

V. DEPARTMENT ADMINISTRATION

In this section, we identify principal issues relating to the administration of the Public Works Department. Administrative functions include human resources, the financial management of the department, information technology, and operational policies and procedures.

Beginning with human resources, the project team identified the following issues in the Human Resources unit of Public Works.

1. **THE DEPARTMENT'S PAYROLL PROCESSING SYSTEM PRESENTS PROBLEMS OF DUPLICATION OF EFFORT AND TIME-CONSUMING ACCURACY CHECKS, HOWEVER THESE PROBLEMS WERE BEING THOROUGHLY EXAMINED AND ADDRESSED DURING THE PERIOD OF THE STUDY.**

Currently, the Office Manager and Office Representative positions are responsible for collecting weekly payroll information by summarizing daily work activity sheets completed by each crew leader, which notes daily exemptions, overtime, and out of class pay. Office Managers are required to maintain a daily log of this payroll data in an Excel spreadsheet. The data are summarized and entered weekly into the payroll processing system. Office Managers note weekly exemptions for each center staff into FastNet, which is reviewed by the Administrative Assistant and submitted to Metro Human Resources. FastNet is an exemption payroll system and does not allow the Department to track leave time by type. In order to maintain accurate records with regard to leave time accrual, Office Managers utilize, Gneil, which allows the monitoring of leave time accrual by type, as well as providing leave time summaries to staff. This is completed weekly with information being updated from the Excel spreadsheet.

The current method for payroll and leave time record keeping requires Office Managers and Office Support Representatives to maintain three separate files, one of which is updated daily. While Special Operations and the East Center are networked, the West Center staff does not have access to the network. Their data are forwarded to the Administrative Assistant, who updates West Center data in Metro's information systems on a monthly basis. While the payroll functions of the Office Managers and Office Support Representatives do not comprise the majority of their daily activities, it is the payroll processing system which creates duplication in data collection and processing. One of the problems in this regard results from the fact that the current system forces Office Managers to retroactively review the time worked by each staff member to ensure that any overtime claimed is legitimate. For example, if an employee works 48 hours in a week, with hours 41 through 48 worked out of class, Metro pays this overtime at the rate of the out of class position, thereby requiring office staff to review this occurrence day by day to confirm the accuracy of claimed overtime by the employee, as the current system is not capable of making the adjustment.

Human Resources personnel at both the Department and Metro level are aware of the limitations of the current system and is examining alternatives to rectify the situation. The project team attended several meetings between Metro Human Resources personnel and Public Works Human Resources staff which addressed these issues, and believes that, although proposed solutions are changing rapidly, the situation is being adequately addressed.

The next issue analyzes the organizational placement of the Office Managers at each of the Streets and Roads Division's three work sites.

2. **THE PROJECT TEAM RECOMMENDS THE ORGANIZATIONAL TRANSFER OF OFFICE MANAGERS AND OFFICE SUPPORT REPRESENTATIVES FROM HUMAN RESOURCES TO THE DIVISION OF STREETS AND ROADS.**

In addition to the positions of Training and Safety personnel in the Human Resources Division of Public Works, there is an Office Manager and an Office Support Representative at each of the two satellite centers, as well as at the central location at South 5th Street, almost exclusively supporting the operations of the Streets and Roads Division. A review of daily activities of Human Resources center staff, data collection/processing methods, and Human Resources support indicate that the majority of job activities performed by Office Managers and Office Support Representatives, who nominally report to the Public Works Human Resources Manager, were not related to the support of traditional Human Resources functions. The daily activities and job responsibilities of Office Managers and Office Support Representatives generally consist of payroll processing, compilation of data for various reports, serving as an intermediary between Metro Human Resources and line staff, and administrative support to centers' supervisors and managerial staff. Additionally, the daily job responsibilities of the Office Manager and Office Support Representative do not include many of the traditional Human Resources functions, such as new employee orientation or benefits administration.

As mentioned in the previous sub-section, payroll data are collected and entered into an Excel spreadsheet daily, and then entered weekly into two additional databases (FastNet and Gneil). This redundancy in the payroll process consumes a significant portion of the actual staff time spent on human resources functions, meaning that while the majority of work performed by the Office Managers and Office Support Representative focuses on assisting Center staff, their activities relating to human resources support focus primarily on payroll processing. The

second primary human resources-related function of the Office Managers and Office Support Representatives is to serve as liaisons between the departmental Human Resources Division and Public Works staff. For the most part, Human Resources Center staff collect completed paperwork and forward it to the departmental Human Resources unit at South 5th Street for processing. Also, Human Resources center staff are responsible for disseminating new policies and information to Public Works center staff, however, it appears that Office Managers and Office Support Representatives receive minimal direction regarding policy interpretations, as well as explanations and training in Human Resources decisions. Rather, the function of the Office Managers and Office Support Representatives has evolved into a function of relaying specific questions and information requests between Human Resources and center staff.

While payroll processing and the dissemination of Human Resources policies and information are the primary human resources functions of the Office Managers and the Office Support Representatives, it appears that the clerical functions of data collection and the development of reports, including payroll, “out of class” and overtime pay, as well as monthly work activity reports and CostSum data comprise a greater portion of their daily activities, rather than traditional human resources responsibilities. For the most part, these reports are assigned and utilized by Public Works Center staff, as well as the Director of Public Works. Human Resources Center staff are also responsible for processing and tracking work orders generated by the call center, using the Automated Inquiry Management (AIM) system work orders, which are received through interdepartmental mail daily. The Office Managers and Office Support Representatives also maintain a separate database, as well as a hard copy of the work orders. In addition to keeping records, Office Managers and Office Support Representatives provide administrative and clerical support, maintaining center files, answering

phones, and preparing correspondence for managers and supervisors. Office Support Representatives also dispatch emergency requests for services to crews throughout the day.

Finally, Office Managers and Office Support Representatives receive daily direction from and provide daily administrative support to Center staff, as opposed to the Human Resources Division of the Department. This presents complications for Office Managers and Office Support Representatives, as they receive their daily job assignments and workloads from Public Works Center staff, while organizationally reporting to the Human Resources Manager. The project team believes that the organizational location of Office Managers and Office Support Representatives conflicts with their specific job functions and responsibilities, especially as they relate to the prioritization of daily activities.

Recommendation 51. The project team recommends that the Office Managers and Office Support Representatives be transferred organizationally from the Human Resources Division to the Streets and Roads Divisions and the centers at which they work. Given that the project team has previously recommended the organizational consolidation of the East and West Centers with that of Special Operations, this would entail each of the six employees at the three Centers to be transferred to the Special Operations Unit of Streets and Roads as well.

The project team makes this recommendation for the following reasons:

- **It allows the management of the Division for whom the clerical staff provide most of their daily work to establish the prioritization of their activities.** – Currently, the Office Manager and Office Support Representative at each of the Centers report to the Human Resources Manager, with whom they only sporadically communicate and receive direction. Observations and interviews indicate that there is a far greater degree of interaction with Center staff, and this interaction is only peripherally related to human resources functions.
- **Once the Department's payroll processing problems are overcome, the time consumed in this function will decrease substantially.** - Currently, the Office Manager and Office Support Representative at each of the Centers spend the majority of their time performing operational activities related to the Centers at which they are located, as opposed to human resources-related functions. This relative percentage of time is likely to be substantially reduced even from the current levels as the Department streamlines the payroll processing activity.

- **Office Managers and Office Support Representatives do not possess any formal training or education in human resources functions.** - Although this is not a formal requirement of the positions, and is not a fault of the incumbents in the positions, neither do these employees provide any added human resources value through their presence at the Centers beyond simply relaying personnel-related documentation to Center staff. As has been discussed above, the functions are primarily clerical in nature, and are not specifically related to human resources, per se.
- **With the increased need for documentation and reporting of daily work activities by field personnel, there is a commensurate need to increase the focus of the Office Manager and Office Support Representative on these functions as well.** – As was discussed in an earlier section of this report, the project team strongly recommends that the Streets and Roads Division begin placing greater emphasis on accumulation and reporting of crew activities. This will necessarily become a function of the clerical personnel at the Centers, and will require a high degree of coordination with Division staff, particularly in the early phases of this effort, to ensure the quality of data.

The next issue analyzes coordination between the Safety and Training functions of Human Resources.

3. **A GREATER LEVEL OF COORDINATION IS NEEDED BETWEEN THE DIVISION'S SAFETY AND TRAINING FUNCTIONS.**

Training and Safety are organizationally separate functions, which report directly to the Human Resources Manager of the Public Works Department. The Training Unit provides information regarding training courses available to staff from Public Works divisions, Metro, as well as other external training providers. It also provides required training courses (i.e. sexual harassment, diversity) and personal development courses. Currently, the Training Unit's focus is on developing a comprehensive list of all training available to Public Works staff. The Safety Unit works to ensure compliance with state and federal laws, and tracks employee compliance with the TOSHA and OSHA requirements, as well as investigates all incidents and accidents within the Department or staff.

Currently, the coordination between the two divisions is focused on the implementation of an information system. The information systems will enable the units to track staff training and re-certification needs. It will also provide Training and Safety staff with information on which decisions can be made, as well as information to improve coordination between those divisions and other Metro departments to determine training needs, available resources, and courses. Because there has historically been little coordination between Safety and Training, staff training needs have historically not been sufficiently identified or met. However, the project team has met with the Training staff and is satisfied that the recently-initiated coordination plan addressing problems and solutions to training issues will result in a better-managed and well-functioning program. However, given the critical link between safety and training functions, improved coordination, communication and working relationships would enhance the level of service provided to the Public Works staff by allowing the units to monitor compliance, establishing advanced planning of courses, and to develop a training program that would prevent redundancy in courses provided by other divisions.

Recommendation 5-2. The Department should establish a goal of integrating training and safety through establishing a formal program of safety training that is focused specifically on the findings of regular safety inspections within the department. No cost is associated with this recommendation, but the expected benefit should be a reduction in preventable accidents in the Department.

4. PERFORMANCE EVALUATIONS SHOULD BE GIVEN MORE MANAGERIAL ATTENTION TO ASSURE THAT THEY ARE USED FOR PROFESSIONAL DEVELOPMENT.

As part of the study, project staff reviewed the personnel files of a randomly selected 66 employees of the Department. The purpose of the review was to determine whether performance evaluations were performed on a timely basis and if the scoring provided sufficient feedback as to constitute appropriate developmental feedback. We observed the following:

- Employee records are kept in file cabinets in a fully accessible clerical work area. While the cabinets had locks on them, they were not locked. This means that any person with access to the area also had access to the original personnel files of any departmental employee.
- Of the 66 files examined, all but 9 had evaluations performed within the last year. Of the nine, all but one had had evaluations performed within the past eighteen months.
- Only one of the files had evaluations had an average score below 2.0 for Section Two (general job characteristics); none had an average score below 2.0 for Section Three (job specific skills). The score of 2.0 is established as the average score.
- The average score for Section Two was 2.22, and the average score for Section Three was 2.28.
- Fifteen of the 66 evaluations had scores of 2.0 for Section Two; 18 has scores of 2.0 for Section Three.
- 27 of the evaluations had rankings in which the score of 2.0 was assigned for at least 75% of the evaluation criteria.

The implication of the tight clustering of the scores is that performance evaluation process is being used as work activity that has to be completed rather than as a valuable tool of management review and employee development.

Recommendation 5-3. The Department should work with Metro Human Resources to develop a training program for supervisors that focuses on meaningful performance evaluations as a means of fostering employee development and encouraging work improvement. The program should start with the Director's Office and go throughout the department. Additionally, the Department's training officer should review all performance evaluations to determine either individual training needs for a given employee or observe any patterns of performance that warrant development of Department-wide training. There is no cost associated with this recommendation, but it can be expected to result in more effective evaluations, enhanced employee training, and better work performance.

A key point to this recommendation is that valid performance evaluation of employee performance must begin with the senior leadership of the Department. Departmental management needs to understand the importance of meaningful, objective performance

measurement and transmit that commitment to all of the employees who work under the respective manager's leadership. Once this attitude has been established at the senior management level, it can then be transmitted throughout the organization at all levels.

Recommendation 5-4. The Department needs to secure personnel files by keeping the file cabinets holding personnel records locked at all times, with key access strictly limited. There is no cost associated with this recommendation.

The next sections of this chapter address financial administration of the Department.

5. FINANCIAL CONTROL PROCEDURES WITH THE DEPARTMENT NEED TO BE IMPROVED.

There are three components to this discussion. The first is the Department's contract management, which was discussed in the Engineering Division chapter of this report. The second is the administration of the Department's invoices and receivables, and the third is fee administration.

(1) The Department needs to improve its accounts receivable and check handling processes.

The project team reviewed the check/cash receiving and handling processes to verify that appropriate controls were in place to assure proper management of funds. This included the functions within the parking and parking zone administration, permitting, and solid waste areas.

In summary, the current process is described as follows:

- The bulk of the Department's monetary transactions are performed by check. There is relatively little cash handling, with the majority of that occurring at the City's disposal sites. Additionally, most of the permitting activity is conducted through the Citywide permit system, using debit accounts.
- Relevant financial staff generate customer invoices based on their own stand-alone information systems which capture transaction history.
- When payments are received, the financial staff logs the payment, endorses the check with a stamp provided by the Metro Treasurer, bundles the checks,

prepares a deposit slip, and gives the bundle to a Financial Officer II for handling.

- The Financial Officer II verifies the checks, prepares a revenue transaction form, and places the checks, deposit slips, and transaction forms, into a transmittal bag.
- The Department's courier picks up the bag in the afternoon, deposits the funds in a City bank account, delivers the transaction form to the Metro Finance Department and returns a copy of the deposit slip to the Financial Officer II.
- Metro Finance records the transaction form and sends an executed copy to the Financial Officer II, who assembles the transaction form and deposit slips and provides them to the relevant finance staff.

In the course of our review of the processes, the project team did not observe any actions that would cause us to suspect inappropriate financial dealings. However, we did observe several practices which either result in insufficient account management or could lend themselves to abuse. These include the following:

- When the permitting staff receive payments, they retain the payments in a locked desk drawer until what the staff feels is a sufficient number have been received. Staff report that, in some cases, this could be a period of from several weeks to a month. Metro cash management policies require daily deposit of all funds.
- In the case of parking payments, the Department's receptionist places all of the mail for the Parking Division's Finance Officer on the Officer's desk. The Officer sorts her mail and either immediately processes all payments or stores the payments in a vault in her work cubicle. This is appropriate management of the checks on the part of the Finance Officer. However, potential for problems occur first, with the placement of potential checks on a cluttered desk when the Finance Officer may be absent. In such cases, that could be as short as a few minutes to several days since there is no back-up for the Finance Officer.
- Although the Department has transitioned payments for solid waste matters to the Waste Management Division (an issue that will be discussed later in this Chapter), some payments are still being received in the Department's main office. The Finance Officer was placing the live checks in routine interoffice mail, without any controls. When the MAXIMUS staff was conducting a review of the control procedures at the Waste Management Division, we observed an interoffice mail pouch that contained six checks for over \$13,000 in value. When we brought this to the attention of the Department's Administrative Officer, he changed the handling process immediately.

- While reviewing the financial management controls around contracts in the Waste Management Division, the project staff observed a case in which the Division was administering funds in a manner contrary to contract procedures. The particular case related to the City's contract for brush handling. The contract provides that the contractor will share profits from the sale of mulch through a discount on future invoices. In fact, the contractor was issuing a check for the payment. There were two different checks, with two different business names, neither of which was a name on the official contract. While the Division personnel knew the source of the checks, an independent audit would have required follow-up reconciliation of the business process.
- Also in the Waste Management Division, we observed that the staff responsible for verifying payment authorizations was simply ratifying approvals since she did not have any independent means of verifying the invoice matter. As well, the contract manager indicated difficulty in verifying invoice data. Both attributed the problem to a lack of monitoring capacity that was inherited when the process was transferred to Waste Management. This issue pertains to every service contract being administered by the Division. The Division is attempting now to identify the service bases for each contract and establish procedures for verifying invoice data.
- A problem common in all of the areas was the lack of the ability to reconcile payments against specific invoices. The finance staff had to assume a connection between payments and outstanding invoices. This would diminish the Department's ability to verify specific financial transactions.

Recommendation 5-5. The MAXIMUS project team recommends that the Department amend its accounts receivable process to minimize check handling and use the procedures being established by Metro. There is no cost associated with this recommendation, but the benefit will be improved controls over checks and reduced work load on staff.

Relevant elements of this recommendation include:

- Metro is in the process of implementing a general accounts receivable system for Nashville government. The Public Works Department should be integrated into this system at the earliest opportunity.
- As soon as practical with the receivables system, the Department should abandon its stand alone systems in favor of use of the capacity of the J.D. Edward's receivables capacity.
- The Department should establish a process by which all payments are sent to the Metro Treasurer or designated contractor, which would open, process, and

deposit all checks, and provide a transaction history. While this could be done independently of the receivables module, it would work more effectively with such a module in place

- All cash transactions should be processed through the use of drop safes, with counts and deposits processed by a contract counting house. Each safe would be equipped with a removable, locked storage box. The Departmental courier would remove the box and transfer it to the counting house. The house would be responsible for counting the receipts and depositing the funds into Metro accounts. This is the model used for parking meter enforcement, and it can be expanded to include these transactions, subject to the same auditing procedures which we describe in the next section of this report.

Metro expects that the change in the receivables process will take at least a year to design and implement. Pending the changes, the Department should implement the following interim steps:

- The Department should designate a central receiving point for all checks. The receiving staff should immediately image all incoming checks and place the checks in a secure location pending pick up and deposit in the afternoon. All information processing should be performed using the image rather than the live check.
- The Department should proceed with the drop safe and counting procedures for cash transactions.

(2) The Department should develop an audit procedure for its parking meter revenues.

Currently, the Department's parking meters are swept on a regular schedule by the parking meter maintenance personnel. The collector opens the meter, ejects the coin box into a locked vault, and replaces the coin box. At the end of the route, the collector turns the vault into a contracted collection agent. The agent opens the boxes, counts the coins, deposits the money into a City depository account, and submits the deposit slip to the Division's finance officer. Throughout this process, there is no means by which the City monitors the fidelity of the processing agent.

Recommendation 5-6. The MAXIMUS project team recommends that the Department develop a procedure to test the accuracy of the collection count.

This can be done by providing the lock box operator with test boxes, the contents of which are known by the City. The operator should provide accounting of the boxes individually in such a fashion that the Department can verify the accuracy of the count. This may require a revision to the service contract to provide more detailed accounting; the benefit would be assurance of proper receipting of all funds due to the City.

(3) The Department needs to administer its fee systems more effectively.

As part of the performance audit, the project team reviewed the Department's administration of its various fees. At point were the basis on which the fees were determined and the level of revenue resulting from those fees.

- The Department is authorized to collect fees for excavation permits, obstruction permits, parking meter occupancy, and right of way temporary closure permits.
- The fee for each transaction is recorded in Metro Ordinance 97-785. While the parking meter occupancy permit fee is set on the basis of the estimated revenue for a parking meter in a given day, the other fees were set based on general recommendations and without any underlying analysis relating to cost recovery.
- In the two-year period from January 1, 2000 to December 31, 2001, the Department collected \$2000 for the issuance of 20 encroachment permits, \$544,816.50 for the issuance of 2,175 excavation permits, and \$67,450 in meter occupancy fees.
- While the Department issues these permits on a regular basis, it does not collect fees for temporary closures. It justifies the action on the basis that the City's permit tracking system is not able to perform the calculations necessary for the fees and the system has not yet been modified to do so.
- The only authority in the ordinance not to collect the fees is a waiver to be granted by the Director for Metro departments and contractors, required utility relocations, actions of governments, or the necessity to close a public way for the immediate protection of public safety; none of these conditions exist to provide a basis for the non-collection of these revenues.

- During the two year period of January 1, 2000 to December 31, 2002, the Department issued a total of 14,196 temporary closure permits. The closure permit has a sliding scale inspection fee from \$10 to \$50 plus \$1 per day for each day after 50 days, plus an application fee of \$15.00. At a minimum, the lack of the fee has resulted in average lost revenues of \$106,500 per year over the past two years.
- Approximately a year ago the Department hired an independent consultant to conduct an evaluation of the costs relating to closure permits. The resulting report provided a detailed basis for recommending a new fee structure. To date, the Department has not submitted a draft ordinance to the Metro Council to authorize the new fee structure.

Recommendation 5-7. The project team recommends that the Department begin immediately to establish the systems and procedures necessary to track and bill the fees that it is authorized to collect. Additionally, we recommend that the Department submit the revised fee ordinance to Metro Council for the Council's consideration at the earliest opportunity. The effect of this recommendation would be to increase the fees received by the City by approximately \$106,000, or more, per year and establish a better accounting of permits for inspection; the potential negative effect will be assuring that firms and individuals in fact obtain permits.

This change will require substantial coordination with Metro Information Technology in order to integrate the permit into Metro's electronic permitting systems. As Metro considers development of a one-stop permitting system, it would be appropriate to incorporate this permit into the more comprehensive approach.

6. ADMINISTRATIVE STAFF SERVICES OF THE DEPARTMENT DO NOT APPEAR TO BE WELL ORGANIZED.

There are two elements to this issue. The first is the physical organization of the Staff Services unit, and the other is whether the staffing is appropriate for the work load. Together, these elements provide an appearance that the staff support operations of the Public Works Department operate ineffectively. The MAXIMUS project team's impression of staff services is that the unit works diligently to accomplish its mission and that, based on our review of

various work activities, appears to work well within the legal constraints established for the Department's financial performance.

Nonetheless, there are several dynamics which, when improved, could result in a more effective support unit. Relevant observations include:

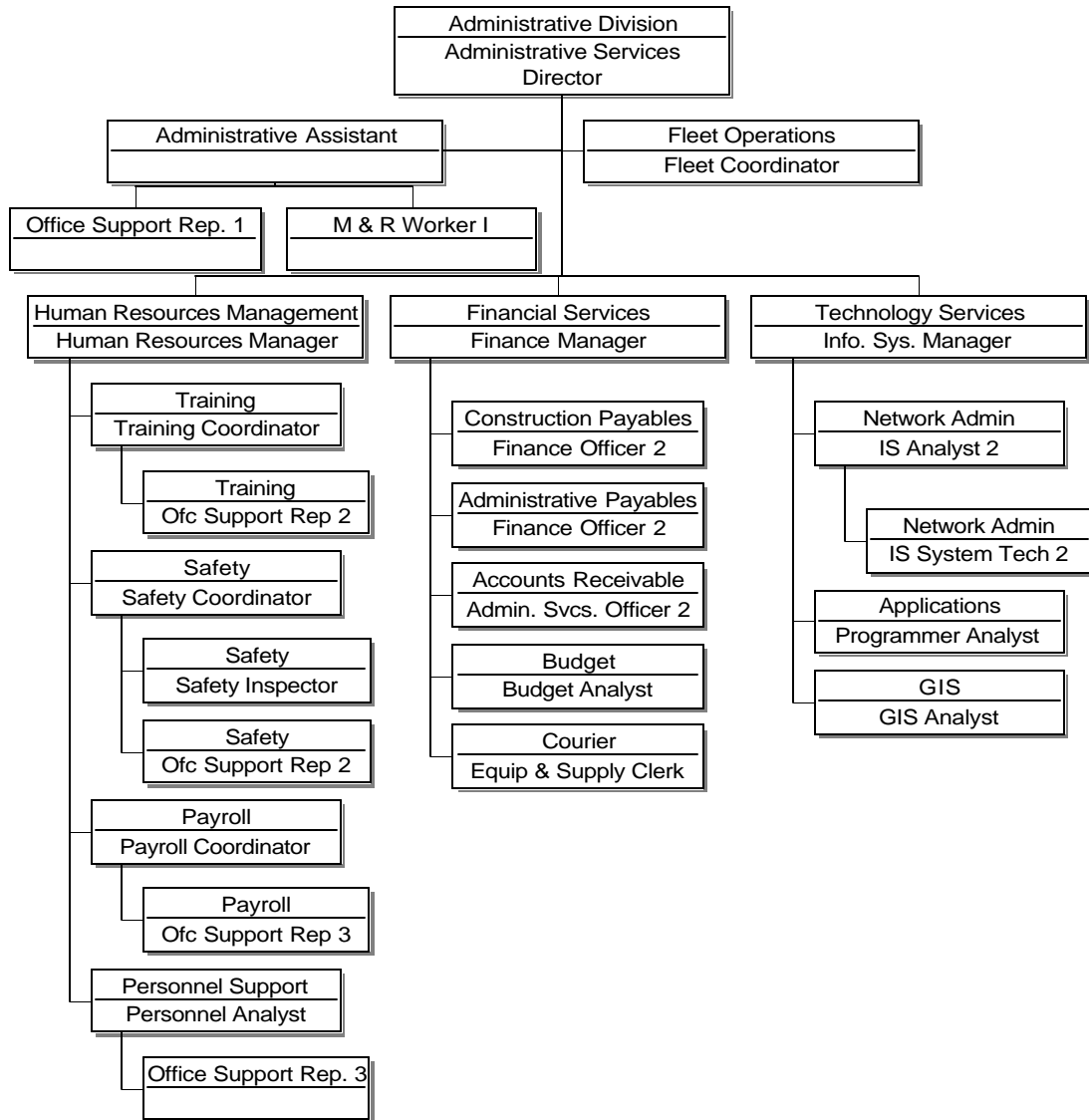
- With the retirement in the past several years of two key staff, there is no middle management within the financial side of the staff services unit. Interviews indicate that most finance staff perceive themselves as reporting directly or indirectly to one individual.
- It is uncertain how the human resources function fits into the overall staff services unit; in some cases, interviews with human resources staff indicate that these individuals perform some financial functions periodically.
- Interview indicate that the staff services unit may have more finance staff than are necessary based on industry standards; this determination is complicated by having five different staff performing the same, or similar, financial functions, despite having four different job titles.
 - Financial management functions are performed in three different divisions of the Department. In addition to the Staff Services Division, financial management is performed by a Finance Officer 2 in the Parking Division and the Waste Management Division has established a financial staff capacity, displacing an existing Administrative Services Officer 2. The displaced position appears currently to be spending time training the new staff and performing miscellaneous projects.
 - In the past year, the Department processed approximately 6,500 account payable transactions, based on a transaction list provided through FASTNET. This includes both administrative payments as well as construction contract payments. Industry standards of performance indicate that this number of transactions is at the low end of work output expectations for a single financial accounting staff person, where between 7,000 and 9,000 transactions per person is typical.
 - While conducting interviews and field data collection the project staff observed the work of the financial and clerical staff of the Department. Our review of their work indicated a large amount of repetitive processing, such as entering invoicing information into their own data sheets, then repeating the entry into City financial systems, then repeating the process upon receipt of payment. There did not appear to be any other significant work activity.

- While on paper, the duties of the finance staff appear to be distributed, interviews with the staff indicated overlap in their perceptions of their areas of responsibility. Additionally, while the open order list ostensibly assigns responsibilities for each contract to a given finance staff member, during our contract review, project staff was frequently directed to a different person.
- The potential for confusion in responsibilities is demonstrated by the MAXIMUS project team's experience when conducting the contract audit. While a master spread sheet assigned responsibilities for contract administration to various staff, in practice, the assigned individual and the person actually knowledgeable of the contract varied.
- A key finance staff person works on a part-time basis; in her absence, information gathering relating to projects for which she is responsible is not possible.
- The current job title of Contract Manager appears to be inadequately described. Interviews indicate that very little of the work of this position relates directly to contract management. Instead, the work is primarily related to legislative policy and general administrative policy interpretation.

Recommendation 5-8. Based on our review of the operations of the Finance functions of the Department of Public Works, the MAXIMUS project team recommends that the Department reorganize and realign its administrative staff. Including wages and fringe benefits, we estimate that these changes will cost approximately \$170,000. The benefit for this is improved coordination of administrative services, coordination of fleet use, enhanced management of departmental payroll, improved personnel services, and the capability to meet the information technology needs described throughout this report and summarized in this chapter.

We recommend that the administrative unit be composed as shown in the following organization chart:

RECOMMENDED ORGANIZATION ADMINISTRATIVE DIVISION



The following table is a matrix of positions that compare the assignment of job positions within the Administrative Division as they currently exist against the proposed changes described in this chapter.

Administrative Division Matrix of Personnel Assignments			
Function	Current	Proposed	Comments
Division Administration		Admin Services Director Admin. Asst Office Support Rep. 1 M&R Worker I	New Position Assigned from Human Resources unit Assigned from Human Resources Assigned from Human Resources
Human Resources: Admin	Human Resources Manager Admin. Assistant M & R Worker I Office Support Rep I Equipment & Supply Clerk II	Fleet Coordinator Human Resources Manager Office Support Rep. 3	New Position Admin Asst would be reassigned to Division Administration; the OSR would be reassigned from Finance Assigned to Division Administration Assigned to Division Administration Assigned to Finance
Human Resources: Center Support	Office Support Mgr (3 positions) Office Support Rep II (3 positions)		Assigned to Streets and Roads Div. Assigned to Streets and Roads Div.
Human Resources: Training	Training Coordinator Office Support Rep 2	Training Coordinator Office Support Rep 2	
Human Resources: Safety	Safety Coordinator Safety Inspector Office Support Rep 2	Safety Coordinator Safety Inspector Office Support Rep 2	
Human Resources: Payroll		Payroll Coordinator Office Support Rep 3	New position Assigned from Finance unit
Human Resources: Personnel		Personnel Analyst	New position
Financial Services	Finance Manager Finance Officer 2 (Part Time) Administrative Assistant Administrative Services Officer 2	Finance Manager Finance Officer 2: Construction Finance Officer 2: Administrative Finance Officer 2: Receivables	

Administrative Division Matrix of Personnel Assignments			
Function	Current	Proposed	Comments
Financial Services (continued)	Finance Officer 2 (in Parking Div.) Office Support Representative 3 (2 positions) Finance Officer 2 Office Support Rep 3 (in Waste Mgmt)	Budget Analyst Equipment & Supply Clerk	This position would displace the part time position. Positions reassigned to Human Resource for Admin and Payroll Assigned from Human Resources
Technology Services	IS Analyst 2 IS System Tech 2 Programmer Analyst (in Waste Mgmt) GIS Analyst (in Engineering)	Information Systems Manager IS Analyst 2 IS System Tech 2 Programmer Analyst GIS Analyst	New Position Transfer from Waste Mgmt Transfer from Engineering
Total Positions			
	Current	23.5	
	In Division	4.0	
	In Other Divisions	27.5	
	Subtotal		
	Proposed		
	In Division	25.0	
	Transferred	6.0	
	Subtotal	31.0	
	Net New Positions	3.5	

Points relevant to this recommended organization include the following

- The organization adds five new positions: Division Director, Fleet Coordinator, Payroll Coordinator, Personnel Analyst, and Information Systems Manager. It deletes one and a half positions: Finance Officer 2 (part time) and Office Support Representative 3 (a currently vacant position in the Waste Management Division, with the functions being transferred to the Administrative Division)
- The Human Resources Unit would be reconstituted by the assignment of the Office Managers and support staff to the Streets and Roads Centers, where they would continue to be responsible for payroll functions. The unit would incorporate a payroll coordinator and support staff for payroll functions for other

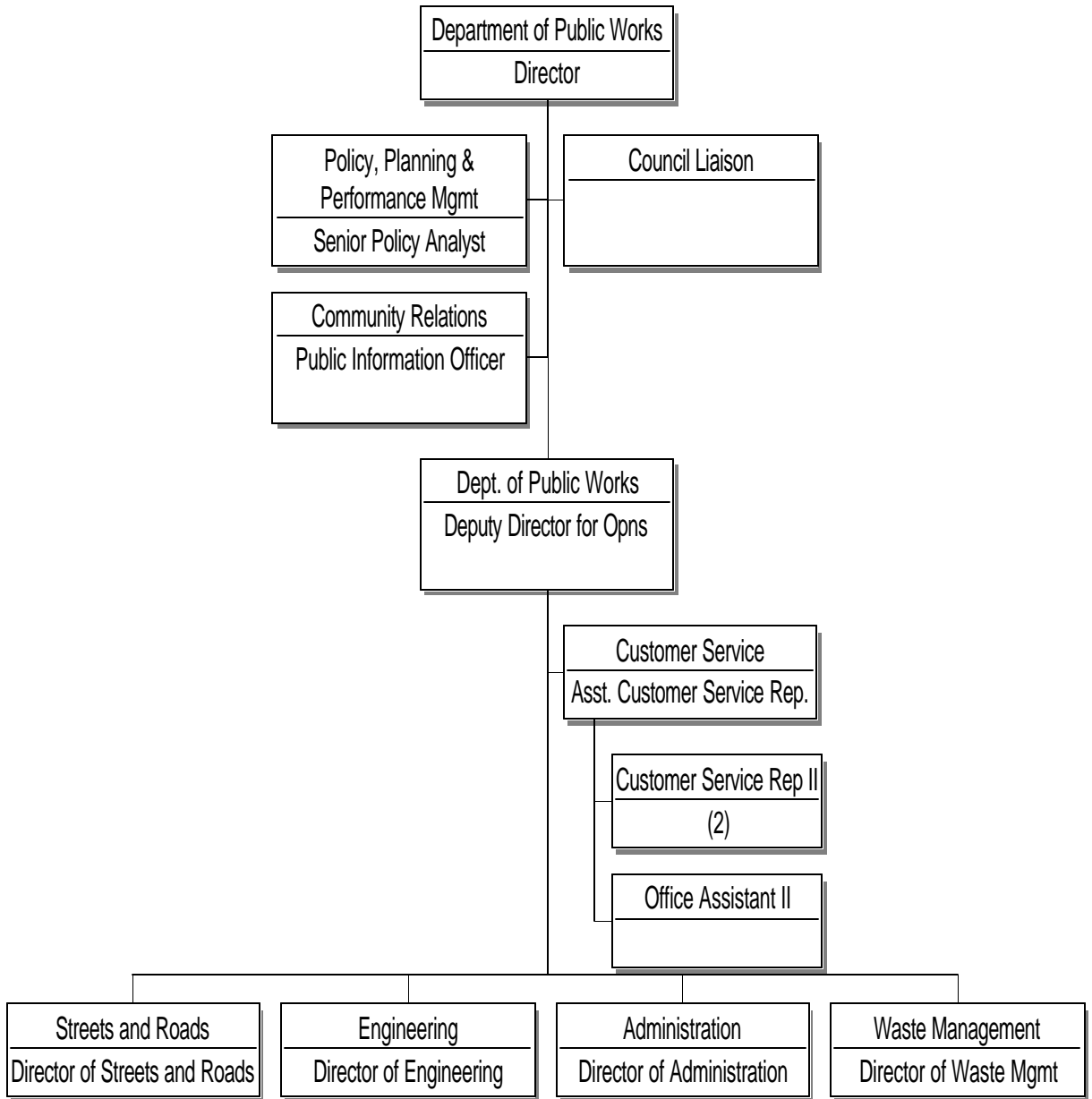
divisions of the Department and for general oversight of Public Works payroll. The unit would also include a new personnel analyst who would assist Departmental employees in general personnel matters. Administrative duties not relating to human resources—receptionist, grounds services, and courier and light maintenance—would be assigned to the Division Administration.

- The redesigned finance unit would have staffing assigned for capital projects financial management, general accounts payable, and general accounts receivable. It would also include a budget analyst for general departmental financial management.
- This structure is based on a consolidation of administrative functions within the Department. Among these are:
 - Transfer of the finance staff from the Waste Management Division to the finance unit.
 - Transfer of the finance staff from the Parking Division to the finance unit.
 - Transfer of the information technology staff from the Waste Management Division to the information technology unit.
 - Transfer of the GIS staff from the Engineering Division to the information technology unit.
- The information technology unit is significantly expanded with one new position and transfers from other Divisions. The new position is a technology manager, who will be responsible for developing and implementing a Department wide strategic information systems plan. This would include upgrading of current systems, replacement of local legacy systems with state-of-the art systems for project management, work management, integrated financial management, and integrated customer service systems. Transferred positions include a programmer analyst position in Waste Management and a GIS analyst position in Engineering. This transfer would provide for a broader range of information technology support throughout the Department and a more effective and efficient use of staff time.

Recommendation 5-9. Based on our review of the recommendations throughout this report, we further recommend that the Department establish the organization shown on the following chart. The estimated cost of this reorganization is the addition of the Deputy Director position, at an estimated \$85,000, including wages and fringe benefits. This organization will result in improved spans of control, better assignment of duties and responsibilities, and a more effective department.

This administrative reorganization is the last piece of an overall reorganization of the Department of Public Works. In total, the recommended Department organization is shown in the following chart:

**RECOMMENDED ORGANIZATION
DEPARTMENT OF PUBLIC WORKS**



Points relevant to this recommended organization include the following

- The key point of the reorganization is the establishment of a Deputy Director position, who would have daily operational oversight responsibility. The Deputy's span of control would be other operational units of the Department. This will enable the Director to provide policy and public leadership, as reflected by having policy development, council liaison, and community relations reporting directly to the Director

- The Policy development capacity of the Department would include the present Council Liaison Position, and a Senior Policy Analyst position assigned leadership for departmental policy development, strategic planning, and performance management. This later position would be a reclassification of the existing Contract Manager job.
 - The liaison position was established by the Department during the course of this study for the purpose of improving the flow of information between the Department and the policy officials of the City. While we believe that the improved operating procedures and systems will eventually provide those officials with direct, timely access to information, this position will serve an important communications role into the foreseeable future.

 - As discussed in the Engineering Chapter, the duties relating to the current contract manager can be carried out by the expanded Contract Management unit within the Engineering Department. The remaining duties, that of legislative review and policy review and development, should be assigned to the position of Senior Policy Analyst. The duties of the position would include evaluation of Departmental policies and procedures, developing such policies where necessary, and monitoring execution of those policies. This position would also be the individual responsible for working with operating divisions to establish regular performance measures, collecting and evaluating performance data, and preparing an annual performance report. The policy position should also be the lead staff in coordinating departmental strategic planning, discussed later in this chapter. An additional role of this position should also be grants research and support.

- During the period of this study, the Department transferred the customer service unit in the Streets and Roads Division to the Office of the Public Works Director. Since that unit serves primarily for the intake of customer calls relating to work conditions or work requests, we recommend that the unit be assigned to the Deputy Department Director, who will have operational oversight of the Department.

7. **INFORMATION TECHNOLOGY WITHIN THE DEPARTMENT IS HIGHLY FRAGMENTED.**

Technology support within the Department is vested in two staff persons who report to the Finance Manager. These individuals are responsible for maintaining the Department's hardware and network administrators, maintaining system security, and equipment load-ups and maintenance. The staff do not provide software support; any application software support that is necessary is provided by Metro Information Technology Staff.

Our observations of the Department's information technology capacity include the following:

- Principal applications—Financial Management, Employee Time Tracking, Work Order Tracking, Grant Reporting, Traffic Databases and the Traffic Control System, and Permit Tracking—are mainframe applications operated by Metro I.S.; the Department does not have internal support for these, and several other, mainframe applications
- Most information systems in daily use are generated either by individual users or through some I.S. support for application development using such suites as Word, Access, and Excel.
- In several cases, individual staff have developed their own data applications to perform work, resulting in several staff performing the same work but not being able to exchange information. For example, each finance staff position has developed its own spreadsheet for tracking accounts payable. Individual inspectors have set up their own sheets to track their inspections. Numerous departmental reports that should have been available through the financial management system appear to have been downloaded then reformatted in a separate data record.
- In the Engineering Chapter of this report, we identified the need for the information technology staff to assume responsibility for support of various engineering systems. Because the current staff are oriented most toward hardware maintenance, the expansion into this role will require some retooling or the addition of an applications support staff person.

The Interim Director has appointed a departmental committee to develop a plan for the coordination of information technology systems and support. The MAXIMUS project team

believes that this committee is an important starting point in conducting a detailed inventory of the Department's hardware and software systems. However, decisions regarding priorities needs to be retained at a higher organizational level.

Recommendation 5-10. The Public Works Department should develop its own internal long range systems plan, working in cooperation with the Metro Information Systems Department and the Office of Management and Budget systems. While there is no cost associated with the plan if prepared internally and with the support of Metro IT, external assistance would cost between \$50,000 and \$75,000. The cost of implementation is based entirely on the elements ultimately included in the plan.

In developing a system plan, the MAXIMUS team suggests that the Department consider an order of priority for the following needed systems recommended throughout this report:

- Project management.
- Contract management.
- Integration of billing and receiving functions with the City's financial management system.
- Enhancement of the road management system, with the potential inclusion of sidewalk management.
- Improved customer call systems, including the potential for integration with the City's evolving central call center.
- Enhancement of the parking system.

8. SECURITY OF THE INFORMATION TECHNOLOGY WORK AREA OF THE DEPARTMENT NEEDS TO BE IMPROVED.

The Department's network servers and telephone links are maintained in a suite of two rooms in the Department's main offices at 750 S. Fifth Street. During our meetings in that building, MAXIMUS staff observed that those rooms are frequently left unsecured, with no individual present to make certain that an unauthorized individual did not have access to the

systems. In fact, the doors to the rooms have been removed so that there is no barrier to access at any time that someone might have access to the building.

Recommendation 5-11. The Department should immediately replace the access doors to the work area, installing, at a minimum, four hour fire doors with secure locks. Access to the area should be strictly limited by the Director of the Department and the Director of Administration. The cost of these doors is estimated at \$1,000.

9. THE DEPARTMENT LACKS A CONSISTENT SET OF POLICIES AND PROCEDURES.

The Department has developed a series of operating practices over time; however, project staff has been unable to locate any codified standard of policies and procedures that govern the general operations of the Department. In some cases, individual divisions have developed such policies and procedures, but that has been left largely to those work units. The absence of standard policies and procedures leaves the Department open for public complaints of differential response and treatment.

Recommendation 5-12. The Department has recently begun an effort to document and update its policies and procedures. We strongly recommend that this continue and be given a high work priority. We do not expect any cost implications to this recommendation.

10. THE DEPARTMENT NEEDS TO FOCUS ITS ATTENTION ON PROVIDING CUSTOMER SERVICE.

Throughout this report, we have discussed a number of issues that relate to the customer service elements of the Department. There is a general perception within the Department, the City, and the public that the Department cannot address work status reporting and other inquiries adequately. It is our impression that, while we have documented many areas where work performance needs to be improved, much of the public perception of the Department's

capability relates to how it approaches customer service. Relevant points that we observed, many of which are reported elsewhere in this document, include:

- The Department's call center is located in the Streets and Roads Division and is focused primarily on work performed within that Division. We observed the performance of the call takers and believe that they are performing well; however, we also observed that they are not fully informed of Departmental activities and may be unable to provide full information.
- The Department's work order system does not provide for feedback to any caller; therefore, callers do not receive any reporting on what has happened to their request.
- The lack of a project tracking system, and particularly the lack of integration of field and contract data, prevent the Department from being able to respond in a timely fashion to calls for information from public officials and other departments.
- Public information from the Department appears to be reactive, rather than proactive. As a result, the Department is missing opportunities to present its activities in a more favorable light.

Recommendation 5-13. Customer service needs to be a high priority of the Department. It needs to consider all of its actions in terms of how those actions will improve its ability to provide better customer service. This is a summary recommendation that encapsulates many of the recommendations included throughout this report. An internal call system should be part of the Department's work order system, discussed in the Streets and Roads chapter. One immediate step that the Department may wish to consider is how it might be able to integrate with the Customer Service Center that Metro is creating, in order to develop procedures for coordinated call taking, work ordering, and customer reporting.

11. THE DEPARTMENT SHOULD EXPAND ITS STRATEGIC PLANNING.

The Public Works Department needs to enhance its goals, objectives, and performance measures. At present, the Department appears to function in an almost totally reactive manner. By establishing a long range strategy, accompanied by annual performance goals, the Department can become a more strategic organization, based on the anticipation and solution of

problems. This improves work performance, minimizes the need for reactivity and creates a more professional image of departmental operations.

Recommendation 5-14. The Public Works Department should develop a department-wide strategic plan to identify and accomplish quantifiable and measurable goals and objectives. This should be done internally. While there is no direct cost associated with an internal planning effort, the benefits will be that the Department can establish specific targets for accomplishment and then track and report them. Organizations which focus their attention on goal achievement are generally successful through improved efficiencies and service effectiveness.

In the development of these enhanced goals and objectives, the division should utilize the following guidelines:

- The Department's goals should be consistent with the overall goals of Metro Nashville.
- The goals should focus on the desired results or outcomes.
- Each Division and section within the Department should have specific goals and objectives. The goals should relate to customer service and standards of performance
- The objectives should be specific, measurable results to be achieved by a specific point in time, often are changed from fiscal year to fiscal year (as the previous years objectives are achieved), and stem directly from the goals.
- The Department will need a plan for installing its goals and objectives including the development and provision of training sessions, development of guidelines and examples, and the development of standard formats for the development of these goals and objectives.
- The overall Department goals should be developed with input from all levels of the organization.
- Each section head and his or her supervisory team should start by developing objectives for their section using standard guidelines and format that fully reflect the major responsibilities of each section (what is the job to be done) and how well the job is to be done (the results to be expected in completing the job). Section employees should be involved in developing these objectives.
- Each section should have no more than four or five objectives, but there should be objectives for each program within a section (i.e., design, construction inspection, survey, etc.).

- The Director of Public Works and the Director's management team should, in a coaching session with each Division leader, review the goals and objectives for each division and critique them in terms of their compatibility with the overall goals of Metro Nashville, whether they "stretch" the section in terms of performance and outcomes, whether the objectives are realistic and specific, and whether the objective is measurable. Similarly, each Division leader should use his or her management team to review section goals.
- The Divisions and sections should then revise the goals and objectives as necessary.
- Once adopted, the Director of Public Works and the Director's management team should check quarterly progress in achieving these objectives to identify the progress made in their achievement and problems, and provide advice on corrective action.
- The objectives should be revised every fiscal year as part of the Department's budget planning process.

The development of goals and objectives using this methodology for strategic planning would provide a clear basis for what results are expected in what time frame.

12. THE DEPARTMENT SHOULD WORK WITH FACILITIES MANAGEMENT TO CONDUCT A FULL ANALYSIS OF ITS PHYSICAL PLANT NEEDS, PARTICULARLY AT THE SOUTH FIFTH STREET COMPLEX.

During the course of the project, MAXIMUS staff had the opportunity to work in, and observe, all of the buildings that comprise the Department's facilities. We also included in our interviews, questions relating to the impact of the current facilities on work performance. Our observations regarding the South Fifth Street work center include the following:

- Any systematic maintenance on the air handling systems was not apparent; return air vents appeared to be dirt encrusted.
- Office areas were cramped and filing of materials appeared to be random due to the lack of proximate filing space. One notable problem was that personnel files were retained in an open work area where anyone with access to the area had unlimited access to those files.

- There was insufficient meeting space for work sessions, planning meetings, and client services.

- Several of the sites did not appear to comply with state and federal standards relating to handicapped access for employees. One particularly notable point was the narrow stairway which was the only access for Parking Enforcement personnel to their common area.

- The Departmental administrative office was organized in such a fashion that there was no logical flow of traffic movement or common work areas for persons with similar responsibilities.

Recommendation 5-13. At the earliest opportunity, the Public Works Department and Metro Facilities Management should review the Department's South Fifth Street work complex and develop an intermediate range plan to resolve existing problems and to provide a better work environment for departmental personnel. There should be no cost for conducting the analysis, unless Metro decides to use an external review firm, the cost for which would be estimated at \$75,000. Costs of implementation will depend upon the overall facilities improvement plan. The focus of the study should be on establishing a work environment that meets state and federal standards and is conducive to effective and efficient work performance by departmental personnel.

In the final chapter, following, we summarize the recommendations that are included within this report and provide a recommended implementation plan and timetable.