



SYRACUSE CITY

Syracuse City Council Work Session Notice

September 22, 2015 - 6:00 p.m.
Municipal Building, 1979 W. 1900 S.

Notice is hereby given that the Syracuse City Council will participate in a work session on Tuesday, September 22, 2015, at 6:00 p.m. in the large conference room of the Municipal Building, 1979 W. 1900 S., Syracuse City, Davis County, Utah. The purpose of the work session is to discuss/review the following items:

- a. Prayer or thought.
- b. Public Comments.
- c. Presentation from Wasatch Integrated Waste Management District (15 min.)
- d. Discuss potential changes to titles 4 and 8 of the Syracuse City Code requiring secondary water metering on new construction. (5 min.)
- e. Presentation of Municipal Solutions, LLC Efficiency Audit Report. (1 hour)
- f. Council business.

~~~~~

In compliance with the Americans Disabilities Act, persons needing auxiliary communicative aids and services for this meeting should contact the City Offices at 801-825-1477 at least 48 hours in advance of the meeting.

#### **CERTIFICATE OF POSTING**

The undersigned, duly appointed City Recorder, does hereby certify that the above notice and agenda was posted within the Syracuse City limits on this 17<sup>th</sup> day of September, 2015 at Syracuse City Hall on the City Hall Notice Board and at <http://www.syracuseut.com/>. A copy was also provided to the Standard-Examiner on September 17, 2015.

CASSIE Z. BROWN, CMC  
SYRACUSE CITY RECORDER



# COUNCIL AGENDA

## September 22, 2015

Agenda Item “c”

Presentation by Wasatch Integrated Waste Management District (WIWMD)

***Factual Summation***

- Councilmember Gailey, the City’s representative on the WIWMD Board, asked for time on the agenda to allow District Administration and opportunity to provide the Council with information regarding current and future programming.



# COUNCIL AGENDA

September 22, 2015

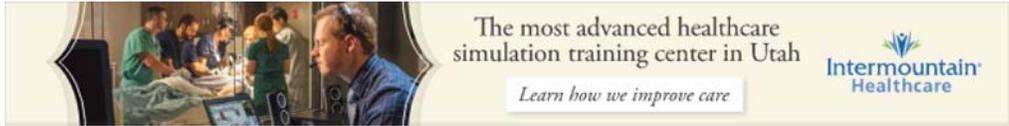
Agenda Item “d”                      Discuss Ordinance Changes to title 4 and 8 requiring secondary water metering on new construction.

### *Factual Summation*

- Any questions about this agenda item may be directed at CED Director Brigham Mellor.
- The mayor asked the staff to draft an ordinance requiring secondary water meters on new construction.
- The cost of the meter itself is minimal and cost of installation as part of an initial secondary water connection is minuscule and would go unnoticed by the homeowner compared to a \$300 install after the connection has been made.
- There is reason to believe that in the future secondary water metering will be required for all secondary water users. Requiring meters on new construction may result in a savings to residents and the tax payers depending on the end result of state legislative measures.
- In 2014 there were 177 homes constructed in Syracuse. As of the Sept 1 2015 we have surpassed that amount and have had 185 homes constructed since January. At \$300 dollars per install should legislation pass mandating secondary water meters this could end up saving the tax payers \$60,000 per year.
- “Davis and Weber Irrigation and Weber Basin require meters on new installations. D&W since 2013 - WB since 2010.”

### *Recommendation:*

Instruct staff to draft an ordinance amendment to title 4 and title 8 requiring secondary water meters on all new construction.



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# Audit reveals flawed projections on Utah's water needs

By Amy Joi O'Donoghue, Deseret News

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Published: Tuesday, May 5 2015 9:10 a.m. MDT

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Water levels remain low at Jordanelle State Park Tuesday, May 5, 2015. Projections of Utah's water needs have been made for the Legislative Audit Committee.

Jeffrey D. Allred, Deseret News

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### Summary

An audit found the state of Utah is relying on inaccurate water data, using outdated basin plans and ignoring development of local water supplies when it projects the amount of water to meet demands of a population that will double by 2060.

SALT LAKE CITY — A legislative audit released Tuesday concludes state water managers have no real idea how much water is being used across Utah so the projection that developed supplies will be exhausted by 2040 is not reliable.

The audit, performed by the Office of the Legislative Auditor General, was requested by lawmakers and pushed by advocacy groups that argue Utah's pursuit of the Lake Powell Pipeline and Bear River Development project is a waste of taxpayer dollars.

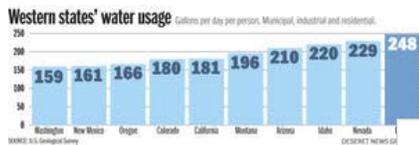
The audit is being presented Tuesday at 9 a.m. before the Legislative Audit Subcommittee.

Subcommittee.

While it did not conclude the two projects are unnecessary, the audit did say that the baseline data used to project future water needs is fraught with significant inaccuracies and flawed estimates derived from submissions by 468 public community water managers that are not verified or questioned.

In one instance, a city's water use in 2013 was double that of 2012 and in another, a city's public works director acknowledged that there were serious problems in documenting water use prior to 2009, so that information should be ignored.

Both state divisions that work with the numbers submitted by local water providers acknowledge



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problems with the information's veracity, leading the audit recommend that the parent department, Natural Resources, take the lead in ensuring better numbers.

The release of the audit brought strong reaction from those opposed to the pipeline project.

"The Division of Water Resources has been using bad data to support billions of dollars in unnecessary spending for massive water projects," said Zach Frankel, executive director of the Utah Rivers Council.

"This marks the first time in two decades that this agency will have any oversight."

In a written response to the audit, the state Division of Water Resources director Eric Millis agreed there needs to be a more sophisticated system that measures water use across the state, better methods for validating the results and plans need to be updated on a more routine basis.

Millis also said the division plans to work more closely with other entities to refine estimates on developed water supplies.

The audit found that the water resources division is wrongly ignoring local areas' development of water supplies and that seven of 11 individualized water basin plans have not been updated in a decade or more.

Utah water managers are also over estimating daily consumption requirements, keeping the same number well into the future that ignore savings that will naturally be achieved through smaller lots, greater use of low-flow appliances and more aggressive conservation strategies that could be implemented.

"In conclusion, opportunities to continue reducing per capita water use remain abundant," the audit said. "Better data, more thoroughly analyzed, is needed to inform policymakers."

Information compiled in the long-awaited audit also reveals a haphazard system of secondary water use in which waste is rampant and conservation rarely encouraged.

The audit pointed to a 10-year Utah State University study of outdoor watering practices in Salt Lake City that found residents, as recently as 2010, were applying twice the amount of water needed for plants to be healthy.

While acknowledging that states have different reporting methods and varying climates, the audit shows Utah has the highest per capita water use in the nation — at 248 gallons per capita, compared to Nevada's 229, Arizona's 196 and Colorado's 180.

The differences are so large, the audit notes, that it questions statewide conservation targets that could be more aggressive to bump up additional water savings.

Auditors point to unfettered water use that is driven in large measure by low water rates and lack of secondary water metering that fails to encourage conservation.

The audit brings up a study that looked at the price of

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- Trump looms large in 2nd GOP debate for... 19
- USU-Eastern student says she was... 17
- Animal rights activists sue Farmington... 13
- New details emerging on Medicaid... 10
- Draper to develop new open space master... 9
- Survey: Utahns want targeted funding... 8

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## Free Community Event

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water in 30 U.S. cities that revealed Salt Lake City's water rates at a lower level than nearly every other city analyzed. A comparable look at a household's use of 100 gallons of water per day showed that Phoenix charges 30 percent more, Las Vegas 36 percent more and Santa Fe 82 percent more than Salt Lake City does for water.

A number of recommendations are included in the audit report — some of which would require a change in state law — such as requiring universal metering, reduction of water provider reliance on property taxes that subsidize water rates and the use of conservation pricing structures.

This story will be updated following Tuesday morning's Legislative Audit Subcommittee meeting.

Email: [amyjoi@deseretnews.com](mailto:amyjoi@deseretnews.com), Twitter: [amyjoi16](#)

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CAB90 Logan, UT

Utah State University has no right to comment on wasteful water practices because they waste tons of water. When I inquired about their wasteful watering practices (flooding the quad, watering all day, not adjusting sprinklers to actually stay on the [More..](#)

11:45 a.m. May 5, 2015 | ★ Top comment

stuff Provo, UT

With the anticipated population growth along the Wasatch front, it would be very short-sighted and a great failure to not build a larger water supply system. I'm all for conservation but there are still fixed requirements for water. Plan and [More..](#)

11:31 a.m. May 5, 2015 | ★ Top comment

Hoosier87 American Fork, UT

We live in a desert, I say build as many reservoirs and dam up as much water as possible. Who would ever complain about having too much water?

And I for one don't care what Vegas or New Mexico charges for their water - what [More..](#)

11:53 a.m. May 5, 2015 | ★ Top comment

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About the Author



# COUNCIL AGENDA

## September 22, 2015

### Agenda Item “e”                      Efficiency Audit Report

#### *Factual Summation*

- Any question regarding this agenda item may be directed at Brody Bovero, City Manager.
- Please see attached documentation provided by Municipal Solutions LLC.
- The City Council obtained the services of Municipal Solutions LLC to perform an efficiency audit on the operations of the City.
- The stated goals of the study were as follows:
  - Improve service levels within our current budget capabilities.
  - Ensure the organizational structure of the City is best suited for service to residents & businesses.
  - Eliminate waste.
- In addition, the study examines areas of risk and presents findings and recommendations to the Council.
- Representatives of Municipal Solutions LLC will be presenting the report to the Council at the September 22<sup>nd</sup> City Council meeting.



# SYRACUSE CITY

UTAH

## GENERAL MANAGEMENT & OPERATIONAL PERFORMANCE STUDY

ESSENTIAL FUNCTIONS  
COST REDUCTION • EFFICIENCY ALTERNATIVES  
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FINAL REPORT  
SEPTEMBER 2015



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# GENERAL MANAGEMENT & OPERATIONAL PERFORMANCE STUDY



*Prepared for:*

*Prepared for:*  
**SYRACUSE CITY, UT**  
1979 W. 1900 S.  
Syracuse, UT 84075

*Submitted by:*

**Municipal Solutions LLC**  
Local Government Advisory Services  
875 S. Estrella Parkway  
Goodyear (Phoenix), AZ, 85338  
Phone: (928) 220-2611





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17 September 2015

**Syracuse, Utah**  
1979 W. 1900 S.  
Syracuse, UT 84075

**RE: General Management & Operational Performance Study – Final report**

Mr. Bovero, City Council & Staff:

Every Chief Executive and Elected Official faces challenges in making internal changes that lead organizational efficiency and operational effectiveness. One reason is that inefficiencies are often difficult to ascertain. Another reason is that they are even more difficult to implement – particularly in a challenging political environment. As if your responsibilities aren't challenging enough, an even greater burden was placed on you with the downturn of the local and national economy.

Having reviewed the affairs of Syracuse City as comprehensively as time would allow, we congratulate you on the success and efforts of your entire organization. You have a wonderful community. Our greatest concern was whether we would find the Syracuse City in difficult circumstances. While we did not find anything which could immediately impact life or safety, we did find several areas of concern which, if left unaddressed, could negatively impact quality of service and quality of life in Syracuse.

Because of our perspective and experience in several areas of municipal operations, we intended to provide you, your City Council and your staff with two important things: (1) new insight into opportunities for greater efficiency, effectiveness and sustainability, and (2) hope for improved service delivery at a lower burden on taxpayers which improve local quality of life. We hope you are pleased with the results.

The scope of work allowed for a broad review focusing on all divisions and functions within Syracuse. While many of the findings outlined in this report contain clear cost savings, alternatives also exist which are dependent on a variety of potential circumstances. Many of our recommendations require policy and personnel decisions. Some findings validate the potential for increased efficiency rather than identification of specific financial gains. We will be happy to discuss and assist you with these issues with you moving forward.

Change with enthusiasm can be difficult, but we are confident that you and your staff are capable of managing perpetual change and the changes we recommend. As you know, technological advancements can also cause instability. Technology is not a solve-all, but it can be an effective tool in aiding your staff to be more effective if applied appropriately. We have tried to address this concern as detailed as possible and have provided you with a range of alternatives. We appreciated staff's willingness and trust as we identified areas that needed improvement. We compliment your staff for embracing this study and our efforts on your behalf.

Overall, we believe strongly in the credibility of this report and that our findings and recommendations will help your staff deliver more valuable services to the community.

Thank you for the opportunity to work on such an important project. We look forward to presenting and discussing our findings and recommendations with you on September 22<sup>nd</sup> and working with you and your staff in the weeks ahead.

Sincerely,



The Municipal Solutions Team

David Evertsen, Principal  
John Hendrickson, Senior Associate  
Bob Adams, Senior Associate  
Rick Connor, Senior Associate  
Dirk Marshall, Senior Associate  
Eric Duthie, Senior Associate  
Valerie Meade, Senior Analyst  
Alan & Gayle Larson, Senior Analysts  
Ketrea Whitworth, Analyst  
Kristen Taylor, Analyst  
Taylor Greenwell, Analyst

**TABLE OF CONTENTS**

| <b>SECTION</b>                                               | <b>PAGE</b> |
|--------------------------------------------------------------|-------------|
| <b>EXECUTIVE SUMMARY</b> .....                               | <b>9</b>    |
| Observations, Findings & Recommendations                     |             |
| <b>INTRODUCTION</b> .....                                    | <b>15</b>   |
| Objectives                                                   |             |
| Study Scope                                                  |             |
| Methods                                                      |             |
| Results                                                      |             |
| Consultant Team                                              |             |
| <br><b>FINDINGS AND OBSERVATIONS BY DEPARTMENT</b>           |             |
| <b>City Administration</b> .....                             | <b>23</b>   |
| <i>Mayor and City Council</i>                                |             |
| <i>City Manager</i>                                          |             |
| <i>City Recorder</i>                                         |             |
| <i>City Attorney</i>                                         |             |
| <i>Risk Management &amp; Loss Prevention</i>                 |             |
| <b>Finance</b> .....                                         | <b>45</b>   |
| <i>Asset Management</i>                                      |             |
| <i>Audit</i>                                                 |             |
| <i>Payroll</i>                                               |             |
| <i>Human Resources</i>                                       |             |
| <i>Procurement &amp; Purchasing</i>                          |             |
| <i>Contract Postal Unit (Post)</i>                           |             |
| <i>Utility Billing</i>                                       |             |
| <b>Parks and Recreation</b> .....                            | <b>71</b>   |
| <i>Programs &amp; Facilities</i>                             |             |
| <b>Public Safety</b> .....                                   | <b>77</b>   |
| <i>Police Department</i>                                     |             |
| <i>Fire Department</i>                                       |             |
| <i>Justice Court</i>                                         |             |
| <b>Information Technology &amp; Management</b> .....         | <b>105</b>  |
| <i>Functions, Structure, Staffing &amp; Customer Service</i> |             |
| <i>Maintenance &amp; Organization</i>                        |             |
| <i>Software</i>                                              |             |
| <i>Network &amp; Communications</i>                          |             |
| <i>Security</i>                                              |             |
| <i>Building Maintenance</i>                                  |             |

---

|                                                                 |            |
|-----------------------------------------------------------------|------------|
| <b>Public Works</b> .....                                       | <b>133</b> |
| <i>Engineering</i>                                              |            |
| <i>Street Maintenance</i>                                       |            |
| <i>Water</i>                                                    |            |
| <i>Environmental</i>                                            |            |
| <i>Wastewater</i>                                               |            |
| <i>Stormwater</i>                                               |            |
| <i>Land Drain</i>                                               |            |
| <br>                                                            |            |
| <b>Community &amp; Economic Development</b> .....               | <b>157</b> |
| <i>Planning, Building Inspection &amp; Economic Development</i> |            |
| <br>                                                            |            |
| <b>CONCLUSIONS &amp; NEXT STEPS</b> .....                       | <b>165</b> |
| <br>                                                            |            |
| <b>APPENDIX</b> .....                                           | <b>169</b> |
| <i>Fleet Replacement Policy (sample)</i>                        |            |
| <i>Organizational Governance &amp; Strategy Framework</i>       |            |
| <i>Capital Improvements Program (sample)</i>                    |            |
| <i>Agreement to Pay Development Review Fees (sample)</i>        |            |
| <i>Development Impact Fee (sample)</i>                          |            |
| <i>Citizen’s Academy (sample)</i>                               |            |

## EXECUTIVE SUMMARY

Consultants received exceptional cooperation from City staff, elected officials, and the general public. This professionalism and contributions from all department staff was essential to our success in this effort.

Consultants observed the following *positives*:

- ✓ The City appears to have highly competent staff and elected officials who are highly motivated to serve the needs of the local residents Staff members were professional, civil, competent and passionate about public service;
- ✓ The City effectively provides an abundance of community activities as well as youth and adult recreational programs, and is diligently trying to manage of growth and its effects;
- ✓ The organizational structure is designed to manage key functions effectively; and
- ✓ A solid foundation for improvement already exists among all departments.

Despite being an effectively managed City, Syracuse has severely limited resources. Consultants identified several *challenges / opportunities*:

- ✓ Risks.
  - Understaffing: The City takes unnecessary risk by maintaining lower-than-necessary staffing levels compared to a community of similar size and service levels
  - Lack of Redundancy: The City operates at 'high risk' with the real possibility that institutional knowledge belonging to one or more members of Senior Management could be lost without redundancy, cross-training and established systems, tools and processes
  - Information & Technology capacity is thin; Resource Plan and strategy are lacking: IT is responsible for maintenance of more than 500 devices including: mobile telephones, desk phones, faxes, printers, desktop computers, laptop computers and tablets; records retention and recall is severely diminished as and policies to not appear to be present. The lack of responsiveness to maintenance needs by IT is causing staff to find 'work-around' solutions – an unnecessary loss of time and money
  - Development chain needs strengthening and cost of development review needs to be fully examined: Hand-off between departments is critical from the time a developer walks in the door, through negotiation, construction of infrastructure to dedication of infrastructure. From Development Review to Fees to Infrastructure
- ✓ Customer Service, Leadership & Strategic Planning.
  - The City's mission, vision, goals and objectives are not well-defined and a possible cause for discontinuity and inefficiencies.

- Councilmembers have limited experience in local government administration and operations and lack effective deliberation in the policy-making process. Consultants strongly recommend:
  - **A community-wide customer service survey** would be an important tool to identify public and self-perceptions regarding customer service levels and areas - for possible improvement,
  - 8-hour **leadership workshop** with elected official, senior city management, and department supervisors,
  - **community-based strategic planning process** to identify and establish organizational mission, vision, goals, priorities, and department-level priorities and performance measures
  
- ✓ Revenues.
  - Development impact fees may not be adequate to cover the City's future infrastructure needs.
  - Uncollected revenues from poor water meters may be causing the City a loss of \$100,000 or more.
  
- ✓ Development services & Utilities
  - Without a comprehensive Capital Improvements Plan, the City is at high risk of underfunding maintenance and replacement of utility infrastructure.
  - Service demands per employee are comparatively higher than comparable communities.
  - Conduct:
    - A comprehensive 5-Year Capital improvements Program inventorying and prioritizing the City's mobile and fixed assets.
  - Adopt:
    - **Fiscal Impact Analysis tool, Agreement to Pay Review Expenses** and conduct a **Comprehensive Impact Fee Benchmarking Study** determine what other cities are paying for similar development-related impact fees.
    - **The Fleet Maintenance and Capital Improvements Programs** lack expected comprehension per GASB 34 requirements. Fleet Maintenance appears to lack a clear policy on disposal and replacement, and the **Capital Improvements Plan** (streets, water, sewer, buildings) should resemble more of a 'program' which reflects decision-making and priority setting, to be used as a communications tool for the public's benefit as well as administratively

**OBSERVATIONS, FINDINGS & RECOMMENDATIONS**

This section provides a quick review of consultant findings and recommendations detailed in the pages of this report.

**General Observations**

| Observed Best Practices                                                                                                                                                                                                                                                                                | Opportunities for Efficiency                                                                                                                                                                                                                                                                                                                                                                        |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+) Highly qualified team of professionals in all departments using foundational systems, tools and processes to assure above-average service delivery and continuity of government.<br>(+) Workloads exceed expected staffing levels, employees have been very resourceful despite limited personnel. | (-) Significant employee turnover – greater need for employee retention.<br>(-) Staffing levels in many departments are below expected levels based on comparable cities analysis and current workflows.<br>(-) Most departments are dealing with very high volumes of work with very limited ability to implement necessary systems, tools and processes to increase efficiency and effectiveness. |

**City Administration: Mayor & Council, City Manager, City Recorder & City Attorney**

| Observed Best Practices                                                                                                        | Opportunities for Efficiency                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|--------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+) Each member of the City Council brings a strong and wide variety of professional and personal experience to public service | (-) Council and Management should participate in a <b>Leadership Summit</b> and collaborate in the development of a <b>5-year Strategic Plan</b> .<br>(-) Reduce employee loss / increase retention.<br>(-) Increase staffing redundancy<br>(-) complete digital imaging<br>(-) Decrease # of direct reports under the City Manager / Consolidation / Restructuring<br>(-) Create 2 youth City Council positions<br>(-) Develop a Citizen’s Academy for residents |

**Finance & Human Resources: Audit, Payroll, Purchasing, Postal Unit (CPU), Utility Billing)**

| Observed Best Practices                                                                                                                                 | Opportunities for Efficiency                                                                                                                                                                                                                                                                                                         |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+) City has strong purchasing policies strictly followed under Finance Director<br>(+) Personnel follows guidelines for purchase orders and timesheets | (-) Improve <b>Asset Management</b> system and Capital Infrastructure Planning with <b>5-year CIP</b><br>(-) Hire part-time, full-time or on-call staff<br>(-) Outsource payroll and mitigate risk by keeping personnel files in a single location<br>(-) Create Rick Management position or delegate responsibilities to key staff. |

**Parks & Recreation:** *Recreation Programs, Community Center, Parks Maintenance*

| Observed Best Practices                                                                                                                                      | Opportunities for Efficiency                                                                                                                                                                                                                                                                            |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+) Department staff members function like a team, speak highly of one another, and collectively have a vision for the types of services the community needs | (-) Participate in development of the 5-year Capital Improvement Plan (CIP)<br>(-) Limited field space to accommodate demand<br>(-) Many parks remain underdeveloped<br>(-) Parks maintenance facility is at capacity and an equipment maintenance plan is necessary<br>(-) Use fees need to be updated |

**Public Safety:** *Police, Fire, EMS & Justice Court*

| Observed Best Practices                                                                                                                                                                         | Opportunities for Efficiency                                                                                                                                                                                                                                                                             |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+) Department complies with operational policies and procedures<br>(+) Regional collaboration both supportive and cooperative<br>(+) Facility and department growth needs properly anticipated | (-) Need to develop a Capital Improvement Plan (CIP)<br>(-) Law enforcement activity dramatically increased; Activity tracking, staffing realignment and increases immediately necessary<br>(-) Increase training and cross-training SFDEMS funds<br>(-) Infrastructure Technology response insufficient |

**Public Works:** *Engineering, Street Maintenance, Water, Wastewater, Stormwater, Land Drain*

| Observed Best Practices                                                          | Opportunities for Efficiency                                                                                                                            |
|----------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+) Department doing a great job despite limited resources and limited personnel | (-) Need to develop a Capital Improvement Plan (CIP)<br>(-) Need greater allocation of funds for street improvement<br>(-) Need fleet management system |

**Information Technology & Management:** *Functions & Staffing Maintenance, Software, Network, Communications, Security Building Maintenance*

| Observed Best Practices                                                                                  | Opportunities for Efficiency                                                                                                                                                                                                                                                        |
|----------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+) Despite limited personnel resources, IT is able to close out a significant amount of tickets per day | (-) Slow turnaround - need improved work order/help desk system to better prioritize and address workflow<br>(-) Too many backlogged work orders - need additional manpower<br>(-) Grouping building maintenance with IT detracts from IT focus, need to reallocate to Public Works |

**Community & Economic Development:** *Planning & Zoning, Business Licensing, Redevelopment, Permits & Inspections, Code Enforcement Programs*)

| <b>Observed Best Practices</b>                                                                             | <b>Opportunities for Efficiency</b>                                                                                                                                                                                                                                                                       |
|------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (+ ) A New Building Permit system is coming online that should significantly help with paper flow and time | (-) The Planning Division is understaffed, overworked, and staff is undercompensated<br>(-) Building department has high turnover and few years experience<br>(-) An adjustment in development feed may be needed<br>(-) No Economic Development plan in place to provide clear objectives and guidelines |



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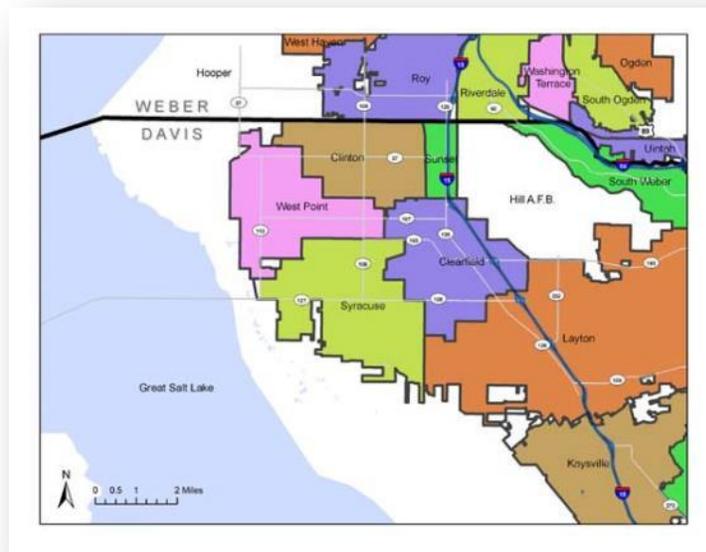
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## INTRODUCTION

Like most other local governments, Syracuse City continues to experience demands for services despite constraints. Citizen demands for the expansion of services that already exist and requests for new services place elected officials and administrators in a dilemma. It is important to note that increased citizen use of municipal services correlates strongly with a declining economy. It is therefore incumbent upon municipal officials to prepare for this reality by addressing the efficiency of support functions ensuring citizen services can meet demand.

Syracuse to be a unique and young community striving to discover what it will eventually become. The city operates under a Mayor- Council-Manager form of government with a City Manager managing daily operations. A total annual budget of approximately \$25 million supports a near full-service municipality including personnel compensation, contractual services, capital outlays and debt service. The city is close to world class fishing, world-class tourism and unmatched natural beauty which add to the aesthetic value of the City. The City is also a young and growing bedroom community to Ogden / Layton and other larger communities throughout the Wasatch Front. While many other communities along the Wasatch Range Due are close to build-out, 40% of its total land area remains undeveloped allowing it the ability to orchestrate its future. Although a relatively small community by regional standards, Syracuse operates a range of public services unappreciated by larger, well-established communities.

### Regional Map including Syracuse and neighboring cities



The City operates its own Police, Fire, EMS, Engineering, Parks, Public Works, Planning, Information Technology, and Water Operations. Approximately 100 full-time equivalents are employed by the City. This current growth of Syracuse and continued economic challenges globally provided a unique opportunity to re-examine City services, levels of service, and the

internal systems, tools and processes which may not be as efficient or effective as expected. While government operates under different constraints than the private sector, government can, and should, in large measure, become much more efficient and effective in delivering services to its resident, tax-paying public.

**Regional Comparative table**

| Statistical Indicator | Layton       | # per 1,000 population | Clearfield | # per 1,000 population | American Fork | # per 1,000 population | Syracuse     | # per 1,000 population |
|-----------------------|--------------|------------------------|------------|------------------------|---------------|------------------------|--------------|------------------------|
| Population 2010       | 67,331       |                        | 29,000     |                        | 26,263        |                        | 24,331       |                        |
| Population 2014       | 70,250       | 5.16                   | 30,376     | 6.81                   | 27,813        | 7.62                   | 28,000       | 3.59                   |
| Population Growth     | 4%           |                        | 5%         |                        | 6%            |                        | 15%          |                        |
| Park Acreage          | 600          | 8.54                   | 81         | 2.67                   | 183           | 6.58                   | 107          | 3.82                   |
| <b>Total FTEs</b>     | <b>362.5</b> |                        | <b>207</b> |                        | <b>212</b>    |                        | <b>100.5</b> |                        |

**OBJECTIVES**

Efficiency assessments or performance audits are often called by different names but their intent is the same. The Comptroller General of the United States defines a performance audit as *“an objective and systematic examination of evidence for the purpose of providing an independent assessment of the performance of a government organization, program, activity, or function in order to provide information to improve public accountability and facilitate decision-making by parties with responsibility to oversee or initiate corrective action.”*

Specifically, the City wishes to answer three important questions:

*Is the City acquiring, protecting, and using its resources (such as personnel, property, and space) as economically and efficiently as possible?*

*What are the causes of any inefficiencies or uneconomical practices which are identified?*

*Is the City complying with laws and regulations or matters of economy and efficiency?*

The objectives of the study were to accomplish the following three objectives: (1) improve level service within the City’s current budget capabilities, (2) ensure the organizational structure of the City is best suited for service to residents & businesses, and (3) eliminate waste

**SCOPE OF WORK**

This study was initiated to provide the City with an independent assessment of the effectiveness and efficiency of the provision of municipal services, including recommendations which would help the Syracuse City Team (elected officials and employees) achieve the organization’s overall strategies. Before their arrival, Municipal Solutions consultants reviewed more than 700 pages of documents including financial statements, department structure & staffing, monthly and annual reports and situational information regarding the Syracuse community and working environment. Consultants also conducted a high-level examination of Syracuse’s infrastructure, policies, practices, and procedures and examined nearly every facet of City operations.

The following components were essential elements of this study:

- *The evaluation of programs and services in terms of necessity, efficiency, staffing, funding and responsiveness to citizen needs;*
- *The identification of policies, procedures or other factors that impede productivity and effectiveness;*
- *The analysis of service functions, service levels, employee workloads and staffing levels necessary to understand and recommend changes to the City's Organizational Structure to empower it to better achieve its goals and enhance service levels and quality;*
- *The recommendation of alternatives that will enable the City to deliver services in the most efficient and effective manner possible; and*
- *The projection of savings in operating costs that will result from implementing recommendations.*

## METHODS

The following methodologies were used to gather and analyze data:

- Interviews of management and staff and their comments relating to overall department operation, functions, policies, etc.,
- Review of completed master plans for the utility and enterprise funds,
- Review of staff-provided materials,
- Examination of departmental records,
- Review of department generated analysis and reports,
- Examination of departmental infrastructure, and
- Review of state and local statutes as well as departmental and City-wide policies.

## RESULTS

Municipal Solutions consultants have addressed the following:

- ✓ Explored each department's needs, skills, processes, resources and priorities to determine how refinement or improvement to operational efficiency (time), expenditures (costs), and revenue generation can be realized during the upcoming 2016 budget year.
- ✓ Examined department's functions; evaluated the *form* or *structure* of each department to determine whether it is optimal towards fulfillment of the department and City-wide goals, objectives and priorities; and determine whether the current Resources (personnel, technology and physical assets) are being used efficiently.
- ✓ Provided some optimization alternatives to the organization's functions, forms / structure, and use of resources.

- ✓ Identified where and why some internal stop-gaps are failing and how they can be remedied.
- ✓ Recommended alternative strategies for each department to be more effective, to accomplish their organizational objectives.
- ✓ Recommended the means for reducing the cost of operations while improving service delivery and quality.
- ✓ Provided some metrics to be used as a basis for internal assessments, controls, monitoring, and reporting for perpetual organizational improvement to these ends.

This Final Report is provided at the completion of document review, site visit, field work, benchmarking and incorporation of staff comments and recommendations from the Preliminary Report. This Report provides the City with the information necessary to make clear decisions that affect its ability to deliver more efficient services now and into the future. This report has been formatted and sectioned to reflect a more detailed department by department review. The Conclusion section of this report presents findings in a thematic manner to serve as a *roadmap* to make clear decisions that affect its ability to deliver efficient services now and in the future.

Field work and data collection began in June, and a site visit was conducted the week of July 7, 2014 with the completed review presented in September 2014.

## CONSULTANT TEAM

### David A. Evertsen, Principal & Project Manager

*HR, Fleet Management, Parks & Recreation, Community & Economic Development, IT*



Principal consultant to hundreds of municipalities, school districts and state agencies throughout the United States, Mr. Evertsen has over 18 years experience in the public and private sector in: *Organizational Analysis, Personnel Compensation Studies, Negotiations and Arbitration*. Mr. Evertsen has Master's Degrees in *Public Administration (MPA)* and *Urban Planning (MUP)* and is a three-time former City Manager.

Municipal Solutions has completed several similar projects which include:

- Organizational Assessments & Management Strategic Plans for United States communities for Dartmouth, MA; Clearfield, UT; Fort Mojave Indian Tribe Police Department; Arkansas City, KS; Delray Beach, FL; Daytona Beach, FL; Harrisville, UT; Pleasant Grove, UT; Parkland, FL; Tequesta, FL; Jupiter Island, FL; La Habra Heights, CA.
- Personnel Compensation, Classification and Restructure for Parkland, FL; Guadalupe, AZ; Shawnee, OK;
- Organizational Assessments of international government agencies including the Government of Libya, European Commission; Government of Afghanistan, Government of Iraq, Kabul Municipality, Afghanistan, and 35 local governments in Bangladesh.

Mr. Evertsen has been recognized nationwide for his ability to "make significant contributions while facing difficult constraints," and has repeatedly positioned agencies and staff to handle tremendous and possible unanticipated change, due in part to knowing "how to get the job done, through analysis, vision, and successful collaboration of skilled resources." He is an accomplished public speaker in local, national and international settings. Mr. Evertsen has worked with:

- Congressional staff: Senator Baucus (MT), Senator McCain (AZ), Senator Burns (MT) & Senator Kyl (AZ); Congressman Rehberg (MT), Congressman Grijalva (AZ) & Congressman Trent Franks (AZ); Governors Janet Napolitano (AZ) and Judy Martz (MT), and State Legislators in AZ, CO, MT and UT.
- National League of Cities and International City / County Management Association

Mr. Evertsen's degrees include: Master of Public Administration - University of Kansas; Master of Urban & Regional Planning - University of Kansas; Bachelor of Political Science - Weber State University; and Associates Degree (Business) – BYU Idaho.

### John Hendrickson, Senior Associate

*HR, Finance, Planning & Development, Public Works / Utilities and Service Delivery Management, Risk Management, and Contract Negotiations*



Mr. Hendrickson (retired) has more than 30-years municipal government experience. Mr. Hendrickson started his professional career in public service in US Army Intelligence Pasadena, CA and the Central Intelligence Agency in Langley, Virginia. His first assignment in City Management was as Administrative Intern for the E.P.A. in Washington, D.C., and later as Administrative Assistant to Mayor, Mapleton, UT.

He has served as City Manager for the following communities:

- Eagle Mountain, UT(22,008)
- City Manager, Draper, UT (43,019)
- City Manager, La Habra Heights, CA (6,100)
- City Administrator / RDA Director, North Ogden, Utah (20,000)
- City Administrator / Redevelopment Director, Post Falls, Idaho (12,000)
- City Manager / RDA Director, Wasco, CA (22,000)
- City Administrator, Evanston, WY(16,000)
- City Administrator, Soda Springs, ID (4,500)
- City Manager, Cedar City, UT (15,000) City Administrator, Payson, UT (10,000)

He is widely accepted 'seasoned' public administrator having managed budgets and programs in excess of \$300,000,000, as well as small communities with budgets as small as \$6,000,000. Throughout his career, he has been a hands-on manager having completed:

- General Plans, and Streets, Buildings and Parks Master Plans,
- Departmental reorganizations including Utilities, EMS, Administration, and Planning,
- Revamping municipal budget and fiscal management procedures and controls
- Planning for new public facilities including Fire Stations, Senior Centers, Police Stations and City Halls,
- Negotiations for improved pay and benefits, waste collection services and paramedic and ambulance services, and
- Developed 10-year CIP's and completed over \$100 million in new Public Works projects for water, sewer, storm drain, roads, and recreation facilities.

Mr. Hendrickson is an esteemed graduate from the Romney School of Public Management at Brigham Young University. He also has an Associates of Science Degree (1968), Life Sciences, Ricks College, Rexburg, Idaho; and a Bachelor of Arts (1973), Zoology and Political Science, Brigham Young University.

### **Robert F.D. (Bob) Adams, Senior Associate**

*Consolidation Alternatives, HR, Finance, Planning & Development, Public Works / Utilities and Service Delivery Management, Risk Management, and Contract Negotiations*



Bob Adams has over 35 years of experience in local government management. In addition to a broad understanding of all city services, he has expertise in change management, sharing and consolidating services, public/private partnerships, performance management, team development, goal setting and civic engagement.

Bob served as city manager for the California cities of Dinuba (7 years), Lafayette (8 ½ years), and Manteca (12 years). Since his retirement in 2008, he worked on an interim basis for the City of Vallejo, CA first as Director of Development Services for 1 year, and as City Manager for 1 ½ years, concluding in November 2010 after the Bankruptcy workout plan and the plan of adjustment had been prepared. Bob recently served as interim City Manager in the City of Desert Hot Springs, where he guided them away from the brink of bankruptcy.

Bob received a Bachelor of Arts degree from the University of California, Berkeley, majoring in Criminology. He also earned a Master of Public Administration degree from Brigham Young University.

**Dirk Marshall, Senior Associate***IT Hardware & Software, Systems & Processes, Emergency Communications*

Mr. Marshall has used his talents and abilities to make a positive difference in those around him by helping them learn what it takes to be successful through desire, faith, imagination, integrity and persistence. He is a technology management professional with expertise in a diverse range of technologies who combines a strong understanding of complex technologies and concepts with demonstrated success in implementation and improved efficiency. He is industrious, thrives on challenges and works effectively with all levels. Demonstrated leadership skills, capable of motivating individuals to improve productivity while forming solid team environments. Strong focus on customer service. Ethical and Loyal, maintains a high degree of confidentiality and integrity.

Mr. Marshall's specialties include: *Virtualization, Interdepartmental Coordination, IT Financial Management, Customer Service, Process Analysis, Vendor Relationships, Web Presence Development, Network Operations, Cloud Computing Concepts, Technical Support, Project Implementation.*

As IT Manager for the City of Mesquite, Nevada, Mr. Marshall has:

- Directed all aspects of Information Technology within a City government organization with a \$20 million overall budget,
- Managed the network, server, and telecommunications as well as manage desktop support for over 250 desktops.
- Provide 24/7 management and support for 2 datacenters and emergency dispatch call center,
- Created an Information Technology Department to oversee City technology,
- Implemented complete City network redesign to improve network performance,
- Implemented virtualization and migration improving performance and reducing costs,
- Implemented Document Imaging system and paperless meeting agenda solutions,
- Deployed remote maintenance and helpdesk to improve IT staff performance,
- Implemented VOIP phone system to improve end user functionality,
- Designed and implemented e911 Dispatch Communications Center and Datacenter,
- Oversaw server and storage hyper-convergence migration project,
- Implemented Google Apps cloud computing environment for City collaboration services to improve efficiency.

**Eric Duthie, Senior Associate***Police, Fire & EMS*

Mr. Duthie is a 20-year consultant-practitioner who has been a consultant with Municipal Solutions since 2007. He has been engaged on various local government assignments in Alaska, Arizona, Florida and Utah. His duties and accomplishments have includes:

- *City / Town Manager; Police Chief*
- *Regional (multi-agency) Economic Development Authority*
- *Efficiency Studies: Administration, Budget, Police, Fire & EMS*
- *General Plan revision / development*
- *Zoning ordinance revision/development*

- Strategic plan development
- Dangerous building abatement program
- Roadway development, curb, sidewalk projects
- Water/sewer rate studies
- Successful lobbying for Congressional and Federal agency appropriations

Mr. Duthie also serves in a variety of professional capacities including:

- St. Johns Assisted/Senior Citizen affordable housing Development Committee;
- Apache County Public Finance Corporation Board (Officer);
- Economic Development for Apache County Corporation Board (Officer);
- Apache County Youth Council (Officer);
- Northern Arizona Council of Governments Economic Development Committee;
- Northern Arizona Council of Governments Tourism Committee (Chair);
- Navajo/Apache County Regional Workforce Investment Board;
- U.S. Constitutional Commemoration Committee (Appointed by Governor);
- International City/County Manager Association;
- Arizona City/County Manager Association;
- High school wrestling coach;
- College fire science curriculum development;

#### **Valerie Meade, Senior Analyst**

Valerie has over a decade of experience with program and curriculum design and implementation in both the private and public sector as well as private and public educational institutions. She is a highly rated college instructor and corporate trainer, who will ensure that each candidate will grow in their chosen area of focus while adding value to Municipal Solutions clients throughout the world.

#### **Alan & Gale Larson, Senior Analysts**

Mr. Larson was VP of Field Operations for Larson Fruit Company in Selah, WA as where he managed a budget in excess of 1M for five separate companies. The management team he built increased profit continuously for five years and he enjoyed his responsibilities with training and with safety of 1000+ employees. He has a Bachelor's degree from Brigham Young University and a Masters of Public Administration and is the Manager of Business Operations at the Culinary Support Center at BYU.

Mrs. Larson has worked as an Administrative Assistant to five engineers in the software industry in Utah, and is currently an Academic Advisor in the College of Life Sciences at Brigham Young University where she works with university students. She holds the Master of Public Administration from BYU and works side-by-side with her husband on academic and service projects with the skills acquired from their matching Master's degrees.

**Rick Connor, Senior Associate** <bio pending>

**Janae Rogers, Senior Analyst** <bio pending>

**Ketrea Whitworth, Analyst** <bio pending>

**Kristen Taylor, Analyst** <bio pending>

**Taylor Greenwell, Analyst** <bio pending>

**CITY ADMINISTRATION**

**Mayor & City Council**

| OBSERVED FINDINGS                                                                                                                                                                                                                                       | SOLUTIONS RECOMMENDED                                                                                                                                                                                                                                                                                                             | IMPACT / EXPECTED RESULTS<br><i>(estimates ND=not determined)</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ol style="list-style-type: none"> <li>1. Deliberation &amp; Policy-Making must be improved</li> <li>2. The City Council ineffectiveness is adversely affecting staff morale, organizational effectiveness and efficiency, and City's image.</li> </ol> | <ol style="list-style-type: none"> <li>1. Leadership &amp; Collaboration                         <ol style="list-style-type: none"> <li>a. Professional development &amp; Leadership training.</li> <li>b. Collaborative Strategic Planning</li> </ol> </li> <li>2. Citizen's Academy</li> <li>3. Youth Councilmembers</li> </ol> | <ol style="list-style-type: none"> <li>1. a. <b>Cost:</b> Training: \$3,000 - \$5,000; b. <b>Cost:</b> Strategic Planning: \$40,000 - \$50,000. <b>Benefit:</b> Improved policy-making, leadership, teamwork, fiscal decisions &amp; public participation.</li> <li>2. <b>Cost:</b> \$10,000 annually in staff time and expense. <b>Benefit:</b> Increased staff morale, public education, high-level citizen engagement</li> <li>3 <b>Cost:</b> Negligible. <b>Benefit:</b> Significant. Increased staff youth and adult participation in local government.</li> </ol> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Syracuse City Council is composed of five members and the Mayor. All members are elected by the registered voters of the City during a municipal election held every two years. Each seat serves for a four year term. Council Member terms are staged; two Members and the Mayor are elected at one time, and two years later the other three Council Members are elected.

In the City of Syracuse, the Mayor serves as the chief executive and nominal head of the organization. The Mayor presides at all city council meetings, and coordinates with the administrative head of the organization (the city manager) to implement the policy decisions of the City Council. Although, the Mayor presides at City Council meetings the position neither makes motions, seconds to motions, or votes on agenda items unless there is a tie caused by either the absence or recusal of a council member.

**OBSERVATIONS AND ANALYSIS**

In viewing and attending Council Meetings, and interviewing individual Council Members, it was clear that each member of the City Council brings a strong and wide variety of professional and personal experience to public service. In examining the professional backgrounds of the council members, our consultants observed:

- *One female and five males, including the Mayor.*
- *Average years of service as an elected official is 2.6.*
- *Councilmembers range in age from mid-30's to mid-60's.*
- *Councilmember Peterson is an educator/administrator.*

- Councilmember Gailey is a dentist.
- Councilmember Duncan is an attorney.
- Councilmember Johnson works in information technology in the banking industry.
- Councilmember Lisonbee has been a stay at home mom, and
- Mayor Palmer owned his own insurance agency and is a real estate investor.

This broad experience – if properly channeled - can be the source of strong policy decisions and significant leadership which provides a clear vision for the future of the community, improves public

| Service Level Indicator                                         | 2005                                                                 | 2010                                                      | 2014                                                                                                           | 2015 Projected |
|-----------------------------------------------------------------|----------------------------------------------------------------------|-----------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|----------------|
| # Council meetings were conducted?                              | 27                                                                   | 62                                                        | 43                                                                                                             | 48             |
| # of Boards and Commissions that advise the Council?            | 6                                                                    | 7                                                         | 9                                                                                                              | 10             |
| # total hours Council spent in meetings?                        | 50                                                                   | 100                                                       | 72                                                                                                             | 90             |
| # Council members lost?                                         |                                                                      | -1                                                        | 0                                                                                                              | -1             |
| # average Councilmember years of service                        | 2                                                                    | 2                                                         | 2.6                                                                                                            |                |
| general Council members' backgrounds? (i.e. gender, occupation) | 6 men; Mid-30s to early 70s; Police Officer, Retiree; Business Owner | 1 woman (Mayor), 5 men; Educator, Retiree, Business Owner | 1 woman, 5 men; Mid-30s to mid-60s; Educator, Dentist, Attorney, IT / Banking, Business owner, Family Manager, |                |

services, and increases trust in government.

While all of the City of Syracuse’s elected officials appear genuine in wanting what is best for the City, there is strong disagreement regarding how to achieve priorities. Healthy disagreement and debate is essential for open and transparent government, however, in Syracuse it has created a great deal of animosity and disrespect among the elected officials, causing personal verbal attacks amongst Council Members. This was observed on recorded City Council meetings available on the City’s website.

The City’s HR Division recently conducted a job satisfaction survey of all employees (exit interviews also completed with employees leaving City service). There were several factors indicating morale issues within the workforce, but one that pertains to City Council leadership is the perception that the City Council does not support city employees or seem to care about them. Due to the Council disagreements and inconsistent direction, employees find themselves embarrassed by the news coverage of Council meetings. Conducting business in a more professional manner would be helpful to correcting this perception.

The public perception (press coverage) also is a factor for firms wanting to make economic development decisions involving the City of Syracuse. A positive image is helpful; a negative image is

detrimental. Firms view dysfunction as inconsistency, which makes it difficult to make a commitment to the community.

## **FINDINGS**

1. Deliberation & Policy-Making must be improved. As it is for many organizations with strong and capable leaders, providing clear direction when divergent viewpoints are present appears to be a challenge the Syracuse City Council. When a discordant atmosphere is observed within a City Council, it is disruptive to providing clear direction and maintaining good work flow among the professional staff. City Staff – and specifically the Management Team would greatly benefit from City Council members who:
  - a. *understand* the need to provide clear direction even when in opposition,
  - b. understand the need, opportunity and benefit of developing greater policy-making skills, and
  - c. improving interaction with one another to be more professional and respectful.
  
2. The City Council ineffectiveness is adversely affecting staff morale, effectiveness and efficiency. Council ineffectiveness could also be negatively impacting employee retention, service quality, public perception and private investment. Ideally, the City Council should discuss disagreements, hear City Staff's recommendations, listen to comments from the constituency at council meetings, and listen respectfully to each other in order to make informed decisions for the good of the community. Once a decision is reached, no matter what the vote, then the next order of business should be conducted without recrimination of prior decisions in order to achieve "best practices" for sound government decision making processes.

## **RECOMMENDATIONS**

Being part of a 'team' with each member focused on strengthening the organization to achieve its objectives. It has been the Consultants' experience that highly effective City Councils are involved in some recurring professional development training as it related to their policy-making and leadership roles as elected officials. Customer Service, Leadership, Team Building, and Policy-Making training develops Council Members who clearly understand their roles and provide strong policy decisions which are much easier for staff to implement. Such training becomes a 'pace-setter' for City Staff and directly impact staff behavior in City Council meetings, in the daily performance of their duties, and in their interactions with members of the public. Such training – when involving senior management clarifies and strengthens the employer-employee and Council-Manager relationship

1. Leadership Training, Collaboration & Professional Development.
  - a. Leadership Training. 8-hour single-day training in leadership, goal setting, performance measurement or customer service can be very effective in improving the relationships

and functional efficiency of the City. Such training should include the Mayor, City Council Members and City Manager, with the goal of learning to work together even when there are disagreements. Consultants recommend the Council take the opportunity to participate in a 1-day Leadership, Customer Service or Strategic Planning session and a recurring *quarterly* professional development training. The James Madison Group, Municipal Solutions and the Utah's Non Profit Association have been successful in providing such training.

- b. Functional Strategic Planning. A functional exercise necessary to establish the Council's mission, vision, goals and objectives necessary to provide direction to city staff and assure the entire city is functioning in a common work flow. The preparation and completion of a Strategic Plan is a generally 6-month, all-inclusive process of council, staff and community stakeholder participation.

2. Citizens Academy. <pending edit>

3. Youth Council Members. <pending edit>

Through a combined city-school district program, selection of two youth to serve on the City Council as youth representatives. >

### IMPACT / EXPECTED RESULTS

1. Professional Development Training & Team Building.
  - a. **Cost:** 8-hour training session: \$3,000 and \$5,000 each. **Results:** Improved policy-making, leadership, teamwork, fiscal decisions & public participation. **Impact:** Very high. Successful local government where productive relationship is developed between the elected officials and the employees.
  - b. **Cost:** Strategic Planning: \$40,000 - \$50,000. **Results:** Greatly improved policy-making, teamwork and improved decision-making regarding money and assets. Improved public perception and appreciation of public service and City services. **Impact:** Very high. High likelihood of improved local private investment.
2. Citizens Academy. **Cost:** \$10,000 annually in staff time and expense. **Benefit:** Increased staff morale, public education, high-level citizen engagement
3. Youth Council Members. **Cost:** Negligible. **Benefit:** Significant. Increased staff youth and adult participation in local government.

**CITY MANAGER**

| OBSERVED FINDINGS                                                                                                       | SOLUTIONS RECOMMENDED                                                                            | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                                                                                                                                                                                                                                                                                                                                                                                     |
|-------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. <u>Understaffing</u> . City Manager needs part-time Admin. Assistant.                                                | 1. a. Hire a part-time Assistant.<br>b. Staffing Growth Plan<br>c. Compensation Study.           | 1. a. <b>Cost:</b> \$30,000/yr; <b>Savings:</b> Significant savings in CM time. <b>Benefit:</b> Reduction of risk; improve employee effectiveness.<br><br>b. <b>Cost:</b> \$20,000; <b>Savings:</b> time /resources. <b>Benefit / Impact:</b> Prioritized hiring.<br><br>c. <b>Cost:</b> \$20,000; <b>Savings:</b> \$150,000 - \$200,000 / yr in reduced inefficiencies and risk. <b>Benefit / Impact:</b> Increased staff retention, effectiveness. |
| 2. <u>Institutional systems, tools &amp; processes need to be in place</u> to mitigate risks, maintain service quality. | 2. More time for staff professional development.<br>a. Leadership training.<br>b. Strategic Plan | 2. <b>Cost:</b> Training: \$3,000 - \$5,000; Strategic Planning: \$40,000-\$50,000. <b>Benefit/Impact:</b> Improved policy-making, leadership, teamwork, fiscal decisions & public participation.                                                                                                                                                                                                                                                    |
| 3. Direct reports / span of control is inefficient                                                                      | 3. Realign organizational structure to follow the rule of 3-5-7.                                 | 3. <b>Cost:</b> None. <b>Benefit/Impact:</b> Improved communication and accountability.                                                                                                                                                                                                                                                                                                                                                              |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The City Manager serves as the Chief Administrative Operations Officer of the City, in support of the Mayor who is the Chief Executive Officer. As such, he takes direction from the City Council, of which the Mayor is a non-voting member. A key role of this position is to maneuver between the desired policy directions of the City Council, and while listening to all members, implement the decisions made by the majority casting votes on any issue. This is a sensitive position that must be attuned with Council direction and community desires for services. The City Manager must guide staff in the implementation of Council policy, and the City Manager assists in the development of professional staff and directs their daily efforts and through and among various department heads. The City Manager is also responsible for communication with the community. This leadership role requires a special set of knowledge, operations and financial experience, interpersonal skills and finesse.

The City Manager’s office costs are lumped in with the City Attorney, City Recorder, Finance, Risk Management, Payroll and Human Services, for a total administrative cost to the City of \$646,440 in Fiscal Year 2014-15. \$373,297 of this cost is allocated to the Utility Funds as overhead costs, or an “internal services allocation,” for a total budget of \$1,019,737. Because of the small size of these individual budgets, it does not appear that breaking out each function into its own cost center is appropriate at this time.

| Service Level Indicator                | 2005   | 2010   | 2014     | 2015 Projected |
|----------------------------------------|--------|--------|----------|----------------|
| # total FTEs in the City               | 95.5   | 99.75  | 108.25   | 115.5          |
| # Boards and Commissions supported     | 6      | 7      | 9        | 9              |
| \$ total operating budget for the year | 15.1 M | 16.1 M | \$17.9 M | \$18.1M        |
| # employees lost per year              | 12     | 22     | 35       | 50             |
| # employee evaluations conducted       | 75     | 85     | 91       | 96             |

### **OBSERVATIONS AND ANALYSIS**

The difficulty of the City Manager's job is compounded when clear direction is not provided by the City Council, or when the City Manager is unable to provide clear information regarding administrative issues to the Council. In disagreements within the City Council, the City Manager is put in the difficult position in determining the timing of agenda topics that are in the best interests of the community. Sometimes the City Council does not want to hear what the City Manager has determined, based on expert staff input and his professional judgment is the proper consideration for the City Council. The City Council sets the policy for the City; in its collective judgment it can set aside professional recommendations due to political realities and community concerns. That is its role as the elected representatives of the citizens.

### **FINDINGS**

1. Understaffing. From our internal work-flow analysis and limited external benchmarking study, it appears that the City is understaffed in multiple areas, creating potential service delivery issues and possible failures. Such risks are not unforeseen and can be mitigated through clear thinking on risks vs. immediate costs. The risks of understaffing are addressed later in this report.
2. Institutional systems tools and processes must be in place. With a streamlined staff, and growing demands on the City, the City Manager should be focused on the development of institutional systems, tools and processes which will assist each of the departments' efficiency, effectiveness and sustainability, improve continuity (mitigate the impact of high employee turnover), and minimize the possibly losing a member of the Senior Management Team, which has tremendous institutional knowledge.
3. Number of direct reports under the City manager are inefficient. Direct reports exceed recommended efficiency standard of the 'Rule of 3-5-7. <pending edit>

## **RECOMMENDATIONS**

1. Staffing.
  - a. Administrative Assistant. A part-time clerical support for the City Manager is immediately needed, but a full-time clerical support / administrative assistant is recommended. This should not be accomplished through 'sharing' an existing employee, but rather hiring an employee dedicated specifically to the City Manager.
  - b. Complete a Staffing Growth Plan. <pending edit>
  - c. Complete an Employee Staffing & Compensation Study. A more comprehensive analysis on staffing levels must be performed. This would include (a) review of employee job descriptions and administration of a job survey, (b) internal analysis of current pay & classification system, (c) market study of comparable positions, salaries and benefits.
2. Institutional systems tools and processes must be in place. <pending edit>
3. Realign organizational structure to accommodate fewer direct reports under the City Manager. <pending edit>

## **IMPACT / EXPECTED RESULTS**

1. Staffing:
  - a. Administrative Assistant. **Cost:** Part time: \$30,000 / year; Full-time: \$70,000/year. **Results:** These steps will provide more efficient use of City Manager's time.
  - b. Staffing Growth Forecast. <pending edit>
  - c. Compensation Study. **Cost:** \$20,000; **Savings:** Expect consultants to identify \$150,000 - \$200,000 / yr reduced inefficiencies, identification of unclaimed revenues and reduction of risk. **Benefit / Impact:** Staff retention, effectiveness.
2. Council – Manager Training & Teambuilding
  - a. Professional Development Training & Team Building. **Cost:** \$3,000 to \$5,000 for an 8-hour single-day training in leadership, goal setting, performance measurement or customer service generally (not including costs of venue or supplies). **Results:** Improved policy-making, leadership and teamwork. **Impact:**

Very high. Successful local government where employees are valued, and a healthy, productive relationship exists between the elected officials and the employees.

- b. Functional Strategic Planning. **Cost:** \$40,000 - \$50,000 for a 6-month strategic planning process. **Results:** Greatly improved policy-making, teamwork and improved decision-making regarding money and assets. Improved public perception and appreciation of public service and City services. **Impact:** Very high. Improved performance of employees.
  
3. Organizational Structure Realignment. *<pending edit>*

**CITY RECORDER**

| OBSERVED FINDINGS                                    | SOLUTIONS RECOMMENDED                                                                          | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                    |
|------------------------------------------------------|------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1. inadequate staffing coverage putting city at risk | 1.Hire a deputy city recorder                                                                  | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |
| 2. Records Retention and retrieval system is lacking | 2. Devoting more time from the in-house IT person to the task, or outsourcing to an IT service | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The position of City Recorder/Clerk is one of the few municipal positions required by Utah State law. The City Recorders office administers several required legislative processes and is the central point for the public to obtain information regarding these processes. The position is meant to be a non-partisan, non-political appointment and it is highly recommended that the Recorder and any deputies obtain the training required for a Certificate of Municipal Clerk (CMC).

The City Recorder’s Office in Syracuse is responsible for recording and keeping documents and properly indexed records relative to the functions of the city. The Recorder serves as the City’s Election Officer and is responsible to coordinate and supervise municipal elections. The Recorder prepares agenda packets and coordinates the public hearings for City Council meetings and attends and maintains a record of each meeting. The Recorder’s Office handles all requests for records and other information per the State Government Records and Management Act (GRAMA). An added responsibility of this is to remain knowledgeable of Open Meeting Laws, as well as the management of the Public Information Request process.

**OBSERVATIONS AND ANALYSIS**

In most of Utah’s 243 of cities and towns, a City Recorder receives assistance from a Deputy City Recorder or other individual in a part time or full time capacity. In Syracuse, the Office of the City Recorder is one-person operation. There is no one cross-trained to assist in these functions, so technically there is no back-up in case of vacation or sickness. A recent community emergency event occurred during the Recorder’s absence. The current City Recorder has been with the City of Syracuse for about 9 years.

Additionally, the City Recorder is also the supervisor of the Court Clerks. She is also considered a part of the administrative staff and she trains other city employees assigned to City of

Syracuse boards, commissions and committees in maintaining proper records and adhering to public meeting noticing requirements.

| Service Level Indicator                     | 2005 | 2010 | 2014 | 2015 Projected |
|---------------------------------------------|------|------|------|----------------|
| # public records were requested?            | n/a  | n/a  | 202  | 250            |
| # Minutes were prepared / published?        | 27   | 62   | 43   | 48             |
| estimated # of electronic documents stored? | 0    | 3238 | 0    | ?              |
| # bids were opened?                         | 5    | 8    | 13   | 10             |

Because the position requires *highly active work (public records requests, meeting minutes, bid openings, official recordings)*, as well as *active work (records control, retention and maintenance)*, the risks associated with this position are quite high. While the fiduciary or human resources responsibilities are not as significant as a Public Works Director or Police Chief, the risks associated with non-performance of duties in this position can put the City at significant financial and legal risk if not performed properly.

**FINDINGS**

1. Inadequate staffing coverage is also putting the City at considerable risk or loss. While the current City Recorder appears to be properly trained, accredited and keeps current via continuing education in order to address the demands of the position, proper back-up of this important function does not appear to exist. The City Recorder function is exigent in meeting State open meeting laws, following proper noticing requirements for public meetings, responding to public information requests, and the proper coordination of municipal elections. The City is at a significant risk of financial loss should the incumbent Recorder become absent for a long period of time or if she should depart from the City without records management / retrieval systems and processes being put in place.

**Regional City Recorder's Job Comparison**

| City            | # Personnel | Add./Shared Duties                                                                          | Comments                    |
|-----------------|-------------|---------------------------------------------------------------------------------------------|-----------------------------|
| North Ogden     | 1.00        |                                                                                             | Cross-trained               |
| Layton          | 1.25        | Planning Sec. takes min.                                                                    | Cross-trained               |
| Centerville     | 1.25        | Does not take minutes.<br>Recording Secretaries (2) take minutes for Council and Commission | Cross-trained               |
| Herriman        | 1.50        | Deputy shares duties w/ Admin. Office                                                       |                             |
| Springville     | 1.50        | Planning takes Planning<br>Commission Minutes                                               |                             |
| American Fork   | 2.00        | Community Dev. Secretary takes Planning minutes                                             |                             |
| Eagle Mountain  | 2.25        | CD clerk shares time                                                                        |                             |
| Averages        | 1.54        | 5 of 7 cities have shared duties                                                            |                             |
| <b>Syracuse</b> | <b>1.00</b> | <b>No shared duties</b>                                                                     | <b>No one cross-trained</b> |

*\* All cities have either additional or cross-trained personnel.*

*\* All cities have either additional or cross-trained personnel.*

2. Records retention / retrieval system is lacking and putting the City at significant risk. The records retention and retrieval aspect of the position is currently under-served due to inadequate IT support which hampers the legally mandated responses for requests for information subject to the Public Records Act. More importantly, the City Clerk and other employees are unable to recover / retrieve thousands of records which were scanned into a document imaging system which the City paid for, which is currently completely inaccessible – rendering these records useless until corrected. Additional resources are needed to bring the records retention / retrieval system back on line. There appears to be expertise in-house to accomplish this task, however, other priorities have continue to push this needed project down the list.

### **RECOMMENDATIONS**

1. Hire a Deputy City Recorder A part-time Deputy Recorder would provide immediate assistance to the City Recorder so that the City can *become* and remain compliant with State and Federal laws. This individual would also provide necessary back-up during periods of absence of the City Recorder. All that is needed at this time for the City is to train another clerical employee as a Deputy City Recorder.
2. Records retention / retrieval system. Could be completed by devoting more time from the in-house IT person to the task, or outsourcing to an IT service. Although the expertise exists in-house, the workload has not permitted this critical project to be accomplished over the past three years. Outsourcing completion of the records retention/ retrieval system would appear to be the most efficient solution. Consultants could assist in preparing an RFP with specifications necessary to complete this project.

### **IMPACT / EXPECTED RESULTS**

1. Hire a Deputy City Recorder.  
**Cost:** Option 1: Reassignment of existing staff. The cost of additional duties might be handled by a small adjustment to another person's current rate of pay, a **10% increase or approximately \$5,000/year** could be reasonable – assuming an ideal candidate could be identified internally and transitioned successfully.  
Option 2: Hire a new Deputy City Recorder on a part-time basis to be specifically dedicated to the roles of the City Recorder. Cost of a ½ time dedicated new Deputy City Recorder could cost **\$35,000** in base salary + 30% personnel expenses for an annual cost of \$44,000. **Results / Impact:** Reduction and near elimination of risk associated with legal filings, recordings, public records and document. The City would also significantly mitigate the risk associated with losing the City Recorder with trained back-up.
2. Temporary assistance (contract employee) to complete records archiving. **Cost:** Option 1: IT providers are, this project would be expected to be in the \$15,000 range over 1 year, assuming the document management system has been purchased, installed and operational. Option 2:

Borrow an employee from a neighboring city on a contract basis... **Results / Impact:** The City's records would be properly maintained and accessible. The records would become fully accessible and the City Recorder would be capable of responding to all public information records requests.

**CITY ATTORNEY**

| OBSERVED FINDINGS                                                                                                                                                | SOLUTIONS RECOMMENDED                                                                                                                                                                                                           | IMPACT / EXPECTED RESULTS<br><i>(estimates ND=not determined)</i>                   |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1.Understaffing<br>2.Staff training could be formalized<br>3.Improper board intervention in deliberation and decision making<br>4.City attorney time and expense | 1.Consider addition of para-legal or part time clerical assistant<br>2.City-wide formal training outline should be developed<br>3. train board members to follow rules of conduct<br>4.Cost accounting – separate city attorney | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The City Attorney serves as the City’s Chief Prosecutor within the Justice Court System, in addition to being responsible for performing the following duties:

- Serves as legal counsel to the City Manager, Mayor, City Council, committees and sub-committees
- Prepares and/or reviews all city ordinances, resolution, and contracts; coordinates with various departments, commissions, and committees as needed to accomplish specific goals and objectives related to legal compliance; directs and participates in the legal support of city code enforcement program – Civil and Criminal
- Attends workshops and professional seminars to keep current on legal issues, researches criminal and civil case law; prepares draft opinions and legal memoranda; advises City on matters pending before the Utah State Legislature.
- Defends, as required, the City in all legal actions; pursues all civil actions as needed to establish city posture and/or defend the same; conducts extensive research, prepares case materials; participates in various pretrial processes such as discovery, briefings and depositions; appears in court as City legal representative.
- Directs and participates in litigation, research, consultation, and negotiation in all civil cases or administrative hearings at which the City or any of its officers are involved; conducts research and drafting of all legal documents required by the City.
- Negotiates settlements of claims to save litigation expense and to facilitate termination; works with other City departments to collect overdue or unpaid obligations owed to the city.
- Receives request from department heads for changes or additions to existing City law; reviews recommendations and drafts laws into legal format before passage.
- Performs legislative lobbying duties as needed to communicate the interests of Syracuse and other Utah cities.

- Prepares and submits departmental budget; identifies personnel and equipment needs to maintain effective levels of legal services to the Mayor and Council, City departments and the community; monitors departmental expenditures to assure conformity to established budget and fiscal program.
- Perform prosecutor duties in the City's Justice Court.
- Maintain a productive working environment which includes, but is not limited to, a spirit of cooperation with co-workers, peers and the public.
- Other duties as assigned by the City Manager.

### **OBSERVATIONS AND ANALYSIS**

The functions of the City Attorney are performed well, due in great part to the work ethic of the current and past City Attorney. The City Attorney function is a one-person shop. However, the workload makes preventative or proactive actions difficult. Staffing needs to be increased in order to accomplish the work tasks needed for a responsive and preventative legal effort. Stopping lawsuits before they get started is a huge cost avoidance that a fully functioning Legal Department can accomplish. Therefore, either increasing staff or contracting out for this service with a firm that has adequate back-up for specialty items is paramount to success. It is important to understand that the former City Attorney left the City of Syracuse for a city which has a position which has a similar legal scope of work, a fully staffed department and better compensation.

Proper mandated city staff training done in-house saves a lot of money, and provides better follow-up of potential problems, however these trainings are not being performed as regularly as necessary. Peak performance is thwarted by under-staffing of the function. The current staffing level makes this a luxury not readily attained. The former City Attorney left for more total compensation and better staffing resources. Without more resources, the office will be a revolving door for inexperienced attorneys who will leave once they have attained the proper work history, and before they burn-out completely. Managing and coordinating litigation also potentially saves funds, but an under-staffed function makes it difficult to properly do proactive management when "brush fires" continually need extinguishing. This illustrates the importance of the City Attorney reviewing the legal undertakings of all Boards and Commissions to prevent unnecessary expense and risk to the City.

*(Note: Often a key component of winning a vicarious liability (respondent superior) negligence law suit is to show that there was adequate training provided to the employees who committed the negligent act. If an employer can demonstrate due diligence in attempting to prevent harm, it can prevent punitive sanctions and significantly reduce potential*

### **FINDINGS:**

→ Hiring of the new City Attorney as a staffs position has created greater access among staff than previous 8 month contract Attorney.

1. Understaffing. This Legal Division is inadequately staffed. The City Attorney works on his own with no para-legal staff or legal clerks to assist him, and increased staffing is necessary to provide a legal department that is optimally responsive and most capable of preventative legal work- the City would benefit from a part-time administrative position.
2. Staff training could be formalized. The City currently is not performing city staff training as consistently as necessary. This lack of training prevents optimal follow-up on potential issues the City may deal with and forces the City Attorney to devote unnecessary time dealing with these issues that could be avoided.
3. Improper Board Intervention in deliberation and decision-making. Through conversations, our consultants discovered a number of instances where dissenting members of the Planning and Zoning Commission prepared and submitted their opinion directly to the City Council for intervention. It was also discovered that the Planning Commission has previously imposed *Ex Post Facto* (after the fact) restrictions on property owners and developers – after existing code and requirements were established. Consultants are also aware that some Planning & Zoning Commission members may not be serving independently of City Council influence.
4. City Attorney time and expense. The compensation and operating costs for the City Attorney function are lumped in with City Administration. The functions performed by the office of the City Attorney have more significant costs and separate functions than general City Administration functions when it is fully staffed and functioning properly.

### **RECOMMENDATIONS**

1. Consider the addition of para-legal position, part time clerical assistant. Management should also consider a contract-for-service for an adequately staffed firm that can be solicited to provide on-call legal services.
2. A city-wide formal training outline should be developed that covers required training such as sexual harassment, conflict of interest, reasonable suspicion for first line supervisors, etc.
3. Train board members to follow rules of conduct. The City Council, with the assistance of all Boards and Commissions, should develop and adopt uniform Rules of Conduct to mitigate risks associated with these types of activities. In conducting the City's official business, all efforts should be made to assure applicants receive clear information and transparent decision-making. The Planning & Zoning Commission is designed to be a deliberative, decision-making and recommending body to the City Council. Personal influence by the City Council members upon any Planning & Zoning Commission member is inappropriate and illegal. Lines of authority should be clearly established and honored. Failure to do so creates significant risk to the City, potentially personal risk to individuals who violate state laws, negatively impacts the City's ability to be clear and

arbitrary and directly influences public perception and private investment in the city. Any appeal of the Planning and Zoning Commission decisions should come from the applicant or upon recommendation from the City Attorney.

4. Cost accounting – separate City Attorney. Separate the City Attorney cost center from the City Administration's and make it into its own cost center (departmental budget). Note: the decision to stay in-house with City Attorney services or to contract out for the function, is an internal policy decision (Mayor and City Council) based on a number of factors that have not been analyzed. Cost is only one factor in making this determination, therefore, the desire of the Mayor and City Council who have the knowledge of the complexity and nuances of the position are the ones to properly consider these and other factors, and ultimately what decision needs to be made.

**IMPACT / EXPECTED RESULTS**

1. Hiring of a para-legal or part-time clerical assistant <pending edit>
2. City-wide formal training <pending edit>
3. Board Member Training <pending edit>
4. Cost Accounting – separation of City Attorney <pending edit>

**RISK MANAGEMENT & LOSS PREVENTION**

| OBSERVED FINDINGS                                                                                                                                             | SOLUTIONS RECOMMENDED                                                                                                                                | IMPACT / EXPECTED RESULTS<br>(ND=not determined)        |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------|
| 1.No individual assigned as risk manager<br>2.Staff training needed<br>3.Lack of document and records security<br>4.City Council involved in personnel issues | 1.Assign a risk manager<br>2.Proper staff training<br>3. train in document and records security<br>4. City Council must stay out of personnel issues | Cost: <pending edit><br>Savings:<br>Benefit:<br>Impact: |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The City of Syracuse Risk Management is currently divided among various departments, including Human Resources, City Attorney and Finance. There is no clear communication or process identified among these departments for the administration of risk management. In an effective risk management process there is a clearly defined position, clearly defined responsibility and authority, a complete training and records retention process, as well as safety protocols, reporting protocols, safety review protocols and legal review protocols. As most of the risk management processes and defensibility falls to the City Attorney, it is preferred that the risk management responsibility and authority be delegated to this department.

The City is part of the Utah Local Government’s Trust – which is a cooperative insurance pool which provides liability insurance and defense support to smaller local governments in Utah. The pool services many smaller local governments who do not have the necessary staffing or financial resources to manage risk internally.

Prior to 2011/2012, each department was responsible for various HR functions – and these functions were not consolidated in one department. In 2011, an Administrative Assistant was delegated to perform the three (3) functions of: HR, Risk Management and Administrative Functions for the City Manager, Mayor, and City Clerk. This individual was a self-taught HR professional, and this position was dedicated solely to HR. in 2013, a dedicated HR professional position was created and filled. This position assists with Risk Management, however RM is still more reactive than proactive, and still decentralized among departments who do their own training (like HR was previously). Individual departments seek external training with the Trust, or with other cities, but this training is not coordinated in a centralized manner.

**OBSERVATIONS AND ANALYSIS:**

here appears to be no single individual designated to the role of Risk Manager. As such, there is confusion amongst staff about the responsibility, authority, and process by which this role is conducted. During our discussions with staff, it became clear that the Finance, Human Resources and City Attorney departments each believed they were filling this role, yet communication between them was ineffective. As such, it is imperative that a Risk Manager be designated and provided the responsibility and authority needed to be efficient and effective in this role.

Staff safety and litigation mitigation training is infrequent, inconsistent, and not recorded or maintained properly. The City Attorney initiated personal delivery of training to multiple departments. Although commendable, this training should be delivered by assigned training staff, rather than the inefficient use of the City Attorney's time and salary.

The City Council members occasionally become involved in personnel issues of merited employees. Council is not required nor should be involved in approving administrative policy updates, although staff presentation may need improvement; The Council reviews and determines approval or denial of recommended litigation settlements.

Dissenting members of the Planning and Zoning Commission prepare and submit their opinion directly to the City Council for intervention. The Commission has imposed Ex Post Facto restrictions on property owners. The Planning Commission is not serving independently of City Council influence.

**FINDINGS**

1. No individual is assigned to the role of Risk Manager. Staff confusion about responsibility for the risk management process was confirmed. The Finance, Human Resources and City Attorney departments each believe they fill this role. Communication between these departments was confirmed to be ineffective.
2. Staff training is a critical component in staff safety and workplace competency and efficiency. However, there is no defined training curriculum for general city staff. Additionally, a training tracking program needs to be improved and standardized.
3. Potential lack of security regarding certain documents and records. Documents left unattended on desks, stands, tables and other areas was observed throughout the facilities, to include the Council Chambers when used as the Magistrate Court.
4. City Council has been involved with personnel issues. The Council has previously, and recently, denied approval of various policy updates. Discussion has revealed Council concern about having incomplete data from staff during the policy presentation. The

Council reviews and determines approval or denial of recommended litigation settlements.

- a. Imposition of Ex Post Facto restrictions. There was limited validation of the reports of dissenting opinions delivered to Council for intervention, yet this has occurred. Commission imposition of Ex Post Facto restrictions on at least one applicant appears to be validated. There is no independent corroboration that the Commission is not acting independently of City Council influence.

## **RECOMMENDATIONS**

At this time, the City does not appear to have enough complaints to warrant hiring a full-time time Risk Manager, however the City is growing and is becoming more complex in its operations, and a part-time Risk Manager would serve in preventative capacity to mitigate any increases in loss, serve as a liaison with the Utah Local Government's Trust.

1. A Risk Manager should be designated and provided responsibility and authority to be efficient and effective in this role. A properly staffed City Attorney department should be designated for the role of Risk Manager.
2. The coordination of training and training records should be centralized in one department. The City Attorney's department is routinely responsible for training curriculum development and implementation, while the Human Resources department routinely coordinates and maintains training records. However, due to the staffing restrictions of the City of Syracuse, it is recommended the city engage a third party, online training provider. This provider should have the capacity to identify mandatory municipal training needs, offer job class specific training, provide 24/7 access by staff, and maintain all training records for the city.
3. Staff needs to be trained on proper security of records and the techniques used to "steal" identities from exposed documents. Repositioning of temporary use tables in the court will improve records security. Improved security of the main reception area of City Hall will also minimize the exposure of confidential documents.
4. Council must separate itself from involvement in any personnel issues and let the established policies and procedures provide for due process of all grievances. The Council should delegate all personnel decisions and actions to the City Manager. The staff should utilize established resources, such as ULGT, to provide model policies for modification and adoption. Council should establish reasonable levels for administrative approval of settlements, to minimize delays in litigation resolution.
  - a. Imposition of Ex Post Facto Restrictions. The City Council should enact, or recognize, that any appeal of the Planning and Zoning Commission decisions should be made from the applicant, or upon recommendation from the City Attorney. The

Commission should immediately cease any imposition of Ex Post Facto restrictions on any applicant. The Commission is designed to follow the policies, rules, regulations and standards established by the City. Personal influence by City Council members upon the decision and vote of any Commission member, if it occurs, should cease immediately.

### **IMPACT / EXPECTED RESULTS** <pending edit>

1. Appointing an individual as a risk manager

**Cost: Results:** With an adequately staffed City Attorney department there will be a single individual designated to the role of Risk Manager. This will eliminate confusion and communication failure, since the City Attorney department will develop and implement the risk management process, as well as coordinate policies, procedures and training for staff and elected officials in concerning safety and liability minimization. Additionally, the City Attorney department would be directly involved in all risk claims from the outset, providing immediate legal advice for mitigating the extent of damage from each claim. The City Attorney department would also be the point of contact for all third party inquiries, minimizing the potential impact of uninformed narrative and improper statements being made by other staff. It is impossible to quantify future savings, as risk management proactively prevents loss. However, other municipalities report significant future claim reduction and mitigation of claim severity through direct receipt of all claim inquiries by trained legal staff.

2. City-Wide Staff Training

**Cost: Results:** A third party, online staff safety and liability training provider can be engaged for less than \$5,000 annually. Should the city recruit additional municipalities to the provider, the annual costs usually are decreased. It is impossible to quantify future savings, as risk management proactively prevents loss. However, other municipalities report significant future claim reduction, and mitigation of claim severity through the development of an effective online training program.

3. Records Security

**Cost: Results:** Records security is critically important to all members of the public, as well as staff. Through visualization of possible exposure points, staff can redesign their personal work stations to minimize the availability of these documents to public access and exposure. It is impossible to quantify future savings, as risk management proactively prevents loss. However, it is clear that by minimizing opportunistic identity theft and fraud, the city is better positioned to defend any claim.

4. City Council involved in personnel issues

**Cost: Results:** As Council separate from involvement in personnel issues and the City Manager ensures that due process is provided for all grievances, the potential for staff division and dissension will be reduced. The liability for employee workplace discrimination claims will also be reduced. Staff utilization of resources like the ULGT to provide model policies will improve staff preparation and delivery of policy updates for

Council adoption. As Council assigns authority to the City Manager for reasonable administrative approval of settlements, usually in a range of \$1 – 20,000 range, delays in litigation resolution will be reduced and staff duplication of time and labor will be reduced. Although it is impossible to quantify future savings, as risk management proactively prevents loss, as Council acts on these recommendations claim can be reduced and severity minimized.

a. Imposition of Ex Post Facto restrictions

**Cost: Results:** The Planning and Zoning Commission can operate more professionally when abiding by the policies, rules, regulations and standards established by the City. By this process, potential builders, developers and individual applicants will have greater confidence in Commission objectivity and adherence to standards. Liability exposure will decrease. As the City Council only accepts appeals of the Planning and Zoning Commission decisions from the applicant, or upon recommendation from the City Attorney, the Council will improve the public confidence in the Commission. The Commission should immediately cease any imposition of Ex Post Facto restrictions on any applicant. Although it is impossible to quantify future savings, as risk management proactively prevents loss. Many municipal entities experience significant future claim reduction, and mitigation of claim severity through abiding by the direct receipt of all claim inquiries by policies, rules, regulations and standards established by the City.



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**FINANCE****BACKGROUND AND SERVICE LEVEL INFORMATION**

The City of Syracuse Finance Department is responsible for the management of capital assets estimated value of more than \$153,500,000 tracking and entering all accounts receivable and payable, preparation of the City's annual budget working with the City Manager and other department heads, preparing the year-end closing in coordination with the City's independent auditor, and preparing the CAFR (Comprehensive Annual Financial Report) once the audit has been completed.

The department is staffed by 5 full-time employees – 2 in Human Resources, 2 in Utility Billing and 2 Finance Director. The financial reporting requirements are significant due to the complexity of the city's operations. The Finance Department is comprised of several divisions:

1. Accounting/Financial Reporting;
2. Contract Postal Unit (CPU);
3. Human Resources;
4. Procurement/Purchasing; and
5. Utility Billing.-

Limited financial assistance is provided by Utility Billing clerks, and individual department staff responsible for cash management. Most of all cash-transactions are managed through City Hall (*utility payments, court fees and fines, building permits and fees, post office*), with the exception of Public Works (*openings and burials*), Parks & Recreation (*receipting system for building fees and sports programs*), and Police (*fingerprints, police reports*). Although these positions perform basic accounting functions, they are not considered skilled financial professionals.

**OBSERVATIONS**

**Staffing.** There is considerable diversity and expertise needed to properly run Syracuse's Finance Department, and the current Finance Director is highly qualified and capable. Most of the 'heavy lifting' regarding financial management is performed by the Finance Director. Consultants are concerned that the growing demand for financial reporting and asset management is cause for concern on the sustainability of the department's capabilities without additional systems, tools and processes and back-up accounting personnel.

**Accounting & Budgeting.** There is currently no centralized Fleet Maintenance program. For the most part, every department solves its own fleet issues. Sometimes the help comes from internal sources (such as Public Works) and often from external sources (contracted work). No one person or department is responsible and so overlap, extra expenses, and inefficiency are often the result. This is discussed in the following section.

## **FINDINGS**

1. Staffing levels necessary to perform financial functions are too limited. Proper financial reporting structure for a city of this scope and size requires additional professional accounting expertise. Syracuse has only one accounting professional, the Finance Director. This is inadequate for the financial complexity and reporting of city the size of Syracuse. There does not exist in the organization adequate back-up for the Finance Director.

## **RECOMMENDATIONS**

1. Hire an additional financial reporting specialist (Accountant/Auditor level).
2. Rename the Finance Department “Administrative Services”. and the re-name the “Finance Director” to “Administrative Services Director” due to the complexity and other duties of the department.

## **IMPACT / EXPECTED RESULTS**

1. New Accountant / Auditor. **Cost:** \$90,000/year in compensation. **Benefit:** Better back-up for professional accounting services More accurate review of financial transactions. Better and timelier responses for financial inquiries and analysis; therefore better basis for decisions by those needing the information.
2. Department name change. **Cost:** Minor cost for a name department and title name change **Benefit:**

**ASSET MANAGEMENT**

| OBSERVED FINDINGS                                                                                                                                                                                                                | SOLUTIONS RECOMMENDED                                                                                                                                                                              | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                      |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|
| <p>1. Asset Management is a significant issue within the City and needs more attention.</p> <p>2. The City is lacking a standardized Fleet Maintenance Program.</p> <p>3. The City lacks a uniform fleet rotation procedure.</p> | <p>1. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule</p> <p>2. Purchase Fleet Management Software</p> <p>3. Develop a city-wide Fleet Rotation Procedure</p> | <p><b>Cost:</b> &lt;pending edit&gt;</p> <p><b>Savings:</b></p> <p><b>Benefit:</b></p> <p><b>Impact:</b></p> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Audit is performed annually by Pennington Christensen, an independent accounting firm with significant experience working with local government. In 2014, the accountants reconciled assets back to 2008 – including infrastructure dedicated to the City from private development. Significant findings included prior period adjustments including the way the city was tracking secondary water shares received from new developments. The result was an unusual positive revenue adjustment of \$261,000.

**OBSERVATIONS AND ANALYSIS:**

**Asset Management.** Finance and Public Works staff are in the process of completing an inventory (mapping) of all capital assets – estimated value of more than \$153,500,000 (\$73,000,000 of streets, streetlights, buildings and equipment, \$62,500,000 of utility infrastructure and equipment, and \$18,000,000 land and water shares). Dedicated utilities, rights-of-way, fixed and mobile assets all need to be accurately recorded for (a) infrastructure management and (f) fiscal planning of capital improvements.

**Fleet Management.** For the most part, every department solves its own fleet issues. Sometimes the help comes from internal sources (such as Public Works) and often from external sources (contracted work). No one person or department is responsible and so overlap, extra expenses, and inefficiency are often the result.

**FINDINGS**

1. Asset Management is a significant issue within the City and needs more attention.  
<pending edit>

2. The City is lacking a standardized Fleet Maintenance Program.

In previous years, the city grew so fast, that purchasing and replacement were managed on an ad-hoc basis, basically at budget time. Finance Department staff have recently conducted a fleet asset inventory, and now has a complete age-based 5-year replacement plan for vehicles only (does not include tractors and other rolling stock). City follows a straight-line depreciation schedule.

Other than the replacement plan prepared by the Finance Director, this study revealed no established policy or orthodox methodology associated with when and under what conditions fleet units are retired. As described to the team, past disposal decisions were the product of observations and subjective criteria. The lack of an objective and rational policy and fleet rotation criteria guarantees that most units are not being rotated in as cost-efficient manner as possible.

3. The City lacks a uniform fleet rotation procedure.

There exists no methodology related to fleet rotation that guarantees that units will be rotated at precisely the right moment when cost efficiencies are at their absolutely highest point. There are however practices and standards that can assist the City in rationally determining when vehicles need to be moved out of the system. In an IQ Report, published by the International City and County Management Association (ICMA), the following is provided:

*“The department should have a written replacement policy that is based, in part, on economic factors, with the goal of reducing overall equipment life cycle costs (procurement, maintenance, and disposal). The bottom line is that vehicles and equipment should be replaced when owning and operating them costs more than owning operating their replacements.”*

In short, when the annual maintenance costs of a fleet unit, combined with its trade-in or disposal value sums to a figure greater than the cost of purchasing a new unit, it is time to at least consider the disposal of the vehicle. The determination of the inputs associated with this simple calculation, however, is impossible without accurate, factual, and computerized data associated with the maintenance history of any given unit – and beyond this formula lays a more complex methodology associated with determining whether a vehicle should be eliminated from the fleet.

## **RECOMMENDATIONS**

1. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule

Every department needs to be part of developing for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program. (See sample in APPENDIX. Include screen shots here) <pending edit>

2. Purchase Fleet Management Software.

The City should acquire a comprehensive fleet management software application that provides for the recording of fleet maintenance and analysis of vehicle usefulness.

5. Develop a City-wide Fleet Rotation Procedure.

The City should act immediately to establish a fleet rotation policy and procedure which utilizes objective measures, standards, and best practices as its basis. Specifically, we are recommending that the City establish a timeline associated with each vehicle type which allows a fleet committee, when a unit has crossed that threshold, to evaluate the appropriateness of rotation. As part of this policy and procedure, the City should give serious consideration to the inclusion of measures and criteria provided in this report.

The City should consider other financial factors such as the initial cost of the unit in question, its resale value, its fuel economy, and repair record. Other non-fiscal considerations include the overall condition of the vehicle's body, mechanical condition, its suitability for the job intended, the image that Syracuse wishes to portray, employee morale, and the impact on the fleet staff's workload. Just when to begin the consideration or rotation of a fleet unit is a determination that varies among jurisdictions. Generally however orthodox methods include the assignment of a given number of years and/or miles or hours to a fleet unit, depending on the type and use of the vehicle in question.

| Description                  | Age/Miles        |
|------------------------------|------------------|
| Automobiles                  |                  |
| Sedan                        | 8 years/90,000   |
| Patrol                       | 5 years/95,000   |
| Vans                         |                  |
| Passenger                    | 8 years/90,000   |
| Cargo                        | 10 years/95,000  |
| Light-duty trucks            |                  |
| Sport Utility                | 8 years/90,000   |
| Pickup and 4X4               | 10 years/95,000  |
| Medium and Heavy Duty Trucks | 12 years/100,000 |
| Buses                        | 10 years/100,000 |
| Misc. Equipment              | By Condition     |

*Sample timetable utilized by the City of Santa Clara, California.*

For example, the City of Peoria, Arizona has recently been lengthening out the number of years and mileage before a unit would be considered for rotation. In fact, in Peoria, departments are provided with incentives associated with maximizing a unit's life and use. Apparently gone are the days when vehicles are automatically rotated when they reach time-related and mileage thresholds. The contemporary utilization of these criteria simply supports and provides the basis for vehicle consideration, not elimination

**IMPACT / EXPECTED RESULTS**

1. Capital Improvements Program. <pending edit>
2. Fleet management software. **Cost:** \$ ND. **Benefit:** Enhanced maintenance records, maximization of taxpayer dollars, clarity of fleet system decision making. **Impact:** Greater efficiency and cost savings associated with fleet unit rotations.
3. Fleet Rotation Policy. **Cost:** staff time. **Benefit & Impact:** same as previous.

**AUDIT**

| OBSERVED FINDINGS                                                         | SOLUTIONS RECOMMENDED                | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                             |
|---------------------------------------------------------------------------|--------------------------------------|-------------------------------------------------------------------------------------|
| 1. Increased financial oversight is necessary to mitigate financial risk. | Hire an internal auditor to mitigate | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Audit is performed annually by Pennington Christensen, an independent accounting firm with significant experience working with local government. In 2014, the accountants reconciled assets back to 2008 – including infrastructure dedicated to the City from private development. Significant findings included prior period adjustments including the way the city was tracking secondary water shares received from new developments. The result was an unusual positive revenue adjustment of \$261,000.

**OBSERVATIONS AND ANALYSIS**

Finance Director is highly qualified and maintains fiscal responsibility and financial management according to Generally Accepted Accounting Practices (GAAP), the Government Accounting Standards Board (GASB), and state statute. Unfortunately, the Finance Director had no additional financial resources in the form of an accountant, or

Development impact fees are the largest potential financial risk to the City. Monitoring of leases, franchises, utility billing, purchasing, payroll – each contain potential for significant financial risk. Prior period adjustments have remained manageable, however without effective asset inventories – particularly in dealing with development impact fees and dedications of infrastructure, the City could begin to see larger audit adjustments in the next few years if the City doesn’t maintain a highly intelligent staff, and implement necessary systems, tools and processes for effective financial management.

**FINDINGS**

1. Increased financial oversight is necessary to mitigate financial risk.  
Finance Director is managing effectively, but has no redundancy

**RECOMMENDATIONS**

1. Hire an internal auditor to mitigate unnecessary financial risk.  
The principal responsibility of this position is providing loss prevention support the Finance Director. Duties include auditing agreements, franchises, contracts, utility

billing, development impact fees, purchasing and procurement to maintain oversight on the City's financial obligations, and recover or prevent lost revenues.

**IMPACT / EXPECTED RESULTS**

1. *Hire internal auditor to mitigate unnecessary financial risk.*

**Cost:** ND. **Savings:** ND. **Benefit / Impact:** Increased employee efficiency.

**PAYROLL**

| OBSERVED FINDINGS                                                                                                                                                                                                                       | SOLUTIONS RECOMMENDED                                                                                                                             | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                    |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1. Consultants found no evidence of waste, fraud or abuse in timekeeping, reporting and administration of the payroll system.<br><br>2. Possible pay inequities in current system due to compression of pay classifications and ranges. | 1. Consider outsourcing payroll.<br><br>2. a. Improve accuracy in timekeeping;<br>b. audit the classification a compensation study & compensation | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

Payroll is processed bi-weekly (26 pay periods per year). A majority employees work a 4-day 40-hour work week (Police and Fire follow a different schedule). Department Heads are responsible for checking the accuracy of timecards which are submitted in a timely manner. Each timecard required two signatures. Timecards are entered into the system manually – and errors are checked and returned to departments for correction.

**OBSERVATIONS AND ANALYSIS**

Some employees interviewed provided anecdotal evidence of other employees abusing their schedule and reporting work hours when not physically present. While these types of complaints exist in many municipalities, it is important to examine the payroll and timekeeping systems to determine whether there are opportunities for waste, fraud and / or abuse.

Because the City is not heavily staffed, employees are often required to work independent of another person – sometimes offsite. Consultants observed effective personnel management and communications practices among the Department Heads and a solid handle on where their personnel are at any given time.

**FINDINGS**

1. Little evidence and potential for / or occurrence of waste, fraud or abuse.  
 Consultants found no evidence of waste, fraud or abuse in timekeeping, reporting and administration of the payroll system.
  
2. Possible pay inequities in current system due to compression of pay classifications and ranges.  
 Having examined the current employee classification system, there is evidence of compression among positions in the Fire and Police Departments, Public Works and City

Administration. Consultants also observed pay ranges which appear to be well below the regional market minimum for a comparable position. Significant turnover in multiple departments could be a by-product of the recent spike in employee turnover.

While technically not a Payroll system or process issue, pay inequity does have a negative impact on employee longevity, institutional knowledge and the capacity of the Finance Director and Human Resources to effectively manage payroll and evaluation processes.

| Service Level Indicator           | 2005 | 2010  | 2014   | 2015 Projected |
|-----------------------------------|------|-------|--------|----------------|
| # total FTEs in the City?         | 95.5 | 99.75 | 108.25 | 115.5          |
| # employees lost per year         | 12   | 22    | 35     | 50             |
| # employee evaluations conducted? | 75   | 85    | 91     | 96             |

## RECOMMENDATIONS

### 1. Consider outsourcing or automating payroll.

As the City's financial functions increase in both volume and complexity. Finance Director should explore the costs and benefits of outsourcing payroll and automating payroll functions. Range of options would include complete outsourcing to a third-party payroll management company or the implementation of a new software program for timesheet submittal, review, editing and approval.

### 2. Accountability in time keeping and compensation.

The City Manager and Department Heads should validate that all employees are providing full service for the hours of which they are paid. The City Manager should (a) conduct– and ask Department Heads to conduct an independent audit of timesheets from time to time, and (b) clarify the policy to all City Hall staff members and hold each accountable to perform their work in the allowable hours.

#### a. Audit the Classification System & conduct a Compensation Study.

This study needs to look beyond a market comparison and focus on an analysis of the existing job classification system, to assure parity and equity among pay classifications. Once complete, a regional market study will aid in determining appropriate salary ranges and other compensation to assure the City is regionally competitive in paying its public employees.

## IMPACT / EXPECTED RESULTS

### 1. Outsourcing or automating payroll.

**Cost:** ND. **Savings:** ND. **Benefit / Impact:** Increased employee efficiency.

2. Accountability in time keeping and compensation.

**Cost:** None. **Savings:** ND. **Benefit / Impact:** Increased employee accountability.

a. Complete a Classification & Compensation Study.

**Cost:** \$15,000. **Savings:** Significant increase in Administrative Services staff efficiency; overall budget impact could be as much as \$100,000 / year due to salary adjustments. **Benefit:** Employee retention and continuity of government. **Impact:** Significant increase in staff efficiency; implementation of necessary systems, tools and processes.



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**HUMAN RESOURCES**

| OBSERVED FINDINGS                                                                                                                                                                                     | SOLUTIONS RECOMMENDED                                                                                  | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                                    |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------|
| <p>1. Process for application, recruitment and on-boarding was too slow resulting in loss of qualified candidates.</p>                                                                                | <p>Cross train the two employees for adequate backup to the payroll system.</p>                        | <p><b>Cost:</b> &lt;pending edit&gt;<br/><b>Savings:</b><br/><b>Benefit:</b><br/><b>Impact:</b></p> |
| <p>2. Some department employee disciplinary actions weren't inclusive of the HR Director, however in the past 18 months, most department have rigorous in following the HR Specialist's policies.</p> | <p>All employee disciplinary actions should be reviewed by the Human Resources division</p>            |                                                                                                     |
| <p>3. All personnel files are maintained by HR, but some departments maintain an onsite copy – putting the City at risk</p>                                                                           | <p>Centralize the personnel records</p>                                                                |                                                                                                     |
| <p>4. Employee turnover is a significant problem. There is understaffing by the department and lack of equitable pay</p>                                                                              | <p>Create a wage scale, increase staffing levels and provide competitive pay and benefits compared</p> |                                                                                                     |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Human Resources division is staffed by two full-time employees who are highly responsible and well-trained in the performance of all the City's human resource functions including: *recruitment, selection, records management, benefits administration, payroll administration, personnel training, personnel evaluation and some risk management.*

**OBSERVATIONS AND ANALYSIS:**

Redundancy in the critical payroll processing activity is essential for maintaining morale and consistency. Formal cross-training between the two HR employees would adequately provide for this redundancy.

**FINDINGS**

1. Recruitment delays. Process for application, recruitment and on-boarding was too slow resulting in loss of qualified candidates.
2. Some department employee disciplinary actions weren't inclusive of the HR Director, however in the past 18 months, most department have rigorous in following the HR Specialist's policies.
3. All personnel files are maintained by HR, but some departments maintain an onsite copy – putting the City at risk
4. Employee turnover is a significant problem. There is understaffing by the department and lack of equitable pay

| Service Level Indicator          | 2005 | 2010  | 2014   | 2015<br>Projected |
|----------------------------------|------|-------|--------|-------------------|
| # total FTEs in the City         | 95.5 | 99.75 | 108.25 | 115.5             |
| # employees lost per year        | 12   | 22    | 35     | 50                |
| # employee evaluations conducted | 75   | 85    | 91     | 96                |

**RECOMMENDATIONS**

1. Recruitment Delays  
Cross train the two employees for adequate backup to the payroll system.
2. Disciplinary actions not being inclusive of the HR Director  
All employee disciplinary actions should be reviewed by the Human Resources division to ensure compliance with progressive discipline criteria to give the City its best defense in the event disciplinary actions are challenged.
3. Putting City at risk through onsite copies of personnel files  
Centralize the personnel records that are also maintained in other Departments (most notably Police)
  - a. Establish who the City lead person is on Risk Management issues; it is currently bifurcated.
  - b. Retain outside HR expertise. Syracuse City should also consider retaining an HR consulting firm to handle specific HR needs such as ... A law firm would most likely:
    - devote specialists to each of city's various needs such as land use, policy review, risk management, and human resources,
    - not require an employee benefit package,
    - ensure consistent coverage of legal issues,
    - provide their own highly-trained / skilled clerical staff, and
    - enable City staff to readily seek advice from and collaborate with other experienced attorneys at the firm.
4. Employee Turnover  
Create a wage scale, increase staffing levels and provide competitive pay and benefits compared to surrounding cities

**IMPACT / EXPECTED RESULTS** <pending edit>

1. Recruitment Delays  
**Cost: Results:**
2. Disciplinary actions  
**Cost: Results:**
3. Onsite copies of personnel files  
**Cost: Results:**
4. Employee Turnover:  
**Cost: Results:**



**PROCUREMENT / PURCHASING**

| OBSERVED FINDINGS                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | SOLUTIONS RECOMMENDED                                                                           | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                                       |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|
| <ol style="list-style-type: none"> <li>1. <u>Best practices are being implemented.</u></li> <li>2. <u>Purchasing limits.</u><br/>Consultants deem the current purchasing limits as acceptable for a City the size and budget of Syracuse.</li> <li>3. <u>Waste, fraud and abuse.</u> Systems, tools and processes are in place to mitigate waste, fraud and abuse of this system. Interviews with multiple staff were unsuccessful in identifying any problems at the department level.</li> </ol> | <p>Continued adherence to Purchasing policies assures compliance and fiscal responsibility.</p> | <p><b>Cost:</b> &lt;pending edit&gt;<br/> <b>Savings:</b><br/> <b>Benefit:</b><br/> <b>Impact:</b></p> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

Purchasing is overseen by the Budget Officer (Finance Director) and each department has a designated Purchasing Officer who is trained on the City’s purchasing policy, procedures process for securing bids and quotes (requires 3 informal quotes for items under \$5,000), and the submission of purchase orders (over \$10,000 on-recurring item). In previous years, minor issues were identified (staff not getting the appropriate number of quotes, however since 2011, staff appears to follow purchasing processes and procedures effectively and efficiently. While a few employees find that following the purchasing policy is ‘cumbersome’, consultants found that the staff members are following the purchasing policy which continues to minimize the potential for waste, fraud and abuse.

**OBSERVATIONS AND ANALYSIS:**

The City of Syracuse operates its purchasing function much as a small organization with a de-centralized purchasing system. The exception is that the Finance Director serves as the City Purchasing Agent, and essentially is using the employees in other departments as de-facto deputy purchasing agents. He ensures proper training and compliance to laws and procedures. At some point in the future, the City may want to switch to a central purchasing system, however that would require

additional personnel to coordinate purchases, but would potentially save money through discounts for quantity of purchases and timeliness of payments.

City has strong purchasing policies which are strictly followed under the watchful management of the Finance Director.

Currently, the system is working efficiently, and the potential cost savings would be less than the cost of implementing a centralized purchasing system and storehouse. This should be reviewed in the future when growth and level of activity may change the dynamics of the analysis.

Consultants did not observe problems associated with departments making unauthorized purchases or purchases which exceed the policies as they have in other communities. Finance Director doesn't experience need for reconciliation of incorrect POs as process is followed to avoid duplication and mismanagement.

### **FINDINGS**

1. Best practices being implemented. Continued adherence to Purchasing policies assures compliance and fiscal responsibility.
2. Purchasing limits. Consultants deem the current purchasing limits as acceptable for a City the size and budget of Syracuse.
3. Waste, fraud and abuse. Systems, tools and processes are in place to mitigate waste, fraud and abuse of this system. Interviews with multiple staff were unsuccessful in identifying any problems at the department level.

### **RECOMMENDATIONS**

1. Continue to follow purchasing policies and frequent training of Department Heads and staff.

### **IMPACT / EXPECTED RESULTS**

**Cost:** None. **Benefit / Impact:** Continued fiscal effectiveness and efficiency.

**CONTRACT POSTAL UNIT**

| OBSERVED FINDINGS | SOLUTIONS RECOMMENDED | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                             |
|-------------------|-----------------------|-------------------------------------------------------------------------------------|
| <pending edit>    | <pending edit>        | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The closest USPS Office is in Clearfield, UT; therefore, this is a convenience to the residents of Syracuse. Under the contract with the USPS, the City of Syracuse receives 10% of all sales. Staffing is accomplished with two part-time employees who receive no fringe benefits, other than what is required by law (Social Security, Medicare, Unemployment Insurance, and Workers Compensation).

**OBSERVATIONS AND ANALYSIS**

Cost of operations includes labor costs (approximately \$24,000/year). The cost of providing floor space, heating, cooling, lights, custodial services, common area maintenance (parking lot and landscaping) and supervision is not determined.

Annual revenue to the City (15% of gross receipts) is approximately \$42,000/year.

**FINDINGS**

This service appears to be a necessary, cost effective service for the public which does not need tweaking or refinement.

**RECOMMENDATIONS**

1. Determine actual cost for use. Determine true cost of providing area space, maintenance and supervision.

**IMPACT / EXPECTED RESULTS**

Cost for use. **Costs:** **Benefits:** Continued efficiency.



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**UTILITY BILLING**

| OBSERVED FINDINGS                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | SOLUTIONS RECOMMENDED       | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------|--------------------------------------------------------------------------------------------------------|
| <ol style="list-style-type: none"> <li>1. The current ‘manual read’ system is inefficient.</li> <li>2. The City does not have a meter replacement program.</li> <li>3. The City currently has an accelerating rate for water usage.</li> <li>4. The current fee structure for green waste is not conducive to citizens splitting the waste stream</li> <li>5. The City has no true recycling program,</li> <li>6. Phone system is problematic and not customer service friendly</li> </ol> | <p>&lt;pending edit&gt;</p> | <p><b>Cost:</b> &lt;pending edit&gt;<br/> <b>Savings:</b><br/> <b>Benefit:</b><br/> <b>Impact:</b></p> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

**Meter Reading System**

The City’s “touch” meter reading system requires a person to go to each and every residence once a month and touch a hand held computer device to the water meter itself. Data is transferred into the device and then down loaded at the end of the day into the billing computer at City Hall. During six months of the year, no reading takes place because of inclement weather. A seasonal employee is hired to read meters from April to October, and this person is typically new and has not performed this function before. Most Meter Readers do not return for a second season, and many frequently do not complete their first season, making meter reading difficult without retained knowledge of the system. Knowing unique meter locations is crucial to the effective and efficient performance of this function. Under the current part-time / seasonal arrangement, this inefficiency will continue.

**Metering Secondary Water**

Secondary water is currently unmetered and therefore all citizens are forced to pay a fee that in no way relates to their individual usage or their desire or need for the product. We spoke to citizens that were concerned about the waste of what is becoming a more precious resource every day

because there is no incentive to use it properly. It was mentioned several times that to originally create the system, there were several “handshake” agreements with people that originally held water shares (some by fiat) that they would never have to pay to take water they had prior right to.

| Service Level Indicator                   | 2005 | 2010  | 2014.   | 2015<br>Projected |
|-------------------------------------------|------|-------|---------|-------------------|
| # water customers                         | NA   | 6,534 | 7,184   | 7330              |
| # total water meters                      | NA   | 6,534 | 7,184   | 7,330             |
| # water meters replaced                   | NA   | NA    | 100     | 200               |
| # of utility customers delinquent monthly | NA   | NA    | 790     | 718               |
| \$ annual bad debt write-off              | NA   | NA    | \$8,000 | \$9,600           |
| # Solid Waste Customers                   | NA   | NA    | 6,568   | 7,178             |
| # FTEs?                                   |      |       |         |                   |

## **OBSERVATIONS**

### **1. The current ‘manual read’ system is inefficient.**

Lifting the reading glass cover and recording the numbers in a book or typing them into a hand held computer is personnel-intensive and prone to error. What the city is utilizing eliminates much of the error introduced in having to convert a visual siting into usable accurate data, but the much bigger picture issue is that it still requires a warm body to access each and every meter at least once a month (some more often because of re-reads). Knowing how to do so effectively requires an individual familiar with the routes and knowledgeable of all the unique situations (hidden meters, uncontrolled animals, landscaping encroachments, etc.). This may sound trivial to the lay person, but in fact, it is a major and universal issue. Syracuse situation is hampered significantly by the fact that the reader position is seasonal and the employment has historically been non-continuous, both within the season and in subsequent seasons. It creates a problem for the water department staff in that they have to divert themselves from the major and important issues of their daily jobs to fill in the gap. This is a misuse of valuable resources.

### **3. The City does not have a meter replacement program.**

The City could potentially be collecting a significant amount of water revenue if meters were recalibrated and/or replaced in accordance with industry standards. Our team found no evidence that meters were being recalibrated or replaced under a regular schedule or in a timely manner - only if requested by the customer. Staff and the existing utility billing software are unable to examine previous billing years to ‘flag’ customers whose meters may be under-registering. Without maintenance, recalibration, and replacement at the end of the useful life, meters slow and do not appropriately register water use. This condition results in lost revenue. The following table outlines the recommended schedule for replacing (in the case of meters that are smaller than two inches) and recalibrating meters (two inches or larger).

**Table I: Recommended Schedule for Water Meter Maintenance**

| Meter Size          | Frequency Replacement / Recalibration |
|---------------------|---------------------------------------|
| 5/8 inch            | 10 years                              |
| 3/4 inch            | 10 years                              |
| 1 inch              | 10 years                              |
| 1 1/2 inch          | 4 years                               |
| 2 inches            | 4 years                               |
| 3 inches            | 2 years                               |
| 4 inches            | 2 years                               |
| 6 inches and larger | Annually                              |

It should also be noted that many utilities are moving to an even more aggressive maintenance schedule. One utility our team contacted performs maintenance on all of its meters that are 1½ inches and smaller every eight years and annually for all of its larger meters.

Consultants sampled water bills from 25 customers who had their water meters replaced between 2013, 2014 and 2015. Results illustrated that 95% of the meters replaced had been under-registering by an amount between 10 and 20%. While most of the City's 7,400 customers will not exceed 8,000 gallons per month (pay a fixed rate), due to the likelihood of 90% or more meters under-registering, it is difficult to know how many customers are actually consuming more than 8,000 gallons, and impossible to bill at a higher rate. The projected revenue loss per year due to faulty or aging meters can be as high as \$160,000 representing 10 % of the City's total revenue in 2015. This amount does not include additional billing for consumption at the additional rate once a consumer exceeds 8,000 gallons.

3. *The City currently has an accelerating rate for water usage.*

Beyond the normal amount, you pay more per gallon for excessive use, and that unit cost continues to increase as the usage goes up. This is a typical approach and considered by those in the industry to be appropriate and practical. The problem here is that because meters are not read for six months out of the year, if the estimated usage for that time period was under the actual usage (determined on the first read of the meter each spring), the rate at which the overage must be paid could be at a higher rate, though that would not necessarily be correct if that above average usage had been billed out at a portion every month.

4. *The current fee structure for green waste is not conducive to citizens splitting the waste stream* and the City is missing an opportunity to reduce land fill use and potentially break even economically. As it stands, a citizen pays about a dollar more for a full use trash can pick-up than they would for a green waste can.

5. The City has no true recycling program, though one is available through the school system. There seems to be a strong desire by the citizens to at least discuss the issue. This issue might seem to be out of place in Utility Billing, but because they hear from, and are often lectured to by the public on a day long basis, this was a matter of some importance to them. The City has a competitively-bid contract for Solid Waste services through Robinson Waste under a 5-year agreement, \$36,000 per month based on the # of garbage cans. The City also has a green waste disposal program through Robinson Waste.

There are recycling programs that operate in the black, and if done wisely, most could attain this goal. The revenues from recycled materials tend to fluctuate badly and so it is inconsistent, but overall it can do well. As an example, recent market prices for the various recycled products are shown in the table below.

|                      | Aluminum          | Glass           | Bimetal         | #1 PET Plastic  | #2 HDPE Plastic | #3 PVC Plastic | #4 LDPE Plastic | #5 PP Plastic  | #6 PS Plastic  | #7 Other Plastic |
|----------------------|-------------------|-----------------|-----------------|-----------------|-----------------|----------------|-----------------|----------------|----------------|------------------|
| <b>October 2014</b>  | \$1,714.19        | \$2.65          | <b>\$136.45</b> | \$347.41        | \$479.21        | \$0.00         | \$9.99          | \$9.17         | \$6.23         | \$28.02          |
| <b>November 2014</b> | \$1,819.33        | <b>\$0.14</b>   | <b>\$126.90</b> | <b>\$366.67</b> | <b>\$407.62</b> | \$0.00         | \$170.09        | \$20.93        | \$13.52        | \$40.19          |
| <b>December 2014</b> | \$1,771.61        | (\$0.23)        | <b>\$119.11</b> | <b>\$319.53</b> | <b>\$392.21</b> | \$3.64         | \$83.24         | \$18.09        | \$9.54         | \$20.17          |
| <b>January 2015</b>  | \$2,382.85        | <b>(\$1.53)</b> | <b>\$7.44</b>   | <b>\$288.66</b> | <b>\$332.90</b> | \$0.00         | <b>\$48.45</b>  | <b>\$36.96</b> | <b>\$25.62</b> | <b>\$37.85</b>   |
| <b>February 2015</b> | <b>\$2,811.71</b> | <b>(\$1.47)</b> | <b>\$26.75</b>  | <b>\$238.32</b> | <b>\$273.02</b> | <b>\$0.00</b>  | <b>\$45.23</b>  | <b>\$12.47</b> | <b>\$12.25</b> | <b>\$35.07</b>   |

Because there is not an existing curbside program already in place, Syracuse could easily benefit from a low cost, medium volume set up. The reduction in tipping fees (charges for utilizing the landfill) could be significant and that is where recycling programs most often fund their own cost.

6. Phone system is problematic and not customer service friendly. There is concern amongst the staff of several departments that the citizens are not being well served with phone calls being placed to the wrong part of the City. The staff that we observed works very hard to provide great customer service, and having to transfer a caller, or worse yet, answering a transferred call (from someone who is growing impatient and more frustrated by the minute) is counterproductive to the entire operation and damaging to staff morale.

**RECOMMENDATIONS**

1. Replace manual meter reading system with radio read system. <pending edit>
2. Develop and implement a meter replacement program. <pending edit>
3. Evaluate and modify the current rate structure. We recommend that the City seriously look at the rate structure currently utilized on the Green Waste option. Given the small current cost separation, almost all citizens would opt for the second full service can because they can add non-green waste to green waste whereas the citizen paying

almost the same amount with the green can must limit their household waste capacity to one can and further be responsible to separate the two products. The analysis could allow the City a zero sum while providing a positive community service. Austin, Texas has become famous for its “Dillo Dirt”, a mixture of green waste and wastewater treatment bio-solids.

5. *Develop a city-wide waste Recycling Program.*

We recommend that the City consider analyzing a central drop-off recycling center. Having established several that operated in the black, a couple by a fair margin, we would recommend that you start by trying to partner with a large commercial / retail entity or group that is centrally located in the City. Walmart is as an example tend to be very open to a venture such as this. They are performing a civic duty and they attract people to their location. Typically a remote segment of the parking lot is secured being just wide enough for a drive through lane (with a gate at each end) and several roll-off containers on each side of the drive lane (to keep the various types of materials separated). The analysis and research part of this will require staff time (and not a small amount) but the out of pocket cost for this portion should be zero.

6. *Correct problems with the phone system.*

We mentioned this issue to staff, and they immediately looked into the situation. The Director fully understood what was being presented, actually was aware of the possibility and was fairly certain that he had made sure this had been addressed in the software development.

**IMPACT / EXPECTED RESULTS**

<pending edit>



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**PARKS & RECREATION PROGRAMS & FACILITIES**

| OBSERVED FINDINGS                                                                                                                                                                                                                                                   | SOLUTIONS RECOMMENDED                                                                                                                                                                                                                                                                                        | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                                                                                                                                                                                                                         |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>1. Limited field space to accommodate demand.</p> <ul style="list-style-type: none"> <li>- Many parks remain underdeveloped.</li> <li>- Parks maintenance facility is at capacity.</li> <li>- Staffing levels appear to be below the expected levels.</li> </ul> | <p>Complete a Parks Master Plan through a participatory process.</p> <ul style="list-style-type: none"> <li>a. Parks development and funding strategy</li> <li>b. Expand Parks maintenance resources</li> <li>c. Long-term staffing levels / staffing plan</li> </ul>                                        | <p><b>Cost:</b> \$10,000-\$25,000 if facilitated 4-months, \$0 if managed by City Staff.<br/> <b>Benefit:</b> An informed development community, properly staffed and equipped department. <b>Impact:</b> Priorities, funds forecasting, funding mechanisms for expansion and operation will be determined.</p> |
| <p>4. Use fees / fee structure need to be updated.</p>                                                                                                                                                                                                              | <p>Adjust Development Impact Fees in three phases:</p> <ul style="list-style-type: none"> <li>a. Complete Fiscal Impact Analysis recent developments.</li> <li>b. Complete Comparative Analysis of the development impact fees from other cities.</li> <li>c. Update City’s Impact Fee structure.</li> </ul> | <p><b>Cost:</b> <i>Fiscal Analysis:</i> \$2,500<br/> <i>Comparative Analysis:</i> \$4,500<br/> <b>Benefit:</b> Determination of true and accurate costs of development and infrastructure. <b>Impact:</b> &gt;\$1,000,000 in savings over 10 years.</p>                                                         |
| <p>5. Equipment maintenance plan is necessary.</p>                                                                                                                                                                                                                  | <p>Complete related Parks and Recreation portions of a 5-Year Capital Improvements Program.</p>                                                                                                                                                                                                              | <p><b>Cost:</b> \$2,500. <b>Benefit:</b> True and accurate account of actual cost of development in existing and planned infrastructure, as well as what other local governments are charging for development impact fees.<br/> <b>Impact:</b> &gt;\$1,000,000 in savings over 10 years.</p>                    |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

In 2010, the Syracuse Parks & Recreation Department oversaw only recreation, senior and special events. Parks maintenance was performed by Public Works. Five (5) years later, functions have increased and the department now oversees a wide variety of responsibilities including:

- turf maintenance
- youth & adult sports
- senior citizen programs
- special events (*Heritage Days, Pumpkin Walk, Easter Egg Hunt*)
- City Cemetery maintenance, openings and closings (*PWD does records management*),
- Trails system management and maintenance, and

- Community Center management.

The department provides grounds maintenance of all municipal facilities, easements, subdivision entrances and detention basins. With its annual budget of \$1,220,658 (\$956,989 from the General Fund and \$263,669 from a Parks Maintenance fund), the department manages 120 acres of ballfields (turf), nature-park and pond, 6.5 miles of trails. All this is done with 5 FTEs (1 Administrator, 1 Assistant Director / Superintendent, 2 Parks Maintenance Workers, 1 Recreation Coordinator), 10 part-timers and 28 seasonal employees.

The Parks & Recreation staff has indicated a genuine appreciation of and for the Council because their operation has in recent years been shown much more attention and appreciation. In the past few years, the City Council has shown a high-level of interest in taking a unified, organized and long term approach to the development of the City's park system. While the construction of many of the parks is not completed, budget allocations to do so will take funds, and those are not currently allocated.

| Service Level Indicator                                                                                                                                                      | 2005                       | 2010    | 2014      | 2015 Project |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------|---------|-----------|--------------|
| # acres of city-owned parks are currently developed                                                                                                                          | 73.28                      | 92.18   | 92.68     | 92.68        |
| # acres of city-owned parks are planned, or under development                                                                                                                | 89.63                      | 70.73   | 70.23     | 162.91       |
| # recreation programs                                                                                                                                                        | NA                         | 14      | 17        | 18           |
| # of Youth Program participants (Baseball/Softball, Basketball, Football, Soccer, Tumbling, Art classes, Music Classes, Summer Camp, Babysitting Classes, Golf, Karate etc.) | NA                         | 3,571   | 3772      | 3916         |
| #Adult Program Participants (Aerobics, Zumba, Yoga, Basketball, Senior Citizen Activities, Gardening)                                                                        | Didn't have Adult Programs | 570     | 616       | 781          |
| Special Events                                                                                                                                                               | 1                          | 3       | 3         | 3            |
| # rentals of sports facilities to non-residents                                                                                                                              | NA                         | NA      | NA        | NA           |
| \$ yearly operating budget                                                                                                                                                   | 559,219                    | 993,850 | 1,034,276 | 1,189,141    |

### **OBSERVATIONS**

Consultants observed a Department whose staff members function like a team. That observation was supported by comments from other departments on the readiness and willingness for Parks & Recreation staff to assist with special or private community events. Collectively, the Department appears to have a vision for what they want to be, as well as the types of services the community needs. The Department is willing to validate this with a community recreation survey. Individual staff speak well of one another and express satisfaction of the work of others within the department.

Parks and associated recreational activities are one of those nebulous assets with which many communities struggle. Nationally, local parks and recreation find it difficult to create significant returns on financial investments though residents in most towns, cities and counties deem

'recreation services' as the "most livable" quality they value in a community. In most surveys completed by the consultants, park facilities and recreation is voted highest in importance by its citizens. (Safety is generally second) Some believe that no community can flourish without a sufficient amount of open space dedicated to recreation and relaxation.

For some decision-makers, it is easier to get excited about starting a new park than finishing an old one, especially from a financial standpoint. There are times when outside influences make the process more difficult, such as a sudden demand for a certain type of facility or the sudden donation of land with stipulations. (Skate parks have universally been the culprit in recent years.) With currently available information, the costs of completing the existing parks, are estimated to an order of magnitude in the table below.

| PARK NAME          | ITEMS TO BE COMPLETED                                       | ESTIMATED COST |
|--------------------|-------------------------------------------------------------|----------------|
| Freemont Park      | Soccer Complex                                              | \$2,200,000±   |
| Rock Creek Park    | Restroom and Sodded Multi-Use Field w/ Irrigation           | \$290,000± *   |
| Bluff Ridge Park   | Pavilion                                                    | \$40,000±      |
| Legacy Park        | 5.14 Acres Currently Undeveloped                            | Unknown        |
| Founders Park      | Lighting at Skate Park                                      | \$20,000±      |
| Centennial Park    | Pavilion, Restroom, Pump for Splash Pad, and New Splash Pad | \$575,000±     |
| Jensen Nature Park | Camp Ground Area                                            | \$20,000± *    |
| Tuscany Park       | Restroom, Parking Lot, Pavilion, and Trees & Landscaping    | \$265,000±     |
| Equestrian Park    | Restroom, Lights, and Bleachers                             | \$150,000±     |
| Trailhead Park     | Restroom and Landscaping                                    | \$100,000±     |
| Dog Park           | Fencing                                                     | \$10,000± *    |
| All Parks          | Lighting                                                    | \$75,000±      |

\* Accounted for in the 2016 Budget

## **FINDINGS** <pending edit>

### 1. Limited field space to accommodate demand.

Currently, the department has 18 football teams while running a soccer league – with no field to spare. The City recently sold land for a large regional park, leaving parks planners scrambling for long-range planning solutions.

### 2. Many parks remain underdeveloped.

A Parks Master Plan is missing, and very important to the future development of parks facilities. With a Parks Master Plan, the City can appropriately plan for staffing levels and revenue sources to build and maintain the parks system.

### 3. Parks maintenance facility is at capacity.

The cemetery equipment storage and maintenance facility is at capacity and can no longer accommodate the rising demand for more equipment. Maintenance is always a challenge, as it requires staff to move and temporarily relocate.

4. Equipment maintenance plan is necessary.  
Most equipment is old, shared or 'hand-me-down' from the Public Works Department.
5. Staffing levels appear to be below the expected levels.
6. Use fees / fee structure need to be updated.  
This includes impact fees and user fees. Overuse of fields is a continuous problem, with teams coming from larger communities (due to low fees) and some use types (i.e.: La Crosse) is causing higher than expected maintenance issues.

## **RECOMMENDATIONS**

1. Complete a Parks Master Plan through a participatory Parks Planning process.  
A Parks Master Planning process will inquire from the community what it wants to be, and will inform Council what the community wants so they can make informed decisions regarding parks development and resources necessary to accomplish them . The Parks Master Plan will provide critical budget and resource needs to be included in the 5-year Capital Improvements Plan and the annual budget. The Plan should include:
  - a. Parks development and funding strategy.
  - b. Expanded Parks Maintenance resources.
  - c. Long-term staffing levels / staffing plan.

The plan concludes with a forecast of total recreation facilities and staffing levels at buildout, which then allows staff to adjust the development impact fees to fund new parks facilities and HR to prepare for new hires at specified milestones. Regardless of what approach is ultimately chosen, having an actual plan with known costs will allow progress and create realistic expectations on what is going to happen with the City's parks.

2. Adjust Development Impact Fees. This should be completed in three phases
  - a. Complete a Fiscal Impact Analysis of existing or recent developments,
  - b. Complete a Comparative Analysis of the development impact fees from other local governments in Utah, and
  - c. Propose and approve updates to the City of Syracuse's Development Impact Fee structure.

(see Community Development section of this report):

3. Complete related Parks and Recreation portions of a 5-Year Capital Improvements Program.

As indicated throughout this report, the needs for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program (see sample in the Appendix).

## **IMPACT / EXPECTED RESULTS**

1. Parks Master Plan and Planning Process.  
**Cost:** \$10,000 - \$25,000 (facilitated 4-months) or \$0 and time (if facilitated by City Staff).  
**Results:** An excited community, informed development community, properly staffed and equipped department. **Impact:** City Council and staff will be much more effective at determining the priorities and forecasting the necessary funding mechanisms for development, expansion and operation of the future parks system.
  
2. Adjusting Development Fees.
  - a. **Fiscal Impact Analysis: Cost:** \$2,500 consultant assistance + staff time (Fiscal Impact Tool included). **Results:** True and accurate account of actual cost of development in existing and planned infrastructure. **Impact:** >\$1,000,000 in savings over 10 years.
  - b. **Impact Fee Comparative Analysis:** \$4,500 consultant / analyst assistance + staff time. **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** >\$1,000,000 in savings over 10 years.
  
3. 5-Year Capital Improvements Program (Parks and Recreation portion).  
**Cost:** \$2,500 (Parks Department portion). **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** >\$1,000,000 in savings over 10 years.



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**POLICE DEPARTMENT**

**NOTE:** CONSULTANT EMPHASIZES THE NEED TO UNDERSTAND THAT LAW ENFORCEMENT EFFICIENCY IS COMPRISED, IN THE MAJORITY, BY THE RESULT RATHER THAN THE TIME AND COST ANALYSIS. A STANDARD COST - BENEFIT ANALYSIS WOULD BE INCOMPATIBLE FOR EVALUATING POLICE EFFICIENCY AND EFFECTIVENESS. THE EFFECTIVENESS OF LAW ENFORCEMENT MUST BE VIEWED FROM A PERSPECTIVE OF COMMUNITY SAFETY, SECURITY AND CONFIDENCE AND LAW ENFORCEMENT SHOULD NOT ONLY BE EVALUATED BY STATISTICAL DATA ANALYSIS ALONE.

| OBSERVED FINDINGS                                                                                          | SOLUTIONS RECOMMENDED                                                                                                  | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                                                                                                                                                                                                                                                   |
|------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1. Department appears compliant with operational policies. City Attorney reviews all policy updates</b> | Continue review and update to policy manual and legal review. Use Lexipol’s new Policy Manual update service.          | <b>Cost:</b> \$4,900 / year (\$409/month)<br><b>Savings:</b> Potentially significant<br><b>Benefits:</b> <u>Decreased risk &amp; liability of out-of-date policies.</u> Standard policies and procedures support an efficient & effective department, decreases liability, validates professional excellence; Increases public confidence |
| <b>2. Staffing realignment is immediately necessary.</b>                                                   | Reassign Bailiff to Court; Reassign Code Enforcement to Community Development                                          | <b>Cost:</b> \$0 for Code Enforcement. \$ UNK. Bailiff RFP currently open.<br><b>Savings:</b> Reassignment of expense.<br><b>Benefits:</b> Greater accountability and effectiveness.                                                                                                                                                      |
| <b>3. Staffing increases are necessary.</b>                                                                | Hire up to 5 certified officers; Recruit experienced officer through lateral transfer; Increase admin. civilian staff; | <b>Cost:</b> \$150,000 (\$48.7K per officer);<br><b>Savings:</b> Risk & liability. No fiscal savings.<br><b>Benefits:</b> Improves public safety and quality of life for residents.                                                                                                                                                       |
| <b>4. Staffing Growth Plan is necessary.</b>                                                               | Necessary to maintain appropriate levels of staffing & resources to assure adequate public safety and quality of life. | <b>Cost:</b> \$5,000.<br><b>Savings:</b> N/A<br><b>Benefits:</b> Increased employee retention reduces recruitment and onboarding expenses; Reduces academy training costs; and improves public assistance and community affinity;                                                                                                         |
| <b>5. Regional collaboration is supportive and cooperative</b>                                             | Maintain mutual-aid agreements and ongoing coordination / cooperation with other agencies                              | <b>Cost:</b> \$0.00.<br><b>Savings:</b> Potentially significant<br><b>Benefit:</b> Cooperative responses and training; Improved field performance; Improved interoperability; Improved communications                                                                                                                                     |
| <b>6. Law Enforcement activity has increased dramatically.</b>                                             | Develop improved activity tracking and analysis; Increase patrol staff                                                 | <b>Cost:</b> ND.<br><b>Savings:</b> Potentially significant<br><b>Benefits:</b> Up-to-date activity tracking allows timely and effective personnel redeployment to address community crime and concern                                                                                                                                    |
| <b>7. Training and cross training SFDEMS</b>                                                               | Increase training funds; -Cross train SFDEMS                                                                           | <b>Cost:</b> \$10,000 annually<br><b>Savings:</b> Potentially significant<br><b>Benefit:</b> Improves individual and group skills; Improves morale; Strengthens public affinity, and confidence in public safety; Decreases liability.                                                                                                    |
| <b>8. Infrastructure Technology response insufficient</b>                                                  | Improve IT in-house, service response                                                                                  | <b>Cost:</b> \$ (see IT Report)<br><b>Savings:</b> Not Determined<br><b>Benefit:</b> Better accessibility to records, plans,                                                                                                                                                                                                              |

|                                                                |                                                                                       |                                                                                                                                                                                                                                              |
|----------------------------------------------------------------|---------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                |                                                                                       | schedules, reports and other efficiency improvements                                                                                                                                                                                         |
| <b>9. False alarm responses are straining resources;</b>       | Council policy approval and implementation of fees                                    | <b>Cost:</b> \$0.00<br><b>Savings:</b> Potentially significant<br><b>Benefit:</b> Improves alarm provider accountability; Reduces false alarms; Increases officer safety; Improves officer availability for proactive patrol and emergencies |
| <b>10. Misdemeanor Prosecutions in City Court</b>              | Need City attorney with criminal experience as a priority                             | <b>Cost:</b> \$0.00<br><b>Savings:</b> Potentially significant<br><b>Benefit:</b> Competence, consistency and efficiency of prosecution and legal advice                                                                                     |
| <b>11. Capital Improvement Plan needs enhanced development</b> | Develop a Capital Improvement Plan (CIP) including equipment.                         | <b>Cost:</b> \$40,000 annually<br><b>Savings:</b> Not Determined<br><b>Benefit:</b> Mitigates risk to public and future repair or emergency replacement costs,                                                                               |
| <b>12. Labor intensive issues</b>                              | Continually evaluate methods to streamline non-emergency service requirements         | <b>Cost:</b> \$0.00. <b>Savings:</b> Not Determined<br><b>Benefit:</b> Improves officer availability for proactive patrol and emergencies                                                                                                    |
| <b>13. Personnel annual evaluations</b>                        | Adjust evaluations to employment anniversary date, not entire department at one time. | <b>Cost:</b> Staff time. <b>Savings:</b> Not Determined<br><b>Benefit:</b> Allows in-depth evaluation methods throughout the year, rather than forcing all evaluations to be completed at one time, in the largest department                |
| <b>14. Facilities adequate for growth</b>                      | Facility and department growth needs appear to be properly anticipated                | <b>Cost:</b> ND <b>Savings:</b> N/A<br><b>Benefit:</b> Efficient use of public infrastructure and staffing resources                                                                                                                         |
| <b>15. Wage compression</b>                                    | Evaluate the impact of wage compression over time and adjust accordingly              | <b>Cost:</b> ND<br><b>Savings:</b> Not Determined<br><b>Benefit:</b> Recruitment and retention will improve.                                                                                                                                 |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Syracuse Police Department currently consists of 20 certified police staff and 2.5 civilian support staff. The department covers a geographic area of 8.71 square miles and is domiciled in one central station. The volume of responses has dramatically increased in the last four years, while the overall budget has maintained an average 30% of the total budget.

Using a comparison of similar communities (Clinton, Clearfield, Kaysville and Syracuse), the FY 2015 Budgets were compared as follows:

| PD Benchmarking                    | Clinton     | Clearfield  | Kaysville   | Syracuse    |
|------------------------------------|-------------|-------------|-------------|-------------|
| <b>Population (2010)</b>           | 20,426      | 30,112      | 27,300      | 24,331      |
| <b>Department % of City Budget</b> | 20.0%       | 13.8%       | 30.1%       | 34.6%       |
| <b>Budget Per Capita</b>           | \$85.26     | \$147.57    | \$113.50    | \$102.28    |
| <b>Department Budget</b>           | \$1,741,501 | \$4,443,534 | \$3,098,566 | \$2,488,560 |

Notes: Total 4 year average (2012-2014) PD budgets to total budget: 22.1%  
 Syracuse 4 year average (2012-2014) PD budget to total budget: 30%  
 Only Clinton, with a smaller population and budget has a lower Per capita expense.

| Syracuse Police<br>Historical Comparison | 2013   | 2014   | 2015<br>(projected) |
|------------------------------------------|--------|--------|---------------------|
| Total responses                          | 11,273 | 12,079 | 14,688              |
| General patrol activities                | 1,645  | 2,011  | 2,076               |
| Fire/EMS assists                         | 347    | 495    | 297                 |
| LE Agency assists                        | 117    | 157    | 156                 |
| Alarms                                   | 244    | 363    | 363                 |
| Traffic activities                       | 465    | 375    | 459                 |
| Thefts                                   | 179    | 248    | 228                 |
| Juvenile activities                      | 97     | 135    | 162                 |
| Physical Threats                         | 213    | 225    | 171                 |
| Domestic incidents                       | 79     | 85     | 108                 |

Notes: Total responses increased 30.9%

Law Enforcement agency assists increased 35%

Fire/EMS assists increased 43% in 2014, then decreased 40% in 2015

Traffic activities decreased 20% in 2014, then returned to the previous level in 2015

Code: - General patrol activities include suspicious activities, barking dogs, noise, welfare checks, citizen aid, lost-found child, civil, 911 hang-ups, repossessions, and VIN inspections.

- Traffic activities include accidents, abandoned, parking and DUI

- LE Agency Assists include other agency requests

- Fire/EMS assists include any medical, fire, smoke, fireworks and illegal burns

- Alarms include false, residential, commercial, fire, car, school and banks

- Thefts include burglary, robbery, auto, vandalism, shoplifting, and any other form of theft.

- Physical threats include domestic violence, harassment, trespass and suicide

- Juvenile activities include incorrigible, runaway, truant, school related and any other

Note: Staffing levels do not include the Code Enforcement Officer recently reassigned to Community Development.

## **OBSERVATIONS, ANALYSIS, AND FINDINGS**

1. Department appears compliant with general operational policies. City Attorney reviews all policy updates. SPD is compliant with generally accepted operational policies. All policies and procedures have been presented to legal counsel for review and approval before implementation. The Department utilizes a third party policy system known as Lexipol which provides state-specific, public safety policy content and integrated policy training for police departments and employees. This service provides department's nationally with best practices and updates to court rulings and policies which are integrated into local Department policies and training. Syracuse PD's existing Policy Manual is more than 400 pages in total. Considering the current societal expressions of concern with police actions and investigative transparency, the risks and liabilities associated with out of date policies is significant and the policies should be maintained constantly. The exploration of Departmental Accreditation can enhance the professional excellence of the department, reduce liability, and increases public confidence and support. The Police Chief recognizes the value of exploring and pursuing an appropriate level of Departmental Accreditation.

2. Staffing realignment is immediately needed. The civilian administrative staff has remained at two (2) during all the years of growth and increased demands. Currently, SPD command staff routinely monitor and staff the reception and clerical areas because of insufficient administrative staffing. Adding administrative, civilian positions will free certified staff to perform their duties full-time. The Court Bailiff needs to be assigned to the SPD, even though the Court is more appropriate for the position to be assigned. Code Enforcement needs to be assigned to the Community Development department as it is a more appropriate location for assignment.
3. Staffing increases are needed to bring the Department up to expected staffing levels. Syracuse is a fast growing suburb of the Salt Lake metropolitan area with a current population of 28,000 – and an estimated buildout population of 40,000.

*National Standards.* According to national law enforcement personnel distribution statistics, Syracuse is not within the acceptable bounds of 2.5 police officers per 1,000 residents. According to this standard, Syracuse should currently have 70 sworn officers for a population of 28,000 however, it is important to consider that the national standard is an *urban* standard, which doesn't specifically factor in the unique characteristics of a single community. The national statistics DO NOT provide weighted consideration to issues such as resource scarcity, community competition for personnel, marked growth and the issues associated with such growth – and therefore are inadequate for useful comparison in Syracuse.

*Regional Standards.* According to a recent 2013 Crime in Utah Report† a city in Davis County with a population of 28,000 to 30,000 would have 27 sworn officers, and a population of 43,000 would expect to have 36 sworn officers. Because Syracuse does not have, nor is expected to have a high concentration of commercial or industrial development, but the resident population will generate significant vehicular traffic and local commercial development. Staffing levels should be based upon regional standards and local conditions.

Based on the regional standards, current police staffing of 20 sworn officers is currently insufficient and should be as high as 27 for a population of 28,000 to 30,000. A Staffing Growth Plan is necessary to maintain the appropriate level of staffing as the city grows, to assure the staffing resources will not become strained and to assure adequate public safety and resident quality of life.

† 2015, Utah Department of Public Safety – Bureau of Criminal Identification

Proactive crime prevention activities are also impacted by staffing levels. In order to have a positive and proactive reduction of these crimes, community engagement and education is key. In addition to increasing activity tracking and resource management (below), a comprehensive public education and participation program must be established and maintained. "McGruff the Crime Dog" and "Neighborhood Watch" are examples of successful community educational and awareness programs. As the City grows, crime also grows. Events such as monthly crime prevention demonstrations at supermarkets, playgrounds, and civic organizations can be of immense value.

4. Staffing Growth Plan is needed. As mentioned above, a Staffing Growth Plan is necessary to maintain the appropriate level of staffing as the city grows, to assure the staffing resources will not become strained and to assure adequate public safety and resident quality of life. Currently, the most senior patrol officer has less than three years (<3yrs) experience. With such an inexperienced department, the need to retain staff is critical. This concern is not unusual for a small community in close proximity and interaction between Syracuse and larger agencies, the certified staff is regularly exposed to the comparison of salary, equipment, training, and advancement opportunities present in these agencies, which Syracuse does not have. This helps develop a perception that "greener pastures" exist away from Syracuse and leads to short term employment and association.

Some of the current concerns (below) needs to be addressed in the Staffing Growth Plan. Those concerns include:

- *Deployment of more than one officer per shift is problematic due to the low number of officers available.*
- *Patrol officer inexperience is concerning.*
- *The lack of field supervisors or mentors needs to be addressed.*
- *SPD is perceived to be a "training ground", or "stepping stone" for new hires to gain experience and then leave for other areas.*

As the Department follows a Staffing Growth Plan – which includes a retention strategy and policies – police officers gain experience, become more competent, efficient, effective, proactive, less prone to mistakes and decreases liability exposure, and more trusted within the community.

5. Continue regional collaboration, mutual aid and specialty assignments. Regional collaboration and support appears to be above average. Department coordination and participation in various specialty assignments and "Task Forces" provides enhanced support and resource availability to the SPD.
6. Law enforcement activity has increased dramatically. Law enforcement activity has increased dramatically in the last three years while staffing levels have remained relatively unchanged. With increased activity, officers must respond to the increased call volume. Since officers are still responsible for performing administrative functions (*report writing, case preparation, investigations*) and time available for proactive community policing (*serve warrants, deal with traffic issues, DUI enforcement, and neighborhood police patrols*) is reduced. This disparity also causes compression in shift planning, and scheduling of officer leave (training, sick, vacation). These are concerns which affect the safety and effectiveness of the officer, as well as the quality of public safety city-wide.
7. Training /FDEMS cross training. Consultants do not recommend creation of a combined Fire-Police department, but there is a value and benefit for all emergency services to work in unison. Consultants were surprised that more frequent interdepartmental coordination,

planning and training doesn't take place. Cross-training among emergency service providers enables better performance individually and collectively which, in turn, increases public confidence and support. SPD and SFDEMS rarely cross-train. Training funds for police officers need to increase so each officer maintains a high level of skill and is current on legal changes and enforcement techniques. The financial benefits will be apparent over time in areas of personnel costs, on-scene time, transportation time, and improves interdepartmental communication.

8. Infrastructure Technology response insufficient. Infrastructure Technology (IT) lacks timely in-house, service response, although it appears the response to law enforcement needs are addressed more timely than other departments.
9. False alarm responses are straining resources. False alarm response is a serious public safety concern as officers must rapidly respond and this type of activity demands more than a single officer to respond. The frequency of the false alarms significantly impacts the readiness of responding officers, as the more false alarms there are, the more the officers are lulled into a false sense of security. Rather than responding to the alarm with a mindset of officer safety, it is replaced with a mindset of routine nuisance. At some point, the alarm will be activated by an intruder and the officer is placed at higher risk. Studies and experience indicate the vast majority of false alarm calls are the result of operator error, carelessness, monitoring indifference, or faulty equipment which is not replaced. In order to combat these causes, agencies have established false alarm response ordinances which include penalties and fees.
10. Misdemeanor Prosecution. The City Attorney recently resigned and has been serving as interim until replaced. As interim, his availability has been limited. It is reported that the recent City Attorney search has prioritized land use. Criminal experience needs to be a priority, as well as competence and consistent availability for legal advice.
11. Capital Improvement Plan needs enhanced development. The Fleet Management Plan currently consists of replacing half the fleet every four years. Although this may be a simplified budgeting practice, the practical impact is that patrol vehicles are not replaced for eight years. The extensive wear and tear on patrol vehicles creates a hardship, or even a hazard in the final years of service. Technology and personal equipment needs to be identified and prioritized for replacement, upgrade and replacement.
12. Labor intensive issues. There are many enforcement activities that are time consuming, non-emergency, yet mandated. These activities have limited opportunities to be streamlined, but are still evaluated for improvement. Some of these activities are provided for example (as related by Chief Atkin):

**Juveniles.**

The detention of a juvenile can occur for a variety of issues from school related activities to theft, to runaways and incorrigibility. When a detention is required, parents or

guardians must be contacted. It is reported that the officer frequently must wait for parents to respond from their work in the Salt Lake City area. The juvenile cannot be released to anyone other than their guardian, once detained. If parents refuse to respond, or cannot be contacted, the juvenile is transported to one of two facilities, neither of which is within ten miles of Syracuse. This can result in the duty officer being out of the city for the duration of wait time, travel time, and the associated paperwork.

#### **Domestic Violence.**

In most instances of domestic violence multiple people must be interviewed, photographs and evidence documented and typically a physical arrest is made. When an arrest is made, the officer transports the person to the Davis County jail. Time spent on travel, required paperwork, and travel back from the jail can. If the person bails out relatively quickly, the officer must contact the victim to let them know of the release.

#### **Lobby Calls.**

During normal business hours, people come to the police station to speak to an officer. In some instances it is an issue that is readily resolved, such as a vehicle repair order which is usually handled by administrative staff. If more involved, officers are called in from the road to handle the call. The majority of these issues are not criminal, rather they are civil problems, custody issues, identity thefts/fraud that occurred over the Internet or out of state, or to report suspicious circumstances. Even though non-criminal, or we are limited in resolving the issue, reports are requested and much documentation is provided which must be accounted for in a report.

These examples identify the variety of time consuming activities that drain proactive crime prevention patrols and efforts.

13. Personnel evaluations. Currently, the city requires all employees to receive their annual evaluations in January, in anticipation of budget preparation. Although efficient for departments with fewer staff than SPD, it is of concern for SPD efficiency. As SPD has more than 30 staff members – including part-time and seasonal, it is appropriate for the evaluations to be completed in the month of employee annual anniversary. This allows more detailed, forthright, constructive evaluations to be completed. When all evaluations must fit within a single 30 day period, there is insufficient time to effectively use the evaluations for their intended purpose of employee improvement.
14. Facilities adequate for growth. The Police station is adequate for department growth.
15. Wage compression. Salaries and wages between new staff members and experienced veterans need to be reviewed.

### **RECOMMENDATIONS**

1. Department appears compliant with operational policies. City Attorney reviews all policy updates. Continue to review and update written policies and procedures. Continue the

practice of the City legal advisor reviewing all policies created or updated, but consider using the Lexipol Policy Manual Service – which maintains the Police Policy Manual for the City at a cost of \$4,900 / year (\$409/month) to reduce risk and increase staff effectiveness. The City Attorney, Human Resources and Police Chief should maintain constant contact regarding policy updates to mitigate conflict between the City Code, General Policies and Procedures Manual and Police Procedures.

**2. Ancillary responsibilities need to be reassigned.** Recommended realignment:

- *reassign the Bailiff to the Magistrate Court*
- *reassign Code Enforcement to Community Development*

**3. Staffing needs to be increased for effective proactive law enforcement.**

Staffing increases should include:

- *dedicated funding to hire 5 additional certified officers*
- *recruitment of quality experienced officers through lateral transfer*

Proactive crime prevention program must be established and maintained.

**4. A Staffing Growth Plan needs to be developed and followed.** Staffing Growth Plan should identify:

- Roadmap for realignment of organization & reporting structure;
- Milestones for hiring new staff,
- Examination of regional salaries and benefits,
- Adoption of competitive salary adjustments;
- Adoption of comprehensive retention strategy improve recruitment, retention, professional growth and future security of certified staff:
  - o *enhanced opportunities for specialized training;*
  - o *rotating opportunities for special assignments;*
  - o *supervisory opportunities;*
  - o *mentoring opportunities;*
  - o *"cutting edge" equipment and resources;*
  - o *enhanced retirement benefits (attracting experienced officers);*
  - o *enhanced medical insurance or enhanced premium subsidy;*
  - o *utility discounts or subsidies;*
  - o *housing subsidies; or*
  - o *other creative incentives*

**5. Regional collaboration and specialty assignments.** It is recommended that regional cooperation continue. Mutual aid agreements must be maintained and reviewed annually for improved resource, training and response capabilities. Syracuse benefits from access to additional resources and personnel for specific issues and to address specific problems. As this cooperation continues field performance improves, as does agency interoperability and improved communication.

**6. Increased law enforcement activity.** As previously mentioned, staffing constraints need to be planned, forecasted and managed to address the increase in service calls. Staffing and

equipment resources need to be addressed, however up-to-date activity tracking can allow Police Administration the ability to effectively manage personnel and equipment deployment to address community crime and concern, thereby reducing crime and enhancing the quality of life in Syracuse.

Currently, the Department currently relies on the Davis County's use of the Spillman Records Management System (RMS) to provide police statistics for Syracuse. Spillman is an industry standard server-based maintained by Davis County. The City currently pays \$10,000 in annual support for Spillman. This solution allows the Police Chief perform crime analysis and resource management within the Department, however the software program lacks user intuitiveness and query capabilities (useful dashboard). Interestingly, two alternatives can be useful:

- "Sleuth". Law enforcement analytics software which costs an initial \$20,000 with \$3,800 in annual support. This software is reported to lack user intuitiveness and query capabilities.
- Command Central. An online resource for \$230 per month allows the officers to analyze details, crime statistics, geographic (spatial) relationships of crimes, as well as observe trends and plan law enforcement patrols and activities accordingly; and

Up-to-date activity tracking allows timely and effective personnel redeployment to address community crime and concern, thereby reducing crime and enhancing the quality of life in Syracuse.

7. Training /FDEMS cross training. It is recommended that training funds for law enforcement be increased to ensure all officers are trained in the most current techniques, legal updates and community enhancement programs. It is recommended SPD train SFDEMS, at no additional cost, in the following areas:
  - Crime scene preservation
  - Traffic Control
  - Conflict resolution
  - Vehicle, facility, and personal security
8. Infrastructure Technology response insufficient. It is recommended that the IT section improve responsiveness to emergency service needs. Infrastructure Technology (IT) lacks timely in-house, service response, although it appears the response to law enforcement needs are addressed more timely than other departments. If IT responses cannot be improved, then a decentralized IT service should be considered.
9. Adopt a False Alarm policy which includes fees for false alarms. It is recommended that City Council consider and approve a False Alarm Policy including tiered penalties to improve homeowner accountability for false alarms, reduce false alarm calls, increase officer safety, and improve officer availability for other activities and emergencies.
10. Misdemeanor Prosecution. It is recommended the City hire a competent and experienced City Prosecutor who is readily available for legal advice.

11. Capital Improvement Plan needs enhanced development. It is recommended that SPD adopt a Fleet Management & Replacement Plan which allows more frequent replacement of vehicles, than every four years. Conservative estimates project the need to establish a designated vehicle replacement fund of at least \$30,000 annually. It is recommended that SPD adopt an Equipment Capital Improvement Plan to identify equipment and technology retirement and replacement. Conservative estimates project the need to establish a designated equipment ECIP of at least \$10,000 annually.
12. Labor intensive issues. It is recommended the City continue evaluating methods to streamline non-emergency service requirements.
13. Personnel evaluations. It is recommended that the annual employee evaluations be adjusted to the employee anniversary date.
14. Facilities adequate for growth. No recommendations
15. Wage compression. It is recommended that a comprehensive review of the salary and wage scales be conducted and acted upon accordingly.

#### **IMPACT / EXPECTED RESULTS**

1. Department appears compliant with operational policies. City Attorney reviews all policy updates. Standard policies and procedures support an efficient and effective department. Review of policies by the City Attorney reduces liability. The pursuit of departmental accreditation will validate professional excellence, reduce liability, as well as increasing public confidence and support.
2. Ancillary responsibilities need to be reassigned. Effective staffing minimizes risk, insures responsiveness, equipment maintenance and personal skills development. SPD will cease to be perceived as a "training ground", or "stepping stone" for new hires to gain experience and then leave for other areas. Retention of experienced officer reduces mistakes and decreases liability.
3. Staffing needs to be increased. Hire up to 5 certified officers; Recruit experienced officer through lateral transfer; Increase administrative civilian staff; Establish and maintain a proactive crime prevention program.
4. Staffing Growth Plan. <pending edit>
5. Regional collaboration and specialty assignments. Regional collaboration improves resource sharing, responses and training; Improves field performance; Improves agency interoperability, as well as interagency communication.
6. Increased law enforcement activity. <pending edit>

- 7. Training /FDEMS cross training.** Cross-training among emergency service providers enables better performance individually and collectively which, in turn, increases public confidence and support.
- 8. Infrastructure Technology response insufficient.** Better IT response will improve data review and research which, in turn, improves efficiency.
- 9. False alarm responses are straining resources.** Through the implementation of a false alarm accountability policy approval the community risk of multiple emergency responses will decrease. Alarm services will improve. Officer safety and tactical preparation will improve, and officer will be more available for proactive crime prevention and suppression activities.
- 10. Misdemeanor Prosecution.** A City Attorney with prosecution experience will enhance the effectiveness of crime reduction activities.
- 11. Capital Improvement Plan needs enhanced development.** Mitigates future repairs and emergency replacement costs. Mitigates future repairs and emergency replacement costs.
- 12. Labor intensive issues.** The continual evaluation of service requirements will enhance service provision, as well as improve officer availability for proactive patrol and emergencies.
- 13. Personnel evaluations.** Adjusting the personnel evaluations to employment anniversary allows in-depth and appropriate evaluation methods throughout the year, rather than forcing all evaluations to be completed at one time, in the largest department.
- 14. Facilities adequate for growth.** None.
- 15. Wage compression.** The retention of experienced professionals will increase with a review and implementation.



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## FIRE DEPARTMENT

| OBSERVED FINDINGS                                  | SOLUTIONS RECOMMENDED                               | IMPACT / EXPECTED RESULTS<br><i>(min. estimates ND=not determined)</i>                                                                                               |
|----------------------------------------------------|-----------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1. Operational policies are adequate</b>        | Continuing review and update to policy manual       | <b>Cost:</b> \$0.00 <b>Savings:</b> Not Determined<br><b>Benefits:</b> Policies and procedures support an efficient and effective department                         |
| <b>2. City Attorney policy review</b>              | Submit all policy updates for legal review          | <b>Cost:</b> \$0.00 <b>Savings:</b> Not Determined<br><b>Benefit:</b> Ensures organizational continuity for liability protection.                                    |
| <b>3. Staffing and Deployment</b>                  | Review staffing & scheduling methodology            | <b>Cost:</b> \$0.00 <b>Savings:</b> Not Determined<br><b>Benefits:</b> Ensure deployment & staffing methods are effective                                            |
| <b>4. Regional collaboration; Mutual Aid</b>       | Minimize regional competition; Continue mutual aid  | <b>Cost:</b> \$0.00 <b>Savings:</b> Potentially significant.<br><b>Benefit:</b> Cooperative resource allocation, responses and training; Improved field performance. |
| <b>5. Training</b>                                 | Training funding improvement                        | <b>Cost:</b> \$30,000<br><b>Savings:</b> Not Determined <b>Benefit:</b> Liability decreased as skills are improved and techniques are up to date                     |
| <b>6. Review EMS service rates and collections</b> | Maintain profitability; Explore fee reductions      | <b>Cost:</b> \$0.00 <b>Savings:</b> Not Determined<br><b>Benefits:</b> Potential to increase revenues                                                                |
| <b>7. Calls for service</b>                        | Public education proactivity                        | <b>Cost:</b> \$5,000 <b>Savings:</b> Potentially significant <b>Benefit:</b> Proactive prevention will reduce fire service calls                                     |
| <b>8. Development plans</b>                        | Improve review process                              | <b>Cost:</b> \$0.00 <b>Savings:</b> Not Determined<br><b>Benefit:</b> As a result, the review process will be streamlined                                            |
| <b>9. Fire inspections</b>                         | Improve Fire Inspections process                    | <b>Cost:</b> \$0.00<br><b>Savings:</b> Not Determined<br><b>Benefit:</b> As a result, the inspection process will be streamlined                                     |
| <b>9. Wage compression</b>                         | Evaluate wage compression impact                    | <b>Cost:</b> Not determined<br><b>Benefit:</b> Enhances recruitment & retention                                                                                      |
| <b>10. Infrastructure Technology response</b>      | Infrastructure Technology service response improved | <b>Cost:</b> \$0.00 <b>Savings:</b> Not Determined<br><b>Benefit:</b> Better accessibility to records, plans, and other improvements                                 |
| <b>11. Cross-training PD</b>                       | SFDEMS may cross train SPD                          | <b>Cost:</b> \$0.00 <b>Savings:</b> Potentially significant<br><b>Benefit:</b> Improves skills, morale, services and citizen confidence                              |
| <b>12. Apparatus retirement</b>                    | Develop a Fleet Management and Replacement Plan     | <b>Cost:</b> \$40,000 / yr<br><b>Savings:</b> Potentially significant<br><b>Benefit:</b> Mitigates emerg replacement costs                                           |
| <b>13. Equipment retirement</b>                    | Develop a Capital Improvement Plan                  | <b>Cost:</b> \$10,000 annually<br><b>Savings:</b> Potentially significant<br><b>Benefits:</b> Mitigates emergency replacement costs                                  |
| <b>14. EMS Medical Direction</b>                   | Annually review provider's licensure                | <b>Cost:</b> \$0.00<br><b>Savings:</b> Potentially significant<br><b>Benefits:</b> In order to minimize risk and ensure responsiveness to emergencies                |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

In addition to 12 full-time staff there are 18 part-time firefighters and EMS operators. The department covers a geographic area of 8.71 square miles and is domiciled in one central station. The volume of responses has dramatically increased in the last three years, while the overall budget has decreased. Using a comparison of similar communities (Clinton and Kaysville), budgets were compared as follows:

| FD/EMS Benchmarking                   | Clinton     | Kaysville | Syracuse    |
|---------------------------------------|-------------|-----------|-------------|
| Population (2010)                     | 20,426      | 27,300    | 24,331      |
| Department % of 2014-2015 City Budget | 16.0%       | 7.5%      | 22.8%       |
| Department Budget Per Capita          | \$68.22     | \$19.62   | \$67.51     |
| Department Budget                     | \$1,393,512 | \$535,500 | \$1,642,477 |
| Fire/EMS Personnel                    | 29          | unk       | 30          |

Total 3 year average (2012-2014) FD/EMS budget to total budget: 10.35%  
 Syracuse 3 year average (2012-2014) FD/EMS budget to total budget: 20.26%

*Per capita expense is less than Clinton, with a smaller budget and population  
 Note: Clearfield is part of the North Davis Fire District.*

| FD/EMS Financial Benchmark | 2012       | 2013      | 2014      |
|----------------------------|------------|-----------|-----------|
| Department expenses \$     | 1,532,514  | 1,631,358 | 1,467,694 |
| Revenue to expense %       | 38.1       | 43.55     | 50.77     |
| Cost per response \$       | \$1,805.08 | \$883.25  | \$709.72  |
| Cost per Field hour \$     | \$431.31   | \$223.63  | \$121.52  |

Upon review of the SFD/EMS budgets for the same period, the following observations are made:

- The overall budget expenses reduced by 4.23%;
- Revenue to Expense improved by 12%;
- Cost per response decreased by almost \$1,100;
- Field hour costs decreased by almost \$310.

| Syracuse Fire and EMS Historical Comparison | 2012                          | 2013                          | 2014                          |
|---------------------------------------------|-------------------------------|-------------------------------|-------------------------------|
| Total responses                             | 849                           | 1,847                         | 2,068                         |
| Response hours annual                       | 1. EMS<br>2. Fire<br>3. Other | 1. EMS<br>2. Fire<br>3. Other | 1. Fire<br>2. EMS<br>3. Other |
| Fire Ground                                 | 95                            | 642                           | 699                           |
| EMS                                         | 495                           | 846                           | 1017                          |
| Other                                       | 206                           | 270                           | 230                           |
| Cancellations                               | 37                            | 49                            | 54                            |
| Mutual Aid                                  | 47                            | 125                           | 68                            |
| Total Staff Field Hours                     | 3,553.2                       | 7,295.02                      | 12,078.18                     |

- Total responses increased 243.5%
- Fire responses increased 735%
- EMS calls increased 205%
- Staff field hours increased 340%

We offer the following chart of SFDEMS historical performance which illustrates the rapid growth and need for emergency response and service:

| Syracuse Fire and EMS Historical Comparison | 2012                          | 2013                                 | 2014                                 |
|---------------------------------------------|-------------------------------|--------------------------------------|--------------------------------------|
| <b>Department % of all Syracuse budget</b>  | \$1,532,514<br>21.2%<br>NA    | \$1,631,358<br>21.1%<br><b>-0.1%</b> | \$1,467,694<br>18.5%<br><b>-2.6%</b> |
| <b>Total responses</b>                      | 849<br>NA                     | 1847<br>217%                         | 2068<br>11.2%                        |
| <b>Cost per response</b>                    | \$1,805.08<br>NA              | \$883.25<br><b>-51.07%</b>           | \$709.72<br><b>-19.65%</b>           |
| <b>Fire Ground</b>                          | 95<br>NA                      | 642<br>675%                          | 699<br>8.8%                          |
| <b>EMS</b>                                  | 495<br>NA                     | 846<br>71%                           | 1017<br>20.2%                        |
| <b>Other</b>                                | 206<br>NA                     | 270<br>31%                           | 258<br><b>-4%</b>                    |
| <b>Cancellations</b>                        | 37<br>NA                      | 49<br>32%                            | 54<br>10%                            |
| <b>Mutual Aid</b>                           | 47<br>NA                      | 125<br>265%                          | 68<br><b>-45.5%</b>                  |
| <b>Total Staff Field Hours</b>              | 3553.2<br>NA                  | 7295.02<br>205.3%                    | 12,078.18<br>165.57%                 |
| <b>Cost per Staff Field hour</b>            | \$431.31<br>NA                | \$223.63<br><b>-48.15%</b>           | \$121.52<br><b>-45.7%</b>            |
| <b>Staff hours priority</b>                 | 2. EMS<br>3. Fire<br>4. Other | 1. EMS<br>2. Fire<br>3. Other        | 1. Fire<br>2. EMS<br>3. Other        |

NFPA standards prescribe methodologies based on percentiles of achieving certain timeliness measures. For example, NFPA 1221 calls for dispatching to be accomplished within 60 seconds 95% of the time. Meanwhile, NFPA 1710 prescribes a standard of 60-second turnout time for at least 90% of calls. This standard also calls for 4 minutes or less engine travel time to 90% of the incidents; 8 minutes or less for first alarm assignments (deployment) to 90% of incidents; 4 minutes or less to 90% of EMS incidents; and 8 minutes or less for ALS unit travel time to EMS incidents 90% of the time. We find no fault with the methods used by SFDEMS with regard to measuring response performance. Response time within the acceptable standard, since the “clock starts” at the time the call is received by the dispatcher and ends as the first unit arrives on scene.

| <b>Response Time – All incidents</b> | <b>2012</b> | <b>2013</b> | <b>2014</b> |
|--------------------------------------|-------------|-------------|-------------|
|                                      | 5:01        | 5:39        | 5:31        |

### **OBSERVATIONS AND ANALYSIS**

Our team’s observations, interviews with Fire staff, and analysis of performance data reveal a department that is generally well operated and performing well within industry parameters. While the department does not appear to regularly benchmark against National Fire Protection Association standards (NFPA), output measures that are tracked identify a substantial and rapid increase in service need and delivery over a short span of three years. This validates the expectation Municipal Solutions anticipated to find, based upon the recent and anticipated growth of the community.

#### **POLICY DEVELOPMENT**

SFD/EMS appear to be in general compliance with standard operational policies. However, additional policies need to be developed.

#### **FIRE APPARATUS & EQUIPMENT**

Based on the 2014 fire responses of 699, a specific concern for apparatus replacement and staffing consistency is present. It is important to remember that as the age of the fleet increases, the cost of ongoing maintenance increases, as does the risk that any particular piece of apparatus will be unable to function at a critical moment. Cost of repairs, maintenance and replacement on one vehicle alone can easily and quickly exceed \$300,000. Without a formal retirement/rotation plan, the SFD's service delivery could be significantly impacted if one of these units becomes inoperable. Water supplies appear adequate for the city size.

Firefighting equipment is specialized and expensive to purchase and maintain. Based on the spiraling number of responses per year (a 735% increase in the past 3 years), regular inspection and replacement of apparatus and personal protective equipment is imperative.

Based on the 2014 EMS responses of 1017, the concern for ambulance replacement also exists. Cost of repairs, maintenance and replacement on one unit alone can easily and quickly exceed \$200,000. Without a formal retirement/rotation plan, the EMS service delivery could be significantly impacted if one of these units becomes inoperable.

EMS equipment is specialized and expensive to purchase and maintain, as well as having the useful life of much of this equipment reduced due to extensive and nearly continual use based on the spiraling number of responses per year (a 205% increase in the past 3 years). Cost vary, but can be included in an equipment needs analysis to determine priority need.

#### **FIRE and EMS STAFFING**

Staffing levels appear to be adequate for the current needs. SFDEMS utilizes and depends upon the skills and abilities of part-time paid and volunteers, to supplement the full-time staff. This is a great advantage for SFD and is exemplary of residents drawing together and using their

combined strengths in safeguarding the community. Based on the reported number of FD calls for service annually, the scheduling and deployment of staff resources must be continually analyzed to determine the most effective and efficient utilization. Such analysis will adjust staffing and improve scheduling and deployment of resources and volunteers to better supplement full-time staff.

**FIRE/EMS/PD CROSS TRAINING**

Cross-training among emergency service providers enables better performance individually and collectively which, in turn, increases public confidence and support. In a small, but urban related area as Syracuse, it is of tremendous benefit for all emergency services to work in unison. The financial benefit can be measured in overtime, on-scene time, and improved interagency communications.

**FINDINGS**

1. Operational Policies. SFDEMS appear to be in compliance with general operational policies, however some expected policies and procedures are absent and needed.
2. Legal review of policies. Submission of policy creation and updates for legal review, prior to implementation, has not been consistent.
3. Staffing. Staffing levels appear to be adequate for current needs.
4. Regional collaboration; Mutual Aid. Regional competitiveness appears to be of concern.
5. Training. Training funds for emergency operators such as fire and EMS is insufficient for maintaining a high level of lifesaving skills and techniques.
6. Review EMS service rates and collections. EMS services may be under-funded when compared to the actual cost of maintenance and operations.
7. Calls for service. All calls for service have increased dramatically.
8. Development plans. Plan reviews are straining personnel resources. Coordination with other Syracuse planning sections can improve. Developers have received exceptions from standards, in previous years. Development of a standardized, in-house format is deficient.
9. Fire inspections. Fire inspections are time consuming. Additional inspection staff is needed.
10. Wage compression. Salaries and wages between new recruits and experienced veterans is minimal.
11. IT response. Infrastructure Technology (IT) lacks sufficient in-house, service response.

12. Cross training. SFDEMS rarely cross-trains Police Department staff.
13. No formal retirement / replacement plan for FD/EMS units. Older Fire and EMS apparatus need to be rotated out of the fleet.
14. No formal equipment replacement plan for FD/EMS. Older, worn firefighting and EMS equipment need to be replaced.
15. EMS Medical Direction. EMS operates under the authority, direction and overview of a professional physician but does not review the professional standing of that directing physician annually.

## **RECOMMENDATIONS**

### **1. Policy Compliance & Reporting**

It is recommended that SFD/EMS develop written policies and procedures for the following areas:

- Incident debriefing, outside employment, scene security, apparatus security and personal fitness.

### **2. Legal review of policies**

It is recommended that all policies being created or updates be submitted and reviewed by the City legal advisor. Even though most policies have been vetted in one or more professional organizations, conflict with City Code or other regulations/agreements may void their effectiveness.

### **3. Staffing**

It is recommended that SFDEMS examine scheduling and deployment of staff resources to determine the most effective and efficient utilization. At current, the number of full time staff members is adequate for the need, but this will quickly change as the city grows. Community education programs can have a positive impact of staffing, as part-time and volunteer firefighters can conduct these proactive sessions at little expense or manpower reallocation.

Part time EMT turnover needs to be addressed in innovative alternatives, added benefits, or inducements in lieu of salary increases. Similar consideration should be given to the most dedicated part-time firefighters, as well.

### **4. Regional collaboration; Mutual Aid**

It is recommended that regional competitiveness be tempered by a focus on the development of firefighting and EMS skills improvement. Through this focus, efficiency and effectiveness will improve and public confidence and support will increase. Competition can be supportive of improvement, or can be a source of distraction from achieving professional

efficiency and effectiveness. In this instance, it appears that a significant amount of energy is focused on regional competition rather than regional collaboration, particularly with a neighboring community of significantly greater resources. Mutual aid agreements must be maintained and reviewed annually for improved resource, training and response capabilities.

5. *Training*

It is recommended that training funds for emergency operators allot approximately \$1,000 per field staff member. The current training budget is \$19,000 and should be increased to \$30,000 in fiscal 2016-2017, in order to maintaining a high level of lifesaving skills and techniques.

6. *Review EMS service rates and collections*

It is recommended that EMS annually review and request adjustment to user fees to maintain an appropriate operating and maintenance budget each year. Additionally, annual review of billing procedures should be conducted to improve collection rates.

7. *Calls for service*

It is recommended that a comprehensive public education and participation program be established. “Smokey the Bear” is an example of a successful educational program. As the City continues to grow, fire responses will also grow. In order to have a positive reduction of these responses, community engagement and education are key. Events such as monthly fire prevention demonstrations at supermarkets, playgrounds, and civic organizations can initiate a fire wise community character.

8. *Development plans*

It is recommended that coordinating the plan review with a regular timetable for the planning sections will ease the strain of unanticipated requests and demands. Exceptions to developers or development must not be granted. Standardized plan formats will improve the process.

9. *Fire inspections*

It is recommended that additional Inspectors be trained from current staff. Fire Inspections are time and labor consuming. However, they are also critical to proactive fire prevention.

10. *Wage compression*

It is recommended that a comprehensive review of the salary and wage scales be conducted. At current, there is little incentive, or recognition for tenured and experienced staffers since they are paid marginally more than recruits.

11. *IT response*

It is recommended that the IT section improve responsiveness to emergency service needs.

**12. Fire/EMS/PD Cross Training**

It is recommended that SFDEMS train SPD, at no additional cost, in the following areas:

- Apparatus orientation for equipment location, nomenclature and purpose to assist in efficient and effective "knock-down" of a fire.
- Vehicle operation, emergency driving and emergency communications with dispatch can improve life and property preservation in a fire or EMS response.
- First responder on scene safety, such as utility locating and shut-off, evacuation and rescue.
- SCBA (air pack) operation, handling, safety and refilling.
- Hydrant connection training.
- Fire cause recognition (arson investigation).
- Basic fire ground safety.

**13. Fleet set-aside**

It is recommended that SFDEMS adopt a Fleet Management & Replacement Plan for all units to mitigate future repair or emergency replacement costs. Conservative estimates project the need to establish a designated apparatus replacement fund of at least \$40,000 annually.

**14. Equipment set-aside**

It is recommended that SFDEMS adopt a Equipment Capital Improvement Policy to identify and plan for equipment retirement and replacement for all personal protective equipment to mitigate future repair or emergency replacement costs. Conservative estimates project the need to establish a designated equipment CIP of at least \$10,000 annually.

**15. EMS Medical Direction**

It is recommended that EMS annually review the certification and status of the Medical Director under whose authority they operate for complaints & disposition of complaints.

**IMPACT / EXPECTED RESULTS**

**1. Policy Compliance & Reporting**

Standard policies and procedures support an efficient and effective department.

**2. Legal review of policies**

Review of policies by the City legal advisor will minimize liability.

**3. Staffing**

Effective staffing minimizes risk, insures responsiveness, equipment maintenance and personal skills development.

**4. Regional collaboration; Mutual Aid;**

Regional collaboration improves resource sharing, and fire ground effectiveness.

**5. Training**

- As skills and techniques are improved, even as call demand increases, adequate funding for training decreases liability.
6. Review EMS service rates and collections  
As EMS annually reviews and requests adjustment to user fees, in order to maintain an appropriate operating and maintenance budget each year, future budgets can cover the ever increasing costs associated with health care.
  7. Calls for service  
Calls may be reduced through proactive public education, planning, and inspection which reduces costs and improves public safety.
  8. Development plans  
Improved coordination with, and for, planners and developers will reduce strain on resources and support standards.
  9. Fire inspections  
As fire inspections are streamlined, they become more proactive for the prevention of fires, thereby reducing calls for service and improving public safety.
  10. Wage compression  
The retention of experienced professionals will increase with a review and implementation.
  11. IT response  
Better IT response will improve data review and research which, in turn, improves efficiency.
  12. Fire/EMS/PD Cross Training  
Cross-training among emergency service providers enables better performance individually and collectively which increases public confidence and support. The financial benefit can be measured in overtime reductions, on-scene time reduction (staff hours), and improved interagency communications and coordination.
  13. Fleet Set-aside  
Mitigates future repairs and emergency replacement costs.
  14. Equipment Set-aside  
Mitigates future repairs and emergency replacement costs.
  15. EMS Medical Direction  
Reviewing the professional standing of the directing physician for complaints & disposition of complaints will reduce liability.



**JUSTICE COURT**

| OBSERVED FINDINGS                                       | SOLUTIONS RECOMMENDED                                                                                                                                                      | IMPACT / EXPECTED RESULTS<br><i>(min. estimates ND=not determined)</i> |
|---------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|
| 1. Part-time Assistant is needed.                       | 1. Acquire additional personnel resources.<br>a. Hire a part-time Administrative Assistant<br>b. Retain an external law firm<br>c. Create a separate Risk Manager position | Cost: <pending edit><br>Savings:<br>Benefit:<br>Impact:                |
| 2. Paperless conversion needs to be completed.          | <pending edit>                                                                                                                                                             | Cost: <pending edit><br>Savings:<br>Benefit:<br>Impact:                |
| 3. Court Growth Plan is needed.                         | <pending edit>                                                                                                                                                             | Cost: <pending edit><br>Savings:<br>Benefit:<br>Impact:                |
| 4. Negative perceptions may exist but can be mitigated. | <pending edit>                                                                                                                                                             | Cost: <pending edit><br>Savings:<br>Benefit:<br>Impact:                |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

Syracuse City Justice Court handled approximately 207 criminal cases, 23 civil cases, and 1675 traffic and parking violations totaling 1905 cases in 2014. Syracuse enjoys a low crime rate and its Justice Court is in session only one day a week on Wednesdays from 9:00 AM to 11:30 AM. In June, the court was operating with 1.5 Full time employees (FTEs): (1) full time Clerk Supervisor, (2) part-time Court Clerks, (1) part-time Judge and (1) part time Prosecuting Attorney

Service levels and performance indicators are based principally on the number of cases court staff members process within their combined work hours along with the resulting level of public safety the court brings to the community. The court is efficient handling over 1900 cases a year with 3 FTEs and two bailiffs from the Police Department. The budget of \$214,000 for salaries and administrative needs is comparable to other cities of similar size and demographics in Utah.

The Court also has an excellent state performance rate and has a very informative and helpful website and staff.

**OBSERVATIONS AND ANALYSIS**

In 2004, the Utah Judicial Council began implementing a court performance measurement system developed in part by the National Center for State Courts. The performance management system helps courts identify and monitor important performance measures and make improvements to better serve the needs of the public. The measures include:

|                                 |                                                                                          |
|---------------------------------|------------------------------------------------------------------------------------------|
| Access & Fairness in the Courts | Results of surveys of court users in Utah courthouses                                    |
| Effective Use of Jurors         | # of citizens qualified, summonses and jury calls                                        |
| Clearance Rate                  | # of cases being completed or disposed of as a % of court cases being filed              |
| Time to Disposition             | % of cases disposed or resolved within time standards                                    |
| Age of Active Pending Cases     | # of pending court cases and length of time pending                                      |
| Restitution, Fines and Fees     | Amounts of restitution, fines and fees being collected by courts and sent for collection |
| Court Employee Satisfaction     | Summaries of court employee surveys                                                      |

The court was recently going through a significant transition with the Utah court system going paperless, the recent appointment of a new Judge, and the City’s recent hiring of a full-time City Attorney who also serves as prosecutor for the Justice Court.

The City’s one full-time staff Clerk recently returned from a state training where she received detailed training on how to conduct the process of digitizing all of the court records. New part-time Clerk will be instrumental in assisting with the record digitizing process and assisting with Court duties left with the partial departure of Jody Peeters who now providing part-time administrative support to the City Manager and the Mayor.

**FINDINGS**

1. City Attorney needs a part-time Assistant. The City Attorney currently devotes time to the preparation of prosecution cases including assisting the Police Department, as well as performing other duties for the City such as drafting agreements, ordinances, contracts, etc. These multiple support roles could create a distraction from one or more duties and increase risk to the City.

2. Paperless conversion of court documents is necessary. While Court Clerk Supervisor and Court Clerk are very competent, and the nature of the documents requires careful privacy protection, the task of digitizing all of the Syracuse City Justice Court documents into the CORIS system



is huge. The timeline for proof the transfer started in July and it is expected that Justice Courts will have everything transferred by mid-year next year. The recently-hired part-time clerk will help with this process.

3. A substantial Court Growth Plan is needed. Syracuse City is growing and is expected to be a population of 40,000 by 2030. IT is prudent to begin now to create a growth plan for the Court.
4. Negative perceptions exist, but can be mitigated. Anecdotal evidence and comments from staff interviews suggested the possibility of negative public perceptions and that the judge is “rubber stamping” everything the City Prosecutor puts across her path. Supportive statements from leadership and fellow staffers indicated that “the Judge is doing well and has come into her own and ready to work with a new prosecutor when one is hired.” Consultant’s attended a Court session and witnessed a new Judge becoming oriented to the process of the City and her judicial responsibilities through frequent communication with the Prosecuting Attorney – part of a normal orientation process.

## **RECOMMENDATIONS**

1. Acquire additional personnel resources.
  - a. Hire a part -time Administrative Assistant. The Clerk is in need of a part time Clerk to support the Prosecuting Attorney with the preparation of court cases, and the management & complete digitization of court records. The current City Attorney currently performs case management, court prep, and administrative follow-up.
  - d. Retain an external law firm. The many hats the City Attorney is required to wear current role creates a situation where the City Attorney/Prosecutor is spread thin and may miss important details vital to understanding each legal situation. It is impossible for the City Attorney/Prosecutor to have the time or the depth necessary to devote to ALL municipal legal functions effectively. The unexpected and unknown could impact the City’s legal and financial state, and could be incredibly damaging to the City’s public image.

To provide necessary back-up support to the City Attorney and to mitigate possible risks, the City should consider retaining an external law firm to handle specific legal needs such as development agreements, franchises and more specialized legal matters. A law firm would most likely:

- devote specialists to each of city’s various needs such as land use, policy review, risk management, and human resources,
- not require an employee benefit package,

- ensure consistent coverage of legal issues,
  - provide their own highly-trained / skilled clerical staff, and
  - enable City staff to readily seek advice from and collaborate with other experienced attorneys at the firm.
- e. Create a separate Risk Manager position separate from the City Attorney. Currently there is the possibility that risk management issues are shelved for later by the busy city attorney and human resource director. If the city had one employee devoted to risk management trainings, inspections, and updates it would enable the city to be proactive and prepared for risk and catastrophes, and prevent misconduct. This position would also eliminate the role confusion found between various employees on who is responsible for which risk management issues. The risk manager position could possibly start as part-time and be prepared to turn into a full-time position as the city grows.
6. Cross train city employees on the CORIS system. All Court and Police persons involved in the digitization process and access to the system should receive training
7. Growth Plan. A Growth Plan for the Court will allow for the prudent forecasting of staff and other resources. Such a plan should include or address the following:
- a. The role and appropriate placement of the Risk Management function within the City;
  - b. Workflow analysis as it relates to current and future staffing (plan to transition the part-time Clerk into a full-time Clerk as the workload increases);
  - c. The importance and best practices for cross-training another city employee on basic clerk duties and the CORIS system.
  - d. Court operation and session hours.
  - e. Future Court facilities (*separate and secure court chambers will be required as the monthly case load approaches 500*).
8. Develop a stronger public perception of professionalism and competence. Continue advanced preparation of dockets and reviewing case material prior to court. Reduce would increase Judge's familiarization with court procedures and convey a positive public image or competency and fairness.

### **IMPACT / EXPECTED RESULTS**

1. Additional personnel resources.
- b. Part -time Administrative Assistant. **Cost:** \$30,000 / year. **Benefit:** Improved case management and document imaging / archiving. **Impact:** Reduced risk.
  - c. Retain an external law firm. **Cost:** Unknown. **Benefit:** Provides diverse legal resources to provide support to the City Attorney in reviewing development agreements, franchises, and labor issues. **Impact:** Reduced risk.

- d. Carefully examine the current and future assignment of Risk Management functions. **Cost:** Staff time. **Benefit:** Provides careful planning and assured effective performance of Risk Management and Loss Prevention functions. **Impact:** Reduced risk.
  
2. Cross-training employees. **Cost:** Staff time. **Benefit:** Will insure that the department retains well trained employees with intuitional knowledge when loss of staff occurs. It will also ensure that the paperless transfer is done within the timeline expected by the state. **Impact:** Reduced risk, greater efficiency.
  
3. Court Growth Plan. **Cost:** \$10,000 - \$12,000. **Benefit:** Assures 'coverage' of assignments, prepare the department for an increasing # of cases. **Impact:** Syracuse City will be prepared for growth and the retention of institutional knowledge necessary to serve the community efficiently.
  
4. Professionalism & performance. **Cost:** None. **Benefit:** Positive public image. **Impact:** Continuous high ratings with the state performance measures.



**INFORMATION TECHNOLOGY & BUILDING MAINTENANCE**

**FUNCTIONS, STRUCTURE, STAFFING & CUSTOMER SERVICE**

**BACKGROUND AND SERVICE LEVEL INFORMATION**

In 2014-2015, \$169,458 was allocated for use in the Information Technology Internal Service Fund, which accounts for IT services in Syracuse and is approximately 2% of the total General Fund. The department is comprised of one (1) full time employee and one (1) Intern. The department is tasked with providing IT services for the organization at an estimated personnel cost of \$145,283 - 86% of the department’s total operating budget. This budget amount does not include the network communications agreement with Comcast.



| Service Level Indicators                | 2012       | 2013       | 2014       | 2015       |
|-----------------------------------------|------------|------------|------------|------------|
| # Desktop & Laptop Computers            | 103        | 105        | 110        | 122        |
| # Mobile Devices†                       | 63         | 71         | 90         | 108        |
| # Routers and Switches                  | 20         | 20         | 22         | 31         |
| # Cradlepoints (Police & Fire)          | 0          | 0          | 0          | 16         |
| <b>Total devices*</b>                   | <b>186</b> | <b>196</b> | <b>222</b> | <b>377</b> |
| # Operating Systems                     | 2          | 3          | 6          | 8          |
| # Email Accounts / Users                | 105        | 115        | 132        | 152        |
| # Offsite Locations (buildings, towers) | 6          | 6          | 6          | 9          |
| # Work Orders                           | 800        | 850        | 900        | 1000 est.  |
| # Total City FTEs                       | 107        | 108        | 106        | 112        |
| <b># IT FTEs</b>                        | <b>1</b>   | <b>1</b>   | <b>1.5</b> | <b>1.5</b> |

† Mobile devices include I-Pads, Phones and Tablets, Mobile Cameras, Fixed Cameras.

\* Does not include Desktop Printers.

The following pages contain a number of findings and recommendations related to IT services and Building Maintenance. These findings and recommendations create a significant concern regarding how the department as a whole is being managed in the provision of services to the rest of the departments and agencies affected.

**OBSERVATIONS AND ANALYSIS**

There is a concern that IT services are not being performed in a timely manner and that the current systems in place for customer service from the department are not adequate. There is

no clear understanding of the service levels and priorities that should be expected of the IT department within the organization. In addition, with the Building Maintenance function falling under the IT Director it may be causing a lack of focus on the IT issues.

| OBSERVED FINDINGS                                                                            | SOLUTIONS RECOMMENDED                                                                                                                      | IMPACT / EXPECTED RESULTS                                                                                                                                 |
|----------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Work Order / Help Desk System isn't fully utilized, and may be ineffective for staff use. | Purchase an improved Work Order / Help Desk System                                                                                         | <b>Cost:</b> \$0-\$2500. <b>Results:</b> Excellent communication tool which can dramatically improve communication among staff and with IT                |
| 2. Backlog of work orders isn't being reduced.                                               | Hire additional part-time employee or on-call technical support.                                                                           | <b>Cost:</b> \$20,000 - \$30,000 / year. <b>Results:</b> Significant increase in staff productivity →\$50,000 savings in lost time.                       |
| 3. Building Maintenance as part of IT is causing lack of focus on IT issues                  | Move Building Maintenance function to another department.                                                                                  | <b>Cost:</b> \$0. <b>Results:</b> : Improved efficiency for all staff & reduction of lost productivity; increased IT response times.                      |
|                                                                                              | Create a Technical Support Response Plan (TSRP) on how to respond to technical help requests emphasizing communication and prioritization. | <b>Cost:</b> 1-2 days of employee time <b>Results:</b> : Reduction of lost work productivity Transparency, improved communication and problem resolution. |

One of the first items noticed when discussing IT with City staff is the overall dissatisfaction with the service received. Staff members discussed some specific incidents but overall, were just not satisfied with the ability of IT staff to help them with issues in a timely manner. Consultants considered the possibility that service failures issues could be based on perception; however, after reviewing data on IT work order progress, it was clear that IT has been unable to respond to staff's HelpDesk needs in a timely manner.

Improvements to the IT Help Desk – including more transparency and automated reporting could significantly improve customer service and provide staff members a method for tracking their IT issues, while allowing the IT Manager to focus on service tickets without distraction.

*Note: Data involving user issues and problems has improved recently showing that some issues are being resolved, but there appears to be a system-wide failure which needs to be addressed.*

There does not appear to be a clear plan for Information Technology moving forward. Without a clear Information Technology plan, a significant amount of resources will be spent by the department fixing what is broken rather than effectively and efficiently maintaining and replacing aging equipment before it breaks.

**Key observations include:**

| Key indicator                                  | Layton                                               | Clearfield                                            | Kaysville                                                         | Mesquite, NV                                                      | Syracuse                                               |
|------------------------------------------------|------------------------------------------------------|-------------------------------------------------------|-------------------------------------------------------------------|-------------------------------------------------------------------|--------------------------------------------------------|
| Population                                     | 70,250                                               | 30,376                                                | 27,300                                                            | 18,000                                                            | 28,000                                                 |
| Total City FTEs                                | 362                                                  | 207                                                   | 3 FT                                                              | 150                                                               | 115                                                    |
| Total IT FTEs                                  | 7                                                    | 4 - 1FT, 1PT<br>(budgeted),<br>2 Interns              | 3 FT                                                              | 4                                                                 | 1.5                                                    |
| Support Service                                | <i>Full service (GIS, Police/Fire radio unknown)</i> | <i>Full service. (GIS, Police/Fire radio unknown)</i> | <i>Full service. (GIS, Police/Fire radio unknown)</i>             | <i>Full service (includes GIS, Police/Fire radio unknown)</i>     | <i>IT &amp; Telecom (no GIS, Police / Fire Radios)</i> |
| Contract for Services? If yes, which services? | <i>IT Help Desk/Help Desk, fiber</i>                 | <i>Priv. contract w/ high demand; staff vacations</i> | <i>Ongoing contract for a Network Administrator 3-5 hrs /week</i> | <i>No contracts for peak demand. Maintenance agreements only.</i> | <i>No contracts for peak demand</i>                    |

*\*Full service may include the following: Network Management (hardware, software), GIS, Public Safety / Utility Radios, Dispatch and Telecommunications, and Fiber or Wireless Infrastructure.*

**Customer Satisfaction**

IT staff needs to improve customer service by making customers feel that their requests are important and a priority for IT to address. There are many customer issues that don't get resolved quickly. Several reported incidents had been ongoing for many months with no resolution. Customer Service should be of highest priority to IT staff. By resolving user-generated IT issues, not only is it helping the staff but it is also improving the overall IT system. Every IT issue resolved should be tracked and documented. This not only helps to know what is being done but also makes it easier to resolve if the same issue arises again.

**Help Desk**

A Help Desk system was implemented in March of 2008, but it isn't being fully utilized. Many staff members hesitate to use it as it feels to them that issues they enter into the system are not addressed. On the other hand, staff can't complain about their issue not being resolved if they are unwilling to use the system. Not using the Help Desk system to request technical support makes it impossible for the IT Manager to communicate the status of issues. Of primary concern is whether the technical issues are getting resolved.

A secondary concern is whether the current Help Desk software / system is effective or efficient for staff use, and if it should be replaced with something simpler which improves IT - staff communication. Having a Help Desk which uses advanced and commonly available monitoring and evaluation tools helps IT staff to prioritize their time and keep track of issues that can get lost in the daily shuffle. It also helps City staff to monitor the status of their requests to IT.. Without a good system in place and using it efficiently, staff is left to wonder when their issue *might* be resolved.

**Staffing**

This is an area of concern, but one that will require additional monitoring and planning to determine how to proceed. IT services can be provided both in-house and/or outsourced. The issues Syracuse is currently facing could be attributed to more work than the current staff can handle, but it could also be attributed to other factors such as poor prioritization and time management. One thing that is clear is that some form of redundancy is needed. If the current IT staff member is out of town or unavailable, who resolves IT issues? This could be critical in the case of the Emergency Services departments as their issues are usually very time sensitive. Again, this redundancy could be done in-house and/or outsourced.

The decision on how to structure and provide IT services is not a simple solution as multiple factors must come into consideration:

- Service levels – How many calls and what types of calls for service is the department trying to manage?
- Cost - What options are going to be most cost effective?
- Security - How are the organization's technical resources best protected?
- Responsiveness - Who can be most responsive to the organization's needs?
- Expertise - What option provides the best level of expertise for the services provided?
- Future Planning - Who has the best interests of the organization in mind in the planning process?

The decision to provide in-house and/or outsourced IT services should consider all of the factors listed above, and not just one. The decision does not need to be all or nothing either. A hybrid of In-house and outsourced services could be utilized.

Clearly, the current situation is not working so something should be done. The first step would be to work on improving communication, time management, prioritization, and tracking with existing staff. After that has been done and monitored for a time, the issue should be reviewed again to determine if improvements have been made or if changes need to occur. This process could improve service quality and allow for greater responsiveness to overall technology needs.

**FINDINGS**

1. Work Order / Help Desk System isn't fully utilized, and may be ineffective for staff use.
2. Backlog of work orders isn't being reduced. Over the past 6 months, open (unresolved) tickets averaged 50 per week, new tickets averaged 20 per week, and the department was able to close an average of 4 tickets per day (20 per week). Although the weekly average of new tickets equals the average of weekly closed tickets, surges of technical problems are rendering the department unable to reduce the tremendous amount of

open tickets. (By comparison, the IT Department in Mesquite, NV manages similar workflows: 100 new tickets per month - 25 per week - and is able to clear 5 tickets per day – with 3 full-time staff, compared to Syracuse at 1.5).

3. Reorganization and redistribution of Building Maintenance functions is needed. The combination of Building Maintenance and IT functions themselves aren't problematic, however as IT work orders increase with new staffing and an increased number of devices needing servicing, Building Maintenance functions under the IT Director will become distracting and cause Help Desk delays along with decreased employee productivity and employee morale

### **RECOMMENDATIONS**

1. Purchase an improved Work Order / Help Desk System which includes a live web-based Help Desk with a dashboard which allows staff to monitor work orders. Greater transparency will address timeliness concerns and educate City staff as to the (a) level of service and (b) response time to be expected. Employees need to become more familiar with the work order system
2. Hire an additional part-time employee or on-call technical support. The need for additional technical support in IT is clear., whether it be a part-time employee or an on-call IT professional during peak times. Include IT in the recommended City-wide Staffing Growth Plan. Establish parameters to monitor IT Services to determine future staffing needs.
3. Move Building Maintenance function to another department. Focus IT staff on IT services to eliminate distractions.
4. Create a Technical Support Response Plan - Guide IT staff in key areas of communication and prioritization. Review existing Help Desk functionality. Make sure the Help Desk software supports the Technical Support Response Plan

### **IMPACTS / EXPECTED RESULTS**

1. Work Order / Help Desk System. **Cost:** \$0-\$2500. **Results:** This software is a tool for IT, City Management and City staff to communicate regarding IT service requests and should provide insight into how IT services are functioning. **Impact:** Used correctly, Help Desk software can dramatically improve communication with staff as well as provide great insight into the IT workload.
2. Hire a part time or on-call IT support to reduce backlog and peak times. **Cost:** \$20,000 - \$30,000 / year. **Results:** Significant increase in staff productivity –as much as \$50,000 in lost time or more. The City might also consider making the existing part time IT position full time for the short term to provide immediate assistance in improving IT responsiveness until guidelines and expectations can be established to further

determine staffing needs. Parameters can be established using the Technical Support Response Plan to monitor current staffing workload and responsiveness. Impact: Increased employee productivity and morale.

3. Reorganization and redistribution of Building Maintenance functions. **Cost:** \$0. **Results:** This will allow the IT Director to focus more on providing IT support services instead of splitting his time. **Impact:** Many departments are asking for improved response time from IT but the time available to respond to those needs is significantly reduced by having to respond to building maintenance needs. This move should improve IT Help Desk response time.
  
4. Create a Technical Response Plan & Priorities. **Cost:** Time. **Results:** This plan will allow Management to set service level expectations for IT staff and guide them in how they are expected to prioritize tasks and communicate with staff. **Impact:** Improved time management, prioritization, better understanding of the skills needed to provide the IT services for the City, better transparency into the IT department and overall improvement in City staff efficiency.

**MAINTENANCE & ORGANIZATION**

| OBSERVED FINDINGS                                                                                          | SOLUTIONS RECOMMENDED                                                                                                                                                                                                                                           | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                                                                                                                            |
|------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.Inventory control / asset inventory is critically needed                                                 | Establish an Asset Inventory of all IT equipment                                                                                                                                                                                                                | <b>Cost:</b> Time. <b>Impact:</b> \$ Thousands in cost savings due to prioritized maintenance and expenses                                                                                                         |
| 2.Priorities not clearly defined                                                                           | Establish guidelines that will be utilized to determine priorities.                                                                                                                                                                                             | <b>Cost:</b> NA <b>Benefit:</b> Clearly established department priorities; <b>Impact:</b> Improved organization and time management.                                                                               |
| 3.Printer consolidation & organization needed                                                              | Document placement of all printers & copiers and determine where printers and copiers can be consolidated                                                                                                                                                       | <b>Cost:</b> Staff time. <b>Impact:</b> Reduced # of printers, improved quality of remaining; efficient use with limited printer placement.                                                                        |
| 4.Server virtualization should be more utilized                                                            | Determine what is needed for the City to virtualize some of the server environment to improve overall organizational efficiency.                                                                                                                                | <b>Cost:</b> \$10,000 to \$50,000. <b>Benefit / Impact:</b> Improved performance; reduced new purchase and maintenance costs.                                                                                      |
| 5.Storage spread out and unreliable                                                                        | Improve storage reliability                                                                                                                                                                                                                                     | <b>Cost:</b> \$10,000 - \$50,000. <b>Benefit:</b> Centralized, redundant storage system. <b>Impact:</b> Files & information are more protected and easier to manage.                                               |
| 6.Efficiency can be realized by improved organization structure, standardizing and documenting procedures. | Define key processes and services IT performs throughout the City and document them<br><br>Get more organized through <ul style="list-style-type: none"> <li>● standardization</li> <li>● documentation</li> <li>● elimination of unneeded equipment</li> </ul> | <b>Cost:</b> Staff time. <b>Benefit:</b> Streamlined operations. <b>Impact:</b> Makes troubleshooting easier; allows staff to solve some issues themselves; eliminating unneeded equipment means less to maintain. |

**OBSERVATIONS AND ANALYSIS**

**Inventory Control & Management**

It is difficult to maintain something when you don't know you have it. Creating a well-documented inventory of Information Technology hardware and software is a critical component of a well-organized and efficient IT department.

Consultants observed that while PCs are on a specific replacement schedule, other hardware does not appear to be, and neither is software. All hardware and software should be inventoried and included in a replacement process. IT can improve its ability to provide services by eliminating unnecessary systems. When newer or better ways to do things are implemented, old systems are replaced but sometimes the old system is left in place. This can be a drain on resources and staff time so these old systems should be eliminated wherever possible. It is also important to standardize hardware and software whenever possible. This will help eliminate the number and types of systems that need to be maintained, which will improve IT's ability to provide services efficiently.

Improving the documentation of what the City owns, where it is located, its type, date of purchase, and estimated replacement cost / date - whether hardware or software - will assist staff to plan for maintenance and eventually replacement. Simply put, knowing what you have, where it is, why you have it, and when it will be replaced, will enable proper planning and resource allocation for equipment and save the city money. The lack of an accurate inventory also leaves the City open to potential fraud and misuse of the City property. The City has a specific process for disposal of equipment that is no longer needed. An inventory helps the City feel more confident that the equipment is being used for IT's intended purpose.

### **Printers**

The City allows each department to purchase their own desktop printers. There were many desktop printers found throughout the City. Desktop printers are not cost effective options for printing. Some of the larger copiers that are more cost effective for printing are found in rooms that appear to be central to the facility, which is good. They are closer to as many users as possible, though this does cause an issue with front counter staff. It is difficult to leave a customer at the counter in order to go to a room down the hall to make a copy or to pick up a print job. This can be easily resolved by reviewing the placement of copiers and printers in the organization. By using this method the organization can find locations where small scale workgroup copiers can be placed to offset the larger copiers, thus reducing the need for desktop printers. This type of printer/copier is more efficient than a desktop printer and is also easier to share between staff.



### **Prioritization**

IT has a challenge in determining which department's priority will be their priority each day. That can be tough when you consider that to each department their priority is

highest to them and should be addressed first. IT staff has to determine guidelines they will use to determine priorities so the decision can be consistent and fair to each department. Without specific guidelines in place, IT will have a tendency to first serve departments or staff that they may personally like better. One way to establish these guidelines is to base them on how many staff or citizens the issue is impacting. Understand that establishing guidelines should become the default standard but there will always be exceptions, such as direction from the City Manager.

### **Server Virtualization**

The City should consider consolidating servers using virtualization to maximize the value of the server hardware. Consolidation can result in significant cost savings in hardware and ease maintenance, as more devices will be located in fewer locations. The use of virtualization will also improve the ability to create a new server. Through this process, the task can be completed in minutes instead of days freeing staff time for other tasks. A virtualized server can also be moved from one physical server to another, thus reducing “down time” making the organization more efficient.

### **Storage**

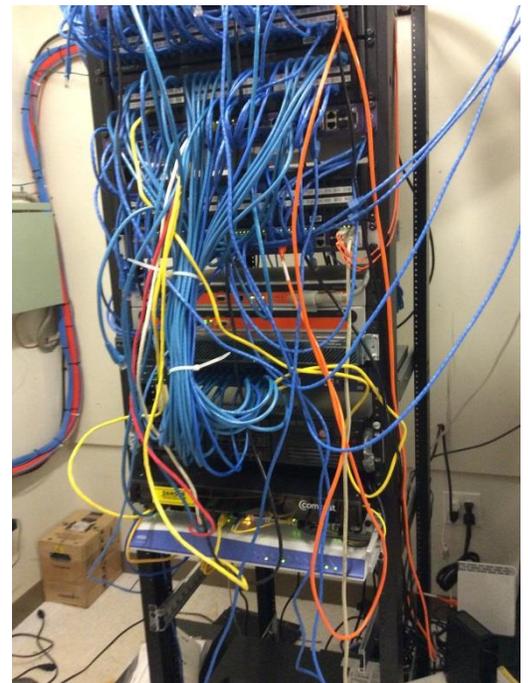
File storage is currently maintained on network-attached storage devices at multiple sites. This is a very inexpensive option for storage but may not be the most efficient or stable way to protect the City information. Staff made comments about how files and folders are there one day and not the next and then some come back but others are just gone. Additionally, this method will not be effective if the City moves to server virtualization.

### **Procedures & Documentation**

There does not appear to be much in the way of standard procedures or any form of documentation either within the IT department or provided by the IT department to other staff. Documentation is important. If the process is not well documented, staff will continue to have the same issues over and over again, which is very inefficient. Simple step by step documents outlining processes can allow staff to resolve their own issue or never have the issue in the first place. This creates efficiency for City staff as well as IT staff.

### **Organization**

Organization is key to improving efficiency in any department. Organizing network equipment, improving time management and creating better documentation are examples of how IT can improve organization. Getting organized also makes it easier to find tools and systems when maintenance is needed.



IT has the important responsibility of providing *responsive* hardware and software support, but also needs to act *proactively* and find and resolve issues before they become problems. Good organization is what makes proactive planning possible even with a small IT staff.

## **FINDINGS**

1. Inventory control critically needed.
2. Priorities not clearly defined.
3. Printer consolidation & organization needed.
4. Server virtualization should be more utilized.
5. Storage spread out and unreliable.
6. Standard procedures not documented.
7. More efficiency can be realized by improved organization.

## **RECOMMENDATIONS**

1. **IT Inventory** - Improve the inventory documentation process to assist staff in planning for maintenance and eventual replacement of inventory. Follow the recommendations below to improve and simplify IT Department operations:

### **Inventory**

- a. Establish an Inventory (database) of IT equipment, hardware, software, tools, cables, connectors, etc. Supplies such as cables, connectors, etc. should just have a certain quantity on hand.
  - b. Label hardware within a standard inventory methodology.
  - c. Create a Use & Replacement Policy and Replacement Schedule for all hardware, software and equipment in the inventory.
2. **Define priorities** - Establish guidelines that will be utilized to determine workflow priorities.
  3. **Document placement of all printers & copiers** and determine where printers and copiers can be consolidated to reduce costs and improve efficiency.
  4. **Server Virtualization**. Determine what is needed for the City to virtualize some of the server environment to improve overall organizational efficiency.
  5. **Improve storage reliability and establish a backup schedule** and review this in conjunction with server virtualization as they will need to be tied together for optimal usability.
  6. **Simplify department operations** to reduce the number of items maintained by IT and allow department staff to be more efficient. This will free up time to help City staff maintain a high level of efficiency with their use of technology. Implement the following recommendations to improve and simplify IT Department Operations:

### **Standardization**

- a. Memorialize software and hardware planning and investment.
- b. Standardize hardware and software versions wherever possible.
- c. Eliminate surplus (unused) IT hardware if it's no longer valuable as a spare.

**Organization**

- a. Organize network racks
- b. Remove any unused equipment
- c. Organize network cabling
  - i. Better utilize color coding for specific purposes
  - ii. Make better use of Velcro and cable managers
  - iii. Eliminate temporary cables – Temporary cables have a way of becoming permanent – run them as if they were permanent.
- d. Maintain documentation and software tools as to be immediately available to IT staff from all City facilities for easy troubleshooting.
- e. Utilize Help Desk to organize time spent on service calls more efficiently.
- f. Schedule, coordinate and complete multiple service needs at each site to minimize travel between sites.
- g. Organize maintenance agreements.
- h. Define key processes and services IT performs throughout the City and reduce these into written process maps and standardize operating procedures.
- i. Create a 5 year plan or Enterprise Resource Plan. The Department needs to create a 5 year plan that is updated annually. It is too difficult to project IT hardware and software needs exceeding 5 years with rapidly changing technology. The 5-year / or Enterprise Resource Plan needs to adapt and change annually.

**Purchasing**

- a. Eliminate practice of individual department purchases of hardware & software.
- b. Establish a centralized planning & purchasing process for IT-related expenditures.
- c. Consolidate purchasing and secure volume discounts.

**IMPACTS / EXPECTED RESULTS**

1. IT Inventory & Database. **Cost:** Time. **Results:** Creation of an asset inventory. **Impact:** Cost savings, prioritized maintenance and planned expenses.
2. Define priorities. **Cost:** NA. **Results:** Clearly established department priorities. **Impact:** Establishing priorities helps improve organization and time management.
3. Document placement of all printers & copiers. **Cost:** Staff time. **Results:** Printer and Copier location inventory created. **Impact:** Establishing priorities helps improve cost control over printer costs, reduction of per print cost through better printer/copier placement and efficiency.
4. Server virtualization. **Cost:** \$10,000-\$50,000. **Results:** Servers are easier and quicker to build and maintain as well as less expensive to add new servers later. **Impact:** Improved server performance, ease maintenance and reduced costs.
5. Improved storage reliability and back-up schedule. **Cost:** \$10,000-\$50,000. **Results:** Implement centralized and redundant storage system. **Impact:** File protection and ease of use.

6. Simplify department operations. **Cost:** \$0. **Results:** More streamlined department.  
**Impact:** Department can resolve issues more quickly and find cost savings through changing processes and eliminating older equipment.

**SOFTWARE**

| <b>OBSERVED FINDINGS</b>                                       | <b>SOLUTIONS RECOMMENDED</b>                                                                               | <b>IMPACT / EXPECTED RESULTS</b><br><i>(ND=not determined)</i>                                                                                                                |
|----------------------------------------------------------------|------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. More efficient email options available                      | Explore Cloud email solutions to determine if this would be a good option for the organization.            | <b>Cost:</b> \$100-\$200 /user /year.<br><b>Benefit / Impact:</b> Better email system performance, less IT maintenance                                                        |
| 2. Document management software has been an issue for 4 years  | Complete implementation of purchased document management system.                                           | <b>Cost:</b> NA. <b>Benefit / Impact:</b> Centralized repository for City documents makes it more efficient for staff to locate documents                                     |
| 3. Software licensing not documented.                          | Create software licensing documentation.                                                                   | <b>Cost:</b> NA. <b>Benefit / Impact:</b> Knowing what is currently owned makes it easy to update / purchase later; has the potential to save money on unnecessary purchases. |
| 4. Concerns about investing in software maintenance agreements | Consider purchasing maintenance agreements with major software purchases, or consider Cloud-based options. | <b>Cost:</b> NA. <b>Benefit / Impact:</b> Maintenance agreements and Cloud options keep the organization’s software up to date making the organization more efficient         |

**OBSERVATIONS AND ANALYSIS**

**Purchasing and Licensing**

Some software is purchased through a state contract, which is a good thing. It has many benefits, including the ability to upgrade software easily, often at a reduced cost. In recent years, subscription options have also become available allowing the City to pay a fee each year for the number of users using the software. This option can maximize the use and costs associated with the software and reduce the costs 10-15% or more.

Software licensing is not clearly documented to know whether the City has purchased the appropriate number of licenses for applications such as Microsoft Office. This needs to be cleaned-up and clearly managed. Consultants have observed local government’s clients overpaying more than \$100,000 per year in unnecessary licensing fees due to poor management. Additionally, inefficiency in the purchasing process and software compatibility issues can negatively impacts department operations by as much as 20%. A staff inefficiency of 5%, for example, could cost the City of Syracuse as much as \$150,000 or more in labor costs to hire 2new employees to assist in addressing problems caused by inefficiency.

**Email**

Improving the functionality of the email system by moving to a Cloud-based system will address a number of service issues and provide much enhanced services compared to the existing system. There are several Cloud-based email systems from Google and

Microsoft now that are not only viable solutions, but they are significantly less expensive than onsite server based email systems. Moving to one of these options will improve the email system stability and provide enhanced functionality and accessibility to every employee. These cloud options would not only provide the needed functionality and security but also would reduce cost and provide additional features, such as single sign-on, file collaboration and storage, citywide calendars, quick custom websites –both internal and external. Some organizations are using Google Sites to host their main website at no additional cost, saving \$5,000 to \$20,000 in content management software. Google even offers a form of video conferencing through their offering.

### **Document Management**

Document Management is an area of concern for the organization. For the last four years, the organization has basically been without a system to store important records. Four years ago, the City went through an RFP process, selected a firm, and was unable to reach an agreement on contract terms. This required the City to go back through the RFP process.

A maintenance agreement was not purchased with the older system so it was not upgradeable. The City has chosen and purchased a new solution, but it has yet to be implemented. For months now, the Recorder’s Office has been waiting for this new system to be operational. It is unclear, but it appears the vendor is waiting on a server to be completed by City IT staff. Vendors should not have to wait months for a server to be setup. This will be touched on in another section regarding servers, but with the proper systems in place a server should only take minutes to hours to setup. Estimated installation completion of server installation is end of September.

### **Maintenance Agreements**

In the past, some departments resisted paying for software maintenance agreements as they believed this would add additional recurring cost to their department budgets. The IT Director is doing a good job educating departments of the value of maintenance agreements and the benefit to the organization. The benefits of maintenance agreements include:

- protecting the investment by providing expertise specific to that software to help staff to keep it running efficiently,
- keeping the software updated so that it doesn’t become obsolete, allowing the organization to be more current and efficient in the services it provides,
- spreading the cost over multiple years.

### **Cloud Services**

As maintenance agreements have been a concern in the past, cloud based software provides new alternatives in cost savings and long-term contracts, depending on the product. Software-as-a-service (SAAS) allows organizations to pay a monthly or annual fee to access the software, rather than requiring the city host the software on servers. This alternative reduces the capital investment costs up front and it eliminates the need

for an onsite server and all of the maintenance that goes with it. Cloud options often have additional benefits, such as being accessible from anywhere, including mobile devices, at no additional cost. The email option mentioned previously is an example of this in action.

### **FINDINGS:**

1. More efficient email options available. These options provide more functionality with less maintenance required.
2. Document Management software has been an issue for about four years.
3. Software licensing not documented.
4. Concerns over investing in maintenance agreements.

### **RECOMMENDATIONS:**

1. More efficient e-mail: Explore Cloud email solutions to determine if this would be a good option for the organization. Consultants recommend initial consideration of the two main Cloud email solutions of Google or Microsoft to determine if this would be a good option for the organization.
2. Complete implementation of purchased document management system.
3. Create software licensing documentation / inventory. There should be an inventory showing what software is installed on each system in the City. This inventory should also show how many licenses of each software version are in use compared to the number that the City owns.
4. Consider purchasing maintenance agreements with major software purchases or consider cloud based options.

### **IMPACTS / EXPECTED RESULTS:**

1. More efficient, Cloud-based e-mail. **Cost:** \$100-\$200 per user per year. **Results:** More standardized email and calendaring system with access to more collaboration tools, better mail filtering ability and easier to maintain. **Impact:** Staff can be more efficient by dealing with less junk mail, easier calendaring tools for scheduling as well as tools to improve organization. IT staff can also spend less time dealing with mail servers or email issues.
2. Complete implementation of purchased document management system. **Cost:** NA. **Results:** Existing project completed. **Impact:** Having an implemented document management system will better protect City documents as well as providing organization and easier search ability for staff.
3. Software Inventory. **Cost:** NA. **Results:** Know what software the City has purchased **Impact:** By tracking what software is already owned it can help reduce the cost of additional software licenses and improve future planning efforts.
4. Purchase Maintenance Agreements or convert to Cloud-based systems. **Cost:** Determined on a vendor by vendor basis. **Results:** Keeps software up to date and provides vendor specific technical support. **Impact:** Keeping software up to date and maintaining vendor specific support can help to resolve issues much more quickly and reduce major upgrade costs.



## NETWORK & COMMUNICATIONS

| OBSERVED FINDINGS                                                                | SOLUTIONS RECOMMENDED                                                                          | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                                                                                 |
|----------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. High cost network and internet contract for very low bandwidth                | Find ways to reduce the cost of the purchased network links while improving speed.             | <b>Cost:</b> 40 hours staff time. <b>Benefit / Impact:</b> Improved network speeds can reduce cost for servers and storage and also improve employee efficiency.        |
| 2. Network wiring is disorganized & unlabeled                                    | Remove all old network equipment while organizing and labeling existing cabling.               | <b>Cost:</b> 40 hours staff time. <b>Benefit / Impact:</b> Organized network cabling makes troubleshooting connection issues much quicker and easier.                   |
| 3. Using unreliable phone hotspots for police in vehicle connectivity            | Replace phone hotspots for Police vehicle connectivity with more efficient and secure options. | <b>Cost:</b> Already planned. <b>Benefit / Impact:</b> Improved connectivity, security and productivity.                                                                |
| 4. Phone system reliable & cost effective but basic user documentation is needed | Provide users with training or documentation on basic phone user configurations.               | <b>Cost:</b> NA. <b>Benefit / Impact:</b> Existing phone system functionality can be more fully utilized. Training and documentation allows staff to be more effective. |
| 5. Efficient Wi-Fi network for staff use                                         | Maintain and enhance this service level.                                                       | <b>Cost:</b> Ongoing. <b>Benefit / Impact:</b> Continued staff productivity and efficiency.                                                                             |

### OBSERVATIONS & ANALYSIS

#### **Network**

The Syracuse network is utilizing some fiber as well as purchased circuits to connect all of its facilities. These links operate at different speeds and performance levels. For the purposes of this report Wide Area Network (WAN) refers to Internet connectivity and Local Area Network (LAN) refers to the local City network between facilities. The purchased circuits are a concern here. The City is in the second year of a 5-year contract with a cost of just over \$200,000 for seven network connections. Many of those connections are at a very low speed. This low speed not only makes the staff inefficient, but also impacts the decisions moving forward in how to improve server and storage location, performance, and network and cloud-based services.

Since the City owns significant public rights-of-way throughout the city, there should be consideration given to running fiber between all facilities. This can be done by:

- (a) adopting new street design and engineering standards and requiring developers to put in conduit as part of their development-related infrastructure, and
- (b) adding fiber conduit anytime there is work done within the streets or rights-of-way, such as replacing water lines, sewer lines or at any other time.

Fiber connectivity to all City facilities is a good long-term investment because as speeds improve in the future, the same fiber can be utilized to gain greater capacity. Placing conduit in the street would come with a significant up front expense to the City but the benefits would be:

- a much more stable network,
- reduced ongoing annual cost by reducing the number of purchased links with commercial telecom providers,
- private access to this conduit by franchise owners and commercial enterprises to improve local broadband capacity, commerce, and economic development.



The organization might also be able to partner with the local telephone or cable service providers to build the infrastructure. Another interim alternative might be to negotiate with the current vendor to determine if there is an option to lease dark fiber from them rather than the links currently in use. Improving the LAN links between facilities will allow for improved staff efficiency and performance.

### **Network Simplification**

In order to maintain a well- functioning network, it needs to be simplified whenever possible. The City is working towards simplicity by standardizing all of the network equipment. By standardizing hardware to one brand and only a few different models based on the size of the location, the City is able to reduce the costs of maintaining the network while also improving the performance and providing a more efficient experience for City staff and the constituents.

It was noticed throughout the facilities that cabling is not organized or labeled and old equipment that has already been replaced is still in place. This practice can be very inefficient and make troubleshooting difficult and confusing.

### **Wi-Fi**

Syracuse has wireless available at all of its facilities for staff use. As well, there is an isolated wireless network for the public to use at several facilities. This is an efficient setup to allow staff to be mobile as well as securing the public away from the City network.

### **Phones**

The City is making an effort to consolidate phone lines into a PRI trunk, which is an efficient way to deploy phone lines. The phone system in use is an efficient and cost effective solution, though it was noted in discussion with staff that they are unfamiliar with some basic configuration options that they can configure. They are currently asking IT to change settings that are basic user configuration options. Some basic documentation could resolve this issue.

### **Mobility**

The Police vehicles are currently using hotspots from mobile phones as a solution for connectivity in their vehicles. This can be very problematic for efficiency and security. It is known that IT plans to replace this setup in the next budget year, which is good, but this should be implemented as soon as possible.

## **FINDINGS**

1. High cost network and internet contract for very low bandwidth.
2. Network wiring is disorganized & unlabeled.
3. Using unreliable phone hotspots for Police in vehicle connectivity.
4. Phone system reliable & cost effective, but basic user documentation is needed.
5. Efficient Wi-Fi network for staff use.

## **RECOMMENDATIONS**

1. Increase network speed; performance. Find ways to reduce the cost of the purchased network links while improving speed.
  - a. Negotiate with current vendor on the existing contract to discover if they can provide dark fiber connections with similar or lower costs.
  - b. Determine if the City building fiber links between buildings is an option; specifically consider this for Public Works and Fire.
  - c. Find out if there are other vendors who could provide dark fiber in those areas and what the cost would be.
2. Remove all old network equipment while organizing and labeling existing cabling. Consider using different colors of cables for different functions as well.
3. Replace phone hotspots for Police vehicle connectivity with more efficient and secure options.
4. Provide users with training or documentation on basic phone user configurations, such as call handling.
5. Wi-Fi system. Continue this system as it yields successful results for employees.

## **IMPACTS / EXPECTED RESULTS**

1. Increase network speed; performance. **Cost:** 40 hours of staff time. **Results:** Improved network performance **Impact:** Staff would be able to access servers and internet services more quickly.
2. Remove all old network equipment while organizing and labeling existing cabling. **Cost:** 40 hours of staff time. **Results:** Organized network infrastructure. **Impact:** IT staff can troubleshoot or make network changes more quickly.
3. Replace phone hotspots. **Cost:** Already planned. **Results:** Better connectivity and security. **Impact:** Officers can be more efficient and frees up phones for other uses.
4. Provide users with training or documentation on basic phone use. **Cost:** NA. **Results:** Better trained staff and equipment would be more fully utilized. **Impact:** Staff would know how to use more of the functionality available in the existing phone system.
5. Continue use and maintenance of Wi-Fi system. **Cost:** Ongoing. **Results / Impact:** Employee work flow efficiency.

**SECURITY**

| OBSERVED FINDINGS                                           | SOLUTIONS RECOMMENDED                                                           | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                                                  |
|-------------------------------------------------------------|---------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Systems do not meet CJIS security requirements           | Determine requirements and make sure they are met to secure valuable resources. | <b>Cost:</b> Staff time. <b>Benefit / Impact:</b> Improved security for protected criminal information                                   |
| 2. Existing network firewall is older and vulnerable        | Replace aging firewall with new next generation firewall.                       | <b>Cost:</b> \$5,000 to \$20,000. <b>Benefit / Impact:</b> Better network security and ease of configuration                             |
| 3. No information security or data retention policies found | Develop an Information Security Policy and a Data Retention Policy.             | <b>Cost:</b> \$0 to \$20,000. <b>Benefit / Impact:</b> Establishes guidelines and defines what the City is doing to protect information. |

**OBSERVATIONS & ANALYSIS:**

**Firewalls**

The existing network firewall appears to be older and should be replaced with a newer more secure device. Many security threats today did not exist even a year ago so being proactive with security is very important.

**PCI compliance**

Payment Card Industry (PCI) compliance for the security of personal credit card information is of concern. PCI provides standard processes and security measures for vendors processing credit cards to help not only protect the card holder’s personal information, but also to protect vendors in case of a security breach. In case of a security breach, vendors who are PCI compliant are better protected from lawsuits and other potential issues regarding personal information. It is a “best practice” for anyone processing credit cards to do an annual PCI audit on themselves, either through their own staff or by hiring a PCI compliance audit agency.

**Information Security**

Information Security and Data Retention policies do not appear to be present. The information the City maintains is a valuable resource and should be protected from forces internal and external. A policy should be established to clearly identify information security processes and data retention policies. This policy should determine what data has value and needs to be protected and what measures should be implemented to protect the data. State and federal guidelines on how long certain types of information should be maintained and followed.

**CJIS Security Policy**

The Criminal Justice Information Systems (CJIS) security policy is established by the Federal government in order to protect the criminal information from unauthorized

access. This policy is monitored by the each state and each agency that accesses CJIS data is required to meet the technical security requirements in order to gain access. Further investigation is needed on how this is handled in the State of Utah but there is typically an audit that specifically reviews technical security to make sure the requirements are met. During the onsite visits, the consultant noted areas that clearly did not meet this security policy and others that might need some review.

## **FINDINGS**

1. Information Security and Data Retention Policies are needed. It is difficult to protect the organization's information if the staff doesn't know what has value and needs to be protected.
2. Firewall should be replaced.
3. PCI Compliance Audit may be needed to assure personal credit card information is secured. Maintaining security is achieved by conducting a PCI audit. PCI Audits are standard in protecting credit card holders' personal information.

## **RECOMMENDATIONS**

1. Information Security & Data Retention Policies. An Information Security Policy and Data Retention Policy should be established to provide guidelines on what information the City maintains and how it should be protected, both physically and electronically. IT Staff and department management need to develop and establish strong Information Security Policies to protect Syracuse electronic information and equipment. As the Recorder is well-versed with data retention policies, and as digital imaging is considered a priority in that department, the IT Department needs to work with the Recorder's Office in the creation of the Data Retention Policy, implementation, and staff training. To simplify the process, policies such as these can be adapted from other organizations, or samples can be obtained from organizations such as Norex, Gartner, etc.
2. Replace aging firewall with new next generation firewall. These newer systems provide more security for the present and also allow for better protection from unknown future threats. Updating the firewall will provide significant increase in security for Syracuse data and mitigate risks that currently exist. It will also make changes to the system more efficient.
3. Perform a PCI Compliance Audit. PCI Compliance Audit may be needed to assure secure personal credit card information.

## **IMPACT / EXPECTED RESULT**

1. Information Security & Data Retention Policies. **Cost:** Staff time. **Results:** Establishes guidelines for how the City will protect digital information and gives staff a reference for how they are supposed to handle this information. **Impact:** The process of implementing these types of policies will help the City to know what information it has, where it is, and how it is protected. Information backup and disaster recovery would also be covered by these policies.

- 2. Replace aging firewall with new next generation firewall. Cost: \$5,000-\$20,000. Results:** Improved information security and protection for City network infrastructure. **Impact:** Older firewalls do not provide much protection from newer security threats. A newer firewall will provide better protection and be easier to maintain.
  
- 3. Perform a PCI Compliance Audit. Cost: \$0-25,000. Results:** More secure credit card holder information. **Impact:** PCI compliance is mostly an honor system for smaller organizations. It is not required, but if the City is not compliant there is a greater liability risk related to credit card security breaches.



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**BUILDING MAINTENANCE**

| <b>OBSERVED FINDINGS</b>                                                                     | <b>SOLUTIONS RECOMMENDED</b>                                                                                                                                         | <b>IMPACT / EXPECTED RESULTS</b><br><i>(ND=not determined)</i>                                                                                                                                                                                                                                                                                         |
|----------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. A comparative Benchmarking Analysis of Syracuse compared to neighboring cities is needed. | 1. Perform a custodial services benchmark assessment.                                                                                                                | <b>Cost:</b> \$2000 consultant / analyst time and expense. <b>Results:</b> Comparable report would present new options for staffing (insourcing) and privatization (outsourcing). <b>Impact:</b> +\$50,000 in annual efficiencies.                                                                                                                     |
| 2. The existing work order system is ineffective and time consuming.                         | 2. Replace/upgrade the currently utilized work order system to allow direct input by the various customers (City staff).; Reassign and relocate Building Maintenance | <b>Cost:</b> \$2,000 - \$4,000 1-time fee + \$500 / month. <b>Results:</b> Greater transparency & accountability. <b>Impact:</b> Increased effectiveness and improved staff morale.<br><br><b>Cost:</b> NA <b>Results / Impact:</b> Positive and noticeable impact on department operations, improved communication & increased employee productivity. |
| 3. Building Maintenance has outgrown its co-location in IT Department.                       | 3. Reassign Building Maintenance functions to Public Works.                                                                                                          | <b>Cost:</b> NA <b>Results / Impact:</b> Positive and noticeable impact on department operations, improved communication & increased employee productivity.                                                                                                                                                                                            |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The City Building Maintenance Division is currently responsible for more than 150,000 square feet of municipal space, including City Hall and other public buildings. All of this is maintained with a crew of 1 full time superintendent and 1 part time Facilities Maintenance Technician who reports to the Director of Information Technology. The Facilities Maintenance Technician utilizes the hybrid work order system to organize and distribute tasks on a daily basis. The Division is only responsible for the *interior* and *exterior* of buildings (excluding the landscaping and parking lots).

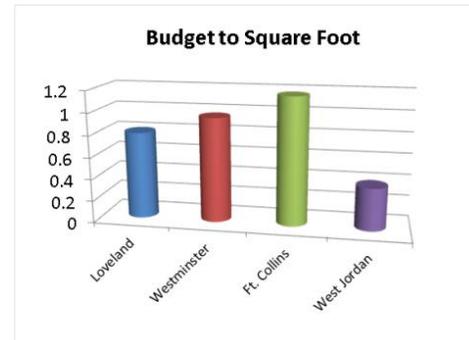
Most municipal building are new, or constructed within the past eight years. As a result, internal and external maintenance is minimal, but costs will increase as the facilities age.

**OBSERVATIONS AND ANALYSIS**

The responsibility for building & facilities maintenance have moved from department to department over the past several years. Anecdotal evidence suggests the current location under the Information Technology Department creates an unproductive and inefficient setup when it comes to service levels. Some comparative information is provided below.

## **FINDINGS**

1. A comparative Benchmarking Analysis of Syracuse compared to neighboring cities is needed. Staff is currently unaware of the effectiveness or efficiency associated with the current custodial and building maintenance functions as compared to other neighboring municipalities. Without comparable information, staff is unable to determine the most effective and efficient ways to deliver these services, the potential benefits of options such as privatization, the comparative expenses neighboring cities are paying, and the most appropriate alternatives for Syracuse. This comparison of comparable cities is highly recommended.
2. The existing work order system is ineffective and time consuming. The currently utilized hybrid work order system requires the impacted staff to write an e-mail to the system, which generates an electronic auto response (receipt) sent back to the sender. This initial email turns into a *type* of work order for the Superintendent; however Municipal Solutions® consultants found no structured prioritization methodology associated with repairs and departmental requests, and no transparency for staff to track progress of problem resolution causing a high level of frustration among staff. Employees are unable to receive timely updates on their maintenance request or track the work orders. Additionally, Department staff members often perform work which is not entered into the work order system, causing an accuracy problem in reporting actual work levels and demands on resources. As a result, the City Manager cannot easily monitor productivity, and the Department cannot effectively report on the status of work orders.
3. Building Maintenance has outgrown its co-location in IT Department. Building Maintenance functions, responsibilities and placement within the city's organizational structure is confusing, inefficient, wasteful, and ineffective.



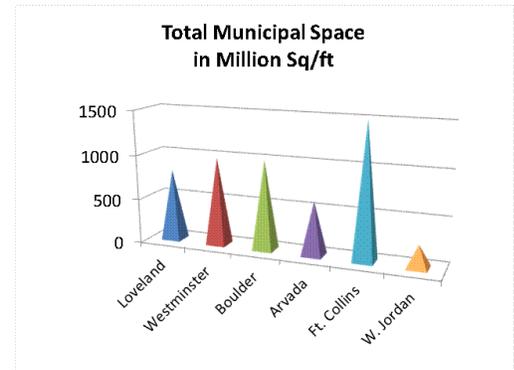
The Building Maintenance functions are generally performed within a city's Public Works Department; however, in Syracuse these functions are performed within IT. The reporting structure of the Building Maintenance Technician is seen by most of the Department Heads as confusing, although there is good reason for these functions to have been placed under IT. Most of the new building designs and construction were closely monitored by the IT Manager as many of the systems (lighting, HVAC, electrical) run parallel to or are very similar to the systems needed to maintain servers and computer systems throughout the many buildings. Because the current IT Manager maintains the highest level of institutional knowledge of the building interior systems (eight years of experience with the City), it makes good sense to continue the (interior) building maintenance functions under IT. External building maintenance is performed by the Parks and Public Works Departments.

Unfortunately, with increased staffing levels, employee turnover, and increased numbers of devices the IT Department must support, consultants believe that service calls for technology support and building maintenance have increased beyond the department's ability to manage in an efficient and timely manner. This increased demand is not a reflection on the building maintenance capabilities of the IT Manager, but rather the reality that organizational change is necessary to maintain efficient delivery of IT Help Desk and technology services.

## **RECOMMENDATIONS**

1. Perform a custodial services benchmark assessment. A simple comparative analysis can be completed in 3-5 business days depending on the results of questions presented to the local government counterparts. A Custodial and Building Maintenance Benchmarking Analysis will allow Syracuse to compare itself to other neighboring communities in several important areas:

- Total municipal space (in square feet),
- Insourced or outsourced
  - Name of company & services provided
- Annual custodial services budget
- Annual cost per 1,000 square feet
- Total Full-time employee Equivalents (FTEs)
- Staffing & \$ or square foot



1. Replace/upgrade the currently utilized work order system to allow direct input by the various customers (City staff). Standard brand-named systems include: *GroupLink*, *SolarWorks* and *FreshDesk*. This new system / software can be very basic and inexpensive – cloud-based or server-based – and cost \$2,000, one-time fee and \$500 per month for up to 4 administrators. Regardless of the solution desired, the software should be able to indicate the status and priority of every request, and also to ensure that the information is available to all users.
2. Reassign Building Maintenance functions and staff to the Public Works Department. Transition Building Maintenance functions to the Public Works Department to create greater efficiency within the IT, Parks, and Public Works Departments.

## **IMPACT / EXPECTED RESULT**

1. Perform a custodial services benchmark assessment. Results would demonstrate how effective and efficient Syracuse is in the management of its buildings and facilities, and present new options for staffing (insourcing) and privatization (outsourcing). **Cost:**

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\$2000 consultant / analyst time and expense. **Results:** Comparable report with alternatives. **Impact:** Potentially \$50,000 or more in annual efficiencies.

2. Replace/upgrade the currently utilized work order system to allow direct input by the various customers (City staff). **Cost:** \$2,000 - \$4,000 1-time fee + \$500 / month. **Results:** Greater transparency and accountability. **Impact:** This small investment should pay significant dividends in increased operational effectiveness and notably increase staff morale.
3. Reassign and relocate Building Maintenance. **Cost:** none. **Results:** Moving this Division to a department significantly more in line with its function will certainly guarantee increased productivity. **Impact:** This should have a very positive and noticeable impact on the City's daily operations, and should also markedly improve communication and the "teamwork" aspect while improving IT responses to more responsive.

**PUBLIC WORKS**

The Public Works Department is staffed by 16.5 full time equivalent employees, and has a 2015 total operating budget of \$8,525,101 combined in 4 divisions: *Streets, Water, Environmental (Wastewater, Land Drain, Stormwater) with an Engineering* supporting all Public Works department functions in Public Works and planning functions.

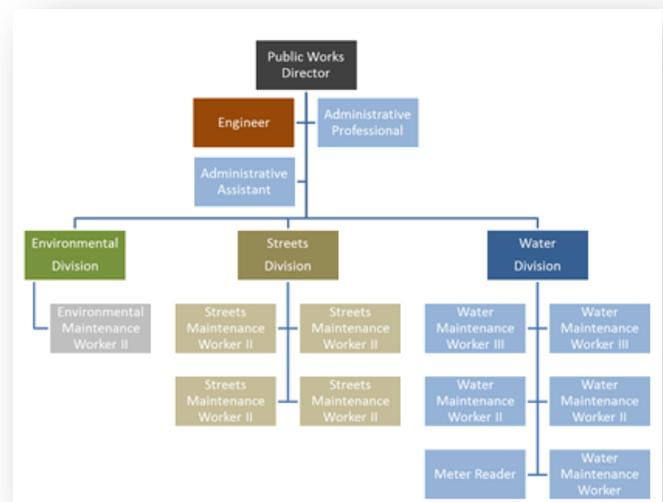
| Service Level Indicator | 2005 | 2010 | 2014 | 2015 Projected |
|-------------------------|------|------|------|----------------|
| # FTEs                  | 10   | 13†  | 16.5 | 16.5           |

†Note: PW staff included parks and building maintenance staff until 2011.

FTE = Full Time Equivalent

The City maintains more than 500 miles of water and wastewater systems, and nearly 100 miles of streets to serve nearly 7,500 local homes and businesses. These systems are described briefly below:

- Culinary Water – a system of 123 miles of pipes used to transport treated water to 7,500 homes and businesses for drinking, cooking and bathing;
- Secondary Water – a system of 120 miles of pipes used to transport non-treated water to more than 7,400 homes and businesses for irrigation, landscaping, gardening, pets and livestock;
- Stormwater – a series of drainage culverts and pipes (generally along curbs and gutters) engineered and constructed to move stormwater away from populated areas;
- Land Drain – a system of more than 100 miles pipes used to drain water away from basements and home foundations;
- Wastewater – also known as sewers, includes manholes and 81 miles of underground pipes used to move personal waste to the sewer treatment plant;
- Streets – a system of more than 97 miles of paved surfaces (includes curbs and gutters) throughout the community used by vehicles and machinery and sidewalks used by pedestrians;



The Department also provides additional services including: *Cemetery records maintenance, utility and building inspections, excavation permits, engineering, management of capital projects construction snow-plowing, and subdivision development reviews. Minor vehicle maintenance is performed by the department staff, but major vehicle maintenance is outsourced.*

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The Public Works Department is managed by a Director who is a licensed Principal Engineer (PE) and a former engineering consultant to multiple cities. This unique experience allows the Director to be intimately familiar with the needs and functions of all divisions.

**ENGINEERING**

| OBSERVED FINDINGS                                                  | SOLUTIONS RECOMMENDED                              | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                                                           |
|--------------------------------------------------------------------|----------------------------------------------------|-------------------------------------------------------------------------------------------------------------------|
| Department is doing an excellent job with limited staff resources. | Continue to support this Department and its staff. | <b>Cost:</b> None. <b>Results / Impact:</b> Continued high productivity and superior capital products management. |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Engineering Department provides an extremely wide variety of services to the other City Departments as well as the residents and businesses of Syracuse. They (he) design, monitor, and support all aspects of the City’s infrastructure including approximately 100 miles of roadways, 80 miles of sanitary sewer lines, and over 250 miles of combined potable (culinary) and secondary water, town water, and storm water lines. Just of a few of the many aspects it impacts include the following:

- Construction Inspection
- Parks and Recreation
- Engineering
- Residential Roads
- Water services, and
- Wastewater services
- Maintenance of PWD Grounds
- Development Plan Reviews

Calling this operation a Division is a bit of a misnomer considering it is essentially a one person operation. The City is extremely fortunate in that this person is very energetic and has the wide variety of skills necessary to take a design project from inception to sealed drawings, all in-house. This valuable background also allows this person to review others work as submitted, and monitor the various phases of construction. It is without question the City is very fortunate to have such a dedicated staff, and compliments go to the Public Works Director for allowing this person to excel

**Table #1: Comparison of Planners per Subdivision Review**

| City             | No. of Planners | Residential Subdivisions | Commercial Subdivisions | Avg. Plans per Planner | Master Plans |
|------------------|-----------------|--------------------------|-------------------------|------------------------|--------------|
| N. Ogden         | 1.50            | 10.00                    | 1.00                    | 7.30                   | 1.00         |
| *Layton          | 4.00            | 11.00                    | 2.00                    | 3.25                   | 2.00         |
| Centerville      | 2.00            | 6.00                     | 2.00                    | 4.00                   | 2.00         |
| Herriman         | 2.50            | 5.00                     | 3.00                    | 3.20                   | 2.00         |
| Springville      | 2.00            | 1.00                     | 5.00                    | 3.00                   | 1.00         |
| Am. Fork         | 2.00            | 8.00                     | 2.00                    | 5.00                   | 1.00         |
| Eagle Mtn.       | 2.50            | 8.00                     | 1.00                    | 3.60                   | 1.00         |
| <b>AVERAGES</b>  | <b>2.36</b>     | <b>7.00</b>              | <b>2.30</b>             | <b>4.20</b>            | <b>1.33</b>  |
| *AVE. w/o Layton | 2.10            | 6.33                     | 2.33                    | 4.35                   | 1.25         |
| <b>Syracuse</b>  | <b>1.50</b>     | <b>18.00</b>             | <b>2.00</b>             | <b>13.33</b>           | <b>2.00</b>  |

*Note: With the exception of Layton and Springville, other cities did not have a Community Development Department that included planning functions, economic development functions, building inspection and billing functions combined. They were straight Planning Departments. Therefore, in order to evaluate just planning functions I had to deduct time spent from Syracuse for other duties not relating to planning. For the Syracuse job function evaluation for Noah's position, see Chart #2. The chart did not include long-range planning functions and some other functions as they are pretty standard with all cities, although there is sometimes a goodly amount of time consumed by long-range planning.*

## **FINDINGS**

### **1. Engineering and Plan Review takes a significant amount of time for the City's single Engineer.**

According to the Planning and Economic Development Department, the City reviewed and processed 536 plan sets, building designs and development plans along with 106 requests for variances in 2014. The Department projects a 40% increase in plan and building review to 736 and a 25% increase in variance requests in 2015. As indicated in the Community Development section of this report, staffing is at its limit with one Building Inspector, one Building Official.

| <b>Service Level Indicator</b>                                       | <b>2005</b> | <b>2010</b> | <b>2014</b> | <b>2015<br/>Projected</b> |
|----------------------------------------------------------------------|-------------|-------------|-------------|---------------------------|
| # variance / conditional use permits were requested & issued/denied? | <b>42</b>   | <b>31</b>   | <b>106</b>  | <b>130</b>                |
| # plan sets, building design or development plans reviewed?          | <b>610</b>  | <b>383</b>  | <b>536</b>  | <b>736</b>                |
| # building permits were issued?                                      | <b>548</b>  | <b>347</b>  | <b>414</b>  | <b>580</b>                |

Most of these requests require the technical review by the City Engineer. This work must be completed in the midst of other engineering design and construction projects.

## **RECOMMENDATIONS**

### **1. Contract out Engineering Plan Review.**

Privatize this function by hiring a contract plan review firm to provide this service and pass the expense along to the developers. A second option would include hiring an additional Junior Engineer to perform these functions internally and also passing along the costs of these services to the developers. New development should pay its own way and should not be a burden on existing services and resources.

### **2. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule**

Every department needs to be part of developing for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program.

**IMPACT / EXPECTED RESULTS**

**1. Contract out Engineering Plan Review**

**Cost:** ND. **Results / Impact:** Continued high productivity and superior capital products management. Expense is a passed through.

**2. 5-Year Capital Improvements Program (department portion).**

**Cost:** \$4,000. **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** up to \$5,000,000 in savings over 10 years.



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**STREETS**

| OBSERVED FINDINGS                                                                                                                                                                           | SOLUTIONS RECOMMENDED                                                                                                                                                                                          | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                    |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1.City does not have an adequate street replacement fund<br>2.A comprehensive 5-year capital improvements program is missing<br>3. The City lacks a comprehensive fleet maintenance program | 1.Develop a funding strategy for long-term street maintenance<br>2. Develop a city-wide 5-year capital improvements program/asset replacement schedule<br>3. Develop a comprehensive fleet maintenance program | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Streets Division is responsible for the upkeep and maintenance of the city’s streets, including, new street construction, maintenance of existing streets, curbs and gutters, sidewalks, streetlights and street signs. The Streets Division is a maintenance department. New street construction is generally completed by developers or private contractors, large street maintenance projects are completed by contractors, and minor street maintenance is completed internally by Division staff – mostly crack sealing and snow plowing.

The department maintains design and engineering standards for all street construction, which includes requirements for pavement width and depth of base materials. These standards are reviewed every two years, and are strictly enforced with all new development construction to assure the City’s streets meet engineering standards and expected life.

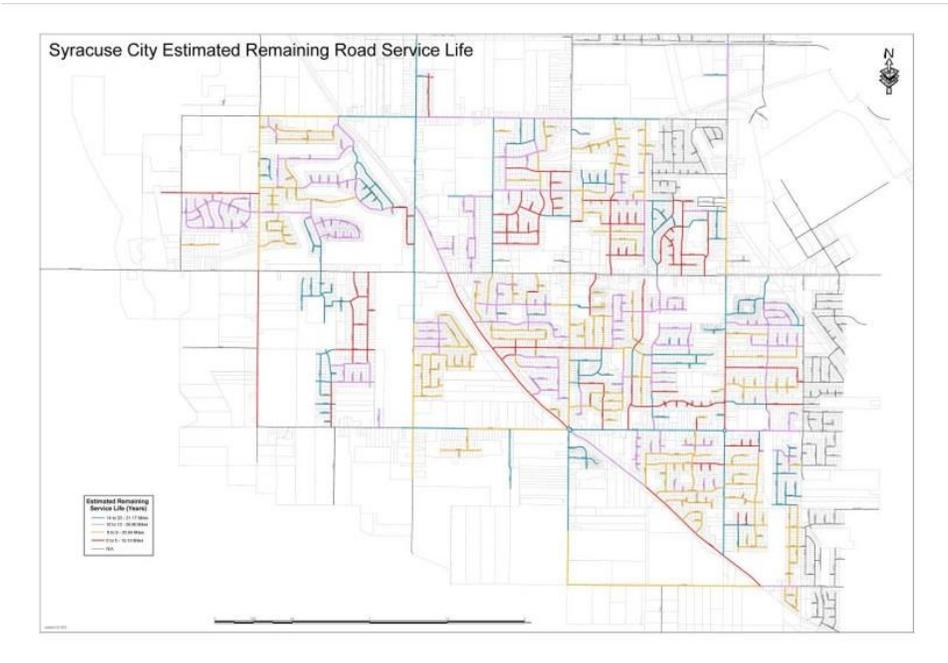
| Service Level Indicators            | 2005      | 2010      | 2014        | 2015 Projected |
|-------------------------------------|-----------|-----------|-------------|----------------|
| # miles of streets                  | NA        | 94        | 96          | 97*            |
| \$ annual budget – road maintenance | \$656,000 | \$879,000 | \$1,220,000 | \$1,293,000    |
| # FTEs                              | NA        | 5         | 5           | 5              |

The growth spurt of the community some twenty years ago required pavement infrastructure to be put in place during a time when inspection and construction standards might not have been as effectively developed or enforced as they are today. Because of this situation, many streets in town are now in need of repairs, some of them serious and significant, and they will generally hit at once because of typical pavement life cycles. The map below shows some of the planned repairs and rebuilds.

**OBSERVATIONS**

In 2012, an evaluation of the Remaining Service Life (RSL) of all roads were done and included in the plan. This was the basis for determining maintenance and replacement needs as well as prioritizing those needs. Unfortunately, this assessment does not include the local streets and neighborhood subdivisions currently under warranty.

A much-needed Transportation Master Plan is currently in development and under contract. Horrocks Consulting is conducting the impact fee facilities plan (IFFP) and Zion's Bank is handling the impact fee analysis (IFA).



*\*does not include local streets in neighborhood subdivisions in construction and warranty. After warranty period ends, the miles of street under City maintenance will increase an estimated 5 miles over the next 5 years.*

## **FINDINGS**

### **1. The City does not have an adequate street replacement fund.**

Most of the City's streets were built in the mid-1990s to the mid-2000s – and average road life of 40 years – assuming they were constructed correctly. In 2015, the Department completed 22 miles of road maintenance – including surface sealing and repairs. This represents 20% of the City's total. The City currently has \$22,000,000 in road reconstruction and maintenance needing to be completed over the next 5 years. Serious consideration and planning must continue to assure this investment is protected.

Some of this construction can be funded through grants and Class C (gas tax) funds, these funds are not consistent or reliable and this money will not be enough to complete all existing road construction needs.

### **2. A comprehensive 5-year Capital Improvements Program is missing.**

The City's utility-specific Capital Facility Plans were completed in the late 2000s, but are not aggregated into a comprehensive 5-year Capital Improvements Program (CIP) in which all capital projects can be viewed concurrently and in a manner which can be easily followed by a layperson in the decision-making and budgeting process.

3. The City lacks a comprehensive Fleet Maintenance Program <pending edit>

### **RECOMMENDATIONS**

1. Develop and adopt a funding strategy for long-term street maintenance.  
While newer streets are still in good condition and department staff have effectively lengthened the life of roads with proper mid-life resurfacing, roads older than 20 years are likely to start showing signs of aging in as early as 4 years. We recommend that you fund the street program proposed by the Public Works Department as fully as possible. We also realize that money is limited and that priorities have to be set, but this is time sensitive and will become a critical matter if not properly addressed. With the anticipated growth of the City at hand, it becomes all the more important as traffic increases, further impacting the roadway system.
2. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule  
Every department needs to be part of developing for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program.
3. Develop a comprehensive Fleet Maintenance Program.  
While significant savings will not likely occur, making sure that all vehicles are in proper running operation to perform snow removal, street construction and repair functions aren't interrupted and delayed for long periods of time.

### **IMPACT / EXPECTED RESULTS**

1. 5-Year Capital Improvements Program (Streets division portion).  
**Cost:** \$4,000. **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** up to \$5,000,000 in savings over 10 years.
2. Long-term maintenance strategy.  
**Cost:** Staff time and resourcefulness. **Results:** Alternative solutions for funding. **Impact:** \$5,000,000 or more in savings over 10 years.
3. Fleet Maintenance Program. <pending edit>  
**Cost: Results:**

*Note: See Asset Management in the Finance section on of this report for fleet management recommendations*



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**WATER**

| OBSERVED FINDINGS                                                                                                                  | SOLUTIONS RECOMMENDED                                                                                                                                                                                                                                                     | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                    |
|------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1. Meter reading is time and person intensive<br>2. City does not have a meter replacement program<br>3. unmetered secondary water | 1. meter replacement with radio-read system<br>2. implement meter replacement system<br>3. develop city-wide 5 year capital improvements program/asset replacement schedule<br>4. provide a full-time metering position<br>5. conduct a study on secondary water metering | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

Syracuse City receives its water primarily from a series of reservoirs via the Weber River. The City has a contracted amount of 1.5 million gallons per day MGD of water daily from the Weber Basin Water Conservancy– the regional water district which provides 50,000,000 to 120,000,000 MGD water (higher in the summer months) to 30 municipalities daily west of the Wasatch and 20 other communities in the backcountry.

The size and storage capacity of the City’s water system is 12.7 millions of gallons – including 3 reservoirs - not including storage within the 126 miles of water lines. The City maintains connection to 7,058 customers. A single well also provides additional water to the City. This well produces 175 acre feet generally used in the summer months. The City has two water storage facilities – one for culinary water and one for secondary. Combined, the storage capacity of the tanks is 3 million gallons –servicing the lower part of the community. A new tank is needed to provide improved fire flow to the upper part of the community.

| Service Level Indicator                   | 2005  | 2010  | 2014   | 2015 projected |
|-------------------------------------------|-------|-------|--------|----------------|
| # miles of primary water pipe             | Unk   | unk   | 123    | 126.3          |
| # primary water connections / customers   | 5,216 | 6,534 | 7,184  | 7,400 est      |
| # miles of secondary water pipes          | Unk   | unk   | 123.10 | 126.3          |
| # secondary water connections / customers | 5,216 | 6,534 | 7,184  | 7,400 est      |
| # fire hydrants serviced / maintained     | Unk   | unk   | 1,219  | 1,250 est      |
| # FTEs? <i>Water division</i>             | 4     | 5     | 5      | 5*             |

## **Observations**

Meter reading is time intensive. The principal source of secondary water (used for irrigation – non-drinking water) is the Weber River. The City’s water entitlement is based on the total number of water shares received from land owners who deed their shares to the city as part of development agreements. Current total amount of secondary water is 10,000 acre feet. The consumer’s cost per month is quite low (\$15 per month), which makes the comprehensive water conservation program difficult to implement without metering secondary water at the property.

The Department is also responsible for the maintenance of 1,200 fire hydrants which are pressure-tested regularly by members of the Fire Department.

The City is fortunate to have dedicated staff that understands all of the variables and complexities of maintaining both potable (culinary) and secondary (irrigation) water systems. A safe water system is often taken for granted by the public, but it takes a dedicated and sophisticated effort to ensure that an average of over 1.5 millions of gallons per day is supplied to all households each and every day, on demand with no interruptions. Department staff provides this service effectively and efficiently.

### **Meter Reading System.**

The City’s “touch” meter reading system requires a person to go to each and every residence once a month and touch a hand held computer device to the water meter itself. Data is transferred into the device and then down loaded at the end of the day into the billing computer at City Hall. During six months of the year, no reading takes place because of inclement weather. A seasonal employee is hired to read meters from April to October, and this person is typically new and has not performed this function before. Most Meter Readers do not return for a second season, and many frequently do not complete their first season, making meter reading difficult without retained knowledge of the system. Knowing unique meter locations is crucial to the effective and efficient performance of this function. Under the current part-time / seasonal arrangement, this inefficiency will continue.

### **Metering Secondary Water.**

Secondary water is currently unmetered and therefore all citizens are forced to pay a fee that in no way relates to their individual usage or their desire or need for the product. We spoke to citizens that were concerned about the waste of what is becoming a more precious resource every day because there is no incentive to use it properly. It was mentioned several times that to originally create the system, there were several “handshake” agreements with people that originally held water shares (some by fiat) that they would never have to pay to take water they had prior right to.

**FINDINGS**

1. Meter reading is time & person-intensive. The City has a total of 7,400 water meters. City’s current manual read system exposes the meter, lifting the reading glass cover and recording the numbers in a book or typing them into a hand held computer. What the city is utilizing eliminates much of the error introduced in having to convert a visual siting into usable accurate data, but the much bigger picture issue is that it still requires a warm body to access each and every meter at least once a month (some more often because of re-reads). Knowing how to do so effectively requires an individual familiar with the routes and knowledgeable of all the unique situations (hidden meters, uncontrolled animals, landscaping encroachments, etc.). This may sound trivial to the lay person, but in fact, it is a major and universal issue. Syracuse situation is hampered significantly by the fact that the reader position is seasonal and the employment has historically been non-continuous, both within the season and in subsequent seasons. It creates a problem for the water department staff in that they have to divert themselves from the major and important issues of their daily jobs to fill in the gap. This is a misuse of valuable resources.
  
2. The City does not have a meter replacement program. The City could potentially be collecting a significant amount of water revenue if meters were recalibrated and/or replaced in accordance with industry standards. Our team found no evidence that meters were being recalibrated or replaced under a regular schedule or in a timely manner - only if requested by the customer. Staff and the existing utility billing software are unable to examine previous billing years to ‘flag’ customers whose meters may be under-registering.

**Table I: Recommended Schedule for Water Meter Maintenance**

| Meter Size          | Frequency Replacement / Recalibration |
|---------------------|---------------------------------------|
| 5/8 inch            | 10 years                              |
| 3/4 inch            | 10 years                              |
| 1 inch              | 10 years                              |
| 1 1/2 inch          | 4 years                               |
| 2 inches            | 4 years                               |
| 3 inches            | 2 years                               |
| 4 inches            | 2 years                               |
| 6 inches and larger | Annually                              |

Without maintenance, recalibration, and replacement at the end of the useful life, meters slow and do not appropriately register water use. This condition results in lost revenue. The following table outlines the recommended schedule for replacing (in the case of meters that are smaller than two inches) and recalibrating meters (two inches or larger).

It should also be noted that many utilities are moving to an even more aggressive maintenance schedule. One utility our team contacted performs maintenance on all if its

meters that are 1½ inches and smaller every eight years and annually for all of its larger meters.

### **Water meter replacement.**

Consultants sampled water bills from 25 customers who had their water meters replaced between 2013, 2014 and 2015. Results illustrated that 95% of the meters replaced had been under-registering by an amount between 10 and 20%. While most of the City's 7,400 customers will not exceed 8,000 gallons per month (pay a fixed rate), due to the likelihood of 90% or more meters under-registering, it is difficult to know how many customers are actually consuming more than 8,000 gallons, and impossible to bill at a higher rate.

The projected revenue loss per year due to faulty or aging meters can be as high as \$160,000 representing 10 % of the City's total revenue in 2015. This amount does not include additional billing for consumption at the additional rate once a consumer exceeds 8,000 gallons.

3. Unmetered secondary water. Secondary water is currently unmetered and a flat fee is charged to every citizen for unlimited usage. We have been told that the Council is aware of the situation and has specifically expressed the desire to continue that method, at least for the present. It was also indicated that to originally create the system, there were "handshake" agreements with people that originally held water shares (some by fiat) that they would never have to pay to take water they had prior right to if they would agree to the new system.

## **RECOMMENDATIONS**

1. Meter replacement with radio-read system. Begin consideration of budgeting appropriate funds to implement a radio meter reading system. This type of system uses wireless broadcasting from individual meters to an area receiver that then provides the information directly to City Hall. The area receivers are meant to be entirely inconspicuous and can even be mounted on fire hydrants as part of the normal appurtenances. Data retrieval (reading of the meter) is in real time and instantaneous. This will allow monthly readings no matter the weather conditions or employee situations. An additional benefit is that citizens can go online and learn when they are using the most water, how much they are using for individual tasks, and learn to control their usage to ensure proper conservation and lower bills. Looking to the future, we recommend that anyone purchasing a water meter from this point on, be required to purchase the meter and the partnered radio sending unit. We then recommend that the City should buy and install the actual meter but put the funds for the radio unit in "escrow" (in truth, just in a separate accounting ledger) so that when this system is implemented, the homeowner or business will receive the installed unit at no additional cost, and the City will not be out the retrofit cost.

2. Implement a Meter Replacement Program. The City should begin to follow the industry standard for water meter maintenance by replacing residential meters every 10 years.
3. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule Every department needs to be part of developing for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program.
4. Provide a full-time metering position. Until the larger view solution outlined in Number 2 directly above is implemented, the interim step of expanding the position to full time is paramount so some consistency and effectiveness can be established. In addition, work now done piecemeal by random staff when available (such as meter repair, meter testing, meter box maintenance, miscellaneous but required paperwork, etc.) would be completed accurately, quickly, and with much improved efficiency. For the very small investment involved, the improved efficiency, consistency, and additional work accomplished will almost certainly prove to be a real bargain.
5. Conduct a study on metering secondary water. Though we have been made aware that this might not currently be a popular topic, we would not be doing our jobs if we did not point out all of the concerns involved in the existing approach of pricing secondary water. We referred above to the indications that to originally create the system, there were several “handshake” agreements with people that originally held water shares that they would never have to pay to take water they had prior right to. In truth, this does not in any way prevent or complicate metering the secondary water.

Two immediately obvious solutions to that concern are to simply allow those particular specific users to continue to receive unmetered water, or meter their water and allow them a certain initial amount each month as their free “base” usage. By that, we mean if their original agreement called for an actual allocation of, for instance, three acre feet per acre, the City could choose (or not) to charge them for any use over that amount. What we assume to be some 99%± of the rest of the users would pay a fair amount for their metered usage. With that issue addressed, the use of meters to account for any water provided anywhere are universal and pretty much undisputed.

Because this is a somewhat sensitive and difficult issue, at this time we are recommending that the Council authorize a study (at a relatively minimal cost) to provide specific data, determine what past informal agreements were made, look at all of the costs and variables, and that should allow the Council to make an informed and appropriate decision on how to move forward.

An additional issue to be considered is to require all new developments to install a meter box (and place a “jumper” in the box for the time being) on the secondary water supply line, and also pay for the cost of both providing and installing a meter. The money for the meter itself and its installation would be placed in “escrow” (realistically

in a named unique account) until the city wide metering system is installed and the physical placement of a meter would take place then.

### **IMPACT / EXPECTED RESULTS**

1. Meter replacement with radio-read system. **Cost:** \$100,000 / year recurring annually, **Results:** 550 customers represent 10% of the City's total # of meters **Impact:** Accurate and instantaneous information would be made available, with a much improved and effective overall operation. Cost benefits, over the long term, would develop from the elimination of the seasonal employee and the substantial expense of a vehicle making the routes every day. Revise construction design and engineering standards to require all new construction to include radio read meters
2. Implement a meter replacement program. **Cost:** \$ , **Results:** **Impact:** The continuation of a well-run system that the Council and citizens can be very proud of.
3. 5-Year Capital Improvements Program (department portion). **Cost:** \$4,000. **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** up to \$5,000,000 in savings over 10 years
4. Provide a full-time metering position **Cost:** \$ , **Results:** **Impact:** This interim solution would provide a consistency and efficiency that is currently sorely lacking. Other functions would become much more effective and a good deal of additional work could be accomplished. All this would be achieved at a fairly minimal increase in cost.
5. Conduct a study on metering secondary water. **Cost:** \$ , **Results:** **Impact:** Hopefully, conducting the study regarding the metering of secondary water would provide the Council with needed information with which to make an informed and detailed decision on how to move forward. By starting the new individual meter purchasing plan, the system is fully in place to move forward fairly and equally with all residents.

**ENVIRONMENTAL - WASTEWATER**

| OBSERVED FINDINGS                                                                                                                                                                                                       | SOLUTIONS RECOMMENDED                                                                                                                                  | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                    |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1. Wastewater distribution system infrastructure not completely inventoried.<br><br>2. A Capital Improvements Program is necessary for long-term planning of infrastructure and cost projections of future maintenance. | Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule<br><br>Continue to support the efforts of the Wastewater Division | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

Syracuse does not treat its own wastewater, rather this service is provided by the North Davis Sewer District. The City maintains 81 miles of sewer collection and transmission lines, and due to the gravity-fed system, no lift stations are required. Unfortunately, due to the location of the NDSD’s treatment facility, areas beyond the south and west limits of the city will be difficult to service if annexed into the City.

| Service Level Indicator               | 2005 | 2010 | 2014. | 2015<br>Projected |
|---------------------------------------|------|------|-------|-------------------|
| # miles of wastewater collection pipe | NA   | NA   | 79.6  | 81                |
| # of manholes                         | Unk  | unk  | unk   | unk               |
| # FTEs?                               | 2*   | 2*   | 2*    | 2*                |

The City does not treat wastewater, but it is treated by North Davis Sewer District. There are currently 7 municipalities served by the District. The City approached the Sewer District to discuss implementation of a reclamation system, however implementation of a reclamation program is currently cost prohibitive.

**OBSERVATIONS**

Because wastewater systems are far less visible (as compared to streets), very few residents will understand the complexity of such systems until something goes wrong and there is sewage backing up in someone’s home. The department / division requires its employees to have and maintain a level of technical competency to ensure that an average of two tons of waste material is removed from every household each and every month without incident.

As stated in the Water portion of this report, the City is quite fortunate to have dedicated staff that understands all of the variables and complexities of maintaining a Wastewater Collection System.

**FINDINGS**

1. Wastewater distribution system infrastructure not completely inventoried. While the City has comprehensive maps and wastewater pipes by diameter, comprehensive and current mapping (inventorying) of the system underway and will be completed by March 2016.
2. A Capital Improvements Program is necessary for long-term planning of infrastructure and cost projections of future maintenance.

As stated above in the Water portion of this report, having been involved in wastewater collection and treatment for over forty years, and much of that in large, very complex operations, this consultant can tell you with credibility that your operation appears to be very well run by dedicated and knowledgeable people. They are current in their knowledge of the industry, they are passionate about keeping all wastewater lines clean and flowing and therefore preventing contamination and the spread of disease. The system appears to be in good condition from a capital standpoint, though as with the water system, there are pockets of areas still needing upgrades.

The really good news is that the Wastewater staff are clearly on top of things, having established an ongoing video monitoring program that reviews every line internally (by sending a specialized track mounted camera through the line and recording the entire process for later analysis) within a seven year cycle. The staff does all of the line rodding (sending specialized hoses into the pipe to bust up clogs while vacuuming the materials back out) in-house, a major undertaking all to itself. They also do die testing and smoke testing in-house to insure the minimization of I&I (inflow and infiltration, two ways that non-sewer water enters the pipes as well). This can give the City a great deal of future leverage on the rates they pay for the contracted wastewater treatment by proving that there is no excess flow (rain water or groundwater) in the system as opposed to systems that are not kept "tight".

**RECOMMENDATIONS**

1. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule Every department needs to be part of developing for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program.
2. Continue to support the efforts of the Wastewater Division to help keep wastewater flowing to its proper destination, keeping the citizens happy and ensuring their health and safety. Prepare to budget for an additional staff member as the City grows so that the exceptional level of service can continue unhindered.

**IMPACT / EXPECTED RESULTS**

1. 5-Year Capital Improvements Program (department portion).

**Cost:** \$4,000. **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** up to \$5,000,000 in savings over 10 years.

2. Support the efforts of the Wastewater Division

**Cost: Results:**



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**ENVIRONMENTAL - STORMWATER**

| OBSERVED FINDINGS                                                            | SOLUTIONS RECOMMENDED                                                               | IMPACT / EXPECTED RESULTS<br><i>(ND=not determined)</i>                             |
|------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1. Staffing levels lower than expected<br>2. No capital improvements program | 1. Compare staffing benchmarks<br>2. Develop city-wide capital improvements program | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The City’s design and engineering standards require all new subdivisions to address and design stormwater runoff, detention and conveyance. If developments are capable of designing and constructing on-site stormwater detention, the City (Engineering) may still try to get the development connected with the regional storm water detention system’s catch and drainage basins. If developments are unable to connect to the regional storm water system, developments are generally required to privately maintain detention facilities. The Department maintains 12 stormwater outfalls into creeks and ditches which feed into the Great Salt Lake.

| Service Level Indicator               | 2005 | 2010 | 2014      | 2015 Projected |
|---------------------------------------|------|------|-----------|----------------|
| # miles of stormwater collection pipe | NA   | NA   | 50 (est.) | 50 (est)       |
| # of stormwater outfalls              | NA   | 11   | 11        | 12             |
| # FTEs                                | NA   | 2*   | 2*        | 2*             |

\* 2 employees for the entire Environmental Division

**OBSERVATIONS**

The Stormwater operation is part of the Environmental Division which includes Wastewater, Stormwater, and Land Drain Water. The same staff members are responsible for all three areas. The Department’s Environmental Staff are registered Stormwater Inspectors. The stormwater system is in generally good condition, and though maintenance the department appears well managed.

**FINDINGS**

1. Staffing Levels. Staffing levels appear to be lower than expected for the level of maintenance for these systems.
2. A Capital Improvements Program is necessary for long-term planning of infrastructure and cost projections of future maintenance.

## **RECOMMENDATIONS**

1. Complete a Staffing Benchmarking Include Environmental Division in the Staffing Growth Plan to identify the total staff at 'buildout' and stages where adding additional staff will be necessary.
2. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule Every department needs to be part of developing for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program.

## **IMPACT / EXPECTED RESULTS**

1. Staffing Benchmarking Study.  
**Cost:** \$2,500 (department contribution to overall study) **Results:** Efficient recruitment and on-boarding **Impact:**
2. 5-Year Capital Improvements Program (department portion).  
**Cost:** \$4,000. **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** up to \$5,000,000 in savings over 10 years.

**ENVIRONMENTAL - LAND DRAIN**

| OBSERVED FINDINGS                                                                                                                   | SOLUTIONS RECOMMENDED                                                                             | IMPACT / EXPECTED RESULTS<br>(ND=not determined)                                    |
|-------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| 1.Land drain needs to be designed as an enterprise fund<br>2. land drain utility fee needed<br>3. need capital improvements program | 1.Land drain enterprise fund<br>2. land drain utility fee<br>3. 5 yr capital improvements program | <b>Cost:</b> <pending edit><br><b>Savings:</b><br><b>Benefit:</b><br><b>Impact:</b> |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

Like many of the communities throughout Northern Utah, most of the homes in Syracuse have basements. Unlike many of the communities in Utah, many homes are very close to the water table, and all are impacted by water penetrating the ground from irrigation, sprinkling and rainwater. All homes, whether close to the water table or not, are in danger. Without these systems, water-free basements would not be possible– making it necessary for homes to have special drainage systems which divert water away from homes.

| Service Level Indicator                     | 2005 | 2010 | 2014. | 2015 Projected |
|---------------------------------------------|------|------|-------|----------------|
| # Miles of land drain pipe?                 | NA   | NA   | NA    | +100           |
| \$ yearly operating budget for maintenance? | \$0  | \$0  | \$0   | \$0            |
| # FTEs                                      | 2*   | 2*   | 2*    | 2*             |

Like water and wastewater infrastructure, ‘Land Drain’ systems, are complex. In Syracuse, more than 7,000 structures have a Land Drain system, and the network of more than 100 miles of pipe protects properties from and connect to the City’s stormwater network eventually draining into the Great Salt Lake.

**OBSERVATION**

The Land Drain division is part of the Environmental Division which includes Wastewater and Stormwater. The same staff members are responsible for all three areas and do a very commendable job. This portion of the Division is dedicated to collecting the ground water from around basement structures. This is a separate from, and different than stormwater, which comes mostly from collecting surface water predominantly generated by rain and irrigation. As stated before, the City is in very good hands.

The Land Drain system is in generally good condition, but calcium buildup is starting to become a problem. This is a natural occurrence because of the area’s geology and the methods of

addressing it are somewhat limited, though staff has been creative in using specialized acids. This is a good approach and their care and concern in making certain they are doing no environmental damage by its use speaks very highly of them. They also use mechanical rodding as a cleaning method. Eventually there will be need for an additional staff member in the Environmental group.

### **FINDINGS**

1. Land Drain needs to be designated as an Enterprise Fund. The City maintains more than 100 miles of residential and commercial land drain infrastructure – without a utility-fee or designated maintenance budget, designation of Land Drain as an Enterprise Fund is a necessary first step to establishing a Utility Fee.
2. A Land Drain utility fee is needed to maintain the infrastructure. Necessary to keep the system free flowing to its proper destination, keeping the citizens happy and dry in their homes.
3. Complete a Capital Improvements Program is necessary for long-term planning of infrastructure and cost projections of future maintenance.

### **RECOMMENDATIONS**

1. Establish Land Drain as an Enterprise Fund.
2. Establish a maintenance budget and corresponding Impact Fee & Utility Fee.
3. Develop a city-wide 5-year Capital Improvements Program / Asset Replacement Schedule  
Every department needs to be part of developing for effective capital asset management and forecasting of future maintenance expenditures are critical as part of a multi-Department 5-year Capital Improvements Program.

### **IMPACT / EXPECTED RESULTS**

1. Land Drain Enterprise Fund. **Cost:** \$ , **Results:** **Impact:** <pending edit>
2. Land Drain Utility Fee. **Cost:** \$ , **Results:** **Impact:** <pending edit>
3. 5-Year Capital Improvements Program (department portion).  
**Cost:** \$4,000. **Results:** True and accurate account of what other local governments are charging for development impact fees. **Impact:** up to \$5,000,000 in savings over 10 years.

The Council can be proud of the operation they command and know the citizens are being very well served.

## COMMUNITY DEVELOPMENT

## Planning, Building Inspection, Economic Development

| OBSERVED FINDINGS                                                                                                                                                          | SOLUTIONS RECOMMENDED                                                                                                                                                                      | IMPACT / EXPECTED RESULTS<br><i>(not determined)</i>                                                                                                                                   |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. The Planning Division is understaffed and overworked.                                                                                                                   | Consider an additional Planner II or hire a contract planner.                                                                                                                              | <b>Cost:</b> \$30-\$70k. <b>Benefits:</b> Allows staff adequate time to perform work w/ high level of quality service.                                                                 |
| 2. Planner I/II has too many assignments and spends only 35% of time on planning-related work.                                                                             | As an alternative to previous recommendation, add a PIO/Special Events position under the City Manger's Staffing Plan.                                                                     | <b>Cost:</b> No cost to CED. \$30-\$70K for CMO. <b>Benefits:</b> Planners will be able to concentrate on planning related work.                                                       |
| 3. Subdivision Code is current. Zoning Map, Parks Master Plan is also being worked on. A Strategic Plan is needed but difficult for planners without additional personnel. | Review actual input from committee, seek assistance from City Attorney & Staff. Additional positions may free up staff time & allow for increased work with the Zoning Map & General Plan. | <b>Cost:</b> No cost. <b>Benefit / Impact:</b> Benefits: Comprehensive approach with staff assistance will assure a more complete plan and remove contradictory or confusing sections. |
| 4. Staff is under compensated based on job comparisons with other cities.                                                                                                  | Provide for salary adjustments to fall within lower 20-25% of pay grade range.                                                                                                             | <b>Cost:</b> \$3-\$8k (Est. \$5,400) for existing Planners. <b>Benefits:</b> Improved retention and attraction of personnel.                                                           |
| 5. Community Development budget is 7.58% of the General Fund Budget.                                                                                                       | Allocate funding for additional staff for planning and building inspection functions of the City.                                                                                          | <b>Cost:</b> \$45k-\$90k <b>Benefits:</b> Improve department operations                                                                                                                |
| 6. Building Department has high turnover, and the inspector has only two (2) years. Inspectors perform 4-way inspections.                                                  | Raise pay rate to attract / retain employees; evaluate overtime vs. seasonal inspector for 48-72 hour turnaround.                                                                          | <b>Cost:</b> \$6k-\$10K. <b>Benefits:</b> Benefits: Employee retention; build institutional knowledge.                                                                                 |
| 7. GIS ARC 10.3 is relatively up to date system and has been a good tool for a number of departments.                                                                      | Evaluate GIS use by all departments. Proper use of a GIS system helps save time, reduces costs. Monitor & evaluate.                                                                        | <b>Cost:</b> None. <b>Benefits:</b> May need additional hardware, but could save thousands over the next ten years if properly used.                                                   |
| 8. New Building Permit system is coming online                                                                                                                             | Complete implementation & training.                                                                                                                                                        | <b>Cost:</b> No cost. <b>Benefits:</b> Reduced paper flow and streamline application process.                                                                                          |
| 9. There is no Economic Development Plan that provides clear guidelines or objectives.                                                                                     | A thorough Economic Development Plan should be developed w/ ED Recruitment & Retention Policy"                                                                                             | <b>Cost:</b> \$0-20k depending whether any consulting is desired. <b>Benefits:</b> Improved business recruitment & retention efforts; provide staff certainty in work effort.          |

**BACKGROUND AND SERVICE LEVEL INFORMATION**

The Community Development Department includes the planning, business licensing, building inspection, economic development, GIS, special events, and public information functions of the City. There are eight (8) budgeted positions with a gross total budget cost of \$646,231, and a net cost of \$538,248 due to inter-fund transfers for services performed for other departments.

This net budget amount is about 7.5% of the General Fund Budget. Revenues for services rendered by the department constitute about 10.85% of General Fund projected revenues, which amounts to about \$250,000 revenues over costs. Revenues over the past three years have increased in both plan check fees and building permits due to an increase in development. Also, while the City has 7% of Davis County's population they have 10% of all the county's building permits.

| <b>Service Level Indicator</b>                                      | <b>2005</b> | <b>2010</b> | <b>2014</b> | <b>2015<br/>Projected</b> |
|---------------------------------------------------------------------|-------------|-------------|-------------|---------------------------|
| # Planning Commission meetings held                                 | 23          | 12          | 23          | 23                        |
| # variance / conditional use permits were requested & issued/denied | 42          | 31          | 106         | 130                       |
| # plan sets, building design or development plans reviewed          | 610         | 383         | 536         | 736                       |
| # building permits were issued                                      | 548         | 347         | 414         | 580                       |
| # FTEs                                                              | 8           | 7           | 8           | 7                         |

The Department's personnel consists of a Community Development Director, two (2) Planner I positions; a Building Official; a Building Inspector; one (1) Planning Technician and two (2) Administrative Clerks. The Director not only supervises the department but assists in the current and long range planning, code review and writing, Master Plan revisions, and some economic development. The Director has also been the major presenter of planning issues and department issues to the Planning Commission and the City Council. One of the Planner I's processes most of the current planning, as well as some master planning and code writing. She also covers the front desk when understaffed. The second Planner I responsibilities include long range planning, commercial planning, master plans, economic development, public information, GIS, special events and some current planning.

There is one Building Official and one Building Inspector I. The Building Official oversees that division and is training the Inspector I. The Building Official is the only inspector who can provide full inspection services at this time. The Inspector I can only inspect the footings and foundations of buildings. The Administrative Clerks are the Planning Clerk, the Building Inspection Clerk and the Business Licensing Clerk. While each is trained for the division they serve, they also are supposed to help one another with their duties as needed. The Department recently purchased software that deals with automated applications for building permits

**FINDINGS**1. Planning Staff is understaffed and overworked.

With extra meetings and higher workloads per number of personnel, increased work and turnaround times are being experienced in all areas of the CED Department. Staff is having difficulty being as prepared as they should due to the lack of time and manpower. Obtained through personal interviews with the cities in the table, no city surveyed had as many subdivisions in the current planning phase (27) than Syracuse, with other cities averaging 9.4 subdivisions being handled by an average of 2.25 planners or 4.2 subdivisions per planner. Syracuse has essentially 1.5 planners working on 27 subdivisions or 18 subdivisions per planner. (See Table #1 below)

**Table #1: Comparison of Planners per Subdivision Review**

| City             | No. of Planners | Residential Subdivisions | Commercial Subdivisions | Avg. Plans per Planner | Master Plans |
|------------------|-----------------|--------------------------|-------------------------|------------------------|--------------|
| N. Ogden         | 1.50            | 10.00                    | 1.00                    | 7.30                   | 1.00         |
| *Layton          | 4.00            | 11.00                    | 2.00                    | 3.25                   | 2.00         |
| Centerville      | 2.00            | 6.00                     | 2.00                    | 4.00                   | 2.00         |
| Herriman         | 2.50            | 5.00                     | 3.00                    | 3.20                   | 2.00         |
| Springville      | 2.00            | 1.00                     | 5.00                    | 3.00                   | 1.00         |
| Am. Fork         | 2.00            | 8.00                     | 2.00                    | 5.00                   | 1.00         |
| Eagle Mtn.       | 2.50            | 8.00                     | 1.00                    | 3.60                   | 1.00         |
| <b>AVERAGES</b>  | <b>2.36</b>     | <b>7.00</b>              | <b>2.30</b>             | <b>4.20</b>            | <b>1.33</b>  |
| *AVE. w/o Layton | 2.10            | 6.33                     | 2.33                    | 4.35                   | 1.25         |
| <b>Syracuse</b>  | <b>1.50</b>     | <b>18.00</b>             | <b>2.00</b>             | <b>13.33</b>           | <b>2.00</b>  |

*Note: With the exception of Layton and Springville, other cities did not have a Community Development Department that included planning functions, economic development functions, building inspection and billing functions combined. They were straight Planning Departments. Therefore, in order to evaluate just planning functions I had to deduct time spent from Syracuse for other duties not relating to planning. For the Syracuse job function evaluation for Noah's position, see Chart #2. The chart did not include long-range planning functions and some other functions as they are pretty standard with all cities, although there is sometimes a goodly amount of time consumed by long-range planning.*

*Note: The following chart was developed to evaluate and compare the work assignments for a Planner I position with respect to the actual job description. The importance of work performed and the time spent in each area was provided through interviews with the employee.*

2. Planner I has too many job duties. The Planner I is serving in several positions in addition to the normal position for which originally hired. As a result, the person in this position cannot find time to do any one job to the level required. Planner I is trained as a planner but spends no more than 1/3 of the time in this primary function. (See Chart #3).

**Table # 2: Work Evaluation of the Planner 1**

(1 = most important, 5 = least important)

| <u>JOB REQUIREMENTS</u>                    | <u>CURRENT PLANNER</u> | <u>LONG RANGE PLANNER</u> | <u>PUBLIC INFO. OFFICER</u> | <u>EVENT COORDINATOR</u> | <u>ECONOMIC DEVELOPMENT</u> |
|--------------------------------------------|------------------------|---------------------------|-----------------------------|--------------------------|-----------------------------|
| IMPORTANCE OF CATEGORY TO JOB REQUIREMENTS | 2                      | 1                         | 4                           | 5                        | 3                           |
| PERCENT OF TIME SPENT IN JOB CATEGORY      | 5                      | 30                        | 40                          | 5                        | 30                          |

**Table # 3: Distribution of Work for Planner 1**

| <u>TASK</u>                 | <u>CURRENT PLANNER</u> | <u>LONG RANGE PLANNER</u> | <u>PUBLIC INFO. OFFICER</u> | <u>EVENT COORDINATOR</u> | <u>ECONOMIC DEVELOPMENT</u> |
|-----------------------------|------------------------|---------------------------|-----------------------------|--------------------------|-----------------------------|
| AWARD FOR EXCELLENCE        |                        |                           | X                           |                          |                             |
| BUSINESS OF THE MONTH AWARD |                        |                           |                             |                          | X                           |
| FACEBOOK                    |                        |                           | X                           |                          |                             |
| WEBSITE                     |                        |                           | X                           |                          |                             |
| NEWSLETTER                  |                        |                           | X                           |                          |                             |
| RACE COORDINATOR            |                        |                           |                             | X                        |                             |
| FARMERS MARKET              |                        |                           |                             | X                        |                             |
| MILITARY PICNIC             |                        |                           |                             | X                        |                             |
| STAMPEDE FESTIVAL COMMITTEE |                        |                           |                             | X                        |                             |
| ICSC                        |                        |                           |                             |                          | X                           |
| DUED                        |                        |                           |                             |                          | X                           |
| SITE PLAN REVIEW            | X                      |                           |                             |                          |                             |
| ARC COMMITTEE               | X                      |                           |                             |                          |                             |
| CODE CHANGES                |                        | X                         |                             |                          |                             |
| PRESS RELEASE               |                        |                           | X                           |                          |                             |
| JOB CORE LUNCHEON           |                        |                           |                             |                          | X                           |
| EDCU                        |                        |                           |                             |                          | X                           |

| TASK                            | CURRENT PLANNER | LONG RANGE PLANNER | PUBLIC INFO. OFFICER | EVENT COORDINATOR | ECONOMIC DEVELOPMENT |
|---------------------------------|-----------------|--------------------|----------------------|-------------------|----------------------|
| RFI                             |                 |                    |                      |                   | X                    |
| TRAILS COMMITTEE                |                 | X                  |                      |                   |                      |
| TRANSPORTATION PLANNING         |                 | X                  |                      |                   |                      |
| ZONE CHANGE REQUEST             |                 | X                  |                      |                   |                      |
| SUBDIVISIONS                    | X               |                    |                      |                   |                      |
| CUP                             | X               |                    |                      |                   |                      |
| PARKS PLANNING                  |                 | X                  |                      |                   |                      |
| PROMOTIONAL BROCHURES/<br>PRINT |                 |                    | X                    |                   |                      |
| GRAPHIC DESIGN                  |                 |                    | X                    |                   |                      |
| CONCEPTUAL DESIGNS              |                 | X                  |                      |                   |                      |
| BANNERS                         |                 |                    | X                    |                   |                      |
| ROAD RESPECT RIDE               |                 |                    |                      | X                 |                      |
| GRANT WRITING                   |                 | X                  |                      |                   | X                    |
| DEMOGRAPHICS/PROJECTIONS        |                 | X                  |                      |                   |                      |
| SPECIAL PROJECTS FROM<br>MAYOR  |                 |                    |                      |                   |                      |
| GIS MAPPING                     |                 | X                  |                      |                   |                      |

3. The Subdivision Code is up to date. The General Plan Zoning Map is being worked on but has little staff input and is being done by a Planning Commission Sub-Committee. The Parks Master Plan is also being worked on.
4. In several positions, staff is under compensated, falling below the pay guidelines adopted by the City which was supported by the Mayor and all City Council Members.
5. The Community Development Department budget is 7.58% of General Fund Budget (\$800,000??) and is projected to spend \$243,000 less than the revenues generated from their activities.
6. Building Department has high turnover, mainly because of pay. The number of inspections per Inspector is higher than any comparable city surveyed, but the pay is one of the lowest.  
The Building Official is performing all commercial building inspections in addition to the residential inspections. The Building Inspector has only recently certified for residential

4-way inspections. Prior to this, only overtime taken has allowed inspectors to manage a 72 hour turnaround time from request for inspection to actual inspection.

7. GIS ARC 10.3 is relatively up to date system and has been a good tool for a number of departments. There appears to be no problems.
8. The automated building permit system is just coming online and should help with the paper flow and time in the application process. It is too early in its use to properly evaluate its effectiveness.
9. The economic development process does not appear to be well conceived and is more of an ad hoc approach. Guidelines are not well developed and unclear with regards to recruiting and incentives for new businesses. The Planner assigned is learning this function on-the-job and does not have sufficient time due to other assignments.

## **RECOMMENDATIONS**

### **1. Adjust Development Impact Fees.**

This should be completed in three phases (see Community Development section of this report):

- a. Complete a Fiscal Impact Analysis of existing or recent developments,
- b. Complete a Comparative Analysis of the development impact fees from other local governments in Utah, and
- c. Propose and approve updates to the City of Syracuse's Development Impact Fee structure.

### **2. Increase staffing levels / new positions:**

- a. Hire an additional Planner II position or a Contract Planner if this many subdivisions are an anomaly. Proper budget allocations and/or an appropriate level of staffing could eliminate this problem.
- b. Hire a Public Information Officer/Special Events position to free up one of the Planners' time. This new position does not necessarily have to be a full-time position. Place the new Public Information Officer/Special Events Coordinator under the City Manager's Office for more appropriate oversight and coordination. Planning Commission needs to receive input and assistance from Staff and City Attorney so that related development issues are properly coordinated and fully reviewed. The City Attorney may direct this concern to the Planning Commission. As for the City Council, training on the roles, responsibilities and purpose of staff could be addressed through formal training and work sessions. It may be advantageous to require Planning Commission members attend the Utah League of Cities and Towns training for Commission members.

3. Increase the CED General Fund Budget in order to provide competitive compensation and add new positions.
  - a. Provide salary adjustments for all department employees to fall within, at least, the lower 20-25% of pay grade range.
  - b. Allocate funding for additional staff and increased compensation for building inspection positions. Evaluate whether overtime or hiring a seasonal inspector is most cost effective in order to maintain the 48-72 hour turnaround timeframe.
4. Evaluate use of GIS by all departments.

Proper use the GIS system should be required of each city department as it saves time and reduces costs. Management of this system should remain within CED. Monitor and evaluate the new automated permitting system for usage, efficiency and satisfaction. Automation of an application for the planning process should also assist in the workload of that function.
5. A more thorough Economic Development Plan should be developed A new “Guidelines for Economic Development Recruitment and Retention Policy” should be developed. Also, a clear organizational structure needs to be developed that defines the roles and responsibilities of all those involved in the economic development process as well as the decision-making process.

### **IMPACT / EXPECTED RESULTS**

1. Adjusting Development Fees.
  - a. Fiscal Impact Analysis: Cost: \$2,500 consultant assistance + staff time (Fiscal Impact Tool included). Results: True and accurate account of actual cost of development in existing and planned infrastructure. Impact: >\$1,000,000 in savings over 10 years.
  - b. Impact Fee Comparative Analysis: \$4,500 consultant / analyst assistance + staff time. Results: True and accurate account of what other local governments are charging for development impact fees. Impact: >\$1,000,000 in savings over 10 years.
2. Increase staffing levels/new positions:
  - a. Hiring an additional Planner II will reduce the workload and allow staff to focus on planning related work which will increase efficiency and accuracy as well as alleviate stress due to a reduced and more focused workload. It will also provide additional planning capabilities.
  - b. Creating a new position for a Public Information Officer/Special Events Coordinator would create an alternative to hiring a Planner II. It will accomplish much of the same result as an additional Planner as it will allow a current planner more time to more fully concentrate on planning related work and

Economic Development. By transferring this position to the City Manager's Office, this position will be able to work closely with.

4. Increase the CED General Fund Budget.

Competitive compensation will improve employee retention. Retained employees add to the depth of knowledge concerning city matters and expand and the capabilities of the department. Proper compensation should also lead to improved employee morale which improves productivity. Additional CED personnel will allow the department to operate in a more progressive manner, provide better service to residents, and maintain an appropriate workload for staff.

5. The GIS system is a very valuable tool, in a comprehensive way, for managing the city's resources. The automated building permit system should ease the process and reduce the paper associated with permits.

6. Developing clear and specific written goals and guidelines is essential to effective and productive economic development. Without clear goals, development most likely will be reflexive and haphazard. Also, clear standards, roles and responsibilities are essential to give clear and unambiguous direction to staff and to those who want to develop in the city. The city should be much more effective in its development efforts if a comprehensive written plan is adopted.

**Additional consultant notes:**

*\* Customer service needs to be measured - qualified and quantified. We simply don't know what the quality of service the residents and developers are getting. Is the community satisfied with the quality of work being done? This information needs to be a big part of budget decisions.*

## CONCLUSION & NEXT STEPS

### The Miracle of Local Government

Municipal Governments are complex organisms, regardless of types of services, size, location, or operating budget, municipal governments are difficult to manage. They are dynamic environments of macro-forces, competing demands and resource constraints. The political landscape is ever-changing with competing values of Council Members, Employees and Residents. It is truly a small miracle when services are performed at an acceptable much less exemplary level.

### Purpose of the Study

The purpose of this study was to (a) identify opportunities for greater efficiency, and (b) provide management a clearer pathway for greater organizational efficiency, effectiveness and sustainability. This report contains the results of 4months of high-level analysis of the Syracuse City's key internal systems, tools and processes.

### Efficiency & Effectiveness in Syracuse

For a community of less than 30,000, the City provides a full range of services equal to that of much larger cities. While the population of Syracuse might be less, the magnitude of each service is requires a level of complexity and the necessary knowledge, skills, experience and education expected in much larger communities. Required skill sets would normally be compensated at a much higher salary range in larger communities with comparable levels of complexity. As a result, you and your Management Team should be commended for steering the ship in the right direction.

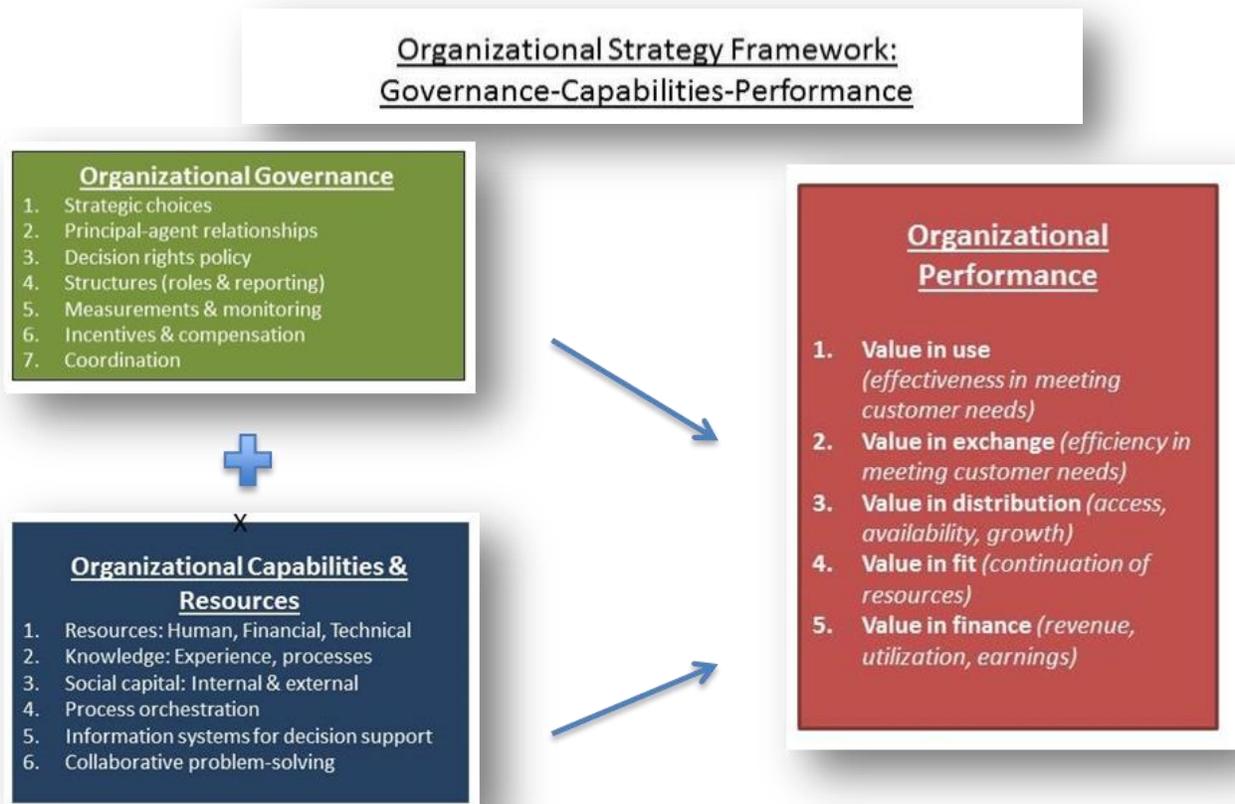
### Creating a Management Framework

Identifying inefficiencies requires an understanding of these organisms and the factors that impact them. Since one citizen's waste is another citizen's essential program, when performing an evaluation, it is important to consider **Organizational Governance** and **Capabilities / Resources**. The former are the rules a city operates by to guide, steer, pilot and direct the local government.

*Capabilities / Resources* factors are the means, financial capital, knowledge capital, intellectual capital or fixed assets, required to carry out the organization's mission. These factors are illustrated below.

Understanding and identifying organizational inefficiencies must be done in the context of the entity. Organizational efficiency requires that findings and recommendations to be coupled with *values*. In other words, those reviewing this report, must be aware of what he or she values. This includes each member of the Assembly, each employee, each business owner and each local resident. Some key values might include:

1. **Value in the Use of Municipal Resources.** Is use of resources *effective* in meeting the customer’s needs?
2. **Value in the Exchange of Services.** How *efficient* was the service delivered?
3. **Value in the Way Resources Are Distributed.** Are services accessible, available and responsive to community needs?
4. **Value in Fit and Sustainability.** Should certain services be continued or could they be stopped? Should resources be reallocated to other needs?
5. **Value in Finance.** Are revenues and earnings utilized to their best potential?



**Priorities Framework**

Consultants could recommend starting points in each department however, as we have learned with a previous recommendation to install water meters to measure water consumption, some recommendations may not be *valued* as much as others. While we have provided department-by-department findings and recommendations, those recommendations need to be prioritized.

**Conclusion**

Consultants have identified many areas in this report where departments can improve, but nowhere did consultants find a single area of such urgency where life or property was in serious peril.

Opportunities for greater efficiency are largely department specific and correctable with proper emphasis and accountability.

Not all of our recommendations can or should be implemented at once, and that prudence and planning should be exercised in setting a time-table for implementation.

Recommendations contained in this report are implementable and will likely bring the Syracuse City greater cost savings, efficiency, and improved local quality of life. Many of these recommendations will require further development, clarification, and training. We are prepared to assist you in the implementation of these findings and recommendations, specifically, recommendations in the following areas:

- ✓ Customer Service & Leadership Training
- ✓ Classification & Compensation Study
- ✓ 5 -year Strategic Plan
- ✓ Utilities: Funds Recovery, Policy Revision and Planning
- ✓ IT Enterprise Resource Plan Preparation
- ✓ 5-Year Capital Improvements Program (Fleet, Facilities and Utility Infrastructure)

We look forward to assisting in the implementation of our recommendations and witnessing the cost savings, greater efficiency, improved morale and relationships and improved local quality of life.



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## APPENDIX

Fleet Replacement Policy (sample)

Organizational Governance & Strategy Framework

<pending edit>

Capital Improvements Program (sample)

Agreement to Pay Development Review Fees (sample)

Development Impact Fee (sample)

Citizen's Academy (sample)



**FLEET REPLACEMENT POLICY (SAMPLE)****Purpose**

The purpose of this policy is to establish criteria, procedures, and the mechanisms for replacing vehicles and equipment. The intent is to:

- Replace vehicles at appropriate intervals.
- Replacement vehicles must meet department needs.
- Establish reliable funding mechanisms and fair allocation of costs to each department.

**Replacement Criteria**

15 Point System – Each vehicle will be evaluated annually using a Point System that assigns points for age, mileage, and repair costs. Vehicles will ideally be replaced after reaching 15 points using the following guidelines. Points are not capped at 15. Points continue to accrue as long as age, miles, and maintenance costs are being logged in and accrued. The Point System can be applied fairly to most vehicles, regardless of their expected lifecycle or mileage. The Point System is simply a tool that quantifies the measurable criteria (age, mileage, repairs) and helps staff to prioritize replacements.

The 50 Point System is based on:

- Age (1 point for each 1/5 of target age)
- Miles (1 point for each 1/5 of target miles more hours)
- Maintenance (1 point for each 1/5 of target maintenance costs)

***Vehicle Targets Table (see below)***

The table below lists target age, miles, and maintenance costs for all vehicle classes. These targets do not automatically trigger replacement. Targets are the expected age and miles that replacement should be considered based on industry standards and actual experience.

Vehicle Downtime – – The vehicle downtime and frequency of visits to repair facilities will also be considered in the decision-making process.

Other Factors – – Vehicles may need to be replaced with less than, or more than 15 points, depending on department needs, funding, or other circumstances.

| Vehicle Category             | Target Age (years) | Target Miles or Hours |       | Target Maintenance: % of original purchase price |
|------------------------------|--------------------|-----------------------|-------|--------------------------------------------------|
| Fire Ambulance               | 7                  | 125,000               | Miles | 50%                                              |
| Fire Engine                  | 10                 | 7000                  | Hours | 50%                                              |
| Fire Letter                  | 10                 | 7000                  | Hours | 50%                                              |
| Fire Sedan                   | 7                  | 75,000                | Miles | 50%                                              |
| Fire Truck                   | 7                  | 75,000                | Miles | 50%                                              |
| Fire Special Ops             | 15                 | 3000                  | Hours | 50%                                              |
| Other Sedan                  | 7                  | 100,000               | Miles | 50%                                              |
| Other Truck                  | 7                  | 100,000               | Miles | 50%                                              |
| Police Line Motorcycle       | 3                  | 25,000                | Miles | 50%                                              |
| Police Line Sedan            | 6                  | 75,000                | Miles | 50%                                              |
| Police Line Truck            | 6                  | 75,000                | Miles | 50%                                              |
| Police Line Special Ops      | 10                 | 15,000                | Miles | 50%                                              |
| Police Support Sedan         | 7                  | 100,000               | Miles | 50%                                              |
| Police Support Truck         | 7                  | 100,000               | Miles | 50%                                              |
| Public Works 10 Wheeler      | 8                  | 100,000               | Miles | 50%                                              |
| Public Works Bobtail         | 8                  | 100,000               | Miles | 50%                                              |
| Public Works Dump truck      | 8                  | 100,000               | Miles | 50%                                              |
| Public Works Heavy Equipment | 8                  | 100,000               | Miles | 50%                                              |
| Public Works Sedan           | 7                  | 100,000               | Miles | 50%                                              |
| Public Works Truck           | 7                  | 100,000               | Miles | 50%                                              |
| Public Works Vactor          | 10                 | 6500                  | Hours | 50%                                              |
| Public Works Sweeper         | 8                  | 3500                  | Hours | 50%                                              |

### Exceptions to Standard Replacement Criteria

Special circumstances should be considered. A department may need to increase its number of vehicles, acquire a different type of vehicle, or replace a vehicle earlier than expected. In these cases, the requesting department submits the appropriate form and the Fleet Management Committee would consider the request.

### Fleet Management Committee

The Fleet Management Committee makes recommendations to the City Manager regarding the vehicles to be replaced each year. The Committee includes representatives from the elected body, Finance, Fire, Police, Finance, Public Works, and Risk Management.

**Replacement Procedures**

| Step | Actions                                    | Timeline         | Description                                                                                                                                                                                                                       |
|------|--------------------------------------------|------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1    | Point System Evaluation                    | February 1       | Fleet staff calculates points to every vehicle as of December 31 of the previous year and distribute the points report to departments.                                                                                            |
| 2    | Department Submits Requests                | March 1          | Department heads review the points report, propose exceptions, special cases, requested vehicle replacements.                                                                                                                     |
| 3    | Fleet Committee Recommendation             | April 1          | Fleet Management Committee considers points and department requests, recommends vehicle replacement list and cost estimates to City Manager.                                                                                      |
| 4    | Governing Body Budget Approval             | May – June       | Governing Body first budget and vehicle replacement funding.                                                                                                                                                                      |
| 5    | Fleet Committee Finalizes Replacement List | May – June       | Fleet Management Committee finalizes replacement list based on Governing Body approved budget.                                                                                                                                    |
| 6    | Fleet Lease Charge to Departments          | May – June       | Fleet lease charges appear in department budgets to repay City Fleet Funding account for new vehicles. Charges for all vehicles will be spread over five years, or over the expected life of the vehicle if less than five years. |
| 7    | Vehicles Purchased                         | July – September | New vehicles purchased from City Fleet Fund.                                                                                                                                                                                      |

**Funding Mechanism**Vehicles – purchase price under \$100,000

Internal Lease – – New vehicles will be purchased front from unrestricted cash available in the Fleet Fund. Each department then “leases” the vehicles from the Fleet Fund. The department pays for vehicles as they are being used, with the cost spread across the vehicles life (target age).

Heavy Equipment – purchase price \$100,000 or above

External Lease – – New heavy equipment will be purchased upfront using a third-party source of financing. Leasing options will be determined using the existing City purchasing policies, which will require a competitive bid to ensure the lowest interest rate available. The department will pay the Fleet Fund the scheduled debt payments as required by the agreement.



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**Organizational Governance & Strategy Framework**

**Definitions for Organizational Strategy Framework**



**Governance factors:** rules to operate by, to guide, to steer, to pilot, to order, to administer, to structure, and to direct

**Capability and resource factors:** means of production, financial capital, human capital, knowledge capital, intellectual capital, fixed assets, and asset stocks.

**Data for Analysis:** Observations, interviews, surveys, archival data, historical data, press reporting, social media, etc.

**Governance factors:**

*Rules:* The rules, which govern the capabilities and resources.

*Strategic choices:* The strategic choices that organize the organizational and institutional resources. These include goals and objectives.

*Strategic investments:* The policies governing investment decisions in governance factors and capability factors.

*Contracts:* The complete and incomplete contracts that govern transactions within and between organizations and institutions.

*Decision rights:* Who has the authority and where are they located in the organization and institutions to make decision.

*Organizational structure:* Roles and responsibilities and the organizational reporting and operational structure.

*Incentives and compensation:* The financial and other types of incentives and compensation that seek to motivate and govern behavior and resources.

*Budget Authority:* Who has the budget authority, particularly in relationship to key organizational resources.

*Business model:* How the organization has chosen to make money.

*Monitoring and Measuring:* The key metrics for monitoring and measuring performance and value creation.

*Transaction costs:* The underlying costs of running the institutions and organizations.

*Feedback systems:* The formal and informal systems that provide performance feedback in relation to performance and value creation.

*Coordination:* The meetings and communication that organize resources and capabilities.

### **Resource and Capability Factors:**

*Resources:* The means of production that are governed to generate performance and value creation.

*Knowledge:* The key knowledge and skills to generate the strategic choices of performance and value creation. This includes the organizational and institutional experience developed.

*Capital:* The necessary financial, technical, physical, intellectual, human capital to achieve the strategic choices of performance and value creation.

*Processes and routines:* The processes and routines the organizations designs, develops and deploys to achieve its strategic objectives.

---

*Social Networks:* The social relationships, interactions both internal and external to that provide the means of organizations and institutions to accomplish their strategies.

*Technology platforms:* The technology, including information technology that organizations and institutions use to achieve their strategic choices.

*Collaborative problem-solving:* The collaboration to solve problems necessary to achieve strategic performance and value creation goals.

*Organizational and Institutional Culture:* The shared norms of generating value.



## SYRACUSE CITY

### Syracuse City Council Special Meeting Agenda

September 22, 2015 – immediately following the City Council work session, which begins at 6:00 p.m.

City Council Conference Room

Municipal Building, 1979 W. 1900 S.

1. Meeting called to order
2. Approval of minutes:
  - a. Work Session of September 8, 2015
3. Common consent:
  - a. Proposed Resolution R15-32 reappointing Spencer Frew to the Syracuse City Arts Council with his term expiring July 1, 2020.
  - b. Proposed Resolution R15-33 reappointing James Hansen to the Syracuse City Arts Council with his term expiring July 1, 2020.
4. Consideration of adjourning into Closed Executive Session pursuant to the provisions of Section 52-4-205 of the Open and Public Meetings Law for the purpose of discussing the character, professional competence, or physical or mental health of an individual; pending or reasonably imminent litigation; or the purchase, exchange, or lease of real property (roll call vote).
5. Adjourn.

~~~~~

In compliance with the Americans Disabilities Act, persons needing auxiliary communicative aids and services for this meeting should contact the City Offices at 801-825-1477 at least 48 hours in advance of the meeting.

CERTIFICATE OF POSTING

The undersigned, duly appointed City Recorder, does hereby certify that the above notice and agenda was posted within the Syracuse City limits on this 17th day of September, 2015 at Syracuse City Hall on the City Hall Notice Board and at <http://www.syracuseut.com/>. A copy was also provided to the Standard-Examiner on September 17, 2015.

CASSIE Z. BROWN, CMC
SYRACUSE CITY RECORDER



COUNCIL AGENDA

September 22, 2015

Agenda Item #2

Approval of Minutes.

Factual Summation

- Please see the draft minutes of the following meeting(s):
 - a. Work Session Meeting of September 8, 2015.
- Any question regarding this agenda item may be directed at Cassie Brown, City Recorder.

Minutes of the Syracuse City Council Work Session Meeting, September 8, 2015

Minutes of the Work Session meeting of the Syracuse City Council held on September 8, 2015, at 6:00 p.m., in the Council Work Session Room, 1979 West 1900 South, Syracuse City, Davis County, Utah.

Present: Councilmembers: Mike Gailey
Craig A. Johnson
Karianne Lisonbee
Douglas Peterson

Mayor Terry Palmer
City Manager Brody Bovero
City Recorder Cassie Z. Brown

City Employees Present:
Finance Director Steve Marshall
City Attorney Paul Roberts
Community and Economic Development Director Brigham Mellor
Public Works Director Robert Whiteley
Fire Chief Eric Froerer
Police Chief Garret Atkin
Parks and Recreation Director Kresta Robinson

Visitors Present:

Jordan Savage	Melissa Payne	Logan Payne
Karson Payne	Randy Bennett	Stanton Carr
Corinne Bolduc	Matt Bolduc	Coulson Rick
Doug Rich	Brian Patterson	Brandon Mauhar
John Lewis	Clara Gomez	Miles Lebaron
London Lebaron	Jaxon Mansfield	Gage Mansfield
Nik Cheney	Clint Jeffs	Gerald Jacobs
Mark Stapley	Kevin Homer	Jeanie McBride
Mike McBride	Don McMannus	Daxyn Smith
Andrea Anderson	Gary Pratt	Mike Norton
Kalee Eddy	Deanne Eddy	Norm Eddy
Payson Payne	Julie Kendell	June Thurgood
Diane Palmer	Ray Zaugg	Pat Zaugg
Mindy Johns		

The purpose of the Work Session was to review the agenda for the business meeting to begin at 7:00 p.m.; review agenda item 13, Proposed Resolution re: Policy and Procedures Manual amendments; review the following items forwarded by the Planning Commission: Proposed Ordinance 2015-18 amending the existing zoning map of Title Ten by changing from Residential R-2 to Residential R-2 the parcel of property located at 2121 S. 1000 W.; Final Subdivision Plan Approval, Keller Crossing Phase 1, located at approximately 1475 W. 2000 S.; Proposed Ordinance 2015-19 amending various sections of Title VIII of the Syracuse City Municipal Code pertaining to ; performance securities; Potential Reconsideration of Proposed Resolution R15-24 amending the Syracuse City General Plan Land Use Map adopted in 1976, as amended, by changing the land use designation for property located at approximately 3600 W. 1700 S. from Professional Office to

1 Business Park; Proposed Ordinance 2015-16 amending the existing zoning map of Title Ten by changing from Professional
2 Office Zone (PO) to Business Park Zone (BP) the parcel of property located at approximately 3600 W. 1700 S.; and discuss
3 Council business.

4
5

6 [6:01:31 PM](#)

7 **Agenda review**

8 Mayor Palmer briefly reviewed the agenda for the business meeting to begin at 7:00 p.m.

9

10 [6:03:34 PM](#)

11 **Review agenda item 13, Proposed Resolution re: Policy**
12 **and Procedures Manual amendments.**

13 A staff memo from Finance Director Marshall explained this is the 3rd comprehensive review of the policy manual
14 by the city council. This review covers a comprehensive review of chapter 18 and minor changes throughout the other
15 chapters of the policy manual. Below is a summary list of changes that staff is recommending to the City Council.

- 16 ○ Comprehensive changes to chapter 18. Changes include defining prohibited personal use of a city vehicle,
17 authorized passengers, take home rules and allowance, documentation, and qualified non-personal use.
- 18 ○ Chapter 4 – changes to employee definitions.
- 19 ○ Chapter 5 – Position adjustments & Emergency call back changes.
- 20 ○ Chapter 6 – Work hours for employees that are 14-15 years old.
- 21 ○ Chapter 7 - Eligibility for Group Health Coverage under the Affordable Care Act (ACA)
- 22 ○ Chapter 7 – Retirement programs amendments to include new tier II information.
- 23 ○ Chapter 8 – FMLA changes to consider make up time for employees on FMLA.
- 24 ○ Chapter 8 –Funeral leave clarifications.
- 25 ○ Chapter 10 –Updating definitions in the harassment section.
- 26 ○ Chapter 14 –Updating policy on severity of accidents claims and return to work restrictions.

1 [6:03:47 PM](#)

2 Mr. Marshall reviewed his staff memo and facilitated a brief discussion regarding the feedback he has received from
3 a few Councilmembers regarding minor changes to be made to the document. He indicated he will make the appropriate
4 changes and suggested that a motion to adopt the resolution reference the changes discussed tonight.

5
6 [6:18:55 PM](#)

7 **Review items forwarded by the Planning Commission:**
8 **Proposed Ordinance 2015-18 amending the existing**
9 **zoning map of Title Ten by changing from Residential R-**
10 **2 to Residential R-1 the parcel of property located at**
11 **2121 S. 1000 W.**

12 A staff memo from the Community and Economic Development (CED) Department provided the following
13 information regarding the application:

- 14 Location: 2121 S 1000 W
- 15 Current Zoning: R-2 Residential
- 16 General Plan: R-2 Residential
- 17 Requested Zoning: R-1 Residential
- 18 Total Area: 2.27 Acres
- 19 Density Allowed: 2.9

20 This property, measuring 2.27 acres, is currently landlocked with not potential for development at this time. The
21 property has recently been listed for sale and the potential buyer would like to have the ability to restore farm animals to the
22 lot. The two adjacent properties to the south currently have farm animals grandfathered in. City staff has only received
23 comment form two neighbors, both in favor of this request. City staff has no issues with the downzone of this property.

24 The Planning Commission moved to recommend approval to rezone the property located at 2121 S 1000 W from R-
25 2 to R-1 Residential, subject to all applicable requirements of the City's municipal codes on September 1, 2015 with a
26 unanimous vote.

1 [6:19:25 PM](#)

2 CED Director Mellor reviewed the staff memo.

3

4 [6:20:14 PM](#)

5 **Review items forwarded by the Planning Commission:**

6 **Final Subdivision Plan Approval, Keller Crossing Phase**

7 **1, located at approximately 1475 W. 2000 S.**

8 A staff memo from the Community and Economic Development (CED) Department provided the following
9 information regarding the proposed application:

10	Address:	1475 W 2000 S
11	Zone:	R-2 Residential
12	Applicant:	Nilson Homes
13	Total Acreage	6.774 acres
14	Net Developable Acres:	5.419 acres
15	Allowed Lots (5.44 units/acre)	20
16	Proposed Lots	17

17 The memo also reviewed the public meeting outline for the application:

18	General Plan and Rezone Approval	
19	Planning Commission	May 5, 2015
20	City Council	May 12, 2015
21	Concept Plan Staff Review	April 29, 2015
22	Preliminary Plan Review	
23	Planning Commission	June 2, 2015
24	City Council	June 9, 2015
25	Final Plan Review	
26	Planning Commission	September 1, 2015

1 This request is for phase one of two phases for the Keller Crossing Subdivision. This phase is on the west end of the
2 development and will complete 1475 West. This phase is surrounded by single family residential development. The developer has
3 opted for the low volume local street standard. The developer has been sent the city staff reports and is currently amending the
4 drawings to reflect any outstanding items.

5 The Planning Commission moved to recommend approval of the final subdivision plan for Keller Crossing Phase I,
6 located at 1475 W. 2000 S. R-2 zone, subject to all applicable requirements of the City's municipal codes and city staff
7 reviews on September 1, 2015 with a unanimous vote.

8 [6:20:21 PM](#)

9 CED Director Mellor reviewed the staff memo. He noted that the developer has asked that the approval be effective
10 September 22, 2015, but if the application cannot comply with certain conditions of approval, it will be brought back to the
11 October 13, 2015 meeting for additional consideration and/or action.

12
13 [6:22:42 PM](#)

14 **Review items forwarded by the Planning Commission:**
15 **Proposed Ordinance 2015-19 amending various sections**
16 **of Title VIII of the Syracuse City Municipal Code**
17 **pertaining to performance securities.**

18 A staff memo from the Community and Economic Development (CED) Department explained City staff has done
19 due diligence as a result of various guarantee requests from developers. We have found the proposed options to be low risk
20 for performance security of required development improvements. The city would like to accept these low risk options for
21 guaranteeing development improvements to prevent the need for future special approval on certain developments. In addition,
22 as the economy improves, financial institutions have begun to ease up on restrictions and limitations for irrevocable letters of
23 credit which acts as a bond for entities viewed as low risk borrowers in the eyes of credible lending institutions. As the city
24 expands and creates more RDA's to encourage development, the RDA component will help facilitate different options to
25 utilize tax increment to facilitate development.

26 The Planning Commission moved to recommend approval to the City Council of the code amendments to Title

1 8.30.30 (E) pertaining to Performance Securities on September 1, 2015 with a unanimous vote.

2 [6:22:55 PM](#)

3 CED Director Mellor reviewed the staff memo. Councilmember Lisonbee inquired as to the risk the City would be
4 assuming by allowing the recommended type of performance security. Mr. Mellor stated that it is his understanding that
5 irrevocable lines of credit are only offered to developers that meet certain criteria; the only risk to the City would be if the
6 bank offering the line of credit were to close making it impossible for the City to draw on the money. Councilmember
7 Lisonbee asked if other cities are offering this type of performance security to developers, to which Mr. Mellor answered he
8 is unsure, but could do additional research.

9

10 [6:26:40 PM](#)

11 **Review items forwarded by the Planning Commission:**

12 **Potential Reconsideration of Proposed Resolution R15-**

13 **24 amending the Syracuse City General Plan Land Use**

14 **Map adopted in 1976, as amended, by changing the land**

15 **use designation for property located at approximately**

16 **3600 W. 1700 S. from Professional Office to Business**

17 **Park.**

18 A staff memo from the Community and Economic Development (CED) Department provided the following
19 information regarding the proposed application:

20	Subdivision Name:	To be determined
21	Location:	3600 W 1700 S
22	General Plan:	Professional Office
23	Requested General Plan:	Business Park
24	Total Area:	8.57 Acres

1 The applicant has indicated that the Business Park zone is more conducive to the use of the land and the existing
2 business of nearby property. Since our last council meeting the applicant has worked with staff to create a development
3 agreement for council to review prior to approval of the zone change. This agreement has been discussed with residents who
4 were concerned with the development and they are aware of the details. Two council members and the mayor participated in
5 the discussion on drafting the development agreement herein. All parties involved have come to middle ground on this issue.

6 The Planning Commission moved to recommend unanimous approval to the City Council of the General Plan and
7 Rezone request to Business Park, Sunquest Development, property located at approximately 3600 W 1700 S, subject to all
8 applicable requirements of the City's municipal codes and City staff reviews on July 21, 2015.

9 [6:27:03 PM](#)

10 CED Director Mellor reviewed the staff memo.

11
12 [6:30:37 PM](#)

13 **Review items forwarded by the Planning Commission:**

14 **Proposed Ordinance 2015-16 amending the existing**

15 **zoning map of Title Ten by changing from Professional**

16 **Office Zone (PO) to Business Park Zone (BP) the parcel**

17 **of property located at approximately 3600 W. 1700 S.**

18 A staff memo from the Community and Economic Development (CED) Department provided the following
19 information regarding the proposed application: explained

20	Subdivision Name:	To be determined
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26 business of nearby property. Since our last council meeting the applicant has worked with staff to create a development

1 agreement for council to review prior to approval of the zone change. This agreement has been discussed with residents who
2 were concerned with the development and they are aware of the details. Two council members and the mayor participated in
3 the discussion on drafting the development agreement herein. All parties involved have come to middle ground on this issue.

4 The Planning Commission moved to recommend unanimous approval to the City Council of the General Plan and
5 Rezone request to Business Park, Sunquest Development, property located at approximately 3600 W 1700 S, subject to all
6 applicable requirements of the City's municipal codes and City staff reviews on July 21, 2015.

7 [6:30:57 PM](#)

8 CED Director Mellor reviewed the staff memo and City Attorney Roberts provided a summary of the development
9 agreement that has been negotiated between the City and the applicant.

10
11 [6:37:18 PM](#)

12 **Discuss agenda item eight, Proposed Resolution**
13 **appointing Doug Peterson to the North Davis Sewer**
14 **District (NDS) Board of Trustees.**

15 An administrative staff memo explained The City has the opportunity to appoint one of its members to serve on the
16 North Davis Sewer District (NDS) Board of Trustees. Mayor Palmer has recommended that Councilmember Peterson be
17 appointed to fill the position.

18 [6:37:36 PM](#)

19 Councilmember Lisonbee stated that in the past the Council has tried to be very conscientious of procedure; she was
20 reminded by a resident that this is not a Mayoral appointment and, instead, it is a Legislative Body appointment. She is
21 concerned that this action will be taken by a partice Legislative Body rather than an entire contingent and she preferred that
22 the item be moved to the end of the meeting so that a full Council will have the opportunity to make this decision. Mayor
23 Palmer asked City Attorney Roberts to respond to Councilmember Lisonbee's comment about the appointment being one for
24 the Legislative Body to make. Mr. Roberts indicated that according to Utah Code the Council is the appointing body for the
25 District's Board of Trustees; Title 10 of the State Code discusses the powers of members in a six Councilmember form of

1 government, and the Mayor is part of the Council. He added the State Code, however, does not give clear indication whether
2 this appointment is one for the Mayor to make with advice and consent of the Council or if it is a Council appointment, but
3 there are certain powers vested in the Mayor according to the Syracuse City Code, and one of those powers is that the Mayor
4 has the authority to remove or appoint members to Boards of Commissions with the advice and consent of the Council. He
5 noted the Council has the authority to provide for filling any vacancy in an elective or appointive office. He stated that if this
6 is an issue that arises regularly in the City, it would be best to create a specific section in the City Code that discusses
7 appointments to boards, specifically those independent of the City. He stated it is his opinion that the appointment of a
8 person to a board is subject to advice and consent of the City Council.

9 [6:40:52 PM](#)

10 Councilmember Peterson asked Mr. Roberts for his definition of advice and consent. Mr. Roberts stated that the
11 name of an appointee would be submitted by the Mayor and the Council has the opportunity to offer advice and consent via a
12 vote.

13 [6:41:10 PM](#)

14 Councilmember Lisonbee provided the history of 17B-405 of the Utah Code, noting that it applies to just one sewer
15 district in the State of Utah, which is not the North Davis Sewer District. The reason the remaining sections of the Utah Code
16 indicate that legislative bodies have the authority to make appointments to other district boards is because they are
17 representative bodies of the residents. She stated that she will not argue with Mr. Roberts' interpretation of State and City
18 Code, but she wanted to offer the opinion she received from the Association of Special District's Attorney who wrote the
19 State Code regarding this issue. She stated this is a matter of whether the Council wants to make this decision with a partial
20 body or a full body regardless of whether the appointment is made by the Mayor with advice and consent from the Council.
21 She reiterated she would prefer that the item were moved to the end of the agenda.

22 [6:42:44 PM](#)

23 Councilmember Johnson indicated he also has some concerns regarding the appointment process. He asked what
24 would happen if the Council were to vote in opposition to the appointment with the hopes of appointing someone else. Mr.
25 Roberts stated that the Council could choose to not consent to the appointment and the Mayor would then need to offer
26 another candidate for the appointment. Councilmember Johnson asked if the Council can select the appointee. Mr. Roberts
27 answered no. Mayor Palmer noted previously when the Wasatch Integrated Waste Management District (WIWMD) position

1 was filled it was done on a recommendation by him with the advice and consent of the Council. He stated he considers this
2 appointment to be similar. Councilmember Lisonbee noted that 17B-404 of the Utah Code is specific to sewer districts and
3 does not apply to the WIWMD Board. She stated that when the North Davis Sewer District position was last filled the
4 Council was provided with a blank resolution and the Council decided who should be appointed to fill the vacancy. She
5 stated she feels that set a precedent for making appointments to the position. Mayor Palmer stated he feels that was a more
6 controversial situation and he does not believe the City Code was reviewed prior to making the decision. Councilmember
7 Lisonbee pointed out that Mayor Palmer had sent her an email asking her to forward her information to the former City
8 Attorney who researched the issue prior to the appointment being made. She stated she is simply asking that the intent of the
9 State Code be considered; this is a legislative appointment and she feels a full City Council should make the decision.
10 Councilmember Johnson agreed and stated the timing is poor considering that there is a vacancy on the Council. He stated he
11 feels this action is premature. Mayor Palmer stated there is a quorum and he asked if what Councilmember Johnson is saying
12 is that no item should be considered when only four Councilmembers are present. He stated there is a purpose for a quorum.
13 Councilmember Lisonbee stated there is also a purpose for having a full Council especially when considering appointing
14 someone that will represent the citizenry on such a small representative body.

15 [6:46:03 PM](#)

16 Councilmember Gailey stated he supports appointing Councilmember Peterson to the position; he feels
17 Councilmember Peterson can 'hit the ground running' and even if his service is only for a short term pending the outcome of
18 the General Election, he will be effective while serving in that capacity. Councilmember Lisonbee stated she could support
19 an interim appointment, but she cannot support an ongoing appointment without knowing the results of the upcoming
20 election. She stated she has had conversations with other members of the District board and is very up to speed on the issues
21 they are facing and she would be just as viable a candidate. She stated if the decision is made to appoint Councilmember
22 Peterson, she would prefer that appointment be until the end of the year to give the Council the opportunity to revisit the
23 issue in January when all appointments and assignments are considered.

24 [6:47:13 PM](#)

25 Councilmember Peterson stated he appreciates the Mayor nominating him for the appointment; he feels he could
26 step into the position easily. Since he has been off of the board he has still be actively reading meeting packets and has even
27 attended three meetings. He added he knows the board would appreciate him being a member; they have a budget meeting

1 this Saturday and a meeting Thursday. Mayor Palmer stated that is why he wanted to make the appointment tonight as it is
2 important to have representation at those meetings. He stated he will move forward with the appointment as planned.
3 Councilmember Lisonbee stated that she is opposed to a four-year appointment as indicated in the resolution; she suggested
4 the appointment be strictly interim. Councilmember Gailey stated he would be willing to revisit the appointment in January
5 2016. Councilmember Peterson stated this discussion is inconsistent with the argument members of the Council used
6 previously when removing him from the position he was appointed to in order to complete a previous appointees term; if he
7 is appointed to fill Councilmember Duncan’s term, it should be for a minimum of two years. Councilmember Lisonbee
8 stated she is suggesting that the appointment be an interim appointment because no one knows the outcome of the election.
9 Mayor Palmer suggested that the Council appoint Councilmember Peterson to complete former Councilmember Duncan’s
10 term on the board with the knowledge that if Councilmember Peterson is not reelected to the Council the appointment will be
11 interim by default. City Recorder Brown suggested that the language in the motion to appoint include specific details
12 regarding the length of the appointment, whether that is to fill Councilmember Duncan’s term or not. She stated she will
13 confer with the District regarding the length of time left on Syracuse City’s current term on the board.

14
15 [6:49:43 PM](#)

16 **Council business**

17 Councilmembers then provided brief reports regarding the activities they have participated in since the last City
18 Council meeting.

19
20
21
22 The meeting adjourned at _____ p.m.

23
24 _____
25 Terry Palmer
26 Mayor

Cassie Z. Brown, CMC
City Recorder

27
28 Date approved: _____



COUNCIL AGENDA

September 22, 2015

Agenda Item “3”

Common Consent: Arts Council
Reappointments.

Factual Summation

- Syracuse City Arts Council leadership requested that members Spencer Frew and James Hansen be re-appointed with their new terms set to expire July 1, 2020. Mayor Palmer has consented to the reappointments and staff drafted resolutions to allow the Council to take formal action on the reappointments.

RESOLUTION R15-32

**A RESOLUTION OF THE SYRACUSE CITY COUNCIL
REAPPOINTING SPENCER FREW TO THE SYRACUSE CITY
ARTS COUNCIL.**

WHEREAS Title III of the Syracuse City Code provides for the establishment of a Syracuse City Arts Council; and

WHEREAS Section 3.09.020 of the Syracuse City Code dictates that no less than six (6) members of the community shall be appointed and serve on the Syracuse City Arts Council; and

WHEREAS Arts Council leadership has requested that Spencer Frew be reappointed to serve as a member of the Syracuse City Arts Council.

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF SYRACUSE CITY, UTAH, AS FOLLOWS:

Section 1. Appointment.

- Spencer Frew is hereby appointed to serve on the Syracuse City Arts Council with his term expiring July 1, 2020.

Section 2. Severability. If any section, part or provision of this Resolution is held invalid or unenforceable, such invalidity or unenforceability shall not affect any other portion of this Resolution, and all sections, parts and provisions of this Resolution shall be severable.

Section 3. Effective Date. This Resolution shall become effective immediately upon its passage.

PASSED AND ADOPTED BY THE CITY COUNCIL OF SYRACUSE CITY, STATE OF UTAH, THIS 22nd DAY OF SEPTEMBER, 2015.

SYRACUSE CITY

ATTEST:

Cassie Z. Brown, City Recorder

By: _____
Terry Palmer, Mayor

From: **Spencer Frew** <spencerf@syracuseutaharts.org>

Date: Sat, May 16, 2015 at 9:14 AM

Subject: Arts Council

To: Melanie Rollins <melanie@syracuseutaharts.org>

Melanie, I would like to continue to serve as a member of the Syracuse Arts Council.

Thanks,
Spencer Frew

RESOLUTION R15-33

**A RESOLUTION OF THE SYRACUSE CITY COUNCIL
REAPPOINTING JAMES HANSEN TO THE SYRACUSE CITY
ARTS COUNCIL.**

WHEREAS Title III of the Syracuse City Code provides for the establishment of a Syracuse City Arts Council; and

WHEREAS Section 3.09.020 of the Syracuse City Code dictates that no less than six (6) members of the community shall be appointed and serve on the Syracuse City Arts Council; and

WHEREAS Arts Council leadership has requested that James Hansen be reappointed to serve as a member of the Syracuse City Arts Council.

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF SYRACUSE CITY, UTAH, AS FOLLOWS:

Section 1. Appointment.

- James Hansen is hereby appointed to serve on the Syracuse City Arts Council with his term expiring July 1, 2020.

Section 2. Severability. If any section, part or provision of this Resolution is held invalid or unenforceable, such invalidity or unenforceability shall not affect any other portion of this Resolution, and all sections, parts and provisions of this Resolution shall be severable.

Section 3. Effective Date. This Resolution shall become effective immediately upon its passage.

PASSED AND ADOPTED BY THE CITY COUNCIL OF SYRACUSE CITY, STATE OF UTAH, THIS 22nd DAY OF SEPTEMBER, 2015.

SYRACUSE CITY

ATTEST:

Cassie Z. Brown, City Recorder

By: _____
Terry Palmer, Mayor

From: James Hansen [mailto:jameschansen@gmail.com]

Sent: Monday, June 29, 2015 11:40 AM

To: Judy Merrill

Cc: Melanie Rollins

Subject: Re: July SCAC Board Meeting Cancelled

Hi Judy,

Here is my official email seeking reappointment to the Syracuse Arts Council board. As we discussed, I feel I don't always give the arts council the needed attention and fear I hinder its progress. So, yes, if the board thinks my contributions outweigh the things I don't do, I'm happy to serve :)

Thanks,

James