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PREFACE

Local governments across the Commonwealth, as well as regionally and nationally, are routinely faced with difficult budget, planning and resource allocation decisions. At the same time, they are confronting ever-increasing demands for expanded services, unfunded mandates and an increasing regulatory environment. With rapidly changing technologies available to local policy makers and managers, as well as demands for efficient operational systems, which support the core mission of the locality, public accountability in leadership and management is more important than ever. Periodic reviews of policy, regulations, administrative and operational systems assist organizations to respond effectively to these demands and continuous operational improvement. More importantly, periodic review can make a difference in maximizing resources for achieving the ultimate outcomes of the organization.

The Albemarle County “Resources Management Review”

This review was initiated in the spring of 2008 by a contact from the Albemarle County Government to the Commonwealth Educational Policy Institute in the Center for Public Policy at Virginia Commonwealth University. Subsequent to the inquiry from the County Government, representatives from CEPI met with the Albemarle County Executive to discuss the services offered by CEPI and the general scope and nature of the consulting work desired by the County. In June 2008, CEPI submitted a formal written proposal to conduct a “Resources Management Review.” The specific purposes included the following:

Focused Purposes of the Review

The primary focus of the consultative effort was to assist Albemarle County in the identification of ways to improve the utilization of its resources, -- financial, human, facilities and others -- to provide the most efficient and effective services to the community. Though the review did not include Constitutional Officers in the general scope of the review of County management, some of them did not want to be omitted; therefore, they were included in the process. To support this intent, focused areas for study included:

- Review of administrative and operational support systems to assure maximization of financial resources for direct customer service needs,
- Review of long-term organizational structure of the community development division
- Review of technology planning, systems and utilization present and projected as needed for administrative support and County operations
- Review of human resource components such as recruitment, training, professional development, promotion, salary and benefits, and County leadership and collegial participatory opportunities,
- Review of local policy and regulation system including staff and community communications,
- Review of safety and emergency management services and communications,
- Review of human services, parks and recreations, and housing

- A review of the County’s organizational structure and delivery of services using metrics benchmarked with comparable jurisdictions and best practices in Virginia.

After submission of the CEPI proposal (See Appendix A) the Executive Director and representatives of CEPI met twice with the County Executive and other representatives of the County Government to discuss the proposal and to ensure it met the intended needs of the review. After extensive review, including consideration of a more limited alternative, the Board of Supervisors approved the proposal at its meeting in August, 2008.

The Conduct of the Review

The CEPI Review team was lead by Dr. William C. Boshier, Jr., CEPI Executive Director and Distinguished Professor of Education and Public Policy in the Center for Public Policy, L. Douglas Wilder School of Government, VCU; Mr. Lane Ramsey, CEPI Review Coordinator; and Dr. Linda H. Gilliam, CEPI. A complete listing of the review team membership may be found in Appendix B. The following protocols and review components give an overview to the review process:

1. An organizational meeting in Albemarle with CEPI Executive Director and Review Coordinator with the County Executive and designated staff was held to discuss the operational protocol, timelines, communication processes, collection of documents and data, visitation team, visitation dates and any other relevant issues necessary to the successful conduct of the review.
2. CEPI submitted the initial request for documents and data to the County. List of initial documents requested may be found in Appendix C. Additional documents were requested during and after site visit.
3. Albemarle County sent documents and data to CEPI as requested (three to four weeks is normally needed to compile and organize this extensive request; however, the requests were received in expedited time).
4. At the first CEPI team meeting, documents and data were made available to the CEPI team for initial review and analysis. As a part of this first team meeting, the County Executive and key staff were invited to meet with team members and participate in the initial discussion and orientation of the team. This meeting took place at the CEPI office at VCU. The County Executive participated in a conference call. As a result of this meeting, there were requests for additional documents and/or clarifications on submitted information.
5. CEPI and County designated staff made all detailed arrangements for a three-day site visit, including specific team assignments, departmental visitation schedules, interview schedules and all logistical arrangements.
6. CEPI team conducted a three-day, on-site visit that included the following components:

- Verification of collected data and information
 - Location and review of any incomplete documents and data
 - Interviews with key County officials and administrative staff, department and school division leadership, constitutional officers, community leaders and stakeholders, as predetermined in previous planning sessions
 - A public forum for community stakeholders and staff to submit suggestions related to purposes of the review
 - CEPI included, in the three-day visit, a short orientation meeting, on the first day, with administrative staff and an exit interview with the County Executive.
7. After completion of the on-site visit, team members used CEPI protocols for analysis and review. This process concluded with a full-day work session of the CEPI team at VCU to determine consensus of findings and observations and to report recommendations. Follow-up questions were directed to the County in the process to resolve conflicting or missing information.
 8. A complete report document was drafted.
 9. A *working draft* of the report was shared with the County Executive for factual and/or oversight corrections only.
 10. The final report was officially submitted to Albemarle County Government and Board of Supervisors as part of a public presentation.
 11. The CEPI team acknowledges that this study comes at a time when local governments all across the state are struggling to balance budgets and make operations more efficient. While there are many efficiency and revenue enhancement recommendations in this report, there are also recommendations that if implemented would require additional costs to reach Albemarle's standards of service. None of these additions constitutes an emergency condition in our opinion, but rather we believe Albemarle should evaluate these circumstances and determine if and when these changes should be made considering budget issues, financial circumstances, and financial implications.

PART ONE: BOARD OF SUPERVISORS, COUNTY EXECUTIVE AND ORGANIZATION

Albemarle County is by origin and stewardship a jurisdiction with a great history and quality of life. With 723 square miles and 93,000 citizens, the Board of Supervisors and County Executive have worked as a team to ensure that the rural and “green” nature of the County is preserved, while creating an environment that reflects high quality education, both K-12 and higher education, public safety, and human services. The stated mission is “to enhance the well-being and quality of life for all citizens through the provision of the highest level of public service consistent with the prudent use of public funds.”

As stated in the most recent annual report, Albemarle County has a low unemployment rate (2.5%), a relatively high median household income (\$70,000), and a median house price of \$310,000. While each of these factors is likely to be negatively impacted by the present economy, the County has maintained a low real property tax rate (\$.71 per \$100 of assessed value) and access to healthy “protected” space (74,304 acres) and parks (2,203 acres).

While certainly serving pockets of urban/suburban demographics, the rural nature of the County is reflected in its population: 84% Caucasian, 10% African American and 3% Asian and Hispanic.

The Board of Supervisors and County Executive clearly and consistently reflect the mission and strategic plan in the expenditure of funds. For each dollar spent, as reported for the last fiscal year, the focus has been: 61 cents for education, 13 cents for public safety, 8 cents for Human Services, 7 cents for Community Development, 5 cents for Operations, 4 cents for Revenue Sharing, and 2 cents for Parks and Recreation. The conservation of resources, both natural and fiscal, seems to be a hallmark of the County’s leadership.

The leadership of the County is committed to open government with significant numbers of citizen and advisory groups. The County Executive is well respected by the staff and community and has an extraordinary grasp of the vision for the County and the strategies that must be used to make it a reality. He is also greatly respected by his peer managers around the region and state for his leadership and management skills.

Findings/Observations

1. The Board of Supervisors seeks citizen input from all available sources.
2. The time in Board meetings has grown in recent years also causing a significant amount of staff work with preparation of minutes.

3. The Board has wonderful resources for economic development. The high quality of life in Albemarle and the region can be a major attraction to business development. While the University of Virginia is a major economic driver, many business opportunities will be missed if it is the only strategy. Albemarle is commended for a conservative philosophy on economic development. They have held firm on not promoting projects through the use of incentives.
4. The County Executive has a flat and lean leadership team. His team is made up of knowledgeable and talented professionals, and together the organization is succeeding in implementing a total quality business model of leadership.
5. The County has aggressively pursued the development of software that will enhance the operations.
6. The County has not adopted a strategic plan for economic development nor have they made economic development a priority. The County does not aggressively recruit and promote business development.
7. The County benchmarked from a cost of services standpoint very well against a number of Virginia counties with similar characteristics. The localities which were compared with Albemarle through the use of the Virginia Auditor of Public Accounts comparative cost report were Hanover, James City, Roanoke, Spotsylvania, and Stafford Counties. The two functional areas where Albemarle did not appear as efficient were Community Development and Mental Health services.
8. The Board of Supervisors and staff both realize the benefit of a strong region. The region enjoys two of the strongest regional minded governing bodies (Charlottesville and Albemarle) in the state.

Recommendations

1. Streamline the planning process to make it a more cost-effective operation. Several recommendations are provided for consideration in the Community Development section of this report.
2. Enhance areas of opportunity that the City and County have to further cooperate or consider consolidation for the benefit of the region. In doing so, the County should ensure that Albemarle residents realize efficiencies from combined services.
3. Review all fees to determine if the users are carrying appropriate costs in discretionary services given the growing demands for services and concerns about taxes in a difficult economy. The fee structures should be reviewed annually to keep them up to date on an ongoing basis.

4. Approve a strategic plan which could make economic development a priority and identify the area as a major potential generator of revenue. The County is considering an amendment to the land use plan that addresses economic development in many respects and should move forward to adopt a plan that can direct staff and the regional economic development effort toward the business development that can best bring the right resources to the County. For example, the right economic development strategy for Albemarle County might be recruiting high investment projects. Since large job creation results in higher demand for and higher cost of providing services, such a strategy would require fewer jobs to operate.

Findings/Observations: *Education Funding*

1. Albemarle County and Albemarle County Public Schools have an outstanding public school system. Student achievement is a focus and the quality of the system is cited as an important asset related to quality of life and economic development. The funding policy allocates 60% of the general fund property taxes to the school system. This formula has remained the same for some time, even though the population of the County has grown at a higher rate than school enrollment (See Table 1 showing the growth rates).

**Table 1
Population and School Enrollment Rate**

Fiscal Year	Population	Rate	Enrollment	Rate
1998	80,200		11,644	
1999	81,800	2.0%	11,981	2.8%
2000	82,900	1.3%	12,187	1.7%
2001	84,186	1.5%	12,237	.5%
2002	85,800	1.9%	12,140	(.8%)
2003	86,700	1.0%	12,287	1.2%
2004	88,100	1.6%	12,356	.5%
2005	89,600	1.7%	12,378	.01%
2006	90,400	.9%	12,446	.1%
2007	90,806	.5%	12,491	.04%
Ten Year Growth Rate		13.2%		7.3%

Source: Albemarle County Comprehensive Annual Financial Report

2. The County has maintained a practice of returning unspent expenditure budget funding to the schools and also allows the school fund to maintain a fund balance above and beyond the General Fund balance. These financial practices work well for the County and schools in several ways:

- ACPS operates a large business; therefore, a consistent funding stream is important to their planning effort and matching needs to the budget.
 - These policies create a tremendous incentive to save and create efficiencies within the school budget.
 - These policies allow the Board of Supervisors and the Board of Education during budget deliberations to focus on the services being provided within the context of available resources.
3. The funding formula does not take into consideration the difference in growth experienced by the school system and the County. County population has grown 13.2% in the past ten years and school enrollment by 7.2%. While population and school enrollment are not the only measures of resource needs, it is a very objective general measure by which to allocate resources.
 4. Debt service for school capital projects is an educational cost and is reported to the state on the Superintendents Annual Report. Debt service is budgeted in the County's general fund budget. Cost accounting methods would budget school debt service in the school fund. This practice would also allow the school system to weigh debt service decisions against other resource needs and make the best business or needs decisions regarding the issuance of debt.

Recommendations: *Education Funding*

1. Begin in the FY 2010 budget process adjusting the 60% funding allocation up or down for the schools based on the previous year's change in population vs. school enrollment, as well as other programmatic considerations. These annual changes will likely be small but in the long term will help balance resources between the two entities.
2. Negotiate between the County and the schools an appropriate fund balance for schools to maintain. While the carry over of unspent expenditures is an incentive for schools, it can also create an imbalance between the two. A good approach could be to create a maximum dollar amount of fund balance and anything above that amount would be allocated between the school and general fund balances on a pro-rata basis.
3. Allocate school system debt beginning with the FY 2010 budget process as part of the transfer to schools budget. Obviously, an adjustment must be made in the funding formula. The current transfer should be increased by the amount of debt service required in FY2010 and the percentage increased accordingly. From that point forward the percentage should be a single percentage and adjusted annually based on the above recommendation regarding population, school enrollment, and programmatic considerations.

Findings/Observations: *Sales Tax*

1. Table 2 indicates the retail sales per capita for Albemarle/Charlottesville and other regions of the state. Compared to the Fredericksburg, Roanoke, Richmond, and Williamsburg regions, Albemarle's retail sales per capita are good. Four of the benchmark counties experienced less retail sales per capita than Albemarle, and three counties experienced more retail sales per capita. The disparity between Albemarle and Charlottesville appear greater than might be expected with the Route 29 and other retail corridors in the County.
2. While this review did not include a study the retail structure of the other regions, it is known that the State Department of Taxation does not make great efforts to distinguish between localities when distributing the one cent local sales tax. The state distributes the sales tax based on the locality indicated on the filing form. It is common for some companies to report the locality designation of the business as the zip code designation. Much of Albemarle County is designated as a Charlottesville zip code; therefore, it is easy for a business when reporting retail sales to make a reporting mistake. Also, many retail businesses report sales from a home office in a different state and again it is very easy to mistake the zip code locality for the locality in which the sales take place.

Table 2
Albemarle County
Sales Tax Analysis
2007

Locality	Population	Retail Sales(000)	Per capita
Sales			
Albemarle	93,601	1,255,468	13,412
Charlottesville	41,274	895,966	21,707
Total Region	134,875	2,151,434	15,951
Stafford	120,387	879,059	7,302
Spotsylvania	119,907	1,408,122	11,743
Fredricksburg	22,218	988,455	44,489
Total Region	262,512	3,275,636	12,478
Roanoke County	90,902	930,227	10,233
Roanoke City	93,504	1,900,931	20,329
Total Region	184,406	2,831,158	15,353
Hanover	97,569	1,677,157	17,189
Henrico	289,788	5,074,052	17,509
Chesterfield	298,721	3,593,576	12,030
Richmond	195,300	2,477,325	12,684
Total Region	881,378	12,822,110	14,547
James City	61,739	843,370	13,660
Williamsburg	13,245	417,579	31,527
Total Region	74,984	1,260,949	16,816

Source: Auditor of Public Accounts

Recommendation: Sales Tax

Continue to investigate whether or not the businesses with Charlottesville zip codes are making payment in the proper location. This would be feasible given the number of Virginia jurisdictions identifying errors in the collection of sales taxes (Henrico, Fairfax, and Alexandria). The County should reconsider the frozen auditor position in the Finance Department as this position has a track record of generating revenue from mis-identified sales tax revenue. Additionally, this position audits business personal property filings and BPOL filings. It is estimated that this position can generate between \$500,000 and \$1,000,000 per year.

PART TWO: FINANCIAL OPERATIONS

As with any organization, the financial operations of Albemarle County are a critical contributor to the overall functioning of the County. Virtually nothing happens in any organization without the payroll, accounting, budgeting and invoice processing. A well-run and well-informed finance department is a necessary prerequisite to a well-run organization.

A financial organization that works extremely well can easily be under appreciated, because it seems so seamless to the overall beneficiaries of its processes. Senior management's reputation is influenced by key reports and documents generated by the financial operations. The natural reporting cadence and the near routine establishment of regular reporting of financial operations can lull users into a familiarity that fails to appreciate the complexity of the financial operations. In addition, because financial operations are largely, but not exclusively, an internal service function to the larger programs that provide the bulk of direct services to the community, they can often be overlooked in the setting of priorities.

This review included a series of interviews of key financial operations personnel, a review of key financial documents provided by the County, and additional research was conducted utilizing documents available on the internet. For purposes of this review, the financial operations, while viewed functionally, were examined at a relatively high level and reported in a format that highlights the **unique, large, complex and important** roles that the finance department plays in the operations of the County.

Findings/Observations: *Unique Characteristics/Roles*

1. The Finance Department in Albemarle County is a well-run operation. There is a high degree of trust and spirit of teamwork displayed within the department. There is a high degree of comfort that the operations are well run and efficient, within the resources allotted to the finance operation.
2. Most interviewees agreed that the County leadership's open and deliberative decision-making process in all aspects of County operations was highly regarded.
3. Albemarle County is **unique** in its form of government, with Prince William County, Virginia, being the only other County in the Commonwealth that utilizes the County Executive form of government. The basic difference between the County Executive form and the Traditional form is that under the County Executive form there is no elected Treasurer or Commissioner of the Revenue. These functions are carried out within the Finance Department. It is a much more streamlined operation.
4. There are four financial characteristics that set Albemarle County apart from its peers, making it extremely **unique** in its financial operations. These are:

- Lower than peer group state aid support;
 - Revenue and Economic Growth Sharing Plan;
 - Consolidated financial operations with schools; and
 - The number of regional operations supported by Albemarle County Finance.
5. *Lower than peer group state aid support:* On a per capita basis, Albemarle County receives less than any of its peers in funding from the Commonwealth of Virginia, \$829 per citizen compared to an average of \$1,105 for its peer group. In fact, the average per capita reimbursement for Albemarle County is 38% less than the peer group. Table 3 contains selected peer County Commonwealth Funding Per Capita.

Table 3
Commonwealth Funding Per Capita

Locality	Commonwealth Funding per capita
Charlottesville	\$1,117
Albemarle	\$829
Hanover	\$1,156
James City	\$937
Roanoke	\$1,089
Spotsylvania	\$1,275
Stafford	\$1,333

Source: Order of Public Accounts

6. The lower level of state aid from the Commonwealth is directly attributable to two major aspects of the state’s funding formulas: the use of the “composite index” for K-12 education funding and the use of “fiscal stress index” in other programs. Both formula driven methods of distributing state funds rely heavily on the relative “wealth” of a locality. These two factors, exclusive of anything related to the financial operations of the County, contribute to the lower than peer group funding from the Commonwealth. Albemarle County’s relative wealth is an advantage, but the effect of the relative wealth of the County to its peers, coupled with the nuances of the state’s funding formulas, means that the County receives significantly less financing from state programs than its peers.
7. *Revenue and Economic Growth Sharing Plan:* Another unique characteristic of Albemarle’s financial operations is the Revenue and Economic Growth Sharing Agreement in place with the City of Charlottesville. The Virginia General Assembly, in 1979, adopted legislation encouraging the creation of revenue sharing agreements, such as the one adopted by Albemarle County in 1982. This agreement, adopted by the respective governing bodies of both Charlottesville City and Albemarle County was ultimately submitted to the voters for a referendum; and, therefore, it is a binding legal contract that cannot be changed

except under the terms expressed in the agreement. Specifically, the agreement can only be modified if: 1) The City of Charlottesville and Albemarle County merge; or 2) the concept of independent cities changes in a manner that real property tax base of the City of Charlottesville becomes taxable by the County; or 3) the City of Charlottesville and the County of Albemarle mutually agree to change or cancel the agreement.

The origin of the agreement was to institute an environment whereby Charlottesville City would agree to not seek annexation of County land in exchange for payments by the County from growth in revenues over time. In 1987, the Virginia General Assembly passed a statewide moratorium on any annexation (the state-wide moratorium on annexation is set to expire on January 1, 2010, unless extended by the 2009 Virginia General Assembly). In other words, following the incentive to do so, the County of Albemarle negotiated and agreed to a permanent ban on annexation of land area in exchange for negotiated payments to the City of Charlottesville. Almost immediately afterwards, the Virginia General Assembly changed course and instituted a moratorium on annexations, negating the premise of the agreement.

These actions, not of the making of either local government, have caused some to question the original policy decision. Because the payments made under the Revenue and Economic Growth Sharing Agreement in fiscal year 2009 will be \$13.6 million, accounting for 10 cents of the 71 cent tax rate, this issue is not a minor one; however, it is a situation that Albemarle can do little to change.

8. *Consolidated financial operations with schools:* Although not completely unique, there are very few local governments in the Commonwealth of Virginia with financial and human resource functions as integrated between the school and County operations. Albemarle County handles the accounting, payroll, human resources and purchasing for the schools. In addition, major facility renovations and capital outlay are handled by the County. As noted in the Resource Management Review completed by the Commonwealth Educational Policy Institute for the Albemarle County Public Schools system in 2007, the level of cooperation and use of shared services between the school and the County are outstanding. That was reaffirmed during this review, with a remarkably favorable opinion being voiced by the finance department employees as well.

While the relatively strong cooperative working relationship between the County Board of Supervisors and the School Board sets the tone for this spirit of cooperation, it is very apparent that the consolidated operation is successful largely due to the employees' personal commitments. While these strong relationships are admirable, they are largely built on informal understandings rather than written agreements. As the County's and School Board's operations grow, there will be an increasing need to formalize these relationships in order to ensure that each partner fully understands the liabilities and risks that each entity is undertaking.

9. *The number of regional operations supported by Albemarle County Finance:* Albemarle County, through its financial department, handles financial operations for large numbers of local and regional entities. This is a very good thing and connotes a high degree of trust that these entities have in Albemarle County's financial capabilities. In addition to handling major aspects of the financial operations for the School Board, the County handles various aspects of the operations for joint City/County operations: the Emergency Communications Center, Fire Rescue (both professional and volunteer) and the Regional Jail. These operations include financial, purchasing and capital outlay project management. This is a remarkably good thing for the citizens of the region because it keeps the overhead administrative costs low, while at the same time achieving economies of scale in purchasing and negotiating.

By definition, these relationships are forged because either the complexity of project is such that the entity asking Albemarle's assistance does not possess the capability to undertake that project or because the entity requesting assistance on their project does not handle enough transactions with any regularity to justify a separate support unit. These additional duties handled by the finance department of Albemarle County often contain a high degree of risk than some of the more routine operations conducted by the County.

Recommendations

1. Ensure that the County's citizens understand the nuances of the state funding formulas which make the County's operations more dependent upon local revenue sources because of the state funding formula biases.
2. Promote a legislative agenda within the Virginia General Assembly, educating members of the General Assembly about the unique circumstances that their actions regarding annexation policy have placed upon Albemarle County. This agenda should seek to monitor and educate in a manner that increases the opportunity to influence changes in future, rather than revisit the past. The 2009 General Assembly must take action to either renew the existing moratorium or allow it to lapse. This presents a unique opportunity for Albemarle County to be influential in a future legislative session.
3. While not within the parameters of this review, the passage of a statewide comprehensive telecommunications tax bill in 2006 placed Albemarle County at a disadvantage with other localities because Albemarle did not have a cable franchise tax in place when this reform legislation took place. This state action placed Albemarle in a less than ideal fiscal position because of a local choice even though the decision was entirely acceptable and well thought out. This issue should be brought to the attention of the Virginia General Assembly so that whenever additional legislative action is taken on statewide telecommunication

issues the adverse effect of the earlier bill on Albemarle County can be leveraged to the advantage of the County. The issue of the telecommunications tax reform legislation passed in the 2006 Virginia General Assembly often targeted for changes and many opportunities may come about if Albemarle County positions this issue well.

4. Consider formalizing the roles and responsibilities associated with the shared services that are provided by the County to the School Board. Ultimately a formal “memorandum of understanding” should be executed outlining the various duties and responsibilities, service level expectations, customer service standards, and conflict resolution. The process of outlining the agreements in more detail will have the added advantage of fully documenting all that is provided by the County to the School Board and reduce the risk of a misunderstanding regarding any risk associated with these operations.
5. Develop “memorandums of understanding” with entities the County routinely provides services to and “project agreements” for free standing projects that it is asked to manage on behalf of other governmental agencies.

Formalizing these agreements entails additional work and could have an effect on regional cooperation; however, such governing agreements are necessary to ensure that the roles and liabilities associated with the extensive work done by Albemarle County on behalf of these partners is fully understood by all. Formalized agreements serve as a mechanism to identify recoverable costs of handling shared services and project management. At a minimum, formal procedures for all joint capital outlay projects should be established.

Findings/Observations: *Large Characteristics/Roles*

1. Albemarle County has benefited from strong and sustained growth as measured by population. Since 2000, the County has grown by 16%, a faster than average for the Commonwealth but well below the top ten jurisdictions in Virginia. As expected in any jurisdiction with strong growth rates in population, the Albemarle County Budget has also grown.
2. The fiscal year 2008/09 budget is \$335 million, a 9.6% increase over the fiscal year 2007/08 budget. Yet when the capital items are removed from the budget, the fiscal year 2008/09 operating budget grew only 2.6%, and the bulk of that increase is attributable to increased funding (\$2.6 million) for the School Board.
3. The staff that provides for the financial operations for the County, with the attendant additional duties performed for regional partners, has remained constant or declined, depending upon the point in time that the measure is taken. When examining the associated “staffing standards” used by local governments in Virginia to benchmark financial staffing needs, Albemarle County’s number of staff remains relatively low.

4. For a County of its size, there remain a number of manual processes still in place. Absent a more formalized staffing study, this review cannot recommend additional staffing for the financial operations of the County. However, it is very apparent that the current level of staffing is very lean, with little room for any redundancies or cross training for back up should key personnel leave. As the County moves forward in its implementation of the “Access Albemarle,” a more formal staffing study would be in order to assess the appropriate level of staffing for the financial operations of the County. “Access Albemarle” is discussed further in the remainder of this report.

Recommendation

Undertake a study of the staffing needs for the financial operations of the County while moving forward with “Access Albemarle.”

Findings/Observations: *Complex Characteristics/Roles*

1. Given the unique nature of many of the operations undertaken by the Finance Department, coupled with the growth that Albemarle has experienced, a significant amount of complexity exists in the financial operations of the County.
2. Complexity brings with it a significant amount of risk and cost. Organizations must increase the level of internal communication as complexity arises in order to combat the risk of inadvertent problems. The cost of complexity is often the hardest cost to understand in any organization because it comes little by little until it is suddenly realized that the organization is no longer equipped to handle it.
3. The information flow within Albemarle County is excellent in many respects, and it is the result of a number of more informal and formal networks that control and disseminate the necessary information. While bi-weekly meetings and dashboards by key managers are utilized, absent a more formalized communications plan, that key information and/or key operational actions can be misunderstood.
4. Communications from the County Executive were generally viewed as excellent. The “Leadership Council,” consisting of the 13 department heads and key County Executive staff was viewed by staff as strong and helpful.
5. Staff feedback indicates a need for additional internal communication between operational units as a way to improve overall operations.
6. The “Access Albemarle” project is the key to the future productivity and compliance of the financial operations. This review found a high degree of manual operations being performed within the County. Improving the interface between human resources and finance is critical. The review found also that the Schools’ payment system still appears to be heavily paper driven. Reporting

processes are slow. In the rapidly changing financial conditions faced by governments today, it is necessary that “live” reports be available for a proper understanding of the finances of the County.

7. During this review process, it was noted that there are several redundancies in the invoicing process. As the County grows larger, manual and redundant invoicing increases the risk of duplicate payments
8. As critical as the “Access Albemarle” project is to the future financial success of the County, this review did not detect an overall “champion” for the project. Feedback indicates that while everyone was aware of the project and could readily explain what the project would mean to their operations, there was no sense of ownership displayed for the project or confidence that its problematic development will be overcome.
9. Feedback indicates that there is a very high degree of satisfaction by those “customers” of the purchasing section. However, it was also noted that Albemarle County has its own separate set of procurement regulations and policies aligned with, but slightly different than, the state procurement policies. In addition, unlike many other jurisdictions of comparable operations, the County does not issue purchasing cards to key employees.
10. Many governments have been reluctant to issue purchasing cards to employees because of the potential for misuse. The risk of issuing cards clearly is a factor. However, many governments have also found that the efficiencies purchasing cards bring to daily operations, coupled with the reduction in accounts payable processing are worth the potential risks. As an added value, the purchasing card programs have developed excellent management systems that detail spending in a wide array of reports that give management a much better pulse on purchasing than can be achieved with existing legacy purchasing report systems.
11. A final aspect of the **complex** environment which Albemarle County faces is that of risk management. While nothing in this review indicates that there is an immediate need to increase the resources put toward risk management, it is equally evident that the **uniqueness**, size and **complexity** of the County will soon dictate that a far more formalized risk management function be established for the County’s future well being. The County has a number of reasons to be proud of its existing fiscal stewardship. The consistent obtaining of the Certificate of Achievement for Excellence in Financial Reporting conveyed by the Government Finance Officers Association, the AAA bond rating held by the County and the relatively clean audits the County receives each year are not easily earned. In fact, all three monikers have been received with such regularity that it is important to note that they are not easy to maintain. The rigor and thoroughness of these reviews is often lost because they have been earned so often. All three measures are, however, retrospective, and it is important to have a proactive risk

management program that guards against real time financial risks and develops strategies to avoid potential risks.

12. The review noted the absence of a centralized contract and grant compliance office. In essence, each department that receives a grant is singly responsible for overall compliance. Failure to maintain full grant compliance in just a single case could result in a tremendous impact in obtaining future grants for the entire County.
13. Although staff repeatedly noted that “it is everyone’s job” to guard against potential fraud and abuse, there was no indication during the interview process that there was a reason to be overly concerned about risk management. In addition, when asked about continuity of operations (COOP) and continuity of government (COOG) plans, none of the interviewees could cite specifics about what plans, if any, were in place other than “IT will handle all of our recovery needs.”

Recommendations

1. Consider establishing an internal operational “County Calendar” listing all the key dates for the coming year as part of an internal communications strategy. The “County Calendar” would also serve as a useful tool to guard against the possibility of a missed deadline as well as raise awareness of the flow of work between and among the various work units.
2. Ensure that adequate resources are applied to the successful completion of the “Access Albemarle” project. This recommendation should be considered the most important recommendation of the financial review. In addition, the strength of the project management oversight should be reviewed and a single project manager or “champion” should be designated to run the project and ensure its success. While there is an assigned team leader, the project “champion” should spend substantial time coordinating all of the various responsibilities that are necessary for a project of this magnitude.
3. Ensure that employees remain current on all aspects of operations and compliance. This is especially true given the lean staff and lack of back up in several key positions within the finance operations. Tangential to the “Access Albemarle” project, the County needs to address the aging Computer Assisted Mass Appraisal system (CAMA) in order to ensure timely and fair appraisals in the future.
4. Ensure that training and personal development opportunities continue for personnel in the Finance Department. In the rapidly changing environment that the County financial operations must conduct its business, it is absolutely critical that the employees be given an opportunity to expand their network and seek training on the most recent changes to financial operations. In addition to the

need to stay current on professional certifications, personnel need to be able to attend conferences where new financial standards are discussed.

5. Re-examine the need to have a separate and distinct set of procurement regulations and revisit the policy of not issuing key employees purchasing cards. While the establishment of procurement policy is a key component of both control and education of its employees when it comes to purchasing criteria, the County may benefit from adopting the State procurement policy carte blanc. This would reduce the amount of complexity it has to explain to both vendors and auditors alike. This has the potential of increasing the number of potential bidders on procurements and certainly reduces complexity. Since Albemarle County has adopted the state's electronic procurement system, eVA, it is an unnecessary complexity to maintain separate policies.
6. Consider establishing a proactive risk management and internal controls function and consider holding a "table top" disaster drill associated with recovery of a major disaster impacting County financial operations. There are several models available for the County to consider, ranging from a single internal auditor to creating or designating a senior manager as "Director of Risk Management and Internal Controls." Regardless of which model the County chooses to employ, the growth, size and complexity of the County's financial operations now warrant such an office. By establishing now, a proactive risk management and internal controls strategy, the County could mitigate some of the inherent risk associated with the significant number of manual financial transactions currently taking place. The skills of a risk manager could be well utilized for building into the "Access Albemarle" project stronger controls.

Findings/Observations: *Important Characteristics/Roles*

1. The Board of Supervisors and senior management clearly understand the importance of the financial operations to the success of the County. Citizens often form their entire opinion about the efficiency and effectiveness of the County operations through viewing financial documents.
2. Because the finances of the County are so integral to its overall operations, it was not unusual to find a strong link between the strategic plan and the budget. In fact, it was observed during the course of this review that Albemarle County has a particularly strong link between the budget and the strategic plan. Each interviewee reinforced that a strong sense of strategic direction, beginning with the Board, permeated the financial operations. Guided by the strategic plan, there is also in place a well thought out performance management tacking system with attendant "Key Performance Indicators" (KPIs) for each department.
3. Despite an overall acknowledgement of a strong understanding of the strategic linkages to the budget, when interviewees were asked: "How do you know you are doing a good job?" only one interviewee used referred to KPIs as a measure of

performance. All of the foundations are laid to build upon the existing system to turn it into a superior performance management system. What may be missing is the emphasis on performance management overall.

4. Albemarle County is well positioned to be a leader in performance management among Virginia localities. Careful review of the KPIs to ensure performance rather than process oriented and to make them more current would be the next step in performance management evolution. While some of the measures are more static than one would hope because of reporting cycles, the KPIs are only useful indicators of performance to guide the organization if they are timely. The current system reports on a quarterly basis.
5. The County created a citizen led Budget Process Review Committee in an effort to improve the County's accountability for expenditures. This in-depth review of the County's financial planning processes was composed of a list of stellar representatives from the community. The findings of the Committee generally reinforced the current processes, noting only a few opportunities for improvement.
6. The review noted, with some concern, that much of the financial data on the website was not as easily accessible, which is a discouragement to the public and its ability to have transparency to information.

Recommendations

1. Strengthen the existing performance management system, making it a more formal part of its management structure, and make performance management a priority...the priority.
2. Continue refinement of the KPIs and the reporting structure. What is currently in place can easily be characterized as strong. Making the measures more robust and meaningful to the employees and the citizens would further enhance the performance management system. Review the KPIs routinely to make sure they measure the results of the County's strategic initiatives.
3. Develop changes and improvements for the performance management system with the input of the Board and the citizens of the County. Such buy-in will enhance the usefulness and meaning for all concerned.
4. Consider a citizen review process for the performance management system similar to the efforts undertaken to increase transparency for financial planning. Having the input and buy in from the general public on the performance management system will serve as a two way conduit to improve the significance of the KPIs while at the same time informing the citizens of Albemarle County of the attention to performance existing within the County's operations.

Findings/Observation: *Construction Management*

1. Albemarle County and Albemarle County Public Schools maintain a combined construction management function. Many school divisions maintain separate construction management responsibilities from the City or County.
2. Citizens have raised questions about the cost per square foot for the construction of County and school facilities. Per square foot costs can vary widely based on the expected-life and life-cycle cost considerations of a facility. A facility being built to last more than fifty years will cost more to construct than a building designed for twenty years. A building design that considers life-cycle costs, a roof structure, for instance, will cost more than a building design that does not consider life-cycle costs. Costs should be a consideration when constructing public buildings, and the citizens should be assured that all consideration is being given to the balance between costs and design features of a building.
3. Albemarle County and Albemarle County Public Schools have a special and positive working relationship that has developed and progressed over time. It was noted in the interview process that more coordination was desired. While this is in the process of being addressed already, ongoing communication should be a priority in this area to protect the outstanding working relationship.

Recommendations: *Construction Management*

1. Implement value engineering as a matter of policy in every building project. There may be small projects that would be exempt from this process but the policy should require a written justification approved by a County official outside of the Construction Management department. The savings should be tracked and documented to the County Executive and the Board of Supervisors in the routine reporting process. Significant savings, as much as five to ten percent, can be realized through value engineering. The County staff indicated that while value engineering has been used, it is not currently a policy. The process clearly should include external, as well as internal value engineering components.
2. Enlist the assistance of architects, engineers, and building contractors to review design and architectural plans before they are put to bid to advise the County about design elements that might save costs. This process has worked well in other communities and also creates more public and business trust in the process. This advisory committee should be formalized and report their findings to County management. The composition of the advisory group should be monitored to ensure that it does not replicate any existing advisory group with like responsibilities.

PART THREE: HUMAN RESOURCES

The Albemarle County Government's Department of Human Resources is reviewed in this chapter. The findings/observations and subsequent recommendations are based on interviews with human resources staff and a review of survey information and documents. The department's stated mission is "to be a premier, customer-service-focused human resources team dedicated to aggressively providing excellent human resource support to Albemarle Public Schools and Local Government." As such, the department serves a unique role, one that is not common practice in the Commonwealth of Virginia. In addition to approximately 2300 school employees, the department provided service to 620 general government employees in FY2007, according to the Albemarle County Department of Human Resources Annual Report. The staff of 23 employees consists of seven management positions, including the director, assistant director, and five managers; professional staff includes HR generalists and senior generalists, management analysts, a training specialist, and a teacher licensure specialist. There are four office assistants, whose positions are allocated to serve the functions of both units, and provide administrative support.

The staff is well qualified and demonstrates an understanding of and familiarity with the various human resource functions. Three members of the team hold Senior Professional in Human Resources (SPHR) certification, reflecting that they have demonstrated knowledge of United States federal laws, regulations and practices, and have mastered the increasingly complex human resource body of knowledge and accepted the professional challenge to stay abreast of new developments in the HR field. In addition, two members of the compensation team are Certified Compensation Professionals through World at Work, and the Occupational, Health, Safety, and Wellness Manager is a registered nurse and Certified Occupational Health Nurse Specialist.

Organization and Management

Five employees in the department are devoted full-time to government functions, including two human resource generalists and three positions in Organizational Development, one of which is frozen. With the exception of the managers and generalists who are assigned to schools, the remainder of the staff handles human resource matters for both schools and local organization, with their duties devoted to serving local government approximately 25% of the time. The department is organized by client group and a human resources manager and generalist are responsible for their respective group and are the primary contacts for human resource matters. To ensure coverage and minimize any lapse in service, cross-training of staff and use of the Standard Operating Guidelines for reference helps to ensure continuous and consistent coverage of all functions. The department's FY 2006-2007 plan of action include the following goals, which will be reflected in the findings and observations that follow in this report:

- Goal 1 – Align Human Resources as a strategic partner with customers.
- Goal 2 – Attract, Staff, and Retain the best talent.
- Goal 3 – Improve HR-related processes, policies, and procedures.
- Goal 4 – Provide excellent customer service.

The human resource department is responsible for the processes that are planned and implemented to establish an effective system that is important to the achievement of the goals and objectives of Albemarle County local government. The department defines commonalities between the two entities and develops processes to manage them effectively. This is apparent when one views the salary structure, benefits, and the pay for performance matrix in place for all classified and administrative employees. In addition, all employees are on monthly pay, which eliminates the need for multiple systems. Goal 3 of the human resources department’ strategic plan is to improve HR – related processes, policies, and procedures. These processes are designed to align the human resources function with relevant laws and policy and include the following:

- Recruitment/Staffing Support
- Classification and Compensation
- Organizational Development
- Benefits
- Employee Relations
- Workplace Safety
- Teacher Licensure and Certification

Recruitment/Staffing Support

Findings/Observations

1. The department has a standardized and orderly process for recruitment of positions with the progressive steps of advertising, screening, interviewing, reference checks, and salary determination and offer. This is in keeping with Goal 1 in the human resources plan action to attract, staff, and retain the best talent. The entrance pay rate is established according to Personnel Policy P-60 with the provision that the County Executive is authorized to hire employees at any point within the salary range based on market positions and the qualifications of the individual.
2. Persons interested in employment with Albemarle County have the opportunity to apply online. The online application process is entirely electronic and has recently been enhanced to allow applicants to attach documents. The information is collected in a central database, which allows hiring managers and HR staff to sort, screen, and select potential new hires. The external web page provides access to forms, procedures, benefits information, and other resources. The County Website has been cited as the predominant source by new hires for information about job vacancies, with referrals from County employees as the second highest source.

3. Many of the human resources processes are automated, but for the most part, they are stand-alone systems and lack interface capabilities. For example, Microsoft Access is used for surveys and SharePoint for training. Other automated processes developed by the department allow tracking of several programs, including but not limited to Workers' Compensation, Family Medical Leave, and the employee recognition program. The department is looking forward to the inclusion of human resource functions in Access Albemarle.
4. The Charlottesville Metropolitan Statistical Area (MSA) has the 2nd highest cost of living of the eight largest urban areas in Virginia. To address cost of living issues and competitive market positioning, a subset of the adopted market that the County typically recruits against is identified as the competitive market for directors, principals, and other management-level positions. Those localities represent areas that are in MSAs, both above and below Albemarle. They include Hanover County, Loudoun County, City of Charlottesville, Prince William County, Spotsylvania County, Chesterfield County, James City County, and City of Roanoke.
5. The percentage of minority employees in local government compares favorably when compared to the County's overall population, although the distribution is not evenly reflected across the various levels of employment. According to Human Resources Annual Report of 2007, minorities represent approximately 16% of the population in Albemarle County and 15% of employees in local government. The department continues to look for ways to increase the number of minorities at middle and upper levels of the organization, even while turnover is low. Data provided for new hires on the 2007 EEOC Report reflect this effort as shown in Table 4. Most recently, the department developed new recruitment materials to attract minority applicants, including a DVD showing women and minorities in public safety and professional roles.

Table 4
EEOC Report
NEW HIRES July 1, 2006-June 30, 2007

CATEGORIES	TOTAL NEW HIRES	GENERAL CONTROL		POLICE PROTECTION		CORRECTIONS		PUBLIC WELFARE, FIRE, HOUSING, PARKS & RECREATION, COMMUNITY DEVELOPMENT		TOTAL NEW HIRES BY PERCENTAGE	
		white	non-white	white	non-white	white	non-white	white	non-white	% white	% non-white
Administrative/ Officials	5	3	0	0	0	0	0	2	0	100%	0%
Professionals	11	3	0	0	0	1	0	7	0	100%	0%
Technicians	6	1	1	0	0	0	0	4	0	83%	17%
Protective Services	58	0	0	16	3	7	9	22	1	78%	22%
Para Professionals	12	1	1	1	0	0	0	7	2	75%	25%
Administrative Support	13	4	2	4	0	0	0	2	1	77%	23%
Skilled Crafts	0	0	0	0	0	0	0	0	0	---	---
Service - Maintenance	4	0	4	0	0	0	0	0	0	0%	100%
TOTALS	109	12	8	21	3	8	9	44	4	78%	22%

Source: Albemarle County

6. Representatives from the human resources department discuss relevant criteria used for screening positions with the hiring manager and screen the applications in most cases. However, some positions such as those in Public Safety require a certain amount of technical or specialized knowledge. In those cases, the hiring manager and interview panel will screen the applicants following a pre-screening process. After pre-screening and determination of the interest of the applicant in moving forward in the hiring process through testing and interviewing, human resources sends a link to the appropriate department to continue the process.
7. Structured interviews are utilized in the hiring process that consists of competency-based questions aligned to the County's core competencies found on the Employee Performance Evaluation instrument. Training is provided by human resources to familiarize interviewers with the structured interview process and is mandatory for all those that are involved in the interview process.
8. Due to current economic conditions and budget considerations, positions that are currently vacant or that become vacant are immediately frozen. Subsequently, deliberations take place regarding the essential nature of the position. Following such deliberations, the positions may be filled, frozen, or eliminated based upon demonstrated need.

9. Employee turnover is relatively low in Albemarle County. A key performance indicator under Goal 2 of the Human Resources Strategic Plan shows that the turnover rate for FY 08 was 7.64% up from 6.29 in FY07. This percentage excludes retirees and death in service. When these two factors are included, the percentage is 7.74% in FY07 and 8.89% in FY08. The department has set future targets to remain below 10%.

Recommendations

1. Continue efforts to increase diversity at all levels of the organization. Seek creative ways to increase the minority applicant base. Consider expanding recruitment efforts to add additional areas and sources from which there is an increased likelihood of attracting minority applicants.
2. Continue to work with the IT department to develop a comprehensive Human Resource Information System (HRIS) to enable more efficient management and analysis of employee information and integration with payroll. Currently, human resource and payroll data is maintained on the County mainframe and, though accessible, is not easily tracked and managed. Modules for various human resources functions could be incorporated in "Access Albemarle, including the application process, interface with payroll, self-serve application for benefits, and many others. Although many processes in the department are electronic, they are for the most part fragmented and are "stand-alone" systems.

Classification/Compensation

Findings/Observations

1. In March of 2004, the Joint Boards adopted a total compensation strategy with the overall goal "to provide competitive compensation opportunities that reinforce high performance from all employees and the achievement of organizational goals." The Boards approved a total compensation strategy to target classified salaries at no less than the median of the adopted competitive market.
2. The pay structure consists of a range of minimum to maximum salary for a given pay grade. Merit increases are based on the employee's performance rating, the employee's salary in relation to the midpoint of the assigned pay grade, contingent upon available funding.
3. Merit Pay for Performance was implemented in FY06 for local government employees. Competencies were identified and training provided based on these competencies. A merit matrix was then tied to the performance evaluation form and is displayed in Table 5. The market increase for 2007-08 was 4.0% and 3.35% for 2008-09.

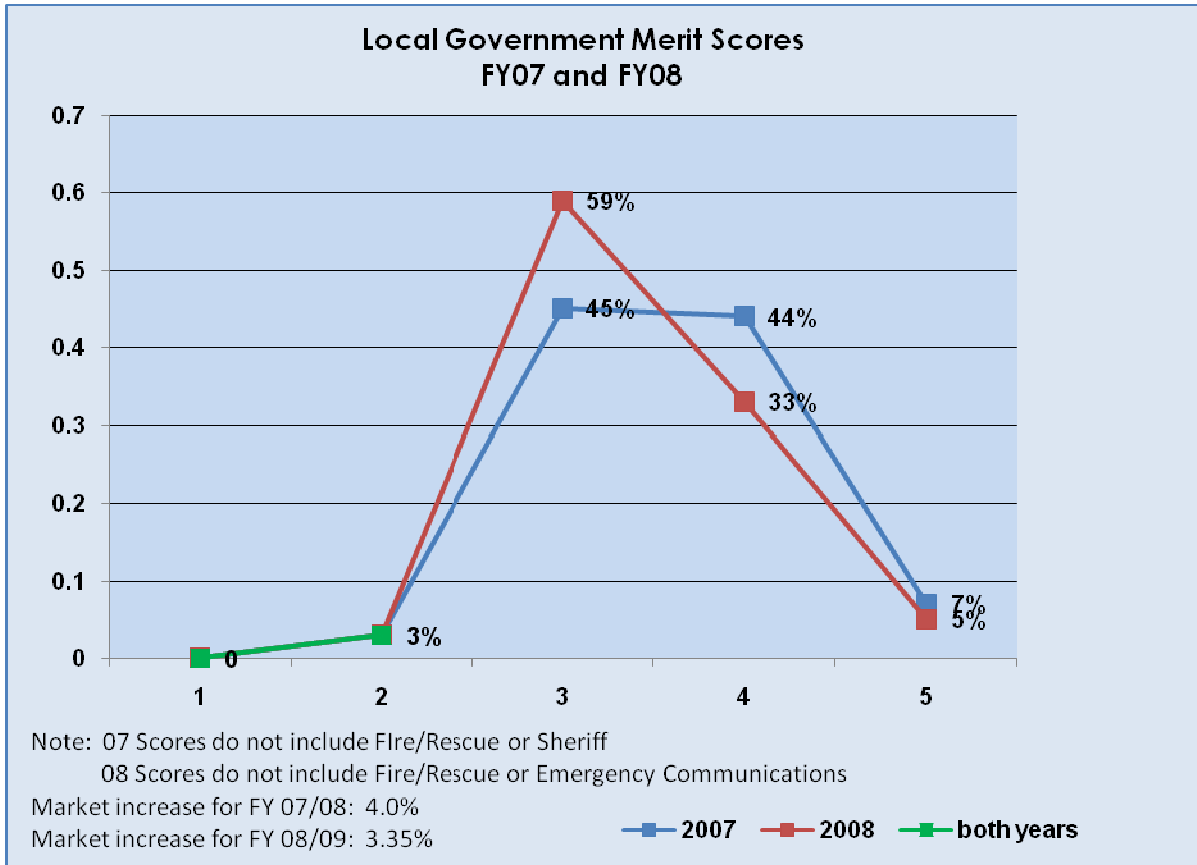
**Table 5
Merit Matrix**

POSITION IN PAY GRADE RANGE	Below Midpoint	Above Midpoint
FAILS TO MEET EXPECTATIONS	No Increase	No Increase
NEEDS DEVELOPMENT	Market – 1%	Market – 1%
SUCCESSFULLY MEETS EXPECTATIONS	Market + 1%	Market
MEETS & OCCASIONALLY EXCEED EXPECTATIONS	Market + 1.5%	Market + 0.5%
EXCEPTIONAL	Market + 2.0%	Market + 1%

Source: Albemarle County

4. Based on two years of implementation of the pay for performance plan, data were analyzed to determine and monitor the spread of evaluation scores and the impact on salaries. The evaluation scores range from 1 (Fails to Meet Expectations) to the high score of 5 (exceptional performance). The results are shown in Table 6 for merit scores impacting FY2007-2008 and FY2008-2009:

Table 6



Source: Albemarle County

- The process to maintain strategy involves annually surveying the adopted competitive market of 27 localities, plus Martha Jefferson Hospital, Albemarle County Service Authority, and UVA Health Systems with identified benchmarks reviewed annually and a full survey conducted every three years. Subsequently, the department recommends salary budget amounts based on the County's standing relative to the market. The competitive market for local government employees is defined as counties of similar size within the state of Virginia and located in the same geographic region of the Commonwealth. The subset of the adopted market for the 2006 Compensation and Benefits Survey include the Cities of Charlottesville, Chesapeake, and Roanoke and the counties of Chesterfield, Hanover, Loudoun, Prince William, and Spotsylvania. This subset of the adopted market was identified to address cost of living issues and target competitive market position. Benchmark positions are identified for review during the intervening years between the triennial comprehensive survey based on the results of the 2006 survey, position turnover, as well as internal and external equity. A number of positions were revealed to be significantly below market and were slated for review during 2007 and 2008. The benchmark positions that were reviewed in 2008 and that are being analyzed include the following:

- a. Civil Engineer
- b. Communications Officer (E-911)
- c. Engineering Technician
- d. Fire/Rescue Battalion Chief
- e. Firefighter/EMT
- f. Planner
- g. Police Officer
- h. Police Records Unit Supervisor
- i. Police Sergeant
- j. Fire/Rescue Battalion Chief
- k. Residential Combination Inspector I
- l. Senior Civil Engineer

6. To support the compensation strategy, there is a schedule for a comprehensive classification review of all departments on an ongoing basis. All positions were reviewed and classified in 1996 utilizing the job evaluation plan that was developed based on recommendations of the compensation consultant, Hendricks & Associates, Inc. Since that time, the human resources department saw the need to conduct comprehensive reviews on an ongoing basis. As a result, departments are reviewed on a rotation schedule. In addition, some positions may be reviewed based on specific requests from a department supervisor or other factors that indicate a need for review. These include such factors as issues related to internal or external equity, changes in job descriptions, etc. The current three-year schedule for initiating department reviews is shown in Table 7 below:

**Table 7
HR Schedule for Department Review**

2008	2009	2010
Community Development Projected Completion- 2009	Public Safety Positions: Police, Fire, Rescue, ECC911 Projected Completion- 2010	Building Services, General Services, Office of Facilities Development Projected completion - 2011

Source: Albemarle County

7. A point-factor system based on seven job factors is used for the evaluation of positions to assess internal equity. Information is gleaned from the job description, a position analysis questionnaire, and interviews with employees, supervisors, and the department director. Final recommendations are approved by both the School Division and Local Government.

Recommendations

1. Continue to monitor and analyze scores in the County's performance evaluation system and its impact on the pay-for-performance program to ensure consistency in application of merit scores. Be prepared to provide refresher training for evaluators if deemed necessary.
2. Project the short- and long-term costs associated with the pay-for-performance plan, recognizing the possibility of possible shifts in the distribution of scores over time.
3. Continue to provide the opportunity for feedback from employees on their satisfaction with the pay-for-performance plan and measure the results longitudinally.

Organizational Development

Findings/Observations

1. The County utilizes a comprehensive performance management process that includes the performance evaluation form and merit matrix. The Employee Performance Evaluation Instrument is designed around eight core competencies: functional expertise, communication, customer service, innovation and initiative, integrity (to work process) and ethics, learning and development, results oriented, and teamwork. In addition, supervisory/management competencies are included for those employees who supervise others, as well as non-supervisory employees in management level positions as determined by the supervisor. To ensure consistency in application, a course covering the basics of performance management as well as the County's performance evaluation process was developed for all directors, managers, and supervisors.
2. Albemarle County offers extensive opportunities for training and development for local government employees. An Organizational Specialist and a Technical Training Specialist were added to the HR staff to support learning in the County, although the Organizational Specialist position is currently frozen. Mandatory courses include:
 - Technology Orientation for new employees
 - "Getting to Know Albemarle County" for new employees
 - "Leadership Foundations" – 8-week course for all managers
 - "Prevention of Sexual Harassment Training" for all local government employees
 - "Performance Management and Evaluation Training" for all managers and supervisors.

3. Two key performance indicators under Objective 1.1 of the County's Strategic Plan are to "increase the number of and participation in joint training opportunities for local government and school leadership," and "increase the collaborative initiatives undertaken by schools and local government..." To address these indicators, school employees are invited to participate in the courses offered through Organizational Development. In return, the School Board provides a payment of \$25,000, which is allocated according to employee participation. Also, efforts are made to provide courses that address unique needs of the school division.
4. An organization learning assessment was conducted by email during the spring of 2007 to determine needs and interests of local government employees. Also, human resource staff met with department heads to determine specific needs of their respective departments. For example, the public safety departments have different needs along with different work schedules. Some training opportunities are offered at flexible times to accommodate these employees. Informal discussions have taken place with school division department heads to determine how to reach school classified and administrative positions. Examples of these efforts include coaching skills for school bus drivers and a course for lead custodians on how to lead. Schools recognize that classes are government classes and that they have the opportunity to participate.
5. A list of mandatory and voluntary course offerings is contained in the Learning Catalogue, which is distributed by Organizational Development. Employees can also view this information and register for courses online. This allows employees to self-select opportunities relevant to their positions and their professional development. All class assignments are administered through a web-based Microsoft application, SharePoint, and the information is loaded into Excel for management by the Organizational Development group. The Organizational Development group tracks attendance for each class and sends an attendance report to the departments at the end of each semester.
6. There is a provision for course reimbursement of up to \$300 for classified employees if they meet certain criteria set out in policy. The Organizational Development staff strives to limit the need for external coursework by offering classes relevant to their job function and professional development. The percentage of local government employees indicating that HR-provided training they attended will help them with their career with the County was 90% in FY08, up from 83% in FY07. Further, 97% reported an increase in technical knowledge after attending technical training. The first data were obtained from course evaluation, and the second is based on a pre-and post-self assessment. These key performance indicators are aligned with Goal 2 of the human resources strategic plan: Attract, staff, and retain the best talent.
7. Increased emphasis has been placed on technology learning. Prior to 2007, outside sources were used for technology training (Piedmont Community College). In the spring of 2007, a training lab was established and courses were offered and taught by the technology training specialist. All new employees are given technology

training as part of their orientation, and new optional basic and intermediate courses have been added for all employees on Microsoft applications such as Outlook, Word, and Excel, and PowerPoint. Plans are to continue to expand these offerings.

8. As part of its people management system, the department has begun to develop a succession planning component. Data provided by the human resources department indicate that 112 employees will be eligible for retirement in June 2009 and 127 in 2010. Of the 49 management level positions filled in the last three years, 28 were filled from inside. At the director level and above (Pay Grade 20 and up), there were 13 external hires, four of which were in the Commonwealth Attorney's Office, and three internal hires.
9. According to the proposed succession plan, there will be a six-step process: (1) identify key positions; (2) inventory key requirements for positions; (3) identify talent; (4) review talent utilizing Knowledge Transfer Forms; and (5) create individual development plans.

Recommendations

1. Revisit the collaborative efforts in training to ensure that the needs of all employees, schools and local government, are met. Extend needs assessment surveys to school departments to assist in this endeavor. Evaluate the effectiveness of charging against the School Board training allocation by class attendance and consider joint funding from schools and local government for a more collaborative means to addressing training needs of all employees.
2. Continue the succession planning component that is in the early stage of development and develop a plan of action to identify and prepare qualified employees who demonstrate leadership potential. Mentoring and training are but a couple of possibilities for preparing suitable candidates. Create pools of candidates to increase the availability of suitable internal candidates to fill key positions as part of planning for future staffing needs in the County.

Employee Benefits

As part of its Total Rewards Strategy, Albemarle County aims to attract and retain personnel through a compensation program that includes competitive benefits. The County offers a comprehensive benefits package to its employees. The program is open to all local government and school division employees.

Findings/Observations

1. All regular full-time and regular part-time employees working at least 50% of a full-time schedule are eligible for health care benefits. The County offers three Point of Service (POS) options through Southern Health Services, with each plan option having different associated costs with different monthly premiums. Premiums have increased somewhat for the 2008-09 fiscal year but the County

has done well to control costs to employees and remain competitive with benchmark localities. The cost to the County, however, is relatively high when compared to a sampling of localities in the region as shown in Table 8 .Using employee only costs as reference, the following table shows a comparison of total monthly premium, employee cost, employer share and annual County share:

Table 8
County Costs for Health Care Insurance Comparisons

LOCALITY	HEALTHCARE PLANS	TOTAL MONTHLY PREMIUM	EMPLOYEE MONTHLY SHARE	EMPLOYER MONTHLY SHARE	EMPLOYER ANNUAL SHARE
Albemarle	Southern Health -Virginia Care POS	594.00	40.00	554.00	6648.00
	High Option	583.00	29.00	554.00	6648.00
	Middle Option	564.00	10.00	554.00	6648.00
	Low Option				
Hanover	Southern Health – Care POS	434.28	39.20	395.08	4740.96
	Southern Health – Value HMO	400.28	5.20	395.08	4740.96
James City County	Key Care POS	457.00	110.00	347.00	4164.00
	Optima HMO	413.00	66.00	347.00	4164.00
	Health Keepers	389.00	42.00	347.00	4164.00
Spotsylvania	Key Care 10	436.85	79.30	357.55	4290.60
	Key Care 15	401.75	44.20	357.55	4290.60
Stafford	Anthem Blue Cross/Blue Shield	490.53	49.05	441.48	5297.76
	Hired after 7/1/07 Hired before 7/1/07	490.53	0.00	490.53	5886.36

Source: CEPI 2008

2. Examples of the increase of premium costs from 2007-08 to 2008-09 are shown in Table 9 for the three options for individual and individual plus family.

**Table 9
Comparison of Health-Care Costs FY2008 and FY2009**

2007-2008			2008-2009			
	HIGH OPTION	MIDDLE OPTION	LOW OPTION	HIGH OPTION	MIDDLE OPTION	LOW OPTION
Employee	\$37	\$27	\$9	\$40	\$29	\$10
Employee + Family	\$344	\$249	\$161	\$371	\$269	\$174

Source: Albemarle County

3. Additional benefits include dental insurance, retirement benefits, flexible spending accounts (FSA), optional life insurance, paid leave, sick leave bank, tax-deferred compensation/annuities, an employee assistance program, employee discounts, and several other voluntary products. In addition to a pension provided for eligible part-time employees, life insurance is provided by Met Life and paid for by the County.
4. Albemarle County offers retirement benefits to full-time and eligible part-time employees. These contributions are paid in full by the County.
 - a. All full-time employees are automatically enrolled in the Virginia Retirement System (VRS) and are vested after 5 full years of covered service. This fund provides future lifetime monthly benefits to eligible retirees.
 - b. The Voluntary Early Retirement Incentive Program (VERIP) was adopted by the Board of Supervisors and School Board in 1993 as an opportunity of “early retirement” for those employees who had met full VRS retirement eligibility standards, but were not yet 65, have worked for Albemarle County for ten years immediately prior to retirement and are employed in a benefits-eligible position at the time of retirement. This program, offered to eligible Albemarle County employees in both schools and local government, provides benefits to the retiree for 5 years or until age 65. None of the localities identified as benchmarks for this study report having a local early retirement plan. These localities are Hanover County, Roanoke County, James City County, Stafford County, and Spotsylvania County. There are some school divisions in the Commonwealth that have local early retirement plans, but they require that retirees provide a service to the division by working a specified number of days per year in return for the benefit. In Albemarle County, there is no requirement for retirees to work for the County in return for the benefits received. The cost to the County for direct payment to the retirees for both schools and local government has increased from \$209,644 in FY07 to \$301,655 in FY08. The local government portion for FY09 adopted budget is \$252,608 plus 7.65% FICA. The County indicated that a

justification for this plan was the difference between the retiree’s final salary and the salary newly hired; however, the County does not analyze nor track the cost savings or net cost of the plan.

- c. Employees who elect to participate in the Voluntary Early Retirement Incentive Program continue to receive the equivalent contribution for health insurance that is given to active employees. This benefit is payable for 5 years or until age 65, whichever comes first. Once the five year period has expired, the retiree can still participate in the County-sponsored health care plan but will no longer receive a County contribution. Three of the five benchmark counties surveyed continue to contribute to active employees’ cost for health care upon their retirement up to age 65. Table 10 summarizes these benefits.

Table 10
Comparison of Health Care Benefits for Retirees

	Hanover County	James City County	Roanoke County	Spotsylvania County	Stafford County
Health Care for Retirees – Full-Time	Retirees who were active full-time employees can participate up to age 65. County Contribution based on years of service.	Retirees who were active full-time employees can participate up to age 65. No County Contribution	Retirees who were active full-time employees can participate up to age 65. County Contribution based on years of service.	Retirees who were active full-time employees can participate up to age 65, then Medicare Carve-Out plan. 20 yrs with County, 30 years with VRS, County contributes 82%.	Retirees who were active full-time employees can participate up to age 65. No County Contribution.
Health Care for Retirees – Part-Time	Retirees who were active part-time employees can participate up to age 65. County Contribution based on years of service.	Retirees who were active part-time employees are not eligible.	Retirees who were active part-time employees are not eligible.	Retirees who were active part-time employees are not eligible.	Retirees who were active part-time employees are not eligible.

Source: CEPI 2008

- d. The Part-Time Pension Plan is available to eligible part-time Albemarle County employees. The plan is invested with the Massachusetts Mutual Life Insurance Company, and the contributions are considered taxable wages. Employees become eligible for contributions in the month following the completion of five continuous years of service if they are in a benefits-eligible position at that time. Contribution amounts made by the County are based on employee’s salary and years of service with the County, with the percentage of annual salary increasing according to the following schedule:

<u>Years of Service</u>	<u>Contribution (%of annual salary)</u>
0 through 4	0%
5 through 9	5%
10 through 14	7%
15 through 19	9%
20 or more	11%

- e. None of the targeted counties have a pension plan for its part-time employees. In all but one of the targeted benchmark localities, part-time employees have the opportunity to participate in deferred compensation options that are offered by the County. Only one locality (James City County) provides matching funds, which is 50% of the employee's contribution up to \$15.00 per pay period.

Recommendations

1. Analyze the Voluntary Early Retirement Incentive Program (VERIP) and determine the extent to which it serves the purpose for which it was designed. The County should analyze the plan to determine if there are cost savings.
2. Reevaluate VERIP, as well as the Longevity Incentive Program for part-time employees, in light of the current economic situation and determine future program cost, both short-and long-term. As part of the evaluation, ensure that the programs are compliant with the Employee Retirement and Income Security Act (ERISA) and Governmental Accounting Standards Board (GASB45).
3. Continue to utilize the resources of an employee benefits consultant as health costs continue to rise to gather comprehensive health care benefit data and make recommendations about the competitiveness of the County's plan, as well as ways to keep the County's cost from escalating while retaining reasonable and competitive employee rates.
4. Maintain the employee wellness program as described in the final section of this chapter titled Workplace Safety, and expand its range of activities as funding permits.

Employee Relations

Findings/Observations

1. In keeping with goal 4 of the human resources strategic plan (FY07) of providing excellent customer service, the department convenes focus groups and conducts various surveys to gain feedback from employees. The feedback is analyzed and

specific improvement initiatives are put in place in response to the data and customer concerns. These surveys are listed below:

- a. The Employee Climate Survey has been conducted annually since FY05 by the department's Organizational Development team for all local government employees. The Employee Climate Survey measures employee satisfaction with employment in Albemarle County. Data from the survey are shared with all local government departments, as well as reports contrasting the data with previous surveys. Plans for improvement are developed by each department based on the results specific to that department. Results from the 2007 survey revealed an increase of favorable responses to seven of the nine questions.
 - b. The Human Resources Effective Survey is designed to measure local government employee's satisfaction with the service provided by the Human Resources Department. This survey has been conducted twice, in 2005 and most recently in 2007. This allows the department to initiate specific improvements based on the data and comments. One such initiative was the department's "Operation Apple," which was designed to promote customer service. It generated feedback from over 1,000 respondents over a three-month period.
 - c. The department seeks feedback from individuals separating from employment to confidentially share their opinions and ideas about certain aspects of their job. Exit Surveys are conducted annually using Microsoft Access, and the data is subsequently reviewed and analyzed and, if warranted, information is communicated to the appropriate supervisors. The response rate was 19%, down from 35% in 2006 and 31% in 2005.
 - d. Fifty-one local government managers participated in a 360-Degree Feedback process to date, where participants receive feedback from supervisors, peers, colleagues, co-workers and those they supervise. This opportunity is offered as a developmental tool to managers and the leadership team every two years.
2. A service recognition program based on longevity is in place in both schools and local government. Recognition along with an appropriate gift is provided at 5-year increments beginning with the 10th year of service.
 3. The Employee Recognition Program to acknowledge exemplary and extraordinary contributions of employees currently in place in local government began in FY06. Funding for this recognition program is provided at the departmental level, based on the number of full-time employees in the department. Human Resources staff works with the other departments to define the standards at the department level, and currently, seventeen departments are funded for this program. The department received the 2007 National Association of Counties (NACo) Achievement Award for the County's "Total Rewards" Employee Recognition Program NAIC Award.

Recommendations

1. Encourage non-participating departments to develop standards for the Total Rewards program that recognizes employees for extraordinary performance. The human resources department should assist these departments in developing appropriate methodologies to reward and retain high-performing employees, as well as continuing to support those with programs in place.
2. Develop employee handbooks for employees to serve as a quick reference for questions related to policies and guidelines. This was identified as an initiative in the human resources action plan under goal 4: Provide excellent customer service.
3. Extend the HR Satisfaction and Employee Climate Surveys to school employees. Since the human resources department serves both local government and schools, it would be helpful to get feedback from all segments of the County. Currently, all local government employees and school administrators have the opportunity to respond to the survey, which provides valuable information to the department.
4. In addition, consider adding questions on the Climate Surveys related to the performance evaluation and pay-for-performance plan
5. Identify steps to address areas in the 2007 Human Resources Satisfaction Survey that show opportunities for improvement. The two items showing a decrease in favorable responses are: “The HR staff provides expert advice and direction on sensitive employee relations issues such as complaints and investigations,” down from 84% favorable response in 2005 to 81% in 2007, and “HR uses feedback when making improvements and/or changes within their department,” with favorable responses down from 81% in 2005 to 73% in 2007.

Workplace Safety

Findings/Observations

1. Goal 3 of the human resource strategic plan is to improve HR-related processes, policies, and procedures. More efficient processes have been implemented in the occupational health, safety, and wellness program, resulting in improved management of the areas of unemployment insurance and workers compensation plans. The County has experienced a decrease in incurred costs for Workers’ Compensation and unemployment compensation claims, and fewer work days have been lost. Workers’ Compensation claims are being filed in a timelier manner, typically within 24 hours, and more favorable scores using Risk Management guidelines through the third party administrator, the Virginia Municipal League, have been attained, increasing from 61% in 2006 to 100% in 2007. Unemployment changes are summarized in Table 11.

Table 11
Comparison of Unemployment Claims FY05 – FY08

VEC Unemployment Claims	2004-05	2005-06	2006-07	2007-08
Schools	\$39,906.81	\$31,375.53	\$22,955.15	13,775.89
Local Government	\$9,467.00	\$16,267.52	\$5,505.64	\$5,149.11
Total	\$49,373.81	\$47,643.05	\$28,460.79	\$18,925.00

Source:
Albemarle
County

2. According to an Albemarle County policy adjustment of September, 2008, employees may use accrued sick, annual and compensatory leave to supplement their Workers' Compensation income benefits from the eight days forward. Prior to this adjustment, the County supplemented the income received through Workers' Compensation. In addition, a list of "light duty" jobs for transitional work was developed to facilitate a return to work of employees out on Workers' Compensation while remaining compliant with ADA regulations.
3. The department also has been responding more immediately and consistently to unemployment claims, resulting in a decrease in the cost to the County. See Table 12.
4. A safety team was developed to assist in the County Safety Program and promote overall safety awareness to ensure a safer working environment. The team serves in an advisory and educational capacity. Also, an Emergency Medical Response Team was established in October, 2008 for the McIntire location. The team consists of volunteers who have been trained in CPR, the use of automatic external defibrillators (AEDs) and basic first aid. If alerted, members of this team will assess the situation and administer care until County emergency personnel appear.
5. At the request of the Joint Boards, the wellness program was implemented in 2007. Several initiatives were initiated and others are planned to improve the overall health and wellness of County employees from both schools and local government through positive work practices and healthier lifestyles. A wellness team consisting of employees from schools and local government meets monthly to identify and seek opportunities to promote and improve the overall wellness of employees and their families.
6. The wellness program is composed of six phases: (1) comprehensive health assessments; (2) data analysis and development of action plan; (3) implementation of services, including wellness coaching through Healthy Roads, an online wellness program and educational programs; (4) on-site medical services and wellness membership subsidies; (5) evaluation of healthcare rewards and incentives

and inclusion of dependents; and (6) measurement of outcomes and communication of results.

7. The wellness program is well in progress as it offers various prevention programs at employee work sites, including influenza immunizations, mobile mammography, blood pressure screenings, and various educational programs. According to the Wellness Team Action Log, many wellness activities are in progress or have been completed.

Table 12
Workers' Compensation Data

YEAR	PREMIUM	TOTAL INCURRED EXPENSES	LOSS RATIO % (Total \$ incurred/ premiums)	TOTAL NUMBER OF CLAIMS
Local Government				
2004-05	187,176	154,533	87	94
2005-06	241,004	275,456	123	76
2006-07	350,230	192,253	41	93
2007-08	396,472	133,142	33	105

Source: Albemarle County Human Resources

Recommendations

1. Create a systematic plan for safety audits to identify and assess current and potential health and safety problems in local government and schools.
2. Enhance the already successful, though relatively new, wellness program by adding more activities and encouraging even greater participation among employees.

PART FOUR: HUMAN SERVICES- SOCIAL SERVICES, HOUSING, PARKS AND RECREATION

This section includes a review the Human Services Departments in the County of Albemarle Government, which includes the departments of Parks and Recreation, Housing and Social Services. Staffs from two external agencies were interviewed to better understand their relationship to the County and budget information – the Thomas Jefferson Health District, and the Region Ten Community Services Board. This review did not focus on the operation of specific programs of the department except to review compliance documents, as well as customer surveys for some of the programs. The Department tracks its own operation through critical measures (Key Performance Indicators [KPIs]) reported to the County, regular State reporting mechanisms, as well as measuring the accomplishments and action steps that are part of the Albemarle County Department of Social Services (ACDSS) and the Albemarle County strategic plan.

The County of Albemarle and the City of Charlottesville have a history of providing support to local non-profits to meet residents' needs and improve conditions. In cooperation with the local United Way and managed by the Commission on Children and Families, the assessment of nonprofit human services agencies has evolved from investing in activities to investing in outcomes regarding the changes in behavior and results. Through this process, the County has information regarding the impact of its investments and can quantify the results on an annual basis.

Department of Social Services

Findings/Observations

1. The Department of Social Services (DSS) is part of Virginia's Department of Social Services and County Department.
2. ACDSS was one of three organizations in Virginia that won the Senate Productivity and Quality Award Certificate for Commitment to Performance Excellence Award in 2007.
3. The department's strategic plan is updated annually and sets an ambitious course for the department. The four goals and their respective strategies and action steps are tracked and measured through a program accountability office. Progress and barriers are shared internally with staff and leadership as part of a continuous process of planning, assessing and acting in a data driven environment to continuously improve services for internal and external customers.
4. The director manages the department through a senior leadership team that oversees nine units. There is currently an unfilled Assistant Director position that is frozen, but would ordinarily oversee the prevention and early intervention units primarily. As a result, the Director and Assistant director have increased their

supervisory and program oversight responsibilities. For example, the current assistant director oversees Child Protective Services, Foster Care, Adult Services, Independent Living, Eligibility and Benefits, human resources and operations – significant breadth for one individual.

5. As a state department of social services, ACDSS administers mandated social services programs, such as Food Stamps, Temporary Assistance for Needy Families, Child Care, Child Protective Services, Adult Services, Energy Assistance, Adoption, Food Stamps, Medicaid, Foster Care and Benefits. The department also administers non-mandated services, most notably Bright Stars, a Virginia Preschool Initiative pre-school program, the Family Support program in elementary schools, as well as a Career Center at the 5th Street Office. In FY2009, approximately 32% of its \$14.8 million budget comes from local funds.
6. The organization has deployed its staff strategically to meet increasing demands. Caseloads for the organization are generally over the recommended rate for a DSS worker of 104. In Adult Services, the rates are twice that amount, as well as in Adult Benefits and Virginia Initiative for Employment not Welfare Program (VIEW), and are three times that amount in Child Care. Child Protective Services rates have increased in the last year to 133 per worker, and foster care and family and children’s benefits are between 100 and 113. Over the last several years, in part due to increasingly difficult economic times, the Department has seen its applications for services increase in FY 2009, for example, Food Stamps: 131.39% of FY 08 applications as compared to the first quarter of FY09; Medicaid: 107.54% of FY 08 applications, and TANF: 151.96% of FY 08 applications

Strategic Vision

7. The Department of Social Services (DSS) is guided by a strategic plan and has a work culture that supports engagement and customer service. Five functional teams that cut across divisions and staff hierarchies guide the principal operational components of the organization – including personnel, technology, community life, facilities.
8. DSS operates as a team-based organization that is informed by data and led by a group of managers who appear invested in the same core values. Staff members throughout the organization are chosen to participate in teams based on both their passion and expertise. Recent cutbacks and frozen positions have caused the leadership to reduce the frequency of these internal meetings. While there has been some concern expressed by staff regarding the number of meetings they are called to attend, the annual data bear out a high degree of ownership (86%) and commitment to the ACDSS organization and its mission among staff.
9. The department has focused on four strategic goals which include meeting the growing needs of the Limited English Proficiency population, developing

prevention and early intervention strategies for youth, increasing the employability of customers, and positioning the department as a relevant and contributing community development partner. These goals are understood by those inside the organization of ACDSS as borne out by internal surveys and focus groups of staff.

Human Resources and Operations

10. ACDSS was described by one staff person as “relatively flat” -- engaging different levels of staff in strategic thinking for the organization. There is very little turnover, which is unusual for a Department of Social Services, and the department scores high in the County’s regular climate survey. ACDSS’s internal surveys show that 97% of employees somewhat to strongly agree with the statement that they understand and support the vision of the department, and know how their job fits in; there was also noted a degree of stress (86%) on a regular basis, with only 40% agreeing that they can do their job in a 40 hour week.
11. The department regularly surveys its internal and external customers and communicates the results to the staff and the Lead Team. There were just under 40 surveys completed in the last five years. For example, Bright Stars requests input from parents and has generally received very positive reviews, with over 90% rated the teacher’s interaction with children as excellent, and 92% rating the overall program as excellent.

Performance Management and Tracking

12. The organizational leadership is data driven. The Office of Program Accountability keeps track of workload measures and key performance indicators, presents quarterly information to the Lead Team, and facilitates the data collection for the strategic plan and the four goal groups. The leadership appears to promote transparency, often sharing results of surveys on line for the full department to view on SharePoint.
13. The department has put in place a financial system that requires a case worker to review and sign invoices electronically, thereby avoiding the problem of having checks go to families where the case has been closed. The office keeps measures of check turn around time, and allows staff to track their invoices and payments on an internal computer system.
14. The Department meets or exceeds its critical measures (KPIs), with the exception of two: (1) Adult Protective Services, where the goal is “100% of vulnerable adults accepting Adult Protective Services will have their risks reduced within the year. The result went down from 88% to 69% in 2008. (2) Child Protective Services where 90% of ongoing CPS cases will meet number of monthly contacts

- required by Structured Decision Making protocols based on risk assessment, at 57.5%.
15. The Department has begun a knowledge management system of documenting all the processes involved in each area of the organization to assist with training new and existing staff in the standards for customer service and having readily available protocols for all aspects of the organization.
 16. Despite the centrality of the ACDSS strategic plan in the department's overall operations, there are only a few KPIs that incorporate the plan measures and improvements in areas of prevention, services to Limited English Speaking residents and expansion of effective partnerships, for example.
 17. Albemarle County recently replaced the Harmony system in favor of Thomas Brothers and is pleased with this shift. The costs of the Thomas Brothers installation were less than the maintenance fee for the Harmony systems. The purchase of Thomas Brothers for \$6,500 allows the Finance office to upload data directly to the State, make electronic payment approvals, and answer payment questions in the office.
 18. The Career Center appears to have steady walk in traffic; yet, it is one area where there was not extensive user or customer satisfaction data available, other than the yearly number of customers -- which has increased over the years. Customer satisfaction measures have been implemented since the CEPI site visit.

Partnerships and Contracts

19. Over the last three years, the Department has surveyed its own staff on the value of external partnerships, and has asked the external partners for feedback as well. This conveys a transparent culture. In 2007, external partners gave ACDSS a rating of satisfactory or higher 94.4% of the time.
20. To formalize some of these partnerships, ACDSS has Memorandums of Agreements (MOAs). These memorandums tend to describe activities that each partner will take responsibility for in accomplishing a shared goal.
21. The Bright Stars program has developed Partnership agreements with Head Start and other area pre schools to coordinate their eligibility process, goals and procedures and staff development opportunities. This year, after a pilot period, Bright Stars and its partner agencies will be implementing a common application that has information needed from all programs on one form, making it easier for parents to find available programs for their children, inclusive of Head Start, Title I, Early Special Education, and Bright Stars, which is funded in part through the Virginia Preschool Initiative supplemented with local funds.

22. According to the ACDSS annual report, the UVA Medicaid Unit is the result of a contractual agreement among the State Medical Assistance Program, the Virginia Department of Social Services, the University of Virginia Health System and the Albemarle County Department of Social Services. Currently, much of the ACDSS/UVA staff time is spent waiting for letters of agreement and individual contracts from the other localities outside of Albemarle.

Comprehensive Services Act

23. One of the largest cost centers for ACDSS, as with many Virginia localities, is the Comprehensive Services Act (CSA). Costs for CSA for the County in 2007 were \$5,867,932 for 375 children, from \$5,062,829 in 2004.
24. Locally, the CSA program is overseen by the Charlottesville/Albemarle Commission on Children and Families (CCF). Administration of CSA is regional and involves the major human services agencies, including Departments of Social Services, the Court Services Unit, the schools, the Region Ten Human Services Board, and the Health Department. This review did not include a detailed overview of the Commission on Children and Families; however, the CSA Office provided related data and studies.
25. Feedback revealed a consensus within the ACDSS leadership, who communicate regularly with the CSA Office at CCF, that there is concern regarding the current staffing and coordination structure.
26. As a regional planning and coordinating entity, the Commission on Children and Families is in a logical position to coordinate and facilitate this regional interagency approach and be a single point of contact for the state. According to Utilization review reports, CCF has hired utilization review staff to help save costs for both localities in 2005 resulting in savings in part due to much heavier usage of Medicaid and tracking reimbursements from vendors due to the localities.
27. The division of responsibilities between CCF and the localities is not entirely clear. Checks for all CSA services are cut through the respective Departments of Social Services in Charlottesville and Albemarle, which record how every dollar is spent. At the same time, the CCF is responsible for managing some of the contracts that govern these dollars. Yet, due to an agreement the CSA partners made many years ago, the CCF facilitates the staffing and provides documentation for those cases that are “over threshold” and does not staff the remaining cases.
28. In interviews with ACDSS, there was a desire for a single point of contact role for the CSA Coordinator – one to help interpret policy, advocate for system needs, to monitor costs and to set standards. Feedback indicated a concern for the

current arrangement. This concern was also evident in the internal surveys conducted by ACDSS.

29. Because of the unclear roles and responsibilities, a dual system or “work around” has developed where each locality has its own database and additional internal meetings to coordinate all that is going on in the regional CSA system. This is due to funding reductions and frozen positions.
30. The Albemarle County DSS has made significant headway in moving children from private residential care to more localized community based care in small group homes. In the past three years, in a typical month, ACDSS has gone from having 22 children in more restrictive placements and 8 children in group homes (where they live in the community and attend public school), to having 10 children in restrictive placements and 16 in group homes.

Health Department

31. The regional Charlottesville-Albemarle Health Department’s primary goals are to prevent and control communicable diseases, improve the health of women, infants and children, and prevent and control chronic diseases. The Health District and the County of Albemarle have a local agreement. The County provides the required match of 45% to the State’s 55%, and some additional “100% local” funding specifically for dental health and Child Health Partnership (CHIP) – a home visiting program for children, both non-mandated programs. The Health District receives fee for services for environmental health inspections, and collects and passes through the fee for an Albemarle County ordinance. The Health District provides WIC, vital statistics and a clinic.
32. The budget data reveals that Albemarle pays less than other localities for the mandated services yet puts in a significant local only contribution, which is directed toward two programs.
33. One of those programs, CHIP, will soon move out of the Health Department and Monticello Area Community Action Agency (MACAA), and become an independent non-profit. As such, CHIP will have a significant local government contribution as part of its start-up budget. The other, a dental clinic, will be merged with the Free Clinic to provide dental services across the age spectrum and, through collaboration, expand the numbers of adults and children the Free Clinic and the Health Department can each see independently. Together the Free Clinic and Thomas Jefferson Health District (TJHD) will renovate space in a building owned by the County. The Free Clinic and TJHD are negotiating shared costs for the renovation, which saves the Free Clinic from developing its own building. This is an innovative partnership arrangement with the Health Department and appears to be an efficient sharing of resources and talent.

34. The Health Department initiated a strategic planning process that includes developing financial and outcome tracking systems. The staff is currently being trained in performance measures. The department has the capacity to collect data - financial and otherwise – and has only recently started doing month to month forecasts rather than annual.
35. Feedback also indicates that the County is viewed as a critical partner and has a strong relationship with the leadership. Feedback also reveals a positive move toward coordination of services and future collaboration for the sharing of resources.

Region Ten

36. The Region Ten Community Services Board provides emergency and case management services, outpatient and in-home services, as well as educational support services to children and school, day support services, residential facilities for adults, a strengthening families and early intervention initiative, and other programs aimed at addressing preventative health, behavioral and mental health.

Formula Shares

37. Computing “formula shares” is determined by taking the full amount of the projected local request and multiplying this amount by the “percent of formula shares.” This will render the formula shares assuming the calculated request would not be less than the current appropriation for any locality. In the case where it would be less, a hold harmless agreement (localities would not be asked to pay less than the current appropriation) would come into effect.
38. While there is an annual application for funding, there is no contract between the County and Region Ten for these funds, and no specific performance outcomes. The County agency application focuses on the number of individuals served, yet does not show behavioral changes or improvements.
39. The organization does have a performance contract with the state, and it sends performance data to the State, that does an analysis of this information. Staff reports that the organization is developing internal outcome measures and has them for all the programs that are reported to the State. They believe they would fair well if asked about the results of their work and its connection to government strategic priorities and are accustomed to reporting on client outcomes and progress.
40. ACDSS and Region Ten do sign an Interagency Agreement defining the services each provides. The director views this document as locking in the responsibilities of each in the partnership and forcing high level leaders to talk strategically about needs.

41. In the area of CSA funding, new resources have been leveraged and are designed to help the localities serve more children in their home communities, reduce the length of stay, and reduce costs as part of the “system of care” approach adopted and promoted by the Commission on Children and Families and CSA partners.
42. The review process determined that there has been a collaboration to establish a local diagnostic center that can assess children in need more quickly and locally than other private providers and can provide a neutral assessment so that children are less apt to be placed in more expensive and restrictive congregate care settings. According to feedback, the center provides in two to three weeks what some out-of-state diagnostic centers provide in 60 days, and was initially funded by moving money from one cost center at Region Ten to another.
43. Feedback from staff indicates that there is more room for collaboration with the County of Albemarle and sees the need for more shared information. The feedback also indicates a perception that the Community Services Board belongs to the community and notes the importance of being in sync with the mission, goals and objectives of the County. Feedback also indicates that electronic sharing of records and creating a data repository for shared consumers are important future steps toward reducing bureaucracy and providing better service to consumers.

Recommendations

1. Continue to focus on the “bread and butter” issues of improving the outcomes of Adult Services and Child Protective Services Units.
2. Collect data on usage and follow-up of the Career Center, as to whether more of its customers have found jobs as a result of this effort. Once the data is collected, ACDSS should seek support through public and private grant sources, and encourage the Workforce Investment Board to pay for this function.
3. Encourage the use of performance-based memorandums, so that it is clear what each partner will provide by when, and the intended results. Particular attention should be given to those contracts where internal employees have not rated the partner highly.
4. Explore the possibility of consolidation with Head Start, including an assessment of potential local costs and/or savings of consolidation.
5. Work with UVA to provide DSS staff with the ability to enroll Medicaid for residents in all localities. It would increase their ability to serve more County residents, increase the proportion of expenses covered by Medicaid, and increase the amount of Medicaid coming to the region.

Comprehensive Services Act

6. Consider reorganization of the administration of CSA, working with the other CSA partners, so that whoever is directing the CSA process has access to all City and County financial records, understanding of CSA and social services policy, and can take a leadership role to advance a streamlined system, supported by ACDSS and the CSA partners.
7. Redefine the CSA Coordinator's role for successful administration of the Comprehensive Services Act through a regional body such as the Commission on Children and Families. ACDSS should seek to strengthen the link between the CSA office at CCF and its leadership and staff. Options to consider include: (1) Changing the CSA Coordinator position to a higher level position that conveys leadership and influence and reports to the Director of DSS or the Assistant County Executive; and (2) retaining a CSA Director position at CCF, while incorporating the CSA director as a team member within the ACDSS staff to become more apprised of and engaged in agency fiscal, administrative and service requirements.
8. Explore whether housing the CSA staff within a Department of Social Services office would allow for improved communication, coordination, and accountability for the expenditure of funds while retaining the regional focus. This arrangement might allow for State reimbursement for a component of the CSA Director's salary if on the ACDSS payroll and would require a new regional agreement in place.
9. Reduce or eliminate the "threshold" category up and until costs are contained at a level at least at the \$1500 recommended by the CSA process improvement report.
10. Make it a top priority to reduce the costs to the localities, and, one by one, focus on the children at risk of entering congregate care, currently in congregate care, or being transitioned into the community to reduce the overall number immediately. This recommendation is on the draft process review report.
11. Advocate for the inclusion of small group homes at the General Assembly as "community-based" care rather than "congregate care". In the short run, work with local group homes to change their service delivery model.
12. Work to reduce the number of meetings needed for administration of CSA.

Health Department

13. Monitor closely the results of local-only funds away from the Health Department to non-profits to ensure they are going into direct services that are needed in the locality.

Region Ten

14. Request outcome-based information, in response to County and DSS strategic areas for external human services agencies to leverage County dollars more effectively, align resources, and require coordination and efficiency.
15. Assess the cost savings incurred through the use of the new CSB Diagnostic Center and, if favorable, encourage local usage of this service.
16. Set strategic priorities, informed by DSS's strategic plan, and request that the Health Department and Region Ten respond to those areas as part of their annual application forms. Both agencies should be asked to show the outcomes of their programs, in addition to the numbers served, so that the County can understand the impact of the annual investments.
17. Discontinue the use of formulas for allocation to public agencies and base allocations on the agency's ability to provide needed results in priority areas of need for the County and its human services departments, ACDSS in particular.
18. Request and review quarterly progress reports on outcome measures.

Office of Housing

The Office of Housing was established in 1989 as part of the Albemarle County's Comprehensive Plan. At the same time, a Housing Committee was also created to address housing issues, including cost, public policy and government regulation.

Until the early 2000s, the Housing Office was primarily focused on providing Section 8 rental assistance, a function that continues to be self-supporting through the fees provided by the Federal Housing and Urban Development Department (HUD). Four of the seven staff conduct intakes for Section 8 eligibility, make inspections and visits, and manage a 500-600-member waiting list. When the waiting list is opened for 45 days, routinely about 700 individuals join the list – demonstrating the need for affordable rentals in the area. In 2007, the Department served 480 families with Section 8 vouchers. The remaining three staff includes a Homebuyer's Education counselor, an office associate and the director.

Since early 2000, the focus of the Office has been more on policy and planning, particularly in assisting with developing proffer agreements, and assisting with future

policy directions such as promoting the creation of affordable rental housing, a local housing initiative fund, and workforce housing.

Findings/Observations

Strategic Vision

1. The Office of Housing has adopted the County's overall strategic priority to "increase affordable housing opportunities for those who live and work in Albemarle County." The director is involved in the policy role, with all other staff providing direct services.
2. The Housing Committee serves in an advisory capacity to the Board of Supervisors. The main goal of the Committee is to develop long-term affordability options for proffered housing units and promote affordable rentals. The Housing Committee, however, is operating from a 1995 Housing Strategy and Plan that has not been updated.
3. While over 1600 affordable units are due to come on line and over \$1.5 million proffered as a result of the County's proffer policy, the process is slow, with only nine affordable units sold and seven under construction in the four years since the 15% expectation passed. The development of these units is slow because development occurs over a span of years.
4. HUD requires both an annual and a five-year plan from the office focused largely on management of the Section 8 vouchers, and it drives the method and targets in which the voucher program operates in the community. The annual Section 8 budget is computed based on the County's allotted vouchers, past usage, average subsidy payment. In the last year, the County has not been able to use 100% of its vouchers due largely to credit issues for tenants and has not been able to pull down the full amount of funds available. As a result, the number of vouchers decreased slightly from FY07 to FY08. In 2008, however, the Department enjoyed "high performer" rates with a 97% lease rate.

Human Resources

5. There is a collegial team spirit with very little turnover among the seven staff in the office. One of the strengths of the department is the low turnover rate and level of knowledge and experience. The Director is also exploring alternative resource utilization measures, such as sharing the Office Associate with the Department of Social Services next door.
6. It is not typical of local governments to have an Office of Housing that administers vouchers as its primary service, as well as providing policy and planning for affordable housing. In James City, this function is part of the Housing and Community Development and includes administration of several

HUD funds including Community Development Block Grants (CDBG). In Spotsylvania, Hanover and Stafford there is no comparable function in the County government. In Roanoke, a housing division is part of the Community Development Department. In the City of Charlottesville, the Charlottesville Housing Authority provides Section 8 vouchers while the city's Neighborhood Development Department develops housing policy and oversees CDBG grants.

7. Albemarle County's Housing Office (ACHO) partners extensively with area housing agencies, in particular, Piedmont Housing Alliance and Albemarle Housing Improvement Program, to accomplish its stated goals of promoting affordable rental housing and promoting home ownership.

Performance Management, Tracking and Contracts

8. The Office of Housing uses the County of Albemarle measures, or KPIs, to manage and measure its performance and communicate impact. The selected outcomes that the Department has chosen are primarily administrative. The KPIs measure spending rates of allocated funds, and include: 100% use of all down payment assistance money; utilizing at least 95% of federal funds; and increasing participation in a family self-sufficiency program.
9. The Housing Office is responsible for monitoring the funds provided to two area non-profits to accomplish much of the Office's mission - the Piedmont Housing Alliance (PHA) and the Albemarle Housing Improvement Program (AHIP). The director also provides a review and recommendations to the County Budget Office as part of the annual program and budget review process.
10. The Agency Budget Review Team (ABRT) reviews outcomes and demonstrations of community need and value for sums ranging from \$4,000 and up. While there is concurrence from the agencies and the Housing Office leadership that the current process is less cumbersome, the lack of measurable outcomes in the application appears inconsistent with how the County measures its other community non-profit investments.
11. The County seeded the AHIP and during the seventies and eighties paid all of its operating expenses. This later developed into a formula for AHIP funding, developed by tracking their time and calculating the cost to the locality. The current funding formula is based on a pro-rated share of the base organization funding for the agency and a time-tracking formula, which identifies a portion of the budget as the County share. These funds support a portion of operational expenditures and rehabilitation specialists.
12. AHIP and PHA track their activities and units of service and provide the Office of Housing a quarterly report on production activity. The contracts between the Office of Housing and AHIP and PHA include a request for a list of clients, including income levels and mailing labels for the organization, as well as

fundraising activities. Both agencies have raised private dollars from diverse sources and are able to leverage the County's dollars to serve more residents.

13. The quarterly reports provided by AHIP and PHA are helpful in understanding the numbers of individuals and families served and the projects completed; however, there are no audits or "spot checks" to determine return on investment
14. The Homebuyers' Club Housing Counselor at the Department of Housing keeps annual statistics on how many individuals have been served, and the percentage who have obtained homes. Feedback from the review process reveals that individuals learn about the program through word of mouth, and a class is begun when there is a core group present. There are homeowner counseling educational workshops throughout the community.
15. The Office has never conducted any customer surveys regarding its Section 8 program, Homebuyer Clubs, or external policy and planning work in the community and does not have an indication of customer satisfaction.

Partnerships and Coordination

16. The two most significant partners that the Office of Housing has are the Piedmont Housing Alliance (PHA) and Albemarle Housing Improvement Program (AHIP). With these entities, the Housing Office cites 2007 statistics including: 31 houses rehabilitated; 480 families receiving rental assistance; 38 homebuyers receiving assistance; 49 emergency repairs completed; and 155 families receiving homebuyer education. Efforts at combining the housing counseling functions—either at PHA or the Office of Housing – have been unsuccessful.
17. The review process revealed a lack of clarity regarding the nature of the relationship among the Office of Housing, the Housing Committee, and these external agencies. The Director is an ex-officio member on the board of AHIP and PHA, yet advises on County funding for these agencies. AHIP sits on the Housing Committee, which sets policy and funding priorities for the Board of Supervisors.
18. Feedback from the review process indicates a lack of clarity in describing the role or the authority of the Housing Committee or the Office of Housing, including who sets County housing policy and priorities; how policy directives are implemented; whether any additional funds will be made available for affordable housing; and, if so, how allocation will be determined. This perceived lack of clear authority and accountability for affordable housing in County Government is not optimal when affordable housing is a major priority for the County of Albemarle.

Regionalism

19. Currently, there is no oversight body for the regional administration of Section 8 vouchers.

Recommendations

1. Develop a strategic plan to guide the investment and partnership decisions of the Office of Housing and the County's affordable housing policy.
2. Develop KPIs that measure the Housing Office's role in increasing the stock of affordable housing for residents.
3. Evaluate all Office of Housing contracts and consider modifying them to be performance based with specific measures required and benchmarks set. Potential performance measures for vendors include: an unduplicated count of residents able to stay in their homes due to rehab; time in responding to requests for services (length of time to eligibility confirmation); length of time to complete financial packages; for rehabilitation, the time between finalizing financing and getting the job on track; comparison of costs with original estimates, client satisfaction for counseling, loans, etc; for homeownership; length of time between intake and home ownership.
4. Clarify the role of the Housing Committee and their deliverables for the County.
5. Include outcome measures for AHIP and PHA applications and have them reviewed annually by an intergovernmental team with selected members of the Housing Committee to supplement the review provided by the Housing Director and the Office of Management and Budget.
6. Reevaluate the use of formula funding for agencies and support investments based on their impact in the community and quality of services and the County's publicly stated strategic housing priorities.
7. Reevaluate the time used by the following committees, which all focus on increasing affordable housing and explore opportunities for regional consolidation: County Housing Committee, a City Housing Committee, a Thomas Jefferson Planning District Housing Committee, and an IMPACT Housing Committee.
8. Consider establishing a regional consortium for the allocation of Section 8 vouchers with the surrounding counties in the Planning District area.
9. Consider an oversight body for the regional administration of Section 8 vouchers. This would assist in unifying standards for assessing the appropriate rent to pay to landlords and create a clear application and eligibility process. This would also

simplify and lessen the administrative time for each locality, since HUD would only require one administrative plan and one set of financial disbursement plans rather than one each from Fluvanna, Louisa, Green, Nelson and Albemarle Counties. If the County's Office of Housing were to play that role, the HUD administrative monies would flow to the County and allow the department to build its capacity to serve residents regionally.

The Department of Parks and Recreation

While the department has responded to the challenges of a growing population, increased demands for services, and changing patterns among residents for the use of parks, its basic operating structure has remained unchanged. A 2004 needs assessment gave the County high marks for its well-maintained parks, ownership of significant acreage, collaborative agreements, and customer satisfaction. These marks are still well deserved. The assessment also made recommendations, which included the need to move from significant attention to youth services to focus on services to a broader cross section of residents. The assessment also recommended that the leadership address low or no fees for facilities, lack of developed trail systems, limited recreation services, limited partnerships, and a lack of a regional approach to parks maintenance.

Since this is a resource management review and not a needs assessment, only the areas mentioned above where improvements in managing resources might result in savings or efficiencies are noted in this report. Also included are observations related to the operational structure, potential revenues, volunteer resources, and performance management.

Findings/Observations

1. The Parks and Recreation Department retains a relatively small staff to manage a growing inventory of park lands and natural areas, provides after school team sports for middle school students, field maintenance for partner recreation groups, and a limited range of recreational programming, predominantly for youth. The staff is very motivated and has an attitude to get the job done and work together to meet the workload.
2. The bulk of the departments' resources and staff are deployed to maintaining ball fields and athletic areas, and managing the County's recreation areas, such as the summer lake facilities, as well as managing and maintaining the County's extensive parks and facilities. In this year's operating budget, approximately \$453,000 out of a \$2,321,163 budget supports "athletics and classes".
3. The Department's customer satisfaction and usage statistics show a change in how residents use and value the Department. In the most recent needs assessment, the highest ranked need for recreational facilities at 63% was "nature centers, natural areas and nature trails." There also was a desire for more programming across age groups.

4. The department has responded, in part to residents' interest in the natural areas by hiring its first park ranger and pursuing a relatively aggressive policy of acquiring land through proffers as new developments go up in the County. The park leadership has managed impressive growth of the land holdings within the County of Albemarle, surpassing its own goal of increasing annually the Greenway property by 83.3 acres in FY08 to 101.5, and setting higher goals of 131.5 for FY10. Feedback from staff revealed pride in their ability to maintain nice parks with a lean maintenance staff.
5. The maintenance of these new trails is not a core component of the Department's maintenance workers' routine; most of the improvements are completed by volunteers and the Park Ranger or Greenway manager.
6. The Department's recreational offerings are modest for a department serving a population the County's size; there is only one Program Supervisor for Recreation.

Strategic Vision

7. The Department has developed a very comprehensive facilities improvement plan that guides improvements. It does not have its own developed strategic plan. It has adopted the County's strategic plan.
8. The strategic top priorities are continued maintenance and enhancement of existing properties, new opportunities for natural areas, expanded indoor facilities, development of strong partnerships, and expanding facilities. The review process did not detect any measures in place to ensure that the strategic priorities are met.

Human Resources

9. The teamwork and trust in place within the leadership and senior staff creates a warm work environment. They enjoy a collegial culture with meetings every other Tuesday to help coordinate and strategize for the work ahead. One of the department's strength is the years of experience and knowledge among its staff at all levels. There is also an acknowledgement among staff that fresh perspective and more innovative planning could improve its overall responsiveness to the changing times.
10. The organizational chart of the department includes a deputy director position that works closely with the director, with all employees reporting through him. The director does budget and financial planning, while the Recreation Program director does all the payroll, hiring and financial management for the summer programs. The current structure appears clear to staff interviewed.

11. Four foremen are responsible each for supervising one person at a lower pay grade. This unusual ratio (one supervisor, one employee) is the result of a move several years back to a district system from a county-wide approach.

Performance Management and Tracking

12. The primary reporting mechanism that the Department uses is the county-wide KPIs. However, completing these KPIs is largely the purview of the director, and the measures are not generally used to drive management practices, to evaluate progress or to create performance-tracking systems for employees, projects or programs. In organizations using outcome measures effectively, they are often adopted as a management tool to inform activities, track progress, communicate value and results.
13. The department has established a policy of not contracting out many smaller carpentry and repair jobs to save money. The resourcefulness and skill of staff is significant, with the Park Superintendent trained and teaching his staff in areas as diverse as obtaining a commercial drivers' license, playground inspection, to carpentry and horticultural skills. Maintenance staff completed the recent Dog Park, clearing upwards of 300 trees to create the facility, based on requests from residents in the area. This is commendable.
14. With the exception of the middle school programs, which include parent surveys, there are few institutionalized formats for collecting performance data and customer satisfaction information outside of the overall County citizen satisfaction surveys.

Customer Accessibility and Feedback

15. Aside from a resident survey several years back, there is no ongoing way for the public to communicate with the department or to assess customer satisfaction. When asked how they know what the public needs, one leader stated that the public "lets us know" what they need because they work so closely with partner organizations and are out in the field frequently. This does create valuable feedback and could be supplemented with more broad-based customer feedback.
16. While there are customer surveys distributed in recreational and fee-based classes, there are no mechanisms available for assessing the quality and use of community shelters, trails, or park maintenance.
17. The Department's web site is not used for reservations of facilities or classes, or significant interaction with residents. The largest use of the web appears to be for trail information. Park staff sees the advantage of a calendar of events within the parks, but there has not been the capacity to maintain it. The department looked at a stand-alone, off-the-shelf IT product to do a reservations system, but it decided to incorporate Access Albemarle.

Recent Efficiency Measures

18. The department has employed strategies designed to bring about efficiencies, such as use of shared vehicles, minimizing trips for supplies, moving mowing from every two weeks to once a month where possible, and retaining flexibility. They have also sought to step up their use of inmates from the Regional Jail to help with maintenance. These are very innovative approaches, and staff is commended. The inmate program should result in significant savings.
19. The Park Superintendent has found a way to cut labor costs by employing hourly “gate openers” contracted to open more remote gates. This is an innovative use of residents to save hours of his staff.
20. Fees for classes have been increased by \$1 a class to be more in line with the rates paid by City of Charlottesville residents.

Revenue Generation and Volunteers

21. Currently, the Parks and Recreation department has a relatively low “cost recovery” figure. Cost recovery figures for FY07-FY10 are listed as between 58% and 59% for recreation programs; yet, these figures do not include the Recreation Program Supervisor salary and benefits, a key component of administering a successful program. The major source of its revenues are summer lake fees (The pools providing approximately \$138 - \$148,000 in revenues) and fees for classes. There are a small number of fees collected from rental revenues from shelters and facilities. In short, when the department faces a shortfall, there is currently hardly any other means of raising revenue than raising fees.
22. Feedback from staff reveals suggestions for increasing efficiencies and raising revenues, ranging from a donation box at trails to a restoration fund to corporate partnerships with businesses to sponsor events, trails and renovations, to establishing different tiers for facility fees – rather than flat fees for large events.
23. The department has been successful in obtaining grants through the Department of Conservation and Recreation of between \$38,000 and \$76,000 to \$96,000 in last few years.
24. There is genuine consensus among staff that use of volunteers could be maximized and that many more potential volunteers – of all ages - are in the community. Currently, the department estimates about 6,430 of volunteer hours largely through the trail volunteer efforts and the work of the Greenways Coordinator and Park Service Officer.
25. There has been little to no creation of any enterprise opportunities or implemented user fees for different levels of service or use of facilities.

Partnerships and Contracts

26. The Department does have partnerships with a variety of nonprofit agencies, particularly in the area of youth sports and mountain biking. The partnerships ensure that there is good use of fields by young people; that volunteers assist with the maintenance and care of fields and trails; and that the County can offer services that it cannot afford to provide by itself. No revenue is generated through these arrangements
27. In its current form, the Department does not have the flexibility, non-profit status and programming capacity that these nonprofits do to raise funds, engage volunteers and direct innovative recreational programming – largely for youth.
28. There are few formal agreements for use of the fields with partners. None of the existing agreements, with the exception of the pending agreement with YMCA for use of McIntire Park, have language assuring equal access in them and accessibility to all ages.

Trail and Greenway Management

29. Greenways are an area that is managed by one full time staff person who functions as a resident planner, negotiator and monitor for the master greenways plan, as well as a hands-on trail guide and director of the natural life in the department. This position is an asset for the department and helps the County acquire parkland and engage residents in the work. At the same time, there is some overlap with what the County Planning and Legal Departments are charged to do, particularly with negotiating proffers.

Playground Inspection and Care

30. According to staff in the department, all schools in Albemarle County are considered parks, and school sites are considered shared property between the schools and government. The Parks Department uses schools for programming free of charge, including the gyms in restricted hours.
31. Parks and Recreation staff spend time being trained as playground inspectors, inspecting local public school playgrounds, and making repairs necessary to keep the playgrounds at standard. Repairs are paid for with funds through the operating budget of Parks and Recreation.

Regionalism

32. There is extensive overlap between County and City residents and their use of parks and recreation facilities. Staff members within the department, from those in program recreation to greenways to trails, cite numerous examples where the City and the County work well together and do more with fewer resources.

33. The Charlottesville Parks and Recreation department is in the final stages of creating a 501C3 to assist with fundraising and has designed it to be Regional.
34. The County and City share maintenance of Darden Towe, the Skating Park, and Ivy Creek natural area, as well as the cost of some of therapeutic recreation and softball programs. Most of these agreements with the city are “based on a handshake” or a relationship and thus cannot be easily tracked for their deliverables.

Recreation

Recommendations

1. Develop a more comprehensive strategic plan that includes longer term master planning for the parks as well as the recreational programming and is based on current and future residents’ needs.
2. Review the shared responsibilities between the Director and Deputy Director and clarify the job descriptions. Consider adding partnership development and revenue generation responsibilities to the Deputy Director role with a Business Manager or entrepreneurial approach.
3. Consider collapsing the reporting relationships among the maintenance staff with ratios of 1:8 or more as opposed to current 1:1 reporting relationships.
4. Develop mechanisms for recording and tracking performance data for maintenance of the parks, trails, ball fields and facilities. Keep track of response time for addressing repairs, preventative care and emergencies.
5. Train staff in collecting and using KPIs to improve management and performance and engage staff at all levels of the organization in reaching strategic goals.
6. Make it a regular practice to collect, analyze and use input from residents who use amenities with customer satisfaction surveys available on the web, at program sites and in comment boxes.
7. Make it a priority to develop a web-based registration system for all parks and recreation events, and a reservation system for all facilities to reduce the burden on administrative staff and increase revenues. Include the ability to use credit card information 24 hours a day. Track web hits to all aspects of the site to assess resident interest and use. Market the website to Regional residents. Determine if Access Albemarle will provide this resource in the near future, and, if not, seek other methods to provide this service.

8. Consider increasing the use of inmate labor through the existing agreement with the County Regional Jail. Consider use of inmate labor for maintenance of school grounds when school is not in session. Benchmark with other communities, such as Chesterfield County in Virginia, that use inmate labor for school-based facilities.
9. Revise all contracts to have clear performance measures and deliverables. Conduct a financial analysis of what the County contributes in each contract to determine the actual cost of the contract and for use in considering a reasonable fee to cover costs.
10. Identify one individual within the department to serve as a coordinator for volunteer programming. Consider jointly hiring or funding this individual with the City of Charlottesville.
11. Engage the legal department to review all proffer deeds prior to sending them to the Parks and Recreation department.
12. Explore the joint operation of the Albemarle and Charlottesville Parks and Recreation Departments, including a strategic assessment of the functions most likely to create efficiencies and enhance resources. Consider conducting an assessment of the common and unique functions of each and the revenue potential of a consolidated department. This assessment would require collaboration and participation by the County Executive and City Manager, the Boards of Supervisors and City Council, both department leaders and their staffs.

PART FIVE: PUBLIC SAFETY

Albemarle County encompasses an area of 723 square miles and although it is classified as a suburban county, it has both highly urban/commercial areas and extremely rural, sparsely populated areas. This uniqueness and diversity creates some unusual challenges for public safety personnel in terms of deployment and response times. In fact, using national standards to evaluate Albemarle County requires some modifications since the standards for suburban and rural jurisdictions each apply to certain areas of the County. Table 13 includes basic statistics across selected Benchmark Communities.

Table13
Benchmark Communities Comparison
2007

	Albemarle	Hanover	Roanoke	Stafford	Spotsylvania	James City
Population	92,200	98,983	90,482	120,170	119,529	59,741
Square Miles	723	500	250	277	400	144
Police						
Budget	\$12.280 m	\$16.557 m	\$12.386 m	\$16.144 m	\$13.272 m	\$10.910 m
Sworn	119	201	137	137	142	92
Crime Rate	4786	2559	3682	3711	4515	3992
Fire						
Budget	\$8.826 m	\$14.797 m	\$12.050 m	\$10.897 m	\$11.078 m	\$8.851 m
Sworn – Paid	80	150	112	98	134	133
Sworn – Vol	720	500	240	571	400¹	60
# of Stations	13	16	13	15	9	5
# of Calls	12,232	18,000	11,000	23,000	16,000	8,300
ECC						
Budget	\$ 2.029 m	\$2.937 m	\$2.100 m	\$2.449 m	\$ NA	\$2.921
Personnel	49²	74	44	38	NA	27
# of Calls	331,152³	204,095	385,674	431,395	NA	176,681

Source: Order of Public Accounts and Albemarle County 2008

¹ Approximately

² 39 Operations 10 Administrative

³ Includes emergency, non-emergency and outgoing calls.

When measured against benchmark jurisdictions, Albemarle County's per capita costs are very efficient in its public safety operations, expending only 72 percent of the state average. In addition to the benchmark jurisdictions, Table 14 shows that Albemarle has a lower public safety per capita cost than all benchmark jurisdictions and the more rural counties of Caroline and New Kent.

**Table 14 Public Safety Cost Per Capita
(FY Ending 6-30-07)**

Jurisdiction	PS Expenditures	Per Capita Cost	% of State Average
State Average		\$394	-
Albemarle County	31,103M	285	72%
Hanover County	43,051M	441	112%
Caroline County	9,345M	351	89%
New Kent County	5,372M	315	80%
Roanoke County	34,421M	379	96%
Stafford County	46,239M	384	97%
Spotsylvania Co.	40,501M	338	86%
James City County	25,079M	406	103%

Source: Order of Public Accounts 2008

Public safety is the number one priority of government. However, that in itself does not translate to unchecked spending in public safety or growth beyond that of other government functions. What it does require, is more advanced planning. A decision made today to add police officers to the Department puts a fully trained officer on the street in eighteen (18) months. A decision to add a piece of fire equipment today may be a reality in 12 to 14 months. In policing, a huge surge in crime or a large gang problem may take months or years to control. A substantial increase in 911 calls may overload the Emergency Communications Center, but adding another dispatch station could take weeks.

The ability to satisfactorily handle the incoming requests for service in public safety, often referred to as “response public safety,” is not an acceptable benchmark for today’s world. The old cliché “once you get behind, it is twice as hard to catch up” is absolutely true. A notable increase in structure fires, an increase in fatal and personal injury accidents, an increase in violent crimes, a decrease in contraband and drug arrests and slower response times are all indicators of a public safety system that is overloaded and lack a proactive prevention program. For this reason, accurate key measures must be maintained and reviewed regularly by both public safety and County administrators to ensure acceptable levels are maintained.

With the terrorism threats facing America, the difficult economic conditions, two wars and the uncertainty ahead, will government maintain the ability to protect its citizens today and tomorrow? For leaders in government, there is no more important question.

Police Department

Findings/Observations

1. The Albemarle County Police Department was created in July of 1983. It is a Virginia Accredited Agency comprised of 123 sworn positions and 32 non-sworn members with a budget of \$12.280 million. In addition, grant funds account for an additional \$627,879 for the Department.
2. The organization of the Department is generally typical of a police organization of its size. There are clear lines of authority with the exception of a designated Deputy Chief. However, there is no unity of command problem since the Chief designates one of the Captains to assume command in his absence. The span of control (1 to 8) is acceptable for routine procedures and normal police work since corporals act as first line supervisors. For emergency operations, the span of control is reduced to 1 to 5 by calling out supervisors when necessary.
3. A review of all police department mutual aid agreements and memorandums of understanding showed them to be complete, up-to-date, concise and well written. Of particular note is the Regional CIT Pilot Program for the handling of mental health consumers held under emergency custody order (ECO) as set forth in section 37.2-808 of the Code of Virginia, as amended. This program is an efficient use of patrol officers for both ACPD and the University of Virginia PD and could be a model throughout the Commonwealth.
4. The department maintains a Professional Standards Unit staffed by two (2) Sergeants. Since January 1, 2005 until October 29, 2008, a period of three (3) years and ten (10) months, the PSU has investigated 481 service, injury to prisoner, and personnel complaints. Sixty-one (61) of these cases have been sustained (12.7%), most being for minor infractions. This equates to 16 cases a year being sustained, which is substantially below the norm for most police departments. The PSU files are automated providing the Department with an early warning system so that preventative, corrective action can be taken.
5. The Professional Standards Unit also has a comprehensive inspection program to ensure compliance with Department and County policies.
6. Growth in both sworn and civilian positions within the police department has been less than the norm for police departments. The department turnover averages about eight per year which is typical for this size organization. Training classes are held twice a year to fill vacancies. Recruiting for sworn positions has not been a problem for Albemarle and the Department has a sufficient pool of candidates from which to fill its vacancies. The County is commended for studying affordable housing issues because this may one day allow the 70% of Police Department personnel who live outside the County to live in the County.

7. Due to the current fiscal situation, one sworn and two non-sworn positions are frozen. History has shown the calls for police service generally increase in times of economic downturns, and the County should carefully measure the impact of such actions.
8. Albemarle County's demographics make it both a suburban and a rural county. The National Institute of Justice recommended number of police officers for a suburban county is 2.1 officers per 1000 population. That equates to 197 sworn officers for Albemarle County based on a population of 94,000. The recommended number for rural counties is 1.1 per 1000 which results in a recommendation of 103 sworn officers. The 1.5 sworn officers per 1000 ratio adopted by Albemarle County are reasonable. Using this ratio, the County goal should be 141 sworn officers which is the number reflected in the Key Measurement Table (See Table 16).
9. Advancement in the ranks is slow due to the low turnover in the supervisory ranks. However, the Department has implemented the Police Officer Skill Proficiency Program which is a career progression program for police officers. The program has three (3) levels: Police Officer 1ST Class, Senior Police Officer and Master Police Officer with generous pay incentives at each level. The criteria for progression through the levels includes experience, performance, driving record, firearms scores, education, physical fitness, disciplinary action and more. According to the police senior staff, the program has been highly successful.
10. Succession planning is handled in a number of ways. There is a rotation of duties for first and second line supervisors. This type of cross-training gives the police chief a larger pool of qualified personnel for promotion and filling supervisory positions. Secondly, the Department makes full use of outside leadership schools for all supervisory ranks and should be commended for pursuing this level of advanced education.
11. A review of the schedules reveals adequate coverage with overlapping shifts to avoid patrol down time. Sworn patrol officers work 162 hours on a 28-day cycle (9 hour day). Detectives, Traffic Officers, School Resource Officers and non-sworn work a 162-hour schedule working Monday through Friday with weekends and holidays off. This work schedule for Detectives and Traffic Officers creates an overtime situation every time there is a need for their service on weekends.
12. The Department has an outstanding training program for all employees, going far beyond the hours and courses required for Department of Criminal Justice certification. Additionally, the Department teams with the Commonwealth Attorney's Office each year for training all personnel in new and amended statute revisions. The officers and non-sworn all had favorable comments on the training provided by the County.

13. While the professionalism of the Albemarle County Police Department can be demonstrated in many ways, the number and quality of their specialized teams is impressive. For a Department of this size, the Chief has dedicated the manpower, training and resources to reach a level in specialization that far exceeds the level obtained by most departments regardless of their size. In addition to their obvious operational benefit, this level of specialization allows officers to serve in a wide variety of capacities thereby increasing their efficiency and effectiveness. This not only improves the overall morale of the department, but also greatly aids in recruiting new officers. County Executive's support of these specialized teams is commendable.
14. Volunteers are underutilized in the Department with less than five (5) currently active. There is an opportunity for increased efficiency and effectiveness in all areas by increasing the number of volunteers through the Department's Volunteers in Police Services Program (VIPS). Many police departments in Virginia use volunteers in patrol, investigations, training, forensics, records, personnel, evidence and supply. In fact, there are very few areas in the Department where volunteers cannot assist with the mission of the Department.
15. Table 15 lists police unscheduled and scheduled overtime for the last three years, excluding reimbursed overtime. The amount of overtime is well within the norm for a department of this size. However, the percent increase is slightly above the norm and should be considered in any request for additional staffing.

**Table 15
Police Overtime**

Year	Overtime	% Increase
FY 2006	\$451,400	-
FY 2007	\$504,663	11.8%
FY 2008	\$560,480	10.0%
FY 2009 *	\$621,572	10.9%

* Projected Source: Albemarle County Police Department

16. Common police key measurements used throughout the United States are indicated in Table 16. Key measures provide an overall historical view of the Department and are good indicators of what the future holds. Upon review, there are a number of notable points that assist administrators in making operational and budgetary decisions.
17. The Group A crime rate has generally been between 4450 and 4600 for the past three years, but is projected to be below 4200 this year (based on the first nine (9) months). The Group A cases closed by arrest increased by almost 16% last year,

a notable accomplishment. Both personal injury accidents and property damage accidents are showing a downward trend as the number of traffic summonses issued has increased. Selective enforcement is a key to accident reduction and demonstrates the value of the Traffic Unit.

18. Crime in 2007 in Albemarle County shows an increase in trends. Person crimes increased by 6.4 %. . However, property crimes decreased by 7.7% with burglaries down 25.1%, stolen motor vehicles down by 8.2% and larcenies decreased by 4.4%.

Table 16
Police Department — Key Measures

	2005	2006	2007	2008¹	Goals²
Authorized Sworn Strength	115	115	119	123	141
Population³	88,400	90,400	92,200	94,000	102,400
Budget (In Millions)	8.932	9.985	11.801	12.281	
Cost Per Capita	\$101	\$110	\$128	\$131	
Calls and Assignments	49,226	49,621	53,155	49,982	
IBR Incidents Reported To State Police – Group A	4,462	4,581	4,480	N/A	
Incident Rate per 100,000 Citizens	4,857	5,045	4,786	4,554	
IBR Group A Clearance Rate	23.6%	26.2%	30.3%	30.0%	35%
Average Response Time Priority 1 Calls – Developed Areas	N/A	N/A	N/A	5.2 Min.	5 Min.
% Priority 1 Calls Within 6 Min Response Time – Developed Areas	39.32	35.92	40.23	60.78	85
Average Response Time Priority 1 Calls – Rural Areas	17.8 Min.	17.50 Min.	16.45 Min.	13.21 Min. ¹	10 Min.
Total Number of Traffic Fatalities ACPD	11	8	18	12	<12
Number of Personal Injury Accidents	1,083	909	991	832	<1000
Number of Property Damage Accidents	3,025	2,928	2,824	2,247	<3000
Traffic Summonses	7,432	8,321	11,065	11,354	
Number of Volunteer Hours	219	362	256	250	
Crime Prevention Programs	8	10	9	12	
Percent of Citizen Satisfaction	N/A	92	92	92	95
PSA's/Media Releases	99	117	136	163	

Source: State Police Crime Reports & ACG 2008

Notes:

Population estimated to be 102,600 by 2010.

1. Through September 2008

2. Goals to be established by ACPD

3. Population Figures from Weldon Cooper Center

19. The Animal Control Unit is staffed by four (4) Animal Control Officers who respond to calls for service and enforce laws and County Ordinances. The County does not operate a shelter and contracts with the SPCA for sheltering impounded animals at a cost of \$173,350 annually. This contract should continue.

20. According to one Animal Control Officer, there is difficulty responding to all calls for service and following up with the citizens' complaints, even when the Unit is at full staffing. The basis for this difficulty is the size of the County (723 sq. mi.) and the increase in the number of calls. The last Animal Control Officer was added in 2006.

21. Table 17 indicates that calls for Animal Control Officers had not increased substantially until this year. Based on the first nine (9) months, AC calls are projected to increase by 9.5 % to an average of ten (10) calls per day. Police supervisors should watch to see if this increased workload continues.

Table 17
Animal Control Officer Calls

Year	Number of Calls
2005	3515
2006	3557
2007	3325
2008	3640 *

* Projected Source: Albemarle County

22. Maintenance of the police fleet is the responsibility of the County and is accomplished using the school bus garage through a charge back system. Generally, the Police Department feels they could do fleet maintenance more efficiently through a commercial contract. One example stated was that the County garage charged the Department for snow tires, and when the same vehicle returned for the regular tires, the garage charged for new tires stating they gave (sold) the original tires to another department.
23. Under normal times, patrol cars are rotated out of service after four (4) years basically requiring a 25% replacement of the patrol fleet each year. Under the current economic conditions, the cycle has been extended since the current budget includes only 18 patrol vehicles. The result is that the Department will have 40 + vehicles with over 100,000 miles in service in 2009.
24. Detective and administrative cars have a life cycle of seven (7) years and will also have increased mileage given the present economic conditions.
25. All sworn and required non-sworn personnel have received NIMS (National Incident Management System) training and are certified in accordance with the Department of Homeland Defense/FEMA standards.
26. The evidence section is operated in a truly professional, efficient manner. A walk through all the evidence rooms shows an orderly, well maintained system and the evidence custodian is to be commended. The quartermaster/supply section was well organized.
27. The forensics lab is neat, orderly and well equipped. Due to lack of personnel, the forensics lab is underutilized. This results in delayed analysis from pending test results, which has an impact on timely investigations.

28. The Department is moving towards a fully automated field reporting system. Once up and running for at least six (6) months, the Department should complete a desk audit of Records Section personnel to ensure they are classified properly and there is an equal distribution of workload. The quality control function may have to be expanded.
29. The Jefferson Area Drug Enforcement Task Force (JADE) is comprised of officers from Albemarle County, Charlottesville, the University of Virginia and the State Police. Its mission is to dismantle violent drug gangs and threat groups that operate in the Albemarle/Charlottesville area that negatively affect the quality of life in the neighborhoods where they exist. Generally, JADE focuses its efforts towards middle and upper level drug dealers and has made 2,373 arrests since 1995. Currently, the jurisdictions are unable to fill every JADE position due to manpower shortages and there are three (3) vacancies.
30. Table 18 indicates that JADE has been a highly effective program.

Table 18
Jefferson Area Drug Enforcement Task Force

	2003	2004	2005	2006	2007
Arrests	197	211	157	145	167
Cocaine Seizures¹	300	2635	1174	1212	1796
Meth Seizures¹	545	0	1414	1961	571
Marijuana Seizures²	32	3	5	11	19

Source: Jefferson Area Drug Enforcement Task Force Annual Report

¹ Grams

² Pounds

Recommendations

1. Evaluate the need for an additional Deputy Chief position for the future when resources are available.
2. Continue and fully fund the Regional CIT Pilot Program.
3. Schedule both detectives and traffic officers for both day and evening shifts on weekdays and at least one detective and one traffic officer on weekends within the existing staffing levels.
4. Within the existing staffing, assign the necessary resources to expand the Volunteers in Police Services Program (VIPS). Citizens Academy classes are an excellent starting point to recruit volunteers.

5. Expand the department's key measures and set goals where practical. Key measures should be shared and reviewed with all employees on a regular basis and available to the public through the web page.
6. Expand the use of volunteers in Animal Control. A review of the workload shows a projected increase for 2008, and volunteers could be used for case follow up.
7. Consider hiring a forensic (lab) technician (part time, if necessary) to fully take advantage of the resources and equipment available in the laboratory. This will greatly assist the field evidence technicians and help justify the investment of substantial funds in the forensic laboratory.
8. Continue the efforts with other jurisdictions to staff the JADE Task Force.
9. Consider in the budget process several high priority items in public safety for which this review found substantial need. These include:
 - Total Station –A total station is an optical instrument used by police, crime scene investigators and accident reconstructionists to take measurements of accident and crime scenes. It is a combination of an electronic theodolite (transmit), an electronic distance meter (EDM) and software running on an external computer. Once accurate measurements are taken with a total station, software can be used to recreate the accident or crime scene in a 3D animation. One total station should be shared between the Traffic Unit and the Evidence Technicians. Use of a total station is the standard for modern accident reconstruction and crime scene diagrams.
 - Ballistic Shields – Experience has shown that an immediate response to a school shooting saves lives. The School Resource Officers should have ballistic shields in the schools stored in a locked area and ready for immediate use. The shield would allow rapid response by the SRO in order to contain the shooter or eliminate the immediate threat until backup officers arrive. The shields may be available through the military surplus equipment program.
 - Secure Garage – Criminal Investigations needs a secure garage to place a vehicle and/or other large evidence items for processing. On a major crime or accident, evidence processing may take days and any contamination of the area could be cause for court dismissal of evidence and/or charges.

Department of Fire and Rescue

The Department of Fire and Rescue is comprised of a full time paid staff of 80 and 7 volunteer fire/rescue stations, 4 rescue stations, and 2 combination County stations for a total of 13 in the system. The paid Department is relatively young, having been formed only ten (10) years ago. Only ten percent of the County is covered by fire hydrants, which accounts for the number and importance of tanker trucks.

Findings/Observations

1. There appears to be an undeniable desire for this agency to grow professionally and better serve the community. However, this review did not reveal uniform application and adherence to set standards, policies, and procedures among all stakeholders involved in the delivery of fire/rescue services. Without such accountability and adherence to uniform standards and best management practices, the delivery of this vital service in the community could be affected.
2. Feedback from this review indicates that there is the typical problem with a paid/volunteer department combination as to who is in charge at any given scene. All Department sworn personnel and most volunteer personnel are National Incident Management System (NIMS) certified. Incident Command (NIMS) standards require clear lines of authority and unity of command during all emergency operations.
3. The span of control for the Battalion Chief (BC)/Operations is eighteen (18) Captains. This is twice the norm for day to day operations and three times the norm for emergency operations. Further, the current BC works days, Monday through Friday, leaving no coverage (except call out) on nights and weekends.
4. The Department of Fire Rescue currently has three (3) sworn positions frozen due to fiscal limitations. The operational impact is negligible except for the backlog in plans review. It is important to insure that this backlog does not hinder any economic development projects.
5. The minimum staffing is three (3) firefighters for an engine and two (2) firefighter/medics (at least one with Advanced Life Support [ALS] certification) for a rescue unit. Although there is a desire for four (4) firefighters on a truck, current manpower levels are insufficient for this level of staffing. The one problem identified with the current levels is manning the tankers. If there is a requirement for a tanker to respond to a scene, manpower is pulled from a rescue unit, thereby taking that rescue unit out of service.
6. Turnover averages about 7.7 % per year for the Department of Fire Rescue, which is about normal. However, ALS medics are in high demand across the country and occasionally one leaves Albemarle for higher pay elsewhere. In

order to mitigate this, Albemarle has undertaken an extensive training program to certify all firefighters as ALS providers. Currently, approximately 40 have been certified. This training far surpasses most other ALS programs throughout the country.

7. Succession planning is currently being developed by the County at the County Human Resources level, and the Department of Fire Rescue will be included in this program.
8. According to staff, the substantial increase in overtime in fiscal year 2006 was due to vacancies for the first half of the fiscal year. Four (4) additional firefighters were hired midyear. Additionally, starting in FY 06, Fire Marshalls began receiving overtime for on call time. In fiscal year 2007, the increase in overtime (approximately \$54,000) was the result of opening the new Hollymead Fire Station.

See Tables 19 and 20 for overtime and key measure statistics for Fire and Rescue.

**Table 19
Department of Fire Rescue
Overtime**

Year	Overtime	% Increase
FY 2005	\$117,163	-
FY 2006	\$166,170	41.8 %
FY 2007	\$268,793	61.8 %
FY 2008	\$304,060	13.1 %

Source: Albemarle County 2008

**Table 20
Department of Fire Rescue — Key Measures**

	2005	2006	2007	2008	Goals
Authorized Sworn Strength	49	53	75	80	
Number of Volunteers	408	470	590	677	
Population	88,400	90,400	92,200	94,000	102,400
Budget (In Millions)	\$6.044	\$7.582	\$8.893	\$9.156	
Cost Per Capita	\$68.37	\$83.87	\$96.45	\$97.40	
Total Number of Calls	11,770	12,317	12,232	12,364	
Number of Rescue Calls	8,759	8,990	8,998	8,926	
Number of Structure Fires	68	71	96	128	
Fire Loss	\$348,950	\$2,941,904	\$4,942,950	\$6,155,692	
Average Response Time Priority 1- Paid	N/A ¹	N/A ¹	N/A ¹	N/A ¹	<5 Min.
Number of Volunteer Hours	37,700	29,400	53,738	34,325	
Fire Prevention Programs	43	29	38	25	
Percent of Citizen Satisfaction	-	95.4/96.8	-	96.5/92.5	

Source: Albemarle County and Albemarle County Citizen Satisfaction Survey

Notes:

Population estimated to be 102,600 by 2010

¹ This key measure is under development and not available at this time.

9. Albemarle has 7 volunteer fire/rescue departments and 4 volunteer/rescue departments with 677 members who donate thousands of hours each year saving the County hundreds of thousands of dollars.

10. Recognizing the inherent value of these volunteer departments, Table 21 outlines the County support to these Volunteer Departments to defray their expenses:

Table 21
County Support for Volunteer Fire Departments and Rescue Squads
2008

	Object	Budget
Vol Fire	Maint Cont – DP Equip	\$ 5,640
	Insurance	167,860
	N. Garden VFD	76,510
	Scottsville VFD	116,100
	Crozet VFD	129,825
	Earlysville VFD	118,915
	E. Rivanna VFD	119,075
	Stony Point VFD	130,261
	Seminole VFD	193,942
	J. C. Fireman Assoc	28,930
	JCFRA Benefits	6,950
	F/R Turnout Gear	121,540
	Operating Supplies	25,235
Total		\$1,240,783
Vol F/R	Char/Alb VRS	\$199,780
	W Albemarle VRS	120,025
	Scottville VRS	127,240
	Thomas Jefferson EMS	21,184
Total		\$468,229
Gr Total		\$1,709,012

Source: Albemarle County

11. In addition to the funds distributed to the Volunteer Departments as outlined in Table 21, the County also uses its revenue to purchase all the fire/rescue equipment for all the volunteer companies to include vehicles and gear. Any additional funds/donations raised by the Departments are available for their discretionary use without any input and/or approval by the County. Additionally, Albemarle County also pays all the insurance costs for the volunteer departments, but has no oversight or investigative authority should an accident/incident occur.

12. Of note is the memorandum of understanding with the Police Department, which outlines the responsibilities and roles of the two departments in fire incidents, which result in serious injury or death.. The designation of the lead agency is clear and concise and should be used by other jurisdictions.
13. The County of Albemarle contracts with the City of Charlottesville to provide fire/rescue response services in the Pantops development area, the Ivy area of the County and other areas at an annual cost of \$650,000. The Fire Department has a capital plan to build Fire Rescue stations in both the Ivy and Pantops areas to better serve these communities. Examination of the operational advantages and the fiscal impact of this proposal make it a wise expenditure of capital funds that will save tax dollars in the long run.
14. Maintenance of fire rescue vehicles is performed by the bus garage through a charge back system, with no major problems noted. In order to make the most efficient use of equipment, staff should have the ability to transfer equipment from station to station, but due to the autonomy of the volunteer departments and the different paint schemes and markings, the Department is unable to transfer vehicles between paid and volunteer stations. Chesterfield County is a good example of volunteer and paid apparatus being rotated and having common markings.
15. Currently each rescue squad submits their EMS reports to the state directly and the County has difficulty maintaining accurate statistics for emergency medical responses.

Recommendations

1. Develop a central automated EMS reporting system in order to have complete, accurate records from which sound deployment and policy decisions can be made.
2. Evaluate the need for another Battalion Chief for better coverage and a more reasonable span of control. This additional position would result in an increase in coordination and a decrease in policy violations.
3. Continue to work toward a requirement that all first responders, both County and volunteers, adhere to the standards of Incident Command, all radio SOP's and radio discipline. Implement policy and radio discipline to prevent an uncoordinated response and command failure. Albemarle County has made a significant expenditure on an 800 digital unified radio system. Without firm policy (SOP's) and radio discipline, the radio system will never produce the intended benefits and may in fact, in a worse case scenario, result in additional loss or injury at any given incident.

4. Utilize the career departments with the volunteer departments as one cohesive professional agency. Albemarle County should use the experience of other Virginia counties as a template as they move in this direction. The professionalism of the entire Albemarle County Department of Fire Rescue is, in many ways, dependant on the professionalism of the volunteers. Hanover, and other Virginia counties have been largely successful in their efforts to combine the career departments with the volunteer departments into one cohesive professional agency.
5. Continue to require independent annual audits of all volunteer departments to which the County contributes public funds and review the audit (finance department) reports to determine appropriate financial management.
6. Consider painting all fire and rescue vehicles, both paid and volunteer, the same color and with the same markings. This allows the transfer between an active station and a slower station so that the life cycle of apparatus remains consistent throughout the Department.
7. Implement, as soon as practical, a revenue recovery program for medical transports. Further, if the County continues to purchase vehicles and fund volunteer department expenses, consideration should be given to either retaining the revenue recovery monies or recalculating the amounts distributed to the volunteer departments. The County is currently studying this initiative and has reviewed the process used in Hanover County. Other counties and cities have successfully implemented this fee with great success and with minimal complaints from citizens. Some counties (Chesterfield for instance) have implemented a transport membership fee where a citizen can pay a minimal amount and not be charged for a transport, if the citizen does not have insurance that would cover a medical transport.

Emergency Communications

The Albemarle/Charlottesville Emergency Communication Center is a joint dispatch center for Albemarle County, the City of Charlottesville and the University of Virginia. It is controlled by a Management Board of ten (10) representing each major public safety organization from each jurisdiction and the chief executive from each jurisdiction.

The ECC obtained National Commission on Accreditation for Law Enforcement Agencies accreditation in 2006. The Center employs 39 operations personnel and 10 administrative personnel. Its operating budget is \$4.920 million of which Albemarle County's share is \$2.008 million. It is housed on the University of Virginia Campus next to the UVA Police Department

Findings/Observations

1. A walk through at the Emergency Communications Center showed adequate staffing and normal activity. One of the supervisors was giving a new employee on-the-job training. The Center is well equipped, very functional and orderly. Incoming 911 calls were immediately answered and readily dispatched.

2. Within the past year, the Center has gone to a twelve hour schedule as a result of an employee driven study. The benefits to the Center and to the jurisdictions have been numerous. Employee satisfaction and morale have improved; all operations personnel have every other weekend off; sick leave has decreased; turnover has decreased; applications have increased.

3. Table 22 shows emergency communications center and key measures, which includes coverage, and part- time employees are utilized to fill openings when available.

**Table 22
Emergency Communications Center – Key Measures**

	2005	2006	2007	2008	Goals
Authorized Strength	44	44	49	49	
Population	88,400	90,400	92,200	94,000	102,400
Budget (Albemarle Share)	\$1.432	\$1.539	\$1.693	\$2.028	
Cost Per Capita	\$16.2	\$17.0	\$18.4	\$21.6	
Total Calls Processes	350,460	345,613	331,152	340,667	
Call Answer Time ¹	N/A	4.02	3.74		
Dispatch Time (ACPD) ¹	N/A	176	112	94 ²	
Number of Volunteer Hrs. ³	N/A	1,215	1,390	1,375 ⁴	

Source: Albemarle County

Notes: Population projected to be 102,400 by 2010.

1 In Seconds

2 Through September 08

3 CERT Volunteers

4 Through October 31

4. Existing space is adequate in the dispatch area (floor) with the present staffing levels. However, there is no room to add additional Emergency Communication Officers without expansion. According to feedback in the review process, there is additional land at UVA to expand the building. Further, the Office of Emergency Management is housed in the same building, and they are currently in need of more space.

5. The Emergency Communications Center provides a high level of training to its staff, far exceeding the minimum requirements. There has been full advantage taken of outside training for officers and supervisors. The ECC has just been instructed to begin a succession training program. This outside training should be a part of that program.
6. All employees of the Emergency Communications Center have received the required NIMS training.
7. The Center has an established Career Development Program for Communications Officers who choose a non-supervisory/management career ladder. The criteria for career development are based on experience, performance, education and training, specialized assignments, and attendance. It is a two step program from Communications Officer to Communications Officer Advanced to Communications Officer Senior, each with an appropriate increase in salary.
8. Prior to FY 2006-07, there were two emergency communication centers. The City of Charlottesville dispatched City and County fire calls while the Emergency Communications Center dispatched police and rescue. In 2006, the ECC took over dispatching for Albemarle Fire and a year later began dispatching for Charlottesville Fire as well. The entire ECC staff had to be trained in fire dispatch and with the addition of fire calls, the ECC was short staffed. Table 23 shows the large increase in overtime (55.3%) for FY 2006-07.
9. Following the consolidation, the Emergency Communication Center added five (5) dispatch positions each for the next two (2) fiscal years to handle the increased workload. Table 23 shows, as a result, overtime was reduced by over \$46,000 (-20.7%).

Table 23
Emergency Communications Center
Overtime

Year	Overtime	% Increase
FY 2006	\$143,903	.1%
FY 2007	\$223,493	55.3 %
FY 2008	\$177,124	- 20.7 %
FY 2009	\$155,000	-12.5%

Source: Albemarle County

10. The Emergency Operations Plan (EOP) includes all three jurisdictions (Albemarle, Charlottesville, and UVA) in a single plan. A review of the plan shows it to be comprehensive, thorough and meeting all requirements. It was last updated in March 2005 and includes the Basic Plan, Peacetime Disaster Plan and an annex on terrorism.
11. Level 1 activation can be handled at the Emergency Communications Center, while Level 2 activation will require the Emergency Operations Center to be housed at UVA in Zehmer Hall. Albemarle County is fortunate to have never had a Level 2 activation except for training exercises.
12. The Emergency Management Office has trained 275 civilians for the Citizen Emergency Response Team (CERT) and collectively, the team members volunteer over 1200 hours each year. This in itself is commendable, especially with such a small staff.

Recommendations

1. Replace and/or update the present CAD (computer aided dispatch) since it is unable to provide all of the statistics needed by supervisors.
2. Plan for the expansion of the Emergency Communications Center and the Emergency Management Office. Any additional staff will require an expansion of the building or other facility alternative.

Sheriff's Office

The Albemarle Sheriff's Office employs eighteen (18) full time sworn, three (3) part-time sworn and two (2) support staff. Its primary functions are courtroom security, prisoner transportation and civil processes. In addition, the Sheriff's Department has a reserve force comprised of 35 to 40 Department of Criminal Justice Services (DCJS) certified sworn officers who volunteer their hours on a regular basis.

Findings/Observations

1. There has been increased training for all personnel with strict compliance with DCJS standards. All deputies and key personnel are NIMS certified.
2. A policy has been developed to capture more key measures (Table 24) and set realistic goals for the Department. Of note is the Department's use of volunteers. With a sworn Reserve Force of over 35 Deputies, it is estimated that by using these volunteer officers, the Department will provide over \$250,000 in services to the County at no cost.

Table 24
Sheriff's Office – Key Measures

	2005	2006	2007	2008	Goals
Authorized Sworn Strength	20.5	20.5	20.5	20.5	
Number of Volunteers	N/A	N/A	N/A	35	
Population	88,400	90,400	92,200	94,000	102,400 ¹
Budget in Millions	1.469	1.684	1.745	1.746	
Civil Subpoenas Served	11,305	11,762	11,077		
Jury Summons Served	750	120	120		
Criminal Warrants Served	155	128	171		
Levies Executed	144	123	189		
Other Civil Process Served	21,139	18,478	21,073		
Inmate Transfers	505	382	460		
Circuit Court Days	412	340	391		
Gen Dist Court Days	325	283	391		
JDR Court Days	653	542	581		

Source: Albemarle's Sheriff Department

¹ Population estimated to be 102,400 by 2010.

3. With the focus on fully utilizing resources in areas that support the overall public safety mission little or no additional costs, the following programs or expansion of programs are currently in place or are being developed at this time:
 - Search and Rescue
 - Use of Reserves for prisoner transport
 - Project Lifesaver
 - TRIAD
 - ICAC – Internet crimes against children
 - Gun Safety – Courses for hunter safety, concealed permits, safety in the home and gun safety for children (Eddie Eagle)
 - Child ID
 - School crossing training/certification
 - AED/CPR courses for the public
 - Cost reduction of directing school traffic

4. The Sheriff's Office currently has two grants – a traffic grant for \$15,140 for speed enforcement and a grant to assist the Department of Games and Inland Fisheries with enforcement for \$16,212.

Recommendations

1. Coordinate traffic/speed enforcement between the Sheriff's Department and the Albemarle Police Department to help avoid duplication of efforts. In addition, the number of traffic tickets issued should also be reported to the Police Department since this is a key measure for accident reduction.

2. Use the Sheriff's Deputies and Reserves for traffic control at designated intersections freeing up the County Police to respond to extreme emergencies and power outages.

Magistrate's Office

Findings/Observations

1. In addition to the Chief Magistrate, the Albemarle/Charlottesville Magistrate's Office has five (5) full time magistrate positions. Except for the occasional disagreement between an officer and a magistrate (which is common throughout the Commonwealth), the relationship among the Magistrate's Office, the Albemarle Police Department and Sheriff's Office is good. C. M. Thompson is extremely proactive and has made a number of changes to increase the efficiency of her office. Audio visual arraignments are now commonplace in many of the offices and the Albemarle/Charlottesville Office uses audio visual arraignment in the jail.
2. The Magistrate's Offices statewide are undergoing reorganization, and there is an expectation that the magistrates will go to an eight (8) hour shift schedule early next year. Since there will not be an increase in staffing, audio visual arraignments and conferencing will be expanded.

Recommendations

None

Commonwealth Attorney's Office

Findings/Observations

1. The Albemarle County Commonwealth Attorney's Office is staffed with four (4) assistant Commonwealth Attorneys, one (1) paralegal and three (3) clerical positions. In addition, the Office is staffed in part by interns from the University of Virginia. The 08/09 budget for the Office is \$905,049 of which \$440,472 (41%) is paid by the County.
2. The staffing level for the CA Office has not increased since 1997. However, the number of felony defendants has increased by 25% and the misdemeanor cases have substantially increased to 5,800 (2007). The Compensation Board offered to fund an additional one-half attorney position several years ago, but the former Commonwealth Attorney declined the position. The request for an additional position from the Compensation Board is now pending.

Recommendations

Support the funding of an additional ½ Assistant Commonwealth's Attorney position if the State Compensation Board approves and funds ½ of the position as requested, thus creating a full position.

Albemarle/Charlottesville Regional Jail

Findings/Observations

1. The Albemarle/Charlottesville Regional Jail is staffed by 154 full time employees and six (6) part time employees. Normal vacancy rate is between two and three percent which is excellent for any correctional facility. Additionally, the jail utilizes the services of over 100 volunteers. Its rated capacity is 329 inmates while its maximum capacity (double bunking) is 580. Currently the jail houses 515 inmates – 452 males and 63 females. One hundred eighty-five (185) of these inmates are incarcerated as the result of arrests made in Albemarle County.
2. Of the 515 inmates, 438 are charged as felons and the majority of the remainder is charged with a misdemeanor. There are 15 inmates being held for federal authority for which the jail receives \$50.63 per inmate day from the Federal Government. Two hundred fifty-seven (257) inmates are serving their sentence and 128 inmates are awaiting trial. Twelve (12) inmates are on work release.
3. Over the last five (5) years, the jail has not had an escape and there has been only one inmate death (asphyxiation).
4. The Regional Jail has an outstanding relationship with Albemarle County and the other local jurisdictions according to the Superintendent, the Police Chief and the Sheriff. The jail is well managed and does not have many of the problems experienced by other correctional facilities.
5. There are six (6) pending lawsuits, mostly inmate driven, which is actually low in comparison to other correctional facilities. Discipline cases by Internal Affairs averages about 4 to 5 a year which is also very low.
6. Adequate space is becoming a problem. Jail management is currently reviewing an expansion plan for the facility.
7. Feedback from staff identified current staffing levels as a problem. Ninety-four (94) of the officers are scheduled for shift work. With sick leave, scheduled time off, medical and other transportation requirements, there are times when supervisors have difficulty filling all the posts.

8. Should an officer have an emergency inside the jail, he/she is able to activate the alarm on his/her radio. However, the locator system in the building is not working and the exact location of the officer cannot be immediately determined. Although the responding officers would know which post the officer is working, his/her exact location would be unknown.
9. The current gate/pass system is labor intensive and the use of updated technology could eliminate some posts and allow reassignment of some officers.

Recommendations

1. Continue to study/support options for jail expansion by the Regional Jail Authority.
2. Support the Regional Jail efforts to repair locator system as soon as possible.
3. Offer IT services to help review the feasibility of automating medical records to support the Regional Jail Authority.
4. Support a review, by the Regional Jail Authority, of the current gate/pass system with a biometric system.

PART SIX: COMMUNITY DEVELOPMENT

The Department of Community Development includes four divisions: Administration/Central Operations, Planning, Planning/Geographic Data Services, and Zoning & Current Development. There are 84 authorized positions, although 7 ½ have been frozen and may not be filled. The frozen positions reflect the County's preliminary assessment of the current economic impact on Albemarle County in line with most other Virginia communities.

The vision of this department is to promote the community's quality of life, which expects a sustainable economy that protects its natural resources. Achieving this vision requires developing ordinances and policies that promote the vision by a professional staff continuously communicating and involving a very interested community. The community and local government are talent rich.

Albemarle's livability is enhanced by location, climate and abundant natural resources. However, a sustainable community requires a vibrant economy and a commitment to Smart Growth strategies. The County government and the community have been committed to quality growth and been steadfast in that vision for many years. Albemarle's success story results from an extremely capable and committed staff, and the support of management, Planning Commission, Board of Supervisors and involved citizens. They all expect excellence; therefore, the findings and recommendations offered are intended to build on this organization's record of success. The premise of this section's review is to present observations which may offer a different perspective. Challenging economic times may require different approaches, but an organization of excellence should be routinely challenging assumptions as part of its organizational persona.

Planning, Zoning and Current Development

Findings/Observations

1. The Department of Community Development is fortunate in having a depth of professional skill and education as evidenced by the number of publications and reports that are produced to implement their broad spectrum of responsibility. The Comprehensive Plan is a roadway to the future that is thorough, informative and enjoyable to read. The plan is implemented through comprehensive zoning regulations and related enforcement policies that are readily available to the public and are very informative. The staff is skilled at analysis and working with groups to achieve workable solutions.
2. The Comparative Report of Local Government Revenues and Expenditures for 2007 reports the highest per capita expenditure for the Community Development activity in comparison with the benchmark communities of Hanover, James City, Roanoke, Spotsylvania, and Stafford.

3. Relying on the Comparative Report alone, however, can be misleading because each reporting jurisdiction may report expenditures under different categories that can distort the result. For example, Albemarle is unique in having a revenue sharing agreement with the city which amounted to over \$10 million dollars in the annual audit. This expense is captured in Community Development. Backing this expense out of the Comparative Report results in a per capita expense that is second highest. This comparison is valid only for indicating that expenditures are above average.
4. The Planning Division organization shows a Water Resource Manager and a Ground Water Manager, assigned to the Planning Division. The staff directory for the Planning Division also provides contact information for several General Services staff who work closely with the Planning staff on a number of issues. This includes a Water Resource Manager, Water Resource Engineer and Storm Water Inspector.
5. Albemarle has a website that is comprehensive, informative and easy to use. Practically everything one needs to know about the County is there, or the individual is directed to a source for the information.
6. The Planning Commission and the staff work as a team at every point of the process. The Planning Commission participates in the selection of study areas, participates in community meetings, and meets in regular session almost every week. The schedule for 2009 is once a week for the year. Depending on the agenda, each meeting may have from 4 to 8 staff members present, and meetings require appropriate notifications, agenda preparation, staff reports, and minutes. The website minutes are a few months behind.
7. Site plans and subdivision plans are primarily technical in nature, and, if a plan meets all criteria, it must be approved. These plans may be approved by staff, except for County Code (14.218). The code stipulates that the Planning Commission will review a plat plan if anyone requests they review. This is in keeping with the County's commitment to maximum citizen participation, but may mislead citizens as to their degree of impact at this stage.
8. The Comprehensive Plan is primarily a Planning Division mission in cooperation with the Division of Zoning and Current Development. It is the blueprint for the County's future and one of the most important documents of the County. As a vital planning tool, it is under continuous review. The state code stipulates reviewing this plan every five years, but Albemarle revisits plan elements on a continuous basis. The plan is the basis for land, development regulations, decisions on zoning and special use permits, capital improvements, environmental protection initiatives and the assignment of resources. In many jurisdictions the plan is reviewed and, perhaps, updated every five years as a necessary state mandate. Every initiative is compared with the plan, and it is a foundation document to County thinking. It is extremely well written and publicized.

9. Frequent feedback indicates the need to define who is the customer or client that this Department services. The customer is often seen as the applicant for an inspection or plat because they are present and vocal. The builder requesting an inspection is an immediate customer, but the ultimate longer range customer is the home owner who assumes his purchase meets all code requirements. The future home owner is not available to be part of the process, but must trust the planning and inspection process to have protected his interests.
10. The County Engineer works closely with all divisions to ensure that processes, policies and procedures are coordinated and current. Monitoring the various subdivision, soil and water protection bonds is part of this service. For various reasons, the number of active bonds over 10 years old has reached 30. While the bonds are mostly for small amounts, at least four are over \$100,000 and one was first posted in 1981. The passage of time makes each bond more difficult to complete, requires record keeping and may entail some liability.
11. Within the Division of Zoning and Current Development is the Current Development unit that has 12 FTE positions (See Appendix C). This unit focuses on current and ministerial development and partners with other teams in the Department for review of broader policy issues. Feedback from staff indicates plans to separate this unit from Zoning.
12. The number of manager positions in the Zoning and Current Development division seems on the high side. If the Current Development Planning unit is moved to the Planning Division, or made its own division, then the numbers will raise even more questions. The division seemed well run and managed, especially the Zoning Enforcement unit under the Manager of Zoning Enforcement; however, the number of positions and supervisory titles, especially in the Zoning/Administration unit, warrants attention. There is a Director of Zoning & Current Development, Zoning & Current Development Assistant, Chief of Zoning/Deputy Zoning Administrator and a Manager of Zoning Administration plus four (4) planners. The Manager of Zoning Enforcement is excluded from the above.

Inspections

13. The Inspections Division has realized a 50% reduction in new home inspections and experienced no growth in commercial construction resulting from the economic downturn. Staff is being cross-trained and certified to assist inspections in other units, such as erosion inspection. A workload reduction lasting more than two years might warrant staffing adjustments, but these are highly trained professionals that are not easily replaced, and this should be a last resort based on a prolonged economic recovery.

14. There is a backlog of uncompleted building inspections. This backlog fills one wall in the storage room and exceeds 1,000 cases. Staff indicated that a few are more than ten years old and may require legal approval to remove from the files. The workload reduction is allowing Inspectors to catch up, and staff advises they are preparing a procedure to prevent recurrence.
15. The Inspections Division prioritizes inspections and some code violation complaints are addressed with a telephone call or visit and then a follow up letter but are not pursued further. Examples might be a tenant's complaint or a small project without a permit. A call or written notice is usually sufficient. This is not an unusual practice but entails some management risk.

Geographic Data Services

16. Geographic Data Services is a small unit of only five employees that provides mapping and geographic information services for all County departments. Program activities include maintenance of the Geographic Information system. Projects have included a GIS Web Internet System, which allows a user to query real estate property information, building addresses for new construction, generate maps and more.
17. This unit is housed in Community Development, but is not limited in its placement to this organization. It seems to be relatively independent and able to serve many different activities throughout the government with flexibility resulting from its small size.

Recommendations

1. Implement small teams to review this report's recommendations and draft implementation plans.
2. Ensure that teams addressing organizational realignment or evaluating the number of employees or supervisors should have one team member assigned from the Office of Management and Budget or Department of Human Resources to guide discussions affecting personnel.
3. Designate team leader from outside Community Development and encourage the use of Process Management tools to analyze the current processes and procedures to identify and make revisions that will be meaningful and create efficiencies.
4. Invite the County Engineer to the employee team that defines the transfer of Water Resources personnel to Community Development.

5. Consider adjusting the number of supervisory titles and positions in Zoning Administration. Apply a goal of flattening the supervisory structure.
6. Continue inspector positions with their cross training to assist other code enforcement activities of the department.
7. Eliminate the backlog of old incomplete inspection permits and give the highest priority to any permits requiring a Certificate of Occupancy. Consult the State's Record Retention Policy and the County Attorney's Office regarding options to aid in eliminating the backlog.
8. Establish completion deadlines and status reporting schedules to prevent backlogs of any permits.
9. Consider some higher level sign off on deferring follow up action on minor code violations complaints. Consider someone outside of the Inspections Division to review and sign off on a periodic basis.
10. Consider the inspections process as an enterprise operation with fees set to recover costs. Virginia law allows fees that cover the cost of inspections. By implementing this business approach, a staffing adjustment plan needs to be adopted to allow for upturns and downturns in the economy.
11. Explore adjustments to reduce the number of Planning Commission meetings from weekly to no more than twice a month. The pre-application meeting in particular should be changed so that staff meets with developers to explain the County's expectations and requirements rather than a formal meeting with the Planning Commission. This will make the time spent by the Planning Commission more productive and will save significant staff time by eliminating the need to prepare a staff report before a developer has even made application. A pilot test period of six months would allow time to gauge effectiveness and whether savings in staff time is realized.
12. Eliminate recording of individual comments to shorten Planning Commission minutes. The Virginia Municipal Clerks Association encourages action minutes. The present summary after each agenda item is an excellent record of action. Individuals wishing to hear individual comments can listen to recordings. Shortening minutes would be a departure from the style of Board minutes, but might facilitate more up to date minutes being on the web site.
13. Evaluate areas where staff work may be reduced while still meeting all the requirements of state code. Site plans and subdivision plans could be approved by staff. Reviews are primarily technical in nature, and if a plan meets all the criteria, it must be approved. There may be debate on staff interpretation of criteria, but the issue of a plan's desirability is not part of the equation. The

Comprehensive Plan and related Master Plans set the criteria. Site and subdivision plans simply fill in the details.

14. Revisit, from a cost-saving view, the County Code that stipulates that the Planning Commission may review a preliminary plat if anyone requests a review. Amend the code to limit the Planning Commission reviews to the more serious issues.
15. Have critical paths defined for any plan initiative to include labor and material cost estimates to ensure that policy makers and managers understand and buy into the investment. An Implementation Team should develop a critical path for a recently completed plan such as Crozet Master Plan or Rivanna Plan and analyze for time/cost savings. The results could be a model for a new project. Without a critical path including costs, management has no basis to determine least cost methods or efficiencies.
16. Incorporate a commitment to cost control to the existing commitment to quality service. Timelines, flow charting and similar project management techniques are used by staff, but without the inclusion of costs. Public planning departments do not generally use cost as priority in selecting projects, but they should. Private consultants cost out their work programs in order to bid and stay competitive. Albemarle has the staff talent to try this private business practice on one project as a pilot to evaluate its application to public cost management. Demands for more public hearings, reports, work sessions and revisions may be reduced if everyone knows the impact on cost and lost manpower for other projects.
17. Reduce the backlog of old bonds being carried on the books by the County. Encourage the County Engineer and the County Attorney's office to be a part of this process. These bonds carry a cost to the developer and should be released if the requirements have been satisfied.
18. Consider the reorganization of the Geographic Data Services unit to the County IT Department; however, until some of the more pressing priorities of IT are resolved, this unit should remain in Community Development with its present flexibility to assist all County departments. All of their improvements, however, should document the anticipated and actual cost savings to the County.

PART SEVEN: INFORMATION TECHNOLOGY

The Albemarle County Government Information Technology (IT) Department is responsible for providing telecommunications and telephone services, networking, core business application support and development, and custom application support and development for all departments within local government and for core system support (financials, purchasing, human resources and payroll) for the School Division employees. IT participates as a member of the County Leadership Council.

Currently, IT is divided into three divisions consisting of 23 full time employees, with two of those positions currently frozen. Specific responsibilities within IT include:

1. The Administration Division is responsible for the overall management of the department including support of the County’s strategic plan, technology research and planning, budget preparation, financial management, purchasing, and tasks related to personnel management.

2. The Applications Division is responsible for help desk services, hardware and software installation and support services for the desktop and analytical support for the user application software packages. A key function for this program is to provide a liaison between information technology and the user departments.

3. The Systems staff provides administration, technical support and customer programming of the mainframe, LAN, WAN, Internet and Intranet. In addition, this program provides centralized processing, off-site security and backup for mainframe and LAN applications.

When compared to its peer localities, with the exception of Stafford County, the Albemarle County IT department has less staff, less budget or both. See Table 25.

**Table 25
Benchmark Comparisons**

	Albemarle	James City	Hanover County	Roanoke County	Spotsylvania County	Stafford County
Employees	23	N/A	30	44	28	21
Budget	\$2,655,164	N/A	2,754,000	4,171,758	3,778,781	2,335,114

Source: VALGITE IT Staff Report 9/2008

It should also be noted, that when compared to its peers, Albemarle may be somewhat unique in that the department provides centralized support for all of public safety, enterprise services (such as MS-Exchange email) and support for the Human Services Department. They also provide support for core business functions (Finance, Human Resources, Purchasing and Payroll) for the School Division. Given the relatively low level of staffing, the IT Department is a very lean organization.

Overall, the department is meeting customer demands and is generally held in high regard by its business users for being responsive and proactive. The Access Albemarle (AA) project has been a major drain on affected department operations and is running well behind schedule (only the fixed asset component has been implemented). The project was put through a complete assessment with the vendor about 18 months ago, and a new direction was implemented. The new strategy takes a phased approach and was reviewed and approved by the various stakeholders. There is still skepticism, however, about if and when the remaining components of the system will be delivered. Because the Access Albemarle enterprise solution has the potential to improve the processes of so many departments, failure to implement this system in a timely manner is the primary source of concern among departments.

Many of the recommendations in this report may require additional staff or upfront investment (such as PC Virtualization, disaster recovery, utilization of blade server technology and formation of a Project Management Office (PMO)). Long term, however, the recommendations provide a positive return on investment and greatly reduce the County's exposure to security risks. In today's economic environment, it is not realistic to expect the County to invest in new staff; however there are several recommendations in the IT Security and Risk Management domain that IT should focus on in the short term. Depending upon priorities, many recommendations may be implemented immediately with existing staff and resources in order to reduce risk, document processes and improve project performance and governance. The diversion of staff may negatively impact existing project resources.

Major Findings/Recommendations

Access Albemarle

Access Albemarle is a complex project that is critical to the core business functions of Albemarle. Although the project has had some initial setbacks, executive management feels that the project is back on track with one phase implemented to date. Several departments and IT staff that were interviewed had concerns about the project, due to vendor-related project management issues. There is also a concern about ongoing support of the application once it is implemented. Access Albemarle will require dedicated support for upgrades, patches, security administration, and reporting and database management. From review of the IT organization chart, it does not appear that these functions are currently staffed. Planning for the conversion of the current staff is in initial stages. This conversion will be critical to the success of the project and if not made a priority, customer support for the ERP will be negatively impacted. Extended project implementation is also putting additional stress on staff because they are putting temporary fixes on the old system in order to keep it running until Access Albemarle is implemented.

Recommendations

1. Hire a Project Management Institute (PMI) certified Project Management Professional (PMP) project manager to provide direct leadership to the Access Albemarle project. This will bring needed structure to the project and provide a single point of contact for all business departments. All outstanding issues should be tracked and coordinated by this project manager. This should be a full time duty to ensure the project stays on track and all issues are being addressed. In addition, the County should assign dedicated project liaisons from each of the business departments impacted by the Access Albemarle project to ensure their department's needs are being met.
2. Implement a more effective communications plan to keep all affected departments abreast of the Access Albemarle progress.
3. Allocate and train at least two (2) positions as systems administrators for Access Albemarle to support the system when it is fully deployed.
4. While Applications staff perform unit testing on applications they develop and the Quality Assurance staff perform customer testing to ensure accuracy, IT should institute load testing and real integration testing prior to migrating the Access Albemarle application into production. This will help ensure the application interfaces are functioning properly and the system can handle the user load from all departments.

Project Prioritization and Project Management

Many of the departments interviewed stated that they do not know how projects get prioritized or which projects IT is working on across the organization. There are concerns that IT does not have metrics in place to measure success against County strategic goals. Some departments have created internal teams to make IT decisions that address their department's needs and this impacts the ability for taking an enterprise view of IT needs across all departments.

Recommendations

1. Consider the creation of a county-wide Information Technology Steering Committee which annually collects new IT project requests, prioritizes them, and assigns funding and resources to them. By taking this objective approach, Albemarle would:
 - a. Remove the siloed approach,
 - b. Fund those projects that cross departments thereby reducing the potential for redundant systems,
 - c. Make the entire IT portfolio more transparent.
 - d. Streamline the amount of time and teams required to make IT investment decisions.

2. Create a project management office within the IT Department to manage large projects in the County. The PMO should be staffed with Project Management Institute (PMI) certified Project Management Professionals (PMP) that follows PMI best practices. In addition, each impacted department should have a dedicated liaison to work with IT on large project implementations and there should be a steering committee to manage project scope.
3. Create a “dashboard” of projects so that the user community and executive management may see the entire portfolio of projects that IT is working on and the status of those projects using common criteria such as red, yellow and green to indicate project status. The status indicators can be calculated using earned value analysis concepts. SharePoint may be leveraged for this initiative as it is already widely accepted in the County. It should be recognized that this is no small undertaking and should be done incrementally.
4. Create metrics for project success (such as project success indicators, on time delivery within cost etc.)

IT Security Hardening and Risk Management

Securing the County data and assets is a critical function for the IT department because there are literally hundreds of attempted intrusions into government data centers every day. The risk associated with data breach could be a serious issue for the County. While IT is doing what they can with the limited security staff and funding they have, there are some areas where security can be hardened and awareness levels increased to further limit risk to County data.

Recommendations

1. Implement more formal security and awareness training for all County employees. Training can be purchased from Virginia Interactive off of State contract for \$5 per user per year. This includes Security Awareness training that has a test after every section, a policy vault which stores all County policies and requires that employees acknowledge that they have read each policy.
2. Implement a formal Security Architecture Review (SAR) process to ensure all new applications and infrastructure are reviewed by a committee for potential security risks prior to migration into the production environment.
3. Implement Intrusion Detection/Protection Systems (IDS/IPS) to better protect County systems from external penetrations. IT also needs to implement the MARS product they currently own for improved security logging.
4. Implement regular external and internal penetration testing for their IT networks and systems. While a penetration test was performed in the last 3-4 years, one

bad security change can introduce a vulnerability to the IT environment. We recommend external penetration testing be performed no less than 2 times per year and internal penetration testing once per year by an experience penetration testing vendor.

Disaster Recovery and Documentation

The ability to recover from a disaster in the data center is critical to the ongoing operations of the County. As in most County IT departments, there is insufficient funding for this effort, and the IT department is implementing as much redundancy of systems as they can with the funding available. While IT is taking advantage of the secondary data center for redundancy of some of the critical systems, a major area disaster such as a tornado or terrorist attack could take out both centers. A backup data center should be at least 100 miles away from the primary data center. Based on the staff interviews, it appears that the DR documentation is not being kept as current as it should be. Documentation is the key to supporting a good disaster recovery plan, and all supporting documentation for networks, servers, databases and backup strategies needs to be updated regularly and stored offsite in an easily accessible and readable format.

Recommendations

1. Update and test the IT Disaster Recovery plan (if only a paper test) and store a printed copy offsite. Electronic copies stored on tape will not be readable if the datacenter housing the tape drives is destroyed in a disaster.
2. Funding for a hot site (or recovery service) that is at least 100 miles away should be pursued to ensure that County systems can be restored in 2-5 days instead of 3-4 weeks.
3. Update documentation in the following areas:
 - a. Network diagrams
 - b. Mainframe
 - c. Change control
 - d. Disaster Recovery plan
 - e. IT Strategic Plan

Staffing and Funding

Albemarle IT staffing and funding is lower than most of the benchmark localities (see table 24). This impacts their ability to have enough depth in staff to provide sufficient good back up for IT positions that support mission critical systems for the County. Desktop support staffing is one area that appears to be severely under staffed based on the average ratio on PCs per support tech. Funding issues prevent IT from using contractor positions to fill this staffing void. Funding and staffing issues also make it hard to refresh old infrastructure and to implement consolidation strategies that would provide cost savings over time.

Recommendations

1. Consider allocation staff positions from other departments to IT or allocate additional funding to support contract/part time staff for critical system support. If this is not an option, consider partnering with neighboring localities to share technical support staff if an emergency need arises.
2. Consider allocating one additional desktop support staff member to support MDT's, PCs and radios.

Cost Savings/Avoidance

Current budget forecasts require that all localities look for additional cost savings/avoidance in their operations. Server consolidation, vendor management and enterprise services are all ways to save/avoid costs. IT has investigated server consolidation strategies with vendor partners and is beginning implementation in some areas with current resources.

Recommendations

1. Continue work with a vendor partner to find creative ways to approach server consolidation. Additional work needs to be done in this area to realize potential cost savings related to reduction in physical servers and PCs. Blade server technology should also be utilized to help reduce required rack space, power and AC consumption as well as improve monitoring and automatic problem resolution.
2. Implement a formalized reporting structure to document the cost savings from aggressive vendor management. In the current economic environment, negotiating with existing contracted vendors for lower maintenance costs and reduced licensing costs can provide great savings. Localities can always pay less than the contracted rate for services and vendors would rather negotiate than have you re-bid the services.
3. Consolidation of operations, such as GIS within IT, provides economies of scale, implementation of best practices such as vendor management, security and change control across development platforms. Conduct an independent analysis to determine if there are potential cost savings and benefits to moving GIS within the IT department.

PART EIGHT: SUMMARY

During the preparation and conduct of this review the Commonwealth Educational Policy Institute has:

- Requested and studied more than 100 plus documents,
- Conducted more than 115 interviews with County staff, elected officials, senior management, selected school officials, and community leaders,
- Conducted on-site observations of key facilities, and
- Conducted an open forum for the general public and any employee wishing to attend,

This review contains many observations and recommendations at specific departmental and operational levels. Most of those are matters for review at County Executive and department level. Many of these recommendations are reflective of the issues, concerns, and dialogue among and within the staff as they consistently and with outstanding skill continue their commitment to continuous improvement and accountability both to the constituents they serve and the public that looks to them for accountability.

The Albemarle County Executive and Board of Supervisors are to be commended for initiating this type of review. This was a voluntary effort. This review was not required by any agency and is in addition to the many accountability standards and evaluations that are required through state accreditation, public auditing processes, federal and legal requirement and other evaluation criteria. Indeed CEPI is not nor is it qualified to be an auditing firm. CEPI, through its resources management reviews, attempts to assist the County Government with initial and objective observations and analyses that help the County with its own self-assessment needs. What makes the CEPI process unique is that CEPI requires its team memberships to be heavily weighted with practitioners who have direct and hands-on experience in the operations of local government.

Before this final report was fully constructed and written, it was the unanimous opinion that Albemarle County Government was not a locality in crisis nor one that needed to be “fixed” as the general public has sometimes too quickly been led to believe about many local governments. This is a County Government that has a long history of outstanding operations and services to its customers.

Context for the Study

Why then the request for this voluntary exercise? Many good local governments manage well their resources, but it is a more rare quality for well-run agencies to anticipate the dynamics of a changing future. In discussions with CEPI, Albemarle has consistently expressed their commitment to be ahead rather than behind other localities in responding to the rapidly changing world in which we live, raise our children and work. The context for this study reflected the broad questions all effective organizations must continuously

answer and re-answer from time to time. The questions CEPI heard from the Albemarle County's government and Board included some of the following:

- How well are we utilizing the multiple resources we presently have available?
- How are we changing demographically, and what are the implications?
- What are implications of revenue and expenditure forecasts?
- How is population growth a variable of County growth?
- How effective is our stewardship of public resources?
- What are our future needs and expectations?
- How does our commitment to customer service and resource compare?
- How do we need to develop fiscally and communicate to our public our commitment to leadership and best practice?

Key Analytical Questions

Although the scope of the review included the breath of County Government's operations and delivery of services, this review was not a review of individual employee performance. The overriding questions were to primarily focus on central themes of resource management. Some of these areas include:

- Relationship of revenue and costs,
- Effective employment and deployment of people
- Observations of efficiency and/or effectiveness
- Mission: focused, delivery-serviced aligned, and results-oriented
- Decision-making and communications
- Preparation for the future, and,
- Accountability to a public trust.

**Albemarle County Government
Resource Management Review**

Appendices

Appendix A: CEPI Proposal to Albemarle County

Appendix B: CEPI Team Membership

Appendix C: Preliminary Document Request

Appendix D: Zoning/Current Development Division



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VCU Center for Public Policy
VCU School of Education
Commonwealth Educational Policy
Institute

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“A RESOURCES MANAGEMENT REVIEW”

Proposal Prepared for:
County of Albemarle Virginia
June 2008

Introduction and Purposes

In response to a request from the Albemarle County Board of Supervisors and County Executive, the Commonwealth Educational Policy Institute (CEPI) is pleased to submit this proposal for consultative services for planning and conducting a “Resources Management Review” of the administrative, financial, organizational and operational structures, service delivery, policies and procedures.

Local governments across the Commonwealth, as well as regionally and nationally, are routinely faced with difficult budget, planning and resource allocation decisions. At the same time, they are confronting ever-increasing demands for expanded services, unfunded mandates and an increasing regulatory environment. With rapidly changing technologies available to local policy makers and managers, as well as demands for efficient operational systems, which support the core mission of the locality, public accountability in leadership and management is more important than ever. Periodic reviews of policy, regulations, administrative and operational systems assist organizations to respond effectively to these demands and continuous operational improvement. More importantly, periodic review can make a difference in maximizing resources for achieving the ultimate outcomes of the organization.

Focused Purposes of the Review

The primary focus of the consultative effort is to assist Albemarle County in the identification of ways to improve the utilization of its resources, -- financial, human,

facilities and others -- to provide the most efficient and effective services to the community. To support this intent, focused areas for study will include:

- A review of administrative and operational support systems to assure maximization of financial resources for direct service needs,
- A review of long-term financial planning policies; five and ten years,
- A review of long-term facility needs and planning to accommodate departmental and growth and changes
- A review of organization, operation and service delivery of targeted areas including community development, public safety, human services, human resources and finance,
- A review of human resource components such as recruitment, training, professional development, salary/benefits,
- A review of the local policy development processes and regulatory systems including staff and community involvement and communications, and
- A review of the county's organizational structure and delivery of services using metrics benchmarked with comparable jurisdictions and best practices in Virginia.

Scope of Services and Review Processes

To accomplish these intended purposes, CEPI will provide the specific services and processes as detailed below:

11. An organizational meeting in Albemarle with CEPI Executive Director and Review Coordinator with the County Executive and designated staff to discuss the operational protocol, timelines, communication processes, collection of documents and data, visitation team, visitation dates and any other relevant issues necessary to the successful conduct of the review.
12. CEPI submission of initial request for documents and data to the county.
13. Albemarle County sends documents and data to CEPI as requested (three to four weeks is normally needed to compile and organize this extensive request).
14. Documents and data from this request are made available to the CEPI team for initial review and analysis. As a part of this first team meeting, the County Executive and key staff are invited to meet with team members and participate in the initial discussion and orientation of the team. This meeting takes place at the

CEPI office at VCU. As a result of this meeting there is frequently a request for additional documents and/or clarifications on submitted information.

15. Subsequent to the first team meeting, CEPI and county designated staff will make all detailed arrangements for a three-day site visit, including specific team assignments, departmental and division visitation schedules, interview schedules and all logistical arrangements.
16. CEPI team conducts a three-day on-site visit to include the following components:
 - Verification of collected data and information
 - Location and review of any incomplete documents and data
 - Interviews with key county officials and administrative staff, department and division leadership, constitutional officers (if appropriate) community leaders and stakeholders as predetermined in previous planning sessions
 - Individual visits to each county building for facility, capacity and utilization review
 - Two open meetings for community stakeholders to submit suggestions related to purposes of the review
 - One open meeting for county staff to submit suggestions related to the purposes of the review
 - If not available through other information sources, CEPI may choose to utilize some advance survey sampling in selected areas with county leadership and community leaders
 - CEPI will include, in the three-day visit, a short orientation meeting, on the first day, with administrative staff and an exit interview with the County Executive on day three.
17. After completion of the on-site visit, team members will use CEPI protocols for analysis and review. This process is concluded with a full-day work session of the CEPI team at VCU to determine consensus of findings and observations and to report recommendations. (Follow-up questions are frequently directed to the county at this point in the process.)
18. A complete report document is drafted.
19. A *working draft* of the report is shared with the County Executive for factual and/or oversight corrections only.
20. The final report is officially submitted to Albemarle County Executive and Board of Supervisors. CEPI team leadership will provide one presentation of the report in a manner and context as requested by Albemarle County.

Review Limitations

This review is not designed to provide nor will it provide any information related to specific employee or program performance or effectiveness. Further, this review will make no specific recommendations related to utilization issues of facilities raised in the report, nor will the scope and time limitations permit detailed financial projections related to the utilization issues of resource areas being reviewed.

Time Fame for Delivery

CEPI estimates a completion of a final report for this review no later than December 1, 2008. This completion date is contingent upon the availability of documents in a timely fashion in order to complete on-site visit no later than October 15, 2008, and approval of proposal by August 1, 2008.

Potential CEPI and Review Team Membership

CEPI is a joint venture of the Center for Public Policy in the L. Douglas Wilder School of Government and Political Affairs and the School of Education at VCU. CEPI supports the development and implementation of public policy for the improvement of local government and school divisions through research, policy analysis, technical support services and support services for local, state and national policy makers. CEPI, in its eight years of operation, has developed an extensive network of consulting and policy associates and has completed approximately three million dollars in grant, partnership and contractual services. Leadership for the Albemarle County Review Team will include:

Dr. William C. Boshier, Jr.

Dr. Boshier serves as Executive Director of CEPI and is a Distinguished Professor of Public Policy and Education at VCU through a joint appointment in the L. Douglas Wilder School of Public Affairs and the School of Education at VCU. Dr. Boshier is a past Superintendent of Schools in Henrico and Chesterfield Counties and a former Superintendent of Public Instruction for the Commonwealth of Virginia. Dr. Boshier will provide general oversight for the review and team leadership in the post-visit analysis of information and development of recommendations.

Dr. R. Daniel Norman

Dr. Norman is a Senior Fellow and past Deputy Executive Director of CEPI. He has extensive experience in school and division-level administration, including research, human resources and institutional strategic and facility planning. Dr. Norman has served as adjunct faculty, teaching several areas within educational leadership including, administration, law and policy. Dr. Norman has led the development of CEPI protocols for division-level policy, planning and management reviews.

Lane B. Ramsey

Mr. Ramsey served as County Administrator of Chesterfield County for more than 20 years. Prior to serving as county administrator, he oversaw the various financial operations of the county. His experience using private sector techniques such as total quality improvement and leadership philosophies make Chesterfield one of the most cost efficient local governments in Virginia as measured by Auditor of Public Accounts reports. His experience and knowledge of Virginia local government will bring practical and realistic leadership to our team.

Carl Baker

Former Superintendent for Virginia State Police Department and former Chief of Police in Chesterfield County

Saphira Baker

Former Deputy Administrator for Human Service, City of Richmond

Bill Leighty

Former Chief of Staff for Governor Warner and Governor Kaine; former Director of Virginia Retirement System (VRS); numerous leadership roles in finance and government

Other Team Members

The CEPI review team will consist of additional 6-8 members to include expertise in finance, organization, operation and service delivery, policy and administration. Team membership will be jointly discussed with the County Executive in the preliminary planning meeting and prior to finalization.

Costs and Payments

The Commonwealth Educational Policy Institute will provide all professional services as outlined in the scope of services contained in this document for a flat fee of \$89,000. This fee does not include cost of team members' travel, lodging or meals. CEPI agrees to reimbursement for charges in these categories not to exceed guidelines established by the Commonwealth of Virginia and policies of Virginia Commonwealth University. Reimbursement, by separate invoice, will be requested for actual expenses incurred only.

CEPI will invoice Albemarle County for one-third of the fee of \$89,000 after completion of the on-site team visit. A final invoice for the balance of the fee will be submitted after completion of the final report and presentation to the Board of Supervisors as requested.

This Resource Management Review may be terminated by CEPI or Albemarle County at any time upon written notice to terminate. If terminated, CEPI shall only be compensated for its actual reasonable costs incurred up to the date of the notice to terminate. The costs shall be documented in writing and submitted to the County for its review and approval, not to be unreasonably withheld.

Signatures

Upon acceptance of this proposal, please indicate acceptance by a signature of the County Executive or other authorized official. Return one copy to CEPI and retain the second for your records. A copy of an executed document with appropriate CEPI/VCU signatures will be returned to you.


Signature, Albemarle County _____
Date

Signature, CEPI/VCU _____
Date

Contact Information

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APPENDIX B

	<p>Commonwealth Educational Policy Institute</p> <p><i>A Resources Management Review For the County Government Of Albemarle County, Virginia</i></p> <p>Team Biographies</p>
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CEPI and Review Team Membership

CEPI is a joint venture of the Center for Public Policy and the School of Education at VCU. CEPI supports the development and implementation of public policy for the improvement of utilization of local government resources –financial, human, facilities and others—to provide the most efficient and effective services to the community. Founded in 1998, CEPI has developed an extensive network of consulting and policy associates and has completed over two million dollars in grant, partnership, and contractual services work.

CEPI is pleased to offer a leadership team with extensive background and hands-on leadership experience in their respective fields. Brief biographies of team members follow:

- 1. Dr. William C. Boshier, Jr.** Dr. Boshier serves as Executive Director of CEPI and is a distinguished professor of public policy and education at Virginia Commonwealth University through a joint appointment in the L. Douglas Wilder School of Government and Public Affairs. Formerly Superintendent of Schools in both Henrico and Chesterfield counties, Dr. Boshier also served the Commonwealth of Virginia as Superintendent of Public Instruction. Dr. Boshier will provide team support in the post-visit analysis of information and recommendations.
- 2. Lane Ramsey.** Mr. Ramsey served as County Administrator of Chesterfield County for more than 20 years. Prior to serving as county administrator, he oversaw the various financial operations of the county. His experience using private sector techniques, such as total quality improvement and leadership philosophies make Chesterfield one of the most cost efficient local governments in Virginia as measured by Auditor of Public Accounts reports. His experience and knowledge of Virginia local government will bring practical and realistic leadership to our team. He will serve as the coordinator of this project.

3. **Dr. Linda H. Gilliam.** Dr. Gilliam is a policy analyst for CEPI and most recently served on the Albemarle County Schools Review Management team as a consultant and as the technical writer for that project. Her experience includes teacher of English, staff development instructor, high school assistant principal, elementary principal and central office director. She has the distinction of leading the development of the first International Baccalaureate Middle School program in the nation. Currently Dr. Gilliam is an adjunct associate professor of education at the University of Richmond. She will serve as assistant coordinator of the project.
4. **Dr. R. Daniel Norman.** Dr. Norman is former Senior Fellow and former Deputy Executive Director of the CEPI, with extensive experience in school and division-level administration including research, human resources, and institutional, strategic, and facility planning. Dr. Norman has led the development of CEPI protocols for division-level policy, planning, and management reviews.
5. **Carl R. Baker.** Mr. Baker is currently a public safety consultant. He has extensive experience in the public safety field, including Chief of Police for Chesterfield County Police Department, Virginia's Deputy Secretary of Public Safety where he oversaw 11 state agencies and monitored more than 17,000 employees including the Virginia State Police, the Department of Corrections, Emergency Services, Criminal Justice Services, Military Affairs, Juvenile Justice, Fire Programs and the Alcohol Beverage Control Board. Mr. Baker also served as Director of Virginia's Bureau of Criminal Investigations, Superintendent of the Virginia State Police and Deputy Superintendent.
6. **Saphira Baker.** Ms. Baker has over 15 years of experience in developing public-private partnerships, strategic planning, creating and sustaining community change organizations. She served as the Deputy Chief Administrative Officer for Human Services for the City of Richmond for two years. Prior to that she was Director of the Charlottesville-Albemarle Commission on Children and Families for seven years. For 6 years, Saphira served as the Director of the Office of Workforce Development and Citywide Youth Employment Office for the City of Cambridge and as a consultant with Jobs for the Future in the Philadelphia School District for two years.
7. **Paul Hendricks.** Mr. Hendricks has over 27 years of public sector experience in state and local government, with a focus of delivering IT services that enhance the ability of businesses to serve their customers. He currently serves as the Deputy Chief Information Officer for Chesterfield County, VA, where he manages a 7.5 million dollar budget and a staff of 58. His prior employment includes private sector consulting, Department of Computer Services, Department of Information Technology, State Corporation Commission, Department of Motor Vehicles and Virginia Information Technologies Agency. Mr. Hendricks has expertise in

operations, telecommunications, application development, systems engineering, database administration, infrastructure management, strategic planning, budget management/forecasting, project management, vendor management, process improvement and development of cost reduction strategies.

- 8. Bill Leighty.** Mr. Leighty was named Director of the Government Performance Initiative at VCU in November 2007. He previously served as Chief of Staff to Governors Kaine and Warner. As Chief of Staff, Bill served as the Chief Operating Officer of the Commonwealth. He joined state government after serving in the United States Marine Corps.
- 9. Edward J. Maxwell.** Mr. Maxwell has over 18 years experience at the executive level in public and private sector management. His expertise includes cutting-edge technologies that expedite software development processes, improve internal operations and achieve aggressive market and cost-cutting objectives. Mr. Maxwell has extensive knowledge of information technology administrative and management processes. Additionally, he has expertise in organizational strategic planning, information technology, human resource, vendor management and budgeting.
- 9. Clint Strong.** Mr. Strong has served as Interim Transition Manager in a number of Virginia localities since his retirement in 2000, including Emporia, Bowling Green and Warrenton. Additionally, his experiences include City Manager of Hopewell, VA; Town Manager of Groton, CT; Assistant City Manager of Norfolk, VA; Budget Analyst and Management Services Officer of Cincinnati, OH
- 10. Dr. Hattie Webb.** Dr. Webb is a former Assistant Superintendent for Human Resources with more than 30 years in the field of public education. Her tenure as a teacher provided experience in various disciplines, including elementary education, special education, English, and choral music. Currently Dr. Webb is employed by *Psychological Consultants, Inc.*, a Richmond, Virginia company that focuses on helping organizations to identify and develop their leadership talent through innovative assessment strategies.

APPENDIX C

The Albemarle Project Areas To Be Reviewed and Preliminary List of Documents Request

Area Reviewed

1. Central Leadership

- County Executive
- Public Relations
- Clerk to Board
- Policy Development
- Legislative Coordination
- Community Partners
- Board of Supervisors

Preliminary Documents:

- Overall County strategic plan to include mission, vision, and values
- Performance reports and how they relate to strategic plan
- Demographic data
- Surveys (internal and external) last 5 years
- Organizational chart, including departmental, with higher level of detail
- Budget development policies and schedule
- Overview of Baldrige Quality Initiative
- Annual reports for last 5 years

2. Finance

- Accounting
- Procurement
- Assessment of property
- Risk management
- Budget

Preliminary Documents:

- Last 5 CAFR's
- Last 5 budgets
- Last 5 capitol budgets
- Accounts payable, payroll, and other financial procedural policies
- Financial and debt policies and results for last 5 years
- State reports on effectiveness of assessments
- Documents used to communicate to public

3. Human Resources

- Recruiting
- Training

- Benefits
- Position Control
- Compliance
- Diversity

Preliminary Documents:

- Organizational charts for each department
- Job descriptions for each classification
- Salary scales and surveys
- Training programs, schedules, offerings for each department, especially police and fire
- Benefits policies and cost trends (if not in H.R. manual)
- H.R. rules and regulations (policy manual)
- Past 2 years grievance descriptions (no names or confidential information)
- Recruiting and screening practices
- EEOC data for last 5 years
- Salary and wage studies within last 5 years
- Career ladder/promotional procedures for police and fire
- Turnover rate

4. Human Services

- Social Services
- Housing
- Parks and Recreation

Preliminary Documents

- Compliance reports
- Strategic plans regarding how these agencies coordinate in Albemarle County

5. Public Safety

- Police
- Fire and Rescue (combined paid and volunteer)
- Emergency Management
- Emergency Communication
- Sheriff's Office

Preliminary Documents:

- Organizational charts (all)
- Strategic plans (all)
- Key measures for last 3 years (all)
- Work schedules for last 12 months (all)
- Overview summary of departmental budget for last 3 years (all)
- County Emergency Operations Plan, including the latest resolution of the Board of Supervisors' adopting the plan (required every 5 years)

- Calls for service data and response time for last 3 years for PD, Fire and Rescue (don't know how this is reported for combined fire and rescue but combined and separate would be helpful)
- Civil, Criminal, EEOC and other law suits for last 5 years including depositions and settlement and award costs
- Crime statistics and closed by arrest rates for last 3 years
- Number of inmates by class for last 3 years, Sheriff's Office
- Number of vacancies by position for last 12 months
- Overtime costs for last 3 years (all)
- Copies of MOU's for mutual aid, revenue recovery and other
- Contact person for questions (if other than those listed)

6. Community Development

- Planning/Zoning
- Transportation
- Environment
- Public Utilities
- Building Inspection

Preliminary Documents:

- Strategic Plan
- Comprehensive Plan
- Business Plan (most recent, if not included in above plans)
- Any "how to" manuals for customers
- Land Use Handbook
- Related ordinances
- Administrative policies and procedures
- Any studies in this area

7. Information Technology

- Information technology

Preliminary Documents (will develop request further):

- Strategic plan
- Customer surveys
- Description of IT services provided
- The IT budget (9/23)
- The IT Enterprise Architecture (9/23)
- The IT organization chart (9/23)
- IT procedures for all key IT processes(9/23):
 - Helpdesk operations
 - Risk management
 - Change management
 - Security policies (intranet access, password management, etc.)
- Project Management Methodology/SDLC
- Disaster recovery plan

