CITY OF PEKIN
EFFICIENCY STUDY

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I. INTRODUCTION

A. Study Background

Pekin is a vibrant community of 34,000 people located in Tazewell County, Illinois. According to the City's web site, Pekin is the perfect mix of business and pleasure conveniently located halfway between Chicago and St. Louis (about 165 miles from each), a few hours from Indianapolis, and just 10 miles south of Peoria.

As the county seat for Tazewell County, Pekin enjoys a solid economic base and is home to many professional, industrial and manufacturing jobs – including Pekin Insurance and one of the largest ethanol facilities in the nation and a state prison. Pekin supports a very successful, city-owned Business Park with a highly skilled labor force to draw on as businesses continue to move in and thrive. The following nationally and regionally known companies are located in Pekin:

- Pekin Insurance – One of the most successful insurance providers in the country with 7,000+ agents.
- Pacific Ethanol Pekin, Inc. – The second largest producer and marketer of ethanol in the U.S.
- Excalibur Seasonings – Inventor and producer of seasonings and marinades.
- PAL Health Technologies – The second largest manufacturer of orthotics in the U.S.
- Winpak – The largest producer of die-cut lids that cover single-serve containers of food.
- ElecSys – An electrical manufacturing company for the aerospace industry.
- Hanna Steel – A leader in tubing and pre-painted coil industry for over 50 years

The Federal Correction Institution, a medium security facility, is also located in Pekin. But Pekin isn't just a great place to do business. It's also a great place to live! Nestled along the banks of the Illinois River, Pekin's state-of-the-art hospital and unequaled education system that make it an idyllic location to settle in and raise a family. Plus Pekin has the fifth largest park district in the state and four championship golf courses where you can perfect your swing!

Through the commitment and vision of City officials for the City's future, the Mayor, City Council and city management have initiated this Efficiency Study of city operations in order to provide a fresh look at the city government organization. This overview of the breadth of the City's organization is designed to give the Mayor, Council, and management team a fresh, independent analysis of the general configuration and methods currently employed by the City's various departments and department managers. GovHR USA was engaged to conduct the study. The study's primary aim was to investigate,

assess, and recommend revisions, where necessary, to organizational components, processes, and positions within the City organization and its corresponding policies, procedures and systems. This report presents the conclusions and recommendations resulting from the performance assessment engagement.

B. Public Sector Organizations

The continued movement for public sector excellence has only been heightened as a result of the economic downturn dating back to early 2008. Public sector organizations in the United States, including Pekin, face unprecedented pressures to not only maintain services, but also improve service quality while finding ways to progressively lower their costs and tax burden to citizens. Pekin is a small city with an expectation of a high level of customer service to all of its citizens. This is not a formula that can always be achieved. However, citizens do expect their governments to be more accountable, be more customer focused, and be responsive. How can this happen? City leaders at both the elected and managerial ranks must work to transform their organizations and their systems to more modern, forward thinking, risk taking versions of themselves. In the end, this transformation effort must include changes in thinking, in management practices, in work processes, and most importantly, in organizational culture.

The study team's efforts were focused on gaining an understanding of the present organizational structure and service delivery/operational approaches of the City, comparing those findings to present day models of similar organizations, and making recommendations for revisions, enhancements, and adjustments where necessary. It should be mentioned up front that in the opinion of the consultants, Pekin offers a high level of city services at a cost that is less than comparable cities as is shown in the financial trend analysis comparison. It is hoped that the results of this review will assist the Mayor, City Council and management staff in developing an organizational system that will lend itself to a higher level of effective and efficient administration and management of its operations.

GovHR USA approached this study as an organizational service delivery audit. In its broadest sense, an organizational service delivery audit is a review of the operations, systems, alignments and productivity of an organization. We define organizational management/service delivery audits according to the needs they are meant to fill. Our definition addresses quality of performance and

achievement of service delivery objectives. It recognizes that performance should be evaluated against policy goals, available resources, and principles of management as well as experience in other organizations. Organizational service assessment audits are concerned with improvement. The payoff for conducting an audit or study of this nature is the improvements that result from it. Our definition of an organizational service delivery audit is:

An evaluation of the overall quality and efficiency of an organization's performance against:

> *1.) its policy and operational objectives,*
>
> *2.) the principles and standards of management, and*
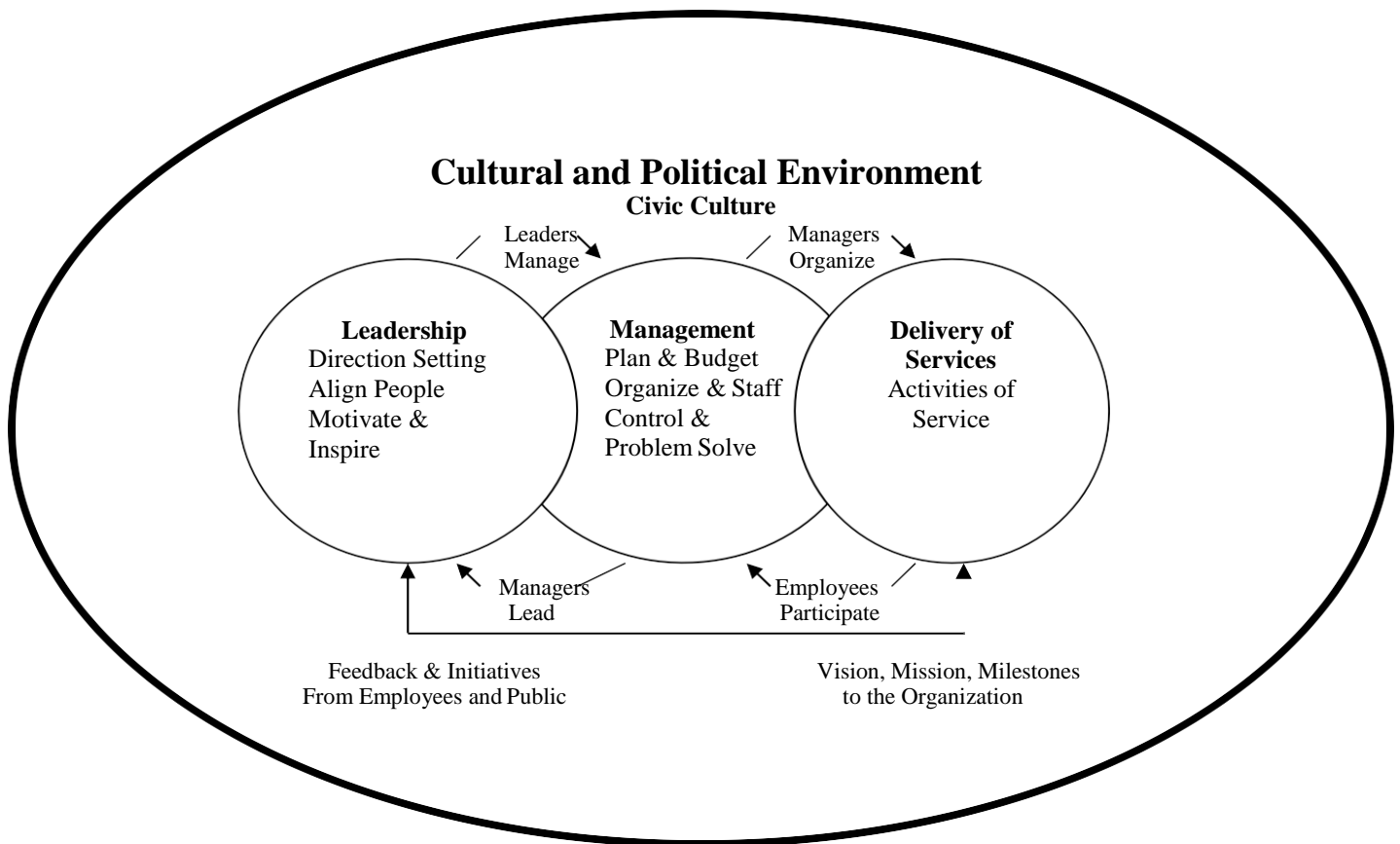>
> *3.) the experience of like organizations.*

An organizational service delivery/management audit is an evaluation of performance, the systems in place, and formulation of generalized recommendations for improvement. The content of the audit, however, varies according to the organization being reviewed, the data available within the organization, and the focus or objectives of the audit.

Managing for service delivery in the public sector primarily consists of balancing the three classic concerns of public administration. These concerns are:

- Effectiveness—getting the right things done
- Efficiency—accomplishing them in the right ways
- Economy—limiting the use of scarce resources

Balancing these three concerns requires a coordinated policy analysis and management approach. The organization and management challenge for a city that is interested in the most effective local government is to create a balance in the city organization between appropriate centralization and disbursement of responsibility/authority to operating levels. The City of Pekin desired input concerning the City's overall organizational structure and its abilities to perform its role as a service provider and policy-maker in an effective manner. At the same time, the issues that relate to efficiency were examined during this process. It has been our experience that improvements in effectiveness, although more difficult to articulate, are often the most successful in improving the overall performance and operational outcomes of an organization. Those issues examined that relate to efficiency were measured against standards of management and comparisons where possible to other organizations.

One of the goals of this review was to evaluate the overall City wellness. This included evaluating the effectiveness of leaders, managers and employees in translating their values and ideas into actions through processes of governance, management and service delivery. A city organization is a viable entity and, like its human counterparts, can be viewed as being either a healthy or an unhealthy system. The three primary processes or functions that the organization provides relating to governance, management and service delivery were analyzed in this organization analysis and service delivery review in order to assess the organizational wellness. A graphic depiction of these processes is shown below. A brief description of those three functions follows.

Cultural and Political Environment
Civic Culture

Leaders Manage — Managers Organize

Leadership
Direction Setting
Align People
Motivate &
Inspire

Management
Plan & Budget
Organize & Staff
Control &
Problem Solve

Delivery of Services
Activities of Service

Managers Lead — Employees Participate

Feedback & Initiatives
From Employees and Public

Vision, Mission, Milestones
to the Organization

The *governance process* is aimed at providing a direction for the City, which in essence, is a public corporation. It involves policy leaders focusing on the future vision and values of the City and translating this vision into the goals, policy directions and a budget document. Key administrators within the City participate in that governance process.

The *management process* focuses on designing a process for accomplishing the governing board's (i.e. Mayor and Council's) vision. A key activity in guiding the process design is the development of an

organizational philosophy statement which reflects the values and beliefs of how the city should be managed on a daily basis.

The *service delivery process* involves people providing services to the citizens or to others internally in the City organization. A departmental philosophy statement guides these activities. A departmental philosophy is influenced by the focused vision and the organization philosophy. It blends together the personal management philosophy of departmental managers and a service philosophy of how services should be provided.

The overall soundness of any city's organizational structure and methods is determined by how effectively each of these processes fulfills its function for the city. The purpose of this organization analysis and service delivery review was to examine the various elements of the process and determine the effectiveness of their delivery. The quality of wellness of an organization can be found within each of the primary processes.

When the governance process is experiencing wellness it has all or many of the following components:
- A vision of the future
- Direction and goals—goals for short term
- Anticipation of issues
- Tone setting on management services
- Policy framework for action
- Team building—partnership with each other, the community, manager and employees
- Performance monitoring and evaluation
- Mechanisms for community involvement—input and participation
- Mobilization of support
- Community leadership that inspires the community

The management process is well when it is characterized by the following components:
- Organizational philosophy and management values expressed
- Process design that is consistent with values
- Power that is both exerted and shared
- Empathy—caring about others' needs and feelings
- Planning that is both strategic and work related
- Self-knowledge
- Help and assistance that is asked for and provided
- Learning and change
- Involvement by policy leaders and employees
- Tolerance of ambiguity
- Evaluation of performance
- Team orientation

And finally, the components illustrative of wellness within the service delivery process are:

- Departmental philosophy and service value
- Public service through partnership
- Sense of team
- Quality services consistent with values
- Goal oriented actions and plans
- Technical competence that is always evolving
- Anticipation and handling of operational problems
- Discretion and responsibility
- Innovation and change
- Participation and involvement
- Feedback and evaluation
- Rites and rituals that enhance the organization

A well city is one in which the three processes of governance, management and service delivery are linked together. In our organizational analysis and service delivery study, we have reviewed the City in its various roles as outlined above and evaluated the organization to determine and analyze the various elements of wellness. We feel we were able to establish candid and personal working relationships with the key City staff in an effort to determine the environment within the City of Pekin. The feedback relating to the organization is being provided to the City to help it assess the organizational needs in terms of organization, management team and management processes.

C. Issues Addressed

The study identified a number of specific objectives to be accomplished in the organizational analysis and service delivery study of the city government. Those objectives included:

1.) Gain an understanding of the organizational goals, service levels and future directions desired by the City Council. To that end, the consultants reviewed the 2006-11 Conceptual Plan and the 2006 Comprehensive Plan.

2.) Review of the existing organizational system via document study and interviews with key administrative staff members and administrators that included all department heads and the Interim City Manager.

3.) Collect, review, and analyze the existing organizational relationships chart and position descriptions; review information and documentation for formal definitions of responsibilities and reporting relationships; search of the statutes, ordinances, and administrative enabling documents for position content and authorizations, etc.

4.) Interview and observation of a sampling of staff members to determine work assignments, workloads, reporting relationships, coordination points, supervisory relations, spans of control, etc.

5.) Review and collection of departmental input, output and throughput data including results and performance measures.

6.) Survey of all employees of the City to assess their opinions on their personal work experiences, the organizational and performance culture, leadership in the organization, job satisfaction and working conditions, and opportunities for improvements in the organization.

7.) Comparison of existing duties and relationships in Pekin's organization to the formalized structure in place; synthesize information and diagram existing organization structure and workflow.

8.) Appraisal of the organization and systems of City government as a whole and of each department to determine desirable change in the allocation of functions, lines of responsibility, and interdepartmental relationships, noting (a) administrative problems, (b) adequacy of information flow, coordination, and control, and (c) demands placed on managers with respect to policy formulation and execution.

9.) Recommendation of an organizational chart and staffing requirements based on similar organizational models according to the needs of the organization and administrative function.

10.) Appraisal of the adequacy of staff and internal operating policies and procedures in supporting policy formulation, decision-making, and program execution.

The principal factors considered in developing an organizational re-design included:

- Composition of organizational units
- Reporting relationships among units
- Structural connections between units
- Expressed service delivery priorities and outcome targets
- Organizational information flow and control systems
- Organization-wide methods and procedures
- Organization-wide work technologies

D. Management Systems Performance Review Approach

As pointed out above, the project scope included evaluation of the quality and efficiency of the Pekin organization's performance against its policy and operational objectives, the principles and standards of management, and the experience of like organizations as well as the elements of effectiveness,

efficiency and economy with an emphasis on the issues of effectiveness and efficiency. The major thrust of the project effort was one of an overall management perspective with attention given to the particular implementation strategies related to the management of the City. The capability of the organization in the areas of goal setting, internal planning, and the ability to carry out the plans within the public process was an emphasis of this review.

Our work included efforts on-site by senior members of our firm working closely with City personnel. A working relationship was established between the firm and the Interim City Manager and other key department staff, which was crucial to this project. We understood the City's desire that the various operations of the City be managed in an efficient and effective manner at all times, particularly considering the public sector environment, which scrutinizes the activities of the City on an ongoing basis.

During the review, our team identified opportunities to reduce overlapping, redundant, or overextended responsibilities in the present organization. We identified relationships and/or circumstances that inhibit efficient decision-making. We also identified those areas that appear to function effectively and therefore should not be changed.

We believe that an organizational analysis should not be merely a snapshot of one point in time nor should it be a laboriously documented analysis of each method and procedure. Simply stated, an organizational analysis should consist of thorough examination of the City management system and processes—the activities of organizing, planning, budgeting, scheduling and controlling available resources to achieve the objectives. We were interested in historical performance results only as an indication of the effectiveness and capabilities of the City's systems and resources. The focus of our overall study was on access to the existing management processes in terms of indicated future performance. Our role was to bring our experience and expertise to bear on the management processes of the City and to serve as a catalyst for improvement.

E. **General Comments**

The issues and recommendations, which are contained in this report, reflect upon the organization and management structures, and processes in Pekin, many of which have evolved over a number of years.

Changing organizational behavior is a process of changing individual behavior on a cumulative basis, thus requiring a more extensive effort as organizations become larger. The city organization in Pekin will require efforts and resources in order to change in an appreciable manner.

The recommendations made in this report are, by their very nature, reflective of areas where improvements can be made to the organization. There are also many examples we could give of sufficiently and well managed services in the City. Overall, the services in Pekin are being provided at a high level with a measure of effectiveness and low costs. These positives in the organization should not be overlooked by the readers of this report. However, with strong management, leadership and a sense of priority and purpose from the Mayor, Council and City Manager, the study team believes that specific performance goals should be developed for the City as a whole and for each department that follow best practices for local governments predicated on following performance principles:

- *all city and department planning should be strategic,*

- *all performance at the employee, work unit, or department level will be measured,*

- *budgeting must be fiscally sound and results-oriented, not spending oriented,*

- *all management and supervisory activities must be results-driven.*

This process should begin with clearly articulated goals on an annual basis from the Mayor and City Council, an action plan and goals refinement by the City Manager, a work and action plan by each department head with expected outcomes, and the development of performance expectations for each work unit. Hopefully, this report will help the City to improve its overall operations.

II. ORGANIZATION AND MANAGEMENT STRUCTURE

The City of Pekin operates under the Council form of government (Illinois Municipal Code – 65 Article 5) with an appointed city manager. The City Council appoints the City Manager who serves at the pleasure of the Council. The City Manager is responsible for the appointment of all directors of departments and other employees other than those hired by the Board of Police and Fire Commissioners and the City Clerk and City Treasurer. Title 1, Chapter 6 of the Pekin Code (Appointed Officers) describes the appointment process of the City Clerk and City Treasurer. The Mayor, with the approval of the City Council, is responsible for the appointment of the City Clerk and City Treasurer. The City Manager supervises and coordinates the activities of all departments. The City of Pekin has the powers of home rule under the Illinois Constitution.

The City has adopted a customer friendly philosophy which emphasizes service to the community as the first priority. The Mission and Vision Statement adopted by the City Council in 2006 states that:

Our Mission

"The mission of the elected officials and staff of the City of Pekin, in partnership with the community, is to provide leadership in delivering necessary, effective, and fiscally responsible municipal services in a manner which promotes a safe and prosperous community."

Our Vision

- *We will enhance the quality of life by providing excellence in leadership, support and services for all who live, work, visit, and invest in our community.*
- *We aspire to be the city of choice for ourselves and future generations – beautiful, clean and safe.*
- *We will achieve our vision through a healthy economy, strong businesses, vital neighborhoods, excellent schools, and extensive recreational opportunities.*
- *We will foster our City's friendly atmosphere and celebrate the resourcefulness of its people.*
- *We recognize the importance of continuing to work with other units of government at all levels to achieve our vision.*
- *We require an innovative city government that is accessible, accountable, and efficient with a system of funding that is fair, affordable, and stable.*

In addition, the Conceptual Plan, 2006-2011 included seven values that are described in the plan.

– Transparent, Open and Honest Government   – Outstanding Service   – Fiscal Responsibility
– Personal Honesty and Integrity   – Excellence   – Teamwork
– A Humane and Diverse Organization

The City administrative functions should and does reflect these values and is very service-oriented and not control-oriented, as is the case in some communities.

The City of Pekin also has a Code of Conduct adopted for the elected officials which lays out the relationship between the elected officials and the city staff. Section 4 of the Code of Conduct states the following:
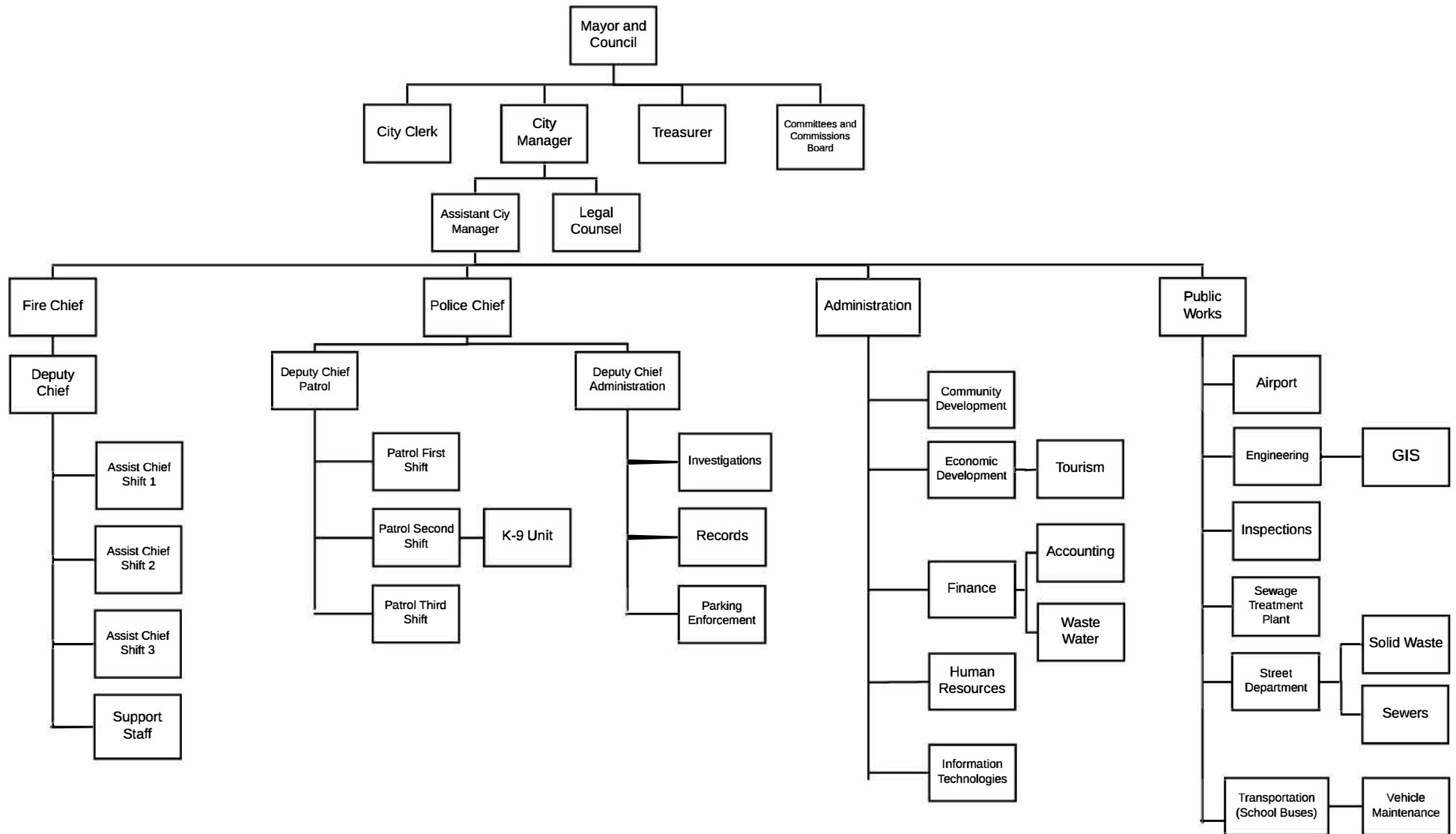
a. Council members shall show respect for the professional capacities of the staff of the City, and shall treat all staff as professionals.
b. Council members shall respect and adhere to the provisions and procedures of the City Manager form of government, and their dealings, communication, and interaction with staff shall be in accordance with that structure of government.
c. In that regard, questions of City staff, and/or requests for additional information shall be directed to the City Manager or the department heads. The City Manager should be copied on or informed of any requests.
d. City Council members shall not disrupt City Staff on/at their jobs, should not publicly criticize an individual employee, and should not get involved in administrative functions.

The present administrative organization for the City of Pekin is illustrated on the next page.

We believe that it is appropriate to discuss the rationale and criteria, which are used in developing organization structures. This is important because there is no one organization chart that is the perfect structure for a City. The organizational structure must reflect the legal restrictions of state statutes, the needs of the organization, the uniqueness of the community, and the characteristics and operating style of the City Manager as hired and retained by the Mayor and City Council.

- **First**, the City Manager is the chief administrative officer of the City with all the commitments of that position, both internal in the organization and external to the community. The chief administrative officer is responsible to the organization for leadership and strategic management. The position is also responsible for providing support to the Mayor and City Council in their roles of leadership in the community and policy-making for the organization. These roles require significant time availability on the City Manager's part in order to fulfill them properly.

- **Secondly**, in order to operate as effectively and efficiently as possible, the organization structure must reflect and support the City Manager's management style. If the top-level management of the City have differing management styles and philosophies, a mixed message will be communicated to the organization rather than the clear message necessary to carry out the City's service delivery within the organizational philosophy.

Pekin
ILLINOIS

Mayor and Council

- City Clerk
- City Manager
- Treasurer
- Committees and Commissions Board

City Manager:
- Assistant Ciy Manager
- Legal Counsel

Fire Chief
- Deputy Chief
  - Assist Chief Shift 1
  - Assist Chief Shift 2
  - Assist Chief Shift 3
  - Support Staff

Police Chief
- Deputy Chief Patrol
  - Patrol First Shift
  - Patrol Second Shift — K-9 Unit
  - Patrol Third Shift
- Deputy Chief Administration
  - Investigations
  - Records
  - Parking Enforcement

Administration
- Community Development
- Economic Development — Tourism
- Finance
  - Accounting
  - Waste Water
- Human Resources
- Information Technologies

Public Works
- Airport
- Engineering — GIS
- Inspections
- Sewage Treatment Plant
- Street Department
  - Solid Waste
  - Sewers
- Transportation (School Buses) — Vehicle Maintenance

- **Thirdly**, there are four major groups that require significant time demands for the City Manager. These are the City Council, the community at large, the City's management team, and the remainder of the City organization. The proper amount of response and direction needs to be given to these groups if leadership is to be provided by the Manager.

One task in the performance of our engagement was to assess and reflect upon the most effective management organization for the success of the Manager. There are a wide variety of management styles in chief administrative officers (CAO) in municipal organizations. The styles of the CAO in a community usually reflect the desires of the elected officials. The City Manager position is currently vacant with an Interim serving in the role. The position is expected to be filled in the near future. A participative and people-oriented style is more likely to involve others in decision-making and problem-solving in order to achieve ownership of the issues by parties and ultimately support of the decisions. This style is critical in service organizations that value people input. The other aspect of this style is that it requires a time commitment on the part of the City Manager much greater than less participative styles.

In reviewing the organizational structure for the City of Pekin which has a streamlined senior management group, several criteria were reviewed and assessed regarding the current management structure. First, wherever possible, the organization should not add an additional level of management within the City. Second, routine day-to-day management decisions should be delegated to the Assistant City Manager and department heads. The Assistant City Manager position has been vacant and not funded for a period of time now. As discussed later in this report, the Assistant City Manager position could serve as the head of the Administration Department and potentially serve in the roles of economic development and managing the needs for communication within the organization and community.

The Mayor and City Council of the City of Pekin currently directly appoint the City Manager, City Treasurer, City Clerk and various boards and commissions. In general, it is our observation that municipal organizations operate best when the Mayor and City Council deal within the realm of policy-making and the City Manager deals within the realm of management issues as outlined in the previous section. There is, and will be, an overlap of policy-making and management due to the nature of the governance and management process, which requires that a close team effort be established between the parties involved in the respective processes. However, those issues which are clearly administrative

or an integral part of achieving managerial goals should be responsive to the City Manager. This frees the Mayor and City Council to focus on setting the vision and goals for the community as well as establishing the target issues consistent with those goals, and to measure management's progress towards those goals.

The City Manager must be given the necessary resources to achieve those goals and should be expected to manage all administrative functions with efficiency and economy. Assignment of responsibilities, delegation of authority, and allocation of resources are among the most important responsibilities of the Manager. If all of the administrative functions of the City within the organization are reporting to the City Manager, he/she can perform these activities to the best benefit of the entire organization and should be held accountable for them. But accountability must be accompanied by responsibility for the functions.

Pekin's current organization structure would meet these guidelines best if the Mayor and City Council appointed the City Manager and left the appointment of the other administrative officers to the City Manager. That would put the appointment authority for the City Treasurer and City Clerk in the domain of the City Manager.

While the rest of the current organizational arrangement appears to meet the needs of the City, there are some changes within departments that deserve consideration for potential changes as discussed later in this report. These include the transfer of code enforcement responsibilities to the Police Department, combination of the City Treasurer and Director of Finance positions, moving the City Clerk to the Administration Department, and some changes in the Public Works Department. A revised recommended organization chart is on the following page.

Pekin, Illinois

Mayor and Council

- **City Manager**
  - **Committees and Commissions Board**
  - **Legal Counsel**

- **Fire Chief**
  - **Deputy Chief**
    - Assist Chief Shift 1
    - Assist Chief Shift 2
    - Assist Chief Shift 3
    - Support Staff

- **Police Chief**
  - **Deputy Chief Patrol**
    - Patrol First Shift
    - Patrol Second Shift — K-9 Unit
    - Patrol Third Shift
  - **Deputy Chief Administration**
    - Investigations
    - Records
    - Parking Enforcement
    - Code Enforcement

- **Assistant City Manager**
  - Community Development
  - Economic Development
  - Finance/Treasurer
  - Human Resources
  - Information Technologies
  - City Clerk

- **Public Works**
  - Superintendent Wastewater Treatment Plant
  - Superintendent Operations
    - Supervisor Streets (and Sewers)
    - Supervisor Solid Waste
  - Superintendent Transportation
    - Airport Manager (Alternative 1)
  - Superintendent Fleet Management
    - Airport Manager (Alternative 2)
  - Deputy Director of Public Works/City Engineer
    - Building & Grounds
    - Engineering

III. PLANNING & GOAL SETTING

A. General

The planning and goal/objective setting process is the focal point for governance and management in an organization. The responsibility for this process lies in the hands of the governing body with substantial involvement by the upper level management of the City. The City Manager serves as the organizer and facilitator of this "strategic management" process. This strategy is an effective tool for establishing the planning stage and plan execution environment necessary to operate a modern/cutting edge city.

Strategic management is a process that includes conceptualizing a mission and setting goals, analyzing key factors in the internal and especially the external environment (e.g., opportunities, threats, strengths and weaknesses), developing strategies, and developing and implementing action plans. These actions are sometimes known as developing a mission statement or organizational philosophy, strategic planning, goal setting or action planning.

A strategic (long-term) planning and goal oriented leadership approach on an annual or biennial basis by the Mayor and Council will enable the City's chief administrator and management team to confront present and future problems. By employing a strategic approach to goals and priorities, reflective discussions on policy choices and governing philosophies and goals will allow management to plan practical, but visionary results for the future. Strategic management entails utilizing strategic planning methodologies. Numerous studies have shown that organizations that plan are more likely to succeed, and organizations that do not plan either produce less than desirable results or fail. The need for planning has never been greater.

In 2006, the City Council undertook a strategic planning session, which identified the vision of the City government and prioritized service objectives and service delivery levels that mesh with the overall vision of the City's near and long-term future. This City of Pekin Conceptual Plan, 2006-2011 has not been updated since its creation in 2006. The complexities of running the business of government eliminate the possibility of operating successfully by chance. Strategic planning establishes a road map for achieving the goals of the City. Strategic Planning uses many of the planning tools already in place by integrating them together into a comprehensive process for strategic planning. The strategic management plan below summarizes the needs of a city organization.

STRATEGIC MANAGEMENT PLAN

**LONG TERM
COMPREHENSIVE PLAN**

**TWO YEAR
STRATEGIC PLAN**

**FIVE YEAR
CAPITAL IMPROVEMENT
PROGRAM**

**INFRASTRUCTURE
MAINTENANCE**

**FINANCIAL TREND
MONITORING PROGRAM**

**ANNUAL OPERATING PROGRAM & CAPITAL IMPROVEMENT
BUDGET**

**FISCAL
POLICIES**

**ECONOMIC/FINANCIAL
FORECASTS**

**DEBT MANAGEMENT
PROGRAM**

OPERATING PLAN

**THREE TO FIVE YEAR
FINANCIAL PLAN**

**ANNUAL OBJECTIVES
SETTING & REVIEW**

**PERFORMANCE
INDICATORS**

B. Recommendations

The recommendations resulting from the study team's analysis of the City's long-term planning/goal-objective setting are as follows:

1. The City of Pekin should review and update its strategic plan building on the most recent City of Pekin Conceptual Plan from 2006. It is important that the management and policy leaders for the City of Pekin integrate the various elements of the strategic management plan in their thought processes as noted in the Exhibit above. These elements include the long term comprehensive plan, the five year capital improvements program, two year strategic plan with goal setting by the policy making body, a review of past financial trend monitoring, establishment of fiscal policies, current infrastructure maintenance efforts, and current external economic/financial forecasts all of which are incorporated into the annual operating and capital improvements budget. Each of these elements of the strategic management plan should be reviewed annually within specific timetables.

2. The Comprehensive Plan for Pekin, which was adopted in 2006, should be reviewed on an annual basis. It also should be scheduled for a total comprehensive review and update in the near future. As noted in the 2006 Plan, "Comprehensive Planning is a process by which a community can guide its future development. Growth can be encouraged to take place where the necessary services can be reasonably provided. Conflicts between uses can be minimized. Financial and other resources can be more effectively used." Comprehensive Plans for communities today include many elements such as a community vision, issues and opportunities, housing and neighborhoods, transportation, utilities and community facilities, agriculture, natural and cultural resources, economic development, land use, intergovernmental cooperation, a downtown plan, and specific sub-area plans. The Comprehensive Plan and the process to create one provides the community with a collaborative process to project themselves into the future. Each element of the Comprehensive Plan should be reviewed by the Plan Commission, the City Council, and other appropriate advisory bodies deemed necessary by the City Council. Annually, the City staff should update the inventory and demographic sections of the comprehensive plan, and reanalyze the policy direction in order to make recommendations to the appropriate review bodies. The review and discussion of the Comprehensive Plan should help focus attention on a vision for Pekin into the future.

3. On at least a biennial basis, the City should engage in a short-term and long-term goal setting and ranking process. The 2006 Conceptual Plan is an excellent document showing the Mission, Visions, Values, and five themes for the future of Pekin. A process for the strategic planning every two years is a valuable goal and target setting exercise for all parties in the process. As leadership and management author Peter Drucker stated "Plans are worthless, but planning is invaluable." While it is important that the policy-making body establish these targets for management to pursue, it is also important that management have an appropriate mechanism for input into those target issues. We recommend that the City Manager engage the management team in a goal setting session prior to the policy-making body undertaking the process. The management team should also prioritize those goals into broad categories such as: highest, high, medium, low, and lowest. After the policy leaders have generated the issues that they feel are important, the staff's issues should be provided for potential addition to the policy leaders' list. Policy leaders should also establish priority ranking of the issues for guidance to management. The final goals and their priorities become guidance to management in the strategic management process and should be established prior to budget formulation for the City so that they can be used in the development of the budget.

4. The budget recommended by the City Manager to the City Council should be one reflective of the goal setting process undertaken in the recommendations above. The budget should be more of an output, or services-oriented document, allowing the policy making body to make a determination of the types of services, the quality of services, and amount of services provided to the community. The City staff should be informed of the desired levels of services by the policy making body in the goal setting process. The existing budget document gives the larger picture orientation along with sections on the detailed financial data.

5. In addition, the budgetary presentation should include supplemental information with a multi- year forecast of revenues and expenditures in the general operating funds and the enterprise funds. This provides for adequate planning on the future financial condition of the City. The forecasting should take into account the strategic management plan with input from the comprehensive plan, capital maintenance and replacement plan, and the goal setting process. This will provide the opportunity for management and policy makers to anticipate the future financial progress of the City.
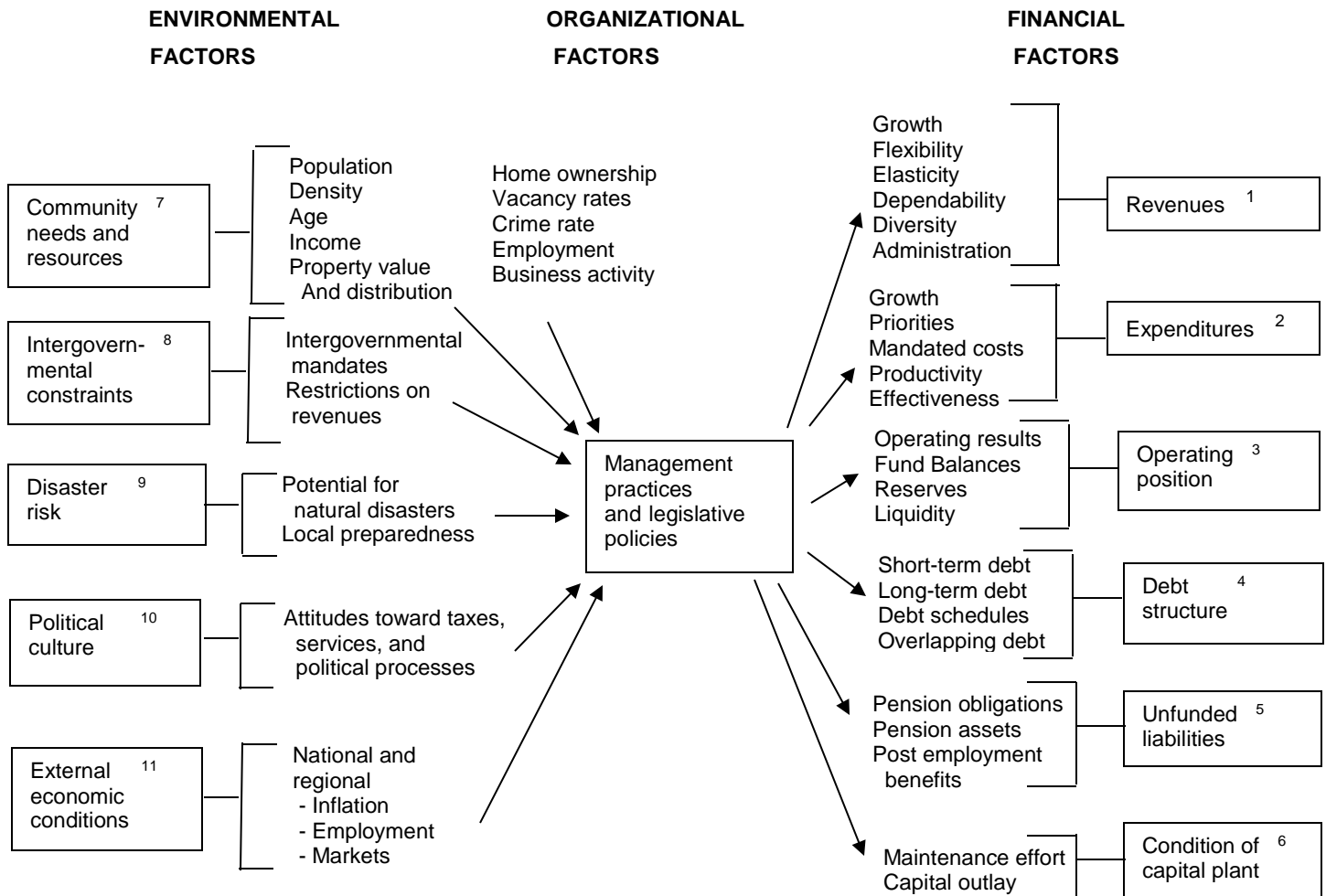
6. Each work unit in the organization should identify performance indicators relating to their activity area. It is the opinion of the consultants that human nature tends to perform at higher performance levels when there is a sense of competition in their work activities. The creation of performance indicators to compare your work tasks to other cities provides some of that competitive challenge. The creation of the performance indicators can take some time and efforts on behalf of the staff but is felt to be beneficial in the longer term. These performance indicators should be mutually agreed upon between top-level management and the respective supervisory/management personnel. The indicators should be monitored on a monthly basis and reported to management. As discussed later in this report, the International City/County Management Association (ICMA) provides an annual reporting of comparative performance measurement that Pekin management can use to compare themselves to other governmental jurisdictions. ICMA also provides consulting advice on the creation of a performance management system for individual cities.

7. There should be an annual objective setting process for each member of the management team. These objectives should be consistent with the strategic management plan, which began with the comprehensive plan. These objectives should be agreed upon between the management team member and the City Manager and should be an integral part of the annual performance review for those

individuals. The objectives set during this process should include internal management needs of the individual's immediate organization as well as those set by policy determination made at higher levels in the organization.

IV. FISCAL TREND MONITORING ANALYSIS

An analysis of the financial practices and policies in addition to the financial status and condition of Pekin was undertaken with a comparison to other cities of similar size using data as provided by an article in the *Government Finance Review* entitled "Revisiting Brown's 10 Point Test". The system developed by the International City/County Management Association (ICMA) on *Evaluating Financial Condition – A Handbook for Local Government* is the base for this analysis. The consulting team urges the City to annually engage in a financial trend monitoring effort selecting the indicators most significant to the City. The ICMA financial monitoring tool is well recognized by municipalities across the country as a "best practices" approach to scanning the financial horizon to identify vital trends so that decision makers can adjust course as financial circumstances dictate. The FTMS overview is shown below:

ENVIRONMENTAL FACTORS	ORGANIZATIONAL FACTORS	FINANCIAL FACTORS

Community needs and resources [7]

Population
Density
Age
Income
Property value
  And distribution

Home ownership
Vacancy rates
Crime rate
Employment
Business activity

Growth
Flexibility
Elasticity
Dependability
Diversity
Administration

Revenues [1]

Intergovern-mental constraints [8]

Intergovernmental mandates
Restrictions on revenues

Growth
Priorities
Mandated costs
Productivity
Effectiveness

Expenditures [2]

Disaster risk [9]

Potential for natural disasters
Local preparedness

Management practices and legislative policies

Operating results
Fund Balances
Reserves
Liquidity

Operating position [3]

Political culture [10]

Attitudes toward taxes, services, and political processes

Short-term debt
Long-term debt
Debt schedules
Overlapping debt

Debt structure [4]

External economic conditions [11]

National and regional
 - Inflation
 - Employment
 - Markets

Pension obligations
Pension assets
Post employment benefits

Unfunded liabilities [5]

Maintenance effort
Capital outlay

Condition of capital plant [6]

The chart shown above shows how environmental factors shown on the left contribute to the organizations factors for creation of management practices and legislative policies that impact on the financial factors that reflect the financial health of a local government. The forty-two trend indicators used in the ICMA model cover a number of areas in municipal government including revenues, expenditures, operating position, debt structure, unfunded liabilities, capital infrastructure, community needs/resources, intergovernmental restraints, and disaster risks.

The financial trend tool is not a static instrument. Annual updating of these fiscal indicators will help provide top-level management and the policy making body with concise information relating to the financial condition of the community. From this, an understanding of the financial trends of the City and community should be better understood. The ten indicators chosen for this analysis are described in the following table.
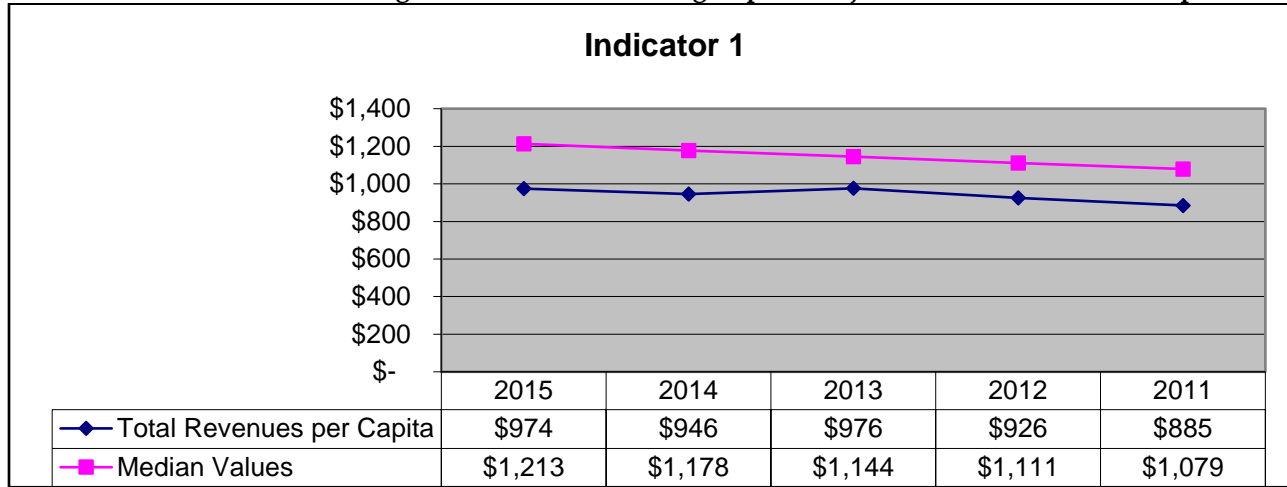
Type	Indicator	Description of Indicator
Revenue Indicator	Total Revenues per Capita	Total Revenues for Governmental Funds (Excluding Capital Project & TIF Funds) Divided by Population
Revenue Indicator	Property Tax or Own Source Tax Revenues/Total Revenues Percentage	Total Tax Revenues Levied Locally for the General Fund Divided by Total General Fund Revenues
Expenditure Indicator	Total Expenditures per Capita	Total Expenditures for Governmental Funds (Excluding Capital Project & TIF Funds) Divided by Population
Operating Position Indicator	General Fund Balance/General Fund Revenues Percentage	General Fund Unreserved Fund Balance Divided by Total General Fund Revenues
Operating Position Indicator	Enterprise Funds Working Capital Coverage Percentage	Current Assets of Enterprise Funds Minus Current Liabilities of Enterprise Funds
Debt Indicator	Long Term Debt/Assessed Value Percentage	Long Term General Obligation Debt Divided by Assessed Value
Unfunded Liability Indicator	Other Post-Employment Benefits	Health Care for Retirees Paid from
Unfunded Liability Indicator	Pension Assets/Liabilities Percentage	Funded ratio (i.e., actuarial value of plan assets/actuarial accrued liability

Analyses of ten indicators for Pekin from 2011 to 2015 with comparisons to other cities when available are shown below with a brief narrative for each.

Pekin raises less revenue per capita than comparable cities. However, the separate Park District is not

included in the Pekin data. Adding the Park District into the Total Revenues per Capital results in the following fiscal information and chart.
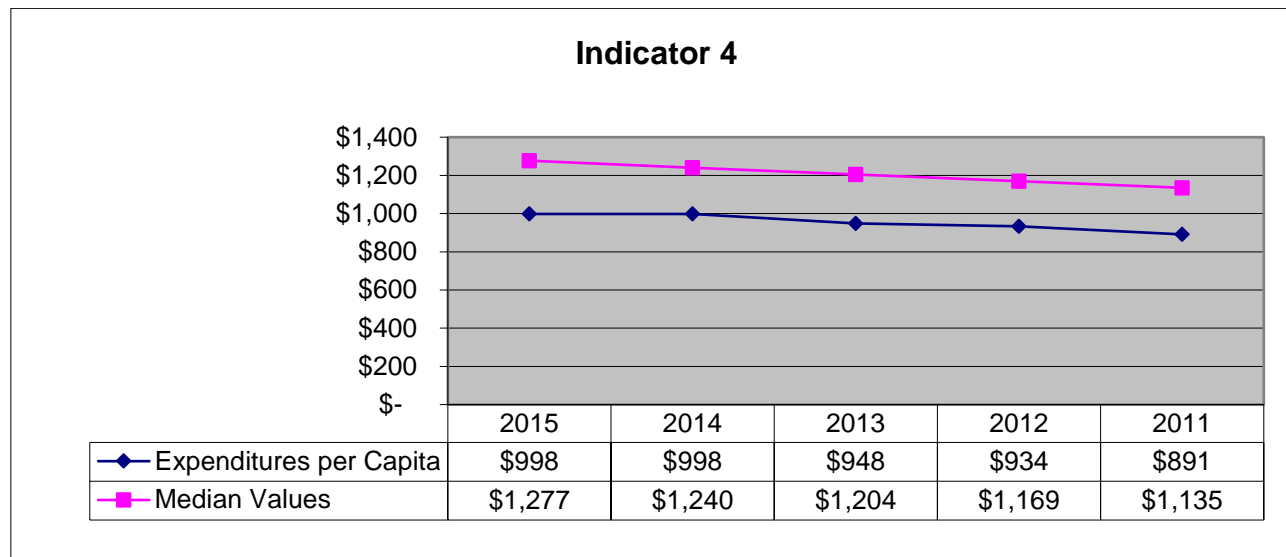
Governmental Funds Including Park District (excluding Capital Project & TIF) Revenue Per Capita

Indicator 1

	2015	2014	2013	2012	2011
Total Revenues per Capita	$974	$946	$976	$926	$885
Median Values	$1,213	$1,178	$1,144	$1,111	$1,079

Pekin raises less revenues per capita in its general governmental operations than other cities of comparable size.

The expenditures per capita in Pekin are significantly below comparable cities in the population range. Again, the separate Park District is not included in the Pekin data. The chart below shows the Pekin Expenditures per Capita and the Expenditures per Capita with the Park District added to the totals.

Governmental Funds Including Park District (excluding Capital Project & TIF) Expenditures Per Capita

Indicator 4

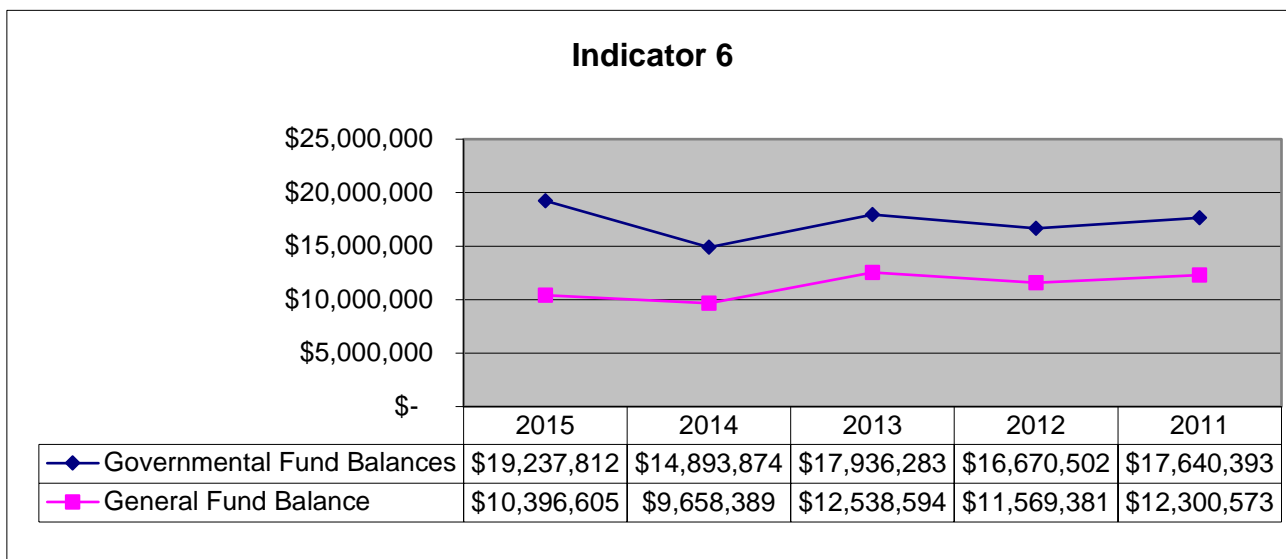|	2015	2014	2013	2012	2011
Expenditures per Capita	$998	$998	$948	$934	$891
Median Values	$1,277	$1,240	$1,204	$1,169	$1,135

As shown in the following chart, Indicator 3, the City has had some operating surpluses and operating shortages in the past five years. The norm for comparable cities is an annual surplus to add to the fund balance of the General Fund. Pekin should examine its past practice in this regard.
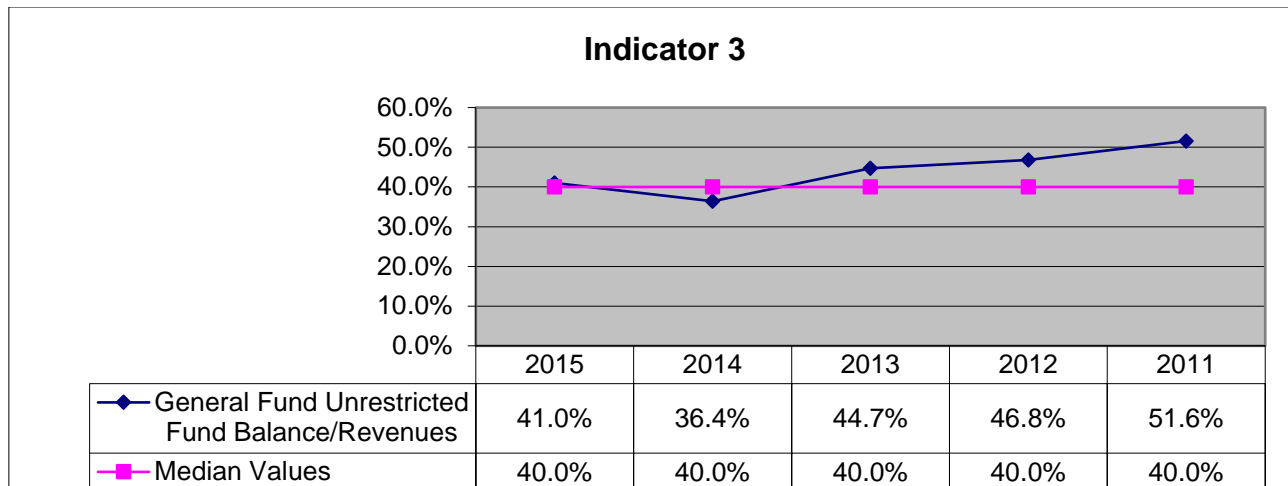
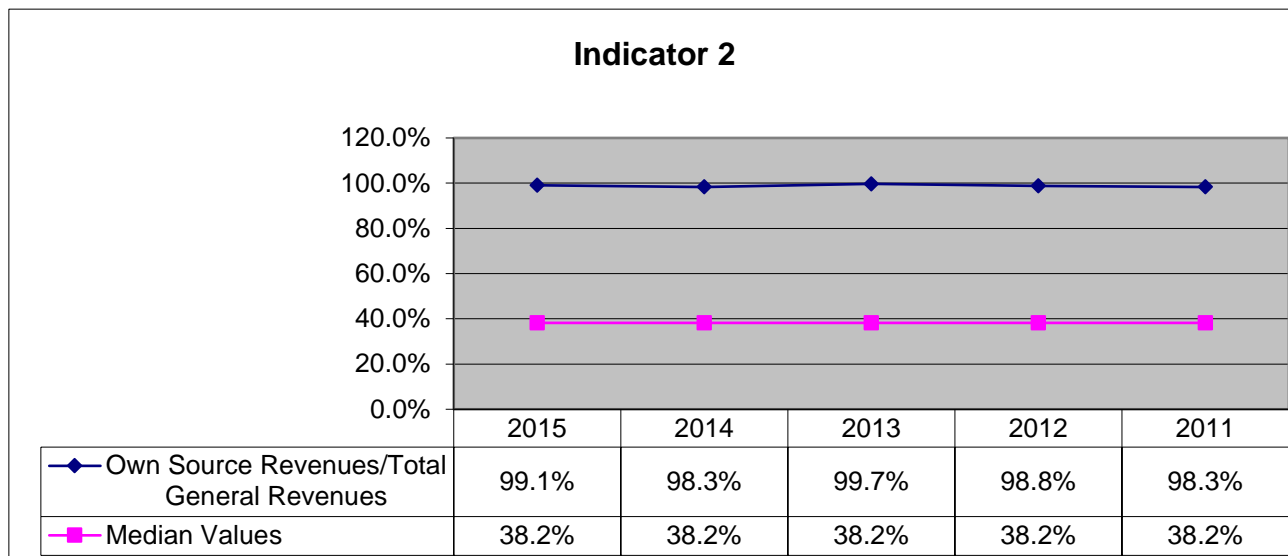**General Fund Operating Surplus-Shortages/Operating Revenues Percentage**

Indicator 3

	2015	2014	2013	2012	2011
General Fund Revenue Shortages/Surpluses to Total	-3.1%	-4.6%	2.5%	4.7%	6.7%
■					

Chart y-axis: 8.0%, 6.0%, 4.0%, 2.0%, 0.0%, -2.0%, -4.0%, -6.0%

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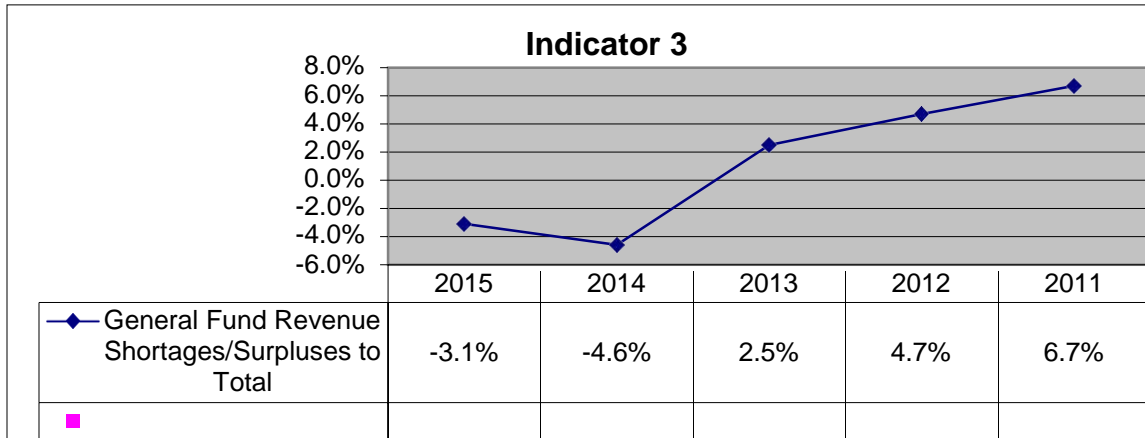
Governmental and General Fund Balance

Indicator 6

	2015	2014	2013	2012	2011
Governmental Fund Balances	$19,237,812	$14,893,874	$17,936,283	$16,670,502	$17,640,393
General Fund Balance	$10,396,605	$9,658,389	$12,538,594	$11,569,381	$12,300,573

Chart y-axis: $25,000,000, $20,000,000, $15,000,000, $10,000,000, $5,000,000, $-

Even in these difficult fiscal times, the City has maintained good levels of unassigned fund balances in the past five years as shown in the charts above and below.   Pekin General Fund Balances have been from 36.4% to 51.6% of the General Funds Revenues in each of the five years. Pekin's fiscal policy calls for a 25% fund reserve compared to revenues and they have exceeded that level in recent years. Comparable cities had fund balance around 40% before the economic decline. Pekin is in good financial condition and has managed the finances well in this period.

Indicator 3

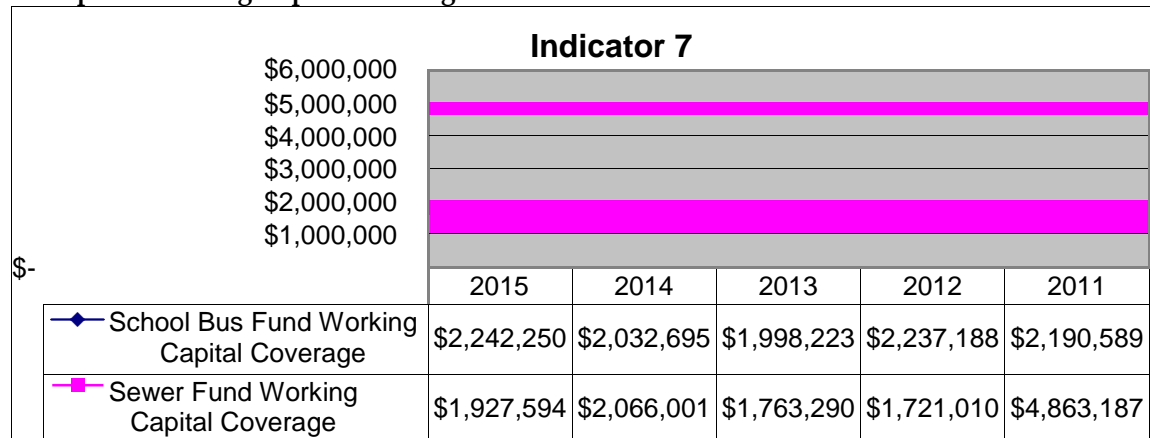|	2015	2014	2013	2012	2011
General Fund Unrestricted Fund Balance/Revenues	41.0%	36.4%	44.7%	46.8%	51.6%
Median Values	40.0%	40.0%	40.0%	40.0%	40.0%

Another measure of financial condition is the diversity of revenue sources. Many cities in the United States rely on state shared revenues for their General Fund operations. Pekin relies on own source revenues for around 98 to 99% of its revenues. That compares to 38% in comparable cities. Pekin depends upon various taxes (property, replacement, income, state sales, use & gaming, local sales & use, local food/beverage, local packaged liquor, local motor fuel taxes) for around 89% of its revenues sources.

Indicator 2

	2015	2014	2013	2012	2011
Own Source Revenues/Total General Revenues	99.1%	98.3%	99.7%	98.8%	98.3%
Median Values	38.2%	38.2%	38.2%	38.2%	38.2%

Pekin has healthy financial condition in the School Bus and Sewer Funds as shown in the charts below. The working capital (current assets minus current liabilities) balance ratio is in good condition. The assets are around five times (Sewer Fund) to twenty times (School Bus Fund) the level of liabilities which compares to other cities averages of between 3 to 4 times.
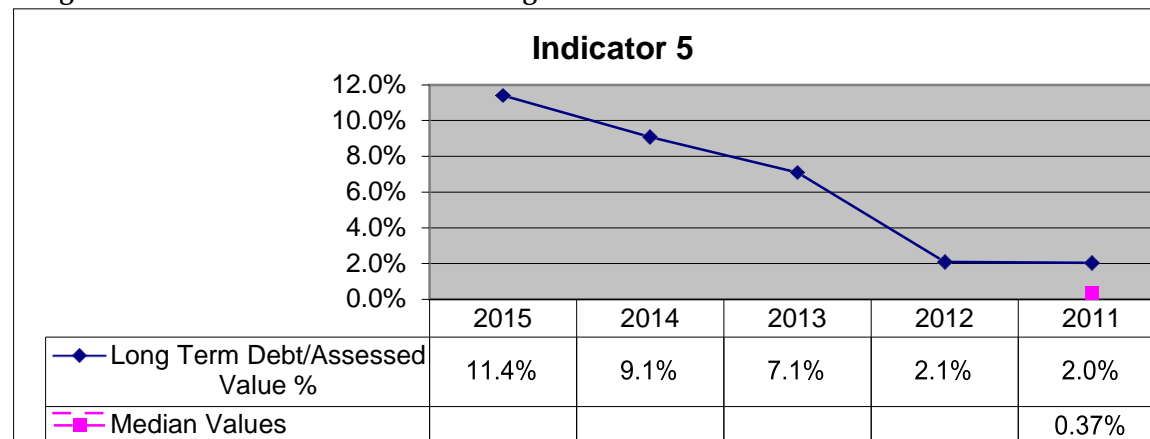
Enterprise Working Capital Coverage Ratio

Indicator 7

	2015	2014	2013	2012	2011
School Bus Fund Working Capital Coverage	$2,242,250	$2,032,695	$1,998,223	$2,237,188	$2,190,589
Sewer Fund Working Capital Coverage	$1,927,594	$2,066,001	$1,763,290	$1,721,010	$4,863,187

The Non-major Enterprise Funds of Airport and Economic Development show a different result however. The Working Capital for these two are shown below. They have consistently been in a deficit position. The Solid Waste Fund was created as an enterprise fund in 2015 fiscal year and it also has a negative Working Capital as of April 30, 2015 of $697,192.

Indicator 7

	2015	2014	2013	2012	2011
Airport Fund Working Capital Coverage	$(697,945)	$(601,907)	$(332,137)	$(259,031)	$(92,103)
Economic Development Fund Working Capital Coverage	$(471,141)	$(438,226)	$(186,185)	$(233,402)	$(358,980)

Long Term Debt/Assessed Value Percentage

Indicator 5

	2015	2014	2013	2012	2011
Long Term Debt/Assessed Value %	11.4%	9.1%	7.1%	2.1%	2.0%
Median Values					0.37%
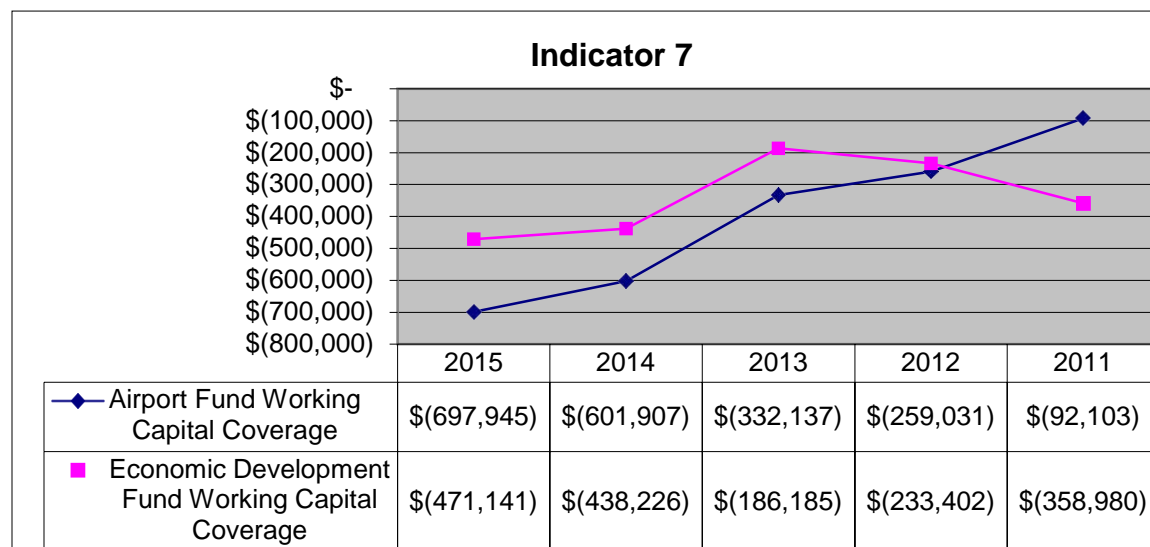
Pekin has general obligation debt around 11.4% of the total assessed value within the City. That compares to other cities of .37%.

Pekin's pension program has large levels of unfunded liabilities in the IMRF, Police and Fire Pension plans as show in the following charts.

IMRF Pension Assets/Liabilities Percentage

indicator 10

	2015	2014	2013	2012	2011	
IMRF Pension Unfunded Liability		33%	32%	43%	52%	
■						
IMRF Unfunded Liability		$4,200,045	$3,907,440	$4,738,360	$5,522,070	

indicator 10

	2015	2014	2013	2012	2011
Police Pension Unfunded Liability %		59%	59%	57%	55%
Fire Pension Unfunded Liability %		41%	42%	42%	40%
Police Unfunded		$18,622,432	$17,960,243	$18,039,419	$18,752,674
Fire Unfunded		$30,803,987	$27,994,187	$26,652,280	$26,420,852
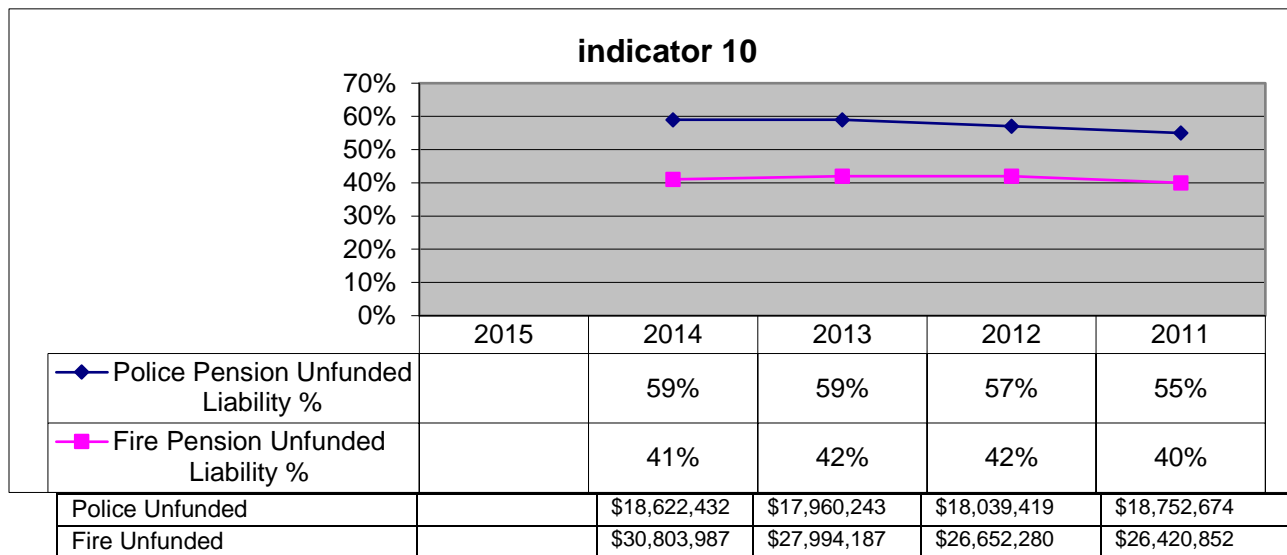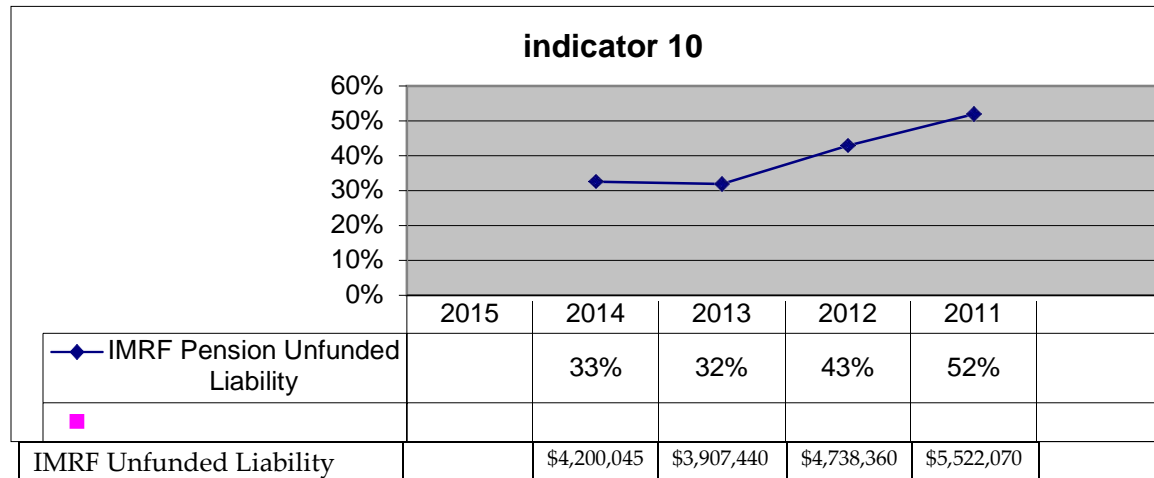
The IMRF Pension Plan is 32.6% unfunded, the Police Pension Plan is 40.6% unfunded and the Fire Pension Plan is 59.1% unfunded. The unfunded liability is shown in dollars in the charts above.

In addition, the City provides health insurance for retirees and pays for that insurance if the retiree left the City with any unused sick leave. The City employees have accumulated $6,076,540 of future health

insurance benefits. That total is for the employees already retired who receive this benefit before reaching Medicare eligibility. There is additional liability accruing for existing employees who will be eligible for this benefit upon retirement before Medicare eligibility. This liability should be calculated and reported annually in the Finance Report.

Overall, Pekin is in acceptable financial condition other than pensions and Other Post Employment Benefits. The City has taken steps to address the difficult fiscal times and continues to do so. As noted above, there are some areas that need attention due to their financial status such as pension fund financing and negative working capital balances in two of the enterprise funds.

Pekin needs to create a document on "Financial Practices and Policies" for the City to be included in the annual budget. Currently, the City has fiscal policies for the General Fund Reserves and for an Investment Policy. A document showing suggested policy statements used in other municipalities is show in the Appendix. These fiscal policies are comprehensive, relating to many of the assumptions which currently go into the financial planning for the community. They should be clearly stated and annually endorsed by the policy making body as underlying assumptions for the budget making process. These financial performance goals help to provide the community a stable financial picture over the long term.

V. LEVEL OF STAFFING COMPARISON
AND WORKLOAD MEASUREMENT

Each community, through its elected representatives, must determine whether the services provided by the City are in concert with the needs and desires of its citizens while conserving taxpayer dollars. An effective organization benefits from having a means of evaluating its existing cost of providing services and distribution of work required to provide those services. This information provides management with the necessary tools to help make decisions relating to allocation of resources within the organization. The study team was able to review staffing levels in various operations of the City to a sampling of thirteen other cities in the area of similar size. This analysis was limited to cities between 25,119 and 54,594 with the average of the populations being 33,763 compared to Pekin's population of 33,824. A summary exhibit is shown below.

Department	13 City Average	Pekin
Administration		
City Manager/Mayor	2.85	3.00
Human Resources	2.00	1.00
Human Relations	.31	
Information Technology	3.70	2.00
Finance	7.48	5.50
City Clerk	2.22	2.00
City Attorney	2.08	
Risk Management	1.38	
Community Development		
Building & Zoning/Code Enforcement	5.94	5.00
Planning/Community Development	2.99	
Economic Development	1.80	.75
HUD/Grants	2.48	1.25
Utilities		
Solid Waste/Recycling	4.24	9.00
Water	16.38	
Wastewater Treatment	11.55	8.00
Public Works		
Engineering/Director	6.80	3.00
Streets/Fleet/Facilities/Arbor	29.80	21.00
Police		
Sworn Officers	58.42	57.00
Civilians without Dispatch	8.35	10.00
Parking Enforcement Officers	1.93	
Dispatch	14.64	
Fire		

Firefighters	48.27	56.00
Support Staff	1.68	2.00
Parks & Recreation		
Parks	17.15	
Recreation	7.10	
Golf Course	10.83	
Theater	4.00	
School Bus Department		121.00
Airport	5.38	1.00
Tourism	1.00	.25
Library	26.75	
Cable TV	2.00	
Transit	20.52	
Convention Center	42.25	
Museum	24.50	
Total	**244.27**	**308.75**

A more detailed chart of the results is shown in the Appendix.

The compilation in the exhibit illustrates the average number of employees in the thirteen cities. Pekin has more Fire Department firefighters than comparable cities. The Pekin Police Department is comparable to the other cities. The Public Works and Administration Departments have some areas with less than the average in other cities that needs to be examined further.

After an analysis of the Fire Department by a fire expert in this overall study, we became aware that the Pekin Fire Department also provides services to two adjoining fire districts, the Brush Hill and Powerton Fire Protection Districts. These two districts have a population of around 5,000 persons between the two districts. While the thirteen cities surveyed averaged 33,763 population compared to Pekin's 33,824, when adjusted to a per 1000 calculation and multiplied by 39,000 (to include the two fire districts), the average for firefighters in other communities would be 53.45. That is much closer to Pekin's total firefighters of 56 as shown in the table. The revenues received from the two fire districts of $565,506 in 2016 compensates for 5.5 firefighters using the average costs for salary and benefits.

Pekin should consider an ongoing effort on setting and measuring goals and targets for implementation by the City management and employees. These effectiveness measures ensure the policies set by the elected body are implemented by the management and staff of the City. In addition to those measures of effectiveness, another option that cities utilize is performance measurement comparisons to other cities in order to provide a city some measurable quantitative efficiency criteria to compare itself to other cities. That comparison can create a sense of competing to become the most efficient provider of services. The

creation of performance measures can take time initially but is worth the effort when considering the benefits in the longer term. Performance measures are one tool to assess performance and not a final answer to the provision of services. Each performance measure merits analysis when compared to other cities. A part of our work efforts in this organizational review was to compare some of the workload/performance indicators in Pekin to other similar cities in order to assess the relative efficiencies of the work force in Pekin. These comparisons are meant to show the value of benchmarking by using performance measures that were obtained from the records in Pekin. They are not necessarily meant to be the performance measures to be used in the future in the City. The median values in the table below were derived from the ICMA Performance Data for cities in a comparable population range.

Successful approaches have been employed in other jurisdictions to make performance measurement a priority task that has meaning and utility. Every department should participate in developing performance measures for use by department managers and the City Manager. This approach develops a cooperative relationship among departments and city leadership. The data collected should emphasize overall outcomes as well as outputs. Some cities and counties even publish performance-measurement quarterly newsletters so everyone can track progress. Some organizational specialists argue that such routine updates can foster a sense of healthy "competition and pride" as they work toward achieving performance targets that will be seen by all in the organization. The performance measurement process for Pekin yielded the following results.

Pekin Performance Measures	Pekin	ICMA Mean
Police		
Police Sworn FTEs per 1000 Population	1.66	1.75
Police Civilian FTEs per 1000 Population	.30	.46
Response Time in minutes to priority calls	6:58	3:37
Human Resources		
Working Days for external recruitment	50	48
Number of employee grievances per 100 employees	2.91	.41
Fire		
Sworn fire staffing per 1,000 population served	1.71	1.28
Street Department/Solid Waste Department		
Street sweeping expenditures per linear mile sept	$3.15	$37.13
Snow and ice control expenditures per capita	$1.16	$8.81
Road rehabilitation expenditures per paved lane mile	$1,867	$2,846

Road rehabilitation expenditures per capita	$20.53	$30.85
Residential refuse collected per account, in tons	.98	.98
Recycling material collected per capita, in pounds	372	132
Risk Management		
General liability claims per 10,000 population	5.18	4.86
Number of workers compensation claims per 100 FTEs	12.90	13.54
Fleet Maintenance		
Average fleet maintenance and preventive maintenance per vehicle – Police vehicles	$1,309	$2,837

Each of the performance indicators should be reviewed in the context of Pekin's operations. The purpose of performance measures is to provide insight in how Pekin compares to others and to provide a benchmark to measure against. Pekin has a larger number of grievances per 100 employees than comparable cites (2.91 compared to .41). Firefighters per 1000 populations is also higher than the average in comparable cities similar to the results of the survey of the thirteen cities undertaken for this study (1.71 compared to 1.28). However, Pekin Firefighters per 1000 population when including the two fire districts is 1.44 per 1000. General Liability Claims per 10,000 population were also higher (5.18 compared to 4.86). Pekin performed well on the other performance measures.

Recommendations: Recommendations relating to performance measurement and benchmarking issues are as follows:

  i. There is a need for workload measurements in most of the service activities of the City. These workload measurements should be established under the performance measurement systems. The International City/County Management Association (ICMA) provides information on comparative performance information in the following areas:

   1. Code Enforcement * Fire and EMS
   2. Fleet Management * Police Services
   3. Facilities Management * Highway and Road Maintenance
   4. Human Resources Management   * Information Technology
   5. Parks and Recreation * Purchasing
   6. Risk Management * Refuse and Recycling

The City of Pekin should commit to measuring itself for performance in areas for which there is easily comparable data.

VI.   EMPLOYEE SURVEY

An employee survey was conducted as part of the organizational study to provide the City with information regarding employee satisfaction and overall perception of City operational methods. It is well recognized that satisfied employees provide a higher level of service with greater efficiency. The City leadership wished to gain insight and opinions regarding the perception among current employees of the City as an employer. The survey was distributed to all employees with instructions and a postage paid envelope to be mailed directly to the consultant. Confidentiality of the respondents was pledged to all participants. Of the 324 surveys distributed, 155 were completed and returned to the consultant for a 48% return rate from the full time and permanent part time employees. This is a good number of returned surveys and provides a good validity level to the results of the survey.

The survey covered the areas of personal work experiences, organizational & performance culture, leadership, job satisfaction & working conditions, and some general questions along with an opportunity for additional comments.

Personal Work Experience

In order to assess City employees' opinions on their personal work experiences, the survey asked respondents to rate their level of agreement with the following statements below from the following choices:

- Strongly Agree (SA)
- Somewhat Agree (SWA)
- Neither Agree or Disagree (NAD)
- Somewhat Disagree (SWD)
- Strongly Disagree (SD)

The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
The people I work with cooperate to get the job done.	59%	32%	4%	4%	1%
I am given opportunity to improve skills in my position and grow professionally.	35%	34%	15%	9%	6%
I have enough information to do my job well.	49%	37%	6%	3%	5%
I feel encouraged to come up with new and better ways doing things.	38%	31%	14%	8%	8%
My job makes good use of my skills and abilities.	60%	21%	8%	6%	5%
My work is challenging and gives me a feeling of personal accomplishment.	60%	27%	7%	2%	4%
I have sufficient resources in my department to get my job done.	31%	38%	10%	13%	8%

I like the kind of work I do.	77%	15%	6%	1%	0%
I recommend the City as a good place to work.	51%	20%	19%	5%	4%
At times, I feel stressed in the work place..	25%	41%	23%	8%	3%
I know how my work relates to the City's goals.	32%	30%	20%	8%	3%
The work I do is important.	83%	15%	2%	1%	0%

Findings

In examining the results of the survey, the following results were shown.

- 98% feel the work they do is important.
- 92% like the kind of work they do.
- 91% feel that the people they work with cooperate to get the job done.
- 87% feel that their work is challenging and gives them a feeling of personal accomplishment
- 86% feel they have enough information to do their job well.
- 81% feel that their job makes good use of their skills and abilities.
- 71% would recommend the City as a good place to work.
- 69% feel that they are given real opportunity to improve skills in their position and grow professionally.
- 69% feel encouraged to come up with new and better ways doing things.
- 69% feel that they have sufficient resources in their department to get their job done
- 66% feel stressed at times in the work place.
- 62% know how their work relates to the City's goals.

Organizational and Performance Culture

In order to assess City employees' opinions on organizational and performance culture, the survey asked respondents to rate their level of agreement with each of the following statements using the same scale above. The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
My supervisor supports my need to balance work and family issues.	65%	23%	8%	3%	1%
Services in my unit are improved based on feedback from the public and employees.	24%	32%	31%	6%	6%
Policies and procedures affecting my work are clearly communicated.	27%	34%	14%	16%	8%
My immediate supervisor gives me useful feedback regarding my job performance.	44%	23%	17%	8%	9%
High-performing employees in my department are recognized and rewarded on a timely basis.	10%	25%	26%	18%	21%
In my department, steps are taken to deal with a poor performer who cannot or will not improve.	12%	17%	29%	17%	25%
Discussions with my supervisor about my performance are worthwhile.	29%	35%	21%	8%	7%
Creativity and innovation are rewarded	15%	27%	21%	15%	22%

Findings

There was a wider range of responses than in the previous section.

- 88% felt that their supervisor supported their need to balance work and family issues.
- 67% feel that their immediate supervisor gives them useful feedback regarding their job performance. 17% felt that they did not get useful feedback.
- 64% feel that discussions with their supervisor about their performance are worthwhile.
- 61% felt that policies and procedures affecting their work are clearly communicated. 24% felt that they are not clearly communicated.
- 56% felt that services in their unit were improved based on public and employee feedback.
- 42% feel that creativity and innovation are rewarded. 37% felt that creativity and innovation are not rewarded.
- 35% felt that high-performing employees in their department are recognized and rewarded on a timely basis. 39% felt that they are not rewarded.
- 29% felt that in their department, steps are taken to deal with a poor performer who cannot or will not improve. 42% felt that steps are not taken to deal with a poor performer.

Leadership

In order to assess City employees' opinions on leadership within the City, the survey asked respondents to rate their level of agreement with each of the following statements using the same scale above. The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
I have a high level of respect for the City's senior leaders.	17%	23%	23%	17%	20%
City elected officials clearly communicate goals and priorities of City.	4%	14%	25%	20%	37%
Department managers clearly communicate goals and priorities of City and departments.	14%	25%	31%	12%	17%
City departments work well together.	12%	30%	27%	14%	16%
I have confidence in my manager's ability to do their job.	42%	25%	13%	7%	14%
Complaints/disputes/grievances are resolved fairly in my dept.	31%	26%	18%	12%	14%
My supervisor is open to ideas and suggestions.	47%	32%	12%	6%	3%
My supervisor possesses skills for resolving conflict.	39%	25%	15%	9%	11%
My supervisor conducts interaction in a professional manner.	47%	29%	10%	5%	9%
My supervisor provides me support to ensure that I perform at high levels of productivity.	41%	30%	12%	8%	10%
My supervisor acts as a mentor for my professional development.	27%	29%	22%	6%	16%

Findings

In respect to leadership, there was some range of responses.

- 79% feel that their supervisor is open to ideas and suggestions.
- 67% have confidence in their manager's ability to do their job. 21% did not.
- 76% feel that their supervisor conducts interaction in a professional manner.
- 42% feel that City departments work well together. 30% feel they do not.
- 71% feel that their supervisor provides support for high levels of productivity.

- 64% feel that their supervisor possesses skills for resolving conflict. 20% feel that their supervisor does not possess those skills.
- 56% feel that their supervisor acts a mentor for their professional development. 22% feel that their supervisor does not act as a mentor for professional development.
- 40% have a high level of respect for the City's senior leaders. 37% do not.
- 57% feel that complaints, disputes and grievances are resolved fairly in their department. 26% feel that they are not.
- 39% feel that the Department managers clearly communicate the goals and priorities of the City. 29% felt they did not.
- 18% feel that City elected officials clearly communicates goals and priorities of City. 57% feel they do not.

Job Satisfaction and Working Conditions

In order to assess City employees' opinions on job satisfaction within the City, the survey asked respondents to rate their level of satisfaction with each of the following statements using the same scale above. The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
How satisfied are you with policies/practices of your leaders?	19%	30%	23%	15%	14%
Deadlines and expectations within my department are realistic.	29%	40%	23%	4%	3%
I receive the training I need to perform my job well.	40%	38%	12%	5%	5%
Discrimination is a problem in my department.	4%	2%	12%	8%	75%
The City gives recognition for work well done by employees.	5%	15%	30%	23%	27%
The facilities I work in have good working conditions.	24%	36%	22%	14%	4%
My workload is reasonable.	37%	38%	13%	8%	5%

Findings

The job satisfaction area has one response that merits concern by the City in the near future:

- 83% felt that discrimination was not a problem in their department.
- 78% felt that they receive the training they need to perform their job well.
- 75% felt that their workload is reasonable
- 69% felt that the deadlines and expectations within their department are realistic.
- 60% felt that their facility's working conditions are good.
- 49% were satisfied with policies and practices of their leaders. 29% were not.
- Only 20% felt that the City gives recognition for work well done by employees and 50% felt that the City does not give recognition

General Questions

Three general questions for overall operations in the City were asked of the employees. The survey asked respondents to rate their level of satisfaction with each of the following statements with the choices shown below:

Overall, how satisfied are you with your job?

- Very Satisfied (VS)
- Satisfied (S)
- Neutral (N)
- Unsatisfied (U)
- Very Unsatisfied (VU)

I think the overall quality of work life for the City of Pekin is

- Excellent (E)
- Good (G)
- Fair (F)
- Poor (P)
- Don't Know (DK)

The overall operation of the City is:

- Highly efficient (HE)
- Above average in efficiency (AA)
- Average in efficiency (A)
- Less efficient than most cities (LE)
- Don't know (DK)

Respondents were also provided the opportunity to answer the following three questions with their

comments:

What do you like best about your job? About working for Pekin?

What don't you like about your job? About working for Pekin?

What suggestions do you have for improvements in your department? In the City organization?

The percentages of responses for each question are shown in the following table with analysis of the survey

responses following.

Questions	VS	S	N	U	VU
Overall, how satisfied are you with your job?	38%	44%	14%	3%	1%
	E	G	F	P	DK
I think the overall quality of work life for the City is	18%	53%	18%	6%	6%
	HE	AA	A	LE	DK
The overall operation of the City is:	10%	18%	35%	24%	12%

Findings

The General questions asked of the employees show a high level of employee responses.

- 82% of employees were satisfied with their job on an overall basis.
- 71% feel that the overall quality of work life for the City was excellent or good.
- 28% feel that the overall operation of the City is above average in efficiency while 35% feel it is average and 36% felt it was less efficient than other cities.

In addition to the questions above, the survey allowed comments on the following three questions:

What do you like best about your job? About working for Pekin?

What don't you like about your job? About working for Pekin?

What suggestions do you have for improvements in your department? In the City organization?

Responses to the first question were overwhelming supportive of their job and the City. Some examples would be "The department heads and staff members all work so hard with limited resources every day." "Helping citizens when they need help." "The day to day challenge. The ability to keep my mind learning new things." "Making an impact on the community and trying to improve the city to make it a nicer place to live." "The good relationship management has with staff." "I enjoy the opportunity to help those in need." "Having the opportunity to make a difference while working with a great bunch of people." Responses to the second two questions varied with themes being the need for more respect for employees, low morale in the past couple of years, the lack of clear direction and leadership from the City Council, the lack of a long term plan for the City, the need for employees to be recognized for work done, and with the need for more and better communications between all levels in the organization from City Council down and between departments.

Benchmark Analysis

Comparable data on some of the survey questions is available using three independent sources, the International City/County Management Association, the International Personnel Management Association and Saratoga Institute. For those questions that have comparable benchmarks, the Pekin employee responses are compared to that data in the following table.

Key Findings	City Response	Benchmark
Personal Work Experiences		
I recommend the City as a good place to work	71% agree	75 %
I like the kind of work I do.	92% agree	70 %
The work I do is important.	98% agree	90 %
Organizational and Performance Culture		
In my department, steps are taken to deal with a poor performer who cannot or will not improve.	42% disagree	65 % disagree
My supervisor supports my need to balance work and family issues.	88% agree	45 %
Leadership		
I have a high level of respect for City's senior leaders.	40% agree	50 %
Job Satisfaction & Working Conditions		
The facilities I work in have good working conditions	60% agree	70 %
I receive the training I need to perform my job well.	78% agree	45 %

General Questions		
Overall, how satisfied are you with your job?	82% satisfied	65 %
I think the overall quality of work life for the City is	71% excellent/good	58 %
The overall operation of the City is	63% efficient	32 %

As can be seen on the table above, Pekin ranks higher in some areas and lower in other areas on the

benchmark questions.

- Personal Work Experiences –
- Slightly less employees would recommend the City as a place to work (71% to 75%).
- More employees like the work that they do (92% to 70%) and
- More employees feel the work they do is important (98% to 90%)
- Organizational and Performance Culture
- Steps taken to deal with poor performers (42% disagree to 65% disagree)
- Supervisor supporting the balance of work and family (88% to 45%)
- Leadership
- Having a high level of respect for the City's elected officials (40% to 50%)
- Job Satisfaction and Working Conditions
- Good working conditions (60% to 70%)
- Receive training to perform their job well (78% to 45%)
- General Questions
- Overall satisfaction with their job (82% to 65%)
- Overall quality of work life in the City (71% to 58%)
- Overall efficiency of operation of the City (63% to 32%)

Findings and Conclusions

The following findings result from the survey:

Finding 1:

The City's workforce is significantly invested in their employment with the City and committed to the improvement process.

Finding 2:

The City's employees feel, on the whole, positive about their employment with the City of Pekin.

Finding 3:

The City of Pekin has a mix of rankings when compared to benchmark data of other cities. Generally Pekin ranks above the other cities averages except for the areas of respect for City leaders and good working conditions.

Finding 4:

Only 35% of the employees responding felt that the City recognized their work efforts, 39% disagreed. 37% felt that creativity and innovation is not rewarded.

Finding 5:

While 78% of the employees felt that they received the training needed to perform their job well, additional training opportunities would benefit the City especially in the area of performance feedback for supervisory personnel and continuation of training to deal with conflict resolution.

Finding 6:

18% of employees feel that the City elected officials clearly communicate goals and priorities of the City while 57% feel that they do not.

Finding 7:

While 29% of employees felt that steps are taken to deal with poor performers, 42% feel that steps are not taken. Similarly, 26% of employees feel that complaints, disputes and grievances are not resolved fairly in their departments. Supervisory training to emphasize the need to address this matter would be beneficial.

Finding 8:

Only 28% of employees felt that the overall operation of the City was above average on efficiency while 35% felt it was average and 36% felt it was below average.

VII. INTERGOVERNMENTAL COOPERATION

The City of Pekin finds itself in an excellent position to enhance its intergovernmental cooperation with Tazewell County and the special districts providing park and recreation services and school education services within the City. The City has worked toward an environment which encourages intergovernmental endeavors where it has been shown to be beneficial to the parties. The County and special districts staff have expressed support for the collegial relationships and would like to pursue any efforts that would benefit both organizations. The City should expand upon this success and work to provide additional services through intergovernmental agreements.

The City has a number of intergovernmental efforts already in place with the County and special districts. These cooperative efforts include

- Provision of bus services to the two school districts by the City for all students in the two districts – the cost is less to the district than a private contractor.
- The High School Superintendent serves on the Economic Development Committee and the Park District works with the City's economic development staff in the tourism area.
- The school districts and parks district have a number of cooperative agreements for the use of the grounds and facilities of the districts.
- The County and City jointly have a health fair for employees.
- The City Police and County Deputies work together on issues.
- There is a joint 911 dispatch center for the county and city.
- The Parks District works with the City Engineer on road projects in the vicinity of the parks for safety and pedestrian matters.
- There is a mowing agreement where the Parks District mows city owned parks for less than the full cost of the mowing.
- The City and Park Police coordinate efforts.
- The Fire Department built an addition to a Park District facility and uses it for training purposes. They do joint CPR training for employees.

It is recommended that the City of Pekin take the initiative to work with the County and the special districts on any of the following activities:

- Joint purchasing efforts – i.e. salt for roads and parking areas, office supplies, etc.

- Establishment of a joint training program for City, County and District employees.

- Joint health insurance program with Parks District, Library and County.

- Establishment of a joint-safety training program and/or risk management effort.

- Creation of a joint information technology/data processing effort to serve the management information needs of the organizations.

- A finance operation that would provide services to all units for all financial functions including payroll, account payables and receivables, etc.

- Public relations efforts could be a joint effort with a joint usage of a graphic art person.

- Joint vehicle maintenance operations for the City, County and Districts.

- Joint economic development activities with the County and surrounding cities.

- Park District and City recycling efforts could be coordinated.

- Park District would appreciate usage of tourism money to sponsor tournaments that bring people from out of town into Pekin.

It is suggested that there be a quarterly informal meeting (perhaps a luncheon) of the directors of the special districts, the County Administrator and the City Manager to have discussions on the opportunities for additional intergovernmental activities. These opportunities for intergovernmental cooperation would provide enhanced services at shared expenses for all of the entities.

VIII. GENERAL RECOMMENDATIONS

A. Human Resources

The organization should undertake a management development and team building effort to further develop the current management team culture as one of cooperation, innovation, support and action-oriented results. The new City Manager should clearly delineate his/her management style to the management team in order to establish expectations within the organization. An organizational philosophy that is in concert with the Mission Statement adopted by the City Council should be formulated for the City of Pekin in order to serve as a base for activities of the City. The management team should develop personal management philosophies and explore the meaning of being value driven—what it means to have an organizational philosophy and how the management team translates the values into actions. We suggest that team-building sessions be held on the following topics:

- Developing team operations and work relationships
- Evaluation of management team and employee performance
- Problem identification and resolution
- Relationships between the management team and the Mayor/City Council
- Developing a work program and processes
- Developing strategies for operationalizing the organizational philosophy
- Building the capacity of department heads as team members

In addition, management development needs should be addressed in the following areas:

- Conflict management and resolution
- Decision-making and leadership
- Evaluation—personal and operational

We recommend that the City undertake a team-building and management development effort using individuals skilled in these endeavors.

The City should promote and adopt a culture that embraces learning and employee improvement and then follow up with a comprehensive training initiative for City employees, including supervisory and technical training. This training program/initiative could utilize the resources available in Illinois. Often partnerships with local educational institutions can be developed for cost effective training that's customized for the City's needs.

The personnel manual for the City is well done and up to date and comprehensive to inform all employees of the policies of the City in regard to employment practices and status, fringe benefits, compensation guidelines, leave benefits, termination of employment issues, conduct, disciplinary action and appeals procedures, and general policies such as political activity, acceptance of gifts, internet usage, use of city owned equipment, and grievance procedure.

B. Information Technology

The City should consider the information technology assessment of the needs of the City in this report. Continuing updates to the IT programs is needed in every departmental operation. The building inspections IT system should be consolidated into a city wide system.

C. Service Level Potential Adjustments

Pekin has a level of service for its citizens that in the case of Police and Fire are equal to and slightly above the comparable in other cities. The need for enhancements to other services such as in the administration area should be considered by the City.

E. Fees for City Services

The fees charged to the public such as building permit fees, solid waste collection, sewer services should be annually reviewed to make sure that they reflect the cost of the services provided.

IX. OPERATING DEPARTMENTS ANALYSES

The primary service delivery arms of the City of Pekin are its operating departments. For these critical departments, their performance and delivery of essential services depends on the artful, skilled, and effective management of two critical resources in their respective professional disciplines: human assets and financial resources. In order to provide high quality services to the public, Pekin's department managers must work with elected leadership, the city manager, and each other to balance the three essential elements of modern public administration:

•Effectiveness—getting the right things done   •Efficiency—accomplishing them in the right ways
•Economy—limiting the use of scarce resources.

Balancing these three concerns requires a coordinated policy implementation and management approach. The organizational and management challenge for a city like Pekin that seeks to improve performance levels is to create a balance in the city organization between the most effective use of its human and financial resources and the attainment of the Council's service level and program goals. As discussed earlier in this report, a Council session on establishing goals and desired service levels would aid in this effort. The reviews and recommendations relating to the operating unit assessments included the Administration, Public Works, and Fire Departments:

The study team believes that specific performance goals should be developed for each operating department. In each of Pekin's Departments and Divisions, the operating philosophy and guide should follow an approach that includes these elements*: all department planning should be strategic, all performance at the employee, work unit or department level will be measured, budgeting must be results-oriented, not spending oriented, and departmental management and supervisory guidance must be results-driven.*

The reports that follow in this Section were prepared after the completion of the first phase of this study and consensus with the City Council for the next steps consideration.

ADMINISTRATIVE DEPARTMENT OPERATIONS ANALYSIS

An assessment of the Administration Department was undertaken to identify and describe the current conditions associated with departmental operations and to offer recommendations for producing operating efficiency and economy over the next several years. In addition, the City Clerk and City Treasurer were included in this analysis since some cities have these functions in an Administration Department rather than appointed by the City Council. An opportunity was taken to interview each employee of the department. Those interviews combined with a review of departmental budgets and other reports provided the consulting team with a better understanding of the departmental operations and needs. The Administration Department budget for 2016-17 consists of 13 positions.

The Divisions included in the Administration Department are as follows:

- Human Resources
- Finance
- Economic Development
- Community Development
- Information Technology

A comparison of thirteen communities in non-Chicago metro area in Illinois utilized in the Section V – Workload Measurement and Levels of Service was examined in more detail for the Administration Department by position. The population average for the following cities is equal to Pekin for comparability purposes.

	Normal	Danville	Kankakee	Quincy	Rock Island	DeKalb	Galesburg	East Peoria	Urbana	Belvidere	Woodstock	Lockport	O'Fallon	Average	Pekin
City Manager	5.0	1.0	2.0	2.0	3.0	5.5	3.0	2.0	3.5	1.0	4.0	2.0	3.0	2.85	3.0
Human Resources	3.5	3.0	1.0	1.0	4.0	2.5	2.0	1.0	3.0	1.0	2.0	0	2.0	2.0	1.0
Info Technology	6.5	1.0	1.0	5.0	7.0	5.0	3.0	2.0	7.2	0	2.0	1.0	7.5	3.7	2.0
City Clerk	3.0	2.0	2.5	3.0	1.0	1.0	4.0	1.0	3.0		1.0	3.6	1.5	2.2	2.0
Finance	12	5.8	4.5	9.0	12	9.0	12	7.0	8.5	2.0	5.0	5.0	5.5	7.5	5.5
Human Relations	1.0	1.0	1.0	0	0	0	0	0	1.0	0	0	0	0	.31	0
Rick Management	1.0	1.0	1.0	2.5										1.4	0
Total	32	15	13	23	27	23	24	13	26	4	14	12	20	20	13

The Assistant City Manager and Director of Finance positions in Pekin have been vacant for a period of time. The Information Technology Manager position became vacant in the past year. These positions are not currently funded in the 2016-17 budget. These positions are shown on the organization chart but they are not included in the totals for Pekin shown above. In the Administration Department, the 2016-17 Budget includes funding for the Economic Development Director and another management position for the second half of the year. An assessment of the positions to be filled with the available funding should be based on the expertise areas that the new City Manager brings to the position.

The Finance operations have a total position count of 5.5 positions which compares to an average of 7.48 in the other communities. Pekin should fill the Director of Finance position in the near future. The City does not produce a Comprehensive Annual Finance Report (CAFR) on an annual basis and relies on an auditor to produce the annual financial statement. The additional financial information in a CAFR is not available to the citizens of Pekin and analysis of the financial condition and direction of the city is restricted as a result. The presence of a professional level financial director would aid the City in the longer term. The position would also be beneficial for preparation and monitoring of the City's budget. The City currently has a City Treasurer position appointed by the City Council. The position works part time on the revenues and investments of the City. If the City can use its home rule authority under Illinois Statutes to combine the City Treasurer and Director of Finance position into one full time position appointed by the City Manager, that would reduce the cost impact of retaining a full time Director of Finance. It is recommended that the City pursue this option.

The Economic Development function in Pekin is staffed by one position. The Economic Development function includes traditional economic development and also tourism promotion. The position is currently vacant. Many cities located in a metropolitan area have found it more beneficial to have their economic development promotional efforts done through a regional effort. The economic development efforts of working with a potential developer is then completed by the City Manager of Assistant City Manager. The tourism activities are frequently contracted out to a Chamber of Commerce. Pekin should consider having the local Chamber of Commerce provide the tourism activities, cooperating for economic development on a regional basis and having the next City Manager or Assistant City Manager perform the rest of the economic development activities.

The Community Development operation consists of one employee. The majority of her activities are involved in Community Development Block Grant activities. Eighty percent of her salary is funded by the CDBG grant. Twenty percent is funded by the General Fund. The City of Pekin does not have any planner positions in the administration. That is unusual for a city of this size and complexity. Combining some planner activities with this position should be considered for the future and is currently being addressed by the Interim City Manager.

The survey of the thirteen comparable cities showed an average staffing in the Human Resources office of two persons. Pekin has only one person in the Human Resources area. The sharing of an assistant with other activities in the administration area could substantially enhance the human resources office's abilities to reach out to employees and provide additional service to them such as training opportunities addressed earlier in this report.

The City is considering putting out a request for proposals for corporation counsel services and evaluating the costs of the current services versus an in house counsel. The long term tenure of the current counsel is of benefit to the City in the experience he brings to the City operation. However, evaluating the best practices to continue operations while considering the benefits of retaining current counsel is always a good direction for a City.

The Information Technology operations are addressed in a separate section of this report.

One of the areas of concern in the City expressed by employees in the employee survey and described in interviews with various officials is the lack of communication in the organization and to the general public. The Assistant City Manager position could be filled as the head of the Administration Department with the intention of focusing on the need for communication throughout the organization and with the public. These activities along with economic development activities could be the focus of an Assistant City Manager in conjunction with the City Manager.

PUBLIC WORKS SERVICES

PRIORITIES FOR EFFICIENCY: RECOMMENDATIONS AND APPROACHES TO KEY ISSUES

SCOPE FOR THE PUBLIC WORKS REVIEW

In this section of the analysis we will look at the Public Works Department by identifying what is done well and opportunities for improvement. That includes looking at position descriptions, job content, performance expectations, coordination and overlap points, supervisory-subordinate relationships, etc. for each administrative position; analyzing, comparing, defining and refining job content components of each position.

In addition to meeting the scope of the overall staffing analysis, another impetus to look at the Public Works deliverables was to also assess and identify areas of improvement with regard to administrative policies and procedures, and to provide general suggestions for overall goals and objectives that will meet the long-term Public Works needs for the City of Pekin.

APPROACH

The consultants met with key Public Works and other employees on May 3, July 25, July 26, and August 10, 2016. Meeting included:

1. Mike Guerra, City Engineer
2. Bob Shaw, Operations Supervisor, Streets and Solid Waste
3. Ty Whitford, Superintendent of Transportation
4. Bill Scarcliff, Street Foreman
5. Dean Hohimer, Solid Waste Foreman
6. Bryan Emmons, Wastewater Treatment Plant Supervisor
7. Dan Newcomb, GIS Mapping Technician
8. Brett Olson, Public Works Technician
9. Brinda Cheek, Division Head Secretary
10. Sarah Newcomb, Interim City Manager/Human Resources Director

Meetings with the City's staff were detailed and constructed to better understand how Public Works services are delivered, and also how divisions interacted with one another. Close to 20 questions served as an initial basis of our conversations, however, additional information was discussed as each individual

conversation developed. The purpose of the meetings was to discuss and evaluate the operations of the Public Works functions in order to accurately assess the challenges facing Pekin's Public Works divisions, and how to determine operational efficiency. To be sure, policy decisions also affect operations, and how those affect these areas will also be discussed.

The consultants also reviewed the following information and materials in preparing this report: Position Descriptions for certain Public Works positions, existing organizational charts, the City's most recent capital plan, collective bargaining contracts, City and Public Works budgets for the current and past fiscal years, the City's most recently completed audit by Willock Warning & Co., Municipal Lease-Purchase Agreement between the City and Santander Bank N.A., and other miscellaneous documents and reference materials .

GENERAL WORKFORCE FINDINGS

Public Works services break down into four primary areas – Engineering, Operations (Streets and Solid Waste), Wastewater Treatment, and Transportation. Across all divisions the Public Works staff viewed themselves as one of department's top asset. Supervisors asserted that, as a whole, their team was talented, experienced, knowledgeable, cooperative, helpful and trustworthy. For instance, this is captured by a Public Works employee in response to the question about what he liked best working for the City: "I enjoy working for Pekin because of the hardworking people I work with." Working among themselves they note reasonably good interdivisional communications and coordination. Resources – personnel and equipment – are shared when needed and when uninhibited by union contract.

Public Works employees emphasize that their customer service approach strives for excellence, and the most important responsibility includes ensuring reliable public infrastructure systems, solid waste pickup and bus transportation. In a similar vein, they said, it is also important to educate and communicate those needs to the elected officials in order for them to make educated decisions about funding capital projects. They assert that customer service excels in such areas as responsiveness to requests for service and complaint resolution.

Public Works staff gives themselves good grades as it concerns supervisory performance. Tighter management and oversight of the four divisions is due, in part, to a newer management team, as all superintendents or supervisors have been in their roles ranging from one – six years. The management team brings years of prior municipal or private sector experience to their supervisory roles.

Line staff is in general agreement with this assessment. Many commented about how "The City gives me the authority to do my job the way it needs to be done..." and "Pekin gives us the freedom to do our job." Yet, others recommend improving means of internal communications, want more training or are frustrated by the occasional lack of clear direction or perceived inconsistent treatment of poor performers.

Diligent management of a lean workforce, however, cannot overcome what was universally identified as staff being short-handed. Since 2009 there has been a reduction of staff in the department – at least nine full-time positions have been reduced in overall Public Works divisions, not including the Transportation Department. In addition, seasonal workers have been eliminated from the workforce within the last four years. Data noted in Appendix B illustrates that Pekin's staffing levels are below the average of its peer communities.

In addition to peer community comparisons, City staff supplied anecdotal evidence of their concern such as working through lunch hours to complete work in the field. Yet, a search within the City's budget documents for excessive overtime spending is not evident, for that which has exceeded the budget is related to snow and ice control. A well-documented breakdown of the amount of time associated with assigned duties and tasks is a good practice; however, it does not appear to be used to support the case for manpower shortages. Coupled with a more precisely documented uptick in overtime and compensatory time, would make this exercise more powerful.

Rank-and-file Public Works employees also made note of the amount of resources, most notably in the solid waste division. Comments along these lines ranged from "Having one more full time garbage man would be helpful," and staff's work and time are complicated by conditions such as "we need newer trucks because our older trucks are broken down and ….[sometimes there's a need for more staff to make repairs and maintain]."

To be sure, we universally heard that operations run lean, and workloads in the areas of solid waste and streets leads some to conclude that "we need more time in the day…" and need "more staff." Yet, the management team itself did not note that necessarily translates to continuous or excessively long days (greater than 8 – 8 ½ hours). We understand City staff is in the process of developing a request for proposals for solid waste, an exercise the City has periodically pursued. We believe that is a solid practice as a means to test the market, and compare costs. We hasten to add, though, that our endorsement is not because of any

observed shortcomings in the management of the service. Simply, it is wise to test the market.

The Department's staff work cooperatively with other City departments and is willing to bring in others when appropriate, and allowed by union contract. The management team expressed openness to a greater amount of cross-training, however, some contract provisions make that challenging to achieve.

Some discussion, but not an extraordinary amount, was focused on wages. Some employees assert that wages could be higher, yet this was not over-emphasized. Significantly more discussion was had in the area of discipline, and perceived favoritism. Concerns expressed among some line staff that members within their own ranks were not called out for poor performance by their supervisors. Yet, this is the universal conundrum for managers, who are challenged to swiftly and effectively deal with performance issues, but having to do so within the parameters of a collective bargaining agreement, coupled with the need to keep matters of discipline confidential. This information gap results in an unwarranted impression of lackadaisical supervision.

There was an expressed desire for more professional development and training, as well as a need to develop less-tenured staff to understand the entire scope of Public Works projects. This was best illustrated when Public Works staff discussed equipment and technology. For Supervisors, additional supervisory training on managing personnel was also desired. This aligns with our observations that training budgets have been cut.

It is apparent from our conversations that the Public Works staff has a focused understanding of their division's deliverables. The most common essential services that residents receive from Public Works, as identified by City staff, were: streets, infrastructure maintenance, operations, garbage collection, wastewater conveyance and treatment, project engineering and construction oversight, mapping, and transportation. There was no misunderstanding or deviation among the staff as to their divisions' core responsibilities. They are knowledgeable, dedicated and team-focused. The organizational design and a lack of a Director, however, work against those attributes and, unintentionally, cultivate silos.

As Brent Gleeson writes in Forbes magazine (2013), "Many executives may look at their organization and dismiss department inefficiencies and lack of cross-functional solutions with immature employees, lack of basic training, or simply the inability for some employees to play *nicely* with one another. Unfortunately,

while these behaviors may be a result of the silo mentality; it is not the root cause." Some of the key solutions identified by Gleeson are creating a unified vision, and working towards achieving a common goal.

Who but a departmental leader can assure these solutions are put into place? Leadership, as Michael LeMay (2006) writes, plays a critical role in an organization. "Effective leaders bring …a vision for the future of the agency, and project that vision to others. They infuse the agency with mission-appropriate values [and] articulate its goals both to their internal membership and to external stakeholders." Leaders assure a shared vision, or as Gleeson says, a common goal.

In the pages that follow, there are additional and specific findings paired with recommendations for how the department can achieve greater efficiency. A significant finding, however, is the lack of a City strategic planning as discussed and described in a previous section of this report as it particularly bears on the deficiency of a united Public Works mission. Coupled with no departmental leader in this area, these factors set the department on a cobblestone pathway instead of a paved highway.

RECOMMENDATIONS FOR REORGANIZATION

<u>Fill the Director of Public Works Position</u>

A highly significant factor in assuring that many of the issues brought to light in this portion of the study are addressed is the need to refill the Director of Public Works position. The position is currently vacant, last filled in a dual-role capacity by the former City Manager. The re-filling of the Director's position is central to this thesis, for leadership and a central organization grouped below one Public Works flag is critical. This is not a role for the City Manager.

For Pekin, the variety of responsibilities, while being handled by an array of well-intentioned supervisors, are not overseen by a central leader, and lack any tether to organizational goals, never mind that City goals or a departmental strategic plan are not in place. Instead, goals become whatever is urgent at the moment, or worse, whatever squeaky wheel needs oil.

We recommend a professional managerial position that administers and supervises the activities of Public Works (an action that also calls for clearly naming this organizational branch the Department of Public Works), one that includes Engineering, Operations (Streets and Solid Waste), Wastewater Treatment, and

Transportation under one organizational umbrella.

The work of the Director would involve planning, implementing and directing a comprehensive public works program that insures sound planning, engineering, construction and contract management, maintenance, and service under the direction of the policies of the Mayor and City Council, and within Federal and State regulations.

For Pekin, the Director's position requires a view of the entire blackboard of Public Works services to assure continuity of attention, and effective integration with all infrastructure-related demands. Effectively achieving the City Council's goals and the depth and breadth of how integral Public Works is to achieving the City's strategic initiatives will become clearly evident in the development of a strategic plan. For example, in Oshkosh, Wisconsin where updating the City's strategic plan is an annual exercise for the City Council and staff, the plan outlines four objectives, i.e., targets that must be achieved when reaching to attain a goal focusing on the city's infrastructure. There, those objectives are folded into City's operating and capital budgets, furthering a connection between the department's budget requests and the plan's goals and objectives.

A Public Works Director's job is very demanding and each day typically includes addressing requests from elected officials, residents, the business community and senior staff, working with intergovernmental contacts and managing the many and varied divisions of the department. The next Director will need to be skilled in multi-tasking and possess the ability to develop a strong working relationship with the elected officials, City Manager and senior staff. A Director will need to assess the skills and abilities of the Public Works senior staff and delegate assignments accordingly, while also providing opportunities for professional development of the senior staff.

The Director should be involved and knowledgeable of all the operations within Public Works to develop a strategic view of how all the divisions' work on an integrated basis. It will be imperative for the new Director to bridge the lines of communication among all his/her reporting divisions and City Administration. A point made in our findings bears repeating as the City looks not only for technical know-how in its next Director, but for the managerial and leadership skills that he/she must possess to lead a complex, and multi-faceted organization.
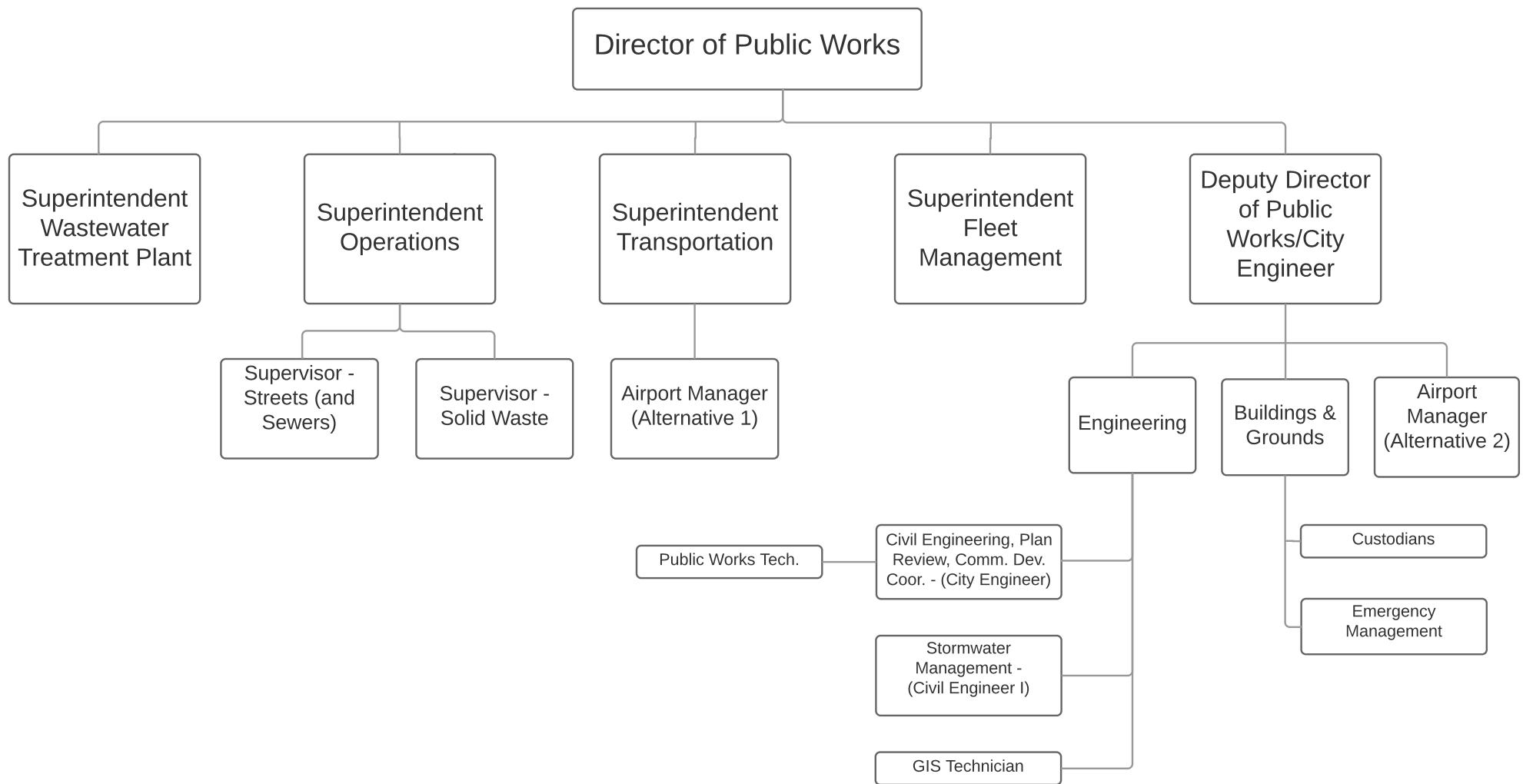
Public Works departments present one of the more broadly, diverse skilled groups of workers found among municipal personnel who are charged with delivering an inter-disciplinary range of services. The old paradigm simply pointed to engineers as managing this conglomeration of workers. Today, however, contemporary public works administration challenges this model by not only emphasizing technical skills, but leadership and interpersonal skills that should be on par with the talents of other community leaders such as city managers and public safety chiefs.

In Pekin, and in light of some of the demands upon the organization, and the fact that the City only has one P.E. on staff, we recommend seeking a new Public Works Director with professional engineering credentials, but do not require a P.E. in order to leave some hiring flexibility. In today's environment of managing complex public organizations with as many personnel as the City's Public Works functions, the technical skills, experience and background is what shape today's Directors. It is also the skills of communication, leadership, relational interaction, financial and human resources that additionally and arguably more significantly, define the qualities of a departmental manager.

If the next Director is a Professional Engineer, the City may more confidently examine the organizational changes and other recommendations outlined in this section of the report. In the City's recruitment for a new Director, consider having that person assess these recommendations in light of his/her strengths, and then make those changes as determined by the new Director.

The recommendation for refilling the Director's position also works best in concert with reorganizing the rest of the Public Works areas. A chart illustrating these recommendations is found on the following page. In this recommendation, a Director's span of control includes four superintendents and a Deputy Director of Public Works/City Engineer. The Superintendents oversee 1. the Wastewater Treatment Plant; 2. Operations (with two Supervisors assigned to Streets [and Sewers] and Solid Waste; 3. Transportation (with an alternative scenario having the Airport Manager reporting to this Superintendent); and, 4. A newly created division managing the City's fleet of vehicles and equipment.

The fifth direct report, a Deputy Director of Public Works/City Engineer, creates a second-in-command position supporting the Director, but one that also has unique and distinct responsibilities including oversight of civil engineering, plan review and coordinating with the newly created Planning and Development Director position, and storm water management (with the assistance of a Civil Engineer I).

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                        │  Director of Public Works │
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│dent       │ │dent       │ │dent       │ │dent Fleet │ │of Public       │
│Wastewater │ │Operations │ │Transporta-│ │Management │ │Works/City      │
│Treatment  │ │           │ │tion       │ │           │ │Engineer        │
│Plant      │ │           │ │           │ │           │ │                │
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- Director of Public Works
  - Superintendent Wastewater Treatment Plant
  - Superintendent Operations
    - Supervisor - Streets (and Sewers)
    - Supervisor - Solid Waste
  - Superintendent Transportation
    - Airport Manager (Alternative 1)
  - Superintendent Fleet Management
  - Deputy Director of Public Works/City Engineer
    - Engineering
      - Civil Engineering, Plan Review, Comm. Dev. Coor. - (City Engineer)
        - Public Works Tech.
      - Stormwater Management - (Civil Engineer I)
      - GIS Technician
    - Buildings & Grounds
      - Custodians
      - Emergency Management
    - Airport Manager (Alternative 2)

Also reporting to the Deputy is the GIS Technician; Buildings and Grounds (Public Properties) Manager and Custodians, Emergency Management functions as well as an alternative idea for having the Airport Manager reporting to this position, as it currently does.

The number of the Public Works Director's direct reports is on par when viewed next to the average of other municipalities. It also, and very importantly, reduces the City Manager's span of control whereby one Director of Public Works is reporting to him/her, and not several individuals, as is the current arrangement with at least two Supervisors and City Engineer reporting to the City Manager.

Deputy Director of Public Works/City Engineer

Pekin's City Engineer is handling a full array of duties and possesses a broad knowledge of the City's needs. The incumbent is doing an admirable job juggling the range of issues and possesses an in-depth knowledge, but is spread thin. That's exacerbated by the fact that he is the only professional engineer on staff, and for a community the size of Pekin, that is too few. For instance, in Oak Creek, Wisconsin, a city of 35,000 and an organization of similar size to Pekin, there are five engineers on staff. Our staffing analysis of Illinois communities comparable to Pekin yields similar results.

The City Engineer is also handling the supervision of the Wastewater Treatment Plant Supervisor, and appears to be handling all budgeting and capital planning coordination for that area. Those responsibilities should be transferred to the Director's position. This would also allow for more concentrated study in the area of stormwater management, and capital planning.

In creating a Deputy Director position, and adding one civil engineering position to assist in handling stormwater management, one that would coordinate all the city's civil engineering needs, may also reduce the overall reliance on engineering consultants (in FY 2017 we note more than $300,000) which, on closer examination, could offer cost-savings. Instead, the Deputy can focus more on coordinating with Planning and Development Director for purposes of setting up a united economic development front.

Economic development as a top goal was emphasized to the consultants by several of the City's elected officials. Economic development efforts among successful communities not only focus on new development and business attraction, but also business retention. A key component to attraction and retention efforts is the development review process. If economic development is at the top of the organization's goals, it is

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important that all staff involved in development review put into place a review process that is efficient, fair and solution-oriented.

If there are holdups in the review process that result in unnecessary delays, the City risks gaining a reputation for being "difficult" in the development community. Collaboration and cooperation is needed in ensuring that the development review process operates as efficiently as possible. A delayed development review process can dramatically impact economic development for the City, particularly if the City earns a reputation for being slow to work with or inconsistent. For developers, time is money and an efficient development review process can be as appealing as financial incentives.

How to address this need? A great opportunity exists in Pekin at this time in its organizational history. A Deputy Director of Public Works, in concert with the new Planning and Development Director and City Manager could form a potent development team. This team, armed with the idea of reorganizing Public Works services, should "map" the development review process to understand if organizational bottlenecks occur. The "mapping" should involve all staff who are involved in development review coming together for a day or two to look at the process, step-by-step, from start to finish.

Project-management software can also track who has reviewed a project and help the flow of the approval process. With several sets of fresh eyes on the City's development process – again, armed with what we assume will be a strategic plan's imperatives focused on economic development – the City has an opportunity to set in place the appropriate resources into place. Public Works plays a vital role insomuch as infrastructure, streets, and stormwater management are but a few elements that will retain and attract businesses, and build the tax base.

SUPERINTENDENT POSITIONS

Creating a Superintendent of Fleet Management Position

In addition to a Deputy Director of Public Works, reorganized Public Works functions reporting to one Director of Public Work also includes four Superintendent positions, one more than is currently in the organization. Specifically, fleet management is handled by the Transportation Department, but some of the functions are parceled out to the police and fire departments, with mechanics assigned to those vehicles. We recommend the creation of Superintendent of Fleet Management, a position that consolidates all the duties performed by other departments. Here's why.

Pekin has an extensive inventory of 224 vehicles, 89 of those are assigned to the school bus division, with the

balance of 135 vehicles allocated to other city departments. The City's rolling stock is currently valued at more than $15.2 million. School buses and other Transportation Department-related vehicles comprise about half, or $7.2 million of that inventory.

Vehicle maintenance is generally managed on a department basis. These practices do not support the potential sharing of equipment or efficiency of vehicle maintenance, and it is difficult to monitor work and assure uniformity. A charge-back methodology – a solid practice – was instituted in the last two years and in FY 2017 $600,000 has been earmarked for vehicle maintenance, however, the budget documents do not show how those costs are allocated. A review of departmental budgets do not present a uniform practice, or at least a uniform presentation of the charge-back fees, or a breakdown of associated costs. The City's use of leases for its busses is a solid, economical alternative to purchasing, a practice other municipalities have extended to other large capital vehicle outlays, such as lease-purchasing of fire trucks.

A review of the City's auto schedule assembled by the Illinois Municipal League Risk Management Association, provides data upon which to build a comprehensive fleet management program. For instance, the inventory estimates actual cash value of each vehicle, as well as year and make of the equipment, illustrating some instances of deferred replacement, based on age. The inventory does not tell the complete story, however, for mileage is not noted.

The Superintendent of Fleet Management would manage programs regarding the City's vehicle fleet including policies and best practices for centralizing purchasing of vehicles, products, and services, vehicle financing, vehicle maintenance, vehicle tracking and diagnostics, inventory control, recommending fleet appropriations, fuel management, driver management, speed management, vehicle safety and liability, and other fleet related matters in the interest of improving efficiency, productivity, cost control, and effectiveness. The Superintendent would report to the Director of Public Work. The mechanics presently assigned to other City departments would, in this scenario, report to the Superintendent of Fleet Management.

Recommendations –

In the creation of a Fleet Management division, the Superintendent of Fleet Management would oversee several of the ideas outlined below.

A Fleet Management division should manage an internal service fund, similar to the concept Pekin's Transportation Department initiated in the last couple years. The fund, recovering its costs by directly charging user departments for services provided, also includes indirect overhead costs such as purchasing, inventory management, facility management and information technology.

The development of a more comprehensive vehicle replacement schedule is also recommended. The City's auto schedule is just a start. Combined with a vehicle life-cycle analysis for each vehicle, a more robust understanding of the City's fleet replacement needs becomes clearer.

We also recommend creating a vehicle replacement fund, one that would be managed by the Superintendent. Many municipalities have a established a tradition of maintaining sinking funds for large capital purchases as a means of reducing the dramatically variable appropriations associated with expensive equipment purchases. It is also based on a pay-as-you-go philosophy that avoids borrowing for rolling stock and other capital items.

This best practice is endorsed by the American Public Works Association in their 2nd edition of *Managing Public Equipment*. "In order to mitigate the drawbacks of financing fleet replacement costs with cash, many organizations utilize a sinking or reserve fund. This method usually ensures that there is enough money to pay for a new vehicle when it is due to be replaced. Since this approach also spreads the capital cost of replacing a vehicle over it useful life, it also eliminates most if not all of the year-to-year volatility associated with funding fleet replacement costs. … For [an] equipment fund to operate effectively, it must be established so that funds are dedicated for equipment purchases and cannot be used for other purposes." Again, we recommend Pekin join a host of other municipalities by utilizing this method of funding for its equipment.

One means of building a vehicle replacement fund is for departments to pay into the fund based on the estimated replacement cost and useful life of each vehicle they own. The replacement costs can be discounted by 10 percent, for instance, to account for salvage value and interest earnings.
Another initiative for this position, or one that the new City Manager may want to institute, includes comprehensively reviewing fleet operations. To address a projected budget shortfall, the City of Peoria, Arizona undertook an all-inclusive assessment of their fleet's use, replacement, standards, service delivery, and cost allocation. The evaluation was completed by a cross-departmental study group within two months.

One of the first undertakings included the rightsizing of the city's fleet. For instance, the study group set a usage threshold of so-many miles per year, and if a vehicles' annual mileage fell below the threshold, department heads would have to document a compelling need to retain the vehicle. Other measures included critically analyzing the business needs for take-home vehicles. Their efforts yielded a savings of almost 12% of the City's projected deficit that year.

Other fleet management efficiencies may be gained by examining:

- Fuel hedging – allows fuel commodities to be purchased at a fixed rate.

- Clean diesel technologies, hybrids or alternative fuels for retrofitting vehicles or future fleet purchases when older vehicles are retired. Offsetting federal credits may also apply and reduce initial costs.

- Instituting non-idling policies – idling a vehicle for five-minutes a day results in 13 gallons of gas a year.

- Using the City's GPS and GIS technology for route planning that may yield the quickest, most cost-effective routes.

- A re-look at the City's vehicle take-home policies for employees. The City has 19 vehicles that are currently used by staff, yet there is one sentence in the city's personnel policy manual that addresses this arrangement. Instead the City needs a more thorough policy, one that specifically outlines, for example, who is allowed a take-home vehicle, under what conditions (job- related responsibilities requiring work after normal working hours, or on-call status), where the vehicle is allowed to be taken, use logs, etc. Examples of written policies are readily available from other municipalities.

In the alternative, if the City is hesitant to create an additional Superintendent position, it might want to consider an alternative approach. That includes creating a Fleet Management Supervisor, one that reports to the Superintendent of Transportation. We understand that's recently been addressed by the Transportation Superintendent who is seeking to elevate one of the mechanics position. That may work if the position is allowed to operate at a higher level of complexity and authority, especially one in which changes to fleet management requires a greater deal of administrative duties.

Superintendent of Transportation

The Superintendent presently reports to the City Manager. In the re-filling of the Director of Public Works position, the Superintendent should report to the Director, instead. This provides a more direct line of reporting, greater accountability and oversight, and reduces the City Manager's span of control.
If a fleet management position is created, the City should place airport operations under the Superintendent of Transportation's responsibilities.

The airport's estimated total economic impact, according to a 2010 review by the Illinois Department of Transportation's Division of Aeronautics, results in about 13 jobs and around $3 million to the area. According to the FY 2017 budget, the airport is projected to generate revenues of approximately $150,000, offset by expenditures of about $340,000, although the annual average loss has been about $30,000. This 50-year old facility is in need of improvements, however, an airport improvement study, including a hangar fee analysis, is recommended to thoroughly understand the capital needs of the facility. This position should oversee this examination.

Additional recommendations concerning the school bus company are provided further on in this section of the report.

Wastewater and Operations Supervisors

Presently, the Wastewater Supervisor reports to the City Engineer. The Operations Supervisor, as listed on the position description, reports to the Director of Public Works, although the present practice is having that position is reporting to the City Manager. We recommend having both positions reporting to the Director of Public Works.

An examination of the current position descriptions reveals that some or no budget development responsibilities are given to these positions. We believe these positions need to be an integral part of the Director's budget team in concert with the Deputy Director position.

The Wastewater Supervisor comes to the City with an extensive background in the profession, and his status as a recent hire promises to yield a critical view of the operations. Undoubtedly, he will institute best management practices from decades of experience, and is working successfully to rebuild the treatment

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plant's team.

The nature of a collective bargaining environment, too, challenges managers to manage their operations and personnel, instead of simply managing a contract. Most certainly, these managers are proactive managers, but find some contractual constraints. For example, the collective bargaining agreements allow the Operations Superintendent to pull from the Streets division's ranks if help is needed in Solid Waste, but the converse is not possible.

Creating Supervisory Positions within the Operations Division

The Operations division is the largest division within the Public Works functions. Most of the functions within this division would typically be separate in other cities we have studied. Because this division is large compared to the other divisions within the Public Works area, it creates a situation where the Superintendent has a disproportionately large amount of direct reports. Even on its own, this span of control is too large, as the Operations Supervisor (re-titled to Superintendent) is managing close to two dozen of employees. Our recommendation is to reclassify the Crew Leader positions and replace them with Supervisor positions.

Why reclassify these positions? To reduce the Operations Superintendent's span of control, to provide a greater level of supervision that charges these individuals with directing, scheduling, evaluating and managing a smaller, more directed group of workers. The Supervisor position would function in a similar to the way the Crew Leader position functions, except they would also be charged with personnel oversight responsibilities, such as employee direction, task management, evaluations, discipline, grievance determinations, scheduling, etc.

There are many examples of this level of supervision. In Wausau, Wisconsin the Streets and Maintenance Superintendent, who reports to the Director of Public Works, has three Supervisors and one Administrative Specialist reporting to him. Those Supervisors oversee traffic, streets and facilities. In the City of Urbana, Illinois the Public Works Operations Manager (Superintendent) has four Supervisors reporting to him, and they oversee the work of more than 50 positions.

The creation of Supervisor positions would additionally lessen the amount of responsibility for the Superintendent and allow Supervisors to gain personnel management skills, with the additional benefit of

addressing succession planning, an issue that looms for Pekin's Public Works, for this sector of City's workforce is closest to retirement. There are multiple examples of position descriptions easily obtained to help the City decide on the exact position requirements for the Supervisor position.

It would be beneficial for the City to examine the skill level of the personnel currently holding crew leader positions to determine their suitability for these additional responsibilities, or to identify training gaps, and seek to provide additional training. It currently appears that not all of the crew leaders are trained in all areas or can operate all pieces of equipment. If the Supervisors were also crossed trained, they would have the ability to fill in for another supervisor when needed.

Succession Planning in Public Works

One the areas this study seeks to illuminate is the aging workforce, a phenomenon facing all employers, not just the City of Pekin. Demographics tell the story.

According to U.S. News and World Report (January 2012), "there are now more Americans age 65 and older than at any other time in U.S. history. According to a new Census Bureau report, there were 40.3 million people age 65 and older on April 1, 2010, up 5.3 percent from 35 million in 2000 (and just 3.1 million in 1900). The 65-and-older population jumped 15.1 percent between 2000 and 2010, compared with a 9.7 percent increase for the total U.S. population. People age 65 and older now make up 13 percent of the total population, compared with 12.4 percent in 2000." This, of course, captures the age group where most workers retire. The cohort trailing this group represents the middle of the population bulge of "Baby Boomers," those that now comprise a good portion of municipal workforces.

When can employers expect their older workers to retire? According to an August 2014 study conducted by the TIAA-CREF Institute and the Center for State and Local Government Excellence, one-third of public sector workers have been with their employer for 20 years or longer, and would like to retire at age 61, but expect to retire at 64.

The City's budget contains an age inventory, and employees in the Public Works area are found to be the oldest of the Pekin workforce, with 50.4 years being the average age, and more than a quarter of the workforce presently eligible for retirement, with another 20% eligible within the next five years. Further analysis, we believe, will reveal the significance of the situation when position classifications are examined.

This will have an impact on future hiring, especially in an environment where some positions are not as attractive as they once were to high school and college graduates.

What to do with this data? Frank Ibarra, a former city manager and writer on succession planning, recommends a systematic approach to succession planning. The management team can devise a plan on how to allocate resources to address retirements and attrition. It can provide a strategic view for identifying leadership bench strength, ensuring continuity of management, growing the organization's own leaders, Clarifying a sense of each internal candidate's strengths and opportunities for improvement, and helping to align human resources with the organization's strategic direction.

As Mike Maciag warns in the December 2013 issue of *Governing* magazine that though the wave of the storm has not yet reached land, "public administration experts express concern that governments are ill prepared. If they aren't ready, agencies risk permanently losing decades of expertise, eroding their ability to serve the public for years to come."

Recommendation –

Many communities talk about the need for succession planning, but few go through the actual data collection and steps to craft a written plan. We recommend Human Resources conduct an internal succession planning survey, and the City is half-way there in that the data has already been aggregates from its personnel records. We believe this exercise will be invaluable, particularly as the Public Work's workforce ages and the recruitment of talent in the area of Public Works continues to be a challenge for municipalities. The succession planning strategy will provide the City will additional insight and a roadmap for internal growth, development and potential promotion of the workforce already under the City's employment.

According to Ibarra, "the primary task of succession planning it to outline a sequence of personnel moves so that candidates for key positions are known in advance of actual needs" (2005). Predicated on eliminating the myths that may inhibit a municipal organization – obstacles which include the assumption that employee retirement plans are a "don't ask, don't tell" issue, that predetermining the best candidate for a position resembles favoritism, and that the principle of seniority in promotions is sacrosanct – succession planning project plans involve eight steps. Ibarra's methodology includes:

1. Integrate the organization's strategic plan with the professional development needs of the employees who will be responsible for delivering the services.

2. Identify critical positions and high-potential employees.

3. Identify competencies. Using competencies to enhance position descriptions as well as in the city's development of a performance evaluation system may help not only in succession planning, but cross-training among divisions.

4. Conduct a gap analysis to determine the existence and extent of a gap in competencies for each position.

5. Select training and development activities to close the gaps and build stronger competencies.

6. Conduct management training focused on supplementing the skills and expanding the knowledge of direct reports.

7. Implement development strategies and tactics.

8. Monitor and evaluate the program.

REVIEWING POLICIES AND PROCEDURES AND THEIR IMPACT ON PUBLIC WORKS EFFICIENCY

In addition to meeting the scope of the overall staffing analysis, another impetus to look at the Public Works deliverables was to also assess and identify areas of improvement with regard to administrative policies, procedures and approaches to provide general suggestions bearing in mind this study's central thesis of efficiency.

Capital Improvement Planning

A capital improvement plan (CIP) is a financial and forecasting tool utilized by municipal governments to anticipate, plan and document long-range capital needs. A CIP forces local governments to look ahead and plan for future projects, a method that can modulate costs, smooth out budgetary swings, and position the organization for a more efficient use of its resources.

A community's CIP is a plan for short and long range capital acquisition and development. The CIP can be thought of as a link between the community's physical development and its comprehensive and fiscal plans. It provides a mechanism for estimating capital requirements; planning, scheduling and implementing projects; budgeting priority projects; developing revenue policy; monitoring and evaluating the progress of

capital projects; and informing the public of projected capital improvements. The benefits of a capital improvement plan include the following:

- Focuses attention on community wide goals, needs and capabilities. Through a well-designed CIP capital projects can be brought into line with community objectives, anticipated growth and financial capabilities.

- Achieves optimum use of the taxpayer dollar. The CIP aids local officials in making sound annual budget decisions.

- Guides future community growth and development. The City can use the CIP to develop well thought out policies to complement growth and development goals.

- Serves wider community interest. Once a CIP is accepted it facilitates public information, keeping the public informed about construction plans. A well-designed CIP also helps reduce pressure on local officials to fund low priority projects.

- Encourages more efficient government. Inter-departmental coordination of capital improvement programming can reduce scheduling conflicts and ensure that no single municipal function receives more than its fair share of resources.

- Improves the basis for intergovernmental and regional cooperation. Capital improvement programming offers the public officials of all neighboring and overlapping governmental units a potential opportunity to plan the location, timing, and financing of improvements in the interest of the region.

- Maintains a sound and stable financial program.

- Maintains existing facilities or equipment. The CIP process requires the City to focus attention on the current condition of the City's infrastructure such as streets, bridges, public buildings, sanitary sewer and equipment before expanding the capital inventory.

- Enhances opportunities for participation in Federal or State grant aid programs.

We examined the City's five-year capital plan, and it is an admirable compilation of projected capital expenditures by fund. It documents, for instance, five-year capital needs exceeding $86 million, with about 38% of those expenditures expected in the area of major arterial road improvements. It also includes projected vehicle replacements, but as discussed earlier in this section of the report, the context for why those vehicles needing replacing is not fully explained. It is an Excel worksheet with no narrative, and this

lack of a more thorough explanation of why certain capital outlays are needed, what goals they will address, and why they are prioritized in the manner they are, does not make for a compelling case to policy makers, or the public.

We further understand the City's practice of rating the condition of its streets using the Pavement Condition Index methodology, a commonly accepted methodology. The streets are evaluated approximately every other year, with about approximately 36 % of City streets rated in marginal condition.

Recommendations –

Establish a more deliberate capital planning forum between staff and elected officials. Discuss capital plans at a time separate and apart from the City's normal budget-development time.

Establish and agree on a set of policies to be used in guiding what gets included in the CIP based on a proposal's projected useful life and a monetary threshold, as well as a procedure for evaluating and approving proposals. Typically, they are:

1. The CIP will be prepared on an annual basis.

2. CIP projects must have a minimum cost of $10,000 and a useful life of five years or more.

3. Capital requests should include a detailed description of the item, a timeframe of when the project would occur, the project/purchase's projected useful life, and the funding source for the proposed project.

4. Proposed projects should be reviewed and ranked. In our experience, this exercise is typically handled by a committee of staff and elected officials. Some communities even use citizen-based committees at this stage, therefore facilitating a greater community understanding of the City's infrastructure, asset conditions, and capital needs.

5. Agreeing that the physical assets of the City of Pekin will be maintained at a level adequate to protect the City's capital investment and minimize further maintenance and replacement costs. In other words, commit to a policy that avoids deferred maintenance.

Invest in capital improvement planning software such as *Plan-it!* available through Strategic Insights Company. The software facilitates entering, organizing and tracking multiyear CIP projections that result in an easy-to-read document that can also be linked to the City's financial software system. Many

municipalities find the software flexible, comprehensive and inexpensive. An initial investment in an annually renewable license may run the City less than $2,000.

The development of a more robust CIP and review system involving internal and external stakeholders should be assigned to the Deputy Director of Public Works.

The City's practice of rating street conditions every other year should be changed to an annual process.

Many cities, and Pekin is no exception, grapple with how to pay for street rehabilitation and maintenance. The City has a robust list of lane miles in its inventory, more than 380 miles, and the availability of funds through MFT has declined by more than $1 million in the last eight years. Consequently, the City's street maintenance program is relying more on chip sealing and other measures to extend the life of their streets. To be sure, the maintenance activities to rejuvenate the pavement while its condition is in "good or fair" condition are much cheaper than waiting until the pavement is too far gone for maintenance and requires the street to be rebuilt.

The following are the life expectancies of typical urban streets. These streets can be assumed to need full replacement at the end of their life expectancy and major rehabilitation midway through.

Street Classification	Typical Lifespan	Major Rehabilitation
Local/Collector Arterial/	40 years	20 years
Heavy Industrial	30 years	15 years

With this in mind, and in concert with the development of a CIP, we recommend the department undertake a State of Good Repair (SOGR) analysis. The Federal Department of Transportation defines a SOGR as "a condition in which the existing physical assets, both individually and as a system, are functioning as designed within their useful lives, and are sustained through regular maintenance and replacement programs. A State of Good Repair represents just one element of a comprehensive capital investment program that also addresses system capacity and performance."

The City is also advised to undertake an analysis for how special assessments may provide a funding source. Most certainly, the City is advised to approach such a review with the aid of a citizen's advisory board.

Urban stormwater runoff from impervious surfaces is a substantial threat to water quality to many bodies of water in the greater Peoria area. We understand funding was anticipated by means of a stormwater fee, but the Council has decided to defer that decision, yet stormwater management needs remain. Many communities, utilizing the expertise of engineering consultants in field, will develop a master plan to substantiate the need, as well as provide a long-term planning document for this community need. It will also serve to reduce, if not eliminate the incremental and sometimes haphazard improvements when new development is proposed.

Citizen Satisfaction and Prioritizing Public Works Services

In tandem with developing a heartier CIP, Pekin would benefit from what a citizen's satisfaction survey to understand what services are being done well, and where improvements are needed. It will give elected officials a clear picture of what services the general public sees as important and what services are of little importance. Tools like this are important features in prioritizing budgetary resources.

The National Citizen Survey contains data from more than 350 municipalities from over 40 states which provide a comparative tool that some communities have used to identify service delivery priorities and improvements, ways to fortify communications with residents and identify priorities for use in strategic planning and budget setting. Other communities partner with local universities to develop tailored questionnaires, surveys that can be administered on-line, mailed or in a telephone survey.

One Midwest community conducted a survey in cooperation with an area university, and found certain Public Work's services rated very important by respondents, such as snow-ice removal, refuse collection and recycling collection. It was in two of the service areas – refuse and recycling collection – that respondents rated the quality excellent or good, but two other areas under the responsibility of the Public Works department received the lowest overall ratings – street repair and storm water drainage systems. In fact, the quality ratings of these two services rated continued to decline in comparison to the previous years' surveys. A cross tabulation analysis of importance and quality of service showed areas of concern where street repair and storm water drainage rated over 80% in importance yet quality was rated 30% and 34%, respectively. Consequently, these results were used in that community's budgeting processes to redirect financial resources toward street improvements and stormwater management.

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Recommendation –

Consider instituting an annual, or biennial customer service survey to more closely track resident priorities and performance trends.

Collective Bargaining Agreements and Efficiency Costs

Pekin's Public Works workforce is not unlike what is found in other greater Peoria area municipalities, i.e., collective bargaining agreements define the relationship between labor and management. Teamsters represents a majority of the employees, and the collective bargaining agreements expire at the end of April, 2017.

Pekin's labor-management environment appears to have its share of tests as evidenced by an uptick in grievances filed within the last three years. Managers report a varying degree of relationships. Some characterize labor-management relations very good, while others find it challenging.

It is environment that's not too surprising given some of the economic and budgetary challenges facing Pekin, an environment captured by Robert Tobias (2010), "The public sector currently faces significant budget shortfalls, pressure to downsize and outsource, and calls for more efficiency and effectiveness. It is unclear whether these apparently incompatible goals can be harmonized in a strategic labor-management relationship" that meets the needs of stakeholders on both sides of the bargaining table. In other words, it should not come as a surprise to management or policy makers that friction will emerge when the workforce's livelihood is perceived to be threatened, especially in the absence of the employer articulating its economic imperatives.

Certain provisions within a labor contract can present obstructions to the efficiency and cost-effectiveness of providing a public service. Some are legacy costs, such as post-retirement health insurance. Other provisions can hamper scheduling or the assignment of duties. It is not, however, realistic to look at these issues antiseptically, for the labor environment in central Illinois is such that public sector employers in this area compete with the private sector, an environment that is also unionized. Amid all this, both labor and management would probably agree that their common interest is the City's long-term fiscal health. Toward that end, a few recommendations for the next contracts.

Recommendations –

In the absence of a formal performance evaluation system, the assignment of work, corrective action, and discipline can invariably be seen as punitive instead of proactive. Seek to, at minimum, discuss at the bargaining table the need for evaluations, especially in light of the level of grievances filed within the last several years.

The City's labor contracts call for the payment of overtime after eight hours of work, and in excess of 40 hours per week. This means the City is paying overtime on top of hours not worked, such as vacation time or sick leave within a 40 hour work week. The Fair Labor Standards Act only requires overtime after 40 hours of work. Seek to align overtime provisions with FLSA standards.

The City's labor contracts provide for vacation leave at an accelerated pace, with as many as five weeks of vacation after 15 years of employment. This vacation time, and the pace in which it's accrued, exceeds the amount provided by many municipalities, especially in comparison to Chicago area municipalities. Coupled with a department that has a lot of tenure, this provision can lead to scheduling complications, use of overtime, etc. Management is advised to map out each employees' vacation allocation against manpower needed to complete departmental tasks (which are being catalogued on a weekly basis) to identify any scheduling and/or task-completion gaps. Taking the long-view suggests developing a strategy that works on provisions geared to a future workforce.

Sick leave provisions like the ones in the Pekin's contracts which allow accrual of up to almost a year (or half-year, depending on time of hire) and the application of that accrual toward health insurance or IMRF credits were ostensibly started as an incentive to discourage sick leave use. The question is whether the provisions are really achieving their original goal. We recommend an inventory and analysis of sick leave use and whether, in the main, the goals are being achieved. If not, it is a discussion to have with labor's representatives.

Employee contributions toward family-plan health insurance range from five to ten percent of premiums running from $15,120 to more than $26,000/year. Management is advised to review these levels of employee contributions in light of the area's comparable communities.

In the absence of funds to create additional positions, pay or benefit enhancements, examine the benefits of adjusting the work day. Specifically, consider or experiment with 10-hour day shifts/four-day work weeks. Many municipalities have "summer hours" for their Public Works staffs, where a majority of staff works 10 hours, Monday through Thursday, with at least one crew covering Friday. The responsibility for covering the "fifth day" can be shared, with crews assigned an alternating work schedule. This scheduling arrangement permits a variation from the employee's core hours in starting and departure times, but does not alter the total number of hours worked in a week. The benefit may result in more overall work hours performed.

Centralized Work Order System

We understand the majority of the calls for service requests, complaints or concerns are generally handled by the Operation's division's secretary, who reports she's handling as many as 30 requests/day. These can be more depending on the season. Most of those inquiries are by telephone. Staff seeks to turn around requests within a 24-72 hour time frame depending, of course, on staff, resources and complexity. Subsequently, there is not a central work order system that would provide for efficiencies and tracking of various types of services performed by the various divisions.

Recommendation –

A centralized work order system would allow for a quicker response to citizen inquiries as well as enable management to track progress of their employees and help in the assessment of their operations. A centralized work order system would also help in coordination with other departments. Any type of system should be thoroughly tested and evaluated directly by Public Works staff before implementation. When a new system is implemented, there should be continuous analysis of the system to assess any flaws or improvements to meet the needs of the Department. Software systems such as Request Tracker are used by a number of municipalities.

Time-keeping

Workforce time is divided by tasks, and is accounted for and manually entered by the Operation division's secretary. The practice of breaking down the workforce's tasks is appropriate, but does not appear to be used for cost-accounting or translated into any meaningful use such providing evidence for additional staffing, for instance. The manual process is time-consuming, and an opportunity for errors.

Recommendation –

Eliminate manual time sheets, and automate the system so that there an easier link to the City's Springbrook payroll system. Inquire about time keeping systems which can be done, for example, by palm scanning to assure accuracy and precision.

Transportation Department

By providing bus transportation to area schools, the City of Pekin holds an arrangement unique to Illinois communities, and perhaps equally distinct among other municipalities of its size in the Midwest. We scrutinized the arrangement, its governing documents, and talked to school district representatives. This examination is also done within the context of understanding there is a degree of skepticism held by some residents and policy makers about whether or not the City ought to be "in the business" of providing school bus service. To us, this issue sharply points to the intersecting corners of policy, and what we identified at the opening of this study, the three concerns of public administration – effectiveness, efficiency and economy. It is within this intersection – policy, effectiveness, efficiency and economy – where we study the matter.

Most certainly, whether the City's role in providing school bus (and ancillary) transportation is appropriate can best be answered in a bigger discussion about the City's vision and mission. Therein, the answer may lie about whether it is a core City service, or an essential function that must be provided by some public agency not necessarily the City, or indeed the City, and whether it's going to be provided directly or by contracting out.

All the same, for a number of years now, City has provided the service. In 2012, whether done strategically, or pragmatically, the City has nonetheless answered the policy question for the time being, wherein it unanimously entered into a multi-party intergovernmental agreement with School District 108 and School District 303 in June of that year. The agreement has an automatic annual renewal clause. Any party may terminate the agreement by providing notice to the other parties by March 1st proceeding the school year where services are to be provided.

Overlaid on the Agreement is the City's November 2015 approval of a five-year lease agreement for 77 2017 model busses. An event of non-appropriation must occur in order to terminate the lease before the end of its term. Assignment of the lease to another party requires permission of the lease holder.

Representatives of the School Districts support the arrangement, as they contend that it saves the Districts money in comparison to contracting with a private bus service. Blaine Worrell, District 108's business manager asserts that the District, since it last bid out the service in 2007 and found it would save about $700,000 then, extrapolates that today the District is probably saving $1 million with the current arrangement. "It's an advantage for the taxpayers, and beneficial to the City because of built-in profit," says Worrell. The District is pleased with the service, and finds Transportation Department staff "attentive to our needs. They understand our needs."

We also talked with Danielle Owens, Superintendent of High School District 303. Owens says the City's provision of bus service of great value to the district, and has found the City's costs less than contracting it out to a private provider. She felt it benefited the school districts and the City. Owens told us that the District would not take over doing the service directly if the City went out of the service but would put out a RFP for it. She hoped that did not happen.

Does the City's bus service turn a profit? As an enterprise fund, it is self-supporting. We examined several year's worth of City budgets and found that there's been a consistent transfer of excess proceeds from the transportation fund to the general fund. This was also substantiated by a review of the City's last several audits, as well as a direct conversation with James Warning, the City's auditor.

If we were to look at wages paid to Transportation Department employees, and assume that many are City residents given that the collective bargaining agreement requires residency within 10 miles, the multiplier effect of wages earned and spent in the City are providing an additional boost to the local economy, as is the case for the balance of all other City employees. But with no out-of-city corporate profit margin in the equation, dollars spent on this service are mostly staying within the community.

We were also asked to examine the management of the Transportation Department, bearing in mind our central thesis of this study is efficiency. To be sure, the Superintendent is an assertive manager in an active collective bargaining environment, and is the recipient of more grievances than seen in other departments. We were, however, challenged to tease apart accusations and innuendo from actual evidence. This inquiry was neither a personnel performance evaluation nor a forensic audit, and we were not presented with, or uncovered any direct evidence that warrants any alarm. We balance this, too, with the comments we saw from Transportation Department employees in the survey. There, concerns specifically point in other

directions, and signal a challenging environment for any manager. These issues aside, the Superintendent brings technical expertise to the Department, having championed modern bus equipment, camera-monitoring, radio and GPS systems.

Recommendation –

There are qualms on some elected officials part on whether providing school bus transportation is sustainable, affordable or wise. Liability, too, weighs on some minds. On the other hand, criticism has been leveled against the Department because its "profit", or contribution to the general fund is not what it used to be, which is true. Clearly, though, the service is self-supporting, and provides savings to the City's taxpayers, and School District customers, at least as represented by the Districts' business minds, are satisfied.

But best management practices do not rest on the status quo, and should this inquiry not satisfy the policy itch on the matter, we recommend a community conversation on the issue that would examine the principles, policies and finances that undergird this long-time practice. This recommendation assumes, of course, that this issue rises near the top of what we hope will be the development of a strategic plan. The conversation includes establishing an ad hoc committee of residents, City elected officials, School District residents and Transportation employees, facilitated by a neutral third party. This study group would be charged with scrutinizing the issue and reporting back to the City and Districts within 18 months of its commencement. Should the ad hoc committee conclude that seeking bids, or another course of action is a wise course, then those inquiries will be completed before the current equipment lease expires, giving all parties time to make adjustments.

FIRE DEPARTMENT

On July 12, 2016, the consultant met with Pekin Fire Department Members; Chief Kurt Nelson, Deputy Chief Brian Cox, Assistant Chief Robert Baughman, Assistant Chief Steven Jeckel, Fire Prevention Officer Jamie Evans and Firefighter Steven Amstutz for 9 hours. The purpose of this meeting was to discuss and evaluate the operations of the Fire Department in order to establish an accurate assessment of the challenges facing the Pekin Fire Department in order to determine the operational efficiency.

Nothing in this report should be seen as a negative reflection of the Pekin Fire Department. The firefighters and staff are dedicated, hard-working, and respond quickly to all emergencies. The department provides many value-added services to the community that enhance the quality of life in Pekin, Brush Hill and Powerton. The members have considerable pride in the Department and it was very evident that the members of the Fire Department value good customer service.

Response Area

The Pekin Fire Department delivers fire prevention, fire suppression, rescue, special unit response, and emergency medical services to the residents, businesses and visitors of the City of Pekin. In addition, the Pekin Fire Department provides the same services to the Brush Hill Fire Protection District and the Powerton Fire Protection District through two separate Intergovernmental Agreements. The table inserted below highlights the response area and population as both of these factors impact response time and service utilization.

Jurisdiction	Response Area	Population
City of Pekin	12.5 sq. miles	34,000
Brush Hill FPD	15 sq. miles	5,000
Powerton FPD	20 sq. miles	
Total	**47.5 sq. miles**	**39,000**

Note: The table above does not include 15 miles of the Illinois River and 7 lakes which Pekin Fire responds to for emergencies such as rescue, hazardous materials and fire.

Community Risk

In addition to the normal challenges of providing timely fire and emergency medical services, the Pekin Fire Department provides emergency response to numerous "Target Hazards." A "Target Hazard" is defined as

a process and/or location that poses significant risk to occupants, first responders and the Community.

Listed below are several of the Target Hazards located within the Pekin Fire Department response area:

- Alcohol/Ethanol Production Industries
  - Illinois Corn Production
    - Daily Production:
      - 450,000 gallons.
    - Transported out daily:
      - 36,000 gallons via rail.
      - 9,000 gallons via road transport.
      - 405,000 gallons via river barge.
  - Pacific Ethanol
    - Daily Production:
      - 450,000 gallons.
    - Transported out daily:
      - 360,000 gallons via rail.
      - 90,000 gallons via road transport.
- Electric Power Generation
  - Powerton Power Plant
    - Coal storage and coal fired
- Transportation
  - Rail
  - Roadway
  - River
- Hazardous Materials Production
  - Production of refrigerant from propane
  - Ammonia use and storage in farming
- Pekin Hospital
  - High-rise building
  - 107 – patient beds
  - Surgical Units
- Tazewell County Jail
  - 2,000 inmate beds
- School
  - 17 Schools K – Grade12
- Skilled Nursing Homes
  - 3 Skilled Nursing Homes
  - Total of 407 patient beds
- Assisted Living Centers
  - 6 Assisted Living Centers (7th due to open in September of 2016)
  - Total of 282 patient beds (100 more beds in September of 2016)
- Multi-Family Units
  - Over 1,700 living units that house multiple people requiring evacuation and rescue in the event of a fire.
- Non-hydrated Areas

- Many parts of the Brush Hill and Powerton Fire Protection Districts do not contain fire hydrants, thus the Fire Department must shuttle water to the fire scene which adds critical task to the fireground.
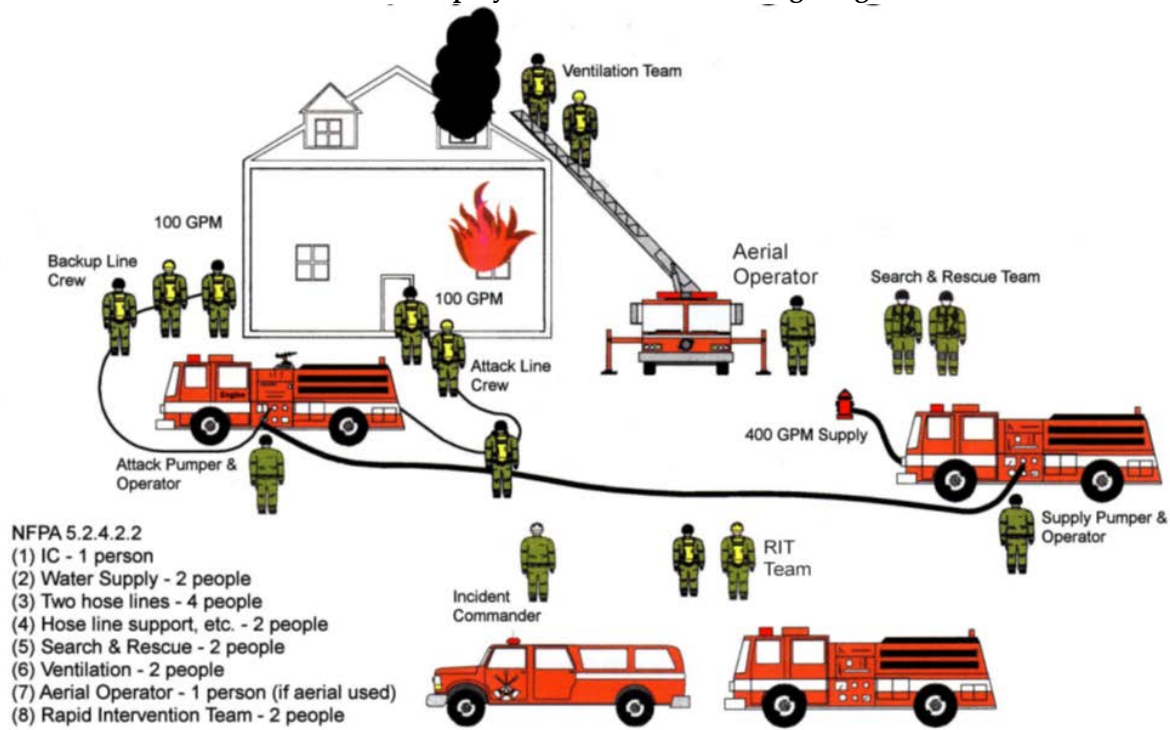
Recommendation: Conduct a community-wide risk assessment to identify the threats and vulnerabilities within the Pekin Fire Department response areas. There are numerous risk assessment tools available such as: FEMA's Threat and Hazard Identification and Risk Assessment (THIRA), NFPA or the Center for Public Safety Excellence – Community Risk Assessment: Standard of Cover.

Staffing Levels

For emergency response, the Pekin Fire Department operates three rotating shifts. Each shift works 24-hours on duty with 48-hours off-duty. Staff officers and support personnel work 40-hour weekday shifts. Staffing levels of the Pekin Fire Department are less than ideal. Government, community, and fire service leaders across the country have debated minimum staffing levels for decades, and staffing levels are a local policy decision. Factors involved in determining adequate staffing levels include but are not limited to community risk, available financial resources, the level of fire service response desired in the community, and the level of safety desired for residents and firefighters. While the decision on staffing levels is a local one, there are guidelines that city, community, and fire service leaders can use to determine the minimum staffing level. Various agencies have conducted many studies over the years regarding the number of firefighters needed to extinguish a fire, and there is consensus among the National Fire Protection Association (NFPA), Insurance Service Office (ISO), and the International City/County Management Association (ICMA) that a low-risk structure fire requires between fifteen to nineteen firefighters for effective operations. A 2,000 square foot, single-family dwelling is an example of a low-risk structure fire. For example, ISO gives full staffing credit for a response of nineteen personnel. The National Fire Protection Association (NFPA), who establishes the codes, recommended practices and consensus standards for life safety and fire protection, has established a staffing standard known as NFPA 1710 (2016 edition) "Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Fire Departments."

NFPA recommends a minimum Effective Firefighting Force (EFF) of 16 firefighters (15 firefighters if an aerial ladder is not utilized) on the scene within 8 minutes of the dispatch. The number of recommended firefighters is driven by the need to execute simultaneous tasks in an expeditious and coordinated fashion. The assignment of personnel is indicated in the chart and table inserted below:

Initial Deployment of Effective Firefighting Force

NFPA 5.2.4.2.2
(1) IC - 1 person
(2) Water Supply - 2 people
(3) Two hose lines - 4 people
(4) Hose line support, etc. - 2 people
(5) Search & Rescue - 2 people
(6) Ventilation - 2 people
(7) Aerial Operator - 1 person (if aerial used)
(8) Rapid Intervention Team - 2 people

Initial Effective Firefighting Force to a typical structure fire (2,000 sq. ft.)

NFPA 1710 – 5.2.4.2.2 Subsection #	Function	Minimum Number of FFs
1	Incident Commander	1
2	Pump Operators of uninterrupted water supply (Supply and Attack Engine)	2
3	Two fire attack hose lines with 2 FFs each	4
4	Hose line, back-up/exposure line and fire ground support for each attack crew	2
5	Search and Rescue Team	2
6	Ventilation and ground ladders	2
7	Aerial Ladder Operator (if utilized)	1
8	Initial Rapid Intervention Team (Two in/Two out)	2
	Total	**16**

The Pekin Fire Department employs 52 sworn firefighting personnel who responded to 5,225 calls for service in 2015. The majority (48) of the sworn personnel are distributed amongst three shifts. The City and

Firefighters (Firefighters, Drivers and Captains) have established a Collective Bargaining Agreement (CBA) through April of 2021. Article 43 "Minimum Manning" of the CBA establishes a daily minimum of CBA members on-duty. This does not include a mandated Incident Commander who the Department has established as an Assistant Chief (non-bargaining unit member) assigned to each of the three shifts, thus establishing a daily staffing of 13 personnel. While this number is close to the minimum recommended Effective Firefighting Force, it is decreased when simultaneous calls occur. In each simultaneous call, response time is affected when a primary unit is tied-up on a call, thus requiring another unit from a different station to respond.

Simultaneous Calls for Emergency Service

2015 Total Incidents	Simultaneous Calls
5225	958

The City of Pekin and the Firefighters have established their desire to meet NFPA 1710 in Article 39 of the Collective Bargaining Agreement.

Recommendation: Using the Standard of Cover, the Fire Chief should review current response assignments to ensure that a sufficient number of apparatus and personnel are dispatched proportional to the level of risk identified in the Standard of Cover.

Recommendation: Pekin Fire Department should complete a comprehensive community risk assessment to identify and categorize risks and establish a Standard of Cover for each identified risk category.

Recommendation: Work toward compliance with NFPA 1710 (2016 edition) "Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Fire Departments." Anything else would be detrimental to the community.

Recommendation: Fire Chief should provide monthly and annual statistics on the compliance with NFPA 1710 to the City Management.

Unit Workload

The Pekin Fire Department has established a daily work schedule that focuses response readiness with vehicle and equipment checks at the start of each shift. Equipment checks are followed by firefighter's wellness with daily physical fitness (discussed in greater detail later in the report), then firefighter training, followed by Life Safety Inspections and fire station cleaning and maintenance. These are all normal and responsible activities, but would encourage tracking each activity in greater detail to demonstrate an accurate company utilization time. Each and every one of the above mentioned activities are frequently

interrupted and/or delayed due to the number of emergency responses each day (average 14.3 emergency responses per day).

During the past three years the Pekin Fire Department has experienced an 18% increase in the number of emergency responses as shown in the table below.

Year	Total # of Emergency Responses
2015	5226
2014	4742
2013	4396

This increase in emergency responses affects each part of the organization with more time spent committed to emergency response, reporting, and resupply/unit readiness.

Emergency Medical Service response is where the majority of the increase can be attributed as shown in the table below.

Year	Total # of Emergency Responses
2015	3,932
2014	3,469
2013	3,244

This increase is part of a trend that has been seen in emergency services and can be attributed to the "Baby Boomer" generation reaching 55 years of age and older. As the "Baby Boomers" have pushed a service challenge throughout their lives (schools, housing and jobs), they are now going to place a challenge on emergency medical, fire and social service agencies.

Another indication of the "Baby Boomer" effect is the number of Skilled Nursing Homes and Assisted Living Centers within the Pekin Fire Department's Response Area. The tables inserted below illustrate the number of patient beds and the number of times the Fire Department responded in 2015.

Skilled Nursing Home - 2015

Total # of Beds	Total # of Emergency Responses
407	535

Assisted Living Center Home - 2015

Total # of Beds	Total # of Emergency Responses
282	685

In addition to emergency response, each Pekin Fire company (unit) conducts "in-service" Life Safety

Inspections of the businesses and multi-family occupancies during their shift. Life Safety inspections are a critical component of community-wide fire protection. Due to the detailed nature of Life Safety inspections they are a time intensive activity, as the firefighter must walk through/inspect all portions of a building, work with the occupants and owners, generate a written report of their findings and follow-up at a later date. In 2015 the Pekin Fire Department completed 765 "in-service" Life Safety Inspections. This is an impressive accomplishment considering the number of personnel on duty along with the number of emergency responses.

In the tussle for time in the shift day it appears daily training is the component that is most frequently cast aside. This does not appear to be a deliberate action on anyone's part, it appears to be a result of priorities and training program planning. Firefighter training is an essential component in order to promote operational effectiveness and efficiency.

Recommendation: Fire Chief should develop and provide data tracking in order to clearly demonstrate unit utilization time for emergent and non-emergent activities.
Recommendation: Develop a Strategic Plan to address the impact of "Baby Boomer" generation needs for increased fire and emergency medical services.
Recommendation: Develop a Monthly Training Plan that establishes all training activities to be completed each month. The Monthly Training Plan should include outlines and/or job performance requirements.

Management and Administration

The Fire Chief is very passionate about the Fire Department and the people he leads. A key part of leadership is establishing and maintaining the organizational Vision, Mission and Values. Currently the Pekin Fire Department's Mission Statement provides a clear direction for the department to develop goals, objectives and performance measurements.

> *The Pekin Fire Department is here to protect and enhance the quality of life for our residents, employees and those who visit our community, through aggressive and comprehensive programs directed under Fire Prevention, Public Education, and Fire Code enforcement while providing the highest quality Emergency Service Management for Fire, Hazardous Materials, Emergency Medical Services and Disaster Emergencies.*

The Fire Department has yet to establish its Vision and Values, which are needed in order to focus the organization on what is important and where it is going. The establishment of an organizational Vision,

Mission and Values should then lead into the development of a Strategic Plan. This plan, once agreed upon by City Management would help the Fire Department to focus its energy, ensure that members of the organization are working toward the same goals and to assess and adjust the organization's direction in response to the ever changing world that we live in.

Currently a significant portion of the Fire Chief's time is spent on numerous tasks, such as fire prevention plan review, emergency medical services and fire incident report review and quality assurance. While each of these are important, thought should be given to having these tasks done at a different level in the organization. The Fire Chief also serves as the City's Emergency Manager, which is an assignment that has profound significance at the Federal, State and local levels, but is paid little attention to until times of crisis.

The Deputy Chief who is responsible for training is drawn into priority conflict with daily operational issues, personnel challenges and public inquires. These immediate need tasks, which are realities in most municipal organizations, draw the Deputy Chief's focus to areas other than training. Training is a critical component of every emergency service organization due to the need to stay proficient in all skills while learning to meet the challenges that technology and new products (cars, fuels, building materials) present.

The Assistant Chiefs/Shift Commanders are responsible for the management of the shifts including emergency response, resource management and incident management. The Assistant Chiefs have taken on a portion of the training responsibilities, however, training appears to lack uniformity across the three shifts. The Assistant Chiefs are responsible for daily shift assignments including benefit time-off (sick, vacation, school, Kelly day, comp. times etc.) approval, personnel assignments and filling vacancies via the Hire Back provision of the Pekin Fire CBA. This can be a laborious process that deters the Assistant Chief from focusing their time on shift performance matters, communication, training, resource management and quality assurance.

The Pekin Fire Department has a several good performance measures to track and monitor service levels. Performance measures that measure unit work load and productivity would assist in developing and maintaining a Strategic Plan.

Recommendation: Develop an organizational Vision, Mission and Values to focus the operations and Strategic Planning.

Recommendation: Develop a Strategic Plan to provide direction and focus on the organizational priorities.

Recommendation: Determine the Command Staff priorities and workload through goals and performance measurements.

Recommendation: Evaluate current work assignments to allow each level to develop and focus on priorities. Assignment recommendations are, but not limited to:

- **Fire Chief focus on matters of strategy, policy, budget and accountability.**
- **Deputy Chief focus on matters of personnel and training.**
- **Assistant Chiefs focus on shift operations including comprehensive report review, quality assurance and training delivery.**

Recommendation: Work with the Firefighters Union to share the "Hire Back" calling process where the Assistant Chief approves the vacancies and the Union determines who the qualified person is to fill the vacancy.

Recommendation: Consider the creation of Training Officer at the Assistant Chief rank with a comprehensive focus on training and professional development of all fire personnel.

Policies and Procedures

The Pekin Fire Department has some very good policies that exhibit their willingness and desire to provide great service to the community. However, like many fire service organizations, the Pekin Fire Department has a policy and procedure (SOP) manual that is revised and reviewed on an "as needed" basis. This is more a reflection of available time versus commitment to the profession. The Fire Chief stated that he is in the process of "reworking" the policy manual. Since policy manuals provide direction, security and clarity to fire personnel, they should be reviewed for relevance and revised for reality on an annual basis.

Recommendation: Conduct a policy and procedure needs analysis to determine if the current Pekin Fire Department Policy Manual covers all the mandates and necessary policies and procedures.

Recommendation: Develop a policy review committee and regular meeting schedule with clear goals, expectations and timelines.

Recommendation: Consider a third party Policy Development and Risk Management tool, which provides model policies and practices, based upon recent mandates and case law.

Firefighter Wellness

Due to the leadership of the Fire Chief, the Pekin Fire Department has embraced the importance of health monitoring and physical fitness of firefighters. The Fire Department utilizes NFPA 1582 (2013 Edition) "Standard on Comprehensive Medical Program for Fire Departments" to guide its wellness program. As a matter of commitment and cost reduction, Pekin fire personnel handle many of the health monitoring/testing components of the annual physical program, which is monitored by a licensed physician.

As part of the Pekin Fire Department's health initiative (CBA, Article 42) fire personnel are permitted to exercise on-duty. This practice is highly recommended by many agencies, including the NFPA, International Association of Fire Chiefs and the National Fallen Firefighters Foundation, whom have all documented the importance of physical fitness for firefighters and the benefits to the department via reduced injuries and health care costs.

Pekin firefighters exercise each work-week shift at the Parkside Athletic Center, which is located centrally in the Pekin Fire response area. The decision to exercise at the Parkside facility was driven by multiple factors, including time, space limitations at fire stations, quality of fitness equipment at fire stations and shift unity. While this is an outstanding commitment to the health and welfare of the firefighters who serve the Community, this practice increases the response times to the outer reaches of each station's response district.

Recommendation: Continue to promote firefighter wellness through the compliance with NFPA 1582. Recommendation: Continue to support and advocate on-duty physical fitness, however, do so in a way that does not increase response times. Some potential solutions are:
- **Purchase fitness equipment for each fire station.**
- **Keep one unit in each station, while the others exercise at Parkside Athletic.**
- **Identify fitness center in each station's response district.**

Recommendations

A successful practice to the implementation of recommendations is to appoint a key leader for each recommendation. The key leader assumes responsibility for the recommendation and coordinates implementation efforts. The numbers below are for reference purposes and do not indicate any level of

prioritization. It is up to Pekin Fire Department leaders to set organizational priorities and the timetable for implementation.

No.	Recommendation	Key Leader	Target Date	Date Completed
1	Conduct a community-wide risk assessment to identify the threats and vulnerabilities within the Pekin Fire Department response areas. There are numerous risk assessment tools available such as: FEMA's Threat and Hazard Identification and Risk Assessment (THIRA), NFPA or the Center for Public Safety Excellence – Community Risk Assessment: Standard of Cover.			
2	Using the Standard of Cover, the Fire Chief should review current response assignments to ensure that a sufficient number of apparatus and personnel are dispatched proportional to the level of risk identified in the Standard of Cover.			
3	Pekin Fire Department should complete a comprehensive community risk assessment to identify and categorize risks and establish a Standard of Cover for each identified risk category.			
4	Work toward compliance with NFPA 1710 (2016 edition) "Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Fire Departments." Anything else would be detrimental to the community.			
5	Fire Chief should provide monthly and annual statistics on the compliance with NFPA 1710 to the City Management.			
6	Fire Chief should develop and provide data tracking in order to clearly demonstrate unit utilization time for emergent and non-emergent activities.			
7	Develop a Strategic Plan to address the impact of "Baby Boomer" generation needs for increased fire and emergency medical services.			
8	Develop a Monthly Training Plan that establishes all training activities to be completed each month. The Monthly Training Plan should include outlines and/or job performance requirements.			
9	Develop an organizational Vision, Mission and Values to focus the operations and Strategic Planning.			
10	Develop a Strategic Plan to provide direction and focus on the organizational priorities.			

No.	Recommendation	Key Leader	Target Date	Date Completed
11	Determine the Command Staff priorities and workload through goals and performance measurements.			
12	Evaluate current work assignments to allow each level to develop and focus on priorities. Assignment recommendations are, but not limited to: • Fire Chief focus on matters of strategy, policy, budget and accountability. • Deputy Chief focus on matters of personnel and training. • Assistant Chiefs focus on shift operations including comprehensive report review, quality assurance and training delivery.			
13	Work with the Firefighters Union to share the "Hire Back" calling process where the Assistant Chief approves the vacancies and the Union determines who the qualified person is to fill the vacancy.			
14	Consider the creation of Training Officer at the Assistant Chief rank with a comprehensive focus on training and professional development of all fire personnel.			
15	Conduct a policy and procedure needs analysis to determine if the current Pekin Fire Department Policy Manual covers all the mandates and necessary policies and procedures.			
16	Develop a policy review committee and regular meeting schedule with clear goals, expectations and timelines.			
17	Consider a third party Policy Development and Risk Management tool, which provides model policies and practices, based upon recent mandates and case law.			
18	Continue to promote firefighter wellness through the compliance with NFPA 1582.			
19	Continue to support and advocate on-duty physical fitness, however, do so in a way that does not increase response times. Some potential solutions are: • Purchase fitness equipment for each fire station. • Keep one unit in each station, while the others exercise at Parkside Athletic. • Identify fitness center in each station's response district.			

In 1966, NFPA Standard 197, A Training Standard on Initial Fire Attack, stated, "The desirable number of men normally required to respond with the apparatus to give this level of performance with properly manned hose streams and equipment would be approximately fifteen plus the chief." NFPA Standard 1710 replaced NFPA Standard 197 in 2001, but the idea of a minimum of fifteen firefighters plus an incident commander as a valid minimum number of personnel for the initial alarm has withstood the test of time.

Though the City of Pekin has not adopted NFPA 1710, it is considered an industry best practice.

Staffing

Simply stated, NFPA 1710 addresses three key elements of fire/emergency operations:
1. Amount of time to respond.
    a. Call receipt and processing times
    b. Firefighter turn-out time
    c. Travel time
2. Fireground task analysis:
    a.
3. Firefighters need to accomplish the fireground tasks

Pekin Fire Department Tax Rates

Jurisdiction	Tax Rate
Pekin Corporate	1.17830 (estimate that 0.19 goes to fire)
Brush Hill FPD	0.58038
Powerton FPD	0.30000

INFORMATION TECHNOLOGY REVIEW

I.   Introduction

The purpose of this section is to provide a review of the use of information technology (IT) by the City of Pekin, Illinois. The review will address these questions concerning the City government's IT use:

- How is the City of Pekin currently using information technology?

- What information technology "best practices" are used by similar cities?

- How does the use of technology in Pekin compare to these best practices?

- What measures should Pekin take to address issues identified in this review?

II. How is the City of Pekin currently using information technology?

The City of Pekin makes fairly extensive use of information technology and provides a fairly standard mix of information technologies to its departments and ultimately to the citizens.

The City may have had a bit of a late start in technology adoption, but its recent history with the use of technology seems to be generally a good story. City staff members seem to be satisfied with the provision of technology services. There are a number of technology opportunities that the City would benefit from; the City staff is aware of these and has taken some steps to implement them. Lack of funding may have been a limitation in some of these areas.

The City provides these technology services:

- *Data Systems* - The City supports a variety of data systems, including the Accela Springbrook finance and ERP system. The City generally hosts these data systems on the City's fileservers. Several tables listing the City's data systems are presented within this report.

- *Website and Electronic Communication* – The City uses a variety of electronic communications services, including the City's website at www.ci.pekin.il.us. The City also has the ability to broadcast video of City Council meetings.

- *Geographic Information System (GIS)* – The Engineering Department supports the City's Geographic Information System (GIS) system, using Esri technology.

- *PC Hardware and Software* - The City has 134 desktop PCs and 93 laptop computers and other mobile devices, including phones. Also, the Police Department has 26 mobile digital terminals (MDTs) in police vehicles, and the Fire Department has 8 MDTs. The City provides e-mail and Microsoft Office productivity software.

- *Computer Network* - The City supports a modern computer network connecting the buildings in the City Hall complex and six other sites.

- *Telephone and Voice Mail* **-** The City uses a Voice over Internet Protocol (VoIP) phone system. Some staff members have city-issued mobile phones.

- *Radio* **-** Police, Fire, and Transportation participate in a countywide radio network supported by Reagan Communications.

- *End User Support* - The City employs two IT staff members who provide support for devices, the computer network, fileservers, and other technology infrastructure. These staff members also support the City Council video system.

III. What technology "best practices" are used by other cities? How does the use of technology in the City of Pekin compare to this?

We can evaluate the progress the City is making in using information technology by considering "best practices" employed in the use of technology in other cities or for that matter in private sector organizations. Listed below are thirteen such best practices, in each case followed by an analysis of how Pekin adheres to these practices. For many of these best practices we also make recommendations for actions the City might take.

1. Identify strategic directions and develop a strategic information technology plan.

A best practice in any modern organization is to develop a formal strategic technology plan. Such a plan should result in a vision of technology use in the City along with a prioritized list of technology projects to pursue in the coming years along with an identification of the multi-year budget impact of these projects. Developing a technology plan for the City is a way to ensure that the technology projects that are ultimately pursued are those that are needed to support the broader goals of the City and are the most worthwhile for the City's overall benefit. Such a plan also helps technology projects to gain proper consideration in the annual budget process and allows decision-makers to plan for future expenditures. One additional advantage of such a process is that it allows the City to possibly rethink how it provides for technology in light of modern needs.

Pekin does not seem to have had a technology plan in recent years, although the department heads have clear ideas of future technology needs. Most departments have technology "champions" who coordinate technology activity in their area.

The City should consider engaging in a process to develop a multi-year strategic technology plan. This process could be overseen by the City's Technology Committee, which consists of department representatives and possibly also a City Council member. This committee would use staff help to develop the technology plan and monitor the implementation of the resulting projects.

2. Organize for effective technology support.

In order to effectively provide technology support, governments need to consider their technology needs and then design an appropriate IT organization with a sufficient combination of skilled staff and contract help to provide this support.

A starting point in organizing for IT is to designate a single individual as the IT manager for the government. This manager then organizes a team to provide IT support. This team can be a mix of City staff and outside contract staff. Local governments are also wise to collaborate with neighboring governments and possibly their county government for IT services.

The City has two full-time IT employees, a Network Administrator and a System Administrator. Their duties include a number of items, and these are typical for a city of Pekin's size:

- Maintaining the City's fileservers, including the Exchange e-mail server

- Maintaining the City's computer rooms and other technology infrastructure

- Maintaining desktop PCs and mobile devices and configuring software on these devices,

- Maintaining the City's computer network, including the wide area network connections between buildings

- Maintaining the City's phone system

- Supporting the implementation and maintenance of data systems

- Supporting the City's website and other electronic communication efforts

- Supporting Geographic Information Systems (GIS) technology

- Providing a technology help desk service to log and track resolution of technology problems

- Providing video support for City Council meetings

The IT staff people have also done some software development work on rare occasions.

These two employees work in a small IT unit, and neither is the supervisor; both report to the City Manager. Several firefighters also help with fire technology.

The City's Engineering Department supports the Geographic Information System (GIS) technology and has an almost full-time GIS coordinator.

As noted above, the IT staff members also support the City's electronic communication efforts, such as maintenance of the City's website. The City does not have a full-time communications staff, other than that the Police Department has a Public Information Officer.

The IT staff uses contract staff help from Heart Technologies occasionally at times of high workload or for bigger projects. The City also uses a contractor for phone system support. The volume of the existing workload seems somewhat challenging for the two IT staff members, although the City staff seems satisfied with the level of service.

One issue that helps lessen the need for IT support is that the Tazewell County ETSB provides the Sungard OSSI system for dispatch and the police records management system (RMS). In a similar way the Pekin Public Library is under the larger City government but is structured as a separate commission and provides its own technology support.

The City has an existing Technology Committee consisting of the Police Chief, Fire Chief, a firefighter, the GIS coordinator, the City Manager, the City Engineer, and the two IT staff people.

The City staff has identified a number of beneficial new technology projects, mostly for data systems. These projects would seemingly benefit from staff help for project management and data systems support. The IT staff assists with these technology projects but does not necessarily provide the overall project management, especially for data system projects.

There seem to be two main areas where the City could benefit from additional IT support:

First, the City has the potential to benefit from the addition of a **full-time IT manager**. Such as manager could take on a number of duties:

- Work with the City Council, the City Manager, and the City managers and staff to identify and plan for technology directions for the City.

- Supervise the Network Administrator and System Administrator and help arrange for contract help when needed.

- Act as a project manager for the variety of technology projects the City is contemplating, most of which are data systems projects.

- Play a hands-on role in managing data interface and analytics tasks, such as interfaces with property-related functions and the GIS system.

Second, the City could also benefit from an individual who would serve as a **part-time communications coordinator** and coordinate the City's electronic communications efforts. This person would not be a career IT specialist but rather a communications specialist, and most likely these duties would be part of a larger full-time workload of a position such as an assistant city manager.

3. Ensure effective project management and report on project progress.

Major technology projects being conducted in the City should be clearly identified and monitored in a unified way, with the IT management periodically reporting on the status of the projects. Each technology project should have a project sponsor, typically a department head. The sponsor's role is to make needed decisions, acquire resources, and ensure that the hoped-for project goals are being achieved. Each project also needs a project manager to develop a task plan and other key documents and ensure that the project is being implemented successfully.

In the coming years the City seems likely to take on many new technology projects, such as using Accela Springbrook modules or alternative data systems to improve property-related processes.

As noted above, for some time the City has had an Information Technology Committee. The City would be wise to identify current and proposed projects and use the Committee to review the progress of the projects on a regular basis.

For each larger project the City should designate a project sponsor who would generally be the department head benefitting from the project.

For each project the City should also designate a project manager. The project manager's role would include publishing and updating a project scope document, budget, task plan, and other key documents. In some cases the project sponsor could double as the project manager.

4. Invest in needed data systems

One of the most critical information technology challenges for a local government is to provide effective data system support for the variety of services the government must offer and to invest in a portfolio of needed data systems, both at the city-wide and departmental levels. Today governments are wise to avoid developing custom software and instead should rely on commercial software products; all but the largest governments now tend to follow this practice, as Pekin does.

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Governments and especially smaller units are tending to pursue a single integrated solution for finance and a variety of other functions through the use of a city-wide enterprise resources planning, or "ERP," system (such as Springbrook). But for some functions the government might select the alternative of what are called "best of breed" data system solutions. Governments are now increasingly also implementing analytics products to enable extracting, reporting on, visualizing, and analyzing data.

The City has been successful in implementing data systems to support a variety of City functions.

Finance and Utility Billing

Finance data systems are identified in the table below.

Finance Function	Data System Product

Finance
  - General Ledger
  - Accounts Receivable
  - Accounts Payable
  - Budget
	Accela Springbrook Finance and Budgeting

Utility Billing	Accela and Epay
Purchasing	(Tracked on the department level)

The City uses the Accela Springbrook ERP system. The City went live with the Springbrook ERP software to support **financial** functions in April of 2010. In 2015 Springbrook was acquired by Accela. This was a fortunate development for the City, since Accela has been a leader in providing support for property-related functions, and as a result of the acquisition Accela now offers a combined product that contains property-related functions that Springbrook previously lacked.

The Springbrook modules the City currently owns include General Ledger, Accounts Receivable, Accounts Payable, Cash Receipts, Clearing House, Extended Budgeting, License and Permits, Human Resources, Payroll, Project Management, Utility Billing, and the System Wide Access module which includes user management ability.

City staff report that Springbrook generally works well. Finance also makes some use of Microsoft Excel to complement the use of Springbrook.

Only a few staff members use Springbrooks's reporting and data download ability, but this seems to work well; Springbrook may provide support for data downloads.

Springbrook works well for **budget** entry. The City would like to use the OpenGov product to provide better support for the budget process through easier posting of budget documents and is now researching this.

The City also uses Springbrook for **utility billing**. Meter reading data from the Illinois American water utility is downloaded into the billing module to calculate the waste water bills. GIS data on the lot size would be used to calculate the bill for storm water.

The waste water bill is now monthly and also includes garbage, weeds, property cleanup and potentially other charges, and so this bill acts as a unified municipal bill. The County bills for property taxes, so this isn't an issue for the City.

All **purchasing** is done on the department level, and there is no citywide data system support for this.

Human Resources and Payroll

Human resources data systems are identified in the table below.

Human Resources Function	Data System Product
Human Resources and Payroll	Accela (Springbrook) Payroll and Human Resources
Employee Self-Service	
Employee Evaluations	HR360

The City also uses Springbrook for **human resources and payroll** support. About 344 employees are on the City payroll, and about 130 of these are school bus drivers within the Transportation Department.

Payroll time data is keyed into the Springbrook website by the employees; this works from both within City facilities and from home. The City uses Intel NUC small desktops to provide kiosks for entry of payroll data for employees who do not have desktop or other units; there is a kiosk at the Streets department and another at Transportation. The Library submits their payroll data in a single file. A currently unmet need is that the Streets Department needs the ability to record time by task as part of time and labor data gathering. Also, to support random drug testing it is helpful to be able to identify who is at work each day.

The City offers employee **self-service** through Springbrook but also issues paper check stubs.

Springbrook doesn't support end-of-year **evaluations**. The City of Pekin will be making use of Guardian Tracking for their evaluations and will use a HR360 subscription in some departments for formal evaluations.

Advertising for recruiting has largely shifted away from newspapers and instead is now mostly done through a variety of technology services. A few years ago the City advertised job openings through newspapers and the Illinois Municipal League and maybe Monster.com. Now, the City also posts all jobs on the City website, plus LinkedIn, Twitter, etc. Doing much less with newspapers. Like many governments the City is having trouble recruiting people for very specialized positions like GIS and waste water treatment.

Public works data systems are identified in the table below.

Public Works Function	Data System Product
Work Orders and Service Requests	(Currently not automated)
Inventory/Assets	
Geographic Information System (GIS)	Esri ArcInfo
Transportation/School Busing	Tyler Versatrans (with automated vehicle locator (AVL) ability)
Vehicle Fleet Maintenance	Tyler Fleetvision (component of Versatrans)
Fuel Management	OPW Phoenix at Garage Syntech FuelMaster at Airport
Pipeline Inspections	CUES Granite XP
Street Signs	Esri ArcGIS Collector Sign Inventory
Waste Water SCADA	Rockwell SCADA
Computer-Assisted Design (CAD)	(None)

The City does not use a data system product to manage **work orders and service requests** and also **inventory and assets**. One way to provide this ability would be by adding the related modules to the existing Accela Springbrook financial system; see discussion below.

The City has purchased an Esri enterprise license for **Geographic Information System (GIS)** support. GIS is discussed more below.

Transportation uses the Tyler Versatrans system to support the **school bus** program. The Versatrans bus system includes automated vehicle locater (AVL). The bus system also includes in-bus video, but it needs better storage ability.

Transportation also uses Tyler Fleetvision, a component of Versatrans, for **vehicle fleet maintenance** across several departments.

The City recently carried out a major upgrade to the waste water treatment system, which included

upgrading to current **supervisory control and data acquisition (SCADA)** systems.

The HUD Bridges Out of Poverty program needs the ability to track the people participating in the workshops.

City Council and Community Development

Legislative and Community Development data systems are identified in the table below.

Community Development Function	Data System Product	Comment
Legislative	(None)	Considering Accela Legislative Management.
Business Licenses	Accela	Have Accela License and Permits module.
Building Permits and Inspections	PTWin	Considering Accela.
Code Enforcement	(Now paper)	Considering Accela
Rehabilitation Management	Travis Systems OneRoof	
HUD Reporting	Integrated Disbursement and Information System (IDIS)	

The City Clerk mainly supports City Council functions. Support for the City Council includes preparing agendas and other documents. Council agendas are now developed starting as Microsoft Word documents, and eventually all documents are combined into a single PDF document. Council members can access folders using Microsoft SharePoint.

The City is now looking at options for a **legislative system**, including Accela's Legislative Management module. Such as system would automate some City Council functions, such as the development of agendas and the maintenance of the city code. Some legislative systems now support video.

The City Clerk also supports some **business licensing** functions and uses the Springbrook/Accela License and Permits module.

The City has considered purchasing the land management modules of Accela Springbrook and will likely revisit this. Adding these modules would give the City a way to support **building permits and inspections** and **code enforcement** activity in an integrated way.

Now, the City's Planning Division uses the PTWin product for building permits and inspections. PTWin resides on a single PC and is very obsolete. The use of PTWin requires rekeying some data into the financial system; using Accela Springbrook for permits and inspections would provide an integrated database with the financial system and so would avoid rekeying.

The City would also like to issue permits online versus over the counter, and Accela Springbrook would support this. The Accela modules would also provide better support for the use of mobile devices by inspectors in the field.

Community Development uses the Travis Systems OneRoof data system for contractors for **rehabilitation and HUD programs**. The HUD Integrated Disbursement and Information System (IDIS) system is used for HUD reporting, and it supports draw-downs.

Police and Public Safety

Public safety data systems are identified in the table below.

Public Safety Function	Data System Product	Comment
Dispatch	Sungard OSSI	OSSI is hosted by the Tazcom dispatch center.
Police Records Management (RMS)		
Fire Records Management	Firehouse	Firehouse is hosted through the FH Cloud service.
Emergency Medical Service Records		
Fire Reporting	The Fire Manager	
Hazardous Materials	Firehouse and Cameo	
Chemical Identification of Hazardous Materials	WIZER	
Fire Prevention Information	(None)	Looking into The Compliance Engine.
Court Records Access	Judici (maintained by Tazewell County)	Judici is view only; would like interface of adjudication data and e-ticketing.
Citations	(None)	Looking into IT-Stability DACRA citations system.
Parking Tickets	(None)	Looking into automated systems.
Crash Reports	Appriss	Citizens can go online to obtain their crash reports.
Photo Lineups	eLineup	Complies with new state law.
Cell Phone Data Extraction	Oxygen Forensics	
In-Car Video	Panasonic Arbitrator	

The Tazewell County ETSB provides the Sungard OSSI system for **dispatch** and the **police records management system (RMS)**. The TAZCOM dispatch center is one of four under the ETSB, and it is an independent corporation funded by all the departments who utilize it. The City's departments pay to utilize OSSI on TAZCOM 's computers.

The Fire Department uses the Firehouse Cloud product for **fire records management**. The Fire Department also utilizes Firehouse software for **emergency medical service records**.

The Fire Department issues a few City phones and uses iPads for inspections. The Firehouse product now supports inspections, but fire inspectors can't see data from other City system such as demolition orders that were issued because a house was a meth house; it would be beneficial to use an inspections system that was integrated across all City departments; see also the discussion above on building permits and inspections.

The Fire Department utilizes The Fire Manager for submissions of specific reports, such as probationary reports, vehicle maintenance reports, station maintenance, equipment reports, etc.

Tier 2 **hazardous materials** forms are downloaded yearly from the state and eventually into Firehouse; they are now in a Cameo system. Firehouse users can see preplans for things like the Ethanol plant. Several firefighters are conversant in this. The Fire Department also uses WISER (https://wiser.nlm.nih.gov) for chemical identification of hazardous materials.

The Fire Department is also looking to adopt The Compliance Engine product (http://www.thecomplianceengine.com) for fire prevention information, sprinklers, commercial hoods, and alarms. This is a third party product that integrates with Firehouse.

The Police Department has access to view court records through the Judici **court records** system (https://www.judici.com), which is administered by the County. The Police department does not currently have a way to submit data into Judici and would like the ability to interface adjudication and e-ticketing data.

The Police Department currently does not have an automated **citations** system, but is looking into the IT Stability DACRA product (http://it-stability.com), which would enable the police to transmit tickets electronically to the County courts. **Parking tickets** are also now in paper form, and the Police Department is looking into automated systems.

The Police Department utilizes Appriss (http://www.appriss.com) for **crash reporting**. Citizens can go online to obtain their crash reports and insurance has access to this provided by the company.

The Police Department utilizes the eLineup software for photo lineups to comply with the new state law. The Police Department utilizes Oxygen Forensics software for cell phone extraction.

The City has not used red light cameras and may be looking into this.

5.   Use technology projects as an opportunity to automate and redesign business processes.

Governments are wise to view implementing technology in the larger context of improving business processes that may span departments. This may involve including the redesign of an improved business process as part of a technology implementation project.

The City has a number of situations in which the anticipated implementation of data system software or other technology would provide opportunities to redesign business processes. There are also some opportunities to implement better processes around the use of existing technologies.

- The Streets Department needs the ability to **record employee time by task**.

- Human Resources needs more automation of the **employee evaluations** process, possibly through use of the HR360 product.

- Several departments would benefit from an integrated ability to manage **work orders and service requests**, possibly through the Accela Springbrook system.

- Accela Springbrook or Esri might provide an improved process for managing **inventory and assets**.

- An automated legislative system, possibly Accela's Legislative Management module, could improve **City Council processes**.

- Replacing the PTWin system could enable improving the **building permits and inspections** process and eliminate rekeying data into the financial system. An improved process would also enable obtaining permits online.

- Automating the **code enforcement** process would be beneficial.

- The Police Department would benefit from automating **citations**. This would in turn enable an automated process to submit citations data into the County Judici system.

- The Police Department would also benefit from an automated process for **parking tickets**.

- Use of the OpenGov product could improve the processing of **Freedom of Information Act (FOIA) requests**.

- Use of e-mail renewal notices could improve the process of **contractor license renewals**.

- **Integrating the Esri GIS system with data systems** could help improve processes; an example would be the Granite Pipeline Inspections system.

- Processes could be improved through use of the **Microsoft SharePoint** website application service; an example is the Police Department's current project to place a variety of documents on SharePoint.

6. **Maximize the potential of electronic communication and take advantage of emerging communications technologies to bring about improved citizen engagement.**

Local governments have been working in recent years to capitalize on the benefits of electronic communications technologies, with their great potential to transform how government services are delivered. These technologies include websites and broadcast e-mail, and more recently incorporation of the newer social media technologies and support for mobile devices, including providing a mobile-friendly version of the website. To gain the full advantage of electronic communication governments are centralizing support for communications functions and dissemination of news.

The City's electronic communications functions and products that support these functions are identified in the table below.

Electronic Communication Function	Product	Comment
City Website	Custom	Moving to Revize Software Systems.
	OpenGov	Facilitates publishing of documents, etc.
Internal "Intranet"		Used mostly to support Council packets. Police will use for data on policies, activity, and community issues.
E-mail		
Social Media	Facebook	Have separate City, Police, and Fire pages; firefighters union also has a page.
Police Social Media	Nixle, Offender Watch, Crime Stoppers, and Twitter	
Reverse 9-1-1	A Child Is Missing	
Telephone	Mitel VoIP	Managed by Heart Technologies. Adding Mitel unified communications.

The City now hosts its website . The City is undertaking a project to upgrade the website, using the support of Revize Software Systems, which will redesign and also host the new site. The new site will have a mobile component.

The City has the potential to make more aggressive use of electronic communication, partly to encourage "citizen engagement." For example, the City could be more active in posting news and possibly issuing a periodic newsletter using social media or other communications technology. E-mail is a very effective way of sending news. Third-party services such as Constant Contact and Mail Chimp support online e-mail subscription. The City may want to develop a procedure on coordinating the publishing of news on the website, Facebook pages, through e-mail, etc., and may want to designate a staff member to coordinate this.

However, these activities are labor-intensive and could require additional staff help. As noted above, the City does not have a full-time or part-time communications staff, other than the Police Department Public Information Officer (PIO).

City Council meetings are televised on a cable channel. The two IT staff members double as video technicians. The City must upgrade the video cameras and did a bid for an upgrade, but it was too costly and the staff is now looking at other options; the biggest problem is the need for a live video feed. Web streaming might be an alternative.

The City purchased the OpenGov product about a year ago; this product supports posting of documents and underlies the City's Transparency webpage at http://www.ci.pekin.il.us/administration/finance/transparency. OpenGov also potentially can ease

processing of Freedom of Information Act (FOIA) requests, and City staff has tried to use OpenGov to support FOIA requests electronically, but requesters tend to want paper documents. The City has experimented with developing a report after each City Council meeting and posting it online.

Engineering has used the City website to publish bid documents.

Contractors would like to be able to receive e-mail notices on license renewals.

The City has not recently published a paper or electronic newsletter. The City publishes an internal monthly e-mail newsletter for staff.

The City has a Facebook page but has chosen to lock down the comments ability. The Police and Fire departments also have Facebook pages, and the Police Facebook page has some advantages in solving crimes; the police allow and monitor comments. The Police Department also uses some additional police-oriented social media services.

In addition to Facebook the Police Department uses Twitter, Nixle (www.nixle.com), Offender Watch (which monitors sex offenders), and Crime Stoppers. The Police Public Information Officer monitors Facebook and all of these services and responds to comments.

The police also utilize "A Child is Missing" for reverse 911 calls when children or special needs individual are missing.

The Fire Department does not have staff to constantly monitor its Facebook page. It is utilized especially during new hire testing. The firefighters' union also has a separate Facebook page utilized for some updates and photos approved through the Chief's office. The Police Department's PIO may assist with posting Fire information, especially for incidents involving both departments.

7.   Use geographic information system (GIS) technology to manage spatial information.

Geographic Information System (GIS) technology assists in the management of spatial data by presenting computerized maps and allowing additional data to be linked to the maps. A best practice is to use GIS to help staff manage property and other spatial data. An emerging best practice is to also use GIS to inform the public about community development by publishing maps and the related data for zoning and available development parcels.

As noted above, the Engineering Department supports the City's Geographic Information System (GIS) technology and has an almost full-time GIS coordinator.

The Public Works technician and the Streets Department foreman assist by using ERSI Collector Apps to collect new data such as street signs replacement and sidewalk curb ramps. Engineering also utilizes a local GIS company to assist on troubleshooting problems or help with advanced GIS features.

The main GIS layers are:

- Real estate parcels from the County
- Streets
- Sanitary and storm sewers
- Sidewalk ramps

- Signs

- Street lights

- Community development and zoning

- Snow routes

- Low to moderate income housing for HUD

- Tax-incremental financing districts (TIF)

A number of maps generated for the GIS system are available for the public on the City website at http://www.ci.pekin.il.us/maps.

Engineering would like to be somewhat more aggressive in employing GIS technology and in interfacing GIS to several data systems. One current effort is to integrate the Granite Pipeline Inspections system with Esri. The City must also integrate waste water functions with Esri.

The City partners with Tazewell County and other communities for GIS use and recently updated the aerial orthophotos underlying the system.

The City now the Esri ArcGIS Collector Sign Inventory module.

8. Use data systems and electronic communication to support economic development.

A best practice is to use data systems and GIS to identify and manage potential development parcels and projects. Governments also need to use their websites and other forms of electronic communication to support economic development marketing.

The City staff would like to be more ambitious in their economic development efforts and feels they are falling behind. Some neighboring communities are doing better and are more aggressive. The City participates in the Riverway Business Park.

The City has an Economic Development page on the City website with several supporting pages. The Economic Development page has a "Property Search" function that links from the City website to the LOIS LocationOne service to present available properties - https://www2.locationone.com/(S(4faug3kmp13dlvezsfhphcgu))/PropertySearch.aspx?display=results&section=buildings&ssp=&asf=&ht=.

Some additional electronic communication efforts would be to host separate Riverway Business Park or downtown websites and to issue economic development news in electronic form.

9. Provide standard hardware devices including mobile devices and productivity software to all staff and replace devices on a planned cycle.

Governments should provide desktop PCs and/or mobile devices to all workers who can make productive use of them. Governments should somewhat aggressively identify employees who can benefit by the use of mobile devices and issue appropriate devices to them. It is helpful to identify a standard hardware configuration for all PCs and each type of mobile device. A good practice is to adopt a plan to replace all devices on a regular cycle, such as every four years.

It is a good practice to identify a standard software desktop configuration for all PC users including a productivity software suite (e.g., Microsoft Office) and e-mail client. Governments are beginning to move to cloud-based suites such as Microsoft Office 365 and Google Apps for Government.

City staff members use a variety of types of technology devices, including PC workstations; mobiles devices including laptops, phones, and tablets; and police and fire mobile data terminals (MDTs) installed in vehicles:

Devices Used by City Staff Members	Count
PC Workstations	134
Mobile Devices (including phones)	93
Police Mobile Data Terminals (MDTs)	26
Fire Mobile Data Terminals	8
	261

Not included in these counts are networked printers and copiers.

The use of mobile devices in the City is increasing, partly driven by the need to access data systems in the field. For example the Street Operations foreman has a tablet that he can use to view GIS data on site. The City may wish to more aggressively work to issue mobile devices to City staff where appropriate, especially where the use of these devices is essential for improving business processes that involve work in the field.

The City Council members have iPad tablets.

The Police vehicles also have video cameras which upload when returning to the station. Police officers also use radio handheld devices. The City does not provide police officers with mobile phones.

The City may also implement body cameras, which are not yet mandatory. The cost for body cameras will include the technology for the storage of the video and complying with Freedom of Information Act requests. Providing this ability would include cloud-based options.

The City's devices use current software, although the City is beginning a move from the Windows 7 operation system to Windows 10.

Device Software Type	Product Used by City
PC Operating System	Windows 7 Pro (moving to Windows 10)
Office Suite	Microsoft Office Professional Plus 2013
PDF Viewing	Adobe Acrobat XI

The City replaces desktop PCs on a replacement cycle of every four years. There is no established replacement cycle for mobile devices.

The private firms E & S Communications and Reagan Communications provide installations and some repairs for Police and Fire MDTs.

Transportation buses have radios, and Transportation would like to upgrade the bus radios to cell phones.

10. Proactively manage technology service delivery and provide adequate training and support.

Accessibility and availability of technology is important, and every organization needs to ensure that technology systems are available and are problem-free. This requires an efficient help desk function to enable employees to report technology problems and get support. Staff members also require hardware and software technical support for devices along with various forms of technology training and day-to-day support.

The City staff seems to be generally satisfied with the level of service provided by the City's technology staff. The IT staff currently asks staff members to report problems using e-mail. The IT staff is now working to set up the Service Manager function of xxxxxxxxx, which would support more formal logging and management of problems.

11. Link all sites using an enterprise computer network and take advantage of current telephone and radio technology.

Local governments require computer networks that span their institutions and connect the main campus buildings as well as outlying sites. An increasing need is for wireless connectivity both within and outside the organization's facilities. A best practice for all organizations is to also provide universal telephone service to all staff, plus radio system support for public safety employees.

The major sites connected by the City's wide area network are the City Hall complex, the Transportation Department, the Waste Water Division, and three firehouses.

The City has a franchise with the commercial iTV-3 fiber optic cable network for wide area network connections between buildings. Three of the connections are 100mb and three are 25mb. The City is now adding connections to Waste Water sites. Sometimes there are problems with the wide-area network connections.

There is an increasing demand for wireless support for mobile devices. Sometimes there are problems with wireless connectivity within the buildings. The City upgraded wireless coverage within buildings at City Hall and the firehouses and must do a similar upgrade for the Transportation Department site.

The City's mobile phone carrier is Verizon. The Verizon service includes coverage for a private public safety network for police and fire mobile devices; the Police and Fire mobile data terminals use air cards.

The Waste Water utility uses supervisory control and data acquisition (xxxxx) technology, with an internal fiber network and xxxxxxxxx. A next step is to connect the Waste Water lift stations to the fiber network; these stations now use radio connections.

The City's Mitel Voice over Internet Protocol (VoIP) phone system is supported through Heart Technologies. A future project would be to implement the MITEL unified communications ability.

The radio network is supported by Reagan Communications, which is used county-wide.

City Hall and the Library provide some public Wi-Fi connectivity. There have been initial discussions about deploying Public Wi-Fi service in the downtown area as well.

12. Centralize the computer room and other technology infrastructure and provide needed security.

A best practice is to centralize as many of the organization's fileservers as possible along with other technology infrastructure in a central computer room and encourage consolidation and virtualization of fileservers.

Organizations are also wise to install a comprehensive security software suite or individual products that provide protection against the range of computer security threats including spam e-mail, viruses, malware, intrusions, etc.

The City's technology infrastructure functions and products that support these functions are identified in the table below.

Infrastructure Function	Product
Server Operating System	
Server Administration	
Database	
Server Virtualization ("Flex")	
Virtual Private Network (VPN)	
E-mail Hosting	
Firewall (blocks intruders)	
Web Security (blocks viruses, etc.)	
Spam Filter	

The City provides sophisticated support for technology infrastructure functions and uses appropriate products. The City has kept pace with the trend to consolidate and reduce the number of physical file servers through the use of virtualized, or "flex," servers.

The City hosts its own post office for e-mail through xxxxxxxxxxxxxxxxxxxxx as the client software.

The City uses appropriate products to provide security.

It is possible that there could be advantages to collaboratively combining the City data center with another government operation, such as the Tazewell County data center.

13.   Take advantage of the emerging cloud computing technology.

Organizations are wise to increasingly consider the use of cloud services to reduce the need for physical servers along with the related overhead of local hosting of data systems. It can be especially beneficial to shift data systems to cloud computing platforms.

The concept of hosting systems in the Internet "cloud" can be confusing; this graphic shows how cloud hosting differs from traditional methods.
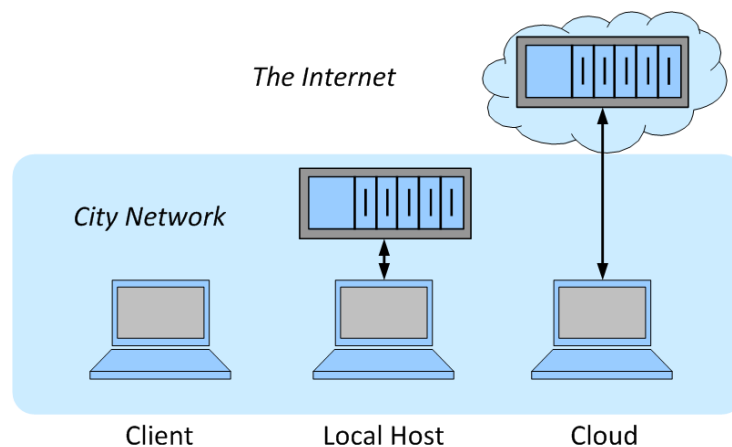
The City hosts most of its data systems on its own servers ("local host"), but as the opportunity arises it could benefit by shifting to more use of hosting through Internet-based cloud services. The Accela Springbrook financial system is hosted internally on Windows servers, but the new Accela property functions are cloud-based.

The City uses the Microsoft Office Professional Plus 2013 suite to support productivity functions, and hosts this on internal servers. There may be some advantages to shifting to a cloud-based product; two alternatives are Microsoft Office 365 and Google Apps for Government.

IV. What measures should the City take?

A summary list of twenty five recommendations by the GovHR USA staff is presented below.

Best Practice Area	Recommendation
1. Identify **strategic directions** and develop a technology plan.	Engage in a process to develop a multi-year **strategic technology plan**.
2. **Organize** for effective technology support.	Consider the addition of a **full-time IT manager** to plan technology directions for the City, supervise the IT staff, act as a project manager for technology projects, and manage data interface and analytics tasks.
	Consider a **part-time communications coordinator** for the City's electronic communications efforts.
3. Ensure effective **project management** and report on progress.	Formally designate a **project sponsor and project manager** for each technology project. The project manager should publish and update the project scope, budget, and task plan.
4. Invest in needed **data systems.**	Continue the move to automate **employee evaluations**, possibly using the HR360 and/or Guardian Tracking products.
	Automate the management of **work orders and service requests,** and also inventory and assets, probably using the existing Accela Springbrook product.
	Determine a way to automate the tracking of participants in the HUD **Bridges Out of Poverty** program.
	Implement a **legislative system**, possibly Accela's Legislative Management module, to automate some City Council functions.
	Implement the land management modules of Accela Springbrook to support **building permits and inspections and code enforcement** activity in an integrated way. This would include gaining the ability to issue permits online.
	Implement an automated **citations system**, possibly IT Stability DACRA, and ideally develop an automated interface of citations data to the County Judicial court records system.
	Implement an automated system to support issuance of **parking tickets**.

Best Practice Area	Recommendation
5. Use technology projects as an opportunity to automate and redesign **business processes.**	Use the OpenGov product to improve the processing of **Freedom of Information Act** (FOIA) requests.
	Use e-mail renewal notices to improve the process of **contractor license renewals**.
	Use the Microsoft **xxxxxxservice** to make support improved processes; an example is the Police Department's project to place a variety of documents on xxxxxxxxx.
6. Maximize the potential of **electronic communication** and take advantage of emerging communications technologies to bring about improved **citizen engagement.**	Complete the project to **upgrade the website using Revize Software Systems**, and add a mobile component.
	Coordinate the publishing of news on the website and other media, and consider issuing a periodic **electronic newsletter**.
	Continue researching options to improve the **City Council video cameras** and abilities.
7. Use **geographic information systems** (GIS) technology to manage spatial information.	**Integrate the Esri GIS system with data systems** such as the Granite Pipeline Inspections system to help improve processes.
8. Use data systems and electronic communication to support **economic development** activity.	Consider additional **electronic communication efforts to support economic development**, such as hosting separate Riverway Business Park or downtown websites and issuing economic development news in electronic form
9. Provide standard **hardware devices** including mobile devices and **productivity software** to all staff and replace on a planned cycle.	Work more aggressively to **issue mobile devices to City staff where appropriate**, especially where the use of these devices is essential for improving business processes that involve work in the field. Possibly replace school bus radios with mobile phones.

Best Practice Area	Recommendation
10. Proactively manage technology **service delivery** and provide needed **training and support**.	Set up the **S**xxxxxxxxx which would support more formal logging and management of problems
11. Link all sites using an **enterprise computer network** and take advantage of current telephone and radio technology.	Continue to **upgrade wireless coverage** such as at the Transportation Department to meet the increasing demand for wireless support for mobile devices.
12. Centralize the computer room and other **technology infrastructure** and provide needed security.	Consider the advantages of **collaboratively combining the City data center** with another government operation, such as the Tazewell County data center.
13. Take advantage of the emerging **cloud computing** technology.	As the opportunities arise consider shifting the **hosting of data systems to Internet cloud services**.
	Consider **shifting productivity software to a cloud-based produc**t, such as Microsoft Office 365 or Google Apps for Government.

X. EXECUTIVE SUMMARY

An organizational service delivery audit is an evaluation of the overall quality and efficiency of an organization's performance against

- *its policy and operational objectives,*
- *the principles and standards of management, and*
- *the experience of like organizations.*

An organizational service delivery/management audit is an evaluation of performance, the systems in place and formulation of generalized recommendations for improvement viewed within the overall environment.

Pekin has a high level of management in their organization. The administrative team provides policy recommendations and good management of the City services. This is reflective in the observations of the consultants as well as the employee survey conducted for the City. In addition, the City provides a high level of services as a lower level of cost than in comparable cities. The following recommendations are meant to build upon the current high level of management and efficient service delivery.

This Summary section will compile the recommendations made in this report into one concise narrative. The justification for the recommendations are contained in the report on the pages shown in parenthesis at the end of each recommendation. Note that any recommendation that is considered should be first evaluated by staff for discussion by the City Council before approval and implementation.

Recommendations:

1. While the current organizational arrangement appears to meet the needs of the City, there are some changes within departments that deserve consideration for potential changes as discussed in this report. These include the transfer of code enforcement responsibilities to the Police Department, combination of the City Treasurer and Director of Finance positions, and moving the City Clerk to the Administration Department. A revised recommended organization chart is on page 16. (15)

2. The City of Pekin should review and update its strategic plan building on the most recent City of Pekin Conceptual Plan from 2006. These elements include the long term comprehensive plan, the five year capital improvements program, two year strategic plan with goal setting by the policy making body, a review of past financial trend monitoring, establishment of fiscal policies, current infrastructure maintenance efforts, and current external economic/financial forecasts all of which are incorporated into the annual operating and capital improvements budget. Each of these elements of the strategic management plan should be reviewed annually within specific timetables. (18)

3. The Comprehensive Plan for Pekin, which was adopted in 2006, should be reviewed on an annual basis. It also should be scheduled for a total comprehensive review and update in the near future. (19)

4. On at least a biennial basis, the City should engage in a short-term and long-term goal setting and ranking process. We recommend that the City Manager engage the management team in a goal setting session prior to the policy-making body undertaking the process. The management team should also prioritize those goals into broad categories such as: highest, high, medium, low, and lowest. The Council's final goals and their priorities become guidance to management in the strategic management process and should be established prior to budget formulation for the City so that they can be used in the development of the budget. (19)

5. The budget recommended by the City Manager to the City Council should be one reflective of the goal setting process undertaken in the recommendations above. The budget should be more of an output, or services-oriented document, allowing the policy making body to make a determination of the types of services, the quality of services, and amount of services provided to the community. (20)

6. In addition, the budgetary presentation should include supplemental information with a multi- year forecast of revenues and expenditures in the general operating funds and the enterprise funds. (20)

7. Each work unit in the organization should identify performance indicators relating to their activity area. (20)

8. There should be an annual objective setting process for each member of the management team. These objectives should be agreed upon between the management team member and the City Manager and should be an integral part of the annual performance review for those individuals. (20)

9. There are some areas that need attention due to their financial status such as pension fund financing and negative working capital balances in two of the enterprise funds and pension funding. (29)

10. Pekin needs to create a document on "Financial Practices and Policies" for the City to be included in the annual budget. Currently, the City has fiscal policies for the General Fund Reserves and for an Investment Policy. They should be clearly stated and annually endorsed by the policy making body as underlying assumptions for the budget making process. (29)

11. There is a need for workload measurements in most of the service activities of the City. These workload measurements should be established under the performance measurement systems. The City of Pekin should commit to measuring itself for performance in areas for which there is easily comparable data. (34)

12. It is recommended that the City of Pekin take the initiative to work with the County and the special districts on activities - joint purchasing efforts, establishment of a joint training program for City, County and District employees, joint health insurance program with Parks District, Library and County, establishment of a joint-safety training program and/or risk management effort, creation of a joint information technology/data processing effort to serve the management information needs of the organizations, a finance operation that would provide services to all units for all financial functions including payroll, account payables and receivables, etc., public relations efforts could be a joint effort with a joint usage of a graphic art person, joint vehicle maintenance operations for the City, County and Districts, joint economic development activities with the County and surrounding cities, Park District and City recycling efforts could be coordinated, Park District would appreciate usage of tourism money to sponsor tournaments that bring people from out of town into Pekin. It is suggested that there be a quarterly informal meeting (perhaps a luncheon) of the directors of the special districts, the County Administrator and the City Manager to have discussions on the opportunities for additional intergovernmental activities. (43)

13. The organization should undertake a management development and team building effort to further develop the current management team culture as one of cooperation, innovation, support and action-oriented results. The new City Manager should clearly delineate his/her management style to the management team in order to establish expectations within the organization. The City should promote and adopt a culture that embraces learning and employee improvement and then follow up with a comprehensive training initiative for City employees, including supervisory and technical training. (45)

14. The City should consider the information technology assessment of the needs of the City in this report. Continuing updates to the IT programs is needed in every departmental operation. The building inspections IT system should be consolidated into a city wide system. (46)

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15. The need for enhancements to services such as the administration area should be considered by the City. (46)

16. The fees charged to the public such as building permit fees, solid waste collection, sewer services should be annually reviewed to make sure that they reflect the cost of the services provided. (46)

17. The Finance operations have a total position count of 5.5 positions which compares to an average of 7.48 in the other communities. Pekin should fill the Director of Finance position in the near future. If the City can use its home rule authority under Illinois Statutes to combine the City Treasurer and Director of Finance position into one full time position appointed by the City Manager, which would reduce the cost impact of retaining a Director of Finance. It is recommended that the City pursue this option. (49)

18. Pekin should consider having the local Chamber of Commerce provide the tourism activities, cooperating for economic development on a regional basis and having the next City Manager or Assistant City Manager perform the rest of the economic development activities. (49)

19. Pekin has only one person in the Human Resources area. The sharing of an assistant with other activities in the administration area could substantially enhance the human resources office's abilities to reach out to employees and provide additional service to them. (50)

20. The City is considering putting out a request for proposals for corporation counsel services and evaluating the costs of the current services versus an in house counsel. The long term tenure of the current counsel is of benefit to the City in the experience that brings to the City operation. However, evaluating the best practices to continue operations while considering the benefits of retaining current counsel is always a good direction for a City. (50)

21. The Assistant City Manager position could be filled as the head of the Administration Department with the intention of focusing on the need for communication throughout the organization and with the public. These activities along with economic development activities could be the focus of an Assistant City Manager in conjunction with the City Manager. (50)

22. The Public Works review includes a variety of detailed recommendations for enhancement of the Public Works functions. (50-77)

22. The Fire Department review includes a variety of detailed recommendations for enhancement of the Fire service in Pekin. (78-90)

23. The Information Technology review includes a variety of detailed recommendations for enhancement of the IT services in Pekin. (91-111)

Appendix A - Financial Trend Indicators

	2015	2014	2013	2012	2011
Population	33,824	33,824	33,892	33,960	34,028
General Fund Revenues	$ 25,339,957	$ 25,090,252	$ 26,792,158	$ 23,741,542	$ 23,377,195
Special Rev Library, Tourism, Fuel, Metro Dev	$ 3,971,493	$ 3,190,055	$ 2,716,652	$ 4,212,249	$ 2,939,246
Park District Revenues	$ 3,646,818	$ 3,717,494	$ 3,553,293	$ 3,487,626	$ 3,795,475
Total Revenues	$ 32,958,268	$ 31,997,801	$ 33,062,103	$ 31,441,417	$ 30,111,916
Revenues Per Capita	$ 974	$ 946	$ 976	$ 926	$ 885
Intergovernmental Revenues	$ 221,054	$ 425,773	$ 86,798	$ 284,470	$ 389,722
Total General Fund Revenues	$ 25,339,957	$ 25,090,252	$ 26,792,158	$ 23,741,542	$ 23,377,195
% Intergovernmental Revenues	0.9%	1.7%	0.3%	1.2%	1.7%
Total Property Tax Levy	$ 6,181,951	$ 6,068,826	$ 5,994,536	$ 6,032,292	$ 5,888,593
Collected Property Taxes in Current Year	$ 6,120,131	$ 6,008,137	$ 5,977,288	$ 5,874,296	$ 5,829,673
% Uncollected Property Taxes	1.00%	1.00%	0.29%	2.62%	1.00%
Collected Property Taxes - General Fund	$ 5,009,174	$ 4,946,653	$ 4,868,226	$ 4,898,833	$ 4,715,333
Total Tax Revenues	$ 22,565,454	$ 2,024,566	$ 22,244,356	$ 21,203,999	$ 20,459,196
% Tax Revenues/Total General Fund Rev.	89.1%	87.8%	83.0%	89.3%	87.5%
Total General Fund Rev Shorts or Surpluses	$ (780,343)	$ (1,144,313)	$ 670,757	$ 1,105,640	$ 1,564,885
Tax Revenue Shortfalls/Surpluses	$ (47,271)	$ (529,586)	$ 622,921	$ 619,555	$ 636,084
All Other Revenue Shortfalls/Surpluses	$ (733,072)	$ (614,727)	$ 47,836	$ 486,085	$ 928,801
Actual Revenues	$ 25,339,957	$ 25,090,252	$ 26,792,158	$ 23,741,542	$ 23,377,195
% Revenue Shortfalls or Surpluses	-3.1%	-4.6%	2.5%	4.7%	6.7%
General Fund Unrestricted Fund Balance	$ 10,396,605	$ 9,138,958	$ 11,976,115	$ 11,115,313	$ 12,070,113
General Fund Revenues	$ 25,339,957	$ 25,090,252	$ 26,792,158	$ 23,741,542	$ 23,377,195
Fund Balance % of Revenues	41.0%	36.4%	44.7%	46.8%	51.6%
General Fund Expenditures	$ 24,266,211	$ 26,830,000	$ 26,001,071	$ 24,651,133	$ 23,646,589
Special Revenue Funds - Exclude Capital & TIF	$ 5,967,424	$ 2,558,581	$ 2,417,084	$ 3,162,136	$ 2,677,666
Park District Expenditures	$ 3,524,335	$ 4,378,784	$ 3,709,219	$ 3,888,613	$ 3,997,746
Total Expenditures	$ 33,757,970	$ 33,767,365	$ 32,127,374	$ 31,701,882	$ 30,322,001
Expenditures Per Capita	$ 998	$ 998	$ 948	$ 934	$ 891
General Fund Operating Deficit/Surplus	$ 1,073,746	$ (1,739,748)	$ 791,087	$ (909,591)	$ (269,394)
Operating Revenues	$ 25,339,957	$ 25,090,252	$ 26,792,158	$ 23,741,542	$ 23,377,195
% Operating Surplus/Deficit	4.2%	-6.9%	3.0%	-3.8%	-1.2%
Unassigned/Restricted Fund Balances					
General Fund	$ 10,396,605	$ 9,658,389	$ 12,538,594	$ 11,569,381	$ 12,300,576
Library Fund	$ 4,306,348	$ 661,585	$ 698,290	$ 696,713	$ 676,845
Tourism Fund	$ 314,036	$ 369,613	$ 786,425	$ 726,183	$ 680,760
HUD Metro Development Funds	$ 1,230,683	$ 1,153,671	$ 1,154,699	$ 1,290,929	$ 1,351,698
Motor Fuel Tax Fund	$ 2,990,140	$ 3,050,616	$ 2,758,275	$ 2,387,296	$ 2,630,514
Total Governmental Fund Balances	**$ 19,237,812**	**$ 14,893,874**	**$ 17,936,283**	**$ 16,670,502**	**$ 17,640,393**

School Bus Fund Current Assets	$ 2,365,682	$ 2,179,752	$ 2,114,644	$ 2,324,626	$ 2,262,639
Current Liabilities	$ 123,432	$ 147,057	$ 116,421	$ 87,438	$ 72,050
School Bus Fund Working Capital	$ 2,242,250	$ 2,032,695	$ 1,998,223	$ 2,237,188	$ 2,190,589
Sewer Utility Fund Current Assets	$ 2,328,188	$ 2,397,400	$ 3,030,817	$ 2,895,438	$ 5,719,640
Current Liabilities	$ 400,594	$ 331,399	$ 1,267,527	$ 1,174,428	$ 856,453
Sewer Utility Fund Working Capital	$ 1,927,594	$ 2,066,001	$ 1,763,290	$ 1,721,010	$ 4,863,187
Economic Development Fund Current Assets	$ -	$ -	$ -	$ -	$ 15,000
Current Liabilities	$ 471,141	$ 438,226	$ 186,185	$ 233,402	$ 373,980
Economic Development Fund Working Capital	$ (471,141)	$ (438,226)	$ (186,185)	$ (233,402)	$ (358,980)
Solid Waste Fund Current Assets	$ 268,181				
Current Liabilities	$ 965,373				
Solid Waste Fund Working Capital	$ (697,192)	$ -	$ -	$ -	$ -
Airport Enterprise Fund Current Assets	$ 25,063	$ 94,310	$ 46,206	$ 67,987	$ 162,934
Current Liabilities	$ 723,008	$ 696,217	$ 378,343	$ 327,018	$ 255,037
Airport Enterprise Fund Working Capital	$ (697,945)	$ (601,907)	$ (332,137)	$ (259,031)	$ (92,103)
Long Term Debt - General Governmental	$ 50,457,863	$ 40,120,879	$ 31,561,900	$ 9,348,844	$ 9,220,597
Assessed Value	$442,258,417	$442,481,325	$444,960,213	$446,705,014	$451,888,805
% of Assessed Value	11.41%	9.07%	7.09%	2.09%	2.04%
Debt Service - General Obligation	$ 367,307	$ 318,004	$ 122,190	$ 1,128,939	$ 475,052
Operating Revenue - Governmental Funds	$ 32,958,268	$ 31,997,801	$ 33,062,103	$ 31,441,417	$ 30,111,916
% of Operating Revenue	1.1%	1.0%	0.4%	3.6%	1.6%
Actuarial Value of Assets		$ 8,699,557	$ 8,219,323	$ 6,276,091	$ 5,034,198
Actuarial Accrued Liability		$ 12,900,015	$ 12,126,763	$ 11,014,457	$ 10,556,268
IMRF Pension Assets/ Liability %		67.4%	67.78%	56.98%	47.69%
IMRF Unfunded Liability	$ -	$ 4,200,458	$ 3,907,440	$ 4,738,366	$ 5,522,070
Actuarial Value of Assets		$ 27,292,604	$ 25,612,014	$ 24,165,275	$ 23,212,083
Actuarial Accrued Liability		$ 45,915,036	$ 43,572,257	$ 42,204,694	$ 41,964,757
Police Pension Assets/ Liability %		59.4%	58.8%	57.3%	55.3%
Police Unfunded Liability		$ 18,622,432	$ 17,960,243	$ 18,039,419	$ 18,752,674
Actuarial Value of Assets		$ 21,290,965	$ 20,220,253	$ 18,986,284	$ 17,850,399
Actuarial Accrued Liability		$ 52,094,952	$ 48,214,440	$ 45,638,564	$ 44,271,251
Fire Pension Assets/ Liability %		40.9%	41.9%	41.6%	40.3%
Fire Unfunded Liability		$ 30,803,987	$ 27,994,187	$ 26,652,280	$ 26,420,852
Actuarial Value of Assets					
Actuarial Accrued Liability	$ 6,076,540	$ 2,481,371	$ 3,075,686	$ 1,887,553	$ 1,185,651
OPEB Care Assets/ Liability %	0.0%	0.0%	0.0%	0.0%	0.0%
OPEB Unfunded Liability	$ 6,076,540	$ 2,481,371	$ 3,075,686	$ 1,887,553	$ 1,185,651

School Bus Fund

Operating Revenues - Charges for Services	$ 3,761,026	$ 3,743,867	$ 3,378,381	$ 3,363,786	$ 3,227,585
Operating Expenses	$ 3,619,551	$ 3,868,212	$ 3,377,856	$ 2,844,329	$ 2,497,708
School Bus Operating Income (Loss)	$ 141,475	$ (124,345)	$ 525	$ 519,457	$ 729,877
Non-operating Revenues	$ 2,874	$ 5,623	$ 10,368	$ 18,833	$ 19,027
Non-operating Expenses	$ -	$ (44,030)	$ 289,216	$ -	$ -
Change in Net Position Before Transfers	$ 144,349	$ (74,692)	$ (278,323)	$ 538,290	$ 748,904

APPENDIX B – STAFFING SURVEY

	Normal	Danville	Kankakee	Quincy	Rock Island	DeKalb	Galesburg	East Peoria	Urbana	Belvidere	Woodstock	Lockport	OFallon	Average	Pekin
Administration Population	54594	32243	26860	40805	38642	44054	31659	23375	42044	25282	25178	25119	29069	33763	33824
City Manager/Mayor	5.0	1.0	2.0	2.0	3.0	5.5	3.0	2.0	3.5	1.0	4.0	2.0	3.0	2.8	3.0
Human Resources	3.5	3.0	1.0	1.0	4.0	2.5	2.0	1.0	3.0	1.0	2.0	0.0	2.0	2.0	1.0
Human Relations	1.0	1.0	1.0	0.0	0.0	0.0	0.0	0.0	1.0	0.0	0.0	0.0	0.0	0.3	
Information Technology	6.5	1.0	1.0	5.0	7.0	5.0	3.0	2.0	7.2	0.0	2.0	1.0	7.5	3.7	2.0
Finance	12.0	5.8	4.5	9.0	12.0	9.0	12.0	7.0	8.5	2.0	5.0	5.0	5.5	7.5	5.5
City Clerk	3.0	2.0	2.5	3.0	1.0	1.0	4.0	1.0	3.0		1.0	3.6	1.5	2.2	2.0
City Attorney	3.0	4.0	4.0	1.5	0.0	1.0	1.0		5.0		0.0	1.0		2.1	
Risk Management	1.0	1.0	1.0	2.5										1.4	
Community Development															
Building/Zoning/Code Enforce	9.0	2.5	10.0	4.0	10.0	3.0	4.0	2.0	13.5	2.5	6.0	3.0	7.8	5.9	5.0
Planning/Community Development	1.0	1.0	6.0	3.4	9.0	2.0	4.0	2.0	3.0	1.0	1.0	2.0	3.5	3.0	
Economic Development					1.0	1.0			4.0		2.0		1.0	1.8	0.8
HUD/Grants	1.5	2.2							3.8					2.5	1.3
Utilities															
Solid Waste/Recycling	0.0	15.8		4.6	0.0	0.0		5.0						4.2	9.0
Water	33.5			32.4	19.5	10.0	19.0	12.0		9.0	9.5	7.9	11.0	16.4	
Wastewater Treatment		13.0	23.0	11.3	19.5	0.0		8.0		13.0	10.5	9.2	8.0	11.6	8.0
Public Works															
Engineering/Director	10.5	8.5	3.0	6.0	18.0	6.5	8.0	6.0	4.0	1.0	4.0	4.9	8.0	6.8	3.0

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Streets/Fleet/Facilities/Arbor	64.5	20.7	27.0	31.8	54.0	21.0	20.0	24.0	68.7	8.0	16.0	15.7	16.0	29.8	21.0
Police	81.0	67.0	67.0	75.5	84.0	64.0	49.0	51.0	56.0	44.0	38.0	39.0	44.0	58.4	57.0
Police - Sworn	13.5	11.5	4.0	10.5	13.0	10.5	5.0	1.0	14.0	2.0	4.5	8.0	11.0	8.3	10.0
Police - Civilian	1.0	2.0							4.0			0.7		1.9	
Parking Enforcement Officers				20.5	13.0	15.0	20.0	12.0			9.0		13.0	14.6	
Dispatch													21.5	21.5	
EMS															
Fire	66.0	42.0	48.0	60.0	58.0	57.5	43.0	44.0	58.5	29.0			3.0	46.3	56.0
Firefighters	3.0	1.0	2.0	2.0	1.0	1.5	1.0	1.0	1.0	1.0			4.0	1.7	2.0
Support Staff	81.0	67.0	67.0	75.5	84.0	64.0	49.0	51.0	56.0	44.0	38.0	39.0	44.0	58.4	57.0
Park & Recreation															
Parks	37.5	11.9			16.5		17.5				10.0		9.5	17.2	
Recreation	10.0				10.0		3.5				8.0		4.0	7.1	
Golf Course	15.5				15.0		2.0							10.8	
Theater	2.0										6.0			4.0	
School Bus Department															121.0
Airport				5.3		5.5								5.4	1.0
Tourism													1.0	1.0	0.3
Library	38.0				41.0						14.5		13.5	26.8	
Cable TV									2.0					2.0	
Transit		24.3		30.3			7.0							20.5	
Convention Center					19.5			65.0						42.3	
Museum	24.5													24.5	
Total	447.0	242.2	207.0	321.5	429.0	221.5	228.0	246.0	263.5	114.5	153.0	103.0	199.3	244.3	308.8

Seasonal Employees not included in any of the municipalities   Crossing Guards not included in any of the municipalities.

APPENDIX C - PERFORMANCE MEASUREMENT INDICATORS

Code Enforcement
Rates of Voluntary Compliance
Rates of Forced Compliance
Average number of Calendar Days from Case Initiation to Voluntary Compliance and Forced Compliance
Average number of Calendar Days from Case Initiation to Voluntary Compliance
Average number of Calendar Days from Case Initiation to Forced Compliance
Percentage of Cases Resolved through Voluntary and Forced Compliance
Citizen ratings of Code Enforcement Services

Facilities Management
Custodial Expenditures per Square Foot: Administrative/Office Facilities
Custodial Expenditures per Square Foot: Administrative/Office Facilities (Total, In-House, and Contractual)
Customer Satisfaction: Overall Satisfaction with Custodial Service
Repair Expenditures per Square Foot: Administrative/Office Facilities (Total, In-House, and Contractual, sorted by total)
Repair Expenditures per Square Foot: All Facilities (Total, In-House, and Contractual; sorted by total)
Repair Requests per 100,000 Square Feet Maintained
Customer Satisfaction: Timeliness of Repair Service

Fleet Management
Percentage of Vehicles Exceeding Replacement Criteria (after pending orders fulfilled)
Average Fleet Maintenance Expenditures Per Vehicle: All Vehicles and Heavy Equipment
Police Vehicles: Total maintenance and preventive maintenance expenditures per vehicle
Light Vehicles: Total maintenance and preventive maintenance expenditures per vehicle
Percentage of Vehicles and Heavy Equipment Using Alternative Fuel
Internal Customer Satisfaction: Quality of fleet maintenance services

Highway and Road Maintenance
Road Rehabilitation Expenditures per Paved Lane Mile
Road Rehabilitation Expenditures per Capita
Street Sweeping Expenditures per Linear Mile Swept
Snow and Ice Control Expenditures per Capita Compared with Inches of Snowfall—for Jurisdictions Reporting Expenditures
Expenditures per Capita for Road Rehabilitation, Street Sweeping, and Snow and Ice Control
Citizen Ratings of Road Condition
Citizen Ratings of Street Sweeping

Human Resources
Working Days for External Recruitment
Turnover Rates: Total, Non-Public Safety, and Public Safety Employees
Number of Employee Grievances and Appeals per 100 Employees
Percentage of Grievances Resolved Before Passing from Management Control
Customer Satisfaction

Information Technology

Total IT Operating and Maintenance Expenditures as a Percentage of Total Jurisdiction Operating Expenditures

Ratio of Workstations (Intelligent and Dumb Terminals) to Total Jurisdiction Employees

Telephone System and Network Problem Resolution/Repair: Percentage corrected within 24 hours

Internal Customer Satisfaction: Telephone Services: Overall Satisfaction

Percentage of Network and Desktop Device Moves, Additions, or Changes Completed When Scheduled

Application Problem Resolution/Repair: Percentage corrected within 24 hours

Help Desk Calls: Resolved at time of call, within 4 hours, and within 8 hours

Internal Customer Satisfaction, General IT Services: Overall Satisfaction

Parks and Recreation

Net Parks and Recreation Revenues per Capita – Excluding Golf

Parks and Recreation Revenues Received from Endowments, Grants, and Foundations, per Capita

Parks and Recreation FTEs per 1000 population – Excluding Golf

Acres of Park Land per 1,0000 population – Developed and Undeveloped

Citizen rating of Overall Satisfaction with Parks and Recreation in the Jurisdiction

Citizen Ratings of the Quality of Parks and Recreation Programs

Permits, Land Use, and Plan Review

Total Building Permits Issued per 1,000 Population

Permits Issued per FTE

Total Inspections Performed per 1,000 Population

Procurement

Calendar Days from Requisition to Purchase Order: Formal bids

Percentage of Purchasing Conducted with Purchasing Cards/Credit Cards

Dollar Amount of Central Purchasing Office Purchases per Central Purchasing Office FTE (in millions), FY 2008-FY 2010

Internal Customer Satisfaction: Quality of Service

Internal Customer Satisfaction: Timeliness of Service

Risk Management

General Liability Claims per 10,000 Population Served

Traffic Accidents per 100,000 Miles Driven—Law Enforcement Vehicles

Number of Workers' Compensation Claims per 100 FTEs

Number of Worker Days Lost per Claim

Number of Worker Days Lost to Injury per FTE

Internal Customers: Overall Satisfaction

Solid Waste

Residential Refuse Collected per Account, in Tons

Recycling Material Collected per Capita, in Pounds

Citizens Ratings of Residential Refuse Collection Services

Citizens Ratings of Residential Recycling Collection Services

Fire and EMS

Sworn Fire Staffing per 1,000 Population Served

Volunteers/Paid-on-Call Staff and Number of Calls to Which Volunteers Responded
Total Fire Personnel and Operating Expenditures per Capita
Percentage of Calls with a Response Time of Five Minutes and Under from Dispatch to Arrival on Scene
Customer Satisfaction with Fire Services

Police
Sworn and Civilian FTEs per 1000 Population
Total Operating and Maintenance Expenditures per Capita
Response Time in Minutes to Top Priority Calls
Citizen Ratings of Safety in Their Neighborhoods

APPENDIX D. EMPLOYEE QUESTIONNAIRE
CITY OF PEKIN, ILLINOIS

Instructions

GovHR USA is on contract with the City of Pekin to conduct a review of the municipal organization. This survey of City Employees will aid in that review. No attempt will be made to identify individual employees in this survey. Confidentiality will be maintained. Please select the answer that best describes your response to each question. There are no right or wrong answers. Your comments are also appreciated in the last three questions. If you have questions, please contact Karl Nollenberger by email at KNollenberger@GovHRUSA.com or telephone at 847-533-0145. Please mail the completed survey in the enclosed envelope.

Demographics of Respondent	
Department Name:	Gender: Male_____Female _____
Job Role: Non-Supervisory_Supervisory _____ Management ____	Age: Under 20_____21-31_____32-41 _____ 42-51_____52+ _____
Years of Experience in the City _____ Years of Experience in Current Position _____	Your position is: Full-Time _____ Part-Time _____

Personal Work Experiences

Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
1. The people I work with cooperate to get the job done.					
2. I am given a real opportunity to improve my skills in my position and to grow professionally.					
3. I have enough information to do my job well.					
4. I feel encouraged to come up with new and better ways of doing things.					
5. My job makes good use of my skills and abilities.					
6. My work is challenging and gives me a feeling of personal accomplishment.					
7. I have sufficient resources in my department (i.e. people, materials, budget) to get my job done.					
8. I like the kind of work I do.					
9. I recommend the City as a good place to work.					
10. At times, I feel stressed in the work place.					
11. I know how my work relates to the City's goals.					
12. The work I do is important.					

Organizational and Performance Culture

Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
13. My supervisor supports my need to balance work and family issues.					
14. Services in my unit are improved based on feedback from the public and employees.					
15. Policies and procedures affecting my work are clearly communicated.					
16. My immediate supervisor gives me useful feedback regarding my job performance.					
17. High-performing employees in my department are recognized and rewarded on a timely basis.					
18. In my department, steps are taken to deal with a poor performer who cannot or will not improve.					
19. Discussions with my supervisor about my performance are worthwhile.					
20. Creativity and innovation are rewarded.					

Leadership

Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
21. I have a high level of respect for the City's senior leaders.					
22. City elected officials clearly communicate the goals and priorities for the City.					
23. Department managers clearly communicate the goals and priorities of the City and departments.					
24. City departments work well together.					
25. I have confidence in my manager's ability to do his/her job.					
26. Complaints, disputes, or grievances are resolved fairly in my department.					
27. My supervisor is open to ideas and suggestions.					
28. My supervisor possesses skills for resolving conflict.					
29. My supervisor conducts interaction in a professional manner.					
30. My supervisor provides me support to ensure that I perform at high levels of productivity.					
31. My supervisor acts as a mentor for my professional development.					

Job Satisfaction & Working Conditions

Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
32. How satisfied are you with the policies and practices of your senior leaders?					
33. Deadlines and expectations within my department are realistic.					
34. I receive the training I need to perform my job well.					
35. Discrimination (racial, gender, or age) is a problem in my department.					
36. The City gives enough recognition for work well done by employees.					
37. The facilities I work in have good working conditions.					
38. My workload is reasonable.					

General Questions

39. Overall, how satisfied are you with your job?
   Very Satisfied_____Satisfied_____Neutral_____Unsatisfied_____Very Unsatisfied_____

40. I think the overall quality of work life for the City of Pekin is:
   Excellent_____Good_____Fair_____Poor_____Don't Know _____

41. The overall operation of the City is:
   Highly efficient_____Above average in efficiency_____Average in efficiency _____
   Less efficient than most cities_____Don't know _____

42. What do you like best about your job? About working for Pekin?

43. What don't you like about your job? About working for Pekin?

44. What suggestions do you have for improvements in your department? In the City organization?

Please return this survey by mailing it in the enclosed envelop to Karl Nollenberger at GovHR USA, 734 Frederick Street, Oshkosh, WI 54901