiations and reporting, and helped develop the City's marketing strategy.

Josh began his career as an undergraduate intern with the City of Dayton, Ohio. He organized community engagement events for young adults working in Dayton over the summer months. He built on this experience during graduate school when he began working for the City of Mission, Kansas. There he helped coordinate a variety of community events, including public budget hearings, community input sessions, and a successful attempt to set the Guinness World Record for the Largest Painting Made with Footprints. He also managed the City's property maintenance code enforcement program and neighborhood assistance programs.

Aside from community engagement activities, Josh has helped formulate, implement, and administer new policies and programs related to transportation funding, social media engagement, code enforcement and neighborhood assistance, information technology, sustainability planning, and performance measurement.

As a consultant, Josh has provided analytical support for organizational and operational reviews involving a wide array of functions, including fire staffing, human resources, economic development, public works, information technology, and administration.

Josh earned a bachelor's degree from the University of Dayton and a master's degree in public administration from the University of Kansas. He is a member of the International City/County Management Association.

### **Education**

*Master of Public Administration, University of Kansas*

*Bachelor of Arts, Political Science, University of Dayton*

### **Industry Tenure**

*Consulting, 1 year*

*Local Government, 6 years*

# Attachment B – Project Schedule

Windsor, CT																
Public Works Efficiency Study																
start	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1/9	1/16	1/23	1/30	2/6	2/13	2/20	2/27	3/5	3/12	3/19	3/26	4/2	4/9	4/16	4/23	4/30
<b>Activity 1 - Begin Engagement</b>																
1.1 Conduct project kick-off meeting																
1.2 Meet with Town Manager																
1.3 Meet with Director of DPW																
1.4 Meet with PW Management Team																
1.5 Request and review background information																
1.6 Finalize project schedule																
<b>Activity 2 - Conduct Fieldwork</b>																
2.1 Interview DPW Management team																
2.2 Interview other City Department Head with frequent interactions to discuss interdepartmental coordination, etc.																
2.3 Interview crew supervisors and key staff, tour facilities and major projects																
2.4 Conduct employee focus groups (4)																
2.5 Summarize and share learning with project team																
<b>Activity 3 - Analyze Workload Efficiency and Conduct Appropriate Comparisons</b>																
3.1 Review workload and service standards data																
3.2 Document current service levels in Service Level Matrix																
3.3 Identify benchmark communities																
3.4 Compare relevant information																
3.5 Assess service delivery mechanisms and identify changes																
3.6 Identify additional uses of technology																
3.7 Develop recommended table of organizations																
3.8 Identify best practices for application																
3.9 Summarize and share learning with project team																
<b>Activity 4 - Prepare Project Report</b>																
4.1 Prepare preliminary observations and recommendations																
4.2 Review preliminary observations and recommendations with Town																
4.3 Conduct follow-up analysis as necessary																
4.4 Prepare draft report																
4.5 Review draft report with Town																
4.6 Prepare final report																
4.7 Present final report to the Town																
4.8 Prepare implementation plan																

**TOWN OF WINDSOR  
FINANCE COMMITTEE  
SPECIAL MEETING  
NOVEMBER 29, 2016  
TOWN HALL – LUDLOW ROOM**

**UNAPPROVED MINUTES**

**1. CALL TO ORDER**

Deputy Mayor Jody Terranova, Chair of the Finance Committee, called the meeting to order at 7:30 p.m. with Councilors Randy McKenney and Donald Jepsen present. Town Manager Peter Souza was also present.

**2. PUBLIC COMMENT - None**

**3. INTERVIEW OF CONSULTANTS REGARDING RESPONSES TO DEPARTMENT OF PUBLIC WORKS' ORGANIZATIONAL EFFECTIVENESS AND EFFICIENCY STUDY RFP**

Three consulting firms were interviewed via Skype: Mercer Group, Inc.; Novak Consulting Group; and Matrix Consulting Group. It was determined that references should be checked for Mercer Group Inc. and Matrix Consulting Group.

**4. STAFF REPORTS - None**

**5. APPROVAL OF MINUTES**

a) November 14, 2016

Councilor McKenney MOVED and Councilor Jepsen seconded to approve the unapproved minutes of November 14, 2016. Motion Passed 3-0-0.

**6. ADJOURNMENT**

Councilor McKenney MOVED and Councilor Jepsen seconded to adjourn the meeting at 8:53 p.m. Motion Passed 3-0-0

Respectfully submitted by,

Jonathan Luiz  
Assistant Town Manager