

CITY OF MONROE



CITY-WIDE OPERATIONAL STUDY

June 2007



REHMANN ROBSON

Certified Public Accountants



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June 15, 2007

Mr. George Brown
City Manager
City of Monroe
120 East First St.
Monroe, MI 48161-9986

Dear Mr. Brown:

We have completed our City-Wide Operational and Staffing Analysis for the City of Monroe. This has included an assessment of organizational structure, positional duties, operating procedures and staffing requirements. This final report contains the findings and conclusions resulting from this analysis and recommendations for improvement.

We appreciate the cooperation extended to us by employees in each operational area, particularly April McGrath our project liaison and Ed Sell, the City's Finance Director. In each case we found employees to be cooperative, candid and willing to offer suggestions for improving operations.

We have sincerely enjoyed this opportunity to work with the City of Monroe. Should you have questions concerning this report, please do not hesitate to contact me at 517-787-6503.

Very truly yours,

REHMANN ROBSON

Mark W. Nottley, Principal
Governmental Consulting Division

THE CITY OF MONROE
ORGANIZATIONAL AND OPERATIONAL REVIEW

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SECTION I
EXECUTIVE SUMMARY

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EXECUTIVE SUMMARY

Backdrop for the Study

The City of Monroe is a true full-service center city. The City government is comprised of fifteen major operating divisions or departments employing more than 239 budgeted, full-time employees. City services span a broad range of public safety, public works, community development and utility services – in some cases extending well beyond the city limits. Essentially, the City of Monroe has functioned as the core center city for the region for many decades – with a large emphasis on self-reliance and autonomy. Throughout this period, a healthy tax base has supported the City’s service objectives and allowed the flexibility to maintain or initiate a broad mix of service offerings.

However, like most cities in Michigan, Monroe is now challenged to “do more with less”. A shrinking tax base, rising employee costs, the property tax limitations imposed by the Headlee Amendment and Proposal A, and the continuing reductions in State of Michigan revenue sharing have created a negative financial trend. In this situation, it is imperative that the City achieve cost reductions – both now, and as a future, continuing trend.

Recognizing this, The City Council commissioned a study of the City’s operations. Selected to perform this study, we proceeded to conduct a thorough analysis of each operating department and the City government as a whole.

Focus of our Analysis

The focus of our analysis included the following:

- Identify any operating inefficiencies that impair or limit productivity
- Identify unnecessary positions and/or opportunities to consolidate duties to improve work output
- Identify cost-beneficial options to current arrangements, including opportunities for outsourcing, shared services provision or major organizational realignment.
- Develop a comprehensive series of recommendations for improvement that can serve as a “road map” for achieving a leaner, more cost effective operation.

Project Approach

To satisfy these requirements we have thoroughly evaluated the operations of the City, using a combination of approaches. These have included:

- *The review of operating data:* Volumes of data have been requested, received and reviewed. This has included financial, technical, operational and personnel-related information spanning the full range of operating departments.
- *Interviews with key personnel:* To gain perspective on the City's operations, more than 150 personal interviews were conducted with employees and supervisors. Additional interviews were also completed with elected officials, representatives of neighboring jurisdictions and other pertinent individuals.
- *Employee Survey:* Employees were also provided the opportunity to offer input to our consulting team via confidential survey. Thirty six employees responded to this opportunity, providing feedback on issues ranging from the quality of management to particular operational suggestions.
- *Expert technical input:* A wide variety of private concerns or governments were consulted regarding specific operating techniques and/or available options.
- *Benchmark analysis:* A survey was conducted involving twelve cities of comparable size and relative organizational complexity. Data was collected from these entities regarding expenditures, staffing and particular operational features. It should be noted that this information has practical limitations for evaluating Monroe's operations, and we have been sensitive to these limitations. Additionally, the data is not used for all departments, due to the variances in organizational structure between the cities.

Organization of the Final Report and Key Recommendations

Based on the above input, this final report has been developed. The body of the report, contained in Section II, is organized in a series of subsections that correspond to the particular operating areas. Each subsection contains explicit findings, conclusions and recommendations for that department or division. Staffing recommendations are then summarized on a city-wide basis in the following Section III.

Summarily, key recommendations include the following:

- The reorganization of the City's operations into six primary departments, including:
 - Public Safety
 - Public Services
 - Community Development
 - Utilities
 - Human Resources
 - Finance.

A recommended organization chart is included on page III-1.

- The elimination of roughly 25 positions for an estimated cost savings of \$1.4 million, based on FY 2007-08 compensation figures.
- Various recommendations regarding the upgrade of automated systems and operating procedures across the full gamut of City operations.

Implementation Issues

In reviewing these findings and recommendations, policymakers should remain mindful of several qualifiers and preconditions related to this report. Specifically:

- An operational review of this type inevitably places greater emphasis on the negative aspects of operations. In fact, we found the vast majority of employees to be hardworking, diligent and sincerely concerned for the welfare of the City.
- The City of Monroe’s labor agreements severely restrict the City’s ability to downsize the workforce in a rational manner. Foremost, the COMEA I and Teamsters Local 214 contracts both contain “bumping” provisions that allow employees in terminated positions to move to other lesser seniority positions within their bargaining unit in the event of a downsizing – with limited consideration of their skill and ability level in assuming the duties of the new position.

Additionally, some proposed changes in staffing and manpower for the Police and Fire Departments may be subject to contractual interpretation or limitations. In this situation, changes from the status quo will ideally proceed from reasonable dialogue and mutual accommodation – as well as a common understanding of the financial need for these changes.

Essentially, the City will require a concerted effort to implement the recommendations contained in this report. Also, labor-management conciliation will be required as the City moves to address the growing financial issues and necessary work force downsizing in a rational and preemptive manner.

* * * * *

In the following Section II we present findings, conclusions and recommendations concurrently for each individual operating area.

SECTION II

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

SECTION II

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

In this section of the report, we present the findings, conclusions and recommendations pertaining to the operational evaluation of the Monroe City government. These are presented sequentially for each major operating area as follows:

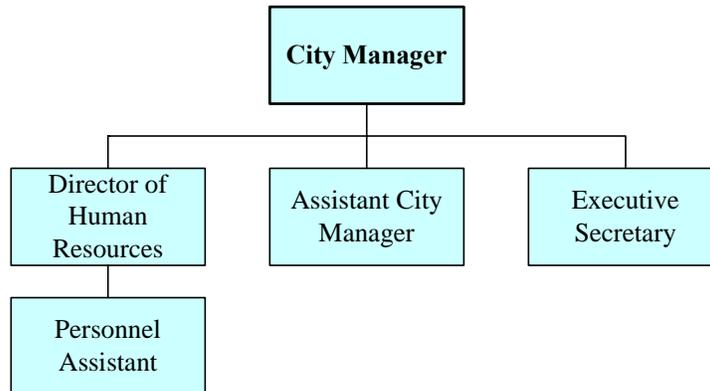
- A. Administrative Component
- B. Assessing Department
- C. Clerk/Treasurer's Office
- D. Finance Department
- E. Recreation Department
- F. Building Services Department
- G. Planning Division
- H. Police Department
- I. Engineering Department
- J. Fire Department
- K. Department of Public Services
- L. Attorney's Office
- M. Wastewater Department
- N. Water Department

A. Administrative Component

A. Administrative Component

For purposes of this study, the City’s administrative component is defined as the City Manager’s Office and Human Resources Department. The organization of these service areas is illustrated in the following Exhibit 1.

**Exhibit 1
Administrative Organization**



Note: A Purchasing Agent position has been assigned to the Finance Department.

Functioning as the chief executive officer in a Council/Manager form of government, the Monroe City Manager has responsibility for the overall management of all City departments.* City Manager’s Office employees provide administrative or professional support to the City Manager as well as the Mayor and City Council. The Director of Human Resources is responsible for overall personnel administration and labor relations support, and is assisted by a Personnel Assistant.

Key findings and conclusions pertaining to the administrative component include the following:

1. THE CITY MANAGER’S DIRECT MANAGEMENT RESPONSIBILITY APPEARS OVERLY BROAD.

In Monroe, all department heads report directly to the City Manager – a total of nine, not including the Finance Director, Clerk/Treasurer, and City Attorney. In regard to the latter three, the City Manager also has varying levels of interaction and management oversight with/for these functions and departments.

*However, by charter, the Finance Director is appointed by the Mayor and City Council. Additionally, the City Attorney reports directly to the elected body, and the Clerk/Treasurer is elected.

In addition to this responsibility, the City Manager has responsibility for a broad range of duties related to interactions with the Mayor and the elected body, intergovernmental relations, economic development, citizen and business contacts, special Board and Committee liaisons, financial and budgetary stewardship, and a host of other necessary activities.

In this situation, fewer reporting relationships would be beneficial – providing the City Manager with fewer interruptions and increased ability to plan, organize and prioritize activities and duties.

As one step in our study we have evaluated the potential for departmental consolidations. These findings and recommendations are presented throughout the following subsections, with focus on the following objectives:

- Better utilization of key personnel that have exhibited strong managerial attributes
- Increased organizational control and responsiveness
- Creation of a smaller, better-defined management team
- “Freeing up” the City Manager to allow for more focused and effective use of time.

2. THE ASSISTANT CITY MANAGER POSITION DOES NOT APPEAR VITAL TO OPERATIONS.

The Assistant City Manager has been in the position, or a similarly titled position, for approximately seven years. The position was apparently created to provide a City Manager’s Office liaison to City Council members for purposes of public relations and problem resolution. In addition to this primary duty, the Assistant City Manager performs research on particular issues; coordinates, plans, or represents the Mayor or City Manager at special events; interacts with various community groups; performs other communication and public relations duties and acts as the intermediary for blight and community appearance issues.

While the efforts of the position incumbent are certainly worthwhile, workload does not appear to be particularly high. Essentially, the position, as defined, is more of a luxury, as opposed to a key element of operations. Additionally, it would appear that several key duties related to problem and conflict resolution could be minimized by the use of an automated program for customer service requests. These programs, properly administered, can significantly reduce the need for the “human” contact associated with citizen service requests, and related status reporting.

Exhibit 2 provides a comparison of the Assistant City Manager position in the twelve communities used as “benchmarks” for this study.

Exhibit 2
Comparison of Assistant City Manager Position

City	Population	Do you have an Assistant City Manager?	If yes, primary areas of responsibility:
Monroe	22,076	Yes	Community/citizen relations and research
Adrian	21,574	No	-
Bay City	36,817	No	-
Holland	35,048	Yes	Airport authority; economic development; oversee various departments; projects per City Manager directive
Jackson	36,316	Yes	Assist w/ budget; special projects; set goals; oversee depts.; handle complaints
Mt. Clemens	17,312	No	-
Norton Shores	22,527	Yes	Human resources; negotiations; legislative policies; benefits; budgeting
Port Huron	32,338	No	-
Traverse City	14,532	No	-
Trenton	19,584	No	-
Wayne	19,051	Yes	Personnel; DPW; risk management; MIS
Wyandotte	28,006	No	-
Ypsilanti	22,362	Yes	Personnel and labor relations
AVERAGE	25,196	-	-

Source: Rehmann Robson survey

As seen in the exhibit, seven of the twelve cities do not have an Assistant City Manager position. A number did have assistants in the past but have eliminated the positions due to budgetary constraints. In the five communities that do have an Assistant Manager, the position incumbents have either direct management responsibility, or responsibility for human resources and/or other operational functions.

Summarily, the Assistant City Manager position typically has well-defined professional responsibilities related to human resources, public administration, planning or another professional field in the public sector. In this way, the position can be justified in a time of fiscal constraint.

Monroe's Assistant City Manager, in contrast, has no similar professional designations (i.e. public administration degree or human resources certification). Moreover, the positional duties, though worthwhile, are not critical to day-to-day operations. For these reasons, we have concluded that the position is more of a luxury, as opposed to necessary, within the current fiscal climate.

3. THE CITY'S RECEPTIONIST POSITION COULD BE REPLACED WITH AN AUTOMATED SYSTEM.

The City has traditionally staffed a receptionist position to receive incoming phone calls and walk-in visitors. The position was eliminated in the current budget, but the function was later revived by staffing the position with multiple City employees in varying time slots.

The City's ability to staff the position without negatively impacting work flow would indicate that work capacity is present in most, if not all the positions/employees assigned to this duty. In this regard, the resurrection of the position has had several positive impacts including the City's ability to confirm the presence of some overly light job assignments and expand the workload of these employees to the betterment of the City.

However, following the implementation of this study's findings, this will no longer be the case. The employees that share receptionist duties have all been evaluated based on their duties and roles within their respective departments. Recommendations have then been developed to expand duties, eliminate positions, or otherwise increase productivity. As a result, the current assigned positions will not have the work time available to support the receptionist function.

In this situation, it would behoove the City to seek other options for performing the functions traditionally assigned to the receptionist. As seen in the following Exhibit 3, the majority of the benchmark communities function without a receptionist – many have evolved into this state as a result of budgetary constraints and/or successful conversion into an electronic reception system.

**Exhibit 3
Comparison of Receptionist Responsibility**

City	Population	Does the City have a receptionist?	If no, which department handles phone inquiries?
Monroe	22,076	No	Multiple Assignments
Adrian	21,574	No	City Attorney's Office
Bay City	36,817	No	City Clerk's Office or Purchasing Department
Holland	35,048	No	City Clerk's Office
Jackson	36,316	Yes	-
Mt. Clemens	17,312	No	City Manager's Office
Norton Shores	22,527	No	City Clerk's Office
Port Huron	32,338	Yes*	-
Traverse City	14,532	Yes	-
Trenton	19,584	No	City Clerk's Office
Wayne	19,051	Yes	-
Wyandotte	28,006	No	Mayor's Office
Ypsilanti	22,362	No	City Clerk's Office
AVERAGE	25,196		

*Part-time volunteer

Source: Rehmann Robson survey

The City of Monroe has attempted this conversion but found a measurable drop in caller/customer satisfaction in using the system. Ideally, the City should persist in the effort to automate the receptionist function. More specifically:

- Our experience with the City's automated system was also frustrating. Additional attention to menu development and caller options was obviously needed. These are issues that can be rectified through further development and some trial and error. A default operator should also be integrated into the menu options – as seen in Exhibit 3, this is typically the Clerk's Office.
- Well conceived signage could also be used to guide walk-in visitors to their destinations. Moreover, the majority of walk-in inquiries are apparently concerned with the Social Security office and credit union. Related to this, Social Security will be moving out of the building later this year, and the credit union will be moving to the first floor with its own entrance.
- Phone protocol could also be improved on a City-wide basis, as follows:
 - A requirement for a daily recorded message from each employee assigned a personal line stating availability
 - A requirement for daily callbacks to citizens or other legitimate inquiries.

Summarily, an automated attendant is the future for the City of Monroe and most employers. The key to successful conversion is preplanning and continued follow-up and refinement.

4. HUMAN RESOURCES DEPARTMENT OPERATIONS COULD BE STREAMLINED TO PROVIDE MORE SUPPORT TO THE CITY MANAGER'S OFFICE.

As seen in the preceding Exhibit 1, the Human Resources Department is staffed by a Director and a Personnel Assistant. The Director appears to have a full workload, and functions as a key member of the management team in labor relations, contract dispute resolution, compensation and benefit planning, and organizational development. The Personnel Assistant performs a wide variety of tasks pertaining to personnel administration focusing on Workers' Compensation, pension administration, labor relations support, and benefits administration.

The Personnel Assistant appears committed, but could be used more productively. Specifically:

- The incumbent's workload decreased with the retirement of the previous Director. Under that individual, the Personnel Assistant also performed a greater volume of secretarial tasks such as typing of memos and letters. The current Director is much more self-reliant in this regard.

- Many of the record keeping functions performed by the Personnel Assistant appear redundant or outdated. As examples:
 - Pension information is stored on 3” x 5” cards. Other records management systems appear to be duplicative in some instances and in need of management attention and redesign. Properly redesigned, workload could be reduced.
 - A number of redundancies appear to exist in benefits administration. Related, the Payroll Clerk and Personnel Assistant are poorly coordinated with many instances of multiple data entry. Some tasks could simply be relegated to the Payroll Clerk, further reducing the workload of the Personnel Assistant.

In summary, the Personnel Assistant has workload capacity. This capacity could be further increased through review and update of current processes and better coordination with payroll. In this event, the Personnel Assistant could be used to assist in administration more broadly. Specifically:

- If the Assistant City Manager position is eliminated, the Personnel Assistant could fill this void by functioning as a half-time administrative assistant to the City Manager while performing research and administrative tasks
- The incumbent could also assist the Executive Secretary in tasks that are currently undermanned including mail, supplies and the copy room. Essentially, these two confidential positions could function as a team.

RECOMMENDATIONS FOR THE ADMINISTRATIVE COMPONENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. THE NUMBER OF DIRECT REPORTS TO THE CITY MANAGER SHOULD BE REDUCED.

- A number of departments should be combined for purposes of administration
- These are specified throughout the report
- The result will be a better coordinated administrative team and a more manageable workload for the City Manager.

2. THE ASSISTANT CITY MANAGER POSITION SHOULD BE ELIMINATED.

- Though productive in some regards, the position is not critical to operations
- Some key support duties can be relegated to the Personnel Assistant.
- Some key support duties can be relegated to a Customer Request and Tracking software program and related administration.

3. THE RECEPTIONIST POSITION SHOULD BE ELIMINATED.

- The reception function should be redefined as follows:
 - A refined electronic receptionist phone system should be developed and used
 - Improved signage should be introduced
 - Phone protocols should be established and maintained.

4. THE DUTIES OF THE PERSONNEL ASSISTANT SHOULD BE REDEFINED.

- The personnel records management system should be thoroughly evaluated and redesigned
- Personnel/payroll redundancies should be eliminated with additional tasks assigned to the Payroll Clerk

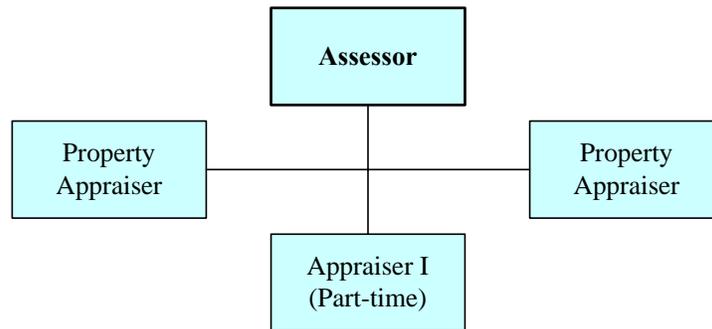
- The Personnel Assistant should serve as a half-time assistant to the City Manager, assuming some duties performed by the current Assistant City Manager and/or other general support duties, as listed.

B. Assessing Department

B. Assessing Department

The organization of the Assessing Department is illustrated in the following Exhibit 4.

**Exhibit 4
Assessing Department Organization**



As seen in the exhibit, departmental staffing includes one Assessor, two Property Appraisers, and a part-time clerical employee (.6 FTE). The department is responsible for the annual assessment of approximately 6,700 real property parcels and preparation of 1,200 personal property statements. Key findings regarding the operation include the following:

1. ASSESSING DEPARTMENT BUDGET AND STAFF LEVELS ARE SIMILAR TO THE BENCHMARK COMMUNITIES.

With several exceptions, the benchmark communities used in this study require and/or employ a Level IV Assessor to certify the tax role – in accordance with State of Michigan requirements. This is also the case in Monroe.

The Level IV designation generally indicates a more complex assessment role. It is the highest rating given by the State Assessor's Board based on total SEV or the percentage of commercial and industrial SEV contained in the total. To meet the requirements of Level IV, some communities employ an assessor certified at this level, while others contract with a private concern or other governmental entity (such as the County Equalization Department) to review and certify the role. Monroe follows the former course.

Exhibit 5 contains a comparison of budget and staffing between Monroe's Assessing Department and those in the benchmark communities.

**Exhibit 5
Comparison of Assessing Budget and Staffing**

City	Population	FY 2007 Budget	Staffing
Monroe	22,076	\$329,554	3.6
Adrian	21,574	\$155,000*	2.0
Bay City	36,817	\$443,318	4.0
Holland	35,048	\$470,908	5.1
Jackson	36,316	\$407,202	5.0
Mt. Clemens	17,312	\$108,050	2.0
Norton Shores	22,527	\$276,811	contracted
Port Huron	32,338	\$421,180	5.0
Traverse City	14,532	\$313,650	4.0
Trenton	19,584	\$183,297	2.5
Wyandotte	28,006	\$212,467	3.0
Ypsilanti	22,632	\$128,164	1.0
AVERAGE	25,730	\$283,641	3.4

Source: Rehmann Robson survey

* Reappraisal and GIS cost have been removed

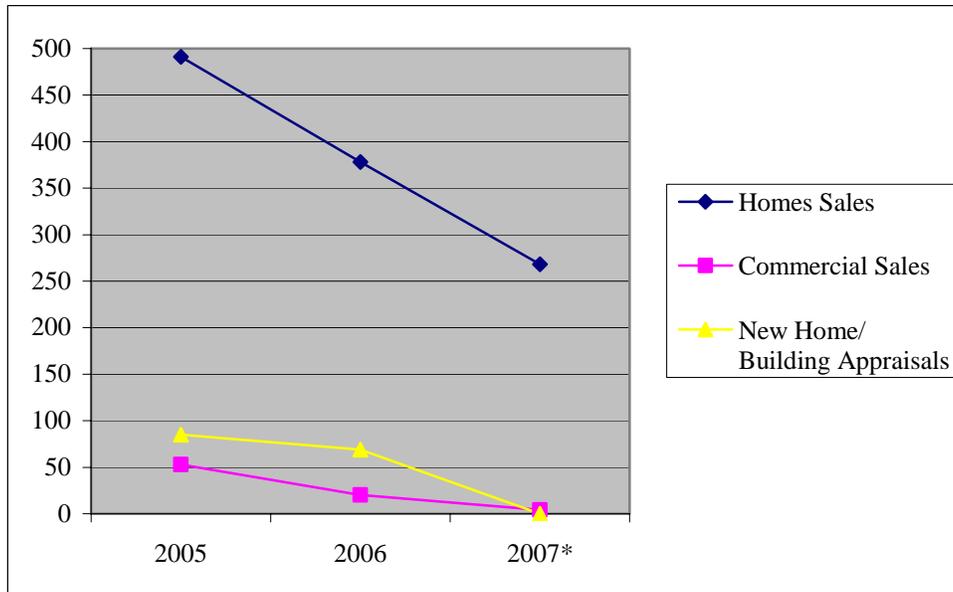
As seen in the exhibit, Monroe's staffing is slightly higher than an average of the comparables, while overall budget for the department is approximately 16% higher. Summarily, Monroe's assessing operation is better funded (and possibly better compensated), but does not significantly deviate from the average in regard to staffing.

2. *HOWEVER, MONROE'S WORKLOAD HAS DECREASED SIGNIFICANTLY AND TECHNICAL CAPABILITY MAY BE EXCESSIVE IN RELATION TO NEED.*

With the economic downturn in the housing market, municipal service areas such as assessing and building have seen significant drops in workload demand. This will continue to be the case if new housing construction remains low and housing demand more generally remains weak. Both situations are likely in Michigan for the foreseeable future.

As seen in Exhibit 6, Monroe, and the Assessing Department more generally, are experiencing this reduction in housing activity.

Exhibit 6
City of Monroe
Assessing Department Historic Property Sales



* Numbers are extrapolated to approximate year-end estimate.

Source: City of Monroe Assessing Department

The result is a reduced assessing workload and increased idle time. This problem is further compounded by the technical certification levels of Monroe's employees.

More specifically, Monroe's assessing team is compromised of one Level IV Assessor and two Level III Property Appraisers. Additionally, the Appraiser I position has traditionally been staffed by a Level I assessor (the lowest designation – the current part-time incumbent has not achieved this certification).

Essentially, the Assessing Department is very well staffed in regard to professional competence. However, with a diminishing workload, the Department does not require this level of expertise. Related to this:

- There does not appear to be a conscious effort to match workload requirements with certification levels. Many communities perform field assessing tasks with Level II, or even Level I assessors. In contrast, Monroe uses two Level III assessors, one of whom is completing certification for a Level IV.
- The Level IV Assessor appears to delegate much of the workload related to commercial/industrial appraisal and sales studies to the two Property Appraisers. This is appropriate, given their advanced training and certification.

However, this appears to leave a rather limited workload for the Assessor. In a more efficient model, the Assessor could perform more of this work, leaving lower certified assessors to perform field appraisals, BS&A input, neighborhood sales studies, and other less complex tasks.

3. *THE DEPARTMENT DOES NOT APPEAR TO BE TAKING PRE-EMPTIVE ACTION TO INCREASE OUTPUT.*

In a situation of declining workload, an operating department will ideally attempt to increase the scope or quality of the work output. To date, it does not appear that Assessing has taken this course. Specifically:

- The property base has not been reappraised since the early 1990s. With the City’s institution of performance-based budgeting, the Assessing Department has had a standing goal of “5-year (1,500 parcels per year) cyclical City-wide physical reviews/ inspections for residential properties.” The Department has postponed this goal in past budgets based on the loss of the full-time Appraiser I position (now at .6 FTE). In the current budget the goal was further diminished as follows: “However, with the reduction in staffing, this goal will likely be eliminated.”
- The personal property assessment process is a “self reporting” process with property owners required to submit completed forms by February 20 of each year. The department develops estimations for those not reporting but has no program for personal property audits. Such a program could have a number of benefits, including:
 - Increased revenue generation and taxpayer compliance
 - An opportunity to educate property owners and reduce future filing problems
 - An opportunity to target problem businesses or industries/types of businesses more generally.

Summarily, the Assessing Department would benefit from a more planned approach, particularly in a time of declining General Fund revenues and departmental workload.

4. *THE DEPARTMENT COULD REDUCE ASSESSING STAFFING BY UP TO ONE POSITION. SEVERAL OPTIONS COULD BE FOLLOWED.*

From all indications the Assessing Department could operate with one fewer person. Related, the Department has several options:

- a. Eliminate a Property Appraiser position: With this option, the Assessor would be required to assume a larger portion of the assessing workload. Also the Appraiser I would be required to obtain Level I certification – to assist in field work as dictated by workload.

- b. Eliminate the Appraiser I position: If this part-time position were eliminated, the Property Appraisers would be required to assume sole responsibility for clerical duties associate with property transfers and homesteads, other records management, and phone and office inquiries. It should be noted that workload related to the latter has been reduced significantly due to the public’s increasing ability to access property data and forms via the City’s Internet home page.

It should also be noted that this option would only affect a partial solution to the staffing issue. Ideally the department would be staffed at both the proper level and certification. Related to this, we suggest that one of the following would be more appropriate:

- Level IV Assessor with expanded work role, Level III Property Appraiser, and Level I certified Appraiser I.
- Level IV Assessor duties contracted (possibly to County Equalization) with in-house staff of one Level III Property Appraiser, one Level II Property Appraiser, and one Level I certified Appraiser I.

5. THE DEPARTMENT COULD REPORT THROUGH THE FINANCE DEPARTMENT, THEREBY ELIMINATING ONE DIRECT REPORT TO THE CITY MANAGER.

As previously discussed, the City Manager would benefit from an organizational structure with fewer direct reports. Related, throughout the report we have attempted to identify opportunities to consolidate departmental operations.

Assessing may offer one such opportunity. As a small department with physical proximity to the Finance Department, Assessing could report through the Finance Director – essentially becoming an operating division of Finance. This organizational alignment is used in a number of cities, and may have the added advantage and potential for increasing each employee’s job flexibility and cross utilization within a larger organizational scheme – if only for relief coverage or situations of work backlog.

RECOMMENDATIONS FOR THE ASSESSING DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. AT MINIMUM, THE DEPARTMENT SHOULD ELIMINATE THE PROPERTY APPRAISER I POSITION

- Several options are given for staff reduction – in the short term the Property Appraiser I, a shared position with the Fire Department should be eliminated.
- Longer term, the Department should be reorganized to achieve a better, more cost effective mix of staffing and certification levels – more in line with the nature and volume of workload. This should be accomplished using one of the options provided.

2. THE DEPARTMENT SHOULD PREPARE A PLAN FOR PROPERTY REAPPRAISAL AND A PERSONAL PROPERTY AUDIT PROGRAM.

- A plan should be prepared for property reappraisal specifying goals, action plans, timetables and resource requirements. Resources should then be systematically assigned as workload permits. If needed, seasonal help should also be requested and assigned.
- The Assessor should be charged with the responsibility of developing a program for personal property audits. The Assessor should be further responsible for training departmental staff in audit procedures and assigning a manageable workload. A program could be initiated at a modest level (i.e. 20-30 audits in the first year) and later expanded as experience and expertise increases.

3. THE DEPARTMENT SHOULD BECOME AN OPERATING DIVISION OF THE FINANCE DEPARTMENT.

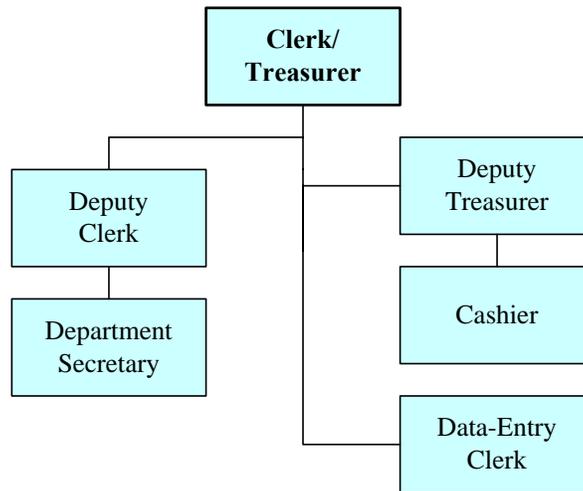
- The Assessor should report to the Finance Director
- This action will eliminate one direct report to the City Manager
- It may also create an opportunity for some cross utilization of personnel in response to workload

C. Clerk/Treasurer's Office

C. Clerk/Treasurer's Office

The organization of the Clerk/Treasurer's Office is illustrated in the following Exhibit 7.

**Exhibit 7
Clerk/Treasurer's Office Organization**



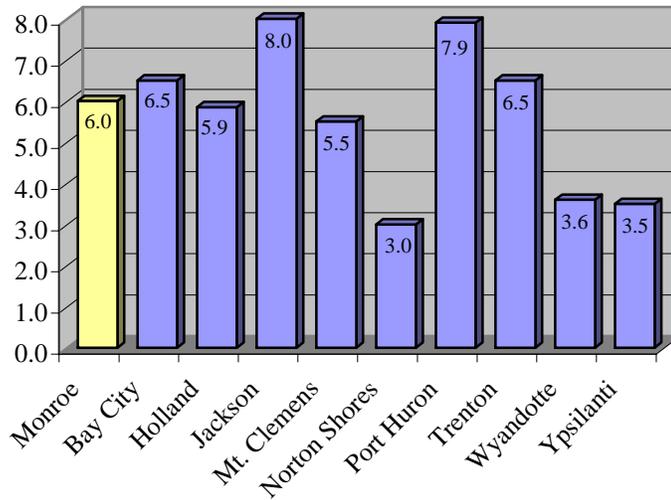
As seen in Exhibit 7, the Clerk/Treasurer's Office is comprised of six positions, including an elected Clerk/Treasurer, two deputies and three support staff. For purposes of job assignment, the Department is effectively divided into two distinct operations: a Clerk's Office and a Treasury function. Employees are assigned to one, or the other, and cross utilization is rare.

Key findings and conclusions concerning the Clerk/Treasurer's Office include the following:

1. CLERK/TREASURER'S OFFICE STAFF LEVELS ARE NOMINALLY HIGHER THAN THOSE OF THE BENCHMARK COMMUNITIES.

Exhibit 8 contains a comparison of staffing between Monroe and nine benchmark communities that have these functions separate from a Finance Department. Monroe is the only community that combines these functions in one department.

**Exhibit 8
Clerk & Treasury Departments
Comparison of Staffing**



Average of Comparables = 5.6

As seen in the exhibit, Monroe's staffing is approximately .4 FTE higher than the average. While this difference may seem marginal, we have concluded that staffing may be somewhat excessive in comparison to these communities. More specifically:

- It would be expected that some economy-of-scale would result from the combined Clerk/Treasury operation. Instead, the opposite appears to be the case.
- Several of the benchmark communities that appear more heavily staffed than Monroe (i.e. Jackson and Port Huron) have income tax administration duties performed within the treasury function – a significant, added duty. Additional personnel are required to perform this duty, and are included in the average.

The issue of staffing is further discussed in the following findings.

2. THE DUTIES OF THE CLERK/TREASURER ARE LIMITED.

As mentioned, the Clerk/Treasurer is an elected position. As such, the duties and responsibilities borne by a position incumbent will vary – as will prior education and experience. Essentially, there are few qualifications required, and management controls for an elected position.

In this respect, the City has been fortunate with the current Clerk/Treasurer. The incumbent has achieved professional certification from both the Clerks' and Treasurers' Associations and has generally devoted time and attention to the upgrade of operational practices.

However, the duties and workload of the position are not heavy. More specifically:

- The Deputy Clerk and Treasurer oversee and perform most of the duties pertaining to elections, voter registration, tax billing, and tax settlement.
- Other duties associated with Treasury such as investment management and cash flow analysis are performed by the Finance Director.

Essentially, the Clerk/Treasurer performs the statutory requirements of the position as well as overall management and customer relations duties. These are done in a more than competent manner – but, taken in their entirety, do not constitute a significant workload.

3. CLERK/TREASURER'S OFFICE STAFFING APPEARS EXCESSIVE AND COULD BE REDUCED BY ONE.

At present, the Clerk and Treasury functions are segregated. A row of file cabinets physically separate the operations, and employees rarely, if ever, work in the other division.

In fact, both operations have workflow peaks and valleys and would benefit from additional staff input in peak workload periods. These include elections, tax billing and receipting, and other periodic events.

Moreover, better integration of the staff, in conjunction with other changes could allow the Department to operate with one fewer full-time employee. More specifically:

- The Treasurer's Office currently has two clerks in addition to the Deputy Treasurer. One clerk has primary responsibility for the cashier function, while the other is primarily involved in parking ticket administration as well as mail sorting and back-up cashier duties. In regard to the latter, parking ticket administration is not an overwhelming duty. The Clerk/Treasurer has outsourced delinquent ticket notifications, removing a large portion of the typical responsibilities associated with this task. If department personnel were integrated into one work unit, the Clerk/Treasurer could eliminate the Secretary/Clerical Assistant position responsible for this duty and assign the duties to the Cashier and Clerical Assistant within the Clerk's Office, determining the appropriate division of responsibility between the two.
- If additional input was required in peak times, part-time or temporary help could be used. This was the former arrangement in the Department, prior to the creation of a full-time position for parking ticket administration.
- Workload could be further reduced with the introduction of a "lock box" system. Under this arrangement, property tax payments made by mail would be sent to a Post Office box number, rather than City Hall. The P.O. box would be administered by a selected financial institution that would receipt and deposit the incoming payments. A

register of payments would then be sent to the City for input into the tax receipting system. The advantages of this approach are several fold, including:

- Immediate deposit and increased investment return
- Greater control over workload inflow.

4. A DELINQUENT TICKET COLLECTION PROCESS IS NEEDED.

At present, the Clerk/Treasurer's Office uses a third party company to send delinquent ticket notices. Up to three notices are sent and the company receives 14% of collections as a fee. Under the agreement, the company would also enter the City in the Michigan Secretary of State's "Stop Action" program that provides for license suspension for ticket scofflaws. However, because the City writes (and collects the revenue for) municipal tickets, the Secretary of State license suspension for non-payment is not an option.

Despite the above agreement, the City does not currently have an enforcement mechanism for the collection of unpaid parking tickets. Following the three warnings issued by the company, collection efforts appear to end. Related, aging accounts receivable for tickets and associated penalties totaled \$93,502 on March 1, 2007.

A popular option for the collection of delinquent fines is the use of a credit bureau. It is our understanding that the City has used this option in the past but considered the cost (in conjunction with current contractor costs) to be excessive. As a result, there is no current agreement with a credit bureau.

The City is now considering booting or towing the vehicles of identified scofflaws, an alternative that could address the more flagrant abusers. While this would be beneficial, in our experience, the credit bureau option seems to work fairly well for municipalities – if a reasonable collection cost can be negotiated. One option that could be investigated is the collection service offered through the Michigan Department of Treasury. The fee for service is 20% of collections – much lower than some competitive services.

5. COMBINING THE CLERK/TREASURER'S OFFICE WITH THE FINANCE DEPARTMENT IS ONE OPTION AVAILABLE TO THE CITY.

In regard to streamlining operations, one option available to the City would be to consolidate Finance, Treasury, and the Clerk's Office into one large department, under the administration of the Finance Director, and eliminate the Clerk/Treasurer position (a charter change would be required). This is not uncommon for Finance and Treasury (three of the benchmark communities have this arrangement), but is less common for the Clerk function. However, in Monroe the presence of well-trained deputies in Treasury and the Clerk's Office increase the viability of this option.

RECOMMENDATIONS FOR THE CLERK/TREASURER'S OFFICE

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. FOLLOWING THE TERM OF THE INCUMBENT, THE CITY SHOULD CONSIDER ELIMINATING THE CLERK/TREASURER POSITION.

- A charter change would be required
- The Clerk and Treasury management functions could be assumed by the Finance Director
- The Finance Director would also assume the title of City Clerk
- As is the case now, the Deputy Clerk and Deputy Treasurer would have line supervisory responsibilities and perform the majority of key tasks.

2. A SECRETARY/CLERICAL ASSISTANT POSITION SHOULD BE ELIMINATED.

- The Treasury position with responsibility for parking ticket administration should be eliminated, with the two remaining clerical positions assuming responsibility for parking ticket administration and other tasks
- A lock box option should be investigated
- Part-time help should be employed to assist with “peak” work periods if needed.

3. A DELINQUENT TICKET COLLECTION PROCESS SHOULD BE INSTITUTED.

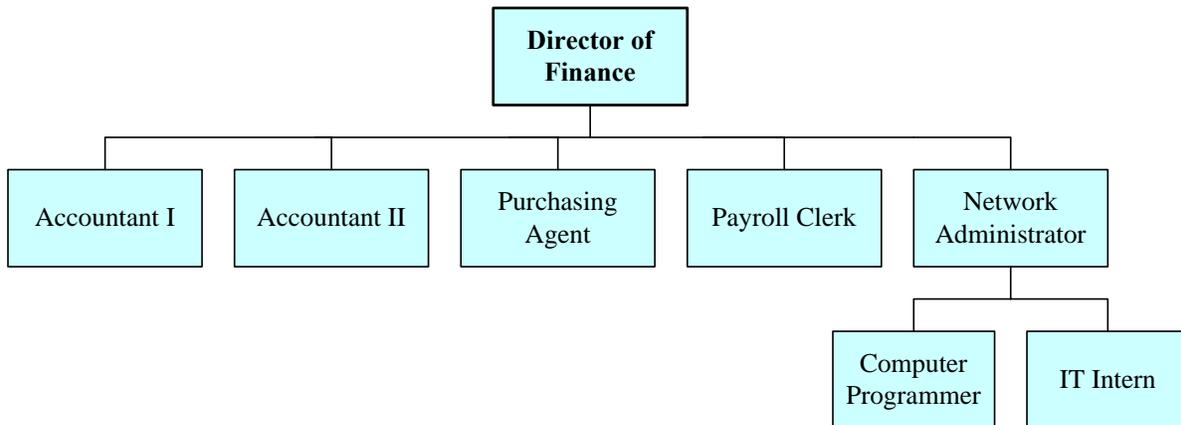
- The \$93,000 outstanding balance should be targeted
- A consistent, reliable process for collections should be instituted
- The cost benefit of the current contract should be scrutinized
- A credit bureau should be retained. The Department of Treasury may offer a viable option.

D. Finance Department

D. Finance Department

The organization of the Finance Department is illustrated in the following Exhibit 9.

**Exhibit 9
Finance Department Organization**



*Note: An information Technology Supervisor position has not been filled following the retirement of the incumbent.

As seen in the exhibit, Finance contains both the accounting function and Information Technology Division. Our findings, presented below, focus on both operations.

1. THE FINANCE DEPARTMENT HAS EXPERIENCED, OR IS UNDERTAKING SOME MAJOR CHANGES.

The present Finance Director has been in the position for approximately two years. During this time the Department has experienced some significant changes – some of which are still in process. They include:

- Conversion of the general ledger accounting function to a new software application
- Further development of budgetary and financial documentation and procedures to satisfy Government Finance Officers Association (GFOA) criteria for award certification
- A reduction in staffing of one Accountant III position
- A growing focus on future and multi-year financial forecasting/budgeting as a basis for rational planning and decision making.

In light of these and other upgrades, the Finance Department can be seen as generally progressive and committed to positive change. The following conclusions focus on the further refinement of Finance's operating systems.

2. THE ACCOUNTANTS AND PAYROLL CLERK HAVE WORKLOAD CAPACITY.

With the retirement of the Accountant III, the Finance Director was required to assume some of the incumbent's workload, including the more technical tasks pertaining to enterprise fund and pension funds accounting. Ideally, this workload would have been delegated to the two remaining accountants. Though some was, other tasks remain beyond their technical capability. Related, the Finance Director appears to have a more than adequate workload and would benefit from the addition of a higher-skilled support position. However, in the current unionized environment, this could only be achieved by adding a non-union Deputy position – an action which is currently cost prohibitive.

The three support positions within the Department all appear to have varying levels of workload capacity. More specifically:

- The lower seniority Accountant II has responsibility for tax accounting, fixed assets and month end entries, among other duties. This is not a significant workload. Moreover, the conversion to the new software application reduced the number of month end journal entries by an estimated 30%-40%, further reducing workload.
- The higher seniority Accountant II was recently upgraded to this classification after assumption of additional work tasks previously performed by the Accountant III. Primary duties include accounts payable, posting of daily cash receipts to subsidiary ledgers, and various reconciliations pertaining to water services, AccuMed and bank accounts. Though significantly heavier than the workload of the lower seniority Accountant II, this individual's workload is also not overwhelming.
- The Payroll Clerk appears very competent, but, by her admission, could assume additional duties to fill in slow times within the payroll cycle. As previously discussed, some duties related to benefit administration should be considered, as should other more significant duties.

Summarily, each of the above positions has varying levels of workload capacity. Ideally, some of this capacity would be used to reduce the workload of the Finance Director – however, support staff do not have the technical competence to satisfy this need. Other duties, pertaining to purchasing and accounts payable can, and should be, assumed by Finance Department staff as discussed below.

3. *THE PURCHASING ASSISTANT IS RETIRING. POSITIONAL DUTIES COULD BE ASSIGNED TO ACCOUNTING STAFF.*

The Purchasing Assistant position is responsible for the purchase order process including monitoring requisitions, issuing purchase orders, preparing bid documentation and administering the bid processes. A number of other duties have also been added more recently to bolster the position's workload, including:

- Maintenance of office supply inventory
- Utility bill preparation
- Mail sorting
- Accounts payable invoice entry
- Other miscellaneous duties.

With several underutilized positions in Finance, it would appear reasonable to eliminate the Purchasing Assistant position and assign positional duties to the Finance Department staff. More specifically:

- The lower seniority Accountant II could assume responsibility for the purchasing function. Purchasing workload could also be reduced by increasing departmental discretion for purchases from the current \$250 to \$1,000. Further, the Accountant II could also assume responsibility for the processing of the water bills.
- The Payroll Clerk could assume responsibility for accounts payable invoice entry under the direction of the lower seniority Accountant II. The Payroll Clerk could also assume responsibility for office supply maintenance and inventory.
- Additional duties could also be assigned to the higher seniority Accountant II position as determined by the Finance Director.

4. *THE INFORMATION TECHNOLOGY DEPARTMENT LACKS THE NECESSARY TECHNICAL EXPERTISE TO FILL THE CITY'S NEEDS.*

The Information Technology (IT) Division is currently staffed by a Network Administrator and P.C. Coordinator. An Information Technology Supervisor position, the highest classification level within the division, is currently vacant.

The Network Administrator appears highly competent and holds a number of professional certifications related to applications and network security. In contrast, the P.C. Coordinator appears to have limited technical expertise, and is, in turn, primarily assigned to simpler tasks such as web page update, help desk and personal computer changeover.

In the area of information technology, the City has a number of needs and likely areas of continuing upgrade. These include:

- Further expansion of the GIS system into the operating departments
- Implementation of the New World software system for Police and Fire
- Identification and implementation of maintenance management and other operational applications (discussed later in the report)
- Further development of the web site as related to customer service options.

To address these and other issues, IT will require the proper level of staffing and expertise. Related to this, the division appears capable of operating with two individuals if they both have the proper network background.

To rectify the situation, the P.C. Coordinator position would ideally be eliminated and replaced with a position requiring the following, or similar credentials:

- Bachelor's Degree in computer science or related field
- Microsoft and security certifications
- Several years experience performing network administration and hardware and software support.

IT could then function with two position incumbents that possess the necessary training and experience to address more complex issues and concerns. They could be further supported by an IT intern as is currently the case. In regard to chain-of-command, the current Network Administrator could be designated as IT Supervisor, or a decision on supervision could be delayed until the credentials of job applicants, and the new hire, are evaluated. The Finance Director is well positioned to ultimately make a decision on divisional chain-of-command.

5. THE CITY COULD ALSO CONSIDER COMBINING INFORMATION TECHNOLOGY RESOURCES WITH THOSE OF THE COUNTY.

The County offices are contiguous to City Hall, and, as such, offer opportunity for shared services consolidation. At present, the County has a total of six IT staff serving approximately 650 users (the City has two full-time staff and an intern that serve approximately 150 users).

The two operations support similar systems and share a fiber optic backbone (i.e. trusted networks). The New World application for public safety will be shared and applications for the police LIEN system are hosted on the County servers. Additionally, both entities use BS&A software for Treasury and Assessing/Equalization data management.

Related to the above, a combined IT operation, or simply more emphasis on joint endeavors, could have cost benefit. More specifically:

- The two jurisdictions are supporting similar systems. It is conceivable that improved economy-of-scale and cost benefit could be realized by combining the operation. In addition to manpower considerations, it is possible that cost savings could be realized from software purchase, maintenance costs or other items.
- As suggested above, joint working agreements, short of full consolidation, could also be beneficial. As one example, the County's IT Department (unlike the City's) is responsible for telecommunications. The County is currently investigating the potential cost savings associated with Voice-over IP conversion. If done in conjunction with the County, this conversion (or similar initiatives) may also prove beneficial to the City.

Summarily, IT consolidation is an avenue that should be investigated. The City and County have begun this process and should continue to study the issue – in varying degrees and levels of cooperation.

RECOMMENDATIONS FOR THE FINANCE DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. THE PURCHASING ASSISTANT POSITION SHOULD BE ELIMINATED.

- Purchasing duties and responsibility for water bills should be assumed by the lower seniority Accountant III
- The discretionary limit for departmental purchasing should be increased to \$1000
- Responsibility for accounts payable invoice entry and office supplies should be assumed by the Payroll Clerk
- Other duties should be assigned to the higher seniority Accountant II as determined by the Finance Director.

2. THE P.C. COORDINATOR POSITION SHOULD BE REPLACED BY A NEW POSITION WITH HIGHER SKILL REQUIREMENT.

- Education in computer science, certifications and network experience should be a requirement of the position
- The Division's total staffing should be two full-time positions and continuation of the intern position.
- Responsibility for divisional supervision should be determined by the Finance Director.

3. ALTERNATIVELY, THE CITY AND COUNTY SHOULD EVALUATE THE POTENTIAL FOR IT CONSOLIDATION.

- At varying levels and degrees of integration and consolidation
- Ultimately defining potential cost benefits.

4. IF THE CLERK/TREASURER POSITION IS ELIMINATED, THE FINANCE DIRECTOR SHOULD ASSUME THESE DUTIES.

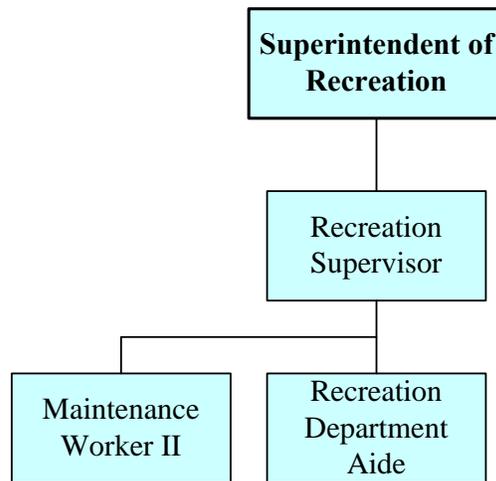
- Combined responsibilities of City Clerk, Treasurer, Finance Director
- Operating through three deputies
- A new position of Deputy Finance Director would be required – possibly in conjunction with the elimination of one Accountant II position.

E. Recreation Department

E. Recreation Department

The organization of the Recreation Department is illustrated in the following Exhibit 10.

**Exhibit 10
Recreation Department Organization**



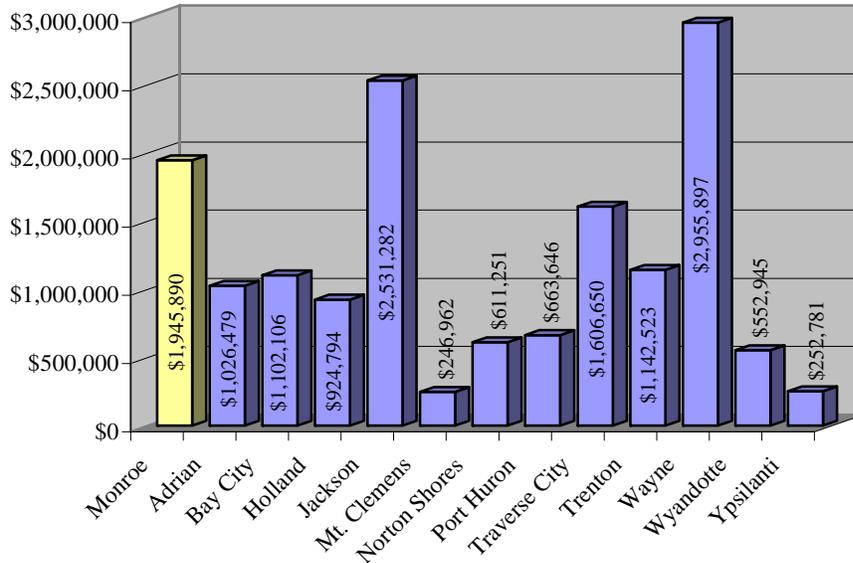
Note: A Parks Job Leader position has not been filled following the retirement of the incumbent.

As seen in the exhibit, the Department is administered by a Superintendent of Recreation. The Superintendent reports to the City Manager as well as a Recreation Advisory Committee appointed by the Mayor and City Council. Key findings and conclusions pertaining to the Recreation Department include the following:

1. MONROE’S RECREATION COSTS ARE COMPARATIVELY HIGH – PARTICULARLY IN LIGHT OF THE SCOPE OF SERVICES.

As seen in the following Exhibit 11, the City’s overall recreation costs are significantly higher than those of other studied communities (note: revenues and net cost are not included). This is due in large part to the costs associated with the Monroe Multi-Sports Complex (i.e. \$1,508,286, or 78% of the total budget).

Exhibit 11 Recreation Department Budget Comparison



Average of comparables = \$1,134,776

The arena, constructed in 1988, has been an ongoing fiscal challenge for the City. Over prior years, arena revenues have reportedly approximated expenses but have not covered debt service. In the current year, an operational shortfall is anticipated. In this situation, additional General Fund outlays will be required to subsidize the operation.

The arena aside, Monroe’s recreational offerings are relatively modest. Specifically:

- The Recreation Department is primarily involved in the organization and coordination of team sport activities – the Department provides very little in the way of enrichment programming
- Fall and winter programming is extremely limited. An early fall softball program and winter volleyball are offered for adults and a youth basketball camp is offered for children in grades 3-6. Little else in the way of organized programming is offered during the fall/winter seasons.
- There is no senior programming offered through the City or Recreation Department. As seen in Exhibit 12, these services are offered in seven of the benchmark communities.

Exhibit 12
Comparison of Recreation Services

City	Population	Do you have a senior facility?	If yes, is it under the recreation director?	If yes, is it in the recreation facility?
Monroe	22,076	No	-	-
Adrian	21,574	Yes	Yes	Yes
Bay City	36,817	No	-	-
Holland	35,048	No	-	-
Jackson	36,316	Yes	Yes	Yes
Mt. Clemens	17,312	No	-	-
Norton Shores	22,527	No	-	-
Port Huron	32,338	Yes	No	No
Traverse City	14,532	Yes	No	No
Trenton	19,584	Yes	Yes	No
Wayne	19,051	Yes	Yes	No
Wyandotte	28,006	Yes	Yes	No
Ypsilanti	22,632	-	-	-
AVERAGE	25,216	-	-	-

Source: Rehmann Robson survey

Summarily, recreational programming is somewhat limited in Monroe – a surprising outcome given the “full-service” orientation of the City.

2. THE SUPERINTENDENT DOES NOT APPEAR TO BE PRO-ACTIVE IN REGARD TO RECREATIONAL PLANNING AND COORDINATION.

The Superintendent is a degreed recreation professional with roughly two decades of tenure in her current position. By all accounts, the Superintendent has the requisite training and experience to pro-actively plan and grow the Recreation Department. However, this ambition was not apparent in our conversations with the incumbent and review of data. More specifically:

- Recreation is housed in City Hall, rather than the arena, despite the availability of ample office space at the facility. The arena is a much more natural setting for recreation administration and activities and would benefit from the increased activity and exposure. However, the Superintendent expresses no interest in utilizing the facility.
- Regarding the arena, the Superintendent apparently has no desire to act as contract administrator for the arena’s franchise agreement (performed by the City Manager). Ideally, the Superintendent would assume this duty and monitor the arena operation for compliance with contract provisions. The importance of this task is further compounded by the FY 2006-07 financial results. For the first time, the arena will not

recoup operating costs in this fiscal year – instead, realizing an estimated \$90,000 shortfall.

- At the inception of this project, the Recreation Department had no current recreation plan. The Superintendent is reportedly revising an existing plan, but we have not been provided with any related information
- The City did not apply for a DNR Recreational Grant in FY 2005, 2006, or 2007. The last such grant awarded was in 2002. This is a common source of capital acquisition for a Recreation Department and a costly omission. The Superintendent reports that grant writing for recreational development is the responsibility of the Planning Department. However, this is ultimately the purview of the Recreation Division and should be an ongoing priority.

3. THE RECREATION STAFF HAVE LIMITED WINTER WORKLOAD. THE CURRENT LEVEL OF STAFF IS NOT REQUIRED.

As mentioned, the Recreation Department has very limited program offerings during the fall and winter. With such a limited service scope, the workload of professional and office staff appears to be largely limited to the development and coordination of spring/summer programming and general customer service tasks. Workload capacity is evident, and ongoing efforts to increase programming or other recreational activities are not apparent.

4. THE PARKS MAINTENANCE DIVISION IS LIGHTLY SUPERVISED AND WINTER WORKLOAD IS ALSO MODEST.

On the maintenance side, the Parks Maintenance Division has been reduced from three employees to one Maintenance Worker II. A second City worker has been assigned from the Public Services Department to bolster the staffing level to two.

In regard to supervision, the Parks Maintenance Division was previously supervised by the Director of Public Services but responsibility for supervision of the division was transferred to the Recreation Department in the current fiscal year. The Recreation Supervisor has been assigned direct responsibility for oversight and supervision of Parks Maintenance employees.

From all accounts, supervision appears to be very limited. This is not a large issue in spring/summer since time and service demands are very high during this period and accountability is required. An exception appears to be the occurrence of overtime for weekend work – the Parks Maintenance operation has incurred 237 hours of overtime in FY 2007, much of it apparently related to weekend work. This is a situation that could be rectified through better use of seasonal personnel.

However, during the fall/winter period workload appears to be very light with minimal supervision. Related, the workers are responsible for some snow removal, park equipment

repair, and other assorted tasks. The workers report to a Parks Maintenance facility and appear to have limited interaction with the Recreation Supervisor and limited direction in regard to job assignments. It would appear that the work crew could be used much more effectively if they reported to, and were assigned from the Department of Public Services on an as-needed basis.

More specifically, the assignment of parks maintenance responsibilities to the Department of Public Service could have several benefits, including:

- The ability to use Parks Maintenance personnel more broadly during the fall/winter months to bolster Public Services staffing – while still maintaining necessary Parks Maintenance tasks
- The ability to assign and direct more resources to Parks Maintenance activities during the busy spring/summer period, as needed. Related to this, Public Services is responsible for grass cutting, tree maintenance, and plantings in the parks. The assumption of other Parks Maintenance and athletic field duties could provide an opportunity to supplement the Parks Maintenance Division workforce, and/or coordinate tasks, duties and personnel on a broader scale.

5. A RECREATIONAL AUTHORITY MAY BE A VIABLE OPTION FOR THE MONROE AREA.

As previously mentioned in the report, the City of Monroe has served as the traditional center city for the geographic region. The region has seen continuing growth, particularly in neighboring townships, most of which do not have the same level of municipal services.

In this situation, it is inevitable that non-residents will utilize City services that they desire, and can access. This is evident in the area of recreational programming in Monroe – with non-residents actually outnumbering residents in adult program participation.

This situation presents a quandary that is not easily resolved. On the one hand non-residents boost participation and fee generation, thereby increasing programming options and financial return. However, recreation fees and revenue streams rarely recover all of the operating costs of a recreation department. As a result, general tax dollars must be used to subsidize recreational operations.

In this situation, the taxpayers are effectively subsidizing the recreational participation of non-residents. Higher non-resident fees are sometimes used to reduce this impact (as is the case in Monroe), but cannot be set too high without having a negative effect on participation. Thus the situation is not easily resolved.

One option to rectify this situation is to extend the financial responsibility for recreational operations to a broader taxpaying base. As with library or fire services, this could be achieved through the creation of a multi-jurisdictional authority under applicable State law.

Should the financial responsibility for recreational services become more pressing, it is certainly an option that the City of Monroe could consider.

6. *RECREATIONAL SERVICES COULD ALSO BE OUTSOURCED*

As discussed, the City of Monroe has a relatively modest scope of recreational services. Related, the City might also consider disbanding the current Recreation Department and outsourcing these services. Potential service providers might include the current arena franchisee or another private sector service provider.

RECOMMENDATIONS FOR THE RECREATION DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. METHODS SHOULD BE IMPLEMENTED FOR INCREASING RECREATION DEPARTMENT ACCOUNTABILITY.

- The Recreation Plan, when completed, should be thoroughly reviewed by the assigned Department Director and City Manager.
- The City Manager and assigned Department Director should instruct the Recreation Superintendent to prepare action steps in support of the Recreation Plan, specifying:
 - Plans for recreation programming expansion
 - Goals and procedures for grant submissions
 - Plans for senior services expansion
 - Action plans related to the above.
- The Superintendent should be evaluated at six-month intervals regarding progress in achieving goals.

2. THE RECREATION DEPARTMENT SHOULD BE MOVED TO THE ARENA. THE RECREATION SUPERINTENDENT SHOULD HAVE RESPONSIBILITY FOR ARENA CONTRACT ADMINISTRATION.

- The vacant office suite on the arena's second floor is more than adequate for the Recreation Department.
- The Superintendent should monitor the contract and facility for contract compliance.
- A monthly report should be prepared for the City Manager regarding arena status.

3. EITHER THE RECREATION SUPERVISOR OR SECRETARY/CLERICAL ASSISTANT POSITION SHOULD BE ELIMINATED AND REPLACED WITH A SEASONAL SIX-MONTH POSITION.

- Fall/winter workload does not support three full-time positions
- The Superintendent should recommend the position to be retained based on need.

4. *PARKS MAINTENANCE SHOULD BE TRANSFERRED TO PUBLIC SERVICES.*

- Permanent Parks Maintenance staffing should be maintained at one
- Additional Department of Public Services full-time personnel should be assigned to Parks Maintenance according to need – as determined by the Director
- Options should be devised for seven-day coverage during the busy season, possibly to include the scheduling of seasonals on weekends as a means of avoiding overtime occurrence.

5. *OTHER OPTIONS SHOULD BE EXPLORED FOR THE PROVISION OF RECREATION SERVICES.*

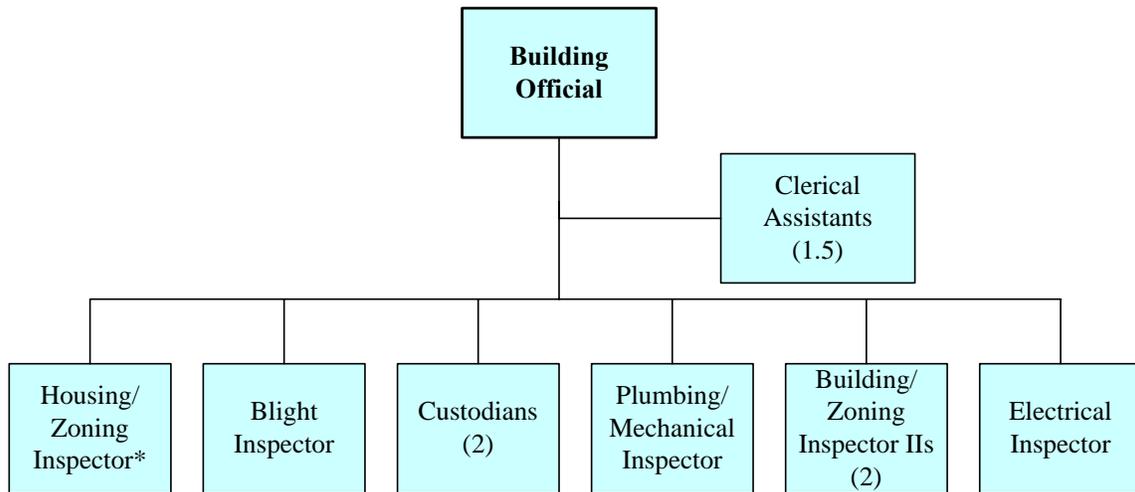
- Outsourcing all recreation services to another public entity or private firm
- Creating a recreation authority that would span several neighboring jurisdictions
- Expanding the arena franchise to include other recreation services.

F. Building Department

F. Building Department

The organization of the Building Department is illustrated in the following Exhibit 13.

Exhibit 13
Building Department Organization



* Position was recently eliminated with position incumbent assigned to Engineering Department.

As seen in Exhibit 13, departmental staffing includes a Building Official, the various trades inspectors, code compliance officers, and clerical staff. In addition, the custodial staff is also supervised by the Building Official.

1. WORKLOAD HAS DECREASED FOR THE BUILDING DEPARTMENT.

The decrease in housing construction and sales in southeastern Michigan over the prior two years has impacted all segments of the real estate market, including municipal service areas that work in conjunction with the industry such as assessing and building services. The impact of this slowdown has been profound for municipal building departments throughout the region, as seen in Exhibit 14.

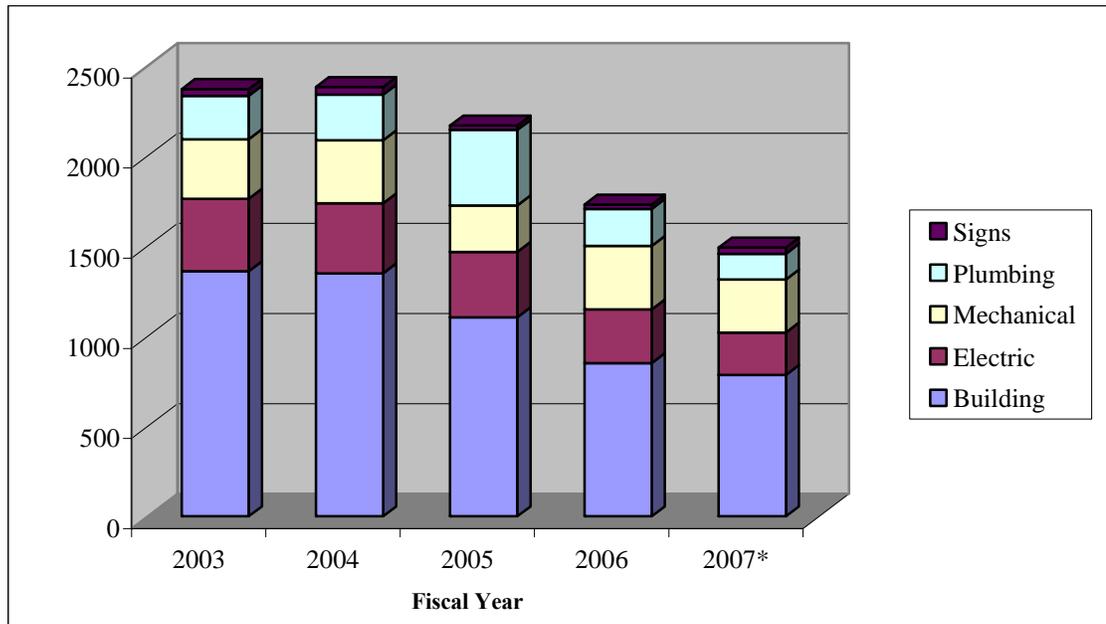
Exhibit 14
Comparison of Southeastern Michigan Building Permits by County
2005 vs. 2006

County	2006	2005	+/-	%
Macomb	2,616	4,185	-1,569	-37.5%
Wayne	2,534	4,653	-2,119	-45.5%
Oakland	2,133	4,368	-2,235	-51.2%
Washtenaw	850	1,632	-782	-47.9%
Genesee	844	1,817	-973	-53.5%
Livingston	654	1,482	-828	-55.9%
Monroe	511	745	-234	-31.4%
St. Clair	377	692	-315	-45.5%
Lapeer	207	474	-267	-56.3%
Totals	10,726	20,048	-9,322	-46.5%

Source: Housing Consultants Inc.

Monroe's Building Department has experienced this impact as well, as seen in the following Exhibit 15, a historical accounting of permit activity.

Exhibit 15
Building Department
Historical Permit Activity

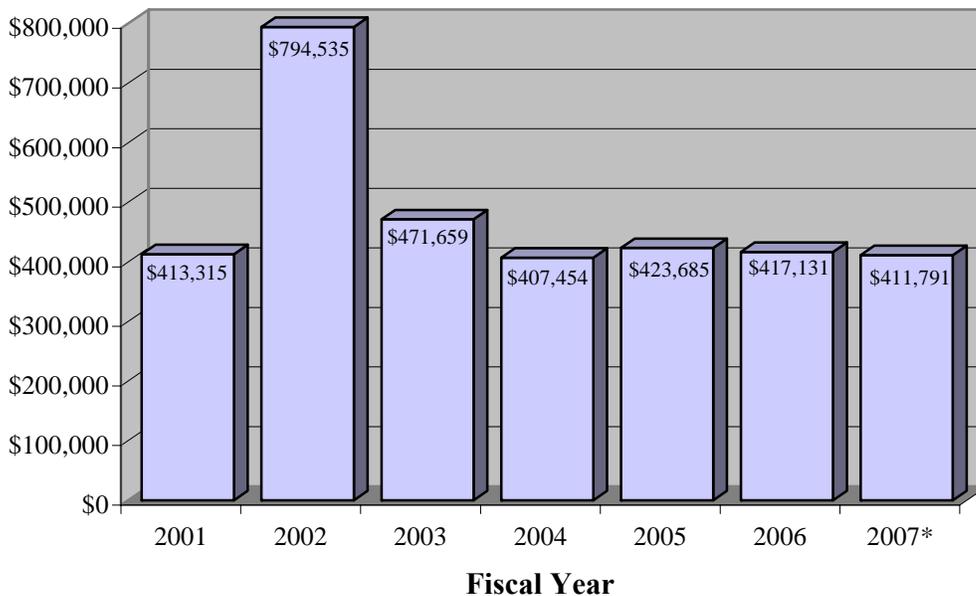


* Numbers are extrapolated to approximate year-end estimate.

Source: City of Monroe Building Department

With construction and permits diminishing, the Building Department is challenged to maintain a high level of employee utilization, as well as the revenue stream required to sustain self-sufficiency. As seen in Exhibit 16, permit revenue is estimated to remain flat in FY 2007. However, a serious deficit was narrowly avoided, as revenue was recently boosted approximately \$127,000 by a permit approved for Mercy Memorial Hospital. Had this not occurred, total permit revenue would have experienced an estimated 20%-25% reduction in FY 2006-07. Despite the gains from hospital permit fees, Building Department revenue is not likely to meet operating expenses for the Building Fund's \$498,000 budget.

**Exhibit 16
Building Department
Historic Permit Revenue**



* Numbers are extrapolated to approximate year-end estimate.
Total also includes \$127,283 permit for Mercy Memorial Hospital, not yet issued as of May 9, 2007.

Source: City of Monroe Building Department

Summarily, the reduction in building activity affects the Department in two intertwined ways:

- Departmental revenues are tenuous, and the inflow of permit fees is essential to self-sufficiency. General Fund funding will be required to subsidize operations in FY 2006-07 by more than \$75,000 – a situation that cannot continue in the current fiscal climate.
- Departmental workload requirements have diminished. Essentially, the Department has workload capacity. However, the solution to this issue is not simply to find work for the employees. Revenue generation is also needed.

2. THE TRADES INSPECTORS HAVE BEEN GIVEN OTHER DUTIES AS A MEANS OF INCREASING WORKLOAD.

As seen in the following Exhibit 17, the City of Monroe, like seven of the twelve benchmark communities has full-time Electrical and Mechanical Inspectors. The remainder of the communities contract for these services, often on a percentage of fee basis. The contract option can be advantageous as a means of dealing with workload peaks and valleys, since costs are only occurred when work exists. Conversely, in-house staff assure greater control of the inspection process and schedule, and (presumably) more uniformity in approach.

**Exhibit 17
Comparison of Building Services**

City	Do you have an in-house electrical inspector?	Do you have an in-house mechanical inspector?	Is code enforcement in the Building Dept.?	If no, which department?	Does the Building Dept. do rental inspections?	If yes, who performs inspections.
Monroe	Yes	Yes	Yes	-	Yes	Trades Inspectors
Adrian	Yes	Yes	Yes	-	Yes	Not Reported
Bay City	No	No	Yes	-	Yes	Rental Inspectors on three-year rotation
Holland	Yes	Yes	Yes	-	Yes	Building Inspector I & II; Housing Inspector I & II
Jackson	Yes	Yes	Yes	-	Yes	Chief Building Official; Electrical Inspector; Zoning & Mechanical Inspectors
Mt. Clemens	Yes	Yes	Yes	-	Yes	Rental Inspector
Norton Shores	No	No	Yes	-	No	-
Port Huron	Yes	Yes	No	Planning	Yes	Building Inspector
Traverse City	No	No	No	Grand Traverse County	No	-
Trenton	No	No	Yes	-	Yes	Building Official; Code Enforcement Officer
Wayne	Yes	Yes*	Yes	-	Yes	Not reported
Wyandotte	Yes**	Yes**	Yes	-	Yes	Building; Electrical; Mechanical Inspectors
Ypsilanti	No	No	Yes	-	Yes	Code Enforcement Officers/Rental Inspectors

*Part time

**Contract

Source: Rehmann Robson survey

As also seen in Exhibit 17, several of the communities with in-house staff also use the trade inspectors for rental inspections – an option that Monroe has also embraced as a means of bolstering workload. Other tasks have also been assumed by inspection staff. Taken in total, they include the following:

- Building Inspectors: Responsibility for zoning enforcement in the wake of the recent layoff of the Housing/Zoning Inspector.
- Electrical Inspector: In addition to rental inspections, has responsibility for the phone and security systems and some electrical work in City Hall, primarily related to IT installations and minor repair/installations. Also acts as second-in-charge.
- Plumbing/Mechanical Inspector: In addition to rental inspections, has responsibility for overseeing City Hall building maintenance contracts and performing some minor plumbing repairs.

With the recent layoff of the Housing/Zoning Inspector, the Electrical and Plumbing/Mechanical Inspectors will have sole responsibility for rental inspections. Previously, this task was performed by all three of these individuals with the goal of completing 1,000 inspections per year in a three-year cycle. Related, budgeted revenue for rental inspection fees is \$63,000 for FY 2006-07, however only \$47,000 had been realized through 5-10-07. Essentially, the Department is behind in the budgeted commitment, despite the presumed availability of time within the work force.

Short-term, what is needed is a greater commitment to increasing Department workload, starting with the rental inspection program. However, it should be noted that while this will increase workload for the trade inspectors, it remains a “fill-in” duty, more properly performed by lower-skilled and compensated rental inspectors. This is also the case for the Building Inspectors as they perform zoning enforcement.

In this situation, the City has several longer-term options – none of which are ideal. Specifically:

- The City could eliminate the Electrical and Plumbing/Mechanical classifications, and one Building Inspector, and contract for these services. In this case, responsibility for rental inspections could again be assumed by the Fire Department and responsibility for zoning enforcement, and some aspects of zoning administration (such as ZBA) could be assumed by Planning
- (Or) the duties of the trade inspectors could be further expanded to create the ideal short-term workload level – thus keeping the staff busy and productive until the permit activity recovers.

3. THE CODE ENFORCEMENT FUNCTION IS NOT WELL ORGANIZED.

Prior to the layoff of the Housing/Zoning Inspector, the Department had two individuals that were primarily engaged in code enforcement activities. The Housing/Zoning Inspector was responsible for zoning violations, sign ordinance and, as discussed, rental housing inspections. The Blight Inspector (still active) has responsibility for property maintenance code enforcement. If the Housing/Zoning Inspector position would not have been eliminated,

it would have been our recommendation to combine the two positions into one generic classification with broader enforcement responsibilities. This could still be accomplished in the future, depending on how duties and responsibilities evolve.

In regard to the code enforcement function more generally, records management and policies do not appear to be well developed. More specifically:

- The Blight Inspector has no automated database. Incidents are recorded only in a personal notebook and only documented if there is action taken against the property owner.
- There appears to be very little interaction with community groups regarding neighborhood priorities or clean-up/abatement initiatives. This is unusual for a city of Monroe's size – code enforcement should be more pro-active and community oriented.

In many communities, code enforcement is organizationally located within the police department. In more progressive cities using this option, the code enforcement function is closely aligned with community policing programs, thus offering a coordinated strategy for neighborhood interaction. In Monroe, the Police Chief has overseen a number of changes in the Department, and now expresses a desire to implement a broader program of community policing. Should this transpire, the City could consider transferring the code enforcement function to the Police Department.

4. PERMIT FEES SHOULD BE REVIEWED.

In response to our queries, we were informed that permit fees have not been revised for “at least five years.” Ideally, this would be an annual process involving three steps:

- Estimating budgetary needs and the costs associated with permit processing
- Surveying other communities regarding user fee levels
- Generally estimating fee elasticity for each fee category and setting “reasonable” fee levels.

Related to the above, fee setting is not a science. By law, the level of fee generation is limited to Building Department expenditures. Further, some fee categories may not support annual increase and may negatively affect permit activity and general permit compliance levels. Having stated these qualifiers, it is in the interest of the City's Building Department to narrow the gap between Department revenues and expenditures and retain an ongoing, high level of vigilance in regard to fee levels. This can be accomplished through an annual review.

5. CUSTODIAL WORKLOAD IS NOT EVENLY DISTRIBUTED AND SUPERVISION IS NOT CONSISTENT.

At present, the City has two Custodians under the supervision of the Building Official. The Custodians are scheduled as follows:

- Day Custodian: 8:00am – 4:30pm
- Afternoon Custodian: 1:30pm – 10:00pm

The majority of work is performed at City Hall, with some work at the Police Department. The day Custodian appears to have the bulk of the workload, including restroom cleaning, ongoing maintenance of the entrances, snow removal, main area window washing, painting, wall washing, and trash. The afternoon Custodian does routine daily maintenance of the Police Station, City Hall vacuuming, and general clean-up as needed. Both employees perform occasional furniture set-ups.

From all accounts, it appears that the day Custodian has a much heavier workload. Moreover, the afternoon Custodian is lightly supervised for the majority of the shift – reportedly only interacting with the Building Official “every few days.”

In light of budgetary restraints, the City could consider operating with one Custodian. Should the City choose this option, the remaining employee should continue to work an afternoon shift. Closer supervision and management control should also be instituted. In regard to relief coverage, it would be necessary for DPS workers, or possibly seasonal employees to provide assistance.

6. IDEALLY, BUILDING AND PLANNING WOULD BE ADMINISTERED THROUGH A COMMUNITY DEVELOPMENT DIRECTOR.

The City is currently considering a Community Development Director position that would oversee Port of Monroe and other macro issues related to economic development. Should such a person be hired, the City should consider the development of a Community Development Department containing both the Building Department and the Planning Division (discussed in the following subsection). The two operations are now poorly coordinated, particularly in the areas of zoning administration and enforcement – an issue discussed in the following subsection. Moreover, both would benefit from greater professional management oversight.

RECOMMENDATIONS FOR THE BUILDING DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. FURTHER EXPAND THE DUTIES OF THE TRADE INSPECTORS.

- Achieve annual rental inspection goal of 1,000 units using two inspectors
- Identify opportunities for increasing the workload of the Electrical Inspector for in-house installation and repair work
- Identify opportunities for increasing the workload of the Plumbing/Mechanical Inspector for:
 - In-house plumbing work
 - Assumption of some duties now outsourced related to physical plant maintenance and repair.
- Develop a plan for utilizing the Building Inspectors to perform pro-active and consistent zoning enforcement – not simply ad hoc fill-in.

2. IF WORKLOAD REMAINS STAGNANT, ELIMINATE ONE BUILDING/ZONING INSPECTOR AND REPLACE WITH A PART-TIME POSITION.

- Eliminate one of the two Inspector positions
- Building Official to assist in inspection or construction plan review to a greater extent
- Create a part-time Building Inspector position to replace the eliminated Inspector position (or) contract for overflow assistance
- Transfer responsibility for ZBA and zoning administration to the Planner I, thus reducing Department workload in this area.

3. UPDATE, AUTOMATE, AND FOCUS THE CODE ENFORCEMENT PROCESS.

- Utilize BS&A software to track and document all code enforcement activities
- Direct Blight Inspector to increase outreach to community groups

- Attend meetings
- Identify code priorities
- Foster cooperative efforts.
- Consider transferring code enforcement to the Police Department as part of a larger community policing initiative

4. PERFORM ANNUAL REVIEW OF BUILDING FEES.

- Assure competitiveness
- Adjust as appropriate.

5. ELIMINATE ONE CUSTODIAN POSITION.

- Retain an afternoon position
- Utilize other resources to assist:
 - City Hall staff for meeting setups
 - Department of Public Services employees for doorway snow removal, trash pickup, and relief as needed

6. CONSIDER CREATING A COMMUNITY DEVELOPMENT DEPARTMENT.

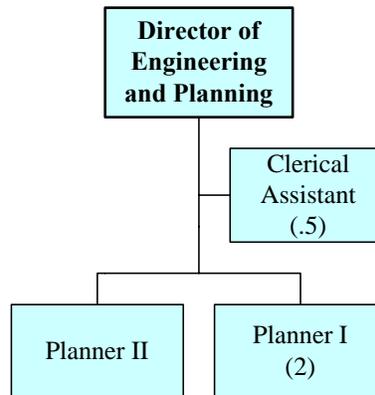
- To contain both Planning and Building
- Under the administration of a new director
- Heavy emphasis on coordination of services, personnel, and duties.

G. Planning Division

G. Planning Division

The organization of the Planning Division is illustrated in the following Exhibit 18.

Exhibit 18
Planning Division Organization



As seen in the exhibit, the Planning Division is under the supervision and administration of the Director of Engineering and Planning. This organizational reporting arrangement was instituted for FY 2006-07, following the dissolution of the Development Services Department.

The Planning Division is comprised of three professional planners – each with distinct duties and areas of responsibility. Clerical and administrative support is provided by a part-time Secretary/Clerical Assistant who is shared with the Building Department. Key findings regarding the Planning Division include the following:

1. THE PLANNERS HAVE EXPLICIT AREAS OF RESPONSIBILITY. COORDINATION APPEARS SOMEWHAT LACKING.

The three professional planner positions each have defined areas of responsibility, as follows:

- **Planner II:** The Planner II is the higher seniority planner position. The position incumbent is responsible for the Historic Preservation District including review of proposed changes and liaison to the Historic District Commission. The Planner II also performs duties related to the River Raisin Battlefield such as development of related papers, coordination of digs, grant activities, and administration. The incumbent also coordinates the preparation of the five-year Capital Improvement Budget and performs special projects as directed by the Director of Engineering and Planning – generally related to community development.

- **Planner I/Land Use:** The Planner I/Land Use is a more traditional planner position involved in site plan reviews, lot splits, and zoning administration. The incumbent also provides staff support to the Planning Commission and provides some assistance in the development of the City's Capital Improvement Budget.
- **Planner I/CDBG:** This lower seniority planner position is responsible for administration of the City's CDBG program including assurance of compliance, reporting, and related meetings and notices. The Planner I is also responsible for administration of the City's CDBG-funded housing program, including the award of grant money, and bid work and contract administration pertaining to the program. Additionally, the Planner I/CDBG has responsibility for Brownfield administration including responsibility for related questions, administrative matters, and coordination with the Brownfield attorney.

With the exception of grant writing, the planners function in generally segregated areas of responsibility and work activity. The Director of Engineering and Planning appears to keep abreast of the activities of each planner and has been generally successful in monitoring the activities of the division. However, the Director is not a professional planner. Lacking a true planning supervisor and administrative structure, the Planning Division does not have the level of coordination and common purpose that should be present in a professional planning group.

2. THE WORKLOAD OF THE INDIVIDUAL PLANNERS IS NOT HEAVY.

As noted, the responsibility of each of the three planners is fairly well defined. However, in regard to the level of workload, all appear to have workload capacity in varying degrees. More specifically:

- The Planner II appears to have the lightest workload of the three employees. Related, the Historical District is narrowly defined in Monroe and presents only a limited focus of work (i.e. an estimated forty properties). Similarly, duties related to the River Raisin Battlefield do not provide a steady day-to-day workload.

The Director of Engineering and Planning has recognized this problem and has devised and assigned special projects as a means of increasing workload. As an example, the Planner II was doing a study of City-owned property and potential uses at the time of our field interviews. While special project work of this type certainly has value, it is also recognition that the position requires additional routine workload – particularly in the City's current financial situation.

- The Planner I/Land Use appears committed to her role of technical planner and generally receives high grades from other employees that interact with planning. However, the position is not currently designed to perform the full range of duties associated with that of a land-use planner.

More specifically, several primary duties pertaining to community development are currently performed by the Building Department, including:

- New site plan reviews not passing through Planning Commission
- Zoning Board of Appeals
- Zoning enforcement and related administration.

The separation of these duties from land use planning is one of the negative impacts of the dissolution of the Development Services Department. Related, both Building Services and Planning consider these services to be a logical part of their service scope. Lacking a common organizational umbrella, the two operations have no common ground for resolving the issue – or simply sharing resources in a positive manner.

- The Planner I/CDBG is dependent on the continuation of CDBG inflows to create his workload. If funds are reduced drastically, the positional duties would be reduced to Brownfield Administration – a part-time assignment at best.

CDBG funding will apparently be available in FY 2007-08 at a level of more than \$500,000 – sufficient to fund a continuation of significant grant projects and the housing program. In turn, the workload of the Planner I/CDBG should be similar in the new fiscal year to that of past years.

3. IN LIGHT OF CURRENT WORKLOAD CAPACITY, ONE PLANNER COULD BE ELIMINATED.

As discussed above, the current workload borne by the planners could be increased. This could be accomplished by the elimination of one planner position – and a redefinition of duties for the two remaining positions. Specifically:

- The workload of the Planner II is particularly light. This position or the Planner I/CDBG position could be eliminated with the remaining position assuming the primary duties of the other. Assuming the Planner I/CDBG was eliminated, the Planner II would assume responsibility for :
 - Brownfield administration (a duty that dovetails into current workload)
 - CDBG (and housing program administration).
- The workload of the Planner I/Land Use could also be increased by assigning the position additional duties related to:
 - Final site plan review and oversight

- Zoning Board of Appeals and administration
- Zoning enforcement.

Summarily, the Planning Division could operate with two planners in accomplishing current workload. The division of duties suggested above is not “etched in stone” but is intended as a guideline and starting point for achieving a reduction of one position via an equitable distribution of related duties among the two remaining positions.

4. A COMMUNITY DEVELOPMENT DIRECTOR POSITION SHOULD BE CONSIDERED.

As previously discussed in the Building Department subsection, the community development function (i.e. Building, Planning, Zoning and Enforcement) would ideally be consolidated under a Community Development Director position. The City may be considering such a position on a broader scale focusing on Port of Monroe and proactive economic development more generally. Should such a position be funded, it would be beneficial to include community development administration among the duties.

RECOMMENDATIONS FOR THE PLANNING DIVISION

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. ELIMINATE THE PLANNER I/CDBG POSITION.

- Assign primary positional duties to the Planner II
- Assign other positional duties to the Planner I/Land Use – as determined by the Director.

2. TRANSFER RESPONSIBILITY FOR ZONING ADMINISTRATION TO THE PLANNING DIVISION.

- Planner I/Land Use Planner to assume responsibility for:
 - Zoning Board of Appeals
 - Zoning administration
 - Performance and oversight of Zoning enforcement
- Planner I to work cooperatively with Building Department.

3. A COMMUNITY DEVELOPMENT DIRECTOR POSITION SHOULD BE CONSIDERED.

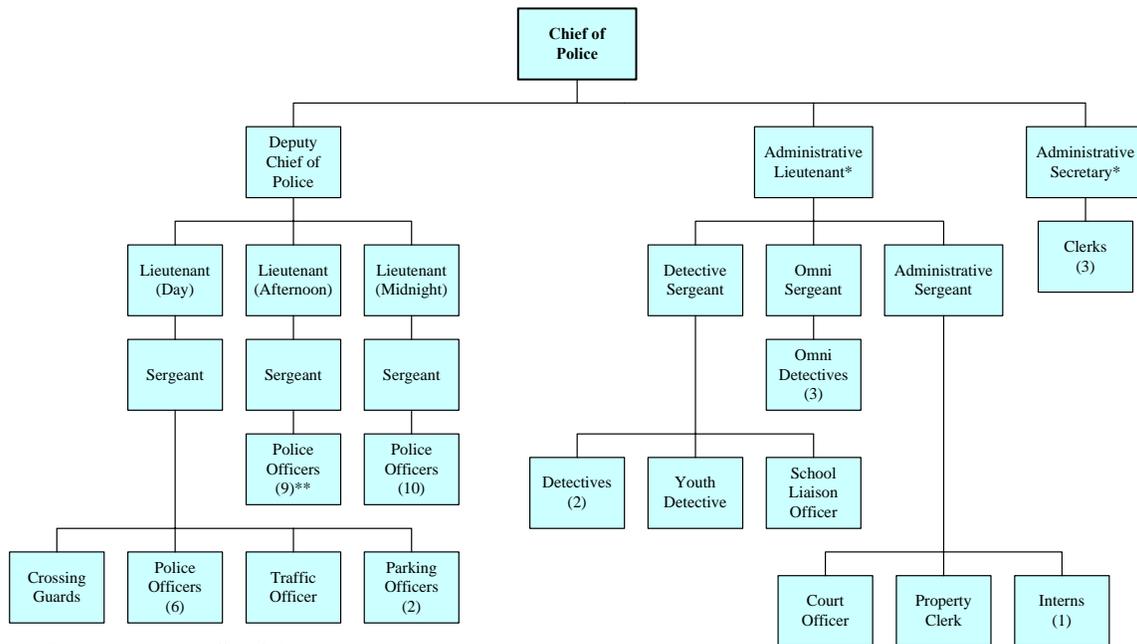
- To administer Building and Planning
- To coordinate resources more effectively
- With additional economic development responsibilities.

H. Police Department

H. Police Department

The organization of the Police Department is illustrated in the following Exhibit 19.

**Exhibit 19
Police Department Organization**



Note: Total budgeted sworn staffing of 46
 *Position now vacant
 **One vacant position included in total of 9

As seen in the exhibit, the police operation encompasses a variety of professional law enforcement and administrative support functions. The Department is currently operating with three vacant positions: a Police Officer, the Administrative Lieutenant, and the Administrative Secretary (currently staffed on a temporary basis). Key findings and conclusions pertaining to the Police Department include the following:

1. THE POLICE DEPARTMENT APPEARS WELL MANAGED.

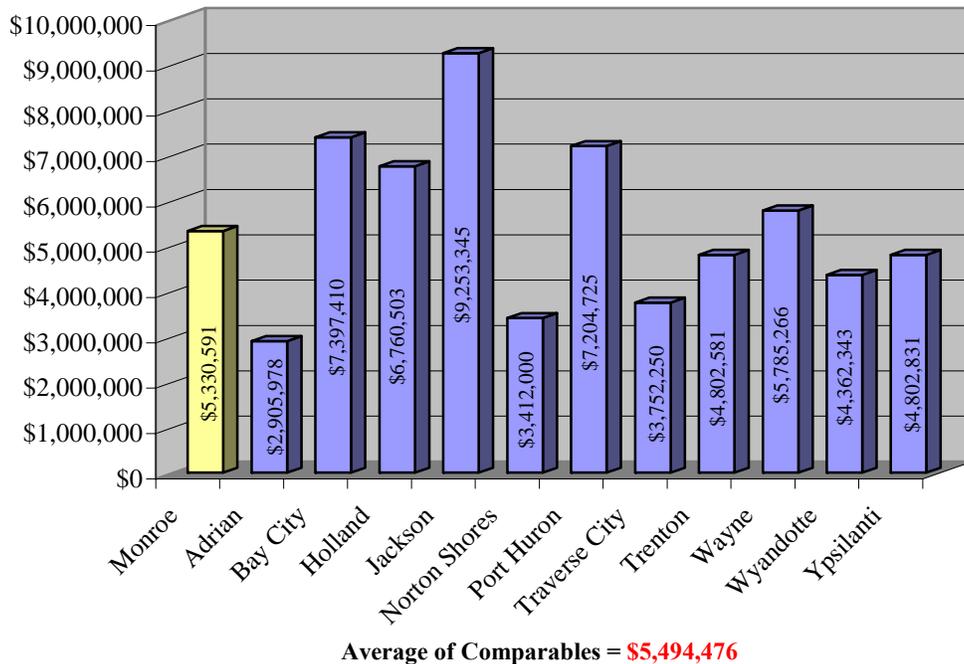
The current Police Chief has held the position since 2001. Since that time, he has initiated a number of positive changes within the Department, including upgrades to the command structure, the institution of new and updated standard operating procedures and other law enforcement practices, and ultimately, national accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA) – a standard of excellence in operations requiring the institution and maintenance of nationally recognized standards for operation.

From all indications, the Department appears well managed and generally progressive in its approach to police practices and upgrades. Command staff is well defined and accountability appears strong at all levels of the Department. Related, our recommendations are intended to further improve a well managed and productive operation.

2. POLICE DEPARTMENT OPERATING COSTS AND STAFFING LEVELS APPEAR GENERALLY COMPARABLE; HOWEVER THE AVERAGE IS SKEWED BY SEVERAL LARGER CITIES IN OUR SAMPLE.

Exhibit 20 contains a comparison of police operating costs in Monroe and eleven communities used as benchmarks for the study. As seen in the exhibit, Monroe’s police costs are slightly lower (i.e. 3%) with the Police Department than an average of the comparables. However, several of the communities included in our sample tend to skew the average upward. These three cities (i.e. Bay City, Jackson, and Port Huron) have a higher average population than Monroe (35,317) and likely, a higher incidence of crime. Moreover, four of the communities also have dispatch expenses imbedded in their police budgets — a cost that Monroe does not incur.

**Exhibit 20
Budget Comparison**

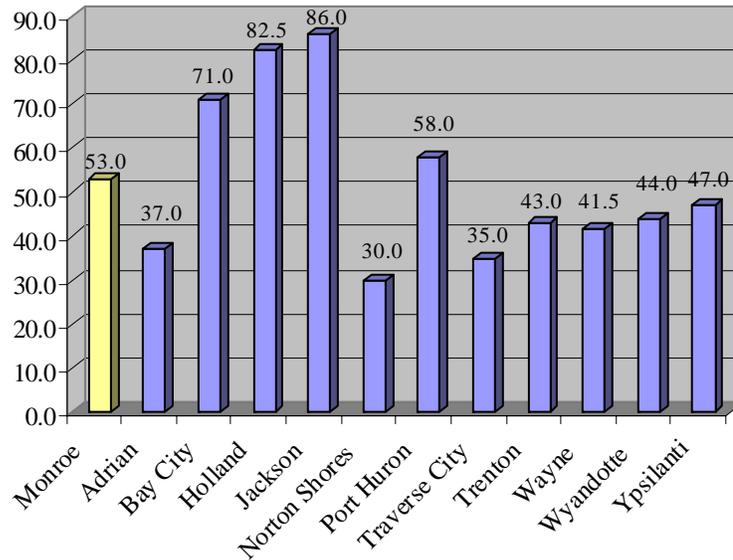


Source: Rehmann Robson survey

In regard to overall department staffing, Exhibit 21 contains a comparison of total personnel between the police departments with dispatch personnel removed. As seen in the exhibit,

Monroe is somewhat less than one position above the average. However, the same caveats apply to staffing, as noted above for budget.

Exhibit 21
Staffing Comparison with Dispatch Personnel Removed



Average of Comparables = 52.3

Source: Rehmann Robson survey

In summary, Monroe’s Police Department budget and staffing are not inconsistent with the majority of our benchmark group. However, the overall comparison is qualified by the presence of several larger municipalities included in the sample. As noted in the following findings, we consider Monroe’s police staffing to be generally appropriate. However, some reductions can be realized without seriously impacting service quality and responsiveness.

3. THE COMMAND STRUCTURE IS GENERALLY WELL-DEFINED BUT COULD BE REDUCED BY ONE POSITION.

At present, the Department has one vacant command position – the Administrative Lieutenant. The position is responsible for the non-patrol functions of the Department, including the Detective Bureau, special assignments, School Liaison Officer, property and vehicles, and interns assigned to the Department. The position is essentially a second “deputy chief of police” position reporting directly to the Police Chief.

In a department of this size, it is efficient to have the Chief coordinate operations through two senior command positions. In this regard, the current organizational alignment appears appropriate at this senior level, and, accordingly, we would recommend that the position be filled.

However, the position will be filled from within the command structure, ultimately leaving a vacant position at the Sergeant level. At this level, it appears that there is opportunity for staff reduction and the elimination of one position.

More specifically, the Administrative Lieutenant is currently assisted by an Administrative Sergeant. The Sergeant provides either first-level or support administration for most of the Administrative Lieutenant's areas of responsibility (as listed above). It is our opinion that the position could be eliminated with the positional duties reassigned to others. This could include:

- Responsibility for supervision of the Court Officer transferred to the Detective Sergeant (including property room)
- Vehicle maintenance to be overseen by the Administrative Lieutenant with direct supervision of the Property Clerk
- (Possibly) interns to be assigned to the Deputy Chief as well as responsibility for CALEA accreditation
- Training responsibilities assigned elsewhere as determined by the Police Chief.

4. THE PATROL OPERATIONS PROVIDE GOOD COVERAGE, BUT COULD BE ALTERED TO ELIMINATE A CURRENTLY VACANT POSITION.

The Monroe Police Department's patrol operations follow an eight-hour, three-platoon schedule, with a Sergeant and Lieutenant assigned to each platoon. The number of Patrol Officers varies by shift, and several are assigned on an overlap schedule. The Department has one patrol vacancy that is unfilled. For purposes of assignment, this shortage is currently accounted for by the elimination of an overlap position, previously assigned on a 12pm – 8pm schedule.

The vacant patrol position certainly has value in providing extra patrol "strength" and flexibility – particularly for traffic enforcement, the primary duty. However, in a period of fiscal austerity, it is essential that each position be critical to operations. In this regard, the position can be eliminated with limited impact – providing other patrol officers "pick up the slack" in traffic enforcement. As noted, the Department is well administered and can be expected to emphasize the need for increased activity in this important area.

5. *THE CURRENT PATROL SCHEDULE IS EFFICIENT BUT COULD BENEFIT FROM SOME MODIFICATION.*

As an additional element of our evaluation we have analyzed the current patrol schedule from a macro perspective. Related, an efficient schedule can maximize the deployment of personnel in relation to need – as well as minimize the occurrence of overtime. In conducting this evaluation, we have concluded that the Department’s patrol schedule is relatively efficient. The Police Chief is aware of several deficiencies, but is bound by contract to negotiate changes to the current system.

While recognizing this limitation, we have designed several optional patrol schedules for review by the Police Chief. These schedules, included in Appendix C, include options for a refined eight-hour schedule, or ten or twelve hour alternatives.

The eight-hour schedule is the most viable for current operations. Our optional schedule, contained in Appendix A-2, has, in our opinion, several advantages, including:

- Slightly improved shift coverage
- Increased weekend command coverage – and the potential for decreased overtime due to command shortage – a current concern.

With these attributes, the schedule should be considered as a potentially beneficial alternative.

6. *THE DEPARTMENT’S SPECIAL ASSIGNMENTS SHOULD BE MAINTAINED AT CURRENT LEVELS.*

The Department has four primary special assignment areas. We have concluded that, for various reasons, each should remain at current staffing levels. Specifically:

- The School Liaison Officer’s funding formula (i.e. school pays 75% of compensation for associated time) is equitable and the Police Officer is used productively for summer fill-in patrol.
- The Detective Bureau appears lean and productive. The Detective Sergeant appears to provide strong hands-on leadership – assisting in fieldwork and caseload as dictated by need.
- The Traffic Bureau could be more heavily staffed. However, as discussed, Patrol Officers need to be more flexible in filling this void.
- The OMNI assignments appear to benefit the City in regard to deployment of resources. Moreover, the Chief appears to be vigilant in assuring that this agreement works to the City’s advantage.

7. ADMINISTRATIVE SUPPORT STAFF COULD BE REDUCED BY ONE POSITION.

The Department operates with four clerical/administrative employees, including three Police Clerks and an Administrative Secretary. As mentioned, the Administrative Secretary position is currently vacant, and being staffed on a temporary basis.

The Police Clerks perform a variety of records management and data entry tasks and provide customer service and walk-in assistance for various permits and reports. As a means of enhancing customer service, the Police Chief has scheduled the Clerks on a six-day schedule. As seen in the following Exhibit 22, several of the benchmark communities also provide six- or seven-day coverage, but the vast majority uses a five-day schedule.

**Exhibit 22
Comparison of Non-Sworn Coverage**

City	Population	Do you have in-house dispatch?	If yes, how many FTE?	How many police clerks and secretaries?	Five-day, six-day, or seven-day schedule?
Monroe	22,076	No	-	4	6-day
Adrian	21,574	No	-	4	5-day
Bay City	36,817	No	-	7	5-day
Holland	35,048	No	-	8	5-day
Jackson	36,316	No	-	2	6-day
Mt. Clemens	17,312	Outsourced			
Norton Shores	22,527	No	-	2.5	5-day
Port Huron	32,338	Yes	11	6	5-day
Traverse City	14,532	No	-	2	5-day
Trenton	19,584	No	-	2	5-day
Wayne	19,051	Yes	8	4.8	5-day
Wyandotte	28,006	Yes	5	3.5	5-day
Ypsilanti	22,632	Yes	4	3	7-day
AVERAGE	25,216	-	7	4	-

Source: Rehmann Robson survey

In interviewing the Police Clerks, we have concluded that the vast majority of work is being performed by the two higher seniority employees. The lower seniority Clerk has some data entry responsibilities, but these are limited. The employee also has customer service responsibilities shared by all the Clerks.

We have concluded that the administrative duties of the position could be assumed by the two more senior Clerks. Additionally, if the hours of the two more senior Clerks were slotted a five-day schedule, customer service tasks could also be handled. For these reasons we have concluded that one Clerk position should be eliminated with the two remaining Clerks returning to a Monday-Friday assignment with the specific working hours determined by the Police Chief.

8. *THE LAW OFFICE SECRETARY COULD BE ASSIGNED TO THE POLICE CHIEF.*

The Police Chief has requested that the Police Secretary position be a non-union, confidential position – a change from current status. Related, the City is currently limited to three such positions – now assigned to the City Manager’s Office, City Attorney’s Office, and Human Resources Department. The Michigan Employment Relations Commission (MERC) is currently considering the City’s request for a fourth position.

In this report, we have suggested that the City Attorney function be evaluated for outsourcing. Should this occur, the confidential secretary position in the City Attorney’s Office would be eliminated. The confidential status of this position, and possibly the incumbent, could be transferred to the Police Department, thereby providing the Police Chief with the non-union position that he has requested.

9. *THE PARKING ENFORCEMENT OPERATION COULD BE REDUCED BY ONE POSITION IF PART-TIME INPUT COULD BE USED.*

The parking enforcement function is currently comprised of two full-time positions. At present one of the two incumbents is on long-term illness leave. Working in tandem, the Parking Enforcement Officers average 9,000-10,000 tickets annually – with a generally equal distribution between the two. However, with one employee missing for much of this fiscal year, ticket activity will be closer to 5,000, a potential revenue loss of \$25,000-\$35,000.

Related, it behooves the City to have more than one employee engaged in ticket writing activity. However, should the one incumbent not return to full-time duty, it would be in the interest of the City to seek more cost effective alternatives to the current system. One option may be to assign Police Interns or other part-time employees to this duty.

10. *THE CODE ENFORCEMENT FUNCTION COULD BE TRANSFERRED TO THE POLICE DEPARTMENT.*

As discussed in the section on Building Department operations, the code enforcement function would benefit from greater coordination and focus. Related, the Police Chief appears committed to the continued development and expansion of community policing. Code enforcement would be a logical appendage of a community policing program, and the transfer of this function to the Police Department may provide the basis for a broader, more encompassing approach and program.

11. THE CITY SHOULD CONSIDER THE CREATION OF A PUBLIC SAFETY DIRECTOR POSITION.

As discussed in the Administrative Component section of the report, we have concluded that the span of direct reports to the City Manager is too extensive. Throughout the report we are attempting to define a smaller and more efficient group of senior managers under which the current departments could be organized and administered.

Police and fire services are one such area. The Fire Chief is nearing retirement and a “window” may exist for reorganizing the administration of the two departments under a single Public Safety Director operating through respective deputies in each Department. The Police Chief would appear to have the managerial skills and track-record to warrant assumption of these duties and the position more generally. Consequently, we would suggest that this option be given consideration – as a means of further refining administrative management systems.

RECOMMENDATIONS FOR THE POLICE DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. COMMAND STAFF SHOULD BE REDUCED BY ONE POSITION – THE ADMINISTRATIVE SERGEANT CLASSIFICATION.

- A vacant position currently exists
- Command officers should be reassigned and/or promoted to fill other command slots as determined by the Chief
- The duties of the Administrative Sergeant position should be reassigned.

2. A VACANT PATROL OFFICER POSITION SHOULD BE ELIMINATED.

- Has filled a 12pm-8pm slot focusing on traffic enforcement
- Slack to be picked up by other patrol officers.

3. MODIFICATIONS TO THE PATROL SCHEDULE SHOULD BE CONSIDERED.

- Negotiation would be required
- An optional schedule is included in Appendix A-2 that may provide better command and patrol coverage.

4. SPECIAL ASSIGNMENTS SHOULD BE LEFT INTACT.

- Including School Liaison, Detective Bureau, Traffic Bureau, and OMNI
- Efficiency is apparent in all four operations.

5. ONE POLICE CLERK POSITION SHOULD BE ELIMINATED.

- The two remaining Clerks can maintain workload
- The operation should revert to a five-day work schedule.

6. IF THE CITY ATTORNEY'S OFFICE IS OUTSOURCED, THE SECRETARY SHOULD BE TRANSFERRED TO THE POLICE DEPARTMENT.

- Outsourcing is not a given, but should be evaluated
- The Police Chief should have a confidential non-union secretary – the Attorney's Office Secretary has this status.

7. THE CITY COULD CONSIDER ELIMINATING ONE FULL-TIME PARKING ENFORCEMENT OFFICER – TO BE REPLACED WITH PART-TIME INPUT.

- The position is valuable for enforcement and revenue generation
- If a position becomes vacant, it should not be filled
- Optionally, part-time employees or Interns/Cadets should staff the position.

8. IT MAY BE ADVANTAGEOUS TO TRANSFER THE CODE ENFORCEMENT OFFICER TO THE POLICE DEPARTMENT.

- The position's focus is currently unstructured
- The position could provide a valuable element to a comprehensive community policing strategy.

9. A PUBLIC SAFETY DIRECTOR POSITION SHOULD BE CONSIDERED.

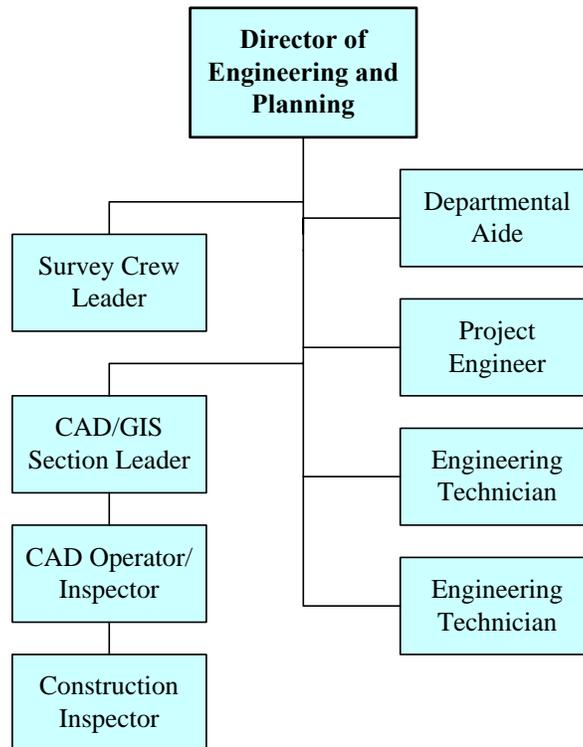
- The Police Chief has exhibited the managerial skills that would be needed
- The new Director could oversee both the Police and Fire Departments operating with two deputies.

I. Engineering Department

I. Engineering Department

The organization of the Engineering Department is illustrated in the following Exhibit 23.

Exhibit 23
Engineering Department Organization



Note: An Engineering Aide position has not been filled following the retirement of the incumbent. This position is not represented on the chart.

As seen in the exhibit, the Engineering Department is administered by the Director of Engineering and Planning – a professional Engineer (PE). The Department has three positions functioning as project engineers including one certified Engineer in Training (EIT) and two Engineering Technicians. The Department is a full-service engineering operation involved in design, contract and project management, inspection, mapping, and land survey.

The Engineering Department is currently short one employee due to an illness-related separation from employment. There are no plans to full the vacant slot – an Engineering Aide position primarily involved in land survey.

Key findings and conclusions pertaining to the Engineering Department include the following:

1. THE ENGINEERING DEPARTMENT APPEARS TO BE GENERALLY WELL MANAGED.

The level of in-house engineering services varies among municipalities. Some, like Monroe, maintain a full-service operation, while others prefer to contract for varying levels of design, construction inspection, or project management. Related to this, some cities with large in-house operations are challenged to match the cost efficiency and expertise of the contract engineering firms.

This does not appear to be an issue in Monroe. The Engineering Department appears well managed and progressive in its approach to systemic upgrade. As examples, capital improvement planning and implementation are well conceived, GIS development is ongoing, and records management systems have been greatly improved in recent years. Much of this can be attributed to the efforts and management abilities of the Director of Engineering and Planning.

Having recognized this, it should also be noted that Engineering, like other City Departments, has inefficiencies – some of which are difficult to eliminate. Foremost, engineering services are seasonal and should be staffed to meet seasonal needs. However, in a heavily unionized environment such as Monroe's, there is more emphasis on full-time positions and a general resistance to part-time staffing and job assignment. Our findings and conclusions focus on this, as well as other employee issues that limit or impede opportunities for realizing greater efficiencies in operations.

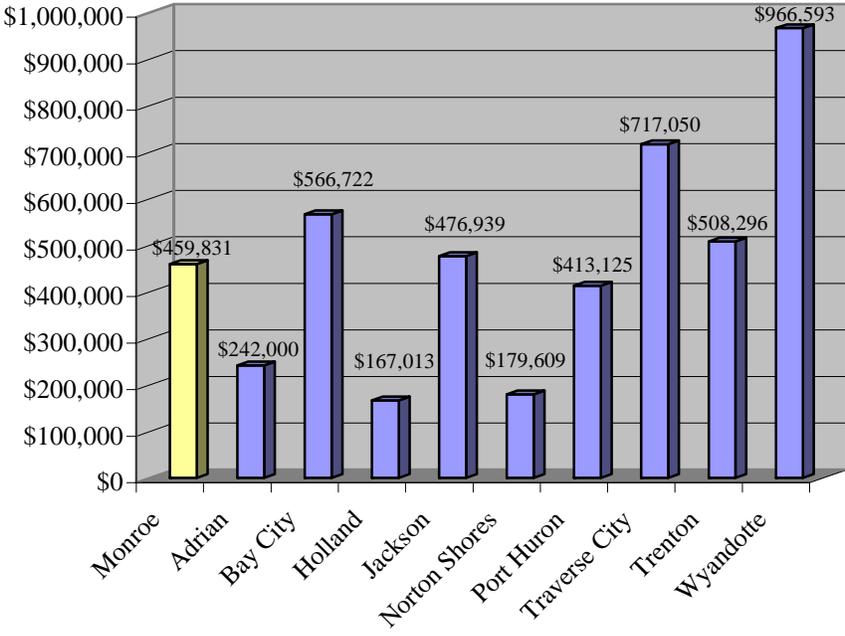
2. THE ENGINEERING DEPARTMENT'S COSTS ARE SIMILAR TO THOSE OF OUR BENCHMARK SURVEY GROUPING BUT STAFFING IS HIGHER.

Exhibit 24 contains a comparison of operating costs between Monroe's Engineering Department and those communities that have these services in-house. As seen in the exhibit, Monroe's costs are roughly equal to the benchmark average.

As previously mentioned, municipalities utilize differing levels of contract and outside resources to provide engineering services. Related, Exhibit 24 does not compare total costs, but only the level of expenditures recorded to an in-house Engineering Department line item budget in the General Fund. Variations undoubtedly exist related to what is included in these budgets and spread to other funds. Consequently, the most that can be drawn from this data is the fact that Monroe, on the surface, appears average in regard to in-house costs.

A comparison of staffing levels, included in Exhibit 25, provides additional information regarding in-house services. As seen in the exhibit, Monroe's in-house staffing is notably higher than the average, and is exceeded or equaled only by Jackson or Wyandotte. This is not surprising considering the breadth of Monroe's in-house services (including engineering services that extend well beyond the city limits) – but clearly identifies Monroe as a service model that is on one extreme in regard to the use of full-time, in-house staff. In this sense, it provides a focus for this analysis, particularly in light of the year-round staffing issue briefly discussed in the previous paragraphs. This issue is further discussed in the following pages.

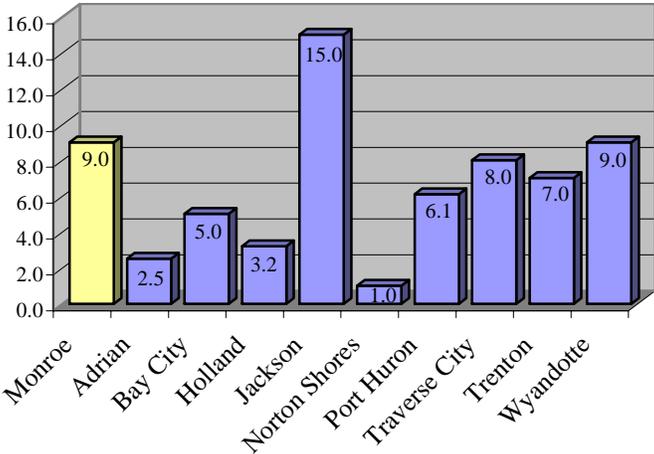
Exhibit 24 Comparison of Budget



Average of Comparables = **\$470,816**

Source: Rehmann Robson survey

Exhibit 25 Comparison of In-House Staff Levels



Average of Comparables = **6.3**

Source: Rehmann Robson survey

3. SOME STAFF LEVEL ENGINEERING POSITIONS HAVE SEASONAL WORK CAPACITY.

The Engineering Department is busiest during the months of April-October. During this time, nearly all staff are engaged in field work related to project management, oversight, and inspection. In October, duties begin to change, to prepare for the next engineering cycle. Fall, and some winter survey work is performed and inspection staff assume CAD responsibilities as the reduced workload allows. Staff engineers complete project work from the previous year and begin the design process.

During this period, workload is not as intense as in summer. Consequently, the same level of full-time staffing is not needed. This issue is evident in Monroe's operation, as some full-time employees become less productive during the winter months. Specifically:

- The Survey Crew Leader (and previously, the Engineering Aide) is busy with stakeouts in summer and survey work in October and November, but this workload invariably tails off with the coming of winter weather and snow. Surveys are still performed but invariably with less frequency or efficiency.
- The Construction Inspector, a well tenured incumbent, is not trained in CAD usage. Consequently, this individual cannot be assigned to the alternate task of transferring the data to blueprint via CAD.
- More than might be necessary, the Engineering Technicians and Staff Engineer appear to rely on the input of others to complete design drawings. Winter workload would not preclude assuming more of this responsibility.

Summarily, the Director appears to keep staff active within the confines of the winter workload. However, the full-time composition of the workforce does not complement the seasonal nature of the workload. In the ideal situation, the survey and inspection positions would be part-time, and used on a seasonal basis as needed.

4. THE CAD/GIS SECTION LEADER DOES NOT APPEAR TO BE PRODUCTIVE IN THIS ROLE.

A primary duty of the CAD/GIS Section Leader is the update or creation of infrastructure mapping and preparation of as-built drawings. Interviews with the incumbent and others indicate a chronic case of work backlog for this individual in completing assigned workload. Related, the incumbent acknowledges this backlog but notes that conflicting tasks, such as relief phone coverage, may be at least partially to blame. While it seems that this assignment may further exacerbate the problem – it appears to have existed prior to this assignment.

The incumbent was apparently involved in the design of the City's GIS system and appears to appreciate his continued involvement in this area. In fact, as the City's GIS development continues, a coordinator position would be beneficial, and possibly necessary. If such a

position were to develop, it may prove to be an ideal fit. However, in the present position, the workload of the incumbent should be monitored, with possible formal training in workload prioritization provided.

5. *THE DEPARTMENTAL AIDE HAS WORKLOAD CAPACITY. THE INCUMBENT COULD BE ASSIGNED ADDITIONAL WATER DEPARTMENT WORKLOAD.*

As is the case with other Engineering employees, the Department Aide would appear to have workload capacity, particularly during the period October-May. This employee's desk is contiguous to the water billing/administrative service area – an operation with heavy workload and excessive overtime occurrence (i.e. 509 hours for the period 7/1/06 to 3/8/07). The Administrative Aide previously worked within the water operation and presumably retains some familiarity with operating procedures.

For all of the above reasons, this would appear to be an ideal opportunity for an expansion of the incumbent's duties into the water operation. Based on a cursory examination, this might include responsibility for:

- Delinquent notices/shutoff
- Final bills
- General filing
- Other duties designed to reduce overtime occurrence.

6. *THE DIRECTOR WOULD BENEFIT FROM THE OPPORTUNITY TO DRAW ON OTHER STAFF RESOURCES. A COMBINED PUBLIC SERVICES DEPARTMENT COULD PROVIDE THIS OPPORTUNITY.*

As discussed, the Director has exhibited strong management abilities. Conversely, the Department of Public Services has experienced morale problems, technological challenges and some lack of confidence in management controls.

As previously discussed in the report, the City Manager would benefit from a smaller, more focused management team comprised of a cadre of directors with proven management ability. The Director of Engineering would be a logical choice for this team, while assuming responsibility for both Engineering and Public Services.

In addition to improved management control, this arrangement could also provide a basis for more effective cross-use of personnel. As examples:

- The City is currently under court order to make curb ramps compliant with ADA. This multi-year program uses contractors for the repair work. DPS employees properly coordinated and assigned could also potentially do the work. In this situation, the need for construction inspection could also be minimized.

- DPS employees could also be used to alleviate seasonal needs with corresponding reductions in year-round engineering staff.

Summarily, a combined public works/engineering operation could provide the basis for more efficient utilization of personnel, as well as technological upgrades, improved management controls and more streamlined reporting. Additional discussion of these issues is contained in the Department of Public Services subsection.

RECOMMENDATIONS FOR THE ENGINEERING DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. THE CONSTRUCTION INSPECTOR POSITION SHOULD BE CHANGED TO A SEASONAL PART-TIME POSITION.

- Following the upcoming retirement of the position incumbent
- A six-month assignment spanning May-October
- Replaced by a seasonal part-time position with requisite training in inspection techniques
- Engineering Technicians and the Staff Engineer should assume more responsibility for creating their own drawings.

2. AS NEEDED, A PART-TIME SEASONAL EMPLOYEE SHOULD ALSO BE HIRED TO ASSIST IN SURVEY WORK.

- A less skilled individual
- To replace the Engineering Aide
- Possibly a May-November assignment as determined by the Director.

3. THE CAD/GIS COORDINATOR'S WORKLOAD SHOULD BE MONITORED.

- Objectives and workload output standards should be articulated
- Employee output should be monitored and evaluated in accordance with personnel guidelines
- If a GIS Coordinator position is ultimately created, the incumbent should be given consideration.

4. *THE DEPARTMENT AIDE SHOULD ASSUME ADDITIONAL WATER DEPARTMENT DUTIES.*

- Possibly one-half of available time devoted to Water Department workload during the period October-April
- Coordination of workload to be determined by the two Directors.

5. *THE DEPARTMENT OF PUBLIC SERVICES AND ENGINEERING DEPARTMENTS SHOULD BE COMBINED UNDER THE ADMINISTRATION OF THE DIRECTOR.*

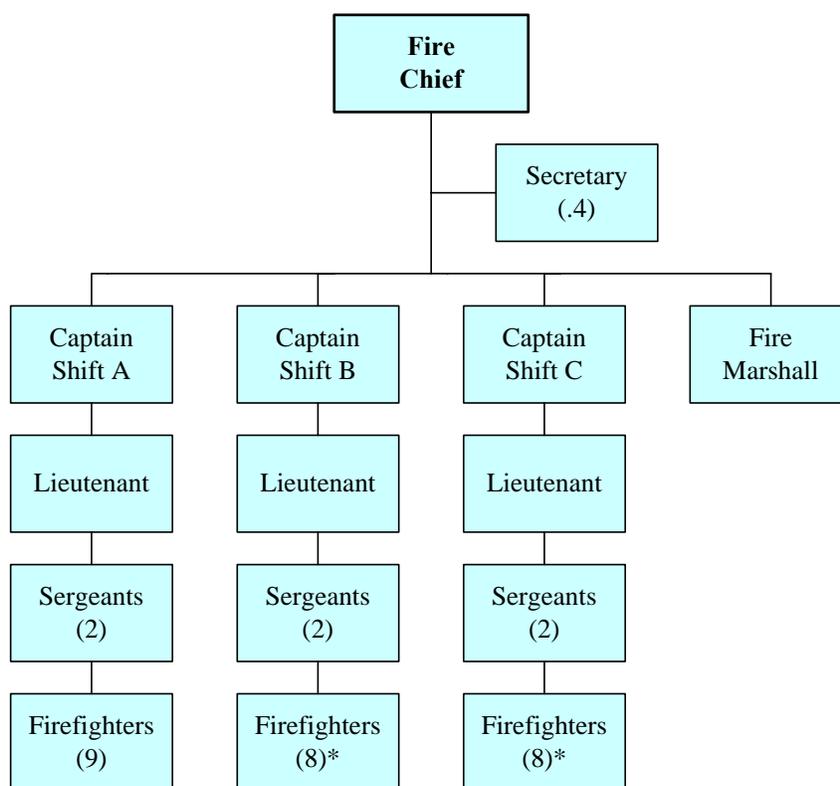
- A new position should be created, possibly titled Director of Engineering and Public Services
- Current Director of Public Services to become a Deputy Director position
- Opportunities for cross-utilization of personnel should be exploited.

J. Fire Department

J. Fire Department

The organization of the Fire Department is illustrated in the following Exhibit 25.

Exhibit 25
Fire Department Organization



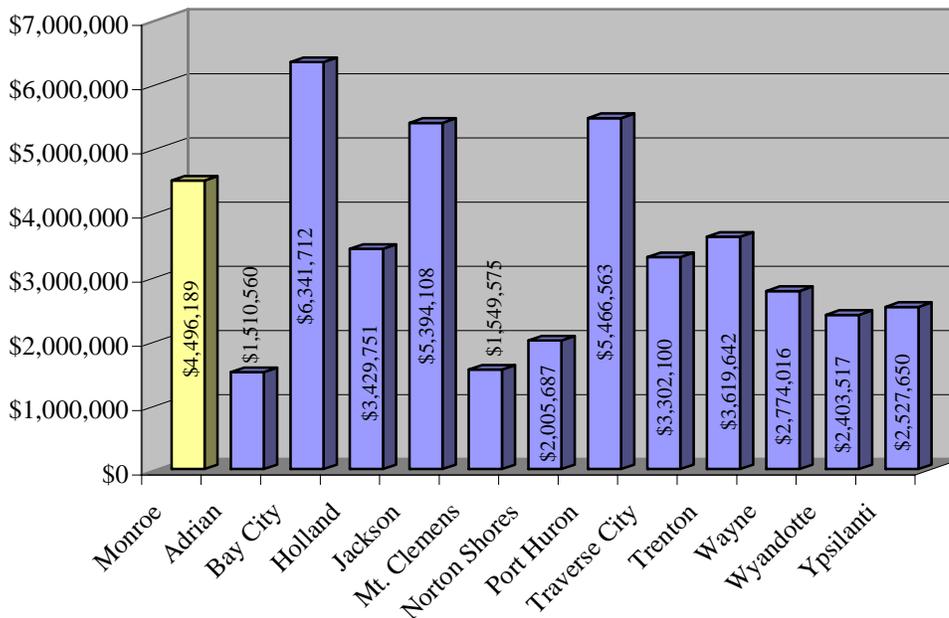
*Shifts B and C each currently have an unfilled Firefighter position.

As seen in the exhibit, the Monroe Fire Department (MFD) is comprised of 41 professional firefighters (including two vacant positions) and a part-time/shared Department Aide. The Fire Department operates from one central station, and two substations, providing a broad range of fire suppression, prevention, and rescue services. In regard to the latter, the Department provides advanced life support (ALS) with patient transport – a service upgrade that has been in effect since 2000. Key findings regarding the Fire Department include the following:

1. THE FIRE DEPARTMENT IS MORE EXPENSIVE AND HEAVILY STAFFED THAN THE AVERAGE OF THE BENCHMARK COMMUNITIES.

As seen in the following Exhibit 26, the Monroe Fire Department’s operating budget for FY 2006-07 is approximately 34% higher than the average of the benchmark communities utilized in the study.

**Exhibit 26
Comparison of FY 2007 Fire Department Expenditures**



Average of Comparables = \$3,360,407

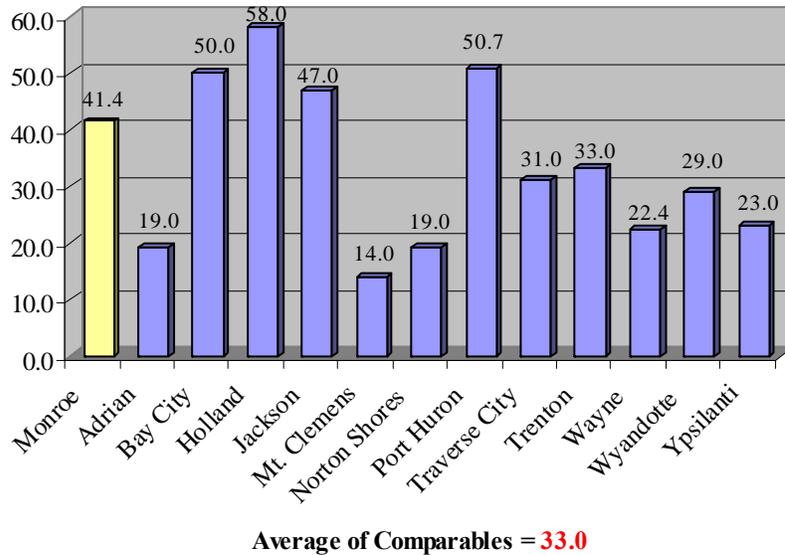
Source: Rehmann Robson survey

In considering this discrepancy, it should also be noted that the Department has a revenue offset of approximately \$530,000. Only three of the twelve communities listed in Exhibit 26 provide ALS transport (Wyandotte, Trenton, and Wayne), and have a similar revenue stream. Consequently, the comparison is somewhat misleading.

However, if a net expenditure number is used for Monroe (i.e. expenditures less revenues), MFD’s net expenditure total is still roughly 18% above the average – a dramatic difference by any standard.

In regard to staffing, a similar differential exists. As seen in the following Exhibit 27, Monroe’s fire staffing (including two currently vacant positions) is roughly 25% above the average.

**Exhibit 27
Comparison of Fire Department Staffing**



Source: Rehmann Robson survey

Summarily, the City of Monroe has invested heavily in fire operations. In FY 2006-07, expenditures for the Fire Department amounted to more than 23% of the total General Fund budget – a significant outlay in a time of fiscal challenge.

2. THE DEPARTMENT APPEARS TO HAVE A “BUSINESS AS USUAL” APPROACH, AND SOME MORALE ISSUES.

The Fire Chief is long-tenured, having joined the Department in 1975. Having assumed the position of Fire Chief in 1998, he has led the Department through some major changes and upgrades – most notably the upgrade to an ALS transport system.

At present, however, the Fire Department appears to be functioning with a “business as usual” approach. Our interviews and confidential survey feedback tend to support this perception, with many command officers and firefighters remarking on a general state of low morale within the Department, poor communication, a lack of innovative and progressive thinking, and a need for more dynamic leadership.

In fairness to the Fire Chief, negative feedback of this type is not unusual in a “transitional” department. With a highly tenured Fire Chief eligible for retirement, subordinate personnel sometime become restless as the prospect of promotional opportunities loom. Related, as a PA 78 community, the position of Fire Chief in Monroe must be filled from within the ranks. When this occurs, a domino effect of other promotions will also result. Consequently, a number of individuals will benefit from a change in command.

The comments of firefighters aside, it is also our general conclusion that the Department appears more static than innovative in operations. This point is reiterated in the following findings and conclusions, with specific examples provided.

3. OPERATIONALLY, THE DEPARTMENT APPEARS VERY RESPONSIVE. HOWEVER, IT APPEARS THAT STAFFING COULD BE MODIFIED FOR INCREASED COST BENEFIT.

In regard to fire operations, MFD, like many Fire Departments, is increasingly focused on emergency medical services provision. While fire incidence is decreasing, emergency medical services are increasing in both volume and complexity. Related, MFD’s “rescue” calls for service (primarily emergency medical) accounted for 78% of total call volume for the period 2004-2006.

The expansion of MFD’s emergency medical response into ALS transport has had undeniable benefit to the community. Moreover, it has increased the firefighters’ workload and provided a revenue offset that defrays some Fire Department costs. However, the system, as currently devised, is overly expensive.

By way of explanation, the Department currently operates with a three-platoon system. Full platoon staffing is currently 13-12-12 respectively, with two additional vacant positions. The minimum staffing level for a platoon is ten. MFD is not permitted to fall below ten on-duty and must authorize overtime call-in if this level is breached. With two vacant positions, this is a frequent occurrence.

The 10 firefighter minimum level is a significant issue and point of contention. The union contends that this number is needed to assure a proper response – should ambulance calls and fire incidence occur simultaneously. However, as seen in the following Exhibit 28, other area Fire Departments with similar ALS transport services operate with both fewer staff and lower minimum shift staffing levels. Essentially, while fire risk is always a consideration, it appears that MFD could likely manage with fewer on shift.

**Exhibit 28
Comparison of ALS Transport Fire Departments**

	Population	Firefighters	Staff per thousand population	Minimum	Stations	Rescue
Monroe	22,076	41*	538	10	3	ALS
Garden City	30,047	21	1430	5	1	ALS
Madison Heights	31,101	36	864	9	3	ALS
Trenton	19,584	33	594	7	2	ALS
Wayne	19,051	21	907	5	1	ALS
Wyandotte	28,006	29	966	6	2	ALS
AVERAGE	25,558	28	892	6.4	1.8	-

*Budgeted number

Source: Rehmann Robson survey

Related to this, we have introduced several optional firefighter schedules in Appendix C. From an overview perspective, these can be summarized as follows:

- Schedule C-2 follows the current schedule but reduces platoon strength to a standard of 12. Correspondingly, three firefighter positions would be eliminated and the minimum shift staffing would be reduced to nine.
- Schedule C-3 follows the same schedule but eliminates “Kelly” days (i.e. compensatory time off granted to the firefighters to comply with FLSA requirements on work scheduling) and slots the firefighters to work on these days. This would require negotiated payment for time worked (ideally at wage) and reassumption of the 56-hour work week. The value in this schedule would be increased staff availability on a daily basis (i.e. Frenchtown Township uses a similar system). As in C-2, a staff reduction of three positions is suggested with the minimum staffing requirement reduced to nine.
- Schedule C-4 reduces the platoons from three to two and the total staffing by four. Possibly, fewer command officers would also be needed with this option. As in the previous options, minimum staffing is reduced to nine.

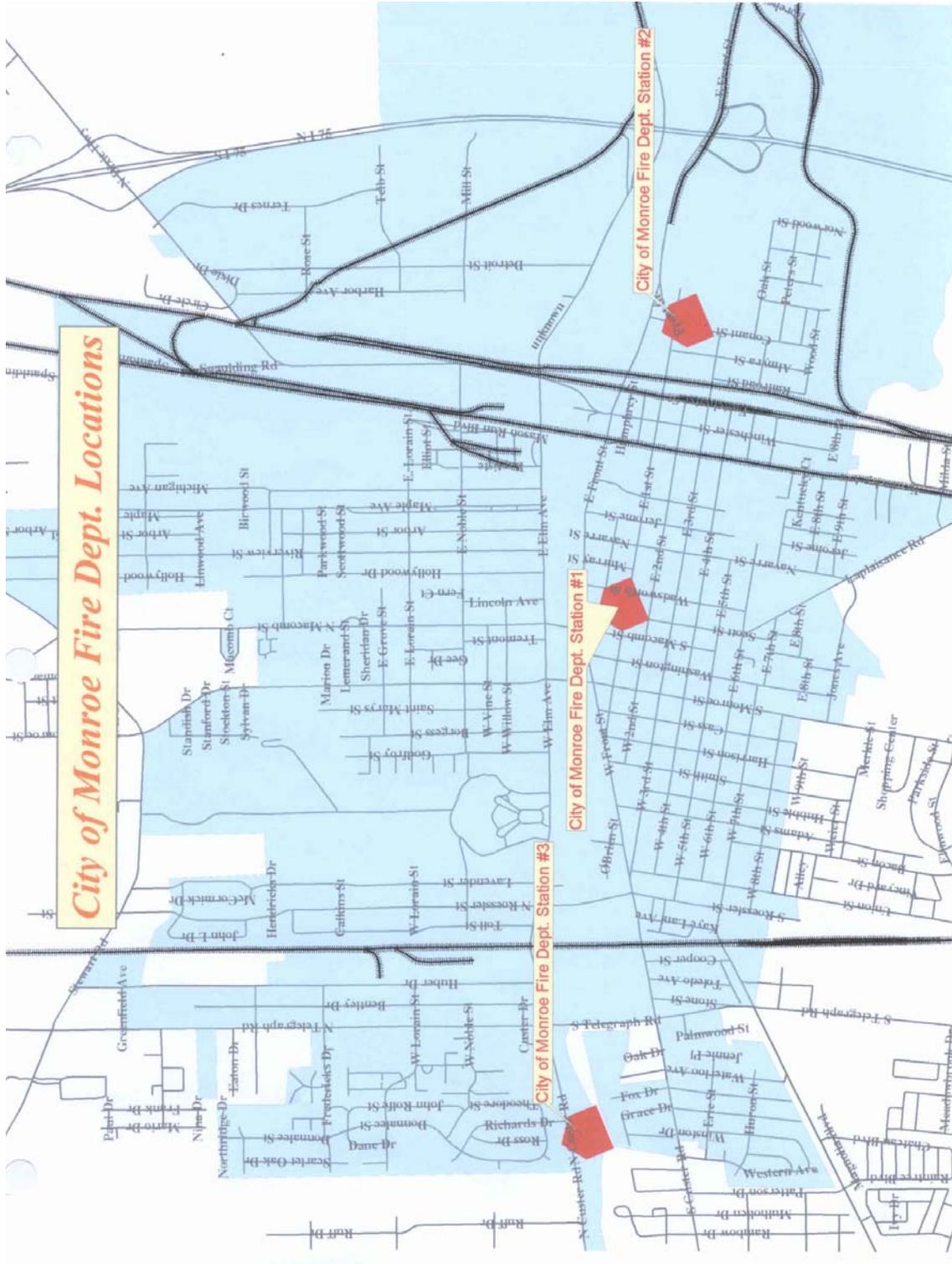
In summary, it is our suggestion that minimum staffing be reduced to nine, from the current level of ten. This is not to say that nine will be the daily number of firefighters – a minimum of twelve are assigned per shift in the three options presented above. Related to this, if the Department can manage time off more effectively, minimum manning (and overtime more generally) will be less of an issue, even with the staff reductions. A positive step in this direction would be management-union agreement to:

- Limit scheduled time-off to two per shift
- “Tighten up” Kelly day provisions regarding usage and trading
- Adopt more rigid standards for sick-time usage and abuse.

4. DEPLOYMENT IS ALSO AN ISSUE THAT LIMITS THE CITY’S ABILITY TO CUT FIRE DEPARTMENT STAFFING.

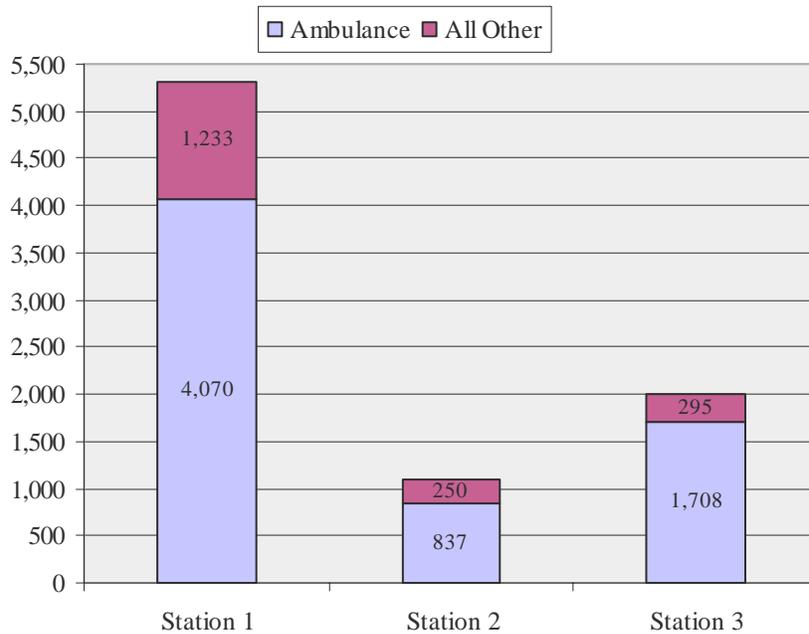
At present, MFD operates from three stations, including the central (main) station and two substations, each staffed with a Sergeant and a Firefighter. Station locations are illustrated in Exhibit 29.

Exhibit 29
Monroe Fire Department
Station Locations



As seen in Exhibit 30, call volume between the stations varies dramatically. Most notably, Station II, located on the City’s east side, has a relatively modest workload. Also, as seen in the exhibit, ambulance calls comprise the vast majority of service requests (i.e. 79%).

Exhibit 30
Monroe Fire Department
Service Calls by Firehouse 2004-2006



Despite the low call volume at Station 2, MFD operates one of its two front-line ambulances from this location, as well as an engine pumper. The station is aged but felt to be necessary, due to the potential for response delays from the central station caused by a series of railroad tracks.

The railroad tracks do appear to cause potential response problems and legitimize the placement of Station 2. However, this issue aside, the station is poorly situated within the larger scheme of coverage. Moreover, the assignment of two on-duty firefighters to this satellite facility limits the Department’s ability to achieve further reductions in minimum staffing – essentially limiting MFD’s ability to centralize, coordinate, and deploy personnel and resources.

In light of the cost-benefit issues inherent in this issue, the City should undertake a comprehensive study of station house location, with the overall objective of finding viable options to the operation of Station 2. One option, in some form, may be greater reliance on mutual aid. Frenchtown Township will presumably be upgrading its emergency medical response to ALS transport in the next year, and operates and staffs a fire facility on Dixie Highway, just east of I-75. If Station 2 were closed, it is conceivable that Frenchtown could

respond in those instances in which the tracks were blocked. Or, an automatic aid agreement could be agreed upon to provide regular response to the area. Other options, such as the construction of a rail underpass undoubtedly also exist and should be investigated as options to the current situation.

5. FIRE PREVENTION PROGRAMMING IS NOT WELL DEVELOPED.

MFD has only one individual assigned to fire prevention on a full-time basis: the Fire Marshal. The duties of this individual include responsibility for site and construction plan review, business inspections, public education, and other aspects of fire prevention programming. Related findings include the following:

- The Fire Marshal cites the business inspection program as a major portion of his workload. There are approximately 800 commercial buildings in the program – and the Fire Marshal estimates that he completes approximately 500 per year. However, there is no database of inspection activities. The Fire Marshal reports that automated records were “wiped out several years ago” and not replaced. Currently, the incumbent is using a calendar to manually track inspection schedules and follow-up.
- Other fire prevention duties appear to be performed sporadically. As an example, the Fire Marshal reports that only a limited amount of fire education is performed – primarily by shift personnel. Some personnel have commented that the Fire Marshal should be more active in this area.
- Fire preplanning is also not complete, though shift commanders note that data collection and integration is “in process.” Related, a substantive and complete inventory of structural preplans should be a high priority of any fire prevention division with overall coordination of upgrade directed by the Fire Marshal.

Summarily, MFD’s fire prevention efforts appear to lack focus and leadership. Moreover, the actual workload of the Fire Marshal is difficult to establish. In this situation, we have concluded that the following upgrades should be considered:

- Review by the Chief, and prioritization of the Fire Marshal’s workload
- Automation of the business inspection records
- Assignment of shift personnel on a consistent basis to assist in business inspections – with the objective of completing the entire inventory on an annual basis
- Consideration of the development and institution of a fee schedule for business inspections – a common practice in many municipalities
- Greater and more coordinated use of shift personnel to perform fire preplan development, and conduct public education.

6. THE SECRETARY IS UNDERUTILIZED AND NOT CRITICAL TO OPERATIONS.

At present, the Fire Department shares a full-time Department Aide with the Assessing Department. As previously discussed, the position incumbent is generally underutilized in Assessing and could be eliminated. The same appears to be true for the Fire Department assignment.

Related, the Department Aide has been assigned responsibility for payroll and related reports. The incumbent reports that this is the full scope of her assignment – a workload that is not adequate to fill her time. Ideally, a position of this type would be used for maintenance of activity data, and in this particular instance, administration of business inspection and fire prevention programming records. However, this is not the case.

In light of the City's need to consolidate positions, we have concluded that this assignment is not vital – and the position should be eliminated. Should this occur, payroll duties and other assignments should be delegated to the command staff.

7. MFD'S EQUIPMENT IS GENERALLY SATISFACTORY, BUT FACILITIES ARE OUTMODED AND IN NEED OF REPLACEMENT.

In regard to rolling stock, MFD recently acquired a new engine pumper. The Fire Chief has established depreciation schedules for all vehicles and replacement practices appear to be generally adhered to by the City.

In regard to maintenance, MFD has a rather unique in-house fire mechanic program in which one firefighter per platoon is designated as an Assistant, or Emergency Vehicle Technician. The designated Technician is "on duty" from Monday-Friday, 8:30am – 5:00pm, or as emergency need warrants. For this assignment, the individual receives upgrade to Sergeant's or Lieutenant's pay level for hours worked.

The program appears well conceived. Technicians perform both emergency and routine repairs of vehicles and related equipment; provide training on foam, extrication equipment, water supply, and other equipment-related conditions; and assist with vehicle specifications. The program is currently short one Technician due to a retirement. We have concluded that this is a well-structured program that should be fully staffed.

Conversely, facility condition is wholly unsatisfactory. The two satellite facilities are aged and cramped, and the main facility is rapidly deteriorating due to structural and roofing issues. As previously discussed in the report, station house placement should be thoroughly studied. Ideally, this will be done as part of a larger strategy for facility replacement. Replacement cost for a new central facility can be roughly estimated at \$4,000,000. Financing options should also be considered, including grant opportunities that may exist for facility upgrade and construction.

8. *NON-EMERGENCY TRANSPORT SHOULD BE CONSIDERED AS A REVENUE ENHANCER.*

At present, MFD responds only to emergency medical calls for service. Some public sector agencies, and most private, also provide non-emergency transports. These are typically pre-scheduled transports from one medical facility (or nursing home) to another for patient treatment.

If MFD were to lower minimum staffing from nine to eight, it would be difficult to add this workload – and not compromise the adequacy of response capability. As an option the City could use firefighters on overtime to handle this scheduled workload. Possibly, the back-up ambulance now housed at Station 3 could be used for this purpose as well.

To evaluate the feasibility of this option, the Fire Chief should investigate the potential for service demand and perform a simple cost benefit analysis for submittal to the City Manager. If deemed cost beneficial, the union local could be approached with a proposal.

9. *TRAINING COSTS AND ALTERNATIVES SHOULD BE EVALUATED.*

At present, one Lieutenant is responsible for in-house training. This individual moves from shift to shift to perform this function, incurring significant overtime costs. Related, total overtime payments to this individual have totaled \$16,873 through May 1st of this fiscal year – though it is not clear what portion of the overtime relates to shift training.

As an option to the current system, a Lieutenant (or other command officer) on each shift could assume responsibility for training. This would require that proper certification be obtained and maintained. In addition to overtime savings, the advantage to this approach is that each Lieutenant knows his platoon's particular strengths and weaknesses and could tailor the training accordingly. The Fire Chief should also evaluate the cost-benefit of this option.

RECOMMENDATIONS FOR THE FIRE DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. ELIMINATE THREE FIREFIGHTER POSITIONS.

- Including two current vacant positions
- Notify union of intent.

2. CONCURRENTLY, REDUCE MINIMUM STAFFING LEVEL TO NINE ON-DUTY FIREFIGHTERS.

- Notify union of intent and negotiate change to contractual provision
- Negotiate other related changes to enhance shift staffing:
 - Limit scheduled off-time to two per shift
 - Limit Kelly time options for trading and use.

3. CONDUCT A COMPREHENSIVE FACILITIES ANALYSIS.

- Focus on potential closure of Station 2
- Consider mutual or automatic aid options with Frenchtown Township
- Emphasize need to further reduce minimum staffing in developing and selecting a facility deployment option.

4. CONSIDER FURTHER REDUCTIONS IN MINIMUM MANNING AND STAFFING.

- Further reductions in minimum manning can be achieved with station closure
- Eight, seven and six man minimums should all be evaluated based on the results of a facility deployment analysis
- Corresponding reductions in staff of three firefighters per one man reduction in minimum manning should be the goal.

5. *CONSIDER COMBINING POLICE AND FIRE ADMINISTRATION TO CREATE A PUBLIC SAFETY DEPARTMENT.*

- Police Chief to become Public Safety Director
- Operating through two Deputy Chiefs of Police and Fire.

6. *UPGRADE FIRE PREVENTION PROGRAMMING.*

- Evaluate, define, and specify the workload of the Fire Marshal – and evaluate on an ongoing basis
- Develop inspection services records and database
- Assign firefighters on a consistent basis to fire prevention activities, including:
 - Business inspections
 - Preplanning activities
 - Fire education.

7. *ELIMINATE THE PART-TIME DEPARTMENT AIDE POSITION.*

- Command officers to assume responsibility for payroll tasks.

8. *DETERMINE METHODS FOR FACILITY REPLACEMENT.*

- In conjunction with facility deployment analysis
- Central station replacement should be a priority
- Investigate funding options.

9. *CONSIDER INSTITUTING A NON-EMERGENCY TRANSPORT PROGRAM.*

- Fire Chief to investigate potential service demand
- One option may be to staff with overtime assignments.

10. EVALUATE THE TRAINING PROGRAM FOR POSSIBLE MODIFICATION.

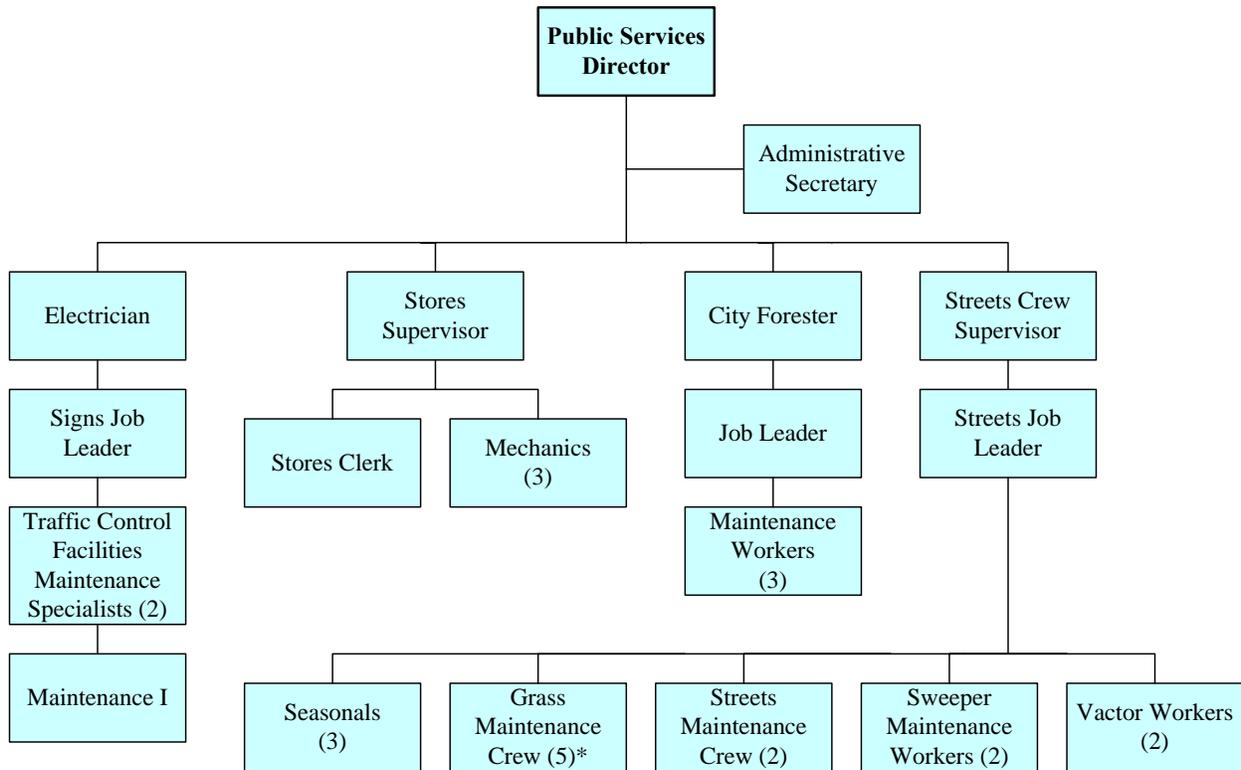
- Training to be performed by each platoon on own shift
- Potential overtime savings should be considered and evaluated by the Fire Chief.

K. Department of Public Services

K. Department of Public Services

The organization of the Department of Public Services is illustrated in the following Exhibit 31.

**Exhibit 31
Department of Public Services Organization**



*One currently assigned to Parks Maintenance.

As seen in the exhibit, DPS operates through four major divisions including signs and signals, motor pool, forestry, and streets. Total full-time staffing for the Department is 30, and a varying number of seasonal staff are employed each year.

Ideally our analysis would compare DPS budget and staffing to those of other benchmark communities utilized for this study. However, the data was not consistently reported, due to the variances in operations. As examples, some of the communities include water, engineering, or large cemetery expenditures within the Public Works budget – expenditures not included in Monroe’s DPS budget. Consequently, a true comparison could not be obtained.

Our findings and conclusions, listed below, encompass all operating divisions as well as overall administration and management issues. For purposes of review, the conclusions are generally presented in the following order:

- Overall issues
- Streets Division
- Forestry
- Signs and Signals
- Motor Pool
- Parks Maintenance.

They include the following:

1. DPS HAS EXPERIENCED MORALE AND PERFORMANCE PROBLEMS. TO RECTIFY THE SITUATION, A NUMBER OF OPERATIONAL AND MANAGEMENT ISSUES MUST BE RESOLVED.

DPS represents a major cost center for the City and is a highly visible service area. The Department has been under some scrutiny regarding performance issues and was cited by numerous interviewees, including DPS employees, as an operation that should be targeted for thorough evaluation.

In conducting the study, we have found the Director to be highly knowledgeable and cooperative with our project team. However, we have also found significant operational and management systems deficiencies that require attention. The specifics of these issues will be addressed in the following findings and conclusions. From an overview perspective, they include the following:

- *The organizational structure lacks balance and consistency:*

In the past, the DPS administrative organization included both a Director and an Assistant Director position. Since 2004, the Department has operated without the Assistant Director position. As a result, all communications now flow directly from the Director to the four supervisors.

In this situation, it is imperative that the organization be structured to facilitate effective communications and work output. However, this is not the case. Specifically:

- The four supervisors do not share a common workload orientation. Several are working supervisors and several are not. Moreover, the designation to one status or the other does not appear to be rationally grounded. The Forestry Supervisor, (i.e. City Forester) as an example, is not a working supervisor – yet oversees a work crew of only four employees.

- *Automated systems are antiquated or non-existent, limiting the amount of useful management information:*

Increasingly, Public Works operations have embraced technology as a means of enhancing customer service, measuring output, planning work, or simplifying task completion. However, DPS is generally deficient in all areas of technology and appears generally ambivalent about upgrading current practices. More specifically:

- Service request and work order systems are manual
- Vehicle maintenance records are not automated, despite the presence of a software program
- Limited data is captured regarding categories of infrastructure, current condition, and repair priorities
- Payroll and fund charge backs must be manually recorded and are maintained on cards
- No data is collected concerning individual or work crew output other than simple workload statistics that specify the number of occurrences or tasks completed in a historic period.

Lacking these automated tools and management information, the DPS Director is severely challenged in his ability to assure accountability, determine priorities and deploy resources for maximum cost effectiveness.

- *The City's equipment rental system is in disarray:*

Properly managed, an equipment rental system provides a mechanism for centralized control of rolling stock and other operating equipment. User charges are assigned, and rental fees are used to finance the ongoing cost of maintenance activity and vehicle depreciation.

To function properly, an equipment rental system must include all user departments. In this situation, an economy-of-scale is achieved, equipment use can be maximized, and sufficient rental fees can be recouped to cover motor pool and ongoing capital replacement costs.

In Monroe, the rental system is rapidly devolving into an unworkable state. A number of major departments, including Water, Wastewater, and Police, have left, or are leaving the rental system – citing the high cost of vehicle service as the reason. Other departments would gladly follow suit if the opportunity arose.

These departments cannot be faulted for seeking the most cost-effective option. More to the point, past administrations must take some responsibility for allowing the

ongoing degradation – rather than addressing the core issue. This issue is the inefficiency of the Motor Pool operation and the lack of preemptive action by DPS to develop and maintain a business model that would serve both the needs of DPS and the other operating departments.

- *The DPS classifications are too restrictive:*

At present, DPS has four distinct worker classifications. The defining attribute of each classification is the type of equipment that an employee in that classification is permitted to operate. Further, seasonal employees are barred from operating most types of equipment, with the exception of push mowers and small implements.

In fact, most employees in DPS have high seniority and are familiar with, and capable of operating most, or all motorized equipment. Related, the fine definition of classification tends to advantage some employees, and the union more generally, but does little for the City. In fact, the loss of flexibility in employee usage is a direct disadvantage – reminiscent of a past era of strong, and sometimes counterproductive, union rights.

Summarily, the DPS Director is limited in his ability to manage effectively. While much of the blame can be placed on past actions or long-term trends, there also appears to be a general complacency regarding change and upgrade. The following findings and conclusions focus on more specific issues within the four divisions of DPS – many grounded in the larger problems noted above.

2. THE STREETS DIVISION IS NOT FOCUSED ON ITS PRIORITY WORKLOAD. GRASS CUTTING SHOULD BE OUTSOURCED AND SUPERVISION UPGRADED.

As seen in Exhibit 31, the Streets Division is involved in several major activities related to the upkeep of major and local roads. Illustrated in the exhibit are summer assignments including tractor operation, street sweeping, street maintenance, and grass cutting. Key findings include the following:

- *The Streets Division is managed by a Streets Crew Supervisor. A redefinition of the position may be beneficial.*

The incumbent is apparently nearing retirement and a replacement will be named. Related to this, the Streets Crew Supervisor is a key position – due to the wide scope of responsibility. In regard to replacement, the Director has indicated that a working supervisor position may be more appropriate.

While this would be true with the current incumbent, another option would be to staff the position with a qualified individual and designate the position incumbent at the senior supervisor (i.e. de facto Assistant Director) level. Properly structured, this action could have several benefits, including:

- An opportunity to combine two divisions to achieve a more streamlined operation. More specifically, the duties of the Signs and Signals Division logically place these activities and employees in the Streets Division.
 - An opportunity to begin succession training could be created, to assure continuity following the retirement of the current Director.
 - And foremost, the opportunity to create a more focused chain-of-command.
- *The amount of resources devoted to grass cutting is extensive.*

At present, DPS assigns four full-time maintenance workers to grass cutting and has been pulling other Streets Division workers into this assignment on a regular basis. Additionally, three seasonal workers have been retained.

The amount of resources devoted to grass cutting is extensive, but necessitated by the sheer volume of the task. More specifically, the City has approximately 100 City-owned lots varying in size from 500 square feet to 15 acres. Right of ways and City parks must also be serviced – as are railroad right-of-ways, an assignment that is reportedly performed at the direction of City Council.

Summarily, the grass cutting task is significant and seasonal. In using mostly full-time employees for this job (the necessary job classification to run most equipment), DPS requires an overly large workforce that is not needed in the winter.

The solution to the current situation is to contract the majority of the grass cutting. DPS full-time staffing can then be assigned to more productive tasks or reduced in number.

In regard to cost, one surveyed public works department currently pays \$26 an acre for all medians and right-of-ways. This is basically a landscape cut requiring in-house detail work. Using this as a starting point, the Director should prepare a formal bid document and solicit bids. Bids should specify the time required for a complete cutting cycle of the target areas, and the cost should be stated as a cost per cycle with the actual number of cycles being an estimate. In Monroe/Michigan this will be somewhere between 20 and 24.

Employees “freed-up” by the contract could be used in currently backlogged areas such as catch basin rebuilding (backlog reported at more than 100) and other preventive maintenance tasks. Unfortunately, there is limited information available regarding work tasks and output, so there is no statistical basis for determining an appropriate level of employee reductions. One option that could be followed is to reduce through attrition, noting the impact at each level of reduction.

3. THE FORESTRY DIVISION CAN BE ORGANIZED MORE EFFECTIVELY AND ACCOMPLISH MORE WORK.

The Forestry Division is comprised of five employees, including the City Forester, Job Leader, and three Maintenance Workers. The Forestry Group performs all tree trimming and removal in the City, tree plantings, floral displays, and weed ordinance enforcement. Key findings include the following:

- *Forestry currently operates with a three-man crew for tree trimming and removals. A two man crew may be adequate.*

The Forester cites the need for a three-man crew as being a safety issue. He notes that this requirement leaves only one employee for pruning and chipper truck operation – ideally a two-man job.

However, in our experience, many public works departments operate with two-man crews – one in the bucket and one on the ground. To our knowledge, there is no OSHA, MIOSHA, or ANZI standard suggesting that three are required. Consequently, in our opinion, arrangements should be made to reduce staffing to two for this assignment and eliminate one position.

- *It also appears reasonable to make the Forester a working supervisor position.*

At the least, the incumbent could provide relief coverage or serve as the second man on the pruning crew. Essentially, oversight of a four-man crew should not be an exclusively administrative position – the workload simply does not exist.

- *The City has no current tree inventory.*

Apparently, an inventory was performed some years ago but allowed to lapse. Related, all right-of-way trees and, if possible, park trees should be represented in a data base program, specifying tree type, estimated age or date of planting, dates of service (if any), and condition. Seasonal and college students are sometimes used to assist in the tree survey process and may be an option. Ideally, a new tree inventory would be integrated into the City's GIS system.

4. THE SIGNS AND SIGNALS DIVISION CAN WORK WITH FEWER STAFF AND REDUCE OVERTIME.

The Signs and Signals Division is comprised of a working supervisor/City Electrician, a Signs Job Leader, and two Maintenance Specialists. The Division is responsible for the maintenance of signals and electrical fixtures and lights on a City-wide basis, sign fabrication and installation, pavement markings, and barricades and electrical support for special events. Key findings are as follows:

- *The Sign Shop appears overstaffed.*

At present, DPS has nearly two full-time positions assigned to the Sign Shop. As seen in the following Exhibit 32, this is a greater staffing level than is present in all but two of the benchmark communities.

**Exhibit 32
Sign Shop Staffing Comparison**

City	Population	Do you have a sign shop?	If yes, how many workers assigned to it?
Monroe	22,076	Yes	2
Adrian	21,574	Yes	1*
Bay City	36,817	Yes	1
Holland	35,048	Yes	1
Jackson	36,316	Yes	2
Mt. Clemens	17,312	Yes	1**
Norton Shores	22,527	No	-
Port Huron	32,338	Yes	2
Traverse City	14,532	No	-
Trenton	19,584	Yes	1*
Wayne	19,051	Yes	0*
Wyandotte	28,006	Yes	1
Ypsilanti	22,632	Yes	1
AVERAGE	25,216	-	-

*As needed

**Part-time

Source: Rehmann Robson survey

In the present fiscal climate, we would suggest that this may be a luxury the City cannot afford. Related, the following actions are suggested:

- The Signs Leader does not actually appear to function as a leader, and ideally the classification title would be changed. In either event, this individual could remain assigned to the Sign Shop, and draw assistance, on an as-needed basis from the larger DPS pool – with the other position eliminated.
- To ease the workload on the Signs Leader, parking lot striping should be subcontracted. A typical cost for outsourced re-striping is \$1.25 per line (or \$2.50 per parking space). Interviewed employees indicated that this activity consumed roughly one month of the Sign Crew’s time (i.e. 15-20 parking lots). If this estimate is even close, the cost savings associated with contracting the activity would be substantial when compared to the full cost rate of a DPS employee (approximately \$30 per hour).

- *Overtime for the Signs and Signals Crew is excessive and should be monitored.*

More specifically, the three individuals involved in special events set ups have totaled more than \$127,000 in overtime pay over the prior five years, with the majority of this apparently related to special events activities.

Other cities face a similar overtime challenge but use innovation to limit costs. Related, DPS could consider the following:

- Following set-up, leaving only one person on-site for problems or service requests – not the whole crew
- Utilize festival volunteers for barricading and setup – with road closures directed by on-duty Police Officers.

Related, if maps are drawn and equipment put in place during regular working hours, it could be quickly set up by people on-site with no need for DPS to be working. If there is equipment that needs checking (such as generators), it could be done at intervals.

- Charging events organizers for overtime costs incurred. This is fairly common practice among municipalities – even those like Monroe that wish to encourage festivals and special events. Related, a user fee schedule could be developed based on time and materials.

- *Organizationally, the Signs and Signals Division should be under the Streets Supervisor.*

As discussed, the activities of the Signs and Signals Division are largely related to streets. In this sense, activities should be closely coordinated. The typical organizational alignment to achieve this coordination is to have these activities in the same division, under the direction of a Streets Supervisor or Superintendent. This should be considered for DPS as well.

5. THE MOTOR POOL IS OVERSTAFFED WITH MINIMAL RELIANCE ON TECHNOLOGY.

The Motor Pool operation is responsible for inventory maintenance and control, vehicle repair scheduling, and mechanical repair. The division employs five full-time employees including three Mechanics.

Motor Pool expenses are assigned to the internal service/equipment rental fund, and thus impact the level of rental charges. In this situation, inefficiencies and overstaffing negatively affect the financial health of the equipment rental system and the integrity of the concept. Key findings regarding the Motor Pool include the following:

- *The Motor Pool Division is overstaffed.*

The “stores” function of DPS is staffed by two positions: a Motor Pool and Stores Supervisor and a Secretary/Clerical Assistant. As noted, the Department also employs three Mechanics. In reviewing the workload of each position, we have noted the following:

- The clerical position performs much of the work related to stores/inventory, including:
 - Inventory ordering and data base entry
 - Physical inventory
 - Records management
 - Department invoicing.

The incumbent also completes payroll for the Department and appears to be busy and productive.

- The Motor Pool and Stores Supervisor, in contrast, appears to have a very limited workload, including:
 - Repair write-ups and the maintenance of manual files for each vehicle
 - Parts chasing
 - Some assistance given to the Director in new vehicle specification
 - Production of some reports related to fuel and inventory use
 - Delivery of Council packets (presumably a duty intended to boost workload).

Summarily, the position appears to have a significant amount of work capacity.

- The Mechanics’ workload cannot be documented due to the lack of workload data (an issue discussed in following finding). However, it can be inferred that workload capacity exists, due to several factors, including:

- A reduced workload due to outsourced repair work by some departments
- The assignment of one Mechanic outside of the Motor Pool for an extended summer construction project – apparently with no impact on repair backlog
- The general comments of DPS administration that the mechanics, while very skilled, “could be busier.”

In the current situation, it appears that a minimum of two positions could be eliminated – if the remaining operation was properly structured and supported by technology. This issue is discussed in the following findings.

- *The equipment repair function is not automated and should be upgraded.*

At present, all records related to equipment repair and repair scheduling are manually maintained. In this situation, very limited data is available regarding the operation of the Motor Pool. Moreover, the opportunity to gather truly useful management information is lost. Automated programs are now available at nominal cost (i.e. \$2,000-\$5,000) that will capture and generate a wealth of management information, such as feedback regarding:

- Service records and maintenance “flagging”
- Repair times and mechanic productivity
- The cost of operation for particular vehicles or classes of vehicles
- Vehicles that are prime targets for replacement
- Stock inventory and parts use frequency
- Bases for rental rates that are much more accurate than State schedules.

DPS should proceed to upgrade this management information and approach to create a more “business oriented” Motor Pool operation. Done in conjunction with employee “right-sizing,” the DPS could create a more efficient operation that would better meet the needs of user departments.

- *Two positions should be eliminated and the duties of a third position modified.*

Both administrative positions in the Motor Pool are eligible for retirement. Following this event, the City should consider eliminating both positions and reorganize as follows:

- One Mechanic should be designated as Lead Mechanic with responsibility for repair scheduling, records management, and all of the inventory-related duties now borne by the two administrative personnel – as well as continuing mechanical work.
- A vehicle maintenance software program should be installed to facilitate the above tasks. The software should also be used to gather workload data regarding the Mechanics’ output. Concurrent with installation, the Director should specify particular fields to be used and reports generated – thus upgrading data collection and management reporting.
- The two remaining Mechanics should focus on mechanical work, but also be assigned to the DPS crew duties in slow periods.
- Non-inventory duties currently performed by the Secretary/Clerical Assistant, including payroll and invoice generation, should be assumed by the Receptionist/Clerk Typist, another position with work capacity. Unrelated to Motor Pool, but pertinent, a service request/work order software program should also be acquired and administered through the Receptionist/Clerk.

6. *PARKS MAINTENANCE SHOULD BE ABSORBED BY DPS AND STAFFED APPROPRIATELY.*

The Parks Maintenance operation was discussed in the Recreation Department subsection of this report. As previously recommended, Parks Maintenance should be a division of DPS – thus providing an opportunity to cross-utilize personnel more effectively. Additionally:

- *Parks Maintenance staffing should remain at one with the current Maintenance Worker II/Parks being the sole full-time worker and reporting to a supervisor of the Director’s choice. Additional resources should then be assigned by the DPS Director as follows:*
 - One current DPS worker assigned to Parks for the period of heavy workload (possibly April-November), then returning to the DPS work pool for the winter months
 - As needed, support provided during the busy period by seasonals or other DPS staff
 - As needed, support provided during the non-busy season as determined by the supervisor
- *The remaining, currently vacant Parks Maintenance classifications should be eliminated.*

RECOMMENDATIONS FOR THE DEPARTMENT OF PUBLIC SERVICES

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. THE SUPERVISORY STRUCTURE SHOULD BE REORGANIZED.

- The Streets Supervisor should be designated as the senior supervisor
- The remaining supervisors (Forestry and Signs and Signals) should be working supervisors
- The Signs and Signals Division should be integrated into the Streets Division.

2. AUTOMATED SYSTEMS SHOULD BE UPGRADED.

- The following applications should be priority items:
 - Vehicle maintenance software
 - A service request/work order application, ideally integrated into a more comprehensive city-wide system
 - Tree inventory data base software, ideally integrated into the City's GIS system.

3. THE MAJORITY OF GRASS CUTTING SHOULD BE OUTSOURCED.

- Current crew reassigned to true Public Works activities and infrastructure backlogs
- DPS staff reduced through attrition and evaluated over time.

4. THE FORESTRY OPERATION SHOULD BE REDUCED BY ONE POSITION.

- Work crew reduced from three to two with one position eliminated
- City Forester to assume working supervisor status
- Tree inventory to be completed and captured in a data base.

5. THE SIGNS OPERATION SHOULD BE REDUCED BY ONE POSITION AND STEPS SHOULD BE TAKEN TO REDUCE OVERTIME WITHIN THE DIVISION.

- One position eliminated within the Sign Shop
- Parking lot striping should be outsourced
- Steps should be taken to reduce overtime associated with special events.

6. THE MOTOR POOL SHOULD BE REORGANIZED WITH TWO POSITIONS ELIMINATED.

- The two administrative positions should be eliminated
- One Mechanic should be promoted to a Lead Mechanic position and assume duties related to inventory and work scheduling while maintaining some mechanical workload
- The other two Mechanics should primarily focus on equipment repair with possible DPS work crew assignment in slow periods
- A vehicle maintenance software program should be purchased and utilized as outlined.
- The equipment rental system should be expanded as cost efficiencies improve system viability
- The Receptionist/Clerk should assume duties related to:
 - Payroll – ideally with improved systems for transferring data to payroll
 - Invoice preparation
 - Administrative management and use of a new automated service request/work order software program – possibly on a city-wide basis.

7. THE TWO VACANT PARKS MAINTENANCE POSITIONS SHOULD BE ELIMINATED. PARKS MAINTENANCE SHOULD BE RETURNED TO DPS.

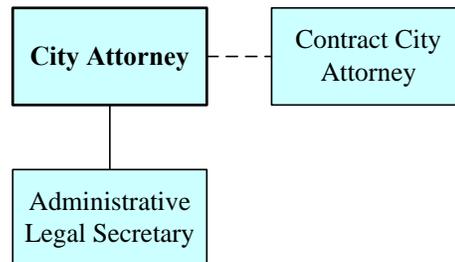
- One current Parks Maintenance incumbent should be retained
- A DPS employee should be assigned to Parks Maintenance on an eight-month basis
- Other needs should be determined by the applicable DPS supervisor.

L. City Attorney's Office

L. City Attorney's Office

The organization of the City Attorney's Office is illustrated in the following Exhibit 33.

Exhibit 33
City Attorney's Office Organization



As seen in the exhibit, the City Attorney's Office has two positions: the City Attorney and a Legal Secretary. Additionally, the City is represented by a contracted law firm working in collaboration with the City Attorney. Key findings related to this arrangement include the following:

1. UNLIKE MONROE, MOST CITIES INCLUDED IN OUR BENCHMARK SAMPLE OUTSOURCE THE CITY ATTORNEY FUNCTION.

Exhibit 34 contains a comparison of the City Attorney function in Monroe and the twelve communities utilized as benchmarks in our evaluation. As seen in the exhibit, only three of the twelve cities have in-house legal staff.

Essentially, the outsource option is often preferred as a means of avoiding the fixed costs associated with in-house attorneys and support staff. With a contracted attorney, a municipality may be better positioned to match legal costs with the amount of input needed. Conversely, there is much more continuity with an in-house city attorney, as contracted attorneys, like other professional service providers, are subject to periodic turnover.

**Exhibit 34
Comparison of Legal Services**

City	Is there an in-house City attorney?	If yes, how many?	If yes, primary areas of responsibility as reported:	Is there also a contracted City attorney?	If yes, primary areas of responsibility:
Monroe	Yes	1	Prosecute civil and misdemeanor criminal cases, draft ordinances, FOIA	Yes	General counsel and specialty areas, such as labor or bond counsel
Adrian	Yes	1	Prosecutions; inspection & zoning enforcement; attend commission meetings; provide counsel for all departments	Yes	Specialty areas such as labor or bond counsel
Bay City	No	-	-	-	-
Holland	No	-	-	Yes	-
Jackson	Yes	3	Criminal & misdemeanor cases; civil infractions; contract review and ordinance drafting	No	-
Mt. Clemens	No	-	-	Yes	-
Norton Shores	No	-	-	Yes	-
Port Huron	Yes	1	Not reported	Yes	Specialty areas such as labor or bond counsel
Traverse City	No	-	-	Yes	-
Trenton	No	-	-	Yes	-
Wayne	No	-	-	Yes	-
Wyandotte	No	-	-	Yes	-
Ypsilanti	No	-	-	Yes	-

Source: Rehmann Robson survey

2. BOTH THE IN-HOUSE AND CONTRACT ATTORNEYS APPEAR COMPETENT – HOWEVER, WE ARE NOT QUALIFIED TO EVALUATE RELATIVE PERFORMANCE.

During the course of the study we have interviewed both the in-house and contractual City Attorneys. Both appear competent and professional in their approaches. However, we do not feel qualified to comment on their professional performance.

In regard to workload, the in-house City Attorney focuses on the following areas:

- Prosecution of criminal and civil cases under the City of Monroe’s ordinances
- Drafting of most City ordinances

- FOIA administration
- Other legal counsel or enforcement activities.
- Administration of insurance pool claims.

In turn, the contractual City Attorney has the following tasks:

- Attendance at City Council meetings
- Follow-up to City Council and administrative legal questions
- Litigation not covered by the insurance pool/carrier
- Some ordinance development.

The cost of these combined services will be approximately \$227,265 in FY 2007 with approximately 76% of this amount associated with the in-house City Attorney's Office. Our analysis focuses on reducing these costs and achieving a higher level of cost benefit.

3. THE CITY HAS FOUR OPTIONS FOR LEGAL SERVICES PROVISION. ONE OPTION APPEARS PARTICULARLY COST BENEFICIAL.

Based on our evaluation we have concluded that the City has four options for providing legal services. They include the following:

- Retain the status quo – including the continued inputs and costs associated with the current arrangement.
- Outsource the attorney function – A second option would be to outsource the entire legal operation to the contract City Attorney. This may prove to be a viable option if the current workload borne by the in-house City Attorney could be performed by the contract firm for a lesser amount than the current in-house budget of \$173,245.
- Contract with the Prosecuting Attorney – If interest exists, contracting with the County Prosecutor to handle the City's prosecutorial workload could be a further option. The contract City Attorney could then be retained to assume duties pertaining to ordinance development, and possibly the prosecution of some civil cases. This could be a "win-win" relationship for the City and County, as the Prosecutor could use the contract payment and/or penal fine revenue to boost staff and possibly improve economy of scale in his operation. The City would realize the cost savings associated with dissolution of the City Attorney's Office, net of contract costs.

- Reduce the caseload and outsource the remaining legal workload – A fourth option focuses on reducing the prosecutorial workload by prosecuting under State law as opposed to City ordinance. More specifically:
 - Operating Under the Influence (OUI) and Driving While License Suspended (DWLS) represent the largest portion of cases prosecuted by the City Attorney. If these violations were written and prosecuted under State law (rather than City ordinance), they would be the County Prosecutor’s responsibility. The majority of the City Attorney’s workload would be removed.
 - In the above scenario, the City would lose the court revenue associated with the convictions. However, the City could limit this revenue loss by only writing under State law for OUI and DWLS. As seen in the following Exhibit 35, this amount is estimated at \$37,254 for calendar year 2006. In contrast, the revenue associate with traffic tickets is estimated at \$106,592. Moreover, traffic tickets require a very low frequency of court activity.
 - All other categories of prosecution (134 total cases in 2006, excepting those associated with traffic violations) could be outsourced to the contract City Attorney. FOIA administration could be assumed by Police command, and MML insurance liaison by the Finance Director

Exhibit 35
Historical Information Regarding
City Attorney Caseload and Associated Revenues
For Calendar Year 2006

Category	Actual Revenue-- First 6 months ¹	Assumed Annual Revenue	Actual Number of Annual Cases
OUI	13,596 ²	\$27,192	112
DWLS	5,031	10,062	128
Drug Paraphernalia	592	1,184	72
Miscellaneous Ordinance	258 ³	516 ³	28
Noise	472 ³	944 ³	34
Traffic Citations	53,476	106,952	- ⁴
Totals	\$73,425	\$146,850	374

¹ A number of cases in the last six months of 2006 were unresolved. It is felt that the first six months provide a firmer base number. The six month total is then doubled to provide a year-end estimate. This approach is also used for DWLS.

² Thirteen OUI cases were unresolved in the first 6 months of 2006. Each is assumed to result in \$265 in revenue- the highest recorded amount.

³ All cases appeared to be resolved for these categories -- Consequently, the actual year-end total is represented and halved for column 1.

⁴ This number was not provided.

Source: Monroe Police Department; Monroe County Court Records

4. THERE MAY BE SIGNIFICANT COST SAVINGS ASSOCIATED WITH DISSOLVING THE CITY ATTORNEY'S OFFICE AS OUTLINED IN OPTION 4 ABOVE.

Summarily, under option 4, the following would occur:

- The in-house City Attorney's Office would be eliminated
- OUI and DWLS would be written under State law and the Prosecutor would assume responsibility for associated cases
- The contract City Attorney would assume responsibility for the remainder of the caseload, as well as ordinance development
- FOIA would be administered through the Police Department.

Related to the cost impact of this option, we have prepared the following Exhibit 36. It must be cautioned that this is an extremely rudimentary cost comparison. As such, it is intended to provide a starting point for more precise cost estimation. Within this context, we have roughly estimated a potential cost savings of more than \$66,000 per annum through the adoption of the above scenario and the elimination of the City Attorney's Office.

**Exhibit 36
Comparison of Estimated Costs:
In-House City Attorney vs. Outsource and
Write OUI and DWLS under State Law**

Category	Outsource Option	Current Arrangement
Total court revenue ¹	\$146,850	\$146,850
Revenue lost to prosecutor ²	(37,254)	-
Added attorney costs--prosecution ³	(46,230)	-
Added attorney costs--ordinances ⁴	(18,400)	-
Other miscellaneous attorney costs ⁵	(5,750)	-
City Attorney's Office	-	(\$173,245)
Total Expenditures	(107,634)	(\$173,245)
Net revenue	\$39,216	(\$26,395)
Savings from elimination of City Attorney's Office	\$173,245 ⁶	(\$173,245)
Net impact of each option	\$212,461	(\$26,395)

Assumptions:

¹ 2006 total from previous schedule.

² With OUI and DWLS written under State law.

³ Assume 3 hours per case- this is a high estimate due to the nature of the cases- 134 cases total at \$115 per hour.

⁴ Assume 20 ordinances at 8 hours each.

⁵ Assume 50 hours for other input not noted above.

⁶ FOIA responsibility transferred to Police Department and insurance pool to Finance Department.

RECOMMENDATIONS FOR THE CITY ATTORNEY'S OFFICE

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. THE CITY SHOULD EVALUATE POTENTIAL COST SAVINGS ASSOCIATED WITH THE ELIMINATION OF THE CITY ATTORNEY'S OFFICE.

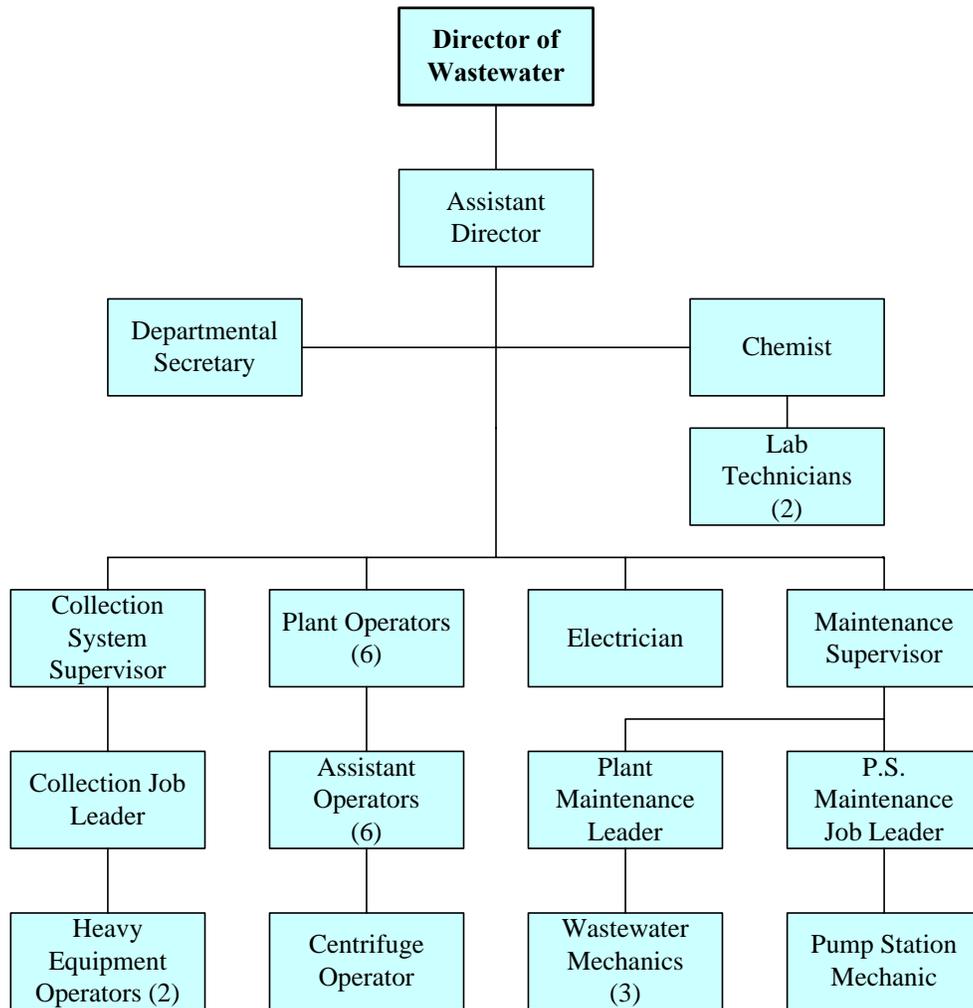
- Using our analysis as a starting point
- Reviewing the proposed model with the contract Attorney to obtain a more definitive cost of services
- Incorporating input from the City Attorney into the decision-making process.

M. Wastewater Department

M. Wastewater Department

The organization of the Wastewater Department is illustrated in the following Exhibit 37.

Exhibit 37
Wastewater Department Organization



As seen in the exhibit, Departmental staffing is comprised of 31 positions functioning through five operating divisions including collection, operation, maintenance, lab, and administration. In regard to workload, the service area includes the City of Monroe, Monroe Charter Township, and Frenchtown Charter Township. Key findings related to the Wastewater Department include the following:

1. MONROE’S WASTEWATER OPERATION IS COMPARATIVELY EXPENSIVE AND HEAVILY STAFFED. MUCH OF THIS CAN BE ATTRIBUTED TO VOLUME AND AN OVERSIZED FACILITY.

The following Exhibit 38 contains a comparison of FY 2007 operating costs for Monroe’s Wastewater Department and nine of the twelve benchmark communities utilized for this study (note: the three remaining communities do not have a wastewater facility).

As seen in the exhibit, Monroe’s operating costs are significantly higher than the average of the other communities, exceeding the midpoint by 72%. However, daily flow is also much higher, indicating a larger operation and greater capital investment.

**Exhibit 38
Comparison of FY 2007 Operating Costs**

City	Average Daily Flow	Do you provide service to other entities?	FY 2007 Budget
Monroe	13.0	Yes	\$6,370,118
Adrian	3.5	Yes	\$2,763,000
Bay City	6.5	Yes	\$7,058,458
Holland	9.0	Yes	\$3,838,990
Jackson	13.0	Yes	\$3,500,000
Mt. Clemens	4.7	No	\$822,778
Norton Shores	2.0	No	\$1,228,467
Port Huron	11.3	No	\$5,384,170
Traverse City	4.3	Yes	\$4,943,000
Trenton	4.0	No	\$3,756,694
AVERAGE	6.5	-	\$3,699,506

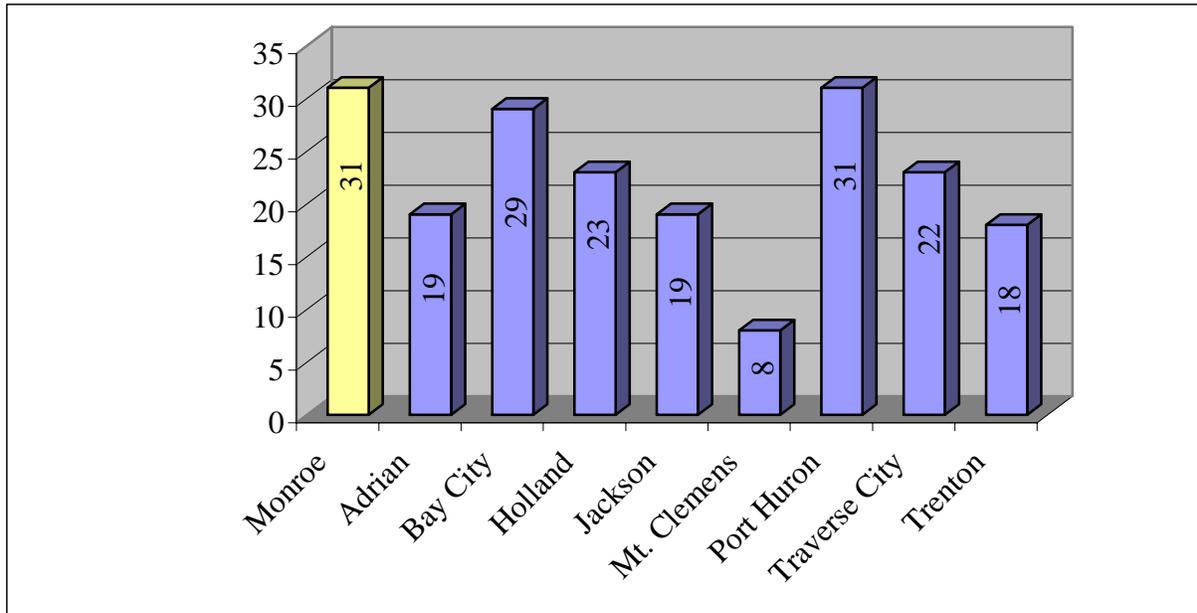
Source: Rehmann Robson survey

Additionally, some of the discrepancy can be attributed to the unique (and potentially expensive) features of Monroe’s system. Related, Monroe’s wastewater plant was designed for a larger industrial base and higher capacity usage. With the loss of industry (particularly paper) the plant operates at lesser capacity with unresolved fixed costs associated with the plant’s design. A series of upcoming capital upgrades will serve to rectify some of this problem.

Other cities in our sample group report that they have also experienced the issue of overcapacity and have downsized the plant infrastructure and work force to achieve a higher level of efficiency. This is also a course that Monroe should follow, particularly as plant improvements are realized. Related, as seen in the following Exhibit 39, Monroe’s Wastewater Department staffing level is ten positions above the average – a significant level of staffing equaled only by Port Huron. It should also be noted that six of the Port Huron

positions are reported as Instrument Technicians – with duties most likely associated with the use of telemetry, a technology with only limited application in Monroe.

**Exhibit 39
Comparison of Wastewater Staffing**



Average of Comparables = 21

This issue is revisited in the following findings and conclusions.

2. THE DEPARTMENT IS NOT AUTOMATED IN MANY IMPORTANT AREAS. MOREOVER, THERE DOES NOT APPEAR TO BE A SENSE OF URGENCY REGARDING UPGRADE.

In conducting the study we were able to obtain only limited summary information regarding work output, preventive maintenance schedules, and worker or crew assignments. Moreover, manual methods of data collection and records management are apparent throughout the operation. More specifically:

- The daily operations sheets filled out by the Operators have not been automated. Entries and calculations are performed by hand.
- There is no automated preventive maintenance program for plant maintenance.

- Until the hire of the new Chemist, lab results and State reports were all prepared and calculated manually. The Chemist has since devised some relatively straightforward automated spreadsheets to upgrade these practices.
- There are literally no records kept regarding daily worker or work crew output other than gross statistics, some of which appear to be estimates.
- There is no telemetry or SCADA system for monitoring plant operations or the pump stations. The result is a need for higher staffing levels.

Summarily, the Wastewater Department’s management information systems and related technology appear to have evolved only minimally from past decades. In our conversations, the Director noted several initiatives that are underway, but only vaguely. In contrast, the Director appears generally enthusiastic about the upcoming plant rehabilitation project. While this is appropriate, the upgrade of management information and practices should have a similar sense of urgency.

3. TECHNOLOGICAL UPGRADES COULD REDUCE STAFFING NEEDS SIGNIFICANTLY.

Exhibit 40 compares staffing assignments for wastewater personnel using the functional categories found in Monroe.

**Exhibit 40
Comparison of Staffing Assignments**

How many WWTP workers are there in the following areas?								
City	General management	Lab	Plant operations	Plant and pump station maintenance	Collection system maintenance	Electricians	Other	Total
Monroe	2	3	13	7	4	1	1	31
Adrian	3	2	6	4	4	0	0	19
Bay City	2	5	3	3	13	0	3	29
Holland	4*	2	8	5	2	1	1	23
Jackson	2	2	6	6	**	0	3	19
Mt. Clemens	1	1	3	1	1	0	1	8
Norton Shores	Not reported							-
Port Huron	2	3	11	2	6	1	6	31
Traverse City	1	1	5	3	11	0	1	22
Trenton	3	1	12		1	1	0	18

* 2 professional staff engineers not included

**Handled by Public Works

Source: Rehmann Robson survey

In reviewing the Exhibit 40 data and discussing staffing with a number of the directors in the benchmark communities, we have concluded the following:

- Monroe appears to be overstaffed in plant operations. Management attributes current assignment levels to the need to have two people on at all times to hear the alarms in the primary and secondary areas of the plant – should problems arise. Follow up calls to some of the benchmark plants indicate more extensive use of telemetry and/or more centralized alarm systems and as means of avoiding this type of operational inefficiency.
- Many of the other plants also use employees more flexibly – relying on fewer exclusive classifications and specialty positions.

Summarily, the Wastewater Department would benefit greatly from telemetry and the consolidation of meters and gauges. With all gauges and readouts located in one central area, one person could conceivably monitor all of the activity. Additional personnel could be called during storms and wet weather flow – with one employee on duty the majority of the time. Secondly, the Wastewater Department currently has a two-man crew that has the exclusive duty of checking and maintaining approximately forty lift stations. Proper telemetry, possibly a Supervisory Control and Data Acquisition System (SCADA), could also reduce the need for staffing in this area by limiting the number of trips necessary to the lift stations. In this situation, pertinent data could be transmitted back to the plant indicating pump status, thereby reducing the need for physical contact.

The Wastewater Department is at the beginning of a multi-year capital improvement process. Concurrently, serious consideration should be given to the upgrade of telemetry, and corresponding reductions in work assignments and personnel.

4. THE LABORATORY OPERATION APPEARS OVERSTAFFED.

At present, the laboratory operation is staffed with three employees: a Chemist and two Laboratory Technicians. As previously discussed, the Chemist is relatively new to the position, having been in the position for approximately one year. Prior to his hire, the Director had the dual role of Director/Chemist.

Since his hiring, the Chemist has upgraded lab procedures. Spreadsheets have been created for functions and reports, and standard operating procedures have been developed. In this regard, a highly competent, productive individual has been added to staff. With this individual in place, it appears that two lab employees are more than adequate for the workload.

By way of explanation, lab employees are currently scheduled to provide seven-day coverage as follows:

- Chemist: Monday-Friday
- Technician #1: Monday-Friday

- Technician #2: Saturday-Wednesday

As seen above, this results in triple coverage on each Thursday and Friday and double coverage all other week days. In fact, it is likely that single coverage would be adequate for most days. Additional assistance could also be obtained from other staff trained in laboratory procedures, as warranted by workload.

For these reasons, it is our conclusion that the following schedule would be satisfactory:

- Chemist #1: Monday-Friday
- Technician #1: Wednesday-Sunday (or as determined by the Director)
- Relief coverage through overtime or, to the extent possible, covered by qualified individuals within the plant operation.

With this schedule, one Laboratory Technician position could be eliminated.

5. OUTSOURCING OF GENERATOR MAINTENANCE COULD ALSO REDUCE STAFFING NEEDS.

The Wastewater Department currently has a four-man crew assigned to plant maintenance. As part of their duties, these employees maintain the generators; performing preventive maintenance, load bank testing and exercise. This is an area in which the potential cost benefits of outsourcing should be examined. By way of explanation, routine maintenance contracts can be purchased to have a specialist perform these tasks. While this may appear to be an added expense, it could also result in the elimination of a position if the division's workload was properly quantified.

6. THE COLLECTION SYSTEM EMPLOYEES ARE PERFORMING AFTER-HOURS WORK. THIS PRACTICE SHOULD BE SCRUTINIZED.

The Collection Division is primarily involved in the identification and repair of collection system problems related to blockage, infiltration, and other damage. The crew routinely uses a closed circuit television to inspect sewer lines and a high-powered vactor truck to clean the sewer system. In addition to the public sewer system, the Department also provides homeowners, on request, one free TV inspection per year – any additional visits are charged to the homeowner at a rate of \$165 per visit.

In addition, it appears that the collection crew is also doing after-hours overtime work on a fee basis for the private sector, using the Department's TV and vactor. The fee for service is approximately \$500 and is presumably based on the "forced labor" charge of three men and an arbitrarily determined rate of \$75 per hour for the vactor or the TV equipment. The men

receive overtime pay for their work – the amount of net income received by the City is unclear.

The arrangement has several potential problems that should be investigated, including:

- The private sector application of public sector resources and related ramifications
- The actual gain or loss to the City. As an example, the Supervisor reports that he arbitrarily established the equipment rental rate of \$75 per hour, a decision better made by others with more management authority and access to information.

7. WASTEWATER EMPLOYEES ARE NOT REQUIRED TO OBTAIN CERTIFICATION.

Wastewater certifications obtained through the State of Michigan recognize four distinct levels of knowledge. In the case of Monroe, an “A” license (the highest designation) must be held by at least one individual to operate the plant. At the other end, a “D” license provides a rudimentary foundation of all processes pertaining to wastewater treatment.

Many cities provide a monetary incentive for employees to acquire licenses, while others go one step further and require a minimum “D” license for hire, or within one or two years of hire. Monroe provides monetary incentive but does not require employees to be certified.

We were not provided with a list of employees and related licensures, but were apprised that many employees do not have a “D” license, despite the monetary incentive. By all accounts, this is not a difficult curriculum to master, and would increase the technical knowledge and capability of any employee. For this reason, Monroe may wish to consider a licensure requirement for all new Wastewater Department hires.

8. THE WASTEWATER DEPARTMENT SHOULD BE MERGED WITH THE WATER DEPARTMENT, WITH THE DIRECTOR OF WATER AND UTILITIES ASSUMING RESPONSIBILITY FOR BOTH DEPARTMENTS.

The current Director of Wastewater is eligible for retirement. Whether this event transpires in the near future or not, the current Director of Water and Utilities should assume overall responsibility for Wastewater, as well as Water operations. This would be a logical action for several reasons, including:

- The Director of Water and Utilities and the Engineering Director will be performing contract oversight for the multi-year wastewater plant rehabilitation.
- The Director of Water and Utilities has instituted significant information technology upgrades for the City – a leadership attribute greatly needed in the Wastewater Department.

- The Director of Water and Utilities has exhibited the managerial capabilities that are necessary to operate effectively as a member of a more streamlined management team reporting to the City Manager.
- The Director is also currently investigating potential options for maintenance management software for the Water Department; an application that would address most of the Wastewater Department's current informational deficiencies. The resulting software purchases could be implemented in, and benefit both departments.

RECOMMENDATIONS FOR THE WASTEWATER DEPARTMENT

Based on the preceding findings and conclusions, our recommendations for improvement are as follows:

1. THE DIRECTOR OF WATER AND UTILITIES SHOULD ASSUME RESPONSIBILITY FOR ADMINISTRATION OF BOTH THE WATER AND WASTEWATER DEPARTMENTS.

- Operating with deputies in each Department, or, in the case of Wastewater, the Director, in a subordinate position until retirement
- The Director should begin a process of automated and operational upgrade.

2. RECORDS MANAGEMENT SYSTEMS SHOULD BE UPGRADED.

- A SCADA upgrade should be considered as part of the plant rehabilitation project
- An automated maintenance management system should be purchased and implemented for use in Water and Wastewater.

3. STAFFING LEVELS SHOULD BE EVALUATED FOLLOWING AUTOMATED UPGRADE WITH REDUCTIONS AS WARRANTED.

- Staffing should be evaluated following SCADA and management software implementation.
- Staffing levels for the plant operation should be particularly scrutinized when improvements to the alarm system are completed.

4. ONE LABORATORY TECHNICIAN POSITION SHOULD BE ELIMINATED.

- Seven day operation should be maintained by the two remaining positions
- Other qualified employees should provide relief and extra coverage.

5. THE COST-BENEFIT OF OUTSOURCING GENERATOR MAINTENANCE SHOULD BE INVESTIGATED.

- Bids should be obtained

- The amount of in-house duty time should be established
- A comparison should be developed and acted upon.

6. COLLECTION DIVISION AFTER-HOURS WORK SHOULD BE SCRUTINIZED.

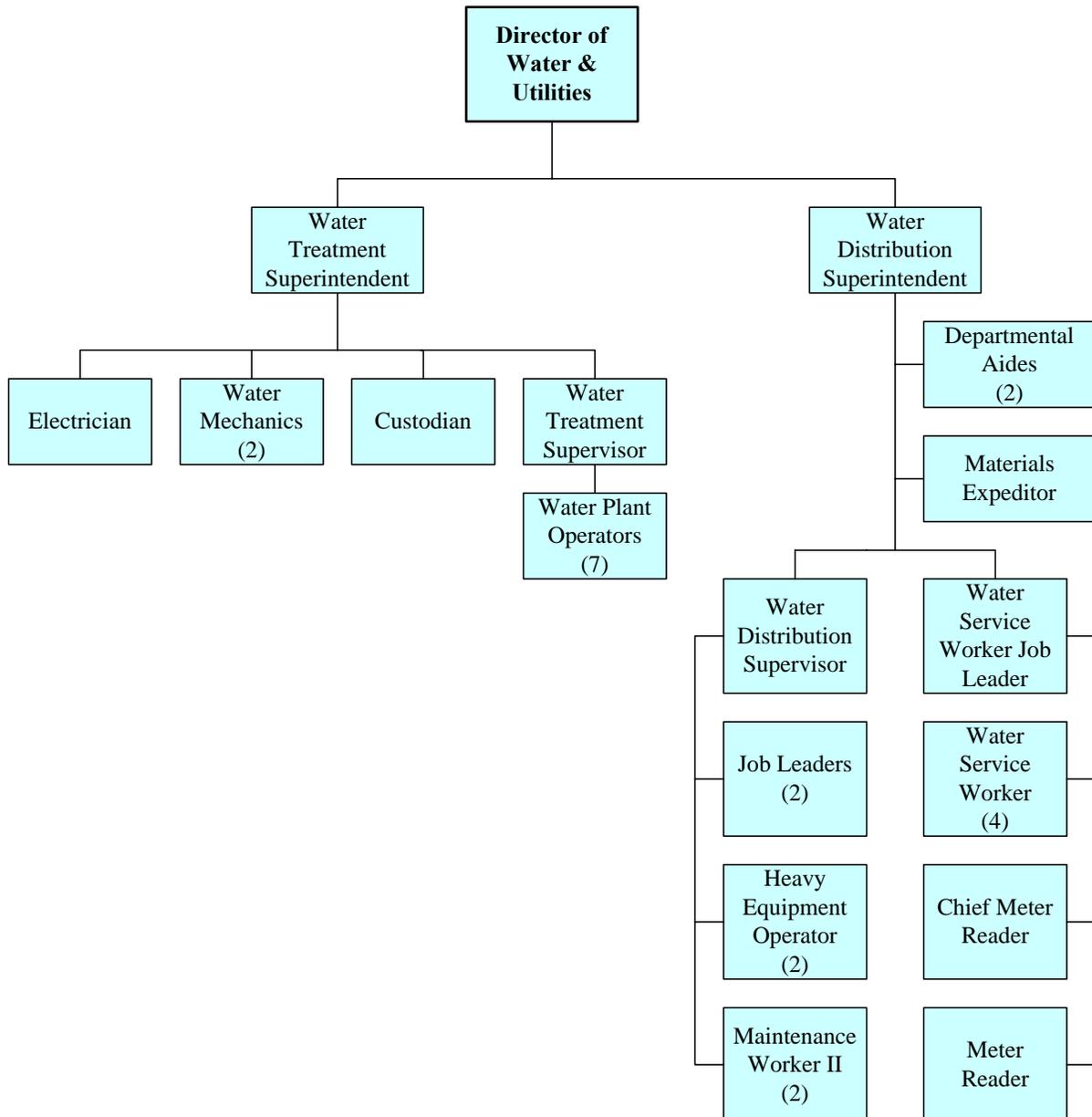
- The Director should provide the City Manager with a complete cost analysis and rationale for continuation of the activity.
- Insurance pool representatives should also be consulted regarding legal ramifications.

N. Water Department

N. Water Department

The organization of the Water Department is illustrated in the following Exhibit 41.

Exhibit 41
Water Department Organization



As seen in the exhibit, the Water Department is divided between two major operating divisions. These include:

- ***Water Treatment***: including the water plant and related infrastructure
- ***Water Distribution***: including maintenance of the distribution system and customer-related services.

Each is administered by a Superintendent, reporting to the Director of Water and Utilities. Key findings related to the water operation include the following:

1. THE WATER DEPARTMENT APPEARS WELL MANAGED AND GENERALLY PROGRESSIVE.

In 2005, we completed a comprehensive evaluation of water distribution operations for the City of Monroe. The resulting final report contained a number of recommendations related to staffing, organizational alignment, operating procedures, and information technology. At this point in time most have been implemented, including the following:

- Successful conversion to a new utility billing software program and related employee training
- Reallocation of duties between the two clerical employees
- Elimination of a Meter Reader position and redefinition of the Chief Meter Reader's duties
- Creation of a more responsive administration and supervisory structure
- Institution of a number of procedural upgrades for rationalizing workload, customer service calls, and billing and collection practices.

In initiating these and other changes, the Director has employed a consistent and progressive management approach. As discussed in the previous subsection, the Wastewater Department would also benefit from this type of leadership. For this reason, we have concluded that a combined Utilities Department, under the administration of the current Director of Water and Utilities, would be beneficial. In addition to a more progressive management approach, a combined department could more readily address issues common to both utilities. Some examples are discussed in the following findings.

2. THE WORKLOAD OF THE DISTRIBUTION DIVISION IS DIMINISHING, AND SOME CHANGES IN STAFFING MAY BE WARRANTED. HOWEVER, THIS IS DIFFICULT TO QUANTIFY.

At the time of the initial study, the workload of the Water Distribution Division was at a high level. New development was brisk, meter changeover was at a key juncture and overtime was frequent for both the maintenance and water service crews. However, workload has now diminished considerably. More specifically:

- The division totaled 171 new service hookups in FY 2006. In prior years, this number fluctuated between 300 and 350
- Related, the new service backlog has decreased from approximately 65 to 6 (a week's work for the maintenance crew)
- The meter changeover/upgrade process is now more than half completed, with approximately 6,400 changeovers remaining from an initial inventory of 15,000. Moreover, the process has been modified to reduce the number of service trips and meter reads.

With the workload diminishing, the Director has placed greater emphasis on preventive maintenance and system upkeep. Long neglected tasks, such as valve exercising and repair are now being performed and documented. However, as the Department begins to routinize these processes, less time and crew input will be needed. Ideally, in this situation, the Department would use workload statistics to rationally downsize the workforce. Unfortunately, the necessary management information is not available to support this process.

Ideally, statistical information of this type would be collected in a database program designed for this purpose. Referred to as Maintenance Management Software, a program will ideally allow management to link workload with resources. Specific applications (and related reports) could include:

- Project management – cost and progress data on ongoing projects
- Vehicle and equipment maintenance – all preventive maintenance and vehicle cost data, including replacement schedules
- Inventory control – stock, usage, and allocation
- Job costing – integration of data related to worker input, materials and equipment to provide unit costs and determine resource needs.

The Director is aware of this shortcoming and is actively researching available applications. Ideally, the Director, and City, would consider a program that could also be used for Wastewater Department operations – and possibly Public Services.

However, even if a program was immediately procured, it could not be immediately used to determine ongoing resource and staffing needs. First, it would be necessary to develop historic benchmarks and trends – working from established data collection processes.

Lacking this type of documentation, more immediate decisions regarding staffing should be made as follows:

- The ideal staffing level for water distribution operations should be determined through attrition. Related, at present, one Water Service Worker will soon be retiring. The incumbent should not be replaced; and the impact should be assessed. This process should be repeated to the extent that existing workload remains manageable.
- Employees should also be used more flexibly to cover staffing needs in one or the other operations (i.e. distribution system maintenance and repair and meter service). At present, there is minimal interaction.
- Specialty positions should be carefully scrutinized to assure a full workload. As an example, the Materials Expeditor position was cited in the earlier study as a position with work capacity. While some additional duties have been assigned (related to dispatching and data tracking), the position still appears to be underutilized, and poorly integrated into the flow of operations.

In the ideal situation, this position would function as an assistant supervisor, supporting the Water Distribution Supervisor. Duties would be extended to include a full range of administrative tasks pertaining to work crew scheduling for preventive maintenance, data management and upkeep of computer and physical records, administration of vehicle and equipment repair, and supervisory back-up. In this scenario, the position would also be relocated to the main water facility as opposed to the current remote location – a more ideal setting for purposes of operational coordination.

Summarily, the continuing refinement of Water Department operations would be complemented by the introduction of a Maintenance Management Software program. However, in the interim, decisions must still be made regarding staffing levels. A gradual attrition program and better utilization of remaining resources would appear to a logical course of action.

3. CLERICAL OVERTIME IS EXCESSIVE AND SHOULD BE REDUCED.

In our initial study of the Water Department, we concluded that clerical overtime was excessive. At that time, problems related to the billing software were cited as the primary reason.

Since the initial study, the Water Department has implemented a new BS&A software program and, on our suggestion, eliminated some redundancies and inefficient steps in the

billing process. Despite these changes, overtime remains high. Based on partial year totals supplied to us, we estimate that overtime pay for the two Department Aides will total a combined \$19,000 by fiscal year end – an excessive amount.

To rectify this situation, the Department should take several steps, including:

- Closely monitor work output to determine if overtime is legitimately required
- As previously discussed, utilize the Engineering Department’s Department Aide to assist on a regular basis
- If overtime persists, consider a part-time hire for peak periods.

4. WATER PLANT STAFFING APPEARS HIGH. AT MINIMUM, A CUSTODIAL POSITION COULD BE ELIMINATED.

Exhibit 42 contains a comparison of water plant staffing in Monroe and the benchmark communities that have a water plant. As seen in the exhibit, Monroe’s staffing exceeds the average by approximately 2.2 employees or 20%.

**Exhibit 42
Comparison of Staffing Assignments**

City	Surface water or wells?	Daily water demand (mg)	How many water plant workers in the following classifications?						Total
			General management	Operators	Repair men	Electricians	Custodians	Other	
Monroe	Surface	8.0	2	7	2	1	1	0	13
Adrian	Surface	3.5	2	6	1	0	0	0	9
Bay City	Surface	19.0	2	8	5	1	0	0	16
Holland	Surface	13.4	4	5	3	1	0	6	19
Jackson	Wells	7.5	7	1	3	0	1	0	12
Mt. Clemens	Surface	2.6	1	2	1	0	0	0	4
Port Huron	Surface	7.3	1	5	1	1	1	2	11
Traverse City	Surface	8.5	1	5	0	0	0	0	6
Wyandotte	Surface	6.5	1	5	1	0	0	0	7
AVERAGE		8.5							10.8

Source: Rehmann Robson survey

The water plant has historically relied on custodians to do clean-up, window washing, grass cutting, and other maintenance tasks. The plant currently has one Custodian on “light duty.” During the Custodian’s absence, and subsequent light duty, the Operators have assumed responsibility for custodial workload.

As seen in Exhibit 42, six of the eight benchmark communities do not have custodians – these duties are performed by the Water Operators or other staff. Additionally, this is the norm for other public works operations within the City of Monroe, including Wastewater,

Public Services, and the Water Distribution Division. Summarily, this workload appears manageable without a Custodian and should be assumed by the on-duty Operators or relief staff. In this situation, the Custodian position would be eliminated.

5. *THE WATER PLANT SHOULD CONSIDER A MORE EFFICIENT WORK SCHEDULE AND POSSIBLY A REDUCTION OF ONE OPERATOR POSITION THROUGH ATTRITION.*

The Monroe water plant is the oldest, continuously running facility in the State of Michigan. As such, the facility and operating systems require significant amounts of maintenance and upkeep. To accomplish this, water plant staffing is kept at fairly substantially numbers (as seen in Exhibit 42), with an Electrician, Mechanics, and a greater level of Operators than is needed for single-person, 24-hour coverage.

In regard to the latter, the water plant has seven Operators, three of whom are assigned to utility worker status at any point in time. The seven Operators rotate assignments and shifts, with utility worker assignees covering off-time or performing repair and maintenance tasks.

The work schedule system for these employees is cumbersome and aged – reportedly utilized for more than 50 years. Moreover, employees must constantly rotate shifts – a personal inconvenience that may have attributed to some worker transfers.

In evaluating the current system, we have come to two primary conclusions:

- First, the scheduling system could be made more “employee friendly”
- Secondly, the presence of such a high level of Operator relief staffing may be excessive in relation to need. Unfortunately, with current reporting methods this cannot be substantiated one way or the other.

To address these issues, we have created several new work schedules, contained in Appendix C. Key features include the following:

- More clearly defined shift scheduling systems providing employees with more uniformity in work hours
- A reduction of one Operator achieved in conjunction with the continuation of multi-employee coverage (i.e. an Operator and relief person assigned together on all days and shifts).

As with water distribution, the ideal staffing level should be determined through attrition. Related, we would suggest that the next staff vacancy not be filled. Concurrently, a schedule contained in Appendix C could be implemented. The impact of these actions can then be evaluated.

6. THE WATER PLANT WOULD BENEFIT FROM IMPROVED AUTOMATION.

The Water Operators' workload is heavily comprised of tasks related to sampling and chemical adjustments. As in the Wastewater Department, water plant staff are still largely dependent on manual forms and calculations. In this regard, the operation appears dated and cost-effectiveness is lower than would be achieved in a more automated setting.

From an administrative perspective, both the Superintendent and the Supervisor appear to be technically strong. Related, automated and procedural upgrade of the operating systems should be an ongoing, priority responsibility of these two positions.

As mentioned, the Director of Water and Utilities has achieved a number of successes in automating and upgrading the work processes of the Water Department. The water plant should be the next focus of attention.

RECOMMENDATIONS FOR THE WATER DEPARTMENT

1. A BROAD-BASED MAINTENANCE MANAGEMENT SOFTWARE PROGRAM SHOULD BE PURCHASED AND INSTALLED.

- The program should be implemented for both the Water and Wastewater Departments, and possibly Public Services.

The Director should have responsibility for selection and implementation of the software in both Departments under his administration: Water and Wastewater.

2. THE MATERIALS EXPEDITOR POSITION SHOULD BE REDEFINED UPON THE RETIREMENT OF THE INCUMBENT AND AN ASSISTANT SUPERVISOR POSITION CREATED.

- The position should continue duties pertaining to inventory control and delivery
- Additional duties should be considered related to:
 - Vehicle maintenance and repair administration
 - Coordination of preventative maintenance activities
 - Maintenance management software reporting, input/output and upkeep of maps and other physical records
 - Back-up supervision to the Water Distribution Supervisor
- The position should be physically located in the meter shop.

3. AN ATTRITION PROGRAM SHOULD BE UNDERTAKEN FOR THE WATER DISTRIBUTION DIVISION.

- To establish the appropriate staffing levels
- As part of this process, meter and water crew workers should be used interchangeably in response to workload.

4. CLERICAL OVERTIME SHOULD BE REDUCED.

- Workload input and output should be consistently monitored and evaluated

- The Department Aide for Engineering should be used to assist in clerical tasks
- Part-time help should be retained to assist in peak periods, if deemed necessary.

5. THE WATER PLANT CUSTODIAN POSITION SHOULD BE ELIMINATED.

- Workload to be performed by Water Operators
- This would be consistent with the assignment of custodial duties in other public works operations within the City.

6. AN ATTRITION PROGRAM SHOULD BE UNDERTAKEN FOR THE WATER PLANT.

- Lacking work output data, this is the only way to establish the appropriate level of staffing
- The next Water Operator vacancy should not be filled. Concurrently, a new work schedule should be implemented as presented in Appendix C.

7. WATER PLANT OPERATIONS SHOULD BE FURTHER AUTOMATED.

- Data collection, calculation and report preparation should be automated
- Maintenance Management Software should be implemented for this operation as well as water distribution
- Both supervisory positions appear to have adequate time to initiate needed upgrades and should be actively involved in this process.

* * * * *

In the following Section III we present an overview of the major conclusions and recommendations.

SECTION III

OVERVIEW OF CONCLUSIONS AND RECOMMENDATIONS

SECTION III

OVERVIEW OF CONCLUSIONS AND RECOMMENDATIONS

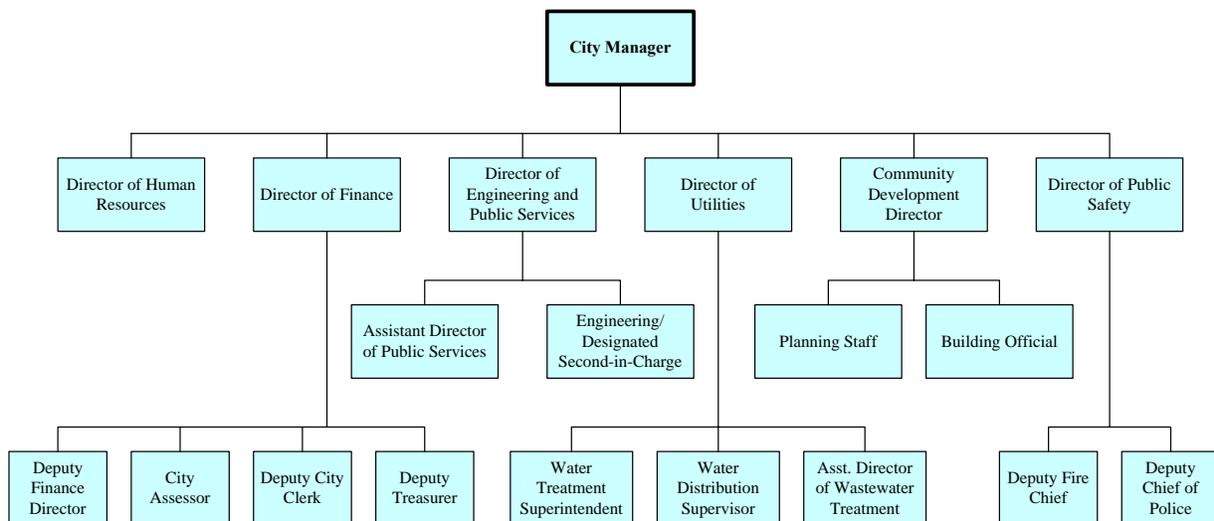
In this section of the report, we provide an overview of the conclusions and recommendations contained in Section II. This includes a discussion of overall issues and trends as well as the organizational and financial impact of implementing the various recommendations. More specifically:

1. TAKEN IN TOTAL, THE RECOMMENDATIONS CONTEMPLATE A MUCH LEANER AND MORE STREAMLINED ORGANIZATION.

The recommendations contained in Section II envision staff reductions of at least 29 positions, and possibly more as a result of programs of attrition recommended for several departments. With 4.5 full-time equivalent (FTE) positions recommended as additions, the City could anticipate a loss of roughly 25 positions resulting from the study. Essentially, what is recommended for the City of Monroe is a much leaner municipal organization.

We have also made recommendations intended to create a more streamlined and responsive management team. As seen in the following Exhibit 43, our recommendations in this area, taken in total, contemplate a deeper organizational structure with only six department heads reporting to the City Manager.

**Exhibit 43
Recommended Administrative Organization**



Note: Parks and Recreation reporting relationship to be determined.

It is our feeling that this organizational alignment will create a more responsive administrative component and more effective lines of communication. Of the six Senior Director positions listed in Exhibit 43, four are staffed by individuals with proven track records in departmental administration and the implementation of new technologies and management practices. The two remaining positions are vacant, thus providing the City Manager with the opportunity to further meld a highly effective management team.

The need for management upgrade cannot be overstated. In implementing the study's findings it will be necessary to redefine duties and reporting relationships, increase workloads, and, in some cases, eliminate an ingrained "business as usual" approach. Leadership will be required to address these matters, beginning with the City Manager and communicated through the six directors that will comprise the management team.

2. THE COST SAVINGS RESULTING FROM THE RECOMMENDATIONS ARE SIGNIFICANT – AND CRITICAL TO THE CITY'S FUTURE FINANCIAL HEALTH.

Exhibit 44, contained on the following page, provides a preliminary estimate of the cost savings associated with the recommended staff reductions. As seen in the exhibit, estimated savings, taken in total, exceed \$1.4 million for the General Fund. It should also be noted that this is an annual savings, repeating in each new fiscal year.

While reductions of this magnitude are inevitably painful, they also appear to be fiscally unavoidable. The City's budget deficit for FY 2007-08 has been estimated at approximately \$1.5 million. The budget has been balanced through a series of transfers from other funds, fund balance draw, and the elimination of vacant positions. With the continuing escalation in employee costs and a shrinking revenue base, the City has little choice but to reduce the workforce and assume a smaller, more efficient operational model.

Exhibit 44
City of Monroe
Cost Impact of Proposed Staff Reductions on General Fund in FY 2007-08

<u>POSITION AND RECOMMENDED ACTION</u>	<u>COST IMPACT</u>	<u>EXPLANATORY NOTES AND ASSUMPTIONS</u>
Eliminate Assistant City Manager	-\$75,219	Personnel Assistant to assume some related duties
Eliminate part-time receptionist assignments	-	Not quantified
Eliminate Clerk/Treasurer	-\$71,162	Function to be merged with Finance Department
Eliminate Clerk/Treasury Secretary/Clerical Assistant	-\$61,006	Duties to be redistributed
Eliminate Appraiser I/Department Aide	-\$36,658	Duties to be absorbed by remaining staff
Eliminate City Attorney	-\$65,611	Duties to be subcontracted or assumed by the Prosecutor
Eliminate Legal Secretary	-	Possible transfer of incumbent to Police Department
Add an Assistant Finance Director	\$109,088	If Finance and Clerk/Treasury are combined
Eliminate an Accountant II	-\$77,782	If Finance and Clerk/Treasury are combined
Eliminate Purchasing Assistant	-\$72,965	Duties to be absorbed by remaining staff
Eliminate Construction Inspector	-\$70,520	Upon retirement
Add a seasonal Construction Inspector	\$29,308	1040 hours at current full-time hourly rate
Add a seasonal Survey Crew Worker	\$16,908	To replace position lost in FY 2007- assume \$15 per hour
Use Engineering Departmental Aide in Water Department	-\$34,223	1/2 time - Impact on General Fund with cost borne by Water Fund
Police Chief to become Public Safety Director	\$11,633	To oversee both Police and Fire Departments - assume base wage of \$90,000
Eliminate Police Administrative Assistant	-\$68,063	Currently vacant position performed by retiree
Transfer Legal Secretary to Police Department	\$57,689	To assume Police Administrative Assistant position
Eliminate Police Clerk	-\$46,831	Two remaining Clerks to assume workload
Eliminate Police Administrative Sergeant	-\$76,318	Administrative Lieutenant to assume duties
Eliminate vacant Police Officer position	-\$90,000	Traffic duties to be performed by patrol officers
Eliminate Fire Chief	-\$153,149	To be replaced by Public Safety Director
Add Deputy Fire Chief	\$142,893	To report to Public Safety Director
Eliminate Fire Department Aide	-\$24,844	Fire command to assume duties
Eliminate three Firefighters	-\$266,255	Minimum manning to be reduced to nine per shift
Add Community Development Director	\$57,165	1/2 of compensation - other 1/2 to be borne by Port of Monroe
Eliminate one Traffic/Facility Maintenance Position (DPS)	-\$64,639	One of two Sign Shop assignments
Eliminate one Forestry/Maintenance Worker I position	-\$76,795	Crew size reduced and Forestry Supervisory to become working supervisor
Eliminate two Parks Maintenance Positions	-	Already eliminated in FY 2007-08 budget
Eliminate Stores and Equipment Supervisor	-\$86,000	Duties to be assumed by new Lead Mechanic position
Eliminate Secretary/Clerical Assistant for Stores	-\$59,569	Duties to be assumed by new Lead Mechanic and Receptionist
Upgrade one Mechanic position to Lead Mechanic	\$12,123	Difference in FY 2008 pay based on average of other DPS supervisors
Eliminate one Housing/Zoning Inspector	-\$75,444	Duties to be absorbed - impact on Building/General Fund must be quantified
Eliminate Custodian position	-\$45,203	One City Hall custodian will remain
Create Engineering/DPS Director position	\$10,000	General Fund portion of wage will increase - total impact estimated at \$10,000
Eliminate Planner I	-\$65,136	Duties to be absorbed by remaining staff
Eliminate Recreation Department Aide	-\$54,291	To be replaced by a seasonal position
Add part-time Recreation Secretary	\$15,600	Assume 1040 hours at \$15
ESTIMATED SAVINGS FROM ABOVE CHANGES	-\$1,355,276	-

Note: Additional reductions recommended for the Water and Sewer Departments are not represented in the above schedule.

3. THE IMPORTANCE OF TECHNOLOGY CANNOT BE OVEREMPHASIZED AS A MEANS OF CONTINUING THE IMPROVEMENT PROCESS.

The City's information technology systems have developed in an uneven manner with limited centralized decision making and systems planning. As a result, some functions, such as financial management and GIS, are well conceived, while others, such as public works operations, have seen only limited upgrade and improvement.

The technological deficiencies noted in this report tend to limit the City's productivity in two key areas including:

- Task accomplishments – the presence of manual systems or poorly conceived automated programs creates work redundancy, or simply limits the employee's ability to complete tasks in a timely manner
- Management information – the lack of reporting systems and associated databases limits management's ability to determine productivity levels, in regard to
 - Workload (how much is being produced)
 - Efficiency (the unit cost of the work)
 - Effectiveness (the quality of the output).

To rectify this situation, the City will require a more global, and coordinated approach to systems upgrade. Related:

- The Information Technology Division must be staffed with individuals with the proper training and experience
- A more coordinated approach to systems planning can then be undertaken, possibly through committee work and designated departmental champions
- Decisions on key purchases (such as Maintenance Management Software) should be based on the needs of all applicable departments – not simply the department that is most progressive in seeking a solution.

With this approach, the City will be better positioned to rationalize the downsizing process while introducing the tools necessary to maximize operational performance.

4. IMPLEMENTATION OF THE RECOMMENDATIONS WILL REQUIRE A CONCERTED EFFORT.

The recommendations contained in this report contemplate a major organizational restructuring. The recommended staff reductions affect all bargaining units, and all levels of employees in the organizational hierarchy.

While some reductions can be achieved unilaterally, others will require negotiation. Moreover, "bumping" rights stipulated in the labor agreements assure that some level of unintended employee displacement will occur.

It is the City's desire to achieve a portion of the reductions through attrition. Related, some positions are currently vacant and some additional retirements appear imminent. However, by our accounting, some additional staff reductions will be required.

In essence, the City will be undertaking the challenging and somewhat painful process of downsizing. As discussed, it is an unavoidable process, dictated by financial wherewithal and the City's desire to handle the financial challenge in a preemptive fashion. To achieve the desired outcome it will be necessary for all affected parties to act collaboratively to achieve the best outcome. Foremost, union/management dialogue must be constructive and results-based. Political leaders must be supportive and remain focused, despite the inevitable pressures to act otherwise. Lastly, employees must be empowered to a common objective – the continuation of the high-quality municipal services that have historically characterized the City of Monroe.

* * * * *

A summary of recommendations is presented in the following pages.

Exhibit 45
City of Monroe
Summary of Recommendations

Department/Division	Recommendation	Timetable
Administration	Limit direct reports to the City Manager	Immediate
	Eliminate Assistant City Manager	Short-term
	Eliminate Receptionist	Immediate
	Redefine duties of the Personnel Assistant	Short-term
Assessing	Eliminate Property Appraiser I	Immediate
	Prepare property reappraisal plan	Immediate
	Institute personal property audit plan	Short-term
	Merge Assessing into Finance Department	Medium-term
Clerk/Treasurer	Eliminate Clerk/Treasurer position	Medium-term
	Eliminate Secretary/Clerical Assistant	Immediate
	Institute delinquent ticket collection process	Immediate
	Merge Clerk/Treasury into Finance Department	Medium-term
	Assign parks maintenance function to DPS	Immediate
Finance	Eliminate Purchasing Assistant	Immediate
	Replace P.C. Coordinator with Network Administrator	Short-term
	Evaluate potential for County/City IT consolidation	Long-term
	Assign Finance Director responsibility for Clerk/Treasury and Assessing	Medium-term
Recreation	Institute methods to increase accountability including recreation plan development and ongoing progress evaluations	Immediate
	Move Recreation operations to the arena	Immediate
	Assign responsibility for arena contract administration to the Recreation Superintendent	Short-term
	Eliminate the Recreation Supervisor or Secretary/Clerical Assistant	Short-term
	Hire part-time assistance	Short-term
Building	Expand the duties of the Trade Inspectors	Immediate
	If workload remains slow, eliminate one Building/Zoning Inspector	Medium-term
	Update and automate the code enforcement function	Immediate
	Perform annual review of building fees	Short-term
	Eliminate one Custodian	Immediate
	Consider creating a Community Development Department	Medium-term
Planning	Eliminate a Planner I position	Immediate
	Transfer Zoning administration to Planning	Short-term
	Assign operation to a Community Development Director	Medium-term

Department/Division	Recommendation	Timetable
Police	Eliminate the Administrative Sergeant	Immediate
	Eliminate vacant Police Officer position	Immediate
	Consider modifications to the patrol schedule	Short-term
	Eliminate one Police Clerk	Immediate
	Transfer Attorney's Office Secretary to Police Department (if function is outsourced)	Short-term to medium-term
	Consider eliminating one Parking Enforcement Officer	Medium-term
	Consider transferring Code Enforcement to the Police Department	Medium-term
	Create a Public Safety Director position	Short-term to medium-term
Engineering	Eliminate a Construction Inspector and replace with seasonal employee	Short-term
	Add a part-time seasonal employee to assist in survey work	Short-term
	Monitor and evaluate the CAD/GIS Coordinator's workload	Immediate
	Assign Department Aide to the Water Department on a part-time basis	Short-term
	Assign administrative responsibility for the Public Services Department to the Director	Short-term to medium-term
Fire	Eliminate three Firefighters	Immediate to short-term
	Reduce minimum staffing to 9	Immediate
	Conduct a facilities analysis	Medium-term
	Consider further reductions in minimum manning	Medium-term
	Create a Public Safety Department	Short-term to medium-term
	Upgrade fire prevention programming	Immediate
	Eliminate Department Aide	Immediate
	Determine methods for facility replacement	Medium-term
	Consider non-emergency transport program	Short-term
Evaluate the training program for modifications	Short-term	
Public Services	Reorganize the supervisory structure	Short-term
	Upgrade automated systems	Short-term to medium-term
	Outsource grass cutting	Short-term
	Eliminate one Forestry position	Short-term
	Eliminate a Sign Shop position	Short-term
	Eliminate two Motor Pool positions	Short-term
	Create a Lead Mechanic position	Short-term
	Eliminate two vacant parks maintenance positions	Immediate
Assign parks maintenance function to DPS	Immediate	
City Attorney	Evaluate potential cost savings associated with the elimination of the City Attorney's Office	Immediate
Wastewater	Assign Wastewater Department under Director of Water and Utilities	Short-term
	Upgrade records management systems	Short-term to medium-term
	Evaluate staffing levels after software upgrades	Medium-term
	Eliminate one Laboratory Technician	Immediate
	Consider outsourcing generator maintenance	Short-term
	Evaluate collection division after-hours work	Immediate

Department/Division	Recommendation	Timetable
Water	Acquire maintenance management software	Short-term
	Redefine Materials Expeditor position and expand duties	Short-term
	Undertake an attrition program for water distribution	Immediate
	Reduce clerical overtime	Immediate
	Eliminate Water Plant Custodian	Immediate
	Undertake an attrition program for water plant	Immediate
	Automate water plant operations	Short-term to medium-term

APPENDIX A

POLICE DEPARTMENT SCHEDULING

Assumptions: **Reduces staffing levels to 43 overall sworn personnel.**
Eliminates Administrative Sergeant and vacant Patrol Officer positions.

Requires: Three (3) platoon system.
4 On-2 Off, 4 On-3 Off, 4 on-3 off cycle. 10 hour schedule.
 platoons made up of one (1) Lieutenant, one (1) Sergeant, and 7 P.O.s on days and midnights and 8 P.O.s on afternoons.
Only one (1) officer is allowed off at a time for vacation, compensatory, or personal time (requires negotiation).
Allows for adequate leave time and weekends off.
Work 218 days per year.
100 additional hours per year.
Optional approaches to satisfy increased number of hours worked:
- Increase officer wages for hours worked, pay officers for the 100 additional hours at straight pay.
- Schedule an additional 10 days off per year, per officer.
- Make up extra hourly pay by eliminating one (1) P.O.
Chief to determine appropriate shift start and end times for 10 hour platoons and supplemental overlap shifts.
Several issues will require negotiations with the respective bargaining units.
Platoons working with minimum staffing a majority of the time, affecting additional benefit time off.
Afternoon and midnight shift overlap maximizes staffing to cover critical hours of operation.
10 hour schedule may affect training.

Appendix A-4
Monroe Police Department
Alternative 12 Hour Schedule, 42 hour work week
43 sworn Officers

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7			
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S			
Chief	8am-4pm																																						
Deputy Chief	8am-4pm																																						
Admn Lt.	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8					
Crt Officer	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8					
Property Off.	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8					
Traffic & Safety	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8					

Detective Sgt.	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8				
Cpl.	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8				
Cpl. (SRO)	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8				
Cpl. (Juvenile)	8am-4pm	8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8			8.5	8.5	8.5	8.5	8				

Omni (Narcotics)		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S			
Sgt.	Varies																																						
P.O.																																							
P.O.	Varies																																						
P.O.	Varies																																						

A Shift	7am-7pm	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S			
Lt		D	D			D	D	D			D	D			D	D	D			D	D	D			D	D			D	D	D			D	D	D			
Sgt.		D	D			D	D	D			D	D			D	D	D			D	D	D			D	D			D	D	D			D	D	D			
P.O.		D	D			D	D	D			D	D			D	D	D			D	D	D			D	D			D	D	D			D	D	D			
P.O.		D	D			D	D	D			D	D			D	D	D			D	D	D			D	D			D	D	D			D	D	D			
P.O.		D	D			D	D	D			D	D			D	D	D			D	D	D			D	D			D	D	D			D	D	D			
P.O.		D	D			D	D	D			D	D			D	D	D			D	D	D			D	D			D	D	D			D	D	D			
P.O.																																							

Daily Staffing		6	6			6	6	6			6	6			6	6			6	6	6			6	6	6			6	6			6	6			6	6	6
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B Shift	7am-7pm	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S			
Lt				D	D				D	D			D	D	D			D	D			D	D			D	D			D	D	D			D	D	D		
Sgt.				D	D				D	D			D	D	D			D	D			D	D			D	D			D	D	D			D	D	D		
P.O.				D	D				D	D			D	D	D			D	D			D	D			D	D			D	D	D			D	D	D		
P.O.				D	D				D	D			D	D	D			D	D			D	D			D	D			D	D	D			D	D	D		
P.O.				D	D				D	D			D	D	D			D	D			D	D			D	D			D	D	D			D	D	D		
P.O.				D	D				D	D			D	D	D			D	D			D	D			D	D			D	D	D			D	D	D		
P.O.				D	D				D	D			D	D	D			D	D			D	D			D	D			D	D	D			D	D	D		

C Shift	7pm-7am	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S			
Lt		N	N			N	N	N			N	N			N	N	N			N	N			N	N			N	N			N	N	N			N	N	N
Sgt.		N	N			N	N	N			N	N			N	N	N			N	N			N	N			N	N			N	N	N			N	N	N
P.O.		N	N			N	N	N			N	N			N	N	N			N	N			N	N			N	N			N	N	N			N	N	N
P.O.		N	N			N	N	N			N	N			N	N	N			N	N			N	N			N	N			N	N	N			N	N	N
P.O.		N	N			N	N	N			N	N			N	N	N			N	N			N	N			N	N			N	N	N			N	N	N
P.O.		N	N			N	N	N			N	N			N	N	N			N	N			N	N			N	N			N	N	N			N	N	N

Daily Staffing		6	6			6	6	6			6	6			6	6			6	6	6			6	6	6			6	6			6	6			6	6	6
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D Shift	7pm-7am	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S				
Lt				N	N				N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			N	N	
Sgt.				N	N				N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			N	N	
P.O.				N	N				N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			N	N	
P.O.				N	N				N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			N	N	
P.O.				N	N				N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			N	N	
P.O.				N	N				N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			N	N	

Daily Staffing				6	6				6	6	6			6	6	6			6	6			6	6			6	6			6	6	6			6	6		
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Overlap Night	6pm-6am	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S				
P.O. (K-9)				N	N				N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			N	N	
P.O.		N	N			N	N	N			N	N			N	N	N			N	N			N	N			N	N			N	N			N	N			

Assumptions: **Reduces staffing levels to 43 overall sworn personnel.**
Eliminates Administrative Sergeant and vacant Patrol Officer positions.

Requires: Four (4) platoon system.
Increased number of hours worked per year per officer: 2,184 instead of 2,080.
 platoons made up of one (1) Lieutenant, one (1) Sergeant, and five (5) P.O.s.
Admin. Lt., Property Clerk, Court Off., Traffic and Safety Officers, and Det. Bureau officers will add 1/2 hour to some work days.
Maintains two (2) person supplemental night shift. Chief to determine appropriate shift start. Additionally:
- Overlap supplemental night shift could maintain current 8 hour schedule.
- Add 1/2 hour per day four days a week to provide a 42 hour work week.
Only one (1) officer is allowed off at a time for vacation, compensatory, or personal time (requires negotiations).
Allows for adequate leave time and weekends off. 26 scheduled weekends off per year.
Every other weekend off, 26 3-day weekends off per year.
Work 182 days per year, leave days 182 days per year.
42 hour work week.
Workday/off day cycle, 2 on-2 off, 3 on-2 off, 2 on-3 off.
Optional approaches to satisfy increased number of hours worked:
- Make up extra hourly pay by eliminating one (1) P.O.
- Increase officer wages for hours worked, pay officers for the 104 additional hours at straight pay.
- Schedule an eight hour day every two week period to maintain an average of a 40 hour work week.
Chief to determine appropriate shift start and end times for platoons
Several issues will require negotiations with the respective bargaining units.

APPENDIX B

FIRE DEPARTMENT SCHEDULING

Appendix B-1 Monroe Fire Department Current Schedule

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
Chief																												
Fire Marshall																												

Shift A		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF	1	24					24		24		24					24		24		24					24		24		24
FF	2	24					24		24		24					24		24		24					24		24		24
FF	3	24					24		24		24					24		24		24					24		24		24
FF	4	24					24		24		24					24		24		24					24		24		24
FF	5	24					24		24		24					24		24		24					24		24		24
FF	6	24					24		24		24					24		24		24					24		24		24
FF	7	24					24		24		24					24		24		24					24		24		24
FF	8	24					24		24		24					24		24		24					24		24		24
FF	9	24					24		24		24					24		24		24					24		24		24
FF	10	24					24		24		24					24		24		24					24		24		24
FF	11	24					24		24		24					24		24		24					24		24		24
FF	12	24					24		24		24					24		24		24					24		24		24
FF	13	24					24		24		24					24		24		24					24		24		24

Shift B		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF	1		24		24					24		24		24					24		24		24				24		24
FF	2		24		24					24		24		24					24		24		24				24		24
FF	3		24		24					24		24		24					24		24		24				24		24
FF	4		24		24					24		24		24					24		24		24				24		24
FF	5		24		24					24		24		24					24		24		24				24		24
FF	6		24		24					24		24		24					24		24		24				24		24
FF	7		24		24					24		24		24					24		24		24				24		24
FF	8		24		24					24		24		24					24		24		24				24		24
FF	9		24		24					24		24		24					24		24		24				24		24
FF	10		24		24					24		24		24					24		24		24				24		24
FF	11		24		24					24		24		24					24		24		24				24		24
FF	12		24		24					24		24		24					24		24		24				24		24
FF	13		24		24					24		24		24					24		24		24				24		24

Shift C		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF	1			24		24		24					24		24		24				24		24		24		24		24
FF	2			24		24		24					24		24		24				24		24		24		24		24
FF	3			24		24		24					24		24		24				24		24		24		24		24
FF	4			24		24		24					24		24		24				24		24		24		24		24
FF	5			24		24		24					24		24		24				24		24		24		24		24
FF	6			24		24		24					24		24		24				24		24		24		24		24
FF	7			24		24		24					24		24		24				24		24		24		24		24
FF	8			24		24		24					24		24		24				24		24		24		24		24
FF	9			24		24		24					24		24		24				24		24		24		24		24
FF	10			24		24		24					24		24		24				24		24		24		24		24
FF	11			24		24		24					24		24		24				24		24		24		24		24
FF	12			24		24		24					24		24		24				24		24		24		24		24
FF	13			24		24		24					24		24		24				24		24		24		24		24

Currently: Three (3) Platoon system.
 24 On, 24 Off, 24 On, 24 Off, 24 On, 96 Off.
 Thirteen (13) firefighters assigned to each shift (w/ two current vacancies).
 Kelly Day every month. There is a tenth work day (5 per year) depending on start schedule.
 Cycle repeats itself every ten (10) weeks.

Appendix B-2
Monroe Fire Department
24 Hour Schedule, Three (3) Platoon System With Kelly days
24 On, 24 Off, 24 On, 24 Off, 24 On, 96 Off

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
Chief																												
Fire Marshall																												

Shift A		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF A-1	1	24		24		24					24		24		24					24		24		24					K
FF A-2	2	K		24		24					24		24		24					24		24		24					24
FF A-3	3	24		K		24					24		24		24					24		24		24					24
FF A-4	4	24		24		K					24		24		24					24		24		24					24
FF A-5	5	24		24		24					K		24		24					24		24		24					24
FF A-6	6	24		24		24					24		K		24					24		24		24					24
FF A-7	7	24		24		24					24		24		K					24		24		24					24
FF A-8	8	24		24		24					24		24		24					K		24		24					24
FF A-9	9	24		24		24					24		24		24					24		K		24					24
FF A-10	10	24		24		24					24		24		24					24		24		K					24
FF A-2	11	K		24		24					24		24		24					24		24		24					24
FF A-3	12	24		K		24					24		24		24					24		24		24					24
Week		1						2							3								4						

Shift B		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF B-1	1		24		24					24		24		24						24		24		24					24
FF B-2	2		24		24					24		24		24						24		24		24					24
FF B-3	3		24		24					24		24		24						24		24		24					24
FF B-4	4		24		24					24		24		24						24		24		24					24
FF B-5	5		24		24					24		24		24						24		24		24					24
FF B-6	6		24		24					24		24		24						24		24		24					24
FF B-7	7		24		24					24		24		24						24		24		24					24
FF B-8	8		24		24					24		24		24						24		24		24					24
FF B-9	9		24		24					24		24		24						24		24		24					24
FF B-10	10		24		24					24		24		24						24		24		24					24
FF B-1	11		24		24					24		24		24						24		24		24					24
FF B-2	12		24		24					24		24		24						24		24		24					24

Shift C		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF C-1	1			24		24							24		24		24					24		24					24
FF C-2	2			24		24							24		24		24					24		24					24
FF C-3	3			24		24							24		24		24					24		24					24
FF C-4	4			24		24							24		24		24					24		24					24
FF C-5	5			24		24							24		24		24					24		24					24
FF C-6	6			24		24							24		24		24					24		24					24
FF C-7	7			24		24							24		24		24					24		24					24
FF C-8	8			24		24							24		24		24					24		24					24
FF C-9	9			24		24							24		24		24					24		24					24
FF C-10	10			24		24							24		24		24					24		24					24
FF C-1	11			24		24							24		24		24					24		24					24
FF C-2	12			24		24							24		24		24					24		24					24

- Assumptions:** Three (3) Platoon system.
 24 On, 24 Off, 24 On, 24 Off, 24 On, 96 Off.
 Twelve (12) firefighters per shift **eliminates 3 firefighters (36 firefighters)**.
 56 hour work week.
 28 day work cycle.
 Kelly Day every month, depending on start schedule.
 Scheduled nine (9) days a month.
 Shifts can have up to three (3) firefighters scheduled off to maintain a nine (9) person minimum:
 one (1) or two (2) on Kelly and one (1) or two (2) on scheduled vacation.
 Will require negotiations to move to nine (9) minimum staffing.

Appendix B-3
Monroe Fire Department
24 Hour Schedule, Three (3) Platoon System Without Kelly days
24 On, 24 Off, 24 On, 24 Off, 24 On, 96 Off

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
Chief																												
Fire Marshall																												

Shift A		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF	1	24					24		24		24				24		24		24					24		24		24	
FF	2	24					24		24		24				24		24		24					24		24		24	
FF	3	24					24		24		24				24		24		24					24		24		24	
FF	4	24					24		24		24				24		24		24					24		24		24	
FF	5	24					24		24		24				24		24		24					24		24		24	
FF	6	24					24		24		24				24		24		24					24		24		24	
FF	7	24					24		24		24				24		24		24					24		24		24	
FF	8	24					24		24		24				24		24		24					24		24		24	
FF	9	24					24		24		24				24		24		24					24		24		24	
FF	10	24					24		24		24				24		24		24					24		24		24	
FF	11	24					24		24		24				24		24		24					24		24		24	
FF	12	24					24		24		24				24		24		24					24		24		24	
Week		1						2						3									4						

Shift B		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF	1		24		24					24		24		24					24		24		24					24	
FF	2		24		24					24		24		24					24		24		24					24	
FF	3		24		24					24		24		24					24		24		24					24	
FF	4		24		24					24		24		24					24		24		24					24	
FF	5		24		24					24		24		24					24		24		24					24	
FF	6		24		24					24		24		24					24		24		24					24	
FF	7		24		24					24		24		24					24		24		24					24	
FF	8		24		24					24		24		24					24		24		24					24	
FF	9		24		24					24		24		24					24		24		24					24	
FF	10		24		24					24		24		24					24		24		24					24	
FF	11		24		24					24		24		24					24		24		24					24	
FF	12		24		24					24		24		24					24		24		24					24	

Shift C		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
FF	1			24		24		24					24		24		24				24		24		24		24		
FF	2			24		24		24					24		24		24				24		24		24		24		
FF	3			24		24		24					24		24		24				24		24		24		24		
FF	4			24		24		24					24		24		24				24		24		24		24		
FF	5			24		24		24					24		24		24				24		24		24		24		
FF	6			24		24		24					24		24		24				24		24		24		24		
FF	7			24		24		24					24		24		24				24		24		24		24		
FF	8			24		24		24					24		24		24				24		24		24		24		
FF	9			24		24		24					24		24		24				24		24		24		24		
FF	10			24		24		24					24		24		24				24		24		24		24		
FF	11			24		24		24					24		24		24				24		24		24		24		
FF	12			24		24		24					24		24		24				24		24		24		24		

Assumptions: Three (3) Platoon system.
 24 On, 24 Off, 24 On, 24 Off, 24 On, 96 Off.
 Twelve (12) firefighters per shift **eliminates 3 firefighters (36 firefiteers)**.
 56 hour work week.
 28 day work cycle.
 FLSA pay required over 212 hours.
 Shifts can have up to three (3) firefighters scheduled off to maintain a nine (9) person minimum.
 Will require negotiations to move to nine (9) minimum staffing.

Appendix B-4
Monroe Fire Department
24 Hour Schedule, Two (2) Platoon System
24 On, 24 Off, 24 On 72 Off

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
Chief																												
Fire Marshall																												

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
Shift A		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
		1X		2X		3X		1X		2X		3X		1X		2X		3X		1X		2X		3X		1X		2X	
Unit 1 FF	1	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	
FF	2	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	
FF	3	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	
FF	4	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	
FF	5	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	
FF	6	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	
Unit 2 FF	7	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	
FF	8	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	
FF	9	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	
FF	10	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	
FF	11	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	
FF	12	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	
Unit 3 FF	13	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	
FF	14	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	
FF	15	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	
FF	16	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	
FF	17	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	
Week		1						2						3											4				

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
Shift B		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
			1X		2X		3X		1X		2X		3X		1X		2X		3X		1X		2X		3X		1X		2X
Unit 1 FF	1	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24
FF	2	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24
FF	3	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24
FF	4	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24
FF	5	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24
FF	6	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24
Unit 2 FF	7	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K
FF	8	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K
FF	9	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K
FF	10	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K
FF	11	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K
FF	12	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K
Unit 3 FF	13	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24
FF	14	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24
FF	15	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24
FF	16	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24
FF	17	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24	\	K	\	24	\	24
			11		11		12		11		11		12		11		11		12		11		11		12		11		12

- Assumptions:** Two (2) platoon system.
Six (6) day work week.
50.4 hours per week, 28 day cycle.
216 Hours per month. FLSA mandates 212 hrs per month, the additional 4 hours is tracked and the firefighters receive two additional Kelly Days off per year.
Eliminates four (4) firefighter positions (35 firefighters) not including Fire Marshall or Chief.
Minimum staffing can vary based on annual leave, personal, sick, or training days.
Reduces rank from 3 Captains and 3 Lts (one per shift) to 2 Captains and 2 Lts (one per shift).
11 or 12 firefighters scheduled each day, not including vacation, personal, or training days.
Allows 2 or 3 additional people off each day and maintains a 9 person minimum.

APPENDIX C

WATER DEPARTMENT SCHEDULING

**Appendix C-1
Monroe Water Plant Alternative Schedule
8 hour steady shift**

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7	8	9	10			
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W			
Operator	1	Days	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	\	\	D	D	D	D	D	\	\	D	D	D
Operator	2		\	\	D	D	D	D	D	\	\	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	
Operator	3	Afternoons	A	A	A	A	A	\	\	A	A	A	A	\	\	A	A	A	A	A	A	\	\	A	A	A	A	\	\	\	\	A	A	A	A	A	\	\	A	A	A	
Operator	4		\	\	A	A	A	A	A	\	\	A	A	A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	\	\	A	A	A	A	A	\	\	A	A	A		
Operator	5	Midnights	M	M	M	M	M	\	\	M	M	M	M	\	\	M	M	M	M	M	\	\	M	M	M	M	\	\	\	\	M	M	M	M	M	\	\	M	M	M		
Operator	6		\	\	M	M	M	M	M	\	\	M	M	M	M	\	\	M	M	M	M	\	\	M	M	M	M	\	\	M	M	M	M	M	\	\	M	M	M			

Staffing		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7	8	9	10
Days		1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	2	1	1	1	2	2	2	1	1	1	1	2
Afternoons		1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	2	1	1	1	2	2	2	1	1	1	1	2
Midnights		1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	2	1	1	1	2	2	2	1	1	1	1	2

Reduces staff by one (1) person (7 to 6 Operators).

Steady shifts - day, afternoon, and midnight.

Shifts selected by seniority or by assignment- supervisors to determine selection process.

Two (2) Operators/Utility assigned to each shift.

Some benefit time off may have to be covered on an overtime basis.

Shift leave day assignments alternate on a monthly basis.

Steady leave days.

Operators 1, 3, 5, Sat.-Sun off.

Operators 2, 4, 6, Mon.-Tues off.

Two Operators working 46.4 % of the time on all three (3) shifts.

Appendix C-2
Monroe Water Department
8 hour 28 day cycle, monthly shift assignments, rotating shifts

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7	8	9	10	11	12
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
1	Days	\	\	D	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	D	\	\	D	D	M	M	M	M	\	\	\	M	M	M	M	M	
R1		D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	\	\	D	D	D	D	\	\	\	M	M	M	M	M	M	\	\	M	M	M		
2	Afternoons	A	A	A	A	\	\	\	A	A	A	A	A	\	\	A	A	A	A	A	A	\	\	A	A	A	A	A	D	\	\	D	D	D	D	D	\	\	D	D	
R2		A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	A	\	\	\	\	A	A	A	A	\	\	\	D	D	D	D	D	D	\	\	D	D	D		
3	Midnights	M	\	\	M	M	M	M	M	\	\	M	M	M	M	M	M	\	\	M	M	M	M	M	M	\	\	A	A	A	A	A	\	\	\	A	A	A	A		
R3		M	M	M	M	\	\	\	M	M	M	M	\	\	\	M	M	M	M	M	M	\	\	M	M	M	M	A	\	\	A	A	A	A	A	A	\	\	A		

Staffing		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7	8	9	10	11	12
Days		1	1	1	1	2	2	2	2	1	1	1	2	2	2	2	1	1	1	1	1	2	2	2	1	1	1	1	1	1	1	2	2	2	2	1	1	1	1	2	
Afternoons		2	2	1	1	1	1	1	2	2	2	1	1	2	1	1	2	2	2	1	1	1	1	1	2	2	2	1	1	2	1	1	2	2	1	1	1	2	1	1	2
Midnights		2	1	1	2	1	1	1	2	2	1	1	2	1	1	1	2	2	1	1	2	2	1	1	2	2	1	1	1	2	2	2	2	1	1	1	1	1	2	2	2

Reduces staff by one (1) person (7 to 6 Operators).

Rotating shifts - day, afternoon, and midnight.

Two (2) Operators/Utility assigned to each shift.

Some benefit time off may have to be covered on an overtime basis.

Shift leave day assignments follow a forward day off rotation- M-T, T-W, W-Th, Th-F, F-S-S, S-S-M.

Every 5th and 6th weekend off.

Two (2) operators per shift varies from month to month

28 day cycle 1st month

39.29% D 11

42.86% A 12

39.29% M 11

28 day cycle 2nd month

42.86% D 12

42.86% A 12

50.00% M 14

Appendix C-3
Monroe Water Plant Alternative Schedule
8 hour 28 day cycle, monthly shift assignments, steady shifts

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7	8	9	10
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W
1	Days	\	\	D	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	D	\	\	D	D	D	D	D	D	\	\	\	D	D	D	
R1		D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	\	\	D	D	D	D	\	\	\	D	D	D	D	D	D	\	\	D		
2	Afternoons	A	A	A	A	\	\	\	A	A	A	A	A	A	\	\	A	A	A	A	A	A	\	\	A	A	A	A	A	A	\	\	A	A	A	A	A	A	\
R2		A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	A	\	\	\	\	A	A	A	A	\	\	\	A	A	A	A	A	A	\	\	A		
3	Midnights	M	\	\	M	M	M	M	M	M	\	\	M	M	M	M	M	\	\	M	M	M	M	M	M	\	\	\	M	M	M	M	M	\	\	\	M	M	
R3		M	M	M	M	\	\	\	M	M	M	M	M	\	\	\	M	M	M	M	M	M	\	\	M	M	M	M	M	\	\	M	M	M	M	M	M	\	

Staffing																																							
Days		1	1	1	1	2	2	2	2	1	1	1	1	2	2	2	2	1	1	1	1	1	2	2	2	1	1	1	1	1	2	2	2	1	1	1	1	1	2
Afternoons		2	2	1	1	1	1	1	2	2	2	1	1	2	1	1	2	2	2	1	1	1	1	1	2	2	2	1	1	1	1	1	2	2	2	2	1	1	1
Midnights		2	1	1	2	1	1	1	2	2	1	1	2	1	1	1	2	2	1	1	2	2	1	1	2	2	1	1	1	2	1	1	2	2	1	1	1	2	1

Reduces staff by one (1) person (7 to 6 Operators).

Steady shifts - day, afternoon, and midnight.

Two (2) Operators/Utility assigned to each shift.

Some benefit time off may have to be covered on an overtime basis.

Shift leave day assignments follow a forward day off rotation- M-T, T-W, W-Th, Th-F, F-S-S, S-S-M.

Every 5th and 6th weekend off.

Two (2) operators per shift varies from month to month

	28 day cycle	1st month
39.29% D		11
42.86% A		12
39.29% M		11

	28 day cycle	2nd month
42.86% D		12
42.86% A		12
42.86% M		12

Appendix C-4
Monroe Water Department
Operators on 8 hour 7 day rotation, Utility workers on steady shifts

			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7
			M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
Operator	1	Operator	\	\	D	D	D	D	D	D	D	\	\	A	A	A	A	A	A	\	\	M	M	M	M	M	M	M	\	\	\	\	D	D	D	D	D
Operator	2	Operator	D	D	\	\	A	A	A	A	A	A	\	\	M	M	M	M	M	M	M	\	\	\	\	D	D	D	D	D	D	D	\	\	A	A	A
Operator	3	Operator	A	A	A	\	\	M	M	M	M	M	M	\	\	\	\	D	D	D	D	D	D	D	D	\	\	A	A	A	A	A	A	\	\	M	M
Operator	4	Operator	M	M	M	M	M	/	/	/	/	D	D	D	D	D	D	D	/	\	A	A	A	A	A	A	/	/	M	M	M	M	M	M	M	/	/
Utility	R1	Utility	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\	D	D	D	D	D	\	\
Utility	R2	Utility	A	A	A	A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	A	\	\

Staffing																																						
Days			2	2	2	2	2	1	1	2	2	2	2	2	1	1	2	2	2	2	2	1	1	2	2	2	2	2	1	1	2	2	2	2	2	1	1	
Afternoons			2	2	2	1	2	1	1	2	2	2	1	2	1	1	2	2	2	1	2	1	1	2	2	2	1	2	1	1	2	2	2	2	2	2	1	1
Midnights			1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1

Reduces staff by one (1) person (7 to 6 Operators).

Operators work a 7 day rotation.

One weekend off every month.

Utility assignments are M-F, Sat and Sun off, covering days and afternoon shift only.

Choose assignment by seniority at 6 month intervals.

Reduces constant switching for utility assignments.

Midnight shift Operators work alone.

Some benefit time off may have to be covered on an overtime basis.

Two (2) Operators per day and afternoon shift

28 Day period

71.43% 20 D

57.14% 16 A

One (1) Operator per day and afternoon shift

28 Day period

28.57% 8 D

42.86% 12 A