

Metropolitan Policy Committee

Principles of Organization

For nearly 10 years, the County/City Intergovernmental Communications Ad-Hoc Committee has provided a forum for discussing issues that impact both the City and County of Peoria. The group, which has historically consisted of two City Councilmen and two County Board members, has handled issues ranging from joint participation in a lead paint abatement program to an exchange of public safety services to the sharing of a federal lobbyist. Over the past two years, the Committee has looked more closely at opportunities to consolidate services in order to realize service improvements and cost efficiencies.

The Committee is seeking to establish itself in a more formal manner and give itself a more well-defined set of goals and objectives. Additionally, the committee has expanded itself to six members, three from each organization. Staff was directed to bring back a document that accomplishes several functions that includes a more formal name of the body for future branding efforts; establishes goals, a mission, and a vision for the committee; defines "effective service delivery;" defines a method in which cooperation opportunities will be evaluated; has a mechanism for citizen engagement; and includes administrative policies. The attached "Charter for Intergovernmental Cooperation" sets out this framework as the Metropolitan Planning Committee (MPC), or MetroPeoria, that tasks the group with promoting cooperation between entities in pursuit of two overarching objectives:

1. Creating partnerships and resolving issues between or involving both governments.
2. Identifying opportunities for greater service sharing, joint operations or consolidation.

Partnerships and Issues

There are a range of issues that impact both the City and County of Peoria. Many of the day-to-day issues are handled through the cooperative relationships of the respective staffs or at the Manager/Administrator level. Some issues, however, require policy decisions and direction from the legislative bodies. The MPC can be a forum for initial discussion, issue exploration and solution generation. Depending on the issue, the MPC may also be a source of decision-making. When it is not, it can make joint recommendations to the County Board and City Council. The committee need not limit itself to handling conflict, but can also address opportunities to share strategies and create common policies.

Two recent examples demonstrate the ability of this committee to serve as a forum for greater partnership. In the first case, the committee discussed the requirements for combining city and county election offices and approved efforts to change State law. In the second case, the committee became a useful forum for discussing a joint contract between the City and County for hiring The Ferguson Group as a federal lobbying firm. While final decision on the contract and partnership were made by the Board and Council, much of the groundwork was laid by the committee.

Shared Services

A great deal of emphasis and importance has been placed on the objective of consolidating functions. The momentum in this direction stems from the work the committee itself began two years ago and has been accelerated at the urging of Mayor Ardis with support from Chairman O'Neill and by the creation of the PASS Forward group. Full consolidation – the literal merging of both governments into one – may or may not be the eventual reality, and is an entirely separate long-term path of initiatives. At the same time, and in a parallel path, there are a variety of strategies that can be employed to streamline services,

improve citizen satisfaction and save money. Citizens rarely know or care who provides the services they expect government to provide. They merely care that the service is provided reliably, effectively and as inexpensively as possible. The chart on the following page shows the continuum of cooperation strategies and also includes examples of how the City and County have already used these strategies to affect change:

Less complex  More complex	Strategy	Examples
	Equipment Sharing	• ASDi software • CrimeView
	Joint Purchasing	• SEMPRA Electricity Purchase • Federal Lobbying • Collections
	Mutual Aid	• Bomb Disposal • Sheriff – Police Joint Operations • Economic Development • MABAS Alarm System
	Functional Consolidation	• Emergency Communications • Equal Opportunity • Peoria County Jail
	Fee for Service Contract	• Animal Control • Traffic Operations (Signal maintenance, striping)
	Shared Service	• City-County Landfill • ETSB • Springdale Cemetery Authority
	Full Consolidation	

The charge of the Metropolitan Planning Committee, then, is not necessarily consolidation but better integration of services. The freedom created by a refined focus on integration also frees the MPC to look at all levels of service to find opportunities. In many cases, the discussion might focus on department- or division-level consolidation. In just as many cases, however, greater efficiencies might be found in investigating smaller services and programs. The transfer of animal control from the City to the County is an example of a properly implemented, division-level transfer. In contrast, completely combining the City police with the County sheriff might prove difficult, but success might be found in sharing one crime lab.

In evaluating opportunities for greater cooperation, the MPC will need to consider two important questions:

1. Which takes precedence – service effectiveness or cost efficiency? There may be cases in which one entity (or both) could save money by sharing or outsourcing a service, but doing so may erode service levels upon which citizens and businesses have come to rely.
2. When necessary, how will the MPC decide that short-term and potentially considerable investments are justified by long-term savings? For example, the consolidation and/or

outsourcing of Information Systems may yield considerable long-term savings but would likely also require significant upfront investment to create compatible infrastructures.

To help drive this discussion, the MPC will use a “Cooperation Strategy Selection Matrix” to determine the best approach, if any, to combining services. The matrix will allow the group to evaluate a number of strategies against the current structure (status quo) using a variety of weighted criteria. The criteria are organized into two broad groups:

- Feasibility – Does it make financial sense to use this strategy? Are there difficult barriers to implementation? Are the substantial legal issues that would prevent success?
- Acceptability – Is there a political will to change? Will service to citizens improve?

There are six steps in using this matrix:

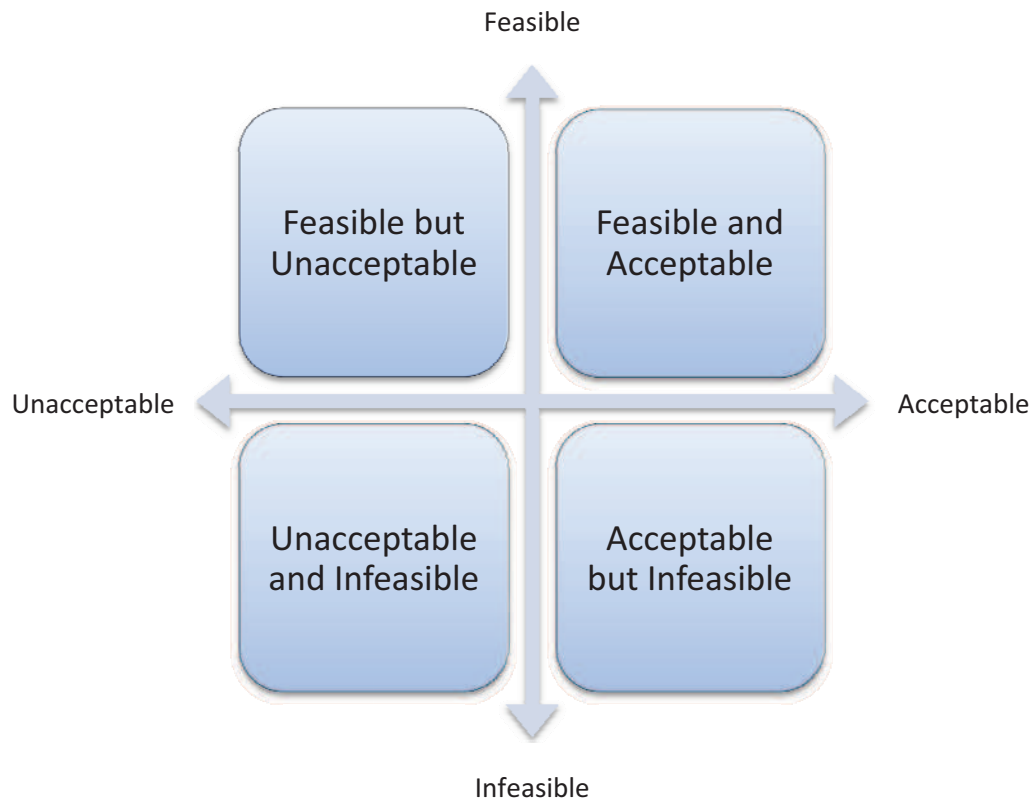
1. The MPC must assign weights to the criteria since not all criteria are equally important. Weights range from 1 to 5 with 5 being equal to “very important.” This is not a ranking system; more than one criterion can be rated as a “5”. The weighting system will be the same for any area that is being evaluated; however there is an opportunity to create specific, additional criteria for individual areas.
2. The MPC must select an area(s) for investigation. The area should be specific and well-defined, but can be large (i.e. human resources) or small (i.e. PC support).
3. City and County staff will prepare a report outlining the issues involved in making a change in the area selected. Among the questions staff will attempt to answer will be the following:
 - Is it a core service of either government?
 - Are we legally capable of combining/sharing?
 - Are there known private sector providers of this service?
 - What are the control issues?
 - What is the impact on services to citizens?
 - What would be the impact on collective bargaining agreements?
 - What are the exposure risks (liability, workers compensation, etc.)?
 - What would be the staffing needs?
 - What is the impact on revenues? Expenditures?
 - Are there any cost savings? When would any savings be realized?
 - Is the necessary infrastructure in-place?
 - What level of upfront investment, if any, would be needed?
 - How would performance be measured? How would deficiencies be corrected?
4. Using the information prepared, the MPC will judge each strategy for cooperation against the status quo based on each criterion. The scale is -5 to +5. -5 would indicate that the strategy is extremely negative or difficult relative to the current situation; +5 would indicate that the strategy is extremely positive or easy relative to the status quo. For example, if the MPC were considering outsourcing both City and County IS functions to a private vendor, it might judge that there were considerable long-term savings compared to the current structure (+4) but also considerable investment required (-3).

5. There are five strategies that will be evaluated, in most cases, for each area:

- City pays the County to provide the service as it is currently structured
- County pays the City to provide the service as it is currently structured
- City and County outsource the service, as is, to a private sector party
- City and County create a separate entity to manage a common service
- A service is standardized across both agencies, but only managed by one

If a strategy is simply not applicable, it can be eliminated. For example, a private sector option might not exist for outsourcing police work and hence does not need evaluation. It is possible that only one or two strategies are worth evaluation in a given area. After each strategy is evaluated, the total weighted sum should indicate a clear choice. It is possible that the evaluation will also show that maintaining the status quo is the preferred action.

6. Based on the results of the evaluation, the MPC can direct staff to proceed with an implementation plan. Individually evaluated areas can also be measured against each other to help the MPC decide which action(s) should take place and which order. For each strategy in each area, the criteria bundles of “Feasible” and “Acceptable” are scored independently. This allows a graphic representation of each choice.



Charter for Intergovernmental Cooperation MetroPeoria

Article 1: Name

This Committee, being duly and officially established by joint resolution of the County of Peoria and the City of Peoria, shall be known as the Metropolitan Policy Committee (MPC) or MetroPeoria.

Article 2: Goals, Mission, Vision

The MPC agrees to operate and conduct business in an effort to achieve these goals, this mission statement, and vision statement, which may be amended from time-to-time.

A. Goals: The goals of the MPC revolve around cooperation and the benefits it affords. In that vein, Cooperation is the:

- *Key to Effective Service Delivery*
- *Path to Great Neighborhoods*
- *Instrument to a Vibrant Economy*
- *Means to Improve the Region*

B. Mission: The Mission of the MPC is to:

Work cooperatively to identify and evaluate opportunities, and propose strategies that result in core local government services being delivered efficiently and effectively. The MPC will lead the discussion in a transparent environment offering opportunities for citizen engagement.

C. Vision: The Vision of the MPC is:

The MPC provides solutions to make Peoria (City and County) the community of choice for current and future generations. We are a community that is clean, safe, vibrant, and accessible.

Article 3: Responsibilities and Methods

The MPC has the responsibility to lead the intergovernmental cooperation discussion using all methods at its disposal.

A. Responsibilities: It is MPC's responsibility to:

- 1) Create short-term and long-term solutions to achieve the mission, vision, and goals of the Committee.
- 2) Promote intergovernmental cooperation and coordination throughout the region and beyond the County of Peoria and City of Peoria governments.
- 3) Serve as a forum for developing recommendations for resolving intergovernmental disputes between the two governments.
- 4) Identify and evaluate opportunities for cooperation using the Consolidation Continuum (see Appendix)

- 5) Propose implementable solutions based on the evaluations conducted.
 - 6) Breakdown and overcome natural barriers to cooperation.
- B. Methods: MPC will employ at a minimum these methods in order to meet its responsibilities:
- 1) Decisions based on Effective Service Delivery: Effective Service delivery is the basis for cooperation and is defined as the recognition of core local government services and how those services are provided to the community such that the services are provided in a manner that balances time efficiency, cost effectiveness, and achievement of a desired result.
 - 2) Service Evaluation Flowchart: The flowchart describes a step-by-step process for evaluating opportunities for cooperation. It allows for multiple decision points by the MPC and policy makers.
 - 3) Cooperation Strategy Selection Matrix: The matrix is a form of a Pugh Matrix commonly used for finding the best concept. It is widely used in 6-Sigma evaluation processes. The matrix will evaluate using a series of key criteria how feasible and how acceptable a possible cooperation strategy might be when compared to the status quo of the current state.
 - 4) Decision Scorecard: The scorecard is a tool used to identify the key criteria that are used in the Cooperation Strategy Selection Matrix.
 - 5) Subject Matter Experts: When warranted, engage select subject matter experts to obtain the best possible data and affect the best possible evaluations.
 - 6) Citizen Engagement: When warranted, engage a variety of citizen groups for the purpose of soliciting community feedback using a variety of techniques including but not limited to surveying, town hall meetings, and public forums.

Article 4: Administrative

The MPC shall function and be governed under the following policies.

- A. Membership:
- 1) General Membership: The MPC shall consist of six (6) voting members, three (3) each from the County of Peoria and City of Peoria.
 - 2) Appointment: Appointments shall be made by the Peoria County Board Chairman and by the Mayor with the advice and consent of the respective legislative bodies as may be required.
- B. Meetings: The MPC is subject to the Illinois Open Meetings Act, as amended (5 ILCS 120), and notice shall be given by both governments pursuant to the Act.
- C. Officers and Duties:
- 1) Officers: The MPC shall elect from its membership a Chairperson and Vice-Chairperson to serve one-year terms.
 - 2) Duties: The Chairperson shall preside at all meetings. The Vice-Chairperson shall perform the duties of the Chairperson in the absence of the Chairperson. Should both the Chairperson and Vice-Chairperson be absent, the membership shall elect a Chairperson Pro Tem for the particular meeting in question.

D. Adoption and Amendments to this Charter:

Immediately following adoption of the original MPC Charter, this Charter shall be submitted to the City Council and County Board to receive and file.

This Charter may be amended or repealed by an affirmative vote of the super-majority of the members of the MPC present at any meeting called for that purpose at which a quorum is present. Written notice of such proposed amendment and the nature thereof shall have been given to the membership of the MPC, the City Council, and the County Board at least 30 days prior to the date of the meeting at which the amendments are to be considered. Distribution of proposed Charter changes to the Chief Administrative Officers of the City and County shall be in addition to notice to Council and Board. Any Council or Board objections to the proposed amendments shall be forwarded to MPC within 30 days of receipt.

Appendix

Consolidation Continuum and Structure

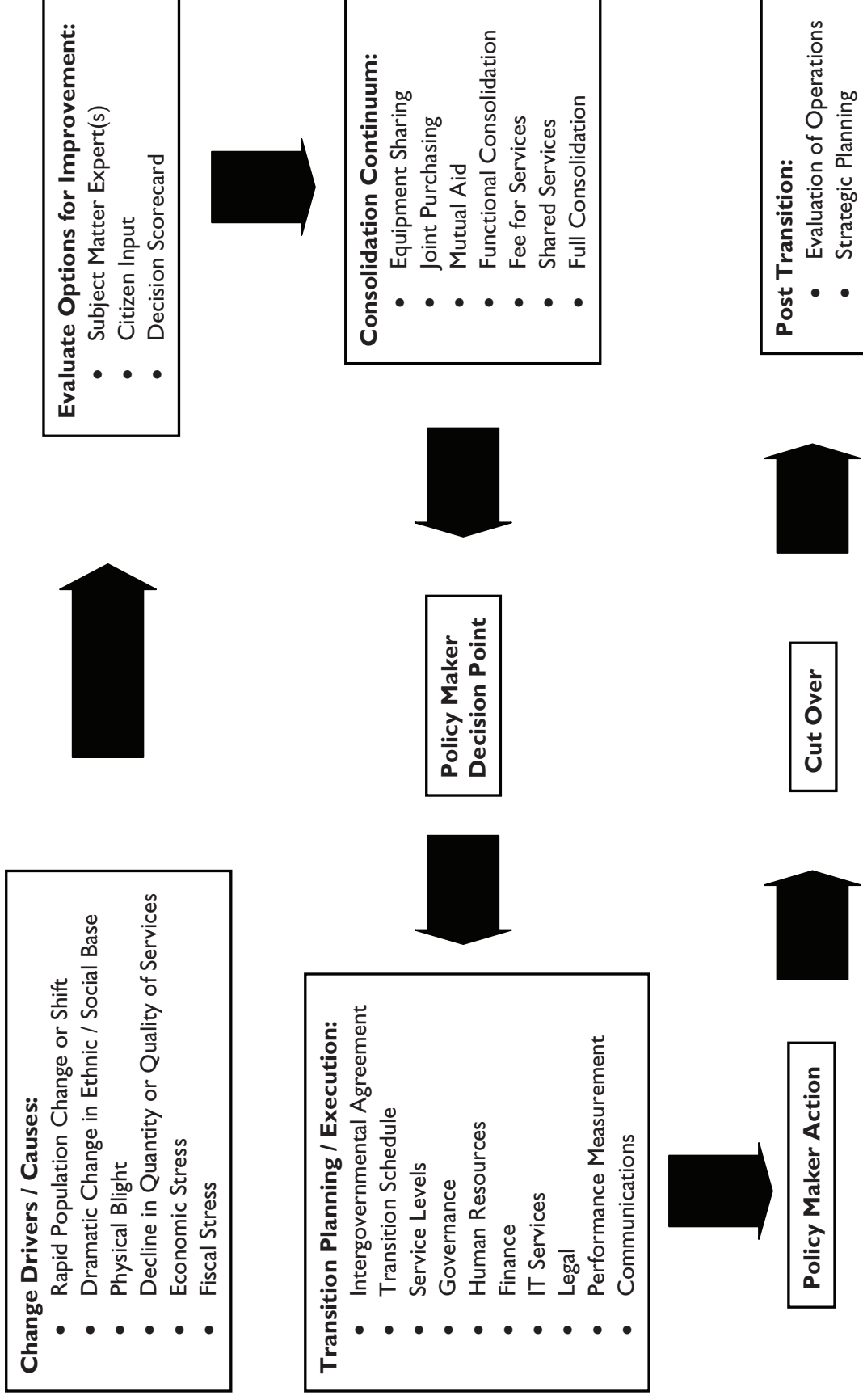
At right is the Consolidation Continuum.

It reflects a progression of cooperation options from informal to full consolidation. All of the existing formal and informal cooperation efforts between the City and the County Whenever cooperation occurs between the City and the County the level and type of cooperation will fall somewhere on this continuum. Some examples for each level are as follows:

- Equipment Sharing: Joint training
- Joint Purchasing: Fuel and electricity
- Mutual Aid: Law Enforcement and Fire
- Functional Consolidation: Dispatch Services and Pre-Arrestment Detention / Booking
- Fee for Service Contract: Animal Control and Protection Services
- Shared Services: City/County Landfill
- Full Consolidation:



Service Evaluation Flowchart



Cooperation Strategy Selection Matrix

Cooperation Strategy Selection Matrix

Area:

Key Criteria			Importance Rating	Strategy						
				Keep Services Separate	Fee for Service			Shared Service		Consolidated Service (Standardized)
				Outsourced to County	Outsourced to City	Outsourced to Private Sector				
Feasible				Status Quo						5 Positive or easy
1	Immediate, net savings to taxpayers	1								
2	Long-term, net savings to taxpayers	1								
3	Can be reversed easily if not working	1								
4	Low upfront costs or minimal investment	1								
5	Can be quickly implemented	1								
6	Minimal legal issues (i.e. collective bargaining)	1								
7										
8										
Acceptable										0 No impact
9	Does not interfere with strategic capabilities	1								
10	Minimal internal resistance	1								
11	Minimal external resistance	1								
12	Political will exists to change	1								
13	Improved service to citizens	1								
14	Agencies maintain control over outcomes	1								
15										
16									-5 Negative or difficult	
# of positives				0	0	0	0	0		
# of negatives				0	0	0	0	0		
# of sames (zero)				0	0	0	0	0		
Sum of positives				0	0	0	0	0		
Sum of negatives				0	0	0	0	0		
Total weighted sum				0	0	0	0	0		
Feasible weighted sum				0	0	0	0	0		
Acceptable weighted sum				0	0	0	0	0		

Instructions: For each strategy, provide a rating on a scale of -5 to 5 relative to the "Status Quo" strategy for each criteria.

Decision Scorecard

	County		City	
	Gain / Benefit	Loss / Detriment	Gain / Benefit	Loss / Detriment
Organizational Factors:				
Legally Capable of Doing?				
Is it a functional part of our Core Competencies?				
Is it Consistent with our Mission and Vision?				
Is it Consistent with our Strategic Plan?				
Political Factors:				
Are there known private sector providers?				
What are the Control Issues?				
What is the impact on constituent services?				
Human Resources Factors:				
Is there Collective Bargaining Involved?				
What is the Impact on Collective Bargaining?				
What is the Impact on the Health Plan?				
What is the Impact on Property / Liability Coverage?				
What is the Impact on Worker's Comp Exposure?				
What would be the Staffing Needs?				
Financial Factors:				
What is the Impact on Revenues?				
What is the Impact on Expenditures?				
Are there any Cost Savings?				
Are there Needed Capital Improvements?				
What is the Value of Needed Capital Improvements?				
Operational / Service Delivery Factors:				
Is the necessary Infrastructure in-place?				
Is the Service Needed on a Continual Basis?				
Do Performance Measures Exist?				
If yes, are the Performance Measures Relevant?				
If no, How are Performance Measures Developed?				
Are the Expected Response Times to Customers Achievable?				
Will the Service be needed on a Continual Basis?				
Service Specific Factors:				
Each service will generate a series of factors specific to that service to be included in the evaluation.				