Date Submitted: 11/24/14   **Agenda Date Requested:** 12/04/14
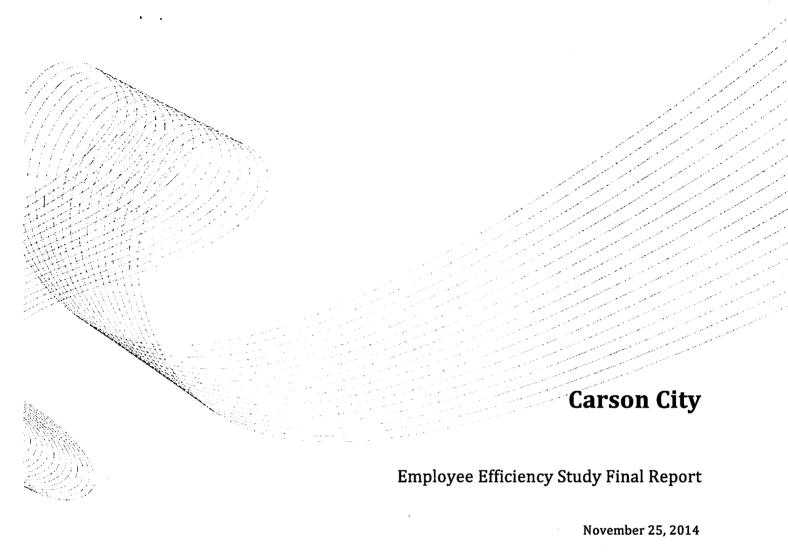
                                                           Time Requested: 60 minutes

To: Mayor and Supervisors

From: Nick Marano, City Manager

Subject Title: For Possible Action: Discussion and possible action to accept the Employee Efficiency Study performed by Moss Adams. (Nick Marano)

Staff Summary: The Board of Supervisors authorized Moss Adams to perform an Employee Efficiency Study on June 5, 2014. Members of Moss Adams will be discussing the study and their recommended findings.

Type of Action Requested: (check one)

         (____) Resolution   (____) Ordinance

         (XXX) Formal Action/Motion   (____) Other (Specify)

Does this action require a Business Impact Statement: ( ) Yes   (X) No

Recommended Board Action: I move to accept the Employee Efficiency Study as presented by Moss Adams and direct staff to bring back an implementation plan based on Board of Supervisors discussion.

Explanation of Recommended Board Action: See Staff Summary.

Applicable Statute, Code, Policy, Rule or Regulation: N/A

Fiscal Impact: N/A

Explanation of Impact: N/A

Funding Source: N/A

Alternatives: N/A

Supporting Material: Study from Moss Adam

Prepared By: Nick Providenti

Reviewed By: _____   Date: _____
                (Department Head)

: _~Nicholo Mammano~_   Date: _11/24/14_
  (City Manager)

: _~signature~_   Date: _11/24/14_
  (District Attorney)

: _~signature~_   Date: _11/24/14_
  (Finance Director)

Board Action Taken:

Motion: _____   1) _____   Aye/Nay

                                       2) _____   _____

                                                               _____

                                                               _____

                                                               _____

                                                               _____

_____
(Vote Recorded By)

Carson City

Employee Efficiency Study Final Report

November 25, 2014

Prepared by:

Moss Adams LLP

999 Third Avenue, Suite 2800
Seattle, WA 98104
(206) 302-6500

MOSS-ADAMS LLP
Certified Public Accountants | Business Consultants

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I. EXECUTIVE SUMMARY

A. SCOPE AND METHODOLOGY

The purpose of this study is to perform a high-level evaluation of staffing efficiency and effectiveness in Carson City. The study was accomplished by analyzing current staffing levels and operational efficiency for departments reporting to the City Manager, as well as the Assessor, Clerk-Recorder, Library, Sheriff's Office, and Treasurer. Department directors and managers from each department were interviewed, documents, including current and historical organization charts and budgets, were analyzed, and a discussion draft report was shared with City management and department directors to validate facts and confirm the applicability of recommendations.

Results are presented both citywide and by department. For each area of focus, a staffing analysis is presented that covers total staffing levels, management-to-staff ratios, and span of control. In addition, findings and recommendations are provided that define opportunities for improving operational efficiency and effectiveness.

This study is not a financial audit. It is not intended to be an assessment of internal controls, compliance, compensation, policies, or procedures.

B. STAFFING ANALYSIS CONCLUSIONS

The number of budgeted City FTEs peaked in FY 2006-2007 at 638.39. Post-recession, FTEs decreased 12 percent to 563.61 in FY 2014-2015. Departmental staffing comparisons were made between 2009 and 2015, since staffing detail by level is not available prior to 2009.

Carson City Staffing Levels, 2009 and 2015

Staff Level	2009	2015
City Manager	1	2
Director	15	14
Manager & Supervisor	99	95
Staff	380	364
Total Full-Time	495	475
Seasonal & Part Time	100	97

Citywide ratio of manager/supervisors to staff is relatively low at 1:3.8 for 2015, which is understandable given Carson City is a small, full-service, integrated city/county comprised of numerous, specialized service groups guided largely by working managers and supervisors. Overall staffing is reasonable, except for the City Manager's Office (where we recommend adding an administrative/analyst pool), Purchasing (where we recommend adding a Coordinator), Information

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Technology (where we recommend shifting the staffing configuration), and Library (where we recommend shifting the staffing configuration).

C. OPERATIONAL FINDINGS AND RECOMMENDATIONS

A number of opportunities exist to enhance efficiency and effectiveness citywide and within departments, as shown in the tables below.

Citywide Findings and Recommendations
1. **Finding:** Administrative and analytical positions have been significantly reduced in recent years, and managers and specialized staff are performing routine, clerical tasks.
Recommendation: Create a pool of administrative and analytical staff to support management, perform special projects, and fill in for vacancies.
2. **Finding:** All staff recruitments require at least one and sometimes multiple approvals by the Internal Finance Committee (IFC), which is impacting managers' ability to fill positions in a timely manner.
Recommendation: As the City's financial position recovers, scale back IFC involvement in the recruitment process.
3. **Finding:** Carson City has a high number of boards, commissions, and committees that require significant staff support.
Recommendation: Evaluate the necessity of each board, commission, and committee, and consider staff impacts when new governing bodies or special meetings are proposed.
4. **Finding:** There is a lack of resources to address the maintenance backlog, which presents a risk to the City both in safety and cost.
Recommendation: Complete the City's asset inventory, develop a plan to address deferred maintenance needs, and determine associated impacts on resource requirements.
5. **Finding:** The City does not fully leverage technology to optimize customer service efficiency and effectiveness.
Recommendation: Develop an IT Strategic Plan with a focus on how to leverage technology to develop more efficient workflows, provide more cost-effective customer service, and more efficiently utilize the IFC Technology Governance Committee.
6. **Finding:** The City lacks a document and knowledge management strategy and supporting systems.
Recommendation: Fully assess citywide document and knowledge management needs, and develop a comprehensive technology strategy that includes a citywide records retention policy.
7. **Finding:** The City's decentralized approach to grants management, reporting, and oversight is resulting in missed opportunities.
Recommendation: Coordinate grant activities across the City in order to gain efficiencies, strengthen compliance, and improve strategic pursuit of grants.

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Departmental Findings and Recommendations
Assessor
8. **Finding:** The GIS Analyst position is not being used at its highest and best use.
Recommendation: Utilize the recommended administrative and analytical pool located in the City Manager's Office to support the scanning needs of the Assessor's Office to facilitate more effective utilization of the GIS Analyst and technology.
City Manager
9. **Finding:** The City Manager has a large span of control, and the Deputy City Manager's role has not yet been fully defined.
Recommendation: Clearly define the Deputy City Manager's role, and monitor executive span of control and workload.
10. **Finding:** The City lacks a communications function or policy.
Recommendation: Assign a Public Information Officer responsibility to an existing resource, develop a media and communications policy, and train staff accordingly.
Clerk-Recorder
11. **Finding:** The Clerk-Recorder's Office performs some tasks manually that could be automated.
Recommendation: The Clerk-Recorder should fully utilize City systems, automate processes, and ensure proper segregation of duties.
Community Development
12. **Finding:** Business development resources are not being utilized at their highest and best use.
Recommendation: Move the Business Development Manager and Management Assistant to the City Manager's Office and use volunteers to staff the BRIC.
Facilities
13. **Finding:** The Facilities Division is located in the Finance Department and separate from other maintenance and operations functions.
Recommendation: Consider alternative organizational structures for locating Facilities with other relevant functions.
Finance
14. **Finding:** The Procurement and Contracting function lacks the necessary capacity to meet citywide needs.
Recommendation: Allocate one additional FTE to the Purchasing Division of the Finance Department, and issue the updated Purchasing and Contracts Policy and Procedure.

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Departmental Findings and Recommendations

Fire

15. **Finding:** Due to resource constraints, not all activities in the Fire Department are performed in a timely manner.

Recommendation: Consider strategically allocating additional resources to meet the Fire Department's expanding workload.

Health and Human Services

16. **Finding:** The Affordable Care Act (ACA) will significantly impact the business of public health clinics.

Recommendation: Assess the organization structure and services offered by Health and Human Services to meet community needs, funding sources and constraints, and City policy.

Human Resources

17. **Finding:** The City lacks succession planning strategies to address retirements and turnover.

Recommendation: Develop a strategy to address citywide succession planning.

18. **Finding:** There is a lack of focus on professional development.

Recommendation: Increase training coordination across departments and consider providing additional professional development training to employees.

Information Technology

19. **Finding:** The IT Department does not have an adequate staffing configuration to meet the demands of its workload.

Recommendation: Modify the IT staffing configuration to better align with the IT workload.

Library

20. **Finding:** The Library's organizational structure is not cost effective, because it has too many managers.

Recommendation: Modify the Library's organizational structure by reducing manager positions and increasing staff positions.

Parks and Recreation

21. **Finding:** Maintenance staffing levels have decreased significantly while land acquisitions and facility needs have increased.

Recommendation: Consider strategically allocating additional resources to meet expanding maintenance workloads.

22. **Finding:** Special events have a significant impact on the budget and workload of Parks Maintenance and Recreation staff.

Recommendation: Consider hiring seasonal or temporary staff to support special events to reduce overtime use and improve staff retention.

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Departmental Findings and Recommendations
Public Works
23. **Finding:** Staffing within the Engineering division has not kept pace with the increased workload.
Recommendation: Allocate additional resources to Permitting.
Sheriff
24. **Finding:** The physical isolation of the Communications Bureau creates a disconnect between Communications and the Administrative Office.
Recommendation: Create opportunities to foster team-building between Communications, Administration, and Patrol.
25. **Finding:** The Operations Division may be understaffed, which results in additional overtime.
Recommendation: Continue to leverage volunteers while strategically addressing staffing deficiencies.
26. **Finding:** Civilian correctional officers in the Detention Division could perform many of the same duties currently performed by sworn officers.
Recommendation: As City revenues recover, the Sheriff should hire civilian correctional officers, freeing up sworn personnel to perform operational public safety functions.
Treasurer
27. **Finding:** Parking enforcement is not cost effective.
Recommendation: The City should evaluate alternative models for parking enforcement.

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II. COMMENDATIONS

Carson City is a consolidated municipality, serving more people, in a more densely urban area, with more services, than comparably-sized and budgeted cities and counties. A number of best practices and highly effective processes were identified during the course of this study, including:

- Managers and department directors report highly valuing participation in the Internal Finance Committee (IFC). Managers consistently stated that the IFC enabled them to better understand citywide priorities and service delivery requirements.

- City employees perform multiple functions to meet diverse needs across departments.

- Health and Human Services is pursuing accreditation from the CDC, which will align all policies, procedures, and practices with industry best practice, as well as improve training and development for staff.

- The Carson City Sheriff's Office operates an industry best practice volunteer program that enables the City to significantly reduce costs and engages the community to play an active role in the City's public safety.

- The Assessor and Health and Human Services leverage their expertise to provide service to other municipalities.

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III. SCOPE AND METHODOLOGY

The purpose of this study is to perform a high-level evaluation of staffing levels, efficiency, and effectiveness in Carson City. Areas of focus for the study included:

- Organizational structure
- Span of control
- Staffing levels and skills
- Roles and responsibilities
- Policies and procedures
- Workflow processes
- Boards and committees
- Use of technology

- Centralized versus decentralized
- Insourcing and outsourcing
- Recruiting and retention
- Training and development
- Overtime utilization
- Intra- and inter-department communication, coordination, and collaboration

The following departments participated in this study:

- Assessor
- City Manager
- Clerk-Recorder
- Community Development
- Facilities
- Finance
- Fire
- Health and Human Services

- Human Resources
- Information Technology
- Library
- Parks and Recreation
- Public Works
- Sheriff
- Treasurer

Our methodology included interviews, document review, analysis, and reporting, as described below.

Interviews

Moss Adams conducted a series of interviews with Carson City staff and leadership in October and November 2014. Interviews focused on staffing levels and efficiencies, organizational structure, and opportunities for improvements that would lead to operational efficiencies.

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Document Review

Moss Adams reviewed financial, program, and policy documents during the course of the study. These included historical and current budgets, fiscal documents, organization charts, applicable Board of Supervisors resolutions, and relevant City and Department policies and procedures.

Staffing Analysis

Total staffing was compared to Carson City's pre-recession peak staffing in FY 2006-2007. Current staffing levels were compared to staffing levels in FY 2008-2009, the first year for which detailed budgets, including organization charts, were available. The purpose of this analysis is to determine staffing trends and evaluate reasonableness of staffing levels and structures.

Operational Analysis

Opportunities for improvements in staffing assignments, organization structure, and operational efficiency were identified through interviews and document reviews. Once identified, potential opportunities were evaluated against industry standards and best practices. As a result, operational recommendations were developed for overarching, citywide findings as well as department-specific findings.

Deliverables

Moss Adams provided a discussion draft report to City management and department directors to verify facts and validate the practicality of recommendations.

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IV. CITYWIDE ANALYSIS

A. STAFFING ANALYSIS

Like most municipalities, Carson City has cut expenditures and staffing since the recession that began in 2009. Budgeted expenditures and FTEs for FY 2006-2007, the year of the City's peak staffing; FY 2008-2009, the year of our detailed staffing analysis; and the current fiscal year, FY 2014-2015, are shown in the table below.

Carson City Expenditures and FTEs

	2007	2009	2015
2010 Population		55,274	
Operating Expenditures	$117,289.446	$121,045,214	$116,473,609
Expenditures per Capita	$2,122	$2,190	$2,107
Budgeted FTEs	638.69	594.03	563.61

The number of total budgeted City FTEs decreased 12 percent pre- and post-recession. Significant cuts occurred in 2009 and 2011. In each year, more than 30 employees took early retirement or were laid off. Since 2009, the total number of managers, from the City Manager to the supervisor level, has decreased slightly, from 115 to 111, while the number of full-time non-supervisory staff has decreased by 6 percent, from 380 to 364. The table below shows how staffing at different levels of the organization for the departments participating in this study has changed in Carson City since 2009.

Carson City Staffing Levels, 2009 and 2015

Staff Level	2009	2015
City Manager	1	2
Director	15	14
Manager & Supervisor	99	95
Staff	380	364
Total Full-Time	495	475
Seasonal & Part Time	100	97

For the purposes of the citywide analysis, staffing levels are defined as:

- City Manager: The City Manager and Deputy City Manager

- Director: Department directors and elected officials

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- Manager and supervisor: Individuals with manager and supervisor titles

- Staff: All other full-time staff

One way to assess whether the level of management in an organization is adequate is to calculate management-to-staff ratios. Acceptable management-to-staff ratios should range from 1:3 in specialized areas, such as design engineering, to as high as 1:20 for maintenance crews or administrative staff. Typical best practice for overall staffing is 1:5 to 1:7. The table below shows how management-to-staff ratios have changed in Carson City since 2009.

Carson City Staffing Ratios, 2009 and 2015

	2009	2015
City Manager : Director	1:15	1:7
Director : Manager & Supervisor	1:6.6	1:6.8
Manager & Supervisor : All Staff	1:3.8	1:3.8

Five departments (Assessor, City Manager's Office, Human Resources, Information Technology, and Treasurer) are staffed by less than 10 FTEs. Managers and supervisors in departments of this size are typically working managers with small spans of control. Each department has at least one, and in some cases three, managers, which decreases the City's overall management-to-staff ratios. The City's labor agreements, which prohibit supervisors from performance evaluation responsibilities, increase managers' workloads. In addition, a small municipality like Carson City has a number of areas where having specialized skills in-house is of high value to the City, and may result in spans of control of 1:1 or 1:2. For example, in Parks and Recreation, the Open Space Manager oversees one Natural Resource Specialist. It is not currently feasible to hire more specialists, and this group's work is not similar enough to another Parks and Recreation division to recommend consolidating functions.

B. OPERATIONAL FINDINGS AND RECOMMENDATIONS

1. **Finding: Administrative and analytical positions have been significantly reduced in recent years, and managers and specialized staff are performing routine, clerical tasks.**

Since 2009, administrative and clerical employees across the City were reduced by 19 percent, from 48 to 39. Positions in the Office Support Tech and Management Assistant classifications were primarily eliminated. In most cases, the administrative and analytical staff that remains is focused on program support, including in the Sheriff's Office and Health and Human Services. As a result, managerial staff is performing a high volume of administrative and analytical tasks that support their work, rather than the high-level strategy and management work that is the best use of their time.

For example, Project Managers in Public Works are responsible for printing, scanning, and faxing documents. Likewise, the director and managers in Health and Human Services, which has one administrative-focused Management Assistant for the entire department, do all their own copying, filing, and document distribution. Many managers and directors, including the Assessor, reported spending

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significant portions of their time entering and analyzing data. In addition, there are plans or identified needs for special projects that could benefit from administrative and/or analytical support, including grant reporting, a training database, and document management.

Recommendation: Create a pool of administrative and analytical staff to support management, perform special projects, and fill in for vacancies.

To address administrative needs across the City, the City should create a pool of two to four administrative and analytical resources reporting to an internal service department. A manager or the Office Supervisor should be assigned the coordination of administrative pool workload. Management across the City would benefit from access to a pool of administrative and analytical resources to support a range of needs.

Flexible administrative assistants and analysts could support special project needs and fill in for planned and unplanned vacancies. For example, there is a scanning backlog and approaching deadline in the Assessor's Office. Flexible administrative assistants could be assigned to the scanning project to free up supervisor and specialist time currently dedicated to that project. Likewise, flex administrative assistants could be used for seasonal support, such as sports tournament needs in Parks and Recreation, or flu shot clinics in Health and Human Services. Analysts could support budget preparation, performance analysis, and management reporting.

Strategic initiatives are particularly well-suited for a flexible analyst pool. The City Manager's Lean initiative, for example, could be coordinated and overseen by a pool of analysts. Measuring and tracking performance as well as the evaluation of service delivery is also often performed by analyst pools.

2. **Finding: All staff recruitments require at least one and sometimes multiple approvals by the IFC, which is impacting managers' ability to fill positions in a timely manner.**

The IFC is a cross-departmental committee that approves emergency funding and other expenditures, and it is responsible for approving all positions for recruitment. The IFC is a forum for prioritizing expenditures across the City. This process began during the financial crisis, and has been valuable as the City addresses revenue shortfalls and the need to prioritize expenditures. However, the IFC slows the ability to fill positions, because departments must request approval to post a requisition even if it has been budgeted. Hiring managers have to attend an IFC meeting to justify each position and gain approval to post a job requisition. In addition, if a prospective candidate exceeds the posted mid-range salary, the IFC must approve the position and salary a second time to authorize the hire. Extending the length of recruitments may cause the City to lose preferred candidates.

It is important to note that the IFC meetings are viewed as a valuable mechanism to prioritize expenditures when operating in a highly constrained funding environment.

Recommendation: As the City's financial position recovers, scale back IFC involvement in the recruitment process.

As revenues recover, the IFC process should not be needed for approving budgeted positions. Human Resources and Finance should collaborate to determine which types of positions and circumstances

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should still require IFC review. For example, budgeted positions could be automatically approved, or approved via an e-mail vote of the IFC, while new positions and departments requesting grade adjustments for new hires could still be subject to IFC review.

3. **Finding: Carson City has a high number of boards, commissions, and committees that require significant staff support.**

Governing bodies such as commissions, committees, and boards can be formed on an ad hoc, temporary basis or for permanent oversight of City programs and initiatives. Some are required by statute or City code. Carson City staff report to 20 boards, commissions, and committees, ranging from the Board of Supervisors to the Open Space Advisory Committee. Nevada counties of similar size to Carson City have fewer boards and commissions. For example, Lyon County has 13, Douglas County has 14, and Elko County has 16. Similar to Carson City, Nye County has 20 boards, committees, and commissions.

These groups include:

- 9-1-1 Surcharge Advisory Committee
- Advisory Board to Manage Wildlife
- Airport Authority
- Audit Committee
- Board of Appeals
- Board of Equalization
- Board of Supervisors
- Charter Review Committee
- Carson City Visitors Bureau
- Cultural Commission
- Debt Management Commission

- Historic Resources Commission
- Library Board of Trustees
- Open Space Advisory Committee
- Parks and Recreation Commission
- Planning Commission
- Redevelopment Authority Citizens Committee
- Regional Transportation Commission (RTC)
- Shade Tree Council
- Utility Financial Oversight Committee

Regardless of which department or function reports to the board or commission, each group requires the support of the City Manager's Office, Clerk, and District Attorney. These departments must manage scheduling, coordination, agendas, and reporting. Regular meetings create a significant amount of work. In addition, board or committee chairs can call special meetings. The reduction in administrative positions across the City has pushed this work to higher-level City staff, which is not the best use of their time.

Recommendation: Evaluate the necessity of each board, commission, and committee, and consider staff impacts when new governing bodies or special meetings are proposed.

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When a new governing body is proposed, the City Manager and Board of Supervisors should coordinate with impacted departments, including Reporting, Clerk, and District Attorney to determine the potential impact on staff. Given the limited capacity of the City's administrative and managerial staff to support special meetings, committees, commissions, and board members should attempt to address issues in standing meetings, unless in the case of an emergency.

4. **Finding: There is a lack of resources to address the maintenance backlog, which presents a risk to the City both in safety and cost.**

The City's infrastructure is aging and in need of repair and replacement. The longer a piece of equipment or facility is operated without repair, the more likely it is to require replacement before it has reached its expected useful life. Since the most recent recession, the City has operated with minimal maintenance budgets, primarily reacting to emergencies rather than proactively maintaining infrastructure to ensure maximum life. This impacts all departments, but it is most problematic for those that manage the majority of the City's physical infrastructure, including Public Works, Parks and Recreation, and Facilities. For instance:

- The Parks and Recreation deferred maintenance backlog is estimated at $50 million. For example, much of the City's playground equipment will need replacement in the next three years to remain compliant with safety standards.

- The Facilities deferred maintenance backlog is estimated to be at least $570,000. The Facilities Maintenance Manager uses the expected life of assets to try to keep an accurate accounting of future estimated maintenance costs by fiscal year.

- The current Fleet backlog is estimated at $2 million for the current fiscal year and over $8 million through fiscal year 2018. The City's vehicles, including police cars and fire engines, have major maintenance needs and many are in need of replacement.

Without a plan that prioritizes accumulated deferred maintenance, the City will likely experience the failure of equipment or facilities without dedicated budgetary funding. Replacing or repairing equipment and facilities on an emergency basis can substantially increase costs. Additionally, emergency work does not allow for the flexible scheduling of replacement or repair outside of working hours, which can impact service delivery to residents. For example, the Library elevator, which was 50 years old, broke in January 2014. Replacement was expected but not budgeted, requiring a major emergency expense. Ultimately, it took six months to replace the elevator.

Recommendation: Complete the City's asset inventory, develop a plan to address deferred maintenance needs, and determine associated impacts on resource requirements.

The City needs to develop a complete and accurate estimate of its deferred maintenance costs. Some of these costs are captured in capital improvement plans, asset management systems, and departmental data sets. However, department inventories are not complete, and there is no single asset manager keeping track of maintenance and capital needs citywide. The City also needs to develop a comprehensive deferred maintenance plan that prioritizes and systematically addresses needs across the City. Energy conservation or ADA compliance projects could be leveraged for grant funding to

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address some needs. Facilities Maintenance should continue to estimate and schedule expected maintenance repair and replacement costs.

5. **Finding: The City does not fully leverage technology to optimize customer service efficiency and effectiveness.**

Across the City, many functions are performed without technology that could support automation or streamlining. For example, many maintenance tasks are dispatched and recorded via paper work orders. A number of departments record field work on paper and spend significant time on data entry in the office. Many departments are pursuing technological solutions individually.

The use of technology can support more efficient use of staff time. For example, the use of tablet devices by employees with positions that require data entry while out in the field can substantially cut down on the amount of time spent entering data back in the office. Additionally, being able to directly enter data into the tablet, rather than transpose it back in the office, can reduce human errors that are often made when "handling" data multiple times. Software programs can also prevent certain types of data entry errors, such as negative values or alpha characters rather than positive numeric characters. While appropriate checks and balances are still necessary to review information, eliminating the time required to enter information upon returning to the office can significantly impact staff workload. Finally, some software programs include analytical tools that automatically detect patterns and alert users to anomalies in data over time.

Currently, staff in the Assessor's Office are manually collecting data in the field while performing property appraisals and other tasks, and then entering it upon their return to the office. Even the Assessor himself is performing data entry into the ADS Assessor Software. The role of the Assessor, as well as the performance of property appraisals, encompasses specialized tasks that require a specific set of knowledge, skills, and abilities. Having staff spend valuable time entering data is not the most efficient use of their time. Employing a mobile device, such as a tablet, would be one way to leverage technology to streamline processes and achieve more efficient use of time for personnel in the Assessor's Office.

While streamlining processes and a more efficient use of personnel time are two common benefits of leveraging technology, technology can also facilitate improved communication and service delivery. The City recently began requiring departments to submit work orders to Facilities Maintenance through the HTE system. Previously, work orders were submitted in a more informal manner (e.g., through phone calls and e-mails).

To kick-off the new process, Risk Management met with department heads to select building monitors. Each building has two monitors, one primary and one backup. All work orders for those buildings are expected to be submitted through HTE by either of the monitors. Facilities Maintenance trained the monitors on how to use the HTE work order system to submit work orders.

As shown in the table below, nearly all buildings are now operational on HTE. Some buildings still have monitors that require training. Two buildings are not on the City's network and are, therefore, not able to access the HTE system at all. As of November 2014, the implementation status is as follows:

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Fully Operational	
All Parks	Health Department
Cemetery	Jail
City Hall	Juvenile Detention
Community Center	Juvenile Probation
Dispatch	Pool Facility
Fire Department	Sheriff's Office
Access with training to occur within 2 weeks	
Courthouse	Juvenile Court
Access with training not yet scheduled	
BRIC	Public Works
No Access[1]	
Library	Senior Center

As staff continue to call and e-mail work orders, Facilities Maintenance is directing staff to the designated monitor. Using the HTE system to submit work orders will allow Facilities Maintenance to better track service delivery, project data, and staff time, as well as prioritize work throughout the City. Additionally, data from the system will be analyzed in the future to identify trends, such as the frequency of repairs and replacements for the same equipment or facilities.

While the City is making progress in using technology, many departments are pursuing these technological solutions individually. The pursuit of technological solutions on a case-by-case basis at the departmental level can result in a wide variety of disparate systems in use that is difficult for IT to effectively support. Often, systems do not communicate well with one another, even if they are processing similar information. Ultimately, the systems can end up performing overlapping functions and staff may need to perform additional work to reconcile data duplication and inconsistencies. In addition, the City may not be leveraging purchasing power when individual departments buy technology solutions for issues that may be common to more than one department.

Recommendation: Develop an IT Strategic Plan with a focus on how to leverage technology to develop more efficient workflows, provide more cost-effective customer service, and more efficiently utilize the IFC Technology Governance Committee.

Technological solutions that automate processes or enhance customer self-service can help the City to streamline processes, provide more cost-effective customer service, and improve internal service

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[1] These locations do not have access to the City network and therefore, do not have access to the HTE Work Order system.

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delivery. In some instances, such as the HTE Work Order module, the City is making progress in leveraging technological solutions and should finalize its training of the remaining building monitors. In other areas, the City should pursue the technological tools at its disposal.

The Assessor should work with the IT department to explore the options for mobile data entry. For example, the ADS Assessor Software used by the Assessor's Office offers a tablet interface that could be used by staff in the field to directly enter information. However, market research by the Assessor revealed mixed reviews about the online version of the ADS system. An alternative would be to determine if the IT Department is able to run the original ADS version on a tablet through a secure mobile connection to the City's server.

The City utilizes a subcommittee of the IFC, the Technology Governance Committee (TGC), to oversee IT investments. However, the role of the TGC is not well-understood by departments, who typically approach the IT Director directly and make their own funding decisions. While City policy states that any investment that is over $25,000 or impacts more than one department is subject to TGC review, it is not followed in practice. To maximize the value gained through technological investments, the City should develop a charter for the TGC, stating the committee's role to:

- Define technology goals and objectives
- Identify current and important issues
- Find common ground
- Build consensus and support
- Identify and prioritize requirements and projects
- Assist in planning
- Promote changes
- Provide policy input

All proposed projects should be evaluated by the TGC based on the City's priorities, including long- and short-term IT Strategic Plan goals. Project status should also be reported to the TGC, for improved communication and transparency across the City.

6. **Finding: The City lacks a document and knowledge management strategy and supporting systems.**

Without a citywide plan for document and knowledge management, City departments may not be receiving the most competitive equipment pricing and may be purchasing equipment already in use or being considered for purchase by another department. Individual departments have begun to address the need for converting paper and microfiche records into digital files and storing information and documents electronically. To do so, departments have acquired different equipment and developed different strategies for document conversion and classification, but no department has the skills or staffing to fully utilize its equipment. For example, the Assessor currently has two FTEs assigned to scan all current paper documents in an effort to store all records electronically. The two staff members assigned to perform scanning have other duties, including GIS tasks and customer service. As a result, there is a significant backlog of documents to be scanned.

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Currently, all court documents are received by the Clerk-Recorder in hard copy. Upon receipt, a microfiche of hard copy court documents is made and stored off-site, and the hard copy documents are filed on-site. Once they are five-years-old, the hard copy documents can be scanned. Three part-time employees work on scanning these documents. The Nevada State Supreme Court will begin to require e-filing beginning in 2016.

The Clerk-Recorder's office purchased equipment for $60,000 that converts microfiche digitally. However, only the Records Manager is trained to use it. Similar to the staff in the Assessor's Office tasked with scanning documents, the Records Manager has other duties. For this reason, the Clerk-Recorder's office is not able to maximize use of the equipment.

Recommendation: Fully assess citywide document and knowledge management needs, and develop a comprehensive technology strategy that includes a citywide records retention policy.

The City must first ascertain the unique document and knowledge management requirements of each department before it can develop an effective strategy for meeting those needs. Considerations should include:

- Statutory requirements – federal, state, and local laws

- Record Retention – most common documents have an associated best practice for record retention

- Costs vs. Benefits – current contracts and costs for off-site hard copy document storage and digital conversion

- Legal Counsel Advice – legal requirements identified by the District Attorney

- Resource Impact – current and potential resource impacts of potential solutions

Based on the assessment results, the City should develop a document and knowledge management strategy and implementation plan. The City management should also develop a citywide records retention policy that is in line with its strategy. The policy should define retention schedules by document category, a high level explanation of the means by which documents should be retained, and other supporting information. Detailed information about how to retain documentation would be included in corresponding procedures.

7. **Finding: The City's decentralized approach to grants management, reporting, and oversight is resulting in missed opportunities.**

Grant activities are performed by the Finance Department, as well as by individual departments. Individuals departments or divisions research, apply for, and secure grant funds, while the Finance Department provides financial oversight and performs annual reconciliations. Without greater coordination and attention paid to grants, the City risks missed opportunities to secure available grant funds and failure to fully comply with grant terms under its current decentralized approach.

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Due to a lack of trained resources within some departments, department heads and managers have assumed the responsibility for identifying and applying for grant funds. For example, within the past five years, the Transportation Manager has secured more than five million dollars in grant funding for transportation and other Public Works projects. Similarly, the Fire Chief researches grant opportunities, prepares applications, and presents approved grant awards to the Board of Supervisors. While some level of involvement by these individuals is appropriate, current practices may not reflect the most efficient or strategic use of resources.

Moreover, without dedicated staff to focus on grants, available grant money is likely being missed. For instance, the Utility Manager in Public Works noted that there is grant money available for the Environmental Division, but there is a lack of resources to research and apply for it.

Once grant funding is secured, departments are expected to adhere to the City's grants policy with some oversight by the Finance Department. Departments are supposed to conduct periodic reconciliations throughout the year, including comparing expenses and reimbursements against what is posted. At year end, the Finance Department reconciles grant funds as part of the financial audit process. The Finance Department has noted that this annual reconciliation process is taking increasingly more time to complete because of the number of issues that must be resolved. Failure to perform regular reconciliations throughout the year is likely causing increased year-end workload.

Departments are responsible for grant reporting with oversight from the Finance Department. Public Works receives grant money from a variety of sources. Depending on the purpose of the grant, either the Transportation Manager, Environmental Manager, or Document Control Specialist may be involved in ensuring that the grant is administered appropriately. However, none of these positions specialize in grant management and administration. Recently the Public Works Department lost $180,000 in grant funding because of a problem with the bid documents. The Public Works Director intends to build a contracts and grants compliance division within the Department to help prevent such issues in the future.

Additionally, ambiguity in the roles and responsibilities between the Finance Department and individual departments likely contributes to further delays in the grant reporting, annual reconciliation, and oversight process. Increasing training efforts would offer an opportunity to clarify and address this ambiguity which may, in turn, improve efficiency as well as increase accountability.

Recommendation: Coordinate grant activities across the City in order to gain efficiencies, strengthen compliance, and improve strategic pursuit of grants.

Options for coordinating grant activities range from enhancing the existing decentralized structure to centralizing all grant resources within a single department. Enhancing the current decentralized approach is the most practical since grant activities within departments predominantly reflect components of positions versus dedicated grant roles.

Within the existing decentralized structure, the Finance Department could serve as a source of guidance and develop and implement a training program for the individuals throughout the City who perform

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grant related activities. Training should emphasize particular areas of improvement, such as grant applications, administration, and reporting.

The City also could consider dedicating additional resources to grants management and oversight. In particular, the City could create a Grants Coordinator position in the Finance Department or City Manager's Office with responsibility for training and technical support to departmental resources performing grant activities. This position would ensure that all departments have the tools to effectively pursue, manage, and monitor grants and comply with grant requirements.

Alternately, the City could shift its decentralized approach to a centralized grant function responsible for all grant activities across the City. By centralizing grants activities, the City could focus activities, increase expertise, gain efficiencies, and improve compliance. Keys to success would be leveraging existing knowledge within departments and adequately meeting the needs of all departments.

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V. DEPARTMENTAL ANALYSIS

A staffing and operational analysis is presented for each participating City department. Staffing analysis tables provided below show staffing counts at the Manager, Supervisor, Staff, and Part-Time/Seasonal levels for Carson City in fiscal years 14-15 and 08-09. For the purposes of the departmental analysis, staffing levels are defined as:

- Manager: Staff with Director, Deputy Director, and Manager titles; elected officials

- Supervisor: Individuals with Supervisor titles, as well as individuals indicated as having supervisory responsibility on organization charts

- Staff: All other full-time staff

A. ASSESSOR

Staffing Analysis

While total staffing has remained the same since 2009, the number of managers in the Assessor's Office has increased from one to three.

Assessor Staffing: 2009 and 2015

Assessor Staff	2009	2015
Manager	1	3
Supervisor	0	0
Staff	6	4
Total Full-Time	7	7
Seasonal-Part Time	1	1

The span of control for the Assessor is 1:3, and is 1:2 for the other managers in the department. Low spans of control are typical for small departments with working managers.

Operational Finding and Recommendation

8. Finding: The GIS Analyst position is not being used at its highest and best use.

A GIS Analyst is a highly specialized position requiring specific knowledge, education, and skills. The GIS Analyst's main purpose is to produce all of the drawings for the Assessor's Office. The position is also contracted out to another County.

The Assessor's Office hand stuffs and sends out over 6,000 bills each year and is in the process of scanning the documents it sends and receives. The Assessor's Office has one clerical position that is tasked with other clerical duties, such as bill processing. There is a significant backlog of documents to scan due to the lack of resources. For this reason, the GIS Analyst is also tasked with scanning documents.

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There are many services the Assessor can provide other City departments that would leverage the skills of the GIS Analyst and existing GIS technology. Using the GIS Analyst position to perform scanning tasks instead of performing GIS related services for other City departments is not the best use of a highly skilled City resource.

Recommendation: Utilize the recommended administrative and analytical pool located in the City Manager's Office to support the scanning needs of the Assessor's Office to facilitate more effective utilization of the GIS Analyst and technology.

Additional clerical support is needed in the Assessor's Office to perform document scanning activities and enable the GIS Analyst to focus on the skilled tasks intended for this job function. Additional clerical support will help to alleviate the backlog of documents to be scanned and free up the GIS Analyst to help other departments with GIS needs, which would be much more productive use of this skilled resource. GIS is not a resource typically utilized in other departments, and could be of significant value to Business Development, Parks and Recreation, Public Works, and Planning.

B. CITY MANAGER'S OFFICE
Staffing Analysis

In 2013, Carson City added a Deputy City Manager position to the City Manager's Office. In some municipalities, the Manager's Office also includes some internal services, like Human Resources and Finance. Other municipalities locate strategic functions, like economic and business development, in the City Manager's Office.

City Manager's Office Staffing: 2009 and 2015

City Manager's Office Staff	2009	2015
Manager	1	2
Supervisor	1	1
Staff	1	1
Total Full-Time	3	4
Seasonal-Part Time	1	1

The City's Manager's span of control is broad, at 1:10 including department directors and excluding elected officials. The Deputy City Manager, on the other hand, has no direct reports.

Operational Findings and Recommendations

9. **Finding: The City Manager has a large span of control, and the Deputy City Manager's role has not yet been fully defined.**

The City Manager's span of control is currently 1:10, including department directors and not including elected officials. The recommended span of control is 1:5 to 1:7. While the four elected officials do not report directly to the City Manager, they do require a high level of interaction and coordination, further

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expanding the City Manager's duties. In addition, the City Manager is the main liaison for the City's District Attorney, three District Court Judges, and two Justices of the Peace.

In addition, the Deputy City Manager's role is relatively new and not yet fully established. The Deputy City Manager does not oversee any departments or functions. In most municipalities, deputies serve functional roles, overseeing either external- or internal-facing service departments. In others, deputies operate as chiefs of staff, overseeing key initiatives and providing technical leadership for selected citywide activities.

Recommendation: Clearly define the Deputy City Manager's role, and monitor executive span of control and workload.

In order to provide the strongest level of leadership to the City, both the City Manager and Deputy City Manager's positions should be clearly defined. The City Manager, Deputy City Manager, and Human Resources should collaborate to develop a clear job description for the Deputy City Manager. The Deputy's position can be structured in two primary ways:

- **Chief of Staff:** Although more typical in larger cities, a Chief of Staff role can be highly effective in a smaller municipality, especially a full-service integrated city/county. Chiefs of Staff are typically responsible for leading key initiatives such as strategic planning, citywide staff development, communication, and the annual budget process.

- **Operational Leadership:** Most smaller and mid-sized municipalities appoint Deputy City managers to oversee specific functions, either support (internal) or direct (external) services. For example, the Deputy City Manager could oversee internal service departments, including Finance, Human Resources, Information Technology, and Facilities. Alternatively the Deputy City Manager could be responsible external service departments, including Public Works, Parks and Recreation, and Community Development. In some instances, Deputy City Manager assignments are aligned with the individual's skills and expertise. For example, in Nye County, the Assistant County Manager is responsible for Health and Human Services, Human Resources, and the County's museum. Public safety functions typically report directly to the City Manager or County Executive.

As the Deputy's role is further developed, the City should also monitor the City Manager's span of control and workload to ensure that day-to-day needs are met and strategic priorities are achieved. Reporting relationships should be evaluated if issues in productivity or workload arise, to ensure that the City Manager is able to operate at highest and best use.

10. Finding: The City lacks a communications function or policy.

Carson City previously had a Communications Manager within the City Manager's Office. The position was eliminated in FY 2006-2007. As a result, the City lacks a communications and public relations strategy, as well as a key spokesperson for the media. There is no policy or procedure for press releases, media contacts, or use of social media. As a result, the City may not respond consistently or effectively to media inquiries or communications with citizens.

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Recommendation: Assign a Public Information Officer responsibility to an existing resource, develop a media and communications policy, and train staff accordingly.

The Business Development Manager (outward facing role) or Deputy City Manager (Chief of Staff role) are both reasonably well suited to take on the role of Public Information Officer (PIO) for the City. The person assigned to this role should develop a communications and media policy for the City. Department directors, managers, and staff in customer-facing or public positions should all be trained on the policy to ensure a consistent and effective response to media inquiries or events requiring official communication from the City.

C. CLERK-RECORDER
Staffing Analysis

Full-time staffing in the Clerk-Recorder's Office has decreased by two managers since 2009. Over that time, the organization added supervisory responsibilities and part-time staffing has increased from zero to eight individuals, reflecting greater reliance on more flexible hourly staff to meet needs.

Clerk-Recorder Staffing: 2009 and 2015

Clerk-Recorder Staff	2009	2015
Manager	3	1
Supervisor	0	4
Staff	8	4
Total Full-Time	**11**	**9**
Seasonal-Part Time	0	8

Spans of control in the Clerk-Recorder's Office range from 1:3 to 1:5 for supervisors and managers. These are within the range of acceptable spans of control for a small department with working managers and supervisors performing a specialized, required function.

Operational Finding and Recommendation

11. Finding: The Clerk-Recorder's Office performs some tasks manually that could be automated.

The Recorder's Office is providing non-system generated receipts and manually balancing receipts for cash transactions performed at the Public Counter each day. This process is inefficient and bypasses the financial management system. Additionally, staff is tracking purchase orders and invoices manually. If the same staff members that are processing these transactions are also recording and reconciling them manually, then internal controls may be further eroded through a lack of segregation of duties, making the City more susceptible to fraud, waste, and abuse. Bypassing the financial management system also weakens the internal controls that are inherent to that system and the processes put in place.

While there are only on average ten customers per day at the Public Counter, this process is inefficient. Over time, small numbers of transactions and amounts of cash can aggregate to be significant.

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Recommendation: The Clerk-Recorder should fully utilize City systems, automate processes, and ensure proper segregation of duties.

By using current City technology to its fullest capabilities, the Clerk-Recorder's staff can automate more of their processes, maintain greater segregation of duties, become more efficient, and more readily communicate information to other City departments. The Clerk-Recorder should review its current processes, such as counter transactions, purchase order management, and invoice management, and determine how to use available City systems including the HTE financial management system, to meet customer and department needs. Staff should be provided training on how to properly utilize City systems.

The Clerk-Recorder's Office should also develop and document procedures for performing tasks that are unique to its processes and customers, and provide any written procedures produced by owner departments, such as Finance. Among other benefits, maintaining this information within common systems, like HTE, helps to ensure the City has complete financial information.

Departmental procedures should incorporate appropriate segregation of duties whenever possible. For example, staff that create and manage purchase orders should not also manage and approve the payment of invoices whenever possible. If there are too few staff for this to be possible, a mitigating control should be put into place, such as a consistent review process by a manager not involved in the purchase order or invoice management process. Community Development

Staffing Analysis

The Community Development Department has changed drastically since 2009, decreasing in total full-time staff by 60 percent, from 35 to 14. Managerial and supervisory staff also decreased by 50 percent, from eight to four. Economic cycles impact planning and building functions more than other municipal departments because their operating budgets depend on permit and application fees. The 2009 recession caused construction activity in Carson City to decline sharply, thereby significantly impacting Community Development revenues and staffing requirements. In addition, the City's Development Engineering division was moved to Public Works, and building inspectors are now contract employees.

Community Development Staffing: 2009 and 2015

Community Development Staff	2009	2015
Manager	5	4
Supervisor	3	0
Staff	27	10
Total Full-Time	**35**	**14**
Seasonal-Part Time	0	0

Most spans of control in Community Development range from 1:3 to 1:4, which is typical for a small department. The Business Resource Manager is a working program manager with a 1:1 span of control with a Management Assistant. While this is primarily a specialized position in support of the BRIC, there may be an opportunity for the administrative position to report to the Community Development

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Director and support the department as a whole. Business development is a specialized function within the City; in other municipalities, the business development function is sometimes located within the City Manager's Office.

Operational Finding and Recommendation

12. Finding: Business development resources are not being utilized at their highest and best use.

Economic development is of increasing importance to Carson City and the region, and it is a priority of the Board of Supervisors and City Manager. For instance, the City is working on enhancing the downtown corridor, building neighborhoods, and attracting employers, which require citywide coordination with federal, state, regional, and local agencies; community groups; and the private sector. These economic development efforts require the focus of the Business Development Manager to ensure they move efficiently and effectively forward.

The Business Development Manager reports to the Community Development Director, even though economic development is a specialized area of focus that is typically guided directly by a city manager due to its strategic importance. In addition, the Business Development Manager is responsible for overseeing the BRIC and supervising two part-time employees who staff the BRIC front desk. To safeguard the BRIC's computers, books, and other resources, a staff member is always present at the front desk. The BRIC is staffed by Business Development, Community Development, and Library staff.

Currently, the BRIC must be staffed by City employees, due to the nature of the public records stored at the BRIC. While it is logical for Business Development to provide staffing for the BRIC, the synergies between the BRIC and Planning Division are less obvious. This arrangement creates an inefficient work environment for the Planning staff who work at the BRIC desk two hours per day, due to the frequent requests for assistance by BRIC users. This reduces Planning Division capacity at a time when workload is increasing and the Division is trying to improve customer service by reducing the turnaround time for planning applications. It also pulls focus and resources away from more strategic economic development initiatives.

Recommendation: Move the Business Development Manager and Management Assistant to the City Manager's Office and use volunteers to staff the BRIC.

Given the importance and increasing focus on economic development in Carson City, and the critical nature of coordination across the City to achieve economic development goals, the Business Development Manager and Management Assistant should report to the City Manager's Office. The City may also explore creating a Business Development Director role. This organizational structure is common in other cities.

In coordination with the reorganization, review the job description of the Business Development Manager to ensure it meets the highly specialized requirements of the position and needs of the City. Key elements of the job description should include a strategic focus on external agency collaboration and outreach and development of innovative solutions, as well as the City's redevelopment functions. Excerpts from Economic and Business Development Manager positions for other cities include:

- The position is distinguished from other management classes by its extensive involvement in major and sensitive projects, policies and other highly visible issues, both internally and within the community and region.

- Develops and implements short- and long-term economic development strategies, public/private partnerships for development, and business assistance programs for existing and prospective businesses. Recommends adjustments to programs, activities, policies and procedures to further economic development goals.

- Develops and implements a business recruitment and retention campaign and marketing strategy.

- Serves as a "broker" in recruiting and assisting businesses interested in locating in the City to identify suitable properties for their enterprises.

- Cultivate and maintain cooperative and effective working relationships with elected officials, advisory bodies, the business community, staff, the media and the general public.

- Analyzes existing economic situations relative to business attraction and expansion; reviews modern techniques for business attraction and retention and negotiates and resolves sensitive and controversial issues; monitors program performance and periodically report status to City Manager.

While volunteers are not allowed to access patron records, the City Manager's Office, Community Development, and Library should explore opportunities to alternative models to staff the BRIC. The Planning Division staff supporting this role should focus on plan review services.

D. FACILITIES
Staffing Analysis

In 2009, Facilities was a division of Parks and Recreation and had 16 total full-time staff. In 2014, Facilities began reporting to the Finance Director, and total staffing reflected a reduction of 19 percent, to 13.

Facilities Staffing: 2009 and 2015

Facilities Staff	2009	2015
Manager	0	0
Supervisor	1	1
Staff	15	12
Total Full-Time	16	13
Seasonal-Part Time	1	2

The span of control for the Facilities Supervisor is 1:12. This aligns with industry standards for maintenance and operations functions.

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Operational Finding and Recommendation

13. Finding: The Facilities Division is located in the Finance Department and separate from other maintenance and operations functions.

Facilities was located within the Parks and Recreation Department before being recently relocated to Finance in order to better meet internal customer needs. However, Facilities is not a function that is similar to the other activities residing within the Finance Department. Location within Finance could become a distraction to the management of core finance activities. In addition, not being located with other maintenance and operations functions could make it more difficult to leverage shared equipment, staff and expertise with similar functions.

Recommendation: Consider alternative organizational structures for locating Facilities with other relevant functions.

In smaller municipalities, Facilities maintenance and operations is most typically located in Public Works, alongside other maintenance and operations functions. Advantages of this structural option include common leadership and performance expectations of functions requiring similar skills, operational efficiency and effectiveness through shared equipment and personnel, and knowledge transfer of best practices. Disadvantages of this model include the potential for placing higher priority on host department (i.e., Public Works) needs than those of other departments.

The City could also organize Facilities with other internal service functions, reporting to the City Manager's Office. While more common in larger cities, this option can be an effective way to manage internal services with common vision, philosophy, and performance expectations. This approach would help to ensure that citywide facility needs are effectively prioritized.

E. FINANCE
Staffing Analysis

Total staffing in the Finance Department has decreased by one since 2009, although the organization structure has changed.

Finance Staffing: 2009 and 2015

Finance Staff	2009	2015
Manager	5	2
Supervisor	0	0
Staff	5	7
Total Full-Time	10	9
Seasonal-Part Time	0	0

Spans of control for the Finance Director and Deputy Director, at 1:5 and 1:4, respectively, are reasonable.

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Operational Finding and Recommendation

14. Finding: The Procurement and Contracting function lacks the necessary capacity to meet citywide needs.

The Procurement and Contracting Division is staffed by one Purchasing and Contracts Assistant. In contrast, there were three FTEs in the department in 2009, including a manager, a managerial assistant, and courier. The Purchasing and Contracts Assistant is handling a high workload for one position. In addition to managing all City purchase orders and contracts, the Purchasing and Contracts Assistant provides some oversight for the P-card program through the processing and review of transaction reports. Summarized in the table below are the counts of the number of purchase orders and contracts generated by this position in FY 2013-14 and as of early November 2014 in FY 2014-15. The Purchasing and Contracts Assistant's workload is anticipated to continue to increase in FY 2015-16.

Managers across the City report significant delays with procurements, which can take several months to complete. Departmental staff report performing as much of their departmental contracting activity themselves as possible, which presents a risk to the City as decentralized procurement and contract management receive less oversight and accountability. Purchasing and contracts activities are summarized for FY 2013-14 through FY 2014-15 in the table provided below.

Activity	FY 2013-14	FY 2014-15 as of November 3, 2014	FY 2014-15 Projection[2]	FY 2014-15 Projected vs. FY 2013-14
Purchase Orders Generated	505	353	1059	110%
Contracts	215	101	303	41%
TOTAL	720	454	1362	89%

To deal with some of the issues reported by departments, as well as more efficiently use the Purchasing and Contracts Assistant's time, the Finance Department has recently made some changes. The Purchasing and Contracts Assistant now maintains a Contracts Register spreadsheet on a SharePoint site that all departments can access to view the status of all contracts in the approval process. The Contracts Register is updated each week and allows information about the progress of a contract to be efficiently shared with departments. The goal is to cut down on e-mails and phone calls from individuals, while also providing more readily available, up-to-date information to departments.

The Purchasing and Contracts Policy and Procedure is in the process of being updated and will soon be provided to departments. The updated Policy and Procedure includes clarified roles and responsibilities, timeframes, documents required to be provided to Purchasing, and general guidelines.

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[2]Projection calculation is based on the assumption that the City continues to generate purchase orders and contracts at the same pace as it has during the first four months (July through October) of FY 2014-15.

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Additionally, the Purchasing and Contracts Assistant is beginning to gather insurance certificates for all city jobs from vendors the City frequently uses rather than having to request the certificate each time the City signs a contract with the vendor. The Purchasing and Contracts Assistant stated that receiving a current insurance certificate was cited as one of the more common reasons for delays in executing contracts. If a vendor file is maintained with a certificate valid for all city jobs that only has to be updated annually, rather than for each contract, then time will be saved not only related to executing new contracts, but also related to efforts required to obtain updates certificates.

Recommendation: Allocate one additional FTE to the Purchasing Division of the Finance Department, and issue the updated Purchasing and Contracts Policy and Procedure.

Based on the workload currently being handled by the Purchasing and Contracts Assistant, the Purchasing Division needs one additional FTE. Adding a Management Assistant will free up the Purchasing and Contract Assistant to release updated policies and procedures, train departments, and work with them to ensure compliance. A Management Assistant will also provide cross-training opportunities to provide backup for some duties performed by the Purchasing and Contracts Assistant. The added resource will also enable the group to dedicate additional focus on operational improvements.

An additional Management Assistant could focus on some of the less complex purchase orders and contracts, update the Contract Register, run P-card reports, and obtain required vendor documentation. This would allow the Purchasing and Contracts Assistant to focus on more complex contracts and purchase orders, as well as working with departments. The Purchasing and Contracts Assistant could also attend government purchasing specific training to continue to develop professionally and bring best practices to the City's purchasing processes.

F. FIRE DEPARTMENT
Staffing Analysis

Fire Department staffing has decreased by 9 percent since 2009, from 78 to 71 total full-time staff. Unlike other departments, public safety staffing and organization needs to be flexible to respond variations in calls for service and the needs of the community.

Fire Department Staffing: 2009 and 2015

Fire Staff	2009	2015
Manager	7	8
Supervisor	10	11
Staff	61	52
Total Full-Time	78	71
Seasonal-Part Time	10	17

Spans of control for Battalion Chiefs are 1:18, and are driven by the minimum staffing required per company, which is established to ensure that sufficient staffing is available to respond safely and effectively to calls. Spans of control for the Fire Chief, Fire Prevention Captain, and Business Manager, which range from 1:4 to 1:6, are reasonable.

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Operational Finding and Recommendation

15. Finding: Due to resource constraints, not all activities in the Fire Department are performed in a timely manner.

The Fire Department is experiencing workload increases while resource levels have remained the same or decreased. This year is projected to be the Department's busiest year with more than 9,000 projected calls, including fire and EMS calls. This compares to 8,747 calls in 2012 and 7,447 calls in 2010. In addition, the City began wheelchair van transport service in September 2012; in 2013, 2,207 calls were taken, increased to an estimated 2,457 in 2014. Moreover, the City acquired approximately 6,000 acres of open space through Question 18 funding. This added acreage presents an increased risk of fires, without any reimbursement for associated fire response costs by land owners.

With this increased call volume, the Fire Chief is no longer able to delegate some duties down to Battalion Chiefs such as managing the Department's dispatch system. Faced with his own demanding schedule, it is difficult for the Fire Chief to perform some activities that are important to the Department's strategic long-term operations. For example, the Chief noted that he currently does not have the time or available staff to vet new opportunities in community paramedicine that could be new revenue sources. Similarly, the Chief is not able to spend as much time in the field, which hinders the ability to assess operational efficiency and effectiveness firsthand. Instead, the Chief must rely more on others for observations.

Within the Fire Department, Emergency Management struggles to perform all of its responsibilities on a timely basis given current resource levels. The Deputy Emergency Manager is responsible for ensuring that annual Continuity of Government plans are prepared and updated citywide. Without any support for administrating these tasks, such as following-up with departments or uploading plans, the Deputy Emergency Manager is behind in completing this task. Instead of completing the update of all of these plans by July, these plans will not likely be completed until December. As critical documents to ensure continued operations in the event of an emergency, delays such as this pose a risk to the City. In addition, due to significant workload, the Deputy Emergency Manager has not been able to fulfill all requests by community groups and civic organizations for emergency preparedness training.

Recommendation: Consider strategically allocating additional resources to meet the Fire Department's expanding workload.

The Fire Department has developed a full inventory of the activities it is currently responsible for performing, as well relevant position assignments. The Department should also identify activities that are not currently being performed timely or at all due to resource limitations. This inventory should identify tasks that are currently performed by higher level personnel that necessary due to resource constraints.

Working with the City Manager's Office, the Fire Department should prioritize activities, reevaluate resource utilization to align with priorities, and identify opportunities for leveraging other City resources. For example, if the City adds grants management and administration resources, then Fire Chief could shift some grant activities to those resources. Similarly, if the City creates a pool of

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administrative and analytical support resources, then the Fire Department could shift some clerical tasks to those resources so that Fire Department staff can focus on higher-level tasks.

G. HEALTH AND HUMAN SERVICES
Staffing Analysis

Carson City's Health and Human Services Department has increased in total full-time staffing by 22 percent, from 36 to 44, since 2009, primarily in Clinical Services. This is due to two major factors. First, Carson City began providing clinical and environmental health services to Douglas County in 2014. While Douglas County-specific staff members were not counted in the table above, a number of staff members perform some duties for both counties, allowing the City to leverage economies of scale. Second, County public health agencies rely heavily on federal, state, and foundation grants; in FY 2014-2015, Health and Human Services was 62 percent grant funded. As a result, staffing numbers and composition reflect current funding levels.

Health and Human Services Staffing: 2009 and 2015

HHS Staff	2009	2015
Manager	5	6
Supervisor	1	0
Staff	30	38
Total Full-Time	36	44
Seasonal-Part Time	2	11

Spans of control for Health and Human Services managers are all within the range of normal. They range from 1:4 for the Chronic Disease and Health Promotion Division Manager to 1:20 for the Clinical Services Division Manager. Clinical Services staffing has increased since 2009, and as billing and patient privacy become a larger part of the City's business, the City should explore hiring an office manager or clerical supervisor for the division.

Operational Finding and Recommendation

16. Finding: The Affordable Care Act (ACA) will significantly impact the business of public health clinics.

County public health clinics were once the safety net for those in the community who could not otherwise access care. With the implementation of the ACA, all county residents should be able to access care at multiple facilities, and the role of public health clinics is now less clear. The Department reports that clients have changed in the past year. At first, many moved to private health providers, but the high numbers of clients who are now covered by Medicaid are increasingly being referred to the public health clinics for high-cost services, because Medicaid does not reimburse providers as much as private insurers do. While all residents should be insured, some of the Department's clients remain uninsured, either because they are undocumented immigrants or because they cannot afford health care.

The Department is also evolving from a primarily grant-funded model to one supported by user fees. As a result of the change in clientele, services, and revenues, the Department is likely to need to reorganize

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to best meet the community's needs. Only one year into implementation, it is too early to fully assess the effects of the ACA on the Department. However, the City has historically managed the Department with a focus on providing services that are not otherwise available in the community, and the ACA may require a change to that focus. The Department has formed a Board of Health Resource Stewardship Group to assess services and revenues and begin to look strategically at the City's options.

Recommendation: Assess the organization structure and services offered by Health and Human Services to meet community needs, funding sources and constraints, and City policy.

In the next three years, the City should conduct an organizational assessment and structural review of Health and Human Services. In response to the impacts of the ACA, a number of counties are undertaking organizational reviews of their public health and social services departments. The assessment should address, at a minimum:

- Organizational structure of the department and recommend changes to better meet needs
- Expenditures and funding streams and associated organizational and service delivery requirements
- Program and service results for effectiveness and whether they meet evolving community needs

While it may be too early to assess the full impact of the ACA, department leadership and the Board of Health Resource Stewardship Group should continue to monitor changes in service delivery and address issues as they arise, bringing policy matters to the Board of Supervisors as appropriate. As the ACA continues to impact the business of public health in America, the Board of Supervisors should be prepared to address changes in the nature and delivery of health and social services to best meet the needs of the community.

H. HUMAN RESOURCES
Staffing Analysis

Total staffing in the Human Resources Department has remained the same since 2009, although the organization structure has changed. In 2009, there were three managers in Human Resources, and today there is only the Director. In the past, employees classified as managers within Human Resources in 2009 were program managers, and did not manage people. These positions have either been eliminated or reclassified in recent years.

Human Resources Staffing: 2009 and 2015

Human Resources Staff	2009	2015
Manager	3	1
Supervisor	0	0
Staff	3	5
Total Full-Time	6	6
Seasonal-Part Time	0	0

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The span of control of the Human Resources Director is 1:5, in line with industry standards.

Operational Findings and Recommendations

17. Finding: The City lacks succession planning strategies to address retirements and turnover.

The City does not have succession plans, and succession planning will continue to become increasingly important as more and more Baby Boomers near retirement age. Specifically, the City has not assembled and analyzed data on employee eligibility for retirement, and succession planning guidance has not been provided to departments. Departments typically do not hire replacements in time for the incumbent to adequately train and transfer knowledge. Lack of management training and policies and procedures hinders development of successors for management positions.

For instance, the Sheriff's Office has not developed a succession plan for sworn and civilian personnel so vacancies can be filled in a timely and planned manner. Department staffing levels currently run lean in a number of work units and when vacancies occur, there is an increase in the use of overtime. In addition, given the importance of the volunteer program to the Sheriff's Office operations and community relations, it is recommended that both Volunteer Coordinator and Reserve Coordinator positions be included in succession planning. As part of succession planning, the department should review the depth, scope and workload of the Reserve Coordinator position and consider converting this position to a full-time civilian position.

Recommendation: Develop a strategy to address citywide succession planning.

The City Manager and Human Resources Department should develop a strategy and timeline for development of succession plans for all departments. Human Resources should prepare a template for succession plans, provide guidance and technical support, and review departmental plans to ensure completeness and accountability. An effective succession planning process should contain the following elements:

- Active executive involvement
- Integration with citywide strategic plan
- Process to identify essential positions and their critical competencies
- Procedure to identify, promote, and select high potential staff, along with plans for individual career development
- Procedure to monitor individual development through coaching, mentoring, and performance management
- Method to identify and fill gaps in succession (e.g., strengthen internal capabilities and/or recruit from the outside)
- Regular review of each plan to ensure its effectiveness

The City should analyze employee demographics to forecast potential retirements and prioritize development of succession strategies for those positions, such as knowledge transfer and leadership and technical training.

18. Finding: There is a lack of focus on professional development.

The Human Resources Department does not provide professional development and training. The Department focuses mainly on required training, which it provides through the use of a vendor. The vendor specializes in ethics and compliance and utilizes a Learning Management System to provide most training to employees online. All employees are required to take each training once every two years. Each topic is covered in a single course. Below is a full list of the trainings programs provided to City employees by the Human Resources Department.

Training Provided by the Human Resources Department to All Employees	Training Provided by the Human Resources Department to Managers
Workplace Harassment & Discrimination (one hour minimum for employees, two hour minimum for management)	FMLA Advanced
EEO Basics	Sexual & Gender Identity Discrimination
FMLA Basics	Violence & Bullying Advanced
IT Policy: Electronic Resource Use	Drug & Policy Training (as needed)
IT Policy: Technology Security	Supervisory Training (as requested)
Sex & Gender Discrimination	Terminating Lawfully
Violence & Bullying Basics	Race & National Origin Discrimination Retaliation
Drug & Policy Training (as needed)	Disability Accommodation

Prior to 2009, the Human Resources Department did have a Manager of Training and Development that was responsible for coordinating and delivering training across the City. However, the position was eliminated post-recession. Individual departments offer some training. However, with no citywide training and/or training coordination across the City, the City may not be efficiently scheduling training, ensuring all employees are aware of all training opportunities, receiving the most competitive pricing for training, or fully informing employees of City tools, technology, and processes. In addition, training plays an important role in the career development process. A lack of training coordination and leadership can have negative impacts on staff development and morale.

Recommendation: Increase training coordination across departments and consider providing additional professional development training to employees.

The City should explore different means to increase citywide training coordination. Two options include:

- Assign responsibility for coordinating training to human resource staff, including training purchases, schedules, locations, and communication; and/or

- A Learning Management System to facilitate training administration, delivery, and reporting.

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For professional development content, the City should consider an outside vendor or explore the possibility of partnering with neighboring municipalities, the State, or local colleges and universities to develop and/or leverage low-cost training for management and staff.

I. INFORMATION TECHNOLOGY
Staffing Analysis

Total staffing in the Information Technology Department has remained the same since 2009, although the organization structure has changed. In 2009, only the IT Director managed staff; today two IT managers share duties.

Information Technology Staffing: 2009 and 2015

IT Staff	2009	2015
Manager	1	3
Supervisor	0	0
Staff	8	6
Total Full-Time	**9**	**9**
Seasonal-Part Time	0	0

Spans of control in Information Technology are low. The IT Director and one manager have 1:3 spans of control, while the second manager has a 1:2 span of control.

Operational Finding and Recommendation

19. Finding: The IT Department does not have adequate staffing configuration to meet the demands of its workload.

Since 2009, IT Department managerial staffing has increased by one FTE, while technical staff has decreased by four FTEs. Over the same period, service requests have increased by more than 1,000 per year, and the number of technologies served has also increased. Staffing levels do not meet industry standards. For example, one PC Technician is responsible for 600 employees, while industry standards indicate one technician per 150-200 employees. The Department's customer service ratings have declined in recent years.

Like many departments within the City, the IT Department struggles to meet more demands with fewer resources. The IT Department is responsible for maintaining a wide variety of technologies and devices across the City. Each year technologies the department is responsible for maintaining expands and now includes PCs, wireless internet, data backup, servers, copiers, printers, and personal mobile devices ranges. In particular, over the past six years the Department has become responsible for 18 new or significantly expanded technologies. For example, the Department has tripled the number of Wi-Fi nodes from 17 to just under 50and doubled the size of its propriety mesh network. Similarly, it started supporting computers in Sheriff's Office vehicles, as well as ticket writing devices and software.

Similarly, the number of service requests received has been growing, increasing from 2,683 in FY 2012-2013 to 3,900 in FY 2013-2014. Assuming that the volume of requests this year continues, 4,155 service

requests are projected for FY 2014-2015. As the number of technologies and service requests has increased, the number of employees in the IT Department has decreased. The IT Department Director attributes this year's decline in the customer service score from 4.11 to 3.9 directly to these diverging trends.

Recommendation: Modify the IT staffing configuration to better align with the IT workload.

Given the rising number of service requests and the proliferation of the technologies serviced, the IT Department would benefit from modifying its structure towards more staff-level technicians to meet customer needs. The IT Department only requires one or two management positions, but it needs more technical personnel. By increasing the number of technicians and decreasing the number of managers, the IT Department should likely be able to improve service to customers. Further, during this reorganization, the Department may also want to use this opportunity to refine the roles of the positions within the Department to ensure that appropriate and strategic allocation of responsibilities. Most of the IT Department employees are generalists, providing support across the City's applications and functions. It may be advantageous for some staff to specialize in applications or systems; as expertise is built within the City, vendors may be relied on less to provide support, which should represent a cost savings.

J. LIBRARY
Staffing Analysis

Total staffing in the Library has increased by two since 2009, although the organization structure has changed. In 2009, there were three managers and four supervisors; by 2015, all seven were managers. Over that time, the Library also added three full-time staff members, one grant-funded. The Library also leverages grant funding to support programs.

Library Staffing: 2009 and 2015

Library Staff	2009	2015
Manager	3	7
Supervisor	4	0
Staff	6	8
Total Full-Time	13	15
Seasonal-Part Time	13	7

The high ratio of management-to-staff in the Library leads to low spans of control, ranging from 1:2 to 1:4. The Library Director's span of control, which is 1:7, is in line with industry standards.

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Operational Finding and Recommendation

20. Finding: The Library organizational structure is not cost effective, because it has too many managers.

Maintaining an appropriate span of control allows an organization to function both efficiently and effectively. The recommended span of control is 1:5 to 1:7 for professional functions. There are five manager-level positions in the Library, with the following spans of control:

Manager	Span of Control
Circulation and Facilities	1:4 (4 PTE, 2 FTE)
Technical Services	1:2
Adult Services	1:2
Youth Services	1:2.5
Adult Programming Outreach	1:1

The Library has too many Managers, resulting in work being performed at a higher pay grade than necessary. While the organization prides itself on being a flat organization of generalists, the lack of specialization can result in a less than efficient performance of duties. With the increase in management, the Library has also lost administrative and financial staff to assist with grants management and reporting. An additional effect of the current organizational structure is that management and staff is not able to focus and specialize in the areas best suited to their skills and abilities. For example, all personnel help with shelving books. If staff were organized with greater hierarchy and specialization, some staff would focus on shelving books, while other staff would focus on more complex tasks, such as seeking grant funding or programming.

Recommendation: Modify the Library's organizational structure by reducing manager positions and increasing staff positions.

The Library needs to combine some management roles and shift some management-level positions to non-management positions. Some of the non-management positions would be filled by Librarians with the appropriate specialized skills, while at least one should be filled with a financial specialist. We recommend shifting two management positions to non-management roles and adjusting compensation accordingly. This would more appropriately align activities with positions, increase span of control, and create a more cost effective organization.

K. PARKS AND RECREATION
Staffing Analysis

Since 2009, total full-time Parks and Recreation staffing decreased 15 percent, from 34 to 29, including the elimination of one manager. Carson City Parks and Recreation also relies heavily on hourly and seasonal staff, including lifeguards, childcare teachers, sports coaches, and summer camp employees. In

2015, 153 individuals represented 76 part-time and seasonal FTEs. This reliance on part-time staff is typical for municipal Parks and Recreation departments.

Parks and Recreation Staffing: 2009 and 2015

Parks and Recreation Staff	2009	2015
Manager	9	8
Supervisor	1	0
Staff	24	21
Total Full-Time	34	29
Seasonal-Part Time	14	76

With the exception of one manager, spans of control in Parks and Recreation are appropriate, ranging from 1:3 for the Recreation Supervisor to the Aquatics Manager, who oversees 68 part-time lifeguards. The exception is the Open Space Manager, a working program manager, who oversees one Natural Resource Specialist in a specialized function.

Operational Findings and Recommendations

21. Finding: Maintenance staffing levels have decreased significantly while land acquisitions and facility needs have increased.

Since 2009, Parks Maintenance has eliminated four FTEs and 13 seasonal maintenance employees. Over this time, thousands of acres of open space and four facilities have been added. As a result, Parks Maintenance relies heavily on Public Works for assistance with tree trimming, heavy equipment, irrigation systems, and project management. In addition, the City relies on prison work crews for maintenance tasks. Due to budget cuts, the Department has lowered its level of service, including less frequent mowing, cleaning, and inspections. In addition, parks and open space maintenance is increasingly reactive and complaint-driven, and the Department is performing maintenance tasks less proactively than desired.

Recommendation: Consider strategically allocating additional resources to meet expanding maintenance workloads.

The Parks and Recreation Department should begin to address its maintenance backlog by identifying and prioritizing activities that are not currently being performed due to resource limitations. Resource requirements associated with these activities should be quantified. Once this analysis has been completed, the Department should work with the City Manager's Office to determine the best resource options for addressing priority needs.

22. Finding: Special events have a significant impact on the budget and workload of Parks Maintenance and Recreation staff.

Special events like sports tournaments require significant overtime by maintenance staff. Last year, overtime accounted for approximately 20 percent of the Parks Maintenance budget. The Department tracks its time and the City is reimbursed by the Convention and Visitors Bureau (CVB) for direct costs

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incurred by classified employees. Hourly wages associated with sports tournaments are reimbursed, but the City is not paid for the wear and tear on facilities or for overhead costs associated with field lighting and supplies. The City is also not reimbursed for the hours incurred by non-classified employees, which primarily impacts the three recreation managers and the Director of Operations.

In addition, the Recreation Coordinator positions have high turnover due to the high level of special events coverage necessary for these positions. All three FTEs in this position have been with the City for less than one year. Departing staff report high burnout from working weekends and evenings to support special events.

Recommendation: Consider hiring seasonal or temporary staff to support special events to reduce overtime use and improve staff retention.

The City should consider hiring temporary, part-time staff to provide additional support to special events, especially sports tournaments. Because the City is reimbursed for direct costs from the CVB, hiring additional staff for special event support should not impact the department's budget. As long as the temporary workers do not work more than eight hours in a 24-hour period, according to Nevada law, they are not eligible for overtime. As a result, the department's overtime utilization should decrease, which would enable the reallocation of some funds to other priorities. There may, however, be an impact on managers and supervisors due to the additional time that will need to be spent training these staff. This investment of time should be monitored and addressed if it becomes an issue for the department. Temporary employees may not be as experienced, and potentially have less availability than City staff.

L. PUBLIC WORKS
Staffing Analysis

Total full-time staffing in Public Works has decreased 6 percent since 2009, from 117 to 110. Part-time staff has also been nearly eliminated over this time, decreasing from 28 to 3, in part through utilization of a temporary staffing firm. Public Works now relies more on supervisors than managers, adding three supervisory positions and eliminating three managers.

Public Works Staffing: 2009 and 2015

Public Works Staff	2009	2015
Manager	16	10
Supervisor	8	10
Staff	93	90
Total Full-Time	117	110
Seasonal-Part Time	28	3

Spans of control across Public Works are appropriate given the functions involved. A number of working managers and supervisors in specialized functions have spans of control of 1:2, including the Transportation Manager, Civil Design Manager, Environmental Control Specialist, and Water Meter Division Supervisor. Some managers also manage large contracts, including the Jump Around Carson (JAC) transit and Carson City Multi Athletic Center/Recreation Facility (CMAR) construction programs.

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These functions are required due to the full service nature of Carson City Public Works and the groups are by nature small due to the size of the City. There may be an opportunity to combine some functions within the Engineering Division, provided they are similar enough for managers to provide effective oversight.

Operational Finding and Recommendation

23. Finding: Staffing within the Engineering division has not kept pace with the increased workload.

The Engineering division within Public Works was impacted significantly during the economic downturn, and the workload within the unit declined significantly. While permitting activities and City projects have rebounded, staffing has not increased with this increased workload.

Within Engineering, current permitting volume is comparable to that of FY 2008-2009. However, staffing levels are not comparable. In particular, within the Permitting group, two full-time engineering staff members were responsible for permitting, including an Assistant Engineer and a Senior Engineering Technician. Today, there is only one full-time engineering staff member, an Assistant Engineer, to handle this same volume of permits.

Without allocating additional resources to meet these workload demands, the timeliness and quality of the City's plan review process will likely deteriorate. For example, according to the Engineering Manager, the initial plan review of a project, such as a subdivision, should be performed within 15 days. However, with a permitting staff of only one, initial reviews are taking six weeks. In addition, more complex reviews or secondary reviews must be performed by a higher level position than the Assistant Engineer position. In the absence of a higher level position, the Engineering Manager has had to dedicate more time to performing these plan reviews himself. The City could employ consultants to assist in performing some plan reviews and alleviate workload pressure. The Engineering Manager would need to manage these contracts.

Recommendation: Allocate additional resources to Permitting.

Given the significant role of Permitting to support economic, the City should explore opportunities to improve service delivery. The Engineering Division should collect data and perform analysis to better understand the permitting workload, and specifically determine the volume of work that should be performed by a lower-level position, such as an Engineering Technician, a mid-level position, such as the existing Assistant Engineer positions, or a higher-level position, such as a licensed civil engineer.

Once this analysis has been completed, the Division can explore how most efficiently and effectively meet these needs and the optimal complement of resource, both in terms of expertise and possible combination of internal and contracted resources.

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M. SHERIFF'S OFFICE
Staffing Analysis

Since 2009, total full-time staffing in the Sheriff's Office has increased 12 percent, from 115 to 129. These additions were primarily at the staff level, with a focus on direct service positions. The number of supervisory sergeants also increased, from 15 to 19. Unlike other departments, public safety staffing and organization must be highly flexible to respond to variations in calls for service and the needs of the community.

Sheriff's Office Staffing: 2009 and 2015

Sheriff's Office Staff	2009	2015
Manager	10	9
Supervisor	15	19
Staff	90	101
Total Full-Time	115	129
Seasonal-Part Time	0	5

Span of control was not evaluated for the Sheriff's Office, as the number of staff managed by each personnel rank is negotiated during labor agreements and aligned with industry standards.

Operational Findings and Recommendations

24. **Finding: The physical isolation of the Communications Bureau creates a disconnect between Communications and the Administrative Office.**

Located several miles away from the Administrative Office, the Communications Bureau is isolated from day-to-day Sheriff operations. Dispatchers disseminate critical information to deputies in the field, but rarely interact face-to-face. While this is not a unique situation, Sheriff's Office staff at both locations report feeling disconnected.

Recommendation: Create opportunities to foster team-building between Communications, Administration, and Patrol.

Working with the Communications Manager, the Sheriff should identify opportunities for more interaction between Communications and the rest of the Sheriff's staff. For example, leverage training opportunities to enable staff in different functions to interact and get to know one other. Other opportunities could include the formation of cross-functional teams to work on in workflow planning, budget development, or implementing strategic initiatives.

Relocating the communications facility is cost-prohibitive. However, if in the future the City considers renovating, expanding, or relocating the Administrative Office, then the Sheriff should assess the feasibility of co-location with the Communications Bureau.

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25. Finding: The Operations Division may be understaffed, which results in additional overtime.

The crime rate in Carson City is the lowest since modern Uniform Crime Reporting began, and it continues to decline. However, it appears that the Sheriff's Office, in particular the Patrol Division, is understaffed. Operational overtime is charged for a wide range of activities, including court appearances, administrative support, meetings, and incident response. The Sheriff's Office relies heavily on its volunteer program to address needs typically met in other departments by civilian personnel. However, there are certain key administrative duties that must be performed by sworn officers, which are typically performed utilizing overtime.

Since 2010, the year of the Sheriff's Office peak staffing, the use of overtime has nearly doubled, primarily to meet minimum staffing (i.e., to address unplanned vacancies), as shown in the table below.

Year	Operational Overtime Hours as a % of Total Hours	% Increase Since 2010	% of Overtime for Minimum Manning	% Increase Since 2010
2010	3.3%	-	22%	-
2011	4.3%	32%	31%	41%
2012	6.0%	84%	35%	56%
2013	5.9%	82%	48%	117%
2014	6.5%	99%	45%	101%

The significant increase in overtime utilization since 2010, and the Sheriff's Office's inability to consistently meet minimum staffing requirements without the use of overtime, indicates that the Patrol Division is understaffed.

Understaffing can lead to deputy burnout, low morale, and higher turnover. In addition, deputies who are tired and overworked are more likely to make errors, which present a risk to the City. Lack of staff also creates an impediment to providing training, whereby deputies could work overlapping shifts and provide an opportunity for the department to provide training without paying overtime.

In addition, a number of civilian positions are understaffed have no backup, which creates a risk lower service levels when employees are on PTO and loss of institutional knowledge if the employees left the City. For example, the evidence vault clerk does not have a backup. If evidence is filed or destroyed incorrectly, it could present a significant liability to the City. When this position is vacant due to vacation or illness, the receptionist, who is trained in evidence collection and retrieval, staffs the evidence vault. The reception function is then staffed by a volunteer. However, the receptionist's primary function is to take reports, and volunteers are unable to take reports. As a result, when a report request occurs during volunteer-staffed reception, a sworn officer is called to the front desk to take the report, taking him or her away from other public safety duties.

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Recommendation: Continue to leverage volunteers while strategically addressing staffing deficiencies.

While the current model has been effective at improving community safety in Carson City, staffing levels should be evaluated to minimize overtime utilization, protect against deputy and civilian burnout and turnover, and minimize risk to the City. The Sheriff should conduct an in-depth study of the calls-for-service demand, the length of time deputies are spending on call response, and the length of downtime due to typing reports and other administrative-related tasks. This would allow for a more accurate estimation of the number of deputies needed in the field to effectively respond to calls for service and initiate other community policing activities, and whether additional patrol deputies should be added,

If additional deputies are determined to be necessary, then it would create an opportunity for the Sheriff to pursue team policing, where supervisors would be responsible for the same deputies and build more cohesive teams. Additional staff could also support one day per week when deputies work overlapping shifts, which would provide an opportunity for the department to engage in needed training without paying overtime.

The Sheriff's volunteer program is well-run and appropriately utilized. In areas where volunteers are heavily relied on as backup to critical positions, such as the reception function, the City could consider addressing staffing needs with permanent resources. Supporting critical administrative functions will enable sworn officers to focus on priority public safety tasks.

26. Finding: Civilian correctional officers in the Detention Division could perform many of the same duties currently performed by sworn officers.

The Detention Division, which is responsible for corrections, commissary, court services, medical services and kitchen operations, is commanded by a captain and staffed by six sergeants and 24 deputies. In 2009, the Division was staffed by six sergeants, 21 deputies, and six civilian correctional officers. Post-recession, civilian positions were the first to be cut from the department, because they are not as versatile department-wide. For instance, when staffing is low in other divisions, sworn officers assigned to Detention are able to work in Patrol and Investigations, while civilian personnel are limited in the duties they are authorized to perform.

Recommendation: As City revenues recover, the Sheriff should hire civilian correctional officers, freeing up sworn personnel to perform operational public safety functions.

When the City is in a position to add staff to the Sheriff's Office, civilian correctional officers should be a priority. Civilian corrections personnel are less expensive to the City than sworn deputies. For example, adding one civilian correctional officer would free up one deputy assigned to Detention to work in Operations, thereby increasing the operational capacity of the department at a lower total cost to the City than simply hiring a deputy to meet an operational need.

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N. TREASURER

Staffing Analysis

Total staffing in the Treasurer's Office increased by one since 2009. Over that time, the Parking Enforcement function and FTE moved from Public Works to the Treasurer.

Treasurer Staffing: 2009 and 2015

Treasurer Staff	2009	2015
Manager	2	2
Supervisor	0	0
Staff	3	4
Total Full-Time	5	6
Seasonal-Part Time	0	0

Spans of control for the Treasurer and Assistant Treasurer are 1:2. Low spans of control are typical for small departments with working managers. In other counties, the Assessor's duties are sometimes combined with the Treasurer; however, these are fairly different functions.

Operational Finding and Recommendation

27. Finding: Parking Enforcement is not cost effective.

Parking enforcement is currently managed by the Treasurer's Office, and it is performed by one employee. The program currently generates approximately $70,000 per year and costs approximately $95,000 per year for one enforcement FTE and vehicle. As such, parking enforcement is operating at a loss of about $25,000 per year. In addition, the software used for parking enforcement is antiquated. Part of the reason for the operating loss is that a large number of parking tickets are voided due to violators protesting tickets due to a forgotten handicap placard, or other unique circumstances.

Recommendation: The City should evaluate alternative models for parking enforcement.

The City needs to clarify its objectives for and philosophy towards parking enforcement. For example, is the objective to generate revenue and/or manage parking space capacity and utilization? Is the philosophy to be proactive (patrol for violations) or reactive (respond to complaints). Based on the objectives and philosophy, evaluate alternative models, which could include no parking enforcement, hiring an employee, or outsourcing to a contractor.