



mejorando group

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## FINAL REPORT

January 4, 2021



# *Staffing Study*

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Submitted By:

Patrick Ibarra  
The Mejorando Group  
7409 North 84<sup>th</sup> Avenue  
Glendale, AZ 85305  
925-518-0187

[www.gettingbetterallthetime.com](http://www.gettingbetterallthetime.com)



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January 4, 2021

Jim Feuerborn  
City Manager  
City of Raymore  
100 Municipal Circle  
Raymore, MO 64083

Dear Jim:

On behalf of the Mejorando Group project team, I am pleased to provide the Final Report for the Staffing Study of the Parks and Recreation, Police and Public Works Departments.

The recommendations included in this report are designed to improve service delivery by providing guidance on staffing needs. These recommendations also address management and operational opportunities to maximize existing staff capacity, improve recruitment and development of city staff, facilitate data tracking and analysis, and foster a proactive work environment in the organization. Input and information provided by City staff formed the basis of these recommendations along with applicable industry standards and proven practices.

We are confident that the recommendations in this report will provide a useful framework for the City to address current and future staffing needs. Implementing the recommendations will require diligent management oversight, support from the City's elected officials, and close coordination with City staff.

Thank you for this opportunity to work with the City of Raymore.

Sincerely,



Patrick Ibarra  
Co-Founder and Partner



## EXECUTIVE SUMMARY

The City of Raymore is a constitutional charter city and political subdivision, duly created and existing under the laws of the State of Missouri. The City is approximately 18 square miles in area and is located approximately 23 miles south of downtown Kansas City. The present estimated population of the City is 22,611. A council/manager form of government leads the City of Raymore. Current city staff consists of approximately 106 full and part-time employees.

City leaders have adopted a **Vision** for Raymore which states:

*The City of Raymore is dedicated to being a Quality Community in which to Live, Work and Play.*

The **Mission Statement** to help guide decision making in the pursuit of realizing the vision is:

*In order to achieve this vision, the City will develop and deliver programs, policies, and services that enhance the lives of our citizens, employees, and visitors.*

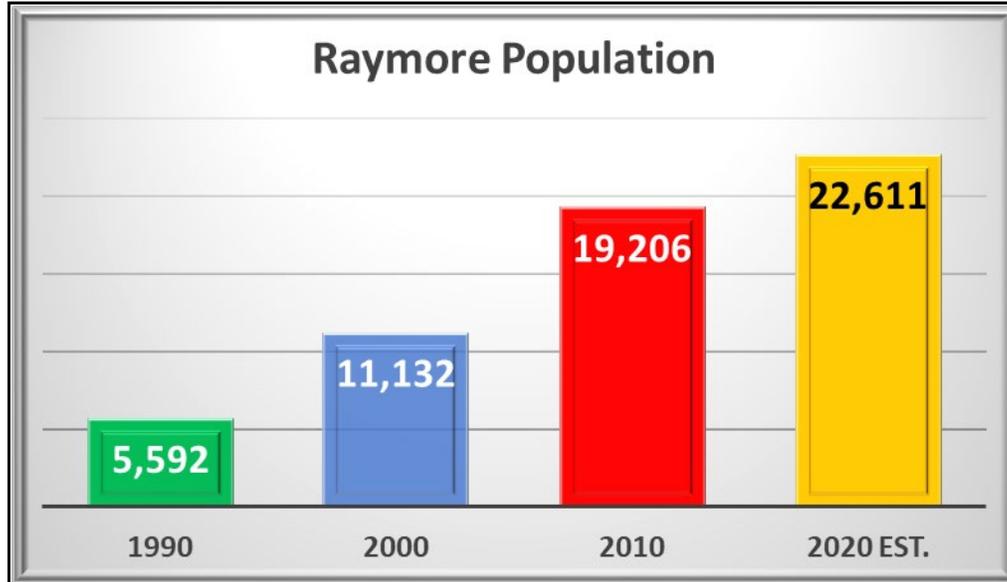
**Values** which serve as the foundation for executing the mission and pursuing the vision are:

- ❖ *Honesty* - We deal openly and honestly with citizens and all others with whom we meet and work.
- ❖ *Receptive and Responsive* - We remain receptive to our customers and respond to their needs.
- ❖ *Integrity* - We do what we say, and we mean what we do. We follow through.
- ❖ *Responsibility* - We manage our resources prudently and efficiently.
- ❖ *Sense of Community* - We are a community serving one another and promoting family values.
- ❖ *Leadership* - It is our responsibility to set direction and plan for the future of our community.
- ❖ *Partnership* - We work cooperatively with those who affect the Raymore quality of life.

The [community survey](#) completed in 2019 demonstrated high satisfaction by Raymore residents about public safety, streets maintenance and public works services, and availability and maintenance of parks. Respondents also identified infrastructure improvements and expanded police involvement in the community as two of their top five priorities for Raymore leaders to focus on during the next two years.

As captured in Figure 1, Raymore has experienced substantial growth and estimates are for this trend to continue.

Figure 1



Population has increased over 300% since 1990 and 17% since 2010. Growth generates both dividends and unintended consequences,

The current staff levels in each of the departments reviewed have remained unchanged since 2006. Since that time, the city population has increased from 15,530 to the 22,611 from above. Housing units in the city have increased from 6,138 to 8,766. There have been the expected corresponding increases in infrastructure, amenities and calls for service.

The Raymore community and organization are maturing and within that process there are benefits and challenges. Local government is a demand-based business. While not raising staff levels may have been fiscally prudent the last several years, the capacity of staff time devoted to both delivering services for an increasing larger population and maintaining infrastructure has created significant trade-offs.

During these times of unprecedented and disruptive change, leaders in local government must improve their ability to manage a perplexing paradox - how to stay focused on today's business while building tomorrow's. They use the instability of the present to build on and create organizations that are capable of continuous self-renewal in the absence of a crisis. Leaders must themselves, and develop in their employees, the ability to toggle between being responsive and proactive; this type of versatility is mission critical. The right approach to dealing with incoming change is to change *before* you have to versus change *because* you have to. Moving toward the future with a contemporary approach to managing the diverse portfolio of services and programs is imperative to ensuring the community's vision and potential are realized.

Periodic staffing studies allow the governing body and the City's management team to reflect on changes affecting the demand and level of services provided and to consider new and innovative solutions to meet the ongoing challenge of delivering high quality services in a fiscally constrained environment. When revenues are tight, statutory requirements along with strategic goals and priorities can offer a coordinated framework for determining the allocation of staff and other municipal resources. More and more, organizational structures are encouraging greater cross-training and interdepartmental coordination and looking for ways to reduce duplication of effort.

**Methodology.** First, the methodology used to conduct this study focused on collecting and reviewing data from the City of Raymore, including budgets, performance summaries, service levels, various planning devices, and other descriptive information on department operations.

Second, we gathered and analyzed information about proven/best practices from each department's professional association. These sources included the American Public Works Association, International Association of Chiefs of Police, International City/County Management Association and the National Recreation and Parks Association.

Interviews were held with the city manager, assistant city manager, human resources manager and the directors from the three departments involved in the study. The intent was to get an understanding of their operations and issues pertaining to staffing. Group interviews were held with employees from each of the three departments. Third, information was obtained from comparable cities identified in consultation with the City of Raymore to gauge staffing levels. The cities of Belton, Gladstone, Grandview, and Raytown served as the comparable cities for this study.

Staffing levels reflect City policy; Mayor and Council priorities for the mix and level of services provided are a major determinant of staffing levels. Observations by the consultant team did not find that excess capacity exists among the City staff. Accordingly, we do not recommend any areas where staff can be reduced. Our review did find several areas where additional staff are recommended.

In reviewing Raymore's staffing levels with comparable communities, it is important to remember that staffing levels vary based on such things as the policy decisions, citizen demands and the organizational and financial structure of each city. While we have taken these factors into account to the best of our ability, we recognize that there are differences in how each organization reports staffing and spending data that go beyond the scope of this study.

**Overall, the comparative data show that Raymore's staffing levels (focus was on field personnel) for all three departments, fall significantly below the corresponding staffing levels of the comparable communities, as well as below industry standards.** While there are variations in staffing and spending levels, we

believe that these variations reflect different policy directions with respect to the mix and level of services provided, decisions to outsource or enter into shared service arrangements with another entity and differences in how each community tracks and reports staffing and spending.

**Based on our review, we offer the following recommendations:**

- ☑ **Staffing levels.** Beyond immediately filling vacancies, based on demand for the range of services in each of the three departments and referencing staffing levels from industry standards and comparable cities, increases in staff levels are as follows:
  - Parks and Recreation – Phase in over a three-year period the addition of seven maintenance workers. In year one, add the position of Facilities and Event Coordinator.
  - Police – Phase in over a five-year period, the addition of twenty sworn Police Officers.
  - Public Works – Phase in over a three-year period, the addition of thirteen Maintenance Workers.

These additions of staff are rather large numbers and emblematic that rapidly growing communities like Raymore experience *capacity* issues as it relates to what city staff are investing their time, effort, and energy on to accomplish. As the demand for services increased, the supply of staff (and their time) remained the same.

The timing of a three- or five-year phase in approach should be determined by the City Manager in consultation with the Mayor and Council. Increasing staff levels also has a budget impact beyond wages, on items such as uniforms, equipment, vehicles, etc.

The increases in staffing for each department should be contingent on other recommended improvements being implemented simultaneously by department directors. These improvements are identified within the respective sections of this report.

- ☑ **Pursue accreditation.** Public Works is accredited by APWA (American Public Works Association) however the Parks and Recreation and Police Departments are not accredited. Pursuing accreditation generates several dividends, including updating department operations, policies, procedures and practices to comply with industry standards.

- ☑ **Report service levels** monthly and provide comparison to previous year for same time period and year-to-date totals. Also begin producing an annual report. Reports of these types serve several purposes including apprising elected and appointed officials about service levels and potential trends, marketing to the Raymore public about the value proposition the department's services and programs have on improving their quality of life, and as a means for employees to celebrate various accomplishments.
- ☑ **Modernize Talent Management practices.** The City's current approach to recruiting external candidates and developing employees needs immediate attention. The ability to recruit top talent is a difference-maker in improving services and organizational effectiveness. Each department must be proactive in building their own "minor leagues/farm system." Moreover, equipping workforce members with the skills and competencies required to be successful supervisors, managers and executives is mission critical.
- ☑ **Consider an update to the Classification and Compensation Plan.** Classification and compensation plans group positions on the basis of a uniform criteria (i.e., job duties and knowledge requirements). It then allocates positions to salary grades that reflect their relative worth to the organization. Salary grades will have corresponding salary ranges that are aligned with the external labor market

The City should consider examining its compensation philosophy to ensure it can successfully compete for existing and future employees. Classification and compensation studies review internal equity (pay relationships between positions) and external competitiveness (pay relationships with labor market competitors). This will help the City achieve human resources objectives such as employee recruitment, retention, pay satisfaction and containing labor costs.

- ☑ Engage a technology-based consultant to **create a City-wide Technology Master Plan.** Similar to other types of plans guiding land use, construction of facilities, acquisition of equipment and related budgetary matters, a Technology Master Plan serves to coalesce decision making about the role, use and timing of technology as an enabling tool to provide services. A unified approach will increase the likelihood that city services are being optimized.
- ☑ **Periodically assess the effectiveness of outsourcing services.** The decision to outsource services may reflect an opportunity to save money, to increase service levels and/or to increase customer satisfaction. Whatever the motivation for outsourcing services, it is important to periodically assess if contracted services are meeting the City's needs. The frequency of such assessments may vary; however serious concerns about nonperformance should be addressed immediately. Assessments should be coordinated with departments in charge of or affected by the contracted services with analytical support as needed.

The rationale for the recommendations is to help the City organization attain its next level towards improving the delivery of public services. Enhancing the effectiveness and efficiency of Raymore city government is not simply about adding or subtracting employees as a method to improve government efficiency. The operation of local government is not arithmetic, but more like calculus where there are many moving parts working independently and interdependently. Moreover, the City's role is as the primary enabler of the quality of life in Raymore. Obviously, the scope of that role is the focus of the governing body in their continued efforts to create a strong community.

## PROJECT METHODOLOGY

The City of Raymore retained the Mejorando Group to conduct a Staffing Study to determine appropriate numbers of personnel in targeted departments. These departments include Police and Dispatch, Parks and Recreation, and Public Works. The current staff levels in each of the departments to be reviewed have remained unchanged since 2006.

The major goal of the staffing study is to improve the delivery of services. This involves exploring ways in which the City of Raymore can go beyond its current standards and achieve a more effective mode of operations.

The outcome of the study was not only to analyze past trends and changes in service demands but also to anticipate future trends and changes. By analyzing the characteristics of the workforce and other resources needed to meet these changing demands, the City of Raymore can be better equipped to serve its customers. At the same time, it may reduce costs by recognizing areas that require fewer resources and by shifting existing resources to areas of growing demand.

Additionally, a well-executed staffing study will increase the City of Raymore's standing in the eyes of its citizens since the effort will demonstrate the City's commitment to excellence in service and fiscal responsibility. A study can be a tool to communicate with citizens and bring into focus the many services that the local government performs. Most citizens do not understand that their local government routinely delivers hundreds of separate services, and a staffing study can give credit to the staff for what they have achieved.

As a reminder, the scope of work was not designed to be an exhaustive, in-depth examination of each city department's operation. Instead, it was intended to explore those areas where resources – people, time, money, and technology – can be better aligned to ensure quality outcomes are achieved.

**Project work** focused on identifying, collecting, and analyzing relevant information obtained through:

1. Stakeholder interviews
2. Review of Relevant Resources
3. Comparable Cities

## STAKEHOLDER INTERVIEWS

Interviews with stakeholders were conducted to obtain perspectives about strengths and opportunities for improvement with respect to operations, services, and programs. This

research helped provide a more in-depth understanding of the issues affecting operations.

### **STAKEHOLDERS**

1. Jim Feuerborn, City Manager
2. Mike Ekey, Assistant City Manager
3. Shawn Aulgur, Human Resources Manager
4. Michael Krass, Director of Public Works
5. Nathan Musteen, Parks and Recreation Director
6. Jan Zimmerman, Chief of Police

Tours of each department's facilities were also conducted.

Three group interviews were held with a select number of city employees. Eliciting their input was valuable in calibrating other input obtained from other sources about similar topics.

### **REVIEW OF RELEVANT RESOURCES**

An extensive set of relevant documents were reviewed to enhance our comprehension of circumstances and understanding of matters discussed during interviews. The list of documents provided included:

1. Analysis of comparable City operations
2. Budgets – 2018, 2019 and 2020
3. Community Survey results (most recent)
4. Department specific information including service area, workload measures, type, and level of service, etc. for 2018, 2019 and YTD for 2020
5. Employee Performance Appraisal form (blank)
6. Inventory of software used and for what purpose by department
7. List of services currently contracted out.
8. Master Plans for Parks and Public Works (Roadway Preservation)
9. Organizational Charts
10. Strategic Plan
11. Summary of training attended by employees in 2019 and to date for 2020
12. Weekly and Monthly Reports
13. Workforce demographics – job title, age, and years of service for each department in the study
14. Workforce turnover – 2018, 2019 and YTD for 2020

The review of the aforementioned information helped establish a baseline understanding and relatively objective view of department service levels.

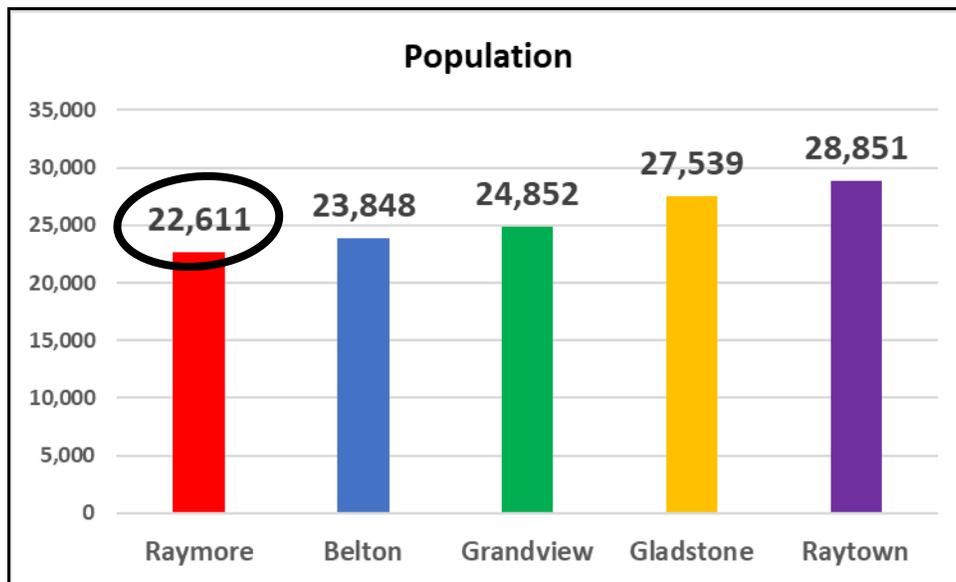
We relied on our public sector experience and also industry associations and research institutions for background information for this report, including:

- American Public Works Association (APWA)
- International Association of Chiefs of Police (IACP)
- International City/County Management Association (ICMA)
- National Recreation and Parks Association (NRPA)

## COMPARABLE CITIES RESEARCH

In addition to relying on the industry associations noted above, we conducted a benchmarking review of similar Missouri cities. As shown in Figure 2, the four cities selected for the benchmarking review ranged in population from 22,611 to 28,851 people and offered similar services to their residents.

**Figure 2**

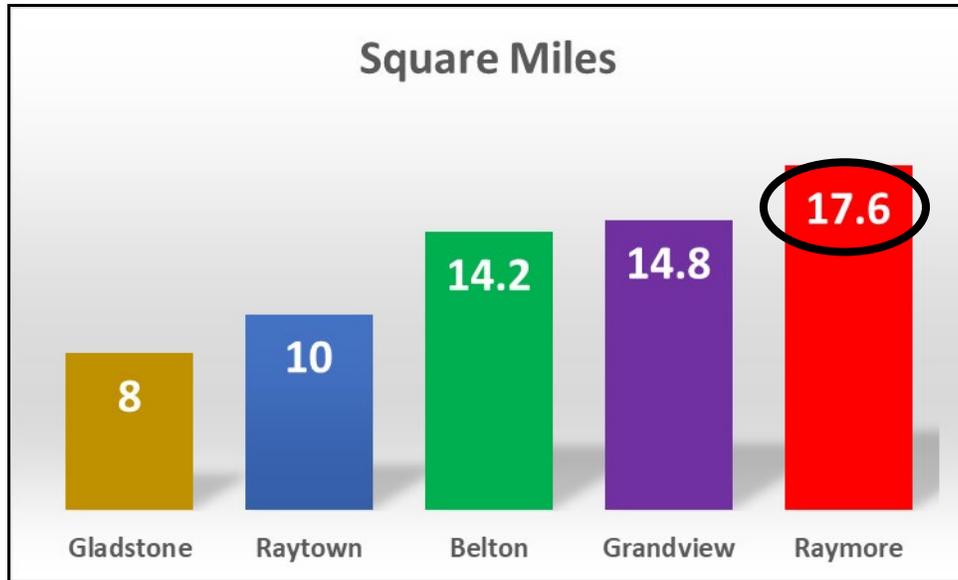


A review of comparable communities provides insight of how other governments are structuring their departments, services, and staff; often there are useful “proven practices” that can be gleaned from these peer reviews and utilized in framing recommendations.

Clearly, not all four cities selected are exactly the same as Raymore with regards to services, programs, staffing and workloads. However, the benefit of capturing data is for comparative purposes and to better understand the current deployment of staffing resources in similar size communities and organizations.

In reviewing the municipalities, the following information on Figure 3 is provided as a glimpse of how Raymore compares to other cities of similar population:

**Figure 3**



Square miles are a valuable indicator to consider as the size of a community corresponds to typical amounts of miles of streets, water and sewer lines, coverage area, number of parks, etc. all of which require maintenance and service delivery.

Throughout the course of the study, we interacted with members of the City staff. The Mejorando Group consulting team appreciated the professionalism and competence of the City's department directors as well as their dedication to serving the residents of Raymore. They were well prepared for the one-on-one meetings and provided information beneficial to the study. As a group, they conveyed a strong sense of the City's vibrancy and importance of providing a full range of services to Raymore residents.

We also appreciated the guidance and suggestions provided by Jim Feuerborn, City Manager and Mike Ekey, Assistant City Manager.

## Parks and Recreation

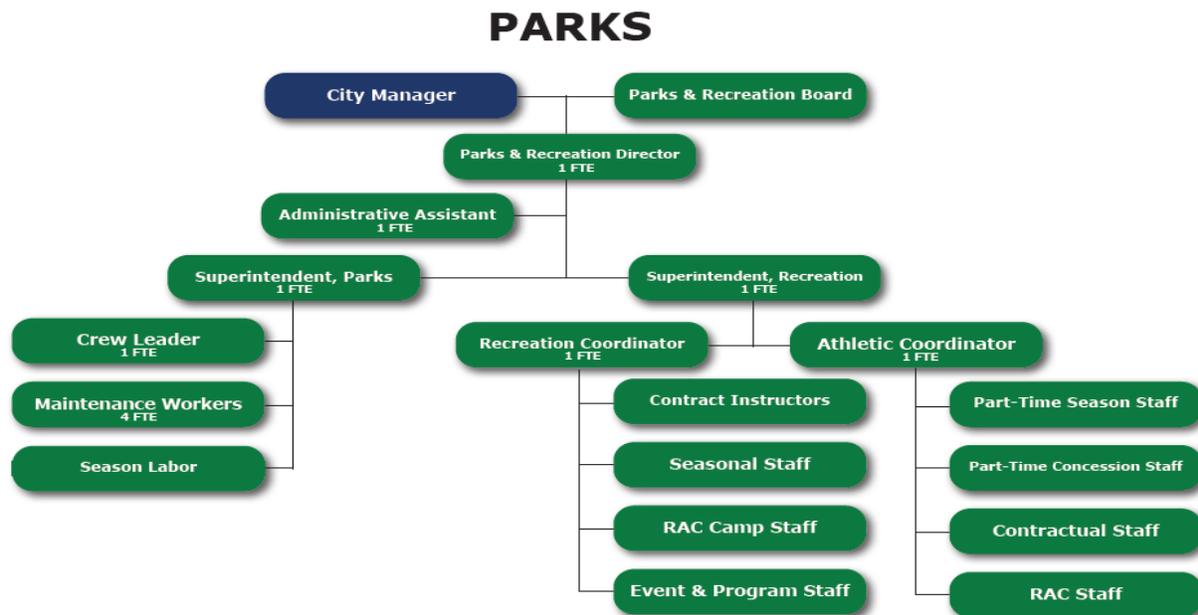
This section provides information for the Parks & Recreation Department. The Department has two major service areas: Parks Maintenance and Recreation.

As a general definition, parks and recreation are resources and services provided for the purposes of leisure, entertainment, and recreational pursuits. Resources may be public spaces and facilities like parks, nature preserves, open space areas, greenways, trails, and built structures for sport, recreation, or arts programs. Examples of services include recreation activity programs, athletic leagues, special events, arts programs, and environmental education programs.

Specifically, the Raymore Parks and Recreation Department, in conjunction with the Parks and Recreation Board, oversees the acquisition, development and maintenance of various parklands within the city limits. Management of park resources and maintenance of park properties within the city limits are delegated to the Parks Division of the Parks & Recreation Department. In addition, the Department is responsible for planning, organizing, and supervising a variety of recreation programs and special events for the benefit of Raymore residents and surrounding communities

The following illustrates the overall organizational structure of the Parks and Recreation Department.

**Figure 4**



- As the organization chart shows, the Parks Maintenance Division is staffed with one manager (Operations Superintendent), one working supervisor (Crew Leader) and four maintenance workers.
- The Recreation Division is staffed with one manager (Superintendent), one Recreation Coordinator, one Athletic Coordinator supplemented by several contractors, part-time and seasonal employees.

The following table provides a description of the primary service or functional areas, including workload and service levels.

<b>Parks and Recreation</b>	
<b>Characteristic</b>	<b>Description</b>
<b>Hours of Operation and Schedule</b>	<p>Parks crews work from 7:00 a.m. to 3:30 p.m. Staff are assigned 2 hours on Saturday and 3 hours on Sunday to remove trash from municipal parks.</p> <p>Recreation staff work 8:00 a.m. to 5:00 p.m. with flex hours to cover programs and events.</p>
<b>Coverage Area</b>	Responsible for 292 acres, a total of ten parks including developed parks and linear parks/trails, open space, a fishing lake, Centerview event center (9,400 sf), Raymore Activity Center (RAC – 16,000 sf) and a range of recreational programming.
<b>Statutory Regulations Governing Service Provision within Department</b>	The Park Board is responsible for oversight of the Parks and Recreation Department. This includes fiscal and policy oversight.
<b>Current Services Outsourced / Contracted</b>	<p>Capital projects/construction projects</p> <p>Pest control, HVAC, Electrical, Pond/Lake Maintenance, Equipment Service/Maintenance, Temporary restroom facilities, Hazardous tree work, athletic court maintenance, Christmas Tree storage and set-up.</p>
<b>Current Services Provided with, to or by another Governmental Agency</b>	Partner with the Arts Commission to provide events/festivals. Responsible for the maintenance of 2 School District fields. Work with various non-governmental agencies such as the volunteer youth sports associations and various festival organizers.
<b>Known Future Changes that will impact service area</b>	Ice Rink and Spray ground are in year one of operations and were not included in this budget.

	<p>Baseball tournament rentals have increased from 13 in 2019 to 30 reserved dates for 2021.</p> <p>Amphitheater events – numbers are increasing.</p> <p>Raymore Activity Center expansion.</p> <p>12-acre undeveloped Dog Park expected to be dedicated in 2021.</p>
<b>Technology Utilized</b>	<p>WebTrac for program registration and catalogue.</p> <p>Teamsidelilne.com (athletic scheduling software)</p> <p>Standard City software programs (i.e., Microsoft suite)</p>

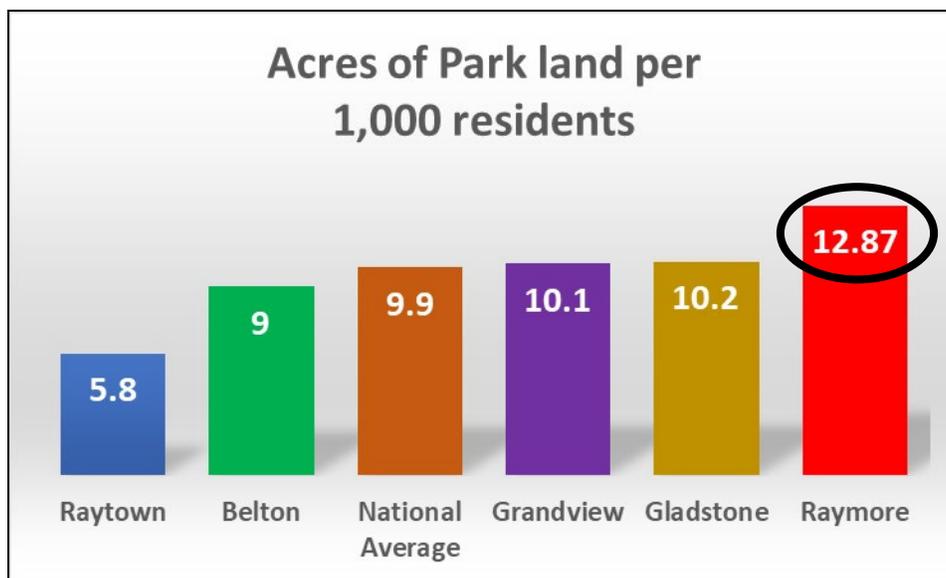
**CURRENT PRACTICES**

As is true with all government activities, the management challenge in parks and recreation services is to provide a high level of services by managing program operations efficiently and effectively with available financial resources. Parks and recreation service operations involves a dynamic combination of people, programs, and physical resources.

Effective leadership is a must for successful delivery of parks and recreation services. Boards and advisory committees provide one facet of that leadership; professional staff and volunteer workers provide another. Different types of personnel are required depending upon the nature of and organization of the system. Specialized positions typically require professional preparation. In some instances, certification is needed.

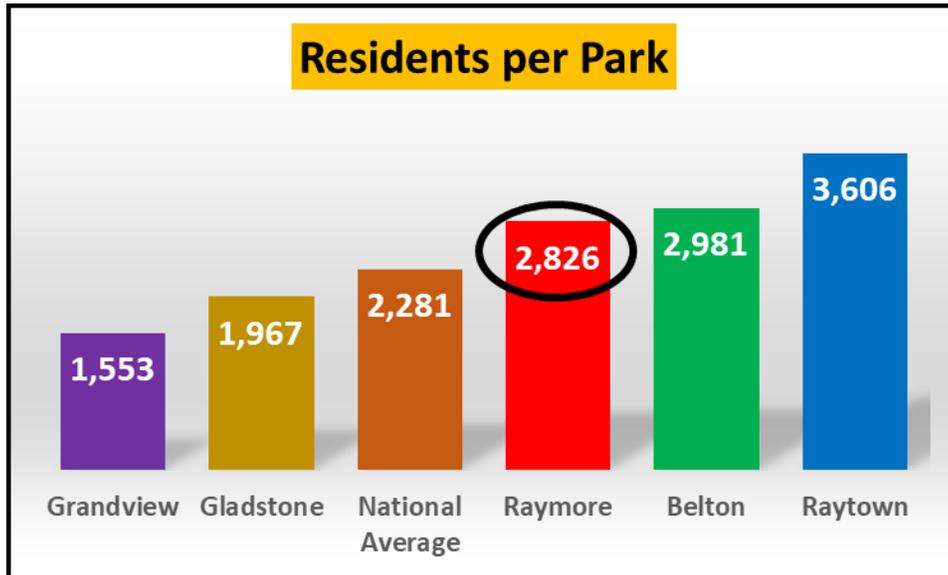
The portfolio for the Parks and Recreation Department is extremely diverse. However, since a large segment of their workload is focused on parks, the following comparison is provided. The national average is from research completed in 2020 by the [National Recreation and Parks Association](#).

Figure 5



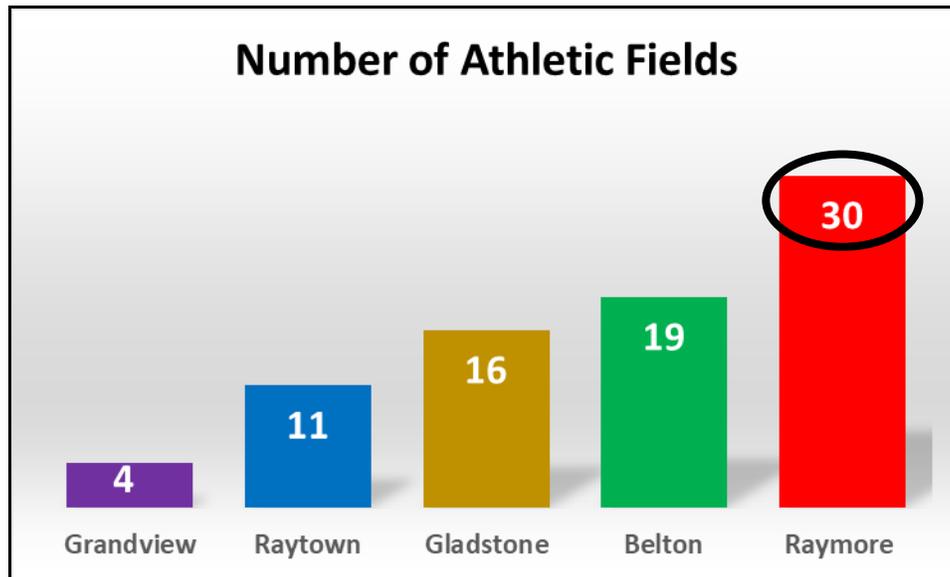
As shown in Figure 5, with 292 total acres of park land, Raymore has 12.87 acres of park land per 1,000 residents, Raymore offers significantly more than the National Average of 9.9 and the highest among the comparable cities. This is a testament to City leaders' emphasis on parks being a valuable aspect to enhancing the quality of life for Raymore residents.

Figure 6



According to Figure 6, the National Average for residents per park is 2,281 and for Raymore that number is 2,826. This is an instance where the higher number is not a positive indicator, as it translates to a larger number of residents per park when the goal should be to have fewer residents per park, such as in Grandview where that number is 1,553. As a reminder, Raymore has ten parks.

Figure 7

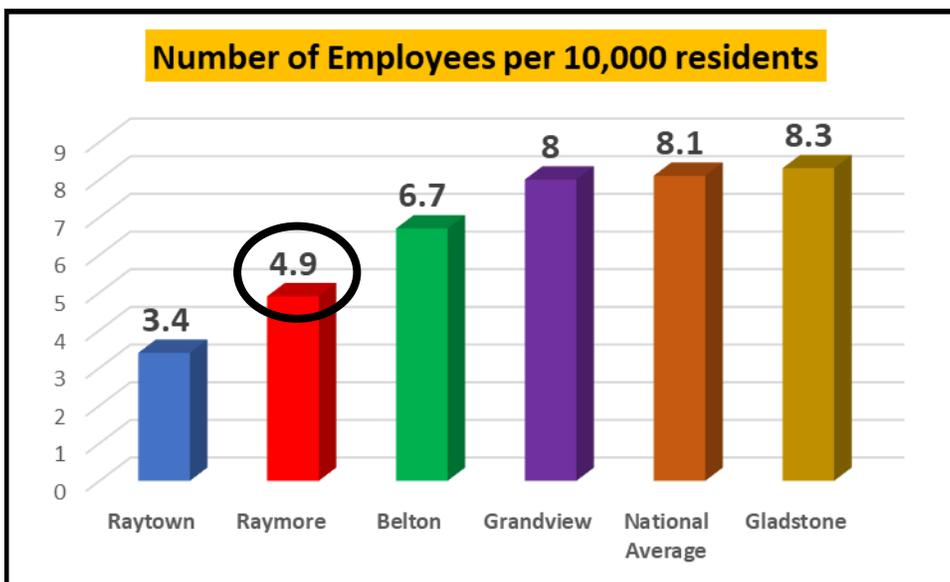


While no national average exists, Raymore has significantly more athletic fields than peer cities.

**Staffing and Service Levels**

The maintenance crew is comprised of extremely versatile members who toggle between the rich variety of services – both proactively and responsively - the department provides.

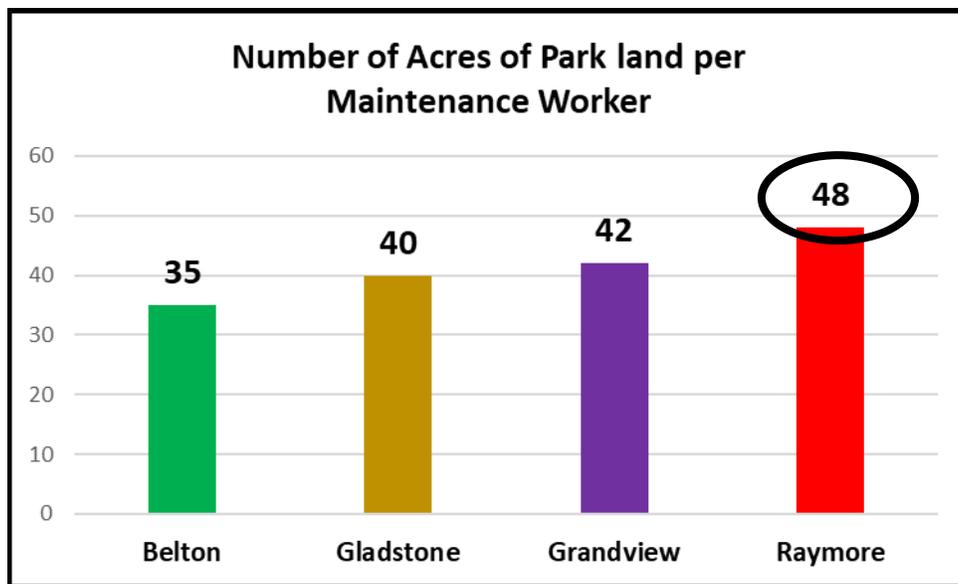
Figure 8



As per the above referenced in Figure 8 , the Parks and Department has 4.9 employees per 10,000 residents while the National Average is 8.1 as reported in the [2020 NRPA \(National Recreation and Parks Association\) Agency Performance Review](#) which contains data from 1,053 unique park and recreation agencies across the United States, as reported between 2017 and 2019.

The 2020 NRPA Agency Performance Review does not include “national standards,” nor do the benchmarks represent any sort of standards against which every park and recreation agency should measure itself. The reason for this is simple: there is not a single set of standards for parks and recreation because different agencies serve different communities that have unique needs, desires, and challenges. Agencies also have diverse funding mechanisms. For instance, if your agency has more workers per 10,000 resident’s relative to the “typical” agency, you should not necessarily shed staff to meet that benchmark. An agency with a larger staff may offer more hands-on programming because of the unique needs of the population it serves. Communities vary in population demographics; so too should their park and recreation agencies. Successful agencies tailor their offerings to meet the needs and demands of all members of their communities. Knowing the characteristics of the residents who use your agency’s resources — as well as the characteristics of those who may use those resources in the future (including age, race, and income trends) — is also a factor when shaping the optimal mix of facilities and services your agency offers.

**Figure 9**



Recognizing that not each of the parks departments from the three comparable cities provide the same types or levels of service, the information nonetheless helps provide a basis about workload. Raymore has 48 acres of park land per maintenance worker, the highest among comparable cities. No national average exists for this measurement.

The intent for sharing this data is to provide a comparison for Raymore with peer cities and national averages. As the numbers demonstrate, Raymore is substantially above the national average and comparable cities for Acres of Park Land per 1,000 residents at 12.87 and offers 30 athletic fields, the highest among comparable cities by a rather large margin but is below the national average for both Number of Employees per 10,000 residents at 4.9 and Number of Residents per Park at 2,826. As Raymore continues to invest in park facilities, specifically improvements, their use will increase and along with that higher use, there will be a commensurate need for more frequent maintenance and related services. Moreover, due to various COVID-19 restrictions, the use of the parks by residents and visitors increased, and that trend is expected to continue.

Since 2018, the Raymore Activity Center (RAC), Centerview Event Center and Hawk Ridge Park, all three spectacular community assets, have opened. Capital developments imply that additional monies will be spent on operations and maintenance. Yet there have been no increases in staffing for either the maintenance crews responsible for their upkeep or on the sales/marketing to promote Centerview to host events.

As Figure 10 shows, the number of Events held at Centerview increased from 2018 to 2019 and likely would have in 2020, but due to pandemic events were cancelled and bookings decreased. Considering the level of economic impacts to public venues, securing 337 events in 2020 was remarkable.

**Figure 10**

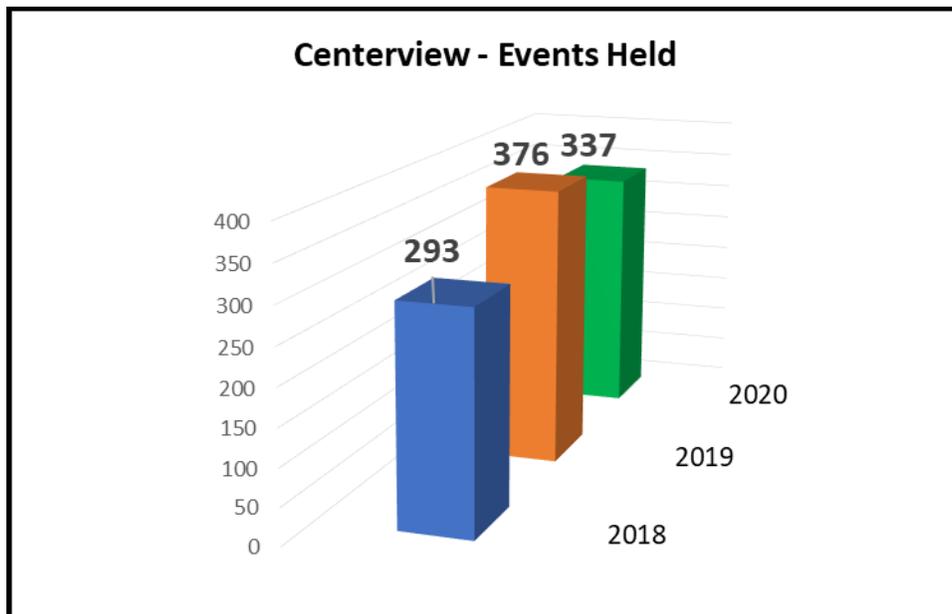
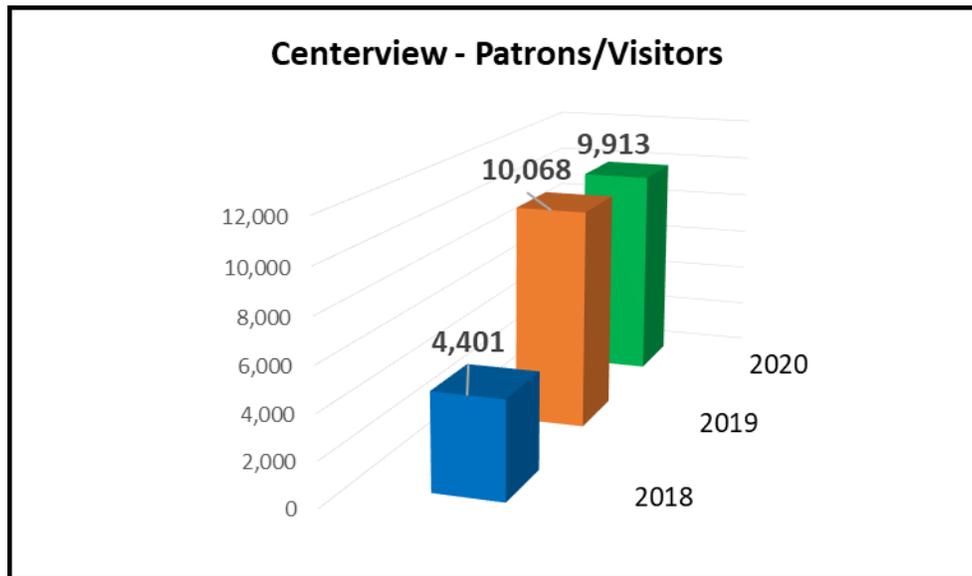


Figure 11



There is direct competition for Centerview with other venues in the general vicinity including three operated by municipalities:

1. Memorial Station – Belton
2. The Lodge at Ironwoods – Leawood (KS)
3. The View – Grandview

And nine privately operated facilities:

4. Meet Me on Main - Belton
5. 8th and Main – Grandview
6. The Beck Event Space - Harrisonville
7. The Martin Event Space- Kansas City
8. The Venue of Leawood - Leawood
9. The Stanley - Lee's Summit
10. The Barn at Riverbend - Peculiar
11. The Lumber Company - Peculiar
12. Big Iron Town - Pleasant Hill

Indeed, the competition among these venues will intensify in 2021 and beyond, as operators seek to make-up for bookings lost in 2020.

## Management and Planning

1. The Department utilizes a **Parks Maintenance Plan** to ensure parks and facilities are maintained to a particular quality standard. This includes levels of service that define the frequency with which maintenance tasks are to be performed.
2. A **work order system is not currently being utilized**, which made it difficult to identify the amount of labor hours per work activity (i.e., field maintenance, special event preparation, etc.). The Department has purchased “Dude Solutions” a computerized maintenance management system (CMMS) designed to help with maintenance management. A CMMS focuses on the creation, updating and reporting of data for maintenance, work, and equipment. It has not been fully operationalized.
3. The Department is **not accredited** by the National Parks and Recreation Association.
4. Various **planning devices** (i.e., Parks Master Plan-2005, Park and Recreation Implementation Plan-2007 and Community Trails Plan-2014) are used to guide decisions about park improvements, however the community has grown, and demand expanded since these plans were adopted.
5. **Goal setting** is set annually as a segment of the budgetary process and includes a performance summary of accomplishments for the previous fiscal year.
6. A **monthly report** (October 2020 report is below) of department activities and services is produced, however an annual report is not prepared.



**RAYMORE**  
parks & recreation

**MONTHLY REPORT**  
October 2020

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**Highlights**

- Recreation Superintendent Jimmy Gibbs participated in a live webinar for the CAPRA agency accreditation process hosted by the National Recreation and Parks Association.
- 30 young fishers participated in the Walter Buck Memorial Fishing Derby held on September 26th at Johnston Lake in Hawk Ridge Park. Overall, 71 fish were caught and released by the anglers and the top 4 participants received new fishing rods and tackle. 15 additional door prizes were awarded. Park Crew Leader Jeff Schmill and Recreation Coordinator Corinne Daut noted a new record: only Bluegill were caught and none were over 4 inches!
- The 2020 Raymore Farmers Market came to a close on September 29th. The market was held Tuesdays July through September, averaging 15-20 vendors each week at its new location on Municipal Circle.
- The Fall Movie Night featuring *Star Wars: The Rise of Skywalker* was shown on Friday, October 2nd outdoors on the Centerview lawn.
- Registrations for Tiny Flag Football classes maxed out at 40 participants.
- Park Operations Superintendent Steve Rulo noted park crews are adding landscaping improvements to T.B. Hanna Station. Fall plantings and new sod were also installed at locations throughout the park.
- Certified Arborist and Superintendent Steve Rulo and Parks Director Nathan Musteen met with the Tree Board in their regular meeting this week. They introduced new board member Dave Forster, outlined 2020 Tree City USA changes and talked about participation in the upcoming [Show Me Your Roots](#) event.
- Superintendent Steve Rulo has been in contact with American Ramp company about




7. **Employee Training and Certifications.** Staff members are cross trained in many areas of responsibilities and have attended a variety of training and professional development activities throughout 2019-20 including.

#### **General Trainings / Conferences**

- Athletic Business Annual Conference - Certified Youth Sports Administrator (1 staff)
- Kansas Arborist Association Annual Conference (2 staff)
- LDI - Leadership Development Institute, Missouri Parks and Recreation Association (1 staff) 2020
- Midwest Chapter ISA Arboriculture Conference (1 staff)
- Missouri Parks and Recreation (MPRA) Annual Conference (3 staff / per year)
- Missouri Parks & Recreation - Region 4 Mini Virtual Conference (1 staff)
- MPRA Legislative Workshop - (1 staff)

- National Recreation and Park Association Annual Conference (3 staff / per year)
- RecTrac - recreation management software. Upgraded software system & training (4 staff)

### Certifications

- Aquatic Facilities Operator (1 staff)
  - Certified Parks and Recreation Professional - (3 staff)
  - Certified Playground Safety Inspector - (3 staff)
  - Certified Youth Sports Administrator - (1 staff)
  - International Society of Arboriculture - Certified Arborist (1 staff)
  - Kansas Arborist Association - Certified Arborist (1 staff)
8. **Recruitment practices.** The job vacancy for maintenance worker has existed for several months. Mr. Musteen has recently created a clever and informative job announcement that has been posted on several websites and demonstrates that creativity and job announcements must converge. Additional recommendations on recruitment, hiring, and other talent management practices are provided on page 78 of this Report.

**CITY OF RAYMORE, MISSOURI**  
**Parks Maintenance Worker I**



Type: Full Time      Salary/Pay Rate: \$15.16      Posted Date: 12/7/2020

**Summary**  
If you like sports, the outdoors, power tools, tractors and equipment, hiking, fishing, food trucks and tons of other cool stuff, plus you want a job close to home with excellent benefits and a great future; you need to work for the Raymore Parks and Recreation Department.

The City of Raymore Parks and Recreation department is currently seeking highly motivated individuals who are passionate about serving the public and delivering the highest level of professional service as a Park Maintenance Worker I.

This position is key in making our parks the best in the area and looking great all the time. The Parks and Recreation Department provides first class facilities, programs and spaces for everyone to enjoy and we want you as part of our team. Take pride and build your future with us as we keep our parks and playgrounds looking great for our community.

Your work will directly impact the quality of life in Raymore as you prepare athletic fields for baseball, soccer and other sporting activities. You'll be part of the team that provides the Spirit of America Fireworks Event, the Mini Mud Run, Food Truck Events, the Annual Kids Fishing Derby and many more community events. What we do is essential and we want you to be a part of our team..

**A Little Bit About What You Will Do**  
Parks Maintenance Worker I performs a variety of landscaping duties; mows grass; plants flowers and shrubs; weed eats; edges curb lines; clears leaves, tree limbs and other debris from park areas; spreads and hauls ground cover, dirt, or mulch; sprays weed killer and fertilizer; prunes trees and shrubs; weeds flower beds; spreads grass seed; services irrigation systems; grooms ball fields; is part of the snow and ice removal team, etc.

Performs installation, maintenance, and upkeep tasks for various parks facilities, courts, fencing, and other structures; installs and repairs roofs on park buildings and structures; performs light plumbing and electrical repairs and installations; performs general construction; repairs and maintains parks, picnic or other public facilities; repairs sports equipment, such as basketball goals and tennis court nets;





9. **Use of the contingent workforce in Recreation** – The Department relies on a contingent workforce comprised of contractors, part-time and seasonal employees to providing recreational programming. The flexibility of a contingent workforce is ideal as demand for recreational services can be somewhat unpredictable.

## RECOMMENDATIONS

According to the NRPA, “the [coronavirus disease 2019 \(COVID-19\) pandemic](#) has shed an even bigger light on the essential role of local parks and recreation. In response to the COVID-19 pandemic, park and recreation professionals swiftly mobilized to keep parks, trails and green spaces open to support physical and mental health, while delivering vital services and programs to support the community. Park and recreation professionals are on the frontlines of the COVID-19 pandemic — *and will continue to be in the months and years to come.*”

With regard to parks and special use areas, Raymore Parks Operations maintains 292 total acres of parks, with a large segment being developed, maintainable space. Desired staffing levels can be benchmarked based on the type of park acreage maintained and what service levels are applied to that park acreage. By example, fully developed parks that receive very high service levels will require the greatest staff resources. Conversely, parkland with no facilities can receive minimal services.

Coupled with increased use at city parks and improvements to various parks scheduled for in 2021, is that the City has not reached build out population and acquiring parkland to accommodate future population may continue.

1. **Staffing.** Without detailed, crew-specific workload data linking work hours to tasks and amounts of work performed (e.g., acreage maintained at each park and time taken for this activity), various other measures can be used to determine the efficiency and effectiveness of parks operations. In an effort to create a rubric/framework for determining staff levels aligned with service demands and recognizing the NRPA information isn't the “gold standard” for staffing levels, data from the four comparable cities is provided for consideration.

Determining staffing levels is more of a craft than a science, and is developed by blending industry information, comparable cities, and internal service trends. As investment continues in amenities located at the parks, the recent addition of Centerview, RAC and Hawk Ridge Park (79 acres) and T. B. Hann Station (3 acres), along with higher number of visitors to the parks, increasing the number of Maintenance Workers is necessary to keep up with the demand for services and to ensure the investment in the public facilities is maintained.

In short, although it is not possible to quantify how and where the Parks Operations staff expends its time, it is circumstantially possible to state with a degree of certainty that there is an inadequate amount of time being spent on parks to maintain them at the level they require. There are certain efforts that can be made to alleviate this situation, including the installation of a CMMS and additional outsourcing. However, even if all of these were accomplished, the Division's staffing contingent of 6 full time maintenance workers. Consequently,

**we recommend the hiring, over a three-year period, of eight additional Parks Maintenance workers.** By the end of year three, the staffing level would be 7.9 employees per 10,000 residents, though that is factoring in today's population of 22,611, which will likely increase over the next few years.

The assignment/deployment of the additional maintenance workers would be decided by the Parks and Recreation Director as he may consider creating another position of crew leader along with other possible specialty designations such as Arborist. No ideal structure exists and should be determined upon further discussion by the Parks and Recreation Director with members of his staff along with consultation with the city manager.

Centerview event center is a magnificent community resource and to be fully utilized, especially considering the current circumstances related to COVID, it requires a full-time staff person with the primary responsibility of marketing it to prospective clients, hosting various trade shows, etc. Currently, these activities are among others that staff handle, but not exclusively the responsibility of any one person. As the saying goes, "these things don't sell themselves" and as an event center it is competing with other venues in the surrounding communities.

The **addition of a Facilities and Events Coordinator is recommended** and would be a prudent investment to ensure the optimal use of Centerview (i.e., events and revenue) and RAC. The person hired would promote and coordinate the use of Centerview and the RAC for private rentals, assembly spaces, civic organization functions and public venues for elections and community events. The Facilities Events Coordinator would assist facility users by giving tours, event planning and set-up, including the coordination of caterer's and other event needs. The position of Coordinator would be approximately \$78,000 per year, fully encumbered.

2. Revise as necessary the **Parks Maintenance Plan** to ensure parks and facilities are maintained to a particular quality standard. Use the new maintenance software program, Dude Solutions: Asset Essentials, to develop protocols and standard operating procedures for the new park amenities.
3. **Strongly consider pursuing the accreditation process.** While achieving the actual designation as being accredited validates the effort invested, that is less important than the improvements to operations, policies, and procedures realized in that journey. Continuous improvement is a mindset that galvanizes a group of people dedicated to raise their performance to the next level.

The National Recreation and Parks Association's (NRPA) Commission for Accreditation of Park and Recreation Agencies (CAPRA) provides quality assurance and quality improvement of accredited park and recreation agencies throughout the United States by providing agencies with a management system

of best practices. CAPRA is the only national accreditation of park and recreation agencies and is a valuable measure of an agency's overall quality of operation, management, and service to the community. Achieving CAPRA accreditation is the best way to demonstrate that your agency and your staff provide your community with the highest level of service.

### Benefits of Accreditation

#### For the Raymore Community

- Demonstrates that the department meets national standards of best practice.
- Recognizes the community as a great place to live.
- Helps secure external financial support and reduce costs for the community.
- Holds a department accountable to the public and ensures responsiveness to meet their needs.
- Ensures that all staff are providing quality customer service.

#### For the Department and Staff

- Provides positive public and political recognition.
- Proves to decision makers, stakeholders, and the public that the agency is operating with the best practices of the profession.
- Increases credibility and can improve internal and external funding.
- Improves overall operations and increases efficiency.
- Enhances staff teamwork and pride by engaging all staff in the process.
- Creates an environment for regular review of operations, policies, and procedures, and promotes continual improvement.

Pursuing accreditation should be not be interpreted as a deficit-closing strategy. Instead, it is an effort to capitalize on department strengths and remedy areas for improvement using the NRPA standards as the gauge.

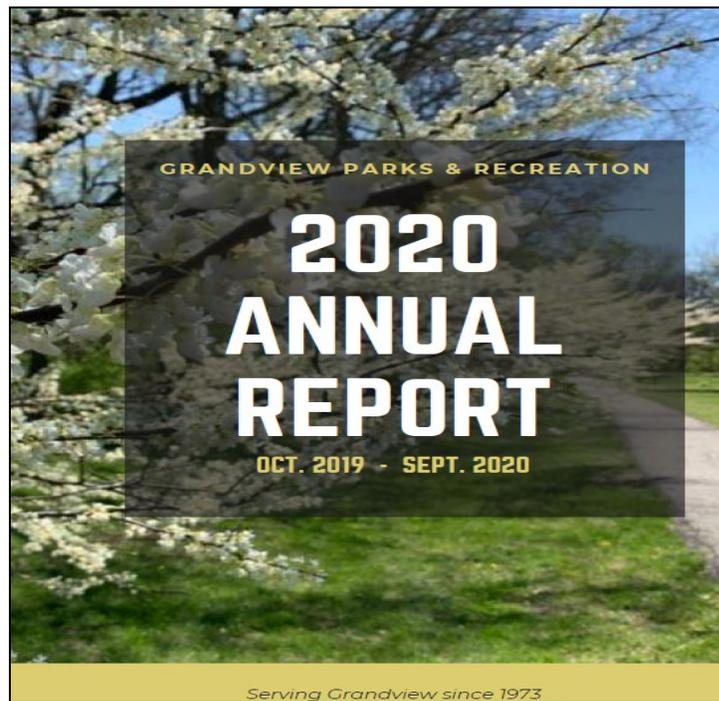
4. **Fully utilize a Computerized Maintenance Management System (CMMS).** As noted earlier in this section, the operations of this Department are hampered by not utilizing a computerized maintenance management system for planning, scheduling, and monitoring work activities. Scheduling work orders and monitoring workload is beneficial when analyzing service trends and determining staff levels.

Pursue the achievement of the department goal included in the 2020-21 Fiscal Year, to use Dude Solutions: Asset Essentials to revise the methods for work orders and repairs at Hawk Ridge Park, T.B. Hanna Station, Recreation Park, Memorial Park and other neighborhood parks and trails.

5. **Pursue the revision of various planning devices such as the Parks Master Plan.** Industry average for revising these types of planning tools is typically ten years. Raymore's Parks Master Plan was adopted in 2007 so a revision is necessary to reflect changing preferences by residents for recreational programming and park amenities.
6. **Revise monthly report** to include service levels for year to date and year to year comparison. Along with number of work hours by crew members for the various work activities (i.e., parks maintenance, special events, etc.). Also **create an annual report** that serves to reinforce the value proposition of the impact the department plays for enhancing the quality of life for Raymore residents.

The City of Grandview Parks and Recreation Department produce an Annual Report that includes a narrative description of this past year along with service levels such as patrons visiting splash park and workload indicators of mowing, facility improvements, fiscal trends, rentals, participation in programs such as personal training, youth sports, etc.

Under the guise of social marketing an Annual Report reinforces the value proposition about the value of parks and recreation have on the quality of life for Raymore residents. It also is an excellent mechanism to communicate to elected and appointed officials about the service level trends, workload volumes, etc. that can be references during discussions about policy matters, facility improvements and staff levels for the department.



## FITNESS & PROGRAMS

**46,453**  
USES OF THE FITNESS AREA AT THE VIEW

**41 LIVES SAVED**  
BY LEARNING HOW TO SWIM

**HOSTED 110**  
SENIOR PROGRAMS

**LIVE 20**  
VIRTUAL CLASSES OFFERED DUE TO COVID

**187** PERSONAL TRAINING SESSIONS COMPLETED

**842** PEOPLE ATTENDED GRANDVIEW PARKS & RECREATION EVENTS

**398** KIDS PLAYED YOUTH SPORTS

**532** TOOK LAND-BASED GROUP EXERCISE CLASSES

**7 TRIPS** ACROSS THE USA WALKED ON TREADMILLS

**547** TOOK WATER-BASED GROUP EXERCISE CLASSES

## MARKETING & COMMUNICATIONS

**12,816**  
FOLLOWERS ON SOCIAL MEDIA

**UPDATED THE GRANDVIEW PARKS & RECREATION MARKETING PLAN**  
(LAST UPDATED IN 2014)

**STARTED SHARING MORE VIDEO CONTENT TO CONNECT WITH OUR COMMUNITY.**

**1,727**  
AVERAGE DAILY FACEBOOK REACH (MINUS APRIL WITH THE VIRAL POST)

**MODES OF COMMUNICATION TO THE PUBLIC:**

- SOCIAL MEDIA
- E-NEWSLETTER
- QUARTERLY MAILER
- REACH TV'S AT THE VIEW & CITY HALL
- FLYERS
- BANNERS
- GRANDVIEW WEBSITE
- COFFEE NEWS
- KC PARENT MAGAZINE
- NEXTDOOR APP
- DIGITAL SIGN
- PARK MESSAGE BOARDS
- RAINOUT LINE

HAVE AN IDEA OF HOW WE CAN BETTER REACH YOU? TELL US!

**MONTHLY E-NEWSLETTER HAD AN AVERAGE OPEN RATE OF 43%**

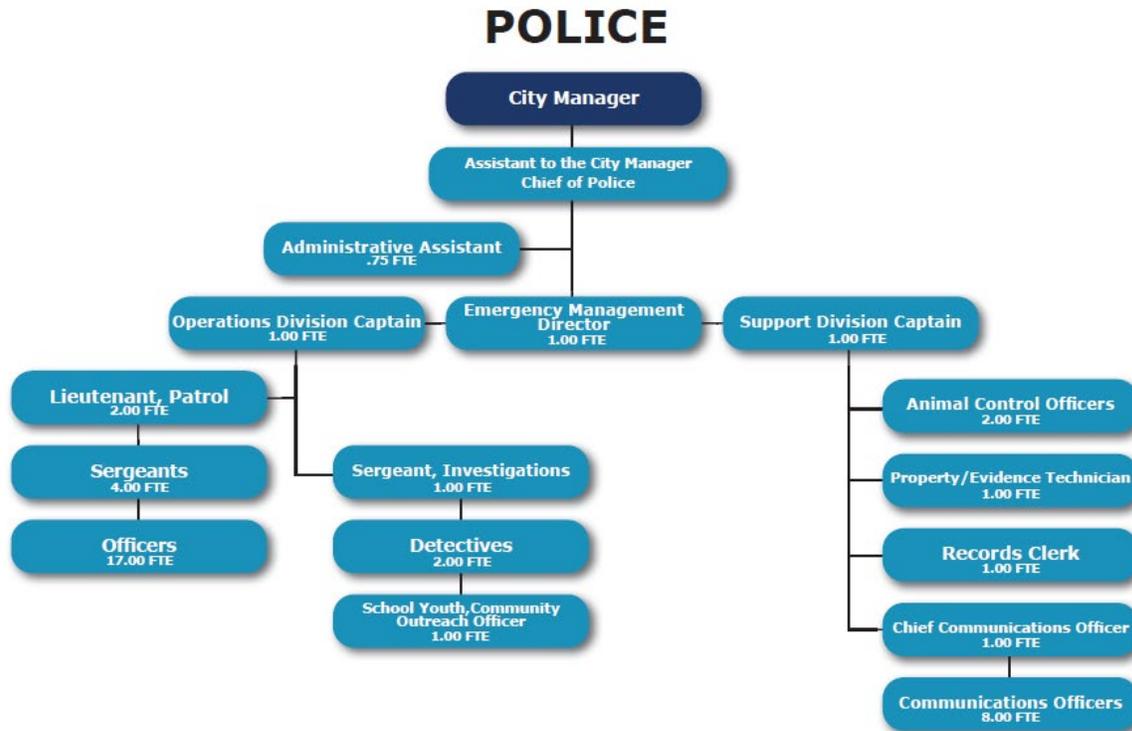
Category	Open Rate (%)
GVPK Newsletter	43%
Industry Average	15%

**OUR EASTER BUNNY PHOTOS WENT VIRAL!**  
REACHING OVER 4 MILLION PEOPLE AND SHARED IN 45 COUNTRIES!

## Police Department

The following illustrates the overall organizational structure of the Police Department.

**Figure 12**



The leadership and administrative oversight of Police Department operations is the duty of the command staff. This team is comprised of the Chief of Police, the Operations Division Captain, the Support Services Division Captain, the Support Lieutenant, the Operations Lieutenant, and the Emergency Management Director.

The Police Department performs its mission and goals by separating the organization into two divisions, Operations and Support Services, which are further divided into areas of expertise and staffed by specially trained personnel. Both Division Captains and the Emergency Management Director report directly to the Chief of Police.

The Police Department is charged with providing superior police service to the community 24 hours a day, year-round. This includes, but is not limited to, answering calls for service, conducting community policing activities, education and outreach, crime prevention, enforcement of local, state, and federal laws including traffic

ordinances, protecting persons and property within the city limits, investigating crimes, and assisting other law enforcement agencies and community partners.

The role of local law enforcement continues to evolve, based on shifting trends. Today police chiefs have a much broader role to play than his or her predecessor. Whereas the police chief of the past may have been a coordinator of police services, today he or she plays multiple roles. Fluctuating budgets, rising crime rates, changing service demands, political pressures, increasing citizen awareness and involvement, media scrutiny, and the growing threat of burnout are among the concerns that are forcing administrators to adopt a multifaceted approach to management, as are other factors related to modern crime prevention: the importance of community education and community participation in crime prevention activities; the diverse sociological tactics that are a part of the community policing model; and pressures posed to police integrity by changing social mores. All these considerations require a modern police chief to be broadly educated, professionally astute and up to date in order to achieve optimal effectiveness.

In order to be efficient, effective, and responsive within this environment, today's police chief must become involved in such activities as program evaluation and development, planning, policymaking, and staff development. The chief must replace his or her traditional police management techniques with communication and negotiating skills and must adopt an entrepreneurial approach toward developing new methodologies in service delivery. Moreover, the police chief of today must reconsider the very structure of the agency and its roles.

Comparing Raymore service levels with comparable cities was considered, but not incorporated into this analysis. A number of variables exist within communities and each department's policing strategies that to compare and contrast measures such as number of arrests, reports taken, alarm calls, etc. can create misperceptions such as higher numbers translate to more effectiveness and conversely, lower numbers interpreted as being less effective. However, service levels for Raymore, comparing year-to-year measures, are provided in this report, to demonstrate trends.

The **following provide a snapshot of police service levels since 2018**. In 2020, certain services have been reduced due to COVID 19 and the policy decision to reduce self-initiated activities by Police Officers. Service levels such as those presented in the following tables and graphs should not be evaluated that a higher number means better service and less is worse. In fact, police services are responsive types of services based on the demand for such services.

Figure 13

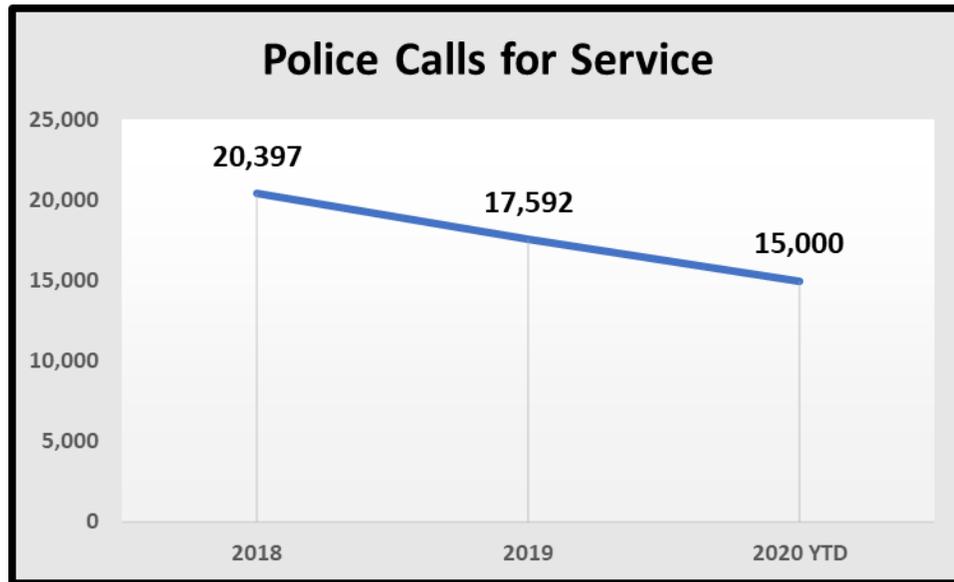
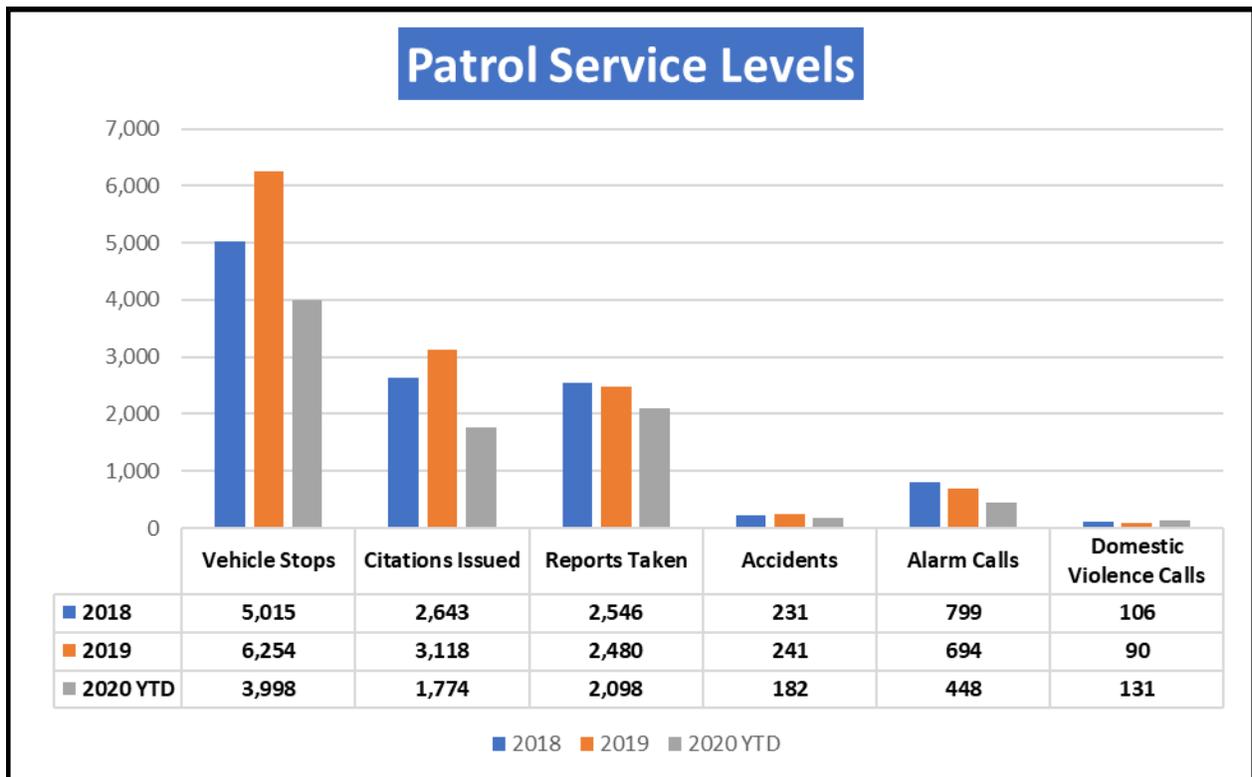
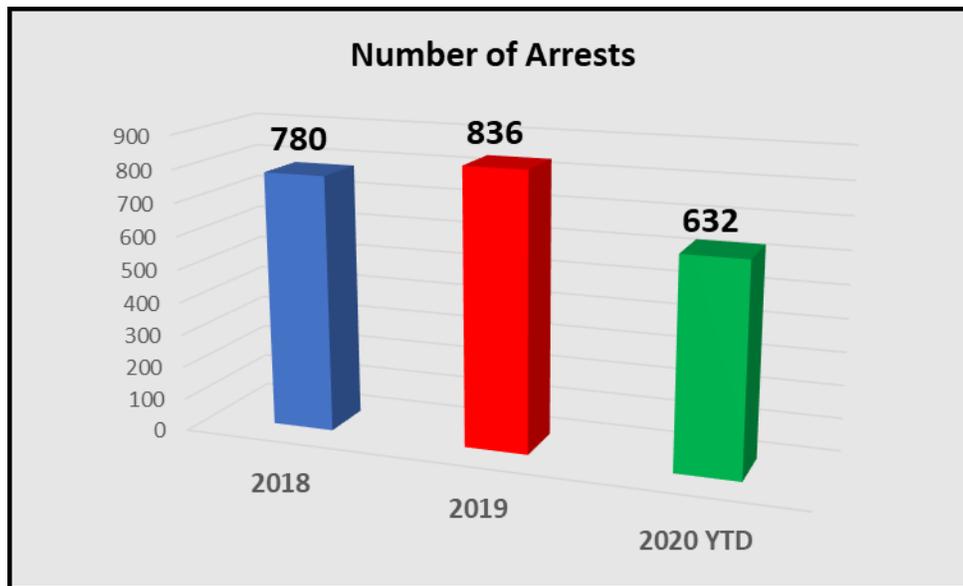


Figure 14



The number of Vehicle Stops may have declined due to the reduction of self-initiated activities by officers and that can have a commensurate impact on the number of Citations Issued and Reports Taken.

**Figure 15**



## CURRENT PRACTICES

### Analysis of Staffing Methodologies

Is there an objective standard for making determination on staffing levels? Should a Police Chief be using some form of performance metrics to make the request for additional staffing in addition to his or her professional opinion? The size and style of a police department and the types of services that it provides reflect the character and demands of that community. The challenge is to determine the appropriate allocation and deployment of officers to meet that demand. Once the personnel are allocated properly, the next question focuses on how they are “deployed.” The analysis that is necessary should attempt to build upon this discussion and answer the “how many” and “how to deploy” questions that are the essence of police operational and personnel resource decisions.

Police staffing models in the U.S. are generally determined by one of five common methods. Departments traditionally have used:

- Crime trends
- A per-capita approach
- Minimum-manning levels

- Authorized/budgeted levels (this appears to be the approach Raymore has historically utilized)
- Workload-based

#### A brief analysis of each model

- Crime Trends: As the police professionalized in the early 20th century, the primary goal of police operations became crime reduction. Crime levels and trends became the benchmark for police staffing. The more crime, the more police officers hired to combat this crime. On face value this approach seems appropriate, but in actuality it is an inefficient approach to staffing. When the police are ineffective at combating crime, this approach calls for adding more police. When the police are effective at combating crime, fewer officers are needed. Therefore, using this model essentially provides incentives for poor performance and disincentives for good performance. Additionally, crime rates are influenced by many other factors than just the response by the police. In fact, many criminologists discount the role of the police entirely when it comes to crime rates in a community. So, using crime rates to staff a police department is not the recommended approach. Fortunately, this model of staffing is rarely used anymore.
- Predetermined minimum-manning levels. Generally determined by past practice, policy, supervisory judgment, or a combination of the three, personnel staffing is set at a certain level. Typically, this approach is also used to determine the number of officers required to work each shift. Departments establish “hard” and “soft” minimums, wherein hard minimums cannot be breached without calling other officers in to work on overtime, and soft minimums occur where supervisors can use discretion to maintain staffing below a predetermined level. However, departments often memorialize these staffing levels in collective bargaining agreements and the staffing becomes part of the labor-management context and thus difficult to modify.
- Per-capita approach to staffing. Many police agencies have used their resident population to estimate the number of officers a community requires. The *per capita method* requires determining an optimum number of officers per person and then calculating the number of officers needed for the population of a jurisdiction. To determine an optimum number of officers per population—that is, an optimum officer rate—an agency may compare its rate to that of other regional jurisdictions or to peer agencies of similar size. Although it is difficult to determine the historical origin of or justification for the per capita method, it is clear that substantial variation exists among police departments.

Advantages of the per capita method include its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, are readily available and regularly updated. The disadvantage of this method is that it only addresses the quantity of police officers needed per population and not how officers spend their time, the quality

of their efforts, or community conditions, needs, and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers.

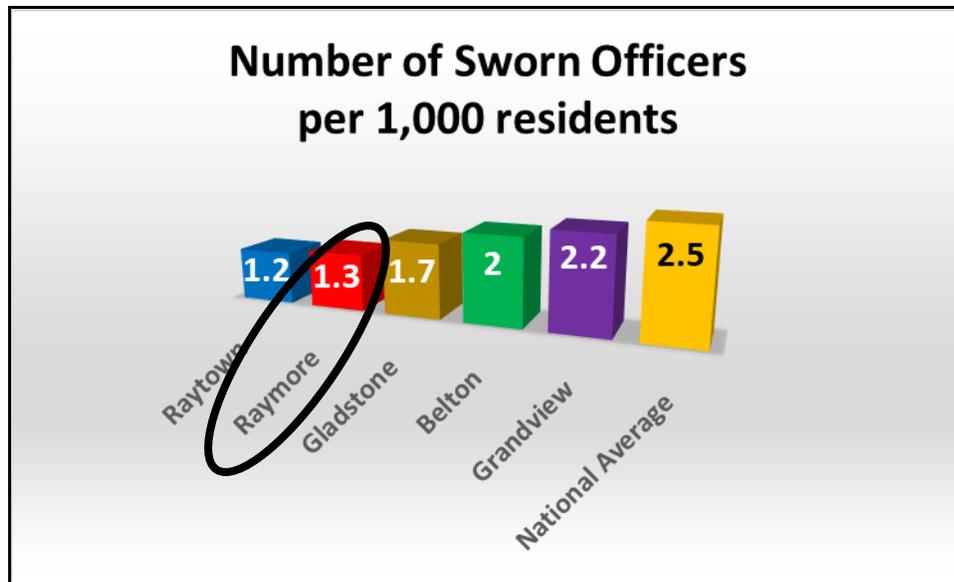
Per capita ratios do not account for the intensity of workload by jurisdiction. Crime levels and types can vary substantially among communities of similar population sizes. Per capita ratios also do not account for changes in population characteristics (such as seasonal fluctuations in tourist communities), or long-term trajectories of population growth and contraction.

The per capita method does not account for variations in policing style, service delivery, or response to crime (i.e., how police officers spend their time). Some police departments may choose to use non-sworn staff to perform some service functions. Others may choose a more community-oriented (with various forms of implementation) or traditional style of service delivery. Variations in how agencies choose to patrol their jurisdictions also have implications for staffing needs that are not reflected in per capita ratios.

Although the International Association of Chiefs of Police (IACP) does not recommend this method, IACP nonetheless publishes research on this topic. According to recent research the ratio of full-time officers per 1,000 residents ranges from 2.6 per 1,000 to 1.8 per 1,000, with an average ratio of 2.5 full-time officers per 1,000 residents. While the debate continues on the validity of this approach, many communities rely on this model to make staffing decisions.

Figure 16 is shown comparing Raymore staffing levels with four similar size communities and the most recently reported national average.

**Figure 16**



In order to reach the national average of 2.5 sworn officers per 1,000 residents, staffing would need to rise from the current level of thirty to fifty-seven, a 90% increase. If the level for Grandview of 2.2 is used, for Raymore to reach that average, twenty additional sworn officers would need to be added, thereby increasing from the current level of thirty to fifty, a 66% increase.

- Authorized/budgeted approach to staffing is a variant of the minimum-manning model. In this approach the city predetermines a specific level of staffing that fits within the budget of the community. Essentially, this is a “What can I afford?” model as opposed to one that is based on actual community needs. Again, this is a fairly common approach to police staffing, and it places the determination of personnel levels on the community’s budgeting process. It is also a fairly simple approach wherein the previous year’s budget is examined in context with the current financial situation and staffing decisions are made. The danger here is that staffing decisions can become politicized or predicated on an artificial figure. The ability of a community to pay for services in previous years, or a change in political administrations, is not necessarily a sound foundation on which to make police staffing decisions.
- Workload relies on actual levels of demand for police services and matches that demand with the supply of police resources. Typically, this approach relies on an examination of calls for service received by a department, and these calls are modeled to understand demand and supply. This approach also has shortcomings in that it relies almost exclusively on demand through 911 calls and ignores other elements of community demands placed on a department. In order to overcome these shortcomings, workload demands should be modeled and then placed in context with other operational demands facing the department. The result is a comprehensive assessment of workload through both calls for service and other sustained operational commitments placed on the department. This approach, however, requires a complex data analysis that is beyond the capacity of many police departments, but it nonetheless offers the most accurate and reliable predictor of police staffing levels.

## Staffing and Service Levels

### PATROL

**Uniformed patrol** is considered the backbone of policing. Officers assigned to this important function are the most visible members of the department and command the largest share of departmental resources. Proper allocation of these resources is critical to having officers readily available to respond to calls for service and to provide law enforcement services to the public.

The Patrol Unit has allocated staffing of four Sergeants and 18 Patrol Officers. This number does not include a current complement of reserve officers (former full-time

members of the department now employed elsewhere) available for call-in during special events and staffing shortages. The Patrol Unit provides a variety of services such as: 24-hour uniformed police presence, response to calls for service, completion of offense reports, performance of preliminary criminal investigations, enforcement of traffic laws, investigation of traffic crashes, prevention of criminal behavior through police presence and arrest of offenders for violations of city ordinance, state statute and federal law. Service is also provided through the maintenance of community policing and crime prevention programs, including the Citizen's Police Academy, School Youth/Community Outreach Officer, House/Neighborhood Watch, child fingerprinting and bicycle safety seminars, Raymore Fall Festival Crime Prevention partnership, prescription drug takebacks, presence at City special events, Crisis Intervention, and the Chaplain Program.

Several members of the patrol staff are specially trained to provide a variety of additional police services, including the bicycle patrol, crisis intervention, tactical team, accident reconstruction and computer voice stress analysis.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement and community policing. Patrol is generally the most visible and most available resource in policing and the ability to harness this resource is critical for successful operations.

There are **several key analysis points when considering personnel deployments for patrol units**. These include the volume of activity, type of activity, number of available personnel, geographic patrol boundaries and natural or man-made barriers, traffic patterns, and variations in CFS volumes based on month, day of the week, and time of day. One of the more common ways to evaluate personnel deployments, particularly as they relate to community initiated CFS demands, is to examine CFS response times. Although there are no specific national standards regarding response times, common Priority 1 response times (generally life-threatening and in progress events) typically range between 4-7 minutes. The next level of priority CFS, which generally involve immediate response needs, but those that do not fall into priority category 1, range from roughly 8-12 minutes.

## INVESTIGATIONS

Second only perhaps to patrol, the **investigative function** of any police organization is vitally important to operational and organizational success. The primary function of the investigations section is the follow-up and investigation of criminal cases, with the objective being the identification, apprehension, and successful prosecution of criminals, while providing high quality, professional, and compassionate service.

The Investigations Unit is staffed with one Detective Sergeant, two Detectives and the School/Youth Community Outreach Officer. The investigators are responsible for the investigation of criminal and juvenile cases, detection and arrest of criminal offenders,

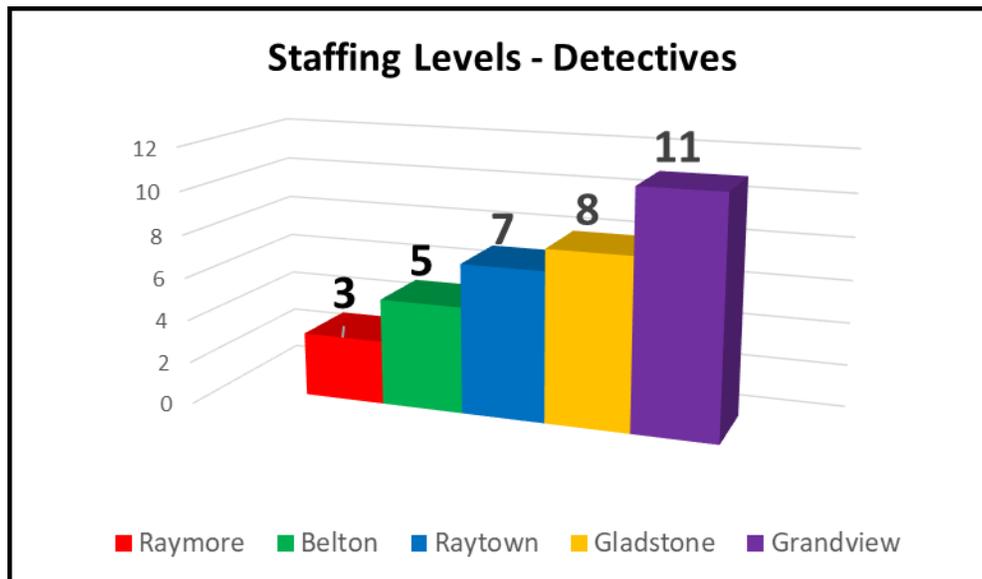
location of missing persons and runaway juveniles, recovery of lost and stolen property, proper conduct of fugitive extradition proceedings, and investigating conditions relating or contributing to criminal activity.

Determining appropriate staffing levels within the investigations is complicated. Understanding appropriate staffing levels for investigations units is difficult, because there are no set standards for determining such staffing levels. Each agency is different, and the myriad variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case, time spent on cases is not consistent among investigators, in some cases multiple investigators work on the same case, some supervisors are more attentive and close cases that are not progressing more quickly, different types of cases take longer to investigate, and various factors contribute to differences in determining which cases should be investigated, and which should be suspended or inactivated.

According to recent research released by IACP, based on a normal work schedule, investigators are scheduled to work 2,080 hours per year. However, negotiated leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off, mean that in actuality, investigators are available to conduct work assignments for about 1,600-1,700 hours per year. Similar to patrol workloads, the number of actual hours available for investigators is an important consideration in determining staffing needs.

As Figure 17 shows, Raymore ranked last among comparable cities with the least number of assigned detectives/investigators.

**Figure 17**

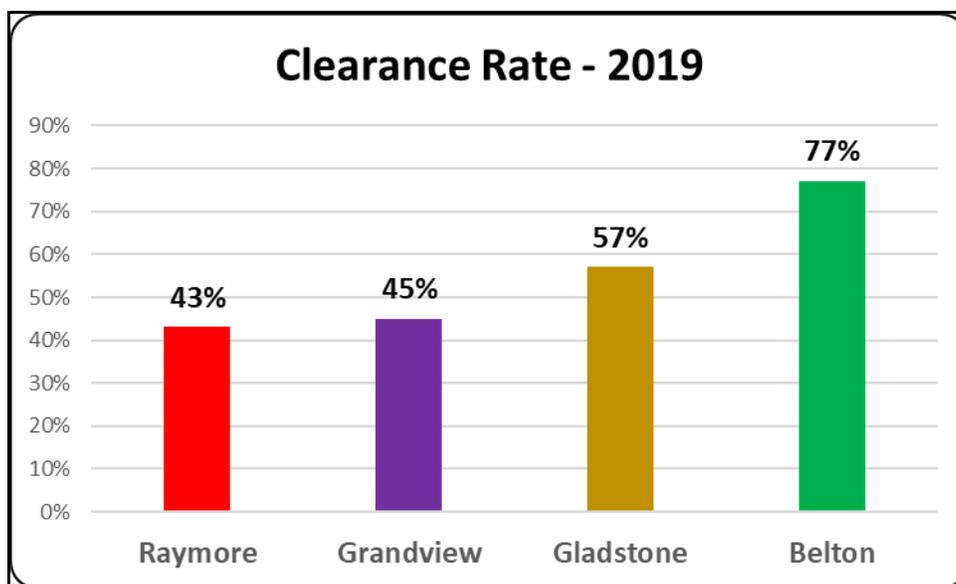


The changing nature of crime has dramatically reshaped criminal investigations. In the past, detectives responding to a crime scene could focus almost exclusively on securing

and collecting physical evidence and interviewing witnesses. Now, in addition to those activities, investigators must also attempt to secure and access smartphones, review social media accounts of victims, suspects, their friends, relatives, and others, and review nearby video cameras and any other devices that may be associated with the victim or suspects.

While preventing crime is crucial to law enforcement agencies, solving crimes is as important. Solving crime results in prosecution of offenders, which not only prevents future crime, but it also provides much-needed closure to crime victims. The clearance rate is the relationship between reported crimes and persons arrested for those crimes. It is an important measure of the overall effectiveness of a police department and an important measure of the performance of an investigative unit in a police department.

**Figure 18**



No national standard exists for clearance rates.

## COMMUNICATIONS

The Communications Division serves as the Public Safety Answering Point (PSAP) for the Raymore Police Department (RPD), Peculiar Police Department (PPD) and South Metropolitan and West Peculiar Fire Protection Districts. The dispatch/communications function is a vital component of an effective law enforcement agency. 911/dispatch operators serve in two primary roles: (1) answering 911 and non-emergency telephone calls, and (2) radio dispatch duties. In the case of RPD, all full-time personnel are cross trained in both roles. In addition, the members of the Communications Unit are responsible for the operation of local, state, and federal computer database systems, which provide information regarding driving records, vehicle registration, warrants and

homeland security communications. Members of the unit are also specially trained to provide emergency medical dispatching services as needed.

Often the first point of contact for a citizen seeking assistance, 911 operators play a significant role in setting the tone for the community’s attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens and officers alike. And for crimes in progress, their work substantially affects the chances of apprehending criminals.

The Police Department Communications Unit has allocated staffing of one civilian Communications Supervisor, eight civilian Communications Officers, and several on-call positions.

Call volume depicts the distribution of calls, as well as the numbers for each agency:

**Figure 19**

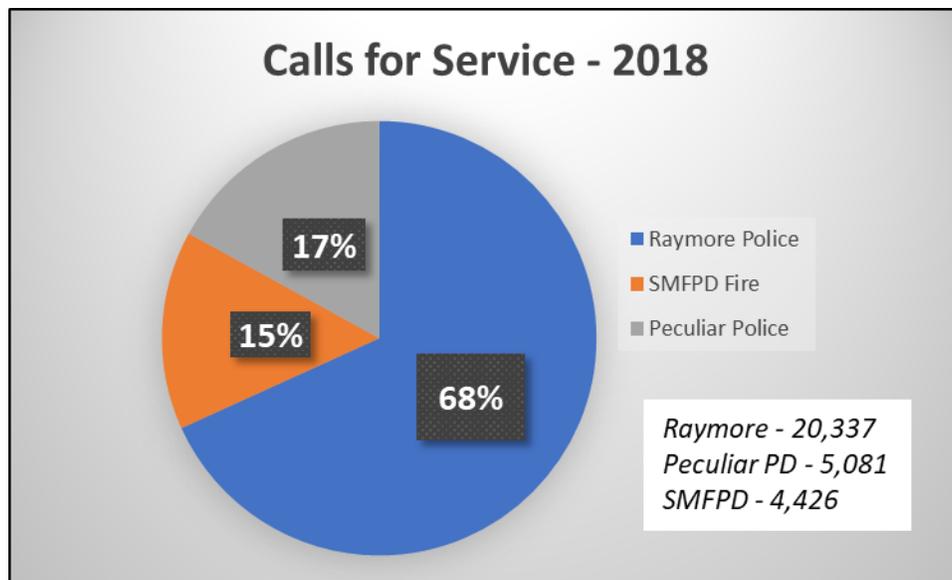
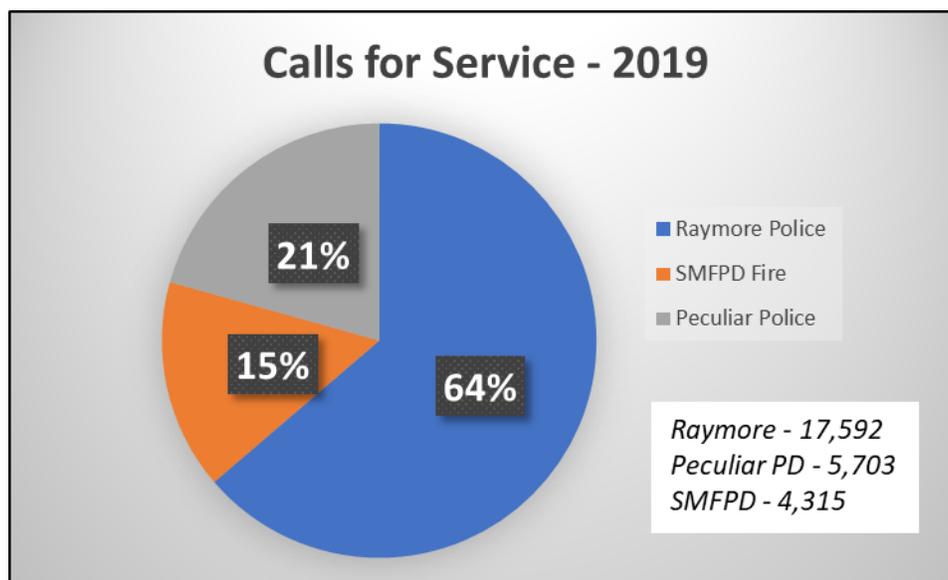


Figure 20



Staffing levels among the peer agencies is comparable, ranging from seven (Raytown) to nine (Raymore). A trend that has been present for some time, across the nation, is the level of turnover among dispatchers, which for some agencies, like Raymore is very high. In the last twelve months, five of the nine positions have turned over. Rotating schedules and stress associated with these positions, can be extremely challenging even for the most seasoned veteran. The position of 911/Dispatch operator involves challenging and stressful duty. Finding qualified applicants who can complete the rigorous training program required to perform these duties is a struggle. Only one employee in Communications has been with the City of Raymore more than 3 years of service, with three having started in October of 2020.

**Information gathered from exit interviews should be examined to identify factors leading to what is referred to as avoidable turnover and efforts to mitigate those factors, should be implemented.**

A further examination into Communications should include an evaluation of Call/Workload Demands including Call Volume by day and time, Work Schedules, Minimum Staffing levels and Role of Technology. A report providing an analysis of these factors along with recommendations, should be provided by the Police Chief in the 1<sup>st</sup> quarter of 2021. Also, call volume reports should be provided as part of the Police Chief's monthly report being recommended in this report.

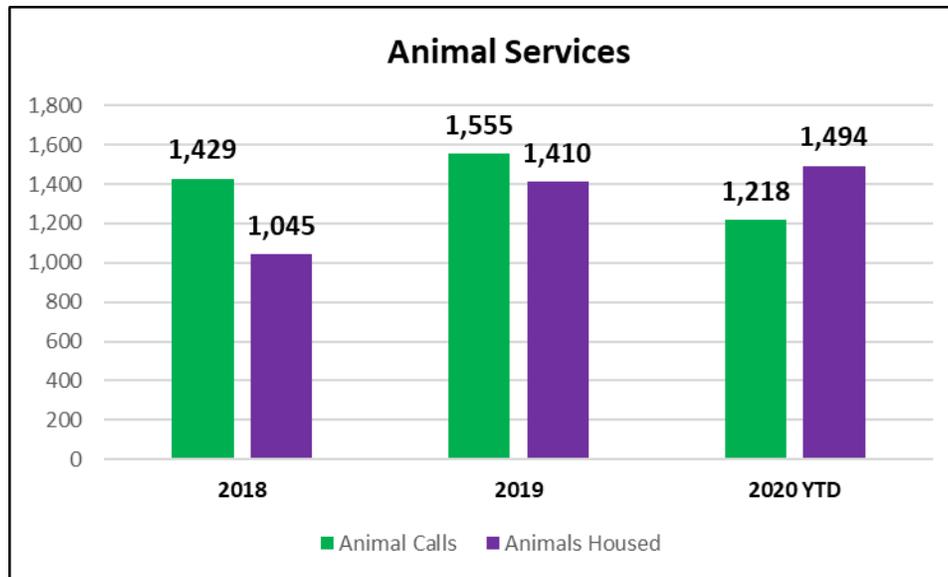
## ANIMAL CONTROL

Two full-time employees are responsible for the coordination of all animal control activities within the city limits of Raymore. Assigned personnel ensure public safety and

animal welfare by providing quality animal control of domestic and non-domestic animals within the city limits. This includes but is not limited to response to calls on animals that are wild, stray and those running at large, issuance of citations, care of animals and shelter upkeep, adoption, pet vaccination, licensing, and micro-chipping.

Service levels are based on the number of Animal-related calls and Animals housed.

**Figure 21**



## Management and Planning

Observations about other factors related to staffing and service levels:

- 1) The Police Department is **not accredited** by CALEA nor the Missouri Police Chief's Association. CALEA, which stands for the Commission on Accreditation for Law Enforcement Agencies, is the international authority on law enforcement standards. The Commission offers several prestigious credentialing programs for public safety agencies, including Law Enforcement, Public Safety Communications, and Public Safety Training Academy Accreditation.
- 2) Included in the **annual budget are goals for that fiscal year, along with a performance summary of the previous year.**
- 3) As a means to communicate police service levels and calls of note, **Chief Zimmerman prepares a Weekly Report** she submits to the City Manager.



## RAYMORE POLICE DEPARTMENT

INTEROFFICE CORRESPONDENCE

**TO:** Jim Feuerborn, City Manager  
**FROM:** Jan Zimmerman, Chief of Police  
**DATE:** December 21, 2020  
**SUBJECT:** Weekly Report

**Patrol Division**

204	911 Calls received in Dispatch	0	Violent Crimes
381	Raymore Police Calls for Service	12	Property Crimes
122	Peculiar Police Calls for Service	3	Domestic Violence Calls
46	Raymore PD Reports taken	6	Vehicle Stops
9	Alarm Calls	15	Citations Issued (all types)
85	Fire/EMS Calls dispatched for SMFPD	7	Motor Vehicle Crashes
26	Fire/EMS Calls dispatched for WPPFD	27	Total ACO Calls
2:47	Average Response Time	27	Animals Housed
27:35	Average On-scene Time	0	Animals Euthanized

**Calls of Note:**

- On 12-18-20, the Police Department responded to Gunner's Firearms in the 400 block of Pine Street in regard to an alarm from that location. It was determined that someone had attempted to enter Gunner's using physical force, but apparently no merchandise was taken. The case is under investigation.
- The Police Department arrested 4 people this week on 13 outstanding warrants. Jurisdictions represented were Raymore, Grandview, and the Missouri State Highway Patrol.

**Emergency Management**

1291	Total Confirmed Covid-19 Cases (Since March 13th)
61	Active Cases Currently in Raymore
2	Long-Term Care Facility Active Cases
Unkn	Current Confirmed Covid-19 Cases Requiring Hospitalizations (Raymore Residents)
48	Overall Cass County Deaths
16	Deaths of Raymore Residents
↓	Overall Trend of Active Cases in Raymore

Providing timely information such as that included in the Weekly Report can prove beneficial, however historical (e.g., year to year data) and Year-to-Date information is not captured to provide context and communicate potential trends.

4) **Training** occurs at several levels within police agencies and is recognized as an ongoing segment of the department members' role throughout his or her career. The most common training levels includes a) Recruit; b) Field; c) In-service; 4) Specialized; 5) Supervisory; and 6) Management/Leadership. Members of the department attend a range of training with the goal of meeting or exceeding the minimum POST requirements of 24 hours per year. Other specialized trainings attended by members include:

- Field Training Officers - eight officers trained
- Instructor Development training - numerous officers and command staff trained as instructors in various areas

- MULES (Missouri Uniform Law Enforcement System) Certification to perform operations in the MULES system
- National Child Passenger Certification Training to install car seats for the public-several officers certified
- Naloxone (Narcan) training
- Crime Scene Investigations and Training
- CJIS Security Awareness Training
- FEMA Incident Command Training
- Four out of five Command Staff are graduates of the FBI National Academy-have the opportunity to attend refresher training bi-annually (leadership topics)

As commonly practiced in departments the size of Raymore's many officers wear a "number of hats" as it were and are certified or instruct in certain areas and must attend training to maintain their certification. The level of annual training required for those officers is dependent upon the type of certification.

- National Law Enforcement Training Center-Defensive Tactics training - two instructors that attend yearly training to maintain certification
  - Computer Voice Stress Analyzer Advanced Examiners Course Training - two Command Staff level officers certified
  - Drug Recognition Expert – one certified officer
  - Firearms Instructors – three certified
  - Bicycle Patrol Officers - two officers certified, one is certified as an instructor
  - Breath Alcohol Instrument Testing officers - two officers certified by Missouri Department of Health to maintain instrument certifications and to train other officers
- 5) Challenges continue nationwide for law enforcement agencies to **recruit new sworn officers and communication officers**. These include the changing social perception about the role of those serving in law enforcement, internal hiring standards (i.e., educational requirements, disqualifying behaviors, etc.), the rising incidence of post-traumatic stress disorder (PTSD) in recently discharged military veterans, generational/workforce demographic changes, along with several other factors.

According to IACP's (International Association of Chiefs of Police) report, [The State of Recruitment: A Crisis for Law Enforcement](#), "if agencies are unable to recruit new officers to replace those who have retired or otherwise left the law enforcement profession, it will significantly increase the strain on police organizations and officers. As vacancy numbers increase due to the inability to fill positions and as more officers continue to become eligible for retirement, existing officers are becoming overworked and burned out. At a time when the importance of officer mental wellness is more widely recognized, powerful efforts to recruit, hire, and retain officers become increasingly important. Law enforcement agencies need to thoughtfully amend recruitment and hiring practices without lowering the standards for officers that their peers and communities have come to expect."

An in-depth examination of existing hiring practices was not completed for the purposes of this study. However, one area that is worth noting is the web-based outreach presently used for recruitment. The current webpage for the Police Department does not list any information about careers with the department nor about the hiring process. Under [City Jobs](#), the following is provided:

**Find City Jobs**

## Police Officer

**Type:** Full Time  
**Salary/Pay Rate:** \$21.04 per hour  
**Posted Date:** 07/22/2019 10:30 AM



**JOB SUMMARY**

The Raymore Missouri Police Department is looking for qualified men and women to join our team. If you would like to become a police officer in a professional organization that values your dedication and invests in your future development, then you should consider applying. Raymore officers protect our fast-growing community with the highest integrity and are passionate about providing outstanding service to our citizens. Community outreach is one of the most important facets of our operation, which makes us an innovative and well-respected law enforcement partner within the metropolitan Kansas City area.

We offer exceptional benefits including all uniforms, leather gear, and weapons. Cleaning and maintenance of uniforms is also provided.

**RESPONSIBILITIES**

Enforces all applicable codes, ordinances, laws and regulations (both traffic and criminal) in order to protect life and property, prevent crime, and promote security.

The material highlighted in **yellow** is great stuff! More of this type of information is needed to improve the City's standing among law enforcement agencies as an

employer of choice. According to the previously referenced IACP report, “agencies are trying to highlight the real day-to-day aspects of the job, which are often vastly different from how the law enforcement profession is viewed. Efforts of this nature are designed to both attract and retain candidates who are able to respond to daily service calls about persons affected by mental illness, help those with substance abuse disorders, aid people experiencing homelessness, and help someone who has a flat tire. By educating applicants that the day-to-day policing work does not typically involve hostage situations, a car chase, and stopping an active shooter, agencies can better retain applicants and avoid turnover.”

Additional recommendations about modern methods to attract and develop today’s workforce are listed on page 78 of this Report.

## RECOMMENDATIONS

1. The staffing level for sworn officers has remained the same since 2012. The population for Raymore has grown from 19,206 in 2010 to 22,611 in 2020, a 17% increase. While service levels from the years 2018 through 2020 are provided in this report, those for the years 2012 through 2017 are not provided, but it’s reasonable to assume that with the population increase, service levels continued to rise during that period of time. Based on the level of service and continued growth of the community, the **recommendation is to phase-in over a 5-year period, beginning in 2021 the addition of twenty police officers, or approximately four per year, for a grand total of fifty sworn police officers.** By 2025, the Police Department would then reach the 2.2 per 1,000 residents staffing standard (the highest among the peer cities is 2.2., which is slightly less than the national average of 2.5) for the current population.

The pace of community growth creates both dividends (rising tax base, investments in infrastructure, etc.) and unintended consequences (such as maintaining acceptable service levels). While hiring additional officers is essential, the Raymore community will continue to rapidly grow so the staffing level standard may take a more significant investment of budget or a longer period of time to achieve.

Depending upon the acceptance by Mayor and Council of the timing of these increased staffing levels and factoring in budgetary constraints, accelerating the schedule of hiring may be considered.

Further discussions should be held among the City Manager, Police Chief and Finance Director regarding budgeting for the creation of these positions, along with the expenses affiliated with new officers, notably equipment, vehicles, uniforms, etc. Estimate is approximately \$78,000 for one year of wages and benefits per Police Officer.

The deployment of new sworn officers, along with considerations about potential modifications to existing work schedules, should be determined by the Police Chief and Command Staff.

Important to remember, is that increasing the number of sworn officers will not immediately reduce the amount of overtime. For instance, two candidates are currently attending POST and once completed later this year, will join the department, and complete a 12-week FTO program before becoming a member of the Patrol Division.

As officers are added, a space needs analysis should be undertaken regarding the facilities for Police operations.

2. **Monitor call volume and service calls for Communications/Dispatch and Animal Control to identify when staffing levels may be required.** At this point, no additional staffing in either of those areas is recommended.
3. **Adopt and implement a staffing methodology.** Consider the various approaches available and blend those into a coherent strategy suitable for Raymore. Implement that strategy and provide regular updates to the City Manager and governing body on the current status of staffing.
4. **Modernize the approach to recruitment of Police Officer candidates.**
  - Explore the [State of California POST's Career Pipeline program](#). This program is an attempt at precisely the needed outreach to youth, began with 400 students in grades 5–8, and is designed to ultimately be expanded to begin in grammar school. This learning extends through high school and into the early stages of post-secondary education.<sup>10</sup>

A Career Pipeline approach directly involves educators, as well as criminal justice employees. It is an ancillary program that seeks to ensure educational success as well as positive personal development for youths. Creativity, recognition, and achievement are often cited as core values of the burgeoning population of Millennials and are fundamental to a Career Pipeline. The popularity of these programs among the participants and their families suggests that it may be the key to a long-term solution.

- Operationalize the Recruitment Team currently being assembled. Their actions should include visits to career fairs including on college campuses, building partnerships with local high school guidance counselors and community college criminal justice instructors and placement offices, to name at least two.

- Review hiring standards and make necessary adjustments to reflect current conditions.
- Immediately renovate the department’s website to include specific information about careers in the Police Department and the hiring process. Here are two examples, from [Raytown \(MO\)](#) and [Fitchburg Wisconsin](#) (pop, 30,170):

12/29/2020 Professional Standards | Raytown Police



## Professional Standards

The Professional Standards Unit is responsible for hiring quality personnel, investigating complaints against Department employees, and maintaining training records and standards to ensure the officers receive the proper training.

It is the policy of the Raytown Police Department to investigate all complaints against Department personnel, regardless of the source of the complaint. Investigations of these complaints through standardized procedures demonstrates the Department’s desire to provide honest, efficient police service to the community we serve. The goal of the Professional Standards Unit is to ensure that the integrity of the Department is maintained through an internal system in which objectivity and fairness are guaranteed by an impartial investigation of complaints made against any of our employees, policies or procedures.

Another important role of the Professional Standards Unit is to hire highly motivated men and women who enjoy working with the public and delivering the highest level of professional service. Our employees must possess the following qualities:

- Honesty
- Courage
- Honor
- Integrity
- Accountability
- Pride in Workmanship
- High moral character

If you are seeking a career in an honorable profession and possess the mandatory qualities, please contact **Sgt. Jared Rogers** at **816-737-6179** or [rogersj@raytownpolice.org](mailto:rogersj@raytownpolice.org) for more information or click below for the job description and salary information for each position.

We encourage applicants to do a ride-along. You can fill out the form [here](#).

**NOW HIRING FOR:**

- [Police Officer](#)
- [Dispatcher](#)
- [Detention Technician \(Full time\)](#)

The Unit also maintains training records to ensure officers are in compliance with The Department of Public Safety’s Peace Officer Standards and Training (POST) Program, which requires officers to participate in training in specific core curricula areas.



**Benefits:**

Our department offers **great pay and benefits**, as well as supplying all of your police required equipment (including weapons) and excellent training. The annual starting salary based on the hourly rate, including holiday pay is:

- **Police Officer (MO Class A) \$20.62/hr**
- **Lateral Police Officer (Lateral pay offered based on experience)**
- **Police Officer Academy Recruit:** (PO pay, minus 10%)
- **Dispatcher: \$17.52/hr**
- **Detention Technician (Full Time): \$16.08/hr**

Various benefits include a clothing allowance, overtime pay, vacation pay, holiday pay, sick leave, life/disability/health/dental insurance plans, pension plan, and a voluntary deferred compensation plan.

**Applicant Employment Process:**

- [Application form and Employment Questionnaire](#) (MUST be submitted together. **CLICK** each to access.)
- Written examination
- Physical agility test (sworn personnel only)
- Practical examination (civilian personnel only)
- C.V.S.A. examination
- Oral Board interview
- Conditional offer
- Medical examination
- Psychological examination

At the end of the application you will be required to attach the following:

- Copy of driver’s license
- Social Security card
- Birth certificate
- High school diploma
- Vehicle insurance
- Military DD214
- [Federal Gun Control Act Qualification Form](#) (download and complete)
- [Authority for Release of Information](#) (download and complete)

https://www.raytownpolice.org/professional-standards 1/2



OUR MISSION  
**"To Serve and Respect"**

- OUR VALUES
- ★ Service
  - ★ Teamwork
  - ★ Accountability
  - ★ Respect

About Fitchburg | About the Department | Lateral Transfer Program  
 Minimum Qualifications | Benefits | Hiring Process & Timeline

[www.fitchburgwi.gov/police](http://www.fitchburgwi.gov/police)

**About Fitchburg**

The City of Fitchburg Police Department is seeking individuals interested in becoming a part of an organization dedicated to protecting and enhancing the diverse and growing City of Fitchburg. Situated between our state's capital and rural farmland, the geography of Fitchburg is as diverse as the people we serve.

The City of Fitchburg's location, diversity and its many other assets affords a great deal of opportunity for those interested in a career in community-policing oriented law enforcement. Community oriented policing has long served as the foundation for our department and community engagement remains a top priority.

### **The Opportunity**

New officers will have the ability to participate in all aspects of police work, from community engagement and problem-solving, to criminal investigations and traffic enforcement. With an authorized sworn-staff strength of 52 officers, our department allows new officers to develop, and experienced officers to grow further, in a more connected work environment.

Following completion of a probationary period, new officers become eligible to apply for specialized-positions including: K9 Handler, Evidence Technician, Honor Guard, Motorcycle Officer, S.E.T. (Special Events Team), Tactics Instructors and more.

### **The Ideal Candidate**

Ideal candidates will be self-motivated, conscientious individuals, ready for a unique and challenging career who are able to think critically, solve problems and effectively communicate with a wide array of individuals.

Prior law enforcement experience is not required, however the department welcomes experienced officers as part of our lateral-transfer program. Selected candidates who are not already certified law-enforcement officers or are not certifiable as a law enforcement officer in the State of Wisconsin will be sponsored through a 720-hour law enforcement academy.

### **The Hiring Process**

All applicants will be provided the opportunity to share their relevant professional and life experience as it relates to the position of police officer via written essay. Applications will be scored and ranked based on essay responses, educational background, prior law enforcement experience, veteran status, and other qualifications. A select number of applicants will be invited to participate in a panel interview. Invitations for an interview with the Chief of Police will be extended following the panel interviews.

Selected applicants will undergo a full-background investigation and must complete an eight-hour ride-along with a field-training officer. Applicants must also pass a drug-screen, medical evaluation, and psychological assessment. Applicants who are not certified law enforcement officers or certifiable as a law enforcement officer must also pass the State of Wisconsin Department of Justice's Physical Readiness Test prior to beginning the law enforcement academy.

### **Lateral Transfer Program**

The Fitchburg Police Department seeks individuals with law enforcement experience at the municipal, county or state level to join our team as part of our lateral transfer program. Individuals with qualifying law enforcement experience will receive consideration for advanced placement up to and including the 3 year step on the salary schedule and may also qualify for additional sick leave at the time of hire.

Factors considered by the City in determining a lateral applicant's initial wage, vacation and sick leave benefits may include the length of full-time law enforcement service, level of certification, agency size, specialized training and assignments, and other job related factors that would help the officer be successful in our agency.

### **Current Hiring Process**

Applications for the Fall 2020 Hiring Process are due October 11, 2020.

### **Apply**

The City of Fitchburg Human Resources Department coordinates the hiring process. Questions regarding the process can be directed to the Human Resources Department.

**APPLY NOW**

Potential applicants can complete a job interest card online to be notified when a new police officer hiring process opens.

#### Job Interest Card

5. Provide a **monthly report** that provides an update on programmatic activities and service levels, both for the reporting month, as compared to the same month for the previous year and Year to Date. The types of training by department members should also be included the number of hours involved in the training. An analysis about service levels and other relevant topics should be included, including status of specific goals for the fiscal year. These reports should be provided to the City Manager and the governing body. Examples are:

#### General

- New hires
- Training attended
- Notable incidents

#### Patrol Activities:

- Calls for Service
- Vehicle Stops
- DUI
- Patrol Initiated Activity
- Traffic Citations
- Traffic Accidents
- Reports Taken
- Arrests
- Alarm Calls
- Domestic Violence Calls
- Warrants Served

#### Investigations:

- Type of Case (i.e., Breaking and Entering, Burglary, Forgery, Fraud, Sex Offense and Theft)
- Number of Cases Assigned
- Number of Cases Closed/Cleared

#### Animal Control

- Service calls
- Animals housed
- Notable incidents

### Communications

- Number of calls
- Distribution of calls per agency
- Notable incidents

6. Provide an **Annual Report** that essentially summarizes the monthly reports. Annual Reports are excellent marketing mechanisms to reinforce the value proposition of the Raymore Police Department to community members and elected officials. Animal Control Division and Communications Division service levels should be included in the report. Finally, updates about specific Police-related projects should also be captured. The specific information can be tailored to reflect the typical activities of the Raymore Police Department.

Examples are provided from the cities of [Durango, Colorado](#) (pop. 18,985), [Raytown, Missouri](#) and [Trenton, Ohio](#) (pop. 13,012). Excerpts from Durango and Trenton's reports:

#### Durango, Colorado



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City of Trenton, Ohio

TRENTON POLICE DEPARTMENT  
2019 Annual Report, page 5 of 65

From the Office of the Chief of Police:

It is my pleasure to again present the Trenton Police Department's *Annual Report*. In this report, my intent is to provide to the Trenton City Council, Trenton City employees, and the Trenton community snapshots of information from the past year about our organization, its personnel, and the myriad of activities that the department has performed throughout the community in 2019. As always, we will share with you our successes and our failures. I hope that through this document you will learn more about our department and, more specifically, about the men and women who make up this organization, the individuals who serve this community with total commitment every day and night to keep you and your families safe and secure.

We continue to make changes to our processes and procedures that we believe will improve our openness, effectiveness and efficiency, while at the same time ever striving to meet the expectations of our citizenry. We realize that in order for us to continue to fulfill our mission, we must have the confidence, support, and trust of the people who visit, live, and work in our city.

We remain very much aware that, nationwide, the role of law enforcement continues to change rapidly, and as I stated in last year's report, "Today we must evolve and adapt faster than ever. As our society continues to transform itself almost daily, just keeping up has become the new normal." That means that almost every day, our personnel are challenged to measure up and face obstacles that just a few years ago were not part of our training, our experience and, in some cases, not even our responsibility.

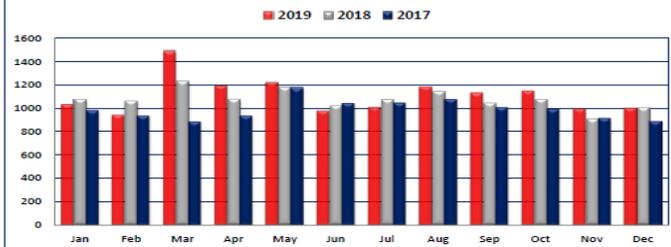
Today as every day, we commit as a department to citizens everywhere our respect, our professionalism, and our best efforts to protect and serve all that come before us.

*Arthur M. Scott*

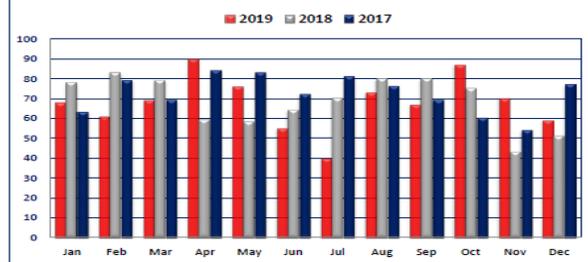
Arthur M. Scott  
Chief of Police

TRENTON POLICE DEPARTMENT  
2019 Annual Report, page 23 of 65

**TOTAL INCIDENTS**  
**Three Year Comparison by Month**



**CRIMINAL ARRESTS/SUMMONS ISSUED**  
**Three Year Comparison by Month**



7. **Strongly consider pursuing accreditation** either by CALEA or Missouri Police Chief's Association. While achieving the actual designation as being accredited validates the effort invested, it is less important than the improvements to operations, policies, and procedures in that journey. Continuous improvement is a mindset that galvanizes a group of people dedicated to raise their performance to the next level.

Accreditation is a process through which police organizations are evaluated against a set of established criteria, which represent typical, standardized, and expected procedures, protocols, policies, and practices of law enforcement agencies. Accreditation provides law enforcement agencies with an opportunity to regularly assess themselves, to gauge their conformity with industry standards, and to receive feedback that helps prioritize needed changes and improvements for the agency. These types of analyses help organizational leaders gain a high level of insight into various processes and agency practices that support the public safety mission, and whether any of those areas within the agency need adjustment. Accreditation demonstrates that the agency is operating effectively, efficiently, and in concert with acceptable contemporary professional policing standards.

CALEA Law Enforcement Accreditation is a voluntary program open to all types of law enforcement agencies. Accreditation involves the systematic review of an agency's policies and procedures against CALEA's internationally accepted *Standards for Law Enforcement Agencies*®. These standards reflect the current thinking and experience of law enforcement practitioners and researchers and are considered benchmarks for modern law enforcement agencies. There are currently over 800 law enforcement agencies enrolled in the CALEA Law Enforcement Accreditation Program and over 600 law enforcement agencies in the U.S. are accredited.

8. **Training and Education.** Maintain level of commitment for employee training related to POST requirements, in-service, and specialized areas.

Leadership training is vital for 21st century policing. When high-potential, highly motivated employees are presented with the chance to learn, lead, and/or advance, they will take advantage of those opportunities. It is critical for agencies to cultivate and guide these quality employees, or the agency runs the risk of those employees becoming disenchanted, or even seeking to leave the agency for other career opportunities. Creating a formal system to identify these employees, and a training program to cultivate them once identified helps develop and engage them further in the agency.

Promotion to supervisory and command-level positions requires an atmosphere that not only encourages personnel development, but also one that prepares staff for opportunities through an intentional process. Establishing a program that

identifies and develops potential leaders is a critical element of building new leaders.

9. **Increase the use of online reporting** which can remove a portion of the work burden from the patrol division, allowing them to handle calls for service that are more pressing, and allowing officers to engage in more proactive community service efforts.

Many agencies have been using online reporting systems successfully for low-level offenses, and this has proved useful in reducing the overall obligated workload for patrol. Online reporting systems can allow for reports in categories such as:

- Vandalism
- Destruction of Property
- Theft up to \$5,000
- Theft from automobile
- Theft of auto parts and accessories
- Vehicle Tampering
- Attempted Auto Theft
- Credit/Debit Card Theft
- Identity Theft
- Lost Property
- Telephone Misuse
- Trespassing
- Noise Violations
- Loitering
- Disorderly Conduct
- Alcohol Violations

Many police reports, like the categories listed above, are conducive to online reporting. It is important to consider which reports to place in this queue carefully, keeping in mind that the police department should handle cases with witnesses and evidence, in person and/or directly.

The department should ensure that there is an error-free mechanism in place to double-check any reports that come into the agency through an online portal. This system should also involve a follow-up contact with the victim in some fashion, whether by email or phone, so that the complainant knows the police department received their report. It also adds a personal touch that demonstrates a focus on customer service.

10. **Explore expanded use of non-sworn staff.** Until recently law enforcement agencies were organized so that nearly all functions were performed by sworn police officers. Many departments now employ a significant number of non-sworn

employees to provide support to police operations. The growth in non-sworn personnel has led to use of these individuals to perform tasks once thought to be the exclusive domain of sworn officers. Reasons for this change include:

- ❖ Freeing up time for sworn officers to do community policing and other tasks
- ❖ Non-sworn staff often having skills more appropriate for the immediate task
- ❖ The cost of non-sworn personnel being less than that of sworn personnel

One of the most common ways in which duties are moved from sworn personnel is through the use of community service officers (CSO). (Police-service aides and police cadets may perform similar functions.) These members perform a wide range of tasks previously performed by sworn officers, or they may work in conjunction with sworn officers. CSOs usually wear a uniform but are unarmed. They typically have limited police authority. Assignments of CSOs can include:

- ❖ Assisting patrol officers in non-enforcement activities
- ❖ Responding to citizen requests for service
- ❖ Maintaining police vehicles and equipment
- ❖ Picking up and delivering correspondence for the department and community organizations
- ❖ Identifying and reporting criminal activities
- ❖ Assisting citizens in identifying crime prevention techniques
- ❖ Recovering abandoned property

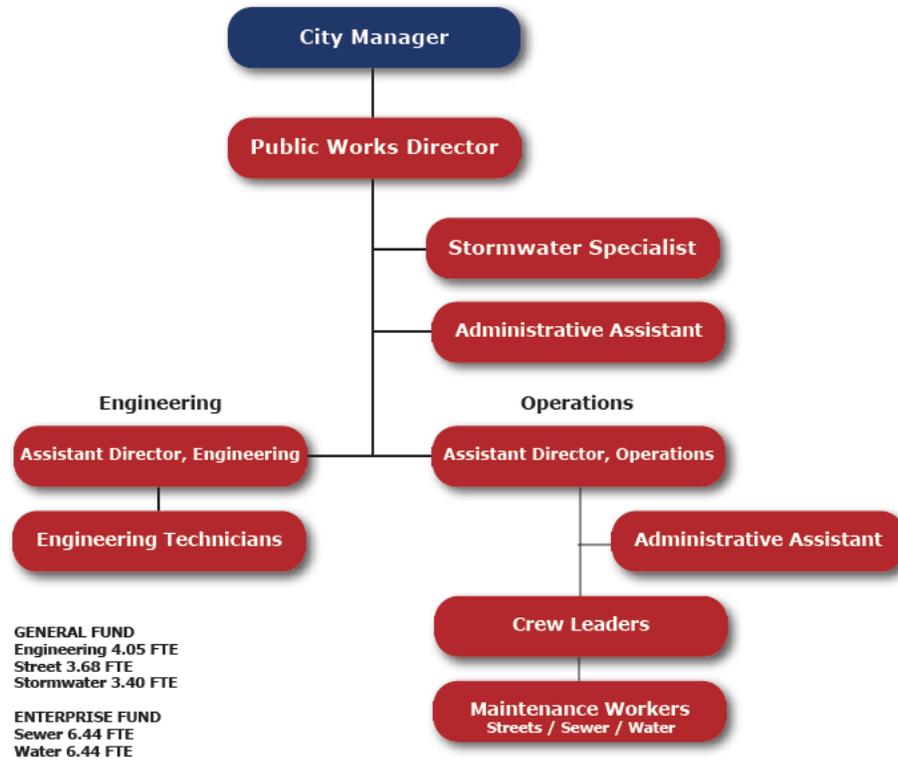
Assisting in traffic control of special events, major fires, parades, and accidents  
All these strategies represent efforts to provide quality service at lower cost while ensuring that departments can continue to provide adequate staffing for patrol.

**Public Works**

The Raymore Department of Public Works (DPW) is responsible for a variety of traditional public works functions, including mowing, maintenance of streets, water and sewer lines, and engineering design. The structure of the department is illustrated in the following organizational chart:

Figure 22

**PUBLIC WORKS**



Raymore Public Works Department has broad responsibilities in the city including:

- Civil engineering and design support
- Maintenance and improvement of infrastructure
- Stormwater quality and system maintenance
- Delivering safe, potable water
- Operation and maintenance of sanitary sewer collection

The department is made up of two divisions. Engineering and Operations and Maintenance. In addition to the divisions the department is further broken down into the following functions: Streets, Stormwater, Buildings & Grounds, Water, and Sewer. The leadership and administrative oversight of the Public Works Department is the duty of the leadership team. This team is comprised of the Director of Public Works, Assistant Director of the Operations and Maintenance Division and the Assistant Director of Engineering Division.

The Engineering Department consists of the Director of Public Works, the Assistant Director of Public Works Engineering, two Engineering Technicians, and one Administrative Assistant.

The Public Works Department maintains the following infrastructure with a contingent of 17 staff members, that includes the Assistant Director of Public Work Operations, one Crew Supervisor, two Crew Leaders, and thirteen Maintenance Workers, all of whom also work in Stormwater, Water, and Sewer:

- 350 lane miles of road
- 128 miles of water main
- 86 miles of storm sewer lines
- 130 miles of sanitary sewer lines
- 280 miles of sidewalk/multi-use path

These staff are responsible for a myriad of tasks including pothole patching, cleaning of catch basins and culverts, snow plowing, sign maintenance and replacement, curb repair, inspection of paved surfaces, maintenance of water and sewer lines, inspection of contracted resurfacing, sidewalk and curb repair, locations of underground utilities, etc.

The following table provides a description of the primary service or functional areas, including workload and service levels.

<b>PUBLIC WORKS DEPARTMENT</b>	
<b>Characteristic</b>	<b>Description</b>
<b>Hours of Operation and Schedule</b>	Administration and Engineering work a traditional administrative schedule.  Operations works Monday through Friday from 7:00 Am to 3:30 PM.
<b>Coverage Area</b>	350 lane miles of road 128 miles of water main

	86 miles of storm sewer lines 130 miles of sanitary sewer lines 280 miles of sidewalk/multi-use path
<b>Training and Certification</b>	Backflow Prevention IMSA Signs and Pavement Markings IMSA Work Zone – Temporary Traffic Control Water Distribution Operating License Sewer CDL
<b>Codes/Regulations Administered and Enforced</b>	Backflow Ordinance Land Disturbance Illicit Discharge NPDES Phase II Regulations Right-of-Way ordinance
<b>Statutory Regulations Governing service provision within Department</b>	Americans with Disabilities Act (ADA) Department of Natural Resources Municipal Code
<b>Current Services Outsourced / Contracted</b>	Engineering Design Street maintenance, such as road reconstruction, milling, and overlays Water and sewer main replacement Street Light Replacement Vehicles/fleet maintenance
<b>Current Services Provided with, to or by another Governmental Agency</b>	Ground maintenance is provided by Parks and Recreation. DPW is responsible for ROW maintenance.
<b>Technology Utilized</b>	Access database CAD GIS Paver – Pavement Management System PubWorks

**CURRENT PRACTICES**

The portfolio for the Public Works Department is vast in its range of services. However, since a large segment of their workload is focused on streets, the following comparison is provided. Several of these municipalities have county roads and state highways within their jurisdiction so while their population is similar to Raymore’s, the number of center lane miles varies greatly.

Figure 23

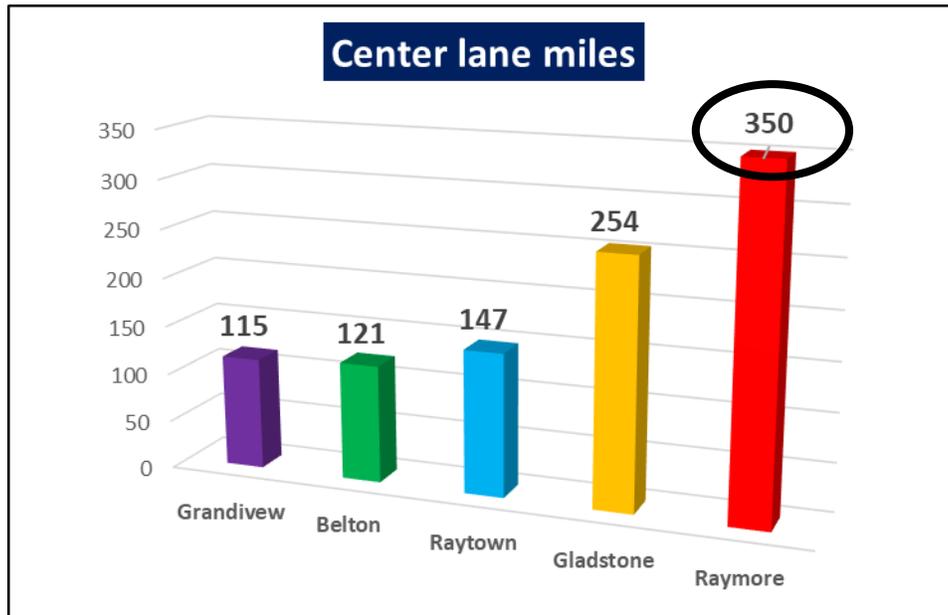


Figure 24

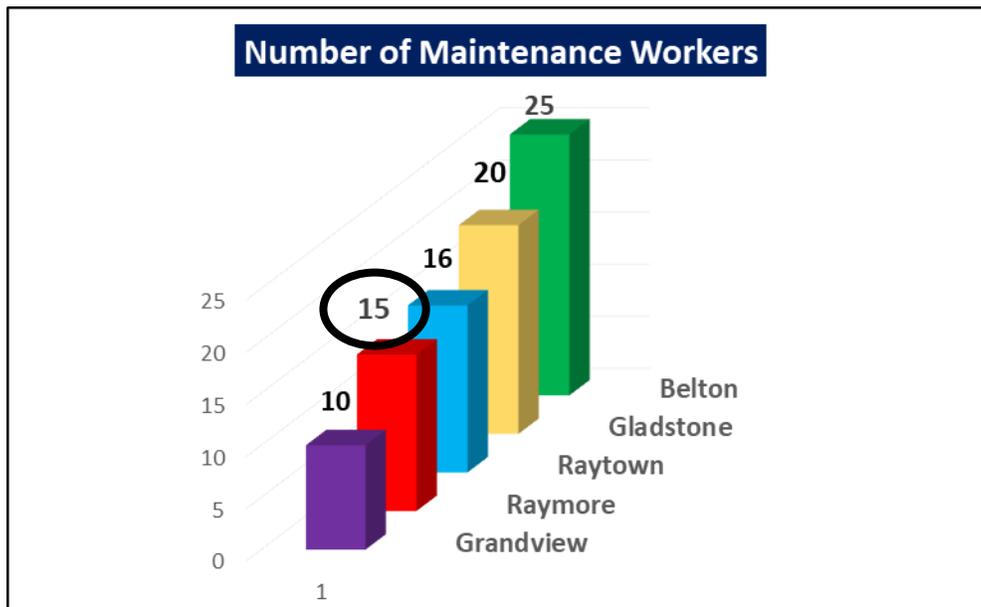


Figure 25

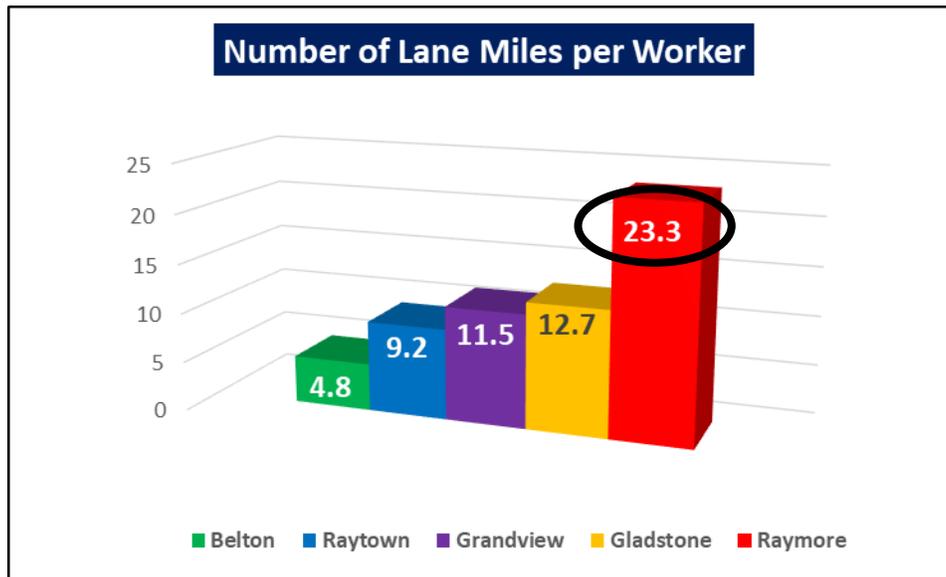
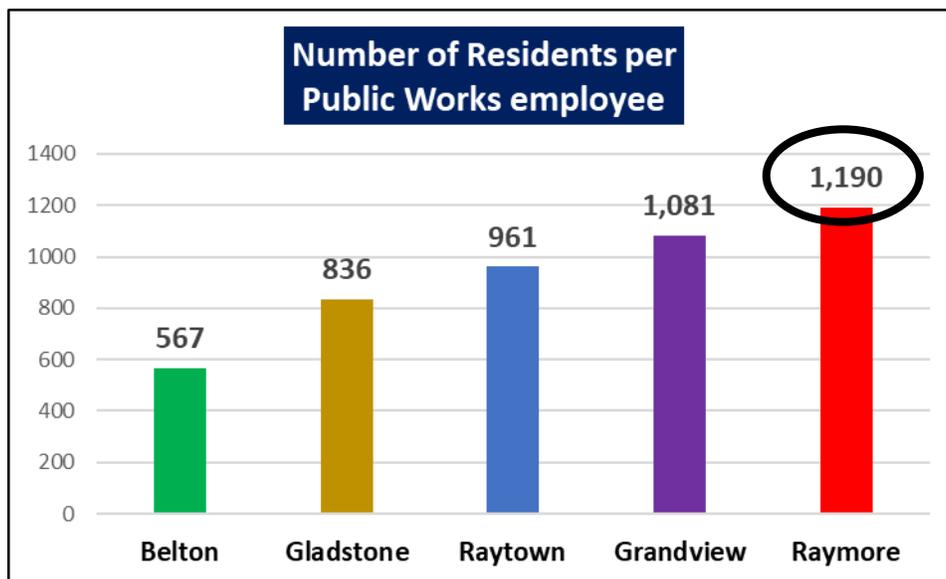


Figure 26



The takeaway from examining the previous four charts/graphs indicate that while Raymore has the most center lane miles among the five cites, thus creating the highest demand for street-related services, it has the second least number of employees and the highest number of lane miles per maintenance worker and highest number of residents per employee. Being the highest for the latter two measures are not positive indicators and reflect that while the community has experienced rapid growth (both in population and demand for services), the staffing level has not kept pace.

There are no staffing standards established by the American Public Works Association, therefore other means will be used as a source for recommendations.

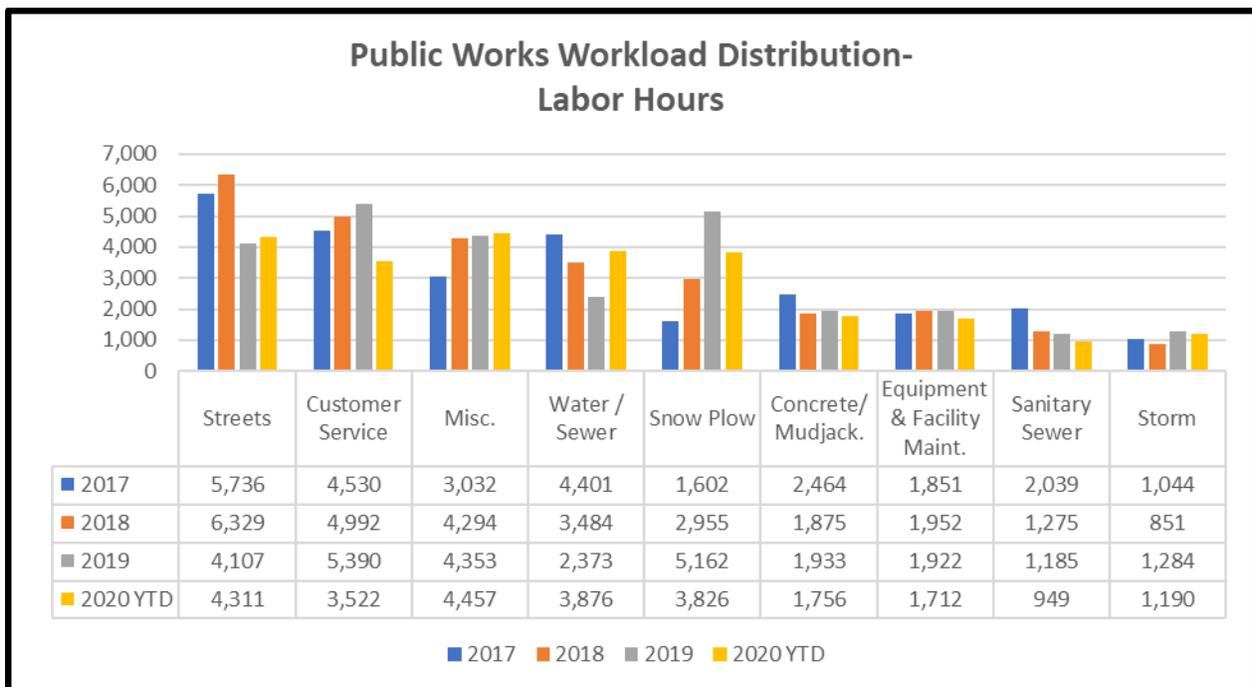
### Staffing and Service Levels

It is critical for to understand the labor hour implications of core services, functions, and tasks. The best way to accomplish this is to ensure staff track labor hours associated with various projects and work orders throughout the day. This does not mean all staff must submit to a legalistic accounting of every minute of their workday; what is important is that staff accurately track the amount of time devoted to significant activities.

Service levels in the department are a combination of proactive measures such number of hydrants flushed, and feet of sewer lines videotaped with responsive types such as snow and ice control and the patching of potholes. The maintenance crew is comprised of extremely versatile members who toggle between the rich variety of services the department provides.

As with all service departments, there is a trade-off between being responsive and proactive. For instance, when a weather incident occurs such as heavy snowfall and accumulation of ice as happened on December 31, 2019, other planned services may be delayed. Balancing work demands with levels of staffing and budgetary constraints is a constant challenge for all department directors in local government.

Figure 27



The points, which follow, present a discussion of the data in the table above.

- Over 35% of labor hours captured were for “streets” related activities, such as pothole patching, right-of-way mowing, snowplow operations, street sweeping, sidewalk repair or replacement, etc.
- Huge spike in hours in 2019 from 2018 for Snow and Ice Control.
- Customer Service activities, 16% of total, consist primarily of City Hall Work Orders and Line Locates.
- The increase in Customer Service and Miscellaneous services may be impacting the provision of Street maintenance.

Staffing needs in public works departments are driven by several factors, including the quantity and types of assets to be maintained, the condition of those assets and their preventative maintenance needs, seasonal and weather-dependent tasks such as snow removal, and the volume and types of responsive service requests submitted to staff. Calculating an appropriate staffing complement to meet these needs requires an understanding of services and the labor hours necessary to provide them. Most recent addition to the public works maintenance crew was approximately 2016.

A more specific breakdown of work activities related to output is provided on the following figures/charts.

**Figure 28**

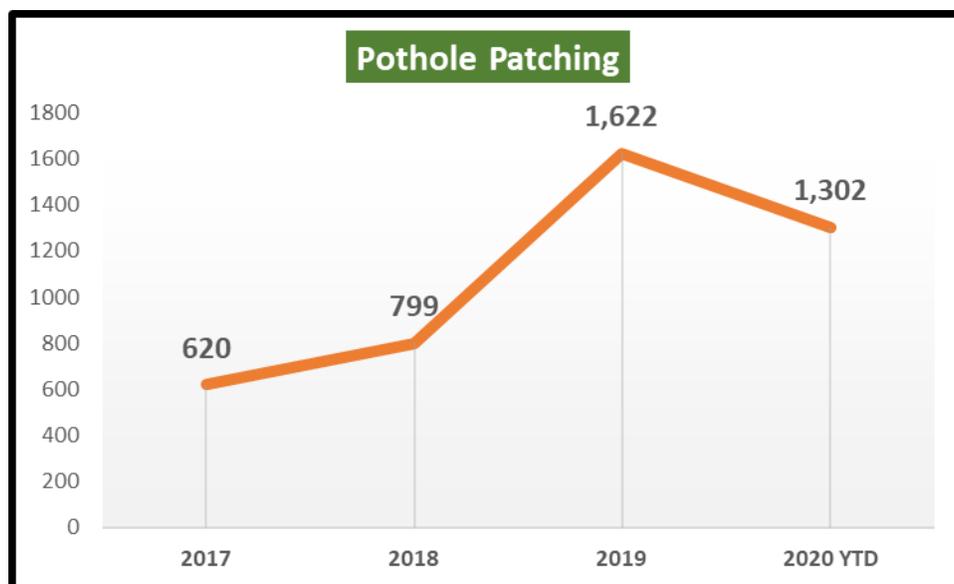


Figure 29

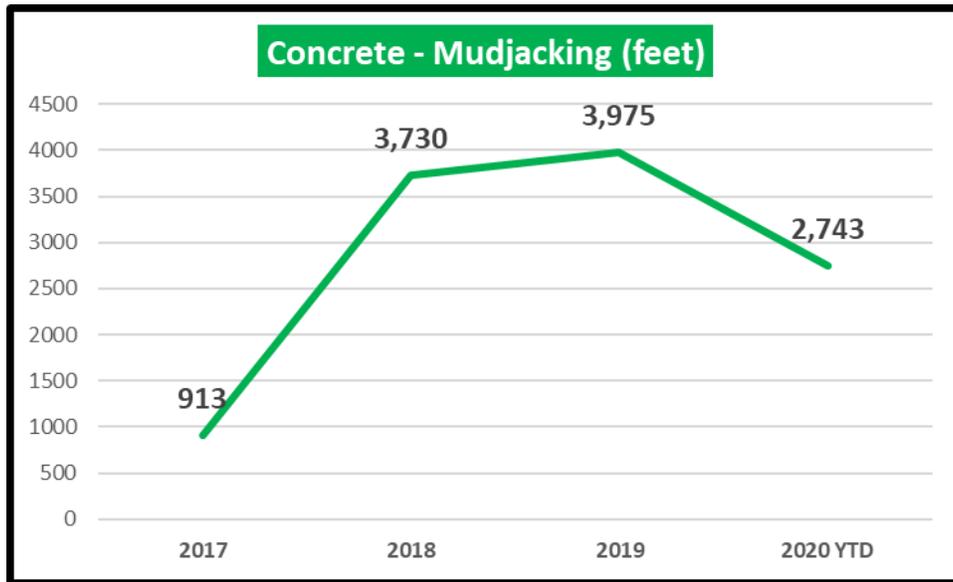


Figure 30

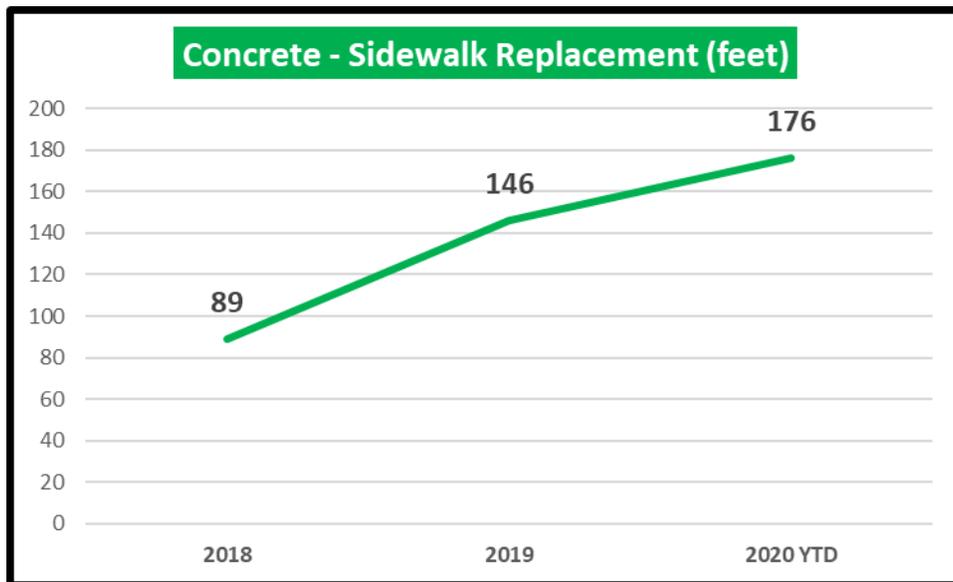


Figure 31

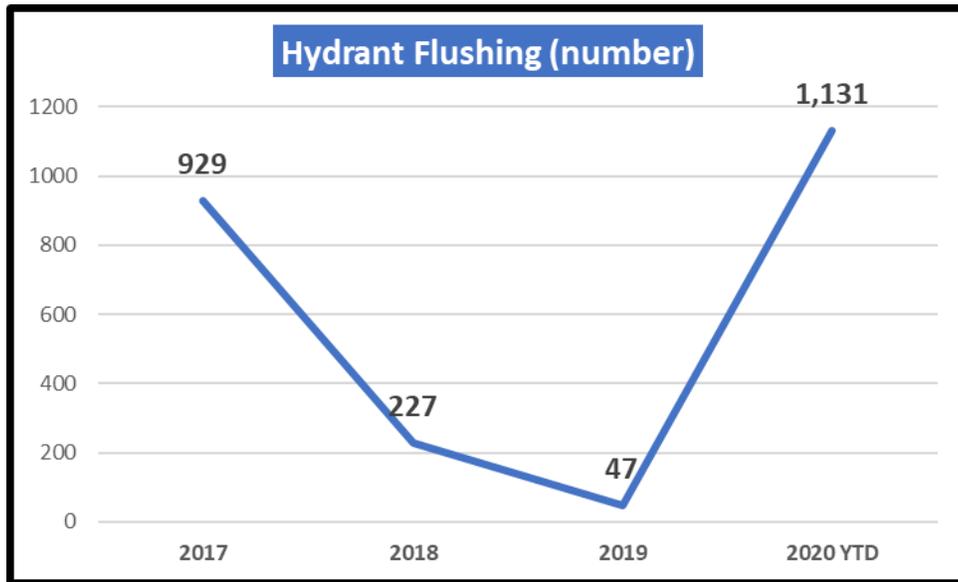


Figure 32

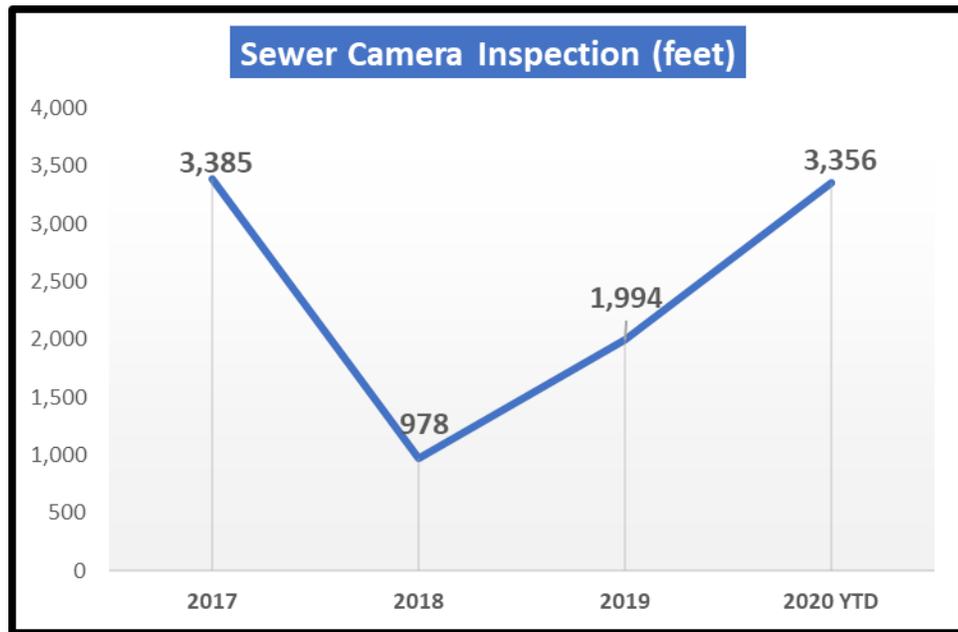
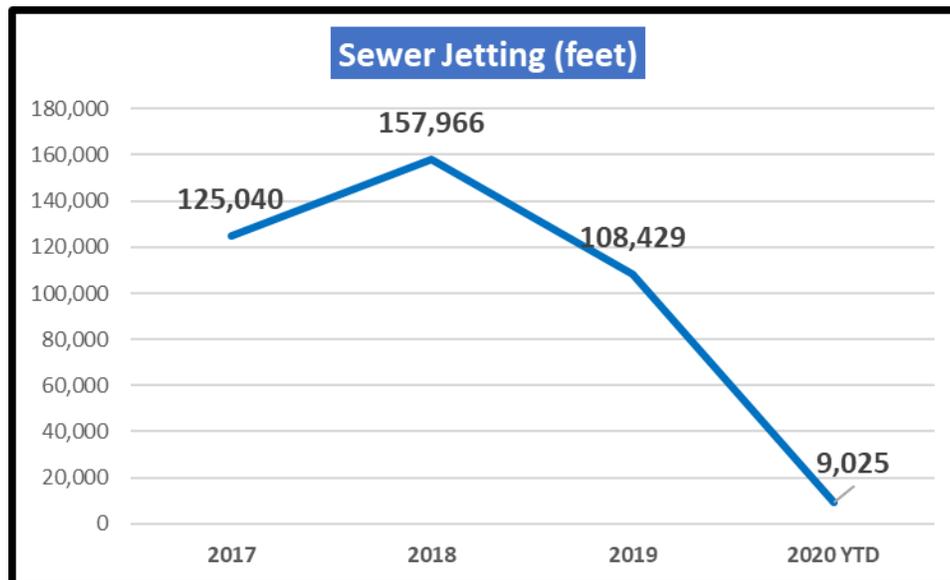


Figure 33



## Management and Planning

1. **Asset management** is a strategic approach to providing public works services which involves quantifying existing assets, determining the overall condition of each asset, and developing work plans designed to maximize each asset's useful life. Examples of assets maintained by DPW include roadway infrastructure, water, and sewer lines.

The Director utilizes an Asset Management Plan with scheduled maintenance. Various policies are in place regarding condition of asset and frequency of maintenance. The challenge is a combination of aging infrastructure which can require more frequent maintenance along with a rising population increasing more vehicular traffic on city streets PubWorks is software program the department uses for Asset Management, Work Order, Manpower/Labor Hours and Workload tracking has other modules the Director intends to begin to utilize.

2. **Utilizes written annual, monthly, and weekly work plans for core department functions.**

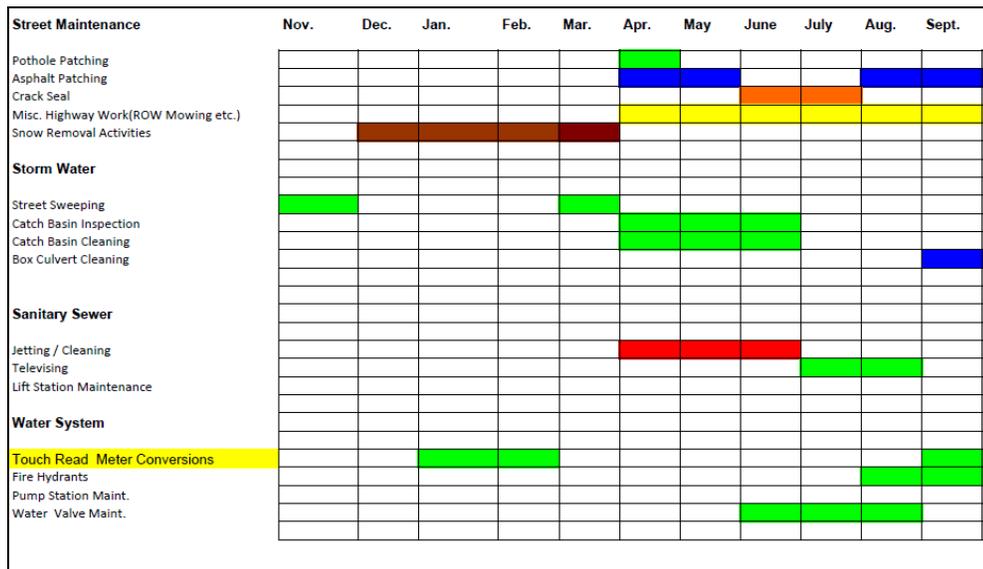
The next step towards maximizing the effectiveness of staffing the Public Works Department involves translating the maintenance demands of existing assets into regular annual, monthly, and weekly work plans for staff. Effective workplans incorporate preventative maintenance tasks for all assets and ultimately extend useful life and reduce the likelihood of unexpected failure. It also takes into consideration seasonal service delivery expectations, such as mowing and snow removal.

In addition to balancing the City’s strategic goals and asset management priorities, the Department faces significant logistical challenges associated with the seasonality of work in Raymore. Effectively balancing maintenance tasks with seasonal constraints requires proactively scheduling work in a formal work planning process.

Mr. Krass has implemented Work Plans such as the following:

Street Maintenance	QTY	Units	Completed	Crew Size	Months
Pothole Patching	124	Tons		2.0	2
Asphalt Patching	887	Tons		4.0	4
Crack Seal	12000	Pounds		5.0	2
Misc. Highway Work(ROW Mowing etc.)	1500	HR		1.0	7
Snow Removal Activities	24	HR			4
<b>Storm Water</b>					
Street Sweeping	345	Miles		2.0	2
Catch Basin Inspection	2591	EA		1.0	3
Catch Basin Cleaning	2591	EA		2.0	3
Box Culvert Cleaning	2	EA		4.0	1
<b>Sanitary Sewer</b>					
Jetting / Cleaning	89	Miles		2.0	2
Televising	89	Miles		2.0	2
Lift Station Maintenance	4	EA		3.0	1
<b>Water System</b>					
Touch Read Meter Conversions	294	EA		1.0	4
Fire Hydrants	952	EA		1.0	2
Pump Station Maint.	200	HR		1.0	1
Water Valve Maint.	2000	EA		2.0	3

	2 Person Crew
	4 Person Crew
	3 Person Crew
	5 Person Crew
	1 Person Crew



Establishing a regular practice of work planning throughout the year provides several benefits to the Department. First, it quantifies the total number of tasks which must be performed by staff each year to provide core services to the community. Second, it allows the Department to visualize when it should perform various services throughout the year and provides context regarding how these services are impacted by tourism and other seasonal considerations.

Third, scheduling maintenance activities using a work plan allows the Department to identify all proactive maintenance that should be accomplished each year, define when that maintenance should occur, and allocate sufficient staff resources to preventive maintenance. This allows staff to appropriately triage reactive service requests and other unplanned work. As reactive requests and complaints arise throughout the year, managers can refer to work plans to prioritize service requests, justify response times associated with reactive requests, and appropriately prioritize reactive issues in the context of other important tasks.

Finally, formal work planning creates a communications tool which managers can utilize to brief staff on the purpose and scope of their work. Developing a regular work plan will allow supervisors to communicate weekly priorities to staff, explain how reactive requests will be prioritized that week, and provide staff with updates as the year progresses.

3. **Accreditation.** In 2017, the Public Works achieved accreditation by the American Public Works Association and will be pursuing reaccreditation later this year.

The purpose of the accreditation program is to provide a means of formally verifying and recognizing public works agencies for compliance with the recommended practices set forth in the *Public Works Management Practices Manual*. It is a voluntary, self-motivated approach to objectively evaluate, verify, and recognize compliance with the recommended management practices.

According to AWWA, there are several benefits associated with Accreditation:

- Established agency-wide culture of continuous improvement
- Improved operational performance
- Team building and staff development
- Central location for documentation and SOPs
- Increased efficiencies/reduced duplication and wasted resources
- Improved communication
- Justification for budget requests
- Lowering of insurance premiums

Mr. Krass, the Public Works Director, shared that he and his workforce have found the accreditation process extremely beneficial in modifying existing work practices and policies and consider continuous improvement, their department's mission.

4. **Goal setting.** Goals related to the City's Strategic Plan are established for the various divisions each budget year.

5. A monthly report is provided to the City Manager.

<b>PUBLIC WORKS MONTHLY REPORT</b>	
December 2020	
<b>ENGINEERING DIVISION</b>	
<b>Projects Under Construction</b>	
2020 Curb Replacement	
Harold Estates Sewer Extension	
N. Foxridge Drive SRTS Sidewalk	
FY 2020 Street Preservation	
Willowind Sewer Extension	
<b>Projects Under Design</b>	
20201 Inflow and Infiltration correction project	
Centerview Phase II	
Ward Road Reconstruction	
<b>Development Under Construction</b>	
<ul style="list-style-type: none"> <li>• Van Trust (Dean Ave. extension)</li> <li>• Lofts at Foxridge</li> <li>• Compass Health</li> <li>• Eastbrook at Creekmoor</li> <li>• Venue of the Good Ranch</li> </ul>	
<b>OPERATIONS &amp; MAINTENANCE DIVISION</b>	
<ul style="list-style-type: none"> <li>• 10 Asphalt patches</li> <li>• 104 City Hall Work Orders</li> <li>• 167 Storm Boxes Cleaned</li> <li>• 10 Driveway Approach Inspections for new construction</li> <li>• 11 Final ROW Inspections</li> <li>• 497 Line Locates</li> <li>• 3 Meters Replaced</li> <li>• 12 Fire Hydrants Flushed</li> <li>• 45 Potholes patched</li> <li>• 15 Sewer Inspections</li> <li>• 130 Feet of Sewer Camera Inspections</li> <li>• 103 Water Services Shut off for Non-payment</li> <li>• 7 Sidewalk Inspection</li> <li>• 16 Water Inspections</li> <li>• 13 Water Taps</li> <li>• 108 Service Requests Completed</li> <li>• Watermain Repair on 58 Highway</li> </ul>	

A missed opportunity is that totals for year-to-date total are not provided nor are comparisons to same month the previous year to demonstrate services trends.

6. **Employee training.** Equipping employees with the requisite skills is imperative and the last two years, the types of training completed include:

- APWA Public Works Institute modules 3 and 4
- Streets
  - Flagger Safety
  - IMSA Work Zone Traffic
  - Retro reflectivity for Sign Inspectors
  - Temporary Traffic Control
- Sewer
  - Backflow Recertification
- Water
  - Water Certification
  - Water Quality in Distribution Systems
- General
  - APWA Winter Maintenance
  - Basic Math

- Managing Conflict
- Pumps, Motors, and Electricity

Understandably, there is a major emphasis on technical training for members of this department. Equipping employees with the requisite skills and knowledge to perform their tasks as new demands are placed on them by way of evolving technology, purchase of new equipment, new state and federal laws and regulations is necessary.

7. The **Public Works Maintenance Workers Progression Plan (MWPP)**, a hybrid of an on-boarding and training program to identify capabilities and knowledge required at the various Maintenance Workers levels – I, II and III, was developed in-house. The MWPP is an excellent approach to developing the department's workforce.

**Public Works Maintenance Worker Progression Plan**

Maintenance Worker I - Onboarding Plan

- Flagger Certification
- Confined Space Entry Training
- Trenching and Shoring Training
- 3 Months Training in Customer Service
- 3 Months Training in Water/Sewer
- 3 Months Training in Street/Storm
- 3 Months Training in Concrete/Mudjacking
- Class B CDL within 6 Months

Maintenance Worker I - Progression and Criteria for Maintenance Worker II Promotion

- Complete all Training from Onboarding Plan
- 2 Years Minimum Experience as a Maintenance Worker I
- Class A CDL with Air Brake endorsement
- Pass Basic Equipment Operator's Skills Test
- Achieve a minimum Evaluation of (meets Expectations on all categories, on last evaluation )
- Achieve recommendations from Crew Leaders and Supervisors for promotion

Maintenance Worker II - Progression and Criteria for Maintenance Worker III Promotion

- Minimum 2 Years Experience as a Worker II
- Complete Equipment training and safety courses through CAT or other certified training courses.
- Complete and pass The Backflow Prevention Certification Program ( 40 hours )
- Complete and pass IMSA Work Zone and Temporary Traffic Control Certification
- Complete and pass ( 1 ) of the following certifications. MDNR DS-III Certification, MDNR Wastewater Operator-D Certification, IMSA Traffic Signal Tech I and Traffic signs and markings I Certification
- Achieve a minimum Evaluation of ( Meets Expectations on all categories on last evaluation )
- Achieve recommendations from Crew Leaders and Supervisors for Promotion

Maintenance Worker III - Progression and Criteria for Crew Leader

- APWA - Public Works Institute, Complete the 2 year Leadership and Supervisor Training
- Achieve a minimum Evaluation of ( Meets Expectations on all categories on last evaluation )
- Achieve recommendations from Public Works Supervisor, Asst. Director of Operations and The Director of Public Works for Promotion

8. **Recruitment practices** - Like many other departments, Public Works Department experiences challenges attracting qualified workers, particularly with respect to maintenance workers and seasonal laborers. The following is a current job announcement placed on the City's [website](#)

**Maintenance Worker-Public Works**

Type: Full Time  
 Salary/Pay Rate: 15.16  
 Posted Date: 08/04/2020

Maintenance Worker I performs building repairs and maintenance of concrete/asphalt streets, sidewalks, bridges, alleys, right of ways, easements, driveways as required; removes debris, snow and ice from streets, sidewalks, parking lots and other public areas; prepares and installs traffic control signals and signs. The position also performs general and preventative maintenance as needed to keep equipment in good working condition; inspects equipment; washes and cleans equipment; operates a variety of equipment and machinery to complete tasks including backhoe; track hoe, bulldozer, front-end loader, gradall, forklift, dump-truck, flat-bed truck, bob cat, snow plow, related equipment; utilizes mechanical, finishing, grading, various power tools and other tools and equipment as needed to complete essential functions.

**Qualifications**

HS Diploma or GED is required; supplemented by one year of experience in public works construction, maintenance and repair; or any equivalent combination of education, training and experience which provides the requisite knowledge, skills, and abilities for this job.

**Skills/Requirements**

Must obtain and maintain a Commercial Driver's License within three-months of employment and must obtain or maintain certification in Traffic Control from an accredited organization. Training expense will be provided at City's expense for qualifid applicants. Requires the ability to operate and control the actions of equipment, machinery, tools and/or materials requiring complex and/or rapid adjustments. May lift, carry, push or pull objects and materials up to 20 - 50 pounds.

Mental Requirements-Ability to follow simple oral instructions and interact with the general public. Must be able to listen to normal conversation and follow instructions provided by supervisory staff.

Physical Requirements-Ability to perform heavy manual work requiring good physical condition. Must be able to walk, stand, stoop, crawl, and kneel down frequently. Employee must use hands and fingers to operate, handle, or feel objects, tools, or controls; must be able to reach with hands and arms; must be able to have vision sufficient to see close up and have the ability to adjust focus.

Working Environment-While performing the duties of this job, the employee regularly works near moving mechanical parts and the employee must be able to work outside in adverse weather including humidity, rain, sleet, snow, fumes, extreme temperature and noises.

**RECOMMENDATIONS**

The American Public Works Association has identified 145 different functions that re related to public works. These functions can be classified into municipal engineering, equipment services, transportation, water resources, solid wastes, building and grounds, administrative management, and special services. Public works activities are among the most visible of local government services.

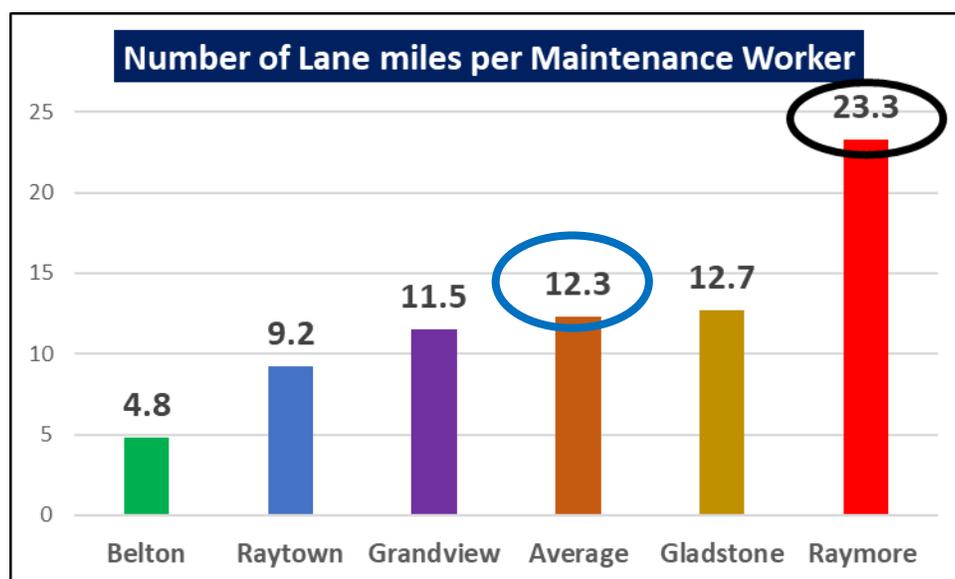
1. **Staffing** needs in public works departments are driven by several factors, including the quantity and types of assets to be maintained, the condition of those assets and their preventative maintenance needs, seasonal and weather-dependent tasks such as snow removal, and the volume and types of responsive service requests submitted to staff. Calculating an appropriate staffing complement to meet these needs requires an understanding of services and the labor hours necessary to provide them.

Most recent addition of the position of maintenance worker was estimated at 2016. Not adding field personnel during the last several years may have been

prudent, however with the community experiencing steady growth that has accelerated the use of assets such as the streets, water, and sewer lines, etc. which creates more responsive type of services (i.e., pothole patching), the frequency of proactive maintenance services (i.e., hydrant flushing) has been negatively impacted.

To determine appropriate staffing levels, we compared Raymore staff to four different benchmark cities of comparable size. We also compared workload benchmarks to the degree possible, comparing for example staff size to miles of roads maintained.

Figure 34



Factoring in the five cities the average lane miles per maintenance worker is 12.3, with Raymore at 23.3. Raymore maintains substantially more miles of road per maintenance staff than the other benchmark cities in our analysis.

In order to achieve the average of 12.3, thirteen additional positions would need to be added to the current level of sixteen, for a total of twenty-nine. Consequently, the **recommendation is to phase-in over a 3-year period, beginning in 2021 and to maintain acceptable service levels with infrastructure maintenance, the addition of thirteen maintenance workers, or approximately four per year.** By 2024, the Public Work Department would then reach the 12.1 lane miles per maintenance worker, and that's assuming there are no additions to the current amount of lane miles, which may very well increase due to the community's growth.

The pace of community growth creates both dividends (rising tax base, investments in infrastructure, etc.) and unintended consequences (such as

maintaining acceptable service levels). While hiring additional maintenance workers is vital, the Raymore community will continue to rapidly grow so the staffing level standard may take a more substantial investment of budget or a longer period of time to achieve.

Depending upon the acceptance by Mayor and Council of the timing of these increased staffing levels and factoring in budgetary constraints, accelerating the schedule of hiring may be considered.

Further discussions should be held among the City Manager, Public Works Director and Finance Director regarding budgeting for the creation of these positions, along with the expenses affiliated with new officers, notably equipment, uniforms, etc. The estimate is approximately \$61,000 for one year of wages and benefits per Maintenance Worker.

The assignment of new maintenance workers and possible modifications to the existing organizational structure, should be determined by the Public Works Director and his management team.

2. **Asset Management Plan (AMP).** Continue to utilize the AMP and consider additional technology modules included in the PubWorks software that may improve the planning and monitoring of maintenance activities.
3. **Accreditation.** Strongly support the pursuit of achieving re-accreditation by the APWA. Relying on the standards established for accreditation serves the department well as it emphasizes continuous improvement in all facets of its operation.
4. **Communication/Reports.** Insert into the Monthly report, service levels for year-to-date and as compared for the same period the previous year, noteworthy topics, training attended by employees, new hires, and maintenance plans for the upcoming month. Begin creating an annual report. An example – [Village of Westmont Illinois Public Works Department Annual Report](#) (pop. 24,443).

Excerpts from the Westmont report:

# 2018 Annual Report

Village of Westmont  
Public Works Department





westmont.illinois.gov

## Street Division

Melissa Brendle - Street Division Supervisor  
328 S. Wilmette Avenue, Westmont, Illinois

- ❖ 1,500 miles of streets cleaned
- ❖ 4,600 feet of ditching-creating swale maintained and improved
- ❖ 22,500 feet of storm sewer jetted/cleaned
- ❖ 228 New Trees Planted
  - 115 In-house
  - 113 Contractual
- ❖ 1500 Parkway Trees Pruned
  - 300 Contractual
  - 70 Completed Resident Requests
- ❖ 50 Trees Removed
- ❖ 200 catch basins cleaned
- ❖ 3,900 feet of road resurfaced (Richmond Ave)
- ❖ 12,250 feet of pavement markings
- ❖ 857 WebQA inquires processed
- ❖ Sidewalk maintenance on Oakwood Dr




Providing more detail in these types of communication devices serve to reinforce the value proposition of the impact created by the Public Works Department on improving the quality of life for Raymore residents. Moreover, the information provides a frequent reminder about service level trends to elected and appointed officials which is beneficial as they consider policy and fiscal decisions.

5. **Training.** A cross-trained workforce is mission-critical for the Department to continue its performance. Recommendation is to continue with the types and level of technical training for department personnel. Additional recommendations for training, notably supervision-management-leadership, are provided on page 78 of this report.
6. **Recruitment practices** – Please refer to page 78 of this report for recommendations related to recruiting new employees.

## Modern Approach to Talent Management

This section applies to all three departments in this study. While an in-depth examination was not completed of the various talent management practices each department utilizes, based on an abbreviated review there is **ample opportunity to modernize the City's talent management practices as a strategy to optimize employee performance and enhance organizational effectiveness.** In particular:

- Vacancies for positions in all three departments have been open for several months and current approaches to recruitment need to be renovated.
- Largest focus of training has been on technical skills for employees, while appropriate, only addresses one dimension of an individual employee's performance.
- Performance evaluations are not completed in a timely manner and their value when completed is questionable.
- Succession planning is not systematic and comprehensive.

**Improving (or simply maintaining) workforce productivity is not achieved simply by adding more employees, but instead requires leaders to accept that the work environment has changed, and your approach to talent management must change as well.** Talent management has become one of the most pressing topics in organizations and its long overdue for the public-sector to transition its mindset from employees to talent. Your organization's talent is not just employees who are expected to do a job (or for that matter, a role); talent comprises individuals who differ in what they can do and can learn, and what they want to do. To be effective, you need to manage talent in ways that make it a major contributor to your organization's success.

According to *The State of Human Capital Management in Government* released in late 2019, survey responses about trends and priorities affecting the government workforce showed:

- ✓ The following as the areas with the greatest need for staff development in their organizations:
  - Succession planning, 36 percent.
  - Continuous learning and development, 28 percent
  - Strengthening the pipeline of talent to fill emerging gaps in the workforce, 24 percent.
- ✓ Top three talent management priorities were:
  - Recruiting employees who have the right skills for the job, 53 percent.
  - Improving employee engagement, 52 percent.
  - Identifying and closing skill gaps, 43 percent

- ✓ To increase engagement, respondents have implemented or plan to:
  - Increase training and employee resources, 88 percent
  - Mentorship programs, 86 percent

Additionally, there are demographic shifts occurring, which are impacting the workforce and workplace:

- The historical, long-term arrangement between employer and employee—sometimes referred to as “life-time employment” where the employer provides steady employment, attractive benefits, and wages in exchange for an employee’s long-term effort and tenure—is changing to the importance of working in a healthy workplace culture, building, and sustaining relationships, enjoying the work itself and feeling valued as a member of the team.
- The digital workplace and the rise in mobile technology are redefining the nature of work and the means of collaboration, facilitating work in and from almost any location, Telecommuting is so 2019. The rise of remote work has replaced it.
- Each day, 10,000 people turn 65 years of age. Baby boomers, who now account for 46 million workers in the U.S. workforce, are retiring in droves and taking critical skills and knowledge with them. Each year, more than 4 million baby boomers leave the workforce. This trend is expected to continue well into the next decade, resulting in a massive “brain drain.”

**A review of the Raymore workforce for the Parks and Recreation, Police and Public Works Departments show:**

- Parks and Recreation: Maintenance crew members average 11 years of experience with two of the five employees having less than 3 years of experience.
- Police
  - Communications/Dispatcher – Seven of the 8 people in those roles have less than 3 years of experience.
  - Sworn officers:
    - Command staff members average 22 years of experience with an average age of 49.
    - Patrol and Detectives average 6 years of experience with an average age of 34. Twelve of the 24 members have less than 3 years of experience.
- Public Works: Maintenance crew members average 10 years of experience with an average age of 40. Six of the 16 members have less than 5 years of experience.

- Behind the Boomers are the Gen Xers, the so-called forgotten middle children of the generational cohorts. According to Pew Research, Gen Xers make up 52.7 million workers in the U.S. workforce and approximately 15 percent hold management positions. Gen Xers will continue to assume more and more management and leadership roles vacated by the retiring boomers, increasing their influence over how the organizations of the future will look and function. As the boomers retire, this generation of leaders, will be primed to shape the vision, attitudes, beliefs, and workplace cultures over the next 10-years plus until they, too, begin to retire and leave the workforce.
- And then there are the millennials, the largest segment of the U.S. workforce in history. Born between the 1980s and late 1990's, this group has already surpassed the baby boomers and Gen Xers, accounting for more than 53.5 million in the workforce. Their attitudes, expectations and beliefs are in some respects, dramatically different than previous generations and as they gain status and influence, expect the pace of change in the workplace to accelerate.
- The workforce will be more culturally and ethnically diverse and include more highly educated women, military veterans, and people with disabilities.
- More widespread desire for work with a purpose and opportunities to influence the way it is delivered (for example, greater team autonomy).
- The digital workplace and the rise in mobile technology are redefining the nature of work and the means of collaboration, facilitating work in and from almost any location, Telecommuting is so 2019. The rise of remote work has replaced it.
- New technologies that replace human labor, threatening employment (such as driverless trucks).
- General increase in the skills, technical knowledge, and formal education required to perform work.

Organizations face a radically shifting context for the workforce, the workplace, and the world of work. These shifts have changed the rules for nearly every organizational people practice, from learning to management to the definition of work itself. As jobs and skills change, attracting and developing the right people become more important than ever.

The following is provided to contrast the Old Way and Modern Way of attracting and developing talent:

<b>Element</b>	<b>The Old Way</b>	<b>The Modern Way</b>
<b>Talent Mindset</b>	<ul style="list-style-type: none"> <li>• Having good people is one of many important performance levers.</li> <li>• Human resource management is responsible for people management including recruitment, compensation, performance reviews, and succession planning.</li> </ul>	<ul style="list-style-type: none"> <li>• Having the “right” talent throughout the organization is a critical source of our success.</li> <li>• Every manager is responsible for attracting, developing, and retaining talented people.                             <ul style="list-style-type: none"> <li>• Every manager is explicitly accountable for the strength of the talent pool they build.</li> </ul> </li> </ul>
<b>Employee Value Proposition</b>	<ul style="list-style-type: none"> <li>• We expect people to pay their dues and work their way up before they get top jobs and higher salaries.                             <ul style="list-style-type: none"> <li>• We have a strong value proposition that attracts potential employees.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• We think of our people as partners and volunteers and realize we have to deliver on their dreams if we are to keep them.</li> <li>• We have a distinctive employee value proposition that attracts and retains talented people.</li> <li>• Our people feel good about their work experience.</li> </ul>
<b>Recruiting</b>	<ul style="list-style-type: none"> <li>• Recruitment is like purchasing; it is about picking the best from a long line of candidates.</li> </ul>	<ul style="list-style-type: none"> <li>• Think like a “marketer”.</li> <li>• Recruitment is a key responsibility of all managers.</li> </ul>
<b>Growing Leaders</b>	<ul style="list-style-type: none"> <li>• Development is training.</li> <li>• Development happens when you are fortunate enough to have a good manager.</li> </ul>	<ul style="list-style-type: none"> <li>• Development happens through a series of job experiences, and helpful coaching and mentoring.</li> <li>• Development is essential to performance and retention.</li> <li>• Training, I mean learning, is targeted to strengthen the internal bench of potential successors.</li> </ul>
<b>Differentiating and Affirming</b>	<ul style="list-style-type: none"> <li>• Differentiation undermines teamwork.</li> </ul>	<ul style="list-style-type: none"> <li>• We highlight our top performers with opportunities and recognition.</li> <li>• We develop and nurture mid-performers.</li> <li>• We help our lower performers raise their game or make other decisions.</li> </ul>

Valuing people as a resource to be nurtured, in an environment allowing for growth and development, starts with the organizational leadership. Support and active participation from leaders are essential for establishing and promoting a “talent point of view” throughout the organization.

The following section provide a brief review of the subject matter and includes a series of recommendations for: A) Recruitment; B) Training and Development; C) Succession Planning; and D) Performance Appraisal.

## A. Recruitment

Besides the City's [website](#), [Indeed](#) is also utilized to post job announcements. The issue is the posting of the job announcement is simply a job description and no reviews about the City as an employer have been provided since May of 2019. Each of the three departments also use their state chapter association website to promote job openings, but again, other than the recent [Parks Maintenance Worker](#) job announcement developed by Mr. Musteen, the posting is a job description.

Having an attractive careers website was a prerequisite 10 years ago, but it's time to up your game. Not only must you use your site as a platform to showcase what makes you special to potential candidates, you also need to carry the brand message through all your marketing materials, across social media changes and in the stories, you share in person. For example, written and video testimonials should be posted on the website and social networks from current employees explain why they enjoy their jobs. Doing so will create an image among prospective hires of what it's like to work for you. This type of marketing is referred to as social marketing and is becoming increasingly common for public-sector organizations.

The marketplace for talent is competitive, so the best recruiting efforts are proactive, dynamic, and capable of engaging candidates. The challenge for the City is to manage what comes to mind when prospective candidates think of government as an employer. Job candidates have a certain experience when they research the organization and apply for jobs — good, bad, or indifferent. This experience influences their decisions about whether to apply, accept a job offer, or look somewhere else. What exactly do candidates experience when they interact with the City as an employer? Do all departments use the same processes? Do candidates get a sense of what sets the organization apart from other potential employers?

Candidates are savvier than generations past, thanks to access to consumer-friendly technologies and the massive amounts of employer information available online. This, coupled with labor market shifts and related talent shortages, has put employers able to either adapt to the new hiring landscape or risk falling swiftly behind the competition.

Many organizations see the recruiting process as a transaction, and the most talented employees do not want to feel like part of a transaction. Instead, the City should try to build a relationship with candidates, starting with the value the organization is offering them. Ultimately, candidates want to understand the **employer value proposition** associated with working for the City. Make sure applicants know:

- a. What they will gain by working for the City.
- b. What the culture is like.
- c. What the organization's mission entails.

**Recommendations** provided are intended to immediately impact several current practices and processes all under the auspices of strengthening the City's employer brand in order to generate a stronger pool of qualified candidates and improve selection techniques.

Considerable imagination and initiative are needed in developing a modern recruitment program.

### 1) **Enhance Recruiting Methods:**

The City must think like marketers and that hiring is not simply about generating a large number of applicants, but instead a targeted approach to attracting high-quality caliber candidates.

- a) At least monthly provide a **Status Update on Active Recruitments** to each department director.
- b) **When a vacancy occurs a specific recruitment plan** that consists of sourcing strategies, schedules, etc. should be co-created by HR and the Hiring Manager. Agreement about these variables is fundamental to a smooth and effective process.
- c) Redefine the concept of **"most qualified."** Typically, the most qualified is synonymous with the most experienced. The concept of "most qualified" must be expanded to include talent, "fit," and leadership potential.
- d) **Establish a Time-to-Hire metric** that will establish expected deadlines for each segment of the hiring process. These should be co-created by the HR Department and the hiring manager of the department. This metric should be reported regularly to all interested parties.
- e) The disruptive force of technology has transformed the way people look for jobs and careers and how employers hire. As a result, this "new era" in talent acquisition requires a fresh look at how the City approaches and invests in finding the right people. **Technologies such as social, mobile, and video** have transformed the expectations and behaviors of job seekers, as well as expanded the collection of tools for hiring that organizations now need to find, attract, screen, and hire top talent. [iCIMS](#) provides a talent acquisition suite.

- f) **Job Opportunities or a Careers section should be placed on the web home page for all departments.** Each Department should list current openings, describe the hiring process, provide an FAQ, and outline the challenges and satisfaction employees achieve from working in that department. These types of messages communicate a very powerful impression on potential candidates.
- g) **A new name for the web site which list job openings should be considered – [www.CityofRaymorejobs.com](http://www.CityofRaymorejobs.com)** and it should be placed on City business cards, fleet, all social media platforms, etc. Once the new site is launched, the HR Department should regularly track “hits” (i.e., visitors) to the redesigned web site. A quality web site for prospective applicants is the passport to be in the game to recruit highly talented people. The web site should be redesigned by a creative design firm that has extensive experience in such matters. Visit the [City of Fort Collins \(CO\)](http://www.CityofFortCollinsCO.com) for an example.
- h) **Sourcing candidates/recruiting methods should be expanded to include a social media strategy.** There is no organizational substitute for quality talent, and strategic talent sourcing is the first (and perhaps most important) step in finding the best candidates available.
- i) Gather relevant information from **current seasonal and part-time employees.** Some of these employees may be attending college, pursuing a course of study, and may be interested in employment with the City once earning their degree. Obtain e-mail addresses and stay in regular contact throughout the academic year as a means of strengthening the relationship between the City and prospective full-time job seeking candidates. Additionally, because of their seasonal employment this group benefits from learning about the purpose of local government and their potential contributions in that pursuit.

## **2) Strengthen the Recruiting Message**

- j) The world is teeming with smart, skilled, passionate people who are blue-chip prospects — none of whom will be particularly interested in an organization that provides an **utterly boring job announcement**. Many organizations have had success with more of a social marketing approach that appeals to people of all generations and offers a powerful message: Join this organization and be a part of something truly outstanding as you help make your mark. People today are looking for more than a job and a paycheck, they want meaning and feel as though they are having an impact. Local government in general, and City of Raymore, is in the impact business with the role of every employee serving as a community builder. There is a tremendous opportunity to refashion and revise the

existing **job announcement** to better highlight the role each employee plays in building a stronger, more vibrant Raymore community.

A recruiting message has to be thought-provoking and emotionally driven, like advertising. For example, ***“Adventurers wanted to join the City of Raymore. We are seeking mission-oriented people who every day want to build a stronger community.”***

**Job postings should include an expanded description of the many positive features associated with working for the City of Raymore, especially about the work environment and opportunities to learn and grow.** These messages also help demonstrate a more diverse workplace and can aid in recruiting a more diverse workforce. Visit [San Mateo City \(CA\)](#) as an example.

- k) **Testimonials from current employees** about what they enjoy most about working for the City of Raymore should be included on the web site and all materials. Testimonials by existing employees can relay powerful messages not only about the job/role one has, but the environment in which they work. The more progress the City makes in this area, the more you will set yourself apart from other government employers. Visit [City and City of Denver](#) as an example.
- l) Host a **City of Raymore Career Fair Day** for all positions. Invite members of the executive team along with front-line employees to present and describe the benefits of working for the City. Obtain a background profile for each person attending and follow up with these potential full-time employees.
- m) **Tailor the City’s appeal to a new breed of college graduates**, requires a marketing approach to devising a campus recruiting campaign that addresses two of the highest priorities among young people: career mobility and social responsibility.
- n) The **Police Department** must create its own “minor leagues/farm system” of potential candidates by being more aggressive with outreach and relationship-building with prospective candidates.

## **B. Training and Development**

Most government organizations invest a majority of their learning/training budget in employees’ technical performance. However, the ability to be an outstanding technical performer does not always translate in the ability to be an effective manager. The performance of managers today is rated as much on people skills as on measurable output. In addition, the ability to solve problems, resolve conflict, participate on teams,

and make decisions are performance needs that frontline staff and mid-managers require. Although people differ in their baseline abilities, the research shows that skills-based training can result in better results for most people who want to improve their effectiveness.

To deepen the capabilities of your workforce members, you need to **have a bottom-to-top leadership and management development program** with the following recommended objectives:

- ☑ Build the critical leadership competencies of supervisors, managers, and directors.
- ☑ Increase productivity.
- ☑ Enhance the organization's capacity to handle strategic, complex, and critical issues in the future.
- ☑ Identify potential successors for key executives and leadership roles who will carry on the mission and values of your organization.

The learning and development program should encompass three levels to categorize, in broad terms, the experiences, exposure, behaviors, and awareness of employees—emerging/beginning leaders, intermediate leaders, and advanced leaders.

This training is a vital component of developing competent, informed managers who can build effective relationships with their employees and must be tailored to fit specific considerations that affect different departments. As a proven practice, good management training provides supervisors with a better understanding of their relationship to employees in the context of the work environment, the ethical considerations associated with supervising employees, strategies for understanding and effectively managing employee behaviors, and proven practices for effectively evaluating employee performance.

Development of the workforce cannot be successful as an HR initiative; to have a real impact, it needs to be an organization imperative. To reap the rewards of a stronger focus on leadership, it needs to be owned by senior management, driven by every single manager, and treated like a high priority. In other words, when senior leaders are actively involved in leadership development, the quality is much higher. Senior management has a critical perspective in identifying the leaders the organization needs in the future, but they also have the influence needed to put development at the top of the priority list.

### **C. Succession Planning**

Similar to other municipalities across the country, the City of Raymore continues to experience shifting workforce demographics including employees voluntarily departing for a variety of reasons along with pending retirements of long-term employees.

First of all, succession planning is not about pre-selection or guaranteeing an employee a promotion. Not at all. Instead, it's a risk-management strategy to maintain continuity of operations by ensuring a bench of qualified potential successors is in place so when an employee departs, he or she can step in and assume the responsibilities.

Recognizing the City's recruitment challenges it is essential that the organization implement a proactive approach when considering its future workforce needs. Workforce development and succession planning is best described as identifying those critical future vacancies and preparing existing staff members (when possible) to smoothly transition into more responsible positions. Having a plan in place allows for an organization to predict where critical needs are or will be, provides time to adjust and plan, allows adequate time for employees to be trained, and if necessary, time to recruit potential candidates. The goals are to develop "bench strength" and to ensure seamless or uninterrupted service within the organization.

It is recommended that the City develop a workforce and succession planning process to help prepare for the organization's future – near, short, and long-term. The first step should be to establish a Succession Planning Steering Committee, consisting of the Human Resources Manager and key managers/supervisors throughout the organization, who would be able to identify critical positions. The Committee should identify those critical positions that may become vacant within the next two to three years. The Committee should review positions at all levels of the organization including executive, middle management, and supervisory staff.

Once the critical positions have been identified, the Committee should review the organization's key competencies and those needed to fill the identified critical positions and determine if there are potential knowledge gaps. The Committee should then determine training needs, which may fall into two categories: 1) technical and skill based or 2) leadership and management.

A component of developing employees for future leadership positions includes coaching and mentoring. The Committee should explore opportunities to expand coaching and mentoring beyond the performance appraisal process. Other ways to coach and mentor employees include:

- Job shadowing
- Interim assignments
- Attending higher level meetings
- Position rotations
- Committee or task force assignments

A successful succession planning process should help prepare and transition front-line workers to take on the role of supervisor. However, what often happens is that employees who are not prepared to be supervisors are moved into a role before they are ready. While they may have knowledge regarding their job and be a qualified

practitioner, they may not be equipped with the skills or training necessary to be a good supervisor. Developing a succession planning process and the appropriate support and training programs can help the City prepare and equip employees to be both good practitioners and supervisors.

Developing and implementing a successful workforce development and succession plan will allow the City to proactively plan for its future. Ultimately, succession planning not only identifies those critical positions within the organization it also assists with the training and development of employees to help them advance within the organization.

#### **D. Performance Appraisal**

Successful organizations and their managers approach the idea of providing performance feedback to employees as a means for that employee to calibrate his or her performance; they use feedback and its regular delivery like a dashboard in an automobile. While driving we utilize the indicators on the dashboard that monitor functions that are deemed essential to us continuing: speed, fuel, oil pressure, and engine temperature. Each one reflects a vital measurement and together they paint a picture for how our vehicle is performing. Similarly, in order for employees and their manager to recognize and take corrective action about the employee's performance, performance indicators must also be created and communicated regularly.

The example of someone driving on the road without a functioning dashboard is apt when appraisals are either not credible or not used. Employees who are clear on what's expected of them and who know they are being evaluated on a consistent set of criteria have been proven to be more productive and committed to the organization. Naturally, it provides them with some assurance that the organization is making decisions that affect them in a fair and ethical manner.

Failing to assess and coach employees can lower individual performance and organizational effectiveness. Good performance evaluation can engage employees and invigorate the City's overall performance. It can:

- Improve individual employee performance and enhance organizational effectiveness
- Inspire greater employee commitment and help reduce unwanted turnover.
- Enhance the City's reputation as an employer of choice and strengthen your brand.
- Clarify roles and responsibilities and hold employees accountable.

Ideally, performance appraisal should originate with what the City needs to accomplish to meet its strategic objectives. Each employee has some contribution to make to those greater objectives through his or her job. In a sense, the sum of all performances in all jobs should equal the strategic plan for the City.

**Based on current practices, several recommendations are offered:**

1. Educate both management and employees on the rationale and value of implementing successful employee performance management as the linchpin to department effectiveness.
2. Revise the instrument with a focus on values, principles, behaviors and results instead of tasks.
3. Revise the performance appraisal form used for those in supervisory-management-leadership roles to factor in a larger and concentrated emphasis on the results their direct reports/subordinates generate. In other words, the final rating for those who supervise should be based more on the effectiveness of their work team than their own particular capabilities.
4. Encourage supervisors and managers to provide their employees continuous, personalized reinforcement and feedback throughout the year. Managers and other feedback providers should take the time to monitor assess and discuss an individual's performance regularly. Employees make the process work by turning feedback into improvements. As a result, coaching/delivering feedback should be day-to-day and not a once, or even twice, a year activity.
5. Provide learning/training opportunities for supervisors and managers to improve their skills in delivering feedback to employees. Include in the training a segment on effective coaching skills.
6. Goals should be co-created between employee and supervisor. These goals should be specific, challenging and time linked. They should also be linked to department and organizational strategy and goals for the upcoming year.
7. A copy of the performance appraisal instrument should be supplied to new employees on their first day of employment. A discussion with their immediate supervisor should accompany this action, as a means to communicate performance expectations and timeframe for the employee's first evaluation.
8. Increase accountability for performance at all levels of the organization, such as those in supervisory, management and leadership roles should be accountable for how well his/her direct reports are performing and how well they are to assume new responsibilities.
9. When evaluations are not completed on time the message to employees is, they're not valued by his/her manager and thus, by the organization. No excuse for evaluations being late.

## Summary

Talent tools and processes your organization has used for decades need to change to reflect the modern workplace and workforce. Everything starts with mindset. Referring to the City's organization's vision, mission, and values, the question should be how does talent support or enable all of that? It's the connective tissue that links it all together.

Local governments like the City of Raymore must operate in a legacy world, meaning that you must be able to keep doing the nuts-and-bolts work at the core of the mission, but you also must be ready to succeed in a fast-changing environment, one that's difficult to predict.