

Consolidating Municipal Functions

Kansas GFOA

**What, Why, How,
Who, When, Where**

Consolidating Resources

What, Why, How, Who, When, Where

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Shared Services

- ✦ **What** is being shared?
- ✦ **Why** is this being considered?
- ✦ **How** can sharing be planned?
- ✦ **Who** is driving the initiative and why?
- ✦ **Who** will be responsible to govern?
- ✦ **When** will such a plan begin and finish?
- ✦ **Where** will the sharing take place?



Sensitivities

- **Priorities and Anarchy**
- Programs and Activities
- **History and Nostalgia**
- **Politics and Theology**
- **Tribes, Races and Ethnicities and Cultures**
- Religions and Churches
- **Loyalties and Conflicted Loyalties**
- Demographics, Foods, Music, Drinks, Dances
- **Mascots and Symbols**
- **Identity and Values**

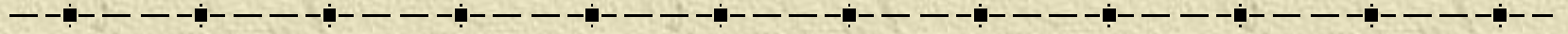
What is being shared?

Shared Services and Consolidation
means many things to many
people.....

One Model definition of Consolidation:

One organization, typically in one facility using common solutions serving multiple organizations

Why is this being considered?



What are the driving forces to consider sharing?

- **Public Policy Forces Increasing**
 - **Cost optimization**
 - **Equity**
 - **Resources**
- **Driven from Political, Economic, Service Factors**
- **Evolution of Local Government/Regionalization**

Pluck the low hanging fruit

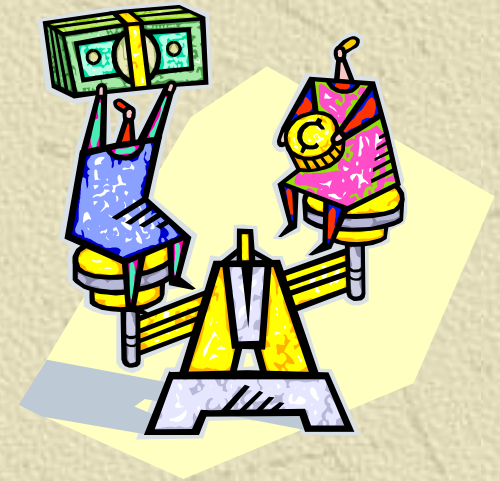


Begin with the easiest tasks first.

Why is this being considered?

✦ ADVANTAGES [hopeful attainments]

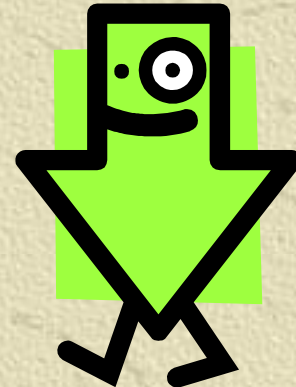
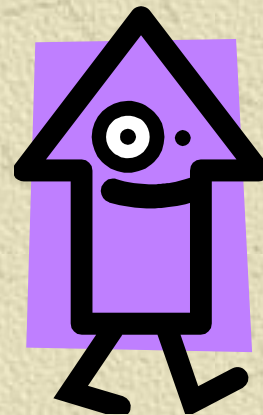
- ◆ Economies of scale
- ◆ Economies of scope
- ◆ Greater uniformity
- ◆ Optimizing resources
- ◆ Operational improvements
- ◆ Cost containment or cost savings



How can sharing be planned?

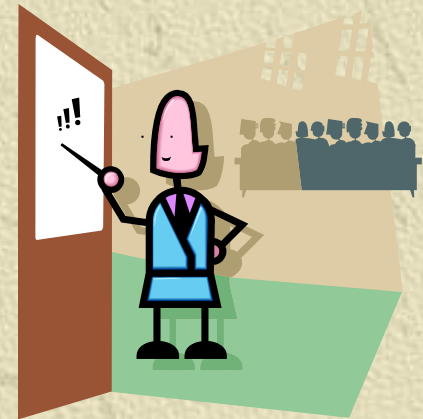
Sharing can be planned from:

- ◆ Top-down from County or City
- ◆ Bottom-up from one or more districts or governments
- ◆ Combination of top-down and bottom-up approach



Who is driving the initiative and why?

- ✦ Elected Officials
- ✦ Fiscal Reality
- ✦ Service Improvement/Coordination
- ✦ Interoperability
- ✦ Political Pressures



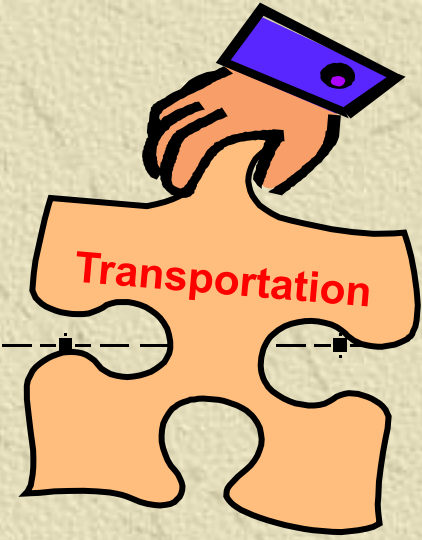
Who will be responsible to govern?

- ✦ The largest government?
- ✦ A governmental entity?
- ✦ A newly formed organization?
- ✦ An expanded current organization?

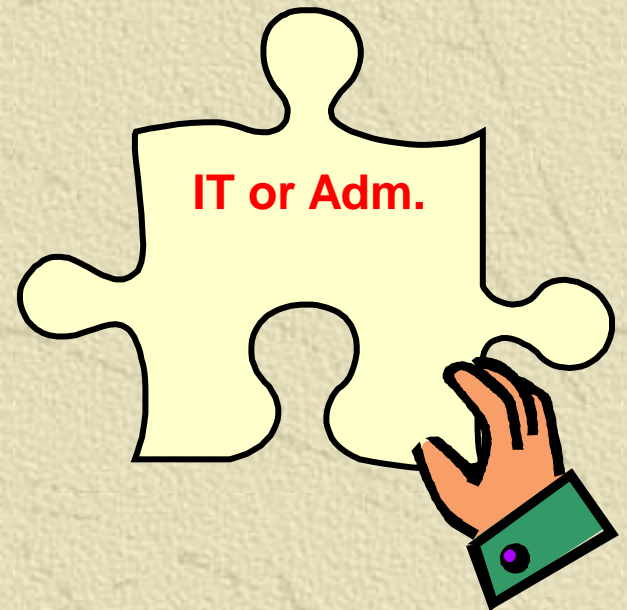
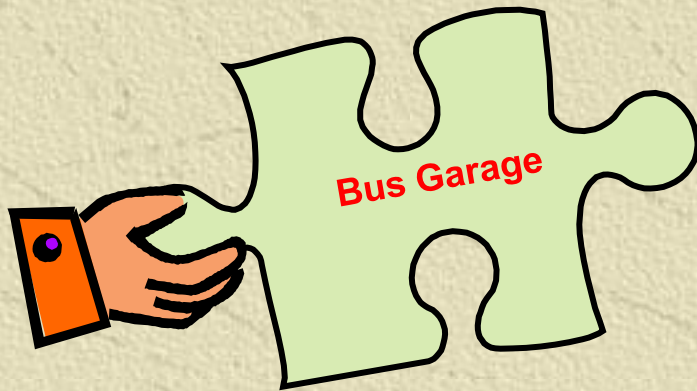


When will such a plan begin and finish?

-
- ✦ **Step one:** Could begin within months to develop committed owners and a charter?
 - ✦ **Step two:** Planning, designing, developing, and committing to the new vision - next 6 months.
 - ✦ **Step three:** Beginning the implementation step by step, agency by agency, beginning by January 2011 or earlier.
 - ✦ **Step four to infinity:** A consolidation effort can begin in months, but it could easily take up to five years to fully bring to fruition.



CONSOLIDATION





Consolidation versus

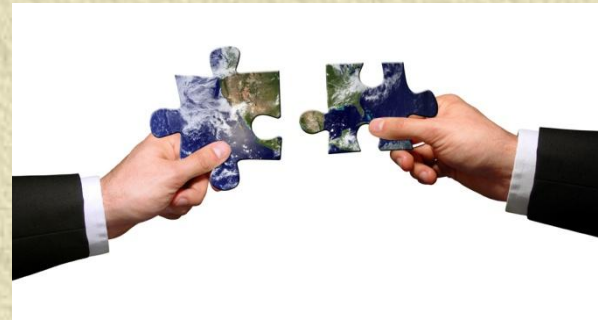
Outsourcing/Insourcing

To public, private, or non-profit

CONSOLIDATION

✦ Types of Consolidation:

- Within a single political subdivision [i.e., County]
- Between two Governments
- Regional
- Service Specific
- Public / Private



Consolidation - Advantages

Improved Services

- ◆ **A consistent level of service**
- ◆ **Improved coordination** among agencies
- ◆ **Uniformity** – standardized service expectations
- ◆ **Cost-containment**



Consolidation

Hopeful Advantages

✦ **Improved Services** [a model Public Safety Dispatch]

- ◆ Consolidated centers have more employees and can handle more calls simultaneously
- ◆ Increased/Better Supervision
- ◆ Allows More Specialization/Professionalism
- ◆ Separated/dedicated call-takers can provide greater attention to **callers**
- ◆ Separated/dedicated dispatchers can provide greater attention to **field units**
- ◆ **Services that are shared together tend to work better together - Coordination of Services/Agencies**
- ◆ Situational awareness increases

Consolidation

Hopeful Advantages

Technology

- ◆ The future will bring ever increasing uses of technology
- ◆ Consolidated (larger) centers can afford better equipment
- ◆ Reduce Operational Complexity while Increasing Operational Efficiencies
- ◆ A single unified system to upgrade and maintain, thus reducing maintenance agreement and support contracts
 - Greater ability to provision an appropriate backup/alternate

P-issue underpinnings

-
- ✦ **Planning**
 - ✦ **People**
 - ✦ **Policies**
 - ✦ **Processes**
 - ✦ **Procedures**
 - ✦ **Paperwork**
 - ✦ **Pitfalls**
 - ✦ **Politics**
 - ✦ **Performance**
 - ✦ **Push against inertia**



Consolidation - Barriers

Three factors that can make or break a consolidation initiative;

Politics

Funding

Vision



Consolidation Challenges

- Political opposition
- Loss of autonomy and direct control
- Increased inter-relatedness [learning to work together]
- Uniform SLAs [Service Level Agreements] to set common expectations
- Business Re-Engineering P-Issues:
 - People, Policies, Processes, Practices, Procedures, Paperwork, Politics, Performance, Pitfalls
- Inequitable benefits
- Direct/Indirect cost allocation/financing
- Technology/infrastructure compatibility



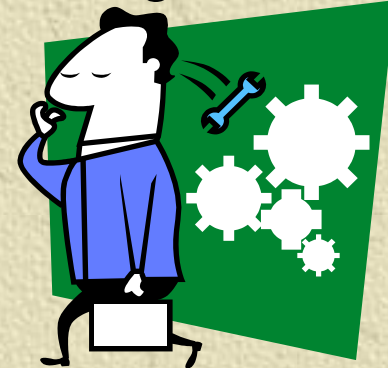
Critical Requirements for consolidation projects



- ✦ Rules of **Governance**
- ✦ Rules of **Management** of the Operations
- ✦ **Initial and On-Going** Funding Guarantee
- ✦ **Transition Planning**
 - **Year One**: Planning, Mapping of Data, Defining Scope of Operations
 - **Year Two**: Conversion of data, deployment of common conventions and agreed-upon ground rules
 - **Years Three, Four, Five**: Adding more users, more functions, enhanced capabilities, etc.

Consolidation Pitfalls

- ✦ Mandated without buy-in from Respective Agencies **OR** Understanding of Goals
- ✦ Try to be **All** Things to **All** Agencies
- ✦ **Absence** of Political Will or Commitment
- ✦ **Fear** of Decreased Service Level (usually not emergency related-ancillary responsibilities)
- ✦ Consolidation of “Understaffed” Centers
- ✦ Local **Distrust** of Next Government Level
- ✦ **Poor** Communications with Stakeholders Facing Political/Institutional Pressures
- ✦ **Inadequate** Project Management



Consolidation Planning

How To Succeed:

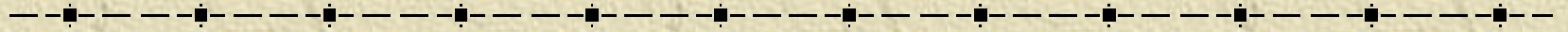
Everyone cannot have their way, but they must have their say!!!



Understand **Who And What** You Are Consolidating

*You **cannot** develop a consolidation plan without fully understanding the **organization, operations, and services** provided by potential participants.*

Torches to start consolidation and ***glues*** to make them STICK



- ✦ Dreams and Visions
- ✦ Trust
- ✦ Faith
- ✦ Financial desperation
- ✦ Survival

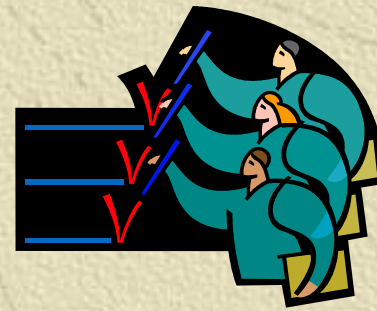
Process for Success



-
- ✦ **Establish** common goals
 - ✦ **Define** current conditions
 - ✦ **Define** the due-process to goal attainment
 - ✦ Design **P-Issue** Plans to meet the goals
 - ✦ **Train** [establish common training and retraining program]
 - ✦ **Implementation and Project Management**
 - ✦ **Revise** and **Evolve** [journey not a destination]

Consolidation Planning: Phase One

- ✦ Determine why consolidation is happening
- ✦ Solidify political support for process
- ✦ Identify potential participants
 - ◆ All Stakeholders
- ✦ Brainstorm with participants
 - ◆ Define the parameters
 - ◆ Define the expectations
 - ◆ Identify Constraints
- ✦ Define how success will be measured
- ✦ Determine a schedule
- ✦ Define the objectives associated with consolidation
- ✦ Define current conditions
- ✦ Do your homework
- ✦ Manage the Project



Consolidation Planning: Phase One

✦ Benchmark Current Conditions

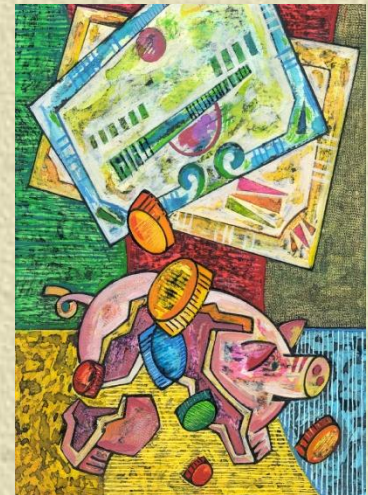
- ◆ Missions
- ◆ Functions
- ◆ Staff/Organization
- ◆ Resources
- ◆ Facility
- ◆ Training
- ◆ Budget



Current Conditions - Funding

✦ Budget / Funding for three phases of consolidation:

1. **Planning**
2. **Transition** (capital and operational)
3. **Operation** after cut over



Consolidation Planning: Phase Two

✦ Reason and purpose

- ◆ Mission, Goals, Service Levels
- ◆ Functions

✦ Determine needs

- ◆ Governance
- ◆ Funding
- ◆ Facility
- ◆ Equipment
- ◆ Staffing/Human Resources
- ◆ Organization/Management
- ◆ Service offerings and levels



Consolidation Planning: Phase Two

✦ Establish Governance

- ◆ Division of Local Government
- ◆ Regional Authority with Governing/Policy/Advisory Board
- ◆ Government District with Policy/Advisory Board
- ◆ Methods for District/Jurisdiction Participation – User Groups
- ◆ **Sufficient Authority to Control Operations**

✦ Budget / Funding

- ◆ Identify Funding Sources and Approach to Start-up (Transition capital/operational) and Operating Costs
 - Per call / dispatch
 - Per capita
 - Per phone lines
 - Assessed value
 - Population
 - Combination

Consolidation Planning: Phase Two

Service Offerings and Levels

✦ **Establish** what Services the Consolidated Operation will/will not Provide

- ✦ Will Directly Impact Staffing, Facility Requirements and Costs
- ✦ Understand that Many Services Provided by Potential Participants SHOULD remain local Services

✦ **View** Consolidation as Once in a Lifetime Opportunity to Make Improvements to Emergency Response System-Seek Consistency and Uniformity

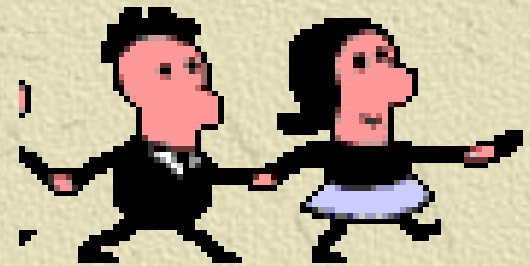
✦ **Address** Standardization of internal protocols

- ✦ Call handling, documentation, processing
- ✦ Dispatch process protocols
- ✦ Record keeping

Consolidation Planning: Phase Two - Staffing

✦ Staffing

- ◆ Define New Organization
- ◆ Determine Quantity of Staff
- ◆ Staff Functions
- ◆ Training
- ◆ Classification/Compensation
- ◆ Advantages/Retirement



Consolidation Planning: Phase Two - Facility

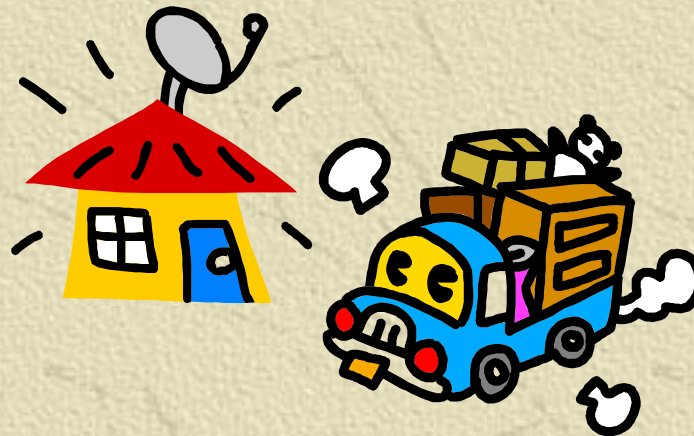
✦ Facility Requirements

- ◆ Renovate or build new?
- ◆ Considerations:
 - Space
 - Security
 - Electrical
 - Mechanical
 - Structural
 - Parking and Traffic Impact



Consolidation Planning: Phase Three - Transition

- ✦ Coordination
- ✦ Back up Resources
- ✦ Testing and Cutover
- ✦ Revision and Stabilization



Consolidation Planning: Phase Three - Transition

✦ Coordination

◆ Scheduling

- Vendors

- ◆ Acceptance testing and “burn in”

- ◆ When does warranty begin?

- Training

- ◆ Just prior to cutover

- Public Information/Relations

- Staffing-Is it sufficient?



Consolidation Planning: Project Management in ALL Phases

✦ Communication



✦ Education



✦ Support



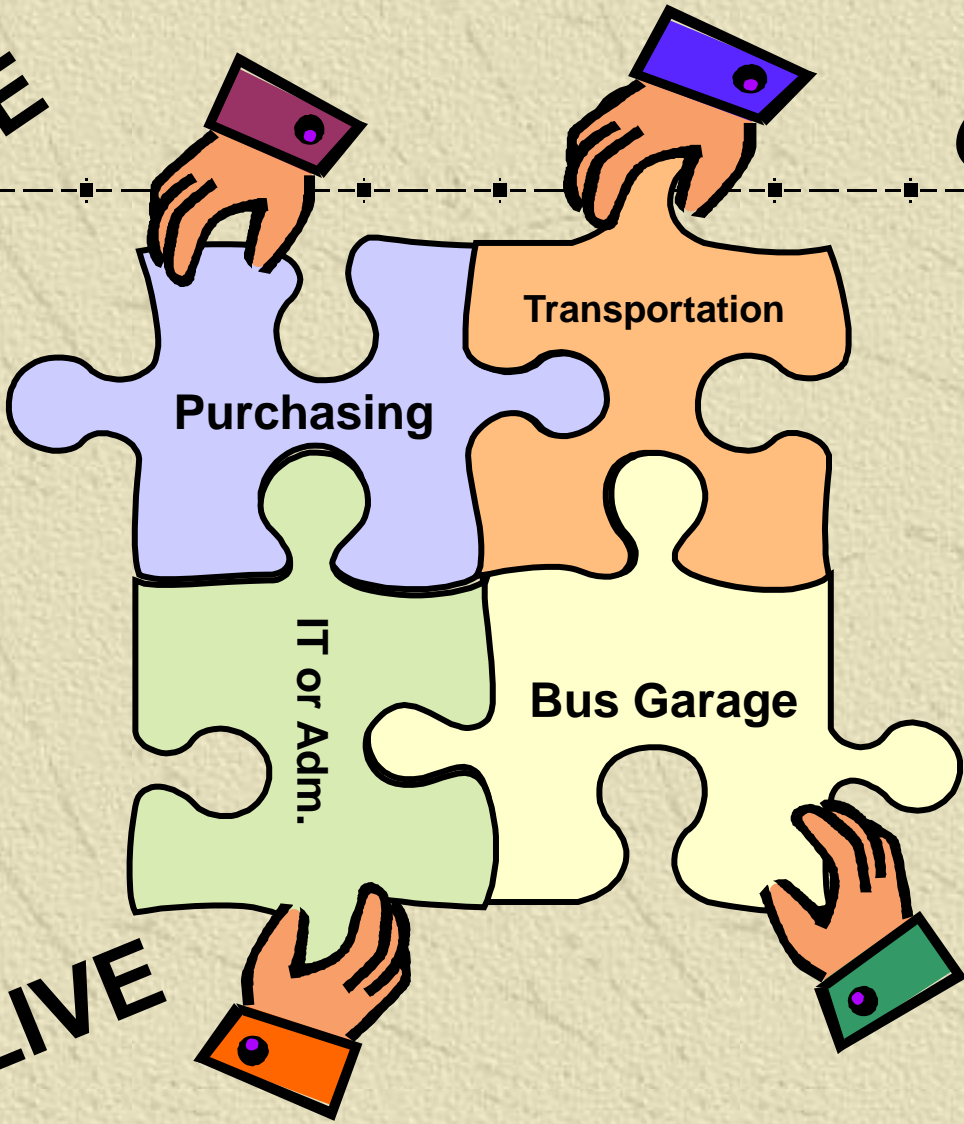
Consolidation Planning: All Phases

Project Management

- **Project Management**
 - Inform, inform, inform **Everyone**, regularly.
 - Stakeholders, government officials, public
 - Use the media
 - Schedule, Project Plan, Budget, Problem Resolution
- **Documentation**
 - Memorandums of Understanding
 - Human Resource Plan
 - Joint Services Agreement-Licenses
 - Project status

GO LIVE

GO LIVE



GO LIVE

GO LIVE

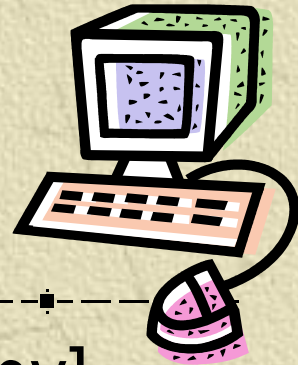


How To Succeed

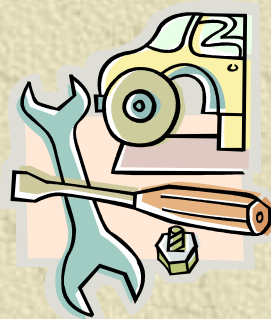
Congratulations!

- ✦ **Plan**, Understand What You're Doing
- ✦ Define clear **goals** and **objective**
- ✦ Identify/Understand **current conditions** and anticipated **consolidation model**
- ✦ Identify **Risks**, **Key Issues**, and **Obstacles** to be Addressed in order to Succeed
- ✦ Obtain Political Support for Concept **BEFORE** you begin- Understand what information is needed to garner support
- ✦ Identify & **Communicate** Clearly with Stakeholders
- ✦ Appoint a Project Manager with **authority**
- ✦ Address **Governance Issues** early on
- ✦ Develop a **budget**, schedule with **milestones**, and **delegate** responsibilities
- ✦ **Manage** your Project, Communicate, Address Problems in a firm timely fashion

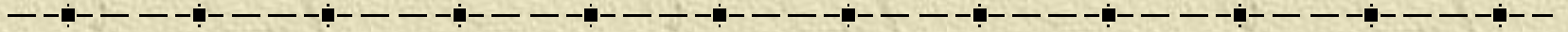
Technology Issues



-
- ✦ Equipment [computers, radios, telephony]
 - ✦ Licenses
 - ◆ Operating Systems
 - ◆ Financial, Student Census and other Software Licenses
 - ✦ Maintenance
 - ✦ Data Conversion and File Framework Setups
 - ✦ Interfaces with other licensed software programs



Thank you for your cooperation and interest.



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