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Regular City Council Meeting
June 24, 2019
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MINUTES

CITY COUNCIL MEETING

June 24, 2019

5:30 p.m.

THE DALLES CITY HALL
313 COURT STREET
THE DALLES, OREGON

PRESIDING: Mayor Richard Mays

COUNCIL PRESENT: Russ Brown, Linda Miller, Darcy Long-Curtiss, Tim McGlothlin,
Rod Runyon

COUNCIL ABSENT: None

STAFF PRESENT: City Manager Julie Krueger, City Attorney Gene Parker, City Clerk
Izetta Grossman, Finance Director Angie Wilson, Community
Development Director Steve Harris, Police Chief Patrick Ashmore,
Human Resources Director Daniel Hunter

Number of people present: 20

CALL TO ORDER

The meeting was called to order by Mayor Mays at 5:30 p.m.

ROLL CALL OF COUNCIL

Roll Call was conducted by City Clerk Grossman. All Councilors present.

PLEDGE OF ALLEGIANCE

Mayor Mays asked Councilor Miller to lead the Pledge of Allegiance.

Councilor Miller invited the audience to join in the Pledge of Allegiance.

APPROVAL OF AGENDA

It was moved by Long-Curtiss and seconded by Miller to approve the agenda as submitted. The motion carried 5 to 0; Long-Curtiss, Brown, Miller, McGlothlin and Runyon voting favor.

PRESENTATIONS PROCLAMATIONS

Mayor Mays presented Nathan Nanez with a certificate of recognition for his volunteer work.

Mays introduced Jill Pearson, teacher at The Dalles High School who spoke about the hundreds of hours Nanez logged volunteering for the High School theatre group, cleaning up after prom with more patience than any other volunteer.

AUDIENCE PARTICIPATION

Lorene Hunt, PO Box 81, handed out information regarding short term rental licenses, including information on the ordinance adopted in Hood River. (Attached)

CITY MANAGER REPORT

City Manager Julie Krueger said the Watershed/Wastewater Treatment Plant Tour had been set for July 19, 9 am -3 pm. She asked if Long-Curtiss and Brown planned to attend. They both indicated they would not be attending.

CITY ATTORNEY REPORT

City Attorney Parker reported he would be testifying in Goldendale on Thursday regarding Oregon regulations regarding diversion.

CITY COUNCIL REPORTS

Councilor Miller reported attending:

- 6/11 Urban Renewal Meeting
- 6/18 Urban Renewal Meeting
- Sister City student delegates would be going to Japan next month.

Councilor McGlothlin reported on:

- Retirement luncheon for Chuck Covert
- Spoke with Dave Needling who was sealing the Riverfront Trail. He said Needling has also volunteered at the Pioneer Cemetery

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- Welcomed Dr. Joseph Ranken to the community

Councilor Brown reported:

- Seeing Mr. Needling doing repairs to the Riverfront Trail
- Distributed 2016 Public Works Gap analysis (attached) Asked for Public Works staff review

Councilor Long-Curtiss reported:

- 6/11 Urban Renewal Meeting – rejected offer on Blue Building
- 6/18 Urban Renewal Meeting – accepted new offer on Blue Building; City Attorney working on DDA; discussed how to proceed with Tony's building sale
- Met with Councilor Brown
- Met with citizen on ideas for downtown

Councilor Runyon reported attending:

- 6/11 Mayor
- 6/15 Volunteer at Hops & Hogs event at the Cities Lewis & Clark Park
- 6/16 Volunteered at the Columbia Gorge Veterans Museum second Annual Father's Day event called Hail to The Jeep.
- 6/20 Met with Chief Ashmore
- 6/21 Opportunity Zones meeting sponsored by Mid-Columbia Economic Development District in Stevenson at the Hegewald Center

Mayor Mays reported attending:

- Urban Renewal Meetings
- Airport Board Meeting – Chuck Covert retirement
- Senator Merkley town hall and pre-town hall meetings
- Sister City fundraiser
- One Gorge meeting – Origin of the National Scenic Act 1986

CONSENT AGENDA

It was moved by Long-Curtiss and seconded by Brown to approve the Consent Agenda as presented. The motion carried 5 to 0; Miller, Long-Curtiss, Runyon, McGlothlin and Brown voting in favor.

Items approved on the consent agenda were: 1) Approval of June 10, 2019 Regular City Council Meeting Minutes; 2) Approval of Resolution No. 19-018 Concurring with Mayor's Appointments to Historic Landmarks Commission; and 3) Approval of Resolution No. 19-017 Assessing the Real Property Located at 409 East 8th Street for the Costs of Abatement of Junk.

ACTION ITEMS

Approval of Agreement with The Dalles Area Chamber of Commerce for Tourism Promotion Services

City Attorney Parker reviewed the staff report.

Councilor Runyon asked what the term had been in the past.

City Attorney Parker said it had been a 5 year term with annual work scope review.

Chamber CEO Lisa Farquharson said the industry standard was 3 year agreements. She said it was because the industry changed rapidly. She said she had asked for a 3 year term.

It was moved by McGlothlin and seconded by Long-Curtiss to authorize the City Manager to execute the Agreement between the City of The Dalles and The Dalles Area Chamber of Commerce and Visitor Center for Tourism Promotion Services. The motion carried 5 to 0; Long-Curtiss, Brown, Miller, McGlothlin and Runyon voting favor.

Approval of General Ordinance No. 19-1372 An Ordinance Amending Chapter 5.04 of The Dalles Municipal Code Adding Section 5.04.125 Addressing Graffiti Abatement

Community Development Director Harris reviewed the staff report.

There was discussion regarding:

- Fine seemed punitive to victim
- G: #1 – change to read ... “within 5 calendar days of the graffiti’s report.”
- Need for specific ordinance for graffiti – not specifically covered in nuisance abatement
- Use of Wasco County Juvenile Work Crew to clean up at no cost to victim – current agreement
- Hardship clause of 14 days

Harris said brief timelines for removal discourage more graffiti. He said the ordinance was a tool to help with beautification, setting process with time limits.

Councilor Runyon asked staff to bring a report on the program back to Council for review in six months.

Mayor Mays asked if any Councilor wanted the ordinance read in full. Long-Curtiss said she did.

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City Clerk Grossman read General Ordinance No. 19-1372 in full.

It was moved by Long-Curtiss and seconded by McGlothlin to accept the first reading of the ordinance. The motion carried 5 to 0; Long-Curtiss, Brown, Miller, McGlothlin and Runyon voting favor.

Mayor Mays asked the City Clerk to read the ordinance by title only.

City Clerk Grossman read General Ordinance No. 19-1372 by title only.

It was moved by Runyon and seconded by Brown to approve second reading and adopt amended General Ordinance No. 19-1372 amending Chapter 5.04 of The Dalles Municipal Code adding Section 5.04.125 addressing graffiti abatement by title only. The motion carried; Brown, Miller, McGlothlin and Runyon voting favor, Long-Curtiss abstaining.

ADJOURNMENT

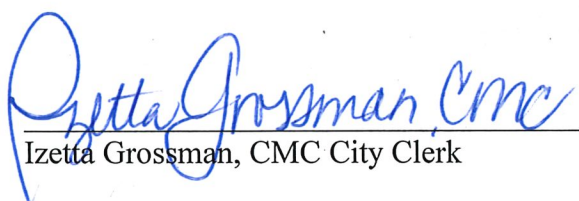
Being no further business, the meeting adjourned at 7:00 p.m.

Submitted by/
Izetta Grossman, CMC
City Clerk

SIGNED: _____


Richard A. Mays, Mayor

ATTEST: _____


Izetta Grossman, CMC City Clerk

As I understand it, the City Council has or will be receiving a recommendation to strike the entire section of Title 10.6.040 from the City Code, and that this will be an item on your agenda at your next meeting. To assist in your preparation for the coming discussion about the City Code, the following information is offered to use in preparation for something as important as city code changes. A short term rental license (Chapter 5.10) developed in accordance with land use regulations (3 pages from Title 17 - equivalent to Title 10 in The Dalles) is presented, passed in 2016 in Hood River and updated in December 2017, the material demonstrating immense respect for its citizens with safeguards, the most important of which are noted in highlighted sections (most important) and others (marked):

Looking at the Chapter 5.10 section of code called Short-Term Rental Operating License:

- p. 1 - 5.10.020: A. All items retained after the Dec. 2017 review are considered Reasonable and Necessary...focus is on the word NECESSARY.
- A. 5. Note provisions on this page and others in the code very carefully protecting residents and neighborhoods from influences of BBVs (or STRs).
- p. 5 - 5.10.080 B. "To receive approval, an applicant must demonstrate that all approval criteria listed below has been satisfied:**
- B.1. Zoning. The property is in compliance with requirements of HRMC Title 17 (Zoning) (the 3 pages are a part of Title 17), parts circled and highlighted with equivalent code provisions in The Dalles Code listed in blue – critical that these be found in any replacement code provision**
- B.2. Contact information and B. 3 Notice to Neighbors assures neighbors a quick recourse when necessary, a high regard for residents indicated – critical that these be found in any replacement code provision**

To know Reasonable and Necessary Conditions of a Short Term Rental License having been tested and revised, supported by Title 17 (or Title 10 code provisions in the case of The Dalles) is a gift to The Dalles, presenting a Short Term Rental Operating License that will provide Reasonable and Necessary protections for all residents in all zones. At least, a proposed replacement code provision should have been vetted to include the items highlighted as critically necessary, marked items important also – the whole document showing much thought and work to serve residents of a sister city with the utmost respect.

It is important to citizens that even one sentence removed or replaced from the city code be very carefully and expertly vetted before such an action, the city code relied on and respected by citizens. To remove a whole section deserves very careful research and substantiation as to the risks and benefits to residents of The Dalles before such an undertaking. Citizens depend on this.

*for replacement

Lorene Hunt
PO Box 81
The Dalles, OR 97058

CHAPTER 5.10 SHORT-TERM RENTAL OPERATING LICENSE

Legislative History: Ord. 2028 (2016)

SECTIONS:

- 5.10.010 Title.
- 5.10.020 Purpose and Scope.
- 5.10.030 Definitions.
- 5.10.040 Annual Short-term Rental Operating License Required.
- 5.10.050 Application and Fee.
- 5.10.060 Term of Annual License and Transferability.
- 5.10.070 Operating License and License Renewal.
- 5.10.080 Criteria for Approval of an Operating License and Operating License Renewal.
- 5.10.090 Additional Operational Requirements.
- 5.10.100 Violations.
- 5.10.110 Penalties.
- 5.10.120 Appeals of Short-term Rental Operating License Determinations.
- 5.10.130 Discontinuance of Short-term Rental Occupancy.
- 5.10.140 Remedies Not Exclusive.

5.10.010 Title. The provisions of this chapter are intended to authorize and regulate the short-term rental of residential dwelling units on all property within the City of Hood River. To that purpose, there is added to the Hood River Municipal Code Chapter 5.10 entitled "Short-Term Rental Operating License," and those sections and subsections set forth below.

5.10.020 Purpose and Scope.

A. This ordinance provides reasonable and necessary regulations for the licensing of short-term rental of residential dwelling units in order to:

1. Ensure the safety, welfare and convenience of renters, owners and neighboring property owners throughout Hood River.
2. Balance the legitimate livability concerns with the rights of property owners to use their property as they choose.
3. Recognize the need to limit short-term rental options within the neighborhoods to ensure compatibility, while recognizing the benefits of short-term rentals in providing recreation and employment opportunities, as well as transitional housing and business or hospital related short stays.
4. Help maintain the City's needed housing supply for residential use.

5. Protect the character of the City's neighborhoods by limiting the number and concentration of full-time short-term rentals in residential zones. In the adoption of these regulations, the City finds that the transient rental of dwelling units has the potential to be incompatible with surrounding residential uses. Therefore, special regulation of dwellings listed for transient occupancy is necessary to ensure that these uses will be compatible with surrounding residential uses and will not materially alter the neighborhoods in which they are located.

Very careful
to protect
residents
and
neighborhood

B. A short-term rental license is a permission to operate a short-term rental in accordance with this chapter. An operating license may be terminated or revoked if the standards of this chapter are not met or the dwelling is sold or otherwise transferred as defined in this chapter. This chapter provides an administrative framework for licensing the annual operation of a short-term rental.

C. The regulations of this code are not intended to permit any violation of the provisions of any other law or regulation.

D. Exemption of a use from the provisions of this chapter shall not exempt the use from other applicable provisions of this Code.

5.07.030 Definitions.

A. Applicant(s) means an owner(s) of a dwelling unit who applies to the City for a short-term rental operating license.

B. Authorized agent is a property management company or other entity or person who has been designated by the applicant or licensee, in writing, to act on their behalf. The authorized agent may or may not be the designated representative for purposes of contact for complaints.

C. City Manager means the City Manager or his or her designee.

D. Hosted homeshare means the transient rental of a portion of a dwelling while the homeowner is present. For the purposes of this Title, "present" means the homeowner is staying in the dwelling overnight.

E. Licensee means the owner(s) of a dwelling unit who holds a short-term rental operating license.

F. Non-transient rental means to rent a dwelling unit or room(s) for compensation on a month-to-month basis, or for a longer period.

G. Owner(s) means the natural person(s) or legal entity that owns and holds legal or equitable title to the property. If the owner is a business entity such as a partnership, corporation, limited liability company, limited partnership, limited liability partnership or similar entity, all persons who own an interest in that business entity may be considered an owner.

H. Short-term rental means a Hosted Homeshare or Vacation Home Rental.

I. Short-term rental operating license means the regulatory license required by HRMC 5.10.030 and described in this chapter. It will be referenced as an "operating license."

J. Transfer means the addition or substitution of owners not included on the original license application, whether or not there is consideration. If multiple owners exist on a license, individual owners may be removed from the license without constituting a transfer.

K. Transient rental means to rent a dwelling unit or room(s) for compensation on less than a month-to-month basis.

L. Vacation home rental means the transient rental of an entire dwelling unit.

M. Daytime means between the hours of 7:00am to 10:00pm

N. Overnight means between the hours of 10:00 pm to 7:00 am the following day

5.10.040 Annual Short-Term Rental Operating License Required. No owner of property within the Hood River City limits may advertise, offer, operate, rent, or otherwise make available or allow any other person to make available for occupancy or use a short-term rental without a short-term rental operating license. Advertise or offer includes through any media, whether written, electronic, web-based, digital, mobile or otherwise.

5.10.050 Application and Fee.

A. Application Required. Applications for an operating license shall be on forms provided by the City, demonstrating the application meets the standards required by this chapter. The applicant or authorized agent shall certify the following information to be true and correct:

1. Owner/Applicant Information. Applicant's name, permanent residence address, telephone number, and the short-term rental address and telephone number.

2. Proof of Residential Use (for conforming short-term rentals within the R-1, R-2 or R-3 zones only). The residential use of a dwelling unit shall be established through its continued use as the primary residence of the property owner. The applicant shall provide at least two of the following items as evidence that the dwelling is the primary residence of the owner:

- A copy of the voter registration.
- A copy of an Oregon Driver's License or Identification Card.
- A copy of federal income tax return from last tax year (page 1 only financial data should be redacted).

3. Representative Information. The applicant shall provide the name, telephone number, address and email of a local representative (which can be a person or company) who can be contacted concerning use of the property or complaints related to the short-term rental, as set forth in HRMC 5.10.080. For the purposes of this requirement, local means the representative's address is within a 30 minute travel time of the subject property.

4. Parking. Statement that required parking spaces are available, with a dated photo(s) submitted of interior and exterior parking spaces. A site plan including a parking diagram of these parking spaces shall also be submitted.

5. Occupancy. Occupancy limits and number of bedrooms.

6. Good Neighbor Guidelines. Acknowledgment of receipt and review of a copy of the City's good neighbor guidelines. In addition, evidence that the City's good neighbor guidelines has been effectively relayed to short-term rental tenants, by incorporating it into the rental contract, including it in the rental booklet, posting it online, providing it in a conspicuous place in the dwelling unit, or a similar method.

7. Listing Number. If they advertise, the listing numbers or website addresses of where the short-term rental advertises (such as the VRBO/Airbnb/rental website number, account number, URL, etc.).

8. A completed checklist for fire safety as required by HRMC 5.10.080.C.2.

9. Proof of garbage service as required by HRMC 5.10.080.C.3.

10. Such other information as the City Manager or designee deems reasonably necessary to administer this chapter.

B. Incomplete Application. If a license application does not include all required materials, the application will be considered incomplete and the City will notify the applicant, in writing, explaining the information required. If the applicant provides the missing required information within 30 calendar days of the date of the notice, the application will be reviewed. If the applicant does not provide the required information, the application will be deemed withdrawn and the City may refund all or a portion of the application fee.

C. License Fee. The fee for application for a short-term rental operating license or license renewal shall be as established by resolution of the City Council.

5.10.060 Term of Annual License and Transferability.

A. Term. A short-term rental operating license shall be renewable annually on or before January 15th, the license may be renewed annually for up to four years by the licensee or authorized agent provided all applicable standards of this chapter are met. If an authorized agent changes during the operating license period, the licensee shall timely notify the City in writing of the change.

B. Transferability. The operating license shall be issued in the name of the licensee(s) and is not transferable.

5.10.070 Operating License and License Renewal.

A. License Must Be Obtained.

1. An operating license shall be obtained and renewed as required in this section. The permission to operate a short-term rental in the City of Hood River shall be revoked for failure to obtain or renew a license to operate as provided in this chapter.

2. The maximum number of nights per year which a short-term rental may be operated shall be in accordance with HRMC 17.04.115 and as specified below. The license shall specify whether the short-term rental will be operated as a hosted homeshare or a vacation home rental; however, the number of nights allowed is the maximum number for all short-term rental use of the subject property. The maximum number of nights shall be indicated on the license and shall not be exceeded.

Short-term rentals in C-1 and C-2 zones:	365 nights /year
Conforming short-term rentals in R-1, R-2 and R-3 zones:	90 nights /year
Existing non-conforming short-term rentals in R-1, R-2 and R-3 zones:	See HRMC 5.10.070.A.3

3. Existing Nonconforming Short-term Rentals within the R-1, R-2 and R-3 zones. For the purposes of this section, an existing non-conforming short-term rental is one which meets all of the standards and criteria in HRMC 17.04.115.D. The extent of the non-conformity shall be limited to the maximum number of nights of transient rental which previously occurred in any one calendar year, 2013 through October 13th, 2016. The applicant has the burden of proving by a preponderance of credible evidence all of the elements of a nonconforming hosted homeshare or vacation home rental.

B. Application and Renewal Application Process.

1. Existing Short-term Rentals. Existing short-term rentals may continue to operate until such time as the City has approved or denied the application. If approved, the license may be renewed annually thereafter in accordance with subsection C, below. If denied, operation of the short-term rental must cease within 30 days. Failure to submit an application as required by this section shall result in the loss of all non-conforming use status.

2. New Short-term Rentals. A license shall be obtained before beginning operations. A completed operating license application and fee may be submitted and issued at any time. The license may be renewed annually thereafter in accordance with subsection C, below.

C. Renewal Standards.

1. Operating licenses may be renewed by the licensee annually for up to four years after the year of issuance.

2. The City will review an application for operating license renewal and issue a renewal provided all the standards in this chapter continue to be met. If not met, the City will not renew the operating license and the property shall not be used as a short-term rental.

D. A decision on an operating license application or renewal may be appealed as provided in HRMC 5.10.120.

5.10.080 Criteria for Approval of an Operating License and Operating License Renewal.

A. The applicant has the burden of proof to demonstrate compliance with each applicable criterion for approval or renewal of the operating license. The approval criteria also operate as continuing code compliance obligations of the owner. Staff may verify evidence submitted and the applicant shall cooperate fully in any investigation.

B. To receive approval, an applicant must demonstrate that all approval criteria listed below has been satisfied:

1. Zoning. The property is in compliance with requirements of HRMC Title 17 (Zoning). (3 pages pertaining to BBV's provided)

2. Contact Information. The applicant or authorized agent has provided information sufficient to verify a qualified person will be available to be contacted about use of the short-term rental during and after business hours. The licensee or representative shall be available to be contacted by telephone to ensure a response to the short-term rental address at all hours (24 hours a day, seven days a week) while the dwelling unit is occupied for rent. Response must be within 30 minutes. The designated

*Most
IMPORTANT* →

*To be
used by
neighbors
(see 3)*

representative may be changed from time to time throughout the term of the license. To do so, the license information shall be revised with the City at least 14 days prior to the date the change takes effect, except when the failure to do so is beyond the licensee's control. In an emergency or absence, contact forwarding information to a qualified person may be provided for the licensee or representative. In the case of Hosted Homeshares, the contact person shall be the permanent resident who will be hosting the transient accommodations.

3. Notice to Neighbors. For Vacation Home Rentals, the licensee or authorized agent shall either: (a) provide an annual mailing or otherwise distribute by hand, a flier to neighbors within a 250-foot radius of the short-term rental property address containing the operating license number and owner or representative contact information, or (b) post a small placard or sign as specified by the City on the property in proximity to the adjacent street advising neighbors and tenants of the same information where it can be seen from the public right-of-way.

The purpose of this notice is so that adjacent property owners and residents can contact a responsible person to report and request resolution of problems associated with the operation of the short-term rental. If the permanent contact information changes during the license period, the new information must be mailed or distributed again, or changed on the placard or sign.

C. Health and Safety.

1. Responsibility. It is the licensee's responsibility to assure that the short-term rental is and remains in substantial compliance with all applicable codes regarding fire, building and safety, health and safety, and other relevant laws.

2. Fire and Emergency Safety. A completed checklist for fire safety (fire extinguishers, smoke alarms, carbon monoxide detectors, etc.) shall be required with each annual operating license application and renewal. The licensee shall be responsible for completing the fire safety checklist and ensuring continued compliance. Verification by the City shall be required prior to issuance of a license and may be required for each renewal at the City Manager's discretion.

3. Solid Waste Collection – minimum service requirements. During all months that the dwelling is available for transient accommodation, Vacation Home Rentals shall have weekly solid waste collection service with assisted pick-up provided by the solid waste provider, if available. For the purposes of this section, assisted pick-up means the collection driver retrieves the cart from the driveway, rolls it out for service, and then places it back in its original location.

D. Mandatory Postings. The short-term rental license issued by the City (or a copy thereof) shall be displayed in a prominent location within the interior of the dwelling adjacent to the front door. The license will contain the following information:

1. A number or other identifying mark unique to the short-term rental operating license which indicates the license is issued by the City of Hood River, with the date of expiration;
2. The name of the licensee or representative and a telephone number where the licensee or representative may be contacted;
3. The number of approved parking spaces;
4. The maximum occupancy permitted for the short-term rental;
5. Any required information and conditions specific to the operating license;
6. Day of week of trash pickup;
7. The property address; and

Residents (neighbors) with quick recourse when necessary. City has plan regard for residents.

8. The City of Hood River official logo.

E. The licensee shall be in compliance with the Hotel Tax Code pursuant to HRMC Chapter 5.09, and subject to the Tax Administrator's authority under that chapter.

F. Parking.

1. One (1) hard surfaced off-street parking space shall be provided for every two bedrooms. In calculating the number of spaces required, the total shall be rounded up. Parking areas shall not be located in the front yard. If the garage is to be utilized to meet the parking requirement, a photo of the interior of the garage shall be submitted to show the garage is available for parking. Required parking may be permitted on another lot within 250 feet of the subject property with a shared parking agreement or proof of legal parking access.

2. A parking diagram of the approved parking spaces shall be provided to tenants and be available in a prominent location within the short-term rental dwelling.

5.10.090 Additional Operational Requirements.

A. Advertising and License Number. The licensee or authorized agent shall put the annual operating license number on all advertisements for the specific property, if legally possible.

B. Complaints.

1. Response to Complaints. The licensee or representative shall respond to neighborhood questions, concerns, or complaints in a reasonably timely manner depending on the circumstances.

2. Record of Response. The licensee or representative shall maintain a record of complaints and the actions taken in response to the complaint, if relevant, in an electronic or written manner deemed reasonable to document the interaction. If kept, this record can then be made available for City inspection upon request to investigate a complaint.

C. Inspection. Upon application for an operating license all short-term rentals shall be subject to inspection by the City for compliance with this section.

1. The City Manager may conduct a site visit upon an application for a short-term rental to confirm the number of bedrooms (as defined by the International Building Code) stated on the application and the number, location and availability of on-site parking spaces. The site visit will be coordinated with the applicant and be conducted during the City's normal business hours, and with reasonable notice.

2. The City Manager may visit and inspect the site of a short-term rental to ensure compliance with all applicable regulations, during the City's normal business hours, and with reasonable notice and other procedural safeguards as necessary. Code violations shall be processed in accordance with HRMC Title 1.

D. Specific Prohibitions. The following activities are prohibited on the premises of a Short-term Rental during periods of transient rental:

1. Events. Examples of events include, but are not limited to, company retreats, weddings, rehearsal dinners, etc.

2. Unattended barking dogs.

3. Activities that exceed noise limitations set by HRMC Title 8.09.

E. The maximum overnight occupancy for the dwelling shall be limited to two persons per bedroom (as defined by the International Building Code) and two additional persons (e.g., a two-bedroom dwelling is permitted a maximum overnight occupancy of six persons). The maximum daytime occupancy shall be limited to the overnight occupancy plus six additional persons (e.g., a two-bedroom dwelling is permitted a maximum daytime occupancy of twelve).

F. Administrative Rules. The City Manager shall have the authority to establish administrative rules and regulations consistent with the provisions of this chapter for the purpose of interpreting, clarifying, carrying out, furthering, and enforcing the provisions of this chapter. A copy of such administrative rules and regulations shall be on file in the Office of the City Recorder and be posted on the City website.

5.10.100 Violations.

In addition to complaints related to nuisance and noise and other violations of the HRMC, the following conduct also constitutes a violation of this chapter and is a civil infraction:

A. The discovery of material misstatements or providing of false information in the application or renewal process.

B. Representing a dwelling as available for occupancy or rent as a short-term rental where the owner does not hold a valid operating license issued under this chapter, or making a short-term rental available for use, occupancy or rent without first obtaining a valid operating license.

C. Advertising or renting a short-term rental in a manner that does not comply with the standards of this chapter.

D. Failure to comply with the substantive standards of HRMC 5.10.080 and HRMC 5.10.090.

5.10.110 Penalties.

A. In addition to the fines and revocation procedures described below, any person or owner who uses, or allows the use of, or advertises, property in violation of this chapter is subject to the enforcement authority of HRMC Title 1.

B. Each twenty-four hour period in which a dwelling is used, or advertised, in violation of this chapter or any other chapter of the HRMC shall be considered an occurrence for calculation of the following fines:

1. The first occurrence of one or more violation(s) will incur a warning or other fine amount otherwise specified in HRMC, whichever is greater.

2. A second occurrence of one or more violation(s) within a 12-month period is subject to a \$250 fine or other fine amount otherwise specified in HRMC, whichever is greater.

3. A third occurrence and all subsequent occurrences of violation(s) within a 12-month period is subject to a \$500 fine or other fine amount otherwise specified in HRMC, whichever is greater.

C. Revocation. The following actions are grounds for immediate revocation of an operating license:

1. Failure to renew an operating license as set forth in HRMC 5.10.070 while continuing to operate a short-term rental.

2. The occurrence of three or more violations within a 12-month period resulting in fines pursuant to 5.10.110.B3.

3. The discovery of material misstatements or providing of false information in the application or renewal process is grounds for immediate revocation of the operating license.

4. Such other violations of this chapter of sufficient severity in the reasonable judgment of the City Manager, so as to provide reasonable grounds for immediate revocation of the operating license.

D. Notice of Decision/Appeal/Stay. If the operating license is revoked as provided in this section, the City Manager shall send written notice of revocation to the licensee stating the basis for the decision. The notice shall include information about the right to appeal the decision and the procedure for filing an appeal. The licensee may appeal the City Manager's decision to revoke the operating license under the procedures set forth in HRMC 5.10.120. Upon receipt of an appeal, the City Manager shall stay the revocation decision until the appeal has been finally determined by the Hearing Officer.

5.10.120 Appeals of Short-term Rental Operating License Determinations.

A. Filing Requirements – Notice. The licensee or authorized agent may appeal a short-term rental operating license decision to deny or revoke an operating license under HRMC 5.10.100.

B. Authority to Decide Appeal. The Hearings Officer shall be responsible for determining an appeal of a decision approving or denying an application or renewal application for an operating license, or revoking or suspending an operating license, in any zone.

C. Time for Filing. An appellant is required to file a written notice of appeal including the basis for the appeal within 14 calendar days of the license determination being appealed. This requirement is jurisdictional and late filings shall not be allowed.

D. Fee for Appeal. The City Council may establish by resolution a fee for filing an appeal, which shall be jurisdictional.

E. Procedures. The City Manager may establish administrative procedures to implement the appeal procedures provided in this section, including any required forms. The Council may adopt procedures for hearings not in conflict with this section, including but not limited to time limits on oral testimony and limitations on written argument.

F. Hearing. Within 35 days of receiving the notice of appeal, the City Manager shall schedule a hearing on the appeal before the Hearings Officer. At the hearing, the appellant shall have the opportunity to present evidence and arguments as may be relevant. The Hearings Officer may direct the City Attorney to draft findings of fact and interpretations of code or law to be considered at a later meeting.

G. Standard of Review and Decision. The Hearings Officer shall determine whether the City's decision was based on a preponderance of the evidence. A decision of the Hearings Officer shall be based on the evidence received, in writing and signed by the chair, no later than 30 days after the close of the hearing. The Hearings Officer may determine not to suspend or revoke the license, or to revoke or suspend the license. If the Hearings Officer upholds the decision to revoke the operating license, the Hearings Officer shall order the licensee to discontinue use as a short-term rental. If the Hearings Officer reverses the decision to revoke the operating license, the operating license shall be continued.

H. Finality. The Hearings Officer's decision shall be final on the date of mailing the decision to the appellant. The Hearings Officer's decision is the final decision of the City and is appealable only by writ of review to Circuit Court.

5.10.130 Discontinuance of Short-term Rental Occupancy.

A. After Revocation. After a short-term rental operating license has been revoked, the dwelling unit may not be used or occupied as a short-term rental unless a subsequent license is granted, and the licensee whose license has been revoked shall not be eligible to reapply for a short-term rental license for short-term rental occupancy of the same property for a period of two years.

B. After Expiration. If a short-term rental operating license expires, the dwelling unit may not be used or occupied as a short-term rental until such time as a subsequent license has been granted for that property.

17.04.050 Fences and Walls

- A. Fences and walls not more than six (6) feet in height are permitted within or on all property lines and on corner lots or parcels when vision clearance requirements are met.
- B. Height is measured from original ground elevation in accordance with the City Engineering Standards.
- C. A fence that is six (6) feet or less as measured from original ground elevation in accordance with City Engineering Standards, is not considered a structure for purposes of setbacks established in this title.
- D. All retaining walls are considered structures from purposes of setbacks, and may not be located within the front, side or rear setback for a building except as provided in this title.

17.04.060 Retaining Walls.

- A. Retaining walls less than four (4) feet in height are permitted within or on all setback lines when the retaining wall retains earth on the parcel on which the retaining wall is built.
- B. If more than one retaining wall is located within the setback, the distance between each wall must be equal to the height of both walls, and the area between the walls must be landscaped.
- C. There shall be no more than 4' of exposed wall face on a retaining wall within a setback adjacent to a public right-of-way.
- D. One retaining wall of any height may be located within or on all property lines if the wall retains earth on the adjoining parcel and, if on a corner lot or parcel, when vision clearance requirements are met.
- E. Height is measured from original ground elevation in accordance with the City Engineering Standards.
- F. The limitations on location and height of retaining walls in this title do not apply to retaining walls located within the public right of way for the purpose of constructing or maintaining the public right of way.

17.04.070 General Exceptions to Lot Area Requirements.

Lots of record existing as of December 1999 that are less than the required lot area and or have less than the required frontage specified in this title may be utilized provided all other requirements of the zone are met. The Planning Director may waive lot frontage and lot area requirements on platted lots, platted prior to this provision, by not more than five percent (5%) of the requirements of this title. Parcels subject to this exception are subject to Title 16 requirements.

17.04.080 Illegal Occupancy.

Any use of premises or building which deviates from or violates any of the provisions of this title shall be termed an illegal occupancy and the persons responsible therefore shall be subject to the penalties provided herein.

17.04.090 Vision Clearance Area.

Corner lots or parcels in all residential zones and fences, walls, and retaining walls on property lines shall provide and maintain a vision clearance area. A "vision clearance area" is defined as a triangular area formed at a corner lot or parcel by the intersection of the street curb and a straight line joining said lines through points fifteen (15) feet back from their intersection. See Diagram "A" – 17.04.090.

The vision clearance area shall provide an area of unobstructed vision from three and one-half (3 1/2) feet to eight (8) feet above the top of the curb at the side of the vision clearance line intersection with the curb having the lower elevation. Natural topographic features, utility poles, and tree trunks are excluded from this requirement.

17.04.100 Home Occupation.

The following criteria apply to a home occupation, as defined in this code:

1. It shall not give the appearance of a business.
2. It shall not change the character of the dwelling.
3. There shall be no display, except by a non-illuminated sign no larger than one (1) square foot.
4. No more than one assistant shall be employed on the site.
5. There shall be no increase in noise outside the dwelling unit.
6. There is only a minor increase, if any, in traffic traveling to and from the dwelling unit.

17.04.110 Bed and Breakfast Facilities.

Bed and Breakfast facilities are permitted in the Urban Standard Density Residential (R-2), Urban High Density Residential Zone (R-3), Office/Residential Zone (C-1), and General Commercial Zone (C-2).

(Not permitted in R1 (RL))

Start

10.6.040.050

A. Review Procedures.

1. Applications: Applications for Bed and Breakfasts Permits shall be accompanied by a plot plan drawn to scale indicating the location of existing or proposed structures, number of guests or bedrooms, and location of the required off-street vehicle parking.
2. Review: Where permitted, Bed and Breakfast facilities are permitted outright as accessory uses, and as such shall be processed as administrative actions, per the Administrative Actions provisions (Section 17.09.030), and approved, approved with conditions, or denied by the Director.

10.6.040.040 A 2

B. Approval Standards.

1. The structure shall retain the characteristics of a single-family dwelling.

2. The number of guestrooms shall be limited to five (5). The number of guests shall be limited to ten (10).
3. In addition to required off-street parking for the residential use, one (1) hard surfaced off-street parking space shall be provided for each bed and breakfast guestroom. Parking areas shall not be located in the front yard. Parking areas may be adjacent to the Bed and Breakfast establishment. Alternative parking plans that meet the requirements of this chapter may be approved by the Planning Director.
4. Signs shall be limited to one (1) non-illuminated sign not exceeding one and one-half (1½) square feet. No off-premises signs are permitted.
5. A bed and breakfast facility shall be subject to the Hotel Tax pursuant to Chapter 5.09 of the Hood River Municipal Code. Where a morning meal is provided as part of the guest room charges, the hotel tax will be imposed on eighty percent (80%) of the rent charged by the bed and breakfast operator.
6. A bed and breakfast facility shall be subject to approval by the County Health Officer, the City Fire Marshal, and the City Building Official.

10.6.040.040 B 1

7. The bed and breakfast facility shall be owner or manager occupied.

C. Time Limit. A bed and breakfast facilities permit is valid for a period of two (2) years from the written notice of the final decision, or the decision on an appeal, whichever is later.

17.04.115 Hosted Homeshares and Vacation Home Rentals. Dwelling units may be used as hosted homeshares or vacation home rentals in the Urban Low Density Residential Zone (R-1), Urban Standard Density Residential Zone (R-2), Urban High Density Residential Zone (R-3), Office/Residential Zone (C-1), and General Commercial Zone (C-2).

A. License Required.

1. Persons operating a hosted homeshare or vacation home rental shall obtain a short-term rental operating license pursuant to Chapter 5.10 of the Hood River Municipal Code.

B. Use Restrictions – All Zones.

1. The room(s) for transient rental shall not include rooms within a recreational vehicle, travel trailer, or tent or other temporary shelter. Rooms within a detached or attached accessory dwelling unit are subject to HRMC 17.23. *see K*
2. The maximum occupancy for the dwelling shall be two persons per bedroom plus two additional persons. For example, a two-bedroom dwelling would have a maximum occupancy of six persons.
3. One (1) hard surfaced off-street parking space shall be provided for every two bedrooms. In calculating the number of spaces required, the total shall be rounded up. Parking areas shall not be located in the front yard. If the garage is to be utilized to meet the parking requirement, a photo of the interior of the garage shall be submitted to show the garage is available for parking. Required parking may be permitted on another lot within 250 feet of the subject property with a shared parking agreement or proof of legal parking access.

C. Additional Use Restrictions – Residential Zones (R-1, R-2 and R-3)

1. A hosted homeshare or vacation home rental is only permitted when it is an accessory use to the existing and continued residential use of a dwelling as the primary residence of the property owner. Proof of primary residence shall be provided in accordance with Chapter 5.10 of the Hood River Municipal Code.

2. The accessory use of a primary residence as a hosted homeshare or vacation home rental is limited to a total of ninety (90) days per calendar year.

D. Prior Existing (Nonconforming) Use. For purposes of hosted homeshare and vacation home rentals, the nonconforming use provisions in HRMC Chapter 17.05 (Nonconforming Uses and Structures) shall apply except as specifically modified in this section.

1. Except as provided in subsection D6, any hosted homeshare or vacation home rental lawfully established and actually in existence prior to the effective date of this 2016 ordinance may continue as a legal nonconforming use subject to the following "amortization periods":
 - a. Until 5 years from the adoption date of this ordinance, at which time use of the property shall come into compliance with the parking requirements in 17.04.115(B.3).
 - b. Until 7 years from the adoption date of this ordinance, at which time use of the property shall come into full compliance with the then-applicable provisions of this HRMC Title 17.

2. A hosted homeshare or vacation home rental in the R-1, R-2 and R-3 zones shall be deemed to be lawfully established and actually in existence if, at any time between January 1, 2013 and the effective date of this 2016 ordinance all of the following occurred:

- The home was actually used as a hosted homeshare or vacation home rental as defined in HRMC 17.01.060;
- The owner obtained from the City a Certificate of Authority to Collect Transient Room Tax; and
- The owner actually paid a Hotel Tax to the City pursuant to HRMC Chapter 5.09.

3. The proponent of the nonconforming use status of a hosted homeshare or vacation home rental has the burden of proving by a preponderance of credible evidence all of the elements of a nonconforming hosted homeshare or vacation home rental.

4. In addition to proving the elements of a nonconforming hosted homeshare or vacation home rental as described in subsection D2 of this section, to maintain that status, the owner shall apply for and obtain a Short Term Rental Operating License under HRMC Chapter 5.10 within 12 months of the effective date of Ordinance 2026, which is October 13, 2017, and maintain in good standing that License for the remaining duration of the amortization periods provided in this section. Failure to maintain the Short Term Rental Operating License in good standing for the remaining duration of the amortization periods shall result in the immediate termination of any nonconforming use status the home may otherwise have had by operation of law and without the need for any action by the City. The non-conforming use status provided for herein does not transfer with title to the property.

5. A valid non-conforming hosted homeshare or vacation home rental under this subsection D may be nonconforming with regard to subsection 17.04.115(B3, C1 and C2) requirements provided that the extent of the non-conformity with subsection C2 is limited to the maximum number of nights of transient rental which previously occurred in any one of the following calendar years: 2013, 2014, 2015 or 2016 to the effective date of this ordinance.

6. In the event that the amortization periods provided for herein are insufficient compensation for a property owner to recoup his or her reasonable investment in the property's actual use as a lawful transient rental (i.e., hosted homeshare or vacation home rental) or imposition of these regulations results in a demonstrable reduction in the property's fair market value, such a property owner may apply for and seek additional or other compensation from the City under ORS 195.310 to 195.314. Such a property owner may also provide documentation of the owner's reasonable investments in the nonconforming use of the property exclusively for its use as a transient rental that exceed the value that can be recouped by continued transient rental use of the property for the amortization periods and which cannot be put to any other economically viable use of the property. If the property owner demonstrates with credible evidence a reduction in fair market value or that the owner's reasonable investment in the property as a lawful transient rental is not recouped by the amortization periods provided for herein, the city may provide additional compensation in a form and amount of its choosing. The property owner may appeal any such final determination pursuant to ORS 195.318.

STOP

17.04.120 Maximum Lot Coverage

A. Definitions:

1. Lot Coverage: The percentage determined by dividing (a) the area of a lot covered by the total (in square feet) of: (1) the footprint of the main building; and (2) the footprints of accessory buildings (counting only buildings with footprints larger than one hundred fifty (150) square feet, or with two stories or more); and (3) parking pads and driveways; by (b) the gross area of the that lot.

2. Main Building Footprint Coverage: The percentage determined by dividing that area covered by a main building footprint by the gross area of the lot on which the main building is located. The main building footprint includes all parts of a main building that rest, directly or indirectly, on the ground, including, by way of illustration and not by limitation, bay-windows with floor area, chimneys, porches, decks supported by posts and with floor heights that are four (4) feet or higher above grade, cantilevered decks with horizontal projections that are four (4) feet or more, and covered breezeways connected to a main building.

B. Coverage: Maximum lot coverage applies to any residential dwelling lot in the "R" and "C-1" zones for all existing structures and new construction, except as provided below. Maximum lot coverage for residential dwellings is as shown in the table below.

1. When a detached garage is provided in the rear yard, the maximum lot coverage may be increased as shown in the table below.

2. When a porch is attached to the front elevation of the residential dwelling and has an area of at least sixty (60) square feet on the front of the building (exclusive of any wrap-around or side porch), the maximum coverage may be increased as shown in the table below.

Categories	R-1	R-2	R-3	C-1
Maximum Lot	40%	45%	55%	65%



City of The Dalles, Oregon Public Works Department

Gap Analysis

September 2016



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September, 2016

Ms. Julie Krueger, City Manager
City of The Dalles
313 Court Street
The Dalles, Oregon 97058

Dear Ms. Krueger,

Attached is our report of findings and conclusions based upon our gap analysis of the City of The Dalles Public Works Department.

Thank you for the opportunity to work with you and the Department. We would also like to express our appreciation to those individuals we spoke with during this project for their candidness and openness.

Sincerely,

Talbot, Korvola & Warwick, LLP

An independently owned member
RSM US Alliance



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Executive Summary

Executive Summary

Healthy organizations are robust, resilient to stress, and adaptive to change. Strong systems provide reliable information on which to set priorities and plan strategies. Those strategies are the basis for short-term objectives and performance measurement which, in turn, provides accountability to the organization's overall goals and mission. These, coupled with systems, policies, and procedures for accomplishing high quality, efficient, and effective work establish the organization's internal culture. The culture that develops sets the tone for how well the team works together and coordinates toward common goals and objectives. In evaluating where an organization is and where they want to get to, it is difficult if not impossible to separate the systems from the culture.

Talbot, Korvola & Warwick, LLP (TKW) was engaged by the City of The Dalles (City) to perform a high-level evaluation of the ability of the City's Public Works Department (Department) to meet expectations for performance and service delivery in the form of a gap analysis. Our task was to assess the current organization and structure of the Department, determine how expectations for service delivery are set and communicated, evaluate the Department's ability to meet those expectations, and to provide recommendations for improvement as appropriate.

Our approach included a review of documents including the City's adopted budget, Public Works Departmental policies, organizational charts, and previously issued consultant reports issued. We met with Department personnel, the City Finance Director, the City Manager, the Mayor, and members of City Council both individually and in group settings. All information obtained was evaluated for trends and common threads. In some cases, we compared and contrasted the information we received with that of comparable organizations. Finally, we formed conclusions and recommendations supported by specific observations, our perspectives, and professional experience to assist the City in improving the overall operation of the Department.

We identified a number of positives within the Department. There is a high level of pride and ownership among the Department's staff and management team, as demonstrated by their willingness to participate in this analysis. Management and staff showed excitement at the prospect of improving processes, systems, and the culture of the Department and were also justifiably proud of advancements cited in several areas over recent months and years. Notably, the Department has been recognized for the quality of its water systems and for increased awareness and improvements in safety programs. All of these provide a strong foundation on which to continue to build and improve.

Opportunities for improvement and our related recommendations fall into two distinct categories; operational or structural opportunities and those related to the Department's culture. While the two are related, addressing them separately allows for a clearer understanding.

Operational and Structural Opportunities

Leadership

The need for effective, strong, and consistent leadership is key to a number of the concerns we identified in the Department. Our review identified significant opportunities for improvement in communications, staff morale, priority setting, and making effective, timely decisions and implementing and following through on them. Each of these opportunities in turn can positively impact the ability of the Department to accomplish its work.

Organizational Structure and Staffing

Currently, the Department is structured as five (5) separate and distinct divisional operations, each with a manager reporting directly to the Public Works Director who, in turn, reports to the City Manager. The divisions currently perform independently of each other functionally and culturally. Administrative support, equipment and equipment maintenance resources, and some staffing are shared across divisions consistent with workload and project demands. We believe there are significant opportunities to improve coordination of resources and related communications within the Department.

Optimal staffing levels for divisions and for the Department as a whole were difficult to determine given the issues identified around coordination of work and sharing of resources. During our discussions, only two divisions (Water Treatment and Transportation) either expressed a need, or were referenced by others, as needing additional staff resources.

Infrastructure Inventories

The Department maintains detailed inventories of its infrastructure systems (water distribution, wastewater collection, and streets). Those information systems are limited as to details regarding age, condition, and type of construction. There are also concerns as to the completeness and accuracy of those inventories. Without complete, accurate information concerning systems condition, priorities may be set based on institutional knowledge, intuition, or instinct. Additionally, less than optimal decisions may be made as to timing and level of response required (i.e. routine or major maintenance, replacement) as well as options for funding. The Department is currently working towards improvements to its infrastructure information systems with the implementation of asset management practices utilizing Lucidy software specifically for that purpose.

Performance Management

The Public Works Director has historically set Departmental priorities and directed operations through the management team as directed by the City Manager in the context of Council goals. Historically there has been little formal structure for establishing performance expectations, or for objectively evaluating performance of the Department. While the Department is able to complete its work, the lack of defined benchmarks/performance goals make it difficult to determine if it is completing those tasks in the most effective and efficient manner.

Communications

The lack of consistent, effective communication across divisions is apparent in differing perspectives and views of the individual divisions. Coordinated priorities for the Department, regardless of the source are not effectively communicated to all Department staff in a single voice and with collective support from Department and division management.

Cultural Opportunities

Over many years, the Public Works Department has developed a specific “culture”. City leadership and Department management have been tolerant of actions and situations that have resulted in a number of concerns and impacted Departmental operations. Lack of effective communications and functional silos along divisional lines have contributed to divisiveness and disrespect between crews. With a lack of accountability at multiple Departmental levels, inconsistencies have developed in management styles and treatment of divisions. Staff distrust and lack of confidence in division and Department management has resulted.

Impacts on the Department

The impacts of maintaining the status quo are potentially subtle, but significant. As mentioned, work is completed and systems are maintained. The positive impacts of our recommendations lie in the ability to better utilize current resources and achieve greater results through improvement of culture and systems. Underutilization, lack of complete and accurate information, and project delays resulting from organizational communications or coordination issues directly impact the Department.

Underutilization of crew members can have a major impact on productivity. It was reported that staff, at times “make themselves scarce” during shifts. For example, assume the Department loses the productivity of an individual not working for two hours per week rather than checking in and being reassigned to another project. Those two hours per week translate

to nearly 100 hours annually and can cost the City up to \$30,000 or more in salary and benefits. If three crew members are underutilized for two hours per week, the costs triple to \$90,000 per year.

Updating of the Department's infrastructure databases and systems to include complete and accurate information provides a foundation for future planning in terms of maintenance and replacement requirements including staffing, equipment needs, rate setting and financing. A proactive approach to maintenance and replacement allows for informed decisions and the ability to implement rate adjustments and financing plans over time minimizing impacts on citizens.

Without clear communications, expectations, and accountability, the Department is at risk of setting and acting on priorities that may or may not support those of the City Council and City leadership. Lack of alignment of the divisions, the Department, and the City overall may lead to significant conflict and confusion in current operations as well as budgeting and resource management.

Objective

The purpose of this study is to evaluate the current traffic control measures at the intersection of [redacted] and [redacted] and to recommend improvements to enhance traffic flow and safety. The study will focus on the following objectives:

- Assess the current traffic volume and peak periods at the intersection.
- Identify existing traffic control measures and their effectiveness.
- Evaluate the impact of proposed improvements on traffic flow and safety.
- Recommend specific measures to improve traffic control.



Introduction

The intersection of [redacted] and [redacted] is a major thoroughfare in the City of Los Angeles. It handles a high volume of traffic, including cars, trucks, and motorcycles. The current traffic control measures at this intersection are outdated and inefficient, leading to congestion and safety concerns. This study aims to identify the root causes of these issues and propose effective solutions. The proposed improvements include [redacted] and [redacted], which are expected to significantly enhance traffic flow and reduce the risk of accidents. The study will provide a detailed analysis of the intersection's performance and a clear plan of action for the City of Los Angeles Department of Transportation.

The study was conducted over a period of [redacted] weeks, during which data was collected from [redacted] sources. The findings of the study are presented in the following sections, which include a detailed description of the intersection, a comparison of current and proposed traffic control measures, and a final recommendation for the City of Los Angeles Department of Transportation.

Objectives

Talbot, Korvola & Warwick, LLP (TKW) was engaged by the City of The Dalles (City) to perform a high-level evaluation of the City's Public Works Department's (Department) ability to meet expectations for performance and service delivery, in the form of a gap analysis. Our task was to consider the current organization and structure of the Department, expectations set and communicated for service delivery, the Department's ability to meet those expectations, and to provide recommendations for improvement as appropriate.

Approach

Our initial approach was developed to provide a "deeper dive" into the Department in terms of specific processes. As we began our initial discussions and interviews, it became evident that there were some fundamental challenges within the Department that would not only require significant attention and effort to resolve, but also would need to be addressed prior to any meaningful discussions at a deeper level. As a result, we revised our approach to provide the greatest initial value to the City within the agreed upon scope and budget for the engagement.

Our revised approach focused primarily on individual and group meetings with Department personnel, the Public Works Director, the City Manager, the Mayor, members of City Council, and other City staff. We met with the respective crews from the Transportation Division (6), the Wastewater Collection Division (6), the Water Treatment Division (3), the Water Distribution Division (6), the Public Works Administrative Team (3), the Engineering Division (2), and with the Public Works Management Team (6). While most Department personnel were available to participate in our meetings, some were not and were provided an opportunity to provide us their thoughts and comments by phone or email. Additionally, we followed up with one-on-one conversations with a number of Department personnel to obtain additional input.

We reviewed documents provided at our request relevant to the structure and operational characteristics of the Department. Those documents included the City's 2016-17 Adopted Budget, the Department's organizational chart, a copy of the Collective Bargaining Agreement, Department policies, and an example of the Department's Joint Use Report detailing sharing of staff resources and associated charges across divisions.

In our meetings and discussions with City and Department personnel, we gained an understanding of how the Department is structured and organized around functional responsibilities (i.e. Transportation, Water Treatment, Water Distribution, Wastewater Collection, and Engineering). We inquired as to how work is accomplished including planning,



prioritizing, coordination, and communication. We also solicited input concerning the setting and communicating of expectations, how success is measured, and where opportunities for improvement exist.

In addition to our interviews, we obtained high-level information from comparable organizations with respect to public works services provided, geography, and weather conditions. Those organizations included the cities of Redmond, Pendleton, Klamath Falls, and Hermiston as well as Wasco County.

We received and reviewed previously issued consultant reports issued as a result of work with the Department. Our review of reports issued in 2001 and management's responses to those reports, indicated that a number of the issues identified have continued to exist. Specifically, the reports of the prior consultant¹ and memoranda from both the City Manager and the Public Works Director at that time, addressed a number of continuing concerns. Management cited specific actions and plans, some of which were put in place per recommendations of the consultant, and others that have either been unsuccessful or were never implemented as evidenced by the continued issues cited in this assessment.

Changes made in response to the consultant's report include:

- increased communication between the City Manager and the Public Works employees through scheduled meetings,
- increased awareness of safety issues and implementation of formalized safety plan, and
- adjustments to workload within the Department.

Other recommendations that were either unsuccessful in their implementation or not implemented include:

- reassignment of the mechanic position to report directly to the Department Director,
- establishment of clear and effective expectations communicated to, and within, the Department, and
- effective actions to improve employee trust towards Department management and City leadership.

¹ Noonan, 2001





Opportunities

In presenting our findings, two points bear mentioning. The first is in terms of report structure. Our intention to present information and provide context with the use of examples as appropriate. Although there were a number of examples to support various points, we elected to provide representative instances for the sake of brevity and presentation. Second, input from City and Department staff and others provided in group and individual interviews and subsequent discussions were grouped into categories to simplify presentation. All findings and recommendations are the result of multiple data points in the form of comments and references.

Through our discussions and review of documents, we found significant strengths which the Department can continue to build upon. There is currently a high level of pride throughout the Department in crews' and individuals' ability to accomplish work. We discovered that employees, from management to frontline workers, are proud to work for the City, enjoy the people they work with, and at the same time were eager to learn of opportunities for improvement. There appears to be awareness of federal standards and compliance requirements relevant to respective divisions and their work and a commitment to meeting or exceeding those standards. In addition, the Department has been recognized for the quality of its water systems, and for significant improvement in safety efforts over the two years. Each of these factors are foundational for a high-performing Department.

As a result of our limited, high-level review, it appears that the Department's Water Treatment, Water Distribution, Wastewater Collection, Transportation, and Engineering Divisions are providing service that meet the base level needs of the City. Roads are passable, water is available to the City's customers, and wastewater is collected and treated. We did not identify concerns with timeliness of response to issues or quality of service provided in our limited review. There have been questions in the recent past around safety issues and the Department has taken significant steps to address those issues resulting in a heightened awareness of, and commitment to, safe working practices by staff and Department management.

We have identified opportunities for improvement and recommendations in two broad categories with respect to the City's Public Works Department; operational or structural opportunities and those related to the Department's culture. Although there is an interrelationship between the two that cannot be eliminated or ignored – the Department's culture affects how effectively and efficiently work is done and similarly the way work is being done is a factor in the development of the current culture – for the sake of clarity, we address each of these categories individually.

Operational and Structural Opportunities

Our analysis of the Department identified the following primary areas of opportunity for the initial improvement and strengthening of operations:

- Leadership
- Organizational structure and staffing
- Infrastructure inventories
- Performance management
- Communications

Leadership

There is strong sentiment that the Public Works Director could be more effective in managing division managers, and in delegation of management control of the divisions. There is a perception that all key decisions involving division operations must be approved by the Department Director and that the respective managers have little latitude to make timely operational decisions on their own. This creates delays in operations and projects based on the availability of the Department Manager and his ability to give immediate and meaningful attention to the issue. Best practices indicate that effective leaders can provide a framework of policies and procedures within which to make decisions, provide clear and consistent expectations of performance, and then allow managers to work within those parameters. Performance is monitored and accountability comes in the effective evaluation of actual results against stated expectations and goals.

Many of the concerns identified in our assessment originate from or can be traced back to a lack of effective, strong, and consistent leadership structure. Our review identified significant opportunities to improve communications, staff morale, and the ability to set priorities or make effective, timely decisions and then implement and follow through on them. Each of these opportunities can positively impact the ability of the Department to meet its goals and objectives. One example of the need to set clear expectations and then provide accountability is the apparent inconsistency of division managers' adherence to Departmental policies. While the Wastewater Collection Division appears to be held to a very strict interpretation and application of policies, the Transportation Division is widely perceived as not being held to those same policies. There appear to be different interpretations and practices for working through breaks and lunches even though Department policies are clearly stated. Practices also vary widely regarding detailed documentation requirements for supporting project costs.

Strong leadership of an organization, regardless of specific style, provides management and staff with a clear understanding of the values, objectives, and direction of the organization.

Without it, managers and employees derive their own directions, values, and objectives based on what they believe is in their own best interests. Silos develop and communication is at best inconsistent. In cases where formal written policies and procedures do exist within the Department, they are inconsistently applied and/or enforced. The Public Works Director was criticized for micromanagement of the divisions and a need to maintain control. This perception contributes to the lack of trust.

Our assessment revealed signs of each of these symptoms indicating limitations on the effectiveness of leadership. While the Department Director is a valuable resource to the City and the Department in many areas, he is spread thin through his close involvement in day-to-day operations and operational decisions. Complaints of bottlenecks at the Department Director's office and a lack of trust in division managers and staff to make decisions and handle day-to-day operations were stated.

The lack of consistent, effective leadership structure for the Department appears to be the result of a number of competing factors and influences:

- a lack of clear performance expectations for the Department and in turn for each division,
- the need for a single, effective point for coordination of divisions to meet Departmental priorities and goals,
- the Director's willingness to be involved in details of operations rather than effectively delegating to division managers, and
- the need to address the departmental culture that has been allowed to develop over a number of years.

Division managers and staff look to the Department Director to set tone and actively address each of these issues. Absent that tone and action, the Director's authority is diminished.

Division managers do not appear to be subject to clear expectations or accountability in their positions. As a result, managers have developed approaches and priorities that do not necessarily align with the Department's priorities and in some cases negatively affect the work of other divisions. In addition, there is significant inconsistency in the style and manner in which the respective divisions are led and managed. We recommend:

City Manager

1. Evaluate the role of the Department Director based on his relative strengths and weaknesses. Consider organizational changes within the Department to complement those skills and the potential to improve Department operations.

2. Meet with the Department Director and set clear expectations for departmental performance and leadership of the Department. Follow up and monitor progress and performance through monthly communications.
3. Consider the benefits of formalized leadership training in reinforcing the changes in operations, communications and culture within the Department, and as an example for other City operations and programs.

Public Works Director

1. Establish specific, measurable Departmental goals and performance expectations as well as division goals and performance expectations in support of Department priorities.
2. Communicate and reinforce established expectations and goals as a means to align Department staff and demonstrate effective leadership.
3. Establish a tone of accountability and respect at the division manager level and throughout the Department through consistent actions and communications.
4. Find opportunities to effectively delegate operational responsibilities and decision making authority to division managers as means to establish effective and efficient control structure and leadership.

Organizational Structure and Staffing

Currently the Department is structured as five (5) separate and distinct divisional operations, each with a manager reporting directly to the Public Works Director, who in turn reports to the City Manager. The divisions currently perform independently of each other functionally and culturally with minimal sharing of resources except to support periodic staffing needs of the Transportation Division.

The Equipment Mechanic positions (2) and the Building Maintenance position are funded equally by the Water Distribution, Wastewater Collection, and Transportation Division (1/3 each) but operationally report to the Transportation Division Manager. The Water Distribution and Wastewater Collection Divisions indicated a disproportionate cost/benefit in funding the mechanics positions, in that these positions are often assigned to the crew supporting road construction and maintenance efforts. The Equipment Mechanic position was addressed by the prior 2001 report as needing to be dedicated to the maintenance needs of the Department. At the time management agreed and indicated that the position should be reassigned organizationally to report to the Department Director. That decision was subsequently reversed when it was determined that the Director did not have available time to appropriately supervise and manage the function. A second mechanic position was subsequently hired in 2010 to address workload issues and equipment maintenance backlogs.

Within the Water Distribution, Wastewater Collection, and Transportation Divisions a lead worker position is identified. This position provides direction and field support while working alongside others on the respective crews. It is reasonably expected that identified leads have commensurate experience and knowledge to be able to act in this capacity. It appears that in some cases the lead position is rotated through the crew to provide each member an equal opportunity to incentive pay and to gain additional experience. While it makes sense to provide opportunities to stretch and gain additional experience, it is with a cost in the form of productivity and efficiency. This practice may impact the overall effectiveness of the crew in the field depending on the relative experience level of the person in the position. The benefits of training and experience should be balanced with the need to be productive and efficient in the field.

A central Administrative Services Group provides administrative and clerical support to the Department under the direction of the Regulatory and Administrative Services Manager. While the three individuals in this Group provide support ranging from accounts payable and payroll and general office functions, similar to other areas of the Department there does not appear to be performance expectations and accountability established. . With the recent addition of the City's Human Resources (HR) position, there may be an opportunity to evolve the functions and responsibilities of the Administrative Services Group to better meet the current needs of the Department and reduce/remove potential duplications or redundancies with HR.

Inherent in the structure described above is a responsibility to carefully coordinate the efforts and priorities of the respective divisions in order to meet the overall objectives and goals of the Department. Currently, this responsibility falls to the Public Works Director with input from division managers. Concerns were expressed that the Director's time is stretched thin from involvement in division operations, coordination issues, administrative duties, and other requirements. It was stated that the Director has tremendous talent in certain areas such as grant writing, and administration, and planning consistent with his role in leading the Department. Due to his involvement in operations and other administrative duties, managers and staff indicated that things often stall in the Director's office or seem to get lost completely. As mentioned above, the project and operational priorities of the Department often give way to the individual objectives of the divisions which may or may not move the Department's priorities forward in the most efficient and effective way possible.

During our analysis, a question was raised as to whether the Engineering Division is most effectively located within the organizational structure of the Department or alternatively

with the City's Planning Department under the umbrella of community development services. Either structure is common as indicated below in our review of comparable organizations. The majority of the work performed by the Engineering Division is in relation to public works projects and, as such, the structure of the division within the Public Works Department supports coordinated of resources in support of that work.

In addition to considering the Engineering Division within the Department's structure, we considered the organizational placement of the Development Inspector position, currently within the Planning Department. This position historically has performed a variety of inspection services including public works projects performed by the City and code enforcement. The position also performed special projects at the direction of the City Manager providing a significant incentive for having the position located in City Hall. However, the special projects function has been deemphasized with the change in City leadership, potentially creating capacity for additional or alternative utilization of the position. We found no significant operational argument for moving the position to Public Works, and alternatively believe it appropriate to leave the position in the Planning Department, thus maintaining some independence from the Department and providing additional credibility to the inspection of City projects.

We evaluated the organizational structure of other public works operations as a means to compare with those of the City of The Dalles. The results of those comparisons are summarized below:

City of Pendleton

The City of Pendleton's Public Works Department is structured similar to The Dalles, with separate supervisors for the water and wastewater treatment operations. The water utility staff oversee the operation of the treatment and distribution systems. A separate Public Works Supervisor position has oversight for streets, wastewater collection, and a construction and replacement (C&R) crew. Each of the supervisors report directly to the Public Works Director.

The subtle difference between Pendleton's structure and The Dalles' is that all construction and maintenance of the system, regardless of the affected utility falls under the direction of a single individual with responsibility to coordinate those projects. The C&R crew consists of four (4) FTE, reports directly to the Public Works Supervisor, and handles C&R for in-house water lines, and storm and sewer pipes. Street Utility Worker positions also report to this same Public Works Supervisor,

allowing for a single point of coordination for construction and maintenance projects across functions and utilities.

Additionally, the engineering function has been removed from the umbrella of Public Works, and is now organizationally a separate department and function within the City of Pendleton.

City of Hermiston

The City of Hermiston's Public Works function is organized around functional lines similar to that of The Dalles. Each Department (Streets, Water, and Recycled Water) is headed by a Superintendent position that reports directly to the City Manager.

The Street Department includes a staff of four (4) FTE, including a mechanic. The Street Department is responsible for equipment and facilities maintenance similar to The Dalles, as well as roads and streets, and storm drains.

The City of Hermiston operates a Water Department and Regional Water System, overseeing all water system operations, and a staff of eleven (11) FTE, including a Chief Operator position. Hermiston also operates a Recycled Water Facility charged with operating and maintaining the city's wastewater collection and treatment systems. This department is comprised of a staff of eight (8) FTE including a Chief Operator position.

As a result of the organizational structure, coordination of projects and resources across the various utility functions necessarily falls to the City Manager, with the respective Superintendents maintaining functional responsibility within each individual department.

City of Klamath Falls

The City of Klamath Falls' Public Works function is similarly structured along functional lines. The City operates separate divisions for streets and fleet services, maintenance and street lighting activities, development services (planning, engineering, and parking), water and geothermal operations, and wastewater treatment and collection. Each division is headed by a Division Manager position, reporting directly to the Public Works Director. Coordination of overall Public Works priorities and projects across divisions is the responsibility of the Public Works Director.

The Streets and Fleet Service Division has responsibility for all the traditional construction and maintenance activities associated with the streets and roads system,

as well as equipment maintenance for all vehicles and heavy equipment provided by two (2) mechanics reporting to the Streets Division Manager.

The Maintenance Division is charged with servicing or replacing equipment (other than that identified above) across all city departments, and is staffed with electricians, a carpenter, a plumber, a millwright, and an HVAC technician. The Division programs and maintains SCADA systems for water and wastewater operations, traffic signals and street lights as well.

Klamath Falls' Water and Geothermal Division manages water supply and distribution systems and provides geothermal heating to 23 customers as well as snowmelt systems in sidewalks and bridges.

The Wastewater Division operates and maintains a treatment plan as well as a collection system, and 130 miles of storm drain lines.

The Development Services Division provides direct services to the community in the form of business licenses, parking permits and related enforcement, development permits, inspection services, planning and land use, GIS, and engineering services.

City of Redmond

The City of Redmond has organized its public works activities along functional lines, with each led by a Division Manager. The City's Transportation has a staff of nine (9) plus temporary seasonal workers, including a supervisor and two (2) Utility Lead positions. Vehicle maintenance is functionally organized under the Transportation Division and staffed by a Supervisor and four (4) Mechanic positions.

Redmond also operates and maintains water treatment and distribution facilities with a single Supervisor, and a Lead Worker in each. The Water Division has a total staff of eight (8) supporting treatment and distribution activities.

The wastewater collection and treatment operations are supported by a staff of eight (9) including an Office Assistant. Stormwater collection and treatment activities are supported by a single technician and the Division Manager. The Parks/Facilities/Cemetery Division is also structured within Public Works.

We recommend:

City Manager

1. Review and evaluate the current organizational structure of the Department in the context of providing coordinated services to the community in the most efficient and effective manner possible.
2. Evaluate the skill sets of current Department personnel in the context of relative strengths and weaknesses and how to effectively build and maximize on strengths and minimize exposure to weaknesses.
3. In evaluating the current organizational structure, consider an alternative that utilizes an Operations Manager reporting to the Public Works Director and directly overseeing division operations. This position would reduce operational and administrative duties currently performed by the Department Director and provide the capacity for actively and effectively coordinating priorities and projects across divisions. With an Operations Manager in place to coordinate the activities of the Water Distribution, Wastewater Collection, Transportation, and Engineering Divisions, the City may consider eliminating the division manager or lead worker positions in the context of operational oversight and maintaining effective span of control.

Optimal staffing levels for divisions and for the Department as a whole are difficult to determine given the issues identified around coordination of work and sharing of resources. During our discussions, only two divisions (Water Treatment and Transportation) either expressed a need, or were referenced by others as needing additional staff resources.

There appears to be a need for additional maintenance staff within the Water Treatment Division as currently structured. Positions with responsibility for maintenance and environmental compliance are covering shifts at the treatment plant. As a result, primary assigned duties are deferred in favor of operational priorities at the plant. Thin staff resources in Water Treatment also have an impact on project planning and management, and training.

It is unclear that additional staffing resources in the Transportation Division dedicated to streets construction and maintenance projects are needed. Supplementing the current construction and maintenance crew may allow shop and building maintenance positions to address needs consistent with their primary assignments, and reduce the need to shift resources from Water Distribution and Wastewater Collection crews to road construction and maintenance projects. Currently, the shift of staff from maintenance and/or water and wastewater functions effectively defer projects and priorities in those areas. Any

consideration of additional staffing would need to incorporate utilization levels of current staff and priorities of the division versus those of the Department as a whole.

As equipment maintenance is deferred, there is a ripple effect across other divisions needing to use said equipment. Currently the Department has two (2) mechanics, each of which are 1/3 funded by each division, respectively (Water Distribution, Wastewater Collection and Transportation). The mechanics are charged with maintenance of the Department's equipment and vehicles. Because the mechanic positions fall organizationally under the Transportation Division, and the supervision of that division manager, they are often pulled into the crews to support paving and street maintenance projects, thereby foregoing equipment maintenance.

Based on our discussions with Public Works personnel, crews outside of the Water Treatment Division appear to be underutilized at times. It is common that when staff complete an assignment they are not always effectively reassigned to other needs either within their division, or to assist with priorities in another division. Staff admitted to "driving around" or "making themselves scarce" rather than reporting back to the Public Works Shop or checking in with managers to be reassigned. The extent of underutilization and available staffing capacity is currently indeterminable, making it difficult to estimate the true need for additional staffing resources within the Department. We recommend:

Public Works Director

1. Obtain or perform an organizational assessment of the Water Treatment Division to compare and evaluate job responsibilities and service delivery to determine the need for additional staffing.
2. Obtain or perform an organizational assessment of the Department's Administrative Services Group to ensure current functions are consistent with skill sets and job assignments. Consider utilization of positions in determination of current and future staffing levels.
3. Consider, develop, and implement an effective management structure, practices, and performance measures (as described later in the report) to ensure accountability, efficiency, and effective work practices. Once in place, the Department Director should consider actual utilization of personnel and any excess staff capacity to determine the appropriate staffing levels for the Transportation Division and/or the appropriate level of resource sharing across divisions.

Infrastructure Inventories

The City maintains inventories of current infrastructure systems available in a combination of geographical information systems (GIS) and maps. These inventories of the street infrastructure, water distribution system, and the wastewater collection system respectively, may be incomplete, provide partial information as to age of the various systems and in some cases, information regarding the respective condition of the systems. The table below illustrates the specific gaps in information for the respective infrastructure systems.

System	Size/Type of Construction	Date put in Service	Current Condition	Most Recent Maintenance/ Replacement	Cost Information
Water Distribution	Yes	35%	No	No	No
Wastewater Collection	Yes	20%	Yes	Incomplete	No
Transp. and Streets	Yes	No	Yes	No	No

These inventories are the foundation for system planning with regard to major maintenance, capital replacement and improvements, related costs, and ultimately the funding or financing requirements. These inventories and the information therein are used to develop the Department's rolling five-year capital improvement plan (CIP) and develop priorities for projects brought forward to the City Council through the budget process. Once budgets are approved and adopted, the Department attempts to carry out those project priorities within the funding available.

In 2012 the Department purchased an asset management system to capture and integrate capital infrastructure data toward effective decision making with regard to maintenance and replacement requirements. The Department has begun to implement the system with the Wastewater Collection Division in response to federal permit requirements and currently has approximately 20% of the collection system entered. The Department plans to add approximately 10% of the collection system into the database per year.

To support effective planning, financing, and decision making efforts at the Department level and for setting meaningful priorities for maintenance and replacement, capital inventory systems should provide a base level of information that is both complete and accurate. At a minimum, the information available should include:

- Size and type of construction
- Date put in service (age)
- Current condition index
- Date of most recent maintenance or replacement
- Cost information

With this information, the Department can prepare a detailed model to project and plan for not only routine maintenance of each respective system as well as for major maintenance and replacement projects that anticipate system failures before they occur. The Department can also use the information to coordinate resources and projects across divisions in addressing departmental priorities rather than individual divisional objectives. Finally, a comprehensive costing and financing plan can be developed to allow the Department and the City to address funding needs well in advance of projects and thus minimize the impacts of rate increases and borrowings on rate payers/citizens. We recommend:

Public Works Director

1. Direct the timely update of infrastructure inventories to provide complete, accurate information on all systems.
2. Establish an internal process to evaluate relative and competing priorities at the division level such that priorities can be set for the Department on a short- and long-term basis as well as support the development of funding/financing options and plans.

Division Managers

1. Develop and/or update inventories of respective infrastructure systems to include complete and accurate information as to type and size of construction, age, condition, and historical cost as available.

Performance Management

The Public Works Director has historically set departmental priorities based on available information and directed the operations through the management team as directed by the City Manager in the context of Council goals. Historically there has been little formal structure for establishing performance expectations, or for objectively evaluating performance of the Department. While Department is able to complete its work, the lack of defined benchmarks/performance goals make it difficult to determine if it is completing those tasks in the most effective and efficient manner.

Best practices dictate a clear communication of goals, priorities, and expectations within an organization to ensure optimal performance and success in meeting all objectives. In the context of the Department, this translates to the City Council setting policy and goals for the City, and the City Manager effectively communicating those goals to the Public Works Director in the form of priorities and expectations for performance. In doing so, the City Manager should reach agreement with the Department Director on outcome-based performance measures that can be objectively evaluated for success. In turn, the

Department Director should delegate responsibilities to division managers with clear performance expectations and measures to which he would hold them accountable. In summary, the crews are accountable to the division managers for specific performance of tasks, the division managers are accountable to the Public Works Director for priorities and projects, the Department Director is accountable to the City Manager for expectations set and agreed to, and the City Manager is accountable to the City Council to successfully implement their goals.

There appears to be no formal structure or process for the communication of expectations to the Public Works Department on which to set priorities, goals, coordinate projects, and evaluate success. In conversations with the City Manager and the Public Works Director, we noted that the City Manager has historically provided some level of direction, but has not consistently communicated expectations to the Public Works Director in terms of specific performance objectives, goals, or other bases for determination of whether the City's resources are being applied efficiently and effectively within the Department. Without that clear direction and setting of expectations, the Public Works Director has no platform to provide clear and direct expectations to the respective divisions or to hold managers and crews accountable to a predetermined course of action consistent with that set for the Department by City leadership. As a result, a number of issues impacting the overall operation of the Department have been identified:

- General lack of accountability within the Department involving management and crews.
- Lack of consistent policies application across divisions.
- Lack of consistent, effective, and objective evaluation of individual, team, and project performance.
- Need to continue and build on communication between the City Manager and the Department,
- Need to improve communication from Department management to staff and between divisions with respect to priorities, goals, objectives, and performance.
- Development of a culture of disrespect and divisiveness between divisions, and distrust of Department management.

These factors contribute to challenges within the Department that potentially lead to inefficiencies in operations, and ultimately affects the ability to provide high-quality services to the community and maintain sound, appropriate stewardship of community resources.

A number of examples within the Department concerning the lack of clear communications around performance expectations and the resulting lack of accountability were identified:

- Crews expressed concerns around competing priorities between divisions and frustration with resources necessary to effectively do their jobs. Examples provided included the “hijacking” of equipment from projects based on “someone’s relative sense of priority” that in effect shuts down the project for the crew left without the equipment.
- All team meetings within the Department are rare, though Department staff indicated their appreciation for the recent meeting held and the communication of information relevant to the Department and the City overall at that meeting.
- Crews openly expressed disrespect for departmental managers and for other crews related to inconsistent application and enforcement of policies and rules. The crew of one division is required to take all scheduled breaks and lunch periods while another is allowed to work through lunch periods and end their day early, despite a clearly written policy governing the issue. Crews also blamed each other for changes in priorities and work schedules, each claiming that the other sets the priorities causing their respective projects to be delayed or deferred.

Within the Water Treatment Division there is a lack of clear performance expectations other than those provided by published safety and quality standards. Similarly the application of policies and practices is inconsistent across division staff. Training is also inconsistent with operations learned on the job and knowledge passed by word of mouth and experience among division staff. We recommend:

City Manager

1. Meet with the Public Works Director to identify, communicate, and agree upon specific, objectively measurable performance goals for the Department. These goals should represent clear Departmental expectations to which the Department Director is specifically accountable.
2. Work with the Department Director to identify relevant outcome-based measures to evaluate performance in reaching established goals. For example:
 - a. Ensure that 90% of all departmental staff performance evaluations are performed and communicated within 30 days of anniversary date.
 - b. Hold quarterly all-department meetings to communicate relevant information to staff.
 - c. Develop a work program to move the City toward a roads and streets infrastructure that meets an average condition index of “x”, based on periodic review.
3. Consistently monitor performance against stated goals and expectations in maintaining the Department Director’s accountability through monthly meetings.
4. Provide consistent, meaningful performance feedback to the Department Director at regularly scheduled intervals (no less than quarterly).

Public Works Director

1. Meet with division managers and all Public Works staff quarterly to clearly communicate Departmental goals, priorities, and accountability focus.
2. Meet with division managers to delegate responsibilities and identify specific areas of performance for each division in order to successfully meet Department goals.
3. Establish with each division manager, specific performance measures to which they are accountable.
4. Meet monthly with division managers to monitor and evaluate performance against established expectations and maintain accountability.
5. Report progress to the City Manager no less than quarterly.

Division Managers

1. Meet with division staff and clearly communicate established division priorities and expectations and implement realistic performance measures for work performed by the division.
2. Meet monthly with division staff to monitor performance against stated expectations.
3. Report progress to the Public Works Director no less than monthly.

Communications

Communications within the Department are inconsistent, infrequent, and ineffective in the context of strong leadership and direction. This is evident in the lack of consistent, structured meetings and inconsistent information sharing from the Public Works Director to division managers, to division crews, and other Department staff. Absent clear information and direction, divisions develop individual plans and approaches to work that may or may not be efficient and effective in meeting the objectives of the Department and the City overall.

The Public Works Director meets weekly or biweekly with division managers to discuss lessons learned on prior projects, those in progress, and upcoming projects. Staffing and equipment resource conflicts are discussed and resolved at these meetings. Previously, weekly meetings were held by the division managers to discuss project priorities and scheduling of staffing and equipment resources. These meetings were inconsistent and then stopped altogether, shifting these discussions to the weekly meetings with the Public Works Director. Weekly meetings of the division managers have been reinitiated recently.

Daily, each division manager meets with their respective crews for a “morning muster”, and the Water Treatment Manager meets with his crews at shift change. These meetings are tactical in nature and focus on the short-term needs and work for the day.

The lack of consistent, effective communication across divisions is apparent in differing perspectives and views of the individual divisions. The Transportation Division believes that the Water Distribution and Wastewater Collection Divisions drive priorities and dictate project schedules. Similarly, the Water Distribution and Wastewater Collection Divisions believe that the street projects are politically driven and dictate their respective project priorities due to the need to complete underground utility work prior to paving. It is clear that coordinated priorities for the Department, regardless of the source, are not effectively communicated to all Department staff in a single voice and with collective support from Department and division management.

Chain of command and lines of communication appear to be an issue. We were told there is a strict policy that staff do not communicate directly with the City Manager or members of City Council and that all such communications travel up the chain of command through division managers and the Department Director. Division managers believe that staff are directly communicating with the City Council and the City Manager on issues that are more appropriately handled between staff and supervisor/manager. Staff believe that items run up the chain of command never make it past the Department Director's office. Staff admitted to personal relationships with Council members and continued communications despite the policy in place. We believe that it will be important that the City Manager and the City Council reinforce accountability within the Department and support Department management in their efforts to affect culture change. To that end, the City Manager and Council Members should not entertain comments or complaints from Department staff, but rather encourage them to go through normal channels, then follow up to be sure the issue was heard and dealt with.

Communicating the "why" behind policies and directives may effectively reinforce and support consistent application of those policies and practices. The perception that significant time is wasted in the mobilization and demobilization of various phases of a project involving underground utilities and street work could be explained to staff in terms of scheduling and best practices around effective signage. Additional training and communication on policies and procedures may give staff the opportunity to better understand and provide feedback, resulting in better work processes overall. We recommend:

Public Works Director

1. Commit to a quarterly schedule of meetings with the Public Works team to share information relevant to the Department including priorities and expectations, reinforcement of policies, etc.

2. Integrate into the Department's meeting structure a system to monitor progress on Department and divisional goals and objectives and against stated performance measures. These meetings provide the basis for reporting progress to the City Manager.
3. Continue weekly meetings with division managers with an established agenda to address tactical, coordination, and scheduling issues across divisions.

Division Managers

1. Consider holding combined daily muster meetings with all crews together to better coordinate resources and staffing, and build sense of team across divisions.

Cultural Opportunities

Our review identified issues within the Department that could negatively affect the ability of management and staff, crews, and individuals to work together. As noted previously, there are inconsistencies in management approach and leadership, communications, and expectations of the various divisions within the Department that contribute to a concerning level of disrespect across divisions and distrust by some staff for management.

The lack of clear, communicated expectations and coordination, coupled with ineffective oversight and management of division managers has resulted in a wide disparity in management style and coordination of respective division projects and effort. While one manager is seen as closely following procedures and policies, another is perceived as disregarding those same policies and procedures, or at least interpreting them in the most advantageous manner for his division. Some rules seem to apply to one division but not another which builds animosity and tension between crews and further challenges the ability of Department staff to work together in a coordinated manner.

Staff's distrust and disrespect of Department management directly affects how work is done and the effectiveness and efficiency of staff efforts. Without an established level of trust and respect, crews are less likely to give their full effort to a manager toward a project, or to work effectively with others to accomplish an assignment. Crews may interpret assignments or priorities as less meaningful, and as a result lack support for them if they don't have the context and basis in believing that management is operating with their interests and the best interests of the City in mind.

As identified previously, crews perceive disincentives to doing any more than what is assigned or helping other crews. Individual staff are unlikely to share ideas or suggestions for improving processes when they believe those ideas are dismissed or simply ignored. Rather than raise

concerns in a constructive way to management, crews simply turn their frustrations inward and complain about the situation and/or retreat to doing only the bare minimum to comply with direction. We recommend:

Public Works Director

1. Communicate to the Public Works team, the recognition that a culture of distrust and disrespect has developed and will be changing.
2. Outline and implement a plan setting expectations, priorities, and accountability within the Department - established from top to bottom.
3. Meet with division managers to clearly communicate a code of conduct and reinforce that policies and practices are to be consistently applied throughout the Department and across divisions.
4. Address deviations from expectations immediately and firmly.