

Bernalillo County, New Mexico

Municipal Process Consulting

May 2018

**Management
Partners**





May 31, 2018

Ms. Julie Morgas Baca
County Manager
Bernalillo County
One Civic Plaza NW
10th Floor, Suite 10111
Albuquerque, NM 87102

Dear Ms. Morgas Baca:

Management Partners is pleased to provide this report to you to improve the efficiency and effectiveness of Bernalillo County's business processes as you prepare to relocate to the Alvarado Square Building. The recommendations resulted from an analysis of data and information obtained from a variety of sources, as well as the application of appropriate best practices and industry standards to optimize service delivery.

In addition to improving the efficiency and effectiveness of county service delivery, the report also includes recommendations that will improve external and internal customer service, overall workflow, and the use of technology throughout the organization. The recommendations also will inform decisions related to the location of offices and the movement of people as they arrive and enter the building seeking services and departments located at Alvarado Square.

The report contains 64 recommendations for your review and comment. We welcome the opportunity for further discussion to ensure this report is as useful as possible.

Sincerely,

A handwritten signature in black ink, appearing to read 'Gerald E. Newfarmer', is positioned above the printed name.

Gerald E. Newfarmer
President and CEO

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Introduction and Background

Management Partners was engaged by Bernalillo County to conduct a review of business processes that might be improved prior to moving many of the core functions into a new facility. This report is based on extensive interviews with Bernalillo County staff, including elected officials, the county manager, deputy managers, department directors and managers, supervisors, and employees. Background information, including organization charts, budgets, policies, and procedures were collected and reviewed. Management Partners also analyzed workload data and workflows to understand department operations and how services are delivered in key areas.

Bernalillo County is an organization of 2,524 employees with a budget of \$538.8 million, serving a population of 676,685 residents across an area of nearly 1,161 square miles. County services and day-to-day operations are managed by a county manager and five deputy county managers who are responsible for departments and agencies spanning 28 functional areas, at the direction of five County Commissioners. Other elected officials include the Assessor, Clerk, Treasurer, Sheriff, and Probate Judge.

Last year, the County purchased Alvarado Square, an office building at 415 Silver Avenue, SW. Located in downtown Albuquerque, the eight-story building will house many of the administrative functions of the County, potentially including such offices as Assessor, Clerk, Treasurer, Probate Court, Development Review, Environmental Health, Fire Administration, and the Commission Chambers.

Management Partners' analysis and recommendations (see Attachment A for a complete list) are based on a process of careful learning about the operations of the County organization carried out by the divisions and departments shown in Table 1. Our analysis did not extend to the entire organization, as the focus of the project was to assess departments and functions with the greatest potential for improvement in advance of the relocation of County offices and services to the Alvarado Square Building. Management Partners also reviewed the operations of the Assessor, the Clerk, Probate Court, and the Treasurer, which are organized under other elected officials.

Table 1. Divisions and Departments of the General County Government Included in the Study

Office/Division	Department
Office of the County Manager	Human Resources
Community Services	Planning and Development Services
Finance	Accounting and Budget Business Improvement and Performance Information Technology
General Services	Constituent and Support Services Risk Management Procurement and Business Services
Public Works	Infrastructure Planning Geo Resources Technical Services

The move to Alvarado Square will bring many employees to one location, creating opportunities for improved service delivery. One of the goals of the project was to identify customer service improvements that will allow residents and businesses to conduct business with the County more efficiently and ultimately save taxpayers' money.

County Charter

One exciting development in the past few years was the establishment of a County urban charter. Approved by 55% of voters in the October 2016 general election, the new charter became effective on January 1, 2017.

The New Mexico Constitution, Article X, Section 10(B), states that an

urban county may exercise all legislative powers and perform all governmental functions not expressly denied by general law or charter and may exercise all powers granted to and shall be subject to all limitations placed on municipalities by Article 9, Section 12 of the constitution of New Mexico.

Management Partners' team members saw this as a powerful tool for improving longstanding bureaucratic barriers that were defended by a narrow reading of state law. One example is the need for two separate geographic information systems, which was defended in this manner, and is later addressed in this report.

Alvarado Square

The County purchased the building referred to throughout the report as Alvarado Square in 2017 with the intent of consolidating offices currently located in several buildings throughout the County. Alvarado Square has an area of 282,478 square feet and was acquired for approximately \$2.7

million. Once the building is renovated, the eight-story building will potentially house the following County offices and services:

- Administration
- Assessor
- Clerk
- Commissioners and Commission Chambers
- Treasurer/Tax Collector
- Development Review (Planning and Development Services, Fire plans review, and Public Works plan review)
- Environmental Health
- Fire Administration
- Probate Court
- Elections Bureau

These offices are currently located in various buildings, some of which may be sold once they have been vacated. Those identified for sale include

- 1900 Bridge Blvd. where the Housing department is located;
- 111 Union Square SE, which currently has offices for Parks and Recreation, Planning, and Zoning Departments;
- Atrium North, at 6840 2nd St. NW, where the Fire Department and Emergency Management offices are located;
- The Assessor's Office at 501 Tijeras Avenue, NW; and
- The Old Courthouse at 415 Tijeras, NW.

According to an analysis by the County, reducing the number of overall facilities could save as much as \$2 million annually.

The County used reserve funds to purchase the building and will use gross receipt tax bond proceeds to repay the cash outlay and to renovate the facility. The purchase transaction was conducted between March and May 2017. The County expects to invest \$36 million on the project, bringing the building up to current code and consistent with modern office standards.

As this project was underway, Sam Sterling Architects, LLC (SSA) began a space planning study. Management Partners met several times with the SSA team to discuss our observations and allow them to draw on the local government experience of our team. We provided the raw survey and focus groups results to the architects and they attended the briefing when we presented our observations and preliminary recommendations.

Methodology

The project began with an intensive review of the structure and operations of the affected County departments to identify areas of promise for the review. Management Partners' team members interviewed elected officials, the county manager, deputy county managers, directors, division heads and other employees to learn about the management of the County. Team members also reviewed budgets, operations data, policies and procedures, reports, and other pertinent documents.

Through the initial data gathering and analysis, the team identified three major themes that warranted deeper research.

- An assessment of the County's management system,
- An analysis of key business processes, and
- Identification of major issues for the Alvarado Square relocation.

The management system includes the policies, practices, and techniques used to plan, manage, and communicate the work of the organization. Typically, this includes such functions as strategic planning, budget management, performance management, quality assurance, agenda management, and internal communications.

The key business processes identified for further study included cross-functional alignment of important County functions, such as the assessor, treasurer and clerk; information technology; and planning and development services' planning review process.

Lastly, opportunities arising from the move, including organizational alignment and customer service improvements, need to be planned with attention to several major issues, such as security, parking, ingress/egress, and storage.

Once the focus areas had been identified, the team deployed a survey to gather information from employees likely to be affected by the move. The survey chiefly was designed to gauge opinions and concerns about current operations and physical space planning. Once the survey results were analyzed, the project team conducted focus groups to gather additional detail about the issues and concerns identified. Survey and focus group results are provided in Attachment B.

To understand current operations in Planning and Development Services, workflow processes were mapped to identify both the current methods used to complete work and get a deeper understanding of the customer experience. Many follow-up interviews and requests for information were submitted as the team synthesized the many sources of information.

The team then analyzed the data collected, identified ideas gathered during staff interviews, from the survey and focus groups; and compared the County's processes to best practices and industry standards. Management Partners met with County staff to review our observations and preliminary recommendations. This meeting provided feedback and also helped identify potential roadblocks to implementation.

This report was then developed for review by County leaders.

Report Organization

The report has three main sections that address the County's organization-wide management system and provides analysis of specific County operations and functions and the Alvarado Square relocation. Our analysis relative to Bernalillo County's management system includes strategic planning, the agenda setting process, budget development, performance management, process improvement, records management, and information technology modernization.

The second section covers our analysis of County service delivery processes. It discusses the current organization structure and key business processes that would make the most improvement to the customer experience. The section covers customer service coordination, the development plan review process, and other improvements.

The last section of the report details Management Partners' recommendations about the customer service layout, security, and parking issues related to the design and layout of space on the lower floors of the Alvarado Square Building.

Countywide Management System

An organization's management system is the array of policies, practices, and techniques that are used to plan, manage, and communicate the work from leaders to managers and employees. It includes all aspects of business and work planning, including budget development and integrated information technology systems. The management system also includes the methods and structures used in the execution of adopted plans, such as regular meetings by managers to discuss and decide the work of the enterprise and the flow of information to support managers in monitoring progress and outcomes (including financial information, performance measures, and project management).

In short, it includes the full range of processes that the Bernalillo County manager and executive team use to support the operation of the government. Specifically, this review included an analysis of policies and practices, agenda setting, budget development, strategic planning, quality standards and performance management, and process improvement and information technology.

Many of the current management system processes are based on best practices and sound management principles, although not all are fully matured. This is partially due to the time it takes to implement these types of approaches, but also because of a significant feature of the County's current organizational culture.

As the County has grown, the organization has been decentralized and segregated into the major departments. Decisions about automating processes, sharing resources and data, and coordinating daily functions are generally made independently by departments and divisions, without attention to countywide service delivery. This has resulted in many similar, but uncoordinated processes, and lessened the understanding of departmental roles in overall service delivery. This evolution has resulted in an organizational structure characterized by silos operating within silos, and a territorial culture that stifles collaboration. In recent years, several new initiatives have been put in place to reduce this phenomenon, but it continues to be a major challenge for management.

For example, process improvement initiatives, which can be a powerful tool for integration, were simultaneously initiated by the offices of the risk manager, the budget, and the Business Improvement and Performance Office. Another example is the physical separation of customer service counters among the major departments, with each function having discrete areas for customers to access services.

Many of the recommendations in this report are designed to improve coordination and cooperation across departments, which will help reduce the barriers for both staff providing services and for residents conducting business with the County.

County Charter

As noted in the Introduction, the County's legal structure changed as of January 1, 2017, when the urban charter went into effect. Chapter 4 of the New Mexico Statutes Annotated (NMSA) lays out the general law requirements for counties that do not have a charter, which had pertained to Bernalillo County until the urban charter was passed by voters.

Since the new charter is the governing document, the board should be able to make changes to longstanding practices that reduced efficiency or effectiveness. Of course, if such a modification would violate a state law expressly denying the change or if it would contradict the County's charter, then it would not be legal.

Our understanding of this dynamic is that County leaders may determine how business should be conducted and may make appropriate changes to the structure, rules, and procedures under which County officers operate. It's important for leaders to understand both the scope and limitations of this authority, to determine priorities for improvement.

Recommendation 1. Conduct a legal analysis of the existing County functions and practices designed to comport with state law that may now be subject to the County charter.

We understand this analysis is underway. Some of the recommendations included in this report are to make improvements to processes where County staff previously believed they were constrained by state law, so an understanding of those limitations is crucial.

Strategic Planning

The County currently has a good, well-organized strategic plan, last updated for fiscal years 2017 and 2018. It includes a mission, strategic

goals, and department objectives and measures that support the accomplishment of the goals.

The County's mission states:

The mission of Bernalillo County is to be an effective steward of county resources and a partner in building a high quality of life for county residents, communities and businesses.

The mission provides a forward-looking expectation of the future for the County (a high quality of life; the "why" of the plan) and a statement of "how" it intends to create this future (through stewardship and partnership).

The current goals are:

- Government Accountability,
- Public Safety,
- Public Infrastructure,
- Community Health, and
- Economic Vitality.

In support of each goal, departments have developed objectives and performance measures that define successful implementation of the plan and provide accountability. Each objective has action steps, measures, and targets to keep the organization on track.

The Business Improvement and Performance Office oversees the development and implementation of the plan, including reporting on progress towards the County's goals. The design of the process allows the overarching strategy to inform resource allocation decisions during the budget process, improving the decision-making process and linking departments' effort to organization-wide goals.

The summary objective matrix contained in the strategic plan can function as a scorecard for monitoring results and is an excellent summary of the strategic plan.

Most of the departments' objectives are discrete projects with well-defined expected outcomes. Each is further supported by discrete action steps that describe how the objective will be met. Performance measures for each objective were developed to monitor and manage the implementation of the action steps, with appropriate targets identified. These measures are contained in a summary performance measure matrix.

When used as designed, this plan can provide both strategic alignment and department-level accountability.

Unlike many strategic plan documents, the County's does not identify core values. Typically, these are developed through a conversation among the elected and appointed leaders of the organization to identify how they expect the County's business to be performed. While the current plan clearly identifies what they want to do, it does not prescribe the way it should be done.

Representative core values include responsiveness, transparency, good customer service, respect for diversity, and other ideals that speak to the character of the organization. Each are developed in the context of the broader community and culture, and in turn provides a framework for customer service standards and employee evaluations.

Establishment of core values would enrich the strategic plan and extend its influence in the organization.

Recommendation 2. Establish core organizational values as part of the next strategic plan cycle.

Lastly, although much effort has been devoted to establishing a link between the strategic plan and budget documents, that connection is not clearly articulated in the budget message. Doing so would increase the understanding of how resource allocation supports organizational goals by all stakeholders.

Recommendation 3. Explicitly link the Board's strategic plan and the County operating budget, particularly the County Executive's Message, to create a sense of direction and performance expectations for staff.

The strategic plan is the basis for the organization's budget, discussed below.

Budget Development

The County's budget and financial policies have been governed by New Mexico State Statutes. It is not clear what effect, if any, the adoption of the County Charter will have on these requirements. State statutes specify budget calendar dates, budget controls, and approved methods to amend the budget after adoption. Statutes also specify appropriate methods for budgeting, accounting and reporting.

The County fiscal year is from July 1 through June 30. The County adopts a biennial budget with an annual submittal and approval by the New Mexico Department of Finance and Administration.

The Budget Office maintains a five-year revenue and expenditure forecast consisting of the biennium and three additional years. The proposed budget is approved by the Board of County Commissioners each year, prior to submittal to the state for “pending” approval by July 1. Final approval by the state is given by the first Monday in September. At that point the state certifies the allowable millage rates for property taxes.

The budgetary process is elongated due to numerous state reporting requirements. A more streamlined process could be developed if the County has its own budgetary authority. The recently adopted County Charter may provide the means for the County to prepare and adopt its budget and accounting policies independent of the New Mexico Department of Finance and Administration.

Recommendation 4. Conduct a review of the current budget development process to identify Charter provisions that could shorten the timeline.

One of the challenges to creating the baseline budget for each cycle is the availability of data. Accounting and Budget Office staff only have access to human resources data in summary form. This makes it difficult to check department personnel budget requests and proposals.

Recommendation 5. Give the Accounting and Budget Office staff access to detailed compensation data and any other data reasonably related to budget development.

In many county and local governments, the Accounting and Budget Office is organizationally and physically close to the Manager’s office. Throughout most of the year, the budget function works closely with senior executives to monitor spending and revenues, adapt the budget to changing conditions, and ensure resources are aligned with strategy.

In many local governments, strategic planning, performance management, and process improvement functions are consolidated or work closely with the budget function. This organizational design improves strategy deployment and alignment and is addressed later in this section.

The County has a biennial budget process that is developed within the context of the strategic plan. To further strategic plan development, alignment, and deployment, staff with responsibility for developing and monitoring the strategic plan should be assigned to the budget function.

The staff currently responsible for strategic planning are in the Business Improvement and Performance Division, and they also oversee some of the process improvement and performance management functions of the County.

Recommendation 6. Establish a collaborative relationship between the Business Improvement and Performance Division and the Budget Office.

Using a coordinated schedule, shared work plan, and regular team meetings between the strategic planning, budgeting, performance management, and process improvement functions will allow the significant elements of the quality management structure to be coordinated and complementary.

The budget has been recognized by the Government Finance Officers Association (GFOA) with a Distinguished Budget Presentation Award for 15 years. To be eligible for this recognition, the budget document must meet program criteria as a policy document, as an operations guide, as a financial plan, and as a communications device. Receiving this award shows that the County's budget is meeting national standards.

The description of the linkage between the strategic plan and budget is consistent with best practices. The County also conforms to generally accepted accounting principles as promulgated by the Governmental Accounting Standards Board (GASB).

One of the key elements of government budgeting is long-range planning to assess and address future risk. The County's strategic plan is one element of a good long-range planning effort. Using a biennial budget is another good practice.

Long-Range Financial Planning

A key planning tool not used by the County is a long-range financial forecast model beyond five years. The current five-year projections cover the biennial budget and another three years but does not model financial scenarios. A model identifies baseline cost assumptions, revenue assumptions, and financial outcomes for five years or more past the current budget cycle and can forecast additional impacts based on potential scenarios.

Among the cost assumptions to include are those pertaining to remaining competitive in the labor marketplace, meeting funding requirements for pension commitments, internal service fund levels that lead to timely replacement, reserves, and other major factors. The forecast should be based on trend data and known future impacts.

Revenue assumptions include all major existing revenue sources along with the identification of risk factors pertaining to any of those sources. Also, the assumptions should include any specific restrictions associated with special revenue funds.

Once the baseline has been developed, model scenarios with different sets of assumptions can be generated to determine the impact of organizational decisions, external mandates, or potential economic changes. Scenarios above the baseline can include unmet needs that have been quantified by the County, such as capital, maintenance, internal support and service level increases.

Recommendation 7. Create a long-range financial forecast to support strategic plan development and model various economic scenarios.

Other budget and financial policies used by the County conform with best practices, including:

- A balanced budget policy,
- Cash management policies,
- Investment policies,
- Capital asset management policies,
- Revenue diversification,
- Fees and charges policies,
- Use of one-time or unpredictable revenues,
- Debt capacity, issuance and management,
- Reserve and stabilization accounts, and
- A contingency policy.

These practices all support financial stability and resiliency.

Agenda Management

The Bernalillo County Board of Commissioners (BCC) consists of five elected members who represent one of five districts in the County. Agenda items are legislative matters to be considered and voted on by the Board of County Commissioners.

The BCC employs a three-month planning tool to ensure that agenda items are properly reviewed and processed prior to BCC submittal. Department directors are required to prepare a summary of the proposed item for consideration and to submit it via email to the BCC administrator and the appropriate deputy county manager a full three months prior to the meeting date requested for BCC consideration.

Nearly all agenda items have some sort of fiscal impact, which requires completion of a Fiscal Analysis Form and consultation with Budget Office staff prior to further review. Approximately 10 days prior to the meeting date requested for BCC consideration, an agenda review meeting is held. The purpose of the agenda review meeting is to brief the County manager and address any staff concerns pending finalization of the agenda. Seven days prior to the BCC meeting, agenda items must pass eight departmental reviews and approvals prior to final consideration of the item by the BCC.

The agenda review is typically a seven-step process that begins with the initiating department. The review process is conducted in the following order after the department prepares an agenda request form, financial analysis form and supporting documentation:

- 1) Purchasing,
- 2) Risk Management,
- 3) Budget,
- 4) Deputy County Manager of Finance,
- 5) Deputy County Manager of the requesting department,
- 6) Legal, and
- 7) County Manager

Using the MinuteTraq (Accela IQM2) system, a reviewer can see the agenda item and any comments made by a previous reviewer at any point during the process. Currently, reviewer approvals must be given as designated by the routing order. Multiple reviewers and designated back-up employees are able to give approvals at each step of the process. If an approval is not given, the process is paused at that point.

The process of sequential reviews for approval of agenda items occurs within a seven-day timeframe prior to the BCC meeting. The process allows only minimal analysis with inherent pressure on each reviewing agency to approve, so the item is forwarded to the next reviewer. The financial analysis form, which is reviewed by budget and accounting, along with other documentation submitted with the agenda request, could be prepared well in advance of the submittal.

Recommendation 8. Revise the BCC agenda review process so remaining reviews can be done in parallel after the financial analysis and legal reviews are complete.

Requestors would submit items for agenda review with comments from all reviewing offices. Changes deemed appropriate by the County

manager can then be made and circulated as determined by the County manager.

Performance Management

Performance management is the practice of regular and continuous data collection and reporting on important aspects of an organization's services, programs, or processes. Performance measures are numeric indicators representing process or service delivery activities. By collecting performance data linked to specific activities, the quality and efficiency of service delivery efforts can be assessed.

The procedures used to identify, collect, and analyze these measures are referred to as performance management. It is a system that helps policymakers, executives, department directors and program managers understand if programs and services are obtaining the desired or expected results. In addition, it helps ascertain the overall effectiveness of services being provided and determines whether the best service possible is being delivered with the resources that have been allocated.

Performance measures should:

- Focus on programs,
- Show the results of important program activities,
- Be well-defined and easily understood,
- Consider data collection requirements,
- Allow comparability where possible, and
- Last over multiple reporting periods.

The most meaningful performance measures tell a story about:

- What was accomplished (workload),
- How efficiently resources were used (efficiency), and
- How well the program accomplishes the purpose for which it was funded (effectiveness).

The County's strategic plan provides an excellent framework for developing and linking performance measures to expected service delivery outcomes. The discussion about performance measurement contained in the plan is in alignment with best practices and will help in both day-to-day management of business processes and in the achievement of organizational goals.

However, the current performance measures reported in the County's annual budget are heavily skewed toward workload measures. To ensure that the effectiveness and efficiency of the programs are monitored, additional performance measures should be developed.

Efficiency is usually expressed as a ratio between the amount of input and the amount of output and can be calculated based on the amount of work done per employee or cost per unit of work. Effectiveness measures demonstrate how well a program or service is accomplishing its objectives and fulfilling the purpose for which it exists. Typical effectiveness metrics measure program quality (e.g., percent of code enforcement cases resolved through voluntary compliance), customer satisfaction, or cycle time.

While some of the reported measures fit these definitions, most of them do not. To be most helpful they should measure outcomes, not only workload and demand.

Recommendation 9. Identify and track efficiency and effectiveness measures for programs.

Performance information should be provided to users in the amount and level of detail appropriate based on the user's role and responsibility in the organization, and how the data will be used.

One area where the County is developing new efficiency and effectiveness measures is in customer service, where the Constituent and Support Services Division acts as a central monitor for requests and questions. This approach will help identify customer problems and potential process improvements.

Although much progress has been made to improve the customer experience, there are still a number of barriers to overcome, such as scattered access points and inconsistent customer service training. In addition to physical relocation enabled by the move to Alvarado Square, establishing organization-wide customer service standards would improve overall service delivery.

Standards should include basic behaviors expected by all County staff (such as the greeting to use when answering the phone), dealing with difficult situations, taking responsibility for customers' needs, and other expected actions.

Performance measures should be identified and tracked. These include response time, problem resolution time, wait times, customer success ratio, number of hand-offs, common issues identification, friendliness scores, minutes spent per issue, backlog, average time spent with each customer. Tracking them will identify where improvement is necessary and can serve as a guide for training.

Recommendation 10. Develop countywide customer service standards and metrics.

Developing these standards with employee input helps promote buy-in and consistency. Recommendations later in this report are designed to further coordinate this approach to customer service performance.

There are essentially two distinct uses for performance data in any jurisdiction, the operational level and the policy level. At the operational level, managers responsible for service delivery will want to know about performance success on a real-time basis, as work is performed during the year. Detailed information about program productivity, efficiency and effectiveness is needed and used for management feedback and analysis by supervisors, program managers, and division and department heads.

Recommendation 11. Require department managers to meet with staff on a regular basis to review and discuss progress on program outcomes and performance measures.

The other important use for performance measurement information is for policy decision making. Currently, this information is used in the budget process to understand the impacts that program funding decisions have had, and to weigh alternative uses of resources in the upcoming budget period. Some measures may also be shared with the public, to communicate the County's efforts and accomplishments.

To be most useful, an organization's performance measurement reporting system should integrate operating and policy metrics. A performance measurement system should yield information and reports that are tailored to the particular needs of both policymakers and operating department users.

Once the measures are identified, tracked, and reported they can become a powerful tool for communicating to the public about the county's service levels, outcomes, and accomplishments.

Recommendation 12. Report outcomes to elected officials and the public on a regular basis throughout the strategic plan's implementation.

Responsibility for oversight, collection, validation, analysis, and reporting of data should be given to the Business Improvement and Performance Office, as discussed previously as well as below.

Process Improvement

One of the positive actions taken by management to combat the effect of decentralization has been to establish a quality management approach.

The most recent iteration of that program, contained in Resolution AR 2017-67 (Appendix 1), was adopted by the County Commission on October 24, 2017. The plan is based on a management framework derived from the Malcolm Baldrige National Quality Award for Performance Excellence and Quality New Mexico.

The central tenants of the Baldrige framework, the Criteria for Performance Excellence, help organizations deliver high-quality services and achieve long-term sustainability. They fall into seven categories:

1. Leadership;
2. Strategic Planning;
3. Customer Focus;
4. Measurement, Analysis, and Knowledge Management;
5. Workforce Focus;
6. Operations Focus; and
7. Results.

The foundation of the model is measurement, analysis, and knowledge management, which support the other disciplines. The performance management system described above provides the data for analysis, but it is continuous process improvement that creates value.

Continuous improvement is a management philosophy that seeks the involvement of all workers to eliminate waste and add value. It has produced startling results, first, by stressing respect for people and teamwork and, second, by incorporating a series of analytical techniques.

One of the principal approaches in this model is using process improvement tools to identify opportunities for improvement in service delivery. This requires senior management support and a thoughtful, intentional approach. The particular set of tools isn't important, but rather the commitment to use them consistently. Mature approaches include Six Sigma, value stream mapping, DMAIC (Define, Measure, Analyze, Improve and Control), Lean, or 5S (sort, set in order, shine, standardize, and sustain). In general, success does not rest on which tools are selected, but rather on the consistent training and application of the tools.

Recommendation 13. Create a standard approach for County process improvement projects to examine and streamline departmental and intra-departmental processes.

As mentioned previously, the County organization is characterized by silos that have developed over time. Additionally, portions of the County

organizational structure and practices appear to be built around the experience, relationships, and skills of current and past staff. There is a need for improved coordination between departments and functions and a County culture that emphasizes and supports cooperation and team work.

Recommendation 14. Use the performance management and process improvement framework to encourage collaboration and continuous improvement of cross-functional processes.

As this effort continues, it will be important to improve existing business processes before procuring new software by evaluating the impact technology has on business processes, eliminating waste, and consolidating functions where possible. The focus of early efforts should be on those services that either impact the most people or that use the most resources. Reviewing County services based on the amount of resources used or the reach in the community will help to prioritize potential process improvement projects.

Structurally, the responsibility for these programs lies with the Business Improvement and Performance Office, although other units in the County have started using similar tools. The Business Improvement and Performance Office supports all County units in the development of department-level strategic plans that align objectives, performance measures, projects, initiatives, actions, and tasks to meet the directives set by County Commissioners.

The activities of the Office are carried out by a two-person staff with very large objectives. Its work is duplicated to some degree by performance improvement functions in the County's Risk Management Office in the General Services Division, and the Accounting and Budget Office, in the Finance Division. The office was once part of Accounting and Budget but is now organizationally and physically separated. The current fragmented approach to process improvement and performance measurement, along with a level of current investment in these efforts have produced good results but have not provided maximum benefits to the County.

Recommendation 15. Assign the Business Improvement and Performance Office responsibility for the process improvement program and performance management.

By combining business improvement and budget and assigning process improvement to the team, all elements of performance management can be consistently planned and executed.

Information Technology Modernization

One of the themes throughout discussions and interviews was that information technology use is not well coordinated across County departments and is generally not up to date. It was also noted that software is frequently identified and purchased before business processes are prepared for transition, causing major investments to be underused.

One way to address this is to include all departments in a group, chaired by the director of the Information Technology Department, and task them with the responsibility for creating a technology plan and managing implementation for the County.

Recommendation 16. Create a Technology Governance Committee to develop a countywide technology plan and recommend a capital expenditure program for implementation. The committee should include representation from each department.

Many of the County's software systems are not interoperative and do not share relevant data. For example, the current Human Resources Information System (HRIS) is not linked with other enterprise systems. This creates inefficiency and, at times, inconsistent data. We understand that steps are being taken to install a fully integrated enterprise system, which will mitigate existing problems and promote a more efficient use of technology.

Recommendation 17. Implement a Countywide Enterprise Resource Planning System.

Another primary example is that the County is currently operating two suboptimal geographic information systems (GIS) in the Public Works Department and Assessor's Office. GIS is one of the most critical systems in local government, and the potential for inconsistent data between two separate databases can cause problems for property owners and staff with responsibility for enforcing County codes and ordinances.

The core features of a GIS platform (e.g., enhanced online mapping, spatial data-making, and analytical query) are applicable to the business functions of most county departments. Hardware and software components readily provide firewalls for the protection of proprietary information, linkages to specialty business systems, and technical latitude to conduct and share with internal and external customers most any feature of mappable information (e.g., ownership and other parcel characteristics, lot line adjustments, subdivisions or vacations of parcels, changes in land use type, the value of structural modifications, survey

plats, legal descriptions, situs addresses, flood zones, wildland fire trajectories and history, calls for public safety service, traffic accident incident reports, utility service infrastructure and related calls for service).

It is our understanding that GIS was previously managed centrally by the Information Technology Department, but when the GIS manager moved to the Public Works Department, the existing arrangement began to evolve.

Recommendation 18. Consolidate all GIS data into one shared system.

Managers in the Assessor's Office explained their needs for a separate GIS system. The reasons ranged from requirements of New Mexico's non-disclosure statutes, compliance with New Mexico's Mapping Manual, guidelines of New Mexico's Taxation and Revenue Department, the specialist nature of their work, to the timely identification and diagramming of new parcels or changes to parcels relative to the annual production of the assessment roll.

Managers of the Assessor's Office also cited the benefits of their GIS platform to provide mapping and information to the National Guard, County Commissioners, and the Emergency Management Response Team during and after the 2016 Dog Head Fire, one of the largest wildland fires in New Mexico's recent history.

Recommendation 19. Conduct a legal review of the state's non-disclosure and other pertinent laws to determine if a single GIS System can be used.

Department-specific data can be stored in layers in the GIS system to preserve some autonomy, but the underlying parcel data will be consistent, and annotations and records from other departments and functions can be cross-referenced.

Throughout the research process, our team heard comments about outdated or underused software, systems that hold similar or related data between departments but are not linked, or technology products selected by one department that could be used in others. The recommended Technology Committee can help improve future purchases, but an audit of current technology would provide a good foundation for that work. Countywide licensing could leverage economies of scale on software that can be used in different departments, reducing overall cost.

Recommendation 20. Inventory and review existing software licenses used by County departments.

Almost all current business practices are built around systems and processes that anticipate face-to-face contact. Taxpayers' and customers' desire for remote access and self-service has grown significantly over the past few decades. This is an area where the County has made some progress, but still lags. The recommended technology committee should make remote access strategies part of the strategic technology plan.

Recommendation 21. Identify and implement additional opportunities to provide web-based access and applications.

Recommendation 22. Evaluate strategies for using technology to conduct County business remotely (e.g., in the lobbies of County buildings, libraries, community centers, grocery stores, etc.).

Management Partners' team members reviewed the existing website and available online services and noted that the overall design of the site is easy to navigate, and common online customer needs are grouped together to make it easier to find services. The "BernCo View" section provides a central location for performance and transparency-related data, which is a best practice. New online services will be easily integrated into the current design.

Over the last two years, information technology related services have been centralized under the management of the Information Technology Department, with the exception of GIS. The department provides technical assistance to the Assessor's Office, while no assistance has been requested by Public Works.

Today, the Information Technology Department's role can be characterized as using a caretaker model: manage the infrastructure backbone, protect the shared drives of the departments and elected offices, and provide on-call technical assistance. The department supports but does not manage the software platforms of the departments and elected offices.

The County has been moving forward to realize the significant efficiency, economy and accountability in a centralized information technology structure, including procurement, management of hardware, shared drives, software, training, and licenses. There are trade-offs as well, as departments lose ready control and are forced to standardize and justify deviations. A remedy and best practice would be to assign and house staff from the Information Technology Department in user departments.

Recommendation 23. Implement centralizing the management of all aspects of information technology, from procurement to training, in the Information Technology Department.

As the County moves toward an open floor plan concept for office space at Alvarado Square, the need for the number of fully functional conference rooms increases. Each conference room should be built to take advantage of current meeting technology, which should be periodically upgraded and managed by the Information Technology Department. These technologies include audio and video conferencing, presentation display, and network access.

Recommendation 24. Develop a uniform technology infrastructure for all conference rooms at Alvarado Square.

Records Management

The County has established a committee that manages the records retention function and has developed policies and procedures governing the handling and disposition of records consistent with state law. However, throughout the County, departments struggle with the storage and management of physical records. The rigorous use of paper-centric file retention practices presents an unnecessary burden to County departments and elected offices. It is also driving some of the department space planning requests for Alvarado Square.

Paper case files, copies of licenses, voter registration cards, records that lead to the appointment of executors, historic records of deeds, plat maps, parcel boundary surveys, etc. are maintained in a dizzying array of warehouses, vaults, rooms, office cabinets, rolling book shelves, Lektriever storage units, Microfiche cards, and digital platforms.

The committee has already made good progress on developing policies and procedures, which should be implemented across all departments, once complete.

Recommendation 25. Implement the records retention initiative once complete.

As part of the information technology modernization effort, attention should be paid to reducing or eliminating the need to store physical documents. Those that must be retained should be centrally stored and managed.

Recommendation 26. Develop a secure, centralized, electronic and physical file retention center, backed by a uniform archival program and administrative guidelines.

Centralizing this function can exploit space that has limited usefulness, such as the basement in the new building, while reducing the need for filing cabinets and storage rooms in the office areas. The Records Retention Committee can provide oversight and direction to this need.

Change Management Strategies

One of the most significant results of the employee survey (see Attachment B) was that most employees do not believe that the move to Alvarado Square will improve their physical work environment. Many people declined to answer the question, with 41% not responding. Of those who did respond, the majority (58%) disagreed that the move would improve things for them. Both the level of disagreement and unwillingness to answer the question point to a high degree of uncertainty and pessimism about the move.

In discussions and focus groups, it was clear that the personal impacts were key factors. Where will my office be? Will I have adequate space and privacy? Where will I park? Will it cost me more? Many of the day-to-day working conditions they are facing are largely unknown.

Overcoming this apprehension and smoothly transferring operations to the new facility will require frequent communication and a transition plan that has broad acceptance. The open house at Alvarado Square held last year that included examples of modern workstations and a tour of the facility is a good example of the type of outreach that will promote engagement. Using change management strategies can help to ensure that implementation goes smoothly.

In a June 2014 article in *Business + Strategy*, authors DeAnne Aguirre and Micah Alpern outlined a research-based approach to change management based on ten principles. They were:

1. Lead with culture;
2. Start at the top;
3. Involve every layer;
4. Make the rational and emotional case together;
5. Act your way into new thinking;
6. Engage, engage, engage;
7. Lead outside the lines;
8. Leverage formal solutions;
9. Leverage informal solutions; and

10. Assess and adapt.

In summary, these principles are designed to take advantage of the positive elements in place within the organization, while making a compelling case for and requiring needed change.

Some of these principles are particularly relevant for the challenges that the County faces in moving so many people and processes into a new location, with different office environments, parking arrangements, and privacy that they are used to now.

While we have noted the siloed, decentralized nature of the culture, it is equally true that there is a strong ethos of public service and pride in accomplishment throughout the County. Appealing to these values can help lessen resistance to the changes ahead and encourage participation in the problem-solving process. Ensuring alignment among senior leaders is critical, first in providing a unified message, but also in promoting confidence in the final plan.

The survey and focus groups conducted as part of this study were a good start to employee involvement, but it shouldn't end there. As decisions are made and new issues identified, ad hoc committees and focus groups can be used to develop plans for implementation. These groups can be useful for identifying emotional responses as well, which will provide insight into how decisions will affect line staff. Ongoing, frequent communication will also help increase awareness and engagement about the move.

If there are changes that can be made prior to the move that will be required afterwards, start implementing those changes now, both to reinforce the behavior and to allow employees to learn new approaches while in familiar surroundings. These can include customer service strategies, process improvements, or structural changes. In addition to managers and supervisors, use informal leaders to help spearhead the necessary changes outside the formal chain of command.

Lastly, make sure that there is ample and frequent communication about the organizational and physical changes, with opportunities for feedback and questions from all levels of the organization.

Recommendation 27. Develop a transition plan and communications strategy to help employees adapt to necessary changes in anticipation of the move to Alvarado Square.

Departmental Service Delivery Processes

After reviewing the current organization structure and key business processes, Management Partners' team members focused on several areas for detailed research that will be impacted by the move to Alvarado Square and would achieve the greatest improvements to the customer experience.

This section discusses three broad topics: customer service coordination, the development plan review process, and other improvements.

Customer Service Coordination

Many of the departments identified as belonging in the new administration building have similar needs to be able to provide excellent customer service. In this section we identify the functions of key offices, discuss issues, and make recommendations to improve coordination. Some of the issues discussed below were addressed in the management system recommendations in the previous section.

The most common cross-functional issue identified was the need to improve customer access and reduce the number of visits and wait time. Most of the department staff we interviewed saw the move as a way to address these problems.

In the employee survey, almost two-thirds of respondents to the statement "The move to Alvarado Square can improve service to our customers" agreed or strongly agreed.

Consolidated Customer Service

Several departments have customer service counters located in various facilities that only provide specific programs and services. Residents and business owners often are unsure of which department is responsible to meet their needs and where to go. Those customers who have more than one transaction to conduct often must travel between locations.

The move to Alvarado Square presents a unique opportunity to co-locate and consolidate many of these functions. While customer service representatives may still need to be assigned to departments because of

the need for specific background, training, and skills, customers will benefit from using a single location to access these services.

Recommendation 28. Locate customer service representatives from all departments moving to Alvarado Square in a consolidated Customer Service Center on the main floor.

The County has also developed a best practice single-point call center to centralize customer service, reduce hand-offs, and track performance responding to resident requests and complaints. The Constituent and Support Services Division handles all telephone and email correspondence. It is natural to move this function in proximity to the Customer Service Center and assign responsibility to the oversight and operations of the center, even though some employees may be assigned to other departments.

Recommendation 29. Make Constituent and Support Services the lead for all customer service contact (internet, phone, and in-person) to greet, handle routine requests, and assist with wayfinding.

Exceptions to this co-location of customer service should only be made for services that are highly specialized or have a unique customer base that is outside the city limits of Albuquerque. The Permit Center is an example of the former and will be in another part of Alvarado Square. Customers of the Solid Waste and Housing Departments may be better served in other locations. Each should be evaluated based on customer requirements.

Among various suggestions was the idea that monitors be added to the furnishings in the customer waiting area. They could air broadcasts of public information messages from the County Manager, elected officers and department heads.

The overall design of the first floor and atrium of the new building should include both the consolidated customer service area and breakout meeting rooms for departments with a need for private conversations.

County Assessor

The County Assessor is an elected position currently held by an incumbent initially appointed to an unfilled position by the Board of Commissioners in 2013, who was then elected to a full four-year term, effective January 1, 2015.

The Assessor has responsibilities provided for in the New Mexico Constitution and New Mexico Property Tax Code, in addition to regulations, orders, rulings and instructions of the New Mexico Taxation and Revenue Department. They include:

- Locating all taxable property in the county and identify the ownership (approximately 275,000 parcels);
- Establishing a value for all property subject to property taxation;
- Listing the value of all property on the assessment roll; and
- Applying all legal exemptions.

The tax roll value delivered to the County Treasurer/Tax Collector for 2016 was approximately \$15 billion, reflecting an increase of 3% over the prior year. The Bernalillo County Assessor does not compute property tax bills, collect property taxes, establish property tax laws, or set the rules by which property is appraised.

The Assessor's Office is located across from the County Administration Building and is comprised of eight divisions: Special Assessments, Business Personal Property, Commercial Appraisal, Residential Appraisal, Manufactured Homes, GIS/Mapping, Customer Service, and Quality Control.

The Assessor's Office reportedly generates an estimated 30,000 new documents each year and operates under a state-mandated 10-year document retention schedule. Documents are scanned, and the associated paper documents are retained. Department staff believe that, regardless of the existence of scanned documents, the paper version must be retained, which results in the need for more space to retain paper files.

It is not unusual for customers of the Assessor's Office to also visit the Treasurer, and Planning and Development Services Departments. However, the offices are not co-located.

The *2017 Property Valuation Maintenance Program & Annual Report* for the County Assessor was reviewed by the Board of Commissioners in June. The Annual Report identifies responsibilities, accomplishments and ongoing process improvements in the eight divisions. Notable ongoing improvements are being made to the E-File online service, a business system for downloading tax documents from the County Assessor's website, as well as the submission of documents through the internet.

Internal to the Assessor's Office, the Computer Assisted Mass Appraisal database system (CAMA) is the repository of information for nearly 280,000 parcels of land in the County. The CAMA system maintains information on each parcel's attributes and values, such as type of land

use, structures, ownership transfers, new building permits, exemptions, real estate sales values, etc. In several respects, the CAMA system is the foundational source of the assessment role.

The Quality Control Division is identified in the Annual Report as the “epicenter of three main components: quality control, quality assurance and quality improvement.” The division monitors and facilitates awareness of statutory, legal and internal standards and policies. The division also monitors compliance with credential requirements and conducts the staff training program on business systems. These best practices have an important bearing on the CAMA system and, therefore, the assessment roll, which are reliant on the timely, relevant, complete and accurate entry of data and information on parcel characteristics.

New Mexico statutes and best practices of the International Association of Assessment Officers call for the inspection and reappraisal of parcels every four to six years. In that regard, the Assessor’s Office has initiated steps to have canvassed all non-residential parcels by March 2018, as well as all residential and manufactured homes by March 2020, and then to maintain that cycle of inspection and reappraisal thereafter. To accomplish that initiative, thousands of field checks are now conducted by the Assessor’s Office each year. Additional support is provided by software, Assessment Analyst, which enables a desktop review of parcel characteristics via aerial imagery, street front photos, building permit sketches, survey plats, and GIS map delineations such as flood zones or particular tax districts.

In a good real estate market, the Assessor’s Office is hindered by staff turnover, once they are trained, credentialed and experienced. Providing a multi-dimensional job experience to journey-level staff was suggested as a means of helping to retain staff. The cross-training of journey-level staff in the Commercial and Residential Divisions was also identified as a needed process improvement by division managers. Cross-training would enable managers to better address the seasonal ebb and flow of business activities in each division through the sharing of appraisers and customer service staff trained on both programs and business systems.

Recommendation 30. Cross-train staff to optimize customer service.

There is an intertwined relationship between the functions and day-to-day customer transactions of the Assessor’s Office and the Treasurer’s Office. The former office sets property tax value and the latter office collects, distributes and invests property taxes and other revenues.

Reportedly, many tax paying customers do not discern which office does what and end up contacting both offices in the course of their business.

Interviewees from both the Assessor's Office and Treasurer's Office expressed a desire to conduct regularly scheduled inter-departmental front-line manager meetings on issues of customer service. It was suggested that co-location or nearby placement at Alvarado Square would foster greater inter-departmental cooperation.

Interviewees from the Assessor's Office discussed the need for several closed-door customer interview rooms. They indicated that the current customer waiting area is not conducive to the exchange of private, personal information used in the formulation of property tax valuations and the protests of such.

Recommendation 31. Provide closed-door break-out rooms adjacent to the consolidated customer service counter area.

The need for larger work stations was stressed by interviewees in the Assessor's Office. It was stressed that most of the appraiser functions benefit from a dual-monitor display, a scanner/printer, keyboard, and room for files and forms on the desktop.

Recommendation 32. Plan work stations in the Assessor's Office to accommodate the equipment used in the office.

County Clerk

The office of the Clerk includes the following divisions:

- Customer Service,
- Maps and Plats,
- Data Entry,
- Recording and Filing,
- Marriage Licenses,
- Passports,
- Warehouse, and
- Elections.

As the name indicates, the Customer Service Division helps customers navigate all areas of the Clerk's Office. Most customers are assisted via telephone or online. Customer service staff report it is common for people to come to the office who are looking for services provided elsewhere in the County.

During field visits by Management Partners, heavy in-person customer use was observed in the Clerk's Office. The current office space includes a

spacious waiting area and receptionist to guide customers. Additionally, there is a public access area with 10 kiosks. The kiosks are primarily used by title companies and credit agencies to access County records.

All documents since 1978 are digitized or on microfiche for prior years. However, customers are not allowed to look at documents online because revenue is collected when documents are copied on site.

Recommendation 33. Allow online access to documents to improve customer service and reduce traffic to the office.

The Maps and Plats Division is responsible for scanning and storing Mylar maps and plats that have been recorded. Mylar documents are stored indefinitely after they are scanned. Other counties return the Mylar documents once scanned.

Recommendation 34. Return Mylar plats to clients after they are recorded.

Recommendation 35. Accept digital versions of plats and maps for recording and storage.

The Data Entry Division scans, indexes and electronically stores documents accepted by the office. The primary emphasis for this area is the accuracy of a recording. A quiet area away from busy office activities, with separation from other parts of the office is needed to support the work of the employees in this division.

The Recording and Filing Division accepts all documents, except birth certificates for recording, as long as the original is signed and notarized. The original documents are then returned to the customer.

The Marriage License Division assists couples applying for a license or individuals wanting to examine historical license records. The area requires privacy for the exchange of personal information. These interactions also involve many cash and credit card transactions.

Recommendation 36. Provide an area for private review of records in the new customer service area.

The warehouse stores equipment and materials used for general and special elections. The warehouse is located at the Public Works campus on Broadway Boulevard, approximately eight minutes from the current County building and an estimated ten minutes from Alvarado Square. For the short term, warehouse space is also being used by the Legal Department for the scanning of documents.

Four site inspectors and five other staff from the Clerk's Office are located there. Elections leaders would like to have all staff located in the same office. However, there is need to train a large number of temporary staff and volunteers and other activities directly related to elections that may best be held at the warehouse. In addition, call centers are established at the warehouse during elections to handle a large volume of telephone calls.

The Bureau of Elections conducts elections multiple times throughout the year. It maintains over 4,400 voting machines and 1.2 million voter registration cards. All registration cards are scanned and digitally maintained. The paper records are kept for a minimum of six years, with staff only using electronic records for their routine duties.

In the early years of scanning, it was not unusual to have blurred electronic copies. With newer technology that problem appears to have been eliminated. Staff believe that maintenance of unused paper records is necessary, solely because New Mexico courts will not accept a scanned copy in lieu of a paper original. As mentioned above, the warehouse currently serves multiple purposes, including training, storage, and space to accommodate nine staff members. The office space for elections staff is cramped, with much of the space taken up by voter registration card storage and other paper records.

Recommendation 37. Obtain legal advice regarding the ability to dispose of voter registration cards once they are scanned. State laws or new County authority under the recently enacted County Charter should be considered.

During election seasons, the division sorts and enters nearly 3,000 voter registration requests daily. Because this function is infrequent, it would not make sense to create a space for it in the new County administration building. Therefore, the warehouse should be maintained for storage, training, and special activities such as voter registration and a call center.

Recommendation 38. Provide space for storage, training, a call center, and voter registration at the current elections warehouse facility located at the Public Works campus in addition to new facilities at Alvarado Square.

County Treasurer

The County Treasurer is an elected position with a four-year term, which was effective January 1, 2017. The Treasurer's Office is located in the basement of the County Administration Building at One Civic Plaza NW.

The Treasurer has the following responsibilities:

- Serve as banker for the County depositing, distributing, accounting, investing and keeping safe County funds;
- Make investment decisions in accordance with the County Investment Policy;
- Receive and disperse state intergovernmental tax revenue from gross receipts, tobacco and fuel sales, as well as corporate tax revenue;
- Receive approximately \$650 million of annual property tax payments;
- Distribute tax revenue to the County, 18 other government agencies, including Albuquerque Public Schools and 45 charter schools, as well as the State of New Mexico;
- Account for all monies received or dispersed, including revenue from bond issues, special assessments; and service fees and licenses; and
- Receive fees for a variety of miscellaneous County services, including fees for the monthly rental of ankle bracelets and deposits into inmate trust accounts for commissary purchases.

The customer service counter and cashier stations receive approximately 100 customer contacts per day. That volume swells as tax payment deadlines approach in May and December. Payments may be made by walk-in, mail, electronic, at certain banks and credit unions, as well as five drop boxes located throughout the County. Annually, the Treasurer's Office mails approximately 232,000 tax bills. The Treasurer's Office also tracks and attempts to resolve approximately 30,000 delinquent property tax accounts and liens each year.

The Treasurer's Office has nearly completed an expansion of iasWorld software that has been in use by the Assessor's Office for several years to manage property tax appraisals and exemptions. The Treasurer's Office will use iasWorld software to calculate assessments and to automate the billing and collection process. The shared database will enhance the flow of property tax information to the public, as they contact either office.

The Treasurer's Office plans to post tax refunds online. This best practice would enhance transparency, raise public awareness, and help to reconcile accounts. Use of the same software version by the Tax Collector and the Assessor's Office will reduce the amount of time customers spend with the departments, particularly when a tax assessment is under protest (Assessor) that affects the tax bill (Treasurer).

Interviews with staff from the Assessor, Treasurer, and Clerk's Offices identified the need for online payments. The public's ability to pay transactional fees online would complement the array of online services

provided by the various departments that currently exist and are proposed, plus reduce the volume of trips to Alvarado Square.

Recommendation 39. Procure an online fee payment system.

The cashier stations at One Civic Plaza are inadequate for conducting collateral paperwork and contacting customers during non-peak seasons or hours of the workday. The stations are closed off from the rest of the Treasurer's operations and accessed only through an electric door. Interviewees suggested that customer service stations at Alvarado Square include a desktop space that can be used for the processing and mailing of notifications of tax liens, paperwork on tax refunds, and various records management assignments that can be conducted when customers are not present at the counter.

The functional roles of the Assessor's and Treasurer's Offices are intertwined. One office sets property tax value and the other collects, distributes and invests property taxes and other revenues. Reportedly, many taxpayers do not discern which office does what and end up contacting both offices. The co-location of their respective public counters, on a lower floor readily accessible to customers would help save time.

Recommendation 40. Conduct quarterly meetings with the managers from the Assessor, Clerk, and Treasurer Offices, focused on the integration of common business systems and customer service functions.

Probate Court/Probate Judge

The Probate Court judge is elected and part-time, and subject to term limits of two four-year terms of office. The Probate Court's power and role are limited to the appointment of an executor on undisputed matters of wills, trusts or deeds of the deceased. Disputed matters fall under the domain of District Court, outside of the jurisdiction and processes of the Probate Court judge. Matters of guardianship fall outside of the jurisdiction as well. As an office of the court, the judge may conduct ceremonial functions, such as presiding over weddings.

The operations are conducted in a business office located at One Civic Plaza, rather than in a courtroom. The office includes six positions, including the judge, a probate court administrator, and four administrative support staff. Reportedly, 1,000 cases are filed annually for appointment of an executor, with 700 cases not represented by an

attorney. There is no need for a courtroom, as the Probate Court may not hold hearings.

Three matters of state statutory law and one industry practice are of concern. In New Mexico, probate case files must be housed within six miles of the court. Probate case files must be preserved in perpetuity and on paper. Case file information falls under non-disclosure law; therefore, online access is not permissible. A public kiosk terminal in the Probate Court office merely lists what case files are on record. A review of the file requires an office visit and identification.

Bernalillo County meets those provisions, with files dating back to before statehood. All case files are digitally scanned. A microfiche copy is made as well. Closed paper case files and microfiche copies are housed in the basement of the Annex Building, secured in 75 fire-proof, locked cabinets in two rooms that lie adjacent to former jail cells.

Location and space at the Alvarado Square Building are not at issue. A third-floor area has been identified of adequate dimensions and ready customer access adjacent to the public elevators.

The Probate Court judge does not believe that the court needs to be located close to the clerk, or any other County office. Regardless of the office location, the primary concern is having easy access to court records. Proximity to customer parking was also identified as a concern.

The rigorous use of paper-centric file retention practices presents an unnecessary burden today. A legislative, legal and administrative review of this burden is recommended, particularly regarding perpetual retention of paper-based Probate Court case files.

Recommendation 41. Conduct a legislative, legal and administrative review of paper file retention and disposition of Probate Court records.

Development Plan Review

The Planning and Development Services (PDS) Department administers the County's building, zoning, planning, subdivision, business registration, impact fees, street naming, and other development regulations related to residential and commercial land development. Department staff have a lead role in coordinating the intake, review and approval of development plans, and associated preliminary and final subdivision plats, zoning and setbacks prior to building plan review. Building plan approval and inspections are also conducted by PDS staff.

PDS planners, plan reviewers, and inspectors work closely with staff in the Public Works Department, Fire Department and various outside agencies throughout the review process. The mission of PDS is to:

Work with and serve the residents of Bernalillo County through programs designed to preserve and protect public health and safety, and improve the built environment, by administering land use, building, planning, and health protection regulations in a fair and consistent manner.

The Planning Division is responsible for processing all current land use cases (zone changes/special use permits, master plans, plan amendments, sector plans) for the County. The Zoning Enforcement Division coordinates zone enforcement, nuisance abatement and property maintenance programs in conjunction with other county departments. Building Services issues permits for commercial and residential rehabilitation projects and new developments. After the permits are issued, Building Services staff are responsible for making building and trade inspections (electrical, mechanical and plumbing until all project inspections are passed and certificates of completion or occupancy are issued.

The mission of the Consumer Health Protection Division is to serve County residents by protecting public and environmental health. Specifically, the division is responsible for regulating food service establishments in the unincorporated areas of the County, regulating the design, construction, maintenance and operation of public swimming pools and spas in unincorporated areas. Consumer Health Protection staff are also responsible for rodent control, solid waste disposal complaints, residential sanitation, and safety and noise investigations.

In 2013, PDS implemented the Accela land management software system to automate the application review process and allow for 24-hour, seven-days-a-week access through an internet application called Accela Citizen. The citizen portal allows applicants and members of the public to obtain varying levels of information about zoning, subdivisions, plans review, and inspections by PDS and other Bernalillo County staff with a role in the process.

Using Accela Citizen, an applicant or interested party can see the status of review activities, which departments completed their review, and the departments/divisions that had not yet completed a review, inspection or signoff. The Accela Citizen module can receive online plan submittals but is not currently being used to do so. By allowing online submittals, in-

person traffic can be greatly reduced, and customer queuing times decreased.

Recommendation 42. Accept online plan submittal through Accela Citizen.

Workflow Process Analysis

The PDS operational analysis was focused on the workflow associated with the intake, review and approval of development applications. Management Partners conducted several focus group sessions with PDS staff to prepare process maps to document the workflow steps associated with application intake and customer service, plans review, inspections and subdivision review processes. Process maps were prepared to document the following PDS review functions. They are included as Attachment C.

- Business License Application,
- Minor Subdivision,
- Major Subdivision, and
- Commercial Building Permits.

The “as-is” process maps detail the sequential steps required to move PDS applications from initial intake, key review steps, decision points, and process completion. The processes were documented as part of the operations review representing a small sample of the applications received by PDS for review, processing, and approval, but they represent a high percentage of the department workload and include interdepartmental reviews.

The discipline of workflow analysis is used to streamline processes, shorten completion times, and identify ways to make processes more customer friendly. Periodic reviews are necessary to keep high profile and complicated processes from becoming overly burdensome to applicants and staff.

For many of the PDS applications, a prospective applicant can request a pre-application meeting. Pre-application meetings allow individuals and contractors to meet with a cross-departmental team of representatives to discuss the proposed project, various elements of the application process, and submission requirements for each phase of the process. Pre-application meetings ensure that the applicant is clear about what is needed to make a complete application submittal. However, once an application is accepted and the reviews begin, the applicant is not

afforded a similar multi-departmental review to discuss review comments.

Recommendation 43. Implement a cross-departmental development review team to provide a coordinated approach to the review process.

This is a best practice that can assist in reducing the overall cycle time to complete the review process.

Business License Application Review

The review process for business license applications includes new requests and annual renewal. Application intake is made at the Planning and Development Services Permit Center and the application fee payment is made there as well. The application is reviewed to determine if the address of the business location complies with permitted uses allowed by the zoning code. If the business address meets the zoning code, the application is routed to appropriate Bernalillo County offices for additional review and inspections, as necessary. The reviewing departments/divisions include: zoning, planning, building, public works, development review, and the fire marshal.

Applications for a business license can be submitted in person or mailed to DPS for review and approval. This development application procedure is fairly straight forward and lends itself to a self-service function using the Accela Citizen portal. The City of Albuquerque, like other municipalities, uses an online business registration renewal process. The application allows contractors and business owners a paperless method of renewal. Bernalillo County business registrations and renewals should be incorporated into the features and functions of the Accela Citizen portal, thereby freeing up time spent by permit technicians for other intake counter duties.

Recommendation 44. Automate new business license registrations and renewals using the Accela system.

Paperless business licenses through the Citizen Access portal will require the ability to accept credit cards, PayPal, or other forms of online payment.

Some applicants have issues that stop them from getting a license, such as outstanding code violations. When this happens, they must cure the issues that have caused the license to be placed on hold, which usually requires a visit to the Permit Center or other County office. If those access

points were available online, it would reduce the need for trips and improve speed of compliance.

Recommendation 45. Provide online access to data sources needed for business license approvals.

This online search feature would allow applicants to search for and clear outstanding issues prior to making an application.

Subdivision Review

There are several process similarities for the review of subdivisions by Bernalillo County, under the direction of PDS, for major and minor subdivisions. The two types of reviews are discussed below.

Minor Subdivisions Review

Applications to subdivide land into five or fewer lots that are less than ten acres in size, and land subdivision up to 24 parcels that are over ten acres fall into the category of a minor subdivision. The review of applications for minor subdivisions of land is carried out in a two-step review process. These applications are first subject to sketch plat and final plat review and approval.

Major Subdivision Review

Applications for a major subdivision applies to several different parcels/ lots having areas less than and over ten acres, as shown in Table 2.

Table 2. Major Subdivision Types

Type	Number of Parcels	Maximum Size of a Parcel
1	500+	Less than 10 acres
2	25 to 499	Less than 10 acres
3	6+	Less than 10 acres
4	25+	More than 10 acres

While a two-step review is used for minor subdivisions, a three-step procedure applies to the review and approval of major subdivision applications. The three-step approval consists of sketch plat, preliminary, and final plat approvals.

Both major and minor application processes can begin with an optional pre-application meeting. All applications are subject to a review and comment period, followed by a meeting of the County Development Review Authority (CDRA). The CDRA includes the subdivision administrator and representatives from zoning; public works, development review; the fire marshal; natural resources and the

Albuquerque Bernalillo County Water Authority. The CDRA meets bimonthly to review preliminary and final plats; sketch plats are reviewed and approved administratively by the CDRA, while preliminary plats are forwarded to the County Planning Commission for a public hearing. Final plats are also processed by the CDRA.

Commercial Permit Review

The review process for commercial permits begins with application submittal to PDS permit technicians for a completeness review, fee collection and the creation of a case file in Accela. Plans submitted with the application are scanned into a PDF file and then linked to the Accela application. For commercial projects, applicants are encouraged, but not required to submit grading, drainage, water conservation and off-site improvement plans. Commercial applicants should be aware of the plans needed for review prior to or at application submission.

Recommendation 46. Develop a process guide that instructs commercial applicants about the types of developments that will require grading, drainage, water conservation, and off-site improvements.

Recommendation 47. Develop an Accela prompt that will alert permit technicians to check for or inquire about incomplete plans during application intake.

Once a PDF of the plans is linked to the electronic application it is routed through the Accela system to County staff for reviews. Although the type of commercial application will dictate which departments will be assigned to review and comment, the County departments and divisions typically include planning, zoning, buildings, public works technical services, the fire marshal, as well as utilities and various state departments. Reviewers have 10 days to complete their review and enter comments into the Accela system. When the last review is completed, the reviewer should close out the review phase in the Accela workflow.

There can be delays in closing the Accela review, because if the last review does not close the workflow, the comments will sit in a pending phase until the applicant calls to request the review comments. Additionally, Accela is equipped to send a courtesy email to applicants at the end of the review phase, however Bernalillo County does not use or promote this feature.

Recommendation 48. Assign a PDS staff member to check the status of reviews after the 10-day period and close the workflow.

Leaving the task to the last reviewer can create unnoticed process delays.

Recommendation 49. Collect and update email addresses at the application intake phase and alert applicants by email or text message when review comments are available using Accela.

2012 Zucker Report

In 2012, the County hired Zucker Systems to complete a review of planning and permitting functions. The report included 307 recommendations that addressed planning, zoning and building functions, the development review process, fire marshal functions, environmental health, parks and recreation, public works, the use of technology, and employee and customer perceptions.

The recommendations in the report were categorized as priority 1, 2 and 3; with 1 being the highest. Of the 307 recommendations, a total of 41, or 13%, were categorized as high priority recommendations. As part of our review, Management Partners analyzed the status of the priority 1 recommendations from the report. A summary table of the Zucker priority 1 report recommendations is included as Appendix 2 to this report.

To date, 36 (88%) of the 41 top priority recommendations have been implemented, either fully or partially. The five remaining recommendations from the 2012 review are:

- Locate the Economic Development Department in the Permit Center,
- Locate a fire plans examiner in the Permit Center;
- Revise the County Development Review Committee to make it meaningful;
- Add senior-level staff members to the County Development Review Committee; and
- Co-locate 11 Public Works staff to the Permit Center.

While economic development functions are not essential to the operations of the Permit Center, fire plans review and one or more of the Public Works Development Services staff have a regular role in plans review, permitting, inspections and subdivision approvals. Having fire plans review and Public Works Development Services staff physically located with PDS at the Alvarado Square location is an important consolidation that will result in customer service efficiencies.

Recommendation 50. Locate one fire plans reviewer with Planning and Development Services.

Recommendation 51. Locate one or more Public Works Development Service staff with Planning and Development Services.

Technical Services and Fire Plans Review

Technical Services is a Public Works Department program that consists of Engineering and Construction and Development Review. The staff of these two sections work collaboratively with Planning and Development Services in the review and approval of commercial development applications and subdivisions. Engineering and Construction staff perform engineering reviews and inspections for County capital improvements and for commercial projects that will intersect the County right-of-way and for infrastructure that will be deeded to the County once the project is complete. Similarly, the Development Review Section is responsible for grading, wastewater, wells and storm water management review and inspection during the development review process.

As a division of Public Works, staff members are located at the Public Works campus on Broadway Boulevard. Because Technical Services is located a driving distance from the PDS offices, customers are unable to follow up on plan corrections or approvals at a single location.

The Office of the Fire Marshal is also located a distance away from the County building and the Public Works campus. Staff in this office, as with Development Review, have review and inspection roles associated with plans review, permitting and licensing functions that originate in PDS.

Currently, an applicant with revised development plans and final subdivision plats will resubmit plans at the PDS office, while drainage, storm water, waste water and transportation improvement plans are submitted to Technical Services at the Public Works campus. In the case of a final plat, the applicant will physically move the plat from office to office for the required signatures prior to recording the plat with the County Recorder at yet another location.

The move to Alvarado Square presents an opportunity to physically consolidate the Development Review function of Technical Services, and at least one fire plans reviewer from the fire marshal's staff with PDS, because they share common review processes and customers.

Recommendation 52. Relocate Public Works Development Services staff and a fire plans reviewer to the Alvarado Square location with PDS.

Other Improvements

During our research, we observed several areas of the organization that could be improved to help ensure a successful move to the new building and support sustainability of the County. They pertain to organizational structure, employee development, retention, and recruitment.

Organizational Structure

In reviewing the organizational structure of the County, we noted many layers of management within the various departments and divisions, which reduces efficiency. Adopting a “flatter” organization structure encourages employee engagement, autonomy, and proactive problem solving. It also promotes employee involvement in producing desired outcomes based on the organizational goals and performance management system.

While looking for ways to flatten the organizational structure, attention to the need for appropriate supervisory span of control and accountability must be considered. Employee turnover provides an opportunity to evaluate supervisory needs and may provide the impetus to shed management layers naturally.

Recommendation 53. Consolidate the number of management levels in the County through attrition.

The current effectiveness of the organization appears to be built around the experience and relationships of current and past staff. Work-around processes, individually held process lists or maps, and individually held spreadsheets accounting for the volume of requests, applications, licenses and permits processed or issued are common throughout the departments reviewed. With these conditions, there is a great deal of risk associated with turnover.

Employee Development and Retention

It was also noted that a large cohort of the County’s most experienced employees are nearing or at retirement eligibility. Preparing for the loss of experience and knowledge is critical for continuity of operations over time. Two tools can mitigate the risks associated with employee turnover regardless of the cause. The first is to develop a succession plan for key County positions.

A successful succession planning program requires support and commitment from management, as it must be an integrated part of the organization’s human resources efforts. An important element is employee retention and development, preparing the next generation of

leaders among current staff. Key steps in the process include identifying critical positions, requirements, and essential skills; documenting at-risk positions and associated skills and job requirements; developing a matrix of core competencies for all levels of employees; planning training and development activities; and preparing the succession plan.

With the clear understanding of organizational needs developed in the succession planning process, individual employee development plans can be developed to create viable candidates in the existing employee ranks.

The succession plan would include the creation of department and division-level process maps and function guide sheets; and systems to track functional performance and link related public services (e.g. tax assessment and collection).

Recommendation 54. Establish a succession plan to ensure planned knowledge transfers coincide with employee retirements and transitions.

As noted, a major element of succession planning is developing existing staff in preparation for promotion. These plans are usually developed in conjunction with annual employee reviews and identify training, certifications, and developmental assignments that will be attempted over the following year.

Recommendation 55. Use employee development plans in the annual evaluation process.

Recruitment

The Employment Division of the Human Resources Department is responsible for the recruiting process from posting and recruiting to hiring and is one of seven divisions reporting to the Human Resources director. The manager of the Employment Division has eight full-time direct reports. There is one vacant position in that division that is being moved elsewhere.

The recruiting process uses a web-based system called Neogov, an online government jobs website that allows for input and tracking from the application stage through onboarding the person. When a position becomes available in a County department, the department hiring manager submits a requisition to the Employment Division that includes minimum requirements and other necessary information to input into Neogov.

Throughout the County there are about 1,600 requisitions per year. The mandated minimum posting period is five working days, although the

default posting is three weeks. If the position is to be posted externally, it is posted on association sites, social media, and other sites that have no cost associated with their use. Division employees attend job fairs on average three times per month to support the job fairs and attract candidates.

Candidates use Neogov to complete an application. When the posting period is complete the applications are automatically scored by the software, based on the minimum requirements. The system screens out applications that have not been completed accurately or fully and sends an email to the applicant telling them the reason they have been removed from the application process.

The hiring manager enters the site to screen the applications based on the automatic scoring and adds filters (weighted criteria such as military experience). The resulting list becomes the eligible list. A push notification is sent to the hiring manager who has access to the eligible list of candidates and marks which candidates are to be interviewed. This becomes a referral list. The system tracks the applicants for interview scheduling, tests, physicals and other forms that may be required.

Once the hiring manager chooses the top candidate, the recruiter conducts the background check and makes an offer to the prospective employee. Compensation is discussed in the Labor Relations Division. When negotiations have been agreed on, the prospective employee gets a drug test and physical. When cleared, they are given a link to complete the onboarding process using Neogov.

New employee orientation is handled by the hiring manager of each department. On the first day of employment, the new employee completes all of the forms for benefits.

The performance goal from date of requisition to date of hire is 35 working days. The average most recently reported for non-public safety employees is close to 60 working days. It was reported that good candidates have found other positions because the process is too lengthy.

Positions in the Detention Center, Sheriff's Office and Juvenile Detention Center positions also have a performance goal of 35 working days. The average is currently over 80 days. However, there are additional tests and background check needed to fill these positions that further complicate the process. A different metric should be used for positions with additional requirements.

Performance measures are important but must be based on realistic goals. Although 60 working days (12 weeks) to fill a position may cause the loss

of some first-choice candidates, the goal of 35 working days may not be attainable within the constraints of the County requirements. An analysis of those requirements and what is causing time delays is a first step in setting achievable goals.

Recommendation 56. Conduct a process improvement project for recruitment.

Recommendation 57. Reevaluate performance goals for recruitments for non-public safety and public safety hires.

It has become common for municipalities to elicit feedback from external customers about the quality of services being provided. A best practice is for internal service departments such as the Employment Division to do the same. This requires establishing a system to regularly measure customer satisfaction and perceptions of performance. Feedback from customers is useful to identify opportunities for additional improvement, as well as for commending staff for providing exceptional service.

Recommendation 58. Collect customer feedback from internal customers about the hiring process through annual surveys or other instruments.

Alvarado Square

Through interviews, the employee survey, and focus groups, our team identified issues and concerns related to the move to Alvarado Square. As mentioned previously, the issues fell into three main categories: customer service and organizational alignment, security in the new facility, and the availability of parking for employees and customers.

Customer Service

Customer service and organizational alignment have been addressed throughout the report, and several recommendations in the Departmental Service Delivery Processes Section relate to needs in the new facility.

For example, previously in this report we identified a consolidated customer service center as a key improvement enabled by the move to Alvarado Square, and recommended that Constituent and Support Services be responsible for oversight of this function. The Assessor, Clerk, Constituent and Support Services, Treasurer, Probate Court, Housing and Planning and Development Services have daily walk-in traffic that should be handled at that counter by staff trained in each department's services.

Recommendation 59. Situate department representatives from high customer contact departments at the consolidated customer service center.

Because space on the first floor is limited, back-office functions for these customer-facing departments may not all fit on the first floor. For staff who do not have regular contact with the public, areas on the second floor should be used to keep department staff as near to each other as practical.

Another area that is planned for the move is the County Attorney's Office, which our analysis shows may not be the most effective arrangement. The Schiff Building provides access to court buildings and accommodates daily court filings and hearings by staff of the County Attorney's Office. Although there is adequate space in Alvarado Square for this function, it would increase the amount of travel to and from the Court building if they moved. A smaller area in the new building could

be set aside for attorney hoteling and meetings with staff and elected officials.

Recommendation 60. Keep the County Attorney's Office in the Schiff Building, and include space at Alvarado Square for meetings with County officials.

If the workload warrants, a set schedule could be developed for attorneys to work at Alvarado Square.

Security

A best practice for high-volume customer service and cash transaction areas is the placement of safety glass, cameras, and panic buttons at each work station at the public counter, along with electronically latched doors and gates, and electronic access keys. Beyond those measures, however, a more comprehensive security analysis is warranted.

Interviewees expressed security-related concerns including the parking and staging of the armored courier service at Alvarado Square, whether the placement of the vault at Alvarado Square invites criminal activity, vagrants commonly using public restrooms for bathing at One Civic Plaza, how best to secure the offsite drop boxes and protect their servicing, and whether the ankle bracelet monthly fee collection and inmate trust accounts should continue to be mixed in with the business of the general public.

Staff from almost every department interviewed is unaware of the security plan and details for Alvarado Square. Concern about the security of customers and staff is widely and frequently discussed. The Treasurer's Office identified the need for heightened security measures and the presence of guards as tax payment deadlines approach in May and December of each year. Additionally, staff-only restrooms, provided away from the customer service areas, is a common practice that will improve employee security.

Recommendation 61. Equip cashier and customer service stations with safety glass, panic buttons and security cameras.

Recommendation 62. Employ security guards for customer safety in open access areas of the building.

These types of concerns, along with planning for potential medical, and fire emergencies and others, such as complex coordinated attacks and active shooters, should be addressed in a comprehensive security review.

Recommendation 63. Conduct a detailed security analysis of Alvarado Square, including customer and non-customer service areas and access points.

The current open configuration and layout of the Alvarado Square atrium location will require numerous forms of security to ensure customer and employee safety.

Parking

Safe, understandable and affordable access to any facility is needed for the functions of a building to succeed. Parking is complicated and must be studied to determine how much and what kind of parking is needed for the employees and customers of Alvarado Square. Answering the following questions will save time and cost, as well as decrease usability problems.

- Are there ordinances or laws about the number of spaces per type of use, square footage, footprint, number of employees or expected visitors?
- Is there a budget to address parking? If not, how much should be allocated?
- Is there enough room and appropriate equipment for 1,200 employees to enter and exit parking at about the same time of day?
- How many spaces are needed for employees, fleet and visitors? Can the spaces be shared based on employee and visitor schedules?
- When are the peak parking space demands?
- How many spaces for disabled or other non-standard parking are needed?
- How long do people park (e.g., full day, short-term, in-and-out throughout the day)?

There is a need for dedicated parking for employees who work in the field and have to return to their offices mid-day; parking for visitors that includes enough spaces, security, affordability, and space size to accommodate all who are coming to the building; and fleet parking.

It can cost between \$13,000 and \$20,000 per space to build a parking structure. Some factors that increase or decrease the cost for a parking structure are:

- Location (above ground or underground structure),
- Architectural façade,
- Entry and exit equipment,

- Economy of scale for the number of spaces, and
- Signage, lighting, parking equipment.

Prior to contracting or building parking, these questions need to be answered. Many of the spaces can be used for more than one purpose. For instance, fleet parking during the evening can be used as visitor parking during the day. A parking study would provide the answer to how many spaces are needed of each size and in what location. It would keep the County from acquiring too many or too few spaces, wasting money and reduced customer service.

Recommendation 64. Conduct a parking study to determine parking and security needs for the Alvarado Square Building.

In the employee survey and comments by focus group participants, there were suggestions to subsidize the cost of parking; to encourage alternatives such as walking, bicycling or using the bus system; and to offer shuttle service from remote parking lots. Employees want safety for the vehicles and for themselves walking to and from Alvarado Square.

Additional parking issues addressed were:

- Large vehicles and contractor equipment in the central business district may be a problem;
- Fleet vehicles need dedicated right-sized spaces;
- Contractor parking must be convenient and offer larger spaces;
- Information Technology needs dock access;
- Housing clients who visit once or twice a year should continue to receive free parking;
- There must be parking available for customers paying tax bills, especially in June (currently these customers pay to park); and
- Parking for families registering for sports and recreation camps or activities, seasonal league registrations, and uniform pick-ups

Providing dedicated parking is necessary to the success of any service or facility. If there is not enough parking, if it is difficult to find, or the walk to the building is too far, dangerous, or complicated, customers will be less likely to come to do business. On the other hand, building or acquiring too much parking is costly and offers a perception that the County building is not being well utilized. For these reasons, the location, number and type of spaces, and ease of walking to and from the parking is important financially and operationally.

Conclusion

Bernalillo County is undergoing significant change as it continues to grow. A new County urban charter and administration building bring numerous opportunities for positive impacts on both staff and the public and a way to increase efficiency and effectiveness while potentially lowering costs. The County took proactive action to study the processes that should be addressed as these plans come to fruition.

Many approaches being used by the County are best practices, such as strategic planning, performance measurement, and process improvement. Some are still in development. What has been accomplished so far is impressive, but many more gains in efficiency and effectiveness will be identified as the approach matures.

Working across department lines, sharing information technology, and using a standard management system and customer service standards will help reduce the departmental silos we observed, as well as build on the strong public service ethos of staff.

This report identifies a number of changes and strategies designed to support the efforts already underway and exploit the opportunities that the move to Alvarado Square affords. We are pleased to assist the County with implementing these recommendations.

Attachment A – List of Recommendations

- Recommendation 1.** Conduct a legal analysis of the existing County functions and practices designed to comport with state law that may now be subject to the County charter.
- Recommendation 2.** Establish core organizational values as part of the next strategic plan cycle.
- Recommendation 3.** Explicitly link the Board’s strategic plan and the County operating budget, particularly the County Executive’s Message, to create a sense of direction and performance expectations for staff.
- Recommendation 4.** Conduct a review of the current budget development process to identify Charter provisions that could shorten the timeline.
- Recommendation 5.** Give the Accounting and Budget Office staff access to detailed compensation data and any other data reasonably related to budget development.
- Recommendation 6.** Establish a collaborative relationship between the Business Improvement and Performance Division and the Budget Office.
- Recommendation 7.** Create a long-range financial forecast to support strategic plan development and model various economic scenarios.
- Recommendation 8.** Revise the BCC agenda review process so remaining reviews can be done in parallel after the financial analysis and legal reviews are complete.
- Recommendation 9.** Identify and track efficiency and effectiveness measures for programs.
- Recommendation 10.** Develop countywide customer service standards and metrics.
- Recommendation 11.** Require department managers to meet with staff on a regular basis to review and discuss progress on program outcomes and performance measures.
- Recommendation 12.** Report outcomes to elected officials and the public on a regular basis throughout the strategic plan’s implementation.
- Recommendation 13.** Create a standard approach for County process improvement projects to examine and streamline departmental and intra-departmental processes.
- Recommendation 14.** Use the performance management and process improvement framework to encourage collaboration and continuous improvement of cross-functional processes.
- Recommendation 15.** Assign the Business Improvement and Performance Office responsibility for the process improvement program and performance management.
- Recommendation 16.** Create a Technology Governance Committee to develop a countywide technology plan and recommend a capital expenditure program for implementation. The committee should include representation from each department.
- Recommendation 17.** Implement a Countywide Enterprise Resource Planning System.
- Recommendation 18.** Consolidate all GIS data into one shared system.
- Recommendation 19.** Conduct a legal review of the state’s non-disclosure and other pertinent laws to determine if a single GIS System can be used.

- Recommendation 20.** Inventory and review existing software licenses used by County departments.
- Recommendation 21.** Identify and implement additional opportunities to provide web-based access and applications.
- Recommendation 22.** Evaluate strategies for using technology to conduct County business remotely (e.g., in the lobbies of County buildings, libraries, community centers, grocery stores, etc.).
- Recommendation 23.** Implement centralizing the management of all aspects of information technology, from procurement to training, in the Information Technology Department.
- Recommendation 24.** Develop a uniform technology infrastructure for all conference rooms at Alvarado Square.
- Recommendation 25.** Implement the records retention initiative once complete.
- Recommendation 26.** Develop a secure, centralized, electronic and physical file retention center, backed by a uniform archival program and administrative guidelines.
- Recommendation 27.** Develop a transition plan and communications strategy to help employees adapt to necessary changes in anticipation of the move to Alvarado Square.
- Recommendation 28.** Locate customer service representatives from all departments moving to Alvarado Square in a consolidated Customer Service Center on the main floor.
- Recommendation 29.** Make Constituent and Support Services the lead for all customer service contact (internet, phone, and in-person) to greet, handle routine requests, and assist with wayfinding.
- Recommendation 30.** Cross-train staff to optimize customer service.
- Recommendation 31.** Provide closed-door break-out rooms adjacent to the consolidated customer service counter area.
- Recommendation 32.** Plan work stations in the Assessor's Office to accommodate the equipment used in the office.
- Recommendation 33.** Allow online access to documents to improve customer service and reduce traffic to the office.
- Recommendation 34.** Return Mylar plats to clients after they are recorded.
- Recommendation 35.** Accept digital versions of plats and maps for recording and storage.
- Recommendation 36.** Provide an area for private review of records in the new customer service area.
- Recommendation 37.** Obtain legal advice regarding the ability to dispose of voter registration cards once they are scanned. State laws or new County authority under the recently enacted County Charter should be considered.
- Recommendation 38.** Provide space for storage, training, a call center, and voter registration at the current elections warehouse facility located at the Public Works campus in addition to new facilities at Alvarado Square.
- Recommendation 39.** Procure an online fee payment system.

- Recommendation 40.** Conduct quarterly meetings with the managers from the Assessor, Clerk, and Treasurer Offices, focused on the integration of common business systems and customer service functions.
- Recommendation 41.** Conduct a legislative, legal and administrative review of paper file retention and disposition of Probate Court records.
- Recommendation 42.** Accept online plan submittal through Accela Citizen.
- Recommendation 43.** Implement a cross-departmental development review team to provide a coordinated approach to the review process.
- Recommendation 44.** Automate new business license registrations and renewals using the Accela system.
- Recommendation 45.** Provide online access to data sources needed for business license approvals.
- Recommendation 46.** Develop a process guide that instructs commercial applicants about the types of developments that will require grading, drainage, water conservation, and off-site improvements.
- Recommendation 47.** Develop an Accela prompt that will alert permit technicians to check for or inquire about incomplete plans during application intake.
- Recommendation 48.** Assign a PDS staff member to check the status of reviews after the 10-day period and close the workflow.
- Recommendation 49.** Collect and update email addresses at the application intake phase and alert applicants by email or text message when review comments are available using Accela.
- Recommendation 50.** Locate one fire plans reviewer with Planning and Development Services.
- Recommendation 51.** Locate one or more Public Works Development Service staff with Planning and Development Services.
- Recommendation 52.** Relocate Public Works Development Services staff and a fire plans reviewer to the Alvarado Square location with PDS.
- Recommendation 53.** Consolidate the number of management levels in the County through attrition.
- Recommendation 54.** Establish a succession plan to ensure planned knowledge transfers coincide with employee retirements and transitions.
- Recommendation 55.** Use employee development plans in the annual evaluation process.
- Recommendation 56.** Conduct a process improvement project for recruitment.
- Recommendation 57.** Reevaluate performance goals for recruitments for non-public safety and public safety hires.
- Recommendation 58.** Collect customer feedback from internal customers about the hiring process through annual surveys or other instruments.

Recommendation 59. Situate department representatives from high customer contact departments at the consolidated customer service center.

Recommendation 60. Keep the County Attorney’s Office in the Schiff Building, and include space at Alvarado Square for meetings with County officials.

Recommendation 61. Equip cashier and customer service stations with safety glass, panic buttons and security cameras.

Recommendation 62. Employ security guards for customer safety in open access areas of the building.

Recommendation 63. Conduct a detailed security analysis of Alvarado Square, including customer and non-customer service areas and access points.

Recommendation 64. Conduct a parking study to determine parking and security needs for the Alvarado Square Building.

Attachment B – Employee Survey and Focus Groups

Management Partners’ analysis of county operations and functions was informed by an employee survey and focus groups, which are described below.

Employee Survey

Because the planned move to Alvarado Square will affect approximately 1,200 staff, Management Partners prepared a confidential online survey that was distributed to all employees. The survey was available from September 5-20, 2017 and was used to solicit opinions and concerns about current operations and physical space prior to moving to the Alvarado Square location.

Background and Demographics

The survey was administered through SurveyMonkey. A total of 289 employees participated. Table 3 shows the number of respondents by department, although respondents were not forced to answer any demographic questions.

Table 3. In which department do you work?

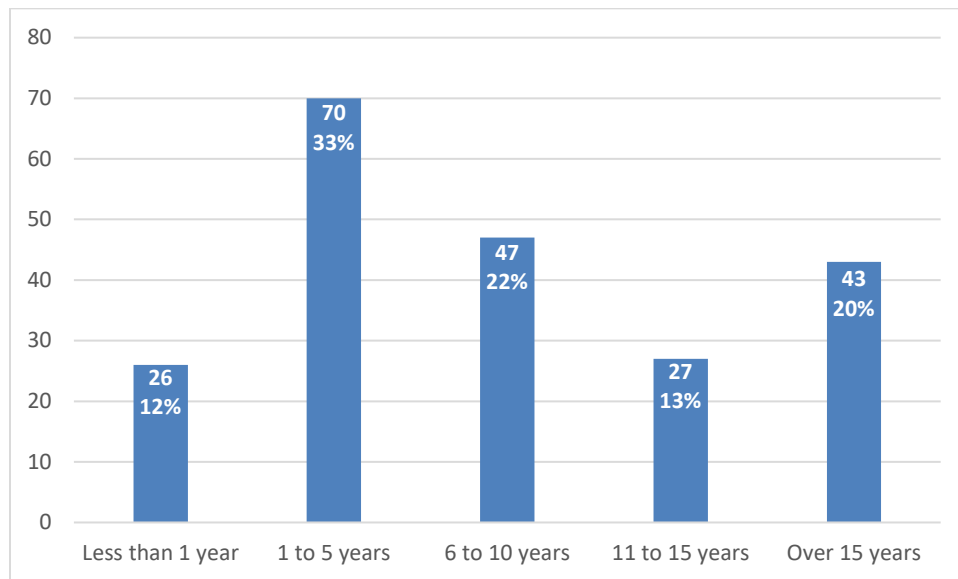
Department	Responses
Accounting	5 (2%)
Animal Care	1 (0%)
Assessor	20 (9%)
Budget	3 (1%)
Business Improvement and Performance Office	0 (0%)
Clerk	15 (7%)
Communication Services	5 (2%)
County Attorney	0 (0%)
Economic Development/Cultural Services	2 (1%)
Emergency Communications	0 (0%)
Environmental Health	2 (1%)
Fire and Rescue	4 (2%)
Fleet/Facilities Management	5 (2%)
General Services	5 (2%)
Housing	10 (5%)
Human Resources	7 (3%)
Information Technology	28 (13%)
Infrastructure Planning and Geo-Resources	0 (0%)
Office of Homeland Security and Emergency Management	0 (0%)
Public Works – Fleet/Facilities Management	1 (0%)

Department	Responses
Public Works – Operations and Maintenance	10 (5%)
Public Works – Technical Services	9 (4%)
Parks and Recreation	7 (3%)
Planning and Development Services	26 (12%)
Probate Judge	1 (0%)
Procurement and Business Services	5 (2%)
Record and Information Management Program	0 (0%)
Risk Management	5 (2%)
Treasurer	12 (6%)
Youth Services Center	3 (1%)
Other (please specify)	20 (9%)

As the table shows, there was good participation from several different departments. The most participants were from the Information Technology Department (28), Planning and Development Services (26), and the Assessor's Office (20). A total of 211 responded to this question, so there are 78 survey respondents whose department is unknown.

Figure 1 details the breakdown of participants by years of service with Bernalillo County.

Figure 1. How long have you been employed by Bernalillo County?



Of those that responded, nearly half, 45%, have been with Bernalillo County for less than six years. A total of 213 responded to this question; 76 skipped it.

Table 4 shows the respondents' position with Bernalillo County.

Table 4. Which of the following describes your position with Bernalillo County?

Position	Responses
Administration	57 (35%)
Collective Bargaining Represented Employees (White Collar and Blue Collar)	20 (12%)
County Manager, Deputy County Manger, Department Directors and Assistants to Elected Officials	6 (4%)
Elected Official	1 (1%)
Program Mangers and Professional Staff	57 (35%)
Supervisor	20 (12%)

Of those that indicated their position, half are either in administration or a program manager or professional staff. A total of 161 responded; 128 skipped.

Physical Work Environment

Management Partners developed a series of statements in relation to the physical work environment and customer service and asked respondents if they strongly agree, agree, disagree, or strongly disagree with those statements. In Tables 5 and 6, the percentages shown for those who selected “Don’t Know/Not Applicable” are derived using the total number of responses but these responses are excluded in the percentages shown for those who have an opinion about whether they agree or disagree with the statements.

Table 5 shows a series of statements about the physical work environment and whether respondents agree or disagree with those statements.

Table 5. Physical Work Environment

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know/ Not Applicable
	Strongly Agree/ Agree		Strongly Disagree/Disagree		
1. I have the tools, equipment and training I need to be successful.	57 (20%)	181 (63%)	39 (14%)	8 (3%)	2 (1%)
	238 (83%)		47 (17%)		
2. My current physical work environment allows me to effectively and efficiently conduct my work.	83 (29%)	168 (59%)	30 (10%)	4 (2%)	0 (0%)
	251 (88%)		34 (12%)		
3. I feel safe in my current work environment.	89 (31%)	156 (55%)	30 (11%)	9 (3%)	1 (0%)
	245 (86%)		39 (14%)		
4. The move to Alvarado Square will improve my physical work environment.	19 (12%)	51 (30%)	50 (30%)	46 (28%)	117 (41%)
	70 (42%)		96 (58%)		
5. There should be more security in the new facility than we have now.	122 (49%)	91 (37%)	24 (10%)	9 (4%)	40 (14%)
	213 (86%)		33 (14%)		

Respondents overwhelmingly agree they have the tools, equipment and training to be successful (83% strongly agree or agree), that their current physical work environment allows them to effectively and efficiently conduct their work (88%) and that they feel safe (86%). Respondents also agree there should be more security in the new facility than they currently have (86%), with nearly half of the respondents, 49%, strongly agreeing with this statement. However, only 42% of respondents agree that the move to Alvarado Square will improve their physical work environment.

When given the option to expand on their responses to the above statements, respondents were particularly concerned about how the move to Alvarado Square will affect their ability to find suitable parking.

Facility Planning

Respondents were asked to provide their opinions on what County leaders should consider as they plan the new facility. A total of 195 respondents took the opportunity to provide ideas. The ideas mentioned most often include:

- Ensure there is (free) parking availability for both staff and customers or provide a shuttle to/from parking area.
- Include a gym or workout space.
- Include a café or cafeteria.
- Provide workspaces with ergonomic chairs and the ability to have a standing desk.

Customer Service

Table 6 shows a series of statements about customer service and whether respondents agree or disagree with those statements.

Table 6. Customer Service

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know/ Not Applicable
	Strongly Agree/ Agree		Strongly Disagree/Disagree		
1. Response to complaints from the public is prompt.	58 (30%)	118 (61%)	15 (8%)	3 (2%)	76 (28%)
	176 (91%)		18 (9%)		
2. Response to complaints from internal customers is prompt.	48 (21%)	139 (62%)	29 (13%)	9 (4%)	45 (17%)
	187 (83%)		38 (17%)		
3. I receive good customer service from other County departments.	52 (21%)	153 (60%)	43 (17%)	4 (2%)	14 (5%)
	205 (81%)		47 (19%)		
4. We provide good customer service.	108 (42%)	129 (50%)	18 (7%)	2 (1%)	13 (5%)
	237 (92%)		20 (8%)		
5. We have an established process to receive feedback from our customers.	54 (25%)	101 (46%)	54 (25%)	10 (5%)	49 (18%)
	155 (70%)		64 (30%)		
6. The move to Alvarado Square can improve service to our customers.	50 (24%)	83 (40%)	35 (17%)	37 (18%)	62 (23%)
	133 (65%)		72 (35%)		

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know/ Not Applicable
	Strongly Agree/ Agree		Strongly Disagree/Disagree		
7. There are opportunities to collaborate with other departments to better serve County residents.	57 (25%)	131 (57%)	32 (14%)	11 (5%)	36 (13%)
	188 (81%)		43 (19%)		

More than 9 in 10 respondents agree that County employees' response to complaints from the public is prompt (91%) and that they provide good customer service (92%). Respondents also overwhelmingly agree that responses to complaints from internal customers is prompt (83%) and that they receive good customer service from other departments (81%). Only 70% of respondents agree that there is an established process to receive customer feedback and fewer, 65%, agree that the move to Alvarado Square will improve service to customers.

Expanding on responses about the move to Alvarado Square, respondents believe there is a need to ensure customers have available parking and that a one-stop, over the counter shop for county services (or something similar) should be incorporated into the design and space planning of the facility.

Collaboration

As shown in Table 6 above, 81% of respondents believe that there are opportunities to collaborate with other departments to better serve County residents. Respondents were asked to give examples of departments that could collaborate to provide better service. The ideas mentioned most often were:

- All departments could collaborate;
- Departments that review building permits (Planning, Zoning, Building, Fire, Public Works); and
- Assessor, Treasurer and Clerk's Offices.

Technology

Respondents were presented with the open-ended question, "Thinking about the current technology used by your department, what other technology solutions should be implemented in the new facility that would improve customer service?" There were 132 total responses to the question. The responses mentioned most often were:

- Allowing the Assessor's Office phones to have long distance capability,
- Interactive kiosks/computers for customers to use,
- Faster internet service/free Wi-Fi,
- Online permitting capabilities, and
- Online bill payment capabilities.

Additional Comments and Take-Aways

Lastly, respondents were given the opportunity to provide any additional comments that they would like the County to take into account as the transition to Alvarado Square is being

planned. There were 170 responses that were similar to responses about facility planning. The responses mentioned most often were:

- Ensure there is (free) parking availability for both staff and customers,
- Include a gym or workout space,
- Provide workspaces with ergonomic chairs and the ability to have a standing desk, and
- Ensure the building and surrounding area are secure and safe.

Focus Group Results

After the survey closed, Management Partners conducted three focus groups (with frontline and customer service employees, middle managers and supervisors, and directors and managers) to gather information to supplement the survey responses.

Focus group participants discussed issues and concerns pertaining to areas that were consistent with the employee survey categories. The focus groups enabled greater specificity. The comments and concerns mentioned by participants in the three focus groups are summarized below by category.

Work Environment

Storage

- Secure storage needed for PC equipment/hardware, dedicated storage area for IT
- Private and secure filing space needed for:
 - o Human Resources
 - o Housing
 - o Public Works
 - o Customer service related file storage and access
 - o Probate Court
 - o Procurement (files and contracts will not be electronic for two or more years)

Office Areas and Meeting Space

- Public Works
 - o Work environment is segmented; need to work with multiple departments on and off the Public Works campus to complete my work and it will be more difficult for staff no longer on the Public Works campus.
 - o Storage areas for files and plans are needed, as well as access to files that may be located on the Public Works campus.
 - o Customer service areas with privacy (social security number, health info, etc.)
- Planning and Development Services need large and small spaces for meetings, plans review and public hearings
- Procurement needs space to accept and open bids
- Assessor needs a conference room with confidentiality for eight to ten people
- Housing

- o Permanent wide counter with computer; we currently need space to accommodate six staff
 - o Intake, cashiering, phones and one-on-one conversations
 - o Eight case workers need private spaces for client interactions
 - o Three housing inspectors need desks, phones and computer space
 - o Need private meeting rooms for informal hearings and investigations and orientation space for 15 to 20 per day
 - o Need a playroom/area for children
- Human Resources
 - o Need a training room to accommodate up to 75 people with audio/visual
 - o Should allow multipurpose use and allow for smaller space breakouts for simultaneous use
 - o Need PC lab space for testing and audio and video for remote interviewing
 - o Self-service computers
- Daily needs for conference rooms across the County
- Standardization of conference rooms with audio and visual equipment
- County Commission chamber needs capacity for public hearings
- Remote participation capability for Commissioners
- Overflow area/space (for hot button issues) with screens and seating

Facility Planning

Parking

- Large vehicles and contractor equipment visiting the Permit Center may be a problem
- IT needs dock access
- Housing clients who visit once or twice a year will need free parking
- How to accommodate fleet vehicles?
- Elections conducts poll officials training and will need 60 or more spaces
- Parking for customers paying tax bills, especially in June (currently these customers pay to park)
- Sports and recreation sign ups; seasonal league registrations and uniform pick-ups

Access and Signage

- How do walk-in customers enter the building and determine how to find the service(s) they need?
- Customer service area will need an ATM or drive-up window for the disabled and/or elderly
- Special event permits; perhaps more can be pushed online
- Permitting and plans review

Security

- Security – locked floor (IT, HR, cashiering)

- IT needs public to have access to training facility
- Cashiers will need a secure area
- Security access for specific floors/offices
- Secure entryway to the building is needed

County Training Facility

- Audio/visual equipment
- Multi-use rooms
- ADA accommodations

Customer Service

- Access and Entrance
 - o Electronic signs and information desk at primary entrance
 - o Inconvenient for elderly/handicapped to go between buildings to access treasurer and assessor
 - o Centralized payment area/windows for all County payments
 - o Public Wi-Fi
- Walk-in Traffic
 - o Treasurer as many as 400 per day
 - o Probate Court
 - o Planning and Development Services
 - o Parks and Recreation
 - o Assessor
 - o During April and May queuing space is needed for up to 3,000 walk-ins or an average of 75 people per day
 - o Seven PCs at counter, copy machine, waiting area, seven cubicles with door
 - o Switchboard from 8:00 to 5:00
 - o Frequently work with staff in the Treasurer's Office
 - o Two veteran exemptions offices
 - o A total of 30 staff need customer service space
 - o Public Works
 - o Human Resources
 - o Board of Elections private areas for voter registration and absentee vote
 - o Clerk's Office (estimated 4,000 customers per month)

One-Stop Needs and Concerns

- One-stop shopping/one-touch concept wherever possible
- Follow-up and accountability to indicate what happened to the complaint/request
- Use smartphone application technology to reduce walk-in traffic
- Kiosks in waiting areas
- Self-service phone assistance

- Create a warm and welcoming community resource rather than space with a bureaucratic look and feel
- Develop ability to take more payments by phone
- Special events permit processing should be online, but not sure when. Should be co-located with Planning and Development Services customer service
- Cantina to serve the public and employees

Collaboration/Department Co-location

- Treasurer and Assessor functions
- GIS needs to be within proximity to Assessor, Treasurer, Planning and Development Services
- Planning and Development Services, Public Works Development Services, Fire Prevention and the Assessor should be co-located
- Need to consolidate cross departmental functions and service that have staff in multiple buildings
- Assessor, Treasurer
- Clerk and Board of Elections
- Departments that work with customers
- Departments that take payments

Technology

- Full Use of Existing Technology
 - Accela Automation for Planning and Development Services (PDS) and reviewing departments/divisions
 - Push and track workflow (i.e., PDS with review departments/divisions) to other departments (the consensus is that this works well)
 - Marketing for online payments, public education about how to do things electronically
- Technology Needs
 - Dedicated customer service support by IT group to quickly address problems
 - Dedicated secure storage area
 - Access to Skype business/professional
 - Electronic submittals/plan reviews
 - Update County security system
 - Audio-visual conferencing capability across the County
 - Use online training software
 - Technology that can be supported by IT and areas that IT can quickly access (physically)

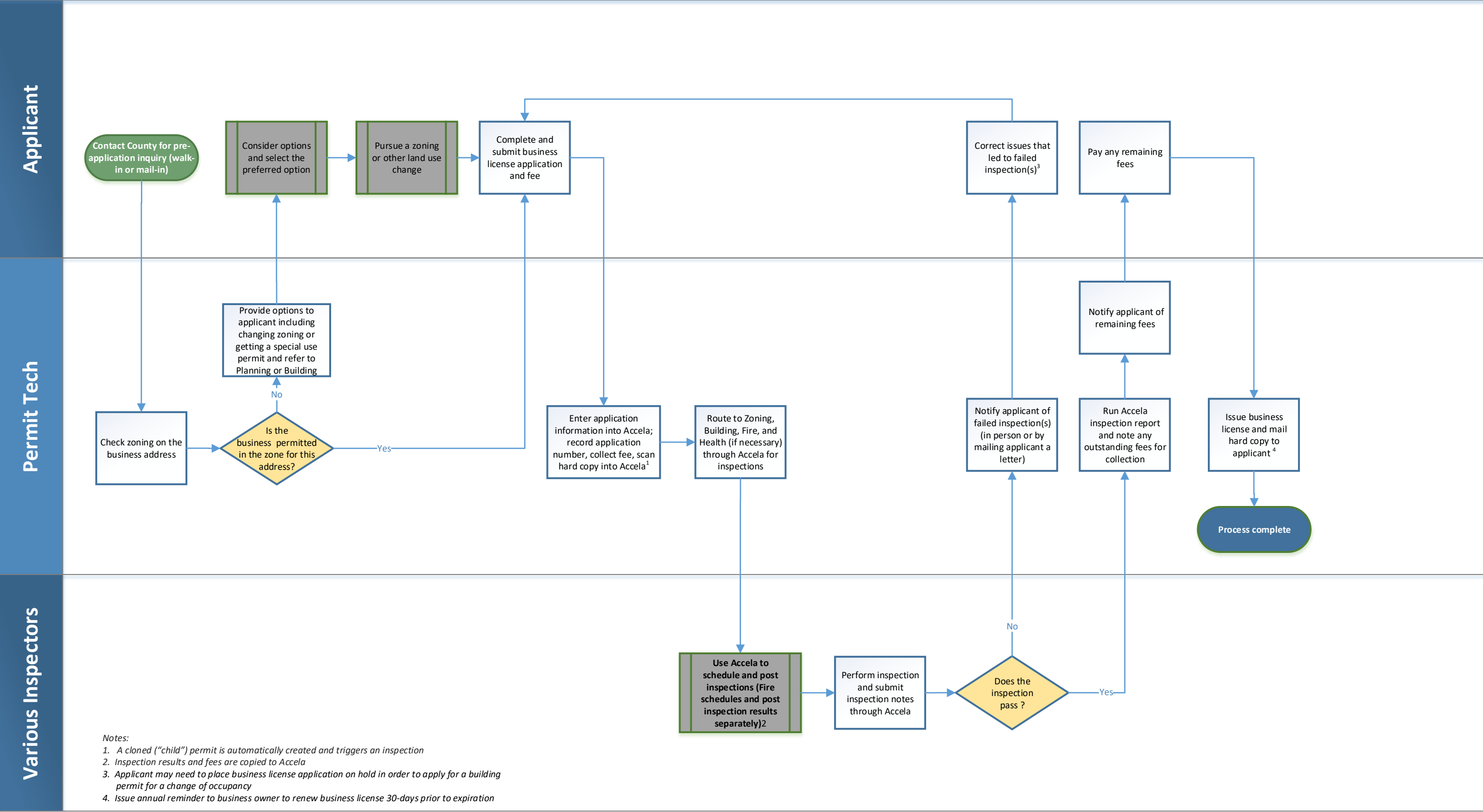
Other Concerns

- Get County customers' thoughts about what they need
- Kitchen, cafeteria, break room spaces are needed to promote workplace culture
- On-site employee gym/exercise facility is needed

Attachment C –Development Plan Review Process Maps

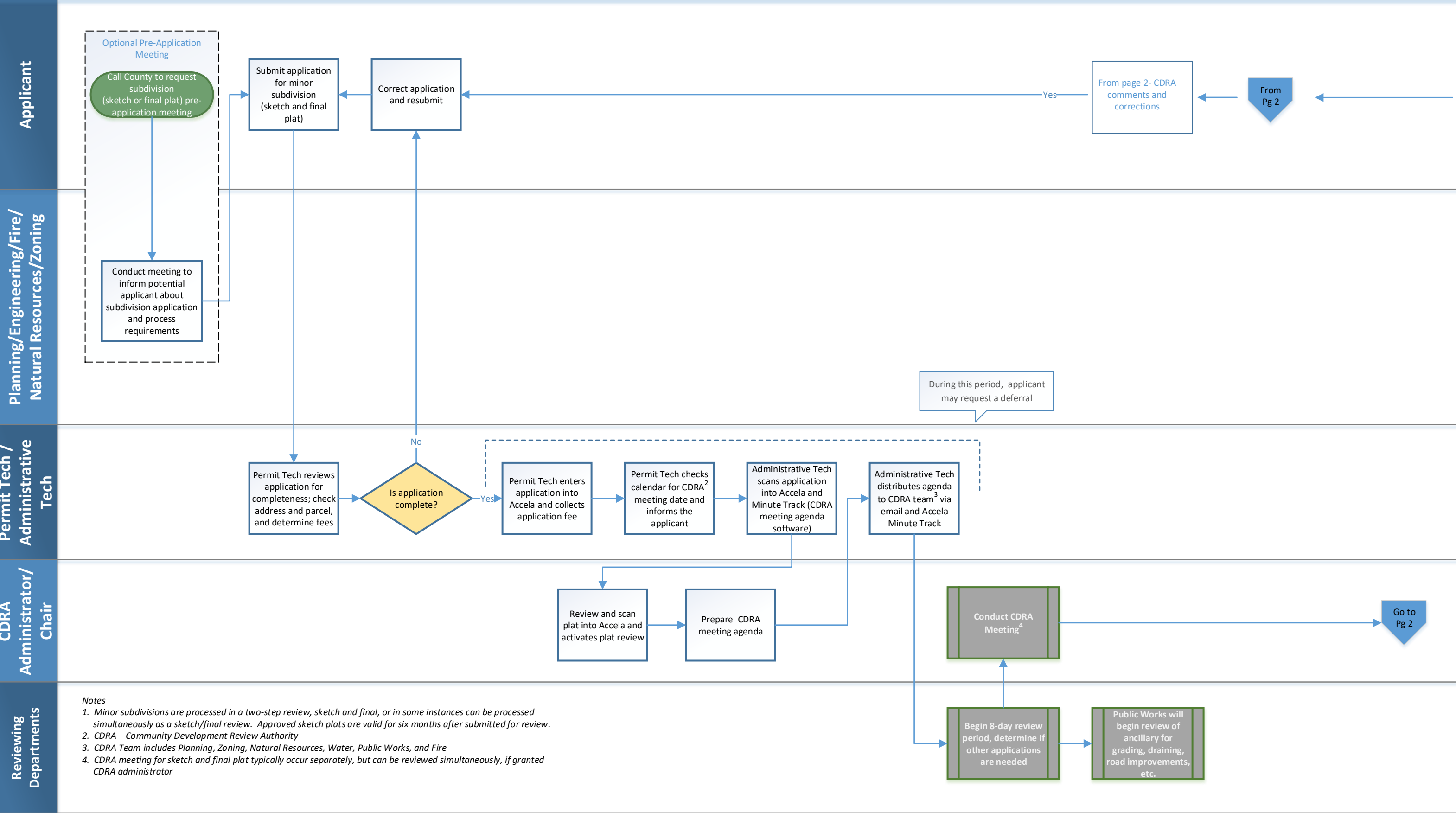
Planning and Development Services (Map 1 – Page 1 of 1)

Business License Application



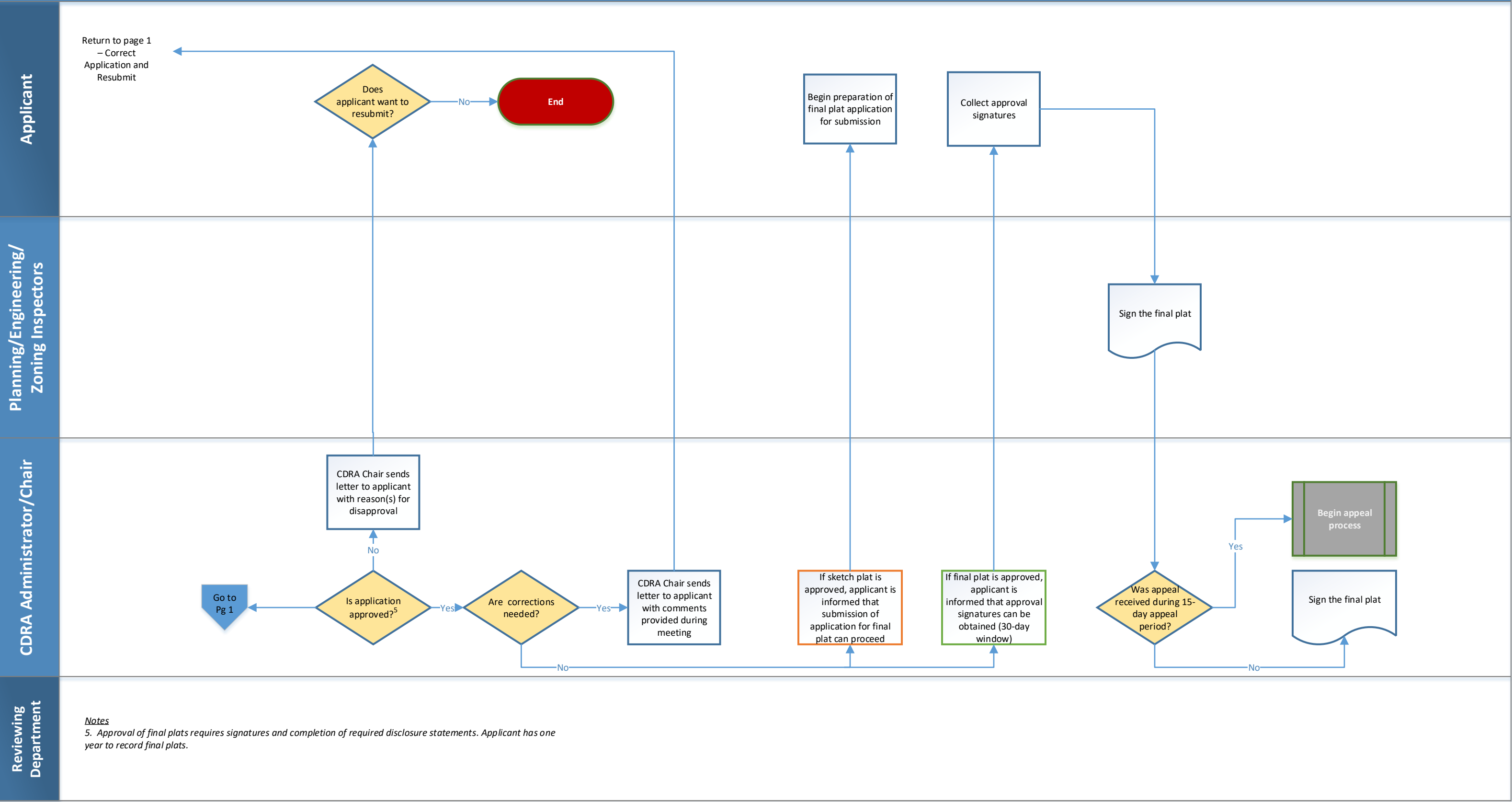
Planning and Development Services (Map 2 – Page 1 of 2)

Minor Subdivision (Up to five Lots) Plats¹ Sketch and Final Plat Process



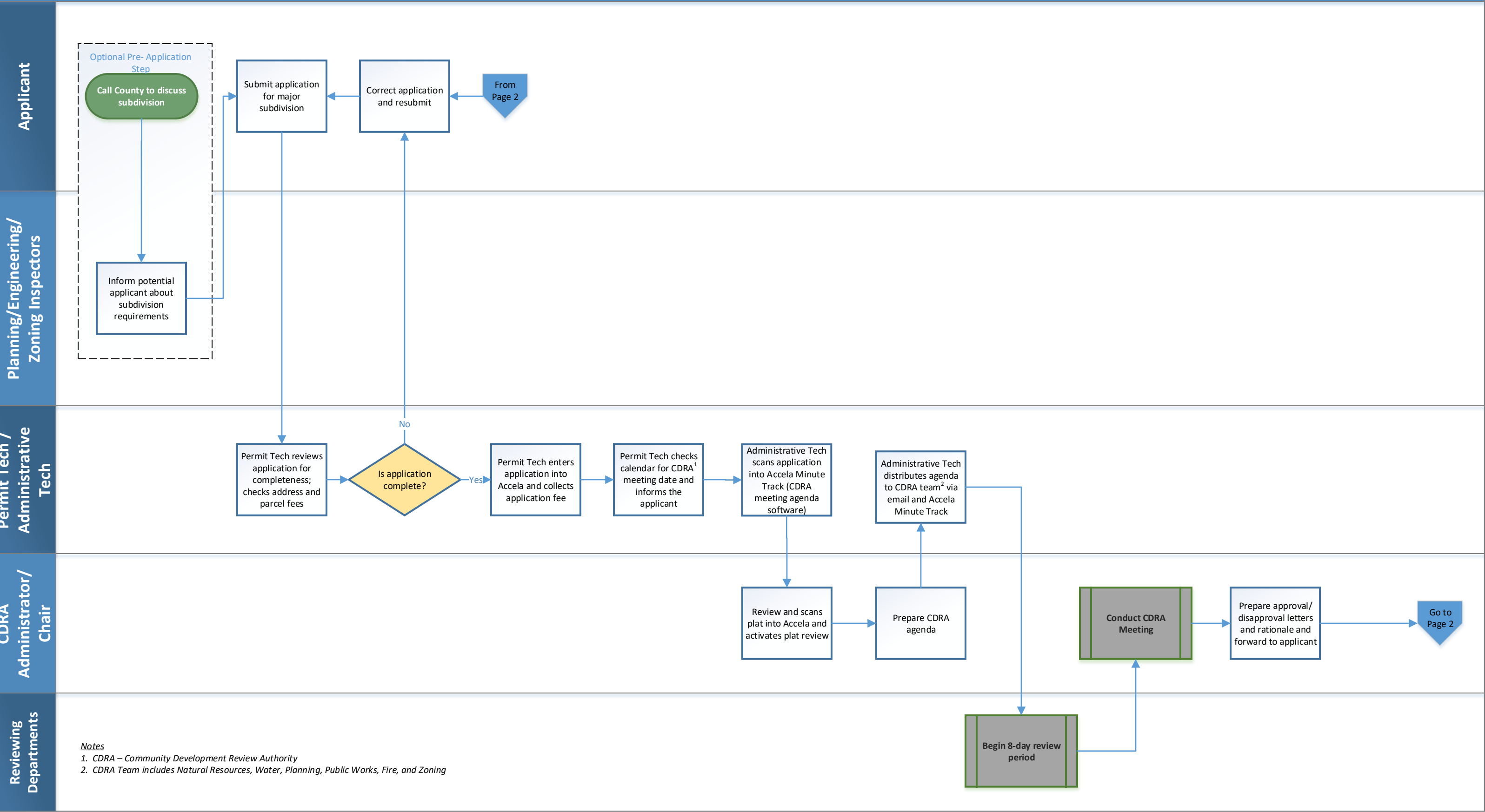
Planning and Development Services (Map 2 – Page 2 of 2)

Minor Subdivision (Up to five Lots) Plats Sketch and Final Plat Process



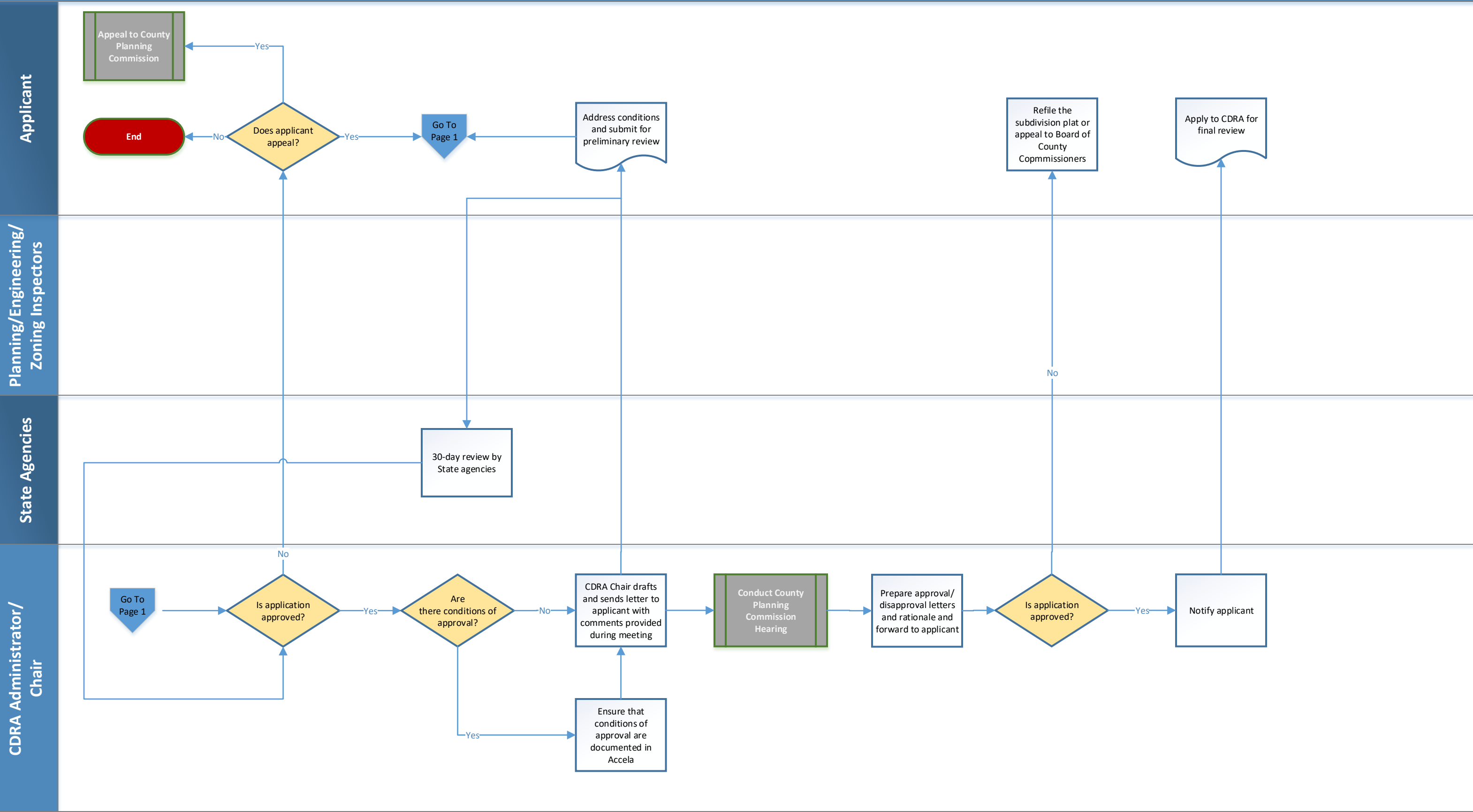
Planning and Development Services (Map 3 – Page 1 of 2)

Major Subdivision



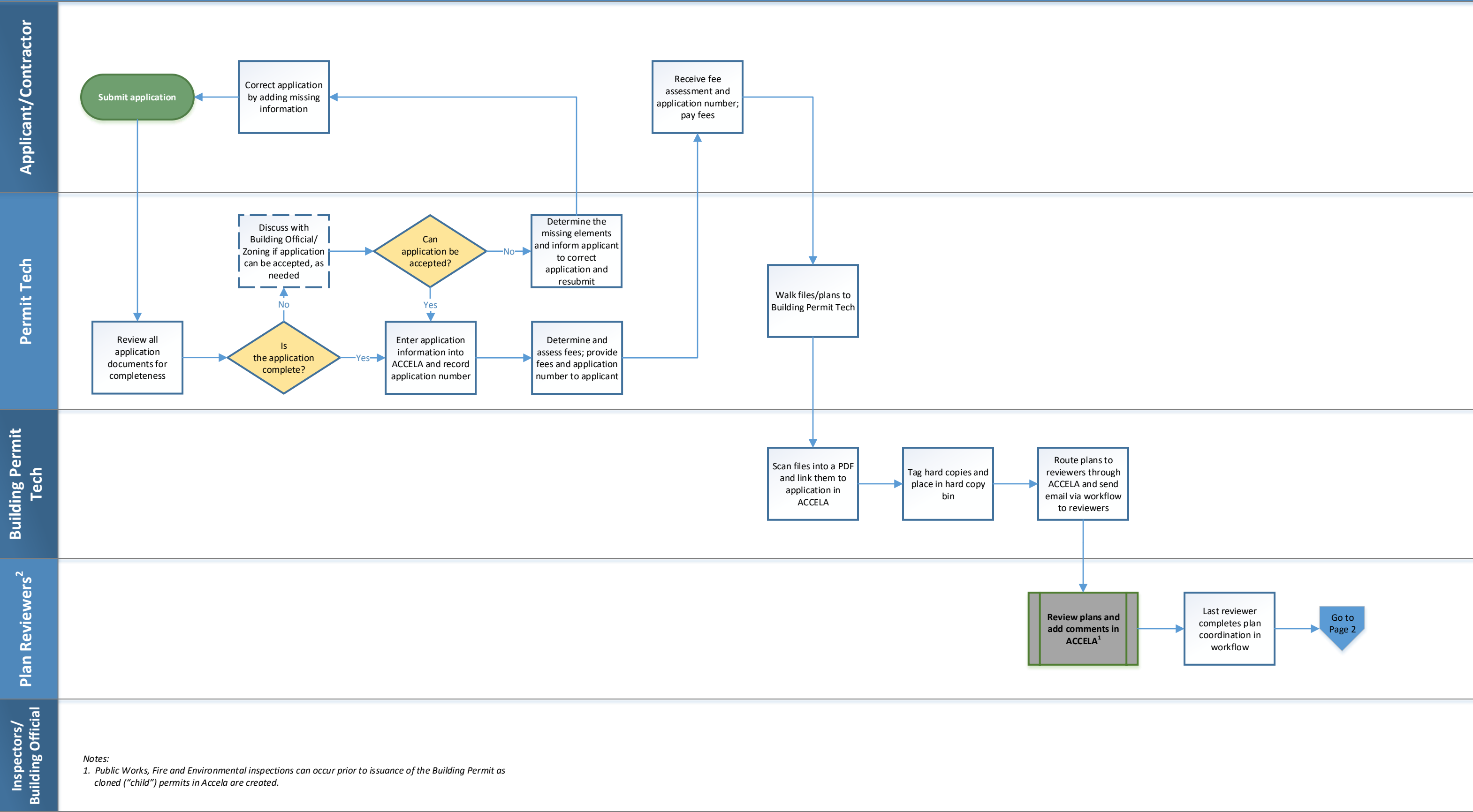
Planning and Development Services (Map 3 – Page 2 of 2)

Major Subdivision



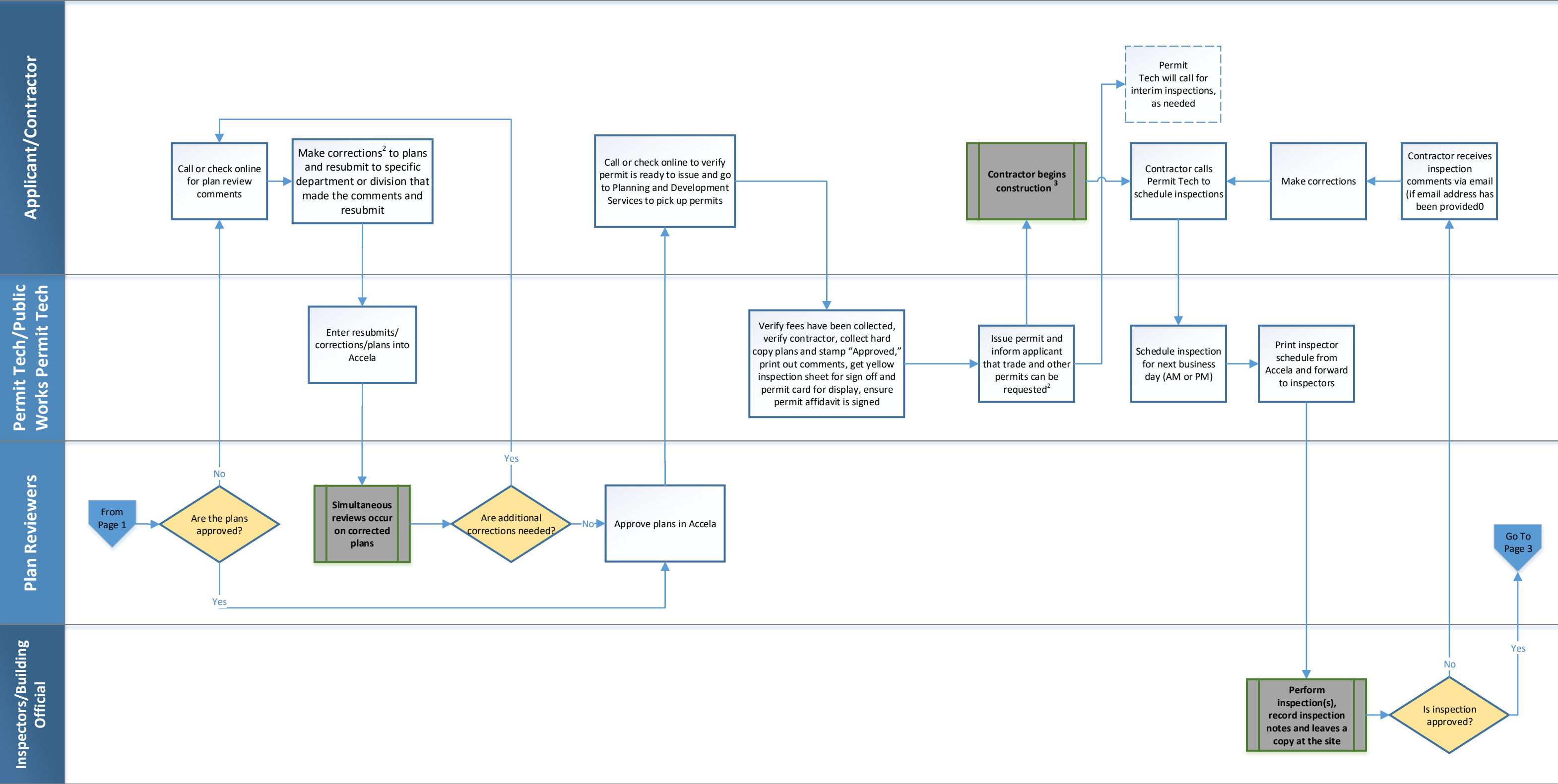
Planning and Development Services (Map 4 – Page 1 of 3)

Commercial Building Permit



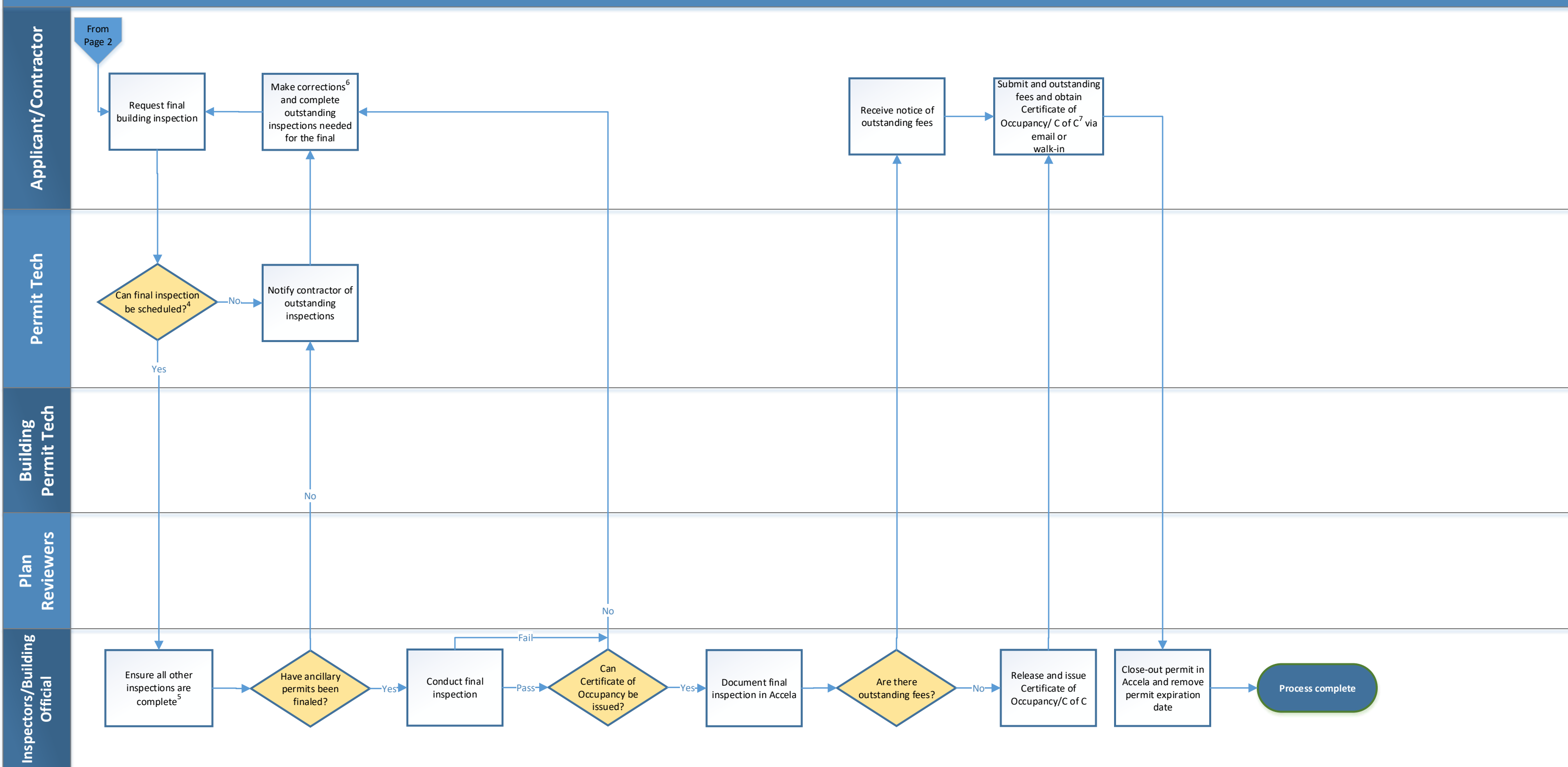
Planning and Development Services (Map 4 – Page 2 of 3)

Commercial Building Permit



Notes:
2. Applicant has 180 days to make corrections
3. Applicant can now apply for plumbing, electrical and mechanical permits. Inspections for these permits must be approved and the permit closed prior to the final inspection by the Building official.

Commercial Building Permit



4. Trades inspections must be approved and closed in Acella
5. Final inspections are completed by Buildings, Public Works and Fire
6. Applicant has 180 days to make corrections
7. Certificate of Completeness

Appendix 1 – Resolution AR 2017-67



Board of County Commissioners (BCC)

Meeting: 10/24/17 05:00 PM

Department: Commission
Prepared By: Nicole M. Wiggins
Director: Julie Morgas Baca
DCM: Lisa Sedillo-White
Sponsors: Maggie Hart Stebbins

Title: Quality New Mexico Malcolm Baldrige Performance Excellence Framework

Action:

Motion to:

1. Rescind Administrative Resolution AR 2015-19
2. Approve Administrative Resolution **AR 2017-67** adopting the Malcolm Baldrige model of Performance Excellence framework. (**Sponsor: Commissioner Hart Stebbins**)

Summary:

On March 10, 2015, the Board of County Commissioners approved Administrative Resolution 2015-19, requiring that an independent review of the County government operations be conducted by Quality New Mexico (QNM). Respectfully requesting that this AR be rescinded due to Quality New Mexico is not an auditing or review firm, instead they provide coaching, mentoring, and guidance for businesses and organizations on improving processes and internal systems.

Quality New Mexico utilizes tools, such as the Malcolm Baldrige Criteria for Performance Excellence, to help equip New Mexico businesses and organizations accomplish their mission and achieve their vision. In compliance with Governor Susana Martinez's Executive Order 2012-03 "Whereas, the State of New Mexico desires to be known as a "State of Excellence" with its businesses and organizations achieving role model and best-in-class performance status," Bernalillo County wishes to adopt and execute high-performing and high-standard operational effectiveness thru the Baldrige Excellence Framework (BEF).

For Bernalillo County, the BEF will provide the structure for review and refinement for exceptional customer service, excellent financial performance, and outstanding employee engagement and satisfaction, and the resiliency to face economic change. The BEF provides the methodology for improving operational performance with higher satisfaction from constituents and employees. It also provides the guiding principles for sustainability over survivability.

Moving forward with the motion continues the County's pursuit of maximum operational effectiveness thru the collaboration with Quality New Mexico.

Attachments:

- Quality New Mexico AR (DOCX)

- Financial Analysis Form Baldrige (XLSM)
- AR 2015-19 (PDF)

Staff Analysis Summary:

Constituent Services Tina M. Tomlin Review Completed 09/13/2017 10:57 AM

Purchasing Andre A. Nunez Review Completed 09/13/2017 11:02 AM

No comment required on the proposed motion; however, proper Purchasing procedures will be followed for any and all related procurements. Andre Nunez, Senior Buyer, 9/13/2017

Risk Management Andres E Santiago Review Completed 09/13/2017 12:01 PM

Budget Pamela A. Moon Review Completed 09/15/2017 2:29 PM

Finance Shirley Ragin Review Completed 09/22/2017 8:29 AM

Reviewed and recommend approval to rescind AR 2015-19 as it was specific to the FY16 budget cycle. SMR 9/22/2017

General Services Lisa Sedillo-White Review Completed 10/17/2017 5:32 PM

I recommend approval of the proposed Agenda Item. Adopting the Malcolm Baldrige

Excellence Framework will better equip the County in accomplishing performance excellence by maximizing operational effectiveness.

Legal Theresa Baca Sandoval Review Completed 10/18/2017 9:45 AM

Approved as to form. TBS 10/18/2017.

County Manager Julie Anne Baca Review Completed 10/18/2017 10:21 AM

Quality New Mexico is a worthwhile program that can help Bernalillo County review and refine its customer service, financial performance, employee engagement and satisfaction, and resiliency to economic change. I recommend approval. JMB 10/18/17

Board of County Commissioners Julie Anne Baca Meeting Completed
10/24/2017 5:00 PM

RESULT: ADOPTED [UNANIMOUS]

MOVER: Maggie Hart Stebbins, Member

SECONDER: Wayne A. Johnson, Member

AYES: Steven Michael Quezada, Maggie Hart Stebbins, Wayne A. Johnson

EXCUSED: Debbie O'Malley, Lonnie C. Talbert

BERNALILLO COUNTY

BOARD OF COUNTY COMMISSIONERS

ADMINISTRATIVE RESOLUTION NO. 2017-67

**A RESOLUTION REQUIRING THE ADOPTION OF THE MALCOLM BALDRIGE
MODEL OF PERFORMANCE EXCELLENCE AND THE COUNTY'S PURSUIT OF
AND EXECUTION OF MAXIMUM OPERATIONAL EFFICIENCY.**

**WHEREAS, The County of Bernalillo is experiencing a rise in the cost of doing
business and slow growth in revenues; and,**

**WHEREAS, in 2015 the County underwent a comprehensive assessment of countywide
information technology functions, performed by an outside consultant with expertise in that area,
and is in the final stages of implementation of the extensive recommendations; and,**

**WHEREAS, the Accounting & Budget Department in 2015, and the General Services
Division in 2016, have completed and received recognition for achieving the Quality New
Mexico Performance Excellence Program Adobe Level; and**

**WHEREAS, County management has done an excellent job of ensuring a high quality of
financial management and we have experienced successive years of very high bond ratings; and,**

**WHEREAS, In order to assist County management in their efforts to seek operational
efficiency, an external professional assessment and guidance would give management and the
Board of County Commissioners the assurance that all viable options for more efficient and
economical operations have been identified and reviewed; and,**

**WHEREAS, Quality New Mexico has been in existence since 1993 and fosters the use
of the Malcolm Baldrige Criteria for Performance Excellence Framework, which is based on the
seven categories of: leadership, strategic planning, customer focus, measurement / analysis /
knowledge management, workforce focus, operations focus, and results.**

**WHEREAS, The Baldrige Excellence Framework (BEF) is a "systems" approach for
improving organizational performance. For the County, it provides the framework for exceptional**

CONTINUATION PAGE 2, ADMINISTRATIVE RESOLUTION AR 2017-67 .

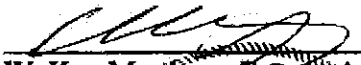
customer service, excellent financial performance, outstanding employee engagement and satisfaction, and the resiliency to face economic change. The BEF provides the methodology for improving operational performance with higher satisfaction from constituents and employees.

WHEREAS, Quality New Mexico is committed to assisting New Mexico businesses and public sector organizations along their path to adopting high-performance and high-integrity standards, while achieving sustainable results, and will provide the County with the resources to identify the operational strengths, gaps, and opportunities for improvement.

NOW, THEREFORE, be it resolved, by the Board of County Commissioners, the governing body of the County of Bernalillo, that Bernalillo County shall hereby adopt the Malcolm Baldrige Criteria for Performance Excellence and establish guidelines for implementing a framework and culture to focus on improving operational efficiencies and thereby support responsible financial stewardship, drive tangible results, exceed constituent customer service expectations, develop a high-performing workforce, and instill a culture of sustainability versus survivability.

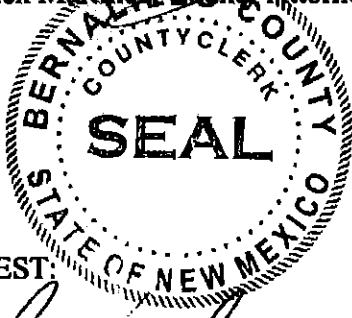
DONE this 24th day of October, 2017.

APPROVED AS TO FORM

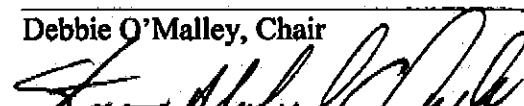

W. Ken Martinez, County Attorney

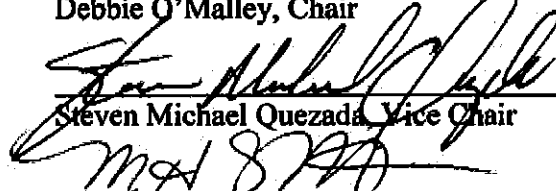
ATTEST:


Linda Stover, County Clerk



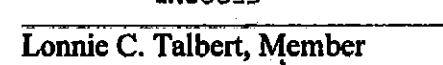
BOARD OF COUNTY COMMISSIONERS
Excused

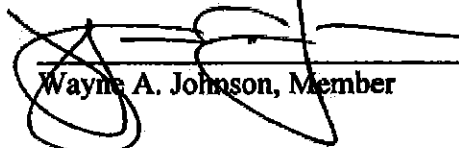

Debbie O'Malley, Chair


Steven Michael Quezada, Vice Chair


Maggie Hart Stebbins, Member

EXCUSED


Lonnie C. Talbert, Member


Wayne A. Johnson, Member

Appendix 2 – Summary Table of Zucker Recommendations

Report Recommendations by Category and Priority		
Category	Total	Priority 1
Commitment to Implementation	1	1
Multiple Functions	10	7
Building Section	52	6
Other [Building Related] Items	3	0
Development Process Section	1	1
Organization Issues	14	4
Policy Issues	4	1
Process Issues	15	1
Building Licenses	4	0
Special Projects	4	0
Fire Department	4	0
Plan Review	6	1
Field Inspection	7	0
Building Inspection Technology	2	0
Web Site	10	0
Office of Environmental Health	17	1
Parks and Recreation	1	0
Planning	14	1
Web Site	11	0
Policy Issues	29	3
Process Issues	23	7
Public Works	18	4
Zoning Section	10	0
Web Site	13	0
Policy Issues	3	0
Process Issues	2	0
Technology	23	3
Employee Perceptions	4	0
Customer Perceptions	2	0
	307	41