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November 6, 2017

Mr. Anthony Constantouros  
General Manager  
Kensington Police Protection & Community Service District  
217 Arlington Ave  
Berkeley, CA 94707

**Re: Review of District Administrative and Support Services—Phase 1**

Dear Mr. Constantouros:

Please find attached the results from our initial review of the District's administrative and support services.

It appears the District has gone through changes in District administration over the years as the General Manager was part of the Police Chief position. The recent creation of the first stand-alone General Manager was an implicit move to professionalize and increase the accountability of the District operations and to provide stability in overall management.

Consistent with this theme, you asked that our firm independently review the administrative and support functions in the District and suggest improvements in how they are assigned to staff and contractors. This review was done with the goals of: 1) reducing risk to the District enterprise; 2) improving effectiveness by ensuring the right skill sets are matched with each duty; 3) improving efficiencies by allocating functions to the appropriate level in the organization with the commensurate compensation level; and, 4) recommending a new District structure using good governance tenets.

Given our experience working with many public agencies, we believe this multi-phased project is important given the District's history. A repeated theme we find in public agencies that are in crisis or simply not reaching their potential is where expectations and professional standards for staff are not clear and organized with good governance tenets in mind--from District management and the Board. When roles are not clear and organized, individual personalities and styles take too much of a role, creating inefficiencies, sometimes mistakes are made or the agency is at undue risk. This becomes acute when a key person leaves the agency.

This report reflects the first phase towards achieving these goals. We have articulated our observations and recommendations in this area. However, we recommend specific “next steps” to achieve all four goals. We also, provide a simple template or framework for discussing, examining and assigning new roles in the District. We hope this helps in the District’s understanding of the current situation and where to go from here.

I wish to thank staff for assisting in this project. They are all dedicated to serving the District’s residents. The observations and recommendations found in this report are in no way intended to be a critique of individual performance or contribution.

It was a pleasure and honor to work on this project phase. I truly enjoy working with the District Board, you and staff.

I am available to help in any way that adds value to the District.

Sincerely,



Bob Deis,  
Senior Consultant  
Public Management Group, RSHS

Enclosure:     Review of District Administrative and Support Services—Phase 1

# **Kensington Police Protection and Community Service District**

**Review of District Administrative and Support Services  
Phase One**

**November 6, 2017**



**Kensington Police Protection and  
Community Services District**



**Renne Sloan Holtzman Sakai  
Public Management Group™**

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## **The Purpose and Scope of our Review**

You have contracted with our firm to begin looking at the District's organizational structure and how its administrative support activities are distributed amongst staff and contractors. With this initial look, you wanted to see if there were potential improvements that would be more cost effective for the District. You were also concerned about risk to the District because it appeared there were basic responsibilities found in public agencies that were not being addressed at the District. Finally, as the first dedicated but part-time General Manager (GM), you find yourself consumed by activities that are atypical for your position and clearly not the most cost effective use of your time. It also has the dual effect of taking you away from the more strategic priorities of the District Board e.g. reviewing the best mode for delivering police services and the remodel of the community center, thus pushing you further into a full-time position. This later issue runs counter to the Board's premise when creating the dedicated GM position i.e. that it would be part-time and within the long-term fiscal parameters of the District.

Again, this report examines administrative support activities and does not discuss police operations. A review of police services will be conducted by another outside consultant separate from this review.

## **Executive Summary**

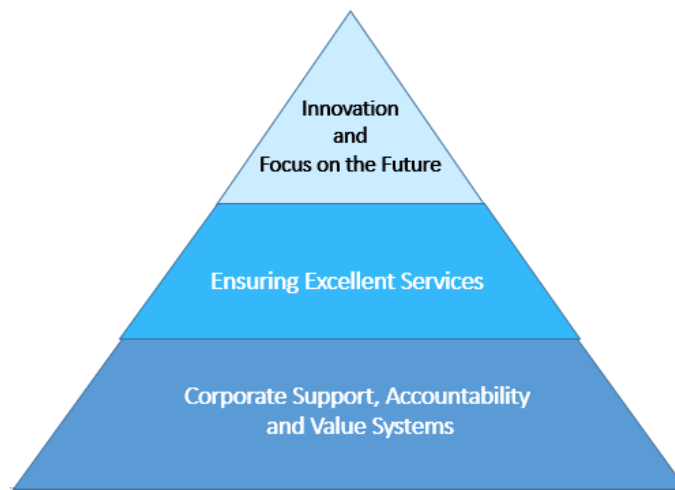
With the creation of a professional part-time District GM, this is an opportune time to begin assessing how the District is conducting business and assigning duties to its limited staff and contractors. We have completed a first phase review of the District's business activities and how the division of labor has occurred up to now. While staff and contractors have endeavored to do the District's business in the best way possible, we believe there are opportunities for improving how the work is distributed among them. This review is not about finding fault or an implicit performance review of individuals. Instead, it is about enhancing District cost effectiveness and performance, reducing risk to the enterprise and providing clarity about expectations. This last area of inquiry "clarity on expectations" is typically the biggest source for positive or negative cultures in public agencies.

The report provides a framework for viewing the District's performance and how might the new GM fulfill his role in this framework. It also inventories the basic administrative support functions of a public agency, assesses who is performing them, identifies which ones are not being addressed and proposes one way to reset the organizational structure and individual roles.

## How are Public Agencies Organized and What are the Criteria for Their Success?

### The Framework for Good Governance and High Performance

The triangle below provides the building blocks for good governance in governmental agencies and the framework for how our firm evaluates public agencies and assists in creating a high-performing local public agency. It is important to mention that each building block needs to be mastered before the organization can excel in the next block. In other words, if the District does not excel in Corporate Support, Accountability and Value Systems, it is not achieving its potential in Ensuring Excellent Services. Furthermore, if the District is not excelling in the first two blocks, it will be hampered in its ability to take managed-risks through Innovation and Focusing on the Future.



Corporate Support, Accountability and Value Systems At the base is having strong corporate-level support systems that provides departments or program operations with tools they need to deliver on their missions. It involves having the people, policies and procedures which support an extreme level of transparency, accountability, teamwork, and high expectations for values, ethics and professional standards. This is what sets government apart from the private sector. How the District gets the work done is as important as what it accomplishes. If there are breakdowns in these systems, it can create barriers to departments providing good service. Problems in this area can create inefficiencies or other inappropriate activity that eat away at the legitimacy of the District in the eyes of your citizens. This is the focus area of this assessment phase.

Examples of processes and systems in this block include: executive management, public participation and collaboration, personnel practices and policies, conformance with the Brown Act, the use of technology, purchasing, contracting, asset management, budgeting, accounting, treasury, internal controls and professional standards. An ethical code of conduct underlies these systems and practices along with expectations about dealing with ethical concerns as they arise.

Ensuring Excellent Services This is the bread and butter of local agency operations; the service delivery and operations for police, fire, public works, parks and more. These departments or programs need corporate support systems and clear direction to ensure that good services are delivered to the public. These departments should also be practicing Best Management Practices in each of their service areas. Service delivery is about having the right people in the right places along with the tools and proper direction to produce great outcomes.

Innovation and Focus on the Future The top building block is what moves a community or organization forward. It is where innovation takes place. This is where staff, and elected and community leaders identify emerging needs and challenges and develop strategies to address or ameliorate them before they are intransigent problems in front of the District. This includes managed risk taking – trying new things with the recognition that needs change and approaches should change commensurately. This is not a “risk-free” process. However, pursuing innovation can produce the unneeded risk of mistakes if the District has not mastered the first two building blocks. There are visible examples of mistakes in the public sector, many of which have their roots in the fact the organization did not master the basic building blocks.

### **Role of the General Manager**

With the creation of the first General Manager (GM) position in the District, the natural question to ask is: “What is the role of the GM”? It appears, at least up to now, the role involves fulfilling the duties that no one else is doing. This approach can find the GM dedicating a large portion of their time to clerical or routine work which crowds out time available for higher priorities. This obviously is wrong and not the most cost effective use of the District’s investment in the GM position and skill sets.

I have personally been inside many distressed organizations with the assignment of repairing them directly, as the city manager of Stockton, or as a consultant--assisting CEO’s, GM’s and their governing bodies in diagnosing problems and offering help in their return to health. One common attribute of distressed public agencies or mediocre performing agencies, is in the vacuum of clear expectations, where individuals define for themselves what their role is within an agency. This is typically due to high-turnover in management and non-existent or weak leadership. Inevitably a crisis occurs or new leadership arrives and a comprehensive evaluation takes place to clarify roles in an organized manner, to reduce risk to the agency and improve overall performance.

The Kensington Police Protection and Community Service District has reached this point with the hiring of a new GM. While the District has not experienced a substantial crisis like bankruptcy, it has clearly been wrestling with other issues, such as extreme turnover and litigation activity in your Police Department.

Again, referring to the “Framework for Good Governance and High Performance” the role of the GM is to: 1) ensure the first building block is in place and operated by skilled professionals;

2) hold the programs accountable for good service and outcomes; and 3) directly collaborate with the governing body and community leaders in identifying and pursuing the strategic goals of the District.

My assessment of the GM role to date is that you are heavily involved in the transactional details of the framework's first building block and have little time available for the rest. As a result, this project has one goal of identifying the key processes necessary to ensure the first building block is being satisfactorily addressed with resources other than the GM, so that you can focus on the other 2 duties described above.

What is apparent to me as a 34-year public servant and a consultant in many organizations, the major source for stress within public agency CEO or GM offices and between their respective governing bodies, is the fact that the GM has one, sometimes two feet planted in the first basic building block while the governing body is focused on the top building block. The GM cannot do both for very long. Inevitably if this is not addressed and reconciled, disappointment ensues with both parties. What typically occurs is the governing body (and sometimes community) becomes disappointed in the pace of addressing big and visible community issues or the GM/CEO becomes disenchanted or distressed and leaves the organization.

Having described the framework for high-performing public agencies, it is important to recognize there are not always hard lines for the GM's role in satisfying these building blocks. Larger agencies can invest in specialized skill sets that provide capacity in each area. However, the District is a very small where the GM may have to perform some basic functions that might be delegated to someone else in a larger agency. However, the GM cannot find themselves in that Catch 22 situation and be so bogged down that it cannot address the strategic goals of the governing body.

### **Project Methodology**

To conform with project budget parameters, this phase of the project was a simple one. A basic survey was developed that inventoried most of the basic administrative support activities that you would find in the first building block of the framework "Corporate Support, Accountability and Value System" (see Attachment 1). The three-primary staff/contractors were asked to complete the survey and participate in a detailed interview to clarify duties and the time it takes to complete them.

Based on the survey responses and interviews with: the GM, District Administrator, Police Services Specialist (who completes administrative support work as well) and the District's contracted chief accountant (a Certified Public Accountant); I have the following observations and recommendations.



## Observations and Recommendations

### Clerk of the Board (COB)

This position is the gate keeper and conduit to ensure Board (and Board appointed committees) meetings follow a standard and professional process of: developing agendas, gathering staff reports, posting agendas, supporting the Board and GM at meetings, ensuring community access, collecting and developing accurate minutes and following up to ensure Board decisions are effectuated when involving contracts, purchase orders and other actions. The COB ensures all these activities must conform with the Brown Act. Typically, the COB maintains a central file system for all documents.

#### Observations

Some of these duties was shared between the District Administrator and GM/COP. It appears other duties were not assigned. There was confusion when someone was sick or on vacation and there was lack of cross training, causing last second activities by the GM, the Chief of Police and/or the President of the Board. Staff reports are not consistently formatted to assist the public in understanding the reports. To help address this situation the GM asked the District Administrator to assume a portion of the COB role.

The Policies and Procedures Manual is old and doesn't adequately provide consistent guidance in this area. Conversely, it includes other details not commonly found in a manual.

There is no backup or cross trained staff person to avoid the scenario where the GM or Board President must drop their own activities and fill in for the Clerk of the Board.

Large amount of resources is consumed (typically 5 hours but up to 8 hours per meeting) in developing detailed minutes when an audio/video posting should suffice. This practice is extremely rare given current technology. This large expenditure is serving the interests of the regular attendees at Board meetings, but I question if the larger community uses it as well to justify the expense.

Sometimes follow up from Board meetings does not occur or there is confusion on what actions the Board took at a given meeting. For example, the FY 17-18 budget was not posted on the District website at the time of this review because apparently, it was not clear if a budget was duly adopted by the Board. This confusion around the budget identified other needed improvements associated with its formulation and review by the public that is discussed later in this report. Sometimes contracts are not get executed in a timely fashion after Board approval.

### Recommendations

- 1) Develop Policies and Procedures Manual that clarifies roles, responsibilities and typical timelines for agenda process. Templates for postings, staff reports, contract review and approval, Board decision packets and other COB duties (use of technology) should be inserted as well. The agenda process should produce standard postings and staff reports that provide the information in a format desired by the GM and Board, with appropriate attachments, and professional power point presentations, etc. The goal should be that someone else can sit in for COB upon reviewing the Manual.
- 2) Delegate all the COB duties to one staff person and ensure the COB is responsible for tracking Board direction and decisions and making sure follow up does indeed occur. It should also be clear the COB is responsible for the District's files.
- 3) Identify someone to be cross trained that can fill in for the COB.
- 4) Consider alternatives to detailed minutes. Survey other small entities and neighboring jurisdictions and compare to current District practice. Minutes typically serve as record of the decisions, deliberations and actions of an elected body. Audio/video streaming should be posted to the webpage with action minutes. Maybe a biweekly newsletter (as part of a larger information strategy) with a summary of actions along with other District information might ameliorate the need for detailed minutes. In this later approach, the District is talking to the greater community vs. the minutes are likely talking to a minority.

### Asset Management

Many people do not fully appreciate the large investment public agencies have in public assets—the means for providing services. This category includes monitoring and planning for the eventual replacement of assets at the end of their life-cycles. It also includes regular preventive maintenance to ensure proper life cycles and asset performance occurs to support the provision of excellent services.

### Observations

It is unclear who “owns” the condition of the grounds and facilities and monitors the contractor's performance i.e. from an asset management perspective—asset performance, maintenance and replacement. Assets wear out and must be replaced, eventually. This is what a Capital Improvement Program (CIP) addresses, which does not exist in the District.

Up to now, the GM had little involvement in the community center remodel project. Yet, the GM will likely be responsible for remodeling the building within pre-determined budget parameters and ultimately operating it as well. Depending upon the

magnitude of the remodel, the new building must satisfy regulatory standards, likely the County development code and American with Disabilities Act (ADA). A well designed project should consider the operating needs of the users and the maintenance activities of staff and contractors. Finally, this will be the largest expenditure commitment of the District in some time, thus typically a governing body wants someone to lead the project that is accountable to all the Board members.

There is no fleet, information technology (IT) and facilities replacement fund program. Typically, agencies set aside funds on an annual basis to eventually replace assets as they reach the end of their useful lives, to reduce surprises or the impact on annual budgets. It is my understanding that a police officer is assigned the task of tracking and maintaining the police vehicles.

#### Recommendations

- 5) Normally we would recommend a review of the parks and grounds by a professional, who in turn would recommend possible changes in maintenance activities and/or capital improvements. If this is not possible given the sensitivity of the finances, a staff person (District Administrator or GM), in conjunction with the two Board Parks committees and the contractors should review any past reports, inspect the grounds and facilities, evaluate their condition and performance, and jointly develop a maintenance and long-term capital program. This should be reported to the Board for future action.
- 6) The GM and staff need to be heavily involved in the Community Center remodel project. The design needs to take in account the user and maintenance perspectives. Americans with Disabilities Act (ADA) compliance will be an issue given the topography. The land use/development regulatory agency needs to be included at some point in time. A financing plan must be developed as project costs become better known.
- 7) A baseline assessment of the fleet, IT and other assets should be undertaken with a multi-year replacement schedule developed to ensure adequate fiscal planning at end of life cycles.

#### **Information Technology (IT)**

This includes the provision of technology that performs two primary roles. First, technology is key in providing valuable information to each stakeholder that has a separate role to fulfill. Service providers need information to provide excellent services. Managers and elected officials use information for accountability, transparency and to make decisions. Citizens use technology to keep abreast on the District activities and to participate in decision making. Second, technology is used to enhance efficiencies in the District. Someone in the District needs to

design, purchase, maintain, monitor, and eventually replace technology to serve these purposes. The security of the District's systems must be monitored as well.

#### Observations

The current District approach is not centralized under one person's responsibility and is splintered among various vendors working independently. Given the budget parameters of this phase, I had limited time to assess, but it appears the primary IT role is performed by a vendor "Rubicon". It appears no one person is assigned to monitor the performance of this vendor vis-à-vis the goals of IT as described above. There is no assigned back up for operating the audio-visual system for Board meetings and a previous District employee independently handled this role.

The payroll system is a highly manual process that consumes an extraordinary amount of staff time. The payroll needs of the District are not unique when compared to other public agencies that have police departments. There are alternatives out there that would be more efficient. This is the first payroll process that we have seen where employees are paid before time is earned.

#### Recommendations

- 8) Review the IT contracts especially for Rubicon and interview the individuals assigned to the District. Depending upon the interview results, the District should be clear who is responsible for the primary IT functions, including: monitoring hardware/software performance vs. District needs; evaluating alternatives to the current payroll system, ensuring network and system security, webpage management, adequate help desk capacity, creating an IT replacement plan, etc. One District staff person should be assigned the overall District IT monitoring role.
- 9) Seek alternatives to the current payroll system. This may consist of a new system purchase or contracting with another provider or agency.

#### **Customer and Citizen Point of Contact**

This is one of the most impactful services the District provides--interacting with community members and/or businesses. Whoever fills this role has more of an impact on the District's image in the community than any other point of contact. The quality of the interaction, the reliability and hours of operation and the responsiveness is key to the District's performance. Yet, given the limited resources of the District, this must be performed in the most efficient way possible.

#### Observations

It appears two employees share overlapping responsibilities in the area. There are no written standards e.g. hours of availability, lunch coverage, etc. Customer service inquiries for solid waste apparently come to staff and even the GM. Your contract with

the solid waste provider requires they have office hours (8:00 to 3:00) to address citizen inquires. They also must provide a messaging system.

#### Recommendations

- 10) Clarify office and phone hour standards, including during lunch breaks. Clarify roles between the two staff, when answering citizen inquiries, with a provision for backup when the other is out.
- 11) Unless the citizen inquiry can be easily answered, refer solid waste inquiries to the provider. Ask provider to complete outreach program on common questions and educate how to reach them with questions.

### **Solid Waste Contractor Performance**

The District's solid waste provider, Bay View Refuse and Recycling Services, Inc. is signatory to a comprehensive contract that clarifies roles and responsibilities. It is important to clarify that the District is in the business of providing solid waste and recycling services, but it is provided via Bay View on behalf of the District. This means the District may have certain liabilities associated with this service, unless it has been transferred to Bay View via contract. It is important that a staff person in the District be responsible for understanding contract requirements, monitoring performance, ensuring regular communication with the provider, understanding of the larger regulatory context and completes an examination of their books, if needed. No contract anticipates everything, so regular monitoring of District needs and interacting with the provider is important to consider changes over the life of the agreement.

#### Observations

While the agreement says, the GM is the District representative with Bay View, it is doubtful that a combined GM/Police Chief had the adequate time to fulfill these duties. It appears the Board's Solid Waste Committee may be filling some of that void.

The provider contract is 43 pages long with various reporting, performance, communication and audit requirements. The franchise fee is 7%, which may be a source for more revenue, notwithstanding the politics.

The contract has communication standards with the community.

#### Recommendations

- 12) Decide which staff member is the point person (can be a delegated responsibility to another agency) to understand the regulatory environment and current best practices, monitor District/provider performance and to interact with the Solid Waste Committee.

## **Parks and Recreation Provider Performance**

It appears the District is in the business of providing parks and recreation services to District residents, but again, it is provided through contractors. It is important the District clarify what service goals and standards they have in these two areas and a staff person be assigned the task of effectuating these goals through current contractors, or other means if appropriate.

### **Observations**

The Police Services Specialist is the liaison with the providers (Bill Driscoll, Fernando Herrera and Kensington Community Council) to get things done on a day-to-day basis, but does not monitor overall performance against some desired standard.

It appears the Board has two committees (Park Grounds and Park Planning) with mutually supporting roles in this area.

The fee schedule regarding use of the facilities appears to be dated. The recreation provider has reserved time slots for the use of the Community Center.

### **Recommendations**

- 13) A District employee should work with the Board and committees to identify, monitor and address the performance of contractors from an Asset Management perspective (see above) and a program performance perspective as described here.
- 14) Review and update the fee schedule including what consideration the District receives from the recreation provider for the use of facilities.

## **Public Information and Engagement**

An area that is quickly evolving in public agencies includes citizen expectations for their governmental institutions regarding two-way communication between public officials and citizens. This is a challenging area in that methods for satisfying this need are quickly evolving as well, given the plethora of tools and the constantly changing technology. However, like other agencies, the District needs to develop a communication and engagement plan and effectuate it within the financial parameters available to the District.

### **Observations**

There is no discernable plan or assigned role from the interviewees in this area, except the District Administrator is assigned the maintenance of the webpage.

This is an area where technology can play a big role in fulfilling District goals.

There appears to be 8 Board committees that cover various aspects of District business, including: Solid Waste, Finance, Community Outreach, Technology, Park Grounds, Park Planning, Policy and Procedures and Emergency Preparedness. This is a large list given the size of the District. The project budget did not provide enough time to evaluate their specific roles and related expectations of staff, but I assume this large number has an impact on staff e.g. inquiries, postings, research, minutes, etc.

There appears to be a large active group of citizens that participate in the semi-monthly Board meetings. This reflects an engaged and active citizenry. The challenge for staff and governing bodies throughout the country is assessing whether the active participants are representative of the overall District. To the extent they are, their participation is valuable for the District. Yet, the District should have a plan to reach out to the other members of the community to ascertain the collective opinion of the greater community.

#### Recommendations

- 15) Develop a public information and engagement program that provides an efficient avenue to share District information and to solicit feedback from the community. This would supplement what the Board and GM receive at Board meetings. Given the community center remodel and the evaluation of the Police services, this is an opportune time to initiate such an effort.
- 16) Discuss with the Board the role of the committees and their impact on staff. Consider reducing the list of committees and/or combine some of them.

#### Legal

The chief counsel to the Board and GM is typically a contracted one for small agencies, along with specialty counsel if needed. Given state and federal law, the largest specialty area is typically for labor relations. It is important that attorneys are appropriately included in developing policies, procedures and templates for such things as contracts, review of contracts and other legal commitments. They should also be consulted as needed to ensure compliance with the law. Conversely, it is important that General Counsel ensures the appropriate management of risk and conformance with law by providing advice and training to staff.

#### Observation

The project budget did not provide time to interact with Ann Danforth, District counsel. She is relatively new to the District and should be consulted on the recommendations in this report.

#### Recommendation

- 17) District counsel should be involved in developing any new policies and procedures that are recommended in this report.

## Finance, Budget and Accounting

This is a critical role of any public agency and represents a large part of that first building block of the good government framework described earlier. An agency rarely gets kudos for being great in this area, but if it fails in this area, the trust and legitimacy of that agency gets tarnished for a very long time.

This area covers many roles and activities, including: 1) having appropriate internal controls to safeguard District assets; 2) developing and implementing fiscal management policies and practices that ensures the short and long-term solvency of the District; 3) fulfilling the transparency role by developing an expenditure plan (budget) and financial statements that satisfies best practices; 4) controlling fiscal activity to ensure conformance with budgets; and, 5) ensuring conformance with state and federal law, Board policy and other tenets associated with public agencies e.g. fairness in competing for District business.

### Observations

There is no comprehensive financial policies and procedures manual which would provide guidance on District expenditures such as purchasing, credit cards, contracts, etc. No expenditure activity should occur without specific or delegated authority through Board action.

As mentioned earlier, the payroll process is largely a manual one that is difficult to follow. Processes that are largely manual or lack written guidelines make the District vulnerable to clerical errors, staff turnover or extended leaves.

Small agencies tend to be more informal, lack clear separation of duties and are candidates for inappropriate use of funds.

The District budget has very limited information that is typically found in a public agency budget. The Government Finance Officers Association (GFOA) best practices is the benchmark for public agency budgets. A budget should go well beyond a simple accounting document. It should be integrated into the planning and management functions of the District. It should have a short and long term perspective, with linkages to District goals, desired results and outcomes and promote communication and transparency with stakeholders. The District budget and related processes do not satisfy these standards.

The biggest missing piece is the role of the Chief Finance Officer (CFO) in the District. District staff performs the transactional role while an outside Certified Public Accountant (CPA) performs the chief accountant role. There is no one providing the professional role of designing and overseeing the activities described for this category. It appears various people or stakeholders might (or think that are) performing pieces of



this role, but this bifurcation creates risk for the District. For example, the District is self-insured for workers' compensation. A CFO would assess the District's risk profile and claims experience vis-à-vis District financial capacity and engage the GM and Board on options. A CFO would ensure conformance with state law e.g. GANN compliance. A fiscal forecast needs to be completed and regularly updated using reliable revenue/expenditure trends. The budget can be improved over time.

The Finance Committee is appropriately concerned about the District's Other Post-Employment Benefits (OPEB) and PERS expenditure trends. A CFO and GM would have the proper context to assess these liabilities and collaborate on a fiscal plan which would have budget and possibly labor negotiation implications.

A CFO would have the skill sets to assess the (largely) manual payroll system and implement a more efficient replacement.

#### Recommendations

- 18) Consider hiring a part-time CFO to address the following: 1) develop a finance policy and procedures manual; 2) evaluate internal controls; 3) evaluate the risk management financing structure; 4) purchase and implement new payroll system; 5) commission long range fiscal forecast; 6) improve the budget process; 7) evaluate the financing strategy for the community center remodel project; and, 8) ensure there is adequate cross training for key processes.

### **Human Resources (HR) Management**

This category of activities is focused on ensuring the District has a capable workforce that is well trained, equitably compensated and treated fairly, with entry points for addressing concerns and are accountable for contributing towards the District's mission. There is also a plethora of state and federal laws that must be complied with, including the Meyers Miliars Brown Act.

#### Observations

It is hard to justify a dedicated HR professional given the size of District, but the HR systems could be reviewed at a deeper level and reset to conform with current best practices, and the myriad of state and federal laws. State law in this area changes annually, thus updates in practices need to change commensurately as well.

Job descriptions have been developed with a high degree of self-direction.

While performance evaluations were apparently timely under previous management, employees have not received one since then.

The Police Services Specialist is diligent in ensuring that Police receive their necessary POST training.

#### Recommendations

- 19) Invest in a one-time review of the HR systems and develop updates to any processes that are dated. Develop a basic policies/procedures manual and train a few staff.
- 20) Complete performance reviews with staff and seek an understanding of the future performance expectations given new management and the implications of this project. Consider a staff workshop to develop plans for implementing the recommendations found in this report.
- 21) After deciding the future roles and duties of District staff, use an independent resource to develop new job descriptions and related compensation.

### **Redefining Roles and Duties of District Staff**

#### Observations

With the creation of the dedicated part-time GM position, this is the perfect time to clarify its role in the District; however, this cannot be done in a vacuum. Given there are only three staff (and one contractor) that perform administrative support for the District, the duties for all should be clarified in a coordinated way. The division of labor should be allocated based on what is best for the District and follow basic Human Resources classification and compensation tenets. The GM duties and role should be clarified using the framework for good government discussion above. The balance of duties (whether currently performed or not as identified in this report) should be distributed into positions and job descriptions that have appropriate skill sets and commensurate pay.

For example, the District Administrator with a salary of \$48 per hour is performing duties that range from clerical, technical or to a higher level of business support or management. Some of these duties can be best completed by a clerical skill set at a lower wage. The title may also be confusing to some given there is a General Manager and a District Administrator. Titles should be developed that appropriately describe the role and duties of each position, after completing this project.

#### Recommendations

- 22) The GM should work with the Board and clarify the role of the GM position.
- 23) The GM should take this report and commission an independent rewriting of job descriptions based on what makes sense for the district. New compensation

schedules would be developed commensurate with the new job descriptions and necessary skills to be successful.

A possible process for the division of labor could be as follows:

A. Inventory all administrative support duties that are being performed by the District Administrator, Police Services Specialist and the GM and allocate them to the following positions based on the similar skill sets required to perform them:

1. District Administrator (or Business Support Manager)—assuming some tasks that are currently being done by the GM
2. Administrative Assistant (clerical and minute taking duties) – assuming clerical tasks that are currently being done by the District Administrator
3. Police Services Specialist (may be limited to just police support)
4. CFO duties (could be contracted)
5. General Manager

B. Inventory all tasks not being done as suggested by this report and allocate them to the above positions.

C. Redesign new job descriptions by someone outside the District, determine the appropriate compensation based on the skill sets necessary for success in the new jobs and the labor market.

### **Priority and Goal Setting by the Board and GM**

Successful public agency governing bodies meet on an annual basis with their chief executive to do the following: 1) In the case of the District, hear from the GM about the current state of the organization e.g. strengths and weaknesses; 2) the governing body reflects on the opportunities and challenges facing the community; 3) they develop near and long term goals for the District that are pragmatic and reconciled with the capacity of the District; and 4) direct the GM to develop a budget that effectuates the goals of the board. This ensures continuity of direction from the Board down into the organization. This type of activity is not “fluff” and a waste of taxpayer’s monies. If you believe in the framework for good government mentioned above, this activity is simply good stewardship of the public agency. It is key to the top building block in the framework for good government. It is also a best practice that we have seen in successful public agencies.

#### **Observation**

We did not see evidence of this best practice being regularly conducted at the District.

#### Recommendation

- 24) Conduct a Board GM workshop that fulfills the goals identified above.

#### Next Steps

##### **Assigning Duties, Responsibilities and Expectations**

The next natural step is to take the above inventory of duties as described above and assign them to newly created job descriptions and titles that follow good human resource practices e.g. duties are commensurate with appropriate knowledge, skill and abilities (KSA's) along with labor market competitive pay structures. The new District organizational structure and related fiscal implications should be proposed by the GM and adopted by the Board.

Consider commissioning an independent review of the District human resource practices and policies, update as appropriate and train various staff on the changes.

Depending upon resource constraints and competing priorities, consider help in updating the Board's policies and procedures manual.

Enclosure: Attachment A—Employee Survey

## Attachment A

	A	B	C	D	E	F	G	H	I	J	K
1											ATTACHMENT A
2											
3	Review of Kensington CSD's Admin Support Functions August 24, 2017		Frequency Per Week		Time To Complete		Infrequent Items--How		Time To Complete Per		
4	Work Sheet				Per Week		Often Per Month/Year		Month/Year		
5											
6											
7	<b>Finance, Budget and Accounting</b>										
8											
9	Accounts Payable--paying bills when due & ensuring compliance with Purchasing/Credit Card policies										
10	Accounts Receivable--issuing bills, collecting, monitoring and booking receivables										
11	AP or AR Problem Identification/Resolution--identifying and resolving any areas of concern										
12											
13											
14	Purchasing--acquiring goods, services, registering for conferences, making other obligations, etc.										
15	Purchasing--developing contracts, ensuring execution by proper authority, monitoring for compliance										
16	Purchasing--maintaining central repository for all contracts and related documents										
17	Purchasing--ensuring compliance with District Purchasing/Contracting Policies										
18	Purchasing Problem Identification/Resolution--identifying and resolving any activity that is a concern										
19											
20											
21	Budget Develop.--working with staff, developing budget for review by GM and/or Committees & BOD										
22	Budget Develop.--ensuring budget is accurate, comports with state law and is defensible in public										
23	Budget Mgmt.--uses accounting system to monitor conformance with original budget adoption and control points										
24	Budget Mgmt.--ensures that rev/exp. Transactions are conforming to budget format to aid in monitoring										
25	Budget Forecasting--based on current trends, forecasts the District's fiscal position over time										
26	Budget Problem Identification/Resolution--identifying and resolving any activity that is a concern										
27											
28											
29	Payroll--ensures payroll is accurately inputted into the system to facilitate issuing of paychecks										
30	Payroll--ensures payroll is in conformance with MOU's, employment contracts or District policy										
31	Payroll--ensures pay is in conformance with state and federal law (e.g. IRS, etc.)										
32	Payroll--ensures pay and related costs are properly and timely charged against the budget										
33	Payroll--ensures other comp. programs/costs are monitored, properly accounted for and 3rd party providers are paid										
34	Payroll Problem Identification/Resolution--identifying and resolving any areas of concern										
35											
36											
37	Treasury--monitors and manages the cash balances of the District										
38	Treasury--ensures adequate balances to fund expected cash flow and invests in excess that conforms to BOD policy										
39	Treasury--periodically reviews locations and processes used for collecting cash & properly depositing of that cash										
40											
41											
42	General Accounting--ensures accounting activity is timely recorded in conformance with the budget, state law and GAAP										
43	General Accounting--ensures books are closed in a timely basis & develops draft financial statements for audit										
44	General Accounting--works with outside auditors to facilitate audit conclusion and resolve outstanding issues										
45	General Accounting--ensures the budget reconciles with final audited figures										
46	General Accounting--reviews processes with a focus on adequate internal controls and safeguarding of assets										
47	General Accounting--ensures all assets are properly recorded										
48	General Accounting Problem Identification/Resolution--identifying and resolving any activity that is a concern										
49											
50											
51											
52	<b>Human Resources Management</b>										
53											
54	HR--works with hiring authority to ensure a fair and timely recruitment and selections process										
55	HR Onboarding--works with hiring authority to ensure employees have signed and enrolled in all benefit programs										
56	HR Training--works with hiring authority to ensure all MOU or state required training stds. are met e.g. POST, AB1234, etc.										
57	HR Performance Evals.--ensures hiring authority is completing PE's and related step/merit increases										
58	HR Benefits Administration--ensures all benefit programs have current contracts, ee's are enrolled or unenrolled at separation										
59	HR Benefits Administration--monitors workers compensation activity for negative activity										
60	HR Benefits Administration--ensures proper liability insurance is maintained and reviewed periodically										
61	HR Benefits Administration--monitors the retiree health insurance program and costs										
62	HR--Ensures development and control of HR files										

### Attachment A

63	HR--job description and payplan management											
64	HR Monitoring Compliance w/State and Federal Law--FMLA, FLSA, ADA, COBRA, etc.											
65	HR Problem Identification/Resolution--identifying and resolving any areas of concern											
66												
67												
68	<b>Clerk of the Board</b>											
69												
70	COB--development and posting of Board Agenda consistent with Brown Act reqmts. and Board desires--is citizen friendly											
71	COB--ensuring staff reports and agenda items are uniform and in conformance with good practices and BOD desires											

	A	B	C	D	E	F	G	H	I	J	K
3	<b>Review of Kensington CSD's Admin Support Functions August 24, 2017</b>		<b>Frequency Per Week</b>		<b>Time To Complete</b>		<b>Infrequent Items--How</b>		<b>Time To Complete Per</b>		
4	<b>Work Sheet</b>				<b>Per Week</b>		<b>Often Per Month/Year</b>		<b>Month/Year</b>		
72	COB--development and maintenance of Board Meeting Rules of Procedures & assists citizen understanding at meeting										
73	COB--ensures staff reports are posted in conformance with the Brown Act or BOD directives--including webpage										
74	COB--ensures GM and General Counsel have reviewed Agenda before publishing										
75	COB--maintains master calendar for Board and Committee meetings										
76	COB--ensures acceptable meeting minutes are recorded and ultimately published										
77	COB--ensures BOD appointed committees are supported e.g. postings, staff reports, minutes, etc.										
78	COB--works with GM or BOD Pres 7 follows up and ensures BOD actions are executed e.g. approving/signing contracts, etc.										
79	COB--ensures proper filings with state e.g. FORM 700, etc.										
80											
81	<b>Asset Management</b>										
82											
83	AM--tracks all acquired assets and monitors for suitability and life cycle (vehicles, technology, facilities, etc.)										
84	AM--ensures vehicles, technology, parks and facilities are properly maintained										
85	AM--a capital improvement program is developed and monitored										
86	AM--monitors and controls access to District facilities										
87											
88											
89	<b>Information Technology</b>										
90											
91	IT--inventories all IT hardware and software & monitors lifecycle										
92	IT--facilitates an evaluation of hardware and software performance vs. District business needs										
93	IT--ensures and then monitors for adequate IT support to meet District business information needs										
94	IT--monitors IT purchases										
95	IT--monitors District Webpage usage and updates design to improve functionality and utilize latest technology										
96	IT--ensures system security is updated on a regular basis										
97											
98											
99	<b>Customer and Citizen Point of Contact</b>										
100											
101	CCC--acts as District contact for citizen inquires--Police Matters, including problem resolution										
102	CCC--acts as District contact for citizen inquires--Parks Matters, including problem resolution										
103	CCC--acts as District contact for citizen inquires--Recreation Matters, including problem resolution										
104	CCC--acts as District contact for citizen inquires--Facility Use Matters, including problem resolution										
105	CCC--acts as District contact for citizen inquires--Solid Waste Matters, including problem resolutions										
106											
107											
108	<b>Solid Waste Contractor Performance</b>										
109											
110	SW--Interacting with Solid Waste provider to ensure performance pursuant to contract										
111											
112											
113	<b>Parks and Recreation Provider Performance</b>										
114											
115											
116	PR--monitors performance of recreation provider vis-à-vis needs of community and best practices										
117	PR--monitors performance of parks and ground maintenance										
118											
119											
120	<b>Public Information and Engagement</b>										
121											

Attachment A

122	PIE--works with GM and Police Chief to coordinate consistent message										
123	PIE--assists in the design and outreach to community RE: District activities										
124	PIE--monitors interaction with community to ensure conformance with best management practices										
125											
126	Legal										
127											
128	Interacts with District General Counsel to complete tasks mentioned above										
129											
130											
131	Other (not properly described above)										