



County of Prince George, VA: Organizational Review and Staffing Level Study

County Wide Report for Phase I Departments

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Table of Content

Introduction	3
Population Growth Assumption	4
Organizational Culture	5
Customer-Focused and Performance-Driven Culture Characteristics	9
Strategic Planning	10
Performance Measurement	13
Budgeting	14
Management Capacity	16
Organizational Structure	19
Structure Recommendations	20
Staffing	24
Staffing Recommendations	28
Appendix A: Implementation Action Matric (Structure and Staffing)	34
Implementation Action Matrix - Structure.....	35
Implementation Action Matrix - Staffing	48
Appendix B: Phase I Department Reports	57
Community Development and Code Compliance (CDCC).....	58
County Administration	73
Economic Development and Tourism	82
Finance	93
Fire and EMS.....	106
General Services	121
Human Resources (HR).....	133
Information Technology (IT).....	143
Police	153
Social Services.....	166
Utilities.....	177

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the study (project) is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study was divided into two phases with Phase 1 being completed by January 31, 2023, and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development and Tourism, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual department reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a customer-focused, performance-driven organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Population Growth Assumption

At the start of the project, MR and the County Administrator discussed and agreed on an assumption regarding the rate of population growth to assume for the period 2020-2030. For MR to make recommendations about organizational structure and staffing over the next 3 years, it was fundamental that the County and MR agree on a projected rate of population growth. The reason this is important is that 1) departments are currently or will be facing an increase in demand for service, and 2) the previous projection provided by the Weldon Cooper Center for Public Service projected Prince George County at a 7.43% change from 2010-2020 when in fact the County population experienced a 20% change from 35,725 in 2010 to 43,010 in 2020.

To come to that agreement on population growth, MR contacted the Weldon Cooper Center to see if the Organization had any estimates for the interim years between 2020-2030. The Organization did not have interim estimates and encouraged MR to estimate the 2025 population by creating a simple average of the 2020 County population and the 2030 Weldon Cooper population projection. It is important to note that the Weldon Cooper Center currently projects Prince George County growing at 15.26% from 2020-2030 which is roughly 25% less than the last decade. Based upon the growth that has occurred over the last decade, no one involved took that estimate seriously. Various departments were making estimates on their own and they varied accordingly. Thus, it was important for all departments to be able to consistently use one estimate of population growth.

The population growth assumption agreed to and the basis for our recommendations is that the County will experience at least the same rate of growth in the current decade as the last – 20%. That also means that we are assuming a population growth of 10% for 2020-2025. We suspect that the rate of growth will exceed 20% for 2020-2030 but no one currently has data to back that assumption up. It seems reasonable to all parties to assume at least the same pace of growth that was documented in the 2020 census. It would assume an unacceptable level of risk to project less growth and position the County to once again be surprised by a significant increased demand for services.

Organizational Culture

MR's experience with organizational culture in the government organizations we have worked with over the past 25 years reflects Peter Drucker's famous quote - "Culture eats strategy for breakfast." MR defines organizational culture as language, beliefs and behavior. Culture is the tacit day to day experience of employees' attitudes, beliefs, interactions and behaviors that shape how they feel, behave and are motivated to come to work every day.

It is possible to both define the culture that is, as well as define the desired culture of an organization. The Administrator wants very much to 'turn the page' and change the culture to be focused on the customer, with leaders empowered to make decisions, and with the ability to manage up with clarity and courage.

The Board of Supervisors creation of a County Strategic Plan is a change of historic significance in terms of the County organization's culture by committing to achieve specific goals or results for customers. The effect of that Plan was to develop an Implementation Plan, for each Strategic Goal, developed by multiple departments. As the Administrator has articulated the desire to align the budget to organizational goals, this will also allow resources in the budget to align to the County's Priorities and Goals. This is an excellent beginning to creating an organizational culture focused on results for customers.

With the advent of the County Strategic Plan and the Implementation Plan, which lays out the actions the County will take over the next 4 years, a pathway to the future has been mapped. The change from a stable County population with a predictable consistent level of government services to a rapidly, continuously growing County population brings with it a need to build greater capacity to meet the needs of the County. That is now the reality. Due to the shift from a stable to dynamic population growth, the need for planning and accountability structures is necessary to optimally serve the County residents and businesses. A key cultural shift is for leadership and the workforce to understand the necessity for systems as the foundation for a stable organization.

The cultural challenge in scaling up the organization is moving from an ‘activities-based culture’ of getting things done and everyone pitching in, aligned with a stable predictable environment to a ‘planning and performance culture’ that must meet the needs of a growing and ever-changing environment. The Report’s recommendations speak to the need for developing management and leadership capacity to provide planning, oversight and delivering high quality services, e.g., strategic planning, performance-informed budgets, clarity about organizational structure, Deputy County Administrators, Budget Manager, Planning Manager, Utility Manager, additional General Services employees, and more aligned services.

The nature of roles is changing from being part of the activities of the department to a function of leadership and management. The rationale for these changes must be compelling and motivating to County staff. A key motivator is the opportunity to plan and execute for success rather than just getting things done or more importantly, not done. It is important to gain an understanding that the work of managers and leaders is changing, needing different skill sets to build a high-performance culture. The primary skill set of leadership is to ‘delegate and elevate’ within and through their roles. The ‘elevate’ component is to plan, see the whole of their departments needs and optimize the processes of their departments to meet measurements of success.

It is essential to articulate what the desired organizational culture looks like. MR has included a description of a customer-focused and performance-driven culture in Table 1 on page 9. During a change management process, clear, accurate and frequent communication is essential. Having a clear process for accurate and comprehensive change communication, which includes all the people affected by the changes and the purpose of operational planning, is essential. Repetition of communication through varying channels, organizational-wide, team-level, is also essential. The organization is changing how it works and the expectations for performance. The key communication tool for the new shape of the organization is a thorough understanding of the table of organization, what services are provided by whom, the employee’s role in that chart, and who he/she works and interacts with.

Change is hard and providing both repetition and descriptions of what success looks like with these changes is essential. Communication makes more sense when there is clarity about what success looks like. Communication isn't successful unless it reaches the team level, and employees understand how their role works in the work environment, who they report to, who they collaborate with and the expectations of those collaborations. Periodic check-ins to make sure that communication is reaching the breadth and depth of the organization is essential.

Activities-based cultures are generally person-driven versus systems-driven. Losing highly competent people has a greater impact and there are several key individuals who are or will shortly be eligible for retirement. For this reason, all of our individual reports include a recommendation to do succession planning.

County leadership is committed to providing performance-based results within the framework of customer-based service/focus. These are cultural shifts that change the nature of how work gets done at the departmental/team level. Providing a sense of purpose and clarity around what success looks like for each employee in the organization is key to a successful organizational transition.

As noted in our conversations, the history of the County's organizational culture has been to often wait for a decision from the Administrator before taking action. This history reflects past administrations characterized by a controlling administrative office that over time has diminished department directors' sense of empowerment and accentuated a fear of being wrong or looking like a failure. This culture has carried over into the present day in the County's organizational culture.

This long-standing culture plays itself out to where literally everything has to come through the Administrator, and the departments do not want or are hesitant to make decisions without his okay. A recent example was when a director from a major department asked the Administrator if they could purchase name badges. Another involved the design of the clock in the Board room wherein staff would not make a decision but asked the Administrator to choose a clock.

Among the unhelpful ways this long-standing culture has manifested itself is staff at times not wanting to communicate information to the Board. It sounds something like staff believing 'the Board does not want to know, so we don't tell them'. This is more likely based on the fear of being wrong or looking like a failure, rather than the Board really not wanting to know. It is, however, important that the signal from the Board be that they do want to know things even when the information is not positive. A cultural attribute important to shifting the culture is tolerance for bad news. In other words, the desired organizational culture is that information is valued whether positive or not.

The cultural attribute of reverse delegation, of pushing decisions up to the Administrator discussed earlier, carries over into important management initiatives like strategic planning. The organization's history of avoiding strategic planning is heard in comments shared with MR, such as 'we don't have time to plan', or 'we have not been told to create strategic plans so why should we do it', or questions like - 'why would the Board want us to strategically plan?' The lack of a planning culture where the organization routinely is looking toward the future and planning ahead has created significant opportunity costs. An example often cited is because of a lack of advanced planning for infrastructure, the County is, de facto, holding up growth.

The desire now is to shift the organizational culture toward departments and the County routinely looking forward, analyzing trends and issues, and developing well-informed, long-term perspectives for short term decisions, and aligning the budget to goals. This requires departments to conduct strategic planning for operations and to align their operations where appropriate to the County Strategic Plan. As the County moves ahead, this type of planning will further refine organizational structure and staffing needs beyond what has been recommended in this study.

MR strongly supports the Administrator's goal to align the budget to goals, shift the culture to focus on the customer, and create planning and management practices that ensure that advanced planning for the future and performance information is driving decision making. The Implementation Plan for the County Strategic Plan created by the teams of department directors and staff provides detailed strategies and milestones for creating the desired planning, budgeting and management practices.

The Administrator's Office has the intention but does not currently have the bandwidth to orchestrate the culture shift and pursue strategic planning across the County organization. There is much the Administrator can do to define the desired organizational culture. However, MR and the Administrator do not believe his office currently has the capacity to do so. The Administrator's excessive span of control of 17 direct reports, combined with the organizational culture described here, make it very difficult for the Administrator to create and manage changes in the culture and in the County's management systems.

In summary, MR is recommending that the organizational culture of the County be intentionally shifted toward a more customer focused organization where the language, beliefs and behaviors are focused on measurable customer results. The culture shift must be supported by a management system where planning, budgeting, and performance measurement are also focused on measurable results for customers as outlined in the Implementation Plan. MR and the Administrator's assessment is that the organizational capacity to accomplish this over the next three years will require the addition of two full-time Deputy County Administrators.

Included below is a description of a customer-focused and performance-driven culture.

Table 1: Customer-Focused and Performance-Driven Culture

Primary Focus: Externally on the customer

Starting Point: Results - Who is the customer?

Funding: Measurable results for customers

Language:

- Who is the customer?
- What do we want them to experience?
- Why are we doing this and for whom?
- Clear Purpose at all levels

Beliefs:

- Key - Measurable results customers
- We take care of customer experience
- We are here to serve the public
- Failure informs
- Innovation is embraced
- Organize around results
- Effectiveness = results
- Budget is a promise re results, "It's not our money"
- Planning is where we get clear about the customer and results we seek to achieve
- Information is key to making decisions

Behavior:

- Customer focused
- Measurement driven
- Management system organized to serve the customer
- Strategic planning at the jurisdictional and department levels
- Measure results, outputs, demand, efficiency
- Report results achieved with the money with which we have been entrusted
- Organization structured around results
- Board makes policy, County Admin is in charge of implementing policy, Departments implement Board policy
- Meetings are an even mix of talking about the customer and our work

- It's not our money
- Budget is about customer results
- Budget is aligned to the County Strategic Plan
- Budget decisions tie a level of funding to a level of performance
- Contracting for results in our plans
- Employee performance plans and evaluations include contributions to the organizational performance in the performance measures in the Strategic Plan

Leadership:

- Operationally asks questions about customer results and cost
- Strategically asks questions about:
 - Customer results & cost?
 - Alignment to the Plan?
 - What resources do we need to achieve this result?
 - Are we staying on purpose?
 - Strategic partners and relationships that share our results?
- Operational managers also develop the budget and manage expenditures
- Leaders build coalitions to achieve results, are willing to change themselves and the organization to achieve results. In management they are focused on integration, alignment, and creating a sense of purpose, an organizational culture, focused on results.

Strategic Planning

The County Board of Supervisors developed a County Strategic Plan in May, 2022. This was groundbreaking in two respects. One is that this was the first time in memory that the County had a strategic plan, and secondly, the Strategic Plan was written in terms of measurable, desired results for customers. The focus on customers is inherent in the Services provided by the County and in the intention behind those Services, but that focus has not been made apparent in the budget, annual reports, performance reports or the County's communications, publications, or culture of the County.

The effect of that Plan was to develop an Implementation Plan, for each Strategic Goal, developed by multiple departments. This will also be used to direct resources toward those County Priorities and Results, and an important starting point to creating an organizational culture focused on results for customers.

The County has not had what MR would call a 'planning culture', where strategic and operational planning are part of the normal management system and processes. It is unique in

our experience working with local governments that major departments do not conduct strategic planning. The lack of a planning culture, where the organization routinely is looking toward the future and planning ahead to meet that future, has created significant opportunity costs. The Administrator cites Utilities as an example where the lack of advanced planning by the County is de facto holding up growth.

Strategic Planning by departments has many important benefits. Strategic Planning ensures that the department, and therefore the organization, is not simply managing to what has been, but is using information to anticipate what the department will do and what customers will experience 2-5 years in the future. Strategic planning is a learning process where the department can assess current and emerging trends that will impact the department and its customers, so the department can proactively address those issues rather than be surprised by them. This is illustrated by the recent news that the County's population was greater in 2020 than was previously projected to be the population in 2045.

Strategic Plans signal the direction the Department is taking and the results customers can expect to experience as a consequence of receiving the Services delivered by the Department. Examples are response times for public safety (Police and Fire) calls for service, survival rates for cardiac arrest patients, time lines for building permits requested from Community Development, daily safety inspections of sewer and water pumping stations, infrastructure projects planned for future years, goals for business development and retention, timelines for procurement projects, goals for environmental impacts from fleet and facilities, and the identification of Services to be delivered by each department.

Strategic Planning provides the foundation for budget decisions in a way that matches a level of financial and human resources requested to a level of expected performance. Resources are allocated to Priorities and Results outlined in the Plan to create the desired future. Staff can know what impact they are trying to have on customers, which is what they care about, when measurable results are identified in the department's Strategic Plan. Contracts for Services can be directly aligned to strategic and operational results when those are identified in the strategic planning process. Staffing needs and assignments can be developed to achieve goals, not just continue to push Services out the door.

MR's recommendation is consistent with Goal #18 in the County Strategic Plan to develop Department Strategic Plans by 12/1/24, and to develop a performance-informed budget by FY27. This will help the Departments formalize the administrative, communications and operational leadership goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality Services to its customers.

A Department Strategic Plan should include the following components:

- Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
- Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
- A customer-focused Mission Statement
- Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day Services to customers
- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Based upon the goal to develop a performance informed budget by FY27, in Tables 2 and 3 below are MR’s recommendations for the completion of Department Strategic Plans.

Table 2: Department Strategic Planning – Recommendations			
(11) Phase I Departments	Urgency:		
	FY24	FY25	FY26
Finance	✓		
Community Development and Code Compliance	✓		
Police	✓		
Social Services	✓		
Fire and EMS	✓		
Human Resources	✓		
General Services	✓		
Utilities	✓		
Information Technology (IT)		✓	
Economic Development and Tourism		✓	
Office of County Administration		✓	

Table 3: Department Strategic Planning - Recommendations			
(9) Phase II Departments	Urgency:		
	FY24	FY25	FY26
County Attorney		✓	

Assessor		✓	
Recreation		✓	
Sheriff		✓	
Community Corrections		✓	
Treasurer			✓
Circuit Court Clerk			✓
Commissioner of the Revenue			✓
Commonwealth Attorney			✓

Performance Measurement

MR's observation is that there are two primary reasons for measuring performance. One is to have the information needed to make strategic and operational decisions. The other reason is to have the information needed to tell the department's story of challenges and achievements. Consistent with the lack of management capacity noted across the County organization, performance measurement is not used consistently for either purpose.

MR found that performance measures are not a part of normal management practice or culture of the County. Outside of what is required for the budget book, very few of the departments reviewed in Phase 1 provided performance measures as requested in MR's information gathering efforts. It follows that performance information is not normally used to make operational, strategic, policy or budget decisions.

Importantly, the information that is collected by County departments is largely about outputs and not results. Until recently it has not been a part of the management culture to focus on measurable results for customers. The County Strategic Plan is the starting point for changing the management culture to be about customers.

As noted above, the Finance Department, to their credit, has asked departments to include performance information in the budget document and most do so. Departments report that they do not track those measures in performance reports to be used for management or budget purposes.

Regarding performance measures, outputs describe what the department does or delivers, and results describe the impact of those services on customers. Without results information, departments have a real challenge when trying to demonstrate their value proposition, which is to say 'the Board gives us this much resources and we will deliver this set of customer experiences'. And anecdotal information about customers illustrates examples of performance but does not illuminate the performance of operations in ways that can lead to improvements.

To use performance information for managing the delivery of services, information has to be collected and reviewed on a regular and frequent basis to determine if service delivery strategies are working for customers. The review of the 11 Phase I departments shows that this is broadly not happening. Performance reports are reports that display department operational performance on a monthly or quarterly basis for purposes of analysis, evaluation and decision making. Performance reports are not regularly being developed or published by the departments MR reviewed. Some performance information, largely outputs, are included in many of the annual reports published by departments. This would indicate that some output information is available for reporting and management purposes if it was used in this way.

Using performance information makes it possible for departments to conduct multiple standard management tasks including - evaluating the efficacy of service delivery strategies, staffing the department to achieve results, distributing workloads among staff, structuring the department to maximize the opportunity to achieve results, managing customer expectations, providing transparency to the public, evaluating performance against customer expectations, making a compelling case for grant and budget resources, and many others.

Regarding having the information to tell the story of challenges and achievement, this lack of information about results in the County makes it difficult for customers, or the County, to really know what difference departments' services are making. When the public does not see performance information, this diminishes the sense that the County is transparent about what taxpayers are getting for their money.

In summary, MR has made recommendations in each of the individual department reports to develop a realistic number of performance measures for all operational service areas including results, outputs, demand and efficiency measures, and to begin doing so as part of Department Strategic Planning, which is part of the County Strategic Plan goal of being a customer-focused and performance-driven organization

Budgeting

Developing and approving the budget is the key management process in county and city governments. The budget is a planning process and the budget document communicates where and how the County plans to apply available resources. The essential best practice for budgets is to make resource decisions based on a level of funding to achieve a level of performance. County Department budgets were among the documents reviewed as part of this Assessment.

Currently, along with her responsibilities as a department director, the budget process is managed by the Finance Director. In the Finance Department Report, MR observes that the work within the budget process to make sure the Board's decisions are performance-informed is not yet happening. That is due to a lack of management time to make it so, and because the

County is not yet conducting strategic planning or practicing results-oriented performance measurement. MR is making a recommendation to establish a Budget Section within Finance and hire a Budget Manager to create the capacity to establish a performance informed budget, consistent with Goal #18 in the County Strategic Plan.

The elements of a performance informed budget that a Budget Section would deliver include analyzing departments' budget requests against what they expect to accomplish, helping guide departments in performance measurement, developing and presenting a budget that matches a level of funding to a level of performance, working with department's to develop and publish performance reports, working with departments to structure their budgets and chart of accounts to focus on the results they expect to achieve, and establishing an annual planning and budgeting calendar, etc.

What will the Board experience when the budget becomes performance-informed? The Board will see results performance information tied directly to the budget requests of departments. The Board will be deciding to fund the achievement of specific results, not simply funding the County organization. In other words, the Board and the County will demonstrate accountability for results. Taxpayers will be able to see what they are getting for their money in terms of results. During the execution of the budget during the fiscal year, the Board will see how progress is being made to achieve those results.

A department's budget is a communication tool to convey how it is organized, what services are provided and the financial and personnel resources needed to achieve the intended results. In the review, MR found that five of the eleven departments submit multiple budgets for a single department. These multiple budgets were an effort to differentiate between funding sources or different functions. In each of these cases, the budgets submitted do not match their organizational structure, which creates a very confusing picture of the department structure, services and funding needs. MR confirmed with the Finance Department that the accounting system can keep track of and differential functions or funding sources within the departments' budget. MR is making a recommendation that a department submit a single, integrated budget to eliminate this confusion and utilize the capability of the accounting system, i.e. chart of accounts, to track expenditures.

In summary, consistent with the other recommendations in this Report, MR recommends that the County develop Department Strategic Plans over the next three fiscal years, FY24, 25 & 26, so the County can publish a performance informed budget for FY27. This will achieve a major portion of the County's Implementation Plan for Goal #18 in the County Strategic Plan which states, "On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization."

Management Capacity

Across the County organization there appears to be a history of undervaluing and underinvesting in management capacity and functions, like strategic planning and performance measurement, and the management time it takes to complete those functions. Because of its impact on day-to-day operations, it cannot be overstated how important it is for the organization to have the ability to manage to its best performance for customers, and to plan for the future.

Many of the Departments reviewed for Phase I experience a lack of middle or senior management capacity available for management and leadership functions. This is true in at least 9 of the 11 departments reviewed.

There are many examples of Departments and Offices which have very limited managerial time for management and leadership functions, including in County Administration, Finance, Utilities, Community Development, General Services, Human Resources, IT, Economic Development, Social Services. Because of the lack of sufficient managerial positions, senior and middle managers are spending time, often the majority of their time, doing the operational work of supervisors or even line staff and are not spending time on management and leadership functions.

The management functions often neglected include strategic planning (which we have noted is not being done by any of the departments save Police and Economic Development), operational planning, designing and analyzing performance information to inform decision making, conducting proactive oversight of operational and staff performance, reporting results and taking action in response, succession planning, submitting budgets that tell taxpayers what they are getting for their money in terms of results, keeping up on the latest developments in the field, creating and sustaining key partnerships, and collaborating with colleagues in other jurisdictions. This lack of time to be dedicated to managing and leading works its way upward to the Director level and is clearly observable in many departments.

The individual departmental situations regarding a lack of management time are written into the individual department reports. There are several examples of managers, like the Building Official in Community Development that spends 80% of his time in the field doing inspections, or the Utilities Director spending a good portion of his time directly supervising field staff because there is no Utilities Supervisor, or the Social Services Director spending a good portion of her time on what would otherwise be considered administrative support functions.

There are some high-profile examples of a history of not investing in management time, including in County Administration where the Administrator has 17 direct reports, those direct reports being responsible for all the County operations, plus his responsibilities to the Board

and his representational responsibilities for the County. The Administrator’s span of control of people and issues extends well beyond what a highly capable person has the time to do.

Another high-profile example that illuminates this issue is that the Finance Director is also solely responsible for the annual budget process. Together with her responsibilities of overseeing all of the Department’s financial and purchasing functions, she is able to get the annual budget completed. However, having both roles creates high opportunity costs as time is taken away from performing other important functions such as advanced financial planning and analysis across the organization, strategic planning, operational planning, finance-related consulting services to Departments, designing and implementing the strategic planning process for Departments, working with the inter-departmental work groups working on achieving the goals in the County Strategic Plan, and the list goes on.

In summary, MR has made a number of recommendations to reverse this long-standing lack of investment in management functions and time. Much is at stake in terms of the capacity of the County organization to successfully implement the County Strategic Plan and to effectively meet the increasing demands on the County due to increases in population.

The below Implementation Action Matrix includes those specific staffing recommendations designed to increase management capacity. Note: These recommendations are included in the overall staffing matrix included in Appendix A (pages 48-56).

Table 4: Implementation Action Matrix - Management Capacity Recommendations						
Department	Recommendation	Description/Benefit	Urgency:			
			FY24	FY25	FY26	FY27
County Administration	2 Deputy County Administrators	To develop capacity and manageable spans of control in order to achieve the goals in the County Strategic Plan, shift to an organizational culture where Departments and the County are routinely looking forward, analyze trends and issues, and develop well-informed, long-term perspectives for short term decisions, and align the Budget to goals by departments’ strategic planning.	✓			

Finance	1 Budget Manager Position	An essential investment to the ability of the County to achieve the Goals in the County Strategic Plan and ensuring departments and the organization are planning and budgeting forward.	✓			
Utilities	1 Utility Supervisor	To ensure that the County's utility infrastructure is well maintained and so the Director can focus on management and leadership.	✓			
Community Development & Code Compliance (CDCC)	1 Planning Manager	To create the capacity to supervise and manage the County's planning services to meet and manage increases in population and demand for services, as well as provide the Department Director with time to oversee the Department's operations.	✓			
Community Development & Code Compliance (CDCC)	1 Building Inspector/Code Compliance Staff	To increase the capacity of the Building Inspections Division to keep up with the increased demand for service.			✓	
General Services	1 Building and Grounds Manager	To create the capacity to manage the Building and Grounds division, as well as provide the Department Director with time to oversee the Department's operations and proactively plan for the future.	✓			
Social Services	Part-Time Administrative Assistant Position	To provide dedicated support and an administrative staff resource for the Director so she	✓			

	to specifically support Director	can focus on management and leadership of the Department.				
Economic Development and Tourism	1 Full-time Administrative Support Position	To provide dedicated support to the Department so it can keep up with service delivery in the face of increasing demand.				✓

Organizational Structure

Structure matters. Departments and jurisdictions can be structured to achieve what is in their future or continue unchanged and be structured to achieve what was in the past. One of the benefits of strategic planning is that local governments can intentionally structure the organization to achieve the future results identified for their customers.

A major focus of MR’s work with local governments is to help them structure their jurisdictions and departments to achieve results in their strategic plans. Our recommendations for structural changes in Prince George County are focused on achieving goals in the County Strategic Plan, department goals, or to meet increases in the demand for services from their customers.

Observable best practices in organizational structure have some common elements. One is consistency in language within department and from department to department. MR often sees Department, Division or Line of Business, Program, and Services used consistently by all of the departments within the jurisdiction to identify department structure. Likewise, there is a similarity in the scope of say, a Division, within a department and across departments., Second, is the inventorying of Services that customers receive from the department, which are nested within Programs. Third, is a consistent use of those organizational levels in measuring and reporting performance. In most jurisdictions performance is measured at the Program level in terms of results, output, demand and efficiency. Fourth, is the use of those levels to develop their budgets, usually at the Program level. Fifth, is to structure the chart of accounts to match the organizational structure so that funds are expensed consistent with how the budget is structured.

Public sector organizations are often structured around funding streams, personalities, functions, locations, or even to resolve conflicts. One of the primary reasons organizational structures change slowly or not at all, is that changing structure is often anxiety producing for staff, because it may change who they work with or for and may change the very nature of their jobs. As mentioned in the Organizational Culture section of the Report, changing organizational structure requires leaders to be clear in their reasoning and use best practices change management strategies including, involving those impacted by the changes in the planning and

execution, communicating clearly about the change, staying visible and accessible, being patient and persistent.

MR found that the organizational structures and their descriptions in the County departments lack consistency in language, application, and scope. In some instances, the department's description of their structure was very confusing. Some departments use language like division while others do not. Some departments identify work units, some do not. None of the departments reviewed inventoried the services provided to customers. Sometimes a one-person work unit is labeled a division. In several instances, departments submit separate budgets for each division within the department as if they are separate entities.

In all but a couple of instances, departments' Table of Organization (TO) are arranged and labeled by position. This may be helpful when conducting HR related activities. However, it is not helpful when determining or trying to understand the services provided by the department. Neither is it helpful when trying to understand how management or lines of authority are organized. Not just once, directors referred to divisions as separate departments.

Best practices for TO's describe at a summary level what services are provided and how they are organized within the department. Lines of authority are clearly delineated, and the department's structure and services are very clear. This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

The following are MR's recommendations regarding structure for each of the (11) Phase I departments reviewed:

Table 5: Structure Recommendations

Community Development and Code Enforcement

- ❑ MR's Recommendation is to move Environmental Services into the Building Inspections Division and no longer refer to it as its own Division. In reviewing Environmental Services in other Community Development Departments where we have worked with in recent years, Environmental Services are included as a service within Planning, where the examination of soils, etc., is part of plan reviews. The Department's Budget document describes the main purpose of Environmental Services as inspecting septic systems. Environmental Services as a Division suggests it is of equal stature to the Planning and Building Inspections Divisions. It does not compare in terms of size or scope. As noted previously by the Director, approximately 50% of Environmental Services are provided by Building Inspections Staff.

- ❑ MR's recommendation is to move the GIS function and staff currently in the IT Department to the CDCC Department.
- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Planning, Code Compliance, Building Inspections, GIS). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.
- ❑ MR's recommendation is that the Department consistently identify and present itself as ONE Department with four Divisions - Planning, Building Inspections, Code Compliance and GIS.

County Administration

- ❑ MR's recommendation is to establish, fund and hire 2 full-time Deputy County Administrators. The impact of this will be significant now and for many years in the future. This Recommendation is essential to achieving the goals in the County Strategic Plan, shifting to an organizational culture where departments and the County are routinely looking forward, analyzing trends and issues, and developing well-informed, long-term perspectives for short term decisions, and aligning the Budget to goals by departments' strategic planning.
- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department, including the Administrator's and upcoming Deputy's areas of oversight (ex: Public Safety, Administrative Services, Development and Public Services). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or program

Economic Development

- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Economic Development, Tourism, Business Expansion and Retention, etc). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Finance

- ❑ MR's recommendation is to establish a Budget Section within the Finance Department. Responsibilities would include but not be limited to designing and communicating the Budget process, communicating revenue projections and assumptions about the growth rate of the County's population as part of Budget preparation, establishing an annual planning and Budgeting calendar, providing guidance and consultation to departments regarding strategic planning, performance measurement and performance analysis, and establishing regularly scheduled performance reports.

Fire and EMS

- ❑ MR's recommendation is for the Department to create a culture and a structure where all stations, equipment and personnel lie within the line of authority to the Chief. Role clarification is essential and will require best practice change-management strategies to shift the culture while bringing volunteers and paid staff along with the changes. MR observes that a strategic plan and the process for developing the plan would provide a golden opportunity to bring volunteers and paid staff into a common vision and direction for the future of the Department.
- ❑ MR's recommendation is to move fire code building inspections from CDCC to the Department at the point a Fire Marshall is in place, projected to be in FY27.
- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Fire Operations, Training, Fire Prevention, EMS). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

General Services

- ❑ MR's recommendation is to add Refuse Disposal to the Department's Table of Organization. While the County is contracting out those services to a 3rd party provider, it is more important than ever to tell the story of how General Services is providing management and oversight services as part of that arrangement given that two County Strategic Goals are related to trash disposal.
- ❑ MR's recommendation is that the Department further develop its Table of Organization so that communicates the specific service areas within the Department (ex: Building and Grounds, Fleet Management, Refuse Disposal) This allows staff and

others outside the department to see how the department is organized and what services are provided by divisions or programs.

- ❑ MR's recommendation is that the Department consistently identify and present itself as ONE Department with up to three Divisions – Building and Grounds, Fleet Management, and Refuse Disposal.

Human Resources

- ❑ MR's recommendation is that Risk Management formally be added to the Department's organizational structure.
- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Benefits, Recruiting and Hiring, Training, Risk Management, Employee Relations, etc.) This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Information Technology

- ❑ MR's recommendation is to move the GIS service area and staff currently in IT to the Community Development and Code Compliance Department.
- ❑ MR's recommendation is that the Department further develop its Table of Organization so that it communicates the specific service areas within IT (ex: Helpdesk, Software Support, Network and Security, Telecommunication Services, Training, etc.) This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Police

- ❑ MR's recommendation is for the County to transition the Emergency Communications Center into a stand-alone County Department within the next 5 years.
- ❑ MR's recommendation is that the Department further develop its Table of Organization so that it communicates the specific service areas within the Department (ex: Operations, Support, Emergency Communications) and the operational Programs or Units included within each area (ex: Patrol, Investigations, Animal Services, Internal Affairs, Records Management, etc.) This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

- ❑ MR's recommendation is that the Department consistently identify and present itself as ONE Department with up to three Divisions – Operations, Support, and Emergency Communications

Social Services

- ❑ MR's recommendation is that the Department further develop its Table of Organization that it communicates the specific service areas within the Department (ex: Benefits, Family Services, Administrative Support, etc.) and the operational Programs within each area (Child Protective Services, Foster Care and Adoption, etc.). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Utilities

- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Sewer and Water Operations, Infrastructure Project Management, Administration). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Staffing

The two primary areas of focus for this Assessment and Report are organizational structure and staffing. They are interrelated in that staffing positions are located within the structure of departments. Employees work within a department, within a division or service area. Designing the organizational structure and setting the right staffing levels to achieve desired results and meet the increasing level of demand for services from customers is the essential work of management. Both organizational structure and staffing are addressed in each of the 11 departments reviewed in Phase 1. This section of the Phase I County-wide Report addresses the current and near-term needs for staff positions.

Decisions about whether or not to add staff have implications for financial resources, and those decisions are made in the budget process. The majority of government budgets are for personnel. That is because the delivery of services is largely through people. The cost of personnel is nearly equivalent to the cost-of-service delivery. Of course, other things like technology, fleet, facilities and supplies are in the budget as well, but the primary cost of the delivery of services is in personnel.

There are three ways to deliver services and get work done. One is through the County's own staff, another is through contracts for services, and the third is to persuade another organization to deliver the services using their resources. Budget discussions are mostly focused on the first two options. Budget discussions are most often about what staff positions departments believe they need.

So how are those decisions made in the budget process? In the Phase I County departments reviewed by MR, departments do not have strategic plans that would tell them what they are aiming to accomplish and why. The dominant majority of departments also lack performance measures and the information generated by those measures.

Budget presentations are therefore not well-informed by how many outputs are delivered by individual staff within divisions or programs, which is critical to decisions about how many staff in a particular service area are needed. The lack of clarity regarding the specific services received by customers also makes it challenging to measure and report performance, as well as more difficult to document the distribution of workloads among staff.

Efficiency measures illuminate the cost of delivering a specific service or set of services. This information is not being calculated or reported in the County. Efficiency is tracked over time to observe the trends and is very valuable when making staffing decisions. Cost and results are always in relationship with each other. At some point, becoming more efficient diminishes the measurable results customers will experience.

Demand information estimating increases or decreases in the demand for particular services from customers is missing. Demand measures inform budget requests for staffing levels that are intended to meet the expected demand for services from customers. In Prince George County, increases in demand for service are driven by an increase in population.

And most importantly, results measures and the information about customer experiences is missing from the management culture of the County. When a department has identified the measurable results that the department wants their customer to experience, they figure out what type and level of service delivery will best produce that result. Following that analysis, they can identify the staff resources needed to achieve the desired results.

Because every service can be tied to a result, or customer experience, examples of what results can be measured are in all departments. Response times in Police, survival rates for cardiac arrest patients in Fire and EMS, plan review turnaround times in CDCC, application decision timeframes in Social Services, RFP issuance times in Finance, energy efficiency of facilities in General Services, preventive maintenance of vehicles in Fleet, daily inspections of sewer and water stations in Utilities, timelines for filling open positions in HR, helpdesk response times in IT, are but a few examples.

When costs are relatively stable and the number of services delivered increase, driven by demand, the math will indicate that you are being more efficient. In other words, the cost per output or service delivered is reduced. Staff shared with us that the history of the County is to do more with either the same or less resources. The facts bear that out.

Over the past five years, from FY 2018-2023, the County has added 19 employees across the Phase I Departments reviewed. During that same period the population of the County grew by approximately 10% and is expected to grow by at least 20% between 2020 and 2030.

Table 6: Phase I Departments and Positions Over Time						
(11) Phase I Departments	Positions:					Change Since 2019
	FY18/19	FY19/20	FY20/21	FY21/22	FY22/23	
Community Development and Code Compliance	13	13	13	13	13	0
County Administration	2	2	2	2	1	-1
Economic Development and Tourism	2	2	2	2	3	1
Finance	7	7	7	7	7	0
Fire and EMS	29.5	31.5	31.5	34.5	34.5	5
General Services	11	12	12	13	13	2
Human Resources	3	3	3	3	3	0
Information Technology (IT)	6	6	6	6	7	1
Police	82.5	85.5	85.5	85.5	86.5	4
Social Services	25.5	26.5	28.5	28.5	30	4.5
Utilities	14	14	15	15	15.5	1.5

When MR compared the staffing levels of five other Virginia counties of similar size and pace of population growth, Prince George County is noticeably below the staffing levels of those counties in several departments. Simply comparing the staffing levels is not sufficient to make

staffing recommendations. However, it is helpful to understand that the capacity of government to deliver services and meet the increasing demand in Prince George is below or behind other Counties in this region. Overall, staffing levels in the County are below the average in several key departments.

The departments and how they compare to the averages across those five other Virginia Counties are displayed in Table 7 below.

Table 7: Other VA Counties with Similar Populations and Positive Growth Rates								
(11) Phase I Departments	Other VA Counties (Population & Positive Growth Rate)					How Prince George County Compares		
	Louisa County (37,596)	Isle of Wight County (38,606)	Gloucester County (38,711)	Warren County (40,727)	Culpeper County (52,552)	Avg.	Prince George (43,010)	Diff.
Community Development and Code Compliance (CDCC)	16.5	20	19	12.6	15	17	13	-4
County Administration	5	2.5	4	5	4	4	1	-3
Economic Development and Tourism	1	8	4	2	2	3	3	0
Finance	7	9	9	4	6	7	7	0
Fire and EMS	78.5	33	n/a	51.98	n/a	54	34.5	-20
General Services	19	10	23	14.43	6	14	13	-1
Human Resources	1	6	6	2	3	4	3	-1
Information Technology (IT + GIS)	5	9	11	5	5	7	7	0
Police (Law Enforcement + ECC + Animal Services)	81	91	72.4	97.38	97	88	86.5	-1
Social Services	46.5	n/a	53	52.57	n/a	51	30	-21
Utilities	19*	31.1	31	n/a	10	23	15.5	-7.5

*Louisa County, VA has a Water Authority with (19) employees

When cost is the only factor considered in resource/budget decisions, the appearance can be that efficiency is achieved and performance is good. However, efficiency is not the only consideration. In a customer-focused and performance-oriented organization, the question is - what impact does 'doing more with less or the same' have on the customer? If demand increases and resources stay steady, efficiency will increase.

However, in the desired future culture of the County, the impact on the customer should be the driving concern and the counterbalance to seeking greater efficiency. At some point, the impact on the customer is likely to be, at a minimum, that it will take longer to get services. Several departments commented on this issue. The impact on the customer when services are delayed can be significant in terms of life or death calls for service, costly delays in building projects, delays in benefits for families, staff not able to work due to technology issues, decision makers not having the information they need to make decisions, etc.

Currently, because strategic plans and performance information are not available for budget decisions, those decisions are largely made on a hunch, as it was described in our interviews. The notion that 'we need more people because we are busy' is the weakest possible reason for additional staff.

As we have noted elsewhere in the Report, the County has a history of not investing in management time and functions. MR has made several recommendations to correct that so that departments can begin to be strategic in their management practices and create a culture focused on the customer.

When County departments begin developing strategic plans in FY24 that include performance measures, i.e., results, outputs, demand and efficiency, they will be in a position to make staffing decisions and budget requests informed by performance information and strategic goals. In the meantime, MR has made several staffing recommendations for the next three fiscal years that are based on increasing management capacity where obvious gaps exist, common sense, and in some cases, urgent needs that are impacting customers and results.

Table 8: Staffing Recommendations

Community Development and Code Enforcement

- ❑ MR's recommendation is to create the capacity to supervise and manage the County's planning services to meet and manage increases in population and demand for services, as well as provide the Director time to oversee the Department's operations:

- Planning Manager – FY24

- ❑ MR's recommendation is to establish and operationalize the County's long-range planning and lead the update of the Comprehensive Plan:
 - 1 Long Range Planner – FY24

- ❑ MR's recommendation is to develop the capacity to bring the Land Use Ordinance and related procedures up to date so the County can achieve the goals in the County Strategic Plan and keep up with increases in population and demand for services. In addition to work on the Ordinance this position can also contribute to ongoing, daily reviews, other development services currently provide to customers and help reduce wait times:
 - 1 Land Use Planner – FY24

- ❑ MR's recommendation is to increase the capacity in Environmental Services to better keep up with the demand for development services and reduce the amount of time Building Inspectors spend on Environmental Services and away from inspections and code compliance:
 - 1 Part-time Environmental Staff – FY26

- ❑ MR's recommendation is to increase the capacity of the Building Inspections Division to keep up with the increased demand for service:
 - 1 Building Inspector/Code Compliance Staff– FY26

County Administration

- ❑ MR's recommendation is to establish, fund and hire 2 full-time Deputy County Administrators. The impact of this will be significant now and for many years in the future. This recommendation is essential to achieving the goals in the County Strategic Plan, shifting to an organizational culture where departments and the County are routinely looking forward, analyzing trends and issues, and developing well-informed, long-term perspectives for short term decisions, and aligning the Budget to goals by departments' strategic planning.

Economic Development

- MR's recommendation is to create the necessary capacity within the Department to meet increasing demand as a result of completed infrastructure projects and to allow the Department to assign personnel to 1) Business Retention and Expansion or 2) Tourism.

- 1 Economic Development Specialist Position - FY25

- MR's recommendation is to create a dedicated support staff resource within the Department so it can keep up with service delivery in the face of increasing demand.

- Full-time Administrative Support Position - FY27

Finance

- MR's recommendation is to establish a Budget Section and Budget Manager:

- 1 Budget Manager Position – FY24

- MR's recommendation is to fund a centralized Grants function to help County Department secure non-County funding for essential services and infrastructure:

- 1 Grants Coordinator – FY24

- MR's recommendation is to provide additional support to the Purchasing function so it can keep up with critical purchasing processes dealing with essential infrastructure and service delivery:

- 1 Purchasing Part-time Administrative Assistant – FY25

Fire and EMS

- MR's recommendation is to add the following paid firefighter staff to enable the Department to achieve its Standard of Cover and meet future demand for services:

- 9 Firefighters – FY24
 - 9 Firefighters – FY25
 - 8 Firefighters – FY26
 - 1 Administrative Assistant – FY26

- ❑ MR's recommendation is to bring into the Department the management and training capacity to meet the increase in demand for services, achieve the Standards of Cover, and ensure the safety of firefighters and the community:

- 1 Fire Training Chief – FY27
- 1 EMS Training Chief – FY27
- 1 Logistics Chief – FY27
- 1 Fire Marshall – FY27

Note: MR's recommendation is to add these staff to Fire and EMS to meet standard response times. However, we also enter a caveat about adding this number staff at this pace. If the County considers MR's recommendations for staff in other Departments and weighs how to prioritize all additional staff against limited resources, it may be necessary to add the additional staff in Fire and EMS over a longer period and additional fiscal years. An example would be to add the same number of Fire and EMS staff over 5 years instead of 3.

General Services

- ❑ MR's recommendation is to add 1 additional staff position to create the capacity to manage the Building and Grounds division, as well as provide the Department Director with time to oversee the Department's operations and proactively plan for the future:

- Building and Grounds Manager - FY24

- ❑ MR's recommendation is to add 1 additional staff position to create the necessary capacity within Fleet Management, once the new County Garage is complete, to work on apparatus in house:

- Fleet Apparatus Technician - FY24

- ❑ MR's recommendation is to create a dedicated resource within Fleet Management who is charged with ordering parts. This resource will allow the Administrative Assistant the ability to remain at the front desk performing her duties (within the new County Garage) and provide the Fleet Manager with time to oversee the Division's operations:

- 1 Part-Time Fleet Parts Technician - FY25

Note: In the interim, MR recommends that Fleet begin collecting performance information through its fleet management system (# part orders made, % orders made within XX days of parts request, etc.) so that it can determine if a full-time position is needed in FY25 or FY26.

Human Resources

- ❑ MR's recommendations is to add 1 additional staff position to create the capacity to thoroughly administer a County Risk Management program.
 - 1 Risk Management position - FY24

Information Technology

- ❑ There are no staffing recommendations at this time.

Note: With a 4th position (IT Technician) added to IT Support in FY23, MR recommends that the Department revisit its staffing needs during the FY25 budget process once it has the data and performance information needed to evaluate the impact the additional resource is having on workload/service delivery and results for customers.

Police

- ❑ MR's recommendation is to add additional sworn front-line staff to enable the Department to achieve targeted minimum staffing of 7 per shift on patrol 24 hours a day/ 7 days a week, to keep up with increased demand for law enforcement and ensure the safety of officers and the community:
 - 4 Patrol Officers - FY24
- ❑ MR's recommendation is to add additional communication officers within the ECC to achieve targeted minimum staffing of 3 per shift at the Emergency Communications Center 24 hours a day/ 7 days a week, and continue to delivery timely and quality services in the face of increasing responsibilities and calls for service:
 - 2 Communications Officers - FY24
- ❑ MR's Recommendations is to create a dedicated Records Management staff resource within the Police Department, that will enable the 4 current staff providing records management services with the ability to focus on their regular duties.
 - 1 Records Technician Position - FY25

Social Services

- MR's recommendation is to add a dedicated part-time staff resource for the Director so she can focus on management and leadership of the Department:
 - 1 Part-Time Administrative Assistant Position to specifically support Director - FY24
- MR's recommendation is to add additional staff to increase the necessary capacity within the Benefits Division to keep up increasing workload and demand for services:
 - 2 Benefits Staff - FY24

Utilities

- MR's recommendation is to add additional staff to achieve daily inspections of water and sewer infrastructure:
 - 1 Sewer Pump Station Mechanic – FY24
 - 1 Water Works Operator – FY25
- MR's recommendation is to add additional staff to ensure that the County's utility infrastructure is well maintained and so the Director can focus on management and leadership:
 - 1 Utility Supervisor – FY25
- MR's recommendation is to add 1 Utility Maintenance worker when the current projects are completed in FY26.
 - 1 Utility Worker – FY26

Appendix A: Implementation Action Matrix

Implementation Action Matrix: Structure

Implementation Action Matrix - Structure



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Community Development & Code Compliance (CDCC)	MR's recommendation is to move Environmental Services into the Building Inspections Division and no longer refer to it as its own Division.	The Department's Budget document describes the main purpose of Environmental Services as inspecting septic systems. Environmental Services as a Division suggests it is of equal stature to the Planning and Building Inspections Divisions. It does not compare in terms of size or scope. As noted previously by the Director, approximately 50% of Environmental Services are provided by Building Inspections Staff. This change will integrate Environmental Services into the existing Building Inspections Division, where shared workload and responsibility for Environmental Services will be within the purview of the Building Official.	✓				N/A
Community Development & Code Compliance (CDCC) and	MR's recommendation is to move the GIS function and staff currently in the IT Department to the CDCC Department.	The lion's share of GIS services are provided for the purposes of land use and development. This change will create greater collaboration and alignment to development in the face of increased community growth.	✓				N/A

Implementation Action Matrix - Structure



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Information Technology (IT)							
Community Development & Code Compliance (CDCC)	MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Planning, Code Compliance, Building Inspections, GIS).	This allows staff and others outside the department to see how the department is organized and what types of CDCC services are provided by divisions or programs.	✓				N/A
Community Development & Code Compliance (CDCC)	MR's recommendation is that the Department consistently identify and present itself as ONE Department with four Divisions - Planning, Building Inspections, Code Compliance and GIS.	To communicate that CDCC is one County Department with several divisions and operational service areas. Creating consistent use of the word 'Division' will help the Department, other County departments, the Board and the public better understand the structure of the Department and the services it provides.	✓				N/A



Implementation Action Matrix - Structure

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
County Administration	MR's recommendation is to establish, fund and hire 2 full-time Deputy County Administrators.	This change will create the structure through which the Office has the capacity, and manageable spans of control, to achieve the goals in the County Strategic Plan. This structure will make it possible to shift the organizational culture to focus on the customer and orchestrate changes in the management processes so that Departments are routinely looking forward, analyzing trends and issues, and developing well-informed, long-term perspectives for short-term decisions that align the budget to goals developed in department strategic plans.	✓				N/A
County Administration	MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department, including the Administrator's and upcoming Deputy's	This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.	✓				N/A

Implementation Action Matrix - Structure



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
	areas of oversight (ex: Public Safety, Administrative Services, Development and Public Services).						
Economic Development & Tourism	MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Economic Development, Tourism, Business Expansion and Retention, etc).	This allows staff and others outside the department to see how the department is organized and what types of Economic Development & Tourism services are provided by divisions or programs.	✓				N/A
Finance	MR's recommendation is to establish a Budget Section within the Finance Department.	To develop the organizational structure and capacity within the Department to plan, lead and manage the County's most vital management process and document. This will make it possible to support departments developing strategic plans, performance	✓				N/A

Implementation Action Matrix - Structure



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
		measures and a performance informed budget.					
Fire & EMS	MR's recommendation is for the Department to create a culture and a structure where all stations, equipment and personnel lie within the line of authority to the Chief.	This change in structure and culture will ease tensions between paid and volunteer staff by focusing on results for the community and it will integrate decision making within the Office of the Chief. The recommendation is to use the Strategic Planning process to bring all members, paid and volunteers, together in a common vision and direction for the future of the Department.	✓				N/A
Fire & EMS	MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Fire Operations, Training, Fire Prevention, EMS).	This allows staff and others outside the department to see how the department is organized and what types of fire, rescue, and emergency services are provided by divisions or programs.	✓				N/A

Implementation Action Matrix - Structure



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Fire & EMS and Community Development & Code Compliance (CDCC)	MR's recommendation is to move Fire Code Building Inspections from CDCC to the Fire and EMS Department at the point a Fire Marshall is in place, projected to be in FY27.	To allow Fire Marshall to do advanced planning and document building conditions, corridors, entrance and exits in the event a fire event occurs. This is commonly part of the role of a Fire Marshall overseeing fire prevention, including inspections, investigations and public education.				✓	N/A
General Services	MR's recommendation is to add Refuse Disposal to the Department's Table of Organization.	While the County is contracting out those services to a 3 rd party provider, it is more important than ever to tell the story of how General Services is providing management and oversight services as part of that arrangement given that two County Strategic Goals are related to trash disposal.	✓				N/A
General Services	MR's recommendation is that the Department further develop its Table of Organization so that communicates the specific service areas within the Department	This allows staff and others outside the department to see how the department is organized and what types of services are provided by divisions or programs.	✓				N/A



Implementation Action Matrix - Structure

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
	(ex: Building and Grounds, Fleet Management, Refuse Disposal).						
General Services	MR's recommendation is that the Department consistently identify and present itself as ONE Department with three Divisions – Building and Grounds, Fleet Management, and Refuse Disposal.	To communicate that General Services is one County Department with several divisions and operational service areas.	✓				N/A
Human Resources	MR's recommendation is that Risk Management formally be added to the Department's organizational structure.	To formally create and operationalize a County Risk Management program that delivers services to all County departments and agencies. This will decrease the risk exposure of the County and its employees.	✓				N/A
Human Resources	MR's recommendation is that the Department develop a Table of Organization that	This allows staff and others outside the department to see how the department is organized and what types of HR services are provided by divisions or programs.	✓				N/A



Implementation Action Matrix - Structure

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
	communicates the specific service areas within the Department (ex: Benefits, Recruiting and Hiring, Training, Risk Management, Employee Relations, etc.)						
Information Technology	MR's recommendation is that the Department further develop its Table of Organization so that it communicates the specific service areas within IT (ex: HelpDesk, Software Support, Network and Security, Telecommunication Services, Training, etc.)	This allows staff and others outside the department to see how the department is organized and what types of IT support services are provided by divisions or programs.	✓				N/A
Police	MR's recommendation is that the Department further develop its Table of Organization so that it communicates the	This allows staff and others outside the department to see how the department is organized and what types of law enforcement and public safety services are provided by divisions or programs.	✓				N/A

Implementation Action Matrix - Structure



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
	specific service areas within the Department (ex: Operations, Support, Emergency Communications) and the operational Programs or Units included within each area (ex: Patrol, Investigations, Animal Services, Internal Affairs, Records Management, etc.)						
Police	MR's recommendation is that the Department consistently identify and present itself as ONE Department with up to three Divisions – Operations, Support and Emergency Communications	This will communicate that the Police Department is one integrated County Department with up to three divisions, including ECC. The recommendation at the end of the matrix below is that the Department also presents all three Divisions together in one budget. The Department presenting itself as one Department with three divisions will work until the ECC becomes a stand-alone department, at	✓				N/A



Implementation Action Matrix - Structure

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
		which time the Department can present itself as having two Divisions.					
Police	MR's recommendation is for the County to transition the Emergency Communications Center into a stand-alone County Department within the next 5 years.	This level of autonomy for ECC is appropriate. The unit currently receives and processes emergency 911 and non-emergency requests for PGC Police (including Animal Services) and Fire/EMS, as well as receives and transfers all incoming 911 calls for Ft. Lee. ECC serves as the liaison between the public and Prince George County public safety agencies as well as various other federal, state and local resources.				✓	N/A
Social Services	MR's recommendation is that the Department further develop its Table of Organization that it communicates the specific service areas within the Department (ex: Benefits, Family Services, Administrative Support, etc.) and the	This allows staff and others outside the department to see how the department is organized and what types of services are provided by divisions or programs.	✓				N/A



Implementation Action Matrix - Structure

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
	operational Programs within each area (Child Protective Services, Foster Care and Adoption, etc.).						
Utilities	MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Sewer and Water Operations, Infrastructure Project Management, Administration).	This allows staff and others outside the department to see how the department is organized and what types of utility related services are provided by divisions or programs.	✓				N/A
Community Development & Code Compliance (CDCC)	MR's recommendation is that each of the (4) Departments submit one integrated Department budget rather than separate	This change will clarify for the public the organizational structure of individual County departments, the structure and number of departments within County government, what services are being funded and provided, and what services and staff are		✓			N/A

Implementation Action Matrix - Structure



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Police General Services Economic Development & Tourism	budgets. The accounting system can differentiate between expenditures attributed to different funding sources. This has been verified by the Finance Department.	within the purview of each department director.					

Implementation Action Matrix: Staffing



Implementation Action Matrix - Staffing

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Community Development & Code Compliance (CDCC)	1 Planning Manager	To create the capacity to supervise and manage the County's planning services to meet and manage increases in population and demand for services, as well as provide the Department Director with time to oversee the Department's operations.	✓				TBD
Community Development & Code Compliance (CDCC)	1 Long Range Planner	To establish and operationalize the County's long-range planning and lead the update of the Comprehensive Plan.	✓				TBD
Community Development & Code Compliance (CDCC)	1 Land Use Planner	To develop the capacity to bring the Land Use Ordinance and related procedures up to date so the County can achieve the goals in the County Strategic Plan and keep up with increases in population and demand for services. In addition to working on the Ordinance this position can also contribute to ongoing, daily reviews, other development services currently provide to customers and help reduce wait times.	✓				TBD

Implementation Action Matrix - Staffing



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Community Development & Code Compliance (CDCC)	1 Part-time Environmental Staff	To increase the capacity in Environmental Services to better keep up with the demand for development services and reduce the amount of time Building Inspectors spend on Environmental Services and away from inspections and code compliance.			✓		TBD
Community Development & Code Compliance (CDCC)	1 Building Inspector/Code Compliance Staff	To increase the capacity of the Building Inspections Division to keep up with the increased demand for service.			✓		TBD
County Administration	2 Deputy County Administrators	To develop capacity and manageable spans of control in order to achieve the goals in the County Strategic Plan, shift to an organizational culture where Departments and the County are routinely looking forward, analyze trends and issues, and develop well- informed, long-term perspectives for short term decisions, and align the Budget to goals by departments' strategic planning.	✓				TBD
Economic Development and Tourism	1 Economic Development Specialist Position	To create the necessary capacity within the Department to meet increasing demand as a result of completed infrastructure projects and		✓			TBD

Implementation Action Matrix - Staffing



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
		to allow the Department to assign personnel to 1) Business Retention and Expansion or 2) Tourism.					
Economic Development and Tourism	1 Full-time Administrative Support Position	To provide dedicated support to the Department so it can keep up with service delivery in the face of increasing demand.				✓	TBD
Finance	1 Budget Manager Position	An essential investment to the ability of the County to achieve the Goals in the County Strategic Plan and ensuring departments and the organization are planning and budgeting forward.	✓				TBD
Finance	1 Grants Coordinator	To fund a centralized Grants function to help County Departments secure non-County funding for essential services and infrastructure.	✓				TBD
Finance	1 Purchasing Part-time Administrative Assistant	To provide additional support to the Purchasing function so it can keep up with critical purchasing processes dealing with essential infrastructure and service delivery.		✓			TBD

Implementation Action Matrix - Staffing



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Fire and EMS	9 Firefighters	To enable the Department to achieve its Standard of Cover and meet future demand for services.	✓				TBD
Fire and EMS	9 Firefighters	To enable the Department to achieve its Standard of Cover and meet future demand for services.		✓			TBD Safer GRANT
Fire and EMS	8 Firefighters	To enable the Department to achieve its Standard of Cover and meet future demand for services.			✓		TBD
Fire and EMS	1 Administrative Assistant	To provide support to the increased number of operational staff.			✓		TBD
Fire and EMS	Fire Training Chief	To create the management and training capacity to meet the increase in demand for services, achieve the Standards of Cover, and ensure the safety of firefighters and the community.				✓	TBD
Fire and EMS	EMS Training Chief	To create the management and training capacity to meet the increase in demand for services, achieve the Standards of Cover, and				✓	TBD



Implementation Action Matrix - Staffing

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
		ensure the safety of firefighters and the community.					
Fire and EMS	Logistics Chief	To create the management and training capacity to meet the increase in demand for services, achieve the Standards of Cover, and ensure the safety of firefighters and the community.				✓	TBD
Fire and EMS	Fire Marshall	To create the management and training capacity to meet the increase in demand for services, achieve the Standards of Cover, and ensure the safety of firefighters and the community.				✓	TBD
General Services	1 Building and Grounds Manager	To create the capacity to manage the Building and Grounds division, as well as provide the Department Director with time to oversee the Department's operations and proactively plan for the future.	✓				TBD
General Services	1 Fleet Apparatus Technician	To create the necessary capacity, within Fleet Management, once the new County Garage is complete, to work on apparatus in house.	✓				TBD

Implementation Action Matrix - Staffing



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
General Services	1 Fleet Parts Technician	To create a dedicated staff resource within Fleet Management who is tasked with ordering parts, as well as provide the Administrative Assistant the ability to remain at the front desk performing her duties (within the new County Garage) and provide the Fleet Manager with time to oversee the Division's operations.		✓			TBD
Human Resources	1 Risk Management position	To create the capacity to thoroughly administer a County Risk Management program.	✓				TBD
Police	4 Patrol Officers	To enable the Department to achieve targeted minimum staffing of 7 per shift on patrol 24 hours a day/7 days a week, to keep up with increased demand for law enforcement and ensure the safety of officers and the community.	✓				TBD
Police	2 Communications Officers	To enable the Department to achieve targeted minimum staffing of 3 per shift at the Emergency Communications Center 24 hours a day/7 days a week, and continue to delivery timely and quality services in the face of increasing responsibilities and calls for service.	✓				TBD



Implementation Action Matrix - Staffing

Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Police	1 Records Technician (Civilian)	To create a dedicated Records Management resource within the Police Department, as well as provide 4 current staff with the ability to focus on their regular duties.		✓			TBD
Social Services	2 Benefits Staff	To increase the necessary capacity within the Benefits Division to keep up with increasing workload and demand for services.	✓				TBD
Social Services	Part-Time Administrative Assistant Position to specifically support Director	To provide dedicated support and an administrative staff resource for the Director so she can focus on management and leadership of the Department.	✓				TBD
Utilities	1 Sewer Pump Station Mechanic	To achieve State standards and to physically inspect all water and sewer stations on a daily basis. To achieve daily checks on 27 sewer pump stations.	✓				TBD
Utilities	1 Water Works Operator	To achieve the State standards and to physically inspect all water and sewer stations on a daily basis. To achieve daily checks on 7 water stations.		✓			TBD

Implementation Action Matrix - Staffing



Dept.	Recommendation	Description/Benefit	Urgency:				Cost or Savings
			FY24	FY25	FY26	FY27	
Utilities	1 Utility Supervisor	To ensure that the County's utility infrastructure is well maintained and so the Director can focus on management and leadership.		✓			TBD
Utilities	1 Utility Worker	To maintain both the current infrastructure and the new infrastructure. This is specifically related to the infrastructure being developed as per the County Strategic Plan.			✓		TBD

Appendix B: Phase I Department Reports

Community Development & Code Compliance

Community Development and Compliance Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023, and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

MR notes confusion about the Department's structure. MR has found, as with other Departments, the Department's Table of Organization references positions but not services. The two Budget documents provide a general description of services provided by the Department. The Department's services are not specifically articulated or presented in a way that can facilitate budgeting for a change in the level of service delivery.

Up to 5 years ago the Department was 2 separate Departments. The Departments were combined at that time to provide oversight and a one-stop-shop for development. In FY20 the budget for the Department was split into two budgets between 'Planning and Zoning' and 'Building and Inspections'.

MR received two separate sets of documents and two sets of answers to the questionnaire for this project.

The Department's FY21 Budget lists three (3) main Divisions within the "Community Development and Code Compliance Department" – Building Inspections, Environmental and Code Compliance". The Department name includes Code Compliance and makes no reference to Planning, while the Budget document as sent to MR is labeled as the 'Inspections' budget. The FY21 Budget describes a separate budget for a single Planning Division and references Planning and Zoning 'Organizations'. Staff variously described multiple Departments within the Department.

The Table of Organization shows 1) a Planning Manager position with planning positions under it, 2) an Environmental Coordinator position, 3) a Building Official position with positions under it, including Code Compliance. This gives the impression that there are 3 Divisions. However, the two separate budgets add up to 4 Divisions, and the 2021 Annual Report presents four (4) Divisions including Building, Code, Environmental, Planning.

The split of the budget into two separate funding requests is confusing when the Department describes itself in the interview with MR as a functioning 'one stop shop' for customers.

This confusion is real and is a result of several aspects of how the Department describes and visually depicts itself. This makes it all the more challenging for the Department to tell its story of workloads, successes and challenges when folks are unsure of how the Department is structured. Among the confusing aspects are:

- Treating the Department as two separate entities in the Budget but as one in the Table of Organization and in the Department's Annual Report
- Having two separate budgets for one legally organized Department
- The use of the term 'Division', and the number thereof, not consistently represented in the documents
- The name of the Department references Code Enforcement while that is represented as but one position and placed under the Building Official in the Table of Organization
- The use of the term 'Organizations' when referring to Planning
- The use of the term 'Inspections' to describe the budget document

This Department's structure and terminology to describe the organization is confusing to us and is very likely to others as well. Questions this brings forth include: Is this one Department or two? Why are there two separate budgets? Why do staff describe multiple Departments when referencing Divisions? Why does this confusion exist? What is the impact of the confusion on

customers and on decision makers? MR will make recommendations to make the Department's structure clear using consistent language.

Staffing

The Department is well managed. The Director is a long-time, highly experienced leader who has a good grasp of her Department and the important role it plays in development, land management, building safety and code compliance. She is also an important thought leader within the County organization. In the report we make a number of staffing recommendations related to long-term planning, the zoning ordinance, planning management, and GIS. According to the FY23 budget, in addition to the (1) Director, the department has (9) positions in Community Development and Code Compliance and (3) positions in Planning.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within CDCC are currently below the overall average. (See Table 7 on page 27)

Planning

The Community Development and Code Compliance Department, consistent with the majority of Phase I Departments, does not have a strategic plan or a mission statement. The long-term goals that a strategic plan would include are missing, which makes long-term planning, budget and policy decisions difficult.

Although the Department does not use a methodology to project demand, the Director estimates a minimum 10% increase in demand for services in all service areas over each of the next three years, which constitutes a 30% increase over the next 3 years. She included in their documents a Major Project Report that shows 451 residential units and other developments in the pipeline for the near future that will contribute to their increases. This common sensical projection by the Director, even though it is not the result of a methodology for calculating demand, still deserves attention when evaluating the Department's future needs.

The Director reports that zoning reviews, plat reviews and rezoning requests are delayed and customers are not happy. Results measures for timeliness are included in the budget for Plan Reviews, Code Enforcement Complaints Resolved, and Building Inspections. Performance reports for those measures are not available.

Budgeting

There are performance measures in the Budget as required by Finance. There are not performance reports published on those measures. The Department does consistently collect data. The 2021 Annual Report shows trend information for a limited number of measures in Code Compliance and for Plat and Subdivision Reviews over four years, Site Plan Submittals, Special Exceptions, Re-zoning Requests and Variance Requests for three years. Other outputs and requests for services are listed for the year of the report.

The Department's Budget does not correlate a level of funding to a level of performance in terms of results for customers. This makes it difficult for the Department to make the case for additional resources and to make budget, policy or operational decisions.

Structure and Staffing to Achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

Per the County's Implementation Plan developed in June 2022, the Community Development and Code Compliance Department is aligned with the following (14) County Strategic Plan goals and is considered the lead Department on (1):

- Goal #1 - By 2028, 55% of new and existing businesses within the Prince George County Planning area will have access to an adequate sewer system that meets their needs.
- Goal #2 - By 2028, 52% of residents in the Prince George County Planning area will have access to an adequate sewer system that meets their needs.
- Goal #3 - By 2028, 43% of new and existing businesses within the Prince George County Planning area will have access to an adequate water system that meets their needs.
- Goal #4 - By 2028, 43% of residents in the Prince George County Planning area will have access to an adequate water system that meets their needs.
- Goal #6 - By March 31, 2024, the community will experience increased access to trash disposal through the addition of 1 drop off station.
- Goal #7- By December 31, 2023, following the completion of a feasibility study and cost/benefit analysis, the County will make a decision regarding the possibility of implementing no-cost trash disposal.
- Goal #8 - By February 1, 2025, the community will experience the beginning step of the Exit 45 renovation and development through water and sewer infrastructure improvements.
- Goal #9 - By 2026, the community will experience a grocery store and sit-down restaurant as part of the Exit 45 renovation and development.
- Goal #10 - By 2024, short-term water and sewer capacity will be available at the Prince George Industrial Area.

- Goal #11 - By December 31, 2025, (3) new businesses will be located at the Prince George Industrial Area
- Goal #12 - By December 31, 2027, (3) new businesses will be located at the Prince George Industrial Area
- Goal # 13 - By December 31, 2032, (4) new business will be located at the Prince George Industrial Area
- Goal #14 - By December 31, 2023, in a way that preserves the rural way of life and directs the majority of growth to the Prince George County Planning area, the County will revisit and update its land use ordinances (Lead Department = CDCC)
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization.

Note: Those County Strategic Goals that have already been achieved are not listed above.

Structure

The Department plays a key role in achieving the goals in the County Strategic Plan, aligning to (14) Strategic Goals in the Plan, many regarding infrastructure and economic development. The Director and staff report that the Department is appropriately structured to achieve the goals in the County Strategic Plan.

For purposes of this report, MR concludes that this is one Department with multiple Divisions. The Divisions that will be considered include (names not precise) Planning, Environmental, Building Inspections, and Code Compliance. We note that Environmental includes 1 FTE. Staff serving under the Building Official appear to have blended roles related to building inspections, code compliance, and assisting with environmental inspections.

Currently and for some time, long range planning has not been a part of what the Department has the capacity to do. The Comprehensive Plan is two years past due for an update and the Comprehensive Plan needs to be updated first before the Land Use Ordinance gets updated. The plan is for the Comprehensive Plan to be updated mid-year 2024. This creates a good deal of uncertainty for other Departments, like Utilities, which has a Master Plan that is 'out in front' of the Comprehensive Plan update, as well as for developers wanting to plan residential or commercial developments.

In part due to policy decisions and a staffing shortage, the current Land Use Ordinance is from the 1960's. Updating the Ordinance is a result included in the County Strategic Plan and is expected to be completed by mid-year 2025.

The reason this lack of long-range planning and Land Use Ordinance review is relevant to the Department's structure to achieve the County Strategic Plan, is that - to not have an up-to-date Comprehensive Plan means there is a lack of a long-range land use perspective for even the current infrastructure projects to fit into. The County states that the lack of water and sewer infrastructure has restrained development. The County is leaning into catching up. The Comprehensive Plan is essential to further development of infrastructure and all things related to land use.

The lack of staff to conduct long-range planning and keep the Land Use Ordinance up-to-date is both a structural issue and a staffing issue. It is structural in that staffing for long-term planning and zoning has **never been in place**.

In conclusion regarding the question of whether the Department is structured to achieve the results in the County Strategic Plan, it is MR's perspective that the Department is structured, but understaffed, to achieve the goals in County Strategic Plan. The Planning Division is in place, so that structure is there. A caution is that the goals in the County Strategic Plan, or the Utilities Master Plan, are not informed by an up-to-date Comp Plan. We will only know for sure that the goals in the Strategic Plan are going to be consistent with the updated Comprehensive Plan, which involves extensive public input, when the Comp Plan is completed.

Staffing

The previously noted lack of long-term planning and zoning capacity has led to a lack of planning for the future and a Zoning Ordinance that is long out of date and out of step with current needs. Planning staff positions for these two key functions are the capacity needed to bring the plans and the planning function up to date.

Coinciding with the writing of this report, the Department did an analysis of staffing and the impact of additional staff on customers' experience of timely responses. Each additional staff member conducting the variety of reviews commonly provided by the Department would reduce wait times by 28.57%, according to this analysis.

The Planning Manger position has been vacant for the past three years. This has had a major negative impact on the capacity of the Department's planning functions. The Planning Manager position would be expected to provide significant bandwidth to the Director's ability to focus on and achieve the County Strategic Plan. The Director spends a significant amount of her time overseeing the Planning Division, and because of her other responsibilities, her availability is often the reason for delays.

A Planning Manager would oversee and ensure that long range planning and zoning are done, eliminate the bottleneck that the Director's large workload creates, give the Director time to lead on a variety of development issues, provide day-to-day management and leadership of staff, prioritize and assign projects, and improve the timeliness for customer requested services such as zoning reviews and plat reviews.

These positions, and in particular the Planning Manager, will directly impact the Director's ability to lead the achievement of the goals in the County Strategic Plan. Not filling them will have the opposite effect and diminish the Department's ability to lead and contribute to the achievement of the County Strategic Plan.

- ❑ MR's recommendation is to create the capacity to supervise and manage the County's planning services to meet and manage increases in population and demand for services, as well as provide the Director time to oversee the Department's operations:
 - Planning Manager – FY24

- ❑ MR's recommendation is to establish and operationalize the County's long-range planning and lead the update of the Comprehensive Plan.
 - 1 Long Range Planner – FY24

- ❑ MR's recommendation is to develop the capacity to bring the Land Use Ordinance and related procedures up to date so the County can achieve the goals in the County Strategic Plan and keep up with increases in population and demand for services. In addition to work on the Ordinance this position can also contribute to ongoing, daily reviews, other development services currently provide to customers and help reduce wait times:
 - 1 Land Use Planner – FY24

Structure and Staffing to Achieve the Department's Goals

Structure

As noted, the Department does not have a Strategic Plan, a mission, or long term (2-5 yr.) goals. The performance measures and conversation with the Director indicate that timeliness for customers requesting services is primary.

Consolidation and integration of development services appears to be a working One-stop-shop for customers.

The Structure is there to achieve the timeliness goals for reviews, e.g., Subdivision/Plat Reviews, Site Plan Reviews, Home Occupancy Zoning Approvals.

Staffing

The staffing, however, is not there to achieve the timeliness measures the Director wishes to achieve.

All managers, including the Director, are hands-on delivering services. No one is managing without also delivering services. Everyone is either a worker or a lead worker. This places significant limits on the time the Director has to provide oversight and management, approve reviews, and partner with other departments and organizations involved in development in the County.

The Building Manager reports that 80% of his time is spent in the field doing inspections and code compliance services.

The Environmental Division is frequently overwhelmed and requires help from other staff, mostly inspectors, to conduct up to 50% of the work in the Environmental. This then in turn impacts their performance.

The Department's performance is fragile. When absences or vacancies occur, the already stretched staff struggle to keep up let alone reach performance goals. The Director reports that vacancies are hard to fill.

Structure and Staffing to Meet Increased Demand for Services

As noted earlier, the County and this report are assuming a 10% population growth rate for 2020-2025 and another 10% for 2025-2030. The Director believes, based on what she sees in future development, growth will exceed these estimates.

Structure

The structure of the Department, Planning, Environmental, Building Inspections, and Code Compliance Divisions, is largely appropriate to meet the increasing demand.

One structural way to improve the Department's ability to meet rising demand is to move the GIS function, currently in the IT Department, to the CDCC Department. The lion's share of the work of GIS is related to development, and this will potentially create greater collaboration and alignment to development.

Note lack of management time is significant. The Building Official is designated a Deputy Department Director. He spends 80% of his time in the field working on building inspections and code enforcement issues.

- ❑ MR's recommendation is to move the GIS function and staff currently in the IT Department to the CDCC Department.
- ❑ MR's recommendation is to move the Fire Code Inspections currently conducted by the Department to the Fire and EMS Department at the point the Fire Department has a Fire Marshall in place, approximately FY27.

Staffing

Following the earlier notes on staffing as it relates to the County Strategic Plan and the Department's goals, the same applies to the Department's ability to meet future demand. If timeliness measures are used as the gauge if the Department can meet future demand, the answer is no. The Department cannot currently meet the timeliness measures.

- ❑ MR's recommendation is to increase the capacity in Environmental Services to better keep up with the demand for development services and reduce the amount of time Building Inspectors spend on Environmental Services and away from inspections and code compliance:
 - 1 Part-Time Environmental Staff – FY26
- ❑ MR's recommendation is to increase the capacity of the Building Inspections Division to keep up with the increased demand for service:
 - 1 Building Inspector/Code Compliance Staff– FY26

Operations

Management

The Department's management is lacking the time necessary to provide the leadership and management oversight the Department's high profile, high impact role requires. The Planning Manager position continues to not be filled. The Building Official has been named the Deputy Department Director, even though he has to spend 80% of his time in the field doing line work. The Director is directly involved in managing and delivering services and is often the backup for when the demand overwhelms staff. This makes it very difficult for the Director and the Department to have the time and bandwidth to lead the achievement of the goals in the Strategic Plan, achieve the timeliness measures for customers or meet the expected increases in demand for services.

Succession Plan

The Department does not have a succession plan. The Director has very senior development experience and can retire within the next two years. When she leaves, it will leave a significant impact in terms of a loss of expertise. The Building Official/Deputy Director represents a successor, particularly in that area which includes Code Compliance. However, the absence of a Planning Manager represents a significant gap for succession planning when the Director does retire.

Services Identification

The CDCC Department organization structure is divided by the areas of focus. The Table of Organization, however, identifies positions and not services, which makes it more difficult for others to understand what is being delivered. The specific services provided by the Department are not articulated or enumerated in a way that can be used for budgeting a level of performance to a level of funding. This makes budgeting more of a general conversation about Development rather than a conversation about funding a level of specific services.

Workflow

The Director indicates that workflow within the Department functions well but is significantly impeded by a lack of management and operational capacity.

MR Recommendations Summary - Community Development and Code Compliance

Structure

- MR's Recommendation is to move Environmental Services into the Building Inspections Division and no longer refer to it as its own Division. In reviewing Environmental Services in other Community Development Departments where we have worked with in recent years, Environmental Services are included as a service within Planning, where the examination of soils, etc., is part of plan reviews. The Department's Budget document describes the main purpose of Environmental Services as inspecting septic systems. Environmental Services as a Division suggests it is of equal stature to the Planning and Building Inspections Divisions. It does not compare in terms of size or scope. As noted previously by the Director, approximately 50% of Environmental Services are provided by Building Inspections Staff.
- MR's recommendation is to move the GIS function and staff currently in the IT Department to the CDCC Department.
- MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Planning, Code Compliance, Building Inspections, GIS). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.
- MR's recommendation is that the Department consistently identify and present itself as ONE Department with four Divisions - Planning, Building Inspections, Code Compliance and GIS.

Staffing

- MR's recommendation is to create the capacity to supervise and manage the County's planning services to meet and manage increases in population and demand for services, as well as provide the Director time to oversee the Department's operations:
 - Planning Manager – FY24
- MR's recommendation is to establish and operationalize the County's long-range planning and lead the update of the Comprehensive Plan:
- 1 Long Range Planner – FY24

- ❑ MR's recommendation is to develop the capacity to bring the Land Use Ordinance and related procedures up to date so the County can achieve the goals in the County Strategic Plan and keep up with increases in population and demand for services. In addition to work on the Ordinance this position can also contribute to ongoing, daily reviews, other development services currently provide to customers and help reduce wait times:
 - 1 Land Use Planner – FY24

- ❑ MR's recommendation is to increase the capacity in Environmental Services to better keep up with the demand for development services and reduce the amount of time Building Inspectors spend on Environmental Services and away from inspections and code compliance:
 - 1 Part-time Environmental Staff – FY26

- ❑ MR's recommendation is to increase the capacity of the Building Inspections Division to keep up with the increased demand for service:
 - 1 Building Inspector/Code Compliance Staff– FY26

Strategic Planning

- ❑ MR's Recommendation is for the Department to develop a Strategic Plan in FY24 (calendar year 2023). This will help the Department formalize the goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, make a compelling case for resources to be able to catch up and keep with customer demand so that services are delivered in a timely manner, clearly delineate its services and structure. A Department Strategic Plan should include the following components:
 - Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
 - Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
 - A customer-focused Mission Statement
 - Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers

- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- ❑ As part of the strategic planning process, MR's recommendation is for the Department to develop a realistic number of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Performance Reporting

- ❑ MR's recommendation is for the Department to publish performance reports showing what the Department is and is not able to achieve in terms of results for customers.

Budget

- ❑ MR's recommendation is that the Department present ONE budget for the entire Department and presented by Division. The Director's concern about distinguishing different funding sources can be handled by the Chart of Accounts. This has been confirmed by the Finance Department.
- ❑ MR's recommendation is for the Department to develop a performance-based budget that clearly correlates a level of performance to a level of funding.

Communications

- ❑ MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

Succession Plan

- ❑ MR's recommendation is for the Department, in coordination with Human Resources, to develop succession plans for the Director and key positions. This is especially important in this Department due to the fact that the Director will be eligible to retire within the next two years.

County Administration

Office of County Administration Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023, and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

The Administrator supervises 17 direct reports/department directors who in turn supervise 223 employees. Management for the Administrator represents direct management and oversight of all the departments, internal and external issues the County deals with, managing the relationships with the Board of Supervisors, their interests and business, and all of the other representational responsibilities that come with being the Administrator of a major local government. MR's observation is that this is a very large span of control for any administrator or director.

The span of control for an organization must take into consideration the role of the senior executive, in this case the County Administrator, and the span of issues managed by the direct

report, in this case Department Directors. Local government departments each have multiple and high impact issues they manage, some greater than others. MR observes that no one in local government is more than three steps away from an impact on the health, life and safety of the public they serve. As a way to think about this, one senior executive may oversee a larger number (5-6) of administrative Departments while an executive overseeing public safety agencies may have 3 direct reports. Under no circumstances can a senior executive effectively oversee 17 direct reports with their reports having significant impact on the public.

As we have observed in individual department reports, the Administrator's Office lacks the management time needed to supervise and manage all of the people and issues represented in the Departments that report to him.

Adding to the span of control issues for the Administrator is a long-standing culture where everything has to come through the Administrator, and the departments do not want to or are hesitant to make decisions without his okay. A recent example was when a director from a major Department asked the Administrator if they could purchase name badges. Another involved a clock in the Board room wherein staff would not make a decision but asked the Administrator to choose a clock.

The history of the organizational culture has been to wait for a decision from the Administrator before taking action. The history is one of a controlling administrative office that over time has diminished Department Directors' sense of empowerment and accentuated a fear about being wrong. This culture carries over to not wanting to tell the Board what staff recommends they should do. And at times, staff believe the Board does not want to know something, so they don't tell them. The Administrator's excessive span of control and the culture create opportunity costs for the Administrator to be able to create and manage changes in the culture or in management systems.

The Administrator wants very much to 'turn the page' and change the culture to be focused on the customer, with leaders empowered to make decisions, and with the ability to manage up with clarity and courage.

Staffing

The County Administration Office is well managed. The Administrator has 25 years of public administration experience, including 12+ years as the County's Economic Development Director and 11 years as a Deputy County Administrator. In addition to the (1) County Administrator, the Department shares an Executive Assistant with Economic Development and Tourism.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within County Administration are currently below the overall average. (See Table 7 on page 27)

Planning

The Board of Supervisors created a Strategic Plan for the County in May, 2022. This was a historic change in the County organization to commit to specific results for customers. The effect of that Plan was to develop an Implementation Plan, for each Strategic Goal, developed by multiple departments. This will also be used to direct resources toward those County Priorities and Results. This is a good beginning to create an organizational culture focused on results for customers.

The culture of reverse delegation of decisions up to the Administrator discussed earlier carries over into the organization's historical avoidance of strategic planning. MR has heard comments like we don't have time to plan, or we haven't been told to create strategic plans, or it's not required. Or questions like - why would we do that?, or why would the Board want strategic plans?

The next step, as outlined in the Implementation Plan, is for Departments to create Strategic Plans starting in the fall of 2023. None of the departments MR reviewed as part of Phase 1 have strategic plans with date-specific and measurable goals. The lack of a planning culture where the organization routinely is looking toward the future and planning ahead to meet that future, has created significant opportunity costs. The Administrator cites utilities as an example where the lack of advanced planning by the County is de facto holding up growth.

The lack of strategic planning by departments has led to confusing language to describe their organizations. MR found many examples of multiple labels used to describe the same department or parts of a department. Strategic Plans provide consistent language used by all departments to describe their structure – services, programs, lines of business, departments.

The lack of strategic planning is accompanied in Departments by a lack of use of performance measurement and information for policy, operational and budget decisions. Strategic Plans develop results, output, demand and efficiency performance measures for all operations. MR observed that performance reports are not developed for the measures displayed in Departments budgets. Some annual reports have some output information. MR could not find examples of performance reports created and used on a regular basis throughout the fiscal year.

The Administrator wants to create an organizational culture where Departments and the County are routinely looking forward, analyzing trends and issues, and developing well-informed, long-term perspectives for short term decisions.

Budget

It is a top priority of the Administrator to develop a budget that aligns to goals. The creation of the County Strategic Plan is a good first step. Because budgets are developed at the Department level, it will be important for Departments to have Strategic Plans with goals to align their budgets to. Implementation Plans for the County Strategic Plan developed by collaborating Departments sets FY27 as the goal for having a performance-based budget based on strategic plans.

Strategic Plans develop performance measures for all operations, which then makes it possible to submit budgets that match a level of funding to a level of performance.

Structure and Staffing to Achieve the County's Strategic Plan

Structure and Staffing

There is little doubt that the Administrator will make it a top priority to achieve the goals in the Strategic Plan. Before the ink was dry on the approved document, a Public Information Officer was hired, and an additional waste drop off location was created.

The Administrator sitting alone with his span of control of people and issues, complicated by the organizational culture, will make it difficult to achieve those goals as completely as he would like and within the timeframes established in the County Plan. An indication of the difficulty the Administrator faces in achieving the Strategic Priorities and Goals is the fact that the Administrator did not have time to bring the multi-department teams together to work on achieving the other 16 Strategic Goals months after the Plan was approved.

There are two named Deputy County Administrators. Both individuals are also Department Directors with large responsibilities, respectively, for the County's Finances and Community Development activities. These are Deputies in name only. Though they have occasionally managed cross-cutting projects like the Strategic Plan and this Assessment, no other departments report to them. They do not have the time or bandwidth to act as Deputies in charge of large segments of County operations beyond their own Departments.

The absence of true Deputies to oversee numbers of operational Departments puts at risk the capacity of the Administrator's Office to achieve the goals in the County Strategic Plan.

- ❑ MR's recommendation is to establish, fund and hire 2 full-time Deputy County Administrators. The impact of this will be significant now and for many years in the future. This Recommendation is essential to achieving the goals in the County Strategic Plan, shifting to an organizational culture where Departments and the County are routinely looking forward, analyzing trends and issues, and developing well-informed,

long-term perspectives for short term decisions, and aligning the Budget to goals by departments' strategic planning.

Structure and Staffing to Achieve the Department's Goals

The Administrator's Office does not have a strategic plan, which is consistent with the majority of Phase I Departments included in this Assessment. Therefore, the Office does not have published goals with timeframes. Having noted that, the Administrator has stated goals to align the budget to goals, shift the culture, and create planning and management practices that ensure advanced planning for the future drives decision making.

The Administrator's Office has the intention, but in the absence of high-capacity Deputies, does not have the bandwidth to orchestrate strategic planning across the County organization. MR is making the recommendation that certain, high impact Departments develop strategic plans in FY24. Additional departments are recommended to do so over the following 3 fiscal years. There is much the Administrator can do to define the culture he wants to create. He can write descriptions of the culture and define the language, beliefs and behaviors that characterize what he wants the culture to look like. It will take much more capacity in his Office to effectively orchestrate the cultural shift by working closely with individual directors and staff to incorporate the culture shift within Departments and with the Board.

To orchestrate a performance-based budget will require the Finance Department to establish a Budget section with a talented Budget Manager.

Structure and Staffing to Meet Increased Demand for Services

The role of the County Administrator's Office is to support the Board and support departments. That support includes assisting departments in having the organizational structure, culture and resources to meet the ongoing increases in demand for services that are and will continue to be driven by the population increase discussed earlier.

The County Administrator, though talented, committed, insightful and knowledgeable, does not have the bandwidth to get involved in individual department's efforts and the changes required to meet increasing demand for services. This will require Deputies who have experience, skills, emotional intelligence and leadership to help departments meet the challenges of increased demand for services that is already underway and will continue in coming years.

MR Recommendations Summary– Office of County Administration

Structure and Staffing

- ❑ MR's recommendation is to establish, fund and hire 2 full-time Deputy County Administrators. The impact of this will be significant now and for many years in the future. This Recommendation is essential to achieving the goals in the County Strategic Plan, shifting to an organizational culture where departments and the County are routinely looking forward, analyzing trends and issues, and developing well-informed, long-term perspectives for short term decisions, and aligning the Budget to goals by departments' strategic planning.

Strategic Planning

- ❑ MR's recommendation is to convene, on a regular basis, the multi-department teams to work on select Goals in the County Strategic Plan with timelines set for FY25 or FY26.
- ❑ MR's recommendation is for the Office of County Administration to develop a Strategic Plan in FY25. This will help the Department formalize the administrative, communications and operational leadership goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:
 - Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
 - Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
 - A customer-focused Mission Statement
 - Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers
 - Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
 - Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- As part of the strategic planning process, MR's recommendation is for the Department to develop a realistic number of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Budget

- MR's recommendation is for the Office to be the sponsor and champion for departments to develop Strategic Plans following the Implementation Plan for Goal #18 in the County Strategic Plans in FY24, FY25, FY26 and FY27, and present a Performance- Based Budget in FY27.

Succession Plan

- MR's recommendation of hiring 2 Deputies will be the beginning of a Succession Plan for the Office of County Administration.

Communications

- MR's recommendation is for the Office of County Administration to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

Economic Development & Tourism

Economic Development and Tourism Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023, and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

MR notes some inconsistencies regarding the Department's name and structure that MR believes is due to terminology and presentation. "Economic Development" as well as "Economic Development and Tourism" is used interchangeably as the Department name. The inconsistent terminology can be confusing to customers, partner agencies and decision-makers and makes it all the more challenging for the Department to tell its story of the services being provided, workloads as well as successes and challenges.

The Department's structure as illustrated in its Table of Organization is a very straightforward simple line structure. However, as with a number of other Phase I departments, Economic Development & Tourism's Table of Organization references positions but not service areas. As a result, for a Department with (3) employees, you have (3) boxes in the Table of Organization. When communicating out to customers, partners and decision-makers, this approach can also

be confusing as there is uncertainty as to what service areas exist (ex: Business Development, Business Retention and Expansion, Tourism Marketing, etc.) and what services are being delivered across the Department and its employees.

While we know Economic Development and Tourism is a single Department, the Department's FY23 Budget is presented as two separate budgets for Economic Development and Tourism. Questions this brings forth include:

- What is the real name of the Department?
- Is this one Department or two?
- Why are there two separate budgets?
- What is the impact of the confusion on customers, partner agencies and decision-makers?

Staffing

We found the Economic Development & Tourism Department to be well managed in the current environment. The Director is experienced, educated in the field and committed to the County. He is highly knowledgeable about the department and its purpose. In addition to the (1) Director, the Department has (1) Economic Development Specialist position (currently vacant) and is sharing an Executive Assistant with the Office of County Administration.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within Economic Development and Tourism are currently in line with the overall average. (See Table 7 on page 27)

Planning

The Department, consistent with many of the other departments in Phase I, does not have an active Mission Statement. There is a 2019-2023 Prince George County Economic Development and Tourism Strategic Plan that provides guidance towards strategies to be taken by the Department and County. There is also an Exit 45 Strategic Plan that was developed in 2021 that serves as a plan to guide the redevelopment of Exit 45, but the goals in that Plan are not date-specific and measurable. The absence of date-specific and measurable long-term goals makes long-term planning, budget and policy decisions more difficult.

The Department reports on Economic Development & Tourism objectives every 2 weeks to the County Administrator, and the Department is reporting on goal progress related to the Exit 45 Plan. In addition, with the implementation of the County Strategic Plan, the Department is beginning to report on progress toward the achievement of County Strategic Plan goals related to Economic Development & Tourism.

Economic Development & Tourism does publish an Annual Report that lists highlights from the year, top employers, unemployment rates, employment by industry and tourism economic impact. While the Department does list several outputs (# projects, # businesses visited, # tradeshows attended, etc.), it does not have operational performance measures specific to all of its service areas or programs that speak to results or ROI.

Budget

Within the Budget, the Department speaks mostly to how Economic Develop & Tourism is supported and funded. While it does provide a general summary of its services, services are not articulated or presented in a way that facilitates budgeting for a change in the level of service delivery. There are performance measures in the Budget, as required by Finance, that are the economic development measures. While those measures are valid measures, the measures are not used for budget and management purposes. (e.g., Did you meet your target? Why? Will a change in funding lead to a change in service delivery and improvement?)

Structure and Staffing to achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

Per the County's Implementation Plan developed in June 2022, the Economic and Tourism Department is aligned with the following (9) County Strategic Plan goals and is considered the lead Department on (4):

- Goal #5 - Building on the progress that has already been made, by December 31, 2025 90% of Prince George County residents will have access to consistent high-speed internet.
- Goal #8 - By February 1, 2025, the community will experience the beginning step of the Exit 45 renovation and development through water and sewer infrastructure improvements.
- Goal #9 - By 2026, the community will experience a grocery store and sit-down restaurant as part of the Exit 45 renovation and development. (Lead Department = Economic Development & Tourism)
- Goal #10 - By 2024, short-term water and sewer capacity will be available at the Prince George Industrial Area.
- Goal #11 - By December 31, 2025, (3) new businesses will be located at the Prince George Industrial Area. (Lead Department = Economic Development & Tourism)

- Goal #12 - By December 31, 2027, (3) new businesses will be located at the Prince George Industrial Area. (Lead Department = Economic Development & Tourism)
- Goal # 13 - By December 31, 2032, (4) new business will be located at the Prince George Industrial Area. (Lead Department = Economic Development & Tourism)
- Goal #14 - By December 31, 2023, in a way that preserves the rural way of life and directs the majority of growth to the Prince George County Planning area, the County will revisit and update its land use ordinances.
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization.

Note: Those County Strategic Goals that have already been achieved are not listed above.

Structure

The Department Director and MR believe the Department's current structure is well positioned to achieve those (4) goals in the County Strategic Plan for which Economic Development and Tourism has the lead and provide assistance toward the achievement of those (5) goals where Economic Development and Tourism is a supporting department.

Staffing

As noted previously, Economic Development and Tourism is a small Department with only 2 full-time staff dedicated to the Department. While some might say that 2 employees are not enough to support the County Strategic Plan, utilizing the Implementation Plans developed in June 2022, MR believes the Department is currently staffed to be able to collaborate with other Prince George County Departments and Agencies in working to achieve the goals in the County Strategic Plan.

Because the work in achieving the goals in the County Strategic Plan is collaborative and not the sole responsibility of Economic Development and Tourism, and because the County Strategic Plan goals align directly with work already being prioritized by the Department, it can be accomplished with current staffing.

Structure and Staffing to Achieve the Department's Goal

In many ways, the priorities for the Economic Development and Tourism Department are laid out in the County Strategic Plan. The Department is serving as the lead for those (4) goals related to new business at the Prince George County Industrial Area and a grocery store and sit-down restaurant at Exit 45. The Department is also assisting and supporting those County goals

related to *Infrastructure* and *Land Use Development* as the achievement of those goals have a direct impact on the Department and its customers.

With much of the current focus being on industrial development, and because of its current staff size, the Department is challenged in its ability to also provide resources, partner and/or deliver services in areas such as:

- Entrepreneurship and Small Business Development
- Business Retention and Expansion
- Workforce Development
- Tourism Marketing

In the absence of good performance information, it is difficult to speak to the impact the Department is making in influencing each of these areas. What we do know is that these departmental service areas are important and deliver important services and results for customers and Prince George County.

One specific example cited by the Director that speaks to the importance of these service areas is that in Prince George County, the vast majority of jobs are small business jobs. When speaking to the Director, small business development was one area where he said he is looking to increase engagement and resources as he noted that the Department is currently not meeting expectations.

Structure and Staffing

The Department Structure for Economic Development & Tourism is a simple structure that consists of a Director, an Economic Development Specialist (currently vacant) and an Executive Assistant shared with the County Administrator.

While MR believes that the current levels of structure within the Department are appropriate, in order to be able to focus on and more effectively communicate services, workload/service delivery and ultimately the impact, MR recommends that the Department develop an Table of Organization that communicates the specific service areas that exist within Economic Department & Tourism (ex: Business Development, Business Retention and Expansion, Tourism, etc.)

With the development and communication of service areas, the Department will be able to see, manage and communicate the extent to which services are being delivered and where gaps exist. MR recommends the addition of (1) Economic Development Specialist within the next 3 years so that the Department can begin to specialize its roles and provide attention to all of its service areas in the face of increased community development and growth.

Staffing and Structure to Meet Increased Demand for Service

As noted earlier, the County and this report are assuming a 10% population growth rate for 2020-2025 and another 10% for 2025-2030. The Director believes that once the County's water and sewer infrastructure is in place, growth could very well exceed these estimates.

The County is experiencing increases in business licenses, small business assistance requests, inquiries about County owned commercial property etc. It is projected that these and other indicators will continue to increase over time.

Structure

As stated in the previous section, while MR believes that the current levels of structure within the Department are appropriate, MR recommends that the Department develop a Table of Organization that communicates the specific service areas that exist within Economic Department & Tourism (ex: Business Development, Business Retention and Expansion, Tourism, etc.). By developing and communicating structure from a service area perspective as opposed to staffing, the Department will be better positioned to speak to the economic development and tourism services that are and are not being delivered in the face of increasing demand.

Staffing

Because the Department does not formally capture and/or forecast demand across all of its service areas, MR cannot make staffing recommendations based upon demand information. However, given the assumption that the County population will grow over the next 5 to 10 years at a rate equal to or greater than it grew from 2010-2020, and the County Strategic Plan goal to provide short-term water and sewer capacity at the Prince George Industrial Area by 2024, MR recommends the addition of (1) Economic Development Specialist within the next 2 years and (1) dedicated Administrative Assistant position within the next 4 years.

- MR's recommendation is to create the necessary capacity within the Department to meet increasing demand as a result of completed infrastructure projects and to allow the Department to assign personnel to 1) Business Retention and Expansion or 2) Tourism.
 - 1 Economic Development Specialist Position - FY25

- MR's recommendation is to create a dedicated support staff resource within the Department so it can keep up with service delivery in the face of increasing demand.
 - Full-time Administrative Support Position - FY27

Operations

Management Capacity

With only (3) employees, (2) dedicated to Economic Development & Tourism, there is a lack of senior management time available for management functions. Currently the Director has taken on economic development duties and the Economic Specialist handles tourism duties. As a result, it is difficult for him to spend time on management and leadership functions such as strategic planning, operational planning, looking at and analyzing performance information to inform decision making, focusing on state and regional collaborations, and representing the County on a various Boards, etc. The Department is a department of workers whose focus is on the delivery of day-to-day services with very little capacity to plan and manage for the future.

Services Identification

Because the Department is considered a small department, the organization structure, which is a simple line structure, is based upon the position of its 3 FTEs, the Director, the Economic Development Specialist and the Executive Assistant. Currently the Department (probably because it only has 3 FTEs) does not have a published Table of Organization that speaks to its various service areas, which makes it more difficult for others to understand what is being delivered. The specific services provided by the Department are not articulated. This makes budgeting more of a general conversation about Economic Development rather than funding of specific services and results, e.g.

- # Small business consultations provided'
- # New business created
- # New jobs created
- \$ Tourism dollars generated

This lack of clarity regarding the specific services received by customers also makes it challenging to measure and report performance, as well as more difficult to document the distribution of workloads among staff.

Succession Planning

The Department does not have a succession plan for the Director or its other positions.

Workflow

The Director indicates that the current workflow within the Department well and consists mainly of dividing the work to be done (ex: RFPs, Grants, etc.) among the dedicated staff. As capacity is increased within the organization through additional staffing, the goal is that the Director will have more time to perform higher-level and/or Director-level duties.

MR Recommendations Summary – Economic Development and Tourism Department

Structure

- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Economic Development, Tourism, Business Expansion and Retention). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Staffing

- ❑ MR's recommendation is to create the necessary capacity within the Department to meet increasing demand as a result of completed infrastructure projects and to allow the Department to assign personnel to 1) Business Retention and Expansion or 2) Tourism.
 - 1 Economic Development Specialist Position - FY25
- ❑ MR's recommendation is to create a dedicated support staff resource within the Department so it can keep up with service delivery in the face of increasing demand.
 - Full-time Administrative Support Position - FY27

Strategic Planning

- ❑ MR's Recommendation is for the Department to develop a Strategic Plan in FY25. This will help the Department define economic development and tourism-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:
 - Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
 - Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
 - A customer-focused Mission Statement
 - Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers

- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- ❑ As part of the strategic planning process, MR's recommendation is for the Department to develop a realistic number of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Budget

- ❑ MR's recommendation is for the Department's Operating Budget be matched with results performance measures so budget decisions gauge a level of performance to a level of funding.

This recommendation is in direct alignment with the County's Goal to become a "Customer-focused and Performance Driven Organization," and by FY27, to publish a performance informed budget tying a level of resources to a level of service delivery to a level of results.

MR's recommendation is for the Department to submit one integrated budget rather than two separate budgets. The accounting system can differentiate between expenditures attributed to different funding sources. This has been verified by the Finance Department.

Succession Planning

- ❑ MR's recommendation is for the Department, working with Human Resources, to develop a succession plan for at least the Director and key positions.

Communications

- ❑ MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual Budget, its Annual Performance Report and the Department website.

Finance

Finance Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023, and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the

analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

The Department is well structured to carry out its current set of responsibilities. As noted further in the report, a Budget Section is not currently part of the Department's structure.

Staffing

The Department is very well managed. The Director is a senior manager and a leader experienced and educated in her field. She provides leadership beyond her department to the Administrator Board and provides the financial information needed to make policy, operational

and strategic decisions. In addition to the Department Director, Finance currently has (6) positions.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within Finance are currently in line with the overall average. (See Table 7 on page 27)

Planning

The Finance Department, consistent with the majority of Phase 1 departments, does not have a strategic plan or a mission statement. The long-term goals that a strategic plan would include are missing, which makes long-term planning, Budgeting and policy decisions difficult.

Finance keeps excellent information on Budget and expenditures for all departments and the County as a whole.

Like the other departments being reviewed, Finance is not gathering or reporting results, demand or efficiency measures. Some outputs are collected.

To the Finance Department's credit, the Director required all Departments to include some performance measures and information in the Budget document. The deficit there is not what the Finance Department has required, but that the Departments have not consistently issued performance reports on those measures, nor are they often used to make either Budgetary or operational decisions.

Budgeting

The Department submits an annual Budget with performance measures. However, the Budget does not currently correlate a level of performance to the level of funding so it is not clear what results are being funded. The Budget funds the organization but not results.

Staffing and Structure to achieve the County's Strategic Plan

Alignment to County Strategic Plan

While the Finance Department supports the achievement of every goal in the County Strategic Plan, per the County's Implementation Plan developed in June 2022, the Finance Department is aligned with the following (8) County Strategic Plan goals and is considered the lead Department on (2):

- Goal #1 - By 2028, 55% of new and existing businesses within the Prince George County Planning area will have access to an adequate sewer system that meets their needs.

- Goal #2 - By 2028, 52% of residents in the Prince George County Planning area will have access to an adequate sewer system that meets their needs.
- Goal #3 - By 2028, 43% of new and existing businesses within the Prince George County Planning area will have access to an adequate water system that meets their needs.
- Goal #4 - By 2028, 43% of residents in the Prince George County Planning area will have access to an adequate water system that meets their needs.
- Goal #6 - By March 31, 2024, the community will experience increased access to trash disposal through the addition of 1 drop off station.
- Goal #7 - By December 31, 2023, following the completion of a feasibility study and cost/benefit analysis, the County will make a decision regarding the possibility of implementing no-cost trash disposal.
- Goal #15 - By 1/1/23 (or 2/1/23 at the latest), to ensure that the Prince George County government is able to continue to deliver quality services to our community, an assessment of the organizational structure and service delivery capacity will be completed. (Lead Department = Finance)
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization. (Lead Department = Finance)

Note: Those County Strategic Goals that have already been achieved are not listed above.

Staffing and Structure

The Director and MR believe that the Department is structured and staffed to achieve the (2) goals in the County Strategic Plan for which the Finance Department has the lead and provide assistance toward the achievement of those (6) goals where Finance is a supporting department, with one major exception.

The Department does not have a Budget Section or staff. For as long as anyone can remember, the Director has managed the Budget process. She has also made the vast majority of Budget presentations to the Board. The Director has extensive perspective on the organization and its capacity to achieve the goals/results in the County Strategic Plan.

Because the Goals in the County Strategic Plan are multi-year goals and will take multiple budget years to accomplish, MR will make a recommendation to create a Budget Section and a Budget Manager to manage the Budget process to achieve and manage the dedication of

resources to achieve the County Strategic Plan. Further, the Budget Section will help the Administrator and the multi-department teams to track and measure the implementation of the County Strategic Plan.

MR has decades of in-depth Budget related experience both working in government and as consultants. We observe that the Budget is the primary decision-making process in nearly all local governments and the Budget is a planning process and a planning document. The Budget process:

- Is where resources get applied to goals/results or priorities,
- Sets the pace for when goals/results in the strategic plan will be funded and can be accomplished,
- Is the process where departments propose and get a decision on the things they want to accomplish,
- Determines the level and type of staffing the organization will have to achieve its goals,
- Is where past and future performance is analyzed, acknowledged and planned for, and
- Is where the public can directly engage with the organization's resource prioritization process.

In other words, the Budget is the most important and dynamic process the County engages and it happens annually.

If there is a Director in charge of a department who is also running the Budget process, then the full benefits and opportunities inherent in the process of developing the Budget will be significantly diminished. A relevant example is that departments are not correlating a level of performance to match the level of funding they are requesting in the Budget. This plays itself out in the County's Budget as resources are funding the organization rather than funding results for customers. That is an essential aspect of Budgeting that is missing – instead the Budget is focused internally on the organization rather than on funding customer impact.

Another example of how essential this is, there is little or no analysis of performance trends or trends in the demand for services being captured or worked on throughout the year. The organization has been surprised, and not in a good way, by the change in population. If the demand for services was closely tracked and projected, this surprise could have been mitigated and planned for to a significant degree.

Absent the consistent tracking and reporting of performance information, it is exceptionally difficult for Departments to tell the story of why they need resources. Departments face challenges without having information to document or explain what resources are needed. And without historical information, it is difficult to plan for the future. Currently, Budget decisions

are made on a hunch rather than on solid performance information. A Budget Section and manager would change that dynamic and the way Budget decisions are made.

A Budget Section would provide training to Departments on how to measure and report performance, including creating formats and schedules for reporting performance for decision making. Building the capacity of Department staff to use performance information to manage, Budget and report is a critical investment for the County's future ability to achieve the Goals in the County Strategic Plan.

If Departments are doing strategic planning and measuring performance at the operations level, it becomes possible for employee performance plans and evaluations to align individual performance with operational performance. Currently, employees are evaluated without any discussion of measurable performance tied to operational or organizational performance goals.

An important part of being a performance-informed organization is how contracts for services can be performance-based. Contracting for results is a way to create an exchange for desired impact. Currently, without results performance measures being developed and used at the operations level, it is not possible for the Finance Departments Purchasing staff to contract for results. The alternative is to contract for effort, creating an exchange of money for effort without any requirements that are focused on the customer of the services being contracted.

Creating a specific Budget Section within Finance focused on the Budget, and a staff member solely focused on performance and the Budget, would go a long way to ensuring the departments and the organization as a whole are planning forward. The County will be able to tell taxpayers what they are getting for their money in terms of results and why. MR believes this is an essential investment to the ability of the County to achieve the Goals in the County Strategic Plan.

- MR Recommends establishing a Budget Section and Budget Manager Position—FY24

Structure and Staffing to Achieve the Department's Goals

Structure

Finance, as noted above, does not have a strategic plan with defined goals, timelines and numerical targets. Finance is structured to perform its current tasks well with the exception of Purchasing. However, to achieve the Directors goals of having Departments conducting strategic planning, using performance information to manage service delivery and report performance, and align budgets to performance goals and targets into a performance informed budget, a Budget Section and Manager must be put into place.

Staffing

As referenced earlier, the Finance Department does not have a Strategic Plan. Therefore, it does not have stated long term goals or results oriented operational performance measures.

One area where the Department is aware of periodic delays in critical services to Departments is in Purchasing. When multiple and major purchasing process RFP's are underway, it is not possible for the one Purchasing staff member to keep up. An obvious example is when the Utilities Department is launching and managing major projects. What is at risk is getting the right vendor or getting a good price because there isn't enough staff time to run multiple procurement processes and do so thoroughly. Utilities will continue to add infrastructure, so this increase in demand is not temporary, and other Departments will continue to episodically need Procurement processes.

A couple of things will help. One is admin support staff when Purchasing is overwhelmed. This would go a long way to improve the speed and thoroughness of the procurement process.

The second aspect of improving the performance of Purchasing is related to when Departments bring Procurement into their planning processes. When Departments bring Procurement into their planning processes early, Procurement is able to plan their workflow and workload ahead of time. Currently, this is not happening, which means that Procurement is surprised by sudden increases in demand for their services rather than able to plan ahead. This can be corrected by Departments inviting Procurement early in their planning process.

- MR recommends providing additional support to the Purchasing function so it can keep up with critical purchasing processes dealing with essential infrastructure and service delivery, including a Purchasing Part-time Administrative Assistant – FY25
- MR recommends that Purchasing become a planning partner with departments. It should become standard operating procedure for Departments to include Purchasing very early on in their planning of projects, e.g. Utilities, or when they are preparing to contract for a given service. This will require little effort on the part of the departments and produce a big impact on Procurement's ability to plan the upcoming workload and schedule.

Structure and Staffing to Meet Increased Demand in Services

Structure

The Director and MR believe that, with the exception of having a Budget Section, the Department is structured to meet current and future increases in demand for service from their customers – County Departments.

Staffing

The Procurement area, as previously described, does not have adequate staff to meet the expected increases in demand.

Grants - The County lacks a centralized grants coordination function to identify grant opportunities, submit applications and support or oversee grants administration. Grants offer alternative options to limited general fund resources and the return-on-investment can be significant. Currently, the Finance Director and others that we spoke with believe the County is missing opportunities to secure grants that would fortify the County's response to increases in demand for services. The Utilities Director, for instance, shared how his Department had applied for 10 grants and was not approved for any of them. He related that to his inexperience in applying for grants and the limited time to complete the applications. This is an example of how a professional grants coordinator could increase the County's chances of securing grant funding. Grants Coordination could reside within the Budget Section.

- MR recommends establishing and funding a centralized Grants function and position to help County Department secure non-County funding for essential services and infrastructure which can provide relief to the County Budget.

Operations

Management

The Finance Department is well led and well managed. The primary opportunity cost for the Director to not have the time for strategic and operational planning, management and leadership is running the Budget and helping out in Procurement during busy times.

Strategic Plan

The Department, as noted, does not have a Strategic Plan. This leaves the Department without a regular process to learn about trends and issues that will impact the Department and the County, and plan for the future. The Director thinks strategically, but without a regular process, goals and deadlines are not set, the entire staff is not working toward those goals over multiple fiscal years and the County does not have the benefit of that kind of forward thinking.

Succession Plan

The Department does not have a succession plan for the Director or its other positions. This Director is a key person in the County organization and was eligible to retire in August of 2020. It is essential that succession planning begin for this Department and this Director.

Services Identification

Finance's organization structure is clearly divided by the areas of focus. The Table of Organization in Finance is focused on positions and the individuals in them, as well as the service areas, such as payroll or procurement. The specific services provided by the Department

are not articulated due mostly to the absence of a strategic plan. This makes Budgeting more of a general conversation about Finance rather than funding of specific services and results, e.g.

- % Departments at or under Budget
- Ratio of the cost of the Finance Department to the County Budget managed
- % Departments receiving Budget to Actual Reports monthly.

This lack of clarity regarding the specific services received by customers also makes it challenging to measure and report performance, as well as more difficult to document the distribution of workloads among staff.

Management Time

The impact on the Director's time to manage and lead the Department is significant because she is managing the Budget process. It takes time away from other important functions like focusing on all things related to advanced financial planning and analysis across the organization, strategic planning, operational planning, finance-related consulting services to Departments, designing and implementing strategic planning for Departments, working with the inter-departmental work groups working on achieving the goals in the County Strategic Plan, and the list goes on. This is consistent with the noted lack of investment in management time found across Phase I Departments.

Workflow

The Director indicates that workflow within the Department functions well. The workflow is, however, significantly impacted by the Director's time dedicated to the Budget process, especially during the Budget season when Budgets are being developed and presented. The workflow in Procurement is episodically impacted and slowed by high workload demands brought by Departments' procurement needs, creating an overwhelmed Procurement process.

Structure

- ❑ MR’s recommendation is to establish a Budget Section within the Finance Department. Responsibilities would include but not be limited to designing and communicating the Budget process, communicating revenue projections and assumptions about the growth rate of the County’s population as part of Budget preparation, establishing an annual planning and Budgeting calendar, providing guidance and consultation to Departments regarding strategic planning, performance measurement and performance analysis, and establishing regularly scheduled performance reports.

Staffing

- ❑ MR’s recommendation is to establish a Budget Section and Budget Manager:
 - Budget Manager Position – FY24
- ❑ MR’s recommendation is to fund a centralized Grants function to help County Department secure non-County funding for essential services and infrastructure:
 - Grants Coordinator – FY24
- ❑ MR’s recommendation is to provide additional support to the Purchasing function so it can keep up with critical purchasing processes dealing with essential infrastructure and service delivery:
 - Purchasing Part-time Administrative Assistant – FY25

Strategic Planning

- ❑ MR’s Recommendation is for the Department to develop a Strategic Plan in FY24. This will help the Department formalize finance-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:

- Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
- Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
- A customer-focused Mission Statement
- Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers
- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Note: Because of the key role it serves in the County, the Finance Department is among the Departments that MR recommends develop a strategic plan right away.

Performance Measures

- ❑ As part of the strategic planning process, MR's recommendation is for the Department to develop a realistic number of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Succession Planning

- ❑ MR's recommendation is for the Department, in coordination with Human Resources, to develop succession plans for the Director and key positions.

Purchasing as a Planning Partner

- ❑ MR's recommendation is that it become standard operating procedure for Departments to include Purchasing very early on in their planning of projects, e.g., Utilities, or when they are preparing to contract for a given service. This will require little effort on the part of the Departments and produce a big impact on Procurement's ability to plan the upcoming workload and schedule.

Communications

- ❑ MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual Budget, its Annual Performance Report and the Department website.

Fire & EMS

Fire and EMS Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023, and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

Fire and EMS appears to be structured around stations. We were not provided with or were we able to find a Table of Organization, which makes understanding how the Department is structured to deliver services more difficult.

Staffing

The Chief has many years of experience and is a knowledgeable and experienced leader in Fire and EMS. He has a good grasp of the Department and its internal and external issues. MR notes some confusion about the number of positions within the Department. According to the FY23 budget, the staffing table shows that in addition to the (1) Chief, there are (33) positions. At the beginning of the Department's budget pages, however, it states that "Prince George County has thirty-two (32) full-time and twenty (20) part-time career firefighter/medics who take pride in

helping others.” Lastly, in a document provided during the information gathering stage of this process, it says that including the (1) Chief, the Department has (34) positions.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within Fire and EMS are currently below the overall average. (See Table 7 on page 27)

The Department cites NFPA standards for no less than 4 members on a fire apparatus on a call for service and 2 in an ambulance. The Department can only dispatch 2 members on a fire apparatus or an ambulance and the current personnel do double duty.

While acknowledging the NFPA standards, MR’s observation is that many fire departments do not have 4 members on fire apparatus. MR’s analysis focuses instead on the staffing resources needed to meet response time standards of cover, because that relates directly to customer experiences and results. Fire loss and life loss are at stake.

Planning

The Fire and EMS Department, consistent with the majority of Phase I departments, does not have a strategic plan. The long-term goals that a strategic business plan would include are not in place, which makes long-term planning, budget and policy decisions challenging. It makes it very challenging to corollate increases in resources to customer results.

The Fire and EMS Department collects information on call volume, transport volume, number of dispatches, responses, and response times by station, incident and by paid and volunteer responders. Results like patient outcomes are currently not reported. The Department has a process underway to determine how to measure and set targets for patient outcomes.

The demand for services is not being projected/estimated for the future, except to say that it will continue to increase. Increases in the demand for calls for services have been tracked over the past 5 years and show an increase of 23% over that period.

For the MR request for documents as part of this Project, the only documents initially provided were Annual Reports and a spread sheet with budget numbers, not the budget document. The other documents requested were not provided. This was noted in the Interview by the Chief and MR.

Response times for the Departments performance are outside industry standards. The Department is using NFPA Standards of Cover which are 10 minutes for rural areas and 6 minutes for suburban areas. The Department’s response times in 2021 for Priority 1 calls are 14.3 minutes for suburban areas 90% of the time and 17.4 minutes for rural areas 90% of the time. Response times are reported in the Annual Report. However, because the response times are not compared to Standards of Cover in the Report, it is difficult to fully understand their

importance. No specific local Standards of Cover have been developed, though that is a normal part of local fire department practice.

We are offering suggestions and examples for other important results we often see Fire and EMS Departments we work with measure including: 1) containing the Fire and EMS to the room of origin or percentage of Fire and EMSs interceded prior to flashover, 2) percentage of cardiac arrest patients who leave the hospital neurologically intact, 3) percentage of calls for service responses within the Standards of Cover for the Department, 4) percentage of Effective Response Force response times to incidents categorized moderate or high risk, 5) percentage of responses provided within turnout time benchmarks, 6) percentage of customers experiencing preventable mortality event who survive (heart attack, stroke, opioid overdose, trauma), 7) percentage of HAZMAT incidents where adequate numbers of trained personnel are available, 8) percentage of surveyed respondents who rate the Fire and EMS Department as very good or excellent.

Other measures important to Fire and EMS staff safety, which should apply to paid and volunteer members who respond to call for service, can include: 1) injury Rate, 2) percentage of Fire and EMS fighters who complete a Fit for Duty physical or other physical fitness requirements, 3) percentage of Fire and EMS fighters who have decontaminated and well-maintained gear consistent with industry standards, 5) percentage of Fire and EMS fighters who meet the monthly required number of training hours.

We also suggest a Community Risk Assessment (CRA) to determine the risks existing in the County, followed by a Mitigation Plan to be approved by the Board of Supervisors. Having a Fire Marshall in place would be required to conduct the CRA.

Budgeting

The Department's budget was not provided in the list of requested documents. The FY23 Department Budget document does not include performance measures. MR recommends using a strategic plan to identify strategic and operational results and proposing a budget that correlates a level of funding for a level of performance in terms of results for customers.

Structure and Staffing to Achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

In addition to aligning with the County's overall Mission and Vision of a safe community, per the County's Implementation Plan developed in June 2022, the Fire and EMS Department is aligned with the following (2) County Strategic Plan goals:

- Goal #15 - By 1/1/23 (or 2/1/23 at the latest), to ensure that the Prince George County government is able to continue to deliver quality services to our community, an

assessment of the organizational structure and service delivery capacity will be completed.

- ❑ Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization. (Lead Department = Finance)

Note: Those County Strategic Goals that have already been achieved are not listed above.

Structure

County Goal #15 is currently underway. Goal #18 applies to all Departments as it relates to becoming a customer-focused and performance-driven organization.

MR observes that Fire and EMS is structured to support the achievement of the County Strategic Plan, though it aligns directly to only one of the Goals in the Plan. The Chief is clearly committed to helping to achieve this Goal. However, given the lack of performance information the Department collects about customer results, the Department is not fully able to demonstrate, using data, its contribution to the County Strategic Plan Goal #18. The Department currently collects output information normally collected by Fire and EMS departments, but little to no information about results like those listed above.

Staffing

The Department does not have the staffing resources or the culture to collect and analyze customer results beyond response times. Therefore, until that changes, the Department will be challenged to demonstrate its contribution to the County Strategic Plan.

Structure and Staffing to Achieve the Department's Goals

Structure

To repeat, the Department does not have a strategic plan, nor does it publish its goals. Leadership in the Department, Administration and the Board are committed to the Department continuing to be a blended Department with both paid and volunteer fire fighters. The issues between the Department and its volunteers are a function of history and organizational habits.

The current issues are multiple and varied and unless addressed will continue to impede progress toward meeting the Standards of Cover. MR analyzed documents and data, learned through the interview with the Chief and in conversation with other County leaders, and observed in a County Board of Supervisor's Meeting earlier in the year, that this tension and dysfunction is real. MR has worked with dozens of Fire and EMS Departments and has never witnessed this level of tension between volunteers and the Department they volunteer for.

Among the organizational dynamics, volunteer stations have viewed themselves and have traditionally been viewed by the County as separate and independent operations with their own leadership, own equipment, their own station and their own standards for emergency responses, equipment and personnel. This makes it impossible to manage all the stations, assets and personnel as a Department, rather than a collection of independent stations acting in parallel with stations staffed with full-time, paid firefighter and EMS staff. Currently and for a long time, equipment requests come from stations rather than the Department. This is untenable if the Department is to be managed as one Department and if there is one integrated Department budget. Recently the volunteers in one station successfully made the case for a new \$800,000 Heavy Rescue apparatus that the Chief indicates was not needed. All equipment should be the Department's equipment, not the possession of one station, and must be deployable based on the overall needs of the Department to address its public safety role at any given time.

The purpose of the equipment, stations and personnel should only be about the customer. If the focus is appropriately on customer results, then the back and forth about who controls what will evaporate and be resolved.

MR witnessed significant tension over the Department's ability to determine what equipment is needed and purchased and, remarkably, whether the Chief has access to use the equipment sitting in volunteer-run stations. At times, the Department is prevented from having access to equipment considered the asset of one station. All equipment has been purchased by the County, though there is a perception among volunteers and perhaps the County, that the individual stations determine their use and availability, rather than the Chief. It is nearly unthinkable to have training, personnel, and equipment decisions made at the station level rather than made for the benefit of customers and the Department as a whole.

There is also a dynamic where volunteers at times believe they give direction to paid full-time fire fighter staff. This is a reversal of roles that we are witnessing for the first time.

One consequence of this culture is that consistency in terms of standardized policies, procedures, bylaws, and organizational structure does not exist across the Department. Consistent standards are also needed in training and equipment to ensure staff safety and timely customer service. The lack of consistent standards and their application has enormous implications for fire fighters and the public's safety, as well as many legal implications for the County. This lack of standards includes how stations respond to emergencies as volunteers choose to decline to respond. An example of how standards work can be seen in the recent reduction in turnout time for paid staff from between 4-5 minutes down to 2 minutes 14 seconds.

Recently an Ordinance change was passed by the Board of Supervisors which gives the Chief the authority to make changes in the way the Department operates as well as approve By-Laws, though the implementation of the Ordinance has just begun. This is a significant step toward making this one integrated Fire and EMS Department.

What is needed is a cultural shift to an integrated Department where all stations, equipment and personnel lie within the line of authority to the Chief. Role clarification is essential and will require best practice change-management strategies to shift the culture while bringing volunteers and paid staff along with the changes. It will require cooperation by all parties, consistent and visible leadership, and support from County Administration and the Board of Supervisors. Continuing the conflict will significantly diminish the Department's performance, suboptimize the use of expensive, taxpayer-paid-for equipment and negatively impact public safety results for customers.

Another issue related to structure relates to building inspections related to fire codes, both for new construction and proactive, periodic inspections of existing buildings. Currently, those inspections are conducted by Community Development building inspectors. One reason this service is normally conducted by a Fire Department is so they can do advanced planning and document building conditions, corridors, entrance and exits in the event a fire event occurs. This is commonly part of the role of a Fire Marshall overseeing fire prevention, including inspections, investigations and public education.

- ❑ MR's recommendation is to move fire code building inspections to Fire and EMS from Community Development when a Fire Marshall is in place, which is projected to be FY27.

Staffing

The Chief's stated goal is a fully functioning and blended Department capable of meeting the Standards of Cover.

The Chief is definite that the Department will achieve the NFPA Standards of Cover if the staffing levels recommended in this report are achieved. That is the basis for MR's recommendation regarding staffing for Fire and EMS.

The Department is currently understaffed and not able to meet the NFPA Standards of Cover for response times for Fire and EMS calls for service (Suburban 6 minutes, Rural 10 minutes). It is important to stress that meeting the Standards of Cover means that the Department is able to respond in a timely manner to customer calls for service for ambulances and fire apparatus. The time to respond can mean the difference between life and death for customers.

Regarding response times, the Department's response times in 2021 for Priority 1 calls are 14.3 minutes for suburban areas 90% of the time and 17.4 minutes for rural areas 90% of the time. Those compare to Standards of Cover of 6 minutes for suburban and 10 minutes for rural. Keeping in mind that a person is brain dead after 6 minutes into cardiac arrest.

The Department currently has 34 paid staff or 10 per shift. With normal absences for vacations, etc., that translates to 2 paid staff at 4 of the 8 stations on a daily basis. Volunteers number over 150 with 10-15 considered active and able to conduct fire-fighting actions.

Regarding the Standards of Cover, a community or a County has to decide what are acceptable response times for Fire and EMS. To make that decision, local communities often have in-depth conversations about what is acceptable compared to response times being achieved with current resources. We encourage the Department to have this conversation with the Board of Supervisors. This will give the Board an opportunity to better understand the impact of the current response times and consider the resources needed to reach response times that are acceptable, e.g., NFPA Standards.

The Chief's goal to meet demand is to also add the following key management positions in FY 27: Fire Training Chief, EMS Training Chief, Logistics Chief, and Fire Marshall.

The Chief's funding strategy is to fund the 9 additional firefighter positions from County funds in FY24 and FY26 and with a SAFER Grant in FY25.

- MR's recommendation is to add the following paid firefighter staff to enable the Department to achieve its Standard of Cover and meet future demand for services:
 - 9 Firefighters – FY 24
 - 9 Firefighters – FY 25
 - 8 Firefighters – FY 26
 - 1 Administrative Assistant – FY 26

The additional shift staffing would be distributed as follows to reach the Chiefs staffing goal:

- Station 5 – Engine 3, Medic Unit 2, Medic Unit 2 = 7
- Station 6 – Engine 3, Medic Unit 2 = 5
- Station 7 – Engine 3, Medic 2, Tanker 1 = 6
- Station 8 – Engine 3, Medic 2, Battalion Chief 1, Heavy Rescue 2 = 8

Note: In the Recommendations Summary at the end of the report, MR adds a caveat to adding this number of staff at this pace.

Structure and Staffing to Meet Increased Demand for Services

The Chief is aware of the anticipated population growth of at least 10% for 2020-2025 and 10% for 2025-2030. He believes that the staffing level he proposes will be able to meet the Standard of Cover with the anticipated increases in population. The Department has experienced a 23% increase in calls for service over the past 5 years and projects a 12% increase over the next 3 years.

Structure

The essential ingredient which will determine whether the Department is structured to meet future demand will be determined by the extent to which the issues between the Department and its volunteers are resolved.

One issue that compromises the ability of operations to meet increases in demand for service is the location of some of the stations. Those stations that are located close to the County boundaries are more limited in their range of coverage than those located back away from the boundaries. The difference is most easily understood thinking about a station located on a boundary having @180 degrees of coverage, while a station located away from a boundary having 360 degrees of coverage. The Chief has indicated in conversation that this should be addressed over time. MR does not have enough information at this writing to analyze this further or to make a recommendation. This is an issue that is best addressed in an update of the Department's Master Plan following the update of the Comprehensive Plan mid-year 2024.

Staffing

The current staffing level is not meeting customer demand currently as evidenced by response times that are well outside the Standards of Cover. Without funding the majority of staffing in the Chief's plan, performance will very likely degrade in the face of increased demand for services generated by the expected increases in population. This would not bode well for the public when they call 911 to request emergency services.

- ❑ MR's recommendation is to bring into the Department the management and training capacity to meet the increase in demand for services, achieve the Standards of Cover, and ensure the safety of firefighters and the community:
 - Fire Training Chief – FY 27
 - EMS Training Chief – FY 27
 - Logistics Chief – FY 27
 - Fire Marshall – FY 27

Operations

Management

Management of the Department is certainly in place and performance is improving. Absent the ongoing work to shift the culture to an integrated Department, management of the Department and its assets and personnel will be challenged. MR views this as a deep-seated culture and history that continues to impede progress toward meeting the Standards of Cover. To repeat what is needed is a cultural shift to an integrated Department where all stations, equipment and personnel lie within the line of authority to the Chief. Part of that culture is that all members are valued, and roles and responsibilities are clear.

Strategic Planning

As mentioned earlier, the Department does not have a strategic plan. The stated reason is that there isn't time because the Department is operationally and resource challenged just to deliver services. MR's experience is that, while that perspective is understandable in the short run, large opportunities are lost as a consequence. The ability of the Department to tell its story of challenges and achievements has been diminished without a strategic plan that clearly delineates its services and the results it is trying to achieve and why those results are important to customers. Imagine if the Department had multi-year trend information for its results, output, demand and efficiency information and how that would now facilitate policy, operational and budget decisions.

MR observes that a strategic plan and the process for developing the plan would provide a golden opportunity to bring volunteers and paid staff into a common vision and direction for the future of the Department.

Succession Planning

As in all other County Departments MR is assessing, no succession plan exists for the Chief or other positions.

Service Identification

The Department counts the number of calls for service it responds to and other outputs. However, it does not match a level of performance for a level of funding for in the budget process. If the Department could do this it would make decisions about its budget much clearer for the Board of Supervisors. To do this it would require the Department to not only keep track of outputs retrospectively, but to also project ahead into the upcoming fiscal year the level of performance it anticipates. An example of how this would work would be to project the level of demand for services expected in the coming year. This would enable the Department to make many operational adjustments and inform budget and personnel decisions. Further, as the Chief has noted, much work is to be done to define and measure customer results the Department is trying to achieve.

Management Time

Having sufficient management time is an issue in Fire. The Chief is able to dedicate his time to management and leadership. The deficit for management time in Fire is more about capacities that are missing in the Department. For instance, one staff member is responsible for training for both Fire and EMS, which is quite unusual. There is no Fire Marshall to lead on fire prevention, inspections or investigations. MR agrees with the Chief, that focusing on building operational capacity comes first, however, management capacity is something that will require focus over time.

Workflow

The Department has been articulate about the operational challenges. Calls for service are being responded to consistently and those response times are being monitored and managed. Who responds and what they can do when they arrive are the issues the Department is trying to address and must address.

MR Recommendations Summary - Fire and EMS Department

Structure

- ❑ MR's recommendation is for the Department to create a culture and a structure where all stations, equipment and personnel lie within the line of authority to the Chief. Role clarification is essential and will require best practice change-management strategies to shift the culture while bringing volunteers and paid staff along with the changes.
- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Fire Operations, Training, Fire Prevention, EMS). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.
- ❑ MR's recommendation is to move fire code building inspections from CDCC to the Department at the point a Fire Marshall is in place, projected to be in FY27.

Staffing

- ❑ MR's recommendation is to add the following paid firefighter staff to enable the Department to achieve its Standard of Cover and meet future demand for services:
 - 9 Firefighters – FY24
 - 9 Firefighters – FY25
 - 8 Firefighters – FY26
 - 1 Administrative Assistant – FY26
- ❑ MR's recommendation is to bring into the Department the management and training capacity to meet the increase in demand for services, achieve the Standards of Cover, and ensure the safety of firefighters and the community:
 - 1 Fire Training Chief – FY27
 - 1 EMS Training Chief – FY27
 - 1 Logistics Chief – FY27
 - 1 Fire Marshall – FY27

Note: MR's recommendation is to add these staff to Fire and EMS to meet standard response times. However, we also enter a caveat about adding this number staff at this pace. If the County considers MR's recommendations for staff in other Departments and weighs how to prioritize all additional staff against limited resources, it may be necessary to add the additional staff in Fire and EMS over a

longer period and additional fiscal years. An example would be to add the same number of Fire and EMS staff over 5 years instead of 3.

Strategic Planning

- ❑ MR's recommendation is for the Department to develop a Strategic Plan in FY24 (calendar year 2023).

MR observes, as stated earlier, that a strategic plan and the process for developing the plan would provide a golden opportunity to bring volunteers and paid staff into a common vision and direction for the future of the Department.

A strategic plan will help the Department determine the customer results to be achieved over the next 2-5 years, help it tell its story of achievements and challenges in the budget process, make a compelling case for resources to be able to catch up and keep with customer demand so that services are delivered in a timely manner, clearly delineate its services and structure, and perhaps most importantly provide a process and an opportunity to bring together volunteers and paid staff to create a common set of goals and direction for the future.

A Department Strategic Plan should include the following components:

- Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
- Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
- A customer-focused Mission Statement
- Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to the community
- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- ❑ MR's recommendation is for the Department to develop a set of performance measures for all operations including results, outputs, demand and efficiency measures. In particular the Fire Department must work on developing, measuring and reporting customer results. The information generated by these measures will

facilitate operational, policy and budget decisions and give the Department the information it needs to tell its story of challenges and achievements.

Performance Reporting

- MR's recommendation is for the Department to publish performance reports showing what the Department is and is not able to achieve in terms of results for customers.

Budget

- MR's recommendation is that the Department develop and present a performance-based budget that clearly correlates a level of performance in terms of customer results for a level of funding. This currently is not apparent in the budget document or presentations.

This recommendation is in direct alignment with the County's Goal to become a "Customer-focused and Performance Driven Organization," and by FY27, to publish a performance informed budget tying a level of resources to a level of service delivery to a level of results.

Succession Planning

- MR's recommendation is for the Department, working with Human Resources, to develop succession plans for the Chief and key positions.

Communications

- The recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

General Services

General Services Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023 and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Information Available

Structure

MR notes some confusion about the Department's structure that MR believes is due mainly to terminology and presentation. At the beginning of the project, the list of Phase I Departments included (2) separate entities within the "Department Name" column for General Services. Those entities included "General Services" and "Garage."

While we know General Services is a single Department, the Department's FY23 Budget includes separate budgets for General Services, County Garage and Refuse Disposal. The General Services budget was focused on County Buildings and Grounds as opposed to the entire Department.

The Department's structure as illustrated in its Table of Organization (TO) is straightforward and is divided between 1) Building and Grounds and 2) Fleet Management. MR notes that Refuse Disposal, even though it is a contracted service, is absent from the TO. As with several other Phase I departments, the General Services' TO references positions but not services. When communicating to customers, residents and/or decision-makers, this approach can lead to uncertainty about what services are being delivered across the Department and within different service areas.

From a terminology standpoint, the Department name is often used in place of Building and Grounds or Building and Maintenance. County Garage or Garage is used interchangeably with Fleet Management, and Refuse Disposal is used interchangeably with Waste Management. The inconsistent terminology makes it all the more challenging for the Department to tell its story of workloads, successes and challenges when customers, performance partners and decision-makers are unsure of how the Department is structured. Questions this brings forth include:

- Is this one Department or three?
- Why are there three separate budgets?
- What is the impact of the confusion on customers and on decision makers?

Staffing

We found the General Services Department to be well managed in the current environment. The Director is experienced, educated in the field and committed to the County. He is highly knowledgeable about the department and its purpose. In addition to the (1) Director, the General Services Department has (6) positions in Building and Grounds and (6) full-time positions and (1) part-time position in Fleet Management.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within General Services are currently just below the overall average. (See Table 7 on page 27)

Planning

The General Services Department, consistent with the majority of other departments in Phase I, does not have a Mission Statement or a Strategic Plan. The long-term goals that a strategic plan would include are missing, which makes long-term planning, budget and policy decisions difficult.

General Services does publish an Annual Report that lists accomplishments by projects and/or facility. The Department does not have performance measures specific to its service areas, but is moving toward having and utilizing performance information through its facility maintenance software and its recently implemented Fleet Management system.

Budgeting

Across the department's (3) budgets, General Services does provide a general summary of its services, but services are not articulated or presented in a way that facilitates budgeting for a change in the level of service delivery. There are performance measures in the Budget, as required by Finance, but those measures have been there for many years and are not used for budgeting or management purposes. Performance measures are not included in the budget for County Garage and Refuse Disposal.

Structure and Staffing to Achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

Per the County's Implementation Plan developed in June 2022, the General Services Department is aligned with the following (3) County Strategic Plan goals and is considered the lead Department on (2):

- Goal #6 - By March 31, 2024, the community will experience increased access to trash disposal through the addition of 1 drop off station. (Lead Department = General Services)
- Goal #7 - By December 31, 2023, following the completion of a feasibility study and cost/benefit analysis, the County will make a decision regarding the possibility of implementing no-cost trash disposal. (Lead Department = General Services)
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization.

Note: Those County Strategic Goals that have already been achieved are not listed above.

Structure and Staffing

The Director and MR believe that the Department is structured and staffed to help achieve the goals in the County Strategic Plan. The Department Director notes that the Department has the tools but given the day-to-day duties of the Department and the Department Director, prioritization of these County goals is key.

- ❑ MR's recommendation is to add Refuse Disposal to the Department's Table of Organization. While the County is contracting out those services to a 3rd party provider, it is more important than ever to tell the story of how General Services is providing management and oversight services as part of that arrangement given that two County Strategic Goals are related to trash disposal.

Structure and Staffing to Achieve the Department's Goals

As noted previously, the Department does not have a strategic plan or date-specific and measurable goals that would normally reside in one. In talking with the Director, the Department does have the following general goals:

- Successful Transition from a Reactive to a Proactive Department
- Build a Professional Organization with a Culture of Accountability

Structure and Staffing

General Services is structured appropriately to achieve its Department Goals but is not staffed to do so. Currently the Department Director serves as the Director, the acting Building and Grounds Manager, and also manages the County's contracted services for refuse disposal.

In Building and Grounds, the Department does have a designated Supervisor that provides some oversight, but there is not a Building and Grounds Manager that is able to proactively plan and manage the division or service area.

One of the biggest challenges faced by Building and Grounds is that in the past maintenance has been deferred and problems have been patched instead of fixed. Preventive maintenance has not been planned for or provided which has left systems in substandard operation. One of the goals of the Department, as noted previously, is to plan for the unknown and be proactive in maintaining and ultimately replacing County facilities and equipment assets before a real problem exists.

That process has begun under the leadership of the Director, but progress is slow "baby steps" as leadership is having to assume multiple daily roles which ultimately take time away from those Director-level duties that are key to the current and future success of the department.

The gap in management is very observable because the Department has a Fleet Manager who manages all fleet operations, but it does not have a Building and Grounds Manager to manage the maintenance and upkeep of all County Facilities.

- ❑ MR's recommendation is to add 1 additional staff position to create the capacity to manage the Building and Grounds division, as well as provide the Department Director with time to oversee the Department's operations and proactively plan for the future:
 - Building and Grounds Manager - FY24

Staffing and Structure to Meet Increased Demand for Services

Because the Department does not yet have reliable demand information for the next 2-5 years, MR cannot therefore project staffing needs based on expected increases in demand. In talking with General Services Leadership, it is believed that that demand will in fact increase in large part due to the following:

- Lack of preventive maintenance
- Aging of County's operating systems
- Aging of the County's fleet
- Increased complexity of vehicles

Structure

The Department is structured to meet current and future increases in demand for services from its customers – County Departments and Agencies

Staffing

Deferred maintenance has been and continues to be an issue because of limited garage space and staff. The system notifies Fleet Management when something is needed, but lack of space and staff prevent the team from addressing everything. The Fleet Management team is playing catch-up. For example, Police Cars from early 2022 are still waiting to be retrofitted.

In the Spring 2023, the County's new garage will be completed that doubles the size of current structure and will help alleviate some of previous space limitations. While the new garage is obviously bigger, it also allows for more apparatus work to be done onsite. Currently within Fleet they have (1) Supervisor (1½) Mechanics and (1) Apparatus Technician. The County is currently hiring a second full-time Mechanic. In addition to the current hiring of a Mechanic, MR recommends the following:

- ❑ MR's recommendation is to add 1 additional staff position to create the necessary capacity within Fleet Management, once the new County Garage is complete, to work on apparatus in house:
 - Fleet Apparatus Technician - FY24

While Fleet is focused on building capacity within the garage, there is also an acknowledgement that the ordering of parts is an issue and will be an issue within the new garage setting if not addressed. Currently parts are ordered by the Fleet Administrative Assistant and the Fleet Manager, but they are often busy. In the new garage, the Administrative Assistant's workspace will be just inside the front door, and she will be the front face of the operation on a daily basis. If she leaves her desk to order parts, no one is left to manage the front lobby. If the Fleet

Mechanics and Apparatus Technicians are forced to order parts, it takes them away from their main duties. While it is unclear if a full-time position is needed, it is clear that a dedicated resource is needed to order parts for the County's approximately 300 vehicles and equipment (not including some small equipment). Over roughly a nine-month period from March 15 (when the new Fleet system came online) to December 31 of 2022, the County spent \$163,857 on parts. MR recommends the following:

- ❑ MR's recommendation is to create a dedicated resource within Fleet Management who is charged with ordering parts. This resource will allow the Administrative Assistant the ability to remain at the front desk performing her duties (within the new County Garage) and provide the Fleet Manager with time to oversee the Division's operations:
 - 1 Part-Time Fleet Parts Technician – FY25

Note: In the interim, MR recommends that Fleet begin collecting performance information through its fleet management system (# part orders made, % orders made within XX days of parts request, etc.) so that it can determine if a full-time position is needed in FY25.

Operations

Management Capacity

The General Services Department has a lack of senior management time available for management functions. He is a working Director who is actively managing 2 of the 3 Department Divisions as well as delivering services. As a result, it is difficult for him as the Department Executive, to spend time on management and leadership functions such as strategic planning, operational planning, designing and analyzing performance information to inform decision making, reporting results and taking action in response, etc. This lack of long-term investment in management capacity is observable across the County organization.

Services Identification

The Department's Table of Organization is divided between Building and Grounds and Fleet Management. The current Table of Organization does not include Refuse Disposal. While the Department does speak to its general service areas within its table of organization, the specific services provided by the Department are not articulated. This makes budgeting more of a general conversation about Building and Grounds, Fleet or Refuse Disposal as opposed to the funding of specific services and results, e.g.

- # Preventive Maintenance Inspections and Repairs
- % Vehicle/equipment work orders completed by the stated completion time
- # Tons of solid waste and recycling disposed of at County Convenience Centers

This lack of clarity regarding the specific services received by customers also makes it challenging to measure and report performance, as well as more difficult to document the distribution of workloads among staff.

Succession Planning

The General Services Department does not have a succession plan for the Director or its other positions. The Director would like to work for several more years but is currently eligible to retire. The County's Fleet Manager is eligible to retire in 8 years. It is essential that succession planning begin for this Department at the Director level and for other key positions.

Workflow

The current workflow within the Department functions well. The Fleet Manager and Fleet Supervisor manage all work with the garage, and the Director of General Services and Maintenance Supervisor manage the day-to-day operations of Building and Grounds. Because the Department does not have a Building and Grounds Manager, and because the Maintenance Supervisor is still relatively new, the Director plays an active role in operations and service delivery, which takes him away from his Director-level duties.

A Strategic Partnership between General Services and other County Departments

Internal Services Departments like General Services deliver their services to other County Departments and Agencies. As a result, a strategic partnership should exist so that General Services is delivering quality services to its County Department customers AND so that those same County Department customers are working and collaborating with General Services to ensure that their needs and where applicable, their customers' needs, are being met.

According to the Director, the Department is currently treated as a strategic partner and is encouraged by the new County Administrator and his understanding of the partnership that must exist between County departments and General Services in order for services to be delivered effectively and efficiently.

MR Recommendations Summary – General Services Department

Structure

- ❑ MR's recommendation is to add Refuse Disposal to the Department's Table of Organization. While the County is contracting out those services to a 3rd party provider, it is more important than ever to tell the story of how General Services is providing management and oversight services as part of that arrangement given that two County Strategic Goals are related to trash disposal.
- ❑ MR's recommendation is that the Department further develop its Table of Organization so that it communicates the specific service areas within the Department (ex: Building and Grounds, Fleet Management, Refuse Disposal) This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Staffing

- ❑ MR's recommendation is to add 1 additional staff position to create the capacity to manage the Building and Grounds division, as well as provide the Department Director with time to oversee the Department's operations and proactively plan for the future:
 - Building and Grounds Manager - FY24
- ❑ MR's recommendation is to add 1 additional staff position to create the necessary capacity within Fleet Management, once the new County Garage is complete, to work on apparatus in house:
 - Fleet Apparatus Technician - FY24
- ❑ MR's recommendation is to create a dedicated resource within Fleet Management who is charged with ordering parts. This resource will allow the Administrative Assistant the ability to remain at the front desk performing her duties (within the new County Garage) and provide the Fleet Manager with time to oversee the Division's operations:
 - 1 Part-Time Fleet Parts Technician – FY25

Note: In the interim, MR recommends that Fleet begin collecting performance information through its fleet management system (# part orders made, % orders made

within XX days of parts request, etc.) so that it can determine if a full-time position is needed in FY25.

Strategic Planning

- ❑ MR's Recommendation is for the Department to develop a Strategic Plan in FY25. This will help the Department formalize those facility, grounds and/or fleet-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:
 - Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
 - Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
 - A customer-focused Mission Statement
 - Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers
 - Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
 - Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- ❑ As part of the strategic planning process, MR's recommendation is for the Department to develop a realistic number and set of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Budget

- ❑ MR's recommendation is for the Department's Operating Budget to be matched with performance measures so budget decisions gauge a level of performance to a level of funding.

This recommendation is in direct alignment with the County's Goal to become a "Customer-focused and Performance Driven Organization," and by FY27, to publish a

performance informed budget tying a level of resources to a level of service delivery to a level of results.

MR's recommendation is for the Department to submit one integrated budget rather than 3 separate budgets. The accounting system can differentiate between expenditures attributed to different funding sources. This has been verified by the Finance Department.

Succession Planning

- MR's recommendation is for the Department, working with Human Resources, to develop succession plans for the General Services Director and key positions.

Communication

- MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

Human Resources

Human Resources Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023, and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the

analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

The Department does not have a published Table of Organization. The Department's structure, as communicated during the onsite interview, is a simple line structure and is focused on current positions and position roles as opposed to services areas. While this structure is very common in small city and county departments, when communicating to internal and/or external customers, this approach can lead to confusion about what services areas exist (ex: Training, Benefits, Recruitment and Hiring, etc.), and what is being delivered across the Department by its employees. Within the Department roles are clear and defined.

Staffing

We found the Human Resources Department to be well managed in the current environment. The Director has 20 years of experience, is educated in the field and committed to the County. She is highly knowledgeable about the department and its purpose. In addition to the (1) Director, the HR Department includes (1) HR Analyst and (1) HR Technician.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within Human Resources are currently just below the overall average. (See Table 7 on page 27)

Planning

The Human Resources Department does have a Mission Statement published on the Department website and in the operational budget document. While the Director admits that the Mission is outdated, she believes it is a good representative statement. Consistent with the majority of other County departments included in Phase I of the Organizational Review and Staffing Level Study, Human Resources does not have a Department Strategic Plan with date-specific and measurable goals to be accomplished over the next 2-5 years.

The Department does collect data and reports some performance information. The Department sends out an Annual Customer Service survey that provides information on the number of interactions with HR, the types of HR services utilized by County employees, perceived timeliness, customer satisfaction and whether or not Department staff was courteous and friendly. In addition, the department does have some annual result measures that are used as part of the budget presentation.

In alignment with other County Departments, Human Resources does publish an Annual Report that communicates what the Department has done and accomplished throughout the year. As part of the Annual Report, the Department does report outputs related to training opportunities, hiring, position control chart changes, updated policies and employee events.

Budgeting

Within the Budget, the Department includes its Mission Statement and a sentence that summarizes its goals. Services are not articulated or presented in a way that facilitates budgeting for a change in the level of service delivery. There are performance measures in the Budget document, as required by Finance, but the measures are used more as a way to communicate out to the community vs being used for budget and management purposes.

Structure and Staffing to Achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

Per the County's Implementation Plan developed in June 2022, the Human Resources Department is aligned with the following (3) County Strategic Plan goals:

- Goal #15 - By 1/1/23 (or 2/1/23 at the latest), to ensure that the Prince George County government is able to continue to deliver quality services to our community, an assessment of the organizational structure and service delivery capacity will be completed.
- Goal #17 - By the end of 2022 (begin immediately), community and citizen inquiries will receive a response from the Prince George County government within 24 hours or the next business day (if the question was received on a weekend).
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization.

Note: Those County Strategic Goals that have already been achieved are not listed above.

While there is not one specific goal in the County Strategic Plan that is focused on or specifically led by HR, it is important to note that the Department does play a key support role in making sure that the County Departments are adequately staffed to be able to achieve the Goals agreed upon and approved by the Board of Supervisors. In addition, the Department will play an active role in the “Customer Service” Goal #17 above as it includes the development and implementation of employee and managerial customer service training.

Structure and Staffing

The Director and MR believe that the Department is structured and staffed to provide assistance toward the achievement of those (3) goals listed above where HR is a supporting department.

Structure and Staffing to Achieve the Department’s Goals

Because the Department does not have a strategic plan or date-specific and measurable goals that would normally reside in one, MR is unable to make structure and staffing recommendations based upon stated goals and progress being made toward achieving said goals. In talking with the Director, the Department does have general goals of making improvements in the following service areas:

- Recruitment, Hiring and Retention
- Employee Performance Management/Workforce Development
- Training
- Risk Management

Structure

Based upon the document and materials review and the onsite discussions with the Department, MR believes the Department is structured to meet its goals as stated above. However, in order to communicate its Organizational Structure so that customers and decision-makers can see the service areas included within the Department and see the alignment that exists between a service area or areas and a department goal, MR recommends the following:

- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Benefits, Recruiting and Hiring, Training, Risk Management, Employee Relations, etc.) This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.
- ❑ MR's recommendation is that Risk Management be formally placed and communicated in the Human Resources Table of Organization.

Staffing

In the absence of date-specific and measurable goals, it can be difficult to determine if a department or agency is right-sized. If there are no due dates, it is implied that goals are ongoing, and if there is no definition of success, it can be difficult to know and also communicate to others whether or not a goal has been achieved.

Given the information that is currently available, the Department Director and MR believe that with the exception of Risk Management, the Department is appropriately staffed to make progress and improve upon service delivery in the areas listed above.

Currently there is not a formal risk management program in Prince George County. The Human Resources Director indicates that the Department is currently delivering risk management services to the extent possible. The services being delivered include but are not limited to Emergency Action Plans, Job Safety Analysis (JSA) and Job Safety Observation (JSO) Forms.

- MR's recommendation is that an additional position be added to the HR Department in order to thoroughly administer a risk management program in Prince George County moving forward.
 - Risk Management position - FY24

Staffing and Structure to Meet Increased Demand for Services

Structure

The Department appears to be structured to meet future and higher demand for everyday services.

Staffing

While the Department does capture general demand data via its Annual Customer Service Survey and attendance at training sessions offered, it does not have reliable demand information for the next 2-5 years. As a result, MR cannot therefore project staffing needs based on expected increases in demand.

Given the absence of demand information across its service areas and based upon the belief of the HR Director that the current staffing is adequate, with the exception of risk management, the Department appears to be staffed to meet increased demand for services.

Operations

Management Capacity

With only (3) employees, the Human Resources Department has a lack of senior management time available for management functions. The Director is a working Director (lead-worker) who delivers direct services to customers. While she is able to manage the workload (others in her positions would be challenged to do so), it is difficult for her to spend time on management and leadership functions such as strategic planning, operational planning, designing and analyzing performance information to inform decision making, reporting results and taking action in response, succession planning, keeping up on the latest developments in the field, etc. This lack of long-term investment in management capacity is observable across the County organization.

Services Identification

The specific service areas and services provided by the Department are not articulated. This makes budgeting more of a general conversation about Human Resources rather than funding of specific services and results. For example:

- # Recruitment outreach events
- # Trainings provided
- % Performance reviews that contain employee career development goals and objectives

This lack of clarity regarding the specific services received by customers also makes it challenging to measure and report performance, as well as more difficult to document the distribution of workloads among staff.

Succession Planning

The Human Resources Department lacks succession planning. While there is an ongoing effort to cross-train Department staff in all areas and subjects, the Director has the vast majority of institutional knowledge and is most often the subject matter expert. Given that both staff members do not have aspirations to be a Director, the future loss of capacity and expertise, if not addressed, will create a void and impact future performance.

Workflow

The Director indicates that the current workflow within the Department functions well and the team has a good working relationship and dynamic. Staff have clear and defined roles and are cross trained to help assist or deliver services in other areas with the exception of those services and decisions that are reserved for the Department Director.

A Strategic Partnership between Human Resources and other County Departments

Internal Services Departments like Human Resources deliver their services to other County Departments and Agencies. As a result, a strategic partnership should exist so that Human Resources is delivering quality services to its County Department customers AND so that those same County Department customers are working and collaborating with Human Resources to ensure that their needs are being met.

While HR has a good working relationship with its County Department and Agency customers, the Department is not consistently viewed as a strategic partner. More collaboration could and should occur between HR and County Departments and Agencies in regard to the following:

- Recruiting and Hiring Process – What are the steps in the recruiting and hiring process and what has to be done by HR and/or the Department or Agency seeking staff so that a successful hire can be made in a timely manner (ex: 60 days).?
- Workforce Development – What tools and/or training is needed by Department Directors and Managers to ensure that, above and beyond compliance to Employee Performance Management timelines, employee reviews and conversations are conducted in a thoughtful manner with a focus on career growth and development?
- Training Opportunities – Outside of the mandated trainings provided by the Department, what are the topics and types of training that are of interest to County Departments and Agencies that can be provided and/or coordinated through Human Resources?

MR Recommendations Summary – Human Resources Department

Structure

- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Benefits, Recruiting and Hiring, Training, Risk Management, Employee Relations, etc.) This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.
- ❑ MR's recommendation is that Risk Management formally be added to the Department's organizational structure

Staffing

- ❑ MR's recommendation is to add 1 additional staff position to create the capacity to thoroughly administer a County Risk Management program.
 - Risk Management position - FY24

Strategic Planning

- ❑ MR's Recommendation is for the Department to develop a Strategic Plan in 2024. This will help the Department formalize those HR-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:
 - Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
 - Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
 - A customer-focused Mission Statement
 - Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers
 - Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures

- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- ❑ As part of the strategic planning process, MR's recommendation is for the Department to develop a realistic number of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Budget

- ❑ MR's Recommendation is for the Department's Operating Budget to be matched with performance measures so budget decisions gauge a level of performance to a level of funding.

This recommendation is in direct alignment with the County's Goal to become a "Customer-focused and Performance Driven Organization," and by FY27, to publish a performance informed budget tying a level of resources to a level of service delivery to a level of results.

Succession Planning

- ❑ In order to maintain the institutional knowledge that currently exists with the Department, MR's recommendation is for the Department to develop succession plans for the Director and key positions.
- ❑ MR's recommendation is for the Department to assist other County Departments in developing succession plans for Director-level and key positions.

Note: During FY24 the Department should monitor workloads to determine if additional staff is needed for County-wide succession planning.

Communications

- ❑ MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

Information Technology

Information Technology (IT) Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023 and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

The Department's structure as illustrated in its Table of Organization is straightforward and is divided between 1) IT Support and 2) GIS. While the Department is clear about its As with a number of other departments, IT's Table of Organization references positions but not services. When communicating to internal and/or external customers, this approach can lead to confusion about what services are being delivered across the Department and within different service areas.

Staffing

We found the IT Department to be well managed in the current environment. The Director has almost 19 years of IT experience, is educated in the field and committed to the County. He is

highly knowledgeable about the department and its purpose. In addition to the Director, the IT Department has (4) positions for IT Support and (2) positions for Geographic Information Systems (GIS).

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within IT (including GIS) are currently in line with the overall average. (See Table 7 on page 27)

Planning

The IT Department, consistent with the majority of other departments in Phase I, does not have a Strategic Plan and the existing Mission Statement pre-dates the Director and the team. The long-term goals that a strategic plan would include are missing, which makes long-term planning, budget and policy decisions difficult. Currently the Department utilizes a whiteboard to manage projects.

Like the other Prince George County Departments, IT does publish an Annual Report that lists accomplishments and reports on output numbers related to projects, maps, reports, GIS layer, database updates, addressing and public service requests. The Department does not have performance measures specific to its service areas, but with the implementation of new tools and processes implemented over the last 3 years and designed to enhance the ability to effectively and efficiently support customers, the Department does now have the ability to begin collecting additional performance information.

Budgeting

Within the departmental Budget, IT does a good job of presenting a general summary of its services, but services are not articulated or presented in a way that facilitates budgeting for a change in the level of service delivery. There are performance measures in the Budget, as required by Finance, but those measures pre-date the Director and are not used for management purposes.

Structure and Staffing to Achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

Per the County's Implementation Plan developed in June 2022, the IT Department is aligned with the following (2) County Strategic Plan goals:

- Goal #5 - Building on the progress that has already been made, by December 31, 2025, 90% of Prince George County residents will have access to consistent high-speed internet.
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization.

Note: Those County Strategic Goals that have already been achieved are not listed above.

While there is not one specific goal in the County Strategic Plan that is specifically led by IT, the Department does provide IT support for Utilities projects, online bill pay, and the ongoing monitoring of utilities/status of pump stations via SCADA monitoring software, all of which are incorporated into the County Strategic Plan and County goals related to infrastructure and growth.

Structure and Staffing

The Director and MR believe that the Department is structured and staffed to provide assistance toward the achievement of those (2) goals listed above where IT is a supporting department.

Structure and Staffing to Achieve the Department's Goals

As noted previously, the Department does not have a strategic plan or date-specific and measurable goals that would normally reside in one. The Department does have a bulleted list of general goals or statements of good intention on the County website.

In speaking with the Director about goals and objectives of the Department, he expressed a need to make progress and/or prepare for the following:

- Continued Conversion to Voice Over IP
- Financial System Upgrade (Munis)
- Offsite Back-Up of Servers
- Building Redundancies in the Systems and in the Workforce
- Continued and Better Documentation of Process
- Continued Progress on Efficiencies in Delivering IT Services

Structure

The Director and MR believe that the Department is appropriately structured to achieve the goals.

Staffing

In the absence of date-specific and measurable goals, it can be difficult to determine if a department or agency is right-sized. If there are no due dates, it is implied that goals are ongoing, and if there is no definition of success, it can be difficult to know and also communicate to others whether or not a goal has been achieved.

Having said that, based upon the objectives listed above, and the fact the Department added a 4th IT Support resource in FY23, both the Director and MR believe that the Department is appropriately staffed to make progress and/or achieve its goals.

Structure and Staffing to Meet Increased Demand for Services

As noted earlier, the IT Department does collect some output data through its support systems, but it does not formally capture and/or forecast demand across all of its service areas.

What is known is that since 2020, the number of IT support tickets generated by the help desk system has averaged around 2000. It is important to note that not all calls or requests are reflected in the 2000 as every phone call, email and/or response is not required to be logged as a ticket, and this number does not include those public safety and Fort Lee responses provided by the Police Department's IT resource.

In GIS, for those metrics reported annually (new addresses created, etc.), there isn't any discernable significant difference in the data points, and it is reported that the number of requests for service often vary with the economy. Note: What is interesting related to GIS is that GIS online interactive maps consistently rank in the top 5 or 6 among County web pages in terms of views per month (averaging 1,900-2,000 views per month). The online interactive maps page is only being outvisited by the County home page, online bill pay, hot news stories for the month, and real-estate assessments.

Generally speaking, it is understood that County Departments and Agencies need the necessary technology tools, systems and support so they can deliver services and results to their customers. New residents in Prince George County will increase the number of people using the County's online bill pay systems for which IT provides direct customer support. In addition, as the community experiences growth and as new development occurs, there will be increased demand for updated maps, parcels and other information provided by GIS.

Structure

The Director and MR believe that the Department is structured to meet current and future increases in demand for services from its customers.

Staffing

With a 4th position (IT Technician) added to IT Support this past year, both the Director and MR believe that IT is appropriately staffed to meet increased demands for service. *Note: It will be important moving forward to determine the impact that the additional IT Support resource is having on workload/service delivery and ultimately results for customers. Only then will the Department be able to determine appropriate staffing levels.*

Operations

Management Capacity

As in many of the departments MR reviewed for this first phase, the IT Department has a lack of senior management time available for management functions. The Department is well led and is moving in the right direction, but it is important to note that the IT Director is not a full-time Director.

Because the Department is relatively small, with only (4) FTEs working in IT Support, everyone is involved in delivering services, including the Director. He delivers direct services to County Department customers on a regular basis and serves as the On-Call resource for IT related issues 24 hours a day, 7 days a week. At the current time, it is estimated that 60-70% of the work performed by the Director is technical work vs Director-level duties.

While the Director does enjoy the work and delivering services from time to time, it is difficult for him to spend time on management and leadership functions such as strategic planning, operational planning, analyzing performance information to inform decision making, reporting results and taking action in response, keeping up on the latest developments in the field, etc., when he is delivering IT support services.

Currently the Department is a department of workers whose focus is on the delivery of day-to-day services. While the Department is very organized and focused on being more efficient, there is very little capacity to plan and manage for the future. This lack of investment in management capacity is observable across the County organization.

Services Identification

IT's organizational structure and Table of Organization is clearly divided by the two areas of focus 1) IT Support and 2) GIS. Unfortunately, the specific services provided by the Department within those areas of focus are not articulated. This makes budgeting more of a general conversation rather than the funding of specific services and results, e.g.

- % Tier 1 service requests responded to within 1 day
- % Targeted County phones successfully converted to Voice Over IP
- # New addresses created

The lack of clarity regarding the specific services received by customers also makes it challenging to measure impact and report performance, as well as more difficult to document the distribution of workloads among staff.

GIS

One area of note has to do with GIS, and where that function is best positioned within the County organization to deliver its services. While it is not unusual for GIS to be positioned within IT, it is also commonplace within many jurisdictions for GIS to be a stand-alone Department or be a part of a Community Development Department's One-Stop-Shop. Based upon the assumption that the 2020-2030 growth rate in Prince George County will be at or equal to the rate from 2010-2020, MR recommends the following:

- ❑ MR's recommendation is to move the GIS service area and staff currently in IT to the Community Development and Code Compliance Department. This will align GIS within the Department where the majority of demand for maps exists - development.

Succession Planning

The Department does not have a succession plan for the Director or its other positions. The IT Director is eligible for retirement in 2040. Within GIS, the Senior Technician is eligible for retirement in the next 5 years. It is essential that succession planning begin for this Department at the Director level and at the GIS Technician level.

Workflow

The Director indicates that the current workflow within the Department functions well. IT Support is led by the Director. GIS functions almost like it is another Department, and work is coordinated and divided between the GIS Technician and the GIS Analyst who have worked closely together for the last 5 years.

A Strategic Partnership between IT and other County Departments

Internal Services Departments like IT deliver the vast majority of their services to other County Departments and Agencies. As a result, a strategic partnership has to exist so that IT is delivering quality services to its County Department customers AND so that those same County Department customers are working and collaborating with IT to ensure that their needs are being met.

Currently, where IT involvement and support is needed, the trend is shifting toward IT being involved early in the process.

As it relates to public safety, the IT Department values and continues to work closely with the Police Department's IT resource. That resource is very knowledgeable about the current and emerging technology needs within the PD and public safety and helps alleviate the workload associated with public safety related service requests. IT currently has a good working relationship with the Police Department's IT resource.

MR Recommendations Summary – Information Technology Department

Structure

- MR's recommendation is that the Department develop a Table of Organization that communicates its service areas within the Department (ex: Helpdesk, Software Support, Network and Security, Telecommunication Services, Training, etc.)
- MR's recommendation is to move the GIS service area and staff currently in IT to the Community Development and Code Compliance Department.

Staffing

- There are no staffing recommendations at this time.

Note: With a 4th position (IT Technician) added to IT Support in FY23, MR recommends that the Department revisit its staffing needs during the FY25 budget process once it has the data and performance information needed to evaluate the impact the additional resource is having on workload/service delivery and results for customers.

Strategic Planning

- MR's Recommendation is for the Department to develop a Strategic Plan in FY25. This will help the Department formalize those technology-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:
 - Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
 - Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
 - A customer-focused Mission Statement
 - Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers
 - Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
 - Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- As part of the strategic planning process, MR's recommendation is for the Department to develop a realistic number and set of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Budget

- MR's recommendation is for the Department's Operating Budget to be matched with performance measures so budget decisions gauge a level of performance to a level of funding.

This recommendation is in direct alignment with the County's Goal to become a "Customer-focused and Performance Driven Organization," and by FY27, to publish a performance informed budget tying a level of resources to a level of service delivery to a level of results.

Succession Planning

- MR's recommendation is for the Department, working with Human Resources, to develop succession plans for the IT Director and key positions.

Communications

- MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

Police

Police Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023 and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Information Available

Structure

MR notes some confusion about the Department's structure that MR believes is due to terminology and presentation. At the beginning of the project, the list of Phase I Departments included (3) separate entities within the "Department Name" column for Police. Those entities included Police, Emergency Communications Center (ECC), and Animal Control.

While we know the Police Department is a single Department, the Department's FY23 Budget includes (3) separate budgets for the "Police Department, Emergency Communications Center and Animal Services". This gives the impression that there are three Divisions within the Department, but the 2022 Table of Organization presents only two Divisions, Operations and

Support. Emergency Communications exists as a stand-alone entity and Animal Services is considered a Unit within the Support Division.

The following questions arise:

- Is this one Department or three?
- Why are there three separate budgets?
- What is the impact of the confusion on customers and on decision makers?

To the Department's credit, its published table of organization does reference divisions, service areas and also positions throughout most of the table. By referencing service areas, the Department is better able to communicate the types of services being delivered across the organization.

Staffing

We found the Police Department to be well managed in the current environment. The Chief has 25+ years of experience in law enforcement, is educated in the field and committed to the County. He is highly knowledgeable about the department and its purpose. According to the Department's FY23 budget, in addition to the (1) Chief, the Department has (86.5) employees currently divided between Police (63.5), Emergency Communications (17) and Animal Services (6).

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within the Police Department are just below the overall average. (See Table 7 on page 27)

Planning

The Department is an accredited agency through the Virginia Law Enforcement Professional Standards Commission. In addition, the Department does have an active Vision, Mission and Strategic Plan. MR notes that the goals for the Department included in the Strategic Plan are more objective based goals rather than date-specific and measurable goals. The absence of date-specific and measurable long-term goals makes long-term planning, budget and policy decisions difficult.

The Department does have Annual Work Plans and does collect and report performance information. In addition to providing an overview of the Department and what has occurred during the year, the Department's Annual Report does include crime statistics in compliance with the FBI's National Incident-Based Reporting System (NIBRS).

Budgeting

Within the budget, Police does a good job of presenting a general summary of its services, but services are not articulated or included in the budget or planning documents in a way that

facilitates budgeting for a change in the level of service delivery. There are performance measures in the Budget, as required by Finance, but those measures have been there for many years and are not used for budgeting or management purposes.

Structure and Staffing to achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

In addition to aligning with the County's overall Mission and Vision of a safe community, per the County's Implementation Plan developed in June 2022, the Police Department is aligned with the following (3) County Strategic Plan goals:

- Goal #15 - By 1/1/23 (or 2/1/23 at the latest), to ensure that the Prince George County government is able to continue to deliver quality services to our community, an assessment of the organizational structure and service delivery capacity will be completed.
- Goal #17 - By the end of 2022 (begin immediately), community and citizen inquiries will receive a response from the Prince George County government within 24 hours or the next business day (if the question was received on a weekend).
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization.

Note: Those County Strategic Goals that have already been achieved are not listed above.

Structure and Staffing

Both the Chief and MR believe that the Department is appropriately structured and staffed to provide assistance toward the achievement of the (3) goals listed above where Police is a supporting department.

Structure and Staffing to Achieve the Department's Goal

As noted previously, the Police Department does have a "2022 & Beyond" Strategic Plan that includes the following general goals:

- Recruit and retain quality, talented resilient workforce
- Enhance operational (sworn) staffing levels
- Enhance administrative staffing and efficiency
- Improve traffic safety
- Expand new technologies to improve field efficiencies
- Promote employee health and wellness

Structure

MR believes that the Department is positioned with its current organizational structure, to make progress on the general goals included in its current Strategic Plan.

Staffing

While the organizational structure allows for progress to be made on the Department general Goals, it is difficult to make a staffing recommendation when the goals are not date-specific and measurable and there is no correlation being made between the resources that are needed and the difference/impact in terms of results, that those resources will make.

In reviewing materials and documents and in conversations with the Department, it is clear that the Department's top priority has been and continues to be focused on achieving minimum staffing levels for front-line sworn officers and emergency communications officers.

What is not clear based upon the Departments goals is the difference that will be made in terms of results if staffing levels increase. For example, will average response times go down in each patrol sector with the addition of front-line staffing. Will the percentage of self-initiated calls increase? Will the percentage of 911 calls answered in 10 seconds be maintained?

While there is an argument to be made for increased staffing levels, MR cannot make that recommendation as part of this section based upon the Department's current strategic goals.

Staffing and Structure to Meet Increased Demand for Service

Structure

The Department appears to be structured to meet future and higher demand for everyday services.

Staffing

The population growth assumption agreed to and the basis for our recommendations is that the County will experience at least the same rate of growth in this current decade as the last – 20%. That means that the projected population in Prince George County in 2025 will be 47,311 and in 2030, the projected population will be over 50,000 (51,612).

As the population continues to increase, so does the demand for law enforcement. Calls for service have increased by 17% since 2017 and are above 91,000 for 2022. While there continues to be concern about crime migrating from neighboring communities into Prince George County, according to the Police Department's 2021 Annual Report, Prince George is being impacted by crime. In 2021, while the County experienced a 22% reduction in "B" Offenses or Less Serious Crimes, when compared to the 5-year average, "A" Offenses or Serious Crimes increased by 11% when compared to the 5-year average.

While we know that the Department is aware and has communicated internally and externally about the concerning trajectory of serious crimes, it is also true that the Department has not received additional resources for front-line staff in the last several years. As stated in the Phase I County-wide Report, MR's recommendations for the next three fiscal years are based on increasing management capacity where obvious gaps exist, common sense, and in some cases, urgent needs that are impacting customers and results. The increase in serious crimes certainly falls within the urgent need that is impacting customers and results category.

For front-line sworn officers, the Department's goal over the last several years (since at least 2019) has been to achieve minimum staffing levels of 7/per shift. Currently it is not uncommon, because of current staffing for only (5) uniform patrol officers to be servicing the 282 square miles within the county. According to the Chief, the ability to staff and engage in proactive policing is becoming increasingly difficult.

Based upon the fact that demand for services is increasing as the community grows and the community is being impacted by crime, MR is confident recommending the following:

- ❑ MR's recommendation is to add additional sworn front-line staff to enable the Department to achieve targeted minimum staffing of 7 per shift on patrol 24 hours a day/ 7 days a week, to keep up with increased demand for law enforcement and ensure the safety of officers and the community:
 - 4 Patrol Officers - FY24

For emergency communications, the goal is to achieve minimum staffing levels of 3/per shift plus a supervisor on each shift. In the face of a 17% increase in call volume as well as additional items including but not limited to taking all calls inbound 911 calls for Fort Lee, absorbing all court capias' for entry and tracking, new emergency medical dispatch phone instruction requirements, implementation of a new radio system and an overall progression in technology and procedures post NextGen911 cutover, MR is confident recommending the following:

- ❑ MR's recommendation is to add additional communication officers to achieve targeted minimum staffing of 3 per shift at the Emergency Communications Center 24 hours a day/ 7 days a week, and continue to delivery timely and quality services in the face of increasing responsibilities and calls for service:
 - 2 Communications Officers - FY24

NOTE: MR's staffing recommendations above are based upon what is understood to be the top priority of the Department, what makes logical sense based upon minimum staffing levels in the face of increasing demand and the fact that total "A" Offenses or Serious Crimes has increased

when compared to the 5- year average. While it has been communicated that additional resources are needed in areas such as Community Services and Traffic, MR recommends that the Department collect performance information specific to these areas and make a case for these resources by tying a level of service delivery to an intended benefit or result for the community. In the majority of cases where resources are lacking, the data will tell the story of what is not being completed at the desired level and the impact of that level of service on the customer and the community.

Operations

Management and Structure

There is a desire to expand the Department's organizational structure by creating a 3rd Division that would ideally lead to better planning and deployment of resources as well as more focus in terms of management.

While there are several local Police Departments (ex: Colonial Heights and Hopewell) that utilize a three-division structure, it is important to note that over the last 25 years, MR's Police Department customers have utilized anywhere from 2-6 Divisions. There is not one best-practice approach that exists.

Even though MR has no reason to disagree with the Department's desire to expand its number of divisions, before making a definite decision, MR recommends that the Police Department develop a Strategic Plan, with date-specific and measurable goals. Following that exercise, the Department will be able to determine what structure best positions the organization to achieve its goals and operational results.

Services Identification

The Police Department's Table of Organization is clearly divided by division and service area, but the specific services provided by the Department within those areas of focus are not articulated. This makes budgeting more of a general conversation rather than the funding of specific services and results, e.g.

- % Priority 1 calls that are responded to within XX minutes
- % Calls/activity that is self-initiated
- # Targeted traffic enforcement projects conducted
- # Mental health calls for service responses or hours

The lack of clarity regarding the specific services received by customers also makes it challenging to measure impact and report performance, as well as more difficult to document the distribution of workloads among staff.

Succession Planning

The Department's main concern with succession planning is at the Chief and Deputy Chief positions. For the remainder of the Department, it is mostly taken care of through the command structure and with secondary personnel being trained.

Workflow

Consistent with local law enforcement departments and agencies across the country, high-level decisions are made by Command Staff. Frontline supervisors are empowered to make day-to-day operational staffing decisions within authorized parameters.

Emergency Communications Center

While currently housed within the Police Department's organizational structure, the Prince George County Emergency Communications Center provides 911 emergency and non-emergency communications services to and for all public safety within the County including Police, Fire and Emergency Medical Services as well as other federal, state and local resources. To facilitate planning, budgeting and ongoing management of an operation that serves all public safety, MR recommends the following:

- ❑ The recommendation is for the County to transition the Emergency Communications Center into a stand-alone County Department within the next 5 years.

Records Management Function

One area of concern within the Support Division is the capacity to manage Departmental records. Currently, (4) individuals are being pulled (in addition to their current roles) to assist with records management and the move to digitalize Departmental paper records. One of those resources is set to leave the Department in December 2023.

Because the failure to properly manage the records function within the Department can impact the ability to successfully prosecute criminal violators, resulting in liability or a loss of public confidence, MR is confident recommending the following:

- ❑ MR's Recommendations is to create a dedicated Records Management staff resource within the Police Department that will enable the 4 current staff providing records management services with the ability to focus on their regular duties.
 - 1 Records Technician Position - FY25

IT Support

The Department currently works with the IT Department but has an in-house IT resource with specific knowledge and expertise related to current and emerging public safety technology. The position is considered an Administrative Officer position and in addition to providing public

safety IT Support, the position also serves as the Department's Public Information Officer and Social Media Manager.

According to the County's IT Director, the Police Department's IT resource is needed from a software perspective and provides capacity that helps alleviate the IT Department's overall workload. For example, the Police Department's IT resource helps with Support Tickets related to Public Safety.

While this Departmental resource is a sworn officer performing duties that are mostly civilian, given the amount and complexity of public safety technology and the upcoming public safety projects on the horizon including upgrading the Computer Aided Dispatch system in 2023, MR recommends that the Department continue to partner and collaborate with IT through its current resource.

Animal Services

Animal Services Unit is currently managed by a Police Sergeant, who assumed supervisory/manager responsibilities following the resignation of the Animal Services Manager. Currently, the Department is in the process of trying to hire an Animal Services Supervisor which will be a "civilian" position.

MR Recommendations Summary – Police Department

Structure

- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Operations, Support, Emergency Communications) and the operational Programs or Units included within each area (ex: Patrol, Investigations, Animal Services, Internal Affairs, etc.)
- ❑ The recommendation is for the County to transition the Emergency Communications Center into a stand-alone County Department within the next 5 years.

Staffing

- ❑ MR's recommendation is to add additional sworn front-line staff to enable the Department to achieve targeted minimum staffing of 7 per shift on patrol 24 hours a day/ 7 days a week, to keep up with increased demand for law enforcement and ensure the safety of officers and the community:
 - 4 Patrol Officers - FY24
- ❑ MR's recommendation is to add additional communication officers within the ECC to achieve targeted minimum staffing of 3 per shift at the Emergency Communications Center 24 hours a day/ 7 days a week, and continue to delivery timely and quality services in the face of increasing responsibilities and calls for service:
 - 2 Communications Officers - FY24
- ❑ MR's Recommendations is to create a dedicated Records Management staff resource within the Police Department, that will enable the 4 current staff providing records management services with the ability to focus on their regular duties.
 - 1 Records Technician Position - FY25

Strategic Planning

- ❑ MR's Recommendation is for the Department to develop a Strategic Plan in FY24. This will help the Department further define those law enforcement and public safety-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:

- Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
- Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
- A customer-focused Mission Statement
- Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to the community
- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- ❑ The Recommendation is for the Department to develop a realistic number and set of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Budget

- ❑ The Recommendation is for the Department's Operating Budget to be matched with results performance measures so budget decisions gauge a level of performance to a level of funding.

This recommendation is in direct alignment with the County's Goal to become a "Customer-focused and Performance Driven Organization," and by FY27, to publish a performance informed budget tying a level of resources to a level of service delivery to a level of results.

MR's recommendation is for the Department to submit one integrated budget rather than 4 separate budgets (including law enforcement grants). The accounting system can differentiate between expenditures attributed to different funding sources. This has been verified by the Finance Department.

Succession Planning

- ❑ The Recommendation is for the Department, working with Human Resources, to develop succession plans for the Chief, Deputy Chief and key positions.

Communications

- The recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

Social Services

Social Services Department Report

Introduction

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For each department, the approach included the following steps:

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When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
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The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

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Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

The Department's organizational structure as illustrated in its Table of Organization is clearly divided into three main areas. However, as with a number of other departments, the Table of Organization references position roles but not service areas or services. When communicating its structure to customers, performance partners and/or decision-makers, this approach can lead to confusion about what service areas exist and what services are being delivered across the Department.

Based upon the review of documents and material and the onsite interview, the three main areas within the department are as follows:

- Benefits
- Child Welfare and Adult Services
- Administrative

Note: It is common for Social Services or HHS Departments to develop their organizational structures around mandated programs and/or funding streams.

Staffing

We found the Social Services Department to be well managed in the current environment. The Director has 12 years of experience in human services, is educated in the field and committed to the County. She is highly knowledgeable about the department and its purpose. According to the FY23 budget, in addition to the (1) Director, the Department currently has (29) employees working across three main areas or divisions.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within Social Services are currently below the overall average. (See Table 7 on page 27)

Planning

Social Services, consistent with the majority of other departments in Phase I, does not have a Strategic Plan and the existing Mission Statement is a Virginia Department of Social Services Mission Statement as opposed to one developed by the local Prince George County Department. The long-term goals that a strategic plan would include are missing, which makes long-term planning, budget and policy decisions difficult.

Note: According to the Director, under the previous County Administrator, Departments were asked to develop work plans and 6-month goals/objectives. While that was considered a good thing, the 6-month time frame did limit the Department's ability to focus over time on delivering real strategic results for customers.

Social Services does publish an Annual Report that lists accomplishments and reports on funding, service delivery outputs and committees and boards on which staff partner. The Department does have performance measures, but those measures are mostly compliant measures that are state driven. Above and beyond what is mandated by the state, the Department does not have performance measures specific to all of its service areas and reports that there is very little time to devote to using information to manage.

The Department also publishes a quarterly Newsletter (The Social Server) to share information about the Department, events, programs and community resources as well as provide educational material and topics of interest.

Budgeting

Within the departmental Budget, Social Services does a good job of listing its programs and presenting a general summary of its services, but services are not articulated or presented in a way that facilitate budgeting for a change in the level of service delivery. There are performance measures in the Budget, as required by Finance, but they are not used for budget or management purposes.

Currently the Department breaks its budget up into five “Activities” that add up to a total budget for the Department. As noted in the “Structure” section on the previous page, this break-out is based upon mandated programs and/or funding streams and is common among local Social Services and HHS Departments. While it is commonplace in the industry, it is worth mentioning that it is unclear how the six “Activities” within the Social Services budget align with the Department’s three main services areas.

Structure and Staffing to achieve the Goals in the County Strategic Plan

County Strategic Plan Alignment

In addition to aligning with the County’s overall Mission and Vision of being a thriving and prosperous community, per the County’s Implementation Plan developed in June 2022, the Social Services Department is aligned with the following (3) County Strategic Plan goals:

- Goal #15 - By 1/1/23 (or 2/1/23 at the latest), to ensure that the Prince George County government is able to continue to deliver quality services to our community, an assessment of the organizational structure and service delivery capacity will be completed.
- Goal #17 - By the end of 2022 (begin immediately), community and citizen inquiries will receive a response from the Prince George County government within 24 hours or the next business day (if the question was received on a weekend).
- Goal #18 - On an ongoing basis, the Prince George County government is committed to being a customer-focused and performance-driven organization.

Note: Those County Strategic Goals that have already been achieved are not listed above.

Structure and Staffing

The Director and MR believe that the Department is structured and staffed to provide assistance toward the achievement of those (3) goals listed above where Social Services is a supporting department.

Structure and Staffing to Achieve the Department's Goal

While Social Services does not have formal Departmental Goals, in talking with the Social Services Director, the Department does have general goals for making improvements in the following service areas:

- *Leadership and Team Building* – Develop clear vision, direction and build trust
- *Benefits* – Lower caseload to focus on quality service outcomes vs just compliance
- *Homelessness* - Collaborate with local communities and agencies on the issue
- *Foster Care Adoptions* – Work to tell story and celebrate successful adoptions
- *Adult Service Outreach* – Partner with community agencies to better serve customers in the community

Structure

Based upon the document and materials review and the discussions with the Department, MR believes the Department is appropriately structured to address its general goals as stated above. However, in order to communicate its Organizational Structure so that customers and decision-makers can see the service areas included within the Department and see the alignment that exists between a service area and a Department goal, MR recommends the following:

- ❑ MR's recommendation is that the Department further define its Table of Organization so that it communicates the divisions or service areas within the Department (ex: Benefits, Child Welfare and Adult Services, Administrative Support, etc.) and also the operational Programs within each area (Child Protective Services, Foster Care and Adoption, etc.). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Staffing

Because the Department does not have date-specific and measurable goals, it is difficult to make staffing recommendations when there is no timeline or targeted definition of success.

One area of concern is related to management capacity. The Director states that she is overwhelmed with small tasks like reviewing timesheets, travel requests, general emails, staff meeting materials, etc., which take time away from her doing Director-level work. Currently the Director estimates that roughly 50% of her time is spent performing these small tasks.

Within the current Table of Organization, the Department has an administrative service area, but those positions heavily support Benefits and those walk-in customers seeking assistance and/or applying for benefit program services. Some of the administrative staff do support the

overall administrative needs of the department, but there is not a resource to assist the Department Director.

- ❑ MR's recommendation is to add a dedicated part-time staff resource for the Director so she can focus on management and leadership of the Department:
 - 1 Part-Time Administrative Assistant Position to specifically support Director - FY24

Note: This position's time should be allocated to support the Director so that in the future it can be determined if a Full-time position is needed.

It is clear that one of the major focus areas within the Department is Benefits and the number of cases per worker or caseload within the Benefits program. According to the Director, the Benefits program in Prince George County has the highest workload/caseload and the lowest number of employees to deliver benefits services when compared to surrounding communities like Dinwiddie, Hopewell, and Petersburg. In FY23, the Prince George County Benefits program increased its staffing by 1.5 FTEs, and as a result, caseloads per worker dropped by roughly 44 cases (from 754 per worker to 710 per worker). By lowering caseloads, the intent is to more fully engage individual customers so that the delivery and referral of services can be based upon their individual needs, thus increasing chances of achieving self-sufficiency and successfully exiting the program.

In determining if additional staff is needed, the question becomes, what is the targeted caseload per worker that Prince George County Social Services is trying to achieve? While there is no best practice ratio, it is noted that Sussex County has 353 cases per worker compared to the much higher rate in Prince George County.

While there is an argument to be made for additional Benefits staff to continue to lower caseloads per worker, because the general goal as communicated does not have an associated performance target for the number of cases per worker, MR cannot in good faith recommend additional Benefits staff be added within this section of the Report – related to Department goal achievement.

Structure and Staffing to Meet Increased Demand for Services

Structure

The Department appears to be structured to meet future and higher demand for everyday services.

Staffing

In the previous section, it was noted that one of the general goals of the Director is to reduce the caseload among the Benefits staff so that increased attention and focus can be made on delivering quality services. While a one-year reduction in caseloads per worker in Prince George did occur during FY23 (due to additional staffing), there have been over 3,000 new cases in Prince George County since 2019. Over the last fiscal year, SNAP applications have increased by 53%, TANF applications have increased by 22% and Medicaid applications have increased by 40%. While not formally projected, it is expected that workload will increase in FY24 due to the end of the COVID-19 Public Emergency (PHE) ending on April 11, 2023.

One measure of success we do know is the timeliness of how benefit applications are being processed. For FY21 and FY22, the Department processed Medicaid, SNAP and Childcare applications as follows:

Annual Budget Measures			
Measures	FY21 Actual	FY22 Actual	FY23 Target
% Medicaid Applications processed within 45 days	80.6%	97%	97%
% Snap Applications processed within 45 days	99.2%	97%	97%
% Child Care Applications processed within 45 days	100%	97%	97%

In the face of increasing demand and the need to continue to deliver services in a timely manner to those customers applying for benefits, MR recommends the following:

- MR’s recommendation is to add additional staff to increase the necessary capacity within the Benefits Division to keep up increasing workload and demand for services:
 - 2 Benefits Staff - FY24

Operations

Management Time

As noted in the Department Goal section, the Director has a lack of senior management time available for leadership and management functions. As a result, it is difficult for her to spend time on functions such as team building, strategic planning, operational planning, designing, and analyzing performance information to inform decision making, reporting results and taking

action in response, succession planning, keeping up on the latest developments in the field, and maintaining key partnerships, etc. This lack of long-term investment in management capacity is observable across the County organization.

Services Identification

The structure of Social Services is divided into three main services, but the specific programs and services provided by the Department within those areas are not articulated. This makes budgeting more of a general conversation about a functional area rather than funding specific services and results. For example:

- # Benefits applications processed
- % Individuals who exit benefit program due to employment or other positive or neutral leave reason
- % Children and youth participating in a child welfare case who achieve permanency within 12 months of the case opening date

This lack of clarity regarding the specific services received by customers also makes it challenging to measure and report performance, as well as more difficult to document the distribution of workloads among staff.

Succession Planning

The Social Services Department lacks succession planning.

Workflow

The Director indicates that the current workflow within the Department functions well and roles are clear and defined.

MR Recommendations Summary – Social Services Department

Structure

- ❑ MR's recommendation is that the Department further define its Table of Organization so that it communicates the divisions or service areas within the Department (ex: Benefits, Child Welfare and Adult Services, Administrative Support, etc.) and also the operational Programs within each area (Child Protective Services, Foster Care and Adoption, etc.). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Staffing

- ❑ MR's recommendation is to add a dedicated part-time staff resource for the Director so she can focus on management and leadership of the Department:
 - 1 Part-Time Administrative Assistant position to specifically support Director - FY24

Note: This position's time should be allocated to support the Director so that in the future it can be determined if a Full-time position is needed.

- ❑ MR's recommendation is to add additional staff to increase the necessary capacity within the Benefits Division to keep up increasing workload and demand for services:
 - 2 Benefits Staff - FY24

Strategic Planning

- ❑ MR's Recommendation is for the Department to develop a Strategic Plan in 2024. This will help the Department formalize those Social Services-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources when needed in order to continually deliver quality services to its customers. A Department Strategic Plan should include the following components:
 - Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
 - Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
 - A customer-focused Mission Statement

- Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to the community
- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department

Performance Measures

- MR's recommendation is for the Department to develop a realistic number and set of performance measures for all operational areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate reporting as well as operational, policy and budget decisions.

Budget

- MR's recommendation is for the Department's Operating Budget be matched with results performance measures so budget decisions gauge a level of performance to a level of funding.

This recommendation is in direct alignment with the County's Goal to become a "Customer-focused and Performance Driven Organization," and by FY27, to publish a performance informed budget tying a level of resources to a level of service delivery to a level of results.

Succession Planning

- MR's recommendation is for the Department, working with Human Resources, to develop Succession Plans for the Department Director and key positions.

Communication

- MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.

Utilities

Utilities Department Report

Introduction

In October 2022, Managing Results, LLC (MR) was retained by the County of Prince George, VA to conduct an Organizational Review and Staffing Level Study. This follows the development of the County Strategic Plan and the Implementation Plan earlier in the year. The purpose of the project is to review and assess the County's organizational structure and the appropriateness of staffing levels within the County's departments and offices. To allow for the use of information and recommendations during the FY24 budget process, the study (project) was divided into two phases with Phase 1 being completed by January 31, 2023 and Phase 2 being completed by November 30, 2023.

As part of Phase 1 of the project, MR worked with (11) County Departments that are directly involved in achieving one or more of the goals in the County Strategic Plan or who are most directly impacted by increased demand for services. Phase 1 departments include Community Development and Code Compliance, County Administration, Economic Development, Finance, Fire and EMS, General Services, Human Resources, Information Technology, Police, Social Services, Utilities.

For each department, the approach included the following steps:

- Offsite document and materials review
- Review of completed departmental questionnaire
- Onsite information gathering and dialogue
- Analysis and recommendations

When reviewing departmental information gathered through the document review, the answers to the questionnaire and the perspectives gathered in the dialogue/interviews, MR looked at department structure and staffing through three lenses. The individual reports answered the questions - does the department have the structure and staffing needed to do the following?

1. Achieve the goals in the County Strategic Plan
2. Achieve the department's goals
3. Meet the increased demand for services

The Reports are designed for decision makers at the department, County Administration and Board levels. The intention is for the recommendations to be clear and actionable. The absence of department strategic plans and performance information was particularly challenging in the analysis phase. We understand this is just where the County is in its evolution to becoming a performance-informed, customer-focused organization.

The Phase I County-wide Report is designed as a summary of the departmental assessments and recommendations. The Phase I County-wide Report also includes the individual department reports. MR has added contextual information based on our experience working with government organizations over the past 25 years to create customer-focused cultures and build management systems focused on measurable customer results. The individual department Reports are intended to be a resource for County Administration and department directors and staff as they consider structure and staffing recommendations to the Board. The individual department reports are all written into a common template for easy access, understanding and comparison, with the content unique to each department.

Our recommendations are intended to help the County move forward with pace to shift the organizational culture and strengthen the operational and management capacity to meet the increased demands for service and achieve the goals in the County Strategic Plan. The recommendations, when implemented, will significantly improve the County's management capacity to implement the much-needed strategic planning, performance budgeting and performance measurement outlined in the Implementation Plan developed by teams of department directors and staff.

Both organizational structure and staffing recommendations are timed for implementation over the upcoming three fiscal years – FY 2024, 2025, 2026. The timing of each recommendation is to express a degree of urgency. The earlier the change, the greater the urgency. The recommendations also intentionally spread the budgetary impacts of the recommendations over multiple budget cycles.

Managing Results would like to thank all Phase I departments for their availability, participation and professionalism during this process.

Initial Observations

Structure

The Department has a table of organization that is structured by position, but not by the services delivered. This approach makes it challenging to understand what services the Department is delivering.

Staffing

The Department is well managed and is making significant progress on infrastructure projects approved by the County Board of Supervisors. The Director is very experienced in the field, and is professional, knowledgeable and committed to the Department and the County. According to the FY23 budget, in addition to the (1) Director, the Department has (14.5) positions. Staffing needed to meet goals and future demand are discussed below.

In comparing five Virginia counties with similar populations and positive growth rates, staffing levels within Utilities are currently below the overall average. (See Table 7 on page 27)

Planning

The Utilities Department, consistent with the majority of Phase I departments, does not have a strategic plan.

In the Department's Annual Report, project information is included related to the expected enhancements to water and sewer capacity from current projects, information and breakdown of ratepayers by type, and some output information.

The measures included in the budget do not appear in performance reports so they are not being used for decision making or reporting performance. We found few results measures being reported or used for decisions making. An example of measures we would expect to see reported, published and monitored regularly relate to water quality. The Department does collect water quality information and does provide a link on the rate payer's bill to that information which is reported by the Health Department.

Another source of information we looked at is the information included on ratepayers' bills. Included in the bill is a breakdown including customer charge, capacity charge (size of meter) and commodity. Information about the cost to the ratepayer for future infrastructure investments is not included in the bill. This means that either the ratepayer is not paying for future infrastructure investments or they are not aware that they are doing so. This leaves the Department without a clear message about future infrastructure needs, what the cost of those are expected to be and the benefits of those investments.

It is noted in the budget that in 2023, ratepayers will experience a 30% increase in their Utility costs/bills. Policy decisions were made to defer increases during the pandemic in years 2020, 2021 and 2022. This and a lack of strategic planning around rates, which would include the future costs of infrastructure to meet current and emerging demand, have prevented a more incremental set of increases for ratepayers over multiple years and have placed the County further behind in meeting future demand.

A new Rate Study is scheduled for 2023. The Director reports that developers are not paying their fair share of the costs of infrastructure. The arrangement is that the County installs and pays for the infrastructure up front, and the developers pay when 'the house is built', if it is built at all. That means that the County is forward funding infrastructure without a guarantee that the Developer will repay the costs.

We found no formal projection of demand past the current projects. Given the recent past and projected pace of growth of the County's population, this is a significant piece of information needed in the Department's plans and projections.

An update of the Department's Master Plan is expected to be completed in the summer of 2024.

Budgeting

The performance measures in the budget do not appear to be reported out or used for management purposes. The measures in the budget are more or less to show there is performance occurring in the department. The performance measures are not used to establish the funding level for the department. This means that the budget is funding the department but not funding results. Therefore, there is no correlation made between the funding level and the expected level of performance.

Structure and Staffing to Achieve the County's Strategic Plan

County Strategic Plan Alignment

Per the County's Implementation Plan developed in June 2022, the Utilities Department is aligned with the following (11) County Strategic Plan goals and is considered the lead Department on (6):

- Goal #1 - By 2028, 55% of new and existing businesses within the Prince George County Planning area will have access to an adequate sewer system that meets their needs. (Lead Department = Utilities)
- Goal #2 - By 2028, 52% of residents in the Prince George County Planning area will have access to an adequate sewer system that meets their needs. (Lead Department = Utilities)
- Goal #3 - By 2028, 43% of new and existing businesses within the Prince George County Planning area will have access to an adequate water system that meets their needs. (Lead Department = Utilities)
- Goal #4 - By 2028, 43% of residents in the Prince George County Planning area will have access to an adequate water system that meets their needs. (Lead Department = Utilities)
- Goal #8 - By February 1, 2025, the community will experience the beginning step of the Exit 45 renovation and development through water and sewer infrastructure improvements. (Lead Department = Utilities)

- Goal #9 - By 2026, the community will experience a grocery store and sit-down restaurant as part of the Exit 45 renovation and development.
- Goal #10 - By 2024, short-term water and sewer capacity will be available at the Prince George Industrial Area. (Lead Department = Utilities)
- Goal #11 - By December 31, 2025, (3) new businesses will be located at the Prince George Industrial Area
- Goal #12 - By December 31, 2027, (3) new businesses will be located at the Prince George Industrial Area
- Goal # 13 - By December 31, 2032, (4) new business will be located at the Prince George Industrial Area
- Goal #14 - By December 31, 2023, in a way that preserves the rural way of life and directs the majority of growth to the Prince George County Planning area, the County will revisit and update its land use ordinances.

Note: Those County Strategic Goals that have already been achieved are not listed above.

Structure

The Department Director and MR believe the Department's current structure is well positioned to achieve those (6) goals in the County Strategic Plan for which the Utilities Department has the lead and provide assistance toward the achievement of those (5) goals where Utilities is a supporting department.

Staffing

The recent addition of a Project Engineer is essential to the Department's success in implementing the current projects and will continue to be essential to future successes. Further, the approved Utility Inspector position will go a long way to inspect work on the current projects as they are built.

The current projects, when completed, will add significant infrastructure to be maintained. The projects will include larger pumps and more complex infrastructure than is currently in place. This new infrastructure will require training and will take longer to inspect than the current infrastructure.

The Director and MR believe that the current staff will not be adequate to maintain both the current infrastructure and the new infrastructure. A suggestion from the Director is to add one

(1) additional Utility Worker. This is specifically related to the infrastructure being developed as per the County Strategic Plan.

- ❑ MR recommends 1 Utility Maintenance worker be added when the current projects are completed – FY 26

Structure and Staffing to Achieve the Department's Goals

Structure

The Department does not have a strategic plan or the long-term goals that would normally reside in a plan. The Department's goals are project goals. A strategic plan would provide clarity regarding the results ratepayer customers could expect to experience as a consequence of the Departments' services and infrastructure. It would also go a long way to tell prospective commercial customers what they can expect in terms of water and sewer infrastructure to aid in their planning. Normal areas for measurable results seen in the Utility area would relate to water quality, infrastructure capacity to meet expected growth for residential and commercial customers, maintenance of infrastructure, cost to ratepayers, etc.

The Department does have a Master Plan that is scheduled to be updated by the summer of 2024 to coincide with an updated Comprehensive Plan. Currently, the Utilities Master Plan is out in front of the legacy Comprehensive Plan. This is a reversal of the normal sequence. Master Plans must take into consideration and be directly aligned to the Comprehensive Plan. (MR will discuss the Comprehensive Plan that is overdue for a revision in the Community Development and Code Enforcement Department Report.)

This report and recommendations for Utilities, as discussed earlier, lacks the information needed to base recommendations on solid performance and demand information. The following observations are based not on stated department goals as they are the insights gained in the information gathering effort.

Staffing

Staffing in Utilities is significantly concerning and complicated by the fact that current staff physically check on the 7 water stations twice each week and 27 sewer pump stations once each week. MR understands that the Virginia State Code requires daily checks on water stations. There may not be regulations regarding the frequency of sewer station inspections, but there are industry standards to inspect sewer stations on a daily basis. The Director believes that daily inspections for both water and sewer stations is the correct level of maintenance.

The risk of a water station going down is significant if a pump fails. It would take up to 1 year to replace a pump and could directly imperil the availability of water for customers. The cost of pumps continues to increase.

Though there are no State regulations regarding the frequency of sewer station inspections, the Director is very clear that the risk of a sewer station going down is real. If a sewer pump station fails, the result would be an overflow situation with significant environmental, human and economic impacts.

To be clear, the Department does not have a stated goal to inspect all stations on a daily basis. If that were the case, this gap in performance could be more readily understood and evaluated by the Administrator and Board.

The Director expressed serious concerns about the infrequency of station checks by Utility staff. To achieve daily checks on 7 water stations, the Director indicates that one (1) Water Works Operator would be required. He indicates that to achieve daily checks on 27 sewer pump stations 1 additional Pump Station Mechanic is needed. Note that the larger pumps coming online with the current projects will take longer to inspect.

MR observes the importance of the County achieving the State standards and to physically inspect all water and sewer stations on a daily basis. Commonsensically, the cost-benefit of staff conducting daily inspections compared to the cost and impacts of failures must be considered. This analysis would be very valuable for the County.

- MR recommends to achieve daily inspections of water and sewer infrastructure add the following positions:
 - 1 Sewer Pump Station Mechanic – FY 24
 - 1 Water Works Operator – FY 25

The Director indicates that the Utilities Supervisor position is needed both as a backup to the Operations Manager and also to allow the Operations Manager time to manage. As this bottleneck works its way upward in the Department, filling the Utilities Supervisor position in turn will give the Director the time he needs to manage and lead.

- MR recommends filling the Utility Supervisor position to ensure that the County's utility infrastructure is well maintained and so the Director can focus on management and leadership:
 - Utility Supervisor – FY 25

Structure and Staffing to Meet Increased Demand for Services

Structure

The Department Structure appears to be positioned to meet future and higher demand for services.

Staffing

As discussed earlier, the Department does not have reliable demand information for the next 2-5 years or beyond. MR cannot therefore project staffing needs based on expected increases in demand.

County officials have stated to us, and we have heard directly from businesses and residents in the strategic planning process that the County's failure to provide utilities infrastructure to meet demand already is here, de facto, the County is holding up development. The lack of strategic planning for Utilities is brought into focus with these missed opportunities. As the County assumes a 10% increase in population between 2020 & 2025, and another 10% increase 2025-2030, the Department will be hard pressed to catch up and keep up with the current level of investment.

Ongoing analysis and projection of demand for Utilities services and infrastructure is foundational to giving the Department and policy makers the information need to catch up and keep up with demand for water and sewer in the future. This represents a sense of urgency in strategically planning for utilities. A strategic plan will provide context and direction to the Master Plan process expected to be concluded by the summer of 2024.

The Director indicated that the Department believes when the current projects come online, a Meter Tech position will be needed to meet customer service demands.

- MR recommends adding a Utility Maintenance position after the current projects are completed - 1 Utility Worker – FY 26

Operations

Management

As in many of the Departments reviewed for Phase I, the Utilities Department has a lack of middle or senior management time available for management functions. For instance, the Department Director is doing the Operations Manager job because the Operations Manager is in the field most of the time. This lack of long-term investment in management capacity is observable across the County organization.

Because of the lack of sufficient operational staff and managerial positions, managers are spending time doing the operational work of subordinates and not spending time on management and leadership functions. Those management functions seeing little attention include strategic planning, operational planning, designing and analyzing performance

information to inform decision making, conducting oversight of operational and staff performance, reporting results and taking action in response, succession planning, keeping up on the latest developments in the field, providing proactive supervision and leading of staff, collaborating with colleagues in other jurisdictions. This lack of time to manage operations works itself upward to the Director level and is clearly observable in Utilities.

Services Identification

The Utilities organization structure is clearly divided by the areas of focus. The Table of Organization, however, identifies positions and not services, which makes it more difficult for others to understand what is being delivered. The specific services provided by the Department are not articulated due mostly to the absence of a Strategic Plan. This makes budgeting more of a general conversation about Utilities rather than funding of specific services, e.g., # water station maintenance inspections. This lack of clarity regarding the specific services received by customers also makes it challenging to measure and report performance, as well as more difficult to document the distribution of workloads among staff.

Succession Planning

The Utilities Department lacks succession planning. Two senior utilities workers will retire in approximately 2 years. Unless planned for this will create a significant gap in expertise. The department's recruiting efforts are not producing 20 & 30-year-olds. Virginia's stringent requirements are challenging recruitment efforts. The County and others are petitioning the State to allow for reciprocity with other states regarding those requirements. Loss of capacity and expertise, if not addressed, will impact future performance.

Workflow

The Director indicates that workflow within the Department functions well but is impeded by a lack of management and operational capacity.

MR Recommendations Summary - Utilities Department

Structure

- ❑ MR's recommendation is that the Department develop a Table of Organization that communicates the specific service areas within the Department (ex: Sewer and Water Operations, Infrastructure Project Management, Administration). This allows staff and others outside the department to see how the department is organized and what services are provided by divisions or programs.

Staffing

- ❑ MR recommends additional staff to achieve daily inspections of water and sewer infrastructure:
 - 1 Sewer Pump Station Mechanic – FY 24
 - 1 Water Works Operator – FY 25
- ❑ MR recommends additional staff to ensure that the County's utility infrastructure is well maintained and so the Director can focus on management and leadership:
 - Utility Supervisor – FY 25
- ❑ MR recommends 1 Utility Maintenance worker when the current projects are completed in FY 26
 - 1 Utility Worker – FY 26

Strategic Planning

- ❑ MR's Recommendation is for the Department to develop a Strategic Plan in FY24 (calendar year 2023). This will help the Department formalize utility and infrastructure-related goals to be achieved over the next 2-5 years, help it tell its story of achievements and challenges, and make a compelling case for resources to be able to catch up and keep up on infrastructure, make incremental and progressive changes in ratepayer bills and forecast to developers what they can expect in terms of future infrastructure investments. A Department Strategic Plan should include the following components:

- Strategic Issue Statements that communicate issues, challenges and trends that will have the greatest impact on the customers and the Department over the next 2-5 years
- Date specific and measurable Strategic Goals that the Department as a whole will achieve over the next 2-5 years
- A customer-focused Mission Statement
- Department Structure including Services, Programs and Divisions aligned and organized to best achieve the Department Goals and deliver day-to-day services to customers
- Purpose Statements and Performance Measures for each operational Program including Results, Output, Demand and Efficiency Measures
- Alignment maps that align County goals to a Department goal or goals (where appropriate) and Department goals to an operational Program or Programs within the Department.

Performance Measures

- As part of the strategic planning process, MR’s recommendation is for the Department to develop a realistic number of performance measures for all operational service areas including results, outputs, demand and efficiency measures. The information generated by these measures will facilitate operational, policy and budget decisions.

Budget

- MR’s recommendation is for the Department to create a 5-year infrastructure budget which is renewed each fiscal year. The infrastructure budget should be accompanied by a 5-year revenue projection, including sources.

MR’s recommendation is for the Department’s Operating Budget be matched with results performance measures so budget decisions gauge a level of performance to a level of funding.

This recommendation is in direct alignment with the County’s Goal to become a “Customer-focused and Performance Driven Organization,” and by FY27, to publish a performance informed budget tying a level of resources to a level of service delivery to a level of results.

Succession Planning

- MR's recommendation is for the Department, in coordination with Human Resources, to develop succession plans for the Director and key positions. This is especially important in Utilities as both Senior Utility Workers will retire in the next two years.

Communications

- MR's recommendation is for the Department to communicate its organizational structure within its Strategic Plan, the annual budget, its Annual Performance Report and the Department website.