FINAL REPORT

Citywide Efficiency Study

Submitted to

The City of Marshall, Texas

November 26, 2013

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strategic solutions for public leaders

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Executive Summary

The City of Marshall engaged The Azimuth Group, Inc. ("AGI") to complete a city-wide efficiency review as a part of its ongoing effort to ensure the cost effective and responsive delivery of services to the citizens and taxpayers of Marshall. This Final Report is the culminating deliverable of the efficiency study project and includes thorough documentation of the study process, findings, observations and recommendations. This Executive Summary provides a high-level overview of the Final Report including the following:

- Background, Objectives and Scope.
- Methodology and Approach.
- Preliminary Assessment.
- Strategic Plan.
- Organizational Structure and Performance.
- Departmental Operations.
- Employee Compensation.
- Implementation and Cost Analysis.

Background, Objectives and Scope

In early 2013, the City Commission unanimously approved the engagement of an independent consulting organization to help the city identify cost effective ways to improve city operations. The Commission delegated responsibility for the selection of the consultant and the oversight of the review to a three-member committee consisting of Mayor Ed Smith, Commissioner Garrett Boersma and Commissioner Charlie Oliver.

The scope and objectives of the study have focused on three major areas, as follows:

- **Organizational structure and performance**
    - Efficiency of the current organizational model
    - Managerial and supervisory span of control
    - Performance management.

- **Departmental operations and management**
  - Departmental performance , goals and objectives
  - Potential duplication and overlap in staffing, services, responsibilities
  - Balance of staffing and service demand / workload
  - Cost containment opportunity
  - Revenue enhancement potential.
- **Employee compensation**
  - Total compensation costs including base salary, premium pays and fringe benefits
  - Municipal market competiveness of salaries and benefits
  - Private sector competitiveness of salaries and benefits.

Methodology and Approach

AGI applied a structured methodology to the completion of the Marshall efficiency study. Called **Im**PACT, the methodology provided a logical, sequential structure for the planning, organization and execution of the analysis. The stages of the methodology are as follows:

- ***Stage 1 – Initiate and mobilize***: This stage included those tasks necessary to solidify mutual understanding of the project scope, objectives, deliverables and timing.

- ***Stage 2 – Probe***: This stage was the primary data collection component of the methodology. Here the consulting team collected and organized significant amounts of organizational and operational data to establish a foundation of understanding of current conditions and to complete and review a preliminary assessment of high priority improvement opportunities. This stage also included the planning and facilitation of a one-day strategic planning workshop with the City Commission and senior staff of the city.
- ***Stage 3 – Analyze***: Having collected and synthesized data and information, and having developed insight into the particular challenges and opportunities facing the City of

Marshall, in this stage the AGI team completed further analysis of the opportunities identified in the prior stage, assessed the overall market competitiveness of the city's pay and benefit plans and developed and delivered a Draft Report of findings and recommendations for review and comment.

- ***Stage 4 – Clarify*:** This stage allowed for detailed review and comment on the Draft Report by both elected officials and key staff of the city. This feedback process allowed the AGI team the opportunity to receive, review and respond to a variety of suggestions and requests for clarification and to complete a cost benefit analysis of the final recommendations. The AGI team prepared this Final Report, along with the included implementation plan, for delivery and final presentation to the City Commission.
- ***Stage 5 – Transform*:** In the final stage of the engagement AGI worked with city staff and others to transition the responsibility for implementation of the report's findings and recommendations from the consultant to the City of Marshall.

In completing the efficiency study, the AGI team, members of the City of Marshall staff and the Commission Committee worked closely and collaboratively. Specific tasks completed included:

- Initial project kickoff meeting with the City Commission study committee and the City Manager.
- Completion of an introductory briefing for the senior management team of the city including the City Manager, Assistant City Manager and all available Department Directors.
- Collection and review of background materials and documents including budgets, organization charts, policies and procedures documentation and related data.
- Multiple site visits and structured interviews with various executives, managers and supervisors to develop an understanding of the current organizational structure, operating challenges and future opportunities facing the City of Marshall.
- Development, presentation and review of a Preliminary Assessment Report with the City Manager and the City Commission Efficiency Study Committee.
- Planning, design, facilitation and documentation of a day-long strategic planning workshop with the members of the City Commission and senior city staff.
- Completion of a "windshield" tour of major city facilities.

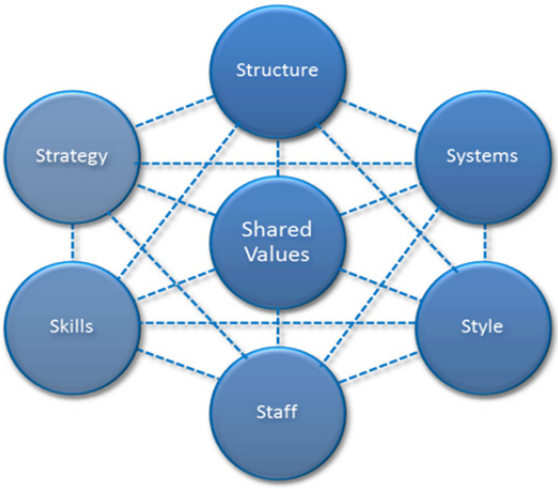
- Organization, facilitation and documentation of an organizational design workshop with the senior management team of the city.
- Collection and analysis of salary and benefit data on a representative subset of City of Marshall position titles using available online survey data from both municipal and private sector sources.
- Development and presentation of a Draft Report for review with the City Commission Efficiency Study Committee.
- Receipt and review of feedback from both senior city staff and City Commission members and incorporation of appropriate revisions and clarifications into the Final Report.
- Finalization of benefit and cost estimates and development of an executive summary and a recommended implementation plan.
- Preparation, delivery and presentation of the this Final Report on the City of Marshall Efficiency Study to the City Commission

Preliminary Assessment

As an important part of the study process, the consulting team developed and presented a preliminary assessment of the efficiency and effectiveness of the City of Marshall organization. The Preliminary Assessment Report served to document the consulting team's initial identification of issues and opportunities and served as a "triage" tool, focusing both the project team and the city's leaders on those aspects of the organization most likely to benefit from further examination, within the context of the agreed scope of the project. The findings and recommendations incorporated into this Final Report are a direct outgrowth of the preliminary assessment and subsequent follow up with city leaders and staff. A full copy of the Preliminary Assessment Report is included in Appendix A.

Using the "7s framework" for organizational analysis, developed in the late 1970s by McKinsey consultants Robert H. Waterman, Jr. and Tom Peters., the AGI team explored, at a high level, seven separate dimensions to objectively assess organizational performance, as follows:

- ***Strategy*** – the overall purpose and direction of the organization in terms of vision, mission, goals and objectives.
- ***Shared values*** – sometimes referred to as "Superordinate Goals," these are the central concepts, beliefs and attitudes that guide the organization and its members.
- ***Structure*** – the assignment of responsibilities and accountability for the various functions, roles and responsibilities required within the organization.



Credit: McKinsey 7S Model

- ***Staffing*** – the distribution of personnel throughout the organization in terms of their roles and headcount.
- ***Systems*** – business processes, procedures and technologies.
- ***Skills*** – the development of the necessary competencies and capabilities of the workforce.
- ***Style*** – the overall leadership and management culture and behavioral norms within the organization.

The assessment was presented in a "Consumer Reports" styled format, with the strategy, systems (high level business processes, policies and technology), structure, staff, skills and style and shared values of the city organization each evaluated on a four level scale as follows:

● = ***Excellent*** – fully proficient, no specific improvement areas noted.

◑ = ***Satisfactory*** – generally acceptable performance with minor improvement actions required to raise performance to Excellent.

◔ = ***Needs Improvement*** – several gaps in performance noted with moderate level attention and focused attention to close gaps.

○ = ***Unsatisfactory*** – significant gaps in performance requiring significant, sustained and focused attention to close gaps.

The table below summarizes the consulting team's preliminary evaluation of the current state of the City of Marshall on each of the dimensions of the assessment model:

Assessment Dimension	Initial Assessment	Rationale
Strategy / Shared Values	○	• The City Commission's long-term vision for the community is unclear. • Commission level decision-making processes appear to be dysfunctional and consensus is difficult to achieve. • Trust among Commissioners is weak and Commission / staff confidence is strained. • No adopted strategic plan to guide priority setting and decision-making is in place. Performance measures and standards aligned to strategic goals are unavailable.
Structure	◔	• With a few exceptions, the city is logically organized by function. • Lines of authority and responsibility are well established and understood. • Some structural issues need further attention and review.
Staffing	◑	• In the aggregate, our impression is that staffing levels are adequate. • Absent a clear sense of priorities and service level objectives, precise determination of staffing levels is difficult.
Systems	◔	• The purchasing (requisition-to-pay) process is completely manual and decentralized, despite the availability of system support. • Work order management system is paper-based. • There is no clear long-term plan or process for addressing deteriorating infrastructure needs. • The employee performance appraisal system is new, not fully embraced by the staff and paper-based. • Planning and development process are not optimized. • Updated personnel policies and procedures are needed. • The city has no strategic plan for information technology.

Assessment Dimension	Initial Assessment	Rationale
		• There are "pockets" of significant dissatisfaction with current or missing information technologies.
Skills	◑	• Appropriate training and certifications are provided to Police, Fire/EMS and utility workers. • No city-wide employee training and development program is in place. • Reportedly persistent customer service / performance issues in building inspections suggest a need for improved skills. • Employees tasked with the management of under-performing city assets such as the Convention Center, Golf Course, Arena, etc. may lack marketing and business development skills. • Contractual performance standards for third-party partners (MEDCO, CVB) need further review.
Style	◔	• Dysfunction at the Commission level causes some employees to simply "keep their heads down". • In multiple departments, management practices seem more geared to employee convenience rather than to high productivity.

Section II of this Final Report, along with the material included in Appendix A, more fully describes the results and observations developed through the preliminary assessment process.

Strategic Plan

Section III of the Final Report presents the results of a one-day strategic planning workshop conducted with the City Commission and senior city staff. The workshop resulted in the articulation of the key elements of a framework to guide both elected policy makers and appointed staff members over the next three to five years. These included:

- A description of the long-term vision for the City of Marshall.
- A concise mission statement to guide the operations of city government.

- A set of core values, establishing the ethical and behavioral structure within which city business should be should be conducted.
- Identification of both obstacles and enablers of the organization's future success.
- Documentation of high-level indicators of strategic success.
- Development and prioritization of eight strategic goals around which key policy decisions can be evaluated and important organizational and operational activities can be managed.
- Initial definition of a set of specific strategic objectives for the future.

An organization's ***Vision*** is aspirational in nature. It defines what the organization wants to be or to achieve. It is an idealized description of the desired future state of the community. The adopted vision for the City of Marshall is:

MARSHALL VISION

"Working together to create a financially stable, economically vibrant, diverse community."

A ***Mission Statement*** describes the organization's purpose. It defines the "business" of the organization and its relationship to its customers. The mission statement developed by the City Commission at the strategic planning workshop is:

MISSION STATEMENT

The City of Marshall provides fiscally responsible, open government promoting growth, prosperity and public health and safety. We deliver quality essential services, allowing all citizens the opportunity to enjoy a high quality of life, pride, honor and dignity in a small, friendly community.

Core Values are the fundamental principles that guide how members of the organization conduct themselves while carrying out the mission in pursuit of the vision. Together, the values provide an ethical framework for decision-making and action.

Core Values
Accountability Taking personal responsibility for our actions and decisions, as well as their consequences, in order to engender trust between and among elected officials, city staff, and the public at large.
Ethics Equitable, fair, and just in dealing with people and conforms to self-imposed high standards of public conduct.
Excellence Performance or quality of results which is unusually good and is above ordinary standards.
Integrity Being forthright, honest and respectful in our interaction with each other and the public at all times, building and reinforcing confidence in our ability to consistently deliver high quality service and results.
Knowledge Applying our training, experience and subject-matter expertise to develop and deliver appropriate solutions and services to residents, businesses and visitors.
Professionalism Behaving responsively and proactively in our delivery of service to the public, characterized by the quality and diligence with which it is carried out.
Service Placing high importance on actions or efforts performed to satisfy a citizen need or to fulfill a customer expectation, delighting the citizen / customer with the outcome of their interaction with us.

The City Commission then brainstormed a range of important initiatives that would be required to achieve the city's mission and, from that, agreed upon eight strategic goals, along with supporting objectives, as follows:

- **Practice sound financial stewardship**
  - Build sufficient reserves to fund repair and replacement needs with cash
  - Build sufficient reserves to fund most capital purchases with cash.
- **Actively manage and measure performance**
  - Adopt clearly defined annual performance objectives for the city
  - Implement a system of accountability for results
  - Compensate employees based on performance
  - Continue a process of regular strategic planning and evaluation.
- **Efficiently deliver essential public services**
  - Document desired service delivery standards
  - Link budget decisions to targeted service levels.
- **Upgrade the municipal infrastructure**
  - Address decaying infrastructure in older neighborhoods
  - Provide additional recreational facilities
  - Improve park maintenance.
- **Strengthen economic development programs**
  - Expand financial incentive packages
  - Aggressively grow the city's tax base
  - Compete effectively against surrounding cities.
- **Streamline city government operations**
  - Assess and redesign development processes and procedures
  - Adopt proven best practices for city service delivery
  - Leverage information technology to improve efficiency.

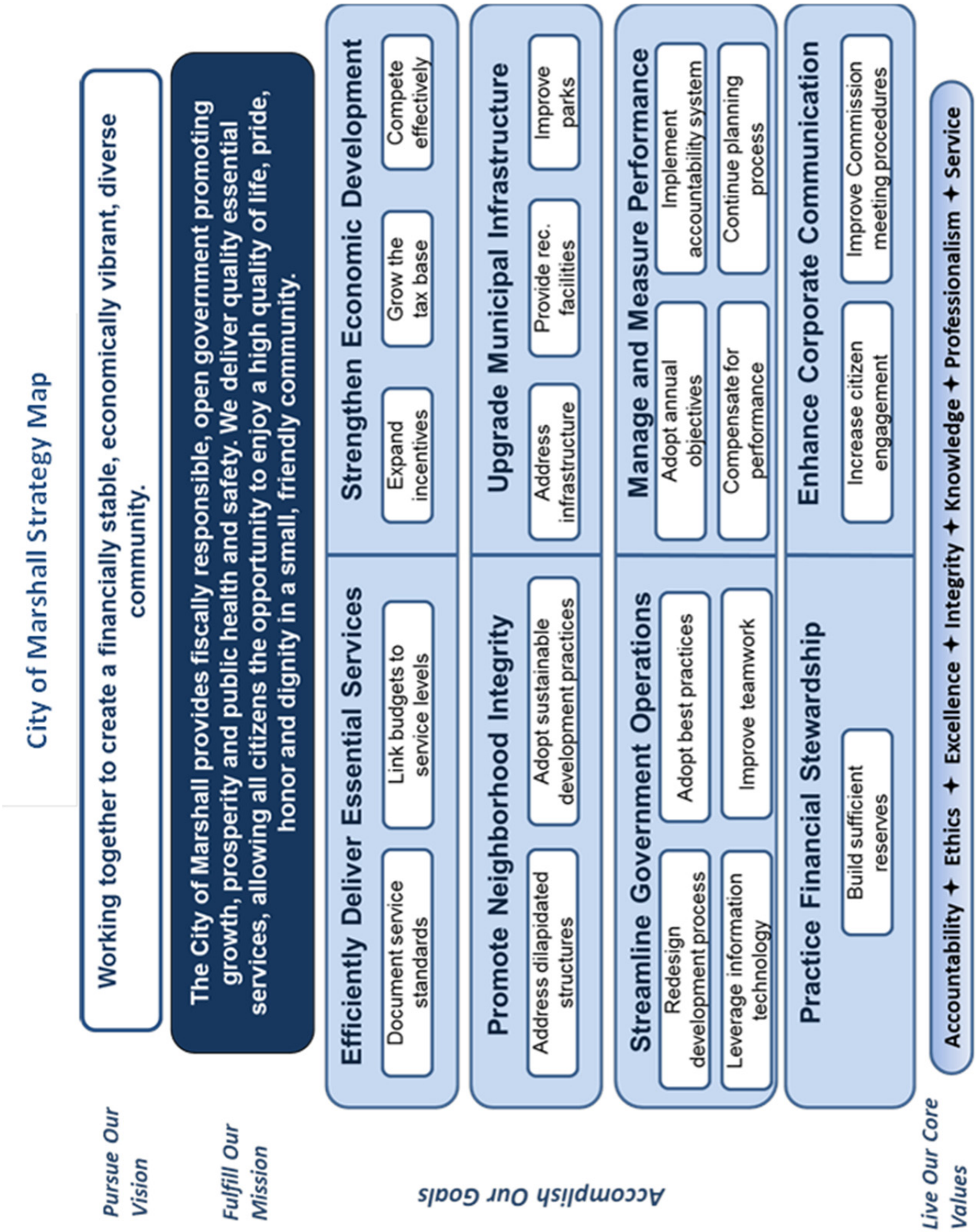
  - Improve Commission / staff teamwork.
- **Promote neighborhood integrity**
  - Address abandoned / dilapidated structures
  - Adopt 'green' / sustainable development practices.
- **Enhance corporate communications**
  - Increase citizen engagement in city government
  - Improve City Commission meeting procedures.

Further specific recommendations for the effective implementation of the strategic plan and the transition to a strategic model of management are found in Section III of the report. A "strategy map" graphically documenting the results of the strategic planning workshop is shown on the following page.

Organizational Structure

AGI consultants evaluated the current organizational structure of the City of Marshall in terms of its overall efficiency and effectiveness and its ability to support the strategic priorities of the City Commission. The existing structure has been in place for many years and incrementally modified as staff turnover and budget constraints have necessitated. In general terms, the current design features of the existing structure include the following:

- Per the City Charter, the City Commission directly appoints the City Judge, members of various boards and commissions and the City Attorney (contracted position), City Secretary & Finance Director and the City Manager.
- The City Manager serves as the city organization's chief executive officer and is responsible to the City Commission for the overall administration of city affairs, consistent with the policy direction of the Commission.
- Five major departments of the city government, each headed by a Director-level manager, report directly to the City Manager including Police, Fire, Public Works & Water Utilities, Parks & Recreation, Library.


City of Marshall Strategy Map
Pursue Our Vision
Working together to create a financially stable, economically vibrant, diverse community.
Fulfill Our Mission
The City of Marshall provides fiscally responsible, open government promoting growth, prosperity and public health and safety. We deliver quality essential services, allowing all citizens the opportunity to enjoy a high quality of life, pride, honor and dignity in a small, friendly community.
Accomplish Our Goals
Efficiently Deliver Essential Services
Document service standards
Link budgets to service levels
Strengthen Economic Development
Expand incentives
Grow the tax base
Compete effectively
Promote Neighborhood Integrity
Address dilapidated structures
Adopt sustainable development practices
Upgrade Municipal Infrastructure
Address infrastructure
Provide rec. facilities
Improve parks
Streamline Government Operations
Redesign development process
Adopt best practices
Leverage information technology
Improve teamwork
Manage and Measure Performance
Adopt annual objectives
Compensate for performance
Implement accountability system
Continue planning process
Practice Financial Stewardship
Build sufficient reserves
Enhance Corporate Communication
Increase citizen engagement
Improve Commission meeting procedures
Live Our Core Values
Accountability ✦ Ethics ✦ Excellence ✦ Integrity ✦ Knowledge ✦ Professionalism ✦ Service

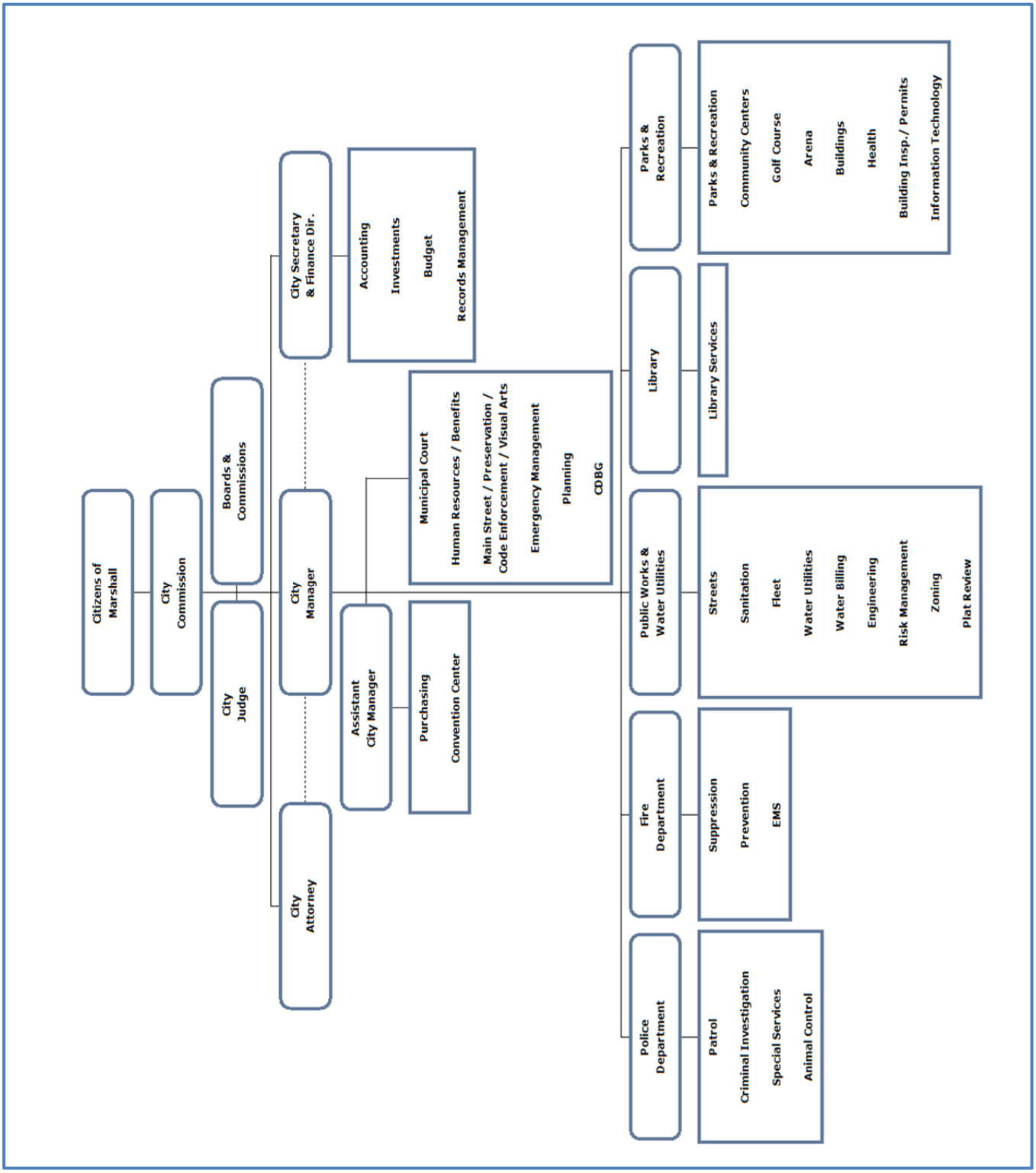
- The City Manager also supervises several smaller offices such as Human Resources / Benefits, Main Street / Code Enforcement / Visual Arts / Preservation and Municipal Court, along with assuming direct responsibility for the Planning, Community Development Block Grant and Emergency Management functions of city government.
- A single Assistant City Manager, reporting to the City Manager, directly oversees the Convention Center and serves as the City's Purchasing Manager.
- Public Works and Water Utilities includes, in addition to the standard infrastructure maintenance and operations functions, responsibility for water billing, risk management, zoning and plat review.
- In addition to the standard Parks & Recreation functions found in most municipal organizations, the Marshall Parks & Recreation department includes less standard responsibilities such as information technology, building inspections and permits and health inspections.

The above-described current organizational structure is shown in the chart on the following page.

In reviewing this structure and its operation, the AGI made the following findings:

- With a total of eleven direct reporting staff members, including an Executive Secretary, the Assistant City manager, five department directors, indirect / shared oversight of the Finance function and direct supervision of three smaller offices, the ***City Manager's span of control is ineffective.***
- ***The Assistant City Manager position is underutilized***. While the designated second in charge of the organization, functions in a daily capacity more as a departmental or divisional manager.
- Despite the need for a focused and effective effort at community and economic development, there is no single department responsible for these functions***. Planning and community development activities are dispersed throughout the organization.***

Current City of Marshall Organizational Structure



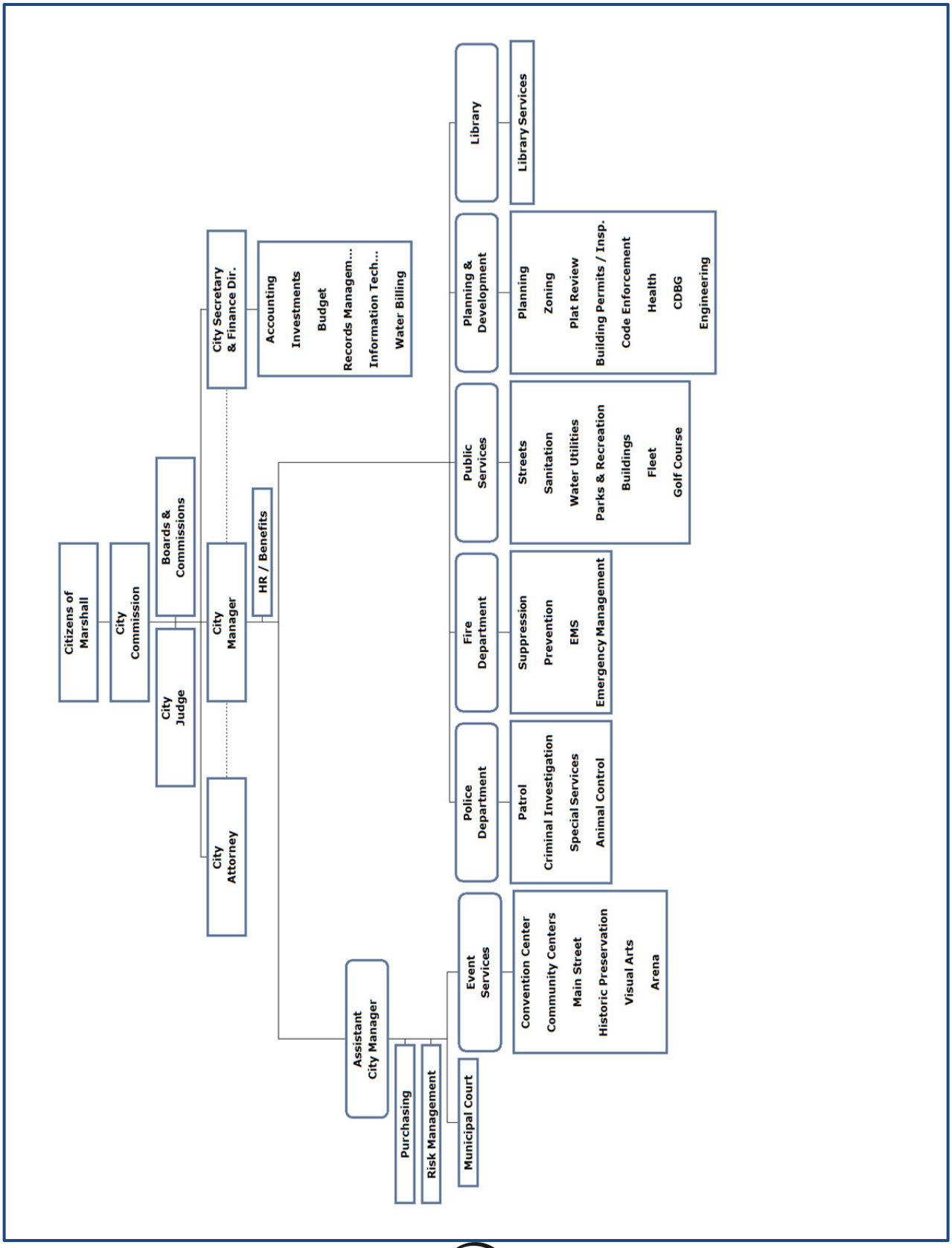
- ***Internal support services are scattered and uncoordinated.*** With functions such as purchasing, risk management, information technology, human resources management and financial management dispersed across multiple departments with varying levels of accountability to the City Manager.

The city owns and operates several facilities that are intended to produce revenue and provide venues for both local activities and tourism and related applications. However, the ***management of these revenue producing facilities is disjointed***

Following an organizational design alternatives workshop conducted with the senior city staff, where four separate organizational models were assessed and evaluated, AGI proposed the revised organizational structure shown on the following page. Notable feathers of that structure include the following:

- Reduction of the City Manager's span of control from 11 direct reporting managers and staff to nine.
- Creation of a full-service Planning & Development Department by consolidating currently scattered functions under a single accountable manager.
- Creation of a single department of Public Services through the consolidation of the current Parks & Recreation, Public Works & Water Utilities functions.
- Establishment of an Event Services Department, reporting to the Assistant City Manager, to lead the marketing, sales, operation and maintenance of the city's revenue-producing facilities.
- Assignment of the Assistant City Manager to assume direct responsibility for the administrative functions of Purchasing, Risk Management and Municipal Court.
- Transfer of responsibility for Emergency Management to the Fire Department.
- Assignment responsibility for Water Billing to the City Secretary & Finance Director.

Proposed Future Organizational Structure



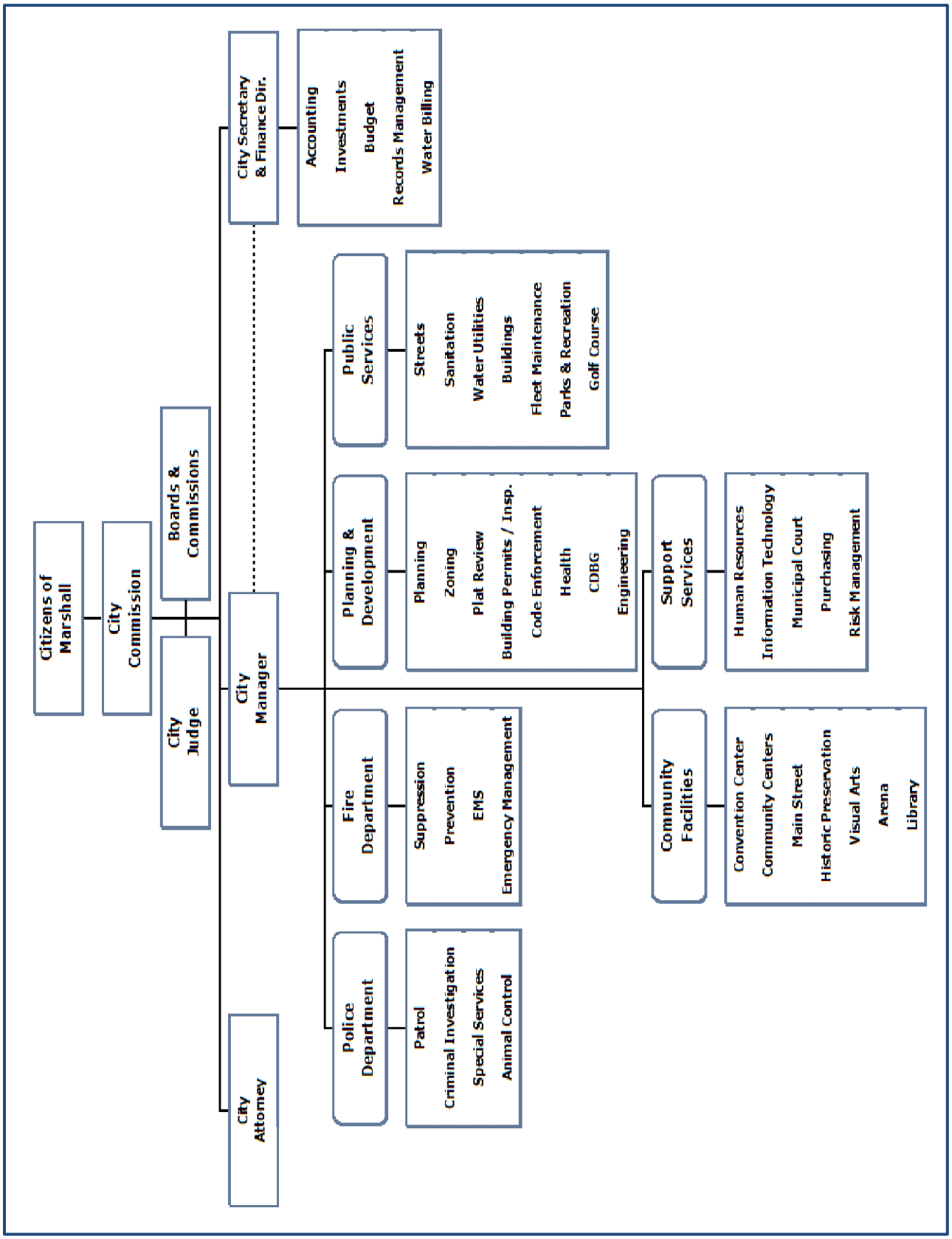
Substitute Organizational Structure

Based on the input and feedback received from a majority of the Marshall City Commission, we have also prepared a substitute structure for the Commission's review and consideration. This model eliminates the position of Assistant City Manager, thus "delayering" the administrative structure and saving the salary and benefit costs of that position while placing the City Manager in a direct supervisory position over all subordinate departments not otherwise reporting to the Mayor and Commission. More particularly, the features of the substitute organizational structure include the following:

- The City Manager's span of control is reduced to six operating departments including Police, Fire, Planning & Development, Public Services, Community Facilities and Support Services. A new department of ***Support Services*** is created to consolidate and focus the management of certain critical internal support functions. These include Human Resources and Benefits, Information Technology, Purchasing, Risk Management and Municipal Court.
- A new department of ***Planning & Development*** is established a single accountable management structure for the leadership of the city's planning, growth management and code enforcement activities.
- An expanded and re-named department of ***Community Facilities*** is created to maximize the city's coordination and leverage of revenue-producing assets and venues including the Convention Center, Community Centers, Arena, Library and Visual Arts Center, along with the Historic Preservation and Main Street programs.
- The field operations and maintenance activities of the current Public Works and Parks and Recreation Departments are consolidated into a department of ***Public Services***.
- Water Billing is relocated from the existing Public Works Department to the supervision of the City Secretary & Finance Director.
- Responsibility for Emergency Management is assigned to the Fire Department.

The alternative prepared for the City Commission's consideration is displayed in the organizational chart on the following page.

Substitute Future Organizational Structure



While this alternative structure is functional and efficient, it will ultimately be the policy decision of the City Commission as to its merits and challenges relative to other available options. The structure does not include a clearly identified second in command, but does allow the City Manager to provide professional growth and succession management opportunities to a range of senior city leaders. Section IV of this Final Report describes the organizational analysis and the alternatives considered in more detail.

Departmental Operations

Section V of the Final Report includes the significant findings and recommendations related to the efficiency and effectiveness of municipal service delivery at the departmental level. In each of the departmental sub-sections, a series of "Findings" – factual statements and conclusions we have drawn, based on our experience, analysis, and observations of City of Marshall operations – is presented. Each finding is supported with brief statements of the evidence that led to the conclusion. Then, specific recommendations for improvement are presented and described for each of the major topical areas.

Selected major ***Findings*** include the following:

- The City Commission lacks a consensus long-term vision and direction for the City of Marshall.
- The Commission does not formally engage with the Boards of the Convention and Visitors Bureau or MEDCO.
- No formalized, adopted Code of Conduct and Ethics for the City Commission presently exists.
- The city lacks a formalized plan or process for the management of information technology investments.
- The city's information technology function is organizationally fragmented and has only minimal technology staff available.
- Sick leave, vacation and compensatory time off are treated as "hours worked" for the purpose of overtime calculations.

- The existing police patrol staffing model of four evenly staffed, rotating shifts fails to adequately account for workload fluctuations and produces periods of over and understaffing relative to actual citizen demand for service.
- There is a high supervisor to staff ratio within the department, creating the impression of an excessively "top heavy" organization
- Non-emergency EMS transports adversely affect the department's ability to provide quality, responsive services.
- The city does not fully recover its costs for providing emergency medical responses into adjacent Emergency Services Districts.
- Minimum Fire Department staffing standards at satellite stations are inadequate for an effective attack on structure fires when a concurrent EMS call is ongoing.
- Deferred public infrastructure maintenance will impact long-term maintenance costs.
- The city's stated strategic priority on neighborhood Integrity / code enforcement is not adequately resourced, with only one Code Inspector assigned.

Selected major ***Recommendations*** include:

- Develop a disciplined and systematic approach to strategic planning, goal setting and management oversight.
- Make the resolution of tensions between the CVB, MEDCO and the city a high priority.
- Draft, review and adopt a formal Code of Ethics and Conduct to guide the conduct of elected officials and hold each other accountable for abiding by agreed standards of deportment.
- Reestablish a full-time Planning and Development Department and recruit a trained and experienced professional to lead these functions.
- Develop a detailed information technology strategic plan that addresses city hardware and application software.
- Consolidate all IT staffing under a single accountable manager to better utilize available resources across the enterprise.

- Discontinue the practice of treating sick, vacation and compensatory time as hours worked for overtime purposes.
- Return to a traditional 5x8 (five eight hour shifts per week)patrol shift staffing model and reduce the number of police officers accordingly.
- Consider elimination of the Assistant Police Chief position.
- Discontinue the practice of providing non-emergency transfer services and work with the local medical community to identify qualified replacements.
- Implement service charges to the Emergency Services Dis-tricts that cover the city's net cost of providing service.
- Increase the minimum staffing complement at satellite stations from three to four re-sponders.
- Develop a comprehensive strategic Capital Budgeting plan to funnel investment into the maintenance and enhancement of existing city infrastructure.
- Cross-train building inspections and health inspections personnel to support a more proactive / multi-disciplined approach to neighborhood integrity programs.

The complete listing of findings and recommendations, along with supporting narrative, is found in Section V.

Employee Compensation

A component part of the citywide efficiency study included an evaluation of the overall market competitiveness of the employee compensation, including base salaries and fringe benefits. The purpose of the compensation analysis is twofold: 1) to ensure that the city maintains its ability to recruit and retain qualified staff and 2) evaluate the cost effectiveness of the city's to-tal compensation program in light of economic realities. It is important to note that a full com-pensation program redesign is outside of the scope of this engagement. Rather, the employee compensation analysis is intended to assess the overall market position of the City of Marshall, relying primarily upon published data sources, and to develop recommendations for future im-provement.

As detailed in Section VI of the Final Report, along with the supporting data included in the report's appendices, key findings of the employee compensation assessment include the following:

- The municipal market data for comparable / competitive municipal governments suggests that in terms of both the adopted pay structure (range max) and actual pay, Marshall lags the market in more areas than not.
- The private sector data indicates that Marshall consistently lags the market in both pay structure and actual pay, ranging between 2% and 37% low.
- The City of Marshall provides an attractive retirement program for its employees.
- The City of Marshall employee health plan is comparable to other municipal plans.
- Paid time off, including vacation, sick and holiday pay is compara-ble to generous at the City of Marshall.

Specific recommendations related to the improvement of the City of Marshall's employee compensation program include:

- The City Commission should set a formal compensation policy and philosophy to guide future compensation and benefit decision making.
- Consider engaging an independent compensation consultant to redesign the city's pay program in accordance with Commission policy.
- Return to a more modest schedule of annual holidays in the 9-12 day range.

Implementation Plan and Cost Benefit Estimates

A specific plan for the implementation of the various recommendations identified over the course of the efficiency study is presented in Section VII of the Final Report. For each recommendation, the implementation plan:

- Restates the recommendation.
- Assigns a priority level (Quick Win, High, Moderate and Low).
- Suggests a timeframe for completion, by fiscal year, with the implementation of some recommendations spanning multiple fiscal periods.

- Lists any dependencies among the recommendations.
- Assigns key accountable personnel.
- Includes clarifying comments or suggestions as appropriate.

Additionally, a schedule that estimates the overall savings and costs expected from the implementation of the report's recommendations is presented, with both one year and five year cost / benefit estimates provided. Based on the analysis, we have estimated a five-year net savings and productivity gain to the City of Marshall of **$1,853,500** as summarized below:

Cost / Benefit Estimate	Estimated One Time Cost	Estimated Annual Cost	Estimated Annual Cost Savings	Estimated Annual Revenue	Estimated Indirect Cost Savings / Productivity Gains	Total Estimated Benefit
Annual Estimate	$ (75,000)	$ (822,954)	$ 687,904	$ 365,000	$ 155,750	$ 310,700
Five Year Estimate	$ (75,000)	$ (4,114,770)	$ 3,439,520	$ 1,825,000	$ 778,750	$ 1,853,500

One year net savings / productivity gain of $310,700 recovers over four times the consulting fees and expenses of $74,500. Over five years, the return on investment is just under 25 times the cost of the study.

I. Background & Approach

This Final Report presents the results, observations, findings and recommendations of The Azimuth Group, Inc.'s assignment to evaluate the efficiency and effectiveness of the City of Marshall Texas's organization and management. It includes an overview of the background and purpose of the efficiency study, describes our approach to the assignment and summarizes the consulting team's key conclusions. Specific recommendations for improvement are provided, along with a proposed implementation plan and an estimate of the financial impacts of the suggested changes to the current organizational structure and its operations.

Study Background

Like many other cities, Marshall has been increasingly challenged to deliver the services that the citizens require within a resource-constrained fiscal climate. In early 2013, the City Commission unanimously approved the initiation of a process of examination and analysis to determine cost effective ways to improve city operations. A three-member committee, including Mayor Ed Smith, Commissioner Garrett Boersma and Commissioner Charlie Oliver, developed a scope of services for consulting services for an independent efficiency study and the Commission authorized the release of a detailed Request for Proposal to the consulting community. After a review of the proposals received, the completion of oral interviews with qualified firms and the negotiation of a contract for professional services, the Azimuth Group was engaged to become the city's consulting partner on this important assignment.

Project Scope and Objectives

Among the many concerns that led the Commission to undertake the review, some of the most important included:

- Establishment of a clear sense of mission for the City of Marshall.
- Identification of and achievement of consensus on priorities.
- Determination of what constitutes serving citizens well in the operation of municipal government.
- Efficiency of the current organizational model.

- Managerial and supervisory spans of control.
- Performance management.

The scope and objectives of the review have been focused on:

- Organizational structure and performance
    - Efficiency of the current organizational model
    - Managerial and supervisory span of control
    - Performance management.
- Departmental operations and management
    - Departmental performance , goals and objectives
    - Potential duplication and overlap in staffing, services, responsibilities
    - Balance of staffing and service demand / workload
    - Cost containment opportunity
    - Revenue enhancement potential.
- Employee compensation
    - Total compensation costs including base salary, premium pays and fringe benefits
    - Municipal market competiveness of salaries and benefits
    - Private sector competitiveness of salaries and benefits.

Study Process

Specific tasks completed during the course of the efficiency study have included:

- Initial project kickoff meeting with the City Commission study committee and the City Manager.
- Completion of an introductory briefing for the senior management team of the city including the City Manager, Assistant City Manager and all available Department Directors.
- Collection and review of background materials and documents including budgets, organization charts, policies and procedures documentation and related data.

- Multiple site visits and structured interviews with various executives, managers and supervisors to develop an understanding of the current organizational structure, operating challenges and future opportunities facing the City of Marshall. Individual interviewees included:
    - Elected officials
        - Mayor Ed Smith
        - Commissioner Garrett Boersma
        - Commissioner John Flowers
        - Commissioner Bill Marshall
        - Commissioner Gloria Moon
        - Commissioner Charlie Oliver
        - Commissioner Zephaniah Timmins.
    - Senior management team
        - Frank Johnson, City Manager
        - Ardis Wright, Assistant City Manager
        - Todd Fitts, City Attorney
        - Lisa Agnor, City Secretary & Finance Director
        - Leland Benoit, Interim Police Chief
        - Buzz Snyder, Fire Chief
        - J.C. Hughes, Public Works Director
        - Jack Redmon, Parks & Recreation Director
        - Anna Lane, Library Director
        - Bo Ellis, Mainstreet Coordinator
        - Cherilyn Johnston, Human Resources Manager.
    - Other city staff
        - Debbie Manuel, Senior Staff Accountant
        - David Reaves, Police Captain

        - John Best, Police Captain
        - Shelly Cullum, Animal Control Supervisor
        - Jennifer Carpenter, Civic Center Manager
        - Michael Westring, Court Administrator
        - Reggie Cooper, Assistant Fire Chief
        - Bob Cole, Fire Battalion Chief
        - Kenny Davis, Fire Battalion Chief
        - Chris Miles, Water Utility Superintendent
        - Nancy Pasel, Water Treatment Superintendent
        - Wayne Lloyd, Parks & Recreation Supervisor
        - Larry Henderson, Parks & Recreation Supervisor
        - Chris Houck, Chief Mechanic
        - Brian Edmiston, Inspection Services Manager.
    - Other meetings / interviews
        - Ed Hoffman, Former City Commissioner
        - Ed Michel, Convention and Visitor's Bureau Executive Director
        - Mark Maden, Convention and Visitor's Bureau Chair
        - Donna Maisel, Marshall Economic Development Corporation Executive Director
        - Leslie Chambers, Marshall Economic Development Corporation Chair.
- Development, presentation and review of a Preliminary Assessment Report with the City Manager and the City Commission Efficiency Study Committee.
- Planning, design, facilitation and documentation of a day-long strategic planning workshop with the members of the City Commission and senior city staff.
- Completion of a "windshield" tour of major city facilities.
- Organization, facilitation and documentation of an organizational design workshop with the senior management team of the city.

- Collection and analysis of a wide array of salary and benefit data on a representative subset of City of Marshall position titles using available online survey data from both municipal and private sector sources.
- Development of a Draft Report for review with the City Commission Efficiency Study Committee.
- Presentation of the Draft Report to the full Commission.
- Receipt and review of input and feedback from both senior city staff members and Commission members and incorporation of appropriate revisions and clarifications into the Final Report.
- Finalization of benefit and cost estimates.
- Development of an executive summary and a recommended implementation plan.
- Preparation, delivery and presentation of the this Final Report on the City of Marshall Efficiency Study to the City Commission

Organization of the Report

This Final Report is designed to track the agreed scope of services and is organized into sections as follows:

- Executive Summary.
- Background and Approach (this section).
- Preliminary Assessment.
- Strategic Plan.
- Organizational Structure and Performance.
- Departmental Operations.
- Employee Compensation
- Implementation Plan and Cost Benefit Estimates.

Acknowledgements

By their very nature, studies of this kind are focused on those aspects of the organization that need improvement and can benefit from positive, constructive change. This focus on improve-

ment may lead the reader to falsely conclude that the organization is without positive attributes. For the City of Marshall, this is decidedly not the case. The City Commission and city staff oversee an array of important local governmental functions and deliver essential public services on a daily basis with a focus on the needs of the public. In challenging economic times, the City of Marshall has found ways to sustain its operations while absorbing cost reductions and maintaining a stable tax rate. Employees understand and value their role as public servants and make decisions based on their best effort to serve a greater good.

Throughout the course of this engagement, AGI had extensive contact and interaction with members of the City Commission, senior managers and other staff of the City of Marshall. The information and access required for the completion of the study was readily made available, officials and staff actively participated in data collection, interviews, work sessions and other project tasks. No request for additional information was declined. Specific thanks and acknowledgement is due City Manager Frank Johnson, Finance Director Lisa Agnor and Human Resources Manager Cherilyn Johnston for their responsiveness to multiple requests for information.

Every member of the Commission gave freely of their time to participate in interviews, a strategic planning workshop and in the review and comment on draft findings and recommendations. Finally, and most importantly, the guidance and insight provided to the consulting team by the City Commission Committee appointed to oversee the efficiency study was invaluable. Mayor Ed Smith and Commissioners Garret Boersma and Charlie Oliver devoted significant personal effort and diligence to this effort to help the City of Marshall do an even better job of serving the public. We thank them all.

II. Preliminary Assessment

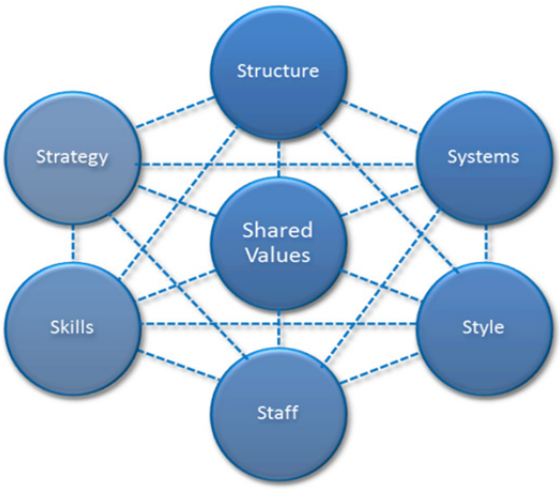
As an important part of the study process, the consulting team developed and presented a preliminary assessment of the efficiency and effectiveness of the City of Marshall organization. The Preliminary Assessment Report was prepared as a summary level briefing presentation and was delivered to the City Commission's Efficiency Study Committee as a discussion document. A full copy of the assessment report can be found in Appendix A to this document.

The Preliminary Assessment Report served to document the consulting team's initial identification of issues and opportunities and served as a "triage" tool, focusing both the project team and the city's leaders on those aspects of the organization most likely to benefit from further examination, within the context of the agreed scope of the project. The findings and recommendations incorporated into this Final Report are a direct outgrowth of the preliminary assessment and subsequent follow up with city leaders and staff.

Assessment Model

The approach to the overall assessment was adapted from the "7s framework" for organizational analysis developed in the late 1970s by McKinsey management consultants Robert H. Waterman, Jr. and Tom Peters. As shown in the illustration at right, the 7s model includes seven separate dimensions that can be evaluated to assess organizational performance. These include:

- ***Strategy*** – the overall purpose and direction of the organization in terms of vision, mission, goals and objectives.
- ***Shared values*** – sometimes referred to as "Superordinate Goals," these are the central concepts, beliefs and attitudes that guide the organization and its members.
- ***Structure*** – the assignment of responsibilities and accountability for the various functions, roles and responsibilities required within the organization.



Credit: McKinsey 7S Model

- ***Staffing*** – the distribution of personnel throughout the organization in terms of their roles and headcount.
- ***Systems*** – business processes, procedures and technologies.
- ***Skills*** – the development of the necessary competencies and capabilities of the work-force.
- ***Style*** – the overall leadership and management culture and behavioral norms within the organization.

Assessment Results

The assessment was presented in a "Consumer Reports" styled format, with the strategy, systems (high level business processes, policies and technology), structure, staff, skills and style and shared values of the City of Marshall evaluated on a four level scale as follows:

● = ***Excellent*** – fully proficient, no specific improvement areas noted.

◑ = ***Satisfactory*** – generally acceptable performance with minor improvement actions required to raise performance to Excellent.

◔ = ***Needs Improvement*** – several gaps in performance noted with moderate level attention and focused attention to close gaps.

○ = ***Unsatisfactory*** – significant gaps in performance requiring significant, sustained and focused attention to close gaps.

The table below summarizes the consulting team's preliminary evaluation of the current state of the City of Marshall on each of the dimensions of the assessment model:

Assessment Dimension	Initial Assessment	Rationale
Strategy / Shared Values	○	• The city Commission's long-term vision for the community is unclear. • Commission-level decision-making processes appear to be dysfunctional and consensus is difficult to achieve. • Trust among Commissioners is weak and Commission / staff confidence is strained. • No adopted strategic plan to guide priority setting and decision-making is in place. • Performance measures and standards aligned to strategic goals are unavailable.

Assessment Dimension	Initial Assessment	Rationale
Structure	◔	• With a few exceptions, the city is logically organized by function. • Lines of authority and responsibility are well established and understood. • Some structural issues need further attention and review.
Staffing	◑	• In the aggregate, our impression is that staffing levels are adequate. • Absent a clear sense of priorities and service level objectives, precise determination of staffing levels is difficult.
Systems	◔	• The purchasing (requisition-to-pay) process is completely manual and decentralized, despite the availability of system support. • There is no clear long-term plan or process for addressing deteriorating infrastructure needs. • The employee performance appraisal system is new, not fully embraced by the staff and paper-based. • Planning and development process are not optimized. • Updated personnel policies and procedures are needed. • The city has no strategic plan for information technology. • There are "pockets" of significant dissatisfaction with current or missing information technologies including GIS, Human Resources, no mobile terminals for public safety and an outdated dispatch and police records management system.
Skills	◑	• Appropriate training and certifications are provided to Police, Fire/EMS and utility workers. • No city-wide employee training and development program is in place. • Reportedly persistent customer service / performance issues in building inspections suggest a need for improved skills.

Assessment Dimension	Initial Assessment	Rationale
		Employees tasked with the management of under-performing city assets such as the Convention Center, Golf Course, Arena, etc. may lack marketing and business development skills. • Contractual performance standards for third-party partners (MEDCO, CVB) need further review.
Style	◔	• Dysfunction at the Commission level causes some employees to simply "keep their heads down." • In multiple departments, management practices seem more geared to employee convenience rather than to high productivity.

Improvement Concepts

The Preliminary assessment Report also identified a list of "improvement concepts" representing high priority opportunities to be further explored in the analytical stages of the project. At the thematic level, these improvement concepts included the following:

- ***Mature, effective governance processes*** **-** The city will benefit from a maturation of its governance model and the processes for translating policy into administrative action.
- ***Efficient and responsive organizational structure*** - Selective restructuring of key municipal business functions can drive improved citizen responsiveness and better results.
- ***Appropriately resourced operations*** - Rigorous evaluation of staffing levels and skill sets to align personnel with service demand, consistent with Commission priorities, can improve efficiency and effectiveness.
- ***Optimized processes, policies and technology*** - Development and deployment of modernized business processes, policies and procedures and technologies can support efficient and responsive service delivery.
- ***Cost conscious management practices*** - Management practices and policies that add costs while producing only limited public benefit should be avoided and eliminated.

Details supporting the basis of the assessment results and improvement concepts are contained in the separate Preliminary Assessment Report, found in the Appendix to this document.

III. Strategic Plan

As a component part of the citywide efficiency review, AGI organized and facilitated a one-day strategic planning workshop for the City Commission and senior city staff. This was a "first-ever" attempt by the elected and appointed leadership to articulate a set of high-level goals for the municipal organization and to begin a process of organizational change that should, over time, transform the way the city plans, funds and delivers public services. This section of the report summarizes the results of the strategic planning workshop.

Planning Workshop Overview

Marshall's strategic planning workshop, conducted in July of 2013, resulted in the articulation of the key elements of a framework to guide both elected policy makers and appointed staff members over the next three to five years. These included:

- A description of the long-term vision for the City of Marshall.
- A concise mission statement to guide the operations of city government.
- A set of core values, establishing the ethical and behavioral structure within which city business should be should be conducted.
- Identification of both obstacles and enablers of the organization's future success.
- Documentation of high-level indicators of strategic success.
- Development and prioritization of eight strategic goals around which key policy decisions can be evaluated and important organizational and operational activities can be managed.
- Initial definition of a set of specific strategic objectives for the future.

Effective strategic planning is a product of careful strategic thinking, which should occur not only in periodic planning sessions such as the one just completed, but also on a continuous basis. Strategic thinking and planning should occur at the highest levels of the organization, but should not stop there. It must ultimately cascade to lower levels of the organization and should directly drive decision-making. Effective strategic planning involves the gathering, sorting and

prioritizing of the best thinking of the City of Marshall's policy leaders and executive managers, focused on the core purposes of the organization and the most important attributes of success.

The planning workshop focused primarily on ***What*** the City of Marshall needs to do achieve its overall vision for the city's future. As such, the planning process is more foundational in nature and less about the day-to-day ***How*** of city operations and service delivery. Good strategic planning addresses the issues that challenge you today and, more importantly, those that will challenge you tomorrow. Accordingly, the planning workshop was designed as an exercise in collective foresight as both elected officials and professional staff worked together to clarify what success looks like for the City of Marshall in light of expected future conditions and the direction that the community leaders want to take the municipal organization.

Vision, Mission and Values

An organization's ***Vision*** is aspirational in nature. It defines what the organization wants to be or to achieve. It is an idealized description of the desired future state of the community. Based on a visioning exercise conducted at the strategic planning workshop, a consensus statement of vision for the City of Marshall was developed and adopted. The adopted vision for the City of Marshall is:

MARSHALL VISION
"Working together to create a financially stable, economically vibrant, diverse community."

Embodied in this simple vision are four important attributes:

- Teamwork.
- Financial viability.
- Economic health.
- Respect for the community's diversity.

A **Mission Statement** describes the organization's purpose. It defines the "business" of the organization and its relationship to its customers. The City Commissioners reviewed and refined a

set of draft mission statements, which was then refined by the workshop facilitator and then further polished by the workshop participants. The mission statement developed through this process is:

MISSION STATEMENT

The City of Marshall provides fiscally responsible, open government promoting growth, prosperity and public health and safety. We deliver quality essential services, allowing all citizens the opportunity to enjoy a high quality of life, pride, honor and dignity in a small, friendly community.

Core Values are the fundamental principles that guide how members of the organization conduct themselves while carrying out the mission in pursuit of the vision. Together, the values provide an ethical framework for decision-making and action. Workshop participants brainstormed a series of value statements which were recorded on a flip chart by the workshop facilitators and then, using a "dot voting" process, the most important of the values were established.

The top-ranked values emerging from this process, along with suggested definitions of each, are:

Core Values
Accountability Taking personal responsibility for our actions and decisions, as well as their consequences, in order to engender trust between and among elected officials, city staff, and the public at large.
Ethics Equitable, fair, and just in dealing with people and conforms to self-imposed high standards of public conduct.
Excellence Performance or quality of results which is unusually good and is above ordinary standards.

Core Values
Integrity Being forthright, honest and respectful in our interaction with each other and the public at all times, building and reinforcing confidence in our ability to consistently deliver high quality service and results. **Knowledge** Applying our training, experience and subject-matter expertise to develop and deliver appropriate solutions and services to residents, businesses and visitors. **Professionalism** Behaving responsively and proactively in our delivery of service to the public, characterized by the quality and diligence with which it is carried out. **Service** Placing high importance on actions or efforts performed to satisfy a citizen need or to fulfill a customer expectation, delighting the citizen / customer with the outcome of their interaction with us.

Obstacles and Enablers

Having decided, at the highest level, where it is they want the city to go, the participants next worked on identifying those things that might impede their progress towards realization of the vision and accomplishment of the mission (obstacles) and, conversely, those assets or strengths available to overcome those impediments (enablers). Working in small groups, followed by group discussion, the participants agreed on the following lists of obstacles and enablers:

Obstacles	Enablers
• Lack of focus on objectives • Management by crisis • Lack of economic growth • Lack of financial capacity • Fear of change • Negativity – new ideas are not supported	• Economic incentives programs – comprehensive approach and management • Flexible, abundant and inexpensive natural resources • Emerging quality of life – arts, museum, cultural events

Obstacles	Enablers
• Lack of community involvement • Inertia – [difficult to] get moving and change direction when needed • Lack of relationships / knowledge of what other cities are doing • Commissioners' unwillingness to compromise and be flexible • Absence of trust and respect between and among staff and Commissioners • Power struggles at the Commission level • [Political] reluctance to adjust taxes or fees. • Lack of consensus or understanding of objectives • Age and condition of infrastructure • No consolidated plan or vision with other public entities (schools, county, etc.) • Commission bogged down in minutia • Lack of a written short, medium or long term plan with measurable goals • Voter apathy • No regular forum for citizen input.	• Strong public safety services • Marketing and location and natural resources • Adoption of policies conducive to doing business with the city • Adoption of policies to facilitate goal achievement • Available human resources - citizens, employees • Civic organizations creating an environment of well-being

Evidence of Success

How will the policy leaders, staff and citizens of Marshall know that the city is making progress towards its vision and succeeding in its mission? The workshop participants brainstormed a set of high-level performance indicators that would provide evidence of strategic success and could form the basis for the future development of a comprehensive strategic performance management program for the city. The participant-identified indicators of success include:

Evidence of Success
• Increasing property and sales tax revenues • Lower tax rates • Increasing employment rate and higher-paying jobs • Decreasing crime rate • Improved community aesthetics • Population growth • Improved infrastructure condition • Better community planning • Functional strategic partnerships (County, School, CVB, MED-CO) • Improving teamwork [Commission and city staff] • Consensus on project priorities • Improving employee morale / attitudes.

Strategic Goals and Objectives

After systematically defining the city's vision, mission and values, workshop participants next turned their attention to the specific areas of policy leadership and management focus that they believe to be likely to have the greatest positive impact on the city's long-term success.

To identify these areas of strategic focus, the workshop facilitators applied a technique known as "future pull." The workshop leader challenged the participants to mentally go forward in time to imagine great success. They were challenged to visualize a situation where the city had achieved its vision through successful accomplishment of its mission while operating within its value framework. Then they were asked, "Looking back from a position of great success, what, specifically, did the city do to achieve that success." Each participant listed the action steps that, if taken today, would lead the city to that future position. They thought about how to leverage the identified enablers to overcome obstacles. Many individual ideas were generated. Then, working together with the participants, the workshop facilitator grouped the ideas together to reveal common strategic themes. From this exercise, a total of eight strategic focus areas emerged as the most important for the City of Marshall's future.

The eight strategic goals defined by the planning workshop participants include:

Strategic Goals
• Efficiently deliver essential public services. • Strengthen economic development programs. • Promote neighborhood integrity. • Upgrade the municipal infrastructure. • Streamline city government operations. • Actively manage and measure performance. • Practice sound financial stewardship. • Enhance corporate communications.

Within each of the goals, an initial set of key **strategic objectives** can be extracted from the results of the "future pull" exercise. This listing of preliminary strategic objectives below should be reviewed, expanded and/or amended by the Commission and staff to ensure their relevancy for future planning and action.

The strategic objectives identified by the consulting team from the Commissioner's input and discussion include the following:

- **Practice sound financial stewardship**
  - Build sufficient reserves to fund repair and replacement needs with cash
  - Build sufficient reserves to fund most capital purchases with cash.
- **Actively manage and measure performance**
  - Adopt clearly defined annual performance objectives for the city
  - Implement a system of accountability for results
  - Compensate employees based on performance
  - Continue a process of regular strategic planning and evaluation.
- **Efficiently deliver essential public services**
  - Document desired service delivery standards
  - Link budget decisions to targeted service levels.

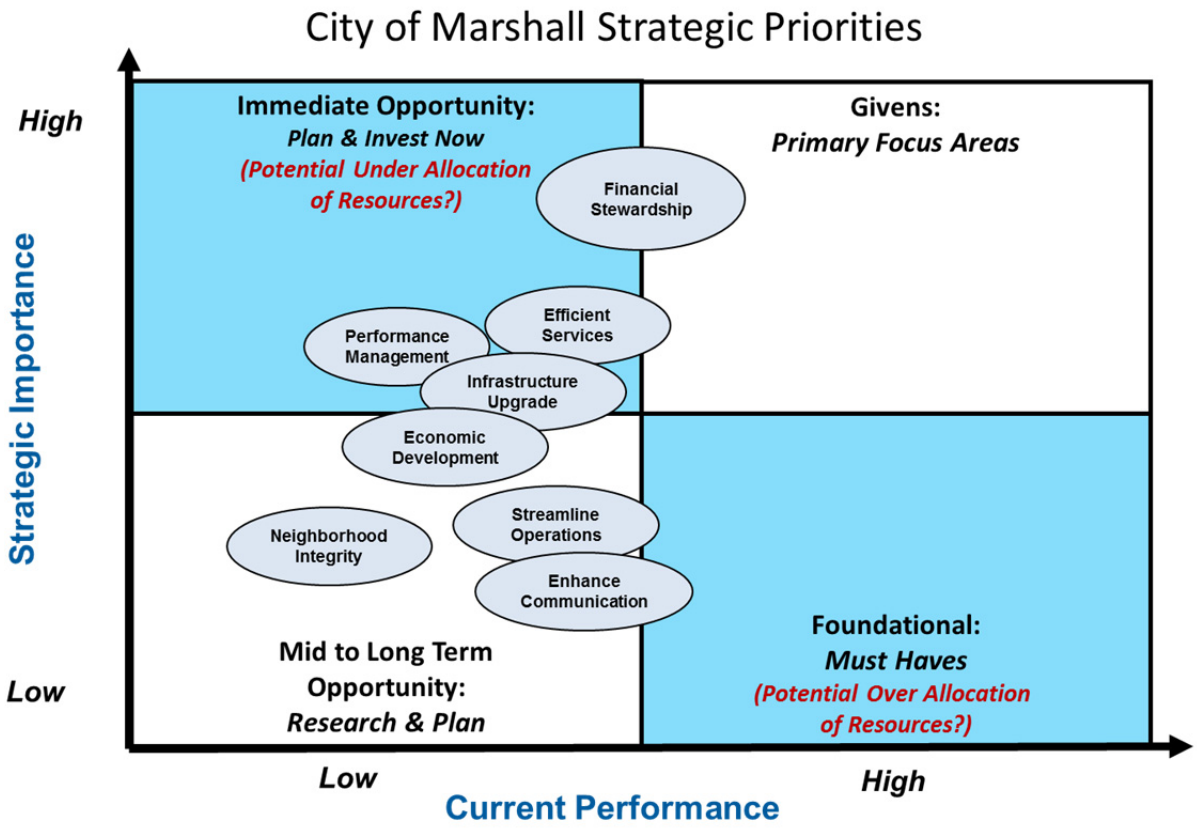
- **Upgrade the municipal infrastructure**
  - Address decaying infrastructure in older neighborhoods
  - Provide additional recreational facilities
  - Improve park maintenance.
- **Strengthen economic development programs**
  - Expand financial incentive packages
  - Aggressively grow the city's tax base
  - Compete effectively against surrounding cities.
- **Streamline city government operations**
  - Assess and redesign development processes and procedures
  - Adopt proven best practices for city service delivery
  - Leverage information technology to improve efficiency.
  - Improve Commission / staff teamwork.
- **Promote neighborhood integrity**
  - Address abandoned / dilapidated structures
  - Adopt 'green' / sustainable development practices.
- **Enhance corporate communications**
  - Increase citizen engagement in city government
  - Improve City Commission meeting procedures.

Prioritization

After identifying and agreeing on the strategic goals, participants next engaged in a process of ranking and evaluating them using anonymous electronic keypad voting technology. Each of the eight strategic goals were evaluated on two separate dimensions: ***Strategic Importance*** and ***Current Performance***. The first evaluation, Strategic Importance, used a paired comparison ranking method to establish a hierarchy of strategic priorities. Recognizing that the city needs to succeed in all eight strategic focus areas to achieve its desired future state, the table below shows the relative importance of each. The Current Performance dimension allowed each of

the participants to "grade' how well the city is currently performing or succeeding in each of the eight focus areas on a 1 to 9 scale, with 9 being "practically perfect" and 1 being "not at all."

Having evaluated each of the eight strategic focus areas on both Importance and Performance, it is possible to plot a profile of the results on a 2x2 matrix, as shown immediately below:



Definitions of the four quadrants of the strategy profile are as follows:

- **"Immediate Opportunities"** indicate key areas for innovation that can have major and early impact on success. They show where not only "doing things differently" but doing different things are imperative. Implementation time lines are usually less than one year.
- **"Givens"** are high value/high performance items. They constitute the city's primary strategies and are indispensable for current success. If they are very high in strategic importance and near the center line of performance they require efforts at improvement, doing them better. Givens demand high levels of constant attention to assure the quality of the system.

- **"Foundational Strategies"** are vital support functions. They are necessary to the system and should be performed at least an acceptable level.
- **"Mid to Long-term Opportunities"** represent key success factors that would likely be brought on line following execution of the Immediate Opportunities. These improvements often require additional investment and development time and may require 2-3 years, or more, to realize results.

Based on the interpretation matrix, the following assignments of each of the eight strategic goals can be made:

- **Immediate Opportunity – Plan and Invest Now**
    - Practice sound financial stewardship
    - Actively manage and measure performance
    - Efficiently deliver essential public services
    - Upgrade the municipal infrastructure.
- **Givens – Primary Focus Areas**
    - None identified.
- **Foundational – Must Haves**
    - None identified.
- **Mid to Long Term Opportunity – Research and Plan**
    - Strengthen economic development programs
    - Streamline city government operations
    - Promote neighborhood integrity
    - Enhance corporate communications.

The Commission's rankings of the strategic goals on the "Performance" dimension suggest that the policy makers feel that there is significant room for improvement in all of the eight areas required for strategic success.

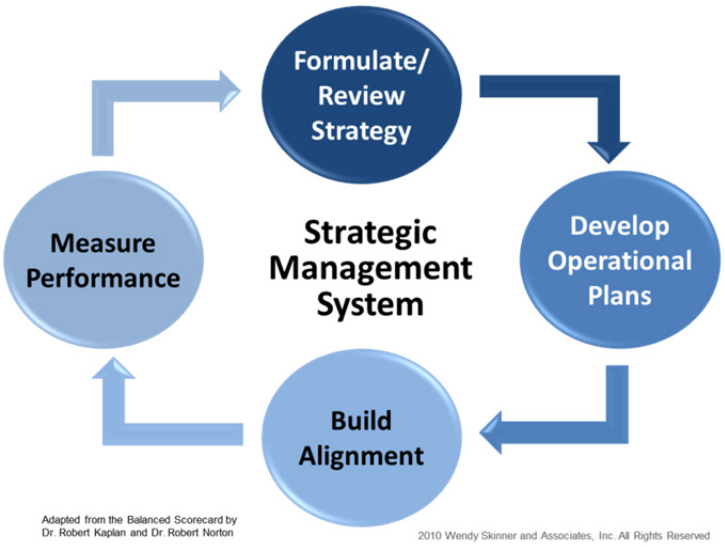
Strategy Map

A strategy map is simply a graphical depiction of the organization's strategy in terms of its vision, mission, core values, strategic goals and business objectives. It serves as a quick reference guide to the city's strategy and is a useful tool for organizing and aligning departmental plans, objectives and resources in support of the overall plan. The strategy map summarizing the City of Marshall's strategy is shown on the following page.

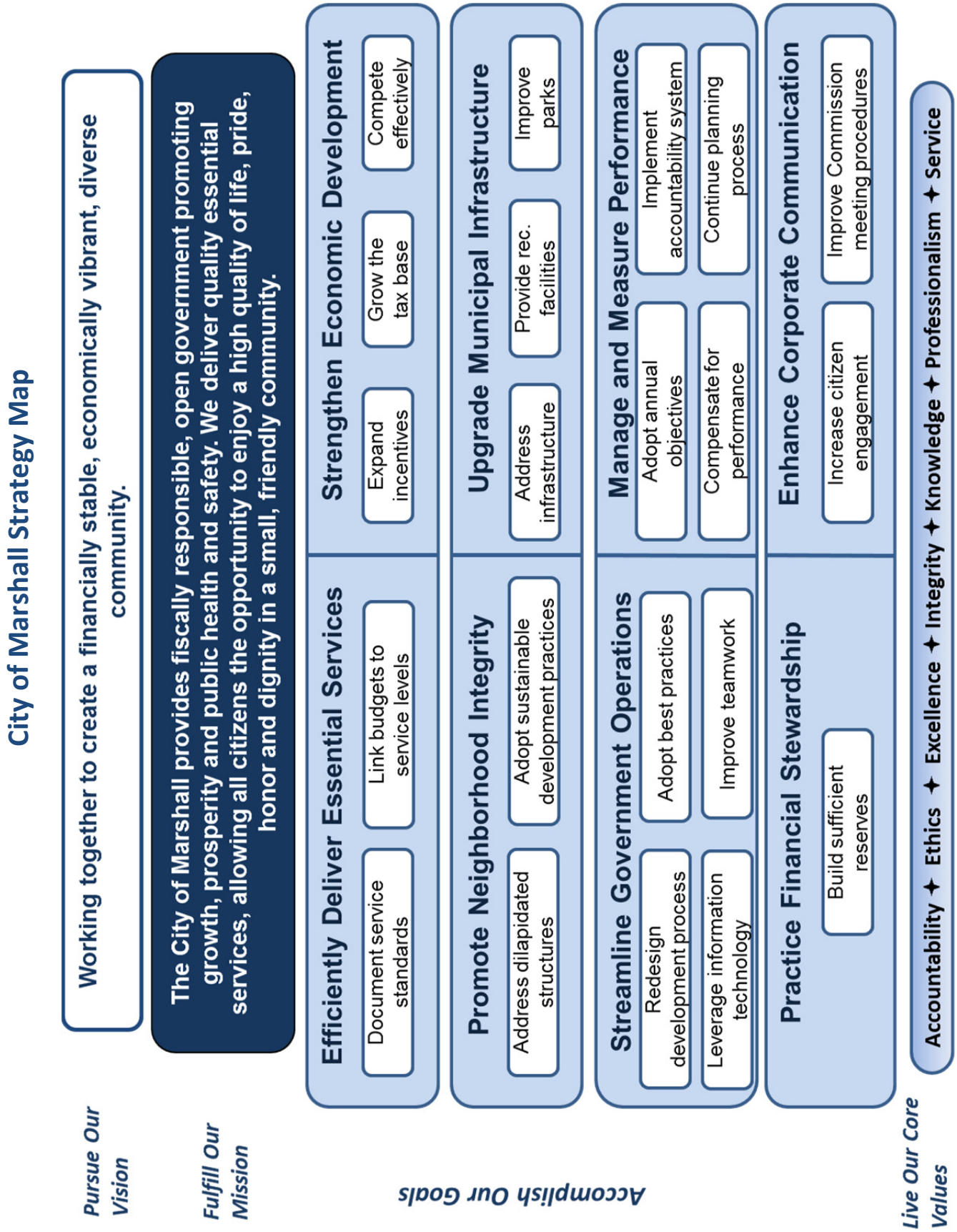
Taking Action

Strategy execution is often the most difficult and challenging aspect of strategic management for an organization to tackle. Execution includes translating the strategy into operational plans, building organizational alignment and monitoring performance against plans to ensure an organization stays on course to achieve its strategy. Developing a comprehensive action plan that accounts for these execution building blocks and providing the necessary resources to make it happen will enable the city to achieve results that are more predictable, in line with its stated direction.

The model at right depicts the four main components of strategic management. This model is an adaptation of the "balanced scorecard" approach first introduced by Dr. Robert Kaplan and Dr. David Norton in the early 90's, and is widely considered a best practice in the strategic management discipline. As shown in the model, strategic management is a cyclical process, including the following major elements.



- **Formulate/Review Strategy:** Articulate the mission, vision, values, and high-level goals and success indicators. Review the strategy at least annually and adjust as needed.


City of Marshall Strategy Map
Pursue Our Vision
Working together to create a financially stable, economically vibrant, diverse community.
Fulfill Our Mission
The City of Marshall provides fiscally responsible, open government promoting growth, prosperity and public health and safety. We deliver quality essential services, allowing all citizens the opportunity to enjoy a high quality of life, pride, honor and dignity in a small, friendly community.
Accomplish Our Goals
Efficiently Deliver Essential Services
Document service standards
Link budgets to service levels
Strengthen Economic Development
Expand incentives
Grow the tax base
Compete effectively
Promote Neighborhood Integrity
Address dilapidated structures
Adopt sustainable development practices
Upgrade Municipal Infrastructure
Address infrastructure
Provide rec. facilities
Improve parks
Streamline Government Operations
Redesign development process
Adopt best practices
Leverage information technology
Improve teamwork
Manage and Measure Performance
Adopt annual objectives
Compensate for performance
Implement accountability system
Continue planning process
Practice Financial Stewardship
Build sufficient reserves
Enhance Corporate Communication
Increase citizen engagement
Improve Commission meeting procedures
Live Our Core Values
Accountability ✦ Ethics ✦ Excellence ✦ Integrity ✦ Knowledge ✦ Professionalism ✦ Service

- **Develop Operational Plans:** Develop departmental business plans and budgets that include the specific objectives, performance targets, initiatives/projects, resources and funding required to achieve the strategy.
- **Build Alignment:** Communicate the strategy and plans internally and with key external stakeholders, incorporate strategic goals and objectives into employee performance plans and link compensation and reward to strategic results.
- **Monitor Results:** Measure, analyze and report on performance results against plans/targets, resolve issues, make course corrections as needed, and share knowledge and best practices to improve overall organizational performance.

The City of Marshall has completed Formulate Strategy through the definition and adoption of its vision, mission and values and the development and prioritization of its high-level strategic goals. The next steps in the transformation of the city's operating model from business as usual to truly strategic management will require deliberate and systematic focus on the adoption and execution of the remaining three components of the cycle.

Strategic Planning Recommendations

The planning workshop organized and facilitated by the Azimuth team was the City of Marshall's first serious attempt at engagement in long-term strategic thinking. In many respects, this was a daunting and challenging effort and, in many ways, foreign to the long-standing governance practices of the Commission. Given the unfamiliarity with the process itself, and the very limited time allocated to it, the results were encouraging and establish a foundation for future improvement.

RECOMMENDATION Review and adjust the strategic plan presented in this report as appropriate.

- The commission and staff should work together to review and confirm the strategic goals established in the planning workshop and, importantly, develop a more robust and complete set of objectives to support the accomplishment of the goals.
- Given the time constraints of the workshop and the limitations of the scope of services included in the AGI contract, the strategic objectives shown on the strategy map were inferred by the project consultant without sufficient input from the city staff, advanced

thinking by the members of the Commission and constructive dialog between elected and appointed officials.

RECOMMENDATION Commit to a regular, annual process of strategic planning directly linked to the budget process.

- As a precursor to the annual budget process, the Commission and staff should develop a disciplined practice of collaborative strategic planning. Many city councils and staffs conduct an annual planning retreat, often at an offsite location, to evaluate progress made on projects and objectives established for the year, to review current and projected financial conditions and to consider needed updates to the strategic goals, objectives and priorities.
- The results of the annual strategic planning retreat and any guidance provided by the City Commission should become the foundation for the staff's development of departmental business plans, leading to the assembly of the City Manager's proposed budget for presentation to the Commission in the late summer / early fall.

RECOMMENDATION Develop and implement a strategy deployment and execution plan.

- The City Manager, in the role of the city's chief executive officer, should have the primary responsibility for ***strategy execution.*** For the City Manager to do so, the City Commission, acting in its role of a corporate Board of Directors, must first take responsibility ***for strategy formulation***.
- Just as policy is the province of the Commission and administration the province of the staff, so it is with strategy. The Commission sets strategic priorities, defines how their accomplishment will be measured, and then holds management accountable for the effective execution.
- The Commission should determine its approach to strategy formulation, in close consultation with the City Manager. The City Manager should provide professional advice and counsel to the governing body as to the most effective means to achieve the Commissions goals with respect to institutionalizing a strategic planning program. Many cities conduct an annual strategic planning retreat or workshop, often but not always led by an outside facilitator, to develop, review, refine the strategic plan.

RECOMMENDATION Identify and adopt reporting tools and processes to track and report results, identify further improvement opportunities, and document results.

- Once the Commission adopts the city's strategy, that strategy becomes the documented policy of the governing body and the City Manager is accountable for its execution. The Commission should focus more on the desired outcomes / results they expect the city government to achieve and less on the specific means / tactics by which those results are obtained, subject to limitations and guidelines established by the Commission and law.
- By ensuring that strategic goal attainment and operating results are measured and reported by management to the Commission and the general public, an improved focus on accountability for results is created and can foster a climate of mutual confidence and trust between elected officials and appointed staff.

IV. Organizational Structure and Performance

Findings and recommendations related to the managerial structure of the City of Marshall and the processes and practices in place to ensure effective management of organizational and staff performance are presented in this section.

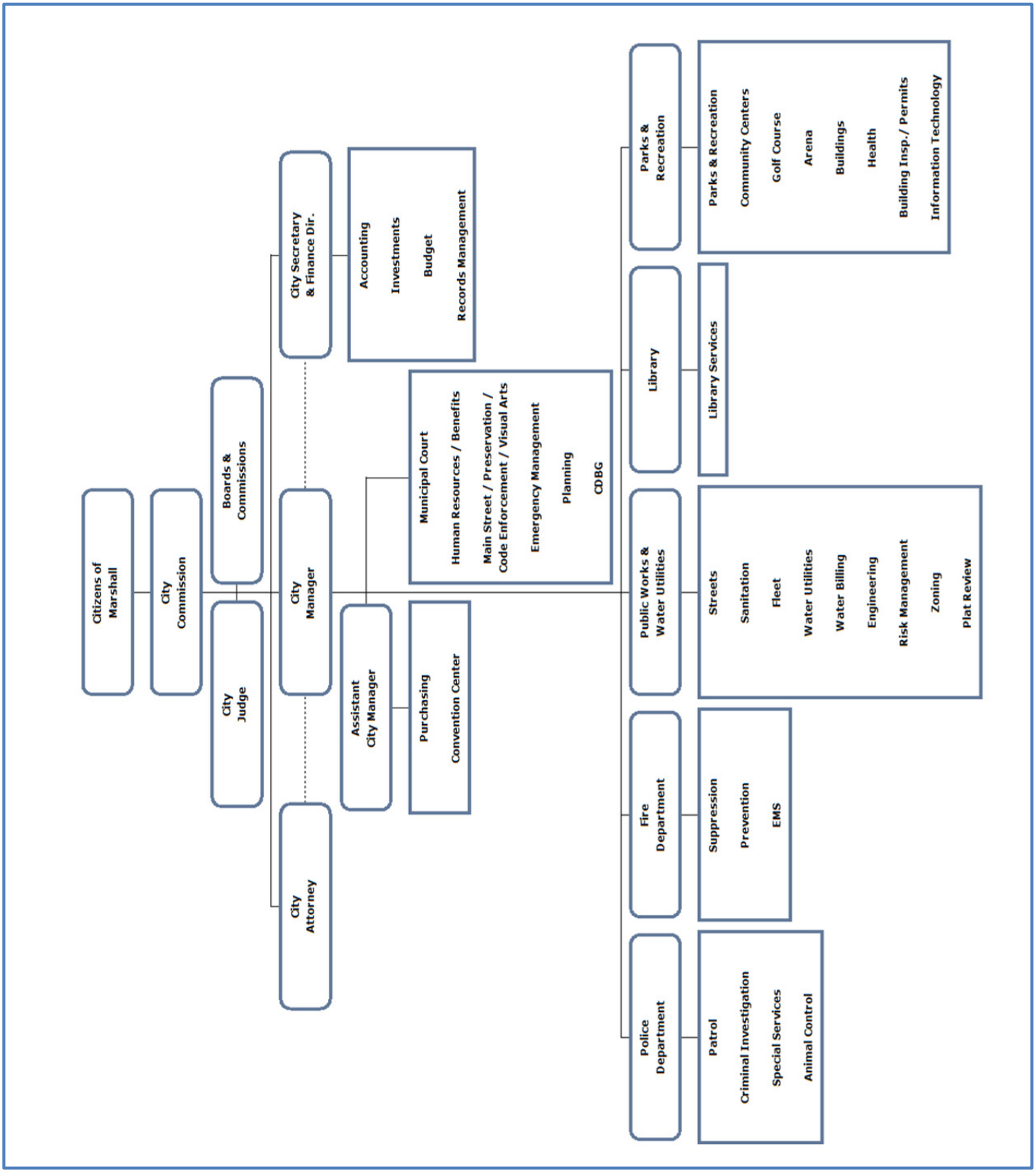
Organizational Structure Findings

The project consultants evaluated the current organizational structure of the City of Marshall in terms of its overall efficiency and effectiveness and its ability to support the strategic priorities of the City Commission. The existing structure, which is shown in the organizational chart on the following page, has been in place for many years and incrementally modified as staff turnover and budget constraints have necessitated.

In general terms, the current design features of the existing structure include the following:

- Per the City Charter, the City Commission directly appoints the City Judge, members of various boards and commissions and the following executive management positions:
    - City Attorney (contracted position)
    - City Secretary & Finance Director
    - City Manager.
- The City Manager serves as the city organization's chief executive officer and is responsible to the City Commission for the overall administration of city affairs, consistent with the policy direction of the Commission. While both the City Attorney and City Secretary & Finance Director are accountable directly to the City Commission, the City Manager has significant "dotted line" organizational relationships with each.
- Five major departments of the city government, each headed by a director-level manager, report directly to the City Manager. These include:
    - Police
    - Fire
    - Public Works & Water Utilities
    - Parks & Recreation
    - Library.

Current City of Marshall Organizational Structure



- Additionally, the City Manager supervises several smaller offices such as:
  - Human Resources / Benefits
  - Main Street / Code Enforcement / Visual Arts / Preservation
  - Municipal Court.
- The City Manager is also directly responsible for directly managing the Planning, Community Development Block Grant and Emergency Management.
- A single Assistant City Manager, reporting to the City Manager, directly oversees the Convention Center and serves as the city's Purchasing Manager.
- Police, Fire and Library functions are organized in a typical fashion.
- Public Works and Water Utilities includes, in addition to the standard infrastructure maintenance and operations functions, responsibility for water billing, risk management, zoning and plat review.
- In addition to the standard Parks & Recreation functions found in most municipal organizations, the Marshall Parks & Recreation department includes less standard responsibilities such as Information Technology, Building Inspections and Permits and Health Inspections.

Organizational Structure Findings

FINDING The City Manager's span of control is ineffective.

- With a total of 11 direct reporting staff members, including an Executive Secretary, the Assistant City manager, five department directors, indirect / shared oversight of the Finance function and direct supervision of three smaller offices, the City Manager's span of control is excessive.
- Especially considering the Manager's additional – and high priority – accountability for serving the needs of the Mayor and City Commission, coordinating with boards and commissions and other units and levels of government and personal operation of the planning and community development functions, there is simply too much on the managers plate to be efficiently managed.
- The City Manager has had the tendency to take on direct responsibility for certain functions when fiscal pressures have caused the downsizing of the organization and the elimination of intermediate level management positions.

FINDING The Assistant City Manager position is underutilized.

- The Assistant City Manager, while the designated second in charge of the organization, functions in a daily capacity more as a departmental or divisional manager.
- There is no line management responsibility or accountability for operating departments other than the Convention Center, which he previously managed before appointment as the Assistant City Manager.

FINDING Planning and community development activities are dispersed throughout the organization.

- Despite the need for a focused and effective effort at community and economic development, there is no single department responsible for these functions.
- Accountability for the planning and community development functions is split among the City Manager, Public Works & Utilities Director, Parks & Recreation Director and the Main Street Coordinator.
- There is no single office or individual – other than the City Manager on larger initiatives - with assigned responsibility for the oversight and management of development projects from start to finish, creating opportunities for miscommunication, delay and inconsistent decision making.

FINDING Internal support services are scattered and uncoordinated.

- Human resources management and benefits administration are the responsibility of the Human Resources Manager, reporting to the City Manager.
- Finance, accounting, budgeting, investment management and records management are the responsibility of the City Secretary / Finance Director, reporting to the City Commission and, indirectly, the City Manager.
- Purchasing is the personal responsibility of the Assistant City Manager.
- Risk Management is located within the Public Works & Water Utilities Department.
- Information Technology is the responsibility of the Parks & Recreation Director.
- Legal services are provided through a contracted arrangement with a local attorney.

FINDING Management of revenue producing facilities is disjointed.

- The city owns and operates several facilities that are intended to produce revenue and provide venues for both local activities and tourism and related applications.
- These revenue-generating facilities include a Convention Center managed through the Assistant City Manager, a Visual Arts Center managed by the Mainstreet Coordinator as a part of the city's general administrative group, and a nine-hole golf course, an arena and two community centers managed by Parks & Recreation.
- Additionally, the city operates and maintains athletic facilities and other park spaces with revenue producing potential.
- There is little or no evidence that the city seeks to manage or coordinate the marketing of these facilities to maximize their utilization.

Organizational Alternatives Workshop

To address the identified organizational performance challenges presented by the current structure of the city, project consultants planned and facilitated an organizational alternatives workshop with the executive management team of the City of Marshall. The purpose of this workshop was to explore and assess the strengths and weaknesses of several alternative structures developed by the consultant team.

Four alternative structures to address the organizational findings were developed and presented to the leadership group in a half-day workshop setting. The workshop participants were divided into working teams to evaluate the degree to which each alternative addressed the issues raised through the consultants' analysis.

The four alternative structures included the following:

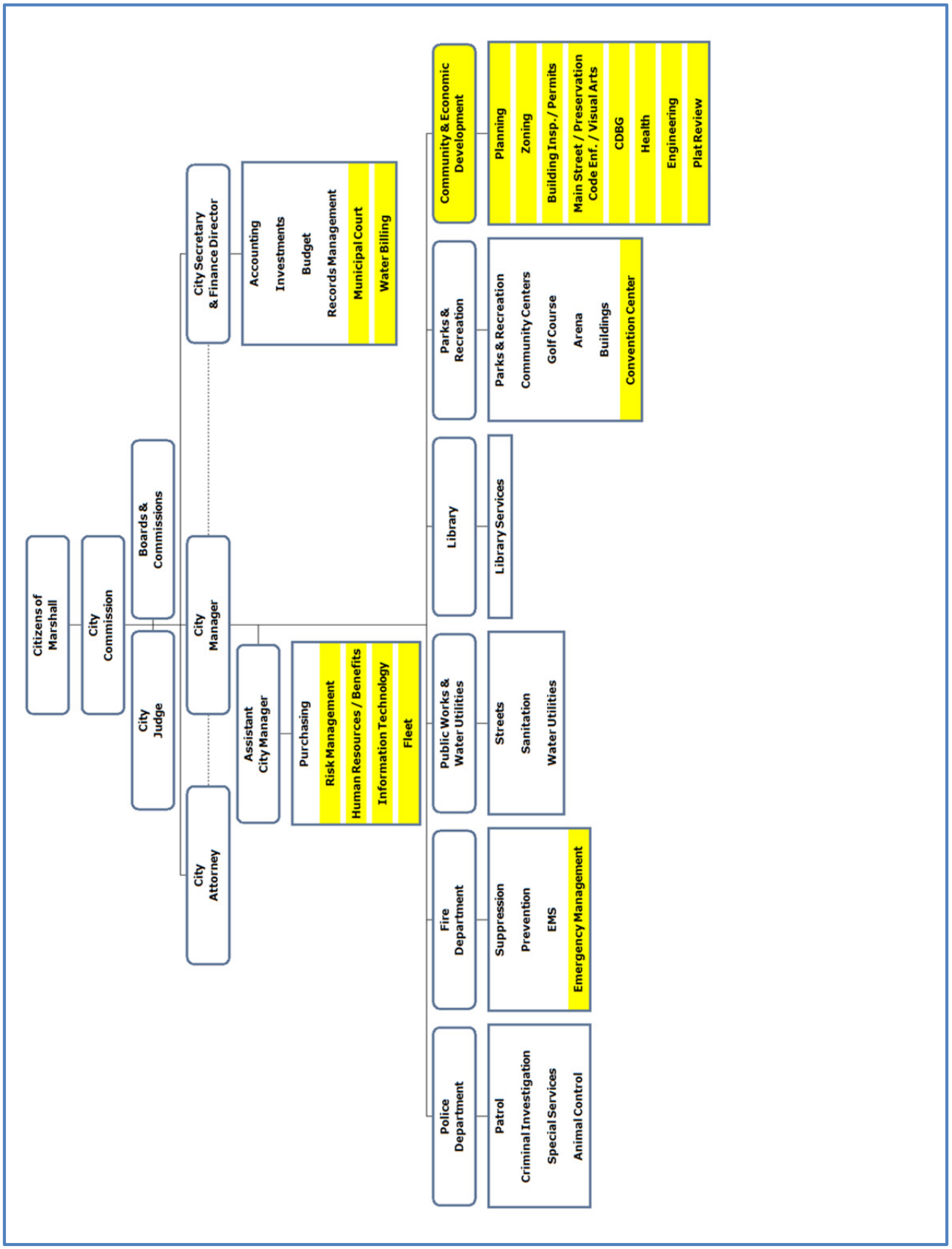
- Alternative A – ACM as Chief Administrative Officer, Full Community Development Department
- Alternative B – Expanded ACM Role with an Event Services Department
- Alternative C – Community Services Concept and Event Services Departments
- Alternative D - Expanded Parks & Recreation and Community Development Departments

While there are certain similarities among and between this alternatives, they each seek to address the organizational findings. These alternative models are presented and summarized on the following pages, along with a summary of the staff evaluation of each.

Alternative A – ACM as Chief Administrative Officer , Full Community Development Department

- This alternative is shown in the organizational chart on the following page.
- Key features of this alternative are highlighted in yellow on the organizational chart and include:
    - The City Manager's span of control is reduced from 11 to 9 direct reports.
    - The Assistant City Manager's scope of responsibility is expanded to include Purchasing, Risk Management, Human Resources/Benefits, Information Technology and Fleet Management, positioning the Assistant City Manager as the city's Chief Administrative Officer with comprehensive authority and accountability for the "back office" functions of the organization other than those financial functions located in the City Secretary & Finance Department.
    - The City Secretary & Finance Department is expanded to include:
        - Water Billing (transferred from Public Works)
        - Municipal Court (transferred from the City Manager)
    - Transfer of the Convention Center from the responsibility of the Assistant City Manger to Parks & Recreation, thus grouping the responsibility for most revenue producing facilities in that department.
    - Transfer of Emergency Management to the Fire Department from the City Manager.
    - Creation of a new Department of Community & Economic Development comprising:
        - Planning and Community Development (from the City Manager)
        - Building Inspection & Permits (from Parks & Recreation)
        - Mainstreet, Historic Preservation, Visual Arts and Code Enforcement (from the City Manager's office), Health Inspections (from Parks & Recreation)
        - Zoning, Engineering and Plat Review (from Public Works).

Alternative A
ACM as Chief Administrative Officer, Full Community Development Department



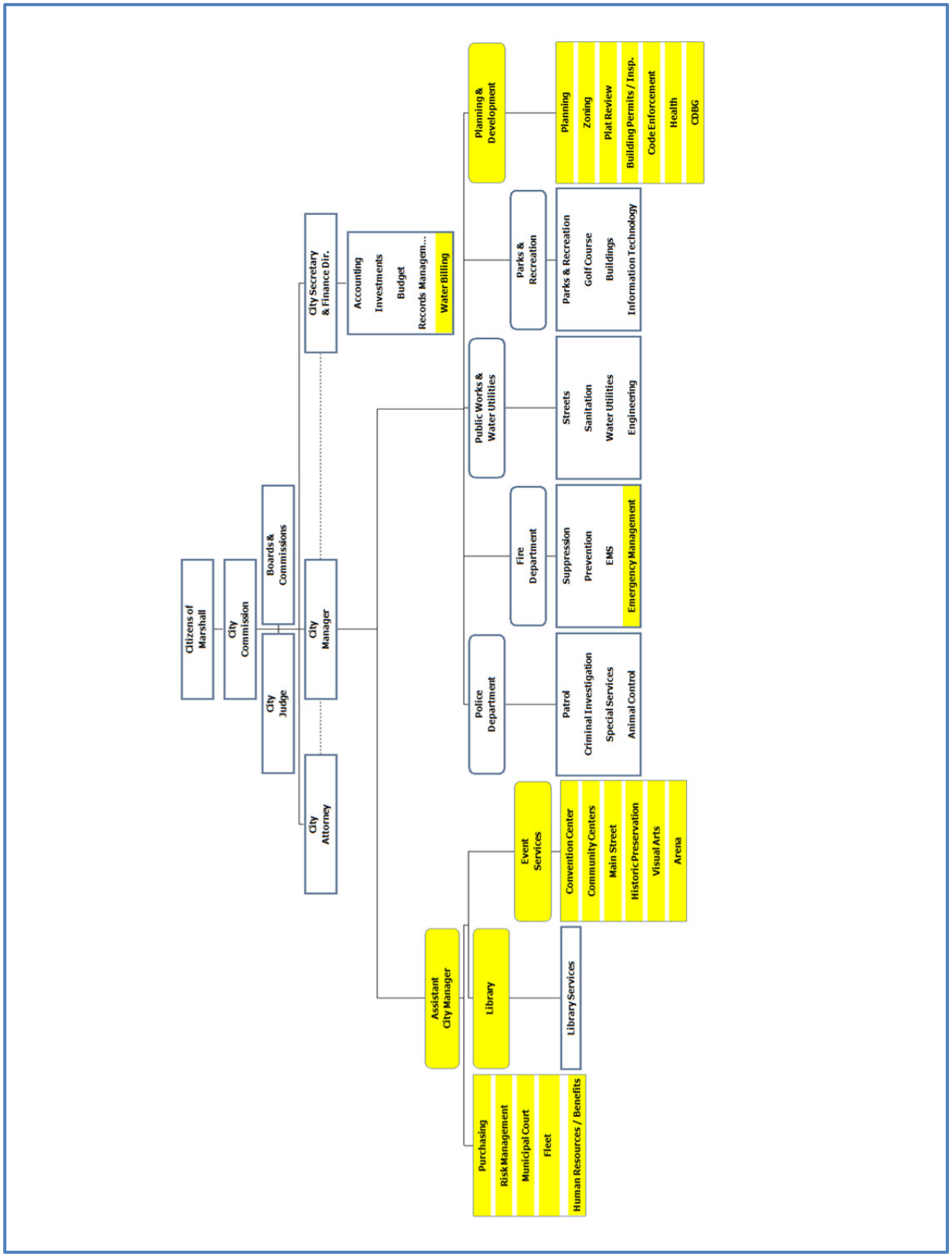
- The management staff's evaluation of the strengths and weaknesses of this alternative is shown in the table below:

Alternative A ACM as Chief Administrative Officer, Full Community Development Department	
Strengths	**Weaknesses**
• Addresses the need to reduce the City Manager's span of control • Enhances the role of the ACM • Consolidates planning and community development functions • Takes some of the daily workload off of the City Manager • Puts Emergency Management with the Fire Department	• Does not fully address the need to consolidate the management oversight and coordination of revenue producing facilities. • Internal services functions are still somewhat scattered Fails to leverage the strengths of existing staff members with respect to information technology (Parks & Recreation Director) and convention center management (ACM)

Alternative B – Expanded ACM Role with an Event Services Department

- This alternative is shown in the organizational chart on the following page.
- Key features of this alternative are highlighted in yellow on the organizational chart and include:
  - The City Manager's span of control is reduced from 11 to 8 direct reports.
  - The roles and responsibilities of the Assistant City Manager are further expanded to include not only the general administrative functions in Alternative A, but also direct line management oversight of the Municipal Court, Library and a newly created department of Event Services.
  - An Event Services Department is created to consolidate the management of the various revenue-producing facilities including:
    - Convention Center (from the ACM)
    - Community Centers (from Parks & Recreation)
    - Main Street (from the City Manager's Office)
    - Historic Preservation (from the City Manager's Office)
    - Visual Arts (from the City Manager's Office)
    - Arena (from Parks & Recreation)

Alternative B
Expanded ACM Role with an Event Services Department



- Transfer of Water Billing from Public Works to Finance
- Transfer of Emergency Management to the Fire Department from the City Manager.
- Creation of a new Department of Planning and Development comprising:
  - Planning and Community Development (from the City Manager)
  - Building Inspection & Permits (from Parks & Recreation)
  - Health Inspections (from Parks & Recreation)
  - Zoning, Engineering and Plat Review (from Public Works)

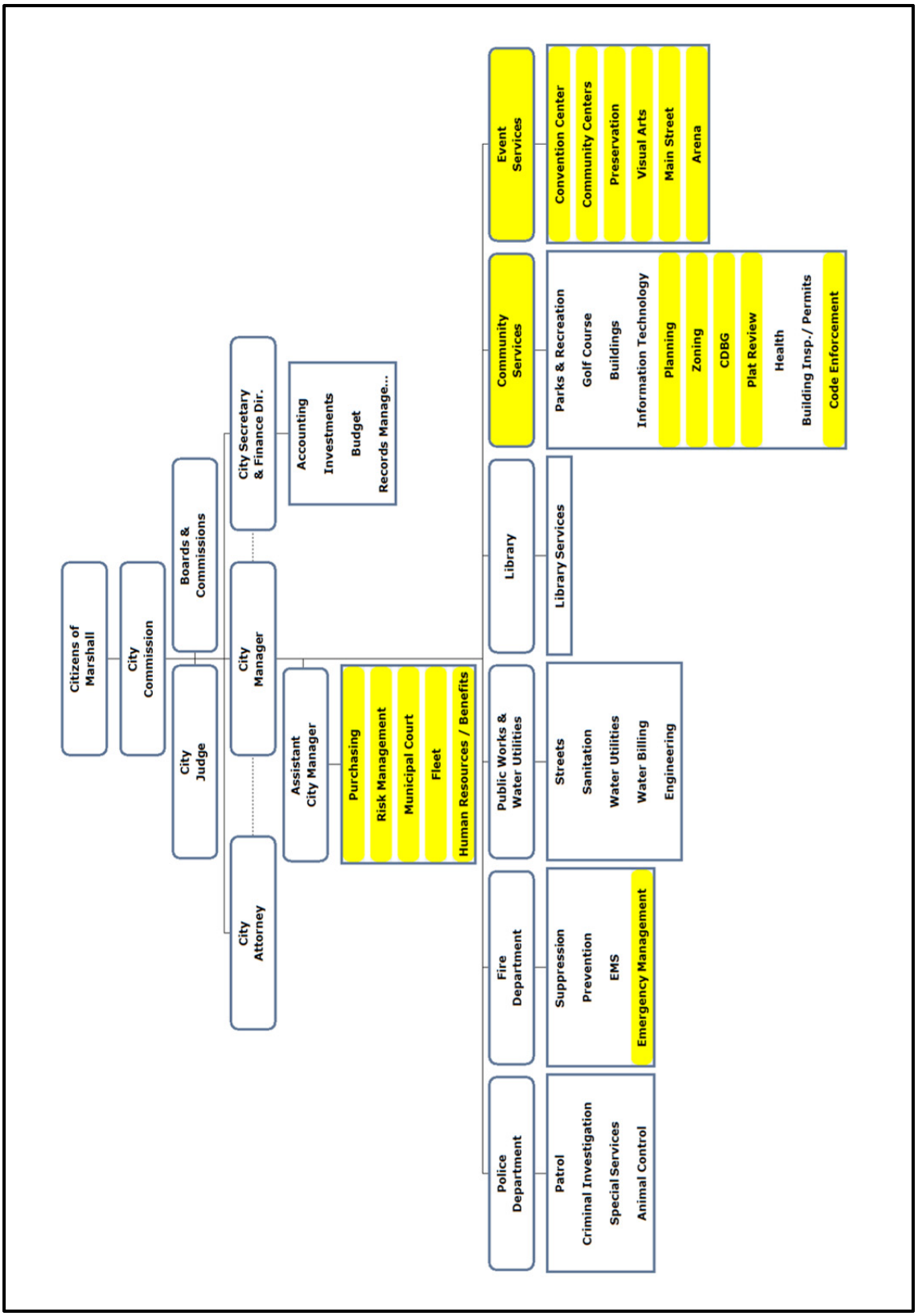
- The management staff's evaluation of the strengths and weaknesses of this alternative is shown in the table below:

Alternative B **Expanded ACM Role with an Event Services Department**	
Strengths	**Weaknesses**
• Reduces the City Manager's span of control significantly • Improves and strengthens the role of the ACM • Creates a traditional Planning & Development Department as the City used to have • Provides for better coordination of revenue producing facilities • Water Billing is a financial function and belongs in Finance • Emergency Management is better placed in Fire than the City Manager's Office.	• Internal support services are still somewhat scattered • May not fully utilize the skills of existing staff • It will be a real challenge to get the right people into the right roles • Could be a challenge to fund the addition of two new director-level positions

Alternative C – Community Services Concept and Event Services Departments

- This alternative is illustrated in the organizational chart on the following page.
- Key features of this alternative are highlighted in yellow on the organizational chart and include:
  - The City Manager's span of control is reduced from 11 to 9 direct reports.

Alternative C
Community Services Concept and Event Services Department



- The Assistant City Manager's scope of responsibility is expanded to include Purchasing, Risk Management, Resources/Benefits and Fleet Management, positioning the Assistant City Manager as the city's Chief Administrative Officer with comprehensive authority and accountability for the "back office" functions of the organization, plus Municipal Court.
- An Event Services Department is created to consolidate the management of the various revenue-producing facilities including:
  - Convention Center (from the ACM)
  - Community Centers (from Parks & Recreation)
  - Arena (from Parks & Recreation)
  - Main Street (from the City Manager's Office)
  - Historic Preservation (from the City Manager's Office)
- A Community Services Department is created by expanding the Parks & Recreation to include:
  - Planning and Community Development (from the City Manager)
  - Zoning and Plat Review (from Public Works)
  - Code Enforcement (from the City Manager's Office)
- Emergency Services is transferred to the Fire Department.

- The management staff's evaluation of the strengths and weaknesses of this alternative is shown in the table below:

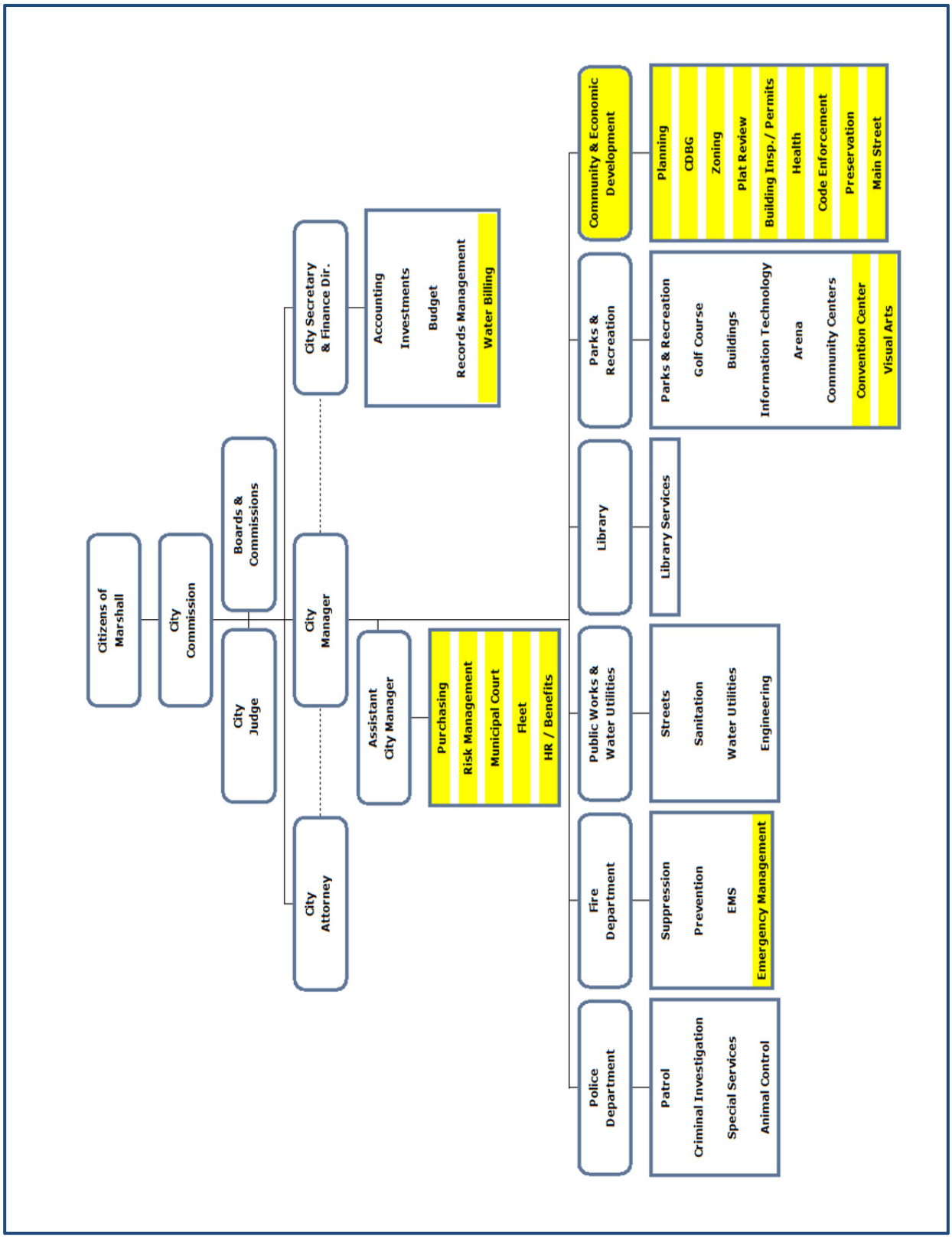
Alternative C **Community Services Concept and Event Services Department**	
Strengths	**Weaknesses**
• Internal services are grouped in a more manageable fashion. • The Community Services Department can serve as a "one stop shop" • The Event Services model ties together the revenue producing facilities	• Information technology appears out of place in Community Services • Community Services may be to large / unwieldy • Could have cost challenges related to new management roles.

Alternative D - Expanded Parks & Recreation and Community Development Departments

- This alternative is shown in the organizational chart on the following page.
- Key features of this alternative are highlighted in yellow on the organizational chart and include:
  - The City Manager's span of control is reduced from 11 to 9 direct reports.
  - The Assistant City Manager's scope of responsibility is expanded to include Purchasing, Risk Management, Human Resources/Benefits and Fleet Management, positioning the Assistant City Manager as the city's Chief Administrative Officer with comprehensive authority and accountability for the "back office" functions of the organization, plus Municipal Court.
  - The Parks & Recreation Department is expanded to cover all of the revenue-producing facilities by the addition of responsibility for the Convention Center and Visual Arts Center.
  - Creation of a new Department of Community & Economic Development comprising:
    - Planning and Community Development (from the City Manager)
    - Building Inspection & Permits (from Parks & Recreation)
    - Mainstreet, Historic Preservation and Code Enforcement (from the City Manager's office)
    - Health Inspections (from Parks & Recreation)
    - Zoning and Plat Review (from Public Works).
  - Emergency Management is assigned to the Fire Department
  - Water Billing is transferred from Public Works to Finance.
- The management staff's evaluation of the strengths and weaknesses of this alternative is shown in the table below:

Alternative D **Expanded Parks & Recreation and Community Development Departments**	
Strengths	**Weaknesses**
• Water billing fits well in Finance • Emergency Management fits in Fire • Balanced workload / department size • Revenue producing facilities combined • Full service planning and development department.	• Fleet should remain with Public Works • Consider Code Enforcement and Building Inspection to the Fire Department • Consider moving the Library to the ACM's supervision.

Alternative D
Expanded Parks & Recreation and Community Development Departments



Proposed Future Organizational Structure

Following completion of the Organizational Alternatives workshop, the consulting team compiled all of the feedback and suggestions received and reevaluated the four options. Based on that reassessment, a fifth alternative emerged and is proposed and recommended for the City Commissions consideration and adoption. As shown in the organizational chart on the following page, the recommended design has the following salient features:

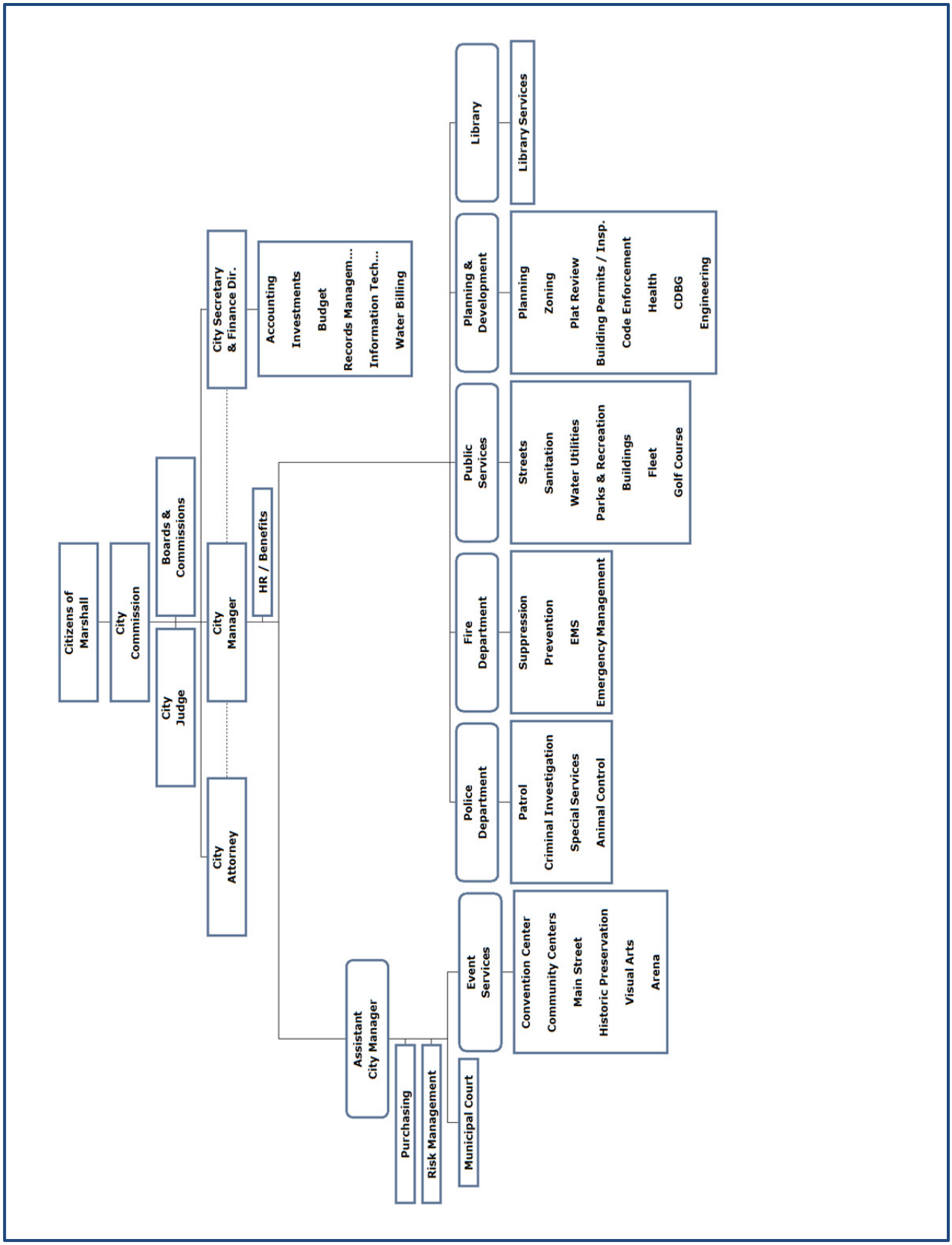
RECOMMENDATION Reduce the City Manager's span of control from 11 direct reporting managers and staff to nine.

- These include the direct management of five line departments (Police, Fire, Public Services, Planning and Development and Library).
- Additional direct reports include the Assistant City Manager, Human Resources Manager and an Executive Secretary.
- The "dotted line" relationship to the City Secretary & Finance Director is also included.
- While this is still a significant number of direct reports, the City Manager is also relieved of several direct programmatic responsibilities, allowing him to delegate more and devote more attention to the executive roles, Commission support and external / community leadership responsibilities.

RECOMMENDATION Create a full-service Planning & Development Department by consolidating currently scattered functions under a single accountable manager.

- The Planning & Development Department should be responsible for the functions of Planning, Zoning, Plat Review, Zoning, Community Development Block Grant, Building Permits and Inspections, Code Enforcement, Health Inspections and Engineering.
- Additionally this new department should assume responsibility, as a corollary to its CDBG responsibilities, for coordinating grants-related research, application and proposal writing activities on behalf of the City of Marshall, working closely with other grant-eligible services and programs.

Proposed Future Organizational Structure



- The city should carefully consider recruiting externally for a Director of Planning and Development, with a focus on attracting an experienced urban planning professional to lead this integrated department.
- Salary and benefit costs of this new position can be expected to total in the range of $97,000.

RECOMMENDATION Create a single department of Public Services through the consolidation of the current Parks & Recreation, Public Works & Water Utilities functions.

- This department becomes the city's major field operations and maintenance department and organizationally co-locates personnel engaged in streets, utilities and grounds maintenance activities, along with their equipment, under a unified leadership structure.
- Specifically, the functions included in the consolidated Public Services Department are:
    - Streets
    - Sanitation
    - Water Utilities
    - Parks & Recreation
    - Golf Course
    - Buildings
    - Fleet Maintenance.
- A savings of one department director level position could be realized through this consolidation. Considering both salary and benefit costs, such savings could total in the range of $110,500 annually.

RECOMMENDATION Establish a new Event Services Department, reporting to the Assistant City Manager, to lead and coordinate the marketing, sales, operation and maintenance of the city's key revenue-producing facilities.

- The functions transferred into the proposed Event Services Department include the Convention Center, Arena, Community Centers, Visual Arts Center, Main Street and Historic Preservation.

- The assignment of this new Department under the management direction of the Assistant City Manager is intended to leverage the current incumbents past experience with and knowledge of center operations and management.
- The Director of Event Services could also assume a larger role in serving as a public information resource and a point of contact with the various community organizations and interests, many of whom may be users and customers of the facilities managed.
- Responsibility for the daily liaison and coordination with the Marshall Convention and Visitors Bureau in the promotion and sales of event venues should reside with the Director of this department.

RECOMMENDATION Assign the Assistant City Manager direct responsibility for the administrative functions of Purchasing, Risk Management and Municipal Court.

- Purchasing is a current responsibility of the Assistant City Manager and the Municipal Court operates presently with considerable autonomy, with the Court Administrator administratively responsible to the City Manager and responsible to the City Judge for legal / judicial matters.
- Risk Management functions are currently housed in Public Works and would not become a part of the proposed consolidated Public Services Department. Rather, the Assistant City Manager would assume personal responsibility for this activity. The city's current conception of risk management is a very traditional one, focused primarily on claims processing, maintaining appropriate insurance coverage and employee safety. More and more, however, many organizations expand the definition of risk management to encompass the notion of "risk" as any event or condition, internal or external, that could impede the organization's ability to achieve its strategic purpose.

  A fully effective risk management program requires significant coordination across departmental lines, including close collaboration with the City Attorney, Finance Director, Human Resources and the managers of service programs exposed to high risks of loss. These typically include Public Works, Police, Fire and Parks & Recreation.

RECOMMENDATION Transfer responsibility for Emergency Management to the Fire Department.

- This activity is presently organized under the City Manager but is more closely aligned with the public safety services. Fire Departments are traditionally associated with the management of emergency response planning and preparation.

RECOMMENDATION Assign responsibility for Water Billing to the City Secretary & Finance Director.

- Water Billing includes both office collection and field meter reading and maintenance activities. It is currently organized within the Public Works Department.
- This is primarily a financial management function and aligns more closely within the city's broader finance operation.

Substitute Future Organizational Structure

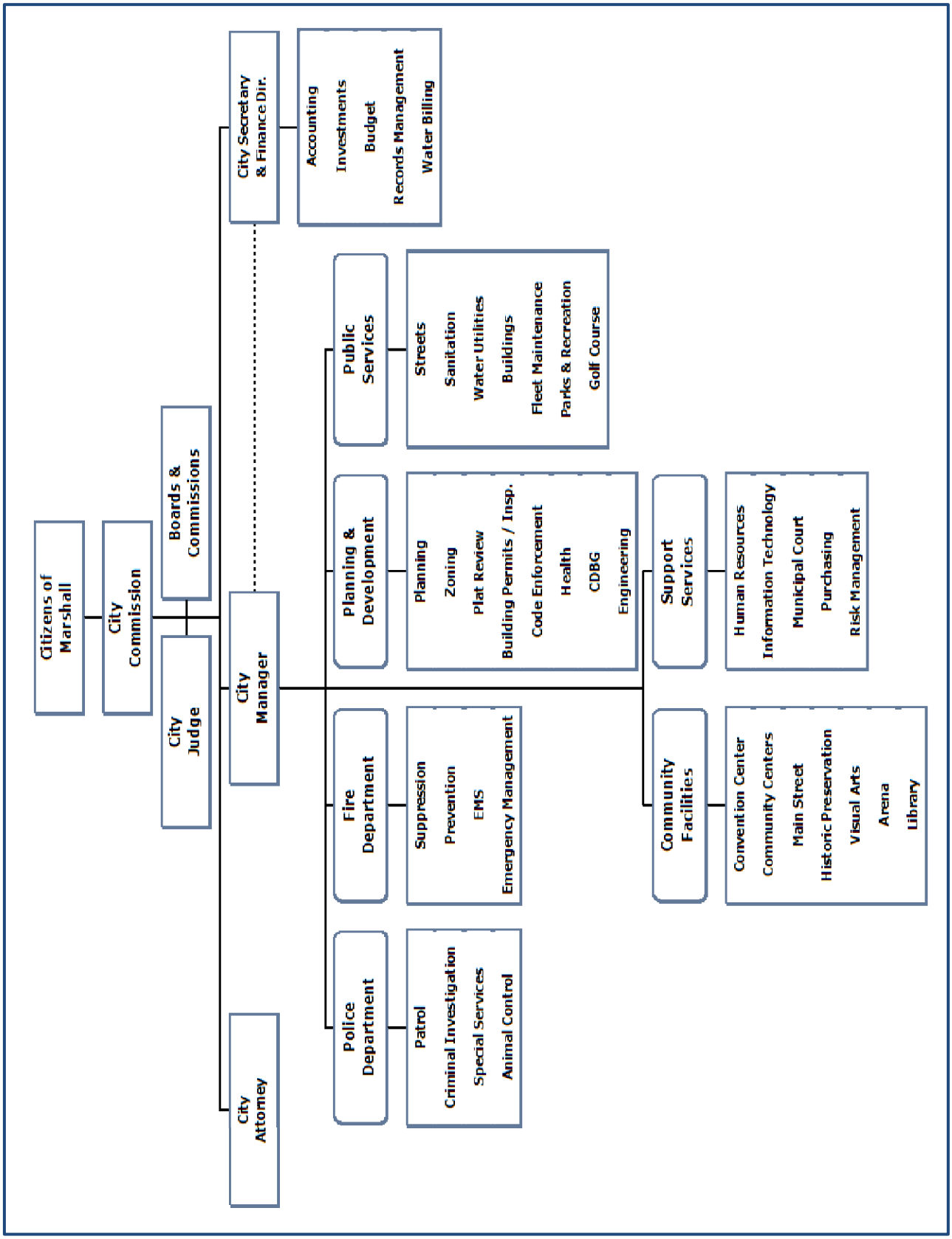
Based on the input and feedback received from a majority of the Marshall City Commission, we have also prepared a substitute organizational structure for consideration by the Commission, with the professional advice and input of the City Manager. As with the previous models considered, this version effectively resolves several of key structural concerns:

- It reduces the City Manager's span of control and off-loads some of his daily workload.
- It strengthens the management of planning and community development functions.
- It provides focus for the management of internal support functions.
- It consolidates the management and coordination of the city's revenue-producing facilities.

However, unlike the other alternatives considered and evaluated, this model eliminates the position of Assistant City Manager, thus "delayering" the administrative structure and saving the salary and benefit costs of that position while placing the City Manager in a direct supervisory position over all subordinate departments not otherwise reporting to the Mayor and Commission.

More particularly, as shown in the organization chart on the following page, the features of this substitute organizational structure include the following:

Substitute Future Organizational Structure



- The ***City Manager's span of control*** is reduced to direct supervision of six operating departments including Police, Fire, Planning & Development, Public Services, Community Facilities and Support Services.
- A new department of ***Support Services*** is created to consolidate and focus the management of certain critical internal support functions. These include Human Resources and Benefits, Information Technology, Purchasing, Risk Management and Municipal Court. The existing Human Resources and Municipal Court managers would report to a new Director of Support Services, who would also assume personal responsibility for the purchasing and risk management functions of the city. Information Technology personnel are also consolidated within this new department.
- A new department of ***Planning & Development*** is established, as in other alternatives previously presented, to create a single accountable management structure for the leadership of the city's planning, growth management and code enforcement activities.
- An expanded and re-named department of ***Community Facilities***, similar in concept to the Event Services Department proposed in other models previously discussed, to maximize the city's coordination and leverage of revenue-producing assets and venues including the Convention Center, Community Centers, Arena, Library and Visual Arts Center, along with the Historic Preservation and Main Street programs. The individual in this role would also assume primary liaison responsibility for coordination of Convention and Visitors Bureau relationships and programs.
- The field operations and maintenance activities of the current Public Works and Parks and Recreation Departments are consolidated into a department of ***Public Services***. This consolidation provides focus on the maintenance and construction related services of the city and facilitates the sharing and cross utilization of maintenance personnel and equipment. Functions included Streets, Sanitation, Water Utilities, Buildings, Parks & Recreation, Golf Course and Fleet Maintenance.
- Water Billing is relocated from the existing Public Works Department to the supervision of the City Secretary & Finance Director.
- Responsibility for Emergency Management is assigned to the Fire Department.

Under this alternative, the city could expect to save approximately $123,000 in salary and benefit costs for the Assistant City Manager positions. These savings are partially offset in this model

by the expected cost of a new Planning and Development Director, estimated at $97,500. All other management positions could be filled from within the existing headcount.

While this substitute structure is both functional and efficient, it will ultimately be the policy decision of the City Commission as to its merits and challenges relative to other available options. The structure does not include a clearly identified second in command, but does allow the City Manager to provide professional growth and succession management opportunities to a range of senior city leaders.

In considering the adoption of any of the alternative structures explored as a part of the citywide efficiency study, the respective roles and responsibilities of the Commission and City Manager should be observed. Article VI, Section 122 of the Charter creates the position of City Manager as the chief administrative officer of the city, as follows (emphasis added):

> *The Commission of the City of Marshall shall employ some suitable person as "City Manager" of the City of Marshall,* ***who shall be the administrative head of the said City, and who shall be responsible for the efficient administration of all of the various departments of the City****. …".*

As further defined in Article VI, Section 124, the administrative and supervisory powers of the City Manager are (emphasis added):

> *The said* ***City Manager shall have general administrative powers in the City government of every kind****, together was [with] such additional powers the commission shall grant unto him by ordinance.* ***Said City Manager shall employ all persons in the service of said City****, except the school board of the public schools, the City Treasurer, the City Attorney and the City Recorder,* ***with the consent of the commission****. Such appointments so made by the said City Manager of city employees shall be on merit and fitness alone and subject to the laws of Texas on Nepotism, and he shall have the power to remove any person employed by him at any time.* ***Said City Manager shall exercise and control the supervision of all departments of the City and all persons appointed by him****. He shall attend all meetings of the commission, with the right to take part in the discussion but shall have no right to vote therein. He shall recommend to the commission such measures as he shall deem necessary, and shall keep the commission fully advised of the financial condition and needs of the City, and perform all other duties prescribed by the charter, or which may be required by ordinance.*

Additionally, Section 125 states:

> *All provisions of the Charter or Ordinances of the City of Marshall, wherein the Chairman of the Commission is given any administrative powers, be held and construed as giving and vesting such powers in the City Manager alone, leaving the said Commission of the City of Marshall with the legislative and executive powers exclusively, and with power in said commission of discharging the said City Manager at will.*

As the City Commission and City Manager collaborate to make final decisions on the organizational structure (along with the other recommendations included herein), the important distinctions between the respective policy setting and administrative roles set forth in the city's governing document should be respected.

V. Departmental Operations

This section of the Final Report includes the significant findings and recommendations related to the efficiency and effectiveness of municipal service delivery. Building from the preliminary assessment results, the outcomes of the City Commission's strategic planning session, the organizational design effort and the consulting team's evaluation of the efficiency and effectiveness of the operations of each city department, specific findings and recommendations are organized by departmental and/or functional area.

In each of these departmental sub-sections, a series of "Findings" – factual statements and conclusions we have drawn, based on our experience, analysis, and observations of City of Marshall operations – is presented. Each finding is supported with brief statements of the evidence that led to the conclusion. Then, specific recommendations for improvement are presented and described for each of the major topical areas.

General Administration / Legislative

FINDING ***The City Commission lacks a consensus long-term vision and direction for the City of Marshall.***

- No adopted strategic plan to guide priority setting and decision making is in place.
- Until the half-day planning workshop conducted in the summer of 2013 as a part of this review, the City Commission has never devoted dedicated time to working collaboratively as a body to achieve consensus on a set of community and organizational priorities.
- The strategic planning workshop, though a commendable start, was inadequate to sustain long-term strategic success. Absent a clearly articulated set of policy objectives, it is difficult to establish meaningful performance objectives for the management team, thus undercutting the Commission's ability to hold management accountable for results.
- Governance processes appear to be dysfunctional. Votes on the Commission are periodically split along racial lines and there appear to be fundamental differences among

members as to the proper role of city government in the community. Commission meetings are often fractious.

RECOMMENDATION Develop a disciplined and systematic approach to strategic planning, goal setting and management oversight.

- The city should incorporate strategic and operational planning activities into its regular business management discipline. As described in this report's chapter on strategic planning, a well-developed strategic management cycle, starting with the development and/or update of strategic plans and linking to annual business planning and budgeting processes, ensuring the operating plans align to strategy, and measuring and reporting on results will help to foster a culture of accountable management over time.
- The City Commission must set the "tone at the top," setting an example that strategic, long-range thinking and planning is an expectation and then holding both management and each other accountable for doing so.
- Even the most routine decisions that rise to the level of the Commission for action should be considered in light of how the decision will affect the success of the organization.
- Routine decisions on at the Commission level should always be considered in light of their impact on the city's overall goals and objectives. By definition, if a decision reaches the Commission that is not strategically important, then the value of expending Commission time and attention on it should be questioned.

FINDING The Commission has not established written, measurable performance goals, objectives or standards for the officials it directly supervises including the City Manager, City Secretary & Finance Director and City Attorney.

- Just as the Commission has not yet fully embraced the concept of strategic management, neither has it been effective in communicating its performance expectations to its direct appointees.
- Although the Mayor has worked to develop a performance evaluation model for the City Manager and City Secretary & Finance Director, the Commission has yet to approve or adopt such a tool.

- There are members of the Commission that do not see the value of having a formal evaluation process for the appointed officials, preferring a more informal procedure.
- It is very difficult, however, for the governing body to expect "good" out of the people it appoints and supervisors if the members are either unwilling or unable to communicate with some precision what "good" is.

RECOMMENDATION ***Annually prepare and communicate written performance objectives and standards for all Commission-appointed officials and provide regular, formal feedback on performance.***

- The Commission could consider the creation of a Personnel Committee of the Commission, much like found on many corporate boards of directors, to assume direct responsibility for the development of an evaluation methodology for the appointed officials.
- Working with each appointed official individually, specific and measurable performance targets for each fiscal year should be established and agreed in writing. These objectives should flow from and be linked to the City Commission's strategic priorities and business objectives included in the annual budget.
- The performance plan should provide for periodic progress reporting and feedback, either to the full Commission or the suggested Personnel Committee, on not less than a semi-annual basis. Quarterly preferred.
- Each appointed official should receive a formal, written evaluation of his/her performance each year. Areas of accomplishment should be acknowledged and areas in need of improvement directly communicated and included in the performance goals for the ensuing year.
- Multiple resources are available to the Commission to completed its design and adoption of a performance evaluation tool and process for the City Manager and other direct reports. These resources include independent consultants with experience in the development of such processes, the International City County Management Association (ICMA) and multiple sample forms and procedures documents available online.

FINDING ***The Commission does not formally engage with the Boards of the Convention and Visitors Bureau or MEDCO.***

- Two external entities, the Marshall Convention and Visitors Bureau (CVB) and the Marshall Economic Development Corporation (MEDCO) are delegated significant responsibilities for the management of economic development-related programs and activities.
- In our interviews with both city staff and members of the City Commission, the strained nature of the relationship between the city and both CVB and MEDCO became evident.
- The Commission as a body does not regularly meet with the Boards of these organizations to jointly set performance goals, review progress, celebrate success and address issues.
- Especially with respect to the CVB, relationships and communications among the respective staffs is dysfunctional and unproductive. Members of each staff appear to be more focused on issues of turf protection and the redress of past incidents than on working together in the best interests of the community.

RECOMMENDATION ***Make the resolution of tensions between the CVB, MEDCO and the city a high priority.***

- The City Commission, as the duly elected representative governing body, working with and through the Mayor and City Manager, should assume the leadership role in working to improve the working relationships between and among the city and these entities.
- The city should consider organizing an economic development "summit" with the Commission, CVB Board, MEDCO Board and key staff members to jointly identify and agree upon priorities, specifically identify points of friction / contention and mutually agree on resolution steps. Consider engaging the services of an outside, independent facilitator to plan, organize and document results.
- The foundational principal for collaboration should be to focus on the overall best interest of the community at large and not on the protection of turf.
- Document performance expectations in writing, hold periodic joint meetings, monitor results and take appropriate actions in the event of non-performance.
- Review and revise, as necessary, the contracts between the city and both CVB and MEDCO to clearly and explicitly define roles and responsibilities, establish performance standards and provide remedies for non-performance. If, over time, the CVB and/or

MEDCO cannot or will not perform to the satisfaction of the City Commission - who is, by definition, the "client" of these relationships – the city always has the option to replace Board members or seek other partners to perform these functions.

FINDING ***No formalized, adopted Code of Conduct and Ethics for the City Commission presently exists.***

- Many municipal government organizations develop and adopt written codes of conduct and ethics that specifically address how Commission members interact with one another, the city staff, Boards and Commission members and others contacted in the course of carrying out their official duties.
- Similarly, such codes of conduct may explicitly establish local ethics standards related to financial disclosures, avoidance of conflicts of interest, recusal procedures and the like.
- Codes of Conduct often included procedures for the enforcement of the standards of conduct and ethics.

RECOMMENDATION ***Draft, review and adopt a formal Code of Ethics and Conduct to guide the conduct of elected officials and hold each other accountable for abiding by agreed standards of deportment.***

- Assign the City Attorney to research and draft a formal Code of Ethics and Conduct and present it to the City Commission for review and adoption.
- Areas to be considered for inclusion in such a document are:
    - A personal code of Commission member conduct
    - Legal and ethical standards and requirements
    - Relationships and communication with city staff and advisory bodies
    - Council meeting decorum
    - Financial matters
    - Required training.

General Administration / City Manager

FINDING ***The City Manager's current span of control, his direct responsibility for planning and community development functions and his other external / community demands limit his effectiveness as an executive manager for the organization.***

- As noted in the Organizational Structure chapter of this report, the current span of control of 11 direct reports is excessive and ineffective.
- The City Manager has also assumed direct, personal responsibility for the management of the city's planning and community development functions serving, in effect, as both the City Manager and the Planning Director.
- The nature of the City Manager's role also demands that he be an active and visible representative of the city in the community at large.

RECOMMENDATION ***Reestablish a full-time Planning and Development Department and recruit a trained and experienced professional to lead these functions.***

- The proposed reorganization of the city and, more particularly, the creation of a full time Planning and Development Department will relieve the City Manager of the day-to-day responsibility for the execution of these functions. Functions to be included in the Planning & Development department are:
    - Planning
    - Zoning
    - Plat Review
    - Engineering
    - Building Permits and Inspections
    - Code Enforcement
    - Health
    - Community Development Block Grant administration.
- To ensure that the reorganization has its intended effect, the city should strongly consider conducting an external recruitment process and the employment of a trained and

experienced municipal planner with a background in planning, development and code related services and knowledge of the Community Development Block Grant and other Federal programs.

- The city's grant funding efforts should also be led out of the Planning and Development Department and coordinated with other grant-eligible city departments and service programs.
- While it will continue to be the role of the City Manager to guide and direct major economic development and planning projects, the daily management of these services can and should be delegated to a department-level leader.
- Estimated salary and benefit costs for the new Planning and Development Director position is $97,500.

FINDING ***The City Manager's desk can become a "bottleneck" in various review and approval chains due to the volume of transactions requiring his approval.***

- Because of the range of duties and responsibilities, both managerial and direct administrative in nature, routine decisions and approvals currently requiring his review and approval can "languish" for longer periods of time than necessary.
- Just two examples include the internal requirement that the City Manager review and approve all purchases over $1,000 and that the Manager review and approval all requests for waiver / adjustment of facility rental rates at the Convention Center.

RECOMMENDATION ***Review all policies and procedures that require direct City Manager approval and evaluate opportunities to delegate authority and responsibility.***

- The City Manager's time should only be spent on those things that cannot be legally or practically delegated.
- The city should examine all internal policies and practices that require formal approval / sign-off by the City Manager and assess the strategic value added by the Managers' personal involvement. Where possible, delegate authority and accountability to lower level managers and implement reporting mechanisms and internal controls as necessary.

RECOMMENDATION ***Focus the role of the City Manager on leading those aspects of the organization and the community that have the most strategic impact as determined by the City Commission.***

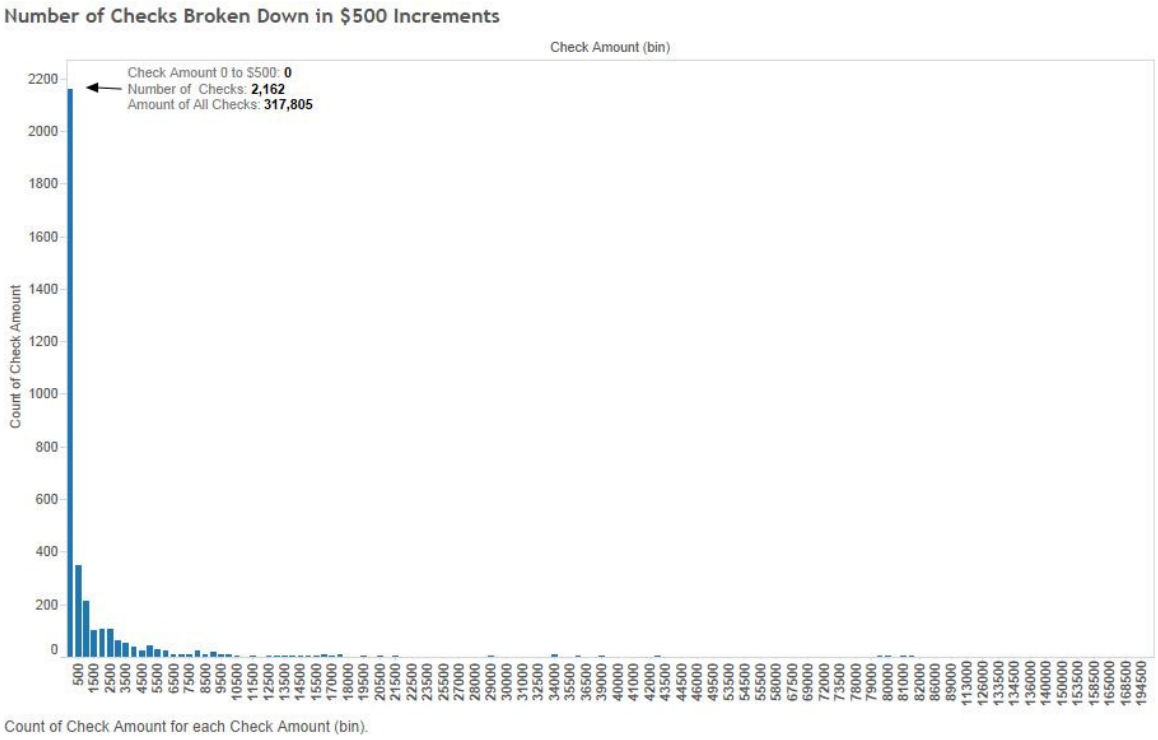
- As the city proceeds with the reorganization recommended herein and frees up the City Manager's time to devote to more strategic activities, the role should begin to shift away from that of a hands-on administrator to that of a visible organizational and community leader.
- While the City Manager's role will always include accountability for the efficient administration of city services and programs, delegation of some of the minutia that currently occupies the Manager's time will enable more focus on the long-term needs related to growth and economic development, improving the relationship with the CVB, intergovernmental coordination, implementation of strategic planning and management discipline and continued streamlining of governmental operations and costs.

General Administration / Purchasing

FINDING ***The city's procurement process lacks true internal controls and utilizes dated approval limits, technology and business processes.***

- The city's purchasing business process relies upon highly manual processes. Purchase orders are completed on paper form and routed manually for signatures. Once the purchase order is approved, it is sent to the Assistant City Manager for review. The Assistant City Manager (ACM) reviews all purchases to ensure they are coded to the correct account, the amount being purchased is valid and the vendor provides appropriate services.
- For purchases over $1,000, all purchases are forwarded to the City Manager for review.
- The Assistant City Manager spends an inordinate amount of time reviewing purchasing minutia, rather than focusing on strategic level purchasing issues.
- The city's thresholds are also artificially low. Staff has flexibility on purchases under $500. Between $500 and $1,000 all purchases come through the Assistant City Manager's Office. Purchases over $1,000 require the City Manager's approval.

- Most purchase orders submitted to the Assistant City Manager's Office are submitted after the purchase has been made. The ACM is simply reviewing the purchase order prior to issuing payment. This process provides minimal control over the actual purchase process.



- The table above highlights the number of checks produced for in increments of $500. In reviewing the city's 2012 purchase history, almost 60% of all checks processed were for amounts under $500. These checks total just over 2% of the total value of all checks processed. The IAPP (International Accounts Payable Professionals) estimates the average cost by a company to pay an invoice, in time and resources, is more than $10 per invoice. At $10 per check, the cost to produce low dollars accounts payable checks is too excessive.

- The city has multiple P-Card users. Users are limited by commodity code with daily and monthly spending limits.

- The city's enterprise finance system contains basic purchasing functionality that will allow users to enter requisition, obtain departmental approval, generate a purchase order and document receipt of items. This functionality is not being used.

RECOMMENDATION Update the city's purchasing process to limit low dollar invoice handling and check writing.

- The city should revise its existing purchasing process and policies and procedures. Purchases under $1000 should be made at a departmental level using a city assigned Purchasing Card ("P-Card"). Purchases between $1,000 and $5,000 should be submitted using an electronic requisition with the city's existing financial system. The requisition should be approved at the departmental level and come to the ACM's Office approved.
- The ACM then converts the requisition to a purchase order and returns the completed and approved purchase order to the requesting department. When the items are received, the department who initiated the purchase will complete an electronic receiving document or submitted a packing slip/invoice to accounts payable for receiving.
- The city should begin holding departments accountable for the budget and procurement activity. The first step is pushing responsibility for ensuring that the account is appropriate and the budget is available to the department. The ACM should not be performing these manual reconciliation checks.
- Approximately $16,500 in direct annual cost savings and efficiency improvement are estimated for this change.

RECOMMENDATION Fully utilize the automated procurement processes available within the city's existing financial system.

- The city has invested in automated tools to support financial management, including the purchasing process. Utilization of the available technology tools will make the purchasing process more efficient, improve internal controls and reduce reliance on paper-based processes.

General Administration / Convention Center

FINDING The authorized full time staffing of the Convention Center (4) is generous in light of utilization of the building.

- The staffing of the Convention Center includes a Manager, a Senior Secretary and two full time Custodians for facility maintenance and event setup and teardown.
- The Center is not fully utilized and is losing in the range of $200,000 each year and is not covering its operational costs.
- Event scheduling practices in the Center seek to avoid "back to back" and weekend events so as to avoid staff overtime costs.
- The city has an existing contract for custodial services for other municipal facilities.

RECOMMENDATION ***Consider outsourcing the custodial function at the Convention Center to allow more flexible / scalable staffing for event preparation, setup, teardown, etc.***

- The city should adopt more flexible practices for the staffing of Convention Center events such that the scheduling of bookings is not a function of the custodial staff's availability or overtime considerations.
- Utilization of contract personnel for event setups and teardowns, including the ability to quickly turn the facility overnight to accommodate back-to-back bookings can be more readily achieved through the employment of temporary / part-time workers, either directly on an on-call basis or through a commercial provider of custodial or day labor personnel.

FINDING ***The city's marketing and sales efforts for its various revenue generating facilities are minimal.***

- The city has multiple revenue producing facilities. Examples include the city's Arts Center, Convention Center, Arena, Golf Course and athletic facilities. Historically, the city staff have not considered the marketing and sales of these facilities to be their responsibility. Rather, they believe that the Convention and Visitor's Bureau is the primary marketing entity for all city venues. However, cooperation and collaboration between the city and the CVB with respect to the marketing of city facilities is strained.
- The city lacks a comprehensive marketing program that explicitly integrates and includes these facilities in a comprehensive way. Word of mouth is the primary mecha-

nism used to market the existing facilities. While effective in some cases, it lacks the ability to reach a broad audience with a consistent message.

- The city's website is difficult to navigate to find the various city facilities and the information that is available is limited. The Convention Center has some basic pricing and seating information, but it is far from thorough in its content.
- Golf Course content is virtually non-existent on the website. There is no mention of it on the parks pages or under the residents or visitor's section of the website..
- At the Arena, city staff rely upon personal relationships with industry / trade associations to promote the facility. This approach has proven effective.
- The management of individual facilities do not work together to cross market available venues.

RECOMMENDATION ***The city and the Convention and Visitors Bureau should together develop a plan for the joint marketing and sales of the Convention Center, Arena, Golf Course, Arts Center, Downtown and other facilities.***

- Under the proposed new organizational structure, the Events Services Director should be held directly accountable for setting and achieving revenue goals for each of the city's revenue-producing assets. For the staff members managing these facilities, their performance objectives and expectations should explicitly include responsibility for maximizing the utilization of their facilities.
- The city's Destination Development, Inc. report creates a foundation for the positioning and branding of Marshall as a travel destination.
- Create a joint task force of the city, CVB and representatives of the travel and tourism related industries to develop a focused marketing plan that clearly establishes the roles and responsibilities for each entity in the promotion and sales of the revenue-producing facilities to both local and regional customers.

- The marketing plan, along with very specific and measurable goals, should be presented and adopted by both the CVB Board and the City Commission annually. A partial listing of examples of the kinds of goals to be considered include:
    - Total room nights booked
    - Total number of events serviced
    - Total attendees per event and facility
    - Facility utilization (percent occupancy)
    - Website inquiries
    - Leads pursued
    - Customer satisfaction ratings.
- A rate study should be completed to understand the total cost to operate each facility. Based upon the total cost, the city must determine the level of profit or loss that is acceptable and create a pricing strategy based upon these goals.
- Upon completion of the facilities assessment and rate study, the city should contract with a marketing firm to create a detailed marketing plan. The marketing plan should identify a target audience, specific ways to reach the audience and detailed messages.
- Additionally, the marketing plan should focus on how to cross-market existing facilities.

FINDING ***The city's various concession operations purchase supplies independently.***

- The city operates concession operations at the Golf Course, Convention Center, City Pool and the Arena. These operations provide snacks, beverages and small meals. At this point, no city facility sells alcohol, although a 3rd party vendor can provide alcohol at the Convention Center. Each individual division purchases their own supplies to support their individual operations.
- Concession operations at the city's Arena have been contracted to a third party who operates the facility with minimal city oversight. The 3rd party pays a small fee to the city and a portion of the profits.

RECOMMENDATION Consolidate food purchases under a single contract to seek more advantageous pricing.

- The city should identify a common set of food services that can be offered across all concession facilities. Based upon this set of food services, the city should draft an RFP and seek to identify a single vendor who can provide all services.
- In absence of a single vendor, the city should seek to standardize the products and services provided. A single supply source should be identified and common pricing should be developed. Modest annual cost savings can be expected, in the range of $600.
- The city should also consider adding alcohol beverage sales to the product list at the Golf Course. The sale of alcohol could result in increased revenue with minimal expense.

General Administration / Information Technology

FINDING The city lacks a formalized plan or process for the management of information technology investments.

- No formal technology plan or strategy exits, nor have information technology governance standards or protocols been established.
- Accordingly, the city's acquisition of technology is managed in an ad hoc manner with little central coordination. Departments are generally free to purchase much of their own technology with little input from the city's information technology staff. Because of this, ongoing support is difficult as the IT staff had little upfront knowledge of the purchase.
- Additionally, the absence of long-term planning associated with technology means that investments in hardware or software are often made with only limited understanding of how it should integrate to other systems.

FINDING The city's information technology function is organizationally fragmented and has only minimal technology staff available.

- The city has invested heavily in network infrastructure and as such has created a robust network. This network is capable of handling the current or anticipated future load of traffic.
- Citywide Information technology support is provided by a single individual who organizationally is assigned to the Parks and Recreation Department. This individual supports the entire city with the exception of the Police Department and Library who each have an internal information technology staff person.
- The city's information technology requirements continue to grow, outstripping a single individual's ability to adequately provide comprehensive services to the city.
- A traditional information technology organization is expected to provide the following key services:
    - Technology planning and acquisition
    - Technology development
    - Technology Security
    - Technology support
    - Technology maintenance.
- Due to the limited capacity, the city's technology staff is almost exclusively focused on daily user support and maintenance. The result is the uneven and unplanned acquisition of technology and long wait times for individual support.
- The city lacks multiple key software applications that are in use at other municipal governments. Examples include:
    - Fully functional Human Resources Information System
    - Asset management software
    - Parks maintenance system
    - Geographic information systems
    - Planning and land management systems
    - Mobile data terminals for police, fire and other field personnel.
    - Automated ticket writers.

- Some core business processes are entirely manual when available technology exists in the marketplace. These include the city's building inspection and code enforcement processes which are tracked in MS Excel and the city's purchasing process which relies on paper purchase orders when purchasing functionality exists in the existing financial system.
- Based upon the Gartner IT Intensity model, an analytical approach used to estimate appropriate technology staffing levels based on several factors evaluating the complexity of the organization's technology support requirements, the city should expect to have somewhere between 2.75 and 8 dedicated technology staff. This represents a staff level of between 1 to 3% of the total supported workstation number. The city's present staffing of 2.75 personnel is at the bare minimum, given that they each have other responsibilities and/or are fully dedicated to the departments in which they are assigned.
- A second Gartner metric, from the 2013 Gartner IT Key Metrics summary report, indicates that for state and local government, average full time IT staffing is 3.6% of total staffing. In Marshall, based on 248 authorized positions, this suggests expected technology staffing in the 8-9 position range.

FINDING The Police information technology suite of hardware and software lacks standard modern capability and functionality.

- The city utilizes a CAD and RMS package from Computer Information System. This system is several years old and hasn't been upgraded to keep current with standard industry functionality.
- Staff usage of the system also fails to take advantage of features that are available in the existing system. During a review of the CAD data, the AGI Team determined that there are large blocks of unallocated time and there are numerous instances of non-standard use of key data fields (specifically the call type and the origin of an event). The impact is that it makes it difficult for the department to make decisions based upon the data in the existing system without first going through a thorough data cleansing effort and making several assumptions.
- In addition to the issues with the core system, the department does not have integrated mobile data computers on squad cars. If such technology were available, officers would

have the ability to complete reports in the field, thereby eliminating the need to return to the office to complete reports and thus allowing for more available patrol time.

- A 2007 study by the US Bureau of Justice Statistics reported that 72% of all police departments with a similar population makeup as Marshall use the mobile data computers for field report entry.
- Citations are being written by hand and consolidated by the department before delivery to the Municipal Court. The Department is not using an automated ticket writer system. These systems allow for the electronic generation, storage and export of citation related information.
- The city also lacks a comprehensive PC replacement program forcing problem PC's to be replaced first with other computers being disseminated to less sophisticated users.

RECOMMENDATION Develop a detailed information technology strategic plan that addresses city hardware and application software.

- The city should establish an Information Technology Governance Committee to have enterprise-wide authority for technology needs assessment and planning on a rolling, five-year basis. This committee should be comprised of six to eight senior staff with a Commission representative.
- The plan should be based upon defined business needs, not simply technology for technology's sake. On a yearly basis, each department should submit every technical request including hardware, software and support devices. The request should outline system requirements, estimated costs and provide an outline of expected benefits.
- Upon receipt of the each department's plans, the IT Governance Committee will review and prioritize each need for inclusion in the City Manager's proposed annual budget. The City Commission will subsequently establish the final IT project and spending priorities through their review and adoption of the budget.
- Approximate costs of engaging a consulting firm to prepare the recommended technology plan total a one-time amount of $40,000.

RECOMMENDATION ***Consolidate all IT staffing under a single accountable manager to better utilize available resources across the enterprise.***

- In order to obtain greater economy of scale, all distributed IT functions should be consolidated into a single department reporting to the Finance Director. All IT support should be provided and coordinated by this single department, based on agreed service requirements to the customer departments.
- We recommend that one additional professional staff member be added to the Information Technology staff. This individual should have both a strong technology background, especially on the software applications side, and knowledge of municipal government services and operations. The selected individual should be tasked with the creation of a comprehensive technology plan and the establishment of effective processes for the identification of opportunities to better leverage technology, the specification, evaluation and procurement of appropriate technologies for the city and the management and coordination of future implementation projects. Salary and benefit costs for this new position are estimated at $84,500 per year.
- Once fully staffed, the department should be providing the following key functions:
    - Network support
    - Advanced application support
    - Server maintenance and administration
    - Email setup and maintenance
    - Disaster recovery
    - Departmental consulting
    - Implementation and upgrade support for departmental applications.

Finance Department

FINDING ***Sick leave, vacation and compensatory time off are treated as "hours worked" for the purpose of overtime calculations.***

- If an employee of the City of Marshall takes time off for sick, vacation or compensatory time during a given pay cycle and then works additional hours beyond their normal work schedule, the time off is treated as hours worked, potentially resulting in overtime payments even though the employee did not actually work over 40 hours.
- The Fair Labor Standards Act requires that non-exempt employees be compensated at the rate of 1 ½ times the employees regular rate of pay for all hours worked over 40 in a given week (with special calculation rules for public safety personnel). It does not require treatment of sick, vacation and compensatory time as hours worked.
- This practice is causing the city to incur more in overtime costs than it is legally required to pay.

RECOMMENDATION ***Discontinue the practice of treating sick, vacation and compensatory time as hours worked for overtime purposes.***

- Overtime payments should be authorized only for the actual hours worked. Including sick, vacation and compensatory time in the calculation artificially inflates hours worked and has the potential of driving excessive overtime expenditures above the employer's legal obligations.
- For two sample test payroll cycles, the city's finance staff costs of $1, 611 savings and $3,279, respectively, caused by the current practice. Extending the average weekly cost from the two test cycles of $1,222, the annual cost savings of eliminating the practice of treating sick, vacation and comp time as hours worked for overtime purposes can be estimated at $63,544.

FINDING ***Excessive numbers of take-home vehicles are authorized in both emergency services and other departments.***

- All sworn officers of the Police Department are authorized the take-home use of a city-owned vehicle. This includes both marked and unmarked cars and also is authorized for personnel living outside of the city limits of Marshall.
- Four members of the Fire Department command staff take home city owned vehicles
- Eleven members of the Public Works & Water Utilities Department at the Supervisor and Crew Chief levels are authorized take-home vehicles.

- The City Marshal, Emergency Management Coordinator, Information Technology Coordinator, Golf Course Superintendent and three other members of the Parks Department are allowed to take their city-owned vehicle home.
- Together, these total an estimated 73 vehicles owned by the city that are used for personal commuting and emergency call back response.

RECOMMENDATION Discontinue the blanket policy of allowing all Police vehicles to go home with officers, with the exception of a limited number of "on call" or standby supervisory personnel.

- Elimination of the 100% take home vehicle policy in the Police Department will allow the city to reduce the overall size of the Police vehicle fleet.
- Independent studies on the costs and benefits of take-home vehicle policies in law enforcement agencies show mixed results. While there is some evidence that the per vehicle maintenance costs are lower for take-home vehicles than pooled vehicles, some studies argue that the gross cost of maintaining a larger fleet offset those per unit savings.
- The argument that greater police visibility in the neighborhoods improves public safety, or the perception of safety, is largely unproven. Even so, no such benefit accrues to Marshall residents when unmarked vehicles are allowed to go home and others are taken home to locations outside of the Marshall city limits.
- The number of take-home vehicles should be limited to those personnel who are regularly required to respond to emergency calls outside of their normal business hours.

RECOMMENDATION Strictly limit the number of civilian vehicles authorized for take-home use. Establish designated "standby" vehicles for utilization by the on-duty staff member.

- Civilian workers should only be authorized take-home utilization of a city-owned vehicle when they are subject to after-hours call back AND their call-back duties require them to have a specialized vehicle and/or equipment.
- For other civilian workers subject to occasional call-back, response in a personally owned vehicle and reimbursement for mileage is an appropriate alternative.
- Public Works and Utility workers on rotational standby assignments can be authorized take-home usage of a city-owned vehicle during the period of their standby assignment.

Human Resources

FINDING ***An updated personnel policies and procedures manual has been drafted and needs formal review and approval***

- The draft of the personnel policies and procedures manual has been prepared by the Human Resources staff and is awaiting legal review, City Manager approval and Commission adoption.
- The draft document appears to be comprehensive, well organized and well written.

RECOMMENDATION ***Finalize and approve the personnel policies update.***

- The organization should have a complete and up to date set of personnel policies and procedures.
- Accelerate the review, approval and distribution of the draft policy manual.

FINDING ***The recently-implemented performance appraisal process is not clearly linked to compensation decisions and has met some resistance from both managers and employees.***

- The city has developed and implemented, for the first time in many years, a required process for the evaluation of employee performance. It is a fundamental responsibility of management to communicate performance expectations to employees, provide periodic feedback and to support the personal and professional growth objectives of subordinate staff.
- At this point in time, primarily due to financial limitations, the results of the employee performance evaluation are not linked to compensation decisions related to merit increases, salary adjustments, promotion, etc.
- Some supervisory staff, and some employees, feel that absent a linkage to pay the performance evaluation exercise has limited value.
- Others, however, believe that linking performance evaluation to pay decisions is fraught with risks related to discrimination and charges of favoritism.

RECOMMENDATION ***Continue to monitor and improve the employee performance appraisal process with the goal of creating a true pay-for-performance program and provide necessary supervisory training.***

- The Azimuth Group believes that employee performance management is a core responsibility of management and commends the city for moving in this direction.
- While the best evaluation systems focus on employee growth and development, a mechanism to reward and recognize top performers is also essential.
- Particularly in lean financial times, the city should have the ability to compensate top performing staffers based on an objective and fair evaluation process directly related to organizational goals.
- Top performers are often those with the most ability to advance their careers by moving to another organization. Without process for reward and recognition of outstanding work, the city risks turnover among the very staff members that the city most needs to be an effective, responsive, high performing organization.
- Ensure that managers and supervisors tasked with employee performance evaluation receive appropriate training in effective appraisal techniques, legal issues, etc. so as to minimize opportunities for bias or favoritism.
- There are a variety of online, association-based and professional consulting resources available to support the improvement of the city's performance evaluation process, provide training and strengthen the linkage between performance and compensation. Key professional associations include:
    - The Society for Human Resource Management (SHRM)
    - Texas Municipal Human Resources Association (TMHRA)
    - International Personnel Management Association for Human Resources (IPMA HR)

  There are also many consulting firms offering services in this area. Leading firms in the municipal market include the Management Education Group (primarily for assessment and training services) and the Waters Consulting Group for pay for performance system design.

FINDING ***No management succession planning or process is evident.***

- The City of Marshall has a number of highly tenured, longstanding employees that are at our nearing retirement eligibility.
- Succession planning is the process of identifying the areas of likely turnover via either retirement or voluntary or involuntary separation and then taking steps to ensure that future leaders are identified and developed to step in.

RECOMMENDATION Initiate a formalized succession planning effort.

- The Human Resources Manager should be tasked with the development and implementation of a succession planning process.
- The critical elements of effective succession planning include the identification of the key positions for which a succession plan is required, identification of potential successors, defining the knowledge and competencies required for successful job performance, defining competency / skill gaps in the potential successor or successors, providing individualized training and development opportunities for those successors and assessing / measuring readiness.

FINDING The city lacks a structure or process for the assessment of employee skill development and training needs.

- This finding is closely related to the finding and recommendation on succession planning.
- Organizations that invest in the training and development of their people tend to perform better than those that do not. While Marshall does provide technical training to employees required to maintain certain licenses and certificates in such areas as law enforcement, emergency medical service and utility operations, opportunities for professional development of other personnel is comparatively limited.

RECOMMENDATION Perform a training and development needs assessment.

- The needs assessment should identify the professional and technical developmental needs and requirements of the organization, inventory available training program offerings (both internal and external) and produce a gap analysis. Where gaps are identified, managers and supervisors should work with their subordinate staff members to include individual training and development goals in the annual performance planning process and make both time and resources available for accomplishment of the planned training.

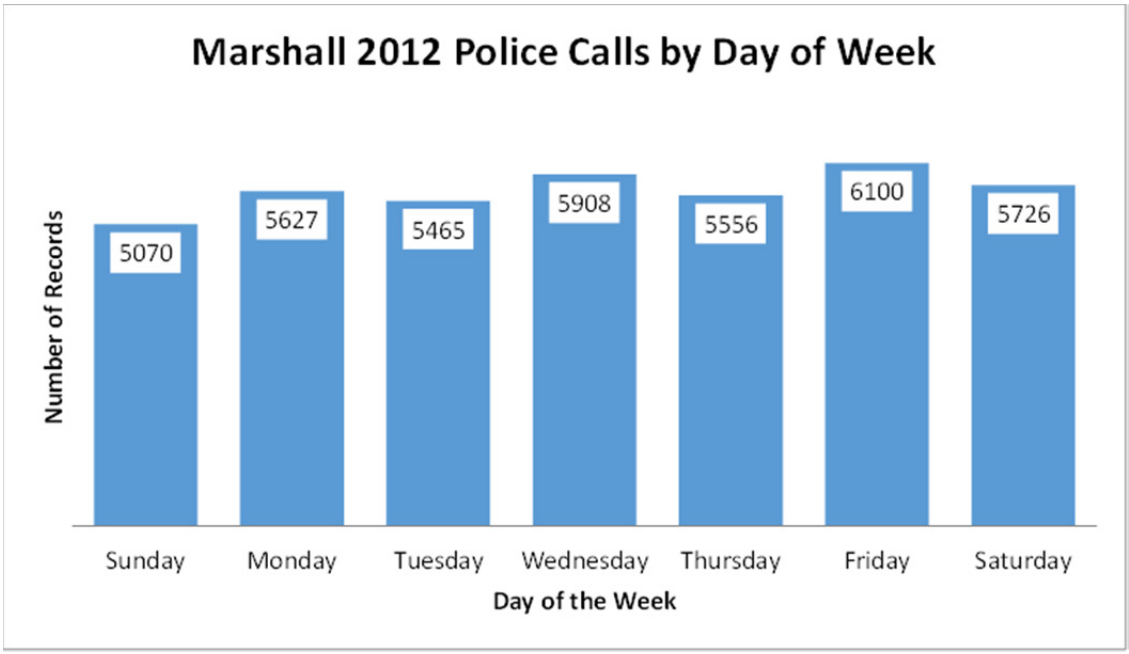
Police Department

FINDING ***The existing police patrol staffing model of four evenly staffed, rotating shifts fails to adequately account for workload fluctuations and produces periods of over and understaffing relative to actual citizen demand for service.***

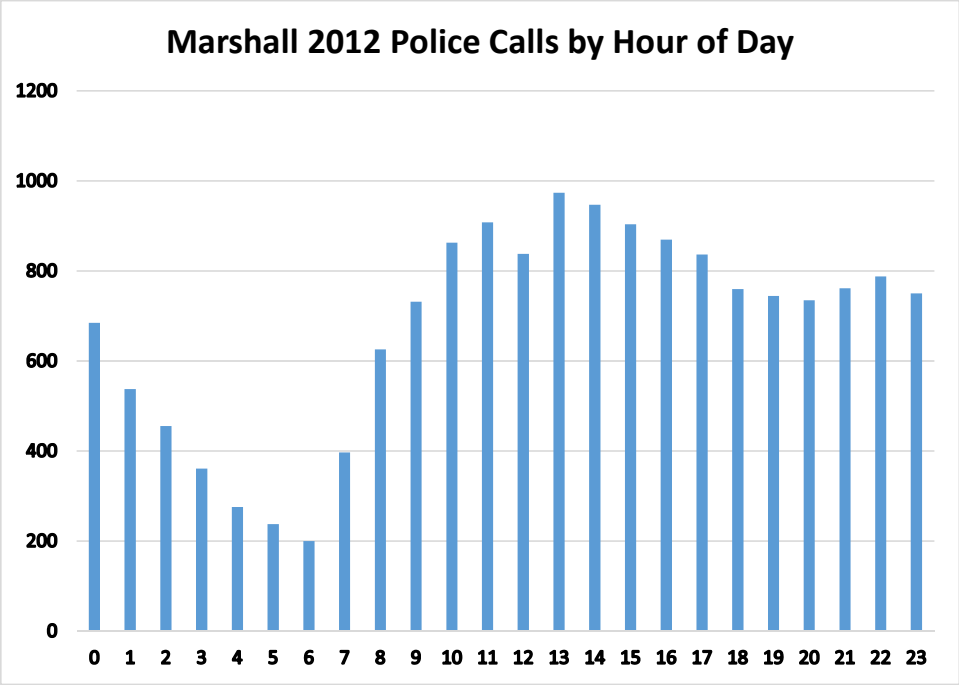
- There are five generally accepted ways to determine the proper level of police staff. Those methods are:
    - Per capita approach
    - Minimum staffing approach
    - Authorized level approach
    - Work load approach
    - Coverage based approach.
- The city's current staffing level is based upon a combination of per capita and authorized staffing levels approaches. The Department asserts, based on surveys of comparable jurisdictions, that it requires 2.4 officers per 1,000 residents or 56 officers – four more than the currently authorized strength.
- The per capita authorized staffing ratio approach do not consider the seriousness of and quantity of actual police department service demand or workload. For example, the crime rate should be considered in any comparative analysis of workloads as the number of serious crimes in a community (e.g. homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, and larceny) have a direct impact on the workload requirements of Officers because more serious crimes require a greater level of effort than do less serious crimes.
- Another issue with the per capita basis is that there is no standard ratio that fits each jurisdiction. Different departments operate differently and are staffed differently. For instance, one department may use uniformed officers for dispatch while another uses civilian personal. Ratios also do not take into account special units such as Special Weap-

ons and Tactics, Crime Scene, etc. which have an impact on workload. Because of this, it is difficult to identify peer organizations from which to benchmark.

- The International Association of Chiefs of Police (IACP), in their 2004 Patrol Staffing and Deployment Study, states, "Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions. ... Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data."
- To assess the efficiency of the city's patrol deployment model, we reviewed data for the last 10 years. For analytical purposes for this study, we focused on data from January 1, 2012 to December 31, 2012. It is important to note that the city has experienced a steady decline in total police calls for service in recent years.
- The graphics below show call volume for those dates by day of the week and hour of day. As illustrated, peaks of activity occur on Wednesdays, Fridays and Saturdays with Saturdays (not unexpectedly) showing the highest activity level. Saturday call volumes are, on average 20% higher than Sunday volumes.



- Similarly, the daily average activity shows a dramatic dip in calls for service in the early morning hours, with daily peaking in the mid afternoon.



- Despite these known fluctuations in demand for police service, the current patrol staffing model maintains a constant staffing level of six Patrol Officers, a Sergeant and a Lieutenant, for a total of eight officers, during these "peaks and valleys," creating periods of time when patrol workloads and available resources are mismatched, either high or low.

RECOMMENDATION ***Transition the Marshall Police Department staffing model from a per capita based model to a model based on actual demand for police services.***

- The city's existing Police patrol staffing model is flawed in that it lacks a strong analytic component that takes into account actual activity. By deploying a standard 12-hour shift of six officers, a sergeant and lieutenant at all times, resources and citizen service demand are mismatched.

- The city should begin a process that transitions to a patrol-staffing model that synchronizes citizen-generated demand for police service with the deployment of officers while providing adequate time for proactive, officer-initiated activity and administrative tasks.
- The traditional IACP patrol staffing model relies on four basic data elements:
    - Calls dispatched to patrol (not including officer-initiated activity)
    - The average time to complete a call for police service ("obligated officer time")
    - An allowance of two hours of unobligated or available time for each hour of obligated time. This allowance provides time for proactive, officer-directed activity and administrative tasks.
    - The shift relief factor, which accounts for the actual service time availability of individual officers after deductions of time for such factors as vacation, sick leave, training time, etc.
- The total calls for service includes all instances where the public has sought assistance from the Police Department through a dispatched event. In order to determine the actual citizen-generated calls for service, as opposed to officer-initiated activity, we undertook two separate analyses.
    - The first step for both analyses was the deletion of all duplicate records.
    - We first estimated call volumes using a field in the existing Computer Assisted Dispatch (CAD) system database that captures the origin of each call for service as "Telephone," "Field," "911," "TTY" or "Walk-In." However, we noticed that a vast majority of records had a null (blank) origin. In consultation with Marshall police staff, AGI developed allocated calls with a null origin proportionate to the distribution of call origins in the non-null records. Using this approach, we determined that there were fewer than 15,000 distinct calls for service that were likely generated from the public at large and not initiated by officers.
    - The second method relied upon the categorization of call activity from in the CAD system. When a dispatch record is entered in the system, it is categorized into one of approximately 100 distinct call types. Our team reviewed these types and determined that the following activities were officer-initiated events and likely would not have originated from a citizen call for service. These officer-initiated activities included:

- Busy On Stand By
- Busy Unless Urgent
- Busy With Vehicle Maintenance
- Busy Writing Reports
- Coffee Break
- Deliver Msg/property
- Escort
- Meal Break
- Miscellaneous Incident
- Return to Station
- Traffic Stop
- Warrant Service.

  - When these activity types were removed from the total, 16,190 unique incidents remained. Because this second analysis resulted in a somewhat higher estimate of citizen-generated service calls, we used this number as the basis for our analysis.

- Average call time for Marshall was calculated by summing the total call time for all calls for service as reported by the dispatch system for service and then dividing this total by the unique incidents. For Marshall, this total was approximately 30 minutes per call. In order to account for the time spent by officers providing backup we then added an additional 15 minutes, or 50% of the total call time, to account for backup support.

- The shift relief factor is a measure used to determine the total number of officers required to fill one patrol position 365 days a year. The table below illustrates the computation of the shift relief factor.

Calculation	Time Off (hours)
Total Hours Required per Patrol Position (365 days x 8 hours / day)	2,920
LESS: Regular days off (2 days / week)	832
LESS: Vacation (15 days / year)	120
LESS: Holidays (16 holidays / year)	128
LESS: Sick leave (15 days / year)	120
LESS: Training time (40 hours / year)	40
Total Time Off	1,240
Available Hours/ Officer (Total Hours Required – Total Time Off)	1,680
Shift Relief Factor (Total Hours Required ÷ Available Hours / Officer)	1.74

- The total time off for an officer is calculated by summing available benefit time, regular days off and any administrative or training time that might be required during the course of a year. Subtracting this total from the total number of hours required to field one patrol officer for an 8-hour shift, 365 days per year (2,920 hours), we know that the typical officer is available to fill a patrol position for 1,680 hours per year. The shift relief factor is then determined by dividing the total required hours per position by the average annual officer availability hours. As shown below, the result is 1.74. In other words, it takes 1.74 officers to fill one eight hour patrol shift position 365 days per year.
- The next step is to determine the total number of hours required to handle the citizen-generated calls for police service over the course of the year. That is calculated by multiplying the total calls of 16,190 by 45 minutes (or .75 hours). The resulting 12,143 hours is how much patrol officer time must be provided to directly respond to citizen service calls.
- However, we know that there are other activities that require patrol officer time, including proactive / preventive patrol activities and administrative tasks such as report writing. To provide time to support proactive patrol and administrative duties, the staffing model allows for the following time distribution:
    - Responding to citizen calls for service – 1/3 total time

- Proactive patrol time - 1/3 total time
- Administrative activity - 1/3 total time.

- By dividing the total hours for all three types of activities (In Marshall's case – 36,439) 2,920 hours required to fill one patrol position, the total number of positions is established. For Marshall, this totals 12.48 patrol shift positions needed to cover the total hours required. By multiplying the number of positions by the shift relief factor of 1.74, the number of Patrol Officers required to staff the 12.48 positions is found, as shown in the table below.

Staffing Calculation	Day Shift	Evening Shift	Night Shift	Total
Calls Dispatched to Patrol	6,285	6,401	3,504	16,190
Obligated Officer Time (Dispatched calls x 45 minutes per call / 60 minutes = total obligated hours)	4,714	4,801	2,628	12,143
Allowance for proactive patrol and administrative time (2 hours per every obligated hour)	9,428	9,602	5,256	24,286
Total Hours Required (Obligated time + patrol/admin allowance)	14,142	14,403	7,884	36,429
Hours Required for One Annual Patrol Position (One 8 hour shift x 356 days)	2,920	2,920	2,920	8,760
Total Patrol Positions Required (Total Hours Required / Hours Required per Posiition)	4.84	4.93	2.70	12.48
Shift Relief Factor (Officers needed to fill one position 365 days/year)	1.74	1.74	1.74	1.74
Patrol Officers Required (Positions x shift relief factor = number of officers required)	8	9	5	22
Patrol Sergeants Required (1 Patrol Sergeant Position, 365 days/year)				5
Patrol Lieutenants Required (1 Shift Commander / shift)				3
Total Patrol Staffing				**30**

- Based upon this approach, shown in the table below, the City of Marshall requires 22 Patrol Officers to staff the Patrol Division. This model projects:
  - Eight (8) Patrol Officers required on the day shift (7:00 AM – 3:00 PM) to staff 4.84 positions
  - Nine (9) Patrol Officers on the evening shift (3:00 M – 11:00 PM) to staff just under five required positions

- Five (5) Patrol Officers required on the night shift (11:00 PM – 7:00 AM) to staff 2.7 required positions.

- To provide for field supervision, we have allocated five Patrol Sergeants, allowing for coverage of the shifts around the clock and three Patrol Lieutenants to serve as Shift Commanders.

RECOMMENDATION ***Return to a traditional 5x8 (five eight hour shifts per week) patrol shift staffing model and reduce the number of police officers accordingly.***

- Based on the workload analysis prepared above, the city should consider moving away from the current model of four, evenly-staffed 12 hour rotating shifts to a more standard 3 shift, 8 hour model with officers assigned to work 5 shifts per week.
- Doing so could save the city the cost of two Police Officers. Additionally, five Sergeants would be required as field supervisors (one more than currently allocated), along with three Lieutenants as shift commanders (one less than current), with a total potential staff savings of two net positions.
- This equates to an annual net cost saving potential in the range of $113,122 per year for salary and benefits, using the current midpoint (5 year) police salary rates.

FINDING ***There is a high supervisor to staff ratio within the department, creating the impression of an excessively "top heavy" organization***

- While there are no firm and fixed rules for effective managerial and supervisory spans of control, in general the number of direct reporting subordinates would be expected to fall in the 5-7 range, especially in the paramilitary type of organizational model found in most policing organizations.
    - Overall, the average span of control in the Police Department is 2.2 staff per supervisory position
    - The Chief of Police (presently vacant) has a structural span of control of 1.
    - For sworn personnel the ratio is 1.6 officers per supervisory position.
    - In CID the ratio is .85 officer per supervisor (meaning that there are more supervisors than there are staff to be supervised.)
    - In Patrol the ratio is 2.6 officers per supervisor.

- For civilian staff the ratio is 8.5 employees per civilian supervisor.

- To the extent that the department is overstaffed in supervisory positions, costs are higher than they need to be.

RECOMMENDATION Consider elimination of the Assistant Police Chief position (one on one reporting structure)

- There is a one-on-one reporting span of control between the Police Chief and the Assistant Police Chief.
- Removal of this layer of management would increase the Chief's span of control from one to five, including the two Captains, the Administrative / Training Lieutenant, the Animal Control Officer, Communications Supervisor and an Administrative Assistant.
- Consider assignment of the Animal Control Supervisor to the supervision of the Patrol Captain and the assignment of the Communications Supervisor and subordinate functions to the Administrative Lieutenant.
- The elimination of the Assistant Chief position would create salary and benefit savings in the range of $88,000 per year.

RECOMMENDATION Over time, reorganize CID to reduce the number of Sergeants and Lieutenants allocated

- The total number of Lieutenants and Sergeants in CID is six, overseeing an equal number of staff, or a one to one correspondence of supervisors to subordinates.
- Over time, as vacancies permit, consider reallocation of the Sergeant positions to lower rank levels. This recommendation leaves the total headcount in CID at current levels, with a long term goal of broadening the span of control to more appropriate levels.
- Consider transferring on Sergeant position from CID to Patrol to create the recommended fifth Patrol Sergeant and replacing that position with a Police Officer. This would save an estimated $9,700 in the CID budget.
- Consider civilianization of the Crime Scene Investigations function within CID. This job can be competently performed by civilian personnel.

FINDING The city's animal shelter is approaching the end of its useful life.

- The Animal Shelter is reported to be in danger of non compliance with state standards and will need to be replaced with a more modern, functional facility.
- According to Animal Control personnel, the shelter also has difficulty, from time to time, in accommodating all of the animals requiring shelter – often including animals "dumped" by residents outside of the corporate limits of the City of Marshall - thus increasing the euthanasia rate.

RECOMMENDATION Begin planning for a replacement animal shelter and seek participation and involvement from the county and other jurisdictions currently using the Marshall shelter.

- The development of a regional approach to the development of an upgraded and expanded animal shelter offers the potential to share in both the capital and operational costs of the facility and more appropriately reflects the regional nature of the animal control challenge.

Fire Department

FINDING Fire Department operations are generally well organized, efficient and effective.

- The Fire Department provides fire suppression, emergency medical services, business inspection and fire education services to the citizens of Marshall. Additionally, the department provides fire and EMS support to unincorporated portions of the County.
- Like the rest of the city, the department has been faced with the strict budget constraints forcing the department to be creative in the delivery of services. Examples include the early adoption of video laryngoscopes to better enable Department's paramedics to secure a patient's airway. This not only provides better patient care, but also reduces the city's legal exposure. Other examples include the development of specific stroke protocols in conjunction with area doctors and hospitals.

FINDING Non-emergency EMS transports adversely affect the department's ability to provide quality, responsive services.

- The city's Fire Department provides EMS transport services for patients located at local hospitals, nursing homes and other care facilities. Transfers utilize first line ambulances and can exceed five hours when patients must be taken to Houston or Dallas for care.

- The result is that first line units are pulled out of service for an extended period of time. This leads to a reduction in the minimum available staff or the use of overtime. The loss of staff to transfers could affect the department's ability to respond to a major incident or multiple small incidents.
- Additionally, since a significant portion of the department's workload is associated with transfers, the practice places undue stress on departmental staff reducing morale and the overall readiness of the organization. Equipment must also be purchased to accommodate the increased wear associated with transfers. The result is that the infrastructure needed to facilitate the transfer business costs approximately $60,000 to $80,000 more than less robust equipment.
- While accounting for just 15% of call volume, the Fire Department has determined that transfers result in 62.5% of mileage. In dollars, this accounts for approximately $40,000 in yearly cost.

FINDING ***Fire Department staff turnover at the firefighter rank is creating a "donut hole" in the overall staff makeup leading to the risk of future leadership gaps.***

- The Marshall Fire Department has experienced a significant amount of turnover at the firefighter level within the department. Over the past five years, the department has lost fifteen firefighters to larger departments in East Texas and in the Dallas/Fort Worth Metroplex.
- Turnover appears to be the result of a combination of multiple factors including: pay rates relative to pay available in larger nearby agencies and the DFW Metroplex and the impact of individual workloads related to the volume of non-emergency transfers.
- Pay is but one perceived factor affecting staff turnover. Other key factors include the number of patient transfers and the overall prestige and/or professional challenge of working for a larger city with more activity.
- The impact of this turnover is an extremely young pool of firefighters at one end of the staffing spectrum and a senior cadre of staff at the other end with a so-called "donut hole" in the middle. This creates a shrinking pool of future Lieutenants and Captains who will be looked to for future leadership. Moving forward, as the more senior staff re-

tires, the department may lack experienced replacements from within the existing internal pool of candidates.

RECOMMENDATION ***Discontinue the practice of providing non-emergency transfer services and work with the local medical community to identify qualified replacements.***

- As stated elsewhere, the provision of non-emergency transfers has a direct impact on Departmental morale, turnover and equipment costs. The cessation of these services will allow the department to focus on core emergency responses while also improving employee morale and reducing equipment, supplies and maintenance costs.
- Due to the impact on staff workload, which may impact staff morale and ultimately staff retention, we believe the City should exit the transfer business completely. In doing so, we estimate that the City will lose approximately $300,000 per year of $1.5 million over five years.
- Cost savings will be generated from a reduction of vehicle replacement costs over the next five years. This is based upon saving associated with a reduction in size of required ambulance. The City owns six ambulances and at a projected savings of $50,000 to $60,000 per ambulance the City can expect to save between $300,000 and $420,000 in savings over the vehicle lifecycle. Additional cost savings may be gained as the useful life of each ambulance is extended as wear and tear is reduced.
- The City can also expect to save funds based upon a reduction in fuel and material use. Based up-on 2012 actual data, the Fire Department is now estimating that $65,000 per year in vehicle maintenance / fuel costs can be saved over the five year planning horizon. This equates to $325,000 over five years.
- Additional revenue can be generated by the Fire Department to off-set the lost revenue by charging County ESD's $70,000 per year for EMS services that had previously not be charged. Over five years this will net an additional $350,000 in revenue, bringing the total offset to $1,075,000.

- Another cost associated closely with this recommendation is the loss of staff to outside fire departments due to the physical demand placed upon staff. It is estimated that transfers account for 15% of calls, yet amount to 65% of total miles driven. Reducing this effort may lead to increased staff retention. If staff turnover is reduced by 50%, the City can expect to save approximately $41,500 per year in training costs or just over $207,000 over five years.
- Altogether, these changes will increase costs, net of revenue reductions, by approximately $113,000.
- However, as an indirect benefit, the reduction in workload is expected to improve work life for fire staff. This should have beneficial impacts on the retention of the most junior firefighters and assist the city in closing the experience "donut hole."

FINDING ***The city does not fully recover its costs for providing emergency medical responses into adjacent Emergency Services Districts.***

- Voters in several unincorporated areas of Harrison County have established Emergency Services Districts (ESD) for the purpose of providing fire, rescue and EMS services, financed through the levy of ad valorem taxes on all real property within the districts' boundaries.
- The Marshall Fire Department has recently negotiated service charges totaling 5% of each ESDs prior year tax revenues, rounded down to the nearest $5,000. For the six Harrison County ESDs receiving services, these charges are projected to return $70,000 in revenue to the City of Marshall. The city will invoice each patient for services received and collections are expected to total 50% of billings. The agreement also anticipates future adjustments as experience is gained over time and has not yet been submitted to the City Commission for review and approval.
- AGI, working with representatives of the Fire Department, estimates that the total direct and indirect total cost of EMS services in the City of Marshall is $3,347,074 and that

the total number of EMS service calls for both city and county residents is 6,527 (based on calendar year 2012 data) for an average cost per EMS call of $512.80.

- 2012 EMS call volume into the unincorporated areas of Harrison County totaled 1,425 calls. At the per call cost of $512.80, the total cost of EMS service to the unincorporated areas is estimated at $730,740. Of that amount, $365,370 is uncollectible.
- To the extent that the City of Marshall absorbs the uncollectible costs of EMS services to County residents, the taxpayers of the city are effectively subsidizing the cost of that service.

RECOMMENDATION Implement service charges to the Emergency Services Districts that cover the city's net cost of providing service.

- Approximately 22% of the total EMS call volume handled by the Marshall Fire Department is attributable to areas outside of the corporate limits of the city.
- As shown above, applying the calculated cost per EMS call of $512.80 to expected call volumes and assuming a collection rate of 50%, the city should seek to recover just over $365,000 in unreimbursed costs from the ESDs.

FINDING Minimum Fire Department staffing standards at satellite stations are inadequate for an effective attack on structure fires when a concurrent EMS call is ongoing.

- Minimum staffing for each satellite fire station is three personnel. This includes two firefighters and a single lieutenant. When responding to an EMS call out of a satellite station, the response will likely include just two of the three assigned staff, leaving a single individual at the satellite station.
- In the event of a structure fire, the city will dispatch units from all three stations, however if the closest unit is located at a station with only one available responder, that individual will likely arrive first and will be unable to initiate the attack on the fire until other units arrive.

- This low minimum standard increases the risk that a trapped victim must wait additional minutes before sufficient resources arrives to allow for entry into a structure to assist the trapped individual.

RECOMMENDATION Increase the minimum staffing complement at satellite stations from three to four responders.

- Due to the potential for insufficient staff, the city should begin a process to increase the minimum staffing at both satellite fire stations from three to four individuals.
- This will allow the Department to more effectively accommodate periodic staff shortages that occur due to medical issues, military deployments and other causes, while also increasing the response effectiveness of the individual stations due to more available personnel resources.
- The Fire Department has estimated that the city averages just over 12 individual's per shift, which is short one full time equivalent Firefighter / Paramedics per shift to achieve a reliable four responder minimum, or a total of three FTEs.
- Three Firefighter/Paramedics are estimated to cost the city $167,521 per year.

Public Works

FINDING Deferred public infrastructure maintenance will impact long-term maintenance costs.

- Several city facilities are beginning to show their age. As an example, the city's Art Center has a leaky roof and the city's Community Centers need new roofs and updated audio/visual equipment.
- Due to budget decreases, the city has lost 4 staff in Water/Waste Water maintenance and another 2.5 FTE in streets and drainage. The result is less staff to complete an already ambitious maintenance plan.
- Based upon the current funding level, the city's Public Works Director estimates that that each city street can be replaced or renovated once in a 77-year cycle. Traditionally,

the useful life of a street is in the range of 30 to 50 years depending upon the original type of construction. This gap between actual replacement time and useful life will result in excessive maintenance costs, further eroding the city's ability to replace existing street segments.

- Almost 65% of all water meters are over 10 years old. Traditionally, a meter loses accuracy the older it gets. Studies point to between 15 and 20 years as the optimum time to replace water meters. Due to the city's aging meter installations, it is likely that both water and revenue is being lost.
- Additionally, the existing meters each require a manual read. New technology exists that allows for the remote reading of most meters either from a central location or by driving a predetermined route.
- Discontinuance of the city's Equipment Replacement Fund has led to a dramatic decrease in fleet replacement leading to increased repairs. Over 50% of the city's fleet has exceeded its designed lifespan. Some pieces of equipment, such as the city's street sweeper, have become extremely expensive to operate due to the maintenance requirements necessary to keep it operational. Additionally, due to the age of some equipment, parts are becoming increasingly difficult to find.

FINDING ***Fleet maintenance lacks the necessary ability to perform maintenance on certain heavy equipment.***

- The Fleet Department, like most other city Departments, has experienced a loss of budget and available staff since the budget crisis hit the city in the mid to late 2000's.
- Since that time, the number of fleet maintenance staff has been reduced by one team member. Currently, the staff is comprised of one Fleet Maintenance Supervisor, one Service Technician and one Mechanic. These team members perform basic maintenance on most city equipment.

- Heavy maintenance on large pieces of equipment and specialized diesel must be contracted out since the staff lack the necessary tools, technology and experience to deal with these issues.

RECOMMENDATION Develop a comprehensive strategic Capital Budgeting plan to funnel investment into the maintenance and enhancement of existing city infrastructure.

- It is important to the city's long term fiscal health that management and policy makers have a clear understanding of the current cost of deferred maintenance and a comprehensive view of the future costs of rehabilitation or replacement. Based on data available to us at the time of our field work, while it is clear that these costs are substantial, we are not able to provide a detailed analysis of them.
- The city should develop and fund plan to systematically replace infrastructure on a regular basis based upon industry standard rates of replacement. Buildings, water/waste water, streets, drainage, parks, fleet etc. should be included within the plan.
- The plan should be developed by the staff for Commission review and approval, grounded in community priorities and based upon those infrastructure pieces that support growth in the community.
- The plan should contain both funded projects and unfunded projects based upon priority. It is recommended that the city reprioritize projects on a yearly basis as projects are completed, new projects arise and project priorities change.
- The City should also look at alternative funding mechanism such as impact fees and other service fees to help provide dollars for potential projects. In absence of alternative funding mechanisms, the city may elect to issue debt for the highest priority projects which bring the greatest promise of promoting growth and development in the community.

FINDING Public Works staffing has steadily declined in recent years

- The department's authorized strength has decreased by four staff in Water/Wastewater and 2.5 FTE in streets and drainage over the last several years.

RECOMMENDATION Initiate cross training among street and utility maintenance crews within the new Public Services Department.

- The consolidation of parks maintenance, streets maintenance and water/waste water maintenance staff will provide a larger single pool of resources who can be cross trained to support additional functions.
- This larger pool will enable the Public Services Department to more nimbly react to changes in seasonal needs. For instance, during mowing season, more staff could be assigned to parks grounds maintenance than during the fall.
- There will also be economies of scale by being able to reduce the number of duplicate administrative staff who support each separate function.

RECOMMENDATION Consider outsourcing fleet maintenance.

- The outsourcing of vehicle fleet maintenance is a common practice in municipal governments in Texas and around the US.
- The city should prepare a bid specification and conduct a competitive process to determine if a market exists to contract for municipal fleet maintenance at a competitive price.
- The city may find it difficult, given the relatively small size of the municipal fleet and the city's distance from a major metropolitan area where a fleet maintenance outsourcer may be able to gain better economies of scale, to secure a competitive bid for a comprehensive outsourcing. As an alternative, the city may be able to outsource certain aspects of is fleet maintenance programs to smaller local providers. For example, preventive maintenance services (oil changes, fluids, lubrication, tire rotation, etc.) may be contracted to one local supplier, while transmission and brake work might be contracted to a local dealership, engine repairs to another, etc., based on where the most advantageous pricing can be obtained.

Parks & Recreation Department

FINDING ***The city's Arena provides quality opportunities for a diverse range of activities.***

- The city's Arena was acquired from a private individual. It is designed around a multi-purpose floor and a 2,000 seat arena. The facility also includes 175 horse stalls, RV hookups and a fishing pond.
- A team of three individuals operates the arena. This includes two full time staff and one part time maintenance staff member. It is utilized primarily on weekends for equestrian, rodeo and other animal related events.
- Since 2010, revenue has increased 30% as the number, length and quality of events has increased.

FINDING ***Parks and recreation maintenance staff are overly specialized in the facilities they support.***

- Maintenance staff levels assigned to each park facility is low, forcing staff to perform maintenance reactively as problems become apparent. Because of this, maintenance staff is unable to complete a planned maintenance and inspection program.
- There has also been a reduction in staff within some areas; including the Multi-purpose area.
- Due to this lack of proactive maintenance capacity, there is a potential for creeping maintenance costs as routine maintenance is pushed until a critical failure occurs.

RECOMMENDATION ***Consolidate the grounds / facilities maintenance activities currently housed in Parks & Recreation within the proposed new Public Services Department.***

- The city should consolidate parks maintenance staff into a single pool of available resources. The pool of staff can then be allocated to projects based upon defined work tasks.
- For instance, if the Arena requires a setup for a given day, a work order can be provided to a work crew who can focus on setting up the facility.
- Specialized skills will remain in their current location. For instance, the greens keeper at the Golf Course should remain assigned to the Golf Course, however, non specialized

maintenance at the golf course should be completed by the pool of maintenance resources.

- The city should also consider the broader consolidation of maintenance resources to include consolidation with streets staff. This larger pool or resources would be responsible for serving both Parks and Public Works needs.

RECOMMENDATION Evaluate the benefits / costs of outsourcing park mowing operations.

- The city currently outsources the mowing of rights of way.
- Economies of scale may allow the expansion of the mowing contract to include park areas and to either reduce staff or reallocate those staff to other priorities during mowing season.

FINDING The Golf Course is not managed by a PGA Professional.

The range of services offered at the city's golf course is limited. It is primarily a grounds keeping operation.

RECOMMENDATION Consider hiring a Golf Professional to manage, promote and expand service offerings at the municipal golf course to drive increased revenue.

- Directly hiring or contracting with an experienced Golf Professional may reveal additional opportunities to enhance the service offerings at the course and, in turn, drive increased revenues.
- Specific opportunities could include the provision of golf instruction, merchandise sales and food / beverage concessions.
- Estimated salary and benefit costs for a full time golf professional total $58,500, some portion of which should be offset by increased revenues through course utilization and additional sales of instruction, merchandise and concessions.

Code Enforcement and Building Inspections

FINDING Code and other Inspectors work primarily within their specialized disciplines.

- The city has a total of six personnel assigned to inspections / code compliance related functions (Building, Plumbing, Electrical, Health, Code)
- These inspectors are generally considered specialists in their respective fields and are assigned accordingly.

FINDING ***The city's stated strategic priority on neighborhood integrity / code enforcement is not adequately resourced, with only one Code Inspector assigned***

- The City Commission has indicated that code enforcement and neighborhood beautification are important priorities of the City Commission. This suggests that the Commission expects a more proactive / less reactive approach to neighborhood improvement.
- Currently, the city has only one assigned Code Enforcement Officer who is responsible for all code complaints and condemned structures
- In 2011, all new policies and procedures were created to provide a consistent business process for the Code Enforcement Officer and residents of Marshall.
- The code enforcement function lacks any supporting technology, which then required the Code Enforcement Officer to build a MS Excel spreadsheet, which is currently used for tracking code violations.
- Current workload demands exceed a single individual's ability to manage forcing the function to be highly reactive. The Code Enforcement Division is not currently providing the kinds of community education services or dedicated clean up campaigns that would typically be a part of a proactive code enforcement program.

RECOMMENDATION ***Cross-train building inspections and health inspections personnel to support a more proactive / multi-disciplined approach to neighborhood integrity programs.***

- It has previously been recommended that the code enforcement function be moved to a newly created Planning and Development Department. Within this department, the city should begin a systematic process of cross training the existing building inspectors and health inspectors in code issues.

- Should this cross training prove inadequate to provide aggressive Code Enforcement Services, the city should consider increasing the authorized staffing by 1-2 dedicated code enforcement personnel.
- This larger pool of resources will better enable the Code Enforcement Officer to proactively target specific areas and create education programs for high occurrence issues.
- The city should also invest in new Code Enforcement software. This investment will allow for better tracking of cases, greater ability to make decisions based upon factual information and increased flexibility to manage case load.

FINDING ***The city is reliant on a consulting engineer to perform routine plat review services.***

- A consulting engineer provides technical review of plats and is also engaged from time to time to perform design work for municipal projects.
- The outsourcing of the plat review function is a cost effective approach, especially when development caseloads are low. It allows the city to pay only for the services required.
- If, as the economy recovers and if that recovery is followed by increased development activity in Marshall, the city may find it more cost effective to directly hire a staff engineer and offset the salary and benefit costs through a reduction in consulting fees.

RECOMMENDATION ***Consider the benefits / costs of employing a licensed engineer to perform routine work in-house***

- As economic and development conditions warrant, evaluate the benefits and costs of reducing reliance on consulting engineering support to provide plat review and occasional project design services that can be easily performed by an in-house engineer.

Marshall Public Library

FINDING ***The Marshall Public Library provides quality services to the citizens of Marshall using limited budget resources.***

- The Marshall Public Library provides core library services to the citizens of Marshall and the surrounding area. The library's service population is over 58,000, making it compa-

rable to the populations served by public libraries in Galveston, San Marcos, Port Arthur and New Braunfels.

- Key services include collection development, acquisition, customer service, program development and coordination and shelving. Seven staff members provide these services for the library.
- Staff bring a diversity of experience to the department allowing them to serve the diverse customer base of the library.
- The library provides reference services for constituents who visit the library along with online catalog and database services for a diverse set of items. Additionally, the library provides computer access to library visitors.
- The senior leadership of the library articulated a clear vision for the library framed around an upgrade of the current collection. The future collection will be partially based upon constituent needs.
- A process is underway to updated the Marshall Public Library Strategic Plan for 2014-2019, pending Board of Trustees approval. The draft document is comprehensive in scope, defining the mission, vision, goals and objectives for the library across five dimensions of library service: Collections, Facility, Marketing/Public Relations/Advocacy, Service and Technology.
- Over 200 City of Marshall and Harrison County residents, library patrons, local organizations, school districts, and colleges participated in a citizen survey as a part of the planning process.

RECOMMENDATION Continue the delivery of quality public library services to the citizens of Marshall and Harrison County.

- The draft strategic plan includes comprehensive set of goals and objectives to guide the library's operations and priorities over the next five years.
- The plan explicitly includes provisions for an annual review of the plan to "evaluate the implementation of the objectives established for the year, identify objectives to be met in the coming year, and consider any needed updates in order to have a strategic plan which effectively meets the needs of the community." This is consistent with best practices in strategic plan implementation and execution.

- The AGI consulting team has no substantive recommendations for improvement of the operations, programs or services of the Marshall Public Library.

VI. Employee Compensation

A component part of the citywide efficiency study included an evaluation of the overall market competitiveness of the employee compensation, including base salaries and fringe benefits. The purpose of the compensation analysis is twofold: 1) to ensure that the city maintains its ability to recruit and retain qualified staff and 2) evaluate the cost effectiveness of the city's total compensation program in light of economic realities. It is important to note that a full compensation program redesign is outside of the scope of this engagement. Rather, the employee compensation analysis is intended to assess the overall market position of the City of Marshall, relying primarily upon published data sources, and to develop recommendations for future improvement.

Compensation Analysis Approach

In completing the compensation analysis, the AGI team completed the following tasks:

- Reviewed existing pay and benefit plan documentation for the City of Marshall.
- Developed a list of 32 benchmark jobs, representing the full range of City of Marshall positions, for which to collect and analyze base salary and benefit data from both municipal and private sector sources. These job titles included:
    - City Manager
    - Fire Chief
    - Police Chief
    - Public Works Director
    - Finance Director / City Secretary
    - Fire Marshal
    - Inspection Services Manager
    - Water Utility Superintendent
    - Mainstreet Coordinator
    - Police Captain
    - Library Director
    - Human Resources Manager / Civil Service Dir.
    - Court Administrator
    - Fire Captain
    - Information Technology Technician
    - Electrical Official
    - Plumbing Official
    - Fire Fighter Paramedic
    - Public Services Librarian
    - Police Officer / Investigator
    - Code Enforcement Officer
    - Utility Plant Operator
    - Street Crew Supervisor
    - Staff Accountant
    - Auto Mechanic II
    - Communications Specialist / 911 Operator
    - Animal Control Officer
    - Equipment Operator II
    - Meter Reader
    - Secretary
    - Customer Service Representative
    - Custodian.

- Gathered comparative data for the benchmark jobs for market comparison purposes, relying on the Texas Municipal League's online *SurveyNavigator*™ salary and benefit database as well as the online *Texas Compensation.com* by Wage Access private sector data source.
- To the extent available within the TML survey, municipalities included in the public sector analysis were:
  - Athens
  - Big Spring
  - Brownwood
  - Cleburne
  - Copperas Cove
  - Deer Park
  - Forney
  - Greenville
  - Harker Heights
  - Hillsboro
  - Kaufman
  - Kerrville
  - Kingsville
  - Longview
  - Mount Pleasant
  - Navasota
  - Paris
  - Plainview
  - Seguin
  - Stephenville
  - Waxahachie
  - Weatherford
- For the private sector data sources, because there were insufficient numbers of participating employers in the eastern region of the state, all Texas employers were included.
- Using a research model that combines both published data and direct survey data collection, AGI documented the city's competitive position at the base salary levels, along with a comparison of key elements of the city's fringe benefit program such as pension plans, health and life insurance paid time off, tuition reimbursement, etc.
- Detailed results of the salary and benefit data collection efforts are found in Appendix B and C, respectively.

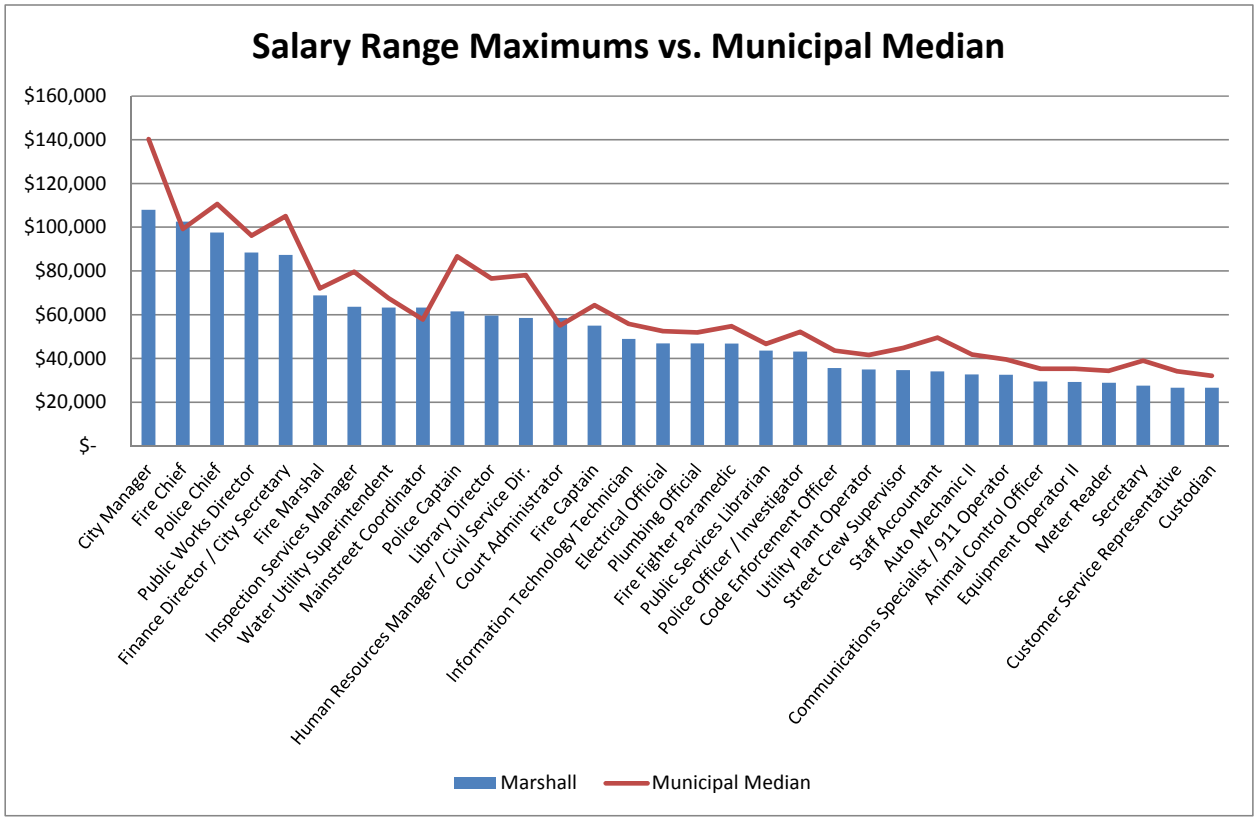
Summary of Salary Data Analysis

FINDING ***The municipal market data for comparable / competitive municipal governments suggests that in terms of both the adopted pay structure (range max) and actual pay, Marshall lags the market in more areas than not.***

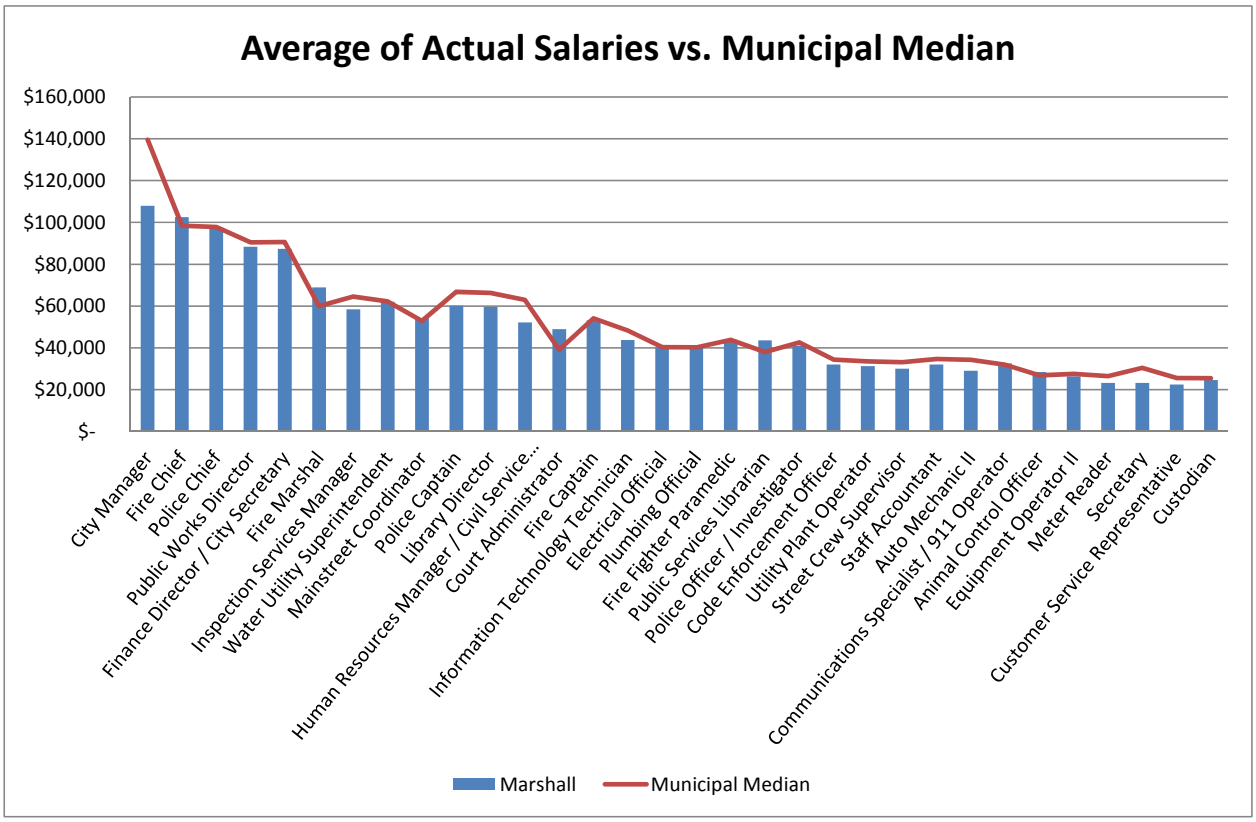
- For comparison purposes, the consulting team compared both pay plan maximums and actual rates of pay in Marshall to the same measures in the survey cities. The market median (the middle of a ranked array of vales) was used as the comparison point. The

median is a more stable measure of central tendency as it is not influenced by high or low outliers in the data.

- As illustrated below, when comparing the top rate of pay for the 32 Marshall benchmark jobs to the median top rate of pay for comparable jobs in the surveyed municipalities, we found that in virtually every instance the Marshall pay plan has a lower maximum rate than do it's municipal competitors:



  - On average, the top available rate of pay in Marshall for the surveyed jobs is 19.29% lower than the comparable jobs in other cities reporting data.
  - The differences noted ranged from 45% low for a Staff Accountant to 8.5% high for the Mainstreet Coordinator.
  - Only 3 of the 32 surveyed jobs showed top rates of pay over the median of market top rates: Fire Chief, (3.25%), Court Administrator (5.84%) and Mainstreet Coordinator (8.49%). Note that for the Fire Chief in Marshall there is no range, so the point of comparison was the actual salary vs. the median top range maximum in the comparison cities.

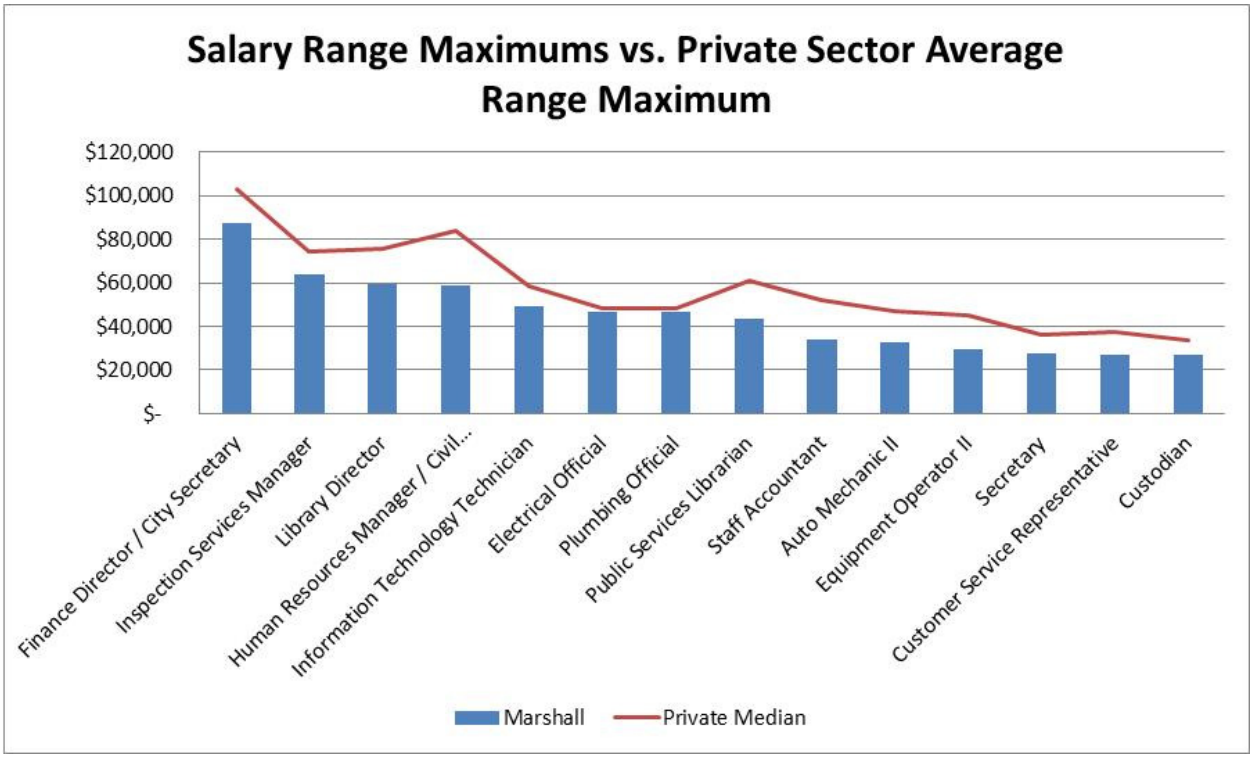


- In terms of the average actual salary in Marshall as compared to the median of actuals in the marketplace, a somewhat more favorable result was noted. On average, the actual rates of pay provided in Marshall are 5% lower than those observed in the market.
- As illustrated above and in the "heat map" graphic on the following page:
    - Differences range between 30.66% low for a Secretary to 21.7% above the median for the Court Administrator.
    - 23 of the 32 benchmark jobs are below the market median salary for comparable jobs.
    - 14 of the 32 benchmarks, or 41.9% of the jobs surveyed fall between plus or minus 5% of the median actual salary.

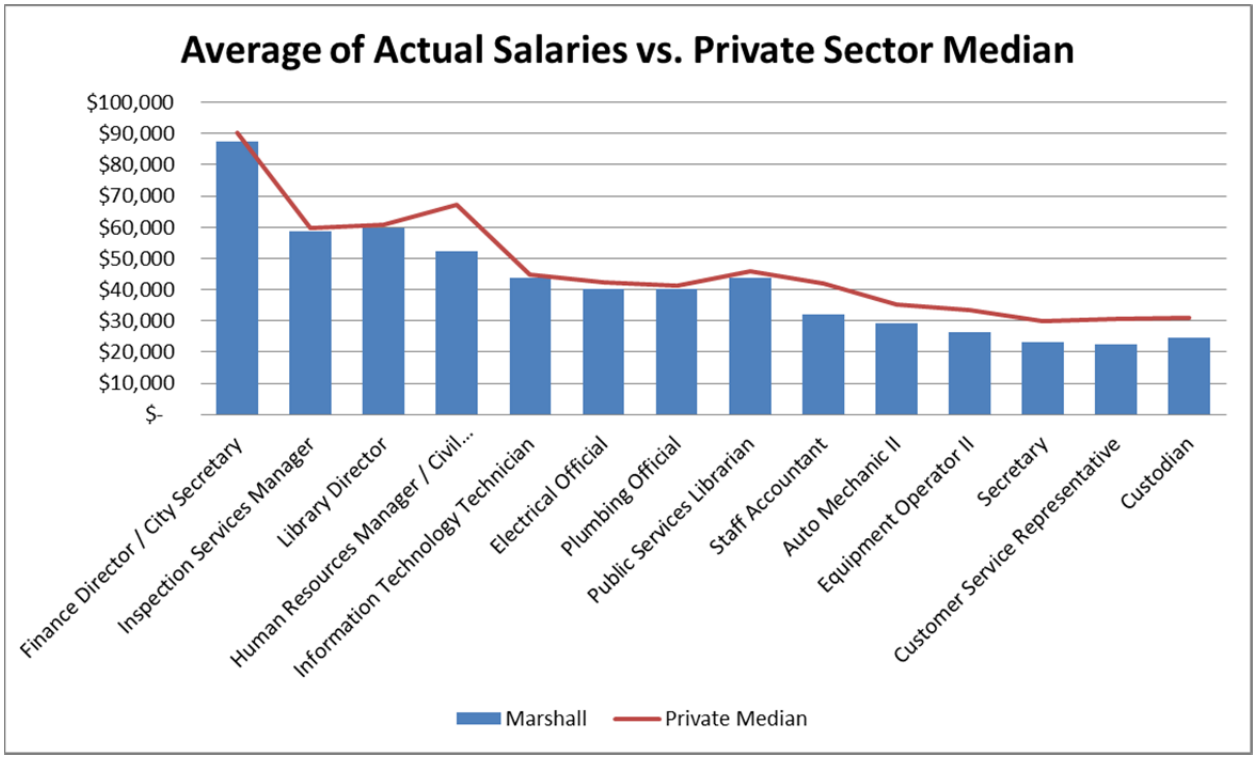
Title	Marshall Actual vs. Municipal Median									
	- 20% or more	- 15% - 19.9%	- 10% - 14.9%	- 5% - 9.9%	- 0% - 4.9%	+ 0% - 4.9%	+ 5% - 9.9%	+ 10% - 14.9%	+ 15% - 19.9%	+ 20% or more
City Manager	■									
Fire Chief						■				
Police Chief					■					
Public Works Director					■					
Finance Director / City Secretary					■					
Fire Marshall								■		
Inspection Services Manager			■							
Water Utility Superintendent					■					
Mainstreet Coordinator						■				
Police Captain			■							
Library Director			■							
Human Resources Manager / Civil Service Dir.	■									
Court Administrator										■
Fire Captain					■					
Information Technology Technician			■							
Electrical Official					■					
Plumbing Official						■				
Fire Fighter Paramedic						■				
Public Services Librarian								■		
Police Officer / Investigator					■					
Code Enforcement Officer				■						
Utility Plant Operator				■						
Street Crew Supervisor				■						
Staff Accountant				■						
Auto Mechanic II		■								
Communications Specialist / 911 Operator						■				
Animal Control Officer							■			
Equipment Operator II					■					
Meter Reader				■						
Secretary	■									
Customer Service Representative			■							
Custodian	■									

FINDING ***The private sector data indicates that Marshall consistently lags the market in both pay structure and actual pay, ranging between 2% and 37% low.***

- Due to differences in the nature of the work performed in municipal government vs. the commercial sector, it was only possible to achieve comparable matches for 14 of the 32 benchmark jobs.



- When comparing pay structure to pay structure, the top available rate of base pay in the City of Marshall is consistently lower than that available in the private sector market-place.
    - Differences ranged between 55.03% low in salary maximum for an Equipment Operator II (compared to a Laborer II in the private survey) to 2.7% low for the Electrical Official (compared to a journeyman Electrician II).
    - None of the City of Marshall jobs have range maximums that exceed the median of range maximums for comparable jobs.
- Comparing actual City of Marshall pay to the median of actual pay for similar jobs in the Texas private sector, the data show that the city's pay is lower than the pay available in the commercial sector, as shown in the graphics on the following page.
    - The range of difference is between 2% low for the Library Director, Inspection Services Manager and Plumbing Official to 37% low for a Customer Service Rep-resentative.
    - Seven of the 14 comparison jobs – exactly half – show average actual salaries 20% or more below the comparable jobs in the private sector survey data, as il-lustrated in the heat map on the bottom of the next page.



- No Marshall jobs show average actual salaries above the median of actual salaries paid in the private marketplace.

Title	Marshall Actual vs. Private Median									
	- 20% or more	- 15% - 19.9%	- 10% - 14.9%	- 5% - 9.9%	- 0% - 4.9%	+ 0% - 4.9%	+ 5% - 9.9%	+ 10% - 14.9%	+ 15% - 19.9%	+ 20% or more
Finance Director / City Secretary										
Inspection Services Manager										
Library Director										
Human Resources Manager / Civil Service Dir.										
Information Technology Technician										
Electrical Official										
Plumbing Official										
Public Services Librarian										
Staff Accountant										
Auto Mechanic II										
Equipment Operator II										
Secretary										
Customer Service Representative										
Custodian										

Summary of Benefit Data

FINDING ***The City of Marshall provides an attractive retirement program for its employees.***

- The city's 7% / 2:1 match is at the top plan level provided by the Texas Municipal Retirement System.
- Approximately 78% of TMRS cities in Marshall's size range have a comparable program. However, only 25% of the TMRS cities located in the Tyler/Longview area report this level of benefit.
- Data on the Fire Department pension program was not available within the TML database. However, a web search revealed a total of 49 similar Fire pension plans within the State of Texas.
- Compared the private sector retirement programs, only 3% of reporting employers provide a defined benefit retirement program similar to TMRS. Just under 40% report some kind of a defined contribution program.
- The City of Marshall's contribution on behalf of its employees – approximately 18% - 19% - compares very favorably to the average private sector match of 8.7%. This is a function of the fact that the TMRS is a defined benefit pension program whereas the large majority of private sector employers have moved away from such plans in favor of

RETIREMENT PLAN COMPARISONS

PUBLIC SECTOR

Marshall	Municipal Market
TMRS	TMRS
City Employees: 7% Employee contribution 17.85% City match	**7% & 2:1 Match:** 36% of all cities 25% of Tyler/Longview area cities 78% of cities with 20-30 thousand population
Fire Department: 14%% Employee contribution 19.05% City match	N/A (49 similar plans found statewide)
Optional deferred compensation plan available (Nationwide)	Optional deferred compensation plan available (Hartford, PEBSCO, ICMA)
Social Security (Except Civil Service)	Social Security

Sources: City of Marshall, Texas and TML Survey Navigator

PRIVATE SECTOR

Marshall	Private Market
Defined Benefit Plan (TMRS and Fire)	Defined Benefits Plans: 3.2% of employers Defined Contribution Plans: 57.9% of employers – 401(K)
Employer Match: 17.85% - all employees except Fire 19.05% - Fire	**Employer Match:** 78.8% of employers provide some matching contribution 8.7%of salary average maximum match
5 year vesting	1.7 year average vesting for defined contribution plans 4.4 years average vesting for defined benefit plans
Full retirement eligibility at 20 years of service / any age Partial retirement eligibility at age 60 with five or more years of service	Average regular retirement age of 73.6 years of age Average early retirement at 53.6 years of age

Sources: City of Marshall, Texas and TexasCompensation.com

defined contribution programs like 401(k) plans. These plans shift a much larger share of the retirement savings burden to the employee, at a consequent lower cost to the employer.

FINDING ***The City of Marshall employee health plan is comparable to other municipal plans.***

- The city fully funds the cost of covering the employee on Blue Cross / Blue Shield Preferred Provider Organization health plan, along with a fully funded employee dental plan.
- Marshall employees are responsible for 100% of the cost of their spouse and/or family coverage on the health and dental programs and may choose to insure themselves and family for vision.
- Private employers are offering a wide range of health plan choices than are the City of Marshall and other municipalities in the survey. However, many private employers are requiring cost sharing of the employee-only premiums.

Additionally, private employers may subsidize some portion of spousal and family coverage.

HEALTH PLAN COMPARISONS

PUBLIC SECTOR

Marshall	Municipal Market
Preferred Provider Organization (Blue Cross / Blue Shield)	Preferred Provider Organization (BC/BS, TML, Others)
No HMO Option	No HMO option
No POS Option	No POS option
City pays 100% of employee premium	N/A
Employee pays 100% of spouse / family coverage premium	N/A

PRIVATE SECTOR

Marshall	Private Market
Preferred Provider Organization (Blue Cross / Blue Shield)	69.7% - PPO provided 5.4% - HMO provided 3.2% - POS provided 14.9% - High deductible plan provided 72.4% - Dental plan provided
Employee Coverage Cost: City: $395.74 / month Employee: $0 / month	**Employee Coverage Cost:** Employer: $349.57 / month Employee: $101.08 / month
Family Coverage Cost: City: $0 / month Employee: $807.42 / month	**Family Coverage Cost:** Employer: $729.60 / month Employee: $485.25 / month
Employee Dental Plan Cost: City: $25.82 / month Employee: $0 / month	**Employee Dental Plan Cost:** Employer: $11.82/ month Employee: $18.28 / month
Family Dental Plan Cost: City: $0 / month Employee: $72.80 / month	**Family Dental Plan Cost:** Employer: $41.94/ month Employee: $39.81 / month
Vision plan available at employee expense	Vision plan available at 49.8% of employers with 75% - 80% of premium employee paid.

FINDING ***Paid time off, including vacation, sick and holiday pay is comparable to generous at the City of Marshall.***

- Compared to other municipal government employers, the city's vacation leave accrual policy is roughly equivalent through 15 years of service. Other cities are more likely to offer additional vacation time after 15 years of tenure.
- Marshall's 16 day holiday policy is well outside of the norm for both public and private employers.
- Private sector employers are more likely to group sick and vacation eligibility into a single Paid Time off "bucket" – without differentiation between the two types of leave – than are municipalities.

PAID TIME OFF COMPARISONS

PUBLIC SECTOR

Marshall	Municipal Market
Vacation: 6 Months: 5 days 1 Year: 10 days 5 Years: 12 days 10 Years: 15 days 15 Years: 15 days >15 Years: 15 days 240 hours maximum accrual Accrued vacation paid at separation up to 240 hours	**Vacation (average):** 6 Months: 5 days 1 Year: 12 days 5 Years: 14 days 10 Years: 15 days 15 Years: 18 days >15 Years: 19 days 233 (avg) hours maximum accrual Accrued vacation paid at separation
Sick Leave: 15 days annual accrual 90 days maximum accrual No payout at termination 45 day max payout at retirement	**Sick Leave:** 14 days (avg) annual accrual 80 days maximum accrual 60% no payout at termination 32 days (avg) max payout at retirement
PTO Program: None	**PTO Program:** N/A
Annual Holidays: 16	**Annual Holidays:** 9 - 12

Sources: City of Marshall, Texas and TML Survey Navigator

PRIVATE SECTOR

Marshall	Private Market
Vacation: 6 Months: 5 days 1 Year: 10 days 5 Years: 12 days 10 Years: 15 days 15 Years: 15 days >15 Years: 15 days 240 hours maximum accrual Accrued vacation paid at separation up to 240 hours	**Vacation (average):** 6 Months: 7 days 1 Year: 11 days 5 Years: 14 days 10 Years: 18 days 15 Years: 21 days >15 Years: 21 days N/A N/A
Sick Leave: 15 days annual accrual 90 days maximum accrual No payout at termination 45 day max payout at retirement	**Sick Leave:** <1 yr. – 7 days >1 yr. – 8 days
PTO Program: None	**PTO Program:** <1 yrs. – 8 days 1 yr. – 10 days > 5 yrs .– 19 days > 10 yrs. – 22 days > 15 yrs. – 23 days
Annual Holidays: 16	**Annual Holidays:** 9

Sources: City of Marshall, Texas and TexasCompensation.com

Recommendations: Employee Compensation

RECOMMENDATION ***The City Commission should set a formal compensation policy and philosophy to guide future compensation and benefit decision making.***

- The compensation policy should establish such parameters as:
  - How will we define our competitive market? Is it, for example, Texas municipalities of a given size range, location or both?
  - How do we want to address competitiveness with the private sector marketplace.
  - Where within that competitive market do we want to compete? Median of the market? Upper quartile? Lower quartile?
  - Do we want to compete at the base salary or total compensation level?
  - What are the kinds of benefits we want to provide our employees?
  - What role should performance play in making compensation decisions (as opposed to time in grade or tenure)?
- The city staff should use the Commission's compensation policy and philosophy to regularly – no less than every other year, more frequently if needed – conduct market analyses to ensure that the compensation program is maintained in accordance with the established policy guidelines.

RECOMMENDATION ***Consider engaging an independent compensation consultant to redesign the city's pay program in accordance with Commission policy.***

- City staff report that the city has not had a comprehensive and objective review and update of its compensation program in many years.
- Once the Commission has established and documented its desired compensation policy for the organization, the city would benefit from a comprehensive and independent redesign of the existing pay structure to establish a strong foundation of internal equity and market competitiveness.

- Commissioners should resist the temptation to "tinker" with the details of salary administration relying, instead, on the consistent management of the pay program to a professionally developed standard.
- Costs of an independent consultant to prepare an updated compensation plan are estimated at $35,000.

RECOMMENDATION Return to a more modest schedule of annual holidays in the 9-12 day range.

- The 16 holiday schedule is well outside of the norm for both public and private employers.
- The argument that the granting of additional holidays is a "no cost" benefit to employees is fallacious. Each day of lost worker productivity is an opportunity cost to the City of Marshall and a direct reduction in service levels to the taxpayer.
- With an average daily payroll of approximately $35,000, the opportunity cost of four holidays totals $140,000 annually.

VII. Implementation Plan and Cost Benefit Estimates

This final section of the efficiency study reports presents a recommended implementation plan and summarizes estimated costs and benefits of implementing the recommendations presented herein.

Implementation Plan

A specific plan for the implementation of the various recommendations identified over the course of the efficiency study is presented in the table on the following pages. For each recommendation included in the Final Report, the implementation plan:

- Restates the recommendation.
- Assigns a priority level (Quick Win, High, Moderate and Low).
- Suggests a timeframe for completion, by fiscal year, with the implementation of some recommendations spanning multiple fiscal periods.
- Lists any dependencies among the recommendations.
- Assigns key accountable personnel.
- Includes clarifying comments or suggestions as appropriate.

	RECOMMENDATION	PRIOR	TIMING (FY)				DEPENDENCIES	ACCOUNTABILITY	COMMENT
			13	14	15	16			
STRATEGIC PLANNING	Adopt, review and adjust the strategic plan presented in this report as appropriate.	Quick Win					• None	• City Commission	• The results of the July, 2013 planning session are preliminary in nature. • In order to give the city staff direction, formal acceptance of the plan is needed.
	Commit to a regular, annual process of strategic planning directly linked to the budget process.	High					• Adoption of the strategic plan	• City Commission	• Establishing the overall strategic priorities and objectives for the city government is one of the most important roles of the Commission. • By inistiutionalizing strategic planning, the overarching policy guidance of the Commission can be clearly communicated to the staff, establishing a foundation for resource allocations and accountability for results.
	Develop and implement a strategy deployment and execution plan.	High					• Adoption of the strategic plan	• City Manager	• Over time, the alignment of all internal management processes such as service planning, performance management, employee evaluation should be visibly linked and clearly aligned with the Commission's policy priorities.
	Identify and adopt reporting tools and processes to track and report results, identify further improvement opportunities, and document results.	Mod					• Development of the stratey deployment plan	• City Manager	• Ensuring regular monitoring,public reporting and transparency can be a powerful tool for both Commission and management to drive the expected results.
ORGANIZATIONAL STRUCTURE	Reduce the City Manager's span of control from 11 direct reporting managers and staff to nine.	High					• City Manager recommendation • City Commission decision	• City Manager • City Commission	• The Commission should seek the input of the City Manager in the selection and adoption of a preferred organizational model.
	Create a full-service Planning & Development Department by consolidating currently scattered functions under a single accountable manager.	High					• City Manager recommendation • City Commission decision	• City Manager • City Commission	• Consolidation and coordination of planning and development functions is an essential step towards an effective economic developmentn program.

	RECOMMENDATION	PRIOR	TIMING (FY)				DEPENDENCIES	ACCOUNTABILITY	COMMENT
			13	14	15	16			
	Create a single department of Public Services through the consolidation of the current Parks & Recreation, Public Works & Water Utilities functions.	Mod					• City Manager recommendation • City Commission decision	• City Manager • City Commission	• This consolidates the bulk of the city's infrastructure maintenance activities. • Allows improved cross uitlization of resources. • Can reduce staffing level by one Director.
	Establish a new Event Services Department, reporting to the Assistant City Manager, to lead and coordinate the marketing, sales, operation and maintenance of the city's key revenue-producing facilities.	Mod					• City Manager recommendation • City Commission decision	• City Manager • City Commission	• Supports cross selling of revenue producing assets.
	Assign the Assistant City Manager direct responsibility for the administrative functions of Purchasing, Risk Management and Municipal Court.	Mod					• City Manager recommendation • City Commission decision	• City Manager • City Commission	• Creates a focus for coordination of several key internal administrative functions.
	Transfer responsibility for Emergency Management to the Fire Department.	Quick Win					• City Manager recommendation • City Commission decision	• City Manager • City Commission	• More appropriate placement of the emergency management function by aligning it withi the public safety services and first reponders.
	Assign responsibility for Water Billing to the City Secretary & Finance Director.	Quick Win					• City Manager recommendation • City Commission decision	• City Manager • City Commission	• Aligns water billing with other financial management functions. • Concentrates Public Services on core infrastructure maintenance responsibilities.
CITY COMMISSION	Develop a disciplined and systematic approach to strategic planning, goal setting and management oversight.	High					• Adoption of the strategic plan	• City Commission • City Manager	• This is a complementary recommendation to that included within the Strategic Planning section of the report. • Institutionalizes a culture of strategic planning and management.
	Annually prepare and communicate written performance objectives and standards for all Commission-appointed officials and provide regular, formal feedback on performance.	High					• City Commission finalization of evaluation model	• City Commission	• The City Commission cannot reasonably expect good performance out of its direct appointees if it is unwilling to devote the time and effort to systematically communicate expectations and provide regular feedback.

	RECOMMENDATION	PRIOR	TIMING (FY)				DEPENDENCIES	ACCOUNTABILITY	COMMENT
			13	14	15	16			
	Make the resolution of tensions between the CVB, MEDCO and the city a high priority.	High					• None	• City Commission • City Manager	• The city has outsourced two key economic development functions: tourism and industrial development. • To be fully effective, the various parties to the respective contracts much have mutual trust and confidence.
	Draft, review and adopt a formal Code of Ethics and Conduct to guide the conduct of elected officials and hold each other accountable for abiding by agreed standards of deportment.	Mod					• None	• City Attorney • City Commission	• The City Charter includes certain specific provisions that should be reinforced. • City Commissions standards of personal conduct and deportment can help to keep the Commissions public delierations focused on the business at hand.
CITY MANAGER	Reestablish a full-time Planning and Development Department and recruit a trained and experienced professional to lead these functions.	High					• City Commission decision	• City Commission • City Manager	• Restatement of a similar recommendation included in the Organizational Design section. • Important step to both improve the City Manager's personal effectiveness and to enhance focus on critical growth and development functions.
	Review all policies and procedures that require direct City Manager approval and evaluate opportunities to delegate authority and responsibility.	Mod					• None	• City Manager • City Commission	• Streamlines business processes through more effective delegation.
	Focus the role of the City Manager on leading those aspects of the organization and the community that have the most strategic impact as determined by the City Commission.	High					• Implementation of an improved organizatoinal structure.	• City Commission • City Manager	• The City Manager's effectivness as both a business executive and community leader will be improved under a new organizational model.
PURCHASING	Update the city's purchasing process to limit low dollar invoice handling and check writing.	Mod					• None	• Assistant City Manager • City Secretary & Finance Director	• Process efficiency is improved by reducing the number of low-dollar invoice processing and check writing.
	Fully utilize the automated procurement processes available within the city's existing financial system.	Mod					• None	• Assistant City Manager	• Utilize existing sytems functionality to improve process efficiency.

	RECOMMENDATION	PRIOR	TIMING (FY)				DEPENDENCIES	ACCOUNTABILITY	COMMENT
			13	14	15	16			
CONVENTION CENTER	Consider outsourcing the custodial function at the Convention Center to allow more flexible / scalable staffing for event preparation, setup, teardown, etc.	Mod					• None	• Assistant City Manager • Convention Center Manager	• Provides more flexibility to respond to customer reqirements.
	The city and the Convention and Visitors Bureau should together develop a plan for the joint marketing and sales of the Convention Center, Arena, Golf Course, Arts Center, Downtown and other facilities.	High					• None	• City Manager • CVB Executive Director • Events Services Director	• It is important that the promotional activities of the CVB be integrated with the City's effort to drive facililty revenues. • The CVB should understand that promotion of these facilities is an explicit expectation / contractual requirement of the relationship with the City of Marshall.
	Consolidate food purchases under a single contract to seek more advantageous pricing.	Quick Win					• None	• Convention Center Manager • Public Services Director • Assistant City Manager	• Small dollar cost savings are achievable.
INFORMATION TECHNOLOGY	Develop a detailed information technology strategic plan that addresses city hardware and application software.	Mod					• None	• City Manager • Informatin Technology Staff	• This will likelyl require the engagement of a consultant. • Improved governance and strategic procurement of information technologies is required.
	Consolidate all IT staffing under a single accountable manager to better utilize available resources across the enterprise.	Mod					• None	• City Manager	• While IT staff will likely still be focused on supporting exisiting customers, consolidation allows for better cross utilization of staff. • Common standards for IT and support should be applied across the enterprise. • Also anitcipates the employment of an IT manager.

	RECOMMENDATION	PRIOR	TIMING (FY)				DEPENDENCIES	ACCOUNTABILITY	COMMENT
			13	14	15	16			
CITY SECRETARY & FINANCE	Discontinue the practice of treating sick, vacation and compensatory time as hours worked for overtime purposes.	Quick Win	■				• None	• City Commission	• Cost savings accrue through not paying overime unnecessarily.
	Discontinue the blanket policy of allowing all Police vehicles to go home with officers, with the exception of a limited number of "on call" or standby supervisory personnel.	Mod			■	■	• Development of a formalized take-home policy	• Police Chief	• Allow for reduction of overall fleet size.
	Strictly limit the number of civilian vehicles authorized for take-home use. Establish designated "standby" vehicles for utilization by the on-duty staff member.	Mod		■			• Formalization of a take home vehicle policy	• Department Directors	• Allows for reduction of overall fleet size.
HUMAN RESOURCES / BENEFITS	Finalize and approve the personnel policies update.	Quick Win	■				• None	• City Manager • City Commission	• Policy is currently drafted and pending City Manager and legal review and presentation to the Commission for adoption.
	Continue to monitor and improve the employee performance appraisal process with the goal of creating a true pay-for-performance program and provide necessary supervisory training.	High	■	■	■	■	• None	• Human Resources Manager	• Improve communication, training and overshight.
	Initiate a formalized succession planning effort.	Mod		■			• None	• Human Resources Manager	• Ensures continuity of leadership through systematic development of management and leadership skills.
	Perform a training and development needs assessment.	Low			■		• None	• Human Resources Manager	• Supports succession planning efforts.
POLICE	Transition the Marshall Police Department staffing model from a per capita based model to a model based on actual demand for police services.	High		■			• None	• Police Chief	• Population-based staffing ratios do not consider actual demand for service.
	Return to a traditional 8x5 patrol shift staffing model and reduce the number of police officers accordingly.	High		■	■	■	• None	• Police Chief	• The recommended shift staffing pattern allows better alignment of police resources to expected demand.
	Consider elimination of the Assistant Police Chief position (one on one reporting structure)	Mod		■			• None	• City Manager • Police Chief	• Eliminates a extra layer within the police chain of command.

	RECOMMENDATION	PRIOR	TIMING (FY)				DEPENDENCIES	ACCOUNTABILITY	COMMENT
			13	14	15	16			
	Over time, reorganize CID to reduce the number of Sergeants and Lieutenants allocated	Mod					• None	• Police Chief	• Supervisor to staffing ratios / span of control is excessively narrow in CID.
	Begin planning for a replacement animal shelter and seek participation and involvement from the county and other jurisdictions currently using the Marshall shelter.	Low					• None	• Police Chief	• Potential opportunity for regional collaboration.
FIRE	Discontinue the practice of providing non-emergency transfer services and work with the local medical community to identify qualified replacements.	Mod					• None	• Fire Chief • City Manager • City Commission	• Improved availability of fire personnel for local emergency response. • Reduced wear and tear on ambulances. • Potential reduction of firefighter turnover.
FIRE	Implement service charges to the Emergency Services Dis-tricts that cover the city's net cost of providing service.	High					• Finalization of contracts with ESD	• Fire Chief • City Commission	• The rate should incorporate the full costs of service provision, including administrative overhead. • Increases revenue to the city.
FIRE	Increase the minimum staffing complement at satellite stations from three to four responders.	High					• Increased EMS billings	• Fire Chief • City Manager • City Commission	• Improves firefighter safety and enhances the ability to aggressively attack structure fires.
PUBLIC WORKS	Develop a comprehensive strategic Capital Budgeting plan to funnel investment into the maintenance and enhancement of existing city infrastructure.	High					• None	• Public Works / Public Servcies Director	• Long term assest management improvement.
PUBLIC WORKS	Initiate cross training among street and utility maintenance crews within the new Public Services Department.	High					• None	• Public Works / Public Services Director	• Improved resource utilization.
PUBLIC WORKS	Consider outsourcing fleet maintenance.	Low					• None	• Public Works / Public Services Director	• Benefits TBD depending on results of the competitive process.
PARKS & RECREATION	Consolidate the grounds / facilities maintenance activities currently housed in Parks & Recreation within the proposed new Public Services Department.	Mod					• Implementation of an improved organizatoinal structure.	• City Commission • City Manager	• Allows for improved cross uitlization of staff resources.
PARKS & RECREATION	Evaluate the benefits / costs of outsourcing park mowing operations.	Mod					• None	• Parks & Recreation / Public Services Director	• Benefits TBD depending on results of the competitive process.

	RECOMMENDATION	PRIOR	TIMING (FY)				DEPENDENCIES	ACCOUNTABILITY	COMMENT
			13	14	15	16			
	Consider hiring a Golf Professional to manage, promote and expand service offerings at the municipal golf course to drive increased revenue.	Low					• None	• Parks & Recreation / Public Services Director	• Enhancement of service levels at the municipal golf course as strategy to increase utilization and revenue.
CODE ENFORCEMENT	Cross-train building inspections and health inspections personnel to support a more proactive / multi-disciplined approach to neighborhood integrity programs.	Mod					• None	• Planning and Development Director	• Improved resource utilization and focus on neighborhood integrity / code enforcement services.
	Consider the benefits / costs of employing a licensed engineer to perform routine work in-house	Low					• None	• Public Works / Public Services Director	• Potential costs services. • May not be effective until development activity picks up.
LIBRARY	Continue the delivery of quality public library services to the citizens of Marshall and Harrison County.	Mod					• None	• Library Director	• Continued implementation of the Library Strategic Plan.
EMPLOYEE COMPNESATION	The City Commission should set a formal compensation policy and philosophy to guide future compensation and benefit decision making.	High					• None	• City Commission • Human Resources Manager	• The clear articulation of a compensation philosophy is an important foundational requirement for an equitable and effective compensation program.
	Consider engaging an independent compensation consultant to redesign the city's pay program in accordance with Commission policy.	High					• Establishement of a compensation policy and philosophy	• Human Resources Manager	• The selected consultant can provide assistance in the development of compensation philosophy and policy.
	Return to a more modest schedule of annual holidays in the 9-12 day range.	Quick Win					• None	• City Commission	• Improves alignment o the market. • Reduces opportunity costs of reduced service delivery levels.

Cost Benefit Analysis

The schedule on the following pages presents AGI's estimates of the direct costs and savings that will result from implementation of recommendations included in the citywide efficiency study. The schedule includes only those recommendation with cost or revenue implications, to the extent that we were able to develop a reasonable estimate. In call cases we have attempted to estimate both costs and benefits conservatively, erring on the "high side" for added costs and trying to err on the "low side" when estimating cost reductions or revenue increases.

It is important to keep in mind that these implementation cost and savings estimates assume that all recommendations will be accepted as offered and that any recommendations that involve changes to the city's staffing levels – whether increases or reductions – will take place immediately. In actual practice, however, these assumptions may not be practical. For example, the city may elect to effect personnel changes over time, as vacancies naturally occur through attrition from retirements, resignations or other separations.

Overall, we have estimated a five-year net savings and productivity gain to the City of Marshall of **$1,853,500** as summarized below:

Cost / Benefit Estimate	Estimated One Time Cost	Estimated Annual Cost	Estimated Annual Cost Savings	Estimated Annual Revenue	Estimated Indirect Cost Savings / Productivity Gains	Total Estimated Benefit
Annual Estimate	$ (75,000)	$ (822,954)	$ 687,904	$ 365,000	$ 155,750	$ 310,700
Five Year Estimate	$ (75,000)	$ (4,114,770)	$ 3,439,520	$ 1,825,000	$ 778,750	$ 1,853,500

One year net savings / productivity gain of $310,700 recovers over four times the consulting fees and expenses of $74,500. Over five years, the return on investment is just under 25 times the cost of the study.

Recommendation	Estimated One Time Cost	Estimated Annual Cost	Estimated Annual Cost Savings	Estimated Annual Revenue	Estimated Indirect Cost Savings / Productivity Gains	Total Estimated Benefit	Basis of Estimate
Create a full-service Planning and Development Department by consolidating currently scattered functions unders a single accountable manager.		$ (97,500)				$ (97,500.00)	Estimated $75,000 annual salary and 30% benefit cost for new Director of Planning and Development.
Create a single department of Public Services through the consolidation of the current Parks & Recreation and Public Works and Water Utilities functions.			$ 110,500			$ 110,500.00	Reduction of one Director level position with an assumed annual salary of $85,000 and 30% benefit costs.
Update the City's purchasing process to limit low dollar purchases.			$ 797		$ 15,750	$ 16,547	1. Estimated check stock at $64 per 2000 sheets. 2. Estimated MICR ink cost of $90 for 6,400 checks. 3. Estimated $0.46 per check mailed for postage. 4. Calculations based upon a total reduction of 1,575 checks per year at $10 cost per check.
Consider outsourcing the custodial function at the Convention Center to allow more flexible / scalable staffing for even preparation, setup, teardown, etc.		TBD	TBD			TBD	With only limited available data, our best estimate is that costs of in-house and outsourced service provision will be roughly equivalent. However, we further believe that the added flexibility and scalability of an outsourced service option continues to argue in favor of outsourcing.
Consolidate food purchases under a single contract to seek more advantageous pricing.			$ 590			$ 590	The City currently spends approximately 5,900 on food purchases for concession stands for the Golf Course, Area and parks facilities. By consolidating purchases, it is estimated at at least 10% savings can be realized.
Develop a detailed information technology strategic plan that addresses City hardware and application software.	$ (40,000)					$ (40,000)	Estimated cost of employing a consultant to develop an IT plan (one time cost)
Consolidate all IT staffing under a single accountable manager to better utilize available resources across the enterprise.		$ (84,500)				$ (84,500)	Added an IT Manager with an estimated salary of $65,000 per year plus 30% fringe benefits.
Discontinue the practice of treating sick, vacation and compensatory time off as hours worked for overtime purposes.			$ 63,544			$ 63,544	Based on 2 test payroll periods, savings of $1,222 per payroll are expected over 26 payroll cycles per year.
Discontinue the blanket policy of allowing all Police vehicles to go home with officers, with the exception of a limited number of "on call" or standby supervisory personnel.		TBD	TBD			TBD	Unable to accurately estimate at this time. A new vehicle take-home policy should first be developed.
Strictly limit the number of civilian vehicles authorized for take home use. Establish designated "standby" vehicles for utilization by the on-duty staff members.		TBD	TBD			TBD	Unable to accurately estimate at this time. A new vehicle take-home policy should first be developed.
Return to a traditional 5x8 patrol shift staffing model and reduce the number of police officers accordingly.		$ (62,312)	$ 175,434			$ 113,122	1. Based upon the staffing model, we assume a reduction of 2 patrol officers and 1 Lieutenant and the addition of 1 Sergeant. 2. Salary costs are based upon a mid range step level for each position. 3. 30% fringe benefit cost.
Consider eliminating of the Assistant Chief position.			$ 88,166			$ 88,166	Based on the current Assistant Chief salary of $67, 820 plus 30% fringe.

Recommendation	Estimated One Time Cost	Estimated Annual Cost	Estimated Annual Cost Savings	Estimated Annual Revenue	Estimated Indirect Cost Savings / Productivity Gains	Total Estimated Benefit	Basis of Estimate
Over time, reorganize CID to reduce the number of Sergeants and Lieutenants allocated.		$ (52,621)	$ 62,312			$ 9,691	One Sergeant transferred from CID to Patrol, replaced by a Patrol Officer, estimated at the midpoint per range, plus benefits at 30%.
Discontinue the practice of providing non-emergency transfer services and work with the local medical community to identify qualified replacements.		$ (300,000)	$ 186,561			$ (113,439)	1. It is assumed that the City will exit the transfer business completely, costing $300,000 in annual revenue. 2. Cost savings will be generated from a reduction of vehicle replacement costs estimated to be $400,000 over five years. This cost will be derived from savings associated with a reduction in the frequency in which ambulances will need to be replaced. Additionally, the Fire Department estimates that it will be able to utilize a smaller ambulance style which also reduces the associated replacement cost. 3. Fire Department estimates that vehicle maintenance, fuel and consumables will be reduced by $65,000 per year. 4. Staff turnover will be reduced by 1.5 FTE per year. Cost for training one FTE is $27,707 including all salary, personal equipment and training up to a firefighter/paramedic level.
Implement service charges to the Emergency Services Dis-tricts that cover the city's net cost of providing service.				$ 365,000		$ 365,000	Fire Department has currently negotiated contracts with area ESD's totaling $70,000 per year. AGI believes a more appropiriate charge is in the $275,000 range. This revenue estimate reflects the incemental increase.
Increase the minimum staffing complement at satellite stations from three to four responders.		$ (167,521)				$ (167,521)	Salary and benefits for one additiona Firefighter per shift, for three additional FTE positions total.
Consider outsourcing fleet maintenance.		TBD	TBD			TBD	No cost savings estimated, given market uncertainties. Cost savings to be determined through the competitive process.
Evaluate the benefits / costs of outsourcing park mowing operations.		TBD	TBD			TBD	No cost savings estimated. Cost savings to be determined through the competitive process.
Consider hiring a Golf Professional to manage, promote and expand service offerings at the municipal golf course to drive increased revenue.		$ (58,500)				$ (58,500)	1. Estimate $45,000 for the base salary along with an additional 30% for benefits. 2. A golf pro will likely negotiate addition benefits such as a portion of proceeds from lessons and/or a portion of proceeds from the pro-shop. Unable to estimate this benefit.
Consider the benefits / costs of employing a licensed engineer to perform routine work in-house		TBD	TBD			TBD	No cost / benfit estimated at this time. Public Works staff reports that design services are very limited today.
Consider engaging an independent compensation consultant to redesign the city's pay program in accordance with Commission policy.	$ (35,000)					$ (35,000)	Estimated cost of employing a compensation firm to complete a compreheive analysis and pay plan design. One time cost.
Return to a more modest schedule of annual holidays in the 9-12 day range.					$ 140,000	$ 140,000	Assume 4 days of opportunity cost savings, based on an average daily payroll of $35,000.
Annual Estimate	**$ (75,000)**	**$ (822,954)**	**$ 687,904**	**$ 365,000**	**$ 155,750**	**$ 310,700**	
Five Year Estimate	**$ (75,000)**	**$ (4,114,770)**	**$ 3,439,520**	**$ 1,825,000**	**$ 778,750**	**$ 1,853,500**	

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Appendix A – Preliminary Assessment Report

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Citywide Efficiency Review

Preliminary Assessment Report

THE CITY OF MARSHALL TEXAS

City of Marshall, Texas

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AZIMUTH GROUP

strategic solutions for public leaders

July 14, 2013

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City of Marshall, Texas
Citywide Efficiency Review

BACKGROUND, SCOPE & APPROACH

The City of Marshall engaged the Azimuth Group, Inc. ("AGI") to support the completion of an independent review of the organizational and operational efficiency of the municipal government.

Background

- Like many other cities, Marshall has been increasingly challenged to deliver the services that the citizens require within a resource-constrained fiscal climate
- The City Commission unanimously approved the initiation of a process of examination and analysis to determine cost effective ways to improve city operations.
- A three-member committee, including Mayor Ed Smith, Commissioner Garrett Boersma and Commissioner Charlie Oliver, developed a scope of services for consulting services for an independent efficiency review.

Objectives & Scope

- Systematic identification of opportunities to increase organizational and operational efficiency
- Reduce operating costs while minimizing service impacts
- Achieve economies sufficient to recover several times consulting fees
- Covers all departments and divisions of the City
- City Commission strategy and planning workshop
- Comparative compensation evaluation

Strategic concerns

- Establishment of a clear sense of mission
- Identification of and achievement of consensus on priorities
- Determination of what constitutes serving citizens well in the operation of municipal government
- Efficiency of the current organizational model
- Managerial and supervisory span of control
- Performance management

The City of Marshall engaged the Azimuth Group, Inc. ("AGI") to support the completion of an independent review of the organizational and operational efficiency of the municipal government.

Organizational structure and performance

- Efficiency of the current organizational model
- Managerial and supervisory span of control
- Performance management

Departmental operations and management

- Departmental performance , goals and objectives
- Potential duplication and overlap in staffing, services, responsibilities
- Balance of staffing and service demand / workload
- Cost containment opportunity
- Revenue enhancement potential

Employee compensation

- Total compensation costs including base salary, premium pays and fringe benefits
- Municipal market competiveness of salaries and benefits
- Private sector competitiveness of salaries and benefits

AGI is applying its 5-stage IMPACT methodology to the completion of the efficiency review assignment. With the delivery of this Preliminary Assessment Report, the Probe Stage of the assignment is substantially complete.

Initiate & mobilize
- Project kick-off completed
- Team mobilized

Analyze
- Strategy workshop
- Organizational analysis
- Compensation analysis
- Draft report

No activity to date

Probe
- Data collected & reviewed
- City Commission interviews complete
- Senior staff interviews complete
- Issues identified
- Assessment Report prepared

Clarify
- Follow-up analysis
- Implementation plan
- Final report
- Presentations

No activity to date

Transform
- Implementation support as requested

No activity to date

The *Probe* stage has involved direct interaction with the elected officials and senior staff of the City of Marshall to develop a high level understanding of the organizational structure, business issues and potential improvement opportunities.

Kickoff Meetings / Briefings

- City Commission Efficiency Study Committee
  - *Mayor Smith*
  - *Commissioner Boersma*
  - *Commissioner Oliver*
- City Manager
- City Department Heads
  - *Finance Director / City Secretary*
  - *Acting Police Chief*
  - *Fire Chief*
  - *Public Works Director*
  - *Parks & Recreation Director*
  - *Library Director*
  - *Convention Center Mgr.*
  - *Human Resources Mgr.*

Individual City Commission Interviews

- Mayor Smith (telephone)
- Commissioner Boersma
- Commissioner Flowers
- Commissioner Marshall
- Commissioner Moon
- Commissioner Oliver
- Commissioner Timmins

Individual Senior Staff Interviews

- Frank Johnson
- Ardis Wright
- Todd Fitts
- Lisa Agnor
- Leland Benoit
- Buzz Snyder
- J.C. Hughes
- Jack Redmon
- Bo Ellis
- Anna Lane

Individual Middle Manager Interviews

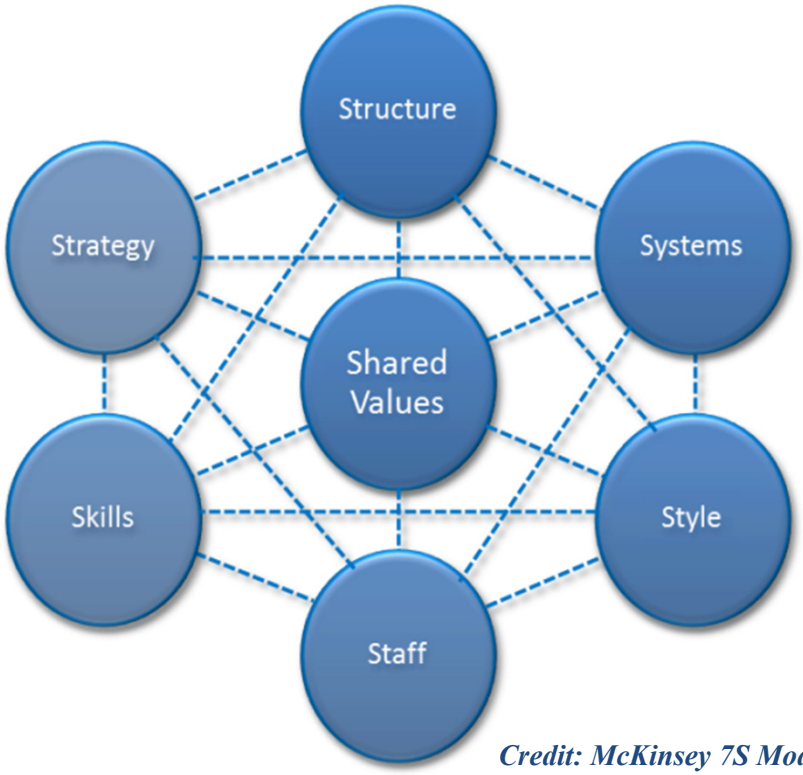
- Debbie Manuel
- Cherilyn Johnson
- David Reaves
- John Best
- Shelly Cullum
- Jennifer Carpenter
- Michael Westring
- Reggie Cooper
- Bob Cole
- Kenny Davis
- Chris Miles
- Nancy Pasel
- Wayne Lloyd
- Larry Henderson
- Chris Houck
- Brian Edmiston

City of Marshall, Texas
Citywide Efficiency Review

ASSESSMENT FINDINGS

The McKinsey & Company "7s" framework is used as a tool to assess the overall effectiveness of an organization in terms of seven important and interrelated factors.

- ***Strategy*** – the overall purpose and direction of the organization in terms of vision, mission, goals and objectives.
- ***Shared values*** – sometimes referred to as "Superordinate Goals," these are the central concepts, beliefs and attitudes that guide the organization and its members.
- ***Structure*** – the assignment of responsibilities and accountability for the various functions, roles and responsibilities required within the organization.
- ***Staffing*** – the distribution of personnel throughout the organization in terms of their roles and headcount.
- ***Systems*** – business processes, procedures and technologies.
- ***Skills*** – the development of the necessary competencies and capabilities of the workforce.
- ***Style*** – the overall leadership and management culture and behavioral norms within the organization.



Credit: McKinsey 7S Model

The McKinsey & Company "7s" framework is used as a tool to assess the overall effectiveness of an organization in terms of seven important and interrelated factors. ***The assessment results that follow are preliminary in nature, subject to further review, analysis and dialog.***

Assessment Dimension	Initial Assessment
Strategy / Shared Values	○
Structure	◔
Staffing	◑
Systems	◔
Skills	◑
Style	◔

● = **Excellent** – fully proficient, no specific improvement areas noted.

◑ = **Satisfactory** – generally acceptable performance overall, but with targeted improvement opportunities.

◔ = **Needs Improvement** – several gaps in performance noted requiring focused attention to close gaps.

○ = **Unsatisfactory** – significant gaps in performance requiring significant, sustained attention to close gaps.

Long term organizational success requires a clear sense of strategic direction, a shared vision and focused mission, accountability mechanisms, principled leadership and functional governance.

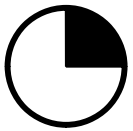
- The City Commission's long term vision for the community is unclear.
- Commission-level decision-making processes appear to be dysfunctional and consensus is difficult to achieve.
- Trust among Commissioners is weak and Commission / staff confidence is strained.
- No adopted strategic plan to guide priority setting and decision making is in place.
- Performance measures and standards aligned to strategic goals are unavailable.

Strategy / Shared Values
○
Unsatisfactory

An organizational structure that clearly establishes lines of authority and control, ensures unit of direction, promotes effective internal communication and facilitates role clarity is essential.

- With a few exceptions, the City is logically organized by function.
- Lines of authority and responsibility are well established and understood.
- Some structural issues need further attention and review:
  - *Planning and development functions are fragmented and organizationally disconnected*
  - *Economic development activities, including MEDCO, CVB and the City, are disjointed*
  - *The Police Department command structure appears to be top heavy*
  - *Management of revenue-producing facilities is scattered and uncoordinated*
  - *The Assistant City Manager position is under-utilized, focused almost entirely on Purchasing and management of a limited number of contracts*
  - *Information technology support is scattered and uncoordinated.*

Structure

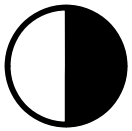


Needs Improvement

The sufficiency of the organization's employees, in terms of headcount, capabilities and their distribution to the various departments and services has a direct bearing on operating efficiency and effectiveness.

- In the aggregate, our initial impression is that staffing levels are adequate.
- Absent a clear sense of priorities and service level objectives, precise determination of staffing levels is difficult.
- Areas in which staffing levels require additional review and analysis include:
  - *The Police Department's patrol staffing model of 4 rotating, 12 hour shifts is likely to produce periods of over staffing relative to workload demand.*
  - *Sworn crime scene investigators may represent an opportunity for civilianization.*
  - *Fire Department operations / suppression staffing appears to be minimal.*
  - *Code enforcement staffing resources appear limited in light of expressed concerns of Commissioners.*
  - *The City needs a full time Community Development Director.*
  - *An in-house City Engineer may be cost effective.*
  - *Information Technology staffing is limited.*

Staffing



Satisfactory

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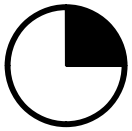
Management and administrative process and procedures, along with the technologies that support them, directly impact the efficiency of City operations.

Systems



Needs Improvement

- The purchasing (requisition-to-pay) process is completely manual and decentralized, despite the availability of system support.
- Work order management systems are paper-based.
- There is no clear long-term plan or process for addressing deteriorating infrastructure needs.
- The employee performance appraisal system is new, not fully embraced by the staff and paper-based.
- Planning and development process are not optimized.
- Updated personnel policies and procedures are needed.
- The City has no strategic plan for information technology.
- There are "pockets" of significant dissatisfaction with current or missing information technologies
  - *Abra Human Resources Information System described as "terrible"*
  - *Police CAD / RMS are old and may be out of support*
  - *No mobile data terminals for police cars or fire apparatus*
  - *No GIS capability presently exists.*

The performance and results produced by the organization are a direct reflection of the competencies and skill sets of its employees.

- Appropriate training and certifications are provided to Police, Fire/EMS and utility workers.
- No city-wide employee training and development program is in place.
- Reportedly persistent customer service / performance issues in building inspections suggest a need for improved skills.
- Employees tasked with the management of under-performing city assets such as the Convention Center, Golf Course, Arena, etc. may lack marketing and business development skills.
- Contractual performance standards for third-party partners (MEDCO, CVB) need further review.

Skills
◑
Satisfactory

The behavioral norms and organizational culture that guide employee behavior must be consistently modeled and reinforced by leaders, managers, supervisors and coworkers.

- There is an overall sense of a "lack of urgency" within the City of Marshall.
- Dysfunction at the Commission level causes some employees to simply "keep their heads down".
- In multiple departments, management practices seem more geared to employee convenience rather than to high productivity:
  - *16 annual holidays are way outside of the norm*
  - *12 hour police patrol shifts to produce three day weekends*
  - *100% car take-home policy in Police*
  - *"California swing" shift pattern in Fire*
  - *12 hour shift in water / wastewater treatment*
  - *Reluctance to book convention center space if staff overtime might be required.*

Style
Needs Improvement

Other observations that do not clearly fit into the 7S framework include:

- Inefficient utilization of city office space may create opportunities for cost saving through consolidation.
- Non-emergency, out of city/region ambulance transfers is a likely money loser.
- Need to focus on core service functions, especially in times of resource scarcity.
- Potential outsourcing opportunities:
  - *Fleet services*
  - *Golf course*
  - *Building inspection*
  - *Regional approach to animal shelter and other services TBD.*
- Revenue enhancement opportunities:
  - *EMS reimbursements from Fire Protection Districts*
  - *Parks, Recreation and Development revenues.*

City of Marshall, Texas
Citywide Efficiency Review

IMPROVEMENT CONCEPTS

Improvement Concepts …

AGI has identified five global business improvement themes and improvement concepts through leadership and staff interviews, review of provided documents and internal team discussions. These improvement concepts will be more fully explored in subsequent project stages.

Theme	Definition	Potential Improvement Concepts
Mature Effective Governance Processes	***The City will benefit from a maturation of its governance model and the processes for translating policy into administrative action***	• Schedule and complete the strategic planning workshop included in the scope of the efficiency review. Once completed, commit to a regular process of strategic business planning and priority setting. • The Commission should create and communicate a comprehensive set of measurable performance objectives for the City Manager and, by extension, the City as a whole. • Conduct quarterly performance management review meetings between the Commission and the City Manager. • Consider the addition of brief workshop / discussion items on the regular Commission agenda to provide an opportunity for productive discussion and issue identification before scheduling an item for formal action. • Develop a written Governance Policy and Code of Conduct for the Commission.
Efficient and Responsive Organizational Structure	***Selective restructuring of key municipal business functions to drive improved citizen responsiveness and better results.***	• Create a Community and Economic Development Department through consolidation of existing internal functions, add a Director – level position and assign responsibility for management of third-party contracts. • Develop and document performance standards for MEDCO and the CVB. • Evaluate organizational models to provide consistent, professional management to the City's key revenue-producing facilities (including outsourcing). • Assign more significant management roles and responsibilities to the ACM to allow the City Manager to more effectively manage day to day city operations. • Consolidate Information Technology resources in a single office.

Improvement Concepts …

AGI has identified five global business improvement themes and improvement concepts through leadership and staff interviews, review of provided documents and internal team discussions. These improvement concepts will be more fully explored in subsequent project stages.

Theme	Definition	Potential Improvement Concepts
Appropriately Resourced Operations	***Rigorously evaluate staffing levels and skill sets to align personnel with service demand, consistent with Commission priorities.***	• Evaluate the reconfiguration of patrol shift staffing model to more efficiently utilize staff resources and reduce the manager to staff ratio. • Consider civilianization of Police Crime Scene Investigators. • Evaluate minimum staffing standards for the Fire Department to ensure adequate emergency coverage. • Consider the potential for increasing the authorized staffing for Code Enforcement by 2 or more officers, depending on Commission policy priorities. • Evaluate the benefits / costs of third party building inspections. • Review needs for additional / more skilled information technology staff. • Consider creation of an in-house City Engineer within the proposed Community Development Department. • Develop a city-wide training needs assessment and development program.
Optimized Processes, Policies and Technology	***Develop and deploy modernized business processes, policies and procedures and supporting efficient and responsive service delivery.***	• Improve the purchasing process through increased approval thresholds, usage of procurement cards and the leveraging of available system functionality. • Develop a strategic plan for information technology. • Develop a long range plan for infrastructure upgrade and replacement. • Reengineer / streamline development review, permitting and inspections processes. • Continue to improve the employee performance appraisal process and provide appropriate training to managers and supervisors. • Finalize the personnel policies and procedures update.

Improvement Concepts …

AGI has identified five global business improvement themes and improvement concepts through leadership and staff interviews, review of provided documents and internal team discussions. These improvement concepts will be more fully explored in subsequent project stages.

Theme	Definition	Potential Improvement Concepts
Cost Conscious Management Practices	***Avoidance and elimination of management practices and policies that add costs while producing only limited public benefit.***	• Within the context of the planned assessment of comparative compensation levels, re-evaluate the cost effectiveness of the city's 16 day holiday schedule. • Consider elimination of the Police Department's take-home vehicle program. • Eliminate or substantially limit the non-emergency ambulance transfer program. • Explore opportunities to consolidate city office space and shutter, sublease or dispose of unneeded space. • Develop policies to reduce or eliminate taxpayer subsidies to programs appropriately supported by user fees and charges such as development fees, golf course fees, convention center charges, facility rentals, out of city EMS calls, etc. • Exit unsustainable, non core businesses.

City of Marshall, Texas
Citywide Efficiency Review

NEXT STEPS

Future stages of the project, subject to the Committee's direction, will include the activities shown below.

Analyze Stage

- Complete the City Commission strategic planning workshop
- Conduct the competitive compensation analysis
- Further refine and develop the improvement concepts documented in this report, including additional interviews, data collection and analysis as needed
- Prepare and review a draft report of findings and recommendations

Clarify Stage

- Complete any follow up analysis required to clarify / support draft report recommendations
- Estimate benefits and costs
- Prepare a proposed implementation plan
- Prepare and present a final report

Transform Stage

- Provide implementation support as requested

Appendix B – Salary Data Detail

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City of Marshall
Salary Market Analysis

Title	Range Max					Average Actual Pay				
	Marshall	Municipal Market Median	% Difference	Private Market Median	% Difference	Marshall	Municipal Market Median	% Difference	Private Market Median	% Difference
City Manager	$ 108,021	$ 140,298	-29.88%	-	-	$ 108,021	$ 139,464	-29.11%	-	-
Fire Chief	$ 102,514	$ 99,180	3.25%	-	-	$ 102,514	$ 98,446	3.97%	-	-
Police Chief	$ 97,535	$ 110,574	-13.37%	-	-	$ 97,535	$ 97,845	-0.32%	-	-
Public Works Director	$ 88,377	$ 96,174	-8.82%	-	-	$ 88,377	$ 90,456	-2.35%	-	-
Finance Director / City Secretary	$ 87,385	$ 105,016	-20.18%	$ 102,779	-17.62%	$ 87,385	$ 90,582	-3.66%	$ 90,130	-3.14%
Fire Marshal	$ 68,851	$ 72,066	-4.67%	-	-	$ 68,851	$ 59,950	12.93%	-	-
Inspection Services Manager	$ 63,642	$ 79,656	-25.16%	$ 74,213	-16.61%	$ 58,531	$ 64,509	-10.21%	$ 59,745	-2.07%
Water Utility Superintendent	$ 63,242	$ 67,512	-6.75%	-	-	$ 62,042	$ 62,193	-0.24%	-	-
Mainstreet Coordinator	$ 63,242	$ 57,870	8.49%	-	-	$ 54,168	$ 52,842	2.45%	-	-
Police Captain	$ 61,456	$ 86,711	-41.09%	-	-	$ 60,206	$ 66,789	-10.93%	-	-
Library Director	$ 59,596	$ 76,514	-28.39%	$ 75,364	-	$ 59,596	$ 66,268	-11.20%	$ 60,726	-1.90%
Human Resources Manager / Civil Service Dir.	$ 58,542	$ 78,155	-33.50%	$ 84,020	-43.52%	$ 52,106	$ 63,000	-20.91%	$ 67,077	-28.73%
Court Administrator	$ 58,542	$ 55,120	5.84%	-	-	$ 48,947	$ 39,072	20.17%	-	-
Fire Captain	$ 54,993	$ 64,354	-17.02%	-	-	$ 53,160	$ 54,196	-1.95%	-	-
Information Technology Technician	$ 48,947	$ 55,788	-13.98%	$ 58,256	-19.02%	$ 43,744	$ 48,312	-10.44%	$ 44,947	-2.75%
Electrical Official	$ 46,956	$ 52,480	-11.76%	$ 48,224	-2.70%	$ 40,252	$ 40,368	-0.29%	$ 42,444	-5.45%
Plumbing Official	$ 46,956	$ 51,863	-10.45%	$ 48,252	-2.76%	$ 40,252	$ 40,221	0.08%	$ 41,160	-2.26%
Fire Fighter Paramedic	$ 46,777	$ 54,780	-17.11%	-	-	$ 43,851	$ 43,808	0.10%	-	-
Public Services Librarian	$ 43,603	$ 46,695	-7.09%	$ 61,095	-40.12%	$ 43,597	$ 38,060	12.70%	$ 45,789	-5.03%
Police Officer / Investigator	$ 43,178	$ 52,188	-20.87%	-	-	$ 41,103	$ 42,655	-3.78%	-	-
Code Enforcement Officer	$ 35,647	$ 43,655	-22.46%	-	-	$ 32,088	$ 34,461	-7.40%	-	-
Utility Plant Operator	$ 34,888	$ 41,556	-19.11%	-	-	$ 31,342	$ 33,563	-7.09%	-	-
Street Crew Supervisor	$ 34,744	$ 44,785	-28.90%	-	-	$ 30,116	$ 33,147	-10.06%	-	-
Staff Accountant	$ 34,077	$ 49,520	-45.32%	$ 52,039	-52.71%	$ 32,088	$ 34,663	-8.02%	$ 42,051	-31.05%
Auto Mechanic II	$ 32,712	$ 41,787	-27.74%	$ 47,227	-44.37%	$ 29,137	$ 34,343	-17.87%	$ 35,331	-21.26%
Communications Specialist / 911 Operator	$ 32,550	$ 39,600	-21.66%	-	-	$ 32,550	$ 31,920	1.94%	-	-
Animal Control Officer	$ 29,426	$ 35,243	-19.77%	-	-	$ 28,445	$ 26,825	5.70%	-	-
Equipment Operator II	$ 29,239	$ 35,292	-20.70%	$ 45,330	-55.03%	$ 26,321	$ 27,607	-4.88%	$ 33,443	-27.06%
Meter Reader	$ 28,851	$ 34,403	-19.24%	-	-	$ 23,302	$ 26,534	-13.87%	-	-
Secretary	$ 27,629	$ 38,939	-40.94%	$ 35,939	-30.08%	$ 23,302	$ 30,446	-30.66%	$ 29,821	-27.98%
Customer Service Representative	$ 26,626	$ 34,107	-28.10%	$ 37,504	-40.85%	$ 22,540	$ 25,630	-13.71%	$ 30,778	-36.55%
Custodian	$ 26,626	$ 32,048	-20.36%	$ 33,310	-25.10%	$ 24,560	$ 25,482	-3.76%	$ 30,785	-25.35%

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Animal Control Officer	$26,013.00	$35,194.00	$26,793.00	6.16%
Waxahachie	31,000	Animal Control Officer	$29,233.00	$43,868.00	$31,228.00	-8.92%
Deer Park	30,890	Animal Control Officer	$29,182.40	$39,228.80	$29,993.60	-5.17%
Copperas Cove	30,710	Animal Control Officer	$22,173.00	$32,656.00	$22,249.00	27.84%
Cleburne	30,400	Animal Control Officer	$34,974.00	$49,421.00	$40,561.00	-29.87%
Weatherford	26,650	Animal Control Officer	$35,712.00	$49,992.00	$41,214.00	-30.98%
Greenville	26,600	Animal Control Officer	$28,908.00	$40,476.00	$30,696.00	-7.34%
Paris	26,539	Animal Control Officer	$20,095.00	$26,932.00	$22,156.00	28.38%
Seguin	26,394	Animal Services Officer	$33,219.00	$48,055.00	$33,219.00	-14.37%
Kingsville	26,213	Animal Control Officer	$18,179.20	$23,254.40	$19,489.60	45.94%
Harker Heights	25,417	Animal Control Officer	$25,372.00	$31,547.00	$25,372.00	12.11%
Big Spring	25,233	Animal Control Officer	$24,956.00	$37,975.00	$24,956.00	13.98%
Plainview	23,000	Animal Control Officer I	$22,404.00	$25,932.00	$25,932.00	9.69%
Brownwood	20,402	Animal Control Officer	-	-	$24,263.00	17.23%
Stephenville	17,950	Animal Control Officer	-	-	$27,972.00	1.69%
Forney	15,223	Animal Control Officer	$26,388.00	$39,540.00	$28,412.76	0.11%
Athens	12,710	Animal Control Officer	$25,224.00	$35,292.00	$31,560.00	-9.87%
Hillsboro	9,500	Animal Control Officer	$18,336.00	$30,936.00	$19,260.00	47.68%
Kaufman	8,794	Animal Control Officer	$24,121.00	$31,951.00	$24,937.33	14.06%
Navasota	7,816	Animal Control Officer	$23,148.00	$30,864.00	$26,856.00	5.91%
						CR:
Marshall	**24,000**	**Animal Control Officer**	**$27,406.08**	**$29,425.76**	**$28,444.60**	97%
Mkt Average			$25,979.87	$36,284.12	$27,856.01	77%
Mkt Median			$25,298.00	$35,243.00	$26,824.50	76%
$ Difference (Median)			$2,108.08	($5,817.24)	$1,620.10	
% Difference (Median)			7.69%	-19.77%	5.70%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Waxahachie	31,000	Mechanic II	$29,233.00	$43,868.00	$35,084.00	-16.95%
Deer Park	30,890	MECHANIC II	$39,228.80	$52,561.60	$50,960.00	-42.82%
Copperas Cove	30,710	Mechanic	$28,371.00	$41,787.00	$28,662.00	1.66%
Weatherford	26,650	Senior Mechanic	$35,714.04	$49,999.08	$47,486.40	-38.64%
Greenville	26,600	Equipment Mechanic-Journeyman Level	$30,300.00	$42,420.00	$30,648.00	-4.93%
Paris	26,539	Mechanic 2	$25,097.00	$33,632.00	$30,556.00	-4.65%
Seguin	26,394	Automotive Technician II	$31,612.00	$45,711.00	$36,102.00	-19.29%
Kingsville	26,213	Equipment Mechanic	$27,019.20	$32,572.80	$28,808.00	1.14%
Harker Heights	25,417	Mechanic/Welder	$32,101.00	$39,913.00	$39,913.00	-27.00%
Plainview	23,000	Equipment Mechanic-Journeyman Level	$25,188.00	$39,144.00	$39,144.00	-25.57%
Kerrville	22,821	Mechanic	$30,287.54	$42,393.81	$33,602.40	-13.29%
Brownwood	20,402	Mechanic III	-	-	$33,343.50	-12.62%
Athens	12,710	Equipment Mechanic II	$26,868.00	$37,596.00	$37,596.00	-22.50%
Longview	77,211	Fleet Technician	$30,167.00	$40,814.00	$32,761.00	-11.06%
						CR:
Marshall	**24,000**	**Auto Mechanic II**	**$27,137.76**	**$32,712.16**	**$29,136.64**	89%
Mkt Average			$30,091.28	$41,724.02	$36,047.59	86%
Mkt Median			$30,167.00	$41,787.00	$34,343.20	82%
$ Difference (Median)			($3,029.24)	($9,074.84)	($5,206.56)	
% Difference (Median)			-11.16%	-27.74%	-17.87%	
Private Sector Benchmark:						
Mkt Average		Vehicle Mechanic 2	$ 32,052	$ 47,227	$ 35,331	
Mkt Median		Vehicle Mechanic 3	$ 38,113	$ 54,217	$ 46,185	

Municipality	opulatic	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	City Manager	-	-	$165,582.00	-34.76%
Waxahachie	31,000	City Manager	$117,823.00	$176,735.00	$149,968.00	-27.97%
Deer Park	30,890	CITY MANAGER	$87,817.60	$130,499.20	$133,993.60	-19.38%
Copperas Cove	30,710	City Manager	-	-	$126,880.00	-14.86%
Cleburne	30,400	CITY MANAGER	-	-	$140,000.00	-22.84%
Weatherford	26,650	City Manager	$135,000.00	$135,012.00	$135,012.00	-19.99%
Greenville	26,600	City Manager	$164,832.00	$164,832.00	$164,832.00	-34.47%
Paris	26,539	City Manager	-	-	$165,430.00	-34.70%
Seguin	26,394	City Manager	$183,477.00	$183,477.00	$183,477.00	-41.13%
Kingsville	26,213	City Manager	$91.35	$121,800.00	$115,003.20	-6.07%
Harker Heights	25,417	City Manager	-	-	$161,328.00	-33.04%
Big Spring	25,233	City Manager	-	-	$129,507.00	-16.59%
Plainview	23,000	City Manager	$99,000.00	$143,952.00	$143,952.00	-24.96%
Kerrville	22,821	City Manager	-	-	$130,000.00	-16.91%
Brownwood	20,402	City Manager	-	-	$142,620.00	-24.26%
Stephenville	17,950	City Administrator	-	-	$99,996.00	8.02%
Forney	15,223	City Manager	$139,464.20	$139,476.20	$139,464.20	-22.55%
Athens	12,710	City Administrator	$100,884.00	$141,120.00	$141,120.00	-23.45%
Hillsboro	9,500	City Manager	-	-	$106,944.00	1.01%
Kaufman	8,794	City Manager	-	-	$128,054.00	-15.64%
Navasota	7,816	City Manager	$127,008.00	$127,008.00	$127,008.00	-14.95%
Marshall	**24,000**	**City Manager**	**-**	**-**	**$108,020.64**	
Mkt Average			$115,539.72	$146,391.14	$139,531.95	
Mkt Median			$122,415.50	$140,298.10	$139,464.20	
$ Difference (Median)			-	-	($31,443.56)	
% Difference (Median)			-	-	-29.11%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Code Compliance Inspector-Senior	$31,694.00	$42,880.00	$34,440.00	-6.83%
Waxahachie	31,000	Code Enforcement Officer	$30,841.00	$46,281.00	$38,119.00	-15.82%
Deer Park	30,890	CODE ENFORCEMENT OFFICER	$37,924.40	$5,044.80	$36,400.00	-11.85%
Copperas Cove	30,710	Code Enforcement Officer	$30,160.00	$44,429.00	$31,226.00	2.76%
Cleburne	30,400	CODE ENFORCEMENT OFFICER	$38,606.00	$54,552.00	$49,421.00	-35.07%
Weatherford	26,650	Code Compliance Officer	$34,428.00	$48,194.04	$36,745.20	-12.67%
Greenville	26,600	Code Enforcement Officer	$38,652.00	$54,108.00	$40,596.00	-20.96%
Paris	26,539	Code Enforcement Officer	$31,344.00	$42,001.00	$35,418.00	-9.40%
Seguin	26,394	Code Compliance Officer	$33,219.00	$48,055.00	$33,219.00	-3.40%
Kingsville	26,213	Code Enforcement Officer, Litter Abatement Tech	$28,163.20	$35,068.80	$30,409.60	5.52%
Harker Heights	25,417	Code Enforcement Officer	$37,555.00	$46,695.00	$39,462.50	-18.69%
Big Spring	25,233	Code Enforcement Officer	$26,220.00	$39,899.00	$23,758.00	35.06%
Brownwood	20,402	Code Official 1	-	-	$34,482.50	-6.94%
Stephenville	17,950	Code Enforcement Officer	-	-	$27,696.00	15.86%
Forney	15,223	Neighborhood Services Specialist	$36,504.00	$54,684.00	$46,924.80	-31.62%
Hillsboro	9,500	Code Enforcement Officer	$23,448.00	$37,668.00	$24,636.00	30.25%
Kaufman	8,794	Code Enforcement Officer	$25,266.00	$33,487.00	$28,625.74	12.10%
Navasota	7,816	Code Enforcement Officer	$23,148.00	$30,864.00	$27,564.00	16.41%
						CR:
Marshall	**24,000**	**Code Enforcement Officer**	**$30,829.76**	**$35,647.04**	**$32,088.16**	90%
Mkt Average			$31,698.29	$41,494.42	$34,396.85	83%
Mkt Median			$31,519.00	$43,654.50	$34,461.25	79%
$ Difference (Median)			($689.24)	($8,007.46)	($2,373.09)	
% Difference (Median)			-2.24%	-22.46%	-7.40%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Telecommunications Operator	$27,330.00	$36,975.00	$28,270.00	15.14%
Waxahachie	31,000	Dispatcher	$30,841.00	$46,281.00	$32,436.00	0.35%
Deer Park	30,890	DISPATCHER	$37,294.40	$50,044.80	$43,316.00	-24.85%
Copperas Cove	30,710	Communications Operator	$24,773.00	$36,483.00	$27,984.00	16.32%
Cleburne	30,400	TELECOMMUNICATOR	$31,686.00	$44,773.00	$32,479.00	0.22%
Weatherford	26,650	Police Telecommunicator	$31,716.00	$44,412.00	$37,068.00	-12.19%
Greenville	26,600	911 Dispatcher	$30,300.00	$46,320.00	$33,120.00	-1.72%
Paris	26,539	Dispatcher	$27,701.00	$37,124.00	$32,762.00	-0.65%
Seguin	26,394	Telecommunications Operator	$34,151.00	$45,826.00	$36,071.36	-9.76%
Kingsville	26,213	Telecommunications Operator	$23,670.40	$28,496.00	$24,377.60	33.52%
Plainview	23,000	911 Dispatcher	$25,728.00	$29,832.00	$27,528.00	18.24%
Kerrville	22,821	Telecommunications Specialist	$30,255.10	$36,809.95	$32,034.08	1.61%
Brownwood	20,402	Communications Officer	-	-	$29,603.00	9.95%
Stephenville	17,950	911 Dispatcher	-	-	$31,920.00	1.97%
Forney	15,223	Dispatcher	$31,092.00	$46,500.00	$31,476.36	3.41%
Athens	12,710	911 Dispatcher	$28,632.00	$40,056.00	$36,720.00	-11.36%
Hillsboro	9,500	Dispatcher	$24,648.00	$39,600.00	$25,140.00	29.47%
Kaufman	8,794	Communications Officer	$24,121.00	$31,951.00	$25,933.00	25.52%
Navasota	7,816	911 Dispatcher	$20,964.00	$27,960.00	$21,612.00	50.61%
						CR:
Marshall	**24,000**	**Communications Spec / 911 Opr**	**$26,393.12**	**$32,549.92**	**$32,549.92**	100%
Mkt Average			$28,523.70	$39,379.04	$31,044.76	79%
Mkt Median			$28,632.00	$39,600.00	$31,920.00	81%
$ Difference (Median)			($2,238.88)	($7,050.08)	$629.92	
% Difference (Median)			-8.48%	-21.66%	1.94%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Deer Park	30,890	COURT ADMINISTRATOR	$55,140.80	$73,985.60	$57,928.00	-15.50%
Copperas Cove	30,710	Administrator- Municipal Court	$43,077.00	$63,440.00	$46,509.00	5.24%
Paris	26,539	Court Clerk	$29,108.00	$39,002.00	$33,692.00	45.28%
Harker Heights	25,417	Court Administrator	$37,555.00	$46,695.00	$39,072.00	25.27%
Kerrville	22,821	Municipal Court Administrator	$46,895.42	$65,644.85	$52,208.00	-6.25%
Brownwood	20,402	Municiapl Court Supervisor	-	-	$29,480.00	66.03%
Hillsboro	9,500	Court Administrator	$29,136.00	$46,800.00	$37,284.00	31.28%
						CR:
Marshall	**24,000**	**Court Administrator**	**$46,956.00**	**$58,541.60**	**$48,946.56**	84%
Mkt Average			$40,152.04	$55,927.91	$42,310.43	76%
Mkt Median			$40,316.00	$55,120.00	$39,072.00	71%
$ Difference (Median)			$6,640.00	$3,421.60	$9,874.56	
% Difference (Median)			14.14%	5.84%	20.17%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Custodial/Maintenance Worker	$22,431.00	$30,347.00	$25,089.00	-2.11%
Waxahachie	31,000	Bldg Maint Worker	$23,936.00	$35,950.00	$25,765.00	-4.68%
Deer Park	30,890	CUSTODIAN	$26,520.00	$35,464.00	$35,300.20	-30.43%
Copperas Cove	30,710	Custodian/Kennel Attendant	$19,968.00	$29,411.00	$23,109.00	6.28%
Cleburne	30,400	CUSTODIAN	$24,750.00	$34,974.00	$26,004.00	-5.55%
Weatherford	26,650	Custodian	$22,443.00	$31,420.08	$29,307.24	-16.20%
Greenville	26,600	Custodian	$21,948.00	$32,676.00	$25,248.00	-2.73%
Seguin	26,394	Service Worker-Buildings	$23,441.00	$33,883.00	$25,431.44	-3.43%
Harker Heights	25,417	Custodian	$24,399.00	$30,339.00	$25,539.00	-3.83%
Big Spring	25,233	Custodian	$18,558.00	$28,238.00	$23,758.00	3.37%
Plainview	23,000	Custodian	$19,908.00	$29,208.00	$25,482.00	-3.62%
Brownwood	20,402	Facility Attend/Custodian	-	-	$23,493.00	4.54%
Forney	15,223	Building Maintenance Technician	$22,440.00	$33,624.00	$22,900.80	7.24%
Athens	12,710	Custodian	$22,236.00	$31,104.00	$28,872.00	-14.94%
Navasota	7,816	Building Maintenance Worker	$26,808.00	$35,820.00	$29,076.00	-15.53%
						CR:
Marshall	**24,000**	**Custodian**	**$22,033.44**	**$26,626.08**	**$24,559.60**	92%
Mkt Average			$22,841.86	$32,318.43	$26,291.65	81%
Mkt Median			$22,441.50	$32,048.04	$25,482.00	80%
$ Difference (Median)			($408.06)	($5,421.96)	($922.40)	
% Difference (Median)			-1.85%	-20.36%	-3.76%	
Private Sector Benchmark:						
Mkt Average		Janitor/Custodian 2	$ 22,321	$ 33,310	$ 30,785	
Mkt Average		Janitor/Custodian 1	$ 19,635	$ 28,042	$ 22,063	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Customer Service Representative	$23,565.88	$31,884.00	$25,630.00	-12.06%
Waxahachie	31,000	Utility Bill Account Tech	$27,709.00	$41,581.00	$31,766.00	-29.04%
Copperas Cove	30,710	Customer Service Rep.	$21,070.00	$31,034.00	$22,956.00	-1.81%
Cleburne	30,400	CLERK	$30,158.00	$38,606.00	$34,974.00	-35.55%
Weatherford	26,650	Customer Service Representative	$26,364.00	$36,924.00	$28,188.00	-20.04%
Paris	26,539	Clerk II	$19,608.00	$26,275.00	$24,053.00	-6.29%
Seguin	26,394	Customer Service Representative	$25,900.00	$37,444.00	$27,936.00	-19.32%
Kingsville	26,213	Customer Service Representative	$19,115.20	$24,668.80	$20,571.20	9.57%
Harker Heights	25,417	Deputy Court Clerk	$27,444.00	$34,122.00	$27,444.00	-17.87%
Big Spring	25,233	Customer Service Clerk	$25,584.00	$39,899.00	$25,584.00	-11.90%
Plainview	23,000	Utility Clerk / Cashier	$22,404.00	$27,516.00	$24,132.00	-6.60%
Brownwood	20,402	Utility Clerk II	-	-	$26,203.00	-13.98%
Forney	15,223	Customer Service Representative	$22,440.00	$33,624.00	$24,980.76	-9.77%
Hillsboro	9,500	Utility Billing Clerk	$23,448.00	$37,668.00	$25,248.00	-10.73%
Navasota	7,816	Utility Clerk	$25,560.00	$34,092.00	$28,548.00	-21.05%
						CR:
Marshall	**24,000**	**Customer Service Representative**	**$22,033.44**	**$26,626.08**	**$22,539.57**	85%
Mkt Average			$24,312.15	$33,952.70	$26,547.60	78%
Mkt Median			$24,562.94	$34,107.00	$25,630.00	75%
$ Difference (Median)			($2,529.50)	($7,480.92)	($3,090.43)	
% Difference (Median)			-11.48%	-28.10%	-13.71%	
Private Sector Benchmark:						
Mkt Average		General Clerk 2	$ 25,276	$ 37,504	$ 30,778	
Mkt Average		Accounts Receivable Clerk 2	$ 27,824	$ 41,237	$ 31,457	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Building Inspector, Senior	$33,298.00	$45,051.00	$41,809.00	-3.72%
Waxahachie	31,000	Building Inspector	$29,233.00	$43,868.00	$45,597.00	-11.72%
Deer Park	30,890	INSPECTOR I	$41,204.80	$55,140.80	$55,868.80	-27.95%
Copperas Cove	30,710	Senior Building Inspector	$38,813.00	$57,158.00	$39,208.00	2.66%
Cleburne	30,400	ASST. BUILDING INSPECTOR	$40,561.00	$57,314.00	$45,892.00	-12.29%
Weatherford	26,650	Building Inspector	$37,044.00	$51,863.04	$40,074.00	0.44%
Greenville	26,600	Building Inspector	$38,652.00	$54,108.00	$40,368.00	-0.29%
Paris	26,539	Building Inspector	$31,344.00	$42,001.00	$34,555.00	16.49%
Seguin	26,394	Building Inspector	$36,704.00	$53,096.00	$47,218.00	-14.75%
Harker Heights	25,417	Building Inspector	-	-	$60,000.00	-32.91%
Plainview	23,000	Code Enforcement Officer	$26,712.00	$32,868.00	$31,476.00	27.88%
Brownwood	20,402	Code Official 1/ Plumbing & Electrical	-	-	$34,500.00	16.67%
Stephenville	17,950	Building Inspector	-	-	$37,200.00	8.20%
Forney	15,223	Construction Inspector ~ Public Works	$39,588.00	$59,304.00	$47,850.48	-15.88%
Athens	12,710	Building Inspector	$37,056.00	$51,852.00	$38,472.00	4.63%
						CR:
Marshall	**24,000**	**Electrical / Plumbing Official**	**$38,536.16**	**$46,956.00**	**$40,252.16**	86%
Mkt Average			$35,850.82	$50,301.99	$42,672.55	85%
Mkt Median			$37,050.00	$52,479.52	$40,368.00	77%
$ Difference (Median)			$1,486.16	($5,523.52)	($115.84)	
% Difference (Median)			3.86%	-11.76%	-0.29%	
Private Sector Benchmark:						
Mkt Average		Electrician 2	$ 30,224	$ 48,224	$ 42,444	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Waxahachie	31,000	Equipment Operator	$27,709.00	$41,581.00	$36,381.00	-27.65%
Deer Park	30,890	EQUIPMENT OPERATOR I	$29,182.40	$39,228.80	$35,598.04	-26.06%
Copperas Cove	30,710	Light Equipment Operator	$21,570.00	$31,782.00	$23,379.00	12.59%
Cleburne	30,400	LIGHT EQUIPMENT OPERATOR	$26,004.00	$36,745.00	$36,744.00	-28.37%
Weatherford	26,650	Light Equipment Operator	$29,078.04	$40,710.00	$32,822.40	-19.81%
Seguin	26,394	Light Equipment Operator	$24,640.00	$35,622.00	$32,162.71	-18.16%
Kingsville	26,213	Equipment Operator I	$18,179.20	$23,254.40	$18,179.20	44.79%
Harker Heights	25,417	Light Equipment Operator	$27,444.00	$34,122.00	$28,033.00	-6.11%
Big Spring	25,233	Light Equipment Operator	$22,610.00	$34,403.00	$22,610.00	16.41%
Plainview	23,000	Light Equipment Operator	$22,404.00	$29,208.00	$24,324.00	8.21%
Stephenville	17,950	Light Equipment Operator	-	-	$29,796.00	-11.66%
Athens	12,710	Light Equipment Operator	$25,224.00	$35,292.00	$27,180.00	-3.16%
Hillsboro	9,500	Equipment Operator	$22,296.00	$35,832.00	$24,624.00	6.89%
Navasota	7,816	Light Equipment Operator	$22,032.00	$29,364.00	$22,032.00	19.47%
						CR:
Marshall	**24,000**	**Equipment Operator II**	**$24,308.96**	**$29,238.56**	**$26,321.26**	90%
Mkt Average			$24,490.20	$34,395.71	$28,133.24	82%
Mkt Median			$24,640.00	$35,292.00	$27,606.50	78%
$ Difference (Median)			($331.04)	($6,053.44)	($1,285.24)	
% Difference (Median)			-1.36%	-20.70%	-4.88%	
Private Sector Benchmark:						
Mkt Average		Laborer 2	$ 28,545	$ 45,530	$ 33,443	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Director of Financial Services	$85,100.00	$115,136.00	$98,347.00	-11.15%
Waxahachie	31,000	Finance Director	$79,750.00	$119,625.00	$100,747.00	-13.26%
Copperas Cove	30,710	Director of Financial Services	$73,237.00	$73,237.00	$73,237.00	19.32%
Cleburne	30,400	FINANCE DIRECTOR	-	-	$100,000.00	-12.62%
Weatherford	26,650	Chief Financial Officer	$91,308.00	$127,836.00	$110,256.00	-20.74%
Greenville	26,600	Finance Director	$81,792.00	$114,504.00	$81,780.00	6.85%
Paris	26,539	Finance Director	$78,148.00	$104,726.00	$104,702.00	-16.54%
Seguin	26,394	Finance Director	$77,560.00	$112,183.00	$106,725.00	-18.12%
Kingsville	26,213	Finance Director	$47,895.00	$86,000.00	$84,988.80	2.82%
Harker Heights	25,417	Director of Finance	-	-	$111,300.00	-21.49%
Big Spring	25,233	Finance Director	$57,789.00	$87,940.00	$85,792.00	1.86%
Plainview	23,000	Finance Director	$54,000.00	$93,168.00	$93,168.00	-6.21%
Kerrville	22,821	Director of Finance	$72,637.64	$105,307.10	$85,000.00	2.81%
Brownwood	20,402	Director of Finance	-	-	$101,593.00	-13.99%
Stephenville	17,950	Director of Finance and Administration	-	-	$75,468.00	15.79%
Forney	15,223	Director of Finance	$70,716.00	$106,956.00	$87,995.76	-0.69%
Athens	12,710	Finance Director	$77,976.00	$109,092.00	$109,092.00	-19.90%
Hillsboro	9,500	Director of Finance & Human Resources	$51,624.00	$82,932.00	$67,716.00	29.05%
Kaufman	8,794	Finance Director	$55,484.00	$73,840.00	$65,000.00	34.44%
Navasota	7,816	Finance Director	$48,708.00	$64,980.00	$61,812.00	41.37%
Marshall	**24,000**	**Finance Director / City Secretary**	**-**	**-**	**$87,384.96**	
Mkt Average			$68,982.79	$98,591.38	$90,235.98	
Mkt Median			$72,937.32	$105,016.55	$90,581.88	
$ Difference (Median)			-	-	($3,196.92)	
% Difference (Median)			-	-	-3.66%	
Private Sector Benchmark:						
Mkt Average		Sr. Accounting Manager	$ 67,244	$ 102,779	$ 90,130	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Fire Captain	$69,202.00	$74,523.00	$73,666.00	-22.95%
Waxahachie	31,000	Fire Captain	$61,880.00	$65,592.00	$64,980.00	-12.65%
Copperas Cove	30,710	Fire Captain	$44,025.00	$64,875.00	$46,493.00	22.08%
Paris	26,539	Fire Captain	-	-	$42,014.00	35.10%
Kingsville	26,213	Fire Captain	$44,262.40	$46,650.24	$46,650.24	21.67%
Harker Heights	25,417	Fire Captain	$51,678.00	$64,255.00	$54,196.00	4.73%
Plainview	23,000	Fire Captain	$55,236.00	$58,596.00	$58,032.00	-2.19%
Brownwood	20,402	Fire Captain	-	-	$52,944.00	7.21%
Stephenville	17,950	Fire Captain	-	-	$55,536.00	2.20%
Athens	12,710	Fire Captain	$46,068.00	$64,452.00	$64,452.00	-11.93%
Hillsboro	9,500	Fire Captain	$36,036.00	$57,900.00	$45,204.00	25.56%
						CR:
Marshall	**24,000**	**Fire Captain (no ParaMed)**	**$52,393.12**	**$54,993.12**	**$53,159.79**	97%
Mkt Average			$51,048.43	$62,105.41	$54,924.29	88%
Mkt Median			$48,873.00	$64,353.50	$54,196.00	84%
$ Difference (Median)			$3,520.12	($9,360.38)	($1,036.21)	
% Difference (Median)			6.72%	-17.02%	-1.95%	

*Marshall rates do not include $3,600 Paramedic Certification Pay

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Fire Chief	$89,409.00	$120,964.00	$102,907.00	-0.38%
Waxahachie	31,000	Fire Chief	$79,750.00	$119,625.00	$119,538.00	-14.24%
Cleburne	30,400	FIRE CHIEF	-	-	$121,087.00	-15.34%
Weatherford	26,650	Fire Chief	$81,536.04	$114,150.00	$98,446.44	4.13%
Greenville	26,600	Fire Chief	$80,400.00	$112,560.00	$95,400.00	7.46%
Paris	26,539	Fire Chief	$65,745.00	$88,100.00	$100,000.00	2.51%
Seguin	26,394	Fire Chief	$81,527.00	$117,920.00	$108,867.00	-5.84%
Kingsville	26,213	Fire Chief	$60,900.00	$91,350.00	$78,000.00	31.43%
Harker Heights	25,417	Fire Chief	-	-	$107,000.00	-4.19%
Big Spring	25,233	Fire Chief	$57,789.00	$87,940.00	$85,792.00	19.49%
Plainview	23,000	Fire Chief	$54,000.00	$93,168.00	$89,736.00	14.24%
Brownwood	20,402	Fire Chief / Emerg Mgmt. Coordinator	-	-	$76,890.00	33.33%
Stephenville	17,950	Fire Chief	-	-	$80,784.00	26.90%
Forney	15,223	Fire Chief	$79,200.00	$118,644.00	$102,189.40	0.32%
Athens	12,710	Fire Chief	$70,896.00	$99,180.00	$99,180.00	3.36%
Kaufman	8,794	Fire Chief	$54,297.00	$72,177.00	$67,137.46	52.69%
Navasota	7,816	Fire Chief	$48,708.00	$64,980.00	$58,824.00	74.27%
Marshall	**24,000**	**Fire Chief**	**-**	**-**	**$102,514.10**	
Mkt Average			$69,550.54	$100,058.31	$93,634.02	
Mkt Median			$70,896.00	$99,180.00	$98,446.44	
$ Difference (Median)			-	-	$4,067.66	
% Difference (Median)			-	-	3.97%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Plainview	23,000	Fire Marshal	$55,236.00	$58,596.00	$58,596.00	15.79%
Big Spring	25,233	Fire Marshal	$63,970.00	$63,970.00	$63,970.00	6.07%
Brownwood	20,402	Fire Marshal	-	-	$57,408.00	18.19%
Seguin	26,394	Fire Marshal	$52,434.00	$67,284.00	$56,226.00	20.68%
Stephenville	17,950	Fire Marshal	-	-	$55,164.00	23.00%
Weatherford	26,650	Fire Marshal	$64,771.08	$90,680.04	$68,057.64	-0.30%
Hillsboro	9,500	Deputy Chief of Prevention	$40,296.00	$64,740.00	$54,468.00	24.57%
Hillsboro	9,500	Fire Inspector/Code Enforcement	$29,136.00	$46,800.00	$42,396.00	60.04%
Harker Heights	25,417	Fire Marshal	-	-	$69,525.00	-2.41%
Copperas Cove	30,710	Dvn Chief Of Prev/Fire Marshal	$52,478.00	$77,314.00	$52,998.00	28.03%
Kingsville	26,213	Fire Marshal	$52,520.00	$52,521.00	$52,520.00	29.19%
Forney	15,223	Fire Marshal	$60,708.00	$79,884.00	$61,304.64	10.68%
Greenville	26,600	Fire Marshal	$74,484.00	$78,204.00	$78,204.00	-13.24%
Waxahachie	31,000	Fire Marshal	$83,957.00	$83,957.00	$83,957.00	-19.18%
Deer Park	30,890	FIRE MARSHAL	$45,448.00	$60,881.60	$46,529.60	45.82%
Athens	12,710	Fire Marshal/ Battalion Chief	$54,936.00	$76,848.00	$76,848.00	-11.71%
Paris	26,539	Fire Marshal	-	-	$64,001.00	6.02%
Longview	77,211	Fire Marshal	$76,015.00	$79,863.00	$82,259.00	-17.52%
Marshall	**24,000**	**Fire Marshal (Asst. Chief)**	**-**	**-**	**$68,850.88**	
Mkt Average			$57,599.22	$70,110.19	$62,468.44	
Mkt Median			$55,086.00	$72,066.00	$59,950.32	
$ Difference (Median)			-	-	$8,900.56	
% Difference (Median)			-	-	12.93%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Firefighter	$45,479.00	$51,456.00	$48,847.00	-10.23%
Waxahachie	31,000	Firefighter	$44,378.00	$55,822.00	$50,589.00	-13.32%
Seguin	26,394	Firefighter/Paramedic	$41,691.00	$55,938.00	$43,807.69	0.10%
Kingsville	26,213	Firefighter/Paramedic	$29,352.96	$39,370.24	$38,613.12	13.56%
Harker Heights	25,417	FireFighter/ Paramedic	$44,083.00	$53,737.00	$44,181.00	-0.75%
Stephenville	17,950	Firefighter EMT or Paramedic	-	-	$41,712.00	5.13%
Hillsboro	9,500	Primary Medic 2	$36,036.00	$57,900.00	$42,840.00	2.36%
						CR:
Marshall	**24,000**	**Fire Fighter (Paramedic)***	**$41,074.03**	**$46,776.72**	**$43,850.63**	94%
Mkt Average			$40,169.99	$52,370.54	$44,369.97	85%
Mkt Median			$42,887.00	$54,779.50	$43,807.69	80%
$ Difference (Median)			($1,812.97)	($8,002.78)	$42.94	
% Difference (Median)			-4.41%	-17.11%	0.10%	

*Published base salary plus $3,600 Paramedic pay

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Human Resources Generalist, Senior	$42,625.00	$57,669.00	$54,614.00	-4.59%
Copperas Cove	30,710	Human Resources Div Head	-	-	$82,576.00	-36.90%
Weatherford	26,650	Human Resource Generalist	$34,428.00	$48,192.00	$42,516.00	22.56%
Paris	26,539	Human Resources Manager/Civil Service Director	$51,357.00	$68,825.00	$51,357.00	1.46%
Kingsville	26,213	Human Resources Director	$46,183.00	$78,155.00	$62,462.40	-16.58%
Harker Heights	25,417	Human Resource Director	-	-	$63,000.00	-17.29%
Big Spring	25,233	Human Resources Director	$57,789.00	$87,940.00	$72,176.00	-27.81%
Brownwood	20,402	Dir of Human Resources & Civil Serv	-	-	$68,040.00	-23.42%
Stephenville	17,950	Human Resources Manager	-	-	$39,000.00	33.61%
Forney	15,223	Director of Human Resources	$63,708.00	$95,436.00	$86,017.92	-39.42%
Athens	12,710	Personnel/Human Resources Director	$59,784.00	$83,640.00	$83,640.00	-37.70%
						CR:
Marshall	**24,000**	**HR Manager / Civil Service Director**	**$46,956.00**	**$58,541.60**	**$52,106.08**	89%
Mkt Average			$50,839.14	$74,265.29	$64,127.21	86%
Mkt Median			$51,357.00	$78,155.00	$63,000.00	81%
$ Difference (Median)			($4,401.00)	($19,613.40)	($10,893.92)	
% Difference (Median)			-9.37%	-33.50%	-20.91%	
Private Sector Benchmark:						
Mkt Average		Human Resources Generalist 2	$ 45,167	$ 70,416	$ 51,806	
Mkt Average		Human Resources Generalist 3	$ 53,867	$ 84,020	$ 67,077	
Mkt Average		Human Resources Manager	$ 58,505	$ 91,219	$ 71,507	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Building Official	$57,326.00	$77,558.00	$63,654.00	-8.05%
Texarkana	36,611	Chief Building Official	$53,776.00	$68,287.00	$53,476.00	9.45%
Waxahachie	31,000	Chief Building Official	$72,831.00	$109,246.00	$89,740.00	-34.78%
Deer Park	30,890	CHIEF BUILDING OFFICIAL	$52,561.60	$70,408.00	$63,065.60	-7.19%
Copperas Cove	30,710	Chief Build Official	$61,610.00	$90,750.00	$62,234.00	-5.95%
Cleburne	30,400	CHIEF BUILDING INSPECTOR	$60,216.00	$85,052.00	$79,007.00	-25.92%
Weatherford	26,650	Building Official	$59,010.00	$82,613.04	$74,328.00	-21.25%
Greenville	26,600	Code Enforcement Supervisor	$56,892.00	$79,656.00	$65,364.00	-10.45%
Seguin	26,394	Building Official	$47,106.00	$68,127.00	$60,142.00	-2.68%
Kingsville	26,213	Building Inspector/Official	$31,930.00	$57,474.00	$45,635.20	28.26%
Harker Heights	25,417	Building Official	-	-	$78,579.00	-25.51%
Big Spring	25,233	Building Official/Construction Manager	$47,428.00	$72,176.00	$59,232.00	-1.18%
Kerrville	22,821	Director of Building Services	$69,184.95	$100,302.90	$71,534.53	-18.18%
Mount Pleasant	15,202	Building Official	$56,531.00	$87,623.00	$67,473.00	-13.25%
Athens	12,710	Director of Planning & Development	$64,452.00	$90,156.00	$90,156.00	-35.08%
Navasota	7,816	Chief Building Official	$48,708.00	$64,980.00	$57,684.00	1.47%
						CR:
Marshall	**24,000**	**Inspection Services Manager**	**$52,106.08**	**$63,242.40**	**$58,531.20**	93%
Mkt Average			$55,970.84	$80,293.93	$67,581.52	84%
Mkt Median			$56,892.00	$79,656.00	$64,509.00	81%
$ Difference (Median)			($4,785.92)	($16,413.60)	($5,977.80)	
% Difference (Median)			-9.18%	-25.95%	-10.21%	
Private Sector Benchmark:						
Mkt Average		Construction Inspector 3	$ 46,071	$ 74,213	$ 59,745	
Mkt Average		Superintendent	-	-	$ 66,348	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Information Tech Specialist	$38,616.00	$52,245.00	$40,395.00	8.29%
Waxahachie	31,000	IT Technician	$41,933.00	$58,706.00	$48,312.00	-9.45%
Greenville	26,600	Information Technology Analyst	$44,220.00	$61,908.00	$51,180.00	-14.53%
Paris	26,539	MIS Administrator	$40,121.00	$53,766.00	$53,766.00	-18.64%
Big Spring	25,233	IT Specialist	$37,049.00	$56,376.00	$38,925.00	12.38%
Plainview	23,000	Information Technology Specialist	$34,776.00	$55,788.00	$54,168.00	-19.24%
Hillsboro	9,500	MIS Technician	$23,448.00	$37,668.00	$29,652.00	47.53%
						CR:
Marshall	**24,000**	**IT Technician**	**$40,252.16**	**$48,946.56**	**$43,744.48**	89%
Mkt Average			$37,166.14	$53,779.57	$45,199.71	84%
Mkt Median			$38,616.00	$55,788.00	$48,312.00	87%
$ Difference (Median)			$1,636.16	($6,841.44)	($4,567.52)	
% Difference (Median)			4.06%	-13.98%	-10.44%	
Private Sector Benchmark:						
Mkt Average		PC/Computer Technician 2	$ 37,549	$ 58,256	$ 44,947	
Mkt Average		PC Coordinator	$ 38,829	$ 58,970	$ 50,186	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Assistant Director of Community Services	$66,480.00	$89,944.00	$73,612.00	-19.04%
Texarkana	36,611	Library Manager	$60,254.00	$76,514.00	$58,328.00	2.17%
Deer Park	30,890	LIBRARY DIRECTOR	$59,446.40	$88,400.00	$69,368.00	-14.09%
Cleburne	30,400	LIBRARY MANAGER	$66,465.00	$93,913.00	$80,983.00	-26.41%
Weatherford	26,650	Dir of Library Services	$72,987.00	$102,182.00	$99,486.36	-40.10%
Greenville	26,600	Library Director	$72,060.00	$105,720.00	$75,456.00	-21.02%
Paris	26,539	Library Director	$50,105.00	$67,144.00	$60,902.00	-2.14%
Kingsville	26,213	Library Director	$36,050.00	$61,388.00	$45,032.00	32.34%
Harker Heights	25,417	Library Director	-	-	$72,842.00	-18.18%
Plainview	23,000	Librarian	$46,740.00	$54,168.00	$54,168.00	10.02%
Hillsboro	9,500	Library Director	$44,496.00	$71,484.00	$63,168.00	-5.65%
Navasota	7,816	Library Director	$41,976.00	$55,968.00	$52,224.00	14.12%
Marshall	**24,000**	**Library Director**	**-**	**-**	**$59,596.16**	
Mkt Average			$56,096.31	$78,802.27	$67,130.78	
Mkt Median			$59,446.40	$76,514.00	$66,268.00	
$ Difference (Median)			-	-	($6,671.84)	
% Difference (Median)			-	-	-11.20%	
Private Sector Benchmark:						
Mkt Average		Library Manager	$ 47,305	$ 75,364	$ 60,726	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Waxahachie	31,000	Downtown Development Director	$61,356.00	$92,034.00	$65,019.00	-16.69%
Weatherford	26,650	Main Street Manager	$35,714.04	$49,999.08	$47,278.44	14.57%
Greenville	26,600	Mainstreet Manager	$42,828.00	$59,952.00	$49,896.00	8.56%
Paris	26,539	Public Info/Maint. Coord.	$32,931.00	$44,127.00	$36,302.00	49.21%
Seguin	26,394	Mainstreet Director	$49,515.00	$71,611.00	$68,127.00	-20.49%
Plainview	23,000	Mainstreet Coordinator	$34,776.00	$55,788.00	$55,788.00	-2.90%
						CR:
Marshall	**24,000**	**Mainstreet Coordinator**	**$52,106.08**	**$63,242.40**	**$54,167.80**	86%
Mkt Average			$42,853.34	$62,251.85	$53,735.07	86%
Mkt Median			$39,271.02	$57,870.00	$52,842.00	91%
$ Difference (Median)			$12,835.06	$5,372.40	$1,325.80	
% Difference (Median)			24.63%	8.49%	2.45%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Meter Reader	$23,566.00	$31,884.00	$24,273.00	1.19%
Deer Park	30,890	METER READER	$29,182.40	$39,228.80	$38,968.80	-36.97%
Copperas Cove	30,710	Meter Reader/Svc Technician	$21,070.00	$31,034.00	$24,242.00	1.32%
Cleburne	30,400	METER SERVICE TECHNICIAN	$27,321.00	$38,606.00	$30,158.00	-18.55%
Weatherford	26,650	Meter Reader	$25,064.04	$35,090.04	$26,533.92	-7.43%
Paris	26,539	Water Meter Reader	$20,095.00	$26,932.00	$21,680.00	13.30%
Seguin	26,394	AMR Technician	$25,900.00	$37,444.00	$27,027.00	-9.12%
Kingsville	26,213	Meter Reader Technician	$20,800.00	$30,284.80	$25,147.20	-2.32%
Harker Heights	25,417	Water Service Worker	$27,444.00	$34,122.00	$27,996.00	-12.26%
Big Spring	25,233	Meter Reader	$22,610.00	$34,403.00	$30,408.00	-19.22%
Plainview	23,000	Water Meter Reader	$22,404.00	$29,208.00	$26,736.00	-8.13%
Kerrville	22,821	Meter Technician	$24,955.53	$34,920.26	$25,958.40	-5.38%
Brownwood	20,402	Water Meter Reader	-	-	$24,240.00	1.33%
Stephenville	17,950	Water Meter Reader	-	-	$29,040.00	-15.42%
Forney	15,223	Meter Technician	$24,336.00	$36,456.00	$24,835.20	-1.10%
Athens	12,710	Line Main Tech	$26,868.00	$37,596.00	$31,200.00	-21.27%
Hillsboro	9,500	Meter Reader	$19,248.00	$30,936.00	$26,388.00	-6.92%
						CR:
Marshall	**24,000**	**Meter Reader**	**$23,556.00**	**$28,581.28**	**$23,301.60**	82%
Mkt Average			$24,057.60	$33,876.33	$27,343.03	81%
Mkt Median			$24,336.00	$34,403.00	$26,533.92	77%
$ Difference (Median)			($780.00)	($5,821.72)	($3,232.32)	
% Difference (Median)			-3.31%	-20.37%	-13.87%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Deer Park	30,890	CAPTAIN	$70,408.00	$94,390.40	$99,507.20	-39.50%
Copperas Cove	30,710	Police Captain	$60,174.00	$88,629.00	$66,789.00	-9.86%
Weatherford	26,650	Police Captain	$67,224.00	$94,116.00	$88,171.20	-31.72%
Paris	26,539	Police Captain	-	-	$55,170.00	9.13%
Seguin	26,394	Police Captain	$64,635.00	$82,539.00	$75,462.00	-20.22%
Plainview	23,000	Police Captain	$54,576.00	$57,912.00	$56,784.00	6.03%
Kerrville	22,821	Police Captain	$59,810.24	$86,710.64	$78,436.80	-23.24%
Stephenville	17,950	Police Captain	-	-	$63,000.00	-4.44%
Forney	15,223	Police Captain	$72,432.00	$95,316.00	$91,652.40	-34.31%
Hillsboro	9,500	Police Captain	$39,144.00	$62,892.00	$59,856.00	0.58%
Kaufman	8,794	Police Captain	$47,341.00	$62,706.00	$53,559.00	12.41%
						CR:
Marshall	**24,000**	**Police Captain**	**$58,855.68**	**$61,455.68**	**$60,205.68**	98%
Mkt Average			$59,527.14	$80,579.00	$71,671.60	89%
Mkt Median			$60,174.00	$86,710.64	$66,789.00	77%
$ Difference (Median)			($1,318.32)	($25,254.96)	($6,583.32)	
% Difference (Median)			-2.24%	-41.09%	-10.93%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Police Chief	$89,409.00	$120,964.00	$109,000.00	-10.52%
Waxahachie	31,000	Police Chief	$79,750.00	$119,625.00	$100,295.00	-2.75%
Deer Park	30,890	POLICE CHIEF	$87,817.60	$130,499.20	$119,870.40	-18.63%
Copperas Cove	30,710	Police Chief	-	-	$108,098.00	-9.77%
Cleburne	30,400	POLICE CHIEF	-	-	$120,392.00	-18.99%
Weatherford	26,650	Police Chief	$87,214.08	$122,100.00	$117,624.00	-17.08%
Greenville	26,600	Police Chief	$81,792.00	$114,504.00	$97,992.00	-0.47%
Paris	26,539	Police Chief	$65,745.00	$88,100.00	$79,910.00	22.06%
Seguin	26,394	Police Chief	$81,527.00	$117,920.00	$112,183.00	-13.06%
Kingsville	26,213	Police Chief	$60,900.00	$91,350.00	$84,448.00	15.50%
Harker Heights	25,417	Police Chief	-	-	$120,000.00	-18.72%
Big Spring	25,233	Police Chief	$57,789.00	$92,389.00	$92,389.00	5.57%
Plainview	23,000	Police Chief	$54,000.00	$93,168.00	$89,736.00	8.69%
Kerrville	22,821	Police Chief	$76,265.16	$110,573.50	$97,697.60	-0.17%
Brownwood	20,402	Chief of Police	-	-	$82,404.00	18.36%
Stephenville	17,950	Police Chief	-	-	$80,784.00	20.74%
Forney	15,223	Police Chief	$79,200.00	$118,644.00	$109,497.20	-10.92%
Athens	12,710	Police Chief	$70,896.00	$99,180.00	$99,180.00	-1.66%
Kaufman	8,794	Police Chief	$55,484.00	$73,840.00	$85,000.00	14.75%
Navasota	7,816	Police Chief	$62,436.00	$83,304.00	$74,676.00	30.61%
						CR:
Marshall	**24,000**	**Police Chief**	-	-	**$97,534.88**	*
Mkt Average			$72,681.66	$105,077.38	$98,437.84	94%
Mkt Median			$76,265.16	$110,573.50	$97,844.80	88%
$ Difference (Median)			-	-	($309.92)	
% Difference (Median)			-	-	-0.32%	

* Actual pay of most recent permanent incumbent

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Police Officer	$47,782.00	$54,060.00	$52,679.00	-22.15%
Waxahachie	31,000	Patrol Officer	$44,377.00	$58,334.00	$54,952.00	-25.37%
Deer Park	30,890	POLICE OFFICER/PATROL OFFICER	$50,044.80	$67,080.00	$59,207.56	-30.73%
Copperas Cove	30,710	Patrol Officer	$36,962.00	$54,454.00	$39,519.00	3.78%
Cleburne	30,400	POLICE OFFICER	$47,249.00	$58,068.00	$58,068.00	-29.37%
Weatherford	26,650	Police Officer	$43,035.00	$60,249.00	$49,687.56	-17.46%
Greenville	26,600	Police Private	$43,476.00	$58,500.00	$56,472.00	-27.38%
Paris	26,539	Police Officer	$37,341.00	$42,655.00	$42,655.00	-3.85%
Seguin	26,394	Police Officer	$41,691.00	$55,938.00	$46,856.07	-12.47%
Kingsville	26,213	Police Officer	$31,969.60	$39,582.40	$37,523.20	9.30%
Harker Heights	25,417	Police Officer	$49,162.00	$59,927.00	$49,206.00	-16.65%
Big Spring	25,233	Police Officer	$37,005.00	$37,005.00	$37,005.00	10.83%
Plainview	23,000	Police Private	$29,808.00	$39,900.00	$36,204.00	13.28%
Kerrville	22,821	Patrol Officer	$38,081.44	$41,188.88	$39,279.64	4.41%
Brownwood	20,402	Police Officer - 1	$38,148.00	$42,180.00	$40,164.00	2.11%
Stephenville	17,950	Police Officer	-	-	$42,036.00	-2.43%
Forney	15,223	Police Officer	$42,456.00	$60,432.00	$48,302.76	-15.09%
Athens	12,710	Police Officer	$37,728.00	$52,788.00	$45,468.00	-9.80%
Hillsboro	9,500	Police Services Technician	$32,112.00	$51,588.00	$49,104.00	-16.48%
Hillsboro	9,500	School Resource Officer	$32,112.00	$51,588.00	$38,172.00	7.44%
Hillsboro	9,500	Police Corporal	$32,112.00	$51,588.00	$28,908.00	41.87%
Kaufman	8,794	Police Officer	$30,122.00	$39,987.00	$33,730.00	21.59%
Navasota	7,816	Police Officer	$29,664.00	$39,540.00	$31,992.00	28.20%
						CR:
Marshall	**24,000**	**Police Officer / Investigator**	**$37,475.36**	**$43,177.76**	**$41,102.54**	95%
Mkt Average			$38,747.17	$50,756.01	$44,225.69	87%
Mkt Median			$37,904.72	$52,188.00	$42,655.00	82%
$ Difference (Median)			($429.36)	($9,010.24)	($1,552.46)	
% Difference (Median)			-1.15%	-20.87%	-3.78%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Building Inspector, Senior	$33,298.00	$45,051.00	$41,809.00	-3.72%
Waxahachie	31,000	Building Inspector	$29,233.00	$43,868.00	$45,597.00	-11.72%
Deer Park	30,890	INSPECTOR I	$41,204.80	$55,140.80	$55,868.80	-27.95%
Copperas Cove	30,710	Senior Building Inspector	$38,813.00	$57,158.00	$39,208.00	2.66%
Cleburne	30,400	ASST. BUILDING INSPECTOR	$40,561.00	$57,314.00	$45,892.00	-12.29%
Weatherford	26,650	Building Inspector	$37,044.00	$51,863.04	$40,074.00	0.44%
Greenville	26,600	Building Inspector	$38,652.00	$54,108.00	$40,368.00	-0.29%
Paris	26,539	Building Inspector	$31,344.00	$42,001.00	$34,555.00	16.49%
Seguin	26,394	Building Inspector	$36,704.00	$53,096.00	$47,218.00	-14.75%
Kingsville	26,213	Building/Plumbing Inspector	$38,001.60	$44,865.60	$39,208.00	2.66%
Harker Heights	25,417	Building Inspector	-	-	$60,000.00	-32.91%
Plainview	23,000	Code Enforcement Officer	$26,712.00	$32,868.00	$31,476.00	27.88%
Brownwood	20,402	Code Official 1/ Plumbing & Electrical	-	-	$34,500.00	16.67%
Stephenville	17,950	Building Inspector	-	-	$37,200.00	8.20%
Forney	15,223	Construction Inspector ~ Public Works	$39,588.00	$59,304.00	$47,850.48	-15.88%
Athens	12,710	Building Inspector	$37,056.00	$51,852.00	$38,472.00	4.63%
						CR:
Marshall	**24,000**	**Plumbing Official**	**$38,536.16**	**$46,956.00**	**$40,252.16**	86%
Mkt Average			$36,016.26	$49,883.80	$42,456.02	85%
Mkt Median			$37,056.00	$51,863.04	$40,221.00	78%
$ Difference (Median)			$1,480.16	($4,907.04)	$31.16	
% Difference (Median)			3.84%	-10.45%	0.08%	
Private Sector Benchmark:						
Mkt Average		Plumber 2	$ 31,042	$ 48,252	$ 41,610	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Copperas Cove	30,710	Asst Lib Dir/Reference	$39,416.00	$58,053.00	$42,890.00	1.65%
Cleburne	30,400	LIBRARY ASSOCIATE	$36,774.00	$51,923.00	$37,664.00	15.75%
Paris	26,539	Childrens Librarian	$27,701.00	$37,124.00	$33,673.00	29.47%
Seguin	26,394	Assistant Library Director	$44,808.00	$64,814.00	$52,832.00	-17.48%
Kingsville	26,213	Assistant Library Administrator	$27,019.20	$32,572.80	$32,572.80	33.84%
Harker Heights	25,417	Reference/ Children's Librarian	$37,555.00	$46,695.00	$38,060.00	14.55%
Hillsboro	9,500	Assistant Library Director	$25,848.00	$41,532.00	$38,568.00	13.04%
						CR:
Marshall	**24,000**	**Public Service Librarian***	**$43,603.04**	**$43,603.04**	**$43,596.80**	100%
Mkt Average			$34,160.17	$47,530.54	$39,465.69	83%
Mkt Median			$36,774.00	$46,695.00	$38,060.00	82%
$ Difference (Median)			$6,829.04	($3,091.96)	$5,536.80	
% Difference (Median)			15.66%	-7.09%	12.70%	

* Former Reference Librarian, currently vacant

Private Sector Benchmark:

Mkt Average	Librarian 2	$ 39,053	$ 61,095	$ 45,789
Mkt Average	Librarian 3	$ 43,849	$ 72,677	$ 52,261

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Director of Public Works	$89,409.00	$120,964.00	$111,593.00	-20.80%
Waxahachie	31,000	Public Works Director	$72,831.00	$109,246.00	$94,596.00	-6.57%
Deer Park	30,890	DIRECTOR OF PUBLIC WORKS	$87,817.60	$130,499.20	$116,937.60	-24.42%
Copperas Cove	30,710	Dir of Public Works	$45,011.00	$66,310.00	$65,104.00	35.75%
Greenville	26,600	Public Works Director	$85,968.00	$120,360.00	$110,916.00	-20.32%
Seguin	26,394	Public Works Director	$49,515.00	$71,611.00	$68,120.00	29.74%
Kingsville	26,213	Public Works Director/City Engineer	$60,900.00	$91,350.00	$88,857.60	-0.54%
Harker Heights	25,417	Public Works Director	-	-	$104,500.00	-15.43%
Plainview	23,000	Public Works Director	$54,000.00	$93,168.00	$90,456.00	-2.30%
Forney	15,223	Director of Public Works	$70,716.00	$106,956.00	$85,721.28	3.10%
Athens	12,710	Utility Director	$70,896.00	$99,180.00	$95,544.00	-7.50%
Kaufman	8,794	Public Works Director	$54,297.00	$72,177.00	$67,137.00	31.64%
Navasota	7,816	Public Works Director	$62,436.00	$83,304.00	$74,676.00	18.35%
						CR:
Marshall	**24,000**	**Public Works Director**	**-**	**-**	**$88,377.12**	
Mkt Average			$66,983.05	$97,093.77	$90,319.88	93%
Mkt Median			$66,576.00	$96,174.00	$90,456.00	94%
$ Difference (Median)			-	-	($2,078.88)	
% Difference (Median)			-	-	-2.35%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Waxahachie	31,000	Administrative Secretary	$29,233.00	$43,868.00	$33,910.00	-31.28%
Deer Park	30,890	SECRETARY	$32,198.40	$50,044.80	$44,091.84	-47.15%
Cleburne	30,400	SENIOR SECRETARY	$34,974.00	$49,421.00	$41,576.00	-43.95%
Weatherford	26,650	Administrative Secretary	$29,078.04	$40,710.00	$31,844.76	-26.83%
Greenville	26,600	Secretary-Journeyman Level	$27,516.00	$38,520.00	$27,792.00	-16.16%
Paris	26,539	Secretary-Journeyman Level	$22,734.00	$30,470.00	$30,446.00	-23.47%
Seguin	26,394	Administrative Technician	$27,225.00	$39,358.00	$31,829.00	-26.79%
Kingsville	26,213	Secretary	$20,800.00	$26,374.40	$21,569.60	8.03%
Plainview	23,000	Secretary-Journeyman Level	$22,404.00	$27,516.00	$25,788.00	-9.64%
Brownwood	20,402	Secretary II	-	-	$28,314.00	-17.70%
Kaufman	8,794	Administrative Assistant - Public Works	$24,673.00	$32,656.00	$26,676.00	-12.65%
						CR:
Marshall	**24,000**	**Secretary**	**$22,792.64**	**$27,628.64**	**$23,301.55**	84%
Mkt Average			$27,083.54	$37,893.82	$31,257.93	82%
Mkt Median			$27,370.50	$38,939.00	$30,446.00	78%
$ Difference (Median)			($4,577.86)	($11,310.36)	($7,144.45)	
% Difference (Median)			-20.08%	-40.94%	-30.66%	
Private Sector Benchmark:						
Mkt Average		Secretary 1	$ 24,419	$ 35,929	$ 29,821	
Mkt Average		Secretary 2	$ 28,617	$ 44,778	$ 36,614	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Waxahachie	31,000	A/R Accounting Tech	$29,233.00	$43,868.00	$30,717.00	4.46%
Copperas Cove	30,710	Senior Accountant	$34,840.00	$51,314.00	$35,194.00	-8.82%
Cleburne	30,400	ACCOUNTANT	$51,923.00	$73,364.00	$51,923.00	-38.20%
Weatherford	26,650	Staff Accountant	$39,732.00	$55,620.00	$42,852.00	-25.12%
Greenville	26,600	Accounting Technician	$27,516.00	$38,520.00	$29,784.00	7.74%
Seguin	26,394	Bookkeeper	$38,581.00	$55,811.00	$55,257.00	-41.93%
Kingsville	26,213	Assistant Accountant II	$24,710.40	$30,284.80	$25,500.80	25.83%
Big Spring	25,233	Staff Accountant	$31,947.00	$48,616.00	$34,403.00	-6.73%
Stephenville	17,950	Accountant	-	-	$35,268.00	-9.02%
Forney	15,223	Accounting Specialist	$33,648.00	$50,424.00	$34,663.20	-7.43%
Kaufman	8,794	Accounting Technician	$25,266.00	$33,487.00	$32,247.28	-0.49%
						CR:
Marshall	**24,000**	**Staff Accountant**	**$28,581.28**	**$34,076.64**	**$32,088.16**	94%
Mkt Average			$33,739.64	$48,130.88	$37,073.57	77%
Mkt Median			$32,797.50	$49,520.00	$34,663.20	70%
$ Difference (Median)			($4,216.22)	($15,443.36)	($2,575.04)	
% Difference (Median)			-14.75%	-45.32%	-8.02%	
Private Sector Benchmark:						
Mkt Average		Accountant 2	$ 43,176	$ 65,777	$ 50,355	
Mkt Average		Accounting Clerk 3	$ 34,371	$ 52,039	$ 42,051	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Crewleader	$31,694.00	$42,880.00	$34,854.00	-13.59%
Waxahachie	31,000	Senior Maintenance Worker	$30,841.00	$46,281.00	$31,792.00	-5.27%
Deer Park	30,890	CREW LEADER	$39,228.80	$52,561.60	$49,853.82	-39.59%
Cleburne	30,400	CREWLEADER	$31,686.00	$44,773.00	$31,686.00	-4.95%
Weatherford	26,650	Street Crewleader	$34,428.00	$48,194.04	$43,326.36	-30.49%
Greenville	26,600	Foreman (Crew Leader)	$33,084.00	$46,320.00	$34,284.00	-12.16%
Seguin	26,394	Crew Leader	$34,918.00	$50,513.00	$41,786.00	-27.93%
Kingsville	26,213	Equipment Operator III	$24,710.40	$30,284.80	$27,726.40	8.62%
Harker Heights	25,417	Crewleader	$28,540.00	$35,487.00	$29,693.00	1.43%
Big Spring	25,233	Senior Utility Service Worker	$26,220.00	$39,899.00	$26,220.00	14.86%
Plainview	23,000	Foreman	$28,356.00	$32,868.00	$31,812.00	-5.33%
Kerrville	22,821	Crew Leader	$31,795.36	$44,797.16	$35,769.07	-15.80%
Brownwood	20,402	Crew Chief	-	-	$32,010.00	-5.92%
Stephenville	17,950	Crewleader	-	-	$41,304.00	-27.09%
Forney	15,223	Public Works Crewleader	$33,648.00	$50,424.00	$35,685.84	-15.61%
Athens	12,710	Foreman (Crew Leader)	$30,528.00	$42,708.00	$35,436.00	-15.01%
Hillsboro	9,500	Crewleader	$25,860.00	$45,936.00	$29,208.00	3.11%
Navasota	7,816	Foreman (Crew Leader)	$25,560.00	$34,092.00	$31,680.00	-4.94%
						CR:
Marshall	**24,000**	**Street Crew Supervisor**	**$29,136.64**	**$34,744.32**	**$30,116.32**	87%
Mkt Average			$30,693.60	$43,001.16	$34,673.69	81%
Mkt Median			$31,263.50	$44,785.08	$33,147.00	74%
$ Difference (Median)			($2,126.86)	($10,040.76)	($3,030.68)	
% Difference (Median)			-7.30%	-28.90%	-10.06%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Longview	77,211	Utility Plnt Operator, Senior & Lead	$31,694.00	$49,242.00	$40,742.00	-23.07%
Waxahachie	31,000	Maintenance Technician	$30,841.00	$46,281.00	$29,255.00	7.13%
Deer Park	30,890	PLANT OPERATOR B	$39,228.80	$52,561.60	$53,622.40	-41.55%
Copperas Cove	30,710	Operator II Water And Sewer	$25,542.00	$37,627.00	$27,262.00	14.96%
Cleburne	30,400	WATER/WASTEWATER PLANT OPERATORS - CERTIFIED	$27,321.00	$38,606.00	$34,122.00	-8.15%
Weatherford	26,650	Plant Operator	$30,408.00	$42,576.00	$35,760.36	-12.36%
Greenville	26,600	Water/Wastewater C Operator	$30,300.00	$42,420.00	$29,904.00	4.81%
Paris	26,539	Water/Wastewater Plant Operator 1, 2, 3 & 4	$20,596.00	$45,232.00	$37,450.00	-16.31%
Seguin	26,394	Maintenance Operator	$31,612.00	$45,711.00	$41,521.00	-24.52%
Kingsville	26,213	Water Production/Plant Operator/Plant Mechanic	$18,179.20	$27,289.60	$22,422.40	39.78%
Harker Heights	25,417	Maintenance Tech/Wastewater	$27,444.00	$34,122.00	$27,663.00	13.30%
Big Spring	25,233	Plant Operator	$26,220.00	$39,899.00	$33,563.00	-6.62%
Plainview	23,000	Water/Wastewater Plant Operator II	$25,188.00	$29,208.00	$27,912.00	12.29%
Kerrville	22,821	WP/WR Operator II	$31,795.00	$44,797.00	$33,696.00	-6.99%
Brownwood	20,402	Util Maint Mechanic / Operator II	-	-	$28,356.00	10.53%
Stephenville	17,950	Water/Wastewater Plant Operator II	-	-	$40,080.00	-21.80%
Athens	12,710	Water/Wastewater Plant Operator	$26,868.00	$37,596.00	$31,200.00	0.45%
Kaufman	8,794	Asst WWT Plant Opr.	$26,413.00	$36,225.00	$29,864.85	4.95%
Navasota	7,816	Water/Wastewater Plant Operator II	$31,176.00	$41,556.00	$35,112.00	-10.74%
						CR:
Marshall	**24,000**	**Utility Plant Operator**	**$28,959.84**	**$34,887.84**	**$31,341.67**	90%
Mkt Average			$28,283.88	$40,644.07	$33,658.32	83%
Mkt Median			$27,444.00	$41,556.00	$33,563.00	81%
$ Difference (Median)			$1,515.84	($6,668.16)	($2,221.33)	
% Difference (Median)			5.23%	-19.11%	-7.09%	

Municipality	Population	Municipality's Job Title	Range Min	Range Max	Actual Average	Diff. +/-
Weatherford	26,650	Asst Dir of Utilities/W/WW	$72,984.00	$102,180.00	$94,344.00	-34.24%
Seguin	26,394	Water Utility Manager	$73,787.00	$106,725.00	$93,279.00	-33.49%
Big Spring	25,233	WW/Water Treatment Interim Manager	$37,049.00	$56,376.00	$47,428.00	30.81%
Kerrville	22,821	Water/Wastewater Division Manager	$46,895.42	$65,644.85	$64,313.60	-3.53%
Brownwood	20,402	Asst Div Dir of Public Wks/Dir of Utilities	-	-	$84,108.00	-26.24%
Athens	12,710	Utilities Supt	$48,252.00	$67,512.00	$58,152.00	6.69%
Hillsboro	9,500	Water/Wastewater Superintendent	$42,312.00	$67,980.00	$60,072.00	3.28%
Navasota	7,816	Utility Supterintendent	$41,976.00	$55,968.00	$44,556.00	39.25%
						CR:
Marshall	**24,000**	**Water Utility Superintendent**	**$52,106.08**	**$63,242.40**	**$62,042.24**	98%
Mkt Average			$51,893.63	$74,626.55	$68,281.58	91%
Mkt Median			$46,895.42	$67,512.00	$62,192.80	92%
$ Difference (Median)			$5,210.66	($4,269.60)	($150.56)	
% Difference (Median)			10.00%	-6.75%	-0.24%	

Appendix C – Benefit Data Detail

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Medical

City	Source of your city's medical coverage	Does your city offer a Health Maintenance Organization (HMO)?	How many HMO plans are offered?	Does your city provide Long Term Disability Coverage (LTD) for employees, excluding Workers' Compensation, Social Security or Re	Doe retirees receive health coverage?	If yes, indicate who pays	Does your city offer a Preferred Provider Organization (PPO)?	Does your city offer Point of Service (POS)?
MARSHALL	**BC/BS**	**No**	**-**	**?**	**No**		**Yes**	**No**
Athens	Private Carrier	N/R		Yes	Yes	Both	Yes	No
Brownwood	TML Insurance Trust Fund	No	NA	No	Yes	Retiree	Yes	No
Cleburne	Private Carrier	No		Yes	Yes	Retiree	Yes	No
Forney	N/R	N/R		Yes	Yes	Retiree	Yes	N/R
Greenville	TML Insurance Trust Fund	No		Yes	Yes	Both	Yes	No
Hillsboro	Blue Cross/Blue Shield	No	0	No	No	N/R	Yes	No
Kingsville	Self-Insured by City	No		No	Yes	Both	Yes	No
Mount Pleasant	Blue Cross/Blue Shield	N/R		No	Yes	Both	N/R	N/R
Nacogdoches	Blue Cross/Blue Shield	No		Yes	Yes	Retiree	Yes	No
Navasota								
Plainview	Blue Cross/Blue Shield	No		No	Yes	Retiree	Yes	No
Waxahachie								
Weatherford	TML Insurance Trust Fund	N/R		No	Yes	City	Yes	Yes

Retirement

City	Does your city participate in the Social Security Program?	Does your city provide a formal retirement program for employees?	What type of program is provided?	Contribution to Program by City (%)	Contribution to Program by Employee (%)	Total Annual Cost	Does your city offer a Deferred Compensation Program?	If yes, specify service
MARSHALL	**Yes (x Civil Svc)**	**Yes**	**TMRS & Fire**	**17.85% / 19.05%**	**7% /**		**Yes**	**Nationwide**
Athens	Yes	Yes	Texas Municipal Retirement System	2 to 1	7%		Yes	Hartford
Brownwood	Yes	Yes	Texas Municipal Retirement System	14%	7%	$1,524,730	No	N/R
Bryan								
Cleburne	Yes	Yes	Texas Municipal Retirement System	7	14	$3,408,648.00	Yes	Hartford
Forney	N/R	Yes	Texas Municipal Retirement System	14	7		N/R	N/R
Greenville	Yes	Yes	Texas Municipal Retirement System	14	7		Yes	PEBSCO
Hillsboro	Yes	Yes	Texas Municipal Retirement System	11.15%	5%		No	N/R
Kingsville	Yes	Yes	Texas	11.19	7		Yes	PEBSCO

City	Does your city participate in the Social Security Program?	Does your city provide a formal retirement program for employees?	What type of program is provided?	Contribution to Program by City (%)	Contribution to Program by Employee (%)	Total Annual Cost	Does your city offer a Deferred Compensation Program?	If yes, specify service
			Municipal Retirement System					
Mount Pleasant	Yes	Yes	Texas Municipal Retirement System	7%	17.36%		Yes	ICMA Retirement Corporation
Nacogdoches	Yes	Yes	Texas Municipal Retirement System	15.64%	7%	2514143.93	Yes	ICMA Retirement Corporation
Navasota								
Plainview	Yes	Yes	Texas Municipal Retirement System	14.97	7		Yes	PEBSCO
Waxahachie								
Weatherford	Yes	Yes	Texas Municipal Retirement System	16	7		Yes	PEBSCO

Vacation

City	Vacation Days after Six Months Employment	Vacation Days after One Year Employment	Vacation Days after Two Years Employment	Vacation Days after Five Years Employment	Vacation Days after Ten Years Employment	Vacation Days after Fifteen Years Employment	Vacation Days after Over Fifteen Years Employment	Does your city pay for accumulated vacation balance upon termination?	Does your city limit vacation?	Maximum number of days that can be accrued
MARSHALL	**5**	**10**	**10**	**12**	**15**	**15**	**15**	**Yes**	**Yes**	**240 hrs**
Athens	5	15	15	15	20 afer 11 yrs.	20	25 after 21 yrs.	Yes	Yes	
Cleburne	5	10	10	15	15	20	20	Yes	Yes	
Forney	5	10	10	10	15	15		Yes	N/R	
Greenville	15	15	15	15	15	15	15	Yes	Yes	30
Hillsboro	5	10	10	15	15	20	20	Yes	Yes	240
Kingsville	5	10	10	15	15	15	15	Yes	Yes	
Mount Pleasant	0	10	10	12	15	15	20	Yes	Yes	160
Nacogdoches	5	10	10	10 + extra day per year after 5 years	15	30	30	Yes	Yes	30
Navasota										
Plainview	5	10	10	15	15	15	15	Yes	Yes	25
Waxahachie										
Weatherford	5	10	10	10	15	15	20	Yes	Yes	40

Sick Leave

City	Does your city have a formal sick leave policy?	Does your city limit the accrual of sick leave?	Maximum number of days that can be accrued	Does your city have sick leave banks?	Sick Leave days after one year service	Sick Leave days after two years service	Does your city pay for accumlated sick leave upon termination?	Does your city buy back sick leave?	Maximum number of days that can be bought back	Maximum number of days that can be paid for	Does your city pay for accumulated sick leave upon retirement?	Maximum number of days that can be paid for1
MARSHALL	**Yes**	**Yes**	**90**	**No**	**15**	**30**	**No**	**No**	**-**	**-**	**Yes**	**45**
Athens	Yes	N/R		No			N/R	N/R			N/R	
Brownwood	Yes	No	NA	Yes	15	30	No	No	NA	NA	Yes	45
Cleburne	Yes	No		No			Yes	No			Yes	90 days
Forney	N/R	N/R		N/R	10	10	No	N/R			N/R	
Greenville	Yes	No		Yes	12	12	Yes	No		90	Yes	90
Hillsboro	Yes	Yes	720	N/R	12		No	No			No	
Kingsville	Yes	Yes	30	Yes	10	10	Yes	Yes	15	15	Yes	15
Mount Pleasant	Yes	Yes	90	No	12	24	No	No			Yes	45
Nacogdoches	Yes	Yes	120	N/R	15	30	Yes	No	N/A	7.5	Yes	7.5
Navasota												
Plainview	Yes	Yes	60	No	12	12	No	Yes	12	12	No	
Waxahachie												
Weatherford	Yes	Yes	90	No	12	12	No	No			Yes	90

Holidays

City	Indicate the number of official paid holidays observed annually by your city	Does your city have personal days or floating holidays?	If yes, how many?	Do police officers and fire fighters receive holiday pay?	Police/Fire holiday pay total annual cost
MARSHALL	**16**	**No**		**No – holidays accrue**	**Paid at separation**
Athens	11	Yes	1 included	Yes	
Brownwood	10	No	NA	Yes	$140,928.96
Cleburne	11	No		Yes	
Forney	10	Yes	2	Yes	
Greenville	11	No		Yes	
Hillsboro	10	Yes	1	Yes	
Kingsville	11	No		Yes	
Mount Pleasant	10	No		Yes	
Nacogdoches	10	No		Yes	1588.00
Navasota					
Plainview	9	No		Yes	
Waxahachie					
Weatherford	12	Yes	2	N/R	

Pay Plan

City	Does your city have Longevity Pay?	Longevity plan details	Does your city have Pay for Performance?	Indicate who receives Pay for Performance
MARSHALL	**Yes**	**$ 4 per month for each year up to 25 years of service ($1,200)**	**No**	
Athens	Yes	$ amount per month for each year of service which cannot exceed a set maximum	No	
Brownwood	Yes	$ amount per month for each year of service which cannot exceed a set maximum	No	
Cleburne	Yes	$ amount per month for each year of service which cannot exceed a set maximum	No	
Forney	Yes	$ amount per month for each year of service	N/R	
Greenville	Yes	$ amount per month for each year of service which cannot exceed a set maximum	Yes	Exempt, Non-Exempt
Hillsboro	Yes	$ amount per month for each year of service	No	
Mount Pleasant	Yes	$ amount per month for each year of service which cannot exceed a set maximum	No	
Nacogdoches	Yes	N/R	No	
Navasota				
Plainview	Yes	$ amount per month for each year of service	No	
Waxahachie				
Weatherford	Yes	$ amount per month for each year of service which cannot exceed a set maximum	No	

Other Benefits

City	Is a credit union available to your employees?	Does your city have a flexible benefits or cafeteria plan (under IRS code 125)?	Does your city offer a wellness program and/or subsidize health club membership?	Does your city have an employee assistance program?	Does your city have a child care assistance program?	Do any employees have personal user of a city-owned vehicle?	If yes, specify the number of vehicles provided	Indicate how the city compensates for overtime hours worked	Does your city pay benefits for part-time employees?
Athens	Yes	Yes	Yes	Yes	No	Yes		Both	No
Brownwood	No	Yes	Yes	Yes	No	Yes	?	Cash	No
Cleburne	No	Yes	No	Yes	No	No		N/R	No
Elmendorf	No	No	No	No	No	No		Both	No
Forney	No	No	N/R	N/R	No	No		Both	No
Greenville	Yes	Yes	Yes	Yes	No	Yes	8	Both	Yes
Hillsboro	No	Yes	Yes	No	No	No		Both	No
Kingsville	No	Yes	No	Yes	No	No		Cash	No
Mount Pleasant	No	Yes	No	No	No	No		Both	No
Nacogdoches	Yes	Yes	No	Yes	No	No		Both	No
Navasota	No	Yes	Yes	Yes	No	Yes	15 (on call & emergency employees)	Both	Yes
Plainview	Yes	Yes	Yes	Yes	No	Yes		Both	No
Waxahachie	Yes	Yes	No	No	No	No		Both	No
Weatherford	Yes	Yes	Yes	No	No	Yes		Both	No

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