



Final Report

City of Ramsey, Minnesota

Organizational Study and Review

October 3, 2006

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Mission Statement

Springsted provides high quality, independent financial and management advisory services to public and non-profit organizations, and works with them in the long-term process of building their communities on a fiscally sound and well-managed basis.



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LETTER OF TRANSMITTAL

October 3, 2006

Jim Norman, City Administrator
City of Ramsey
15153 Nowthen Blvd. NW
Ramsey, Minnesota 55303

Re: **Organizational Study and Review**

Dear Mr. Norman:

Attached with this letter is our Organizational Study and Review report, including our findings and recommendations. We wish to thank you, your staff and the City Council for the opportunity to conduct this study, and for the cooperation and support you provided.

We wish to particularly thank Givonna Reed Koné for her assistance and guidance through this extensive effort. Her skill and commitment contributed significantly to the final product and its quality.

This report represents the first of many steps that the City of Ramsey will take on its path to creating a bright future for the community. We are honored to have been a small part of that journey.

Respectfully submitted,

Craig Rapp

Craig R. Rapp, Vice President
Client Representative

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1. Executive Summary

The Organizational Study that follows was prepared with the goal in mind of assisting the City of Ramsey prepare for the future. Based on current trends and the best estimates of local and regional planners, Ramsey's future will include significant and steady growth over the next twenty years. It is for that reason that the City hired Springsted to examine the city's current operations and recommend a "blueprint" for staffing and service delivery that will respond to the demands of anticipated growth.

The consulting team employed a variety of techniques in the development of this report. Direct interviews of City Council, senior management and staff were conducted. A focus group of former City Administrators from high growth suburban communities was used as a method of gaining qualitative insight regarding service delivery, staffing and community involvement. Comparative analyses of both peer group and high growth cities was also used to develop recommendations and create the forecast model for future staffing.

The report contains two distinct components: (1) a set of recommendations that are based upon our experience, research and best practice. Those recommendations are summarized in Section 7 of the report, along with additional observations and suggestions contained within the body of the document; and (2) a forecast model that provides a "best fit" staffing projection for the growth of the city, along with a financial model that provides the basis for future financial decisions related to staff and service expansion.

The primary recommendations of our report are as follows:

1. **Separate Fire Chief and Public Works Director positions**
2. **Revisit and revise Vision for the future**
3. **Revisit and revise strategic plan**
4. **Revisit and revise a financing plan for growth and quality**
5. **Create a Parks and Recreation department**
6. **Revisit and revise staffing plan for growth**
7. **Provide customer service reinforcement**
8. **Revisit and revise service level determinations**
9. **Consider government structure change**

2. Introduction

In response to the City's desire for an analysis of operations and the creation of a blueprint for organizational change, the Springsted team developed a multi-part strategy to create the final report. That strategy consisted of the following components:

- Identification and verification of growth projections
- Determine high, medium and low growth scenarios for modeling purposes
- Interviews with members of the executive team
- Interviews with the City Administrator
- Interviews with the City Council
- Focus groups with key staff
- Facilitated sessions with the executive team regarding service levels and major issues
- Training session on "lean thinking"
- Focus group with former City Managers of high growth cities – to obtain qualitative information on issues and lessons learned
- Synthesis of information gathered in sessions with staff and City Council
- Analysis of peer group and model group cities to develop standards and comparisons for forecast modeling
- Comparative analysis of current condition, best practice, model cities and city manager focus group to develop recommendations
- Analysis of Ramsey growth and financial capacity to develop forecast model
- Analysis of imminent department issues – Public Works Director/Fire Chief question

The process of collecting data and synthesizing the responses was an extensive undertaking. In addition, the consulting team adjusted to ongoing developments during the study period to assist the City with an imminent personnel issue, and provided feedback on other questions.

The study has been crafted to provide both qualitative and quantitative information and recommendations. The forecast model described in a following section provides quantifiable guidance for making staffing decisions as the city grows. In addition to these forecasts, the recommendations within the sections covering department changes include qualitative recommendations and suggestions that are based upon our analysis of standards and best practice used in other jurisdictions. We believe this blend of policy recommendations and financial projections best serves the City's needs.

3. Approach

At the City's request, Springsted examined how the City of Ramsey compares to other high-growth cities. Specifically, we examined what the City would need to do to expand and/or maintain high-quality service delivery similar to other cities that have experienced high growth while maintaining their reputation for quality service delivery and quality of life.

Comparative analysis of other jurisdictions

For comparison purposes, the Ramsey staff identified a number of cities it considers to have both high quality service delivery and great quality of life. The cities (referred to hereinafter as the "Target Group") and their approximate populations are:

- Plymouth, 70,238
- Eagan, 67,000
- Eden Prairie, 60,000
- Maple Grove, 60,000
- Woodbury, 54,346
- Blaine, 54,000
- Minnetonka, 51,658
- Lakeville, 50,000

The first step in our examination was to quantify the City's ability to deliver high quality service. To do this, Springsted used the 2005 Twin Cities Metropolitan Area Compensation Survey (Stanton Survey) combined with the City's 2005 Budget. This information provided the basis for a correlation between service levels and the number of employees in a given department. The assumption used was that ability to provide quality service is a reflection of the number of employees; the greater number of employees, the greater the ability to provide high quality service to residents.

The Stanton Survey was relied on primarily for its grouping of employees by department, allowing for comparisons between cities using standardized data and format. In those cases where the Stanton Survey did not provide the information necessary, Springsted relied on its own database of employee data compiled from numerous organizational and job classification studies performed across the country. Using this approach enabled the computation of an employees per 1,000 population value that could be readily compared to other cities. Specifically, it enabled the comparison of employee ratios by department or service provided.

In addition to reviewing the previously mentioned Target Group, a group of similarly sized high-growth Cities were also examined. This group (referred to as the "Peer Group"), consists of the following cities:

- Andover, 30,000
- Shakopee, 29,000
- Savage, 24,850
- Chanhassen, 23,652
- Chaska, 22,500
- Rosemount, 20,900

The intent of comparing Ramsey to these similar high-growth cities was to look for staffing and service level trends particular to communities in the early stages of high-growth, trends which may not be apparent in the more fully-developed Target Group.

The trend most readily apparent in the comparison between the peer group and the Target Group is the higher level of staffing in the areas directly affected by the rate of growth occurring in each of these cities. The areas of planning, building inspection, and engineering are the areas where the Peer Group and Ramsey had higher staffing levels than the Target Group. The staffing levels in these departments are a direct reflection of the growth that is occurring, and are affected prior to an actual rise in population.

Comparison to Target Group

When comparing Ramsey to its selected Target Group, one trend was readily apparent: in those areas where Ramsey presently has services and programs in place, its staffing levels are on par with the Target Group. In relation to employees per 1,000 population, Ramsey's current staffing levels are appropriate and in line with providing the high service level it desires. The City will need to add staff in other areas as discussed below; however, in the areas where it currently has programs, maintaining the current ratio of employees per 1,000 population as it grows should enable the City to continue to provide high service levels.

The spreadsheets accompanying this report illustrate the personnel growth necessary to maintain the current staffing and service levels, which, as previously noted, are adequate to provide high quality service. Additionally, the spreadsheets illustrate the necessary growth of departmental budgets resulting from staff growth. The spreadsheets reflect the addition of staff in relation to population growth to maintain the ratio of employees per 1,000 population currently present within the City. Ramsey has established a solid foundation for providing high service levels. The key will be to maintain these service levels and employee ratios as the City grows, while adding additional programs and departments as deemed necessary.

4. Forecast for the Future

A forecasting model has been developed to assist the City as it analyzes how and when to expand its operations to meet increasing service demand. An overall picture of the general fund is provided detailing staff expansion, related operating expenditures, and tax base growth, derived from base assumptions. In addition, a forecast for each department is provided with the section detailing the recommendations for that area. The following describes how the model was created.

Growth Assumptions

Housing and Population:

Housing growth was estimated based on a 2030 population of 50,000. Persons per household were calculated using information from the 2000 census, and are representative of Anoka County.

The ratio of single-family to multi-family homes to be constructed was based on information provided by City Staff. Yearly construction was assumed to be 33% single-family homes and 66% multi-family.

Housing growth was staged based on the Metropolitan Council Estimates for the rate of growth, which assumed an 84.56% increase in households from 2000-2010, a 48.62% increase from 2010-2020, and a 1.85% increase in households from 2020-2030.

Housing values were based on \$300,000 value for single-family homes and \$200,000 for multi-family. These values were cited in the Hoisington Koegler study, and were also confirmed based on a review of a market conditions prepared on March 23, 2006 and available on the Realty Times website.

Estimates for the high and low scenarios were created by adjusting household growth as a whole. The growth rate was increased by one-third for the 60,000 population scenario, and reduced by one-third for the 40,000 population scenario.

Industrial and Commercial Growth Assumptions:

Industrial growth was estimated based primarily on available industrial acreage as listed in the City's 2001 Comprehensive Plan. Based on the Comprehensive Plan, 584 acres of industrial land remain within the City, both inside and outside of the MUSA. The model assumes a full build-out of all 584 acres by 2030, based on an industry standard 25% coverage ratio between building and lot size. The initial price per sq. ft. is \$65, which increases over time at the rate of 3%.

Commercial growth was estimated in much the same fashion. However, to better incorporate the changing nature of commercial development in Ramsey, specifically the Town Center project, information from the Hoisington Koegler

study was utilized to generate a building coverage ratio of 40% and an initial price per square foot of \$79.83. These values represent the averages for the commercial development listed in the previous study, and were originally based on market conditions and input from City Staff. The commercial growth assumes a full build-out by 2030 of the remaining 260 acres of commercial land listed in the 2001 comprehensive plan.

The commercial and industrial growth were staged to coincide with the growth in employment predicted by the Metropolitan Council, which estimated a 40% increase in employment from 2000-2010, a 31% increase from 2010-2020, and a 29% increase in employment from 2020-2030.

Growth Projections

Three different growth projections were analyzed: a low growth projection with a 2030 population of 40,000, a median growth projection with a 2030 population of 50,000, and a high growth projection with a 2030 population of 60,000. The spreadsheets included in the departmental analysis are representative of this median growth projection. Each of the growth scenarios assumes a static rate of growth for the industrial and commercial portions of the City.

The rate of housing growth was based on Metropolitan Council projections, which assume that the majority of the City's growth will occur from 2000-2020 with relatively minimal growth occurring from 2020-2030. Each scenario begins with a 2004 population of 20,040, based on Metropolitan Council statistics.

As previously mentioned, the rate of housing growth is based on Metropolitan Council 2030 Framework projections, which originally predicted Ramsey having a population of 43,000 in 2020 and 44,000 in 2030. For the purposes of this study, and based on input from City Staff, it was determined that a population of 50,000 in 2030 would serve as the median growth projection. This was accomplished by increasing the number of households built each year, but retaining the persons per household statistics.

The growth pattern predicted by the Metropolitan Council was retained, which indicated the majority of the growth in Ramsey would occur by 2020. As a result the median growth projection indicates a 2020 population of 49,130, and a 2030 population of 50,010. This is important to note, because if the Metropolitan Council projections remain true it will effectively narrow the window of time in which Ramsey can add staff and programming to create the high service level it desires. This is true of the low and high growth projections as well, which indicate 2020 populations of 39,418 and 58,842 respectively; based on this growth rate, even the low growth scenario predicts the City's population to nearly double by 2020.

Growth Projections**Projected Household and Population Growth****Base Assumptions:**

Single Family - Persons per Household	3.05
Multi-Family - Persons per Household	2.15
Input Starting Number of Households 2006	7,614
Input Starting Population 2006	22,380

60,000 Growth Projection:

Projected Household Growth	2006	2010	2015	2020	2025	2030
Number of Low Density (Single Family) Units Built	426	426	280	280	31	31
Number of Medium Density (Condo, Quads) Units Built	836	836	542	542	48	48
Cumulative Residential Units Built	1,262	6,310	10,420	14,530	14,925	15,320
Projected Households	8,876	13,924	18,034	22,144	22,539	22,934
Projected Population	25,477	37,865	47,960	58,055	59,045	60,035

50,000 Growth Projection:

Projected Household Growth	2006	2010	2015	2020	2025	2030
Number of Low Density (Single Family) Units Built	315	315	205	205	18	18
Number of Medium Density (Condo, Quads) Units Built	623	623	402	402	31	31
Cumulative Residential Units Built	938	4,690	7,725	10,760	11,004	11,249
Projected Households	8,552	12,304	15,339	18,374	18,618	18,863
Projected Population	24,680	33,880	41,330	48,780	49,387	49,997

40,000 Growth Projection:

Projected Household Growth	2006	2010	2015	2020	2025	2030
Number of Low Density (Single Family) Units Built	204	204	131	131	8	8
Number of Medium Density (Condo, Quads) Units Built	407	407	261	261	16	16
Cumulative Residential Units Built	611	3,055	5,015	6,975	7,095	7,215
Projected Households	8,225	10,669	12,629	14,589	14,709	14,829
Projected Population	23,877	29,865	34,670	39,475	39,770	40,065

Financial Assumptions

The base financial information for the model was taken from the City's 2004 CAFR and the 2005 & 2006 Budgets.

In most cases, a 3% inflator was used to project revenues and expenditures. However, no inflator was used for intergovernmental revenues, to better reflect their decreasing value. Additionally, a population growth impact factor was applied, which is used to reflect the increased costs resulting from additional population.

For example: The cost of supplies and materials for police protection will increase annually by 3%, to account for inflation. This cost will also increase proportionately to the increase in population.

Financial projections developed for the study are driven by growth assumptions. For that reason, the growth projections used are carefully detailed and analyzed. It should be understood, however, that modifications to growth assumptions, whether they are based upon new data or revised assumptions will change the financial model accordingly. One of the City's requests was to correlate housing growth projections with financial growth projections for the City. Presented below are charts which provide inputs to the financial model: estimated market value growth, estimated tax capacity growth, estimated general fund levy amounts, and estimated tax rates. Also provided are detailed descriptions of expenditures and revenues by source and department.

One significant issue related to the financial projections which should be monitored on an ongoing basis is the projected tax rate and its projected trend. The model which illustrates this growth is expenditure based, meaning that it calculates and projects expenditures based on current conditions and ratios, and then increases expenditures as inflation and the City's population grows. Because the model is expenditure driven, revenues are projected in response to expenditure levels. For example, the model is structured to increase the general fund operating levy only in amounts necessary to cover the projected expenditures.

The projected tax rate remains level through 2010, and then declines slightly between 2010 and 2030. This steady to slightly declining tax rate is specific to general fund expenditures as they are structured currently. Changes or additions outside of these areas, which are likely during the city's growth phase, will have an effect on the tax rate. As currently projected, the growth and subsequent financial gains should be enough to cover the increased staffing and related expenditures without raising tax rates for these purposes. However as mentioned, any additional costs associated with the growth not accounted for in this study will likely negate the gradual decline in tax rate shown.

.60,000 Growth Projection:

PROJECTED MARKET VALUE	2006	2010	2015	2020	2025	2030
Total Taxable Market Value	1,620,469,400	3,439,004,111	6,120,820,343	9,483,900,474	13,141,840,288	17,250,352,689
PROJECTED TAX CAPACITY	2006	2010	2015	2020	2025	2030
Total Net Tax Capacity	16,194,423	38,912,700	72,529,092	114,820,350	160,783,892	212,432,965
GENERAL FUND OPERATING LEVY	2006	2010	2015	2020	2025	2030
Net Local Property Tax Levy	5,693,744	12,365,425	19,500,593	28,471,242	34,669,847	43,822,487
PROJECTED OPERATING TAX RATE	35.159%	31.777%	26.887%	24.796%	21.563%	20.629%

50,000 Growth Projection:

PROJECTED MARKET VALUE	2006	2010	2015	2020	2025	2030
Total Taxable Market Value	1,620,469,400	3,097,463,826	5,283,558,335	8,029,831,122	11,063,058,778	14,520,302,173
PROJECTED TAX CAPACITY	2006	2010	2015	2020	2025	2030
Total Net Tax Capacity	16,194,423	34,538,825	61,813,505	96,220,693	134,211,726	177,555,113
GENERAL FUND OPERATING LEVY	2006	2010	2015	2020	2025	2030
Net Local Property Tax Levy	5,693,744	11,198,282	16,950,554	24,076,823	29,117,806	36,197,468
PROJECTED OPERATING TAX RATE	35.159%	32.422%	27.422%	25.022%	21.695%	20.387%

40,000 Growth Projection:

PROJECTED MARKET VALUE	2006	2010	2015	2020	2025	2030
Total Taxable Market Value	1,620,469,400	2,753,223,618	4,441,611,883	6,570,546,442	8,986,837,340	11,810,958,764
PROJECTED TAX CAPACITY	2006	2010	2015	2020	2025	2030
Total Net Tax Capacity	16,194,423	30,124,450	51,021,840	77,523,939	107,625,066	142,876,556
GENERAL FUND OPERATING LEVY	2006	2010	2015	2020	2025	2030
Net Local Property Tax Levy	5,693,744	9,860,133	14,154,649	19,479,731	23,310,961	28,275,411
PROJECTED OPERATING TAX RATE	35.159%	32.731%	27.742%	25.127%	21.659%	19.790%

Employee, General Fund Revenue, and Expense Growth Projections

60,000 Population	2006 Budget	2010 Budget	2015 Budget	2020 Budget	2025 Budget	2030 Budget
Ending F.T.E.	89.00	131.75	166.50	202.00	205.25	209.00
EXPENDITURE PROJECTIONS						
Personnel	6,033,366	9,696,965	14,197,652	19,808,001	23,360,086	27,489,160
Supplies and Materials	717,045	1,186,340	1,730,273	2,414,846	2,988,037	3,997,685
Other Services & Charges	2,045,875	3,311,328	4,782,744	6,632,132	8,189,923	10,913,728
Capital Outlay	729,100	1,418,387	2,068,714	2,887,188	3,572,495	4,779,630
Transfers to ERF	582,375	963,530	1,405,306	1,961,308	2,426,846	3,246,870
Debt Service	54,840	58,962	65,065	72,306	80,836	90,170
TOTAL BUDGET	10,162,601	16,635,512	24,249,754	33,775,781	40,618,222	50,517,244

REVENUE PROJECTIONS	2006	2010	2015	2020	2025	2030
General Property Tax	5,693,744	12,365,425	19,500,593	28,471,242	34,669,847	43,822,487
Licenses and Permits	1,895,706	1,587,897	1,840,808	2,134,001	2,473,892	2,867,919
Intergovernmental Revenues	502,884	479,580	479,580	479,580	479,580	479,580
Charges for Services	782,648	782,648	782,648	782,648	782,648	782,648
Fines and Forfeits	110,000	94,543	109,601	127,058	147,295	170,755
Interest Earnings and Misc.	100,000	112,551	130,477	151,259	175,351	203,279
Other Financing Sources	1,077,618	1,212,869	1,406,047	1,629,994	1,889,610	2,190,576
TOTAL REVENUES	10,162,600	16,635,512	24,249,754	33,775,781	40,618,222	50,517,244

Projected Population	25,477	37,865	47,960	58,055	59,045	60,035
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	Year	Year	Year	Year	Year	Year
50,000 Population	2006	2010	2015	2020	2025	2030
	Budget	Budget	Budget	Budget	Budget	Budget
Ending F.T.E.	89.00	121.50	148.25	175.50	177.25	179.50
EXPENDITURE PROJECTIONS						
Personnel	6,033,366	9,018,250	12,685,920	17,160,315	20,223,197	23,801,980
Supplies and Materials	717,045	1,098,088	1,544,114	2,102,707	2,557,183	3,296,547
Other Services & Charges	2,045,875	3,076,640	4,287,685	5,802,056	7,044,146	9,049,178
Capital Outlay	729,100	1,324,562	1,862,577	2,536,377	3,084,586	3,976,439
Transfers to ERF	582,375	891,854	1,254,110	1,707,793	2,076,912	2,677,414
Debt Service	54,840	58,975	65,309	72,113	80,156	90,666
TOTAL BUDGET	10,162,601	15,468,369	21,699,715	29,381,362	35,066,181	42,892,224

REVENUE PROJECTIONS	2006	2010	2015	2020	2025	2030
General Property Tax	5,693,744	11,198,282	16,950,554	24,076,823	29,117,806	36,197,468
Licenses and Permits	1,895,706	1,587,897	1,840,808	2,134,001	2,473,892	2,867,919
Intergovernmental Revenues	502,884	479,580	479,580	479,580	479,580	479,580
Charges for Services	782,648	782,648	782,648	782,648	782,648	782,648
Fines and Forfeits	110,000	94,543	109,601	127,058	147,295	170,755
Interest Earnings and Misc.	100,000	112,551	130,477	151,259	175,351	203,279
Other Financing Sources	1,077,618	1,212,869	1,406,047	1,629,994	1,889,610	2,190,576
TOTAL REVENUES	10,162,600	15,468,369	21,699,715	29,381,362	35,066,181	42,892,224

Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
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40,000 Population	2006	2010	2015	2020	2025	2030
	Budget	Budget	Budget	Budget	Budget	Budget
Ending F.T.E.	89.00	110.25	128.50	146.50	147.00	148.75
EXPENDITURE PROJECTIONS						
Personnel	6,033,366	8,207,363	11,009,388	14,444,737	16,934,607	19,764,250
Supplies and Materials	717,045	1,003,052	1,344,128	1,767,559	2,109,000	2,606,963
Other Services & Charges	2,045,875	2,823,907	3,755,861	4,910,790	5,852,283	7,215,354
Capital Outlay	729,100	1,222,021	1,637,556	2,153,423	2,569,401	3,176,072
Transfers to ERF	582,375	814,666	1,091,684	1,435,589	1,712,903	2,117,343
Debt Service	54,840	59,211	65,192	72,172	81,142	90,185
TOTAL BUDGET	10,162,601	14,130,220	18,903,810	24,784,270	29,259,336	34,970,167

REVENUE PROJECTIONS	2006	2010	2015	2020	2025	2030
General Property Tax	5,693,744	9,860,133	14,154,649	19,479,731	23,310,961	28,275,411
Licenses and Permits	1,895,706	1,587,897	1,840,808	2,134,001	2,473,892	2,867,919
Intergovernmental Revenues	502,884	479,580	479,580	479,580	479,580	479,580
Charges for Services	782,648	782,648	782,648	782,648	782,648	782,648
Fines and Forfeits	110,000	94,543	109,601	127,058	147,295	170,755
Interest Earnings and Misc.	100,000	112,551	130,477	151,259	175,351	203,279
Other Financing Sources	1,077,618	1,212,869	1,406,047	1,629,994	1,889,610	2,190,576
TOTAL REVENUES	10,162,600	14,130,220	18,903,810	24,784,270	29,259,336	34,970,167

Projected Population	23,877	29,865	34,670	39,475	39,770	40,065
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5. Department Forecasts

In this section, we will examine the City departments individually, analyzing the effects of continuing growth on each department, and the corresponding challenges that accompany such growth.

Although not an officially stated policy, the City of Ramsey provides high quality service and responsive customer service to its residents and businesses. With this in mind, the staffing levels recommended are intended to continue this approach, with the caveat that continuing to meet high service demands with good response times may require moderate tax increases. As a first step, creating a vision for the future, including a discussion of desired service levels needs to take place. Conclusions from those sessions may modify the recommendations below.

General Government

The chart shown on the following page illustrates the total expenditures and staffing numbers for General Government functions, as projected for the 50,000 population scenario.

Operating Structure

One issue that the City will face as it grows in size and complexity is the structure it uses to govern in general, and in particular, the process it uses to make decisions. Currently, the City operates with a City Administrator in a statutory Plan A form of government. This form provides for day to day management of the operations via a chief administrator, but reserves key decisions regarding hiring, contracts and various operations to the City Council.

Many, if not most, small communities have this type of governance structure. When decisions are few and the complexity of the decisions is limited, this approach works well. As the scope of city operations expands, the dependence on Councilmembers or Council Committees for administrative decisions can become problematic. The need for quick decisions and the availability of Councilmembers for increasingly numerous meetings are two of the most frequent problems encountered.

Many cities address these issues either by changing the structure or changing the authority granted to the City Administrator. In most cities over 50,000 population, the city operates with a structure that provides the Chief Administrator full authority over operations, including hiring and contract approval up to a certain size. This must be accomplished in accordance with Minnesota Statutes, either by amending the City's Charter or by opting to operate as a Statutory Plan B city, commonly called the "City Manager" form.

Ramsey will certainly confront these issues; in fact, there has been some discussion about this already. It would be wise to continue these discussions and set forth a plan so that any change can coincide with other organizational

and governance changes planned for the future. Obviously, due to the nature of the Chief Administrator’s job, this can have political ramifications. Therefore, one option to consider may be to determine the change to be made, and then designate an implementation date at some future time. This has the advantages of advance planning combined with a period of adjustment.

General Government - 50,000 Projection	Year	Year	Year	Year	Year	Year
	2006	2010	2015	2020	2025	2030
	Budget	Budget	Budget	Budget	Budget	Budget
Beginning Personnel - F.T.E.	22.77	28.50	36.00	43.00	44.50	45.25
Ending F.T.E.	22.75	30.50	37.25	44.25	44.50	45.25
EXPENDITURE PROJECTIONS						
Personnel	1,560,939	2,333,684	3,262,469	4,415,584	5,196,007	6,088,568
Supplies and Materials	106,800	163,554	229,987	313,187	380,879	491,003
Other Services & Charges	847,160	1,297,348	1,824,309	2,484,265	3,021,210	3,894,738
Capital Outlay	29,400	45,023	63,311	86,214	104,849	135,164
Transfers to ERF	81,566	124,911	175,648	239,189	290,887	374,992
Debt Service	-	-	-	-	-	-
TOTAL BUDGET	2,625,865	3,964,521	5,555,724	7,538,439	8,993,831	10,984,465

Administrative Services

The City’s Administrative Services Department has 8.6 FTEs, with an annual budget of \$795,000. It provides administrative oversight and support for all City departments, including human resources, records maintenance, information technology and general administration. This department, due to the responsibilities for organizational direction and oversight merits considerable review and consideration as the city grows.

Administrative Support

One element of the administrative structure that Ramsey should consider is the creation of a single, dedicated support position for the City Administrator. This function is currently dispersed among a number of existing staff. The position we suggest is more than a traditional departmental secretary. It would more fittingly be described as an executive assistant. Along with clerical functions, this position would have higher level discretionary duties. In a rapid growth environment, activity is guaranteed to increase. Organizational skills and confidentiality will be required, especially in support of the many real estate and development activities anticipated. A dedicated support person for the administrator is the norm in larger cities for good reason. This position should be hired in 2007.

Communications

Another position that should be carefully considered for the future as part of the Administrative Services Department is the position of Communications Coordinator. As the City grows, both external and internal communications will be increasingly important. A dedicated position should be considered with sole responsibility for all facets of communications. This job function should not be merely one administrative assignment among several. The City will

find, as others have, that once this resource is available to staff and Council, communication projects will increase to consume all available hours.

Additionally, this position should be viewed as a management support position and not a position on the “city management” track. The market has been deep with qualified communications professionals and Ramsey should be able to attract top candidates.

City Clerk

The City may wish to look into the reorganization of the City Clerk’s function. The traditional duties generally associated with this position are spread among various staff members. The move to the new facility and the need for expanded reception and front desk staffing may provide some efficiencies and consolidation options. Traditionally, the primary functions of the Clerk’s office include Elections and Voter Registration and Official Records Retention.

Human Resources Division

The Human Resources Division provides for the city’s needs with two full-time staff – a Human Resources Manager and a technician. The expansion of staff projected over the next several years will bring with it an increasing workload with increasing complexity in the human resource area. To meet these needs, an additional Human Resources Technician will likely be needed around 2009.

IT Division

Ramsey has a full-time IT Manager, as well as a full-time support position that manages the website, the document imaging system and serves as back-up for general IT support. Ramsey is a member of LOGIS, which provides network connection and wellness as well as application support for various financial, building inspection, and GIS systems. The total for various technology/software licensing and support contracts in 2006 was \$256,072.

Information Technology needs continue to develop in nearly every organization, public and private, and the City of Ramsey is no exception. To this end, we recommend that the City continue developing its IT strategic plan to address its specific needs in the coming years. This plan should include elements identifying the capabilities desired by the City, the hardware and software needed to implement these programs, the staffing needed to maintain and support them, and the training needed to maximize the effectiveness of the enhanced capabilities.

It is likely that the City will need to add a dedicated GIS position in the near future. Shortly thereafter another IT position will be needed, with a focus on web design and development. An additional position may be needed to support the City’s increasing IT investments as they progress.

These investments should focus on increasing the efficiency and effectiveness of the City’s service delivery. Website development should make it easy for residents to get information and do business with the City. The City’s own

information systems should integrate the City's departments, allowing them to get needed information quickly and efficiently.

These systems will be of limited effectiveness if employees are not comfortable using them. Included with any new technology investment should be the training necessary to make the affected staff competent and comfortable using the new systems.

Administrative Services - 50,000 Projection		2006	2010	2015	2020	2025	2030
	Beginning Personnel - F.T.E.	8.60	10.75	13.75	16.25	17.00	17.25
Total Department	Ending F.T.E.	8.60	11.75	14.25	16.75	17.00	17.25
	Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
Total Dept. Ratio	F.T.E./1,000 population	0.348	0.347	0.345	0.343	0.344	0.345

		2006	2010	2015	2020	2025	2030
EXPENDITURE PROJECTIONS	Budget						
101-10-P	Personnel	653,224	1,004,501	1,412,256	1,924,419	2,264,227	2,663,460
101-10-S	Supplies and Materials	19,000	29,097	40,915	55,717	67,759	87,351
101-10-O	Other Services & Charges	115,215	176,441	248,109	337,864	410,889	529,690
101-10-01-30-4600	Capital Outlay		-	-	-	-	-
101-10-01-30-4650	Transfers to ERF	7,869	12,051	16,945	23,076	28,063	36,177
101-10-C	Debt Service						
TOTAL BUDGET		795,308	1,222,090	1,718,226	2,341,075	2,770,938	3,316,678

Finance Department

The Finance Department consists of approximately four and a one half full-time equivalent staff (FTE), with a budget of approximately \$355,000. The department oversees a general fund with annual revenue approaching nine million dollars.

As the City of Ramsey continues to grow, demands on its Finance Department will increase in both volume and scope. When the City's financial operations grow in size, they also grow in complexity. In addition, large projects are likely to draw resources away from the department's routine operations. For example, it is likely that the department will become more involved in Town Center negotiations as that project expands.

The department will likely need to add staff to meet increasing demands driven by growth. Technology may forestall some increase in staff, but the volume of work projected will require additional personnel.

Two full-time billing clerks will be needed to process the City's water and sewer billing requirements; these positions will allow the department's other staff to concentrate their efforts on other department needs. Adding a new member to the staff every two years should allow the department to keep up with its increased workload.

In addition to staffing needs, the department will require direction and planning to help it focus on those issues most important to the City. A set of "Core Financial Values" should be developed to guide staff. These values should include guidance on such things as the definition of a "modest" tax increase. In addition, efforts should be made to reduce the General Fund's dependence on building permit revenues, as well as reducing the need for interfund transfers to

balance the budget. Finally, the City would be well-served to update its Fiscal Impact Study on an annual basis, to assure that decisions are made with the best information possible.

Finance Department - 50,000 Projection		2006	2010	2015	2020	2025	2030
	Beginning Personnel - F.T.E.	4.62	5.75	7.25	8.75	9.00	9.00
	Ending F.T.E.	4.62	6.25	7.50	9.00	9.00	9.00
	Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
	F.T.E./1,000 population	0.187	0.184	0.181	0.185	0.182	0.180

		2006	2010	2015	2020	2025	2030
EXPENDITURE PROJECTIONS		Budget	Budget	Budget	Budget	Budget	Budget
101-50-P	Personnel	311,332	474,035	659,444	917,372	1,063,485	1,232,871
101-50-S	Supplies and Materials	2,700	4,135	5,814	7,918	9,629	12,413
101-50-O	Other Services & Charges	41,300	63,247	88,937	121,111	147,287	189,873
101-50-01-30-4600	Capital Outlay		-	-	-	-	-
101-50-01-30-4650	Transfers to ERF		-	-	-	-	-
101-50-C	Debt Service						
TOTAL BUDGET		355,332	541,417	754,196	1,046,400	1,220,402	1,435,157

Community Development Department

The Community Development Department is split into two areas: Planning and Zoning and Building Inspection. The Department currently employs fourteen and a one quarter full-time equivalent staff. The department is responsible for the City's comprehensive planning efforts and the administration of its building and zoning codes. The budget for the department is \$1,071,349, which is split between the General Government and Public Safety portions of the City Budget. Planning and Zoning is listed under general government, while building inspection is listed under public safety.

Ramsey's rapid expansion brings with it the need for more resources to help manage the City's growth. In the near term, the addition of an Assistant Building Official with expertise in plumbing inspections should be considered in 2008. A Planner will likely be needed by 2009 to focus on the City's building code and ordinances.

Planning & Zoning 50,000-Projection		2006	2010	2015	2020	2025	2030
	Beginning Personnel - F.T.E.	7.25	9.25	11.50	13.75	14.25	14.50
	Ending F.T.E.	7.25	9.75	12.00	14.00	14.25	14.50
	Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
	F.T.E./1,000 population	0.294	0.288	0.290	0.287	0.289	0.290
		2006	2010	2015	2020	2025	2030
EXPENDITURE PROJECTIONS		Budget	Budget	Budget	Budget	Budget	Budget
101-25-P	Personnel	376,218	569,449	812,490	1,098,881	1,296,653	1,529,547
101-25-S	Supplies and Materials	6,700	10,260	14,428	19,647	23,894	30,803
101-25-O	Other Services & Charges	101,750	155,821	219,113	298,378	362,869	467,786
101-25-01-30-4600	Capital Outlay		-	-	-	-	-
101-25-01-30-4650	Transfers to ERF	1,322	2,025	2,847	3,877	4,715	6,078
101-25-C	Debt Service						
TOTAL BUDGET		485,990	737,555	1,048,877	1,420,783	1,688,130	2,034,214

Building Inspection-50,000 Projection		2006	2010	2015	2020	2025	2030
	Beginning Personnel - F.T.E.	7.00	9.00	11.25	13.50	14.00	14.00
Total Department	Ending F.T.E.	7.00	9.75	11.75	13.75	14.00	14.25
	Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
Total Department Ratio	F.T.E./1,000 population	0.284	0.288	0.284	0.282	0.283	0.285
	Beginning Personnel - F.T.E.	2.50	2.50	4.00	4.75	5.00	5.00
Administrative Support	Ending F.T.E.	2.50	3.25	4.25	5.00	5.00	5.00
EXPENDITURE PROJECTIONS		2006	2010	2015	2020	2025	2030
	Budget	Budget	Budget	Budget	Budget	Budget	Budget
101-60-P	Personnel	489,154	766,834	1,071,323	1,453,354	1,715,469	2,024,211
101-60-S	Supplies and Materials	22,300	34,150	48,022	65,394	79,528	102,522
101-60-O	Other Services & Charges	37,950	58,117	81,723	111,287	135,340	174,472
101-60-01-30-4600	Capital Outlay	28,000	42,879	60,296	82,109	99,856	128,727
101-60-01-30-4650	Transfers to ERF	7,955	12,182	17,131	23,328	28,370	36,572
101-60-C	Debt Service						
TOTAL BUDGET		585,359	914,163	1,278,495	1,735,472	2,058,563	2,466,505

Legal Services

Legal services are currently provided by contract service providers. As the city grows, nearly every department will need more help and faster response time in this area. As part of the recommended development of a strategic plan, the City should ask: Can the City's current legal firm provide the needed service capacity? What are they doing to improve their service delivery? What options for additional service does the City have available to it?

As the size and complexity of the City's operations grows, so do the legal services needed by each of its departments. The City should examine its current legal services arrangements, to assure that required service levels can be delivered as the City's demands increase.

Building Maintenance

The Building Maintenance Department consists of 2.3 full-time equivalent staff, with a total budget of \$244,843. The Department is responsible for the maintenance and upkeep of the City's buildings. As illustrated below the number of maintenance positions is projected to increase from 2.3 to 4.5 as dictated by the increase in population. However, the City may also want to consider adding additional staff as buildings and facilities are constructed, so as to maintain the current ratio of FTE's per s.f. of maintained space.

Building Services	Beginning Personnel - F.T.E.	2.30	2.75	3.50	4.25	4.25	4.50
	Ending F.T.E.	2.30	3.00	3.75	4.25	4.50	4.50
	Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
	F.T.E./1,000 population	0.093	0.089	0.091	0.087	0.091	0.090
EXPENDITURE PROJECTIONS		2006	2010	2015	2020	2025	2030
	Budget	Budget	Budget	Budget	Budget	Budget	Budget
101-15-P	Personnel	110,645	162,433	235,380	309,253	379,598	440,058
101-15-S	Supplies and Materials	11,000	16,845	23,688	32,257	39,229	50,571
101-15-O	Other Services & Charges (less Fleet & Facility Maint.)	87,475	133,960	188,372	256,517	311,960	402,158
101-15-01-30-4600	Capital Outlay	-	-	-	-	-	-
101-15-01-30-4650	Transfers to ERF	35,723	54,706	76,927	104,756	127,398	164,233
101-15-C	Debt Service						
TOTAL BUDGET		244,843	367,945	524,368	702,784	858,185	1,057,021

Public Safety

The chart shown below illustrates the total expenditures and staffing numbers for Public Safety, as projected for the 50,000 population scenario. Public Safety includes the Police Department, Fire Department, and Building Inspection Department (discussed above). It also includes other non-employee departments which have been factored into the expenditure projections, but will not be discussed. These departments include, civil defense, animal control etc.

Public Safety-50,000 Projection	Year	Year	Year	Year	Year	Year
	2006	2010	2015	2020	2025	2030
	Budget	Budget	Budget	Budget	Budget	Budget
Beginning Personnel - F.T.E.	44.08	56.50	71.00	84.50	88.00	89.00
Added F.T.E.	-	4.01	2.82	2.62	0.21	0.30
Ending F.T.E.	44.00	60.50	73.75	87.00	88.00	89.25
EXPENDITURE PROJECTIONS						
Personnel	2,915,740	4,476,494	6,328,420	8,600,653	10,115,035	11,893,636
Supplies and Materials	357,645	547,700	770,167	1,048,780	1,275,462	1,644,239
Other Services & Charges	311,045	476,337	669,817	912,128	1,109,274	1,430,000
Capital Outlay	262,700	402,301	565,709	770,358	936,862	1,207,738
Transfers to ERF	306,126	468,804	659,224	897,703	1,091,731	1,407,385
Debt Service	32,804	36,795	42,916	49,502	57,260	67,482
TOTAL BUDGET	4,186,060	6,408,431	9,036,253	12,279,124	14,585,623	17,650,481

Police Department

The Ramsey Police Department currently consists of 21 licensed officers including the Chief of Police, one Captain, three Patrol Sergeants, one Support Services Sergeant, two Investigator and 13 Patrol Officers. The Police Department also employs a full-time Crime Prevention Specialist, two full-time Community Service Officers, 15 Reserve Volunteers and two and one-half office support staff. Its 2006 budget was approximately \$2.6 million.

Survey analysis indicates that most metro area communities maintain a one officer per thousand population staffing level. Federal Bureau of Investigation data tracking national staffing levels show averages of 1.25 to 1.4 officers per thousand. The Midwest, and Minnesota in particular, have tended to be lower. The city of Ramsey can expect that as it approaches a population of 50,000, it will have approximately 50 sworn officers. How those officers are used and what capabilities the department may need will likely change as the city grows.

The shape of the Ramsey Police Department will be affected by three major factors: development characteristics, demographics, and policing philosophy.

Development Characteristics

The City of Ramsey's current pattern of upscale commercial development along the Highway 10 corridor will impact the nature of police work in the City. Police activity associated with entertainment venues typically create a need for more intense scheduling during certain periods of the day and the increase in business activity will require capabilities in white collar crime, identity theft, and a host of other categories different from police calls generated in a residential environment.

As the corridor develops, traffic enforcement will become a high priority as it has in virtually all of the Twin Cities. The doubling of the population in Ramsey and the development of the entertainment and commercial sites that attract people from outside the community will effect the perceptions and life style of every citizen. The pressure on the City to control the traffic will be significant.

As with the commercial development the characteristics of the housing stock will also impact police work. Characteristics and volumes of calls from rental property differ from the calls received from owner occupied housing. In many metro communities the police have begun to work with rental property owners to qualify and track housing applicants, especially those with a history of problems.

As the city continues its high quality customer service approach it can expect that the police department will be asked to increase its prevention efforts in new and larger communities of interest.

Demographics

The age of the city's population will also shape the personality of the department. Older populations tend to generate more health-related emergency calls. Populations with school age and adolescent children tend to have higher property crime rates. The projections for Ramsey are that the community will attract families with children. Many cities dedicate police reserves to activities and associations that allow for police contact with younger populations. Police-school liaison programs, safety camps, neighborhood watch groups and "Community Policing" strategies are examples of this effort. Perceptions of community safety are often times driven by the contact residents have with the police outside of their regulatory function. Strategies to increase those efforts will be important for Ramsey's future.

The cultural, racial and economic diversity of the metropolitan area has increased as the population has grown. Many Police Departments are experiencing the need for cultural awareness and sensitivity that was not apparent 10 to 15 years ago. Language resources other than English are required for many departments to effectively operate in this environment. Training and staffing will be impacted by these conditions.

Philosophy

Finally, the factor of "Policing Philosophy" should be addressed. The City of Ramsey's Police Department will be a reflection of the decisions the City Council makes on level and quality of service. Will the department answer all calls received, or just certain categories? Will a "Community Policing" approach be the emphasis? How active are the police expected to be outside their normal regulatory duties? These questions will shape the size and nature of the Police Department and should be part of the city's future planning efforts.

Police Department 50,000 Projection		2006	2010	2015	2020	2025	2030
	Beginning Personnel - F.T.E.	26.50	34.00	42.75	50.75	53.00	53.50
Total Department	Ending F.T.E.	26.50	36.25	44.50	52.25	53.00	53.75
	Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
Total Department	F.T.E./1,000 population	1.074	1.070	1.077	1.071	1.073	1.075
	Beginning Personnel - F.T.E.	24.00	30.75	38.75	46.00	47.75	48.50
Service Positions	Ending F.T.E.	24.00	33.00	40.25	47.50	48.00	48.50
Admin Support Positions	F.T.E.	2.5	3.3	4.3	4.8	5.0	5.3
Admin Support Ratio		0.1	0.1	0.1	0.1	0.1	0.1

EXPENDITURE PROJECTIONS		2006	2010	2015	2020	2025	2030
		Budget	Budget	Budget	Budget	Budget	Budget
101-80-P	Personnel	1,964,281	3,024,229	4,303,807	5,858,213	6,888,757	8,098,967
101-80-S	Supplies and Materials	170,495	261,097	367,151	499,970	608,033	783,835
101-80-O	Other Services & Charges	122,955	188,294	264,776	360,561	438,492	565,274
101-80-01-30-4600	Capital Outlay	197,000	301,687	424,228	577,695	702,557	905,689
101-80-01-30-4650	Transfers to BRF	152,089	232,910	327,515	445,995	542,392	699,215
101-80-C	Debt Service	32,804	36,795	42,916	49,502	57,260	67,482
TOTAL BUDGET		2,639,624	4,045,013	5,730,393	7,791,937	9,237,491	11,120,461

Fire Department

The Fire Department employs a full-time Chief, a Fire Marshal and one FTE secretary. In addition, there is a paid-on-call command structure that includes: two Assistant Chiefs, two Captains, four Lieutenants and a Training Officer. This group oversees a paid-on-call department of approximately 30 firefighters.

Recommendations concerning the size and structure of the Ramsey Fire Department are hard to make as are comparisons to other communities. What is well known is that full time departments are generally three to four times more expensive than paid-on-call departments and that most paid-on-call departments are able to maintain acceptable ISO Fire Ratings. ISO ratings are important because they affect the insurance premiums of property owners within the city.

Ramsey's current deployment, with a full time Chief, a Fire Marshal and office support is a common staffing structure. The volume of administration and reporting activity required to run even a small suburban department generally requires, at a minimum, a full time chief. The increased need for fire inspection services as growth continues can be addressed in a variety of ways including use of trained paid-on-call personnel, contracting out in peak times or adding additional staff.

A greater difficulty may be maintaining adequate staff to handle daytime response. Many suburban departments have found this a difficult issue, and as the volume of development increases in Ramsey its responsibility to provide adequate fire services during those hours will likely be stressed. The use of existing City employees in a dual role, recruitment and partnership programs with local employers and blended full and paid-on-call departments are common responses to this problem.

The table on the following page describes the transition from a department with a current full-time equivalent staffing (including all regular and paid on call employees) from 10.58 to 21.50 – roughly matching the growth rate of the city over the study period.

Fire Department-50,000 Projection		2006	2010	2015	2020	2025	2030
	Beginning Personnel - F.T.E.	10.58	13.50	17.00	20.25	21.00	21.50
Total Department	Ending F.T.E.	10.58	14.50	17.75	21.00	21.25	21.50
	Beginning Personnel - F.T.E.	1.00	1.00	1.50	1.75	2.00	2.00
Admin. Support	Ending F.T.E.	1.00	1.25	1.75	2.00	2.00	2.00

EXPENDITURE PROJECTIONS		2006	2010	2015	2020	2025	2030
		Budget	Budget	Budget	Budget	Budget	Budget
101-60-P	Personnel	395,920	610,715	866,673	1,188,672	1,394,402	1,635,512
101-60-S	Supplies and Materials	114,200	174,887	245,923	334,887	407,269	525,024
101-60-O	Other Services & Charges (less Fleet & Facility Maint.)	104,240	159,634	224,475	305,680	371,749	479,234
101-60-01-30-4600	Capital Outlay	10,200	15,620	21,965	29,911	36,376	46,894
101-60-01-30-4650	Transfers to BRF	133,607	204,607	287,715	391,797	476,480	614,246
101-60-C	Debt Service						
TOTAL BUDGET		758,167	1,165,463	1,646,750	2,250,948	2,686,276	3,300,908

Public Safety Department

We were asked to respond to the idea of creating a public safety department in the future, and specifically, whether the consolidation of fire and police departments has merit. It is our experience that many communities explore this at some point during their evolution; but not many follow through and create a consolidated department.

The reasons for this vary; however, in general, it usually comes down to political, organizational and/or community will. Each situation is different; therefore it is impossible to generalize about the reasons why a particular community took action. We can say that in most cases, the impetus for considering this is rooted in a desire for efficiency and coordinating the common elements of emergency response.

Because public safety usually represents the largest expenditures in most local government budgets, cities logically examine ways to economize. In some cases, this also includes a consolidation with emergency dispatch services. As Ramsey grows both in size and complexity, it will be important to continually review ways to more efficiently deliver services.

In the public safety area, like all departments, we favor establishing expectations within the management structure that require periodic, detailed examination of alternate service delivery approaches, which would include reorganization or consolidation. This approach would enable the city to anticipate the discussion, frame it in terms of good management practice, and allow all parties to the discussion the opportunity to participate.

Public Works

The chart below illustrates the total expenditures and staffing numbers for Public Works, as projected for the 50,000 population scenario. Public Works is divided into two divisions, Engineering and Operations. Operations includes the Street Maintenance Division, Park Maintenance Division, Utility Maintenance, and Snow and Ice Removal. Snow and Ice removal is a non-staff budgeted department, and thus, is not illustrated.

P/W Operations & Engineering-50,000 Projection	2006 Budget	2010 Budget	2015 Budget	2020 Budget	2025 Budget	2030 Budget
Beginning Personnel - F.T.E.	21.68	27.75	34.75	41.75	43.00	43.25
Added F.T.E.	-	1.40	1.08	0.77	0.38	0.49
Ending F.T.E.	21.50	29.00	35.75	42.50	43.25	43.50
EXPENDITURE PROJECTIONS						
Personnel	1,434,360	2,053,521	2,896,309	3,913,705	4,618,809	5,449,238
Supplies and Materials	166,050	254,290	357,579	486,935	592,181	763,399
Other Services & Charges	553,350	847,405	1,191,606	1,622,678	1,973,401	2,543,974
Capital Outlay	263,000	402,760	566,355	771,238	937,932	1,209,118
Transfers to Equipment Replacement Fund (ERF)	117,792	180,388	253,658	345,421	420,079	541,538
Debt Service	1,134	1,278	1,491	1,709	1,995	2,283
TOTAL BUDGET	2,535,686	3,739,642	5,266,997	7,141,685	8,544,396	10,509,549

P/W Operations-50,000 Projection	2006 Budget	2010 Budget	2015 Budget	2020 Budget	2025 Budget	2030 Budget
Beginning Personnel - F.T.E.	15.18	19.50	24.25	29.25	30.00	30.25
Added F.T.E.	-	1.40	1.08	0.77	0.38	0.49
Ending F.T.E.	15.00	20.75	25.25	30.00	30.25	30.50
EXPENDITURE PROJECTIONS						
Personnel	1,006,070	1,386,075	1,950,611	2,642,968	3,116,790	3,674,501
Supplies and Materials	237,850	364,245	512,196	697,486	848,240	1,093,493
Other Services & Charges	645,070	987,865	1,389,120	1,891,643	2,300,500	2,965,649
Capital Outlay	420,000	851,204	1,196,949	1,629,953	1,982,249	2,555,381
Transfers to Equipment Replacement Fund (ERF)	187,594	287,283	403,972	550,112	669,013	862,446
Debt Service	1,134	1,278	1,491	1,709	1,995	2,283
TOTAL BUDGET	2,497,718	3,877,951	5,454,339	7,413,872	8,918,787	11,153,752

The combined budget of these groups was approximately \$2.5 million in 2006. The primary responsibilities of the department include the design, construction and maintenance of streets, maintenance of parks, water and sewer services, and storm water management.

The data from comparable communities suggests that Ramsey, at 50,000 in population, will have around 0.8 service workers per 1,000 residents. Across the metro one sees a variation in the numbers that does not track exactly with the total population. Some of the factors contributing to this variation include:

- Miles of street, sewer, and water service requiring maintenance;
- Commercial and retail property, and their maintenance standards for public access and common areas;
- Street reconstruction programs;
- Environmental characteristics, water and drainage activities.

In the focus group of City Administrators who had managed fast growth, high quality cities in the metro area, all agreed that it was critical for the City to maintain a clean and attractive appearance. That job falls primarily on the public works department. The City's investment in its infrastructure will influence private investment in private property. A common belief in local government circles that well maintained streets with curb and gutter construction are the greatest influence on housing upkeep and neighborhood appearance. As the City proceeds with the Town Center development as a high quality identity for Ramsey, equal attention should be given to the long-term attractiveness of its street system and neighborhoods.

Ramsey Council members frequently commented on the importance of open space and environment in the community. As the population grows the City can expect to experience an increase in requests for recreational space, trail systems and environmental protection. There likely will be a tension between development interests and environmental interests in the community. Resident requests for increased recreational land, year round maintenance of trail systems, holding pond maintenance and the creation of "conservation" land may all impact the character and resources of the public works department.

Issues that arose during the course of this study concerning the management structure of the department have already been addressed. Springsted recommended, and the City has concluded, the public works and fire department leadership functions should be separated.

Finally, it is worth noting that individual public works employees are often the City's most frequently called upon ambassadors. Their contact with the public is frequent and varied. Citizen perceptions of the quality and efficiency of a local government are often shaped by this contact. For the Ramsey council to maintain a high quality customer service philosophy, the training, quality and organizational knowledge of the public works employees is critical.

Engineering - 50,000 Projection		2006	2010	2015	2020	2025	2030
	Beginning Personnel - F.T.E.	6.50	8.25	10.50	12.50	13.00	13.00
Total Dept.	Ending F.T.E.	6.50	9.00	11.00	12.75	13.00	13.25
	Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
Total Dept. Ratio	F.T.E./1,000 population	0.263	0.266	0.266	0.261	0.263	0.265
	Beginning Personnel - F.T.E.	1.00	1.00	1.50	1.75	2.00	2.00
Admin. Support	Ending F.T.E.	1.00	1.25	1.75	2.00	2.00	2.00
EXPENDITURE PROJECTIONS		2006	2010	2015	2020	2025	2030
	Budget	Budget	Budget	Budget	Budget	Budget	Budget
101-40-P	Personnel	428,290	667,446	945,698	1,270,738	1,502,018	1,774,736
101-40-S	Supplies and Materials	14,100	21,593	30,364	41,348	50,285	64,823
101-40-O	Other Services & Charges	45,850	70,215	98,735	134,453	163,514	210,791
101-40-01-30-4400	Capital Outlay	17,000	26,034	36,608	49,852	60,627	78,156
101-40-01-30-4650	Transfers to ERF	7,089	10,856	15,266	20,788	25,281	32,591
101-40-C	Debt Service						
TOTAL BUDGET		512,329	796,144	1,126,671	1,517,179	1,801,725	2,161,098

Street Maintenance - 50,000 Projection

	2006	2010	2015	2020	2025	2030
Beginning Personnel - F.T.E.	8.00	10.25	12.75	15.50	15.75	16.00
Ending F.T.E.	8.00	11.00	13.50	15.75	16.00	16.25
Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
F.T.E./1,000 population	0.324	0.325	0.327	0.323	0.324	0.325

		2006	2010	2015	2020	2025	2030
EXPENDITURE PROJECTIONS		Budget	Budget	Budget	Budget	Budget	Budget
101-70-P	Personnel	356,454	551,639	784,842	1,061,488	1,250,088	1,471,839
101-70-S	Supplies and Materials	93,400	143,033	201,131	273,892	333,091	429,398
101-70-O	Other Services & Charges	481,100	736,760	1,036,020	1,410,808	1,715,737	2,211,812
101-70-01-30-4600	Capital Outlay	246,000	376,726	529,746	721,386	877,305	1,130,962
101-70-01-30-4650	Transfers to ERF	110,703	169,531	238,392	324,632	394,798	508,947
101-70-C	Debt Service	1,134	1,278	1,491	1,709	1,995	2,283
TOTAL BUDGET		1,288,791	1,978,969	2,791,623	3,793,915	4,573,014	5,755,239

Park Maintenance

	2006	2010	2015	2020	2025	2030
Beginning Personnel - F.T.E.	7.00	9.00	11.25	13.50	14.00	14.00
Ending F.T.E.	7.00	9.75	11.75	13.75	14.00	14.25
Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
F.T.E./1,000 population	0.284	0.288	0.284	0.282	0.283	0.285

		2006	2010	2015	2020	2025	2030
EXPENDITURE PROJECTIONS		Budget	Budget	Budget	Budget	Budget	Budget
101-90-P	Personnel	532,277	834,436	1,165,769	1,581,479	1,866,702	2,202,662
101-90-S	Supplies and Materials	85,900	131,548	184,981	251,898	306,343	394,917
101-90-O	Other Services & Charges	137,570	210,676	296,249	403,419	490,613	632,465
101-90-01-30-4900	Capital Outlay	174,000	474,478	667,203	908,568	1,104,944	1,424,419
101-90-01-30-4650	Transfers to ERF	76,891	117,751	165,580	225,480	274,215	353,499
101-90-C	Debt Service						
TOTAL BUDGET		1,006,638	1,768,889	2,479,781	3,370,844	4,042,817	5,007,963

Utility Maintenance - Funded by Water and Sewer Utility Funds

	2006	2010	2015	2020	2025	2030
Beginning Personnel - F.T.E.	2.00	2.50	3.25	4.00	4.00	4.00
Total Dept. Ending F.T.E.	2.00	2.75	3.25	3.75	4.00	4.25
Projected Population	24,680	33,880	41,330	48,780	49,387	49,997
Total Dept. Ratio F.T.E./1,000 population	0.081	0.081	0.079	0.077	0.081	0.085

		2006	2010	2015	2020	2025	2030
EXPENDITURE PROJECTIONS		Budget	Budget	Budget	Budget	Budget	Budget
101-40-P	Personnel	236,170	365,491	500,741	669,803	828,251	1,020,181
101-40-S	Supplies and Materials	202,150	309,574	435,318	592,797	720,923	929,366
101-40-O	Other Services & Charges	646,708	990,374	1,392,647	1,896,447	2,306,342	2,973,179
101-40-01-30-4400	Depreciation	896,085	1,372,272	1,929,666	2,627,735	3,195,690	4,119,666
101-40-01-30-4650	Administrative Transfer	35,000	53,599	75,370	102,636	124,820	160,909
101-40-C							
TOTAL BUDGET		2,016,113	3,091,309	4,333,742	5,889,419	7,176,026	9,203,301

Parks and Recreation

Park and Recreation services in Ramsey are limited primarily to facility and grounds maintenance. Recreational programming is provided by the Ramsey Youth Athletics Association, a volunteer organization. The total operating budget and capital expenditures for Park and Recreation (which includes environmental services) amounted to approximately \$1,109,980 in 2006.

Demands on the City's parks and recreation programs will continue to expand with the growth of the City. A separate Parks and Recreation Department will likely be required due to citizen demands and preferences. We encourage the City to embark on a focused effort to study the establishment of a dedicated department. The size and scope of the department should be guided by assessing the types of programming and services desired by the community. Surveys and focus groups should be developed to gauge public interest in recreation programs, arts programs, a community center, and related services.

To meet its parks and recreation needs, the City should add a staff position for recreational programming and youth athletics in 2007 to replace or assist the Ramsey Youth Athletics Association. A maintenance position will likely be needed around 2008, and again in 2010. As part of the overall evaluation, the City should examine the appropriateness of adding a part-time Program Assistant to provide senior activities. Finally, the City should review its current expenditures on Community Education, and determine whether those services might be better provided by a full-time employee. Depending upon the results of this study, the current service level may be able to be expanded.

6. Service Levels

The City requested that the study provide an analysis of current service levels and make recommendations regarding future service delivery and levels of service. To accomplish this, it was necessary to document the current situation and make a determination regarding the types and level of service desired in the future.

Unfortunately, there is no objective documentation regarding the level of service currently being provided. This is not uncommon; however, in order to accurately assess current service delivery, performance measurement data is required. Additionally, the lack of current data makes it difficult to recommend service level changes or enhancements for the future. In order to address this situation, we recommend that the City do the following:

1. Begin the process of developing performance measurement data for each service area at the program or activity level. The International City/County Management Association's Center for Performance Management is an excellent source of information regarding performance indicators and the process of measuring government performance. Other measurement indicators and standards are available through various professional societies, such as the National Recreation and Parks Association and the International Association of Chiefs of Police.
2. Conduct a meeting or series of meetings devoted to the question of service delivery and the quality of services to be delivered. As mentioned elsewhere in this report, it would be preferable for this discussion to be connected with a city visioning process so that the citizens of the community could help set expectations, and thereby the level of service delivered.

Although no recommendation is made regarding specific service levels or methods of delivery, the information on the following pages is provided to give the City a sense of the types of services and programs provided by cities over 50,000 population. This is offered as a reference to guide decision making and to alert the City regarding typical expansion of departments. This information was drawn from budgets of cities in the Twin Cities metropolitan area:

Mayor-Council

- Personal Expenses
- Insurance Benefits
- Training & Conferences
- Advisory Commission Expenses (if not accounted for separately) – Typically, commissions/committees grow to include one or more of the following: Human Rights, Capital Long Range Improvement, Environmental, Communications, Economic Development & Redevelopment (varying types, including business-only membership), Utilities (depending upon the situation), and various special interest task forces and committees unique to a given locality.

Administration

- General administration/oversight
- Policy development
- Council support
- Various support to committees and commissions
- Communications
 - Newsletter, cable television, press relations, internal communications

Human Resources

- Compliance
- Recruitment
- Selection
- Performance management
- Policies and procedures
- Records management
- Training

Information Technology

- Planning
- Contract management
- Policy and procedures
- Technical support
- Evaluation

City Clerk

- Official Records Management
- Elections and Voter Registration
- Council Support

Legal

- General Counsel
- Civil
- Criminal
- Coordination of outside counsel
 - Labor, real estate, specialized defense

Community Development

- Planning
- Zoning
- Economic Development
- Housing and Redevelopment Authority
- Protective Inspections
 - Various types – performed in-house
- Fire/Life Safety Inspections
 - Could be in or coordinated with Fire Dept.

Finance

- Administrative
- Accounts Payable/Receivable
- Treasury (Investments, bonding, insurance)
- Payroll
- Utility Billing
- Special Assessments
- Enterprise Accounting
- Assessing (depending upon the situation and historical structure)

Police

- Administrative Services
 - Report processing, administrative support, compliance
- Patrol
- Investigations
- Crime Prevention
- Community Services/ Para professionals
- Emergency communications
- Animal Control
- Emergency preparedness
- School liaison
- K-9
- Training
- Detention facility
- Specialty areas: traffic, alcohol safety/awareness, drug task forces, SWAT – dependent upon local circumstances

Fire

- Administration (full time)
- Fire Suppression (paid on call blend)
- Fire Prevention
- Rescue
- Training

Public Works

- Administration
 - Oversight, contract administration, training
- Streets
 - Maintenance, sanitation, snow/ice removal
- Engineering
 - Design, inspection, plan review, contract coordination
- Utilities
 - Sewer, water, other
- Traffic control
- Storm Drainage
- Central garage

Parks and Recreation

- Administration
 - Planning, oversight, training
- Recreation
 - Instruction, events, programs, athletic program coordination
- Special facilities
 - Community center, arena, senior center, golf courses
- Park maintenance
 - Mowing, athletic fields, playground equipment, rinks, improvements, contract coordination

Central Services

- Building/facility maintenance
 - Contract coordination/in-house

7. Policy Considerations

In addition to the growth data and financial projections central to this study, the perceptions and opinions of the City Council, senior executives and other key staff were in multiple sessions and in various formats. In addition, we consulted with local government experts who have experienced similar fast-growth expansion periods in Minnesota.

This information forms the basis of a series of policy issues we raise for your consideration. While these policy issues are difficult to quantify, they will have a significant impact on the outcome of the City's implementation efforts. The topics described below were the focus of discussion in most of the group sessions. We believe they merit serious consideration as a complement to the forecasts and staffing recommendations.

Community Visioning

Visioning is mentioned below in relation to citizen input; however, we believe that establishing a vision is a specific, independent action that should be part of the next phase of the community's response to managing growth. Communities we surveyed felt that a shared vision becomes a powerful tool for Council and staff to justify decisions and garner support over the long term. A community direction achieved through a rigorous input process is easier to sustain and more difficult for naysayers to oppose.

There are many examples in the metropolitan area of how this might be done. Typically, they are most effective when survey information is coupled with the visioning process, and data on resident attitudes and issues of concern is available. We recommend that a visioning process should be moved to the top of the City's agenda. The City will be well served by the Council formally adopting a long term vision.

Financing for the Future

Financial forecasting and tax level implications have been dealt with in earlier sections of this report. A few comments from a long-term policy perspective however are important. All of the participants in our focus group strongly emphasized that quality costs money, and to maintain quality you must plan for adequate levels of expenditures. Once quality development occurs, quality maintenance needs to follow. High quality government services suggest a labor intensive, customer oriented philosophy that will require long-term resources.

Impressions of overall quality take time to develop or change. From all accounts, Ramsey currently enjoys a high level of citizen satisfaction with its services. To maintain that environment, the City will need to invest in quality efforts, from ongoing training of staff to superior maintenance of facilities. All of our focus group participants mentioned the benefits of setting aside the "bulge" in revenues from growth to fund future quality initiatives. To build the community reputation the Council has indicated it wants, dedicated, adequate resources will be required.

A “bulge” in revenues will present the City with flexibility, but also some important policy choices. In particular, how debt is used, policies/approaches to setting tax rates.

Ramsey as a “City of Choice”

A council member in the group discussion mentioned that he moved to Ramsey because of relatively inexpensive land. He also said he wanted to make Ramsey a “city of choice” because of the amenities and the attractiveness of the community to prospective residents. Ramsey has begun that transition with the development of the Town Center, and will have additional opportunities with the North Star line and an upgraded Highway 10.

It was observed in our focus group that people move to a city not because of good government, but because of what good government can do. Safety, cleanliness, appearance and high quality services are the “curb appeal” elements of that choice.

Citizen Input

The current size of Ramsey allows the City Council and staff to have a good understanding of the needs and desires of residents, as well as their satisfaction level with the services provided. At a population of 50-60,000 this will become much more difficult. In almost all cases, communities that are viewed as having successful growth have found ways to systematically invite input from their residents. The methods used are satisfaction surveys, town meetings, neighborhood meetings, and community visioning processes. Many communities use all of the above methods in concert.

It is vital to the credibility of the City’s efforts to have opportunities for citizens to give their individual input. We know from numerous satisfaction surveys that politically stable cities have residents who feel they are listened to and valued. We do not mean to imply that controversy will be diminished; quite the opposite is likely. The more forums for discussion you provide, the more diversity of opinion you will receive. These arguments, however, will tend to debate the merits of one course of action versus another, and not about whether the City values the opinions of its citizens.

Getting Ramsey’s Message Out

Communities experiencing rapid growth go through the best and worst of what local government is all about. Ramsey has the opportunity to make itself into a new community in appearance and style, and the options and excitement generated by the coming changes will be enjoyable and fulfilling. However,, changes in the status quo almost always elicit opposition. The forces of change in Ramsey have come quickly, and as a result, the staff resources devoted to getting the message out are limited by the need to deal with immediate issues and work load.

Our panel of administrators advised that communication with citizens during rapid growth is vital to maintain a community support group that will be the

City's best "cheerleaders." If the direction and the plans of the City are not well understood by the populace, rumors and misinformation will result. We recommend that Ramsey move to hire a communications professional in the short term. This individual should be responsible for coordinating the look and content of all official communications, as well as devising plans to increase the amount of information going to residents about development and the changes underway.

Council mentioned that they prefer to operate in an environment of "no surprises." Citizens tend to want the same thing. Dollars spent on delivering the message to neighborhoods and individual residents will be returned in the form of fewer questions to address and fewer "fires" of misinformation to extinguish. An added benefit will be the reinforcement of the "quality" perception Ramsey residents have of current services.

A Coordinated Message

As the city of Ramsey proceeds to create its new identity, attention should be given to the coordination of its message both in content and style. Many of the elements here are obvious: a uniform design and identity for all outgoing public information, the use of the same logo and color scheme by all departments and information that is coordinated to the mission and vision of the city.

In a fast-paced environment it is easy to overlook the need to keep all members of the Council and staff "on the same page." This need stretches across the entirety of the City's organization. As we have mentioned in other sections of this report, a City's line employees have more frequent contact and greater impact on residents than department heads and administrators combined. At its base, the internal communication program should be geared to make sure these employees understand what is going on and can act as the City's "ambassadors" on the street.

Communications programs, by their nature, are time-consuming and complex. The current Ramsey staff provides communication services to the best of its ability, given the resources available. The consensus from our roundtable discussion with city administrators was that it is important to start the communications effort in advance of, not behind, the anticipated growth.

Governance and Structure

As the city grows and the issues it faces become more numerous and complex, it is important to make sure that the organizational structure and decision-making processes keep pace. As mentioned in the report, the ability of the City Council to address both administrative as well as legislative issues will become increasingly difficult. By initiating discussions regarding the structure of the administration, specifically the authority of the City Administrator, the City can plan well in advance for these issues.

Setting forth a plan for change, if determined appropriate, will help focus the inevitable political discussions that come with such matters. In addition, clarity

regarding the oversight and administration of the organization as it grows will yield benefits to all the departments of the city.

Ramsey has the potential to make the transition mentioned by the Council with the adoption of certain guiding principles, which seem to be informally held by the current Council and staff. They include the commitment to customer service, high quality development, and an ongoing-shared decision-making process with its residents. The high quality philosophy must be adequately staffed and funded, the quality guidelines for development must be city wide and the partnership with citizens for the next 20 years must be formalized through a rigorous communication program.

8. Recommendations

Summary of Recommendations

- 1. Separate Fire Chief and Public Works Director positions**
 - Hire engineering support
 - Create Public Works Superintendent position

- 2. Develop Vision for the Future**
 - Create a visioning process
 - Broad based citizen engagement
 - Clarify service levels/standards/expectations
 - External communications strategy
 - Conduct Citizen Survey(s)

- 3. Expand Strategic Plan**
 - Multi-year implementation of vision
 - Guidance for organizational change
 - Context for service delivery/level of service
 - Advance planning for major facilities/events
 - Internal coordination and branding

- 4. Update financing plan for growth and quality**
 - Determine financing philosophy
 - Link strategic plan, service levels and financing plan
 - Commit to long-term financial strategy

- 5. Create a Parks and Recreation Department**
 - Based upon Vision
 - Service levels responsive to community input
 - Timing determined by Strategic Planning process

- 6. Revisit and revise staffing plan for growth, as necessary**
 - Set benchmarks
 - Determine staffing/contracting/outsourcing philosophy
 - Multi-year plan linked to financial strategy

- 7. Customer Service reinforcement**
 - Staff training and retention
 - Customer service expectations
 - Use of technology as enhancement

8. Service Level determinations

- Establish performance indicators/measures
- Determine future service levels (see vision)

9. Governance and Structure

- Review form of government
- Analyze decision-making needs
- Determine implementation as appropriate

APPENDIX I
City Council Interviews

Two interview sessions were conducted with the entire City Council as well as one individual interview of a Councilmember. The following paragraphs list the questions that were asked of the participants, along with a summary of their discussions and responses.

What cities do you want to be compared to in the future?

Council expressed some reluctance in being compared to other cities. They did mention Maple Grove, Oakdale, Roseville and Brooklyn Park as examples, but the most common sentiment was that they want Ramsey to be unique. They want Ramsey to be the "best of the best;" they believe that the city has the opportunity to pick and choose the best elements of other communities in Minnesota and to create something different and unique. When asked how they would define success, Council members used the following descriptors: community identity, approachable, friendly, personal attention, seamless service, urban and rural blend, a "gem" in the middle of other communities. They want Ramsey to be attractive to multi-generational residents and create many and varied community gathering spaces.

What does the City do well now? What could be done better?

Everyone mentioned the solid reputation of the police and fire services. As one member put it, "We are the best in the industry." Others remarked on the quality of the public works operation and the generally high regard that citizens have for all the public facilities in the community. They felt that their efforts to provide a quality trail and bike path system are well regarded, and their attention to and valuing of open space is shared and appreciated by residents. They mentioned that complaints are down dramatically from a year ago, and credit a professional, courteous staff for that outcome. They also mentioned the Council's ability to deal in a civil manner with one another, and they said that this filters down through the organization to the point of contact with the residents. They credit the City Administrator for setting the standard.

Most common compliments and complaints.

Many of the members commented that they receive good feedback on the services mentioned above and that complaints have diminished substantially. They believe the "silence" of residents indicates a generally good feeling about the quality and responsiveness of the services being provided.

Some comments were made about the old community survey that rated all the City services at high levels, and the need to update that information.

Any new services that need to be provided in the future?

There was a uniform opinion that an independent park and recreation department was in the city's future. They do not believe the space and programming requirements can be handled by the current volunteer organization, even though it has been a quality effort to date. They mentioned the need to think in terms of a diverse community and of providing recreational services and programs to all generational segments and types of residents. Mention was made of recognizing the programmatic needs of the Town Center population, both visitors and the commercial interests.

Technology was recognized as a need in two areas. The city needs to stay on top of new technology that can be used to deliver current and future services in a cost-effective manner. Working smarter rather than unlimited hiring is desirable. It was also thought that the City would begin to see pressure to investigate Wi-Fi service, at least for the Town Center area. Technology, in terms of access to government, needs to be addressed and is important in getting the City's message out to the people.

A marketing effort was felt important by several members who spoke of "selling" the city to prospective residents. The comment was made that people historically have moved to Ramsey to take advantage of affordable land prices and affordable housing. They want to expand that appeal to become a community that people seek out because of quality services and amenities.

What are the major obstacles to providing the quality services discussed above?

Participants were very aware of the need for a balanced tax base and financial support for the efforts they want to make. They want to maintain an attitude of staff support through ample training and an environment of respect. They are aware of how quickly the citizens' feelings about growth can change, and how they need to "manage" residents' expectations. They need to tell the City's story to the community and they need to develop the capacity to do that.

Is there a consensus among Council, staff and residents about the mission of the City and the direction Ramsey is heading in?

It was the general belief that staff and Council were on the same page in terms of where the City was headed. Participants uniformly felt that the residents had much less of an understanding about the direction of the City, and the volume and complexity of the issues it is facing. They all expressed some unease at their ability to keep up with the pace of their existing workload and are concerned they are not doing the best work that is possible. They expect at some point to be required to "manage" the growth of the community and fully expect that residents will say "enough is enough" at some point.

Other Comments

Councilmembers are very aware of the changes that have occurred in their population and want to be able to respond to what they know will be increased service demands, and perhaps also requests for services the City has not provided in the past. They want to find a way to do that while still maintaining the small-town feel they currently have and the responsive customer service they strive for in their service delivery.

APPENDIX II
Staff Interviews

Interview Summary

Over a 3 week period, interviews were conducted with the City Administrator and 5 Department Heads, and 2 focus groups of city employees to develop qualitative data regarding organizational effectiveness. Below are the general concerns expressed by a majority of the interviewees, in no specific priority order.

Critical Issues

The critical issues most often mentioned were traffic, the extension of utilities to northern Ramsey, and the ongoing Town Center activities. There is also concern over recreation programs, including youth and senior activities; provision of cultural facilities; housing rehabilitation and the addition of town homes and rental housing; commercial crime; municipal finances; taking back sewer/water billing duties, and environmental issues. Lastly, there is a concern that the updated Fiscal Impact Study will show a slowdown of revenue from Town Center, making it difficult for the City to meet its service and staffing needs.

Comparable Communities

When asked what communities Ramsey would compare itself to, the most frequently mentioned examples were Blaine, Savage, Maple Grove Woodbury, Eagan, and Lakeville. The most common reason given is that these communities are creating identifiable city centers through mixed use development. However, most participants followed up by noting that Ramsey has a transit-oriented component with the North Star Corridor that will make it unique.

Mission and Direction

The City currently has no official Mission Statement. After speaking with members of Council and staff, it seemed that most agreed that an understood Mission Statement was "To provide cost-effective city services with high quality customer service to Ramsey residents and businesses."

Strengths and Weaknesses

There are concerns as to whether or not the understood Mission can continue to be met over the next 3-5 years, given current staffing levels. Demand for services continues to rise, making the personalized customer service more difficult to provide. Staff listed several examples of more professional, less personal service provision, which has led to concerns over a loss of quality. Many noted that there is often no time for follow-up or to focus on the details.

Meeting service demands with good response times, while keeping tax rates at a reasonable level to keep living and working in Ramsey affordable seems to be the balance that everyone is trying to achieve. There is a perception among staff that they are losing ground in this battle and that service priorities need to be set.

Despite the focus on day-to-day efforts, there is pride among staff the work they do. Springsted heard many examples of innovations aimed at reducing the time spent on paperwork, so that staff could be available for more face-to-face contact with citizens. We also heard examples of departments working together, rather than getting bogged down in disputes about 'turf.'

Morale is good, but there is a growing feeling that the city is not taking care of the people of the people it presently has, that there are more rules and less flexibility, and that new employees are being hired so quickly, the current staff hardly knows them.

Also noted was the fact that the Council-staff relationship is the best it has been in years. There is a lot of trust, but staff would like to see Council implement the results of the study, much like they did for equipment needs as a result of the last organizational effectiveness study. Frequently mentioned was the cutting of the Communications position in the final budget as a step backwards in meeting personnel needs; many respondents expressed the hope that this trend could be reversed.

Quality of Service

Participants largely believe that public perception of city services is good, but can't be certain if this is true. A frequently expressed question was, "If I don't know what resident expectations are, does anyone else that works here?" Similar questions arose regarding the types of services the City should offer, and the level of service expected by residents. There is also a belief that new residents' expectations for services are greater than current residents. Most felt that a community-wide survey was needed to help the City set priorities and direct resources into the most appropriate areas.

Major Challenges

The biggest challenge on everyone's mind is the Town Center project. There is need for the Council and Management Team to fully understand the changes that Town Center will bring to the way services are delivered. Further discussion and awareness of service issues related to Town Center needs to be factored into the City's organizational planning.

A related challenge concerns communications, particularly in relation to the Town Center project. Council and senior staff should continue to emphasize clear communication of the City's current initiatives, goals, and activities. These communications should include information on special projects as well as developments within the City's core services.

The other major challenge identified was the increasing rate of change in the community and the organization. While many of the younger staff seem to be comfortable dealing with rapid change, the pace is of greater concern to long-time employees. Some feel that training on change management would be helpful for the organization.

Communication

The speed of decision-making causes concern with a number of employees, though they do feel that the Management Team is open, responsive, and listens to them. Employees believe that they can bring up negative or controversial issues at any time to the Management Team. They feel that they are empowered to make day-to-day decisions and get support from the Management Team. One statement illustrating this feeling was "it's OK to make a mistake here, which I did not feel I could do in positions in other cities." Staff understands that due to time constraints, decisions need to be made and then communicated down the hierarchy, sometimes against their input, but they feel "invested" in the City and want more discussion of issues that affect their daily work.

Specific Staffing Issues

Over the course of the interviews, a number of specific staffing needs were noted. Generally, these needs are linked to the increasing workload and complexity of the City's operations. The following specific issues were identified:

- Split the duties of the Fire Chief and Public Works Director
- Add an administrative support position for the City Administrator
- Assistant Building Official to handle administration and plan reviews
- IT capacity for GIS and for interdepartmental efficiencies
- In-house counsel or upgraded existing legal contract to achieve better response times
- Communications Director or Public Information Officer to coordinate and enhance communications to the citizens and provide more opportunities for public participation
- Fire Department: FT Chief and Prevention Officer
- Police Department: 3 shifts of 3 officers/shift, plus a "power car" from 6 PM to 2 AM; 2 more CSOs and 2 more Crime Prevention Officers
- Billing Clerks to handle utility billing
- Create a separate Parks and Recreation department to handle programming and environmental education
- Staffing for the HRA needs to be addressed as its responsibilities become better defined
- Engineering efficiency: 4 Planners need info from 1 Engineering team
- Support Staff: nearly every department said one more would help free up more time to be proactive

Finally, there were a number of comments regarding the Organizational Effectiveness Study itself, centering on implementation by the City Council. There is clearly an expectation that the results need to be implemented in a timely manner.

APPENDIX III
Round Table Discussion Summary

Summary of Comments

City Manager's / Administrator's Focus Group

Ramsey Growth Issues

March 2, 2006

Introduction:

On March 2, 2006 five current and former city administrators and managers met at Springsted Inc. in St. Paul, MN to participate in a round-table discussion focused on the personal experiences each had in their careers as they managed a city that was going through a period of rapid growth. Each participant has Minnesota based experience and is familiar with the City of Ramsey and the projected growth in the northwest region of the Twin Cities. The participants collectively had managed the following communities during their careers:

Maple Grove, Lakeville, Eden Prairie, Minnetonka, Plymouth, Coon Rapids, Brooklyn Center, North St. Paul, Inver Grove Heights

Facilitating the discussion was:

Craig Rapp, Springsted Inc. and former City Manager of Brooklyn Park and Hopkins, MN.

Bill Joynes, Springsted Inc. and former City Manager of Golden Valley and White Bear Lake, MN.

What follows is a summary of comments made by the participants in response to a series of questions and related issues generated from interviews with the Ramsey City Council, City Administrator and selected management staff. The comments are organized in general topic areas. The statements included were made by individuals, but supported by a majority of the group. Comments that were thought to be helpful but only mentioned by one participant are listed in the miscellaneous section.

Visioning / What Do You Want To Be?

This topic was the first mentioned when we asked them what made them successful in their efforts to manage growth. They were unanimous in their opinion that the city's leadership should spend time up front developing a community philosophy and direction. Revisiting those decisions at regular intervals throughout a rapid growth period was also deemed important. Their specific comments were:

- You need to engage citizens in the vision and service level discussions concerning what you want to be.
- Be inclusive in a visioning process; do not forget the schools, other units of government, business, major employers and civic groups.
- A vision that is supported by the community through participation in its creation will give long term support for Council actions to implement it.
- Groups who prefer the status quo will always exist and they need to feel like they have had a voice
- The vision needs to be understood and promoted throughout the changing attitudes. It will provide benchmark satisfaction ratings.
- Keep in mind that the market is the main factor in determining your long term potential.

- Town forums every three to four years are extremely helpful and an excellent way to get the message out and garner support.
- A formal adoption process of a community vision and goals is important.
- Yearly organizational assessment of progress on goals is critical.

Opportunities / Economics:

Each of the participants related the importance of financial planning and the strategic use of resources during and after the growth period. Understanding this one time opportunity is important. They said:

- You can only capture the rise in the tax base once during the development bulge. A smart community will save some of the money to use after the bulge has ended. Ongoing upkeep and raised expectations still have to be funded and that needs to be planned for.
- Pay attention to long term infrastructure needs. Develop financing plans that include adequate personnel and maintenance.
- Fight the impulse to automatically lower taxes. Maintaining a quality city environment does not get cheaper over time. New citizens will have higher expectations.
- Discuss long term resource needs and additional staff well ahead of the need date and do this outside the yearly budget process.
- A five year budget forecast was very useful.

Staffing, Structure, Continuity:

A recurrent theme throughout the entire discussion was the relative importance of committed, quality staff and council members. Specifically mentioned was the need for continuity in purpose and vision. How do you maintain progress in the face of a changing demographic and political environment? They responded:

- The Council needs to think about political succession planning. Getting people involved who will ultimately fill their seats.
- Careful selection of board and commission members to get good people in the pipeline is important.
- A major focus of the Human Resources Department should be the recruitment and retention of top quality employees. An ongoing commitment to staff training is a great incentive for retention.
- During periods of intense change / development there should be clear role definitions as to who has the macro, "big picture", responsibility and who has responsibility for day to day operations. The City will need to speak with one voice.
- A strong customer service / public service mentality at all levels and at all times will greatly help create public support for the vision and for changes associated with growth.

- Mentoring new employees and elected officials in the history and the creation of the vision works well.

Service Quality, Community Image, Community of Choice:

The Ramsey City Council spoke of their desire to be a community that people chose to live in for its amenities and quality reputation. Our focus group was asked to discuss what elements, in their opinion, create that kind of community reputation, particularly during a period of high growth. They said:

- The commitment to community quality must be city-wide.
- A centerpiece development is a great initiator and elements of it must be spread to the rest of town. Those elements would include building standards, zoning, aesthetics and something as simple as cleanliness.
- You need to figure out who your competition is.
- Visual desirability is important. Pay attention to your signage ordinance and landscaping requirements.
- What is next to the town center is as important as what is in it.
- Pay attention to the older sections of town and stay with the plan when chances to improve come about.
- The market determines what you will get but the Council does have the ability to influence how it will look and how it will work.
- Cheap gets cheap and quality gets quality.
- People do not seek out a community or live in a community because it has "good government". They make that choice based on what "good government" can provide: a safe and secure community, good schools and high quality services.
- Do not make Town Center an oasis.

Communications:

The need for communications planning and consistency was a theme that ran through each area of discussion. It was thought of as both telling your story and listening to your citizens. Success was defined as understanding what your constituents want and letting them know what you are doing. This is seen as a necessary city activity. In the present day environment you can not expect the established media outlets to tell your story. Their comments:

- Community opposition groups have become more sophisticated and you need to be as proficient in public relations as they are.
- We used surveys as initial input and developed an entire public information office to get our message out.
- You need a coordinated, centralized message. It should be coordinated in a visual and contextual

sense. Consistent information with the same look. Branding if you will.

- Neighborhood meetings in informal settings worked extremely well for us.
- Technology can enhance all your efforts at both the dissemination and the gathering of data.
- An informed public will create community “cheerleaders”.
- If the vision is shared it becomes very powerful and extremely resistant to future opposition.
- Council and staff need to develop a standard operating procedure of “no surprises”. It takes more time to make sure everyone is informed but it will pay enormous benefits.

Miscellaneous:

Finally a number of individual comments were made that we considered helpful although they did not get extensive discussion:

- Arguments and positions will tend to get more emotional and personal as the development process continues and as that development brushes up against existing land uses.
- Developers will look at “time and the value of money” and will definitely take into account how they are treated.
- Good government is self perpetuating.
- Spend time celebrating your accomplishments.
- Bridging the change from old to new is a balancing act.

Conclusions:

It should be noted that all five administrators were successful in managing the growth of their communities with good support from the residents and a minimum of community unrest. Ramsey, due to market forces and demographics, will be thrust into a high growth environment and the ability of the council and staff to work as a team will greatly influence success. The resources necessary and the time spent to oversee this period will increase. With planning and attention paid to “sharing” the direction and vision, chances for the creation of a unique “community of choice” are greatly enhanced.

APPENDIX IV
Senior Team Meetings

Executive Team Meeting Notes

January 11, 2006

How do you define Quality?

- Expectations from our Citizens
- Being Proactive vs. Reactive
- Responsiveness
 - Our Citizens – both create them /have them
 - City – Can Set (Police)
 - Can Set Reasonableness
 - Each Department Uses Approach Based Upon Service
 - Timeliness – Depends Upon Conditions or Circumstances or Discipline
 - Thoroughness
 - Attention to Detail
 - Foresight
 - Citizens Expect City to be Planning Ahead – Not Caught Off Guard
 - Lack of Complaints

When you think of a high quality community, what do you think about?

- External Communications
- Physical Facilities
 - Type and Quality
- Full-service City
- Level of Professionalism
 - Quality and Demonstrated Competence
 - Citizens Needs Are Met and Met Well
 - “Look and Act Sharp”
 - Level of Specialization
- Ownership/buy-in in the Community
- Having an Identity
 - Commercial Core
 - Downtown
- Lifestyle Quality Elements
 - Many Things

What are the common themes for a quality community?

- Physical Facilities
- Access to Choices
- Availability of Services
- Clean, Maintained
- Connectedness
- Life Cycle Housing

What makes Ramsey unique from some of the cities you would define as "high quality"?

- North / South differences – Large Lots
- Lack of Identifiable Center
- Lack of Community Identity
- Northstar Potential
- Current City Council Supports Life-cycle Approach vs. Lake Elmo approach
- Commitment to Good Planning
- Rivers, Wetlands –
 - Connections
 - Potential to Capitalize on Theme
 - Limits Transportation Opportunity and Market Share

How do you currently determine service levels?

- Comparison with Others
- Complaint driven (80/20 rule)
- Inertia
- Best Professional Judgment
- Demands of the Public

What are the most important considerations when thinking about the use of a Blueprint for organizational growth?

- Financial Realities
- Political Realities
- Community Expectations
- Do They Want This/Is There a Need?
- Professional Judgment
- Comparability? (Northfield for example – need communities that compare in terms of type of city/ scope of operations, not just population)

Meeting Notes

March 22, 2006

What are the major capital and operational decisions facing the City in the specified time periods as a result of development and other expected changes in the operating environment?

3-6 years

- Water Treatment Facility
 - Restaurant Row
 - Sunwood/Grand
 - Cinema
 - Village Square Park
- North star Rail
 - Will impact in 2009
- Town Center
- Community Center
- Fire Station #2
- Ramsey Crossing (Power Center)
- Creation of a Park & Recreation Department

- Sewer & Water extensions to serve new development
- Broadband – what will/should we do?
- Acquiring property for desired change/redevelopment

6 – 10 years

- Community Park North
- Middle School
- Fire Station #3
- Highway 47 Reroute
- Highway 10 to Freeway standard
- Public Works Campus (10 year)
 - Dog facility
 - Firing Range
- City Attorney
 - Civil
 - Criminal
- East/West Corridors
 - 161st
 - 167
 - Green Valley

11 – 20 years

- Bridge crossing
- Highway 169 extension to North
- Burns Township – 15 years out
- Open land spike 18 square miles

APPENDIX V
Public Works/Fire Recommendations

City of Ramsey, Minnesota Public Works/Fire Department Reorganization

Introduction:

Ramsey's City Administrator recently asked Springsted Incorporated to assist in evaluating a potential restructuring of the city's Public Works and Fire Departments. Springsted is currently engaged with the City in a study to determine its future structure and staffing as Ramsey enters a period of rapid growth and development. That study is nearing completion, and the recommendations in this report draw on the baseline data and anticipated trends emerging from that work. Springsted consultants Craig Rapp and Bill Joynes spoke with the affected personnel and have been involved in numerous conversations with the City's administration regarding the City's desired outcome.

Background

For a number of years, the City has had a department head position responsible for Public Works, Engineering and the Fire Department. There currently exists a Director of Engineering who reports to the Public Works Director. This structure is unique in the Metropolitan area, though it has worked well for the City of Ramsey. This is due in large part to the competence of the individuals involved, the working relationship between them, and the size and operating environment Ramsey currently enjoys. Springsted understands that when the Director of Public Works/Fire accepted the dual position, it was understood that the arrangement would be for a limited period of time. He has stated that his long-term interests lie in the fire service. The Director of Engineering, at the time of hire, was told that he would progress into the Public Works Director position as experience, performance and workload allowed.

Given the growth environment Ramsey currently finds itself in, its need for experienced administrators and the value it places on its existing personnel, the following organizational structure has been proposed. Springsted has reviewed the proposed structure and believes it to be appropriate, given the data gathered in the larger study and the City's desire to maintain current personnel.

Proposed Structure

The major components of the recommended structure are as follows:

1. The current Public Works/Fire Director would be made the full-time Fire Chief, with one year's transitional oversight of Public Works operations. During this year, the Chief would assume the responsibility of mentoring someone to fill the future position of Public Works Superintendent.
2. The current Director of Engineering would assume the Public Works Director position, with direct responsibility for the Engineering and Public Works operations.
3. The City would move to hire a senior engineer in the next year.

Recommendations

It is our opinion that this transitional arrangement is in the City's best interests. It will provide for adequate supervision of the departments involved, help the City move to a more appropriate management structure as it grows, and retain the services of two valued senior employees. Ultimately, the City will be required to adapt its current structure to handle an increasing workload in many of its functional areas. This, of necessity, is a first step in that direction. We recommend the following elements in support of this structural change:

1. The overlapping transitional authority which will exist between the Fire Chief and the Public Works Director should end on a specified date. As this occurs, there should be a clear separation of identity for the departments in the City's publications, official information sites and in any formal Council and City documents.
2. The City should move to hire a senior engineer to accommodate the anticipated workload of the engineering department and to allow the new Public Works Director the time to become familiar with all aspects of public works operations.
3. The City should plan for the eventual creation of a Public Works Superintendent position which will have daily supervision responsibilities for work crews and project management.
4. During the transitional period, the Fire Chief and the Public Works Director will serve as department heads of equal stature. In addition, the Fire Chief will serve as an employee of the Public Works Director for certain specific duties. Our belief is that these two individuals have demonstrated an excellent working relationship in the past and will continue to do so. It is, however, in everyone's best interests to put a procedure in place to resolve any disputes that may arise between two employees of equal status.

In the current situation, we are aware that capital improvement issues have already been decided. It is possible, but not anticipated, that there could be disagreement over the direction and evaluation of personnel. In such an event, an appeal procedure should be in place that provides for a hearing before the City Administrator. Such issues would typically end with his decision.

Conclusion:

Springsted believes that the City of Ramsey will best be served by a Public Works Department that has coordinated oversight between engineering and operations. We firmly believe that the separation of the Fire Department from Public Works is appropriate at this time. The working relationship between managers in these functional areas has been good and should continue. Both share a common vision for the City and a loyalty to its personal service mission. The City has before it the opportunity to retain two experienced and valued employees. We believe the proposed transitional structure will be consistent with the findings of the larger study when it is concluded, and is appropriate to achieving the City's goals.

implementation step
some type of benchmark goal setting