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DISTRICT 3

HEATHER POST
DISTRICT 4

GEORGE RECKTENWALD
COUNTY MANAGER

March 15, 2019

Honorable Members of the County Council
and Citizens of Volusia County:

Ladies and Gentlemen:

It is a pleasure to present the final report for the performance audit of the County required by s. 212.055(10), *Florida Statutes*. This statute required that the County undergo a performance audit of the program associated with the proposed half-cent local infrastructure sales tax. While the county's 16 municipalities will share in the tax proceeds, they were not required to participate in the audit. The objectives of the audit were to evaluate the program associated with the proposed tax based on the following criteria:

1. The economy, efficiency, or effectiveness of the program.
2. The structure or design of the program to accomplish its goals and objectives.
3. Alternative methods of providing services or products.
4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.
5. The accuracy or adequacy of public documents, reports, and requests prepared by the County, which relate to the program.
6. Compliance of the program with appropriate policies, rules, and laws.

In accordance with the requirements of Ch. 2018-118, Laws of Florida, the Office of Program Policy Analysis and Government Accountability (OPPAGA) selected McConnell & Jones LLP to conduct the performance audit.

We are pleased to report that the auditors determined that Volusia County met all six outlined criteria for the proposed half-cent local infrastructure sales tax. After the submission and review of vast amounts of documentation and after the completion of an extensive interview process, the County clearly demonstrated to the auditors that it has both the expertise and resources to manage and complete the infrastructure roads, sidewalks, bridges, water quality, stormwater, and flood control projects that would be supported by the tax.

The County strives for excellence and sound financial management, but is always looking to streamline its processes. As such, management has provided a response to all recommendations made by the auditors, including changes that will be implemented to address those recommendations.

Honorable Members of the County Council
and Citizens of Volusia County:
March 15, 2019
Page 2 of 2

The County continues to deliver high-quality services and programs to its residents and businesses, while maintaining financial stability and good stewardship of tax dollars. This audit strongly confirms this. Should the voters decide the proposed half-cent local infrastructure sales tax should be approved, the County has demonstrated it has the people, resources, and systems in place to implement the program with success.

Sincerely,

A handwritten signature in blue ink, appearing to read 'G. Recktenwald', is written over a faint outline of the Volusia County seal.

George Recktenwald
County Manager

GR/mdk

cc: Donna de Peyster, Deputy County Manager & CFO
Daniel D. Eckert, County Attorney
Ryan Ossowski, Accounting Director
John Angiulli, Public Works Director
Tammy Bong, Budget & Administrative Services Director



Volusia County
FLORIDA

PERFORMANCE AUDIT

FINAL REPORT

FRIDAY, MARCH 15, 2019



McCONNELL & JONES LLP

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March 15, 2019

Mr. George Recktenwald
County Manager
Volusia County Government
123 West Indiana Avenue
DeLand, Florida 32720

Dear Mr. Recktenwald:

McConnell & Jones LLP (MJ) is pleased to submit our final report for the performance audit of Volusia County (the County) pursuant to s. 212.055(10), *Florida Statutes*. In accordance with the requirements of Ch. 2018-118, *Laws of Florida*, the Office of Program Policy Analysis and Government Accountability (OPPAGA) selected MJ to conduct a performance audit of the programs associated with the discretionary sales surtax proposed by citizen initiative. Dover Engineering based in Jupiter, Florida served as technical advisor for the project.

We conducted this performance audit in accordance with Government Auditing Standards issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on the audit objectives.

The objective of the audit was to fulfill the requirements of s. 212.055(10) *Florida Statutes*. This statute requires that Florida local governments, with a referendum on the discretionary sales surtax held after March 23, 2018, undergo a performance audit conducted of the program associated with the proposed sales surtax adoption. The audit must be conducted at least 60 days before the referendum is held. OPPAGA is charged with procuring and overseeing the audit. The subject auditees for this performance audit were the Volusia County Public Works Department and supporting departments.

The objectives of the audit are consistent with the requirements of the statute, which are to evaluate the program associated with the proposed sales surtax adoption based on the following criteria:

1. The economy, efficiency, or effectiveness of the program
2. The structure or design of the program to accomplish its goals and objectives
3. Alternative methods of providing services or products

4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments
5. The accuracy or adequacy of public documents, reports, and requests prepared by the County, which relate to the program
6. Compliance of the program with appropriate policies, rules, and laws

We developed a work plan outlining the procedures to be performed to achieve the above audit objectives. Those procedures and the results of our work are summarized in the Executive Summary and discussed in detail in the body of the report.

Based upon the procedures performed and the results obtained, the audit objectives have been met. We conclude that, with the exception of the findings discussed in the report and based upon the work performed, Public Works has sufficient policies and procedures in place, supported by appropriate documentation, reports, monitoring tools, and personnel to address the statutory criteria defined in s. 212.055(10) *Florida Statutes*.

Firm Signature

A handwritten signature in blue ink that reads "McConnell & Sonnet LLP". The signature is written in a cursive, flowing style.

Houston, Texas

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EXECUTIVE SUMMARY

VOLUSIA COUNTY OVERVIEW

Volusia County, Florida, is a political division of the State of Florida established in 1854, and is located approximately 40 miles northeast of the City of Orlando, Florida, and approximately 200 miles from Tallahassee, Florida. It is governed by a council-manager form of government. In this option, voters elect a seven member County Council. Each member serves a four-year term. Five of the seven members are district elected, and the County Chairman, as well as, the at-large representative are elected County-wide. The County Council is responsible for ordinances and policies of the County in addition to annual County budget approvals. The County Council appoints a County Manager to oversee daily tasks and formally carry out the will of the council. The Council also appoints the County Attorney. The population for Volusia County in 2017 was 523,405.

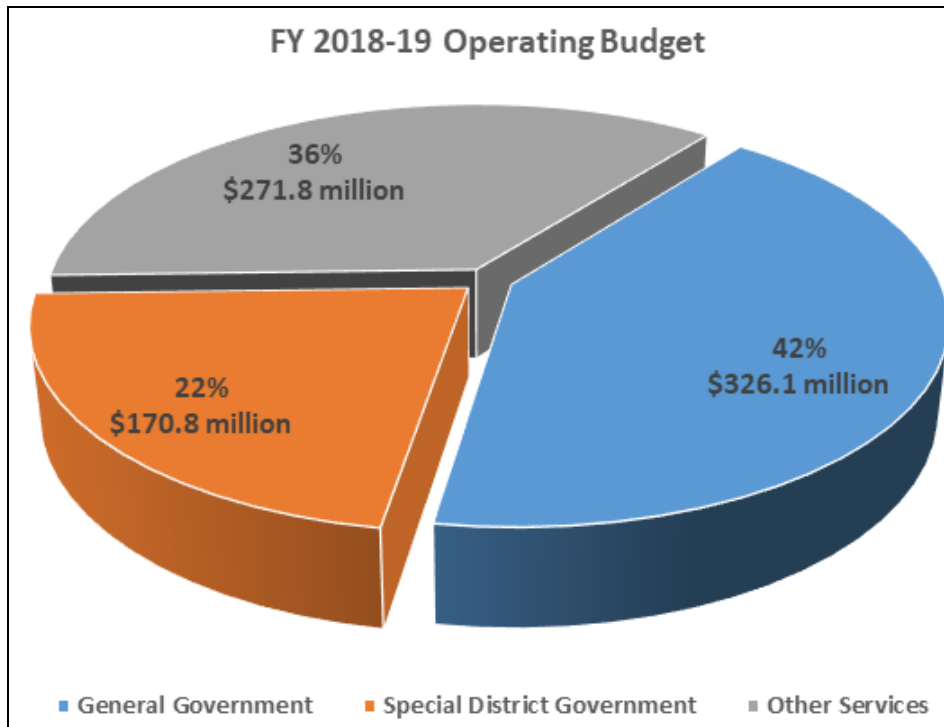
FY 2018-19 OPERATING BUDGET SUMMARY

The Volusia County operating budget is \$768,755,651 as depicted in the chart below. The budget consists of three distinct segments: General Government, Special District Government, and Other Services. **Figure ES-1** below illustrates that General Government expenditures represent 42 percent of the operating budget, or \$326.1 million, Special District Government expenditures represent 22 percent of the operating budget, or \$170.8 million, and All Other Services represent 36 percent of the operating budget, or \$271.8 million.

The Public Works Division is responsible for managing the programs funded by the proposed infrastructure surtax. Public Works programs eligible for funding include; Engineering and Construction, Road and Bridge, Stormwater Management, Traffic Engineering, and Water Resources and Utilities. The operating budget for these programs within the Public Works Division total \$117,842,762 and comprise 14.6 percent of the County budget. The Public Works Division accounts for 25 percent of the total County budget (for more information, please see ES-11). The Special District Government and Other Services categories include operating expenditures related to the programs to be funded by the proposed infrastructure surtax.

Figures ES-2 through ES-4 summarize the detail categories included in each of the three segments of Volusia County's operating budget depicted in **Figure ES-1**.

FIGURE ES-1
OPERATING BUDGET SUMMARY, FY 2018-19



Source: FY 2018-19 Adopted Budget.

According to Volusia County's budget for the FY 2018-19 presented by the Interim County Manager to the County Council October 1, 2018, General Government expenditures encompass services provided County-wide, including General Services, Emergency Medical Services, Library Services, ECHO, Volusia Forever, and Volusia Forever Debt Service funds. General Government expenditures also include \$6.6 million collected by Volusia County for community redevelopment areas (CRA), which Volusia County passes through to cities to spend on projects within their respective jurisdictional boundaries. **Figure ES-2** presents the allocation of budgeted General Government operating expenditures.

FIGURE ES-2
ALLOCATION OF GENERAL GOVERNMENT OPERATING BUDGET, FY 2018-19

Category	Amount (Millions)	Percent
General	\$179.4	55%
Library	18.0	5%
ECHO/Forever	12.7	4%
Community Redevelopment	6.6	2%
Other General Government	109.4	34%
Totals	\$326.1	100%

Source: FY 2018-19 Adopted Budget.

Special District Government expenditures include specific services provided similar to municipal government functions such as fire service, public safety patrol, growth management, mosquito control, a beach side port district and the stormwater utility. Of these specific services, the stormwater utility is designated to receive surtax funding. **Figure ES-3** presents the allocation of budgeted Special District Government operating expenditures.

FIGURE ES-3

ALLOCATION OF SPECIAL DISTRICT GOVERNMENT OPERATING BUDGET, FY 2018-19

Categories	Amount (Millions)	Percent
Fire, MSD, Mosquito Control, Port Authority	\$50.0	29%
TDT TAX, Street Lighting, Homeless Shelter, Economic Development, Manatee Conservation, Library Endowment Trust Funds, Storm Water Utility	120.8	71%
Totals	\$170.8	100%

Source: FY 2018-19 Adopted Budget.

Expenditures for **Other Services** include activities where Operations have a dedicated user fee or grant revenue sources such as the Ocean Center, Airport, landfill/garbage collection costs, transportation services, and water/sewer utilities. The latter two services are designated to receive surtax funding. **Figure ES-4** presents the allocation of budgeted All Other Services operating expenditures.

FIGURE ES-4

ALLOCATION OF ALL OTHER SERVICES OPERATING BUDGET, FY 2018-19

Category	Amount (Millions)	Percent
Transportation	\$68.0	25.0%
Solid Waste	53.0	19.5%
Airport	52.5	19.3%
Debt	30.1	11.1%
VOTRAN *	25.8	9.5%
Water & Sewer	26.9	9.9%
Ocean Center	15.5	5.7%
Totals	\$271.8	100%

Source: FY 2018-19 Adopted Budget. Dollar amounts calculated from percentages included in FY 2018-19 budget.

Note: * VOTRAN is the Public Transportation Agency for Volusia County.

DISCRETIONARY SALES SURTAX

According to the State of Florida Department of Revenue website, a half-cent infrastructure tax program funded by a discretionary sales surtax (DSS) is imposed by most Florida counties and applies to most transactions subject to sales tax. The State of Florida Department of Revenue collects and distributes the sales surtax to counties and municipalities based on the state's sales tax formula. Each county is responsible for administering the funds it receives. The Volusia

County Council voted on February 6, 2019 in a vote of 6 to 1 to impose a half-cent sales tax referendum via a special ballot election on May 21, 2019.

According to Volusia County's executive management, if the half-cent sales tax referendum is adopted in May 2019, the newly acquired revenue would not be imposed and collected until January 2020, and the ordinance would expire in 20 years. Adopting the referendum would set the sales tax rate at seven percent and contribute to funding transportation and infrastructure initiatives such as roads, sidewalks, bridges, water quality, and stormwater flood control.

RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION

Volusia County uses a system of planning and analytical tools to identify the timing and type of improvements needed for the Volusia County Thoroughfare Road Network. The system is based on comprehensive plans, the coordinated review of development proposals, and the monitoring of traffic conditions, with a goal to identify how incremental and planned improvements can minimize congestion on the Volusia County Thoroughfare Road Network.

The long-range comprehensive planning aspect of the system requires coordination between Volusia County, the municipalities within the County, and the River to Sea Transportation Planning Organization (TPO). Coordination between these three entities is necessary, as Florida state law requires Volusia County and municipalities within the County to adopt a comprehensive plan that includes capital improvements and transportation components. The local comprehensive plans must be consistent with the Long Range Transportation Plan adopted by the TPO. Accordingly, Volusia County must coordinate any planned capital improvements to transportation infrastructure with municipalities and the TPO. According to the River to Sea Transportation Planning website, TPO is the governing body responsible for carrying out the transportation planning and programming process for the designated Metropolitan Planning Area (MPA), which includes Volusia County, some areas of eastern Flagler County, as well as portions of the cities of Palm Coast and Bunnell.

GOVERNANCE IMPLICATIONS OF SALES SURTAX PASSAGE

As proposed, a Citizens' Advisory Review committee will oversee the efforts of recipients of funds from the half-cent surtax to improve infrastructure throughout Volusia County. The committee will consist of one member resident of each municipality in Volusia County, nominated by the governing body of said municipality and appointed by the County Council. The committee will also include one member resident in either a municipality or the unincorporated area of Volusia County, nominated and appointed by the County Council. As funding is received, this committee will ensure the newly acquired funds are appropriately spent.

AUDIT OBJECTIVE

In accordance with s. 212.055(10), *Florida Statutes*, and Government Auditing Standards, the certified public accountant must conduct a performance audit of the Volusia County program areas within the administrative unit(s) that will receive funds through the referendum.

The performance audit must include a review of program areas for Volusia County related to construction, reconstruction, improvement and financing public facilities. Projects funded by the sales surtax shall be restricted to roads, sidewalks, bridges, water quality, stormwater, and flood control.

Audit fieldwork must include interviews with program administrators, review of relevant documentation, and other applicable methods to complete the assessment of the six (6) research tasks.

PROJECT SCOPE

The subject auditee for the performance audit was the Volusia County Public Works Department. The performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit be conducted in a manner to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on the audit objectives. We believe that the evidence obtained provides a reasonable basis for our observations and conclusions.

METHODOLOGY

McConnell & Jones LLP (MJ) conducted fieldwork for the performance audit from February 11-15, 2019. Audit team members met with a total of 29 executive and management-level staff from Volusia County administration for both individual interviews and focus group interviews, which consisted of three individual interviews, five joint interviews, and four focus group interviews. Department or divisions represented included Public Works (PW), Community Information, the County Attorney's Office, and the Department Office of Finance, which includes the Purchasing & Contract Division, Budget and Administrative Services Division, and the Accounting Division. It should be noted that management-level staff who participated in individual interviews also participated in one or more joint interviews or focus groups. In addition, audit team members reviewed relevant operational and financial data in order to document and report findings and conclusions.

As noted in the Audit Objective, the six (6) research tasks comprise 25 subtasks. The MJ Team devised rating categories for the research tasks and corresponding subtasks of *Met*, *Partially Met*, or *Not Met*. Rating category conclusions are assigned based upon the MJ Team's assessment and analysis of the supporting documentation and our professional judgement.

Subtasks are assigned a rating of *Met* if the documentation the County provided supported all relevant attributes of the subtask. Subtasks are assigned a rating of *Partially Met* if the documentation the County provided supported a portion of the relevant attributes of the subtask. Subtasks are assigned a rating of *Not Met* if the documentation the County provided failed to support relevant attributes of the subtask. If a subtask resulted in a conclusion of *Partially Met* or *Not Met*, the MJ Team provided a recommendation and rationale to address and improve the deficiency.

Each of the six research tasks was assigned an overall rating of *Met* or *Not Met* based on the MJ Team’s analysis of documentation the County provided for each subtask. Accordingly, a research task could be assigned an overall rating of *Met* even if some of the subtasks received a rating of *Partially Met* or *Not Met*. This situation could occur if, after reviewing a preponderance of documentation/evidence and the significance of subtasks in relation to one another, the MJ Team deemed, based on our professional judgement, that such a designation was warranted.

SUMMARY OF RESULTS

Volusia County’s Public Works Department (PW) is the operational unit that will receive the infrastructure sales surtax funds. **Figure ES-5** through **Figure ES-10** present a summary of the overall results of the performance audit for PW in the six (6) research tasks required by statute. The MJ Team’s assessment of PW’s performance when evaluated against the subtasks revealed that 19 of the 25 subtasks were met, five were partially met, and one was not met.

RESEARCH TASK 1 – The Economy, Efficiency, or Effectiveness of the Program.

Finding Summary: Overall Volusia County’s PW Department meets Task 1

Volusia County’s PW Department uses various reports that are adequate to monitor project performance and cost. PW periodically evaluates its programs using performance information and other reasonable criteria to assess program performance and cost. PW underwent a comprehensive assessment of its operations in 2007 and 2018 that included findings and recommendations on program performance and costs. Although PW management has taken actions to address deficiencies in program performance and/or cost identified in the independent evaluations, it has not prepared a master plan demonstrating how, when, and who will implement recommendations from the reports. Accordingly, it is difficult to assess whether PW has taken reasonable and timely actions to address the deficiencies included in the external reports on the performance and cost of PW activities. However, PW evaluates performance and costs based on reasonable measures.

The following six (6) sample projects were selected and reviewed: Main Street Bridge Fender Replacement; Veterans Memorial Bridge Replacement; LPGA Boulevard Widening; Howland Boulevard Widening – Courtland; Atlantic Avenue Sidewalk; and SW Water Nutrient Reduction/Expansion. Finally, written policies and procedures exist to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

FIGURE ES-5

SUMMARY OF VOLUSIA COUNTY PUBLIC WORKS RESEARCH RESULTS

Research Subtask	Research Results	Conclusion	Recommendation
1. The Economy, Efficiency, or Effectiveness of the Program			
1.1	Our work revealed no issues or concerns related to management reports/data that program administrators use on a regular basis to monitor program performance and cost.	Met	N/A

Research Subtask	Research Results	Conclusion	Recommendation
1.2	Our work revealed no issues or concerns related to whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost.	Met	N/A
1.3	Our work revealed no issues or concerns related to findings and recommendations included in relevant internal or external reports on program performance and cost.	Met	N/A
1.4	While the County has evidence of actions taken to implement recommendations from the 2007 and 2018 external evaluations of maintenance and operational practices conducted by an independent consultant, PW management prepared a list of the status of each report's recommendations only in response to MJ Team's request for the information. Therefore, the County lacks a comprehensive master plan for implementing recommendations from the 2007 and 2018 reports. Accordingly, determining whether program administrators have taken reasonable and timely actions to address program deficiencies is not readily ascertainable.	Partially Met	PW should prepare a comprehensive master plan of recommendations from the 2007 and 2018 assessment reports describing each recommendation; plans for implementation; timelines; departmental responsibilities; individual assignments; and the process for monitoring, updating, reviewing, and approving plan progress.
1.5	Our work revealed no issues or concerns related to program performance and cost based on reasonable measures, including best practices.	Met	N/A
1.6	Completed project cost information was not readily available. Inconsistencies with the project costs reported on the Capital Project Schedule and the Budget Analysis were not supported.	Partially Met	Maintain cost information for completed projects in the project file.
1.7	Our work revealed no issues or concerns related to whether the County has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.	Met	N/A

RESEARCH TASK 2 – The Structure or Design of the Program to Accomplish its Goals and Objectives.

Finding Summary: Overall Volusia County's PW Department Meets Task 2

Public Works maintains an organization structure with clearly defined units and which minimizes overlapping. However, there are a significant number of vacant positions resulting in an overall 14 percent average vacancy rate for the divisions that would be funded by the proposed infrastructure surtax. These vacancies could impact service delivery outcomes. Further, the Position Control Report indicates that positions have been vacant from four to 963 weeks.

FIGURE ES-6
SUMMARY OF VOLUSIA COUNTY PUBLIC WORKS RESEARCH RESULTS

Research Subtask	Research Results	Conclusion	Recommendation
2. The Structure or Design of the Program to Accomplish its Goals and Objectives			
2.1	Our work revealed no issues or concerns related to the program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.	Met	N/A
2.2	In assessing the reasonableness of current program staffing levels given the nature of the services provided and program workload, high vacancy rates create a risk that the County will be unable to maintain quality service levels.	Partially Met	Develop a staffing and succession plan to ensure that service delivery levels are maintained. In addition, continue the search to fill the internal audit position.

RESEARCH TASK 3 – Alternative Methods of Providing Services or Products.

Finding Summary: Overall Volusia County's PW Department meets Task 3

While three of the four tasks were met, the County did not demonstrate that it has a formal means of evaluating existing in-house services and activities to assess the feasibility of alternative methods of providing services. However, the County has assessed contracted and/or privatized services to verify effectiveness and cost savings achieved. It has also made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program costs without significantly affecting the quality of services. Finally, the County identifies possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services.

FIGURE ES-7

SUMMARY OF VOLUSIA COUNTY PUBLIC WORKS RESEARCH RESULTS

Research Subtask	Research Results	Conclusion	Recommendation
3. Alternative Methods of Providing Services or Products			
3.1	The County's PW Department does not have a formal means of evaluating existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and determining the reasonableness of their conclusions. The County provided one example related to bulk fuel purchases where a formal cost-benefit analysis was performed to support the decision to bid bulk fuel purchases. Other examples included sidewalk repair and road widening projects. However, formal evaluations of existing in-house services were not prepared for these solicitations indicating that the County does not have a formal, documented process for evaluating in-house services before solicitations are issued.	Not Met	Public Works and Purchasing and Contracts should collaborate to develop a formal means of evaluating in-house services and activities to assess, where practical, the feasibility of alternative methods of providing services, such as outside contracting and privatization.
3.2	Our work revealed no issues or concerns related to whether program administrators have assessed contracted and/or privatized services to verify effectiveness and cost savings achieved.	Met	N/A

Research Subtask	Research Results	Conclusion	Recommendation
3.3	Our work revealed no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.	Met	N/A
3.4	Our work revealed no issues or concerns related to identifying possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).	Met	N/A

RESEARCH TASK 4 – Goals, Objectives, and Performance Measures Used by the Program to Monitor and Report Program Accomplishments.

Finding Summary: Overall Volusia County’s PW Department meets Task 4

Program goals and objectives align with the County’s strategic plan and are generally clearly stated, measurable, and can be achieved within budget. Although the County uses performance measures to evaluate program performance, and objectives, the program reports lack transparency and clear documentation as to whether projects are completed timely and within budget. Also, other counties include additional performance measures in long-range planning documents. Internal controls provide reasonable assurance that program goals and objectives will be met.

FIGURE ES-8

SUMMARY OF VOLUSIA COUNTY PUBLIC WORKS RESEARCH RESULTS

Research Subtask	Research Results	Conclusion	Recommendation
4. Goals, Objectives, and Performance Measures Used by the Program to Monitor and Report Program Accomplishments			
4.1	Our work revealed no issues or concerns related to if program goals and objectives are clearly stated, measurable, can be achieved within budget, and are consistent with the county's strategic plan.	Met	N/A
4.2	Although the County uses performance measures to evaluate program performance, the program reports lack clear documentation if projects are completed timely and within budget. Also, other counties include additional performance measures in long-range planning documents.	Partially Met	Clearly document the variance between budget and actual project costs and timelines on the Capital Projects Schedule. Also, consider additional performance measures used by other counties in long-range planning documents.
4.3	Our work revealed no issues or concerns related to evaluating internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.	Met	N/A

RESEARCH TASK 5 – The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the County, which Relate to the Program.

Finding Summary: Overall Volusia County’s PW Department meets Task 5

Programs have adequate, timely, useful financial and non-financial data and program performance and cost information is accessible by the public. Processes are in place to ensure accuracy and completeness of program performance and cost data that is validated through the County Council’s agenda approval process. However, the County uses a decentralized method for posting a significant amount of data on its website, via news releases, and through other communications channels and does not have formal processes in place to evaluate this type of information.

FIGURE ES-9

SUMMARY OF VOLUSIA COUNTY PUBLIC WORKS RESEARCH RESULTS

Research Subtask	Research Results	Conclusion	Recommendation
5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the County which, Relate to the Program			
5.1	Our work revealed no issues or concerns related to whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.	Met	N/A
5.2	The County does not formally evaluate the accuracy or adequacy of most of the data in the public domain.	Partially Met	Establish data quality standards and implement a formal evaluation process (report) that addresses the adequacy and accuracy of information provided to the public and communicate these standards and evaluation results to all positions responsible for developing public documents.
5.3	Our work revealed no issues or concerns related to whether the public has access to program performance and cost information that is readily available and easy to locate.	Met	N/A

Research Subtask	Research Results	Conclusion	Recommendation
5.4	Our work revealed no issues or concerns related to whether processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.	Met	N/A
5.5	Our work revealed no issues or concerns related to whether the program has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the county and that these procedures provide for adequate public notice of such corrections.	Met	N/A

RESEARCH TASK 6 – Compliance of the Program with Appropriate Policies, Rules, and Laws.

Finding Summary: Overall Volusia County's PW Department meets Task 6

Overall, Volusia County's Public Works Department (PW) meets Task 6. The County Attorney's Office (CAO) oversees the County's compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. The CAO stays abreast of federal, state, and local legislation that could impact County departments, including PW. The division of responsibility within the CAO ensures that the County remains in compliance with procurement and grant legal requirements. The County Council approves all policies that impact the County. Ordinance 2019-4, amends the Code of Ordinances to levy the half cent infrastructure tax upon voter approval. Internal controls and processes to take corrective action when applicable are adequate to ensure compliance with laws, rules, regulations, and policies and procedures. The ordinance reflects the requirements of 212.055 (2) of the *Florida Statutes* and establishes a citizens review committee to provide oversight of planned uses of the sales surtax to ensure that such uses are in compliance with applicable state laws, rules, and regulations. Finally, the County's planned list of projects are in compliance with applicable state laws, rules, and regulations.

FIGURE ES-10

SUMMARY OF VOLUSIA COUNTY PUBLIC WORKS RESEARCH RESULTS

Research Subtask	Research Results	Conclusion	Recommendation
6. Compliance of the Program with Appropriate Policies, Rules, and Laws			
6.1	Our work revealed no issues or concerns related to whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.	Met	N/A
6.2	Our work revealed no issues or concerns related to program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.	Met	N/A

Research Subtask	Research Results	Conclusion	Recommendation
6.3	Our work revealed no issues or concerns related to whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.	Met	N/A
6.4	Our work revealed no issues or concerns related to whether program administrators have taken reasonable and timely actions to determine whether planned uses of the sales surtax are in compliance with applicable state laws, rules, and regulations.	Met	N/A

VOLUSIA COUNTY PUBLIC WORKS DEPARTMENT (PW)

INTRODUCTION

This section of the report provides background and introductory information about the Volusia County Public Works Department (PW). The purpose of this section is to provide context and perspective for the work McConnell & Jones (MJ Team) performed related to the six (6) research tasks outlined in the Florida law requiring this performance audit.

In accordance with s. 212.055(10), *Florida Statutes*, and *Government Auditing Standards* (2011 Revision) issued by the Comptroller General of the United States, the certified public accountant must conduct a performance audit of the Volusia County program areas within the administrative unit(s) which will receive funds through the referendum to amend the Volusia County Charter. The performance audit must include a review of program areas for Volusia County related to construction, reconstruction, improvement and financing public facilities. Projects funded by the tax shall be restricted to roads, sidewalks, bridges, water quality, stormwater and flood control.

The PW Department is the County's operational unit that will administer the infrastructure sales surtax funds. The department consists of the following divisions:

- Engineering and Construction
- Mosquito Control
- Road & Bridge/Stormwater
- Solid Waste
- Water Resources and Utilities
- Traffic Engineering
- Coastal

The mission of the PW Department and its divisions which will receive the surtax funds are outlined below.

The mission of Volusia County's PW Department is: To ensure and enhance the basic quality of life, general welfare, and growth of Volusia County by properly managing the County's infrastructure and related support services. Each PW division has a mission statement that is presented in the County's budget. The mission statements of the divisions and units that will be spending infrastructure sales tax funds are presented below.

The mission of Engineering and Construction is: To provide quality and timely engineering, survey, rights-of-way and construction engineering inspection services in support of the County's construction projects; to assist in the implementation of the County's Planning and Development Programs for the physical growth of Volusia County as governed by the State of Florida mandated Volusia County Comprehensive Plan, Land Development Code, and best engineering practices; and to provide assistance to the public and private sector in a professional, positive manner.

The mission of Road & Bridge is: To maintain the County's transportation system of roads and bridges, provide a safe system, and protect the investment in that system. To develop and provide levels of service by planning, scheduling, directing and controlling work.

The mission of Water Resources and Utilities is: To employ best management, operations, engineering, and financial practices necessary to produce and deliver safe drinking water; as well as treat and dispose wastewater within environmentally safe regulatory standards; while offering competitively priced products and high quality services for all Volusia County Water Resources and Utilities customers.

The mission of Stormwater is: To provide for physical structures, natural systems and maintenance activities to protect people, infrastructure, property and water resources from the hazards of flooding, inadequate drainage and stormwater pollutants.

The mission of Traffic Engineering is: To enhance the quality of life for residents and visitors by providing essential services for the safe and efficient movement of both vehicle and pedestrian traffic throughout Volusia County.

FY 2019 budgeted expenditures for the divisions that will be spending infrastructure sales tax funds should the referendum pass are presented in **Figure ES-11**.

FIGURE ES-11

FY 2019 DEPARTMENTAL BUDGET – PW DIVISIONS AND COUNTY

Division	FY 2019 Budget
<i>PW Divisions to Receive Infrastructure Funding</i>	
Engineering and Construction	\$56,850,407
Water Resources and Utilities	26,911,030
Road & Bridge	17,949,211
Stormwater	9,762,403
Traffic Engineering	6,369,711
Subtotal for PW Divisions to Receive Infrastructure Funding	117,842,762
<i>Other PW Divisions</i>	
Coastal	13,366,515
Mosquito Control	8,102,494
Solid Waste	52,897,294
Public Works Services	9,563,462
Subtotal for Other PW Divisions	90,299,476
Total Public Works Division	\$201,772,527
Total County Departmental Budget	\$806,561,563
Percent PW to County	25%

Source: Volusia County FY 2019 Budget.

RESEARCH TASK 1

THE ECONOMY, EFFICIENCY, OR EFFECTIVENESS OF THE PROGRAM.

FINDING SUMMARY – Overall, Volusia County’s Public Works Department (PW) meets Task 1. The department uses various reports that are adequate to monitor project performance and cost. PW periodically evaluates its programs using performance information and other reasonable criteria to assess program performance and cost. PW underwent a comprehensive assessment of its operations in 2007 and 2018 that included findings and recommendations on program performance and costs. However, although PW management has taken actions to address deficiencies in program performance and/or cost identified in the independent evaluations, it has not prepared a master plan demonstrating how, when, and who will implement recommendations from the reports. Accordingly, it is difficult to assess whether PW has taken reasonable and timely actions to address the deficiencies included in the external reports on the performance and cost of PW activities. However, PW evaluates performance and costs based on reasonable measures. Of the sample of six (6) projects we reviewed, most were completed on-time and within budget. Finally, written policies and procedures exist to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

SUMMARY OF CONCLUSIONS ON RESEARCH SUBTASKS

See the Analysis and Results section below for details regarding these conclusions.

SUBTASK 1.1

Our work revealed no issues or concerns related to management reports/data that program administrators use on a regular basis to monitor program performance and cost.

SUBTASK 1.2

Our work revealed no issues or concerns related to whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost.

SUBTASK 1.3

Our work revealed no issues or concerns related to findings and recommendations included in relevant internal or external reports on program performance and cost.

SUBTASK 1.4

Condition: Subtask 1.4 Partially Met

Determine whether program administrators have taken reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc.

While the County has evidence of actions taken to implement recommendations from the 2007 and 2018 external evaluations of maintenance and operational practices conducted by an independent consultant, PW management prepared a list of the status of each report's recommendations only in response to MJ Team's request for the information. Therefore, the County lacks a comprehensive master plan for implementing recommendations from the 2007 and 2018 reports. Accordingly, determining whether program administrators have taken reasonable and timely actions to address program deficiencies is not readily ascertainable.

Cause: PW has taken steps to implement recommendations from 2007 and 2018 independent assessments of its operations. However, there are recommendations that PW has not totally implemented for a variety of reasons. For example, some recommendations must be coordinated with other County departments, some, like American Public Works Association (APWA) certification remain under evaluation, while others are not implemented due to policy considerations. Consultants performing the evaluation acknowledged that 86 percent of the recommendations from the 2007 report had been implemented. However, PW has not prepared a master implementation plan describing the what, how, when, and who of implementing the 14 percent of remaining recommendations from the 2007 study and the 40 recommendations from the 2018 study.

Effect: The absence of a documented master plan for implementing recommendations from assessment reports creates a risk that some recommendations may not be implemented or not implemented effectively or timely.

Criteria: In the 2018 report, the independent consultants made the following recommendation 4.1.2, which has not been implemented as of February 2019:

"Fully implement all recommendations from the 2007 ... final reports. If recommendations are no longer applicable, document rationale for not implementing."

RECOMMENDATION 1.4

PW should prepare a comprehensive master plan of recommendations from the 2007 and 2018 assessment reports describing each recommendation; plans for implementation; timelines; departmental responsibilities; individual assignments; and the process for monitoring, updating, reviewing, and approving plan progress.

SUBTASK 1.5

Our work revealed no issues or concerns related to program performance and cost based on reasonable measures, including best practices.

SUBTASK 1-6

Condition: Subtask 1.6 – Partially Met

Evaluate the cost, timing, and quality of current program efforts based on a reasonably sized sample of products to determine whether they were of reasonable cost and completed well, on time, and within budget.

Completed project cost information was not readily available. Inconsistencies with the project costs reported on the Capital Project Schedule and the Budget Analysis were not supported.

Cause: Documentation from County is inconsistent.

Effect: Cannot make a final determination if costs are accurately reported.

Criteria: The County's General Budget Procedure states actual performance will be compared periodically to estimated targets.

RECOMMENDATION 1.6

Maintain cost information for completed projects in the project file.

SUBTASK 1.7

Our work revealed no issues or concerns related to whether the County has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

ANALYSIS RESULTS & CONCLUSION

SUBTASK 1.1 – Review any management reports/data that program administrators use on a regular basis and determine whether this information is adequate to monitor program performance and cost.

To address the requirements of this subtask, the MJ Team conducted a joint interview with the Public Works Director and members of the PW management team such as the directors of Road & Bridge, Traffic Engineering, and Water Resources & Utilities. During the interview, MJ learned of various reports PW employees use on a regular basis to monitor program performance and costs. MJ obtained and reviewed the following reports the purpose of which is described below the list:

- Budget Analysis
- Capital Project Schedule (CPS)
- Capital Improvement Plan
- Project Status Reports
- Road Program Five-Year Funding Schedule
- Work Status Productivity Report
- Water Resources & Utilities Report

- Five-Year Forecast-FY 2018-FY 2022
- Dynamic Master Plan

Budget Analysis by Project (BA)

The BA compares budget-to-actual expenditures and can be generated at multiple levels such as fund, department, unit, and object of expenditure. Users are able to generate this report for any time period and can view the information online or print a hardcopy. Users can also “drill down” in the system to view transaction details by vendor. The report shows amounts for the past two years, adopted budget, current budget, estimated budget, year-to-date actuals, encumbrances, and unobligated funds. It is a valuable tool for any user, for example project managers, who need to track costs on their assigned projects or for others who desire to review the financial status of any given fund, department, unit, object of expenditure, vendor, or any combination thereof.

Capital Project Schedule (CPS)

The CPS highlights the major capital projects that are underway. PW staff review and update the report and present it to the County Council quarterly for their review. The report includes all of the County’s capital projects of a financial size of generally \$1 million and more or those projects that have political significance. The report provides a recap of project details in a project overview as well as a color-coded Gantt chart that shows the status of each project at a glance. It is organized by department, including Public Works, which comprises the bulk of the projects. Projects funded with the infrastructure sales tax, if adopted, would be included in this report.

The project overview from the CPS is illustrated in **Figure 1-1** while the master schedule is presented in **Figure 1-2**. These reports are examples of the types of reports PW program managers use on a regular basis to monitor program performance and cost. The overview is a high-level summary of a specific project while the project schedule provides a high-level overview of all projects at a glance.

FIGURE 1-1
CPS CAPITAL PROJECT OVERVIEW

PW-ENG-5634

Site:	Turnbull Bay Road Bridge Replacement over Turnbull Bay Tributary in New Smyrna Beach	
Acquisition:	Completed - Additional Right-of-Way was acquired in 2015	
Project Scope:	Replace existing failing 2-lane bridge with 2-lane bridge with shoulders	
Design Timeline:	Completed	
Project Cost:	\$ 467,000	Acquisition
	\$ 583,951	Design
	<u>\$ 8,680,654</u>	<u>Construction</u>
	\$ 9,731,605	Total
Funding Sources:	\$ 737,554	Local Option Gas Tax
	<u>\$ 8,994,051</u>	<u>LAP Grant - FDOT</u>
	\$ 9,731,605	Total
Council Actions:	1. LAP Grant - Design	September 8, 2011
	2. LAP Grant – ROW Acquisition	September 22, 2011
	3. Additional Funds Letter Request	September 8, 2016
	4. LAP Grant – Design Supplemental	September 10, 2015
	5. LAP Grant – Construction	January 7, 2016
	6. LAP Supplemental Agreement	November 3, 2016
	7. Construction Award	November 3, 2016
	8. LAP Supplemental Agreement	February 2, 2017
Construction Timeline:	Start: 1 st Qtr. - FY 16/17	
	Finish: 1 st Qtr. - FY 18/19	
Project Status:	Construction underway – to be completed before Christmas	
Project Adjustment:	NA	

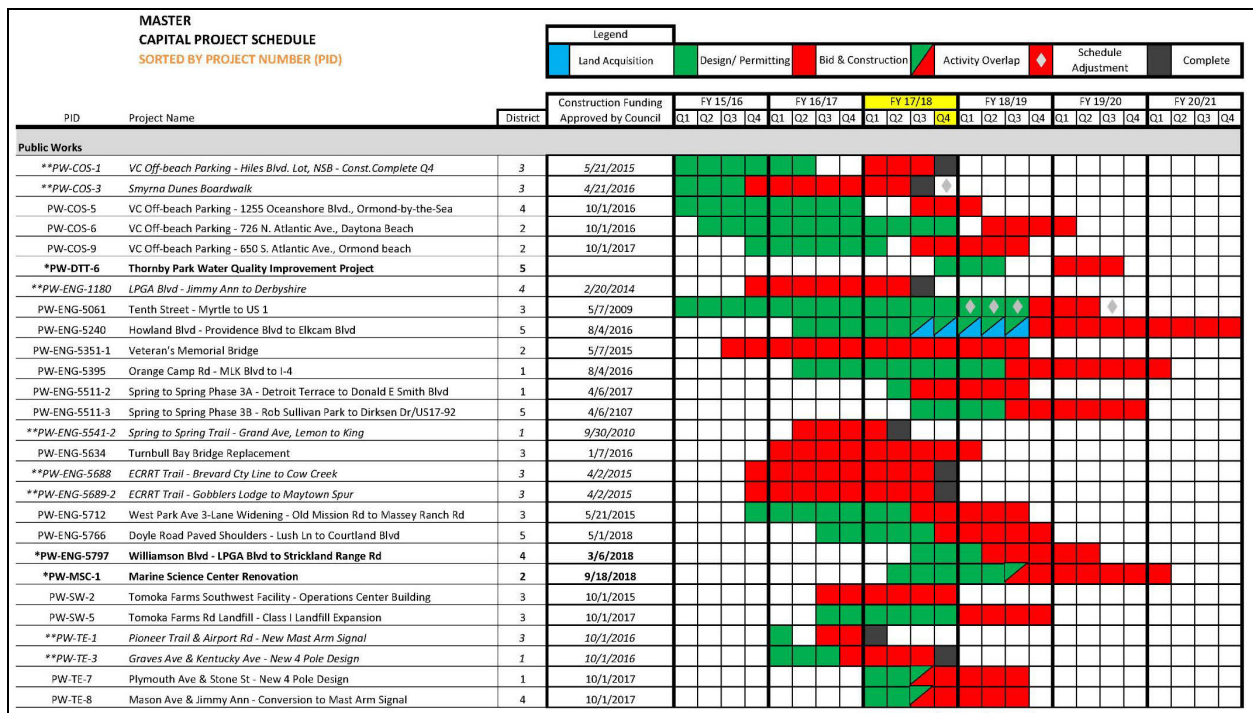


FY 17/18 Q4 Update

Revised 090518

Source: Capital Projects Schedule-October 2018.

FIGURE 1-2
CPS MASTER CAPITAL PROJECT SCHEDULE

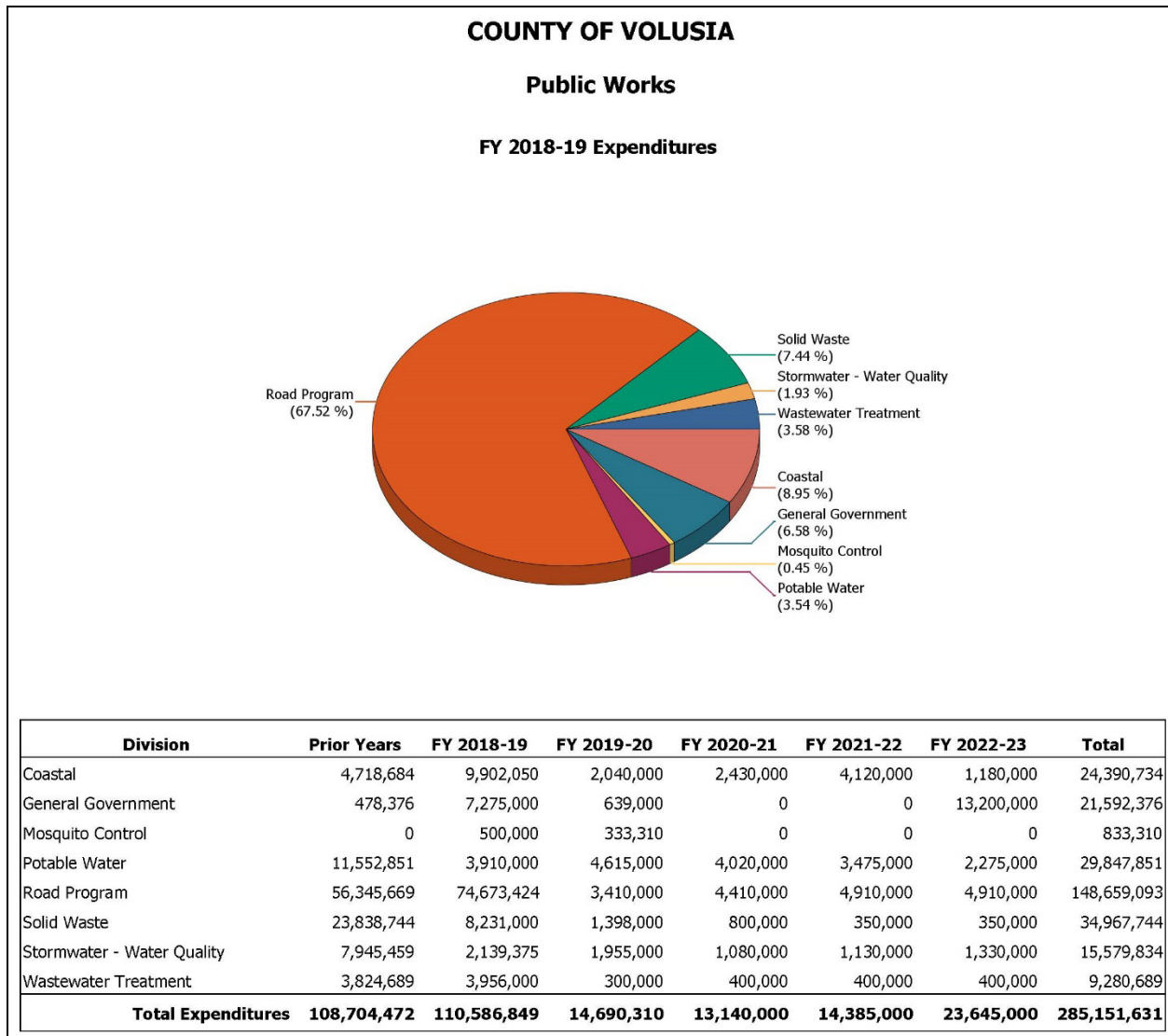


Source: Capital Projects Schedule-October 2018.

Capital Improvement Plan (CIP)

The Capital Improvement Plan is a companion to the County's annual budget document. It projects plans beyond year-to-year budgeting and presents the planned what, where, when and how of the County's capital investments. The CIP document is presented by department and provides evidence that the County has adopted a systematic approach to planning and financing public agency projects. Projects funded by the infrastructure sales surtax, if adopted, would be included in the CIP. Capital project expenditures included in the FY CIP for PW total approximately \$110.6 million of which road program projects total \$74.7 million or 68 percent of the total. **Figure 1-3** presents a pie chart from the FY 2019 CIP. This report is an example of information PW managers use to monitor program performance.

FIGURE 1-3
PUBLIC WORKS FY 2019 BUDGETED CIP EXPENDITURES



Source: Capital Improvement Plan FY 2018-19.

Project Status Reports (PSR)

For tracking day-to-day project status internally, PW divisions use the PSR. This report allows program administrators to monitor all aspects of current and near term projects, including the schedule and budget along with detailed notes on project status and milestones. Division directors have monthly project management meetings during which the PSR report is reviewed and discussed. The PSR resembles a list of talking points that doubles as the agenda and the minutes for the monthly project management meetings.

Road Program Five-Year Funding Schedule

Transportation project budget tracking for roadway projects is accomplished using a spreadsheet report that projects funding sources for up to five years. Each project's funding source(s) is noted along with the year in which that funding source is available for the project. The spreadsheet also allows tracking of the overall budget of the three primary "internal" funding sources: local option gas tax, impact fees, and the transportation bond.

Work Status Productivity Report (WSP)

The WSP is a monthly productivity report that shows monthly and year-to-date totals of planned and actual labor and materials used with related costs for a variety of factors. The Road & Bridge/Drainage task team director, deputy director, and all supervisors review the report every other month and discuss variances from plan, which are investigated and corrective actions are taken as necessary. Issues that can cause variances include a pipe failure requiring a crew to respond immediately resulting in other tasks not being completed, increases in material costs, and large scale items such as hurricane response. The process ensures the director and staff understand plan deviances. **Figure 1-4** presents the October-September 2018 WSP for the Road & Bridge (R&B) Westside NW location.

FIGURE 1-4
OCTOBER-SEPTEMBER 2018 WSP

2/11/2019 8:31 AM		Work Status Summary Report October - September FY 2018										YTD Totals Oct - Sept			
RB Westside NW															
	UOM	Labor Days Plan Actual	Quantity Plan Actual	Total Cost \$ Plan Actual	Unit per Hour Plan Actual	Unit Cost \$ Plan Actual	Year Plan Labor Days	YTD Labor Days	% of Plan	Year Plan Quantity	YTD Quantity	% of Plan			
0101 SUPERVISION	Hours	86.0 97.1	860.0 970.8	\$38,900 \$40,239		\$45.23 \$41.45	86.0	97.1	113	860.0	970.8	113			
0102 MEETING	Hours	17.2 29.2	172.0 291.5	\$6,283 \$9,502		\$36.54 \$32.60	17.2	29.2	170	172.0	291.5	169			
0103 TRAINING	Hours	33.2 42.2	332.0 421.8	\$9,649 \$12,496		\$29.06 \$29.63	33.2	42.2	127	332.0	421.8	127			
0199 RANDOM TESTING	Hours	0.0 0.4	0.0 4.0	\$0 \$121		\$0.00 \$30.23	0.0	0.4	0	0.0	4.0	0			
2207 ROAD R/W SPRAYING	Linear Feet	6.0 0.0	150,000.0 0.0	\$2,374 \$0	2,500.00 0.00	\$0.02 \$0.00	6.0	0.0	0	150,000.0	0.0	0			
2302 DITCH CLEAN - HAND	Linear Feet	0.0 5.0	0.0 1,150.0	\$0 \$1,616	0.00 23.00	\$0.00 \$1.41	0.0	5.0	0	0.0	1,150.0	0			
2307 HAND CLEAN DRAINAGE BOX	Each	0.0 0.0	0.0 0.0	\$0 \$0	0.00 0.00	\$0.00 \$0.00	0.0	0.0	0	0.0	0.0	0			
2308 BRUSH REMOVAL	Cubic Yards	0.0 0.8	0.0 0.0	\$0 \$345	0.00 0.00	\$0.00 \$0.00	0.0	0.8	0	0.0	0.0	0			
2309 PIT OPERATION	Hours	0.0 120.3	0.0 1,203.0	\$0 \$108,642		\$0.00 \$90.31	0.0	120.3	0	0.0	1,203.0	0			
4102 ASPHALT PATCH-MECHANICAL	Ton	217.6 255.3	222.0 262.1	\$96,650 \$130,932	0.10 0.10	\$435.36 \$499.55	217.6	255.3	117	222.0	262.1	118			
4103 ASPHALT OVERLAY-PAVER	Ton	48.0 0.0	24.0 0.0	\$10,920 \$0	0.05 0.00	\$455.00 \$0.00	48.0	0.0	0	24.0	0.0	0			
4105 CURB INSTALL/REPLACE	Linear Feet	0.0 22.6	0.0 1,187.0	\$0 \$9,617	0.00 5.25	\$0.00 \$8.10	0.0	22.6	0	0.0	1,187.0	0			
4198 POT HOLE COLD PATCH	Bag	24.0 41.6	480.0 553.0	\$14,192 \$21,285	2.00 1.33	\$29.57 \$38.49	24.0	41.6	173	480.0	553.0	115			
4199 POT HOLE PATCHING	Ton	90.0 95.0	135.0 138.5	\$47,822 \$53,655	0.15 0.15	\$354.23 \$387.29	90.0	95.0	106	135.0	138.5	103			
4201 SIDEWALK/BIKEPATH MAINTENANCE	Linear Feet	220.3 201.0	635,250.0 391,869.7	\$43,083 \$37,982	288.31 194.98	\$0.07 \$0.10	220.3	201.0	91	635,250.0	391,869.7	62			
4205 HAULING MATERIALS	Load	130.0 73.2	520.0 310.0	\$81,711 \$47,017	0.40 0.42	\$157.15 \$151.67	130.0	73.2	56	520.0	310.0	60			
4206 CLEAN CURB AND GUTTER - HAND	Linear Feet	100.2 94.5	143,074.0 151,976.0	\$18,251 \$17,285	142.86 160.86	\$0.13 \$0.11	100.2	94.5	94	143,074.0	151,976.0	106			
4208 DIRT RD. REBUILD/SPOT REPAIR	Cubic Yards	100.0 74.0	6,000.0 4,419.1	\$162,220 \$118,357	6.00 5.97	\$27.04 \$26.78	100.0	74.0	74	6,000.0	4,419.1	74			
4213 DIRT ROAD GRADING	Miles	338.0 395.6	1,690.0 1,337.4	\$252,412 \$268,651	0.50 0.34	\$149.36 \$200.87	338.0	395.6	117	1,690.0	1,337.4	79			
4214 SHOULDER REPAIR-HAND	Square Foot	65.0 94.0	13,000.0 20,481.0	\$21,766 \$32,482	20.00 21.78	\$1.67 \$1.59	65.0	94.0	145	13,000.0	20,481.0	158			
4215 SWALE MAINTENANCE	Square Foot	0.0 6.4	0.0 4,321.0	\$0 \$3,114	0.00 67.52	\$0.00 \$0.72	0.0	6.4	0	0.0	4,321.0	0			
4216 LITTER REMOVAL	Ton	175.6 137.4	41.0 19.3	\$34,081 \$42,766	0.02 0.01	\$830.44 \$2,210.69	175.6	137.4	78	41.0	19.3	47			
4218 SHOULDER REPAIR-MECH	Square Foot	122.5 35.1	50,000.0 22,637.0	\$52,843 \$18,703	40.82 64.45	\$1.06 \$0.83	122.5	35.1	29	50,000.0	22,637.0	45			
4228 SHOULDER MAINTENANCE - MECHAN	Linear Feet	112.9 30.4	241,950.0 22,118.0	\$45,196 \$12,401	214.29 72.76	\$0.19 \$0.56	112.9	30.4	27	241,950.0	22,118.0	9			
4229 ROAD & BRIDGE ASSET INSPECTION	Miles	44.0 43.3	880.0 1,597.2	\$19,900 \$15,473	2.00 3.69	\$22.62 \$9.69	44.0	43.3	98	880.0	1,597.2	181			
4300 BRUSH CUTTING-HAND	Linear Feet	224.2 57.6	33,188.0 29,369.0	\$40,874 \$15,231	14.81 51.03	\$1.23 \$0.52	224.2	57.6	26	33,188.0	29,369.0	88			
4301 FLAT MOWING	Acres	351.0 256.0	4,212.0 4,144.2	\$194,682 \$109,875	1.20 1.62	\$46.22 \$26.51	351.0	256.0	73	4,212.0	4,144.2	98			
4303 PREMOWING/TRIM/LITTER REMOVAL	Acres	693.2 646.1	4,212.0 4,151.1	\$221,814 \$194,413	0.61 0.64	\$52.66 \$46.83	693.2	646.1	93	4,212.0	4,151.1	99			

Source: Work Status Summary Report-October-September 2018.

Water Resources & Utilities Report (WRU)

The Water Utilities Director oversees the compilation and presentation of the WRU report. It is an annual report on Volusia County water resources and utilities. It provides a summary of water production and waste water statistics, utilities operations organization chart, historical revenue trend (since FY 2002), water and waste water accounts by location, annual water production, water loss statistics, and various other water/wastewater information and statistics.

Five-Year Forecast-FY 2018-22

A five-year forecast is presented to County Council each year. It precedes the budget and includes various funds. The purpose of the forecast is to not only show the current and upcoming FY, but to also include the outer years so that council has a framework in which to work as they consider and discuss policies that affect the current and future budget. It is organized by fund in which the Transportation Trust Fund, the funding source from which the majority of County infrastructure projects rely, is included. The infrastructure sales tax, if adopted, would be included in this document.

County Dynamic Master Plan (DMP)

Public Work's strategic plan is included in the DMP. This plan is updated quarterly with an annual update at FY-end. Each quarter, changes to the plan are presented to County Council. The DMP is comprised of matrices that include goals, objectives, action steps achieved, and incremental achievement for ongoing action steps. Matrices with this content are included for the following PW programs: Engineering & Construction, Road & Bridge, Traffic Engineering, Stormwater, and Water Resources & Utilities. The DMP demonstrates that the County continually reviews its goals and objectives for PW programs and track progress dynamically on a quarterly basis against the original plan. **Figure 1-5** on the following page provides an example of the DMP for the PW Water Resources and Utilities Division.

FIGURE 1-5
DYNAMIC MASTER PLAN-OCTOBER 2018-THIRD QUARTER FY 2018
WATER RESOURCES AND UTILITIES DIVISION

PUBLIC WORKS												
GOALS	Thriving Communities				Economic & Financial Vitality				Excellence in Government			
	Promote health and safety, provide services to meet needs of citizens, and practice stewardship of environment.				Strong economic health tied to job growth, industry balance, and financial soundness.				Foster partnerships to deliver exceptional services.			
OBJECTIVES	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4
	Infrastructure/regulatory actions protect, enhance citizen experience	Enrich and preserve natural and built resources	Broad range of services for well-being of citizens	Safe, secure community through prevention, readiness, professional response	Community attracts and retains businesses	Develop/retain workforce matched to varying job opportunities	Allocate limited resources fairly and efficiently	Services and decisions are financially sustainable	Public/private partnerships	High level customer service	Leadership	Meet expectation for quality
2018 INCREMENTAL ACHIEVEMENTS FOR ONGOING ACTION STEPS												
Halifax Plantation water treatment facility - Rehabilitate and continue technology improvements at county's Halifax wastewater treatment plant	Ongoing Action Step											
Council approved contract with SGS Contracting Services for wastewater treatment plant rehabilitation, 4/3/18	X											X
Southwest Regional Advanced Wastewater Treatment Facility (DeBary) - Complete performance testing to achieve full facility operation	Ongoing Action Step											
On April 25 the Volusia County Council, the St. Johns River Water Management District and the Florida Department of Environmental Protection held a ribbon cutting for the facility.	X		X									X
In August the Florida Rural Water Association (FRWA) recognized Volusia County Water Resources and Utilities as the "Medium Wastewater System of the Year" for its advanced wastewater treatment and expansion project at the water reclamation facility [UPDATE]			X								X	X
Blue Springs water supply - Work in partnership with west Volusia cities, SJRWMD, and FDEP in the development of a new drinking water supply source outside of the spring shed	Ongoing Action Step											
Deep Creek aquifer performance test wells - Construction of wells/aquifer performance testing to identify the ground water quality and sustainable ground water yield	Ongoing Action Step											
On April 17 the County Council approved a joint project agreement with the cities of Deland and Orange City for cost share funding of aquifer performance testing for development of a new water source outside for the Blue Spring basin outside of the Deep Creek Preserve	X	X			X		X	X			X	
Page 1 of 3 PUBLIC WORKS - Updated 10/16/18 Water Resources and Utilities												

Source: Dynamic Master Plan-October 2018-Third Quarter FY 2018.

Based on the analysis performed, management reports/data that program administrators use on a regular basis is adequate to monitor program performance and cost. Accordingly, this subtask is met.

SUBTASK 1.2 – Determine whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost.

To address the requirements of this subtask, the MJ Team learned during the joint interview with the Public Works Director and the PW management team that an independent consultant conducted an assessment of PW operations in 2007 and 2018. The MJ Team also learned of that PW divisions evaluate their operations using performance and other criteria to assess performance and costs.

Subtask 1.1 outlined various reports that PW management uses on a regular basis to monitor program performance and costs. In addition to these reports, the MJ Team examined the following information, which is discussed in greater detail below the list:

- Independent Consultant Report
- Performance Measures
- Performance Meetings

Independent Consultant's Report

In February 2018, an independent consulting firm issued a report on PW's maintenance and operational practices. The report is a 10-year update of a 2007 study conducted by the same firm that resulted in 91 specific recommendations on how PW divisions could improve operations. The 2018 report indicates that PW implemented 86 percent of the 2007 report's recommendations. The 2018 report evaluates the current operations of PW's Coastal, Mosquito Control, Road and Bridge, Stormwater, Traffic Engineering, Solid Waste, and Water Resources and Utilities divisions and makes an additional 40 recommendations for continued maintenance and operational improvements. The consultant did not provide an overall conclusion but stated the following in their report:

"Over the past ten years, the Public Works Department has implemented many innovative practices, through a dedicated work force, experienced managers and directors, as well as the support of senior and executive leadership. They have clearly demonstrated the ability to change and are committed to operational improvement. Although, the County's population has increased 3.8 percent and associated assets 7.5 percent, the Department has realized significant savings through their efforts."

The following excerpt from the report is evidence of PW management’s continuing efforts to evaluate program performance and costs. References made to a second study performed in 2009 by the independent consultant is a review of PW’s Coastal Division.

“This was a proactive effort initiated by the management of the Public Works Department and County leadership, for discovering the efficiencies and results from the implementations of key recommendations from two previous studies that occurred over the past ten years as well as to identify any further opportunities for future improvement.

Further, the intentions for this effort were the desire to evaluate current processes, compare Volusia County’s original state with the current state by comparing the status of the 2007 and 2009 ... Final Report recommendations, then documenting efficiency and effectiveness impacts.”

The 2018 study examines PW’s trends and current practices compared to ideal industry benchmarks and similar agencies’ performance. It establishes an overall understanding of the operational processes and maintenance practices of the department. It outlines general information, including good practices and innovative ideas, general management directions, service areas, descriptions of various assets and their characteristics, previous studies, and current systems and their support. It also highlights the resources, organization, and activities of the six (6) PW operational divisions, as well as describes and underscores the operational processes found in each group.

Performance Measures

The County prepares its annual budget using a program performance approach. Key objectives and performance measures are presented that relate budgeted resources to program services. The operating budget reflects programmatic performance measures for each PW division, and actual performance is compared periodically to estimated targets. Divisions identify specific performance objectives and service levels and relate budget requests to those objectives.

The annual budget provides the framework for the County's performance management system. PW monitors its performance measures for each of its programs to assess performance and cost by comparing actual to budgeted and estimated amounts. Examples of performance measures by program are presented in **Figure 1-6**.

FIGURE 1-6
EXAMPLES OF PW DIVISION PERFORMANCE MEASURES

Road & Bridge	Stormwater	Traffic Engineering	Water Resources & Utilities
- Cubic yards of emergency road spot repair - Miles of trees trimmed	- Miles of roadside ditch systems cleaned - Feet of	Number of traffic studies & volume/ vehicle classification counts	- Number of utility locates performed - Amount of potable water processed (million gallons per

Road & Bridge	Stormwater	Traffic Engineering	Water Resources & Utilities
- Square feet of sidewalk repaired - Number of acres mowed - Miles of dirt roads graded	- stormwater pipe replaced or installed - Number of street miles swept - Number of capital improvement projects	- Complete yearly Annual Average Daily Traffic & Level of Service reports - Number of days to complete traffic studies after receiving request - Number of development projects reviewed	- year) - Reclaimed water pumped (millions of gallons per year) - Number of permits maintained - Number of utility connections - Number of capital projects

Source: FY 2018-19 Adopted Budget.

The budget document contains a summary of each division's performance measures budgeted to actual as shown in **Figure 1-7**. The first column shows actual results for FY 2017, the second column shows estimated totals for FY 2018, and the third column shows FY 2019 budgeted amounts.

FIGURE 1-7

EXAMPLE OF PERFORMANCE MEASURES-STORMWATER DIVISION

Key Objectives 1. Perform primary drainage system, roadside ditch and stormwater facilities maintenance to improve water quality and quantity flow 2. Replace deteriorated storm pipe and structures 3. Increase water quality in rivers, lakes and streams by performing routine street sweeping in accordance with Best Management Practices (BMP) that aids in reducing the amount of nutrients in stormwater runoff			
Performance Measures	FY 2016-17 Actual	FY 2017-18 Estimated	FY 2018-19 Budget
Miles of roadside ditch systems cleaned	34	47	45
Feet of stormwater pipe replaced or installed	7,045	9,000	8,000
Number of street miles swept	3,118	3,500	3,500
Highlights The Stormwater Division develops and implements projects for County and partnership benefits. The Capital Improvement projects in fiscal year 2018-19 include North Peninsula drainage improvements, Rio Way improvements and Mosquito Lagoon improvements. In addition, the Stormwater Division will renew and replace deteriorated infrastructure as well as focus on the Total Maximum Daily Loads (TMDL) and Reasonable Assurance Plan (RAP) programs. The reserves are for future land procurement, drainage projects and/or water quality improvements. Details of Capital Outlay can be found in Section - J and details of Capital Improvements can be found in Section I of this document. The fiscal year 2018-19 budget includes four unfunded positions.			

Source: FY 2018-19 Adopted Budget.

Performance Meetings

PW management and staff meet among themselves and with staff from other departments to review program performance and costs. PW has a standing bi-weekly staff meeting where the Public Works Director and all of the Public Works division heads meet to discuss current projects and events. MJ examined evidence of these meetings noting that they represent reasonable criteria to assess program performance and cost. For example, in an email to the fiscal resource manager of PW, a budget analyst wrote the following:

“Performance Measures are used to measure outcomes with results demonstrating effectiveness and efficiency of programs. These measurements are part of the annual budget process and communicated in the Budget Document and Dynamic Master Plan. As a part of the Budget Office's year-end audit process, a comparison of estimates to actuals is required in order to allow us, as an organization, to determine this progress. Attached please find the estimates that your department provided for your FY18 Performance Measures. Please update this document with actuals for each, along with a brief explanation of any variances and return to me no later than Monday, February 11, 2019.”

This email demonstrates that Budget & Administrative Services works closely with PW staff to ensure that PW programs are evaluated using performance information to access performance and cost. **Figure 1-8** provides other communications among County staff where PW program performance and costs were the subject.

FIGURE 1-8
COMMUNICATIONS REGARDING PROGRAM PERFORMANCE & COST

Date	Message	From	To
January-2019	Attached are pdf files containing budget reports for the first quarter review. Please review revenues and expenditures, and prepare written responses to the questions listed below. Next, please have procurement status for all budgeted capital outlay. Finally, provide status for all active CIP's if you have any, i.e., has project started; if it hasn't, when will it start; if it has started, when is the scheduled completion. It's imperative that all status be provided as requested. Thanks	Fiscal Resource Manager Public Works	• PW Director • PW Operations Manager • Administrator Coordinator II Road & Bridge • Road & Bridge Director • Road & Bridge Director
February-2019	In regards to our meeting yesterday, we had mentioned going over some of these funds were it looked like things needed to be given to attention. I have attached the TA below showing that the accounting line should have been 159-751-2570-6510 instead of 159-751-2570-6530...	Administrator Coordinator II Road & Bridge	• Senior Budget Analyst

Date	Message	From	To
February-2019	Good afternoon-there are several adjustments needed (see below) for the 159 Stormwater Utility Fund based on a quarterly review meeting I attended with this department. I have attached some screen shots relevant to the adjusting journal entries and provided as much detail as I could below for the purchasing side. Please let me know if any further information is needed to process the below requests (2 requests). Thank you.	Senior Budget Analyst	- Assistant Budget Director - Senior Procurement Analyst - Fiscal Resource Manager Public Works - Accountant, Accounting - Office Assistant IV, Purchasing

Source: Budget & Administrative Services & PW Emails.

Figure 1-9 presents the PW division staff meeting schedule for 2019 and demonstrates a commitment to meeting regularly to discuss operations, which is critical to monitoring and evaluating program performance.

FIGURE 1-9
PW DIVISION STAFF MEETING 2019 MEETING SCHEDULE

PUBLIC WORKS DEPARTMENT DIVISION STAFF MEETING SCHEDULE 2019 TIME 8:30 AM			
1/14/2019 1/28/2019	Administration Mosquito Control	8/12/2019 8/26/2019	Administration Mosquito Control
		9/9/2019 9/23/2019	Eng & Construction Solid Waste
2/11/2019 2/25/2019	Eng & Construction Solid Waste	10/7/2019 10/21/2019 10/28/2019	Water Resources & Utilities Road & bridge Traffic Engineering
3/11/2019 3/25/2019	Water Resources & Utilities Road & Bridge	11/11/2019 11/25/2019	Coastal Administration
4/8/2019 4/22/2019 4/29/2019	Traffic Engineering Coastal Administration	12/9/2019 12/23/2019 12/30/2019	Mosquito Control Eng & Construction Solid Waste
5/13/2019 5/28/2019 (Tues.)	Mosquito Control Eng & Construction		
6/10/2019 6/24/2019	Solid Waste Water Resources & Utilities		
7/8/2019 7/22/2019 7/29/2019	Road & Bridge Traffic Engineering Coastal		

LOCATIONS:
Admin, EC, TE, WRU - PW Thomas McClelland Conference Room, 4th Floor, TCK Deland
Coastal - Lifeguard Hdqtr, 515 S. Atlantic Ave
Mosquito Control - 801 South Street, New Smyrna Bch
Road & Bridge - Deland Barn, 2560 W. SR 44
Solid Waste - Tomoka Landfill, 1990 Tomoka Farms Rd

***Purchasing will attend the first local staff meeting of the month**

Source: Public Works Department 2019 Division Staff Meeting Schedule.

Based on the analysis performed, the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost. Accordingly, this subtask is met.

SUBTASK 1.3 – Review findings and recommendations included in any relevant internal or external reports on program performance and cost.

To address the requirements of this subtask, the MJ Team reviewed recommendations in the independent consultant's 2018 Evaluation of Maintenance and Operational Practices Report. This report is the most recent, relevant, comprehensive review of PW operations available. As mentioned earlier, the 2007 report included 91 improvement recommendations of which 86 percent were implemented.

MJ reviewed the 2018 report noting that it contained 52 findings and 40 recommendations. For example, Recommendation 4.1.4 suggests the development of quantifiable efficiency and effective performance measures. The recommendation states the following:

"The goals should be linked to specific quantifiable performance measures. These performance measures should include performance indicators (e.g. number of valves turned, number of pumps serviced, linear feet of sewer line cleaned, etc.) to allow for periodic progress evaluations. Items such as unit cost, productivity (work units/hour), and total cost should be included in the goals and performance measures. These measures should be integrated with the Lucity database, and results gathered from system outputs.

The system and associated business processes should directly facilitate automated status reports that can be standardized and utilized by all groups including those whom create the County's budget documents and populate the CAFR reporting. This would allow for the performance measures to be readily computed, as well as monitored on a continuous basis. The implementation of this recommendation will increase transparency and accountability to better manage performance and take short-term action to meet the planned goals. This would provide a key element of establishing accountability, while ensuring operations have benchmark data to compare to other agencies and industry norms."

In the statement above, the independent consultant makes reference to the Lucity database. PW uses Lucity, a public works maintenance management system for asset management, work order scheduling, materials inventory and general reporting. For work orders, PW uses Lucity to develop a work flow and approval process for each phase of a work order with automatic notifications for the next step. For inventory, PW uses Lucity to maintain an inventory through the work order process. Further, PW uses Lucity's dynamic graphs to schedule work orders.

In Subtask 1.4, the MJ Team reviewed the status of each recommendation and selected a sample for verification.

Based on the analysis performed, the MJ Team was able to review findings and recommendations included in relevant internal or external reports on program performance and cost. Accordingly, this subtask is met.

SUBTASK 1.4 – Determine whether program administrators have taken reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc.

To address the requirements of this subtask, the MJ Team posed follow up questions to the Public Works Director regarding actions taken to implement recommendations from the 2018 Evaluation of Maintenance and Operational Practices Report. The MJ Team also reviewed the implementation status of recommendations made in the 2007 report. In the February 2018 report, the consultant wrote the following in reference to the 2007 report’s recommendations:

“Over the past ten years, the Public Works Department has implemented many innovative practices, through a dedicated work force, experienced managers and directors, as well as the support of senior and executive leadership. They have clearly demonstrated the ability to change and are committed to operational improvement.

Although, the County’s population has increased 3.8 percent and associated assets 7.5 percent, the Department has realized significant savings through their efforts. After the analysis of available data and comparing 2007 with 2016, the Department saw a reduction in its labor budget of 16% and reduction of overtime by over 40%, yet accomplished approximately 10% more work with adding less than 1% of total staff. This equates to a savings of 26%, or \$2.9 million annually.

In addition, the Department saw an original savings of \$2 million during the initial two-year implementation, as well as a \$1.9 million reduction in equipment costs during a ten-year period. This equals to an approximate saving of \$32 million dollars during the ten-year period. In summary, the Department has accomplished more work with less equipment, dollars, and the same number of employees.”

MJ also reviewed the implementation status of the February 2018 report’s recommendations noting that 15 percent of the recommendations were implemented as of February 2019 while 53 percent were partially implemented, as shown in **Figure 1-10**.

FIGURE 1-10
IMPLEMENTATION STATUS OF RECOMMENDATIONS TO PW

Implementation Status	Number	Percentage
Complete	6	15%
Partially Complete	21	53%
Not Complete	13	33%
Total	40	100%

Source: Evaluation of Maintenance and Operational Practices Report-February 28, 2018.

Figure 1-11 presents a sample of key recommendations from the February 2018 report that are most relevant to the infrastructure sales surtax performance audit and this subtask. As shown in the table, MJ examined documentation supporting the implementation status of these selected recommendations as of February 2019. Of the 40 recommendations, the MJ Team selected 11 for further examination to review evidence of implementation.

FIGURE 1-11

**2018 EVALUATION OF MAINTENANCE AND OPERATIONAL PRACTICES REPORT
SAMPLE OF KEY RECOMMENDATIONS AND EVIDENCE OF IMPLEMENTATION**

Number	Recommendation	Status as of February 2019	Evidence of Implementation
4.1.1	Increase the utilization of employee teams for assisting in the full implementation of continuous improvement opportunities such as development of guidelines, work plans and routines.	<u>Partially Complete</u> Activity guidelines (i.e., work tasks) were reviewed by employees as part of each Division's work planning process in advance of FY 2018-19. Minor edits to guidelines were made during PW Admin plan review with each Division. Formalization of employee teams is planned in 2019	The MJ Team examined activity guidelines noting that they had been approved by the division director and contained the following key elements: work activity name; program code; class; description of work; labor distribution; planning criteria; resource requirements; work method; check points; quality results; asset inventory units; and average daily production units
4.1.2	Fully implement all recommendations from the 2007 and 2009 final reports. If recommendations are no longer applicable, document rationale for not implementing.	<u>Partially Complete</u> In the process of formally documenting the status of 2007 and 2009 recommendations. Those recommendations not implemented will be formally documented in an implementation summary report with the Division Director sign-off.	The MJ Team reviewed the 2018 independent consultant's report where the consultants indicated that the County has implemented 86 percent of recommendations from the 2007 report.

Number	Recommendation	Status as of February 2019	Evidence of Implementation
4.1.3	Obtain an American Public Works Association (APWA) accreditation by utilizing all available technology and improvement tools with experienced leadership support.	<u>Not Complete</u> PW is assessing APWA accreditation for future implementation.	N/A
4.1.4	Develop specific goals and objectives for all groups, including quantifiable efficiency and effective performance measures, which link to the vision and mission statements, using employee teams to provide input. Select, utilize and institutionalize a combination of efficiency and effectiveness measures for Budget and CAFR while utilizing for help in determining operational success.	<u>Not Complete</u> Performance measures are created for certain activities as noted in the independent consultant's report. Full implementation of this task will also require coordination with the Accounting and Budget offices.	The MJ Team reviewed some performance measures in the County budget
4.1.5	Report the performance measures in the County's budget documents and the CAFR so they can be reviewed and approved by the associated Division Director and Public Works Director.	<u>Not Complete</u> Performance measures are created for certain activities as noted in the independent consultant's report. Full implementation of this task will also require coordination with the Accounting and Budget offices.	The MJ Team reviewed some performance measures in the County budget
4.2.4	Utilize Florida Department of Transportation's (FDOT) latest reimbursement method for FDOT signal maintenance or discontinue support of FDOT assets. Document all contract issues not directly covered, such as the repair of mast arm assets.	<u>Complete</u>	The MJ Team reviewed the County Council agenda item dated 03/20/2018 approving the new FDOT signal maintenance contract.

Number	Recommendation	Status as of February 2019	Evidence of Implementation
4.2.10	"Benchmark production and cost per unit of "Sidewalk Repair" activity with private sector. Consider outsourcing sidewalk repair if cost and production is not met under similar conditions. Report results to Road and Bridge Director, as well as Senior Management."	<u>Partially Complete</u> R&B intends to continue to self-perform small quantity sidewalk repair in order to be able to respond quickly to trip hazards as well as the difficulty in getting contractors to respond quickly to small quantity repairs. R&B does intend to review the Concrete Master Agreement when it expires in 2019 to see if different unit prices for small quantities can be added to get more sidewalk repair work performed by contractors.	The MJ Team reviewed the County Council agenda item dated 8/20/2018 to renew agreements for installation, removal, and delivery of concrete.
4.3.1	Revise spans of control to match industry guidelines, or document justification for those that are outside the benchmark range.	<u>Not Complete</u> Policy issue: The Public Works organization functions effectively as currently configured.	N/A
4.3.10	"Establish benchmarks for overtime, worker compensation, and Family Medical Leave Act, monitoring monthly for all Divisions. Benchmark and evaluate impact to operations and have each Division report to the Public Works Director monthly and annually."	<u>Not Complete</u> This will be evaluated in the future with coordination to include HR, Legal, Payroll, etc. Overtime (OT) benchmarks are typically based on prior year's expenditures less unusual circumstances i.e., hurricanes. Division Directors and time clerks within the divisions review OT on a bi-weekly basis. Additionally, OT has to be authorized prior to incurring unless it is an emergency. OT statistics are also reviewed quarterly as a part of the fiscal quarterly review process.	N/A

Number	Recommendation	Status as of February 2019	Evidence of Implementation
4.3.14	Establish and document a systematic procedure to assess future contracting candidates following the documented County maintenance and operations strategic objectives.	<u>Not Complete</u> Documented systematic procedures will be developed. There are currently differing formats being utilized to review contracting candidates.	N/A
4.5.4	Continue to institutionalize the improvement process with current and future employees. Proactively communicate and publish efficiency and effectiveness results to Executive Management, elected officials and the public. Annually compare key parameters for major activities to other agencies and utilize as a mechanism to improve. Educate and institutionalize new staff to this structure using best business practices.	<u>Partially Complete</u> Public Works (PW) has “continued to institutionalize the improvement process” as an ongoing function of two week planning, productivity meetings and annual planning. Future efforts for this task include sharing efficiency and effectiveness results with a broader audience to include the public. Public Works will look to expand upon benchmark gauges with the addition of other agencies benchmarks in the Lucity dashboard.	The MJ Team reviewed emails and the 2019 bi-weekly meeting calendar supporting the fact that there is a standing bi-weekly management meeting. The MJ Team also examined benchmarks that are part of the Lucity system dashboard to help supervisors visualize how they are performing against the consultant provided benchmarks and in some cases against other maintenance groups.

Source: Evaluation of Maintenance and Operational Practices Report-February 28, 2018.

The MJ Team reviewed emails, calendars, and other documentation as evidence that action has been taken to implement recommendations from the independent consultant’s report. However, although actions are ongoing, the department has not prepared a master implementation plan showing dates, responsibilities, and tasks. In fact, PW staff prepared a schedule of the status of each recommendation only in response to the MJ Team’s request for a report showing the status of recommendations from the 2007 and 2018 reports.

Based on the analysis performed, the MJ Team was unable to make a comprehensive determination as to whether program administrators have taken reasonable and timely actions to address deficiencies in program performance and/or cost identified in management

reports/data, periodic program evaluations, audits, etc. Accordingly, this subtask is partially met.

SUBTASK 1.5 – Evaluate program performance and cost based on reasonable measures, including best practices.

To address the requirements of this subtask, the MJ Team noted that the independent consultant assessed PW's operations using American Public Works Association (APWA) best practices.

The APWA has been in existence since 1894 originating through two predecessor entities. It provides resources, education, advocacy, and member engagement for public works professionals to implement environmentally, economically, and socially responsible projects and services.

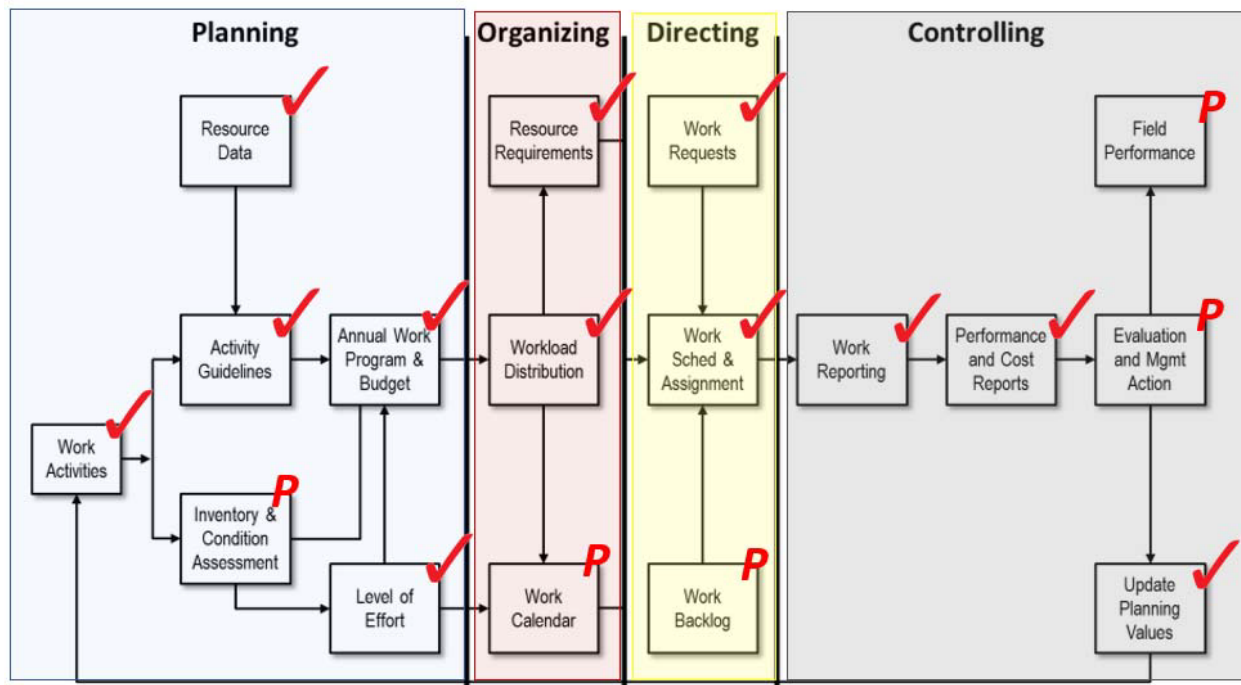
The APWA developed the *Public Works Management Practices Manual* to: "enhance the effectiveness and competencies of agencies in the public works field." The manual is designed to provide guidance and technical resources to managers to evaluate and upgrade their agency's performance. The manual contains 593 recommended practice statements that describe the critical elements necessary for a full-service public works agency to accomplish its mission. The manual provides a framework for systematically performing an objective evaluation of public works operations.

Section 2.6.5-*Continuous Improvement Process* of the February 2018 consultants' report measures PW's performance against APWA best practices and notes the following:

"All operational Divisions now appear to address each of the elements found in the four general phases of the ideal maintenance management process (American Public Works Association, 2008), yet they vary in magnitude and approach. This is shown in Figure 2-137 with the ideal maintenance management process with check marks to indicate compliance by the operational Divisions and "P" values to indicate partial compliance. These are four functional areas with the various components in the Figure - planning (light blue shaded area), organizing (orange), directing (yellow) and controlling (grey)."

Figure 1-12 is from Figure 2-137 referred to in the passage above. It demonstrates that PW substantially follows APWA best practices.

FIGURE 1-12
PW PROGRAM PROCESSES COMPARED TO APWA BEST PRACTICES



Source: Evaluation of Maintenance and Operational Practices Report-February 28, 2018.

Recommendation 4.1.2 in the report encourages PW to: *Obtain an American Public Works Association (APWA) accreditation by utilizing all available technology and improvement tools with experienced leadership support.* The recommendation goes on to state the following:

“This phase is used by agencies to determine how their policies, procedures, and practices compare to recommended practices. The Public Works Department should apply for the APWA accreditation through the program. This would encourage the Department to establish and document industry standards and processes, as well as have tools for employees to effectively manage their work. This accreditation would provide acknowledgement to the public and elected leaders that the Department has the processes in place to optimize the provided financial resources. As a result of forward and proactive direction by leadership, many processes, technologies and improvement tools are already in place.”

PW is a member of APWA, participates in APWA events, and is exposed to the best practices framework and philosophies that embody the APWA. The MJ Team examined information from the Florida Chapter of the APWA. In addition, PW’s engineering section manager is a past chair of the chapter and PW’s Operations Manager registered to attend APWA’s 2019 Expo.

Based on the analysis performed, PW evaluates program performance and cost based on reasonable measures, including best practices. Accordingly, this subtask is met.

SUBTASK 1.6 – Evaluate the cost, timing, and quality of current program efforts based on a reasonably sized sample of products to determine whether they were of reasonable cost and completed well, on time, and within budget.

The MJ Team selected six (6) projects for review from the January 2019 Capital Project Schedule and Budget Department project listing. Audit procedures for the sample projects included reviewing purchasing and Public Works project files including the invitation to bid, board agenda item, board approval documentation, sealed bid tabulation, and certificates of substantial completion.

Figure 1-13 presents a summary of the results generally indicating that the projects were of reasonable cost in comparison to the selected vendor's bid amount and completed well, on time and within budget.

FIGURE 1-13
SUMMARY OF PROJECTS REVIEWED

	Emergency Project	PW-ENG-5351-1	PW-ENG-1180	PW-ENG-5239	PW-ENG-4992	PW-WRU-1
Project Description	Main Street Bridge Fender Replacement	Veterans Memorial Bridge Replacement	LPGA Boulevard Widening	Howland Blvd. Widening-Courtland	Atlantic Avenue Sidewalk	SW Water Nutrient Reduction/Expansion
Competitive Bid and Award to Lowest Bidder per Bid Tabulation	Yes	Yes	Yes	Yes	Yes	Yes
Board Agenda Approval	7/20/2017	02/08/2016	05/05/2016	11/06/2014	07/06/2015	04/07/2016
Notice to Proceed Date	11/6/2017	06/06/2016	07/08/2016	01/05/2015	10/12/2015	5/23/2016
Initial Contract Amount	\$1,194,099	\$37,993,070	\$3,758,279	\$11,110,480	\$2,677,320	\$12,129,500
Change Orders	Increase costs by \$23,100 for increased water demo required after hurricane	Increase by 53 days due to weather; no change to costs to 6/6/19	Increase cost to \$3,771,149.11 for additional services and add 142 days to 6/11/18	\$141,830 for additional services and extend time to 11/10/16	Added 30 days to time up to 11/14/2016; increased costs for scope change	Increase time for 139 days for scope change or by 4/9/2018 for substantial completion
Change Order Amount	\$1,217,199		\$3,771,149	\$11,252,310	\$2,901,022	
Final Payment Amount	\$1,191,219	N/A	\$3,702,767	\$11,239,758	\$2,700,393	\$12,129,500
Completed within Budget	Yes	N/A-Project In Progress	Yes	Yes	Yes	Yes
Construction Costs per CPS	N/A–Emergency Project	\$43,141,020	\$3,944,280	\$11,246,699	\$2,880,446	\$12,129,500

	Emergency Project	PW-ENG-5351-1	PW-ENG-1180	PW-ENG-5239	PW-ENG-4992	PW-WRU-1
Construction Costs per Budget Analysis	Note 1	Note 2	Note 1	Note 1	Note 1	\$12,132,541
Initial Completion Date	150 days or 04/05/2018 – 05/05/2018	973 days or 02/04/2019	300 days or 05/14/2017	540 days after 01/05/2015 or 06/27/2016	300 days or 08/07/2016	570 days or 12/14/2017
Final Completion Date	05/01/2018	N/A - In progress	06/11/2018	10/23/2016	09/23/2016	01/12/2018 Substantial; 07/20/2018
Certificate of Substantial Completion	04/01/2018	04/07/2019	05/11/2018	10/23/2016	09/23/2016	01/12/2018
Completed Timely?	Yes	No; see change order date above	Yes	Yes	Yes	Yes

Source: January 2019, Capital Project Schedule.

Note 1: The County provided History Expenditure Report without a reconciliation to total expenditures per the CPS.

Note 2: The County provided History Expenditure Report without a reconciliation to total budget per the CPS.

The review of the documents provided indicated that except for the bridge contract in progress:

- Project costs were within budget and reasonable based on the lowest bidder selection;
- Change orders were issued for weather and change in scope; and
- The Certificate of Substantial Completion was signed indicating that the project was completed well.

Based on discussion with the County Engineer, the substantial completion date for the Veterans Memorial Bridge Contract has been extended because of weather days. In addition, the County submitted a letter to the contractor dated December 12, 2018, which indicates that since this is a Federal Local Agency Program (LAP) funded project and pursuant to the terms of the Contract that the County is required to charge liquidated damages for each day the project is not completed after the substantial completion date. The County Engineer also stated that additional quantities of some materials allowed by the contract were required which will result in a normal change order to increase the budget.

Although documents provided indicate that project costs were within budget and reasonable, project cost information was not readily available from the project files. Also, there are inconsistencies with the project costs reported on the Capital Project Schedule and Budget Analysis. Thus, this task is partially met.

SUBTASK 1.7 – Determine whether the county has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

To address the requirements of this subtask, the MJ Team conducted a joint interview with the Director of Purchasing & Contracts and members of the P&C management team regarding the County's procurement policies and procedures and alternative methods of procurement. MJ also examined the County's purchasing ordinance and the Purchasing & Contracts Procedures Manual dated March 27, 2017. Each is discussed below.

Purchasing Ordinance

The County's purchasing ordinance creates a structure and leadership whose responsibility is to establish written procurement policies and procedures to take maximum advantage of competitive procurement, volume discounts, special pricing arrangements, and arrangements beneficial to the County. The ordinance establishes a procurement division within the County, creates the position of purchasing director, and outlines the position's responsibilities. The ordinance defines the purpose of the procurement division as follows:

"The purpose of this division is to prescribe the manner in which the county shall control the purchase of materials, supplies, equipment, and professional and contractual services of the county and to maintain a high ethical standard for all officers and employees of the county in connection therewith."

The purchasing ordinance coupled with the Purchasing & Contracts manual discussed below provide sufficient evidence that the County has written procurement policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. The purchasing ordinance establishes the position and responsibilities of the County's purchasing director as follows:

"There is hereby created the position of purchasing director, who shall be the principal contracting officer of the county. The purchasing director shall direct the purchasing division, and shall perform all duties required by law and such other duties as assigned by the county manager, and shall have the powers and duties prescribed by this division, which include the following:

- Procure for the County the best value in supplies and contractual and professional services.
- Encourage competition, discourage uniform bidding and endeavor to obtain as full and as open competition as possible on all purchases and sales.
- Keep informed of current developments in the field of purchasing, prices, market conditions and new products, and secure for the County the benefits of research conducted in the field of purchasing by other governmental jurisdictions, technical societies, trade associations, and private businesses and organizations.
- Prescribe and maintain a standard purchasing manual for all using agencies.

- Prescribe and maintain such forms necessary to the performance of this division.
- Prepare and adopt standard purchasing nomenclature for using agencies and suppliers.
- Exploit the possibilities of buying in bulk to take full advantage of discounts.
- Obtain for the County all tax exemptions to which it is entitled.
- Have the authority to disqualify a bidder or vendor from receiving any business from the County for a stated period of time for noncompliance with this division or any other applicable laws, rules or regulations."

Purchasing & Contracts Procedures Manual

The County's Purchasing & Contracts Procedures Manual establishes written procurement policies and procedures to take maximum advantage of competitive procurement, volume discounts, special pricing arrangements, and arrangements beneficial to the County. The following are selected key provisions from the manual. These provisions are examples of the manual's contents and demonstrate that the County has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements:

- The mission of the Purchasing & Contracts Division is to provide for fair and equitable treatment by the County of all persons involved in public purchasing, to maximize the purchasing value of public funds in procurement, and to provide safeguards for maintaining a procurement system of quality and integrity.
- Since all purchases are made with taxpayer dollars, there are many laws, rules, and regulations governing how procurement should be conducted in Volusia County, the most important of which is the Purchasing Ordinance.
- The goal is the promotion of the County's best interests through intelligent action and fair dealing that will result in obtaining the maximum value for each dollar of expenditure.
- The Purchasing & Contracts Division consists of procurement analysts and administrative staff specializing in certain commodity and departmental assignments, as well as support personnel.
- Each need must be thoroughly reviewed as to the type of purchasing process that will best facilitate the delivery of the commodity or service required, at the time it is needed, and at the best possible price.
- The County Council and the County Manager recognize that open and fair competition is a basic tenet of public procurement.
- It is standard policy of the Purchasing & Contracts Division to cooperate with other government agencies in the purchase of goods and services required by the County."

Figure 1-14 provides a snap shot of most of the manual's table of contents.

FIGURE 1-14
PURCHASING & CONTRACTS PROCEDURES MANUAL
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Source: Purchasing & Contracts Procedures Manual, March 2017.

Based on the analysis performed, the MJ Team determined that the County has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. Accordingly, this subtask is met.

RESEARCH TASK 2

THE STRUCTURE OR DESIGN OF THE PROGRAM TO ACCOMPLISH ITS GOALS AND OBJECTIVES.

FINDING SUMMARY – Overall, Volusia County’s Public Works Department (PW) meets Task 2. PW maintains an organization structure at the department, division, and section levels to identify the defined units within the organization and lines of authority. However, there are a significant number of vacant positions and an overall 14 percent average vacancy rate for the divisions that would be funded by the proposed infrastructure surtax. These vacancies could impact service delivery outcomes. Further, the Position Control Report indicates that positions have been vacant from four to 963 weeks.

SUMMARY OF CONCLUSIONS ON RESEARCH SUBTASKS

See the Analysis and Results section below for details regarding these conclusions.

SUBTASK 2.1

Our work revealed no issues or concerns related to the program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.

SUBTASK 2.2

Condition: Subtask 2.2 – Partially Met

Assess the reasonableness of current program staffing levels given the nature of the services provided and program workload.

The department’s vacancy status report indicates an overall 14 percent average vacancy rate for the PW divisions which would be funded by the proposed infrastructure surtax. Other County positions such as the internal auditor are also vacant.

Cause: The Public Works Director indicated that the current staff vacancies are the result of retirements and an improving economy offering higher pay found in the private sector.

Effect: High vacancy rates create a risk that the County will be unable to maintain quality service levels and positive employee morale if excessive overtime occurs. The lack of an internal auditor lessens the opportunity to conduct a comprehensive risk assessment of the program.

Criteria: Vacant positions might be eliminated from the department’s budget if not filled within a reasonable time period.

RECOMMENDATION 2.2

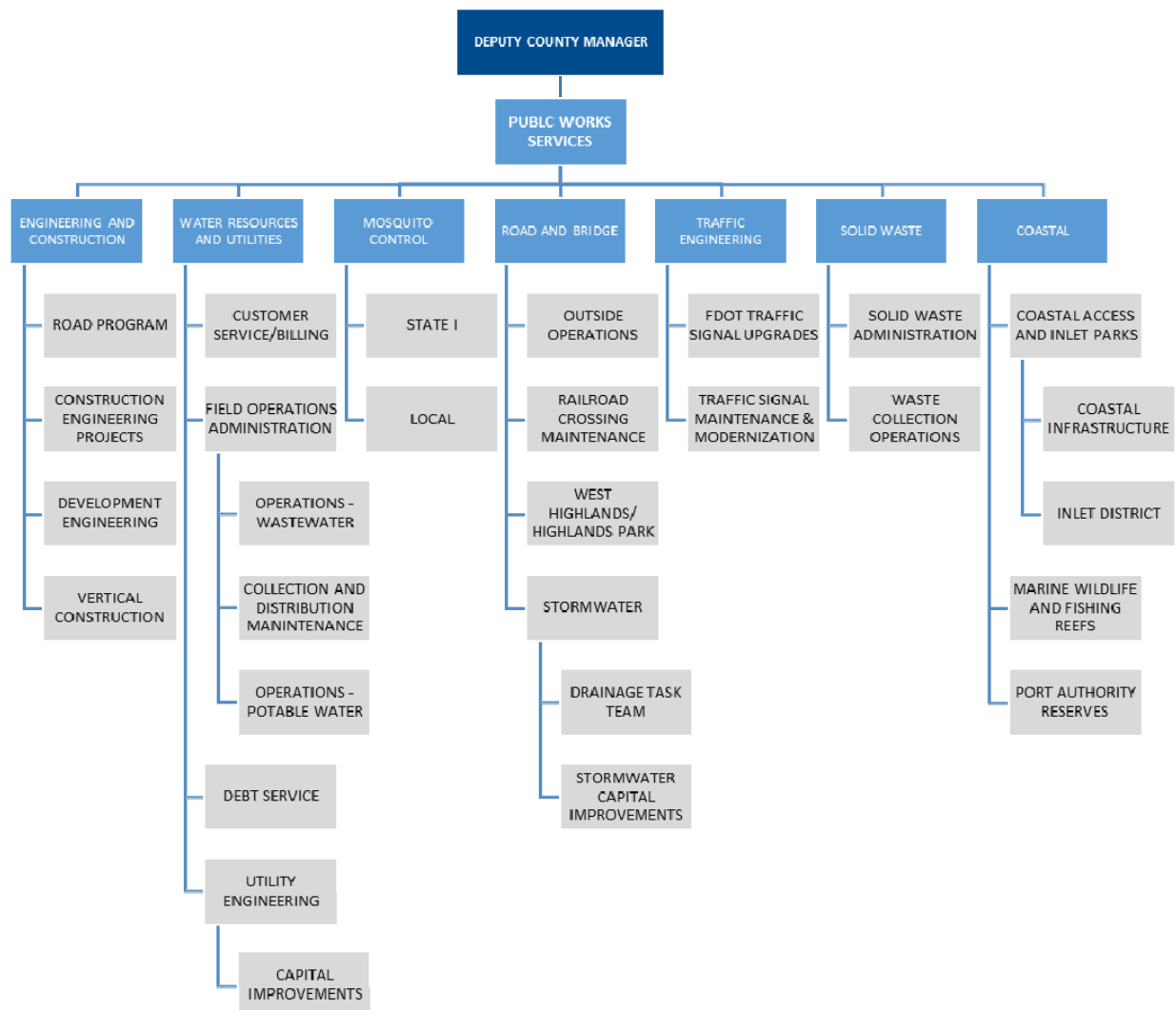
Develop a staffing and succession plan to ensure that service delivery levels are maintained. In addition, continue the search to fill the internal audit position.

ANALYSIS RESULTS & CONCLUSION

SUBTASK 2.1 – Review program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.

To perform this task, the MJ Team obtained Public Works’ organization charts and FY 2018-19 Adopted Budget and Position Control Report to review the organization structure and determine if the program has clearly defined units. The Public Works Director reports to the Deputy County Manager. The director is included in the Public Works Services unit. As indicated in the organization chart in **Figure 2-1**, seven divisions report to the director including Engineering and Construction, Water Resources and Utilities, Mosquito Control, Road and Bridge/Storm Water, Solid Waste, Water Resources and Utilities, Traffic Engineering and Coastal.

FIGURE 2-1
PUBLIC WORKS ORGANIZATION



Source: FY 2018-19 Adopted Budget.

Defined Units

The Public Works Department consists of the following defined divisions or units listed in **Figure 2-2**, in addition to the funding structures. As indicated, only Engineering and Construction, Road and Bridge, Stormwater, Traffic Engineering and Water Resources and Utilities would be allocated funds if the sales surtax ballot initiative passes.

FIGURE 2-2

SUMMARY OF PUBLIC WORKS DIVISIONS AND UNIT AND FUNDING STRUCTURES

Unit	Department No.	Fund(s)	Unit No.(s)	Major Sources of Funds	Funds May Be Allocated to the Unit if Sales Surtax Passes
Administration	700	103	0100		No
Coastal Division	150	114	Various		No
Engineering and Construction	710	103, 001, 120	2000, 2100, 2200	Transportation Trust Fund, Impact Fees, General Fund, Federal and FDOT Funds	Yes – <i>Construction, reconstruction, and improvements of roads, sidewalks, bridges projects</i>
Mosquito Control	740	105	0003		No
Road and Bridge	750	103	3000	Transportation Trust Fund, Stormwater Utility, Grant Funds	Yes – <i>Reconstruction, and improvements of roads, sidewalks, bridges projects</i>
Stormwater Management Program (Drainage Task Team)	159	751	9100	Transportation Trust Fund, Stormwater Utility, Grant Funds	Yes – <i>Stormwater and flood control projects</i>
Solid Waste and Recycling	760	450	0500		No
Traffic Engineering	770	103	2500, 2502	Transportation Trust Fund, FDOT Funds	Yes – <i>Signalization construction/ reconstruction and safety projects</i>
Water Resources and Utilities	780	457	Various	Water and Sewer Utility -User Fees, Grant Funds	Yes – <i>Water quality projects</i>

Source: Position Control Report as of January 25, 2019.

An overview of the units follows.

- **Coastal** is responsible for the repair, maintenance and operation of 101 dune walkovers, thirty-two (32) vehicle ramps, as well as the County's ten coastal parks including the Smyrna Dunes, Lighthouse Point, and Sun Splash. Staff in this Division is also responsible for the monitoring of beach vendors along the forty-seven miles of Volusia County beaches, as well as monitoring such contracts as toll collection, landscape maintenance, ramp grading, port-o-let service, litter removal and janitorial restroom cleaning.

- **Engineering and Construction's** primary duty is to develop and manage Volusia County's Five-Year Road Program, Vertical Construction and Trail Construction. The division is responsible for all phases of County road building, from the time the roads enter the program through final construction. In addition, Engineering and Construction provides survey, design, right-of-way acquisition and inspection services to other County agencies to assist with the development and construction of their projects. It also provides information on a variety of subjects to the public, private land surveyors and engineering consultants such as road right-of-way, road maintenance, abandonments, benchmarks and control data.
- **Mosquito Control Division** is responsible for the control and reduction of mosquitoes, as well as the prevention of mosquitoes on the coastline and salt marshes, in the East Volusia Mosquito Control Tax District. Services are also provided to the west side of the County thru contracted services with the six (6) municipalities and the Municipal Service District (MSD).
- **Road and Bridge** includes the **Stormwater Drainage Task Team**. The Road & Bridge Division is responsible for maintaining 1,069 centerline miles of roadway along with associated traffic markings, roadway striping, roadway signage, pothole patching, ditches, shoulders, right-of-way mowing, dirt road grading, sidewalks including ADA compliance, culverts, drainage inlets, catch basins, retention ponds and stormwater piping. Further, this Division repairs and maintains 49 total bridges which are comprised of 46 fixed bridges, 2 bascule bridges and 1 high-rise bridge (currently under construction). In addition, Road & Bridge crews perform routine tree trimming and tree removal operations throughout the County as well as mowing operations in 15 cemeteries.
- **Solid Waste** is responsible for the maintenance and operations of two landfills, one active and one closed, one transfer station and the unincorporated waste collection and recycling contract.
- **Traffic Engineering** is responsible for all signal operations for the County with the exception of Daytona Beach and has the related engineering and planning support for traffic functions. The County maintains traffic signals for 12 cities within the County on a contract basis, as well as FDOT signals on state roadways and traffic engineering support to two other cities. Traffic Engineering is divided into several separate functions - traffic signals, engineering, planning and administration.

- **Water Resources and Utilities** are responsible for the repair, maintenance and operations of 248 miles of waterline, 191 miles of sewer line, 32 miles of reclaimed waterline, 120 lift stations, nine water treatment plants, 26 water production wells, seven wastewater treatment plants, 1,501 potable water hydrants, 2,600 water valves, and 2,256 backflow devices. They are responsible for the treatment and distribution of potable water, as well as the collection and treatment of waste water. The division also maintains ten small water treatment facilities for the Volusia County Parks, Recreational and Cultural Division and two leachate facilities for Solid Waste.

Overlapping Functions

The Public Works Director indicated that independent reviews of the Department validate that the Department continues to minimize or eliminate overlapping functions. A review of the February 2018 status of implementing recommendations in the 2007 Public Works Maintenance and Operations Improvement report, indicate that some recommendations were completed. For example, based on recommendations made in the 2007 Public Works Maintenance and Operations Improvement report, several overlapping functions have been minimized or eliminated including Recommendation No. 6 to consolidate the two Mosquito Control yards into a single yard in New Smyrna Beach, Recommendation No. 8 to minimize the majority of the sixty-three (63) systems found in the department with a centralized Computerized Maintenance Management System (CMMS) for work planning and management, and Recommendation No. 53 to transfer the ditch cleaning capabilities of Mosquito Control to the Stormwater/Drainage Task Team in Road and Bridge.

Lines of Authority and Administrative Layers

The Public Works Director indicated that the department maintains a flat organizational structure versus a horizontal structure, which reduces administrative layers and facilitates efficient communication. The department pursues this at lower levels in the organization. Additional consolidation of administrative functions has been implemented based on co-location of divisions and function. An example of such is the consolidation of a Traffic Engineering and an Engineering and Construction administrative function into one position. Versatility of positions to centralize common administrative functions reduces layers and costs.

Figure 2-3 presents a count of employees in various layers. The highest administrative layer begins on the left with the director and the layers decrease in responsibility and complexity moving to the right. The total FTE includes filled positions and funded vacant positions. This analysis indicates supervisors and above represent 15 percent of the total FTE.

FIGURE 2-3
SUMMARY OF ADMINISTRATIVE LAYERS

Dept.	Dept. Name	Unit	Fund	Director	Deputy Director	Operations / Construction / Project Manager	Other Manager	Supervisor	Professional / Technical Staff	Clerical / Admin	Other Support	Total
700	Public Works	0100	103	1	1	1	2		1	1	1	8
710	Construction Eng.	2000	103	1		1		4	15	4		25
710	Construction Eng.	2100	001			1	1		1			3
710	Construction Eng.	2200	120				1		3	1		5
740	Mosquito Control	0003	105	1		2		2	15	2	14	36
750	Road and Bridge	3000	103					19	81	5	11	116
750	Road and Bridge	3000	SPLIT	1						1		2
751	Stormwater	9100	159				1	9	37	2	4	53
760	Solid Waste	0500	450	1			1			3		5
760	Solid Waste	0600	440					1		1	1	3
760	Solid Waste	5000	450			1		3	23	2	7	36
760	Solid Waste	5080	450					1	14		5	20
760	Solid Waste	5300	450						1	1		2
760	Solid Waste	5600	450						2		4	6
770	Traffic Eng.	2500	103						6	2	1	9
770	Traffic Eng.	2502	103					2	9			11
780	Water	0100	457			1		1	1	4	1	8
780	Water	0200	457	1					1	1		3
780	Water	0800	457							4		4
780	Water	1000	457						4			4
780	Water	4000	457						10		1	11
780	Water	5000	457						14			14
780	Water	6010	457					2	1		14	17
Total				6	1	7	6	44	239	34	64	401
Percent				1%	0%	2%	1%	11%	60%	8%	16%	100%

Source: Position Control Report as of January 25, 2019.

Note: * Count includes at least one vacant position.

According to a benchmarking study conducted by the Society for Human Resource Management (SHRM), the average span of control for executive management is seven direct reports and for middle management is twelve direct reports. The span of control for the department and division directors fall within this range. **Figure 2-4** presents the span of control benchmarks and the results for PW's span of control follow in **Figure 2-5**.

FIGURE 2-4
SHRM SPAN OF CONTROL BENCHMARK DATA

Management Level	25 th Percentile	Median	75 th Percentile	Average
	Number of Direct Reports			
Executive Level	4	5	8	7
Middle Management	5	8	14	12

Source: Society for Human Resource Management, Human Capital Benchmarking Report, December 2017.

As indicated in **Figure 2-5**, the span of control for executive level Public Works management ranges from four to nine, which is within an acceptable range per the SHRM study. Middle management's span of control ranges up to 12, which is within an acceptable range.

FIGURE 2-5
PUBLIC WORKS DEPARTMENT SPAN OF CONTROL

Department	Management Position	No. Direct Reports
Public Works Admin.	PW Director *	9
Public Works Admin.	PW Deputy Director - Vacant	1
Public Works Admin.	Operations Manager	2
Engineering & Construction	County Engineer *	7
Engineering & Construction	Assistant Director	3
Engineering & Construction	Engineering Section Mgr	3
Engineering & Construction	Engineering Supervisor	2
Engineering & Construction	Engineering Supervisor	4
Engineering & Construction	Construction Manager	4
Engineering & Construction	Construction Manager	1
Engineering & Construction	Admin Coordinator II	4
Engineering & Construction	Civil Engineer III	3
Traffic Engineering	Traffic Engineer *	4
Traffic Engineering	Planner III	1
Traffic Engineering	Civil Engineer III	2
Traffic Engineering	Civil Engineer III	2
Water Resources and Utilities	Director *	5
Water Resources and Utilities	Operation Manager	3
Water Resources and Utilities	PW Svcs Supervisor	2
Water Resources and Utilities	Civil Engineer III	3
Water Resources and Utilities	Admin Coordinator	9
Water Resources and Utilities	Trades Worker Supervisor	8
Water Resources and Utilities	Trades Worker Supervisor	7
Water Resources and Utilities	Westside Water Spvr	5
Water Resources and Utilities	Westside WW Spvr	8
Water Resources and Utilities	Eastside W/WW Spvr	7
Public Works Road & Bridge	Director *	6
Public Works Road & Bridge	Special Projects Coord	6
Public Works Road & Bridge	Admin Coord II	2
Public Works Road & Bridge	Public Works Services Supervisor	3
Public Works Road & Bridge	Supervisor III	12
Public Works Road & Bridge	Supervisor III	6
Public Works Road & Bridge	Supervisor III	9
Public Works Road & Bridge	Public Works Services Supervisor	3
Public Works Road & Bridge	Supervisor III	9
Public Works Road & Bridge	Supervisor III	7
Public Works Road & Bridge	Supervisor III	11
Public Works Road & Bridge	Public Works Services Supervisor	4
Public Works Road & Bridge	Supervisor III	5
Public Works Road & Bridge	Supervisor III	4
Public Works Road & Bridge	Supervisor III	10
Public Works Road & Bridge	Engineering Section Manager	2
Public Works Road & Bridge	Trades Supervisor	20

Department	Management Position	No. Direct Reports
Public works Drainage Task Team	Director *	6
Public works Drainage Task Team	Public Works Services Supervisor	3
Public works Drainage Task Team	Supervisor III	4
Public works Drainage Task Team	Supervisor III	10
Public works Drainage Task Team	Supervisor III	4
Public works Drainage Task Team	Civil Engineer III	2
Public works Drainage Task Team	Public Works Services Supervisor	3
Public works Drainage Task Team	Supervisor III	7
Public works Drainage Task Team	Trades Worker II	6
Public works Drainage Task Team	Supervisor III	6

* Executive-level management.

Source: Public Works Organization Charts.

Based on the analysis performed, the program organizational structure is designed to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs. Thus, this subtask is met.

SUBTASK 2.2 – Assess the reasonableness of current program staffing levels given the nature of the services provided and program workload.

To perform this task, the MJ Team reviewed the current staffing levels and vacancy rates.

The Public Works Director indicated that budgetary constraints dictate the levels of service the County can implement and the staffing levels to deliver those services. The service delivery goals for the FY begins during the budgetary process. Current infrastructure maintenance needs and planned CIP will be balanced based on the funding constraints.

Figure 2-6 presents a summary of the reported qualifications and roles of the key direct reports indicating an average of 16 years of experience working for the County.

**FIGURE 2-6
PUBLIC WORKS' MANAGEMENT QUALIFICATIONS AND ROLES**

Position/Division/ Certification	Primary Functions of Division's Leaders	Years in Position	Years with County	No. of Years Experience
Public Works Director	Oversee the operation of the seven (7) Public Works Divisions that include Eng. & Const., Traffic Eng., Road & Bridge, Water Resources & Utilities, Solid Waste, Mosquito Control and Coastal.	6	25	15 yrs in Public Works
Public Works Deputy Director	N/A – Vacant			
Operations Manager	Responsible for the Human Resources coordination between the seven (7) Public Works Divisions and County Human Resources office. Oversees the Department's Computerized Maintenance Management System (CMMS).	1	17	1 in operations, 16 yrs in public works

Position/Division/ Certification	Primary Functions of Division's Leaders	Years in Position	Years with County	No. of Years Experience
Fiscal Resource Manager	Researches, analyzes and supports the fiscal activities of the Public Works Department working directly with staff in each of the Divisions.	20	30	30
Activity Project Manager	N/A – Vacant			
Special Projects Coordinator	Responsible for the day-to-day operation of the CMMS and the Department's GIS activity including integration with the CMMS.	2	20	2 yrs in current role, 10 yrs in GIS
Engineering & Construction, County Engineer	Oversee the County's road construction, vertical construction and trail construction projects.	1	4	15
Road and Bridge Director / Drainage Task Team	Oversee the operation of four (4) roadway maintenance facilities, signs and striping and the Drainage Task Team.	10	10	30
Deputy Road and Bridge Director / Drainage Task Team	Oversees the day-to-day operation of the four (4) roadway maintenance facilities, and traffic signs and striping.	3	3	5
Traffic Engineering	Oversees the County's traffic signals, with the exception of the City of Daytona Beach, and the County's transportation planning and engineering.	20	20	31
Water Resources & Utilities Director	Oversee the operations of seven (7) utility service areas serving 17,000 connections or a population of 40,000 with an annual operating budget of \$18M.	7	19	12 yrs in Utilities
	Average Years	8	16	

Source: Public Works Director.

Figure 2-7 presents the department's overview of its vacancy rates, indicating a vacancy range of 7.69 % to 37.50% among the divisions, and an overall 14 percent average vacancy rate for the divisions, which would be funded by the proposed infrastructure surtax. The 2018 unemployment rate in the County was reported as about 4% by the U.S. Bureau of Labor Statistics. The Public Works Director stated that an improving economy offering higher pay found in the private sector contributes to the staff vacancies.

FIGURE 2-7
PUBLIC WORKS' VACANCY RATES

Department	Full-time	Part-Time / Other	Vacant- Funded Part- Time vacant Included)	Total Positions	Vacancy Rate
Public Works Administration	5	0	3	8	37.50%
Engineering & Construction	27	0	6	33	18.18%
Public Works Road & Bridge	113	3	17	118	14.41%
Public Works Drainage Task Team	53	0	4	52	7.69%
Traffic Engineering	21	0	3	20	15.00%
Water Resources and Utilities	52	0	10	61	16.39%
Total	271	3	43	292	14.73%

Source: County of Volusia's GH628 Position Control Report as 01/25/2019.

The Public Works Director indicated the following:

1. The current staff vacancies are the result of retirements and an improving economy offering higher pay found in the private sector. The vacancies resulting from anticipated retirements are managed by succession planning with replacement staff in place. The unanticipated staff departures have been at a manageable level with the current workload.
2. During the economic downturn, various service levels and efficiencies were realized. Volusia County did not layoff or fire any employees during the recession. With the reduction of on-going revenues, each position that became vacant was reviewed to determine if it was essential to meet the goals and operations of the division. Many of the vacant positions changed the status to “UNFUND”. The unfund status means during the budget process no funding is appropriated for the position. This practice has continued over the last eight (8) years.
3. In some cases, the County has deferred filling the vacant positions and sometimes vacant positions are the result of duties transferred or reclassified as another position. An example of deferral is the Public Works Deputy Director, which is a new position created in FY 2016-17. It was created to be consistent with similar sized departments within the County. However, the PW director has chosen to leave this position vacant as the current workload does not warrant recruitment at this time. The vacant Activity Project Manager position is ready to be advertised, and is an example of a reclassification. According to PW management, the routine responsibilities of this position have been shared between the Operations Manager and the existing Special Projects Coordinator without significant impact, but PW is now creating a new position to manage them.
4. Efforts have begun to fill the new internal audit position. County Council approved the creation of an Internal Audit Department on December 12, 2018. The County contracted with an executive search-consulting firm on December 20, 2018. A copy of the draft job posting and an email scheduling a meeting on February 15, 2019 with the County Manager and Deputy County Manager/CFO.

Figure 2-7 depicts the vacancy rate and **Figure 2-8** indicates several positions, which have been open for 16 or more weeks. Key vacant positions include:

- Interim County Manager position is held by the Deputy County Manager
- The Road & Bridge Director is also the Stormwater Director and is planning for retirement
- Public Works Deputy Director
- Public Works Activity Project Manager

FIGURE 2-8
SUMMARY OF PUBLIC WORKS VACANT/ACTIVE POSITIONS

Total	Filled	Vacant-Funded	Title	No. Vacant	No. Weeks Vacant	Type Other
Department 700 Public Works Services Center / Unit 0100 Administration / Fund 103						
8	5	3	Activity Project Manager	1	16	RCLAS
			Deputy Director	1	201	RCLAS
			Special Worker	1	159	NEW
			Total	3		
Department 710 Construction Engineering / Unit 2000 Engineering & Construction / Fund 103						
25	19	6	Survey Technician II	1	16	OPEN
			Office Assistant III	1	174	OPEN
			Engineering Assistant II	1	171	OPEN
			Senior Engineering Inspector	2	40 to 177	OPEN
			Registered Land Surveyor	1	271	OPEN
			Total	6		
Department 710 Construction Engineering / Unit 2100 Vertical Construction / Fund 001						
3	3	0	N/A	0	N/A	N/A
Department 710 Construction Engineering / Unit 2000 Development Engineering / Fund 120						
5	5	0	N/A	0	N/A	N/A
Department 750 Road and Bridge / Unit 3000 Road & Bridge Operations / Fund 103						
118	101	17	Bridge Tender	4	37 to 276	OPEN/NEW
			Special Worker	1	442	NEW
			Trades Worker	1	17	OPEN
			Equipment Operator 1	7	6 to 47	OPEN
			Equipment Operator 2	1	16	OPEN
			Supervisor II	1	17	NEW
			Traffic Maintenance Technician	1	16	OPEN
			Engineering Assistant II	1	88	OPEN
			Total	17		
Department 751 Stormwater / Unit 9100 Drainage Task Team / Fund 159						
52	48	4	Equipment Operator I	3	4 to 29	NEW
			Equipment Operator III	1	15	NEW
			Total	4		
Department 770 Traffic Engineering / Unit 2500 Traffic Engineering / Fund 103						
9	8	1	Special Worker	1	642	NEW
Department 770 Traffic Engineering / Unit 2502 Traffic Engineering / Fund 103						
11	9	2	Traffic Signal Technician	1	182	NEW
			Signal Systems Engineer	1	286	NEW
			Total	2		

Total	Filled	Vacant-Funded	Title	No. Vacant	No. Weeks Vacant	Type Other
Department 780 Water Resources & Utilities / Unit 0100 Administration / Fund 457						
8	5	3	Staff Assistant II	1	61	OPEN
			Staff Assistant I	1	11	RCLAS
			Special Worker	1	139	NEW
			Total	3		
Department 780 Water Resources & Utilities / Unit 0200 Administration / Fund 457						
3	2	1	Management Specialist	1	81	NEW
Department 780 Water Resources & Utilities / Unit 0800 Billing / Fund 457						
4	3	1	Staff Assistant I	1	49	RCLAS
Department 780 Water Resources & Utilities / Unit 1000 Utility Engineering / Fund 457						
4	3	1	Civil Engineer III	1	352	OPEN
Department 780 Water Resources & Utilities / Unit 4000 Operations – Water / Fund 457						
11	10	1	Special Worker, PT	1	963	OPEN
Department 780 Water Resources & Utilities / Unit 5000 Operations – Sewer / Fund 457						
14	13	1	Treatment Plant Operator IV	1	25	OPEN
Department 780 Water Resources & Utilities / Unit 6010 Collection & Distribution Maintenance / Fund 457						
17	15	2	Trades Worker II	1	1	OPEN
			Trades Worker I	1	538	OPEN
			Total	2		
Total						
292	249	43		43		

Source: County of Volusia's GH628 Position Control Report as 01/25/2019.

A high number of vacancies for extended periods creates a risk that the County will be unable to maintain quality service levels and positive employee morale if excessive overtime occurs.

Furthermore, organization charts, the budget, and Position Control Report include over 40 “unfunded” positions, which do not present a picture of the current organization. For example, although the organization chart and adopted FY2018-19 adopted budget for Engineering & Construction account for 52 full time positions, the organization chart indicates that 27 positions are full-time, six positions are vacant-funded, and 19 positions are vacant-unfunded.

Based on the analysis of information provided, this subtask is partially met.

RESEARCH TASK 3

ALTERNATIVE METHODS OF PROVIDING SERVICES OR PRODUCTS.

FINDING SUMMARY – Overall, Volusia County meets Task 3. However, the County did not demonstrate that it has a formal means of evaluating existing in-house services and activities to assess the feasibility of alternative methods of providing services. However, the County has assessed contracted and/or privatized services to verify effectiveness and cost savings achieved. It has also made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program costs without significantly affecting the quality of services. Finally, the County identifies possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services.

SUMMARY OF CONCLUSIONS ON RESEARCH SUBTASKS

See the Analysis and Results section below for details regarding these conclusions.

SUBTASK 3.1

Condition: Subtask 3.1 – Not Met

Determine whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and determine the reasonableness of their conclusions.

The County's PW Department does not have a formal means of evaluating existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and determining the reasonableness of their conclusions. The County provided one example related to bulk fuel purchases where a formal cost-benefit analysis was performed to support the decision to bid bulk fuel purchases. Other examples included sidewalk repair, road widening projects. However, **formal evaluations** of existing in-house services were not prepared for these solicitation indicating that the County does not have a formal, documented process for evaluating in-house services before solicitations are issued.

Cause: The County's process for making outsourcing/privatization decisions involves discussions about the planned project's scope, complexity, timing, estimated cost, current staff workload, and other factors. If the in-house staff cannot fully perform the work within established parameters, consideration is given to outsourcing the work. By PW management's admission, *"The process is informal and follows the professional evaluation and decision process described...."*

Effect: Formal evaluations of existing in-house services and activities to assess the feasibility of alternative methods of providing services, provides additional support and justification for

maintaining services in-house or for outsourcing such services. Although County purchasing procedures outline the solicitation process, there is no provision for performing and documentation evaluations of existing in-house service prior to issuing a solicitation.

Criteria: Since 1944, NIGP has been developing, supporting and promoting the public procurement profession. The organization’s goal is: *recognition and esteem for the government procurement profession and its dedicated practitioners*. As the foremost authority in public procurement, NIGP offers educational and research programs, professional support, technical services, and timesaving resources to its members. The following is from a NIGP 2013 position paper entitled, *Best Value in Government Procurement*:

Procurement professionals should guide organizational assessments and decisions regarding tradeoffs at several stages, not just when choosing evaluation criteria for specific procurements. As described in Canada’s Treasury Board policy on contracting: “The analysis necessary to achieve best value should not be confined to the actual procurement process; it should begin in the planning and appraisal of alternatives and continue through the definition of requirements which would include assessment and award criteria, evaluation of sources, selection of contractor, preparation, negotiation, execution and award of contract, contract administration and post-contract evaluation. Procurement professionals serve a valuable role in helping the organization keep the big picture of its cumulative choices organized over time. Procurement staff must also ensure that documentation of the valuation and evaluation processes include not only conclusions about the criteria and outcome, but the context (goals and values), the facts/considerations examined, and the reasoning leading up to the value conclusions.

RECOMMENDATION 3.1

Public Works and Purchasing & Contracts should collaborate to develop a formal means of evaluating in-house services and activities to assess, where practical, the feasibility of alternative methods of providing services, such as outside contracting and privatization.

The Purchasing & Contracts Procedures Manual should be revised to describe the formal evaluation process and procedures to follow.

In addition, the County should consider adding an “Evaluation” section to County Council agenda items to document initial evaluations performed prior to preparing solicitation documents as well as evaluations performed to justify contract renewals. For example, the business action item shown in **Figure 3-1**, includes an “Evaluation” section.

FIGURE 3-1
SAMPLE BUSINESS ACTION ITEM

01/08/2019	BUSINESS ACTION ITEM		
DATE: Tuesday, January 8, 2019 TO: County Commissioners FROM: County Manager <u>SUBJECT/ RECOMMENDATIONS</u> Accept the Lowest and Best Bids Submitted by Various Vendors - Invitation to Bid (1TB) #909A-MST Maintenance of Grounds at Various County Buildings (<i>Business Division</i>) <u>EXECUTIVE SUMMARY</u> This bid was prepared at the request of the Maintenance Department to establish fixed pricing for grass and landscape (i.e., grounds) maintenance at various buildings throughout the County. Maintenance to include, but not limited to, all mowing, edging, pruning, weeding, shearing, and mulching of various properties throughout the County. Vendor(s) is providing all labor, materials, supervision, staff, equipment, incidentals, and related items necessary to complete the work in accordance with the specifications. Award of this contract shall be to the lowest bidder for each total for a group, as specified in the bid. This recommendation has been reviewed by the General Manager of Maintenance. The bid will be implemented over time through employee attrition. No employee will lose their job. A more detailed review of the specifications can be obtained by contacting the Procurement Department. <u>ANNUAL COUNTY GOAL(S) AND CRITICAL SUCCESS FACTOR(S)</u> * Align the performance management system with the County's priorities <u>FINANCIAL IMPACT</u> (Budgeted: Yes) Funds of up to approximately \$307,000.00 will be available in the Maintenance Department budget for the purchase of ground maintenance at various sites. <u>EVALUATION</u> Contract administration or evaluation is performed by the Project Manager (end user) and Procurement Officer, who function as a team. Reviews are conducted face to face, typically quarterly, or by utilizing an online vendor performance report. Prior to soliciting a new contract, the Contract Administration team must first give consideration to the specifications and supporting data of the expiring contract. <u>SUBMITTED BY:</u> General Manager, Procurement Department <table style="width: 100%; margin-top: 20px;"> <tr> <td style="width: 50%; vertical-align: top;"> _____ Chief Facilities Officer (513) 557-1609 </td> <td style="width: 50%; vertical-align: top;"> _____ Chief Business Officer (513) 557-1615 </td> </tr> </table>		_____ Chief Facilities Officer (513) 557-1609	_____ Chief Business Officer (513) 557-1615
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Source: Team MJ.

SUBTASK 3.2

Our work revealed no issues or concerns related to whether program administrators have assessed contracted and/or privatized services to verify effectiveness and cost savings achieved.

SUBTASK 3.3

Our work revealed no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.

SUBTASK 3.4

Our work revealed no issues or concerns related to identifying possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).

ANALYSIS RESULTS & CONCLUSION

SUBTASK 3.1 – Determine whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and determine the reasonableness of their conclusions.

To address the requirements of this subtask, the MJ Team conducted a joint interview with the Director of Purchasing & Contracts (P&C) and members of the P&C management team regarding the evaluation of existing in-house services, the County’s bid process, and alternative methods of procurement. MJ also discussed PW’s relationship with P&C with the Public Works Director and members of the PW management team.

The MJ Team learned during interviews and document reviews that the purchasing ordinance and purchasing procedures provide a framework for the County to procure goods and services. The County’s purchasing procedures outline procedures for formal solicitations, but contain no policies or procedures for formal evaluations of existing in-house services. Solicitations activities enhance but do not replace formal evaluations of existing services, which is the focus of this subtask.

The Purchasing & Contracts Procedures Manual contains the following provisions:

- It may prove advantageous for the County and other government agencies to explore the possibility of combining their respective requirements for certain commodities and issuing a joint cooperative bid/RFP.
- The Purchasing & Contracts Division will coordinate with other government agencies to explore if cooperative purchasing is an alternative.
- Each need must be thoroughly reviewed as to the type of purchasing process that will best facilitate the delivery of the commodity or service required, at the time it is needed, and at the best possible price.
- Each request is reviewed on a case-by-case basis and the Director of Purchasing & Contracts will determine the appropriate purchase method.

The Director of Purchasing & Contracts provided the MJ Team with several examples of alternative methods of providing services, such as outside contracting and privatization. Only one, bulk fuel purchases, was accompanied by a formal evaluation of the existing service. These examples are summarized and discussed below.

- Bulk Fuel Purchases
- Sidewalk Repair
- LPGA Blvd. and West Park Avenue Road Widening Projects
- Seminole County Piggyback Contract
- Florida Sheriff's Association Heavy Vehicle Piggyback Contract

Bulk Fuel Purchases

This procurement relates to a consortium bid that Volusia County led to purchase bulk fuel. This example is the only one provided where the County prepared a formal cost/benefit evaluation prior to issuing the bulk fuel solicitation. The contract included other local municipalities that combined their buying power as an alternative to purchasing fuel individually. The fuel prices were based on the Oil Price Information Service (OPIS) index. OPIS provides pricing on gasoline, diesel, jet fuel, and oil and gas products along the global fuel chain and is a real time system for fuel pricing.

MJ reviewed the cost-benefit analysis spreadsheet that compared the number of gallons and the net cost of diesel and unleaded fuel for 10 Volusia County departments to the OPIS price for these commodities. MJ also reviewed the Invitation to Bid (IFB) issued to bulk fuel vendors. The bid included the County of Volusia, Volusia County School Board, VOTRAN (Volusia County's mass transit system), the City of Daytona Beach, the City of Port Orange, the City of South Daytona, the City of New Smyrna Beach, the City of Ormond Beach, and Flagler County, collectively referred to in the IFB as the Consortium.

MJ also reviewed the council agenda item dated 5/1/2014 awarding the contract to the three lowest cost bidders for an initial three-year period with the option of two one-year renewals. The current contract ends on May 6, 2019, and a new solicitation is being prepared. The agenda item stated: *"A contract award to three vendors provides the lowest overall pricing and allows multiple sourcing, which becomes important during high demand, low supply situations."*

Bulk fuel purchases provide one example of how the County evaluated bulk fuel pricing and combined the purchasing power of other jurisdictions using OPIS as a baseline for obtaining lower prices for the benefit of all.

Sidewalk Repair

This alternative procurement example relates to using outside concrete vendors for large sidewalk repair jobs rather repairing sidewalks using in-house crews. Sidewalk repair typically consists of the removal of existing sidewalk and the re-pouring of new sidewalk in the same location. Road & Bridge (R&B) uses two methods for sidewalk repair. For larger quantity repair projects that are located in the same area, R&B uses an outside contractor under the terms of a

master agreement and unit pricing. For smaller quantity repairs at various locations, R&B uses in-house maintenance crews for two reasons: (1) to be able to respond quickly to repair damaged sidewalk that poses a risk for trip hazards. Trip Hazard settlements are costly and typically the in-house crews can respond within days, versus weeks for contractors; and (2) it is difficult to ensure that a contractor will be available for small quantity sidewalk repairs spread out at multiple locations. Therefore, small sidewalk repairs are typically performed in-house, which costs more.

The MJ Team reviewed a sidewalk repair cost/benefit analysis prepared by R&B staff. The analysis shows that it is less expensive to outsource concrete work; however, it was only prepared and provided in response to the MJ Team's request for documentation related to this subtask. Therefore, the analysis does not qualify as support for meeting the subtask objective because it was not prepared as part of R&B's normal routine.

The MJ Team also reviewed the IFB documentation and the council agenda and master service agreement noting the contract went to the lowest bidders.

LPGA Blvd. and West Park Avenue Road Widening Projects

This alternative procurement example relates to two road widening projects on which the County partnered with other two cities to combine their utility work with the County's road work. This collaboration resulted in one a single vendor doing all phases of the project, which meant that mobilization and equipment costs were reduced. Rather than duplicating work by using multiple vendors, savings were achieved for all jurisdictions by combining the bid. Operational efficiencies were also achieved by avoiding the use of multiple contractors within the same project area, which would have created scheduling issues.

The MJ Team reviewed the bid solicitation documentation, joint project agreements between the jurisdictions for utility line adjustments, bid tabulation summaries, and the Volusia County agenda items approving the agreements. The tabulation summary showed that the County awarded the contract to the lowest bidder after evaluating all bids.

The LPGA and West Park Avenue road projects are examples of how the County saves costs and achieves operational efficiencies by participating with other jurisdictions. However, there was no **formal evaluation** of existing services prior to entering into the contract other than bid solicitation documentation.

Seminole County Piggyback Contract

This alternative procurement example relates to piggybacking on the contract of another jurisdiction. Seminole County issued a bid for the services of a qualified contractor to provide traffic signal materials and equipment. All nine counties in Central Florida (Seminole, Volusia, Brevard, Osceola, Orange, Lake, Marion, Sumter and Flagler) and a majority of the cities use the Seminole County Traffic Signal Parts contract.

The main benefit is that the vendors bidding on the contract are aware that other counties/cities will piggyback off the Seminole County. The result is that as a group, the

jurisdictions have buying power to secure products at lower prices than they would be able to obtain bidding individually.

Seminole County also assumes the responsibility for the contract including legal review, placing the appropriate legal ads in the newspaper, reviewing the submitted bids for completeness, and awarding the contract to the firms selected to supply traffic signal materials and equipment.

Although this alternative procurement method resulted in costs savings, which are arguably intuitive, the County prepared no **formal evaluations** of existing in-house services or activities to assess the feasibility of this alternative method of providing services.

Florida Sheriff's Association Heavy Vehicle Piggyback Contract

This alternative procurement example relates to another piggybacking contract. The County used a Florida Sheriff Association (FSA) contract to purchase an off road dump truck for the Public Works Department. The County used the FSA contract to purchase the heavy vehicle and received a discount of 25.2 percent below manufacturer's suggested retail price (MSRP). The County found that the FSA contract has as good or better pricing than National Joint Powers Alliance (NJPA) or Florida State Contracts. In addition, PW staff informed the MJ Team that the FSA contract is easy to use, has published pricing for the base machine, and has common options. The FSA contract also has published discounts on non-listed options.

In a memo to the MJ Team regarding the purchase of the vehicle, the director of Fleet Management wrote: *"Per the Fleet division, who analyzes and purchases equipment for all public works divisions, the Caterpillar 725C2 was selected due to past history with this model."* The County provided the capital budget, invoice, purchase order, and agenda item for the purchase, but did not provide a **formal evaluation** to assess the feasibility of this alternative procurement method prepared prior to the purchase.

In summary, with the exception of the bulk fuel procurement, the County provided no documented evidence that it **formally evaluates** existing in-house services and activities to assess the feasibility of alternative methods of providing services. The MJ Team examined IFB documents, bid tabulations, contracts, purchase orders, capital budgets, invoices, and agenda items related to these procurements but no formal evaluations prepared routinely in the normal course of business.

The MJ Team accepts that PW staff considered the costs and benefits of these procurements intuitively. However, evaluations were not performed formally prior to the solicitation except in the case of the bulk fuel purchase. This evaluation is shown in **Figure 3-2**.

FIGURE 3-2
BULK FUEL COST/BENEFIT ANALYSIS

Account	Product	Gallons	Net Cost	Average Price per Gallon
County Of Volusia-Fire Service	Diesel	2,477.50	\$9,578.72	\$3.87
County of Volusia Emergency Ambulance	Diesel	549.01	\$2,112.43	\$3.85
Volusia County Coastal Division	Diesel	71.06	\$271.20	\$3.82
Average Diesel Price				\$3.86
County Of Volusia-Fire Service	Unleaded	201.07	\$689.75	\$3.43
Volusia County Coastal Division	Unleaded	68.50	\$231.50	\$3.38
Volusia County Environmental Management	Unleaded	22.34	\$75.27	\$3.37
Volusia County Beach Patrol	Unleaded	3,320.17	\$11,216.67	\$3.38
Volusia County Engineering & Construction	Unleaded	176.41	\$592.67	\$3.36
Volusia County Manager	Unleaded	86.61	\$293.27	\$3.39
Volusia County Sheriff's Office	Unleaded	1,264.48	\$4,232.18	\$3.35
Average Unleaded Price				\$3.37
Average OPIS Price				
County Diesel		63,643.90	\$230,020.69	\$3.61
County Unleaded		90,385.50	\$299,542.61	\$3.31

Source: Initial Bulk Fuel Price Analysis-March 2014.

Based on the analysis performed, program administrators have not **formally** evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization. Accordingly, this subtask is not met.

SUBTASK 3.2 – Determine whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and determine the reasonableness of their conclusions.

To address the requirements of this subtask, the MJ Team reviewed all of the documentation the County provided for each of the procurements outlined in Subtask 3.1. While the County did not provide evidence that **formal evaluations** had been performed prior to the procurements, except for bulk fuel, it did provide evidence of cost savings after the procurement had taken place. Cost savings for fuel, sidewalk repair, and the LPGA road widening project are discussed below.

Each year, the County calculates savings on fuel costs by comparing costs incurred through its fuel contract with the average cost per gallon through WEX cards. WEX is the County's discount fuel card program and is used to purchase fuel at gasoline pumps. The County's Fleet Division oversees bulk fuel and reviews what is spent on WEX cards versus what the County pays for

bulk fuel that is delivered to County fueling locations. Employees who drive County vehicles use both fuel sources. For example, they use the WEX card when equipment and vehicles are out of range of a fueling location that provides a deeper discount. This information is then used when the County re-bids the fuel contracts to ensure that it is bidding/contracting competitive fuel rates. **Figure 3-3** presents the most recent bulk fuel cost comparison as of January 2019. It demonstrates that from FY 2014 through FY 2018, the contract price per gallon of diesel and unleaded fuel was less expensive than the Wex price per gallon.

FIGURE 3-3
ANNUAL COMPARISON OF FUEL PRICES

FY	Wex Diesel	Contract Diesel	Wex Unleaded	Contract Unleaded
FY14	\$3.74	\$3.56	\$3.33	\$3.19
FY15	\$2.68	\$2.52	\$2.55	\$2.23
FY16	\$2.04	\$1.85	\$1.97	\$1.80
FY17	\$2.22	\$2.13	\$2.17	\$2.02
FY18	\$2.70	\$2.57	\$2.48	\$2.33

Source: Fleet Division Comparative Analysis of WEX and Contracted Bulk Fuel, January 2019.

The MJ Team also reviewed costs savings related to sidewalk repair. **Figure 3-4** demonstrates that it is more cost effective to outsource sidewalk repair for large jobs than to perform such jobs using PW crews.

FIGURE 3-4
SIDEWALK REPAIR COST COMPARISONS

Vendor/Road & Bridge Maintenance Barn	Repair Cost per Square Foot
Vendor #1	\$3.74
Vendor #2	\$3.56
R&B Eastside NE	\$7.26
R&B Eastside SW	\$7.45
R&B Eastside SE	\$10.60
R&B Westside NW	\$11.36

Source: FY 18 Productivity Report (Work Status Detail) and Recommendation of Award Bid Tabulation Sheet.

Figure 3-5 presents the three lowest bid tabulations from the LPGA Boulevard widening project. Per discussion with PW staff, the lower bid could not have been achieved had each of the jurisdictions bid separately for their utilities.

FIGURE 3-5
LPGA BOULEVARD WIDENING BID TABULATION

Description	Vendor 1	Vendor 2	Vendor 3
Roadway Bid Inclusive of performance and payment bonds:	\$2,986,232	\$3,116,208	\$3,066,104
Total Holly Hill Utilities (Part 2) inclusive of performance and payment bonds:	\$166,950	\$140,329	\$147,650
Total Daytona Beach Utilities (Part 3) inclusive of performance and payment bonds:	\$605,097	\$609,428	\$693,938
Total Roadway, Holly Hill and Daytona Beach Utilities inclusive of performance and payment bonds:	\$3,758,279	\$3,865,964	\$3,907,692

Source: LPGA Boulevard Bid Tabulation Sheet; three lowest bids.

Based on the analysis performed, program administrators have assessed contracted and/or privatized services to verify effectiveness and cost savings achieved and their conclusions are reasonable. Accordingly, this subtask is met.

SUBTASK 3.3 – Determine whether program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.

To address the requirements of this subtask, the MJ Team reviewed supporting documentation for each of the procurements discussed in Subtask 3.1 and obtained additional insight from the P&C Director and the PW management team about how these services are assessed.

In the case of bulk fuel purchases, price comparisons are made each year, as shown in **Figure 3-3**. For other procurements, assessments are made based on other criteria such as the success of other contracts, but these assessments are informal and not documented. For example, PW staff told the MJ Team that the success of the LPGA Boulevard Road widening project set a positive precedent for the West Park Avenue Road widening project.

Figure 3-6 provides an overview of the procurements listed in Subtask 3.1 and shows what, if any, changes the County made to the service delivery methods as a result of their evaluations/assessments of the contract.

FIGURE 3-6
ASSESSMENTS AND CHANGES TO SERVICE DELIVERY METHODS

Title	Parties to the Contract	Council Approval	Comments
Bulk Fuel Contract	The County of Volusia, Volusia County School Board, VOTRAN (Volusia County's mass transit system), the City of Daytona Beach, the City of	May 2014	On an annual basis, the cost of County fuel (through the County's fuel contract) and that of average cost per gallon through the WEX cards are evaluated. This information is then used when the County re-bids the fuel contracts to

Title	Parties to the Contract	Council Approval	Comments
	Port Orange, the City of South Daytona, the City of New Smyrna Beach, the City of Ormond Beach, and Flagler County		ensure that the County is bidding/contracting the appropriate rates. The County achieves costs savings through the bulk fuel contract and continues to evaluate it for lower-priced bulk fuel. The current contract ends on May 6, 2019. A new solicitation is underway.
Sidewalk Repair-Installation, Delivery, and Removal of Concrete	Volusia County	August 2018	The County outsources as much of sidewalk repair work as possible. However, County crews will perform the work if a quick sidewalk repair is necessary to avoid a safety risk. In addition, it costs more for contractors to make a small number of sidewalk repairs spread out over multiple locations. Accordingly, County crews will perform these types of sidewalk repairs.
LPGA Boulevard Road Widening	Volusia County, City of Holly Hill, and the City of Daytona Beach	May 2016	This project served as the basis for the County entering into a joint project agreement with the City of Edgewater to widen West Park Avenue and relocate utilities for the City.
West Park Avenue Road Widening	Contract to widen road and relocate utilities for the City of Edgewater pursuant to a joint project agreement approved by the County Council on June 5, 2018.	July 2018	The County indicated that its decision to enter into this agreement was supported by the success of the LPGA Boulevard Road widening project. However, no formal assessment supporting the decision was provided to the MJ Team.
Piggyback on Seminole County contract, IFB-602258-1, for intelligent traffic systems parts	All nine (9) counties in Central Florida	June 2018	On October 15, 2015, the County Council authorized the use of Seminole County contract IFB-602258-1 to purchase intelligent traffic system parts to maintain traffic signals. On June 2018, County Council approved an extension of the contract through May 27, 2020, contingent on continued award by Seminole County.
Florida Sheriff's Association (FSA) Heavy Vehicle Piggyback Contract	Upon adoption of the CIP budget by County Council, the County issued a purchase order for an off road dump truck for the Public Works Department.	November 2018	This was a one-time purchase of a vehicle that achieved a cost savings for the County of 25.2%. The County has found that the FSA contract has as good or better pricing than National Joint Powers Alliance (NJPA) or Florida State Contract and is unlikely to alter this procurement method as long as cost savings and other benefits are being achieved.

Source: Fleet Division Comparative Analysis of WEX and Contracted Bulk Fuel, January 2019.

Based on the analysis performed, program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services. Accordingly, this subtask is met.

SUBTASK 3.4 – Identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).

To address the requirements of this subtask, the MJ Team reviewed the details of the LPGA Boulevard Road Widening project, the West Park Avenue Road Widening project, the Seminole County contract for intelligent traffic systems parts contract, and the Florida Sheriff's Association contract. These procurements are alternative service delivery methods that have reduced County program costs and enhanced services. Moreover, they are being accomplished in cooperation with other governmental jurisdictions.

The MJ Team also asked PW management the following question: “what activities are other Florida counties outsourcing”? PW management stays abreast of what other counties are doing with respect to procurement through review of other county websites. In addition, PW staff participate in organizations such as the Florida Association of Counties (FAC), American Public Works Association (APWA), and the Florida Department of Transportation (FDOT). These professional affiliations allow County PW staff to develop relationships and share best practices with PW professionals from other counties.

Figure 3-7 provides the department’s responses to the MJ Team’s question. Volusia County does not outsource all of these functions. Their reasons are summarized in **Figure 3-8**.

**FIGURE 3-7
PEER COUNTY OUTSOURCED SERVICES/ACTIVITIES**

Outsourced Service/Activity	Outsourcing County
Storm Drain System Cleaning and Video Inspections	Lake County
On-Call Transportation and Traffic Engineering Services	Lake County
Traffic Striping and Markings	Lake County
Tree Removal, Trimming and Related Services	Lake County
Roadside Mowing and Litter removal	Lake County
Traffic Signal design and Traffic Signal Studies	Seminole, Orange, Osceola, Brevard (Volusia currently has four consulting firms thru continuing service contracts)
Traffic Signal Construction	Seminole, Orange, Osceola, Brevard (Volusia utilizes Seminole Signal Construction Agreement & Brevard ITS/Communications Agreement)

Source: Public Works Email, 2/21/2019.

The MJ Team asked PW to provide examples of public works activities within the scope of the infrastructure sales tax that PW could potentially outsource. PW management provided the following activities:

- Bridge maintenance
- Stormwater conveyance system repairs
- Stormwater system construction (pipes, inlets, retention ponds and baffle boxes)
- Traffic signal design and construction
- Traffic signal emergency repairs and maintenance
- Meter installation, backflow inspections
- CEI services (construction, engineering, & inspection)
- Survey work
- Project management

The MJ Team then asked which of the above activities Volusia County could outsource that are not currently outsourced. **Figure 3-8** provides PW's responses.

FIGURE 3-8
VOLUSIA COUNTY RESPONSE TO POTENTIAL OUTSOURCING OPPORTUNITIES

Potential Outsourced Service/Activity	Volusia County's Response
Bridge Maintenance	Volusia County is unique in that the County maintains two (2) Bascule Drawbridges. Very few counties in the state maintain moveable bridges. Most of the moveable bridges in Florida are maintained by the FDOT. Both of the County's moveable bridges are located over the intercostal waterway, which is regulated by the Army Corps of Engineers (ACOE) and the Coast Guard. The ACOE and Coast Guard have strict regulations regarding any issues that might impede marine traffic in the navigable channel. One bridge (Knox Bridge) is located in a remote area of the County and the closure of this bridge results in a 12 mile (25 minute) detour. The ability of in-house crews to respond quickly and after hours to maintain vehicular traffic and minimize impacts to marine traffic is the primary reason why outsourcing of bridge maintenance is not a viable option for Volusia County. Overall Conclusion: Not a candidate for outsourcing
Stormwater Conveyance System Repairs	The Volusia County Drainage Task Team performs the majority of repairs to stormwater conveyance systems (pipes and inlets) with in-house staff. Failures to stormwater pipes and inlets in rights-of-ways (ROWs) can result in rapid failure of the roadway and/or sidewalk. Roadway and sidewalk failures represent a significant safety concern that require a rapid response capability. In-house crews provide that rapid response capability during normal working hours as well as during after-hours situations. The County does outsource some stormwater conveyance system repairs via a Master Agreement with a pipe lining contractor. Pipe lining is a minimally invasive method used to repair failed stormwater pipes that eliminates the need to excavate, remove, and replace the existing pipe. Pipe lining reduces the costs associated with restoration of adjacent roadways, sidewalks and other items that might be disturbed when excavating an existing stormwater pipe. The non-emergency repair/rehabilitation projects are

Potential Outsourced Service/Activity	Volusia County's Response
	evaluated on a case-by-case basis to determine which method is most efficient for the project at hand. Overall Conclusion: Generally not a candidate for outsourcing, except for certain conveyance system repairs
Stormwater System Construction	The Volusia County Drainage Task Team utilizes its drainage construction crews to construct and install new stormwater systems that are small in scope and complexity. Larger projects that would require resources greater than can be provided by in-house crews are bid out through the typical low bid process. Each project is evaluated individually as to whether it can be constructed with in-house crews. Overall Conclusion: Large projects are bid; others are determined on a case-by-case basis depending on circumstances.
Traffic Signal Design and Construction	The Traffic Engineering Division has limited engineering design capabilities in-house. Smaller projects entailing design for overhead signal rebuilds, as an example are done in-house as staff is very familiar with the current infrastructure at the respective signalized intersections and can perform this work more effectively. The design of major traffic signal projects is outsourced. The larger more complex signal projects typically require structural engineering expertise, which is beyond the capabilities of in-house staff. All signal construction activities are outsourced whether they are signal rebuilds or major signalization projects. Overall Conclusion: Large projects are bid; smaller projects are performed by in-house staff.
Traffic Signal Emergency Repairs and Maintenance	Traffic signal emergency repairs - Traffic Engineering signal repair staff respond to all emergency repair calls. Major emergency repairs, such as a strain pole knock downs, are outsourced as the County does not have in-house staff, material or equipment to implement these repairs. Staff will secure the intersection for the safe flow of traffic and utilize established contracts to schedule the repair. Volusia currently handles minor emergency repairs (e.g., replace signal cabinet knocked down or repair damaged/knocked down pedestrian crosswalk signals) as these can be quickly repaired restoring the intersection to the previous level of service. Overall Conclusion: Large projects are bid; smaller projects are performed by in-house staff. Traffic signal maintenance - The Traffic Engineering Division currently provides traffic signal preventative maintenance and trouble call maintenance to 14 of the 16 cities within Volusia County in addition to providing this service to the Florida DOT. The County's Interlocal agreements with the cities allows a local jurisdiction to privatize signal maintenance if they desire to do so. One local jurisdiction, City of Deltona did privatize for a period of time. However, according to the City, they were dissatisfied with the contractor's response time and pricing quickly became higher than past expenditures with the County providing the service. The County prefers to retain signal maintenance responsibilities in-house to ensure timely responses to trouble calls and to ensure coordination of the network of signals on state, county, and city roads. Overall Conclusion: Performed by in-house staff to ensure timely response to trouble calls and better network coordination.

Potential Outsourced Service/Activity	Volusia County's Response
Meter Installation	Water, Resource, and Utilities (WRU) contracts large scale meter replacement projects. The scope of these projects exceeds the capacity for staff to implement in a timely manner. On occasion, there may be a need for sporadic meter installations as a result of failure or damage. WRU licensed water distribution technicians handle these requests because they are more readily available to respond to on-demand customer needs. Overall Conclusion: Outsourced due to large scale of projects.
Backflows	Water, Resource and Utilities (WRU) this past year was able to eliminate the annual contract for backflow testing by installing dual check devices on customers' potable water service lines. The dual check devices, which do not require annual testing, are replaced every 10 years in accordance with state cross connection standards. WRU will likely contract this body of work when it is time to replace the dual check devices. Overall Conclusion: Will outsource when dual check devices require replacement.
Construction, Engineering and Inspection (CEI) Services	Engineering and Construction (EC) utilizes a combination of in-house and contracted CEI services for County construction projects. EC maintains a small contingency of senior engineering inspectors capable of performing CEI services on construction projects of a shorter duration and those without structural components. This permits flexibility for the County to respond to a variety of construction projects ranging from roads, trails, sidewalks and safety projects. In those instances where workload exceeds in-house capacity, EC will use existing engineering contracts for CEI services. CEI services for large construction projects with structural components, such as the Veterans Bridge project are contracted because these projects require an expertise beyond in-house capabilities. Overall Conclusion: Combination of in-house and contracted CEI services for County construction projects.
Survey Work	Public Works is currently operating without an in-house County Surveyor. This service is contracted out, as the current workload for survey related services does not support the need for a full time surveyor. The County has an existing contract in place and will issue task assignments when needed to conduct survey related work as needed and directed by County engineering staff. If additional sustained funding were made available to the County for road construction projects requiring continual survey work, the County would consider filling the in-house County Surveyor position. Overall Conclusion: Currently Outsourced.
Project Management	Currently, the County has one project manager on staff for transportation infrastructure type projects. This level of staffing is adequate given the current workload and no significant increase in the typical revenue streams for transportation projects to warrant the addition of other project managers or contracting for this service. However, if additional funding became available, the County would need additional project managers to support the increased workload. If the volume increase of projects was an anomaly or short term, then utilizing a contracted engineering consultant to work out of the County offices providing project management would be an acceptable option. If there were a longer term increase in revenue such as with a half-cent infrastructure sales tax, the County would evaluate how best to handle the workload using either in-house staff, contracted services or a combination of both. Overall Conclusion: Currently Performed in house due to small workload.

Source: Public Works Email, 2/21/2019.

The MJ Team believes the County's explanations for its decision to outsource or keep various services in house are reasonable based on expertise requirements, technical constraints, response time issues, safety concerns, and workforce considerations.

Finally, to assess this subtask, MJ asked the following questions about the County's process for making outsourcing decisions and received the following responses from PW management:

MJ Question: Please describe Volusia County's process for making outsourcing/privatization decisions.

PW Response: Volusia County's process for making outsourcing/privatization decisions is informal and begins with the project team (Dept./Div. Directors, project engineers/supervisors) discussing the planned project's scope, complexity, timing, estimated cost, current staff workload, capabilities and impacts the project will have on the staff's abilities to perform their other assignments and responsibilities. If the in-house staff cannot fully perform the necessary work within the required timelines then consideration is given to outsourcing the work to a consultant taking into consideration budget and funding requirements.

MJ Question: How do the conversation and the deliberations proceed to a conclusion?

PW Response: The project team will evaluate the planned project's scope, complexity, timing, estimated cost, etc. and determine if in-house forces can adequately plan, staff, procure resources, schedule and implement. The PW Director will assess all the factors to include project sensitivity and ultimately decide how to proceed with project implementation.

MJ Question: How does the process conclude?

PW Response: If the decision is to perform the work in-house, the project manager will begin the project planning and implementation process. If the decision is to outsource, the project manager will begin the scope preparation for engineering services, bid document preparation, and competitive bid and award process.

MJ Question: When a decision is made to outsource/privatize, describe the process for subsequently assessing the activity to verify cost savings and effectiveness.

PW Response: The Volusia County procurement and competitive bid process inherently is designed to identify the most responsive, responsible bidder at the lowest price. If the outsourced activity is something that in-house staff has performed in the past, e.g. sidewalk repair or installation, we would be able compare cost and schedule with in-house cost data captured in our CMMS system.

MJ Question: What documentation is generated to memorialize outsourcing/privatization discussions and decisions?

PW Response: For work that will be performed in-house, the resulting documentation is the CMMS work order scheduling the work. If the work will be outsourced, the project would need to be coordinated with Purchasing and be documented in accordance to county procurement procedures. Any project that would cost more than \$50K is required to be approved by the County Council. Approval by the County Council requires going through the County Council meeting agenda approval process...., but basically requires approval of the division head, the department head, Legal, Budget, Purchasing, the Deputy County Manager and the County Manager prior to getting to the County Council for their approval assuming the work is significant enough to require County Council action, the agenda item write up prepared by the County staff memorializes the factors that lead to the recommendation to outsource the particular service.

Based on the analysis performed, program administrators have identified possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.). Accordingly, this subtask is met.

RESEARCH TASK 4

GOALS, OBJECTIVES, AND PERFORMANCE MEASURES USED BY THE PROGRAM TO MONITOR AND REPORT PROGRAM ACCOMPLISHMENTS.

FINDING SUMMARY – Overall, Volusia County’s Public Works Department (PW) meets Task 4. Program goals and objectives align with the County’s strategic plan and are generally clearly stated, measurable, and can be achieved within budget. Although the County uses performance measures to evaluate program performance, and objectives, the program reports lack transparency and clear documentation as to whether projects are completed timely and within budget. Also, other counties include additional performance measures in long-range planning documents. Internal controls provide reasonable assurance that program goals and objectives will be met.

SUMMARY OF CONCLUSIONS ON RESEARCH SUBTASKS

See the Analysis and Results section below for details regarding these conclusions.

SUBTASK 4.1

Our work revealed no issues or concerns related to if program goals and objectives are clearly stated, measurable, can be achieved within budget, and are consistent with the county's strategic plan.

SUBTASK 4.2

Condition: Subtask 4.2 Partially Met

Assess the measures, if any, the county uses to evaluate program performance and determine if they are sufficient to assess program progress toward meeting its stated goals and objectives.

Although the County uses performance measures to evaluate program performance, the program reports lack clear documentation as to whether projects are completed timely and within budget. Also, other counties include additional performance measures in long-range planning documents.

Cause: As indicated in a February 2018 independent consultant’s evaluation report, some performance measures lack specific linkage to the cost of the performances and the actual budgets.

Effect: Performance measures may support the effective elements of goals and objectives while lacking an efficiency component. In other words, the project may be completed but was it cost-beneficial.

Criteria: The County’s General Budget Procedure states that the operating budget will reflect programmatic performance measures for each Division; actual performance will be compared periodically to estimated targets.

RECOMMENDATION 4.2

Clearly document the variance between budget and actual project costs and timelines on the Capital Projects Schedule. Also, consider additional performance measures used by other counties in long-range planning documents.

SUBTASK 4.3

Our work revealed no issues or concerns related to evaluating internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.

ANALYSIS RESULTS & CONCLUSION

SUBTASK 4.1 – Review program goals and objectives to determine whether they are clearly stated, measurable, can be achieved within budget, and are consistent with the county's strategic plan.

To address the requirements of this subtask, the MJ Team requested documentation of Public Works' program goals and objectives and reviewed them for consistency with the County's strategic plan.

The team first reviewed Public Works' strategic plan, which is included in the County's Dynamic Master Plan. This plan is updated quarterly and final updates made at fiscal year-end. Changes to the plan are required to be presented to County Council quarterly. Public Works and other departments document both actions steps completed and ongoing to meet each strategic objective in the Dynamic Master Plan. **Figure 4-1** presents the County vision, mission, goals and objectives.

FIGURE 4-1

VOLUSIA COUNTY VISION, MISSION, GOALS & OBJECTIVES PER THE DYNAMIC MASTER PLAN

VOLUSIA COUNTY VISION		
<i>To be a community rich with resources and opportunities today and for generations to come.</i>		
VOLUSIA COUNTY MISSION		
<i>To provide responsive and fiscally responsible services for the health, safety, and quality of life for our citizens.</i>		
GOAL 1: Thriving Communities – <i>Promote health and safety, provide service to meet needs of citizens, and practice stewardship of the environment</i>	GOAL 2: Economic & Financial Vitality – <i>Achieve strong economic health tied to job growth, industry balance, and financial soundness</i>	GOAL 3: Excellence in Government – <i>Foster partnerships to deliver exceptional services</i>
Objectives <i>1.1 Engage in infrastructure and regulatory actions that protect and enhance the experience of residents and visitors</i> <i>1.2 Enrich and preserve the natural and built environment</i>	Objectives <i>2.1 Be a community that attracts and retains businesses</i> <i>2.2 Develop and retain an educated, ready workforce matched to varying job opportunities</i> <i>2.3 Allocate limited resources fairly</i>	Objectives <i>3.1 Maintain and foster productive relationships with public and private partners</i> <i>3.2 Provide a high level of customer service</i> <i>3.3 Demonstrate leadership in</i>

VOLUSIA COUNTY VISION		
<i>To be a community rich with resources and opportunities today and for generations to come.</i>		
VOLUSIA COUNTY MISSION		
<i>To provide responsive and fiscally responsible services for the health, safety, and quality of life for our citizens.</i>		
1.3 Provide a broad range of services for the physical, mental, and social well-being of residents and visitors	and efficiently	decisions and actions
1.4 Provide a safe and secure community through prevention, readiness, and professional response	2.4 Ensure services and decisions are financially sustainable	3.4 Meet community expectations for quality

Source: Volusia County Dynamic Master Plan.

The team also reviewed the County’s adopted budget, which documents goals, objectives and performance measures. Section C – County Overview of the budget includes the Volusia County Council mission statement and strategic goals, which are aligned with the Dynamic Master Plan. Section F-Operating Budget by Department-Activity consists of the mission statement, key objectives, and performance measures. **Figure 4-2** presents the County’s mission and goals in the adopted budget, followed by **Figure 4-3**, which lists Public Works’ objectives and performance measures.

FIGURE 4-2

VOLUSIA COUNTY MISSION STATEMENT AND STRATEGIC GOALS PER THE ADOPTED BUDGET

VOLUSIA COUNTY MISSION			
<i>“To nourish good citizenship by promoting democratic values and earning public trust; to respond effectively to citizens' needs for health, safety and general welfare; to allocate limited public resources fairly and efficiently; to provide leadership and high quality service by consistently communicating with the citizens about their needs and aspirations.”</i>			
GOAL 1: Customer/Partner Relations: Maintain and foster productive working relationships with partners while providing a high level of customer service.	GOAL 2: Quality Services: Provide a broad range of services in ways that meet community expectations for quality.	GOAL 3: Community Quality of Life: Engage in infrastructure, regulatory, and leadership actions, which protect and enhance the resident’s experience of Volusia County as a distinctive and satisfying place to live and work.	GOAL 4: Economic and Financial Vitality: Strengthen the economic health of the community to foster quality job growth and a financial base for public sector activities.

Source: FY 2018-19 Adopted Budget, page C-4.

FIGURE 4-3
ANALYSIS OF PUBLIC WORKS' PROGRAM MISSION & KEY OBJECTIVES PER THE ADOPTED BUDGET

Per County Budget			MJ Assessment		
Program Mission	Program Key Objectives	Measurable?/ Performance Measure Examples	Clearly Stated?	Can Be Achieved Within Budget?	How Aligned with County's Strategic Plan
<u>Public Works Services</u> To ensure and enhance the basic quality of life, general welfare, and growth of Volusia County by properly managing the County's infrastructure and related support services.	Public Works Services Implementation of productivity improvement recommendations	Yes – Percent of recommendations implemented	No	Yes	Goal 1, 2
<u>Engineering & Construction</u> To provide quality and timely engineering, survey, rights-of-way and construction engineering inspection services in support of the County's construction projects; to assist in the implementation of the County's Planning and Development Programs for the physical growth of Volusia County as governed by the State of Florida mandated Volusia County Comprehensive Plan, Land Development Code, and best engineering practices; and to provide assistance to the public and private sector in a professional, positive manner.	Construction & Engineering 1. Construct County facilities in the most effective manner 2. Include Green characteristics in every building with emphasis on energy efficiency, while obtaining Leadership in Energy and Environmental Design (LEED) certification on new building construction where achievable 3. Perform engineering review and inspections of site plans and stormwater plans 4. Review and inspect use permits	Yes – Percent of design changes and LEED structures; number of engineering reviews and numbers of permits processed	Yes	Yes	Goal 1, 3
<u>Engineering & Construction</u> See above	Road Program 1. Perform design/survey tasks to complete projects in a timely manner and meet deadlines set per federal/state requirements, should it apply 2. Perform construction tasks to meet goals set forth per CIP sheets and to meet deadlines set per federal/state grant requirements, should it apply 3. Perform construction of trails tasks to meet complete goals set forth per CIP sheets	Yes – Number of projects and trails completed per CIP schedule	Yes	Yes	

Per County Budget			MJ Assessment		
Program Mission	Program Key Objectives	Measurable?/ Performance Measure Examples	Clearly Stated?	Can Be Achieved Within Budget?	How Aligned with County's Strategic Plan
	and meet deadlines set per federal/state grant requirements, should it apply				
Road and Bridge To maintain the County's transportation system of roads and bridges, provide a safe system, and protect the investment in that system. To develop and provide levels of service by planning, scheduling, directing and controlling work.	Operations 1. Ensure maintenance for the rights-of way are provided at the highest possible level of service 2. Remove existing damaged or non-ADA compliant sidewalk and curb ramps and replace with new ADA compliant sidewalk 3. Right-of-ways are mowed to maintain a level of service for safety purposes	Yes – Miles of trees trimmed; square feet of sidewalk repaired; number of acres mowed	Yes	Yes	Goal 1
Stormwater To provide for physical structures, natural systems and maintenance activities to protect people, infrastructure, property and water resources from the hazards of flooding, inadequate drainage and stormwater pollutants	Drainage Task Team 1. Perform primary drainage system, roadside ditch and stormwater facilities maintenance to improve water quality and quantity flow 2. Replace deteriorated storm pipe and structures 3. Increase water quality in rivers, lakes and streams by performing routine street sweeping in accordance with Best Management Practices (BMP) that aids in reducing the amount of nutrients in stormwater runoff	Yes – Miles of ditch systems cleaned; feet of stormwater pipe replaced or installed; number of street miles swept	Yes	Yes	Goal 1
Stormwater See above.	Stormwater Capital Improvements Develop and manage capital improvement projects	Yes – Number of projects	Yes	Yes	
Traffic Engineering To enhance the quality of life for residents and visitors by providing essential services for the safe and efficient movement of both vehicular and pedestrian traffic throughout Volusia County. This is accomplished through the planning, design, implementation, and maintenance of traffic	Traffic Engineering 1. Provide a comprehensive program of 24-hour Traffic Counts at fixed stations throughout Volusia County 2. Produce Annual Average Daily Traffic (AADT) counts for state and Volusia County roads 3. Conduct traffic studies to determine whether intersections and/or corridors need additional traffic control	Yes – Number of traffic studies; report of AADT counts; number of days to complete traffic studies; number of development projects reviewed	Yes	Yes	Goal 1, 3

Per County Budget			MJ Assessment		
Program Mission	Program Key Objectives	Measurable?/ Performance Measure Examples	Clearly Stated?	Can Be Achieved Within Budget?	How Aligned with County's Strategic Plan
control devices, such as traffic signals, school zone flashers, curve warning flashers and studies that recommend roadway signing or pavement markings in accordance with standard engineering practices. The Division assists the Florida Department of Transportation and numerous municipalities in accomplishing this same mission.	devices 4. Evaluate development review projects for transportation				
<u>Traffic Engineering</u> See above	<u>Traffic Signal Modernization</u> 1. Provide a comprehensive program of scheduled traffic signal maintenance two times per year on signals 2. Provide a comprehensive program of scheduled school zone and flasher maintenance along County and city roads once per year 3. Provide County-wide 24/7 coverage for both emergency traffic signal trouble calls and non-emergency traffic related problems on signals along city and County roads 4. Maintain communications system to 168 state, County, and city coordinated traffic signals County-wide	Yes – Number of preventative maintenance completed; number of signal communications networks maintained; response time to afterhours emergency traffic signal trouble calls	Yes	Yes	
<u>Water Resources and Utilities</u> Our mission is to employ best management, operations, engineering, and financial practices necessary to produce and deliver safe drinking water; as well as treat and dispose wastewater within environmentally safe regulatory standards; while offering competitively priced products and high	<u>Utility Engineering</u> 1. Maintain the County's Consumptive Use Permit and Florida Department of Environmental Protection Permit	Yes – Number of permits maintained	Yes	Yes	Goal 1, 3

Per County Budget			MJ Assessment		
Program Mission	Program Key Objectives	Measurable?/ Performance Measure Examples	Clearly Stated?	Can Be Achieved Within Budget?	How Aligned with County's Strategic Plan
quality services for all Volusia County Water Resources and Utilities customers.					
<u>Water Resources and Utilities</u> See above	Water Utilities Capital Improvements 1. Develop a CIP program, provide project management, contract design, and construction	Yes – Number of capital projects	Yes	Yes	

Source: FY 2018-19 Adopted Budget.

Based on the information reviewed, the MJ Team concluded that program goals and objectives are generally clearly stated, measurable, can be achieved within budget, and are consistent with the County's strategic plan. Accordingly, the subtask is met.

SUBTASK 4.2 – Assess the measures, if any, the county uses to evaluate program performance and determine if they are sufficient to assess program progress toward meeting its stated goals and objectives.

To perform the assessment, the MJ Team interviewed Public Works management regarding its program goals, objectives, and performance measures. The key performance measures for construction and improvement projects are completing projects within the budget and projected timeline.

Methods used by the County to manage and monitor construction budgets and schedules include the following:

For management and accountability to the County Council and the public, the County has a Capital Project Schedule that tracks the schedule, budget and project status highlights. The report includes the project budget; there is no comparison to actual expenditures. Also there is no comparison of the projected completion timeline to the final completion timeline. For tracking the day-to-day status internally, the Engineering & Construction division uses the **(Figure 4-4)** Project Status report to monitor all aspects of current and near term projects, including the schedule and budget along with detailed notes on the project status and milestones.

FIGURE 4-4
ENGINEERING & CONSTRUCTION DAY-TO-DAY PROJECT STATUS EXAMPLE

Project: Tenth Street – Myrtle to US 1									
Project Number: 5061									
Scope: Realignment – Widening from 2 lanes to 4									
Design Method: design-bid-build									
Phase: Design									
Current Phase deadline:									
Project Manager: Travis Terpstra									
Designer: Consultant – Infrastructure Engineers – Mike Mohler									
<u>Permits</u>									
Agency: SJRWMD									
Status: issued 2-29-2016									
Agency: USACOE									
Status: issued 11/22/16									
<u>Funding</u>									
Design & ROW funded previously.									
Construction Budget: FY 18/19:	<table> <tr> <td>Bond -</td><td>\$ 707,000</td></tr> <tr> <td>NLOGT -</td><td>\$3,950,000</td></tr> <tr> <td>CBIR -</td><td>\$2,800,000</td></tr> <tr> <td>Total -</td><td>\$7,457,000 (excludes RR costs)</td></tr> </table>	Bond -	\$ 707,000	NLOGT -	\$3,950,000	CBIR -	\$2,800,000	Total -	\$7,457,000 (excludes RR costs)
Bond -	\$ 707,000								
NLOGT -	\$3,950,000								
CBIR -	\$2,800,000								
Total -	\$7,457,000 (excludes RR costs)								
Construction Estimate: \$9.5 million with 2013 RR costs									
<u>Agreements:</u>									
1. CBIR from FDOT – Construction to be completed by 12-31-2010 per agreement, obsolete state funding that cannot be re-allocated but rolls over until used. 2. Tri-Party (County, FEC, and NSB) – Splitting into multiple agreements a. Box Culvert Agreement between County and FEC i. received from FEC, pending County review b. Road Crossing Agreement between County, City, and FEC i. received from FEC, pending County review c. FDOT railroad reimbursement agreement between FEC, FDOT, and the City i. Waiting on funding availability from FDOT 3. JPA with UCNSB – legal agreement is ready for execution but will need to be modified pending Barclay redesign. 4. ROW and maintenance with Edgewater – Agreement to go to Council pending NSB agreement (go together) 5. ROW and maintenance with NSB – Agreement to go to Council pending TWK discussion with DE 6. Barclay Land Swap – Fully executed and tracking progress.									

Source: Public Works Director.

In addition, Team MJ reviewed performance measures documented in the County's FY 2018-19 Adopted Budget. These operating indicators are meaningful if compared to the targets in the prior year's budget to determine if the metrics were met. **Figure 4-5** presents the performance measures and reported results in the budget.

FIGURE 4-5
EXAMPLES OF PUBLIC WORKS PERFORMANCE MEASURES IN THE BUDGET

Department / Division	Key Objectives	Performance Measure	FY 2016-17 Actual	FY 2017-18 Estimated	FY 2018-19 Budget
Public Works Services	Implementation of productivity improvement recommendations	Percent of recommendation implemented	0	0	30
Engineering & Construction – Construction Engineering	1. Construct County facilities in the most effective manner	Percent of changes to design after constructing bidding	10	15	15
	2. Include Green characteristics in every building with emphasis on energy efficiency, while obtaining Leadership in Energy and Environmental Design (LEED) certification on new building construction where achievable	Percent of structures which display characteristics common to LEED	75	95	95
	3. Perform engineering review and inspections of site plans and stormwater plans	Number of site plans/stormwater reviews	27	38	40
	4. Review and inspect use permits	Number of permit applications processed	866	900	900
Engineering & Construction – Road Program	1. Perform design/survey tasks to complete projects in a timely manner and meet deadlines set per federal/state grant requirements, should it apply	Number of design projects completed per CIP Schedule	1	3	4
	2. Perform construction tasks to meet goals set forth per CIP sheets and to meet deadlines set per federal/state grant requirements, should it apply	Number of construction projects completed per CIP schedule	1	5	6
	3. Perform construction of trails tasks to meet complete goals set forth per CIP sheets and meet deadlines set per federal/state grant requirements, should it apply	Number of trails completed per CIP schedule	1	1	2
Road and Bridge - Operations	1. Ensure maintenance for the rights-of way are provided at the highest possible level of service	Miles of trees trimmed	67	115	90
	2. Remove existing damaged or non-ADA compliant sidewalk and curb ramps and replace with new ADA compliant sidewalk.	Square feet of sidewalk repaired	41,669	45,000	45,000
	3. Right-of-ways are mowed to maintain a level of service for safety purposes	Number of acres mowed	12,876	12,000	13,000
Stormwater – Drainage Task Team	1. Perform primary drainage system, roadside ditch and stormwater facilities maintenance to improve water quality and quantity flow	Miles of roadside ditch systems cleaned	34	47	75
	2. Replace deteriorated storm pipe and structures	Feet of stormwater pipe replaced or installed	7,045	9,000	8,000
	3. Increase water quality in rivers, lakes and streams by performing routine street sweeping in accordance with Best Management Practices (BMP) that aids in reducing the amount of nutrients in stormwater runoff	Number of street miles swept	3,118	3,500	3,500
Stormwater – Capital Improvements	Develop and manage capital improvement projects	Number of capital improvement projects	3	7	7

Department / Division	Key Objectives	Performance Measure	FY 2016-17 Actual	FY 2017-18 Estimated	FY 2018-19 Budget
Traffic Engineering	1. Provide a comprehensive program of scheduled traffic signal maintenance two times per year on signals	Number of traffic studies & volume/vehicle classification counts	450	450	450
	2. Provide a comprehensive program of scheduled school zone	Complete yearly AADT & LOS report	1	1	1
	3. Provide County-wide 24/7 coverage for both emergency traffic signal trouble calls and non-emergency traffic related problems on signals along city and County roads	Number of days to complete traffic studies after receiving request	90	90	90
	4. Maintain communications system to 168 state, county, and city coordinated traffic signals County-wide	Number of development projects reviewed	500	500	500
Traffic Engineering - Traffic Signal Modernization	1. Provide a comprehensive program of scheduled traffic signal maintenance two times per year on signals	Number of twice per year traffic signal preventative maintenance	672	672	672
	2. Provide a comprehensive program of scheduled school zone and flasher maintenance along County and city roads once per year	Miles of signal communications network maintained & operated	53	53	53
		Number of annual school zone/flasher preventative maintenance	242	242	242
		Response time in hours to afterhours emergency traffic signal trouble calls	2	2	2
Water Resources and Utilities – Utility Engineering	1. Maintain the County's Consumptive Use Permit and Florida Department of Environmental Protection Permit	Number of permits maintained	11	12	12
Water Resources and Utilities – Water Utilities Capital Improvement	1. Develop a CIP program, provide project management, contract design, and construction	Number of capital projects	6	8	6

Source: FY 2018-19 Adopted Budget.

Some of Volusia County's performance measures could be more informative, such as the administrative performance measure of the percent of a consulting firm's recommendations implemented. Performance measures vary among public works departments. The following examples of performance measures from St. Lucie County and Miami-Dade County reports present examples of more informative performance measures. However, this report is not recommending that Volusia County use the same or any of these performance measures. It is simply presenting options for consideration. **Figure 4-6** shows examples of performance measures indicated by other counties.

FIGURE 4-6
EXAMPLES OF PERFORMANCE MEASURES USED BY OTHER COUNTIES

St. Lucie County	Miami-Dade County
Lane miles of additional capacity along existing congested corridors	Number and % of lane miles of road whose condition was either improved or maintained at a satisfactory level

St. Lucie County	Miami-Dade County
% truck miles severely congested	Lane miles in poor, fair, satisfactory and excellent condition
% of roadways with sidewalks and bike lanes	Number of projects completed and number of projects completed within budget
% of transit stops with sidewalk access	Time frame to completion of construction project compared to the industry norm
Pavement condition, 70 or less (<i>uses a subjective pavement condition rating system</i>)	
Bridge condition, 50 or less	

Source: Reports on County's Websites.

Although various performance measures are available in multiple documents, the County lacks a standard report that clearly provides metrics and shows if projects are completed on time and within budget. **Figure 4-7** presents sample revisions to consider for the PW's Capital Project Schedule and for projects less than \$1 million; these revisions would allow PW to monitor cost and timelines for completed projects in a transparent manner.

FIGURE 4-7
SAMPLE REVISIONS TO CAPITAL/OTHER PROJECT SCHEDULES

Description	Amount	Description	Date
Original Contract Amount		Original Substantial Completion Date	
Change Order # x		Change Order # x	
Change Order #x		Change Order #x	
Final Revised Budget		Final Revised Completion Date	
Actual Expenditures per Pay Application		Actual Substantial Completion Date	
Actual Expenditures per Budget Analysis		Actual Final Completion Date	

Source: Team MJ.

Other counties and agencies use additional performance measures for similar programs. A review of other counties' measures could assist Volusia County in enhancing their performance measures. Thus, this subtask is partially met.

SUBTASK 4.3 – Evaluate internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.

To address the requirements of this subtask, Team MJ reviewed various policies and procedures and program reports, which provide reasonable assurance that program goals and objectives will be met, and evaluated the applicable internal controls components. Reports reviewed included the Capital Projects Schedule, FY19 County of Volusia Five Year Forecast, and the

County's Dynamic Master Plan, which track the status of completing both program and project goals and objectives. The reports were reviewed in light of the guiding principles in the COSO Internal Control – Integrated Framework. The *COSO Internal Control – Integrated Framework* is laid out into five components that incorporates 17 principles incorporating internal controls.

The five components are:

- ***Control environment*** – Sometimes referred to as "the tone at the top". Control environment refers to the example set by executive management in its attitude toward the organization's internal controls and processes. In short, control environment refers to the extent to which management "walks the walk" in its approach to protecting the organization's reputation, assets and resources
- ***Risk assessment*** – What can possibly go wrong? Risk assessment seeks to identify business risks, both external and internal, that could prevent the organization from achieving its objectives. For example, identifying what could impede the University's ability to achieve the desired cost savings or efficiencies from outsourcing their MRO supply chain activities.
- ***Control activities*** – Control activities refer to the policies and procedures put in place to meet the organization's objectives, while minimizing the potential for things to go wrong.
- ***Information and communication*** – Information and communication refers to the flow of relevant information both to and from management regarding the effectiveness of the internal controls and meeting the organization's objectives. For example, providing management with a report that shows performance results compared to goals and a written explanation of the deviation causes.
- ***Monitoring activities*** – These are the processes, tasks, reports and actions that management has in place to evaluate the performance of its internal controls and also identify and correct any flaws in the system.

The above- referenced County reports demonstrate an effective internal control environment including control activities, information and communication, and monitoring activities.

In addition to the various reports, the MJ Team obtained and reviewed the following County policies and procedures manuals:

- ***Purchasing & Contracts Procedures Manual***
- ***Budget Preparation Manual***

The MJ Team noted these manuals to be comprehensive, well-written, and reasonably current. As such, the documents serve as important components of the County's system of internal control. MJ compiled a summary of the contents of the manuals to assess their compatibility, cohesiveness, and completeness. **Figure 4-8** provides an overview of the manuals.

FIGURE 4-8
OVERVIEW OF RELEVANT POLICIES & PROCEDURES MANUAL

Name	Effective Date	Selected Key Sections
<i>Purchasing & Contracts Procedures Manual</i>	March 2017	• Ethics • The Need for Competition • Specification and Statement of Work • Obtaining Quotes • Formal Solicitations • Public Advertisements • Award of Contracts and Approvals • Vendor Selection Processes • Requests for Construction Services • Purchasing Committees • Requests for Change Orders • Grants Purchases
<i>Budget Preparation Manual</i>	FY 2019-20	• Budget Transmittal (including how the budget request ties to goals in the Dynamic Master Plan) • Key Objectives • Performance Measures • Revenues • Capital Outlay/CIP • Justification/Itemization

Source: Volusia County Policies and Procedures Manuals.

The management of an organization is responsible for maintaining an effective system of internal control. Accordingly, the MJ Team deployed an internal control questionnaire to the County Manager/CFO to obtain management's assessment of internal controls. The questionnaire asks specific questions about the existence and effectiveness of internal controls and rates each response from 1 (very weak) to 5 (very strong). The business functions included on the survey are as follows:

- Segregation of Duties
- Purchasing
- Contract Management
- Payroll
- Accounts Payable
- Accounts Receivable
- Cash Management & Investment
- Information System Security
- Information System Access
- Information System Backup & Recovery

The MJ Team noted no significant or material weaknesses in internal controls from the perspective of the County Manager/CFO who completed the questionnaire. Accordingly, the MJ Team concludes that policies and procedures are adequate and internal controls provide reasonable assurance that program goals and objectives will be met. Accordingly, this subtask is met.

RESEARCH TASK 5

The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the County Which Relate to the Program

FINDING SUMMARY – Overall, the County meets Task 5. The County prepares and makes available in the public domain a wealth of relative Public Works financial and non-financial information that is useful, adequate, and accurate. However, the County does not prepare a formal report or have a formal process to ensure that data (e.g., website and news releases) in the public domain is adequate and accurate. Public Works plans for and prepares detailed budget and cost information for all projects. Program performance data is included in the budget document for road and bridge, traffic engineering, stormwater, and water resources and utilities projects. The County provided multiple examples that demonstrated both formal and informal processes to ensure that program and cost information available to the public is accurate and complete. Additionally, the MJ Team concludes that Public Works has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the County and that these procedures provide for adequate public notice of corrections.

SUMMARY OF CONCLUSIONS ON RESEARCH SUBTASKS

SUBTASK 5.1

Our work revealed no issues or concerns related to whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.

SUBTASK 5.2

Condition: Subtask 5.2 Partially Met

Review available documents, including relevant internal and external reports that evaluate the accuracy or adequacy of public documents, reports, and requests prepared by the county related to the program.

While the Community Information Division prepares an internal analytics report to measure the County's website traffic, page views, length of time a user views a specific page, and gauges user perceptions of the website, this data does not evaluate the accuracy or adequacy of data. Additionally, while there is a feedback link on the website for users to provide suggestions for improving the quality of information in the public domain, this process is not sufficient to ensure that information is regularly evaluated for adequacy and accuracy.

Cause: The Community Information Division has taken steps through the use of internal analytics reports and customer feedback links (on the website) to strengthen the accessibility and quality of data provided to community members. However, no additional processes have been put in place to ensure the accuracy and adequacy of data.

Effect: The County uses a decentralized method for posting a significant amount of the data on its website, via news releases, and through other communications channels. Individual divisions or departments have a trained individual assigned to post noteworthy information on behalf of the division or department and this information is signed off/approved by the division or department head prior to posting or dissemination. Even with the signoff/approval process in place, there is a risk that the information may not be totally accurate or adequate if no formal evaluation process is in place.

Criteria: Communications best practices suggest that data quality standards be established and that these quality objectives be linked to business/organization objectives. Accuracy and adequacy of data should be a part of the performance measure system.

RECOMMENDATION 5.2

Establish data quality standards and implement a formal evaluation process (report) that addresses the adequacy and accuracy of information provided to the public and communicate these standards and evaluation results to all positions responsible for developing public documents.

SUBTASK 5.3

Our work revealed no issues or concerns related to whether the public has access to program performance and cost information that is readily available and easy to locate.

SUBTASK 5.4

Our work revealed no issues or concerns related to whether processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.

SUBTASK 5.5

Our work revealed no issues or concerns related to whether the program has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the county and that these procedures provide for adequate public notice of such corrections.

ANALYSIS RESULTS & CONCLUSION

SUBTASK 5.1 – Assess whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.

To address the requirements of this subtask, the MJ Team conducted interviews with Public Works (PW), the Office of Finance (Budget & Accounting), and Community Information Division management. The MJ Team evaluated relevant documents that are available to the public on the County’s website to determine usefulness, timeliness, and accuracy. The use of websites by the public sector is the predominant system or communications tool for community members to access financial and non-financial information. The County has a wide array of both types of information on its website, which creates transparency and encourages the public to become knowledgeable about its operations. **Figure 5-1** provides sample documents available to the public on the County’s website. For example, the financial data can be accessed on the County’s website by selecting the ‘Services’ tab from the homepage, then navigating to the ‘Budget and Administrative Services’ tab. Much of the non-financial data can be accessed on the County’s website by selecting the ‘Services’ tab from the homepage and then navigating to the ‘Public Works’ tab.

Upon review of each of the documents in **Figure 5-1**, the MJ Team found the information to be easy to locate, up-to-date, and reliable/accurate.

FIGURE 5-1
DOCUMENTS OBTAINED DURING VOLUSIA COUNTY SITE VISIT

SAMPLE VOLUSIA COUNTY PUBLIC WORKS DOCUMENTS AVAILABLE TO THE PUBLIC	
Financial Information	Description/Purpose
<i>FY 2018-19 Adopted Budget</i>	This document includes the annual operating and non-operating budget adopted by the County Council. It provides details at both the fund and department levels. It also identifies the major issues facing Volusia County from a budgetary perspective. It is designed to generate discussions related to policy issues, service delivery and attainment of performance objectives by the County Council and management during the preparation, review, and subsequent adoption of the budget. Volusia County’s accounting system and budgetary controls utilized during the budget preparation process are described in the budget document along with the budget calendar, which outlines the budget timeline as well as the budget preparation, adoption, and amendment process. The County’s budget document also includes a graphic display of statistical and economic data, which provides context for operations and the needs of its citizens.

SAMPLE VOLUSIA COUNTY PUBLIC WORKS DOCUMENTS AVAILABLE TO THE PUBLIC

<i>Five-Year Forecast FY 2017-18 to FY 2021-22</i>	This document provides a forecast of revenues and expenditures for selected funds covering a five-year period. The Five-Year Forecast provides an understanding of available resources; identifies key variables that cause changes in levels of revenues and expenditures; assesses the level at which capital investment can be made; evaluates financial risk; identifies future commitments and resource demands; and provides a framework from which to develop policy discussions/decisions.
<i>Five-year Capital Improvement Program</i>	This document shows how the use of assets (by department, public facility and infrastructure) are planned either to be developed, replaced, or improved over a multi-year period. It enables the County to look beyond current budget cycles in planning those capital investments that help to maintain effective levels of service to the present and future populations. Capital programming enables public bodies to maintain an effective level of service to the present and future population.
<i>Comprehensive Annual Financial Report (CAFR) 2017</i>	This report provides a complete set of FY-end financial statements presented in conformity with generally accepted accounting principles (GAAP) and audited in accordance with generally accepted auditing standards by a firm of licensed certified public accountants.
<i>Popular Annual Financial Report (PAFR) 2017</i>	This report provides a financial summary in a user-friendly format that helps residents and others to understand how funds are received and spent by County government. Information contained in this Popular Annual Financial Report was derived from the audited Volusia County, Florida, Comprehensive Annual Financial Report (CAFR) for the FY ending September 30, 2016.
<i>Annual Report on County Debt 2017</i>	This document provides a detailed discussion of outstanding debt and debt service obligations for the County. It details information relating to the extent, nature, and purposes of the County's indebtedness and provides assistance in evaluating, reviewing, and planning future financings.
<i>Selected State Revenue Distributions by FY (2004 to current)</i>	These schedules provide the sales and gas taxes received by the County from the State of Florida.
Non-Financial Information	Description/Purpose
<i>County Council Agenda (Section(s) that document Authorization to Approve Projects and Project Progress)</i>	The formal agenda is a document that shows all formal actions, which will be taken on behalf of Volusia County. In general, each agenda item includes the time to discuss the topic followed by an instrument for Council action. When the agenda is well-managed, it allows for a smooth flow of information to the governing body and creates an efficient process through which this group can consider and craft policy decisions.
<i>Citizens Meeting Agenda and Minutes</i>	These types of agenda typically provide an opportunity for appropriate public participation. Citizens can be given the opportunity to address the Council on other subjects of interest. The subsequent minutes document discussion and action taken during meetings.

SAMPLE VOLUSIA COUNTY PUBLIC WORKS DOCUMENTS AVAILABLE TO THE PUBLIC	
<i>Dynamic Master Plan Quarterly Update (October 2018)</i>	This plan provides quarterly summary updates for all major projects undertaken by Volusia County. Public Works project updates include roadways, bridges and drainage, sidewalk renovations, transportation and road studies, traffic signals, and water treatment.
<i>Capital Project Schedule</i>	The schedule provides individual project summary pages, which include: (1) Project site, (2) acquisition, (3) project scope, (4) design timeline, (5) project cost, (6) funding sources, (7) council actions, (8) construction timeline, (9) project status, and (10) project adjustment.
<i>News Releases and Educational Materials</i>	The County issues regular written news releases as a means of announcing noteworthy, important events. News releases are typically mailed or emailed to newspapers, magazines, radio stations, online/social media sources, and/or television stations. Additionally, the County provides educational materials (e.g., flyers) to various community members to inform them of Public Works related projects.
<i>Volusia County Television Station (Channel 15) and Public Meeting Audio Replay</i>	The County produces a weekly 30-minute public information television program called Volusia Magazine that airs on WDSC Channel 15. All cable and satellite providers in Volusia County carry WDSC-TV 15. Volusia Magazine airs Sunday at 5 p.m. and Monday at 7:30 p.m. on WDSC-TV 15 and topics include important County information. The County produces a live-30 minute public radio program every Tuesday at 8:30 a.m., which airs on WNDB, and other times of the week on other Southern Stone radio stations (six stations in the group). The same program is rebroadcast on WSBB on Wednesdays at 8 a.m. Topics include important County information. All County Council meetings are broadcast live on the County's website. The meeting audio and video is also archived online for replay, which allows citizens who were unable to attend in person the opportunity to view the contents of the meeting at their convenience.
<i>Judicial Space Analysis, Five-Year Road Program for 2016-17 to 2020-21, Road Construction and Resurfacing, and Volusia Roads, Bridge and Trails Projects Update</i>	The analysis provides information on a variety of subjects to the public, private land surveyors and engineering consultants such as road right-of-way, road maintenance, abandonments, benchmarks and control data.
<i>2018 Evaluation of Maintenance and Operational Practices</i>	This document is an evaluation report on various divisions of Volusia County's Public Works Department. These divisions include Coastal, Mosquito Control, Road and Bridge, Traffic Engineering, Solid Waste, and Water Resources and Utilities.
<i>2017 Volusia County Average Annual Daily Traffic (AADT) Spreadsheet, Critical/Near Critical State and County Roadway Map, and Adjusting Speed Limits Presentation</i>	These documents are designed to provide statistics that demonstrate how project results enhance the quality of life for residents and visitors by providing essential services for the safe and efficient movement of both vehicle and pedestrian traffic throughout Volusia County.

Source: The MJ Team.

In addition to the documents that are available on the County's website, it should be noted that the Community Information Division prepares a communications plan for major projects to ensure the public is adequately informed about important aspects such as budget, timeframe, and ways that community stakeholders can interface with PW management and other important County officials to learn more about individual projects.

The MJ Team was provided a copy of the plan prepared for one of the largest projects that has been executed by Volusia County, (the Veteran's Memorial Bridge project). A communications plan was prepared in May 2016, describing the \$38-46 million, 32-month project, which is scheduled to be completed by the end of 2019. The plan contains key project details (supported by news releases and informational graphics and flyers) such as the anticipated three to four month demolition process and anticipated hours when construction crews would be working on the bridge.

The plan includes key audiences that required notification/outreach such as business owners in the affected areas, condo residents, County residents, City of Daytona Beach residents, elected officials, fishermen, and the U.S. Coast Guard. The plan also addresses the most effective way to provide information to community members via website, news media, and/or direct mail. Additionally, the plan includes marketing/outreach collateral requirements, the date needed, and target messages.

The MJ Team concludes that public documents prepared by the Volusia County are useful, timely and available to the public. Accordingly, this subtask is met.

SUBTASK 5.2 – Review available documents, including relevant internal and external reports that evaluate the accuracy or adequacy of public documents, reports, and requests prepared by the county related to the program.

To address the requirements of this subtask, the MJ Team interviewed Community Information and Public Works Division management and staff. We also reviewed various documents, which included:

- Website update and maintenance processes, including positions responsible;
- Multiple emails demonstrating internal and external parties were contacted requesting feedback regarding accuracy and adequacy of a variety of information intended for publication on the website, in news releases, etc.;
- Internal utilization analytics;
- Sample financial and non-financial reports maintained on the County website;
- Live meeting audio; and
- Website feedback link.

The County's website is hosted by Solodev, which serves as a professional content management system for web design, digital marketing/interactive initiatives, enterprise hosting, and web development support.

The County's Graphic Designer/Webmaster who reports to the Director of the Community Information Division has the primary oversight responsibility for maintaining the website. The process for adding, updating, and ensuring the accuracy of content to individual web pages is decentralized. The Graphic Designer/Webmaster provides training for each County department, which has an individual who has been assigned and trained regarding uploading content materials and ensuring that the content is both current and accurate. For example, new web page requests would adhere to the following process:

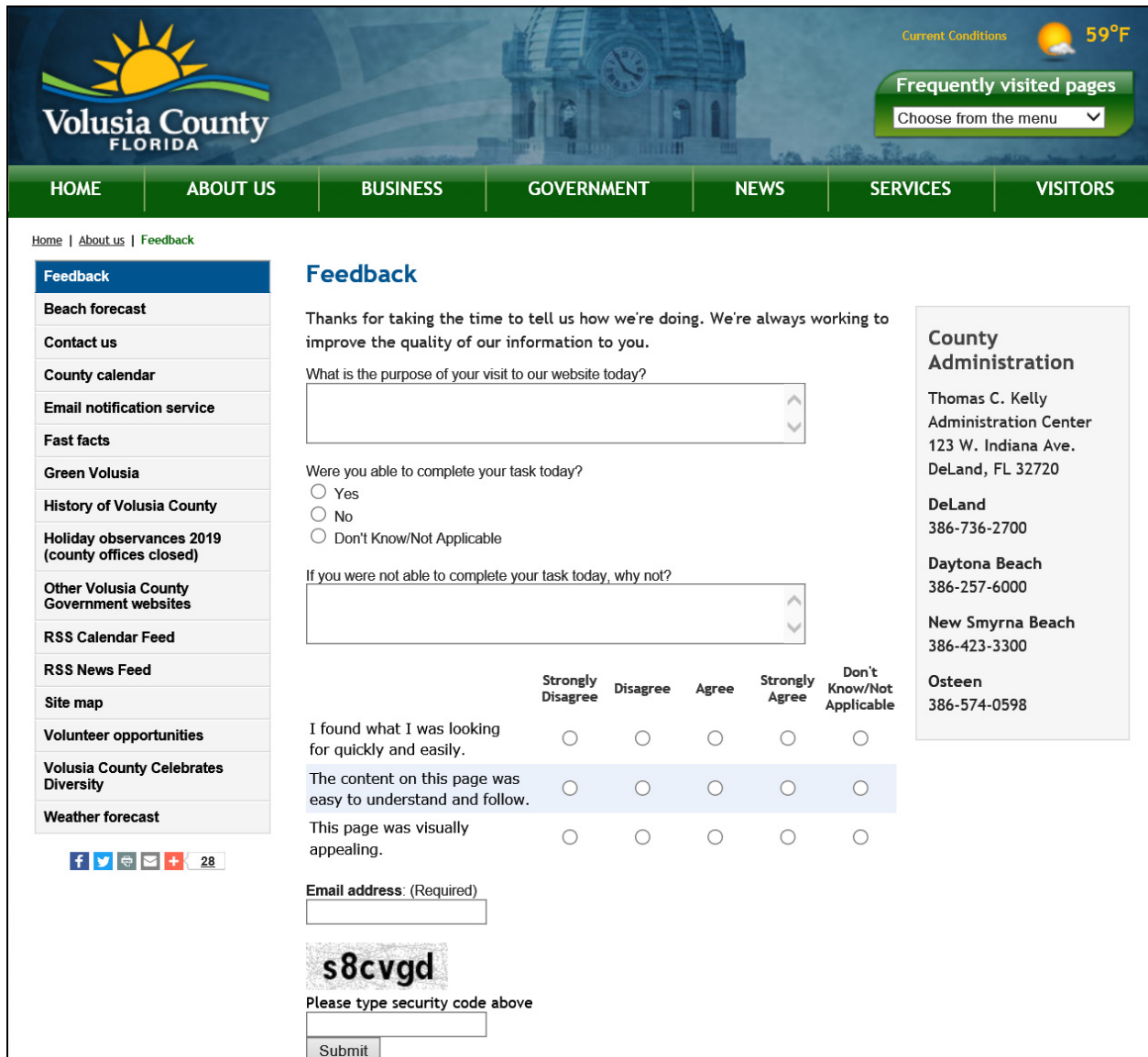
- Contact the Community Information Division with the new web page request;
- Provide an approval of content by the Division Director for the new web page;
- Provide proofed content to the Marketing Specialist in the Community Information Division;
- Include web page title;
- Include the location of new web page;
- Include where links/navigation to the new web page should be added, and link title(s);
- Provide clear instructions;
- Type new content and forward via email or in a Word Document attached to email; and
- Provide titles for links to PDF documents (for documents that need to be added).

The Community Information Director and the Graphic Designer/Webmaster monitor internal analytics related to the County's website. These statistics show that the website received nearly 3 million page views for the period between September 1, 2018 and February 23, 2019. The website received nearly 2.2 million unique page views during this same time period and the average time a viewer spent on a page was approximately 3 minutes.

Website analytics also cover specific PW projects such as the Veterans Memorial Bridge project, which received just over 4,000 page views. Analytics data also showed that community members downloaded 308 news releases, downloaded 228 project history pages, and downloaded 96 detour information pages.

Figure 5-2 shows the website feedback link that provides visitors with the opportunity to comment on the adequacy and accuracy of the information. The link allows users to comment on 1) ways to improve the quality of information provided, 2) ease and understanding of available information, and 3) visual appeal of the information.

FIGURE 5-2
VOLUSIA COUNTY WEBSITE FEEDBACK LINK



Volusia County
FLORIDA

Current Conditions  59°F

Frequently visited pages
Choose from the menu ▼

HOME ABOUT US BUSINESS GOVERNMENT NEWS SERVICES VISITORS

Home | About us | Feedback

Feedback

Beach forecast
Contact us
County calendar
Email notification service
Fast facts
Green Volusia
History of Volusia County
Holiday observances 2019 (county offices closed)
Other Volusia County Government websites
RSS Calendar Feed
RSS News Feed
Site map
Volunteer opportunities
Volusia County Celebrates Diversity
Weather forecast

Feedback

Thanks for taking the time to tell us how we're doing. We're always working to improve the quality of our information to you.

What is the purpose of your visit to our website today?

Were you able to complete your task today?

☐ Yes
☐ No
☐ Don't Know/Not Applicable

If you were not able to complete your task today, why not?

I found what I was looking for quickly and easily.

The content on this page was easy to understand and follow.

This page was visually appealing.

Strongly Disagree Disagree Agree Strongly Agree Don't Know/Not Applicable

Email address: (Required)

s8cvgd

Please type security code above

Submit

County Administration

Thomas C. Kelly
Administration Center
123 W. Indiana Ave.
DeLand, FL 32720

DeLand
386-736-2700

Daytona Beach
386-257-6000

New Smyrna Beach
386-423-3300

Osteen
386-574-0598

Source: <https://www.volusia.org/about-us/feedback.stml>

While the County uses internal analytics reports to measure website traffic and obtain a general understanding of how the public receives available information; and, the website feedback link provides an opportunity for the public to offer input on the quality of available information, no formal report or process is in place to evaluate the adequacy and accuracy of public information.

Best practices for data integrity (accuracy) and quality suggest that public sector/governmental organizations need accurate and timely information to: 1) ensure accountability, 2) manage service effectiveness, and 3) prioritize the best use of resources. An example of the application of this best practice would be to conduct a regular evaluation/audit (e.g., bi-weekly, monthly,

or quarterly depending on the function) of the information content. This process should involve a “sweep” of the content by navigating page-by page checking to ensure it remains to be useful to the public, accurate, and that documents remain valid.

Figure 5-3 presents the type of process the County should consider when evaluating/auditing its website, social media postings and news releases, print and digital media materials, as well as other information published in the public domain.

FIGURE 5-3

SAMPLE PROCESS TO EVALUATE ADEQUACY AND ACCURACY OF PUBLIC DOCUMENTS

Evaluation/Audit Criteria	Description
<i>Determine Goals</i>	Is the content of the information achieving its intended goal/purpose? Is language easy to understand and professional and does the content tone carry the desired message?
<i>Determine Whether Information is Correct/Complete</i>	Is the information formatted consistently and free of spelling errors? Is all information accurate and complete?
<i>Determine Whether Information is Stale</i>	As content ages, facts and data that were once accurate can become inaccurate. Is the information still relevant or has the content become stale or outdated?
<i>Determine Whether Content is Effective/Still Serving Original/Intended Purpose</i>	Is the content useful? Did it reach its intended audience? Is the most effective media source being used to reach the target audience? Did the right subject matter experts contribute? Is the production of the content cost-effective?

Source: The MJ Team.

In summary, the Community Information Division provided multiple emails demonstrating internal and external parties give feedback regarding the accuracy and adequacy of information intended for publication. The division also demonstrated that there is a management sign-off procedure to ensure multiple parties have reviewed documents for accuracy and adequacy prior to being released for public view. Additionally, the Community Information Division provided analytics reports to measure website traffic and the general perception of how community members receive public information. However, when taking these collective elements into consideration, the County’s current process still lacks a content evaluation/audit with associated internal or external reports, which is critical to meet Subtask 5.2. Accordingly, this subtask is partially met.

SUBTASK 5.3 – Determine whether the public has access to program performance and cost information that is readily available and easy to locate.

To evaluate this subtask, the MJ Team reviewed project budget and costs information included in the County’s budget document as well as multiple public engagement documents.

As noted in Subtask 5.1, the Veterans Memorial Bridge project is one of the largest ongoing County projects Volusia County has managed and is located in the heart of the City of Daytona Beach. It is especially important to ensure that program performance and cost information is

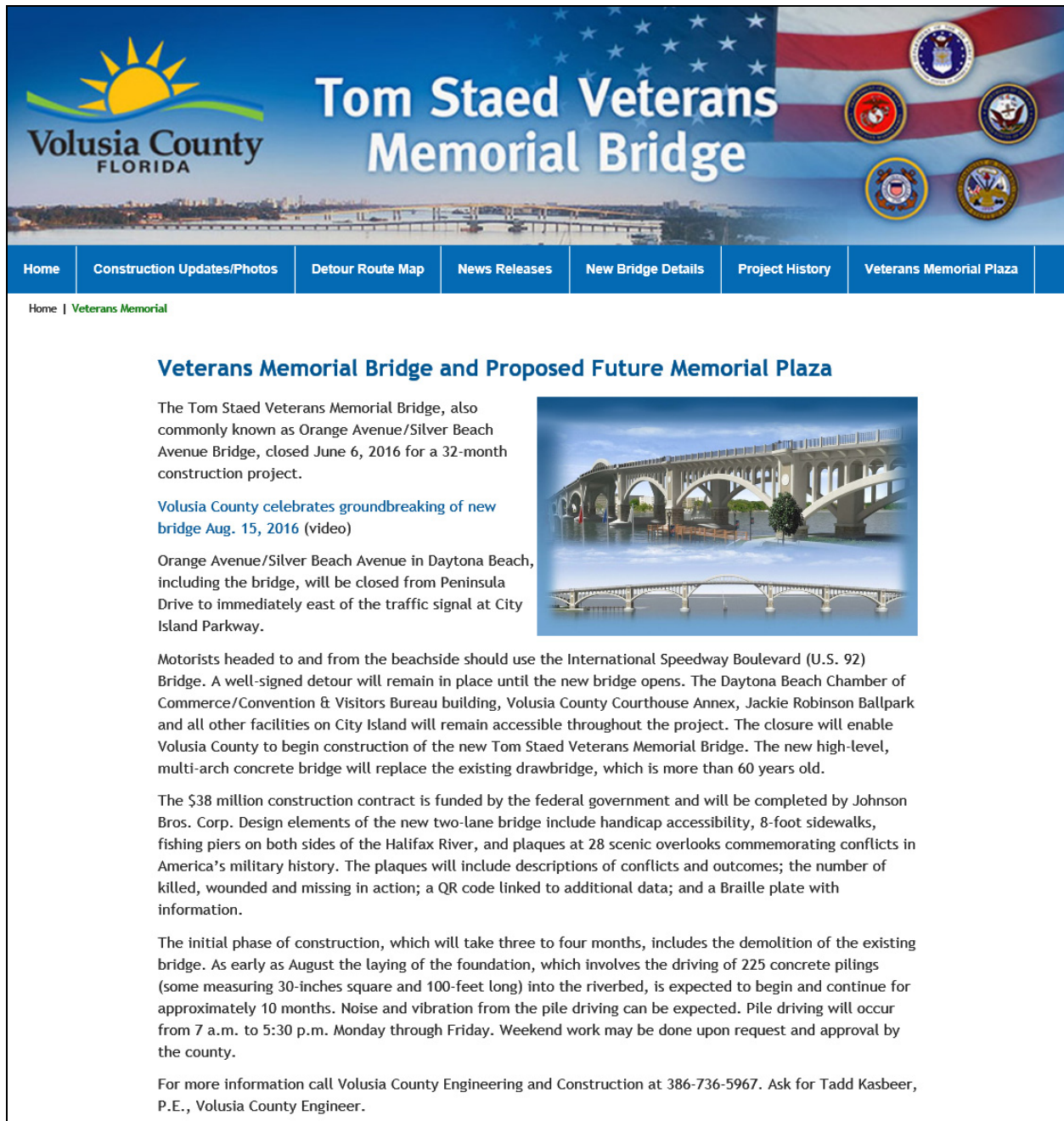
readily available and easy to locate because of the close proximity to commercial and residential areas, which if not managed appropriately, could result in both significant construction delays, and cost overruns. Accordingly, PW has worked to provide meaningful planning details, even prior to construction as well as regular updates on the project's status.

During the design phase for the bridge, the public was invited to participate in two (2) public meetings about the bridge. During these meetings, the project schedule and traffic patterns affecting the local area were presented and discussed. In addition, a Project Advisory Committee (PAC) was formed to provide feedback, make recommendations, and disseminate information to the public. The PAC met 12 times from May 5, 2013 to November 18, 2014. This group helped decide on the bridge type and the project schedule and construction costs were topics of discussion. Also, during the design phase, the County maintained a webpage link to the project.

During the complete construction phase of the project public information was ongoing. The Construction and Engineering Inspector (CEI) coordinates with adjacent property owners, while the Community Information Division handled most of the dissemination of information to the general public. The CEI meets with adjacent property owners to inform them in advance of any activities that would impact them. These types of advance notifications includes disruptions to traffic into or out of their site within a close proximity that would vibrate building workplaces. This type of community contact is handled through face-to-face meetings with the potentially impacted individuals rather than a more formal meeting where an agenda or minutes were prepared. The CEI also meets occasionally with local residents to keep them abreast of the project status.

The County also uses press releases as well as its web broadcast program, Volusia Magazine, to inform the public about the schedule for the project. **Figure 5-4** presents an overview of the proposed future Veterans Memorial Bridge, which includes costs (\$38 million) and program performance information (such as the length of time expected to complete the project – 32 months). **Figure 5-5** shows sample public information meeting notifications for the Veterans Memorial Bridge project.

FIGURE 5-4
VETERANS MEMORIAL BRIDGE AND PROPOSED FUTURE MEMORIAL PLAZA



Veterans Memorial Bridge and Proposed Future Memorial Plaza

The Tom Staed Veterans Memorial Bridge, also commonly known as Orange Avenue/Silver Beach Avenue Bridge, closed June 6, 2016 for a 32-month construction project.

[Volusia County celebrates groundbreaking of new bridge Aug. 15, 2016 \(video\)](#)

Orange Avenue/Silver Beach Avenue in Daytona Beach, including the bridge, will be closed from Peninsula Drive to immediately east of the traffic signal at City Island Parkway.

Motorists headed to and from the beachside should use the International Speedway Boulevard (U.S. 92) Bridge. A well-signed detour will remain in place until the new bridge opens. The Daytona Beach Chamber of Commerce/Convention & Visitors Bureau building, Volusia County Courthouse Annex, Jackie Robinson Ballpark and all other facilities on City Island will remain accessible throughout the project. The closure will enable Volusia County to begin construction of the new Tom Staed Veterans Memorial Bridge. The new high-level, multi-arch concrete bridge will replace the existing drawbridge, which is more than 60 years old.

The \$38 million construction contract is funded by the federal government and will be completed by Johnson Bros. Corp. Design elements of the new two-lane bridge include handicap accessibility, 8-foot sidewalks, fishing piers on both sides of the Halifax River, and plaques at 28 scenic overlooks commemorating conflicts in America's military history. The plaques will include descriptions of conflicts and outcomes; the number of killed, wounded and missing in action; a QR code linked to additional data; and a Braille plate with information.

The initial phase of construction, which will take three to four months, includes the demolition of the existing bridge. As early as August the laying of the foundation, which involves the driving of 225 concrete pilings (some measuring 30-inches square and 100-feet long) into the riverbed, is expected to begin and continue for approximately 10 months. Noise and vibration from the pile driving can be expected. Pile driving will occur from 7 a.m. to 5:30 p.m. Monday through Friday. Weekend work may be done upon request and approval by the county.

For more information call Volusia County Engineering and Construction at 386-736-5967. Ask for Tadd Kasbeer, P.E., Volusia County Engineer.

Source: <https://www.volusia.org/veteransmemorialbridge/>

FIGURE 5-5
SAMPLE PUBLIC INFORMATION MEETING NOTIFICATIONS FOR THE VETERANS MEMORIAL BRIDGE PROJECT



Public Information Meeting

Veterans Memorial Bridge

Design Schedule

Design Begins	February 2013
Phase I Submittal – 30% Civil Plans	August 2013
Phase II Submittal – 60% Civil Plans & 30% Bridge Plans	February 2014
Aesthetic Elements Submittal – 30% Plans	April 2014
Phase II Submittal – 90% All Disciplines	June 2014
Phase IV Submittal – 100% All Disciplines	August 2014
Final Plans & SPECS	September 2014
Production Date	10/30/14
Construction Begins	Late 2014/ Early 2015

7

Source: Volusia County Public Works and Community Information Division.



Public Information Meeting

Veterans Memorial Bridge

Expressed Public Concerns

- Bicycle & Pedestrian Accommodations
 - 8 foot wide sidewalks across the bridge on both the north and south side
 - Bicyclists have a 5 foot wide shoulder on both sides of the bridge to use
- Parking
 - County courthouse parking lot is available for people utilizing the amenities of the bridge
- Right-of-Way
 - All work is being done within existing right-of-way. The only property affected is the Daytona Regional Chamber of Commerce.

6

Source: Volusia County Public Works and Community Information Division.



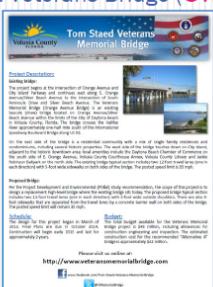
Public Information Meeting

Veterans Memorial Bridge

Project Resources

- County Project Manager: Jim White 386.736.5967, ext 12511 or jwhite@volusia.org
- Volusia County's Website: www.volusia.org/services/public-works/engineering-and-construction
- Project Website: www.VeteransMemorialBridge.com
- Information Center (Kiosk): Located at the Daytona Regional Chamber of Commerce
- Facebook: Tom Staed Veterans Memorial Bridge
- Twitter: Veterans Bridge (@VMemorialBridge)







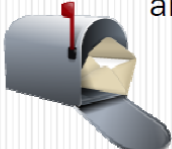
Source: Volusia County Public Works and Community Information Division.



Public Information Meeting

Veterans Memorial Bridge

Comment Forms



Or

Mail Completed Form by:

March 25th, 2014

If you would like to be added to the project's mailing list, please complete a comment form and check the box to be added.



WE WANT YOUR INPUT

COMMENT FORM

VETERANS MEMORIAL BRIDGE

FINANCIAL PROJECT ID No. 242172-1-55-01
COUNTY PROJECT ID: P-5251-1
PUBLIC INFORMATION MEETING
March 11th, 2014



PLEASE PRINT

NAME: _____ E-MAIL: _____

ADDRESS: _____ PHONE: _____

CITY, STATE, ZIP: _____ ADD TO FUTURE MAILING LIST: ☒

COMMENTS: _____

Please complete this comment form during the meeting and return before leaving;
OR
Take the comment form with you to complete, fold, tape (do not staple), add first class postage and mail no later than **March 28th, 2014**.

Source: Volusia County Public Works and Community Information Division.

The public is able to gain access to program performance data from the County’s annual operating budget document, which is performance-based. For example, basic performance measures are included in the annual budget document (which is available to the public on the County’s website) for road and bridge, traffic engineering, stormwater, and water resources and utilities (see **Figure 5-6**). Performance measures typically relate to the quantity and/or efficiency of a task to be completed. The performance measures shown in column 1 on **Figure 5-6** are the indicators and units the County uses to measure the effectiveness of tasks for various Public Works projects. Column 2 shows the actual outcome of the performance measure for FY 2017-18. Column 3 shows the estimated performance outcome for FY 2017-18 and column 4 shows the anticipated budgeted outcome for FY2018-19. All the PW performance measures are accessible to the public via the County’s website.

FIGURE 5-6
EXAMPLES OF PUBLIC WORKS BASIC PERFORMANCE MEASURES

COLUMN 1	COLUMN 2	COLUMN 3	COLUMN 4
Performance Measures	FY 2016-17 Actual	FY 2017-18 Estimated	FY 2018-19 Budget
Road and Bridge			
Cubic yards of emergency road spot repair	2,348	2,200	2,000
Miles of trees trimmed	67	115	90
Square feet of sidewalk repaired	41,669	45,000	45,000
Number of acres moved	12,876	12,000	13,000
Traffic Engineering			
Number of traffic studies & volume/vehicle classification counts	450	450	450
Complete yearly Average Annual Daily Traffic (AADT) and Line Of Sight (LOS) report	1	1	1
Number of days to complete traffic studies after receiving request	90	90	90
Stormwater			
Miles of roadside ditch systems cleared	34	47	45
Feet of stormwater pipe replaced or installed	7,045	9,000	8,000
Number of street miles swept	3,118	3,500	3,500
Water Resources and Utilities			
Number of utility locates performed	2,732	2,814	2,787
Amount of potable water processed (millions of gallons per year)	5	5	5
Reclaimed water pumped (millions of gallons per year)	2	2	2

Source: FY 2018-19 Adopted Budget.

In summary, the public has access and input into both program performance and cost information as early as the planning and design phases of most major projects. Basic program performance measures and cost information are available to the public by accessing the annual operating budget on the County's website. The public can readily access quarterly project updates by viewing quarterly capital projects updates. Based on the documented practices noted above, the MJ Team concludes that public has access to program performance and cost information that is readily available and easy to locate. Accordingly, this subtask is met.

SUBTASK 5-4 – Review processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.

To address the requirements of this subtask, the MJ Team interviewed the Deputy County Manager/CFO, the Public Works Director, and other members of County management and also reviewed various documents and reports, which included:

- FY 2018-19 Adopted Budget;
- Five-Year Forecast FY 2017-18 to FY 2021-22;
- Five-year Capital Improvement Program;
- Comprehensive Annual Financial Report – 2017;
- Multiple County Council Agendas that Document Authorization to Approve Projects;
- Work Plan Options to Implement the Ten-Year Commitment for Transportation Funding;
- Dynamic Master Plan Quarterly Update (October 2018); and
- Community engagement process documentation (e.g., related agendas, public notices, minutes documenting project planning initiatives and on-going status meetings).

County Finance/Accounting management and PW management members interviewed were very knowledgeable of the above referenced documents along with applicable policies and procedures required for providing appropriate quality assurance to ensure accurate and complete information is provided to the public. The County also uses Financial Modules of CGI AMS Advantage Software to provide human resource, performance budgeting and financial management, which assists with ensuring the accuracy of program performance and cost information. The MJ Team validated the processes outlined below.

Financial and non-financial documents that require County Council approval are submitted via an agenda item for County Council action. Volusia County has guidelines in place that dictate when an item must be approved by County Council including a purchasing ordinance and policies and procedures that must be followed for the Accounting, Grants and Budget Division(s) to initiate a project and move it forward for County Council approval.

All items appearing before County Council are subject to review and approval at multiple levels and multiple checks for accuracy and completeness during the process. Review and approval is documented for all agenda items on the face of each agenda item. All agenda items are available on the internet at <https://vcservices.vcgov.org/agenda/agenda-minutes.asp>. The approval levels for each agenda item include division, department, purchasing, budget, legal

and the County Manager/Deputy County Manager/CFO's office. The approval obtained at each step is required to ensure compliance with laws and policies before an item is submitted to the agenda.

The first step is to ensure the department and division director has reviewed and signed off on agenda items. The department and division is also responsible for ensuring any expenditures proposed is in compliance with laws and policies, as well as compliance with grant requirements. The final approval on an agenda item is the County Manager and Deputy County Manager/CFO and these two (2) approval authorities also review agenda items for all matters of compliance. The following are examples of approval requirements that must be met prior to moving documents forward to County Council.

- Purchasing – “Approved in Accordance with Purchasing Policies and Procedures”
- Budget – “Approved as to Budget Requirements”
- Legal – “Approved as to Form and Legality”

Flowcharts for award of contract agenda items and budget resolutions were provided to the MJ Team to further demonstrate the County's process for ensuring program and performance data is accurate and complete.

Another example of a preparation and review process to address Subtask 5.4 is related to the capital project schedule.

A Capital Project Schedule (CPS) quarterly update is prepared for all capital projects that have a cost higher than \$1 million or as otherwise directed by the County Council. A capital project is defined as any project to build, improve or develop a County asset or infrastructure. The preparation of the required update is overseen by the County Engineer and the Public Works Administrative staff in accordance with the following process.

PW provided a process review example of the PW-ENG-5061 (Tenth Street Widening – Myrtle Ave to US 1 in New Smyrna Beach and Edgewater) project to demonstrate how accuracy and completeness is determined for program performance and costs. Once a division or department has obtained the necessary funding to begin work on a capital project, they will need to contact the County Engineer. In coordination with the County Engineer, the division's or department's project manager prepares a schedule for the project and identifies the funding sources for each step of the project.

The project information developed during this collaborative effort will be used to complete the Capital Project Schedule quarterly update form. In addition, to schedule and funding, this step includes a description of the project with either a map or exhibit of the proposed improvement. After the initial form has been prepared, the division or department project manager is required to update the form with new or revised information on a quarterly basis.

Once the form has been prepared, it is initially reviewed by PW for obvious errors and then added by PW to the County's SharePoint system specifically for the CPS forms. SharePoint is a central storage location that manages the CPS forms and organizes the projects by department

and division. Once a project form has been added to the system, PW staff coordinates with County Information Technology Division to grant the division or department project manager access to the SharePoint system.

The SharePoint system allows the form to be checked out as a WORD file so that it can be updated. The file will open in WORD and any changes will be automatically tracked in the file. Once the project manager has completed updating the form for that quarter, appropriate division management can save and close out the document. After the document is closed, the user will be prompted to check the document back into SharePoint or cancel the proposed changes. The document must be checked back into the system for the changes to the form to be saved on SharePoint. The update is scheduled to be completed by the project manager in the SharePoint system by the 2nd Tuesday of the last month of the quarter.

Following submittal of the CPS update by the project manager, the County Engineer is required to access SharePoint and review the forms for accuracy. Any changes will be tracked. This review is scheduled to be completed by Friday following the 2nd Tuesday of the last month of the quarter. Subsequently, the reviewed forms will be checked by PW for accuracy and syntax/language consistency. The forms will then be reviewed by the PW Department management, the Purchasing Division and appropriate project managers. The Budget Division will then review the financial information for accuracy, consistency, and completeness with the approved budgets prior to County Council actions.

Based on the Deputy County Manager's availability the following week, the Capital Project Review team will meet to review the updated CPS forms. The forms will be discussed and scrutinized by the group and modified at the direction of the Deputy County Manager, the County Engineer, and the PW administrative staff by the following Wednesday of the last month of the quarter.

The County Engineer will then prepare the County Council Agenda item necessary to present the quarterly CPS update to the County Council. The agenda item will include the required narrative introducing the item and the updated CPS quarterly forms. Once the item has been completed in the County's OnBase system for County Council items, it is forwarded to the Public Works Director for his review and approval. The items are subsequently forwarded to Finance, Budget & Administrative Services, Legal, the County Attorney, the Deputy County Manager/CFO, the Deputy County Manager and County Manager for review and approval.

A pre-agenda conference meeting is held prior to finalizing the County Council meeting agenda a week prior to the County Council meeting. At the meeting, each item is presented to the County Manager, County Attorney Deputy County Manager, Deputy County Manager/CFO and all County department managers by the responsible department. The quarterly CPS update is presented by the County Engineer at that meeting as the final check prior to publication with the County Council agenda.

Following that meeting, the County Council agenda is published on the County website, which includes PDF files of each agenda item. Once the agenda has been set, and prior to the County

Council meeting, the County Manager typically meets with each of the County Council members individually to review the meeting agenda and its items. The County Engineer will be present to review and discuss the CPS update at such meetings as needed.

At the scheduled County Council meeting, the County Engineer will present the quarterly CPS update to the County Council. The project manager is expected to attend the meeting in case there are questions of a detailed nature that cannot be addressed by the County Engineer.

Based on the documented practices outlined above, the MJ Team concludes that the County has adequate processes in place to ensure performance and cost information provided to the public is both accurate and complete. Accordingly, this subtask is met.

SUBTASK 5.5 – Determine whether the program has procedures in place to ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the county and that these procedures provide for adequate public notice of such corrections.

During interviews with Volusia County management, the MJ Team learned that public documents that require prompt correction typically fall into four (4) categories, which include the following:

- 1) News releases
- 2) Website updates
- 3) Council agenda items
- 4) Bid documents

To address the requirements of this subtask, the MJ Team reviewed the procedure the County has in place for correcting errors to documents that are in the public domain. **Figure 5-7** summarizes County document correction procedures and individuals/positions responsible for making the corrections.

**FIGURE 5-7
SUMMARY OF COUNTY DOCUMENT CORRECTION PROCEDURES**

Sample Type of Document	Individuals Responsible/Summary of Procedure
<i>News Releases</i>	The originator of the news release is required to send out a corrected news release. The correction is clearly noted in the subject and the body of the release and is forwarded to all parties where the news release was originally sent.
<i>Website Updates</i>	The web editor for the affected division goes into the system and makes the required update/correction as soon as notified.
<i>Council Agenda Items</i>	Agenda Manager and Webmaster

Sample Type of Document	Individuals Responsible/Summary of Procedure
<i>Bid Documents</i>	Representative (Procurement Manager) from the Purchasing & Contracts Division is responsible for clarifying and/or making corrections to bid documents using the bid amendment process (prior to bid award), which is then published everywhere the original bid package was released. Vendors are required to acknowledge (sign) that they have seen the clarification/correction and submit with the bid submission.

Source: Community Information Division.

The MJ Team concludes that the program has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the County and that these procedures provide for adequate public notice of such corrections. Accordingly, this subtask is met.

RESEARCH TASK 6

COMPLIANCE OF THE PROGRAM WITH APPROPRIATE POLICIES, RULES, AND LAWS.

FINDING SUMMARY – Overall, Volusia County’s Public Works Department (PW) meets Task 6. The County Attorney’s Office (CAO) oversees the County’s compliance with applicable (i.e., relating to the program’s operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. The CAO stays abreast of federal, state, and local legislation that could impact County departments, including PW. The division of responsibility within the CAO ensures that the County remains in compliance with procurement and grant legal requirements. The County Council approves all policies that impact the County. Internal controls and processes to take corrective action when applicable are adequate to ensure compliance with laws, rules, regulations, and policies and procedures. Ordinance 2019-4, amends the Code of Ordinances to levy the half cent infrastructure tax upon voter approval. The ordinance reflects the requirements of 212.055 (2) of the *Florida Statutes* and establishes a citizens review committee to provide oversight of planned uses of the surtax to ensure that such uses are in compliance with applicable state laws, rules, and regulations. Finally, the County’s planned list of projects are in compliance with applicable state laws, rules, and regulations.

SUMMARY OF CONCLUSIONS ON RESEARCH SUBTASKS

See the Analysis and Results section below for details regarding these conclusions.

SUBTASK 6.1

Our work revealed no issues or concerns related to whether the program has a process to assess its compliance with applicable (i.e., relating to the program’s operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

SUBTASK 6.2

Our work revealed no issues or concerns related to program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

SUBTASK 6.3

Our work revealed no issues or concerns related to whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.

SUBTASK 6.4

Our work revealed no issues or concerns related to whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations.

ANALYSIS RESULTS & CONCLUSION

SUBTASK 6.1 – Determine whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

To address the requirements of this subtask, the MJ Team conducted a joint interview with the County Attorney, the Deputy County Attorney for Development and Regulation, and the Deputy County Attorney for Governance and Operation. The MJ Team learned through review of the County budget that the mission of the CAO is: *to represent the charter government, the county council, the county manager and all elected and appointed department heads as county officers, all other departments and divisions of county government and all adjustment, regulatory and advisory boards in all legal matters affecting Volusia County government.* To achieve this mission, the CAO must have leadership supported by a team of attorneys to handle the County's legal matters.

The CAO serves as General Counsel to the County Council and represents the County in legal matters. The legal department currently consists of fourteen lawyers. The division of responsibility is an important component of how the CAO ensures all legal considerations are covered. Assigning attorneys to areas of their expertise and training is an important component of the CAO's process to assess and ensure that the County is in compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

There are three groups of four lawyers functionally grouped in divisions for governance and operation; development and regulation; and litigation. One lawyer provides law enforcement advice and performs related duties. Among other assignments, the governance and operation section has pertinent primary responsibility for contracting and procurement. The Deputy County Attorney for this section reviews all procurements to ensure that they comply with County policies and applicable law. All council agenda items must have this attorney's signature indicating approval as to form and legality. For professional services, the attorney ensures compliance with the Consultants Competitive Negotiations Act (CCNA).

The development and regulation section has primary responsibility for agency grant funding agreements and environmental permitting. The Deputy County Attorney in this section oversees legal compliance with federal and state grant agreements, most of which are with FDOT in connection with Local Agency Program (LAP) and Joint Participation Agreements (JPA), which are state funds. LAP grants are federal transportation funds that flow through the FDOT

to sub-recipient towns, cities and counties in Florida for the development, design, and construction of transportation facilities.

The legal staff defends and prosecutes for the County in litigation and administrative proceedings. Litigation proceedings in state and federal courts include, but are not limited to, challenges to ordinances, challenges to County codes and County Charter, eminent domain, civil rights actions, claims of negligence resulting in property damage, personal injury and wrongful death, mortgage foreclosures, workers compensation claims, property assessment disputes, appeals for review of County Council decisions, elections dispute cases and Code Enforcement Board lien foreclosures.

The CAO is responsible for conducting legal research, drafting and revising ordinances, resolutions, contracts, real property instruments, legislation, etc. The CAO updates bankruptcy files on notices of bankruptcy; collects delinquent taxes, fees and special assessments and files claims where necessary. Attorneys represent the County in appeals in state and federal courts.

MJ also examined the following documentation, which provides evidence of a process to assess the County's compliance with federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies particularly those related to the infrastructure sales tax.

Meeting Logs-P&C/PW

These logs provide evidence of meetings between PW and P&C to discuss various open bids. The logs include the solicitation number, purchasing analysis, project name, pre-bid date, closing date, council date, and review notes. The MJ Team reviewed the spreadsheets noting that they document solicitation information by PW division and include notes evidencing collaboration between purchasing and PW. The discussions and notes taken during these meetings provide evidence of a process to assess PW's compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

Meeting Logs-P&C/County Attorney/PW

These logs provide evidence of P&C and County Attorney coordination on PW-related solicitations. The log includes the RFP/Bid#; project title; user department; purchasing analyst; bid opening date; date submitted to legal, agenda deadline; target council meeting; estimated annual dollars, attorney assigned, and actions. The logs include this information for open, complete, and on hold solicitations.

The MJ Team reviewed the logs noting that they document solicitation information by including notes by County attorneys that provide evidence of their legal review and involvement in the solicitation process. County attorney involvement in the solicitation process and their detailed review of each solicitation provides evidence that there is a process to assess PW's compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

Agenda Items

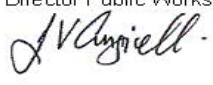
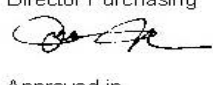
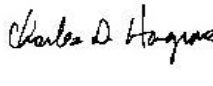
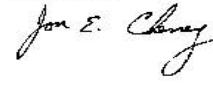
In accordance with applicable laws and policies, items that require County Council approval are placed on an agenda for action. Such laws and policies dictating when an item must be approved by County Council include but are not limited to the purchasing ordinance and procurement policies and procedures and other policies such as those covering accounting, investments, grants and budget. The approval levels for each agenda item include division, department, Purchasing, Budget, Legal and County Manager/CFO's Office. The approval obtained at each step is required to ensure compliance with laws and policies before an item is submitted to the agenda.

The department and division are also responsible for ensuring any expenditures proposed comply with laws and policies, as well as compliance with grant requirements. The final approval on an agenda item is the County Manager/CFO approval, which is also looking to review items for all matters of compliance.

The approval obtained on each agenda item coming before County Council is an important aspect of the County's process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

Figure 6-1 provides an example of an agenda item and shows all of the signatures required before County Council approval.

FIGURE 6-1
AGENDA ITEM SIGNATURE SECTION

Date: 06/05/2018		AGENDA ITEM		Item: MM	
☐ Ordinance		☐ Resolution		☐ Budget Resolution	
☒ Other					
County Goals					
☐	Thriving Communities	☐	Economic & Financial Vitality	☐	Excellence In Government
				☒	NA
Department: Public Works					
Division: Traffic Engineering					
Subject: Use of Seminole County contract, IFB-802258-1, for intelligent traffic systems parts.					
John Angiulli Director Public Works  Department Approval		Jeaniene Jennings Director Purchasing  Approved in Accordance with Purchasing Policies and Procedures		Legal Charles Hargrove Deputy County Attorney  Approved as to Form and Legality	
Jon Cheney Director Traffic Engineering  Division Approval		Phyllis Schwarz Proxy for Tammy Bong Director Management and Budget Approved as to Budget Requirements		County Manager's Office Tammy Bong Proxy For Donna de Peyster Deputy County Manager 	
Council Action: Approved As Recommended					

Source: Volusia County's Purchasing Director.

Training Presentations

The MJ Team reviewed two (2) P&C training presentations. Each has topics that are reflective of the provisions in the County's Purchasing & Contracts Procedures Manual. One of the presentations is entitled: *Partnering with Purchasing & Contracts* and emphasizes the important role of P&C as follows:

ALL contracts/agreements requiring a signature must go through Purchasing & Contracts. Contact a Purchasing Analyst with questions. Do NOT sign contracts/agreements. NO EXCEPTIONS!

The presentation's content includes the following:

- Ethics
- Communication
- Where to find information
- Spending Limits
- Types of Solicitations
- Scope of Work/Services
- Sourcing
- Types of Purchase Orders
- Contracts and Agreements
- Vendor Relations
- Need to know
- Conclusion

The other presentation that the MJ Team reviewed is entitled: *Guide to Construction and Professional Services Procurement*. The topics in this presentation are reflective of the provisions in the County's Purchasing & Contracts Procedures Manual that cover construction and professional services procurement. The presentation includes a discussion of the Consultants Competitive Negotiation Act (CCNA) under s. 287.055 *Florida Statutes*, which is a qualifications based public procurement method. Procurement of these services is accomplished through a request for statement of qualifications (RSQ), where the qualifications, experience, and team are the predominant evaluation criteria. Price is not included, as this process follows the State of Florida CCNA.

- A/E and Professional Service- how to procure
- What is CCNA- what are the steps
- Continuing Services Contract- when and how to use
- Task Assignments
- Steps to Construction
- Bonds and Insurance
- Funding sources and how they apply to the project

- Local Preference
- Scope of Work
- Change orders
- Completing the Project
- Debarment
- Vendor Relations
- Forms

Providing procurement training provides some assurance that County employees will be aware of the County's procurement policies and procedures. Training is a vital part of the County's process to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. The MJ Team examined training session attendance sheets noting that PW employees were attendees for the training sessions examined as shown in **Figure 6-2**.

FIGURE 6-2
TRAINING PRESENTATION ATTENDANCE

Course Description	Date	Time	Total Attendees	PW Attendees
Partnering With Purchasing (Purchasing 101)	03/15/2018	9:00 am	15	2
Understanding the Construction & Consultant Process	03/15/2018	10:00 am	9	4
Partnering With Purchasing (Purchasing 101)	03/15/2018	2:00 pm	8	5
Partnering With Purchasing (Purchasing 101)	10/18/2018	9:00 am	17	3
Understanding the Construction & Consultant Process	10/18/2018	10:00 am	4	1
Partnering With Purchasing (Purchasing 101)	10/18/2018	2:00 pm	3	0
Understanding the Construction & Consultant Process	03/01/2017	3:00 pm	13	8
Partnering With Purchasing (Purchasing 101)	03/01/2017	9:00 am	41	14
Understanding the Construction & Consultant Process	03/01/2017	10:00 am	18	12
Total			128	49

Source: Presentation Sign-in Sheets.

Based on the analysis performed, the program has a process to assess compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. Accordingly, this subtask is met.

SUBTASK 6.2 – Review program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules and regulations; contracts; grant agreements; and local policies and procedures.

To address the requirements of this subtask, the MJ Team reviewed the County’s FY 2015, 2016, and 2017 external audit report to determine if the auditors had identified internal control weaknesses that directly impact the PW program. The MJ Team also reviewed examples of program internal controls and the results of federal and state grantor’s audit reports.

External Audit Reports

During an audit of a governmental entity, independent auditors perform procedures and issue reports that address the entity's internal controls. The County's independent auditors issued the following reports in connection with their audit. Each of the reports addressed some aspect of the County’s internal controls:

- Report of independent auditor on internal control over financial reporting and on compliance and other matters based on an audit of the financial statements performed in accordance with Government Auditing Standards;
- Schedule of Findings and Questioned Costs;
- Independent Auditor’s Report on Compliance for each Major Federal Program and State Project and Passenger Facility Charge Program and Report on Internal Control over Compliance in Accordance with the Uniform Guidance, Chapter 10.550, Rules of the Auditor General, and Passenger Facility Charge Audit Guide for Public Agencies;
- Independent Auditors’ Management Letter Required by Chapter 10.550, Rules of the State of Florida Office of the Auditor General; and
- Independent Accountants’ Examination Report.

Figure 6-3 provides an overview of internal control issues the independent auditors identified in each of the reports listed above which identified three internal control deficiencies during the past three years.

**FIGURE 6-3
FYS 2015-2017 INDEPENDENT AUDITOR REPORTS**

REPORT OF INDEPENDENT AUDITOR ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS (FINANCIAL STATEMENT AUDIT)				
Overall Conclusion	Number of Findings	Findings Directly Impact PW Program?	Findings Explanation	Corrective Action Plan Developed?
2015: <i>No deficiencies in internal control over financial reporting considered to be material weaknesses</i>	0	N/A	N/A. A certain deficiency in internal control, described in the accompanying Schedule of Findings and Questioned Costs as finding number 2015-001 considered to be a significant deficiency.	N/A

REPORT OF INDEPENDENT AUDITOR ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS (FINANCIAL STATEMENT AUDIT)

2016: <i>No deficiencies considered to be material weaknesses</i>	0	N/A	N/A	N/A
2017: <i>No deficiencies considered to be material weaknesses</i>	0	N/A	N/A	N/A

SCHEDULE OF FINDINGS AND QUESTIONED COSTS

Overall Conclusion	Number of Findings	Findings Directly Impact PW Program?	Findings Explanation	Corrective Action Plan Developed?
2015: <i>Identified certain deficiencies in internal control considered to be significant deficiency</i>	1	No	2015-001 Airport Fund Prior Period Adjustment: County management discovered that the \$2.3 million grant revenue for the Daytona Beach Airport Fund should not have been recognized until the current FY; however, the grant was improperly recognized in the prior FY.	Yes
2016: <i>No deficiencies</i>	0	N/A	N/A. Corrective action was taken for 2015-001	N/A
2017: <i>No deficiencies</i>	0	N/A	N/A	N/A

INDEPENDENT AUDITORS' REPORT ON COMPLIANCE FOR EACH MAJOR FEDERAL PROGRAM AND STATE PROJECT AND PASSENGER FACILITY CHARGE PROGRAM AND REPORT ON INTERNAL CONTROL OVER COMPLIANCE IN ACCORDANCE WITH OMB CIRCULAR A-133, CHAPTER 10.550, RULES OF THE AUDITOR GENERAL, AND PASSENGER FACILITY CHARGE AUDIT GUIDE FOR PUBLIC AGENCIES

Overall Conclusion	Number of Findings	Findings Directly Impact PW Program?	Findings Explanation	Corrective Action Plan Developed?
2015: <i>No deficiencies in internal control over compliance considered to be material weaknesses</i>	0	N/A	N/A	N/A
2016: <i>No deficiencies</i>	0	N/A	N/A	N/A
2017: <i>No deficiencies</i>	0	N/A	N/A	N/A

INDEPENDENT AUDITORS' MANAGEMENT LETTER REQUIRED BY CHAPTER 10.550, RULES OF THE STATE OF FLORIDA OFFICE OF THE AUDITOR GENERAL

Overall Conclusion	Number of Findings	Findings Directly Impact PW Program?	Findings Explanation	Corrective Action Plan Developed?
2015: <i>One management letter recommendation</i>	1	No	2015-002 Duplicate Payment of Invoices: Identified 96 group insurance claims invoices that were paid twice between October 2014 and January 2015. An	Yes. Recommend internal controls related to duplicate invoices

INDEPENDENT AUDITORS' MANAGEMENT LETTER REQUIRED BY CHAPTER 10.550, RULES OF THE STATE OF FLORIDA OFFICE OF THE AUDITOR GENERAL				
Overall Conclusion	Number of Findings	Findings Directly Impact PW Program?	Findings Explanation	Corrective Action Plan Developed?
			update to the accounting software temporarily allowed the processing of duplicate invoices, though the software error was detected and corrected by management in January 2015. However, the aforementioned 96 invoices, totaling \$20,244 had already been paid twice and the double payments were not detected or corrected by the County's internal controls.	continue to be designed to prevent such errors from occurring, but also to detect and correct duplicate payment after the fact should a similar situation occur.
2016: <i>One management letter recommendation</i>	1	No	2016-001 Volunteer Firefighters' Pension Plan Investments: During testing of the Volunteer Firefighters Pension Plan (the Plan) investments, noted one investment within the portfolio made up 31% of the portfolio value at year-end. The Plan's policy states that investments "will be diversified with no more than 30% of its value invested in the securities of any single issuer or instrument". Recommended the Plan assess the portfolio composition and potential need for rebalancing of investments.	Correction action was taken for 2015-001 from 9/30/15. No finding or recommendations remain uncorrected from the second preceding FY. (Note: No direct reference to 2015-002)
2017: <i>No management letter recommendations</i>	0	N/A	N/A	2016-001 Volunteer Firefighters' Pension Plan Investments – Corrective action taken

INDEPENDENT ACCOUNTANTS' EXAMINATION REPORT				
Overall Conclusion	Number of Findings	Findings Directly Impact PW Program?	Findings Explanation	Corrective Action Plan Developed?
2015: <i>No deficiencies found</i>	0	N/A	N/A	N/A
2016: <i>No deficiencies found</i>	0	N/A	N/A	N/A
2017: <i>No deficiencies found</i>	0	N/A	N/A	N/A

Source: CAFR per Volusia County Website.

Internal Controls – Agenda Items Approval Processes

In accordance with the applicable laws and policies, items that require County Council approval are submitted to an agenda for County Council action, as described in detail in Subtask 5.4.

All items appearing before Council are subject to review and approval at multiple levels. All such review and approval is documented for all agenda items on the face of each agenda item. The approval levels for each agenda item include division, department, Purchasing, Budget, Legal and County Manager/CFO's Office. The approval obtained at each step is required to ensure compliance with laws and policies before an item is submitted to the agenda.

Grantor Compliance Audits

During the course of any given year, the County may be audited or reviewed by either federal or state government relating to grant compliance. The grantor agency notifies the County Department/Division Director, County Chair, County Manager, or County representative that an audit or review is forthcoming.

The department director notifies the County Manager or Deputy County Manager of the impending audit/review.

- If these audits identify deficiencies or issues, the department director responsible for compliance for that particular grant, must respond to the County Manager or Deputy County Manager on the corrective action taken to cure the deficiency.
- If there is a disagreement with a finding that cannot be resolved between the grantor agency and the department director, the County Manager or Deputy County Manager would be involved in resolving the disagreement.

A recent example is a review/audit performed for the State Housing Initiatives Program (SHIP) program.

Volusia County receives an annual allocation of SHIP funds. Volusia County receives an annual allocation of SHIP funds through the Florida Housing Finance Corporation (FHFC). The program is monitored by FHFC on a periodic basis according to requirements set forth in Section 67-37.019 (1-6) of the SHIP Rule to determine compliance with the SHIP Rule and *Florida Statutes*. Grantees are monitored approximately once every four (4) years and are selected based on the amount of the annual allocation, amount of annual expenditures, organizational capacity, and other factors. If any observation or deficiency is noted by FHFC, the local government must:

- Submit a written response within 30 days
- Include an explanation and/or remedy
- Include a plan for correcting issues that includes a timeline
- If necessary, include a plan for repayment of ineligible expenses
- FHFC then accepts or rejects the response

SHIP conducted a compliance audit of Volusia County in September 2017 based on the County's annual grant allocation of \$555,687. The audit report issued September 18, 2017 identified the following four observations.

- Lack of an annual monitoring for two of three rental properties selected for review
- Three files with issues with either improper asset verification or calculation of income from assets
- One file lacking documentation of whether any income was generated as the result of an internship in which the client had participated
- Four clients in which there were inconsistencies in program expenditures on reports versus the County's general ledger

The County responded to SHIP with its plans for corrective actions on October 5, 2017. SHIP subsequently acknowledged receipt of the responses and indicated the review was closed on October 17, 2017.

Based on the work performed, the MJ Team concludes that internal controls are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures. Accordingly, this subtask is met.

SUBTASK 6.3 – Determine whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.

To address the requirements of this subtask, the MJ Team reviewed whether corrective actions were timely taken to address auditor findings in the FY 2015-17 audit reports which identified three internal control recommendations (see **Subtask 6.2**). Management's responses were incorporated in the CAFR as follows in **Figure 6-4**.

FIGURE 6-4

CORRECTIVE ACTIONS SUMMARY

Management's Response	When Corrective Action Was Taken
2015-001 Airport Fund Prior Period Adjustment: As noted in the auditor's report, the accrual of the grant revenue was an oversight that occurred oversight was in part because of the unusual nature of the grant that reimburses the County for a debt service payment. While management already reviews transactions funded by grants for the correct accounting period, going forward, special consideration will be given to unusual grants to ensure they are recorded correctly. (CAFR FY15)	As indicated in the auditor's report, the accrual of the grant revenue was an oversight that occurred in the prior FY. This oversight was detected and was brought to the auditors' attention by County management.

Management's Response	When Corrective Action Was Taken
2015-002 Duplicate Payment of Invoices: As noted in the auditor's report, the software error had already been corrected by management, and refunds have either been received or requested for all duplicated payments. Management will also implement an additional after the fact review procedure to supplement the accounting software controls.	As indicated in the auditor's report, some payees who received the duplicate payments voluntarily repaid the County for the excess payments and County management requested reimbursement from all others during the audit. In addition, the County's response for corrective action is included in the auditor's report.
2016-001 Volunteer Firefighters' Pension Plan Investments: As noted in the auditor's report, strong performance caused the identified investment's value to exceed the Volunteer Firefighters Pension Plan (the Plan) policy limits for diversification. Since the end of the FY, management has sold a portion of the identified investment to reduce its percentage of the portfolio and bring it into compliance with the Plan's policy. (CAFR FY16).	As indicated in the auditor's report, the County reduced its percentage of the portfolio for the Volunteer Firefighters Pension Plan.

Source: External auditor's reports.

In addition, management ensured that timely follow up and corrective action was taken for external grantor audits. As indicated in Subtask 6.2, the County responded to SHIP with its plans for corrective actions on October 5, 2017. SHIP subsequently acknowledged receipt of the responses and indicated the review was closed on October 17, 2017.

The corrective action taken by management to address the findings related to internal control deficiencies indicates that management takes reasonable and timely actions to address noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.

In addition, MJ interviewed staff from the County Attorney's Office. According to the CAO's review of litigation files from the past three years, CAO staff say there have been no adverse judgments, findings or lawsuits filed against the County relating to construction projects (program related or otherwise). The CAO believes the internal control environment has prevented litigation from being filed against the County.

Based on the work performed, the MJ Team concludes that the County takes reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means. Accordingly, this subtask is met.

SUBTASK 6.4 – Determine whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations.

To address the requirements of this subtask, the MJ Team reviewed Ordinance 2019-4. On February 5, 2019, the Volusia County Council approved Ordinance 2019-4, levying upon voter approval a half cent local infrastructure sales tax for twenty years for roads, sidewalks, bridges, water quality, and stormwater and flood control; and requiring a citizens review committee.

The proceeds of the tax would be distributed to the County and to municipalities according to a statutory formula, unless otherwise the subject of an Interlocal agreement.

The proposed ordinance reflects the requirements of 212.055 (2) of the *Florida Statutes* and establishes a Citizens Advisory Review Committee to determine whether proposed uses of proceeds are among those authorized; and whether expenditures matched the proposed use. The committee would consist of seventeen members; sixteen of those would be nominated by a city and appointed by the County Council. The County Council would appoint the remaining member who could reside either in a city or the unincorporated area. The members would have four year terms, but serve at the will of the County Council. **Figure 6-5** presents key provisions of the County ordinance.

FIGURE 6-5
ORDINANCE 2019-4 KEY PROVISIONS

Provision	Description
<i>Sec. 114-228-Use of Proceeds</i>	The proceeds of this tax may be used by the County and municipalities to plan, acquire, construct; .reconstruct; or improve, and finance infrastructure for public facilities. Projects shall be restricted to (a) roads; (b) sidewalks; (c) bridges; (d) water quality; and (e) storm water and flood control. Such projects include those components necessary, usual, or convenient for their public use. Proceeds shall not be used for public mass transit; nor for rail or for any other project not allowed herein.
<i>Sec. 114-229. Advisory Review Committee</i>	There is hereby established a citizens committee that has as its exclusive purpose to review and advise the County Council and municipal governing bodies, and the public, prospectively whether a proposed use of proceeds would conform to those authorized by this article; and retrospectively whether the expenditure of proceeds matched the proposed use.

Source: Volusia County Ordinance 2019-4 Approved February 5, 2019.

The County will conduct community meetings in each of the four impact fee zones in March 2019 for public input after which a proposed list of projects will be brought back to the County Council for an update. **Figure 6-6** presents a summary of the list of proposed project costs by type. The infrastructure sales tax would be one of the funding sources for these projects.

FIGURE 6-6
ESTIMATED COST OF PROJECTS

Project Type	Estimated Costs
Roads	\$568,520,000
Water Quality	115,518,750
Transportation Infrastructure	78,341,631
Dirt Road Reconstruction	19,576,631
Grand Total	\$781,957,012

Source: Volusia County Ordinance 2019-4 Approved February 5, 2019.

Finally, the MJ Team examined a compendium of laws provided by the CAO, which represents the foundational statutory environment within which program administrators, with the assistance of the CAO, take reasonable and timely actions to determine whether planned uses of the sales surtax are in compliance with applicable state laws, rules, and regulations.

Figure 6-7 presents a sampling of the laws that govern County construction and capital project activities under which the infrastructure sales tax funds would be expended.

FIGURE 6-7
SAMPLES FROM COMPENDIUM OF STATUTES

Statute Name & Citation	Description
<i>Community Planning Act, Section 163.3164 - 163.3253</i>	Describes the process by which local governments in Florida plan for development and infrastructure.
<i>Florida Statutes §163.3177 & 163.3184</i>	Each local government must adopt a comprehensive plan by ordinance, which consists of required and optional elements, in an open hearing at which the public may speak.
<i>Florida Statutes §163.3177(3)</i>	The capital improvement element establishes the need and location for public facilities and the capital improvement program is adopted that shows the estimated expenditures over a 5-year planning period.
<i>Administrative Code Chapter 62-555 Permitting, Construction, Operation, and Maintenance Of Public Water System</i>	Construction of potable water systems
<i>Florida Administrative Code Chapter 62-600 Domestic Wastewater Facilities and 62-620 Wastewater Facility and Activities Permitting</i>	Construction and permitting of wastewater systems
<i>Florida Administrative Code Chapter 40C</i>	St. Johns River Water Management District regulates and permits surface water management, including storm water.
<i>Chapter 336, Florida Statutes</i>	The County road system is regulated by this statute, which includes uniform minimum standards for design, construction, and maintenance.

Statute Name & Citation	Description
<i>Florida Administrative Code Chapter 14-15</i>	Provides for the manuals of uniform minimum standards for design, construction, and maintenance for streets and traffic control devices.
<i>The Florida Greenbook</i>	Manual used by engineers for public streets, roads, highways, bridges, sidewalks, curbs and curb ramps, crosswalks, bicycle facilities, underpasses, and overpasses used by the public for vehicular and pedestrian travel.
<i>Florida Department of Transportation</i>	FDOT has standard specifications for road and bridge construction that must be met for any project using FDOT funds.

Source: County Attorney's Office.

Based on the analysis performed, program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations. Accordingly, this subtask is met.

APPENDIX – MANAGEMENT RESPONSE – VOLUSIA COUNTY (PUBLIC WORKS)



ED KELLEY
COUNTY CHAIR

March 13, 2019

DR. FRED LOWRY
VICE CHAIR
DISTRICT 5

BEN F. JOHNSON
AT-LARGE

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BARBARA GIRTMAN
DISTRICT 1

BILLIE WHEELER
DISTRICT 2

DEBORAH DENYS
DISTRICT 3

HEATHER POST
DISTRICT 4

GEORGE RECKTENWALD
COUNTY MANAGER

To Whom It May Concern:

The County of Volusia, Florida ("Volusia County") appreciates the opportunity to respond to its portion of the performance audit performed by McConnell & Jones, LLP.

We are pleased you determined Volusia County has "Met" all six outlined audit tasks for the proposed sales surtax. After the vast amount of documentation submitted and evaluated, the audit clearly demonstrates our resources and expertise within the program areas are capable to fulfill the project management of infrastructure construction for roads, sidewalks, bridges, water quality, stormwater, and flood control.

During the audit process, a sampling of over \$71 million of construction project costs were evaluated. Extensive explanation and corresponding data were submitted or discussed during the interview process. Volusia County strives for excellence and sound financial management, but is always looking for ways to enhance transparency and streamlining of processes. Of the total 25 subtasks evaluated, 96 percent were characterized as "Met" or "Partially Met". One subtask was determined as "Not Met" although we take exception to this finding as noted below.

Based upon our review of the report, we offer the following responses to the findings or recommendations made by the auditors:

Research Task 1 – The Economy, Efficiency, or Effectiveness of the Program.

Finding Summary: Overall Volusia County's PW (Public Works) Department **Meets** Task 1.

Volusia County Response to Task 1

Volusia County concurs with the overall assessment for Research Task 1, and has responded to the auditor's recommendations of subtasks 1.4 and 1.6 below.

Research Subtask 1.4 Results (Partially Met): While the County has evidence of actions taken to implement recommendations from the 2007 and 2018 external evaluations of maintenance and operational practices conducted by an independent consultant, PW management prepared a list of the status of each report's recommendations only in response to

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MJ Team's request for the information. Therefore, the County lacks a comprehensive master plan for implementing recommendations from the 2007 and 2018 reports. Accordingly, determining whether program administrators have taken reasonable and timely actions to address program deficiencies is not readily ascertainable.

Recommendation: PW should prepare a comprehensive master plan of recommendations from the 2007 and 2018 assessment reports describing each recommendation; plans for implementation; timelines; departmental responsibilities; individual assignments; and the process for monitoring, updating, reviewing, and approving plan progress.

Volusia County Response to Subtask 1.4

Although the County did not formally create a comprehensive master plan for implementing the independent consultant's 2007 recommendations, it successfully implemented 86 percent of the recommendations it believed would achieve the greatest efficiencies and cost savings. At the County's request, the independent consultant returned to Volusia County to review the County's results and update the study. As reported by the MJ Team in the "analysis results and conclusions" for subtask 1.4 *"the Department saw a reduction in its labor budget of 16% and reduction of overtime by over 40%, yet accomplished approximately 10% more work with adding less than 1% of total staff."* *"This equals to an approximate saving of \$32 million dollars during the ten-year period."* Implementation of the consultant's 2018 recommendations is well underway with 15 percent complete and 53 percent in-process of implementation. The County will formally document our implementation methodology for accountability.

Research Subtask 1.6 Results (Partially Met): Completed project cost information was not readily available. Inconsistencies with the project costs reported on the Capital Project Schedule and the Budget Analysis were not supported.

Recommendation: Maintain cost information for completed projects in the project file.

Volusia County Response to Subtask 1.6

Quarterly, the County Council receives updated capital project status reports. This report is a snapshot in time and does not include actual expenditures. In the future, a supplemental schedule will be completed outlining the current budget and current expenditures of all projects noted.

Research Task 2 – The Structure or Design of the Program to Accomplish its Goals and Objectives.

Finding Summary: Overall Volusia County's PW Department **Meets** Task 2.

Volusia County Response to Task 2

Volusia County concurs with the overall assessment for Research Task 2, and has responded to the auditor's recommendations of subtask 2.2 below.

Research Subtask 2.2 Results (Partially Met): In assessing the reasonableness of current program staffing levels given the nature of the services provided and program workload, high vacancy rates create a risk that the County will be unable to maintain quality service levels.

Recommendation: Develop a staffing and succession plan to ensure that service delivery levels are maintained. In addition, continue the search to fill the internal audit position.

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Volusia County Response to Subtask 2.2

The vacancy rate included in the audit report includes positions that remain available for management flexibility, but have been unfilled for a long period of time. These positions are held open, only to be filled when service demand creates a need for the position. As indicated in the auditor's report, figure 2-8, many of the positions have been vacant for over a year. These long-term vacancies are a result of purposeful management decisions to hold a position vacant to reflect current service demand. Out of the 43 vacancies reported, 20 (approximately half) fall into this category with the remaining positions being actively recruited. After consideration of any vacancy longer than one year, the remaining vacancy rate would be 7.9%, which is acceptable and within range.

The County has assessed the demands of the infrastructure surtax program. If the referendum passes, the County is prepared to utilize a combination of additional staff and contracted services commensurate to the timeline of project implementation and duration to meet program needs. In addition, the filling of the internal auditor position, authorized by County Council in December 2018, has commenced with the executive search firm actively seeking qualified candidates.

Research Task 3 – Alternative Methods of Providing Services and Products.

Finding Summary: Overall Volusia County's PW Department Meets Task 3.

Volusia County Response to Task 3

Volusia County concurs with the overall assessment for Research Task 3, but takes exception with the auditors' evaluation of subtask 3.1.

Research Subtask 3.1 Results (Not Met): The County's PW Department does not have a formal means of evaluating existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and determining the reasonableness of their conclusions. The County provided one example related to bulk fuel purchases where a formal cost-benefit analysis was performed to support the decision to bid bulk fuel purchases. Other examples included sidewalk repair and road widening projects. However, formal evaluations of existing in-house services were not prepared for these solicitations indicating that the County does not have a formal, documented process for evaluating in-house services before solicitations are issued.

Recommendation: Public Works and Purchasing and Contracts should collaborate to develop a formal means of evaluating in-house services and activities to assess, where practical, the feasibility of alternative methods of providing services, such as outside contracting and privatization.

Volusia County Response to Subtask 3.1

Although the County provided examples of projects that could be performed using County staff, only one out of four provided was accepted by the auditors. Due to Florida Statute 255.20, it is difficult to provide more examples for consideration of utilizing County staff before using outside contracts. The statute prohibits governmental agencies from performing any public works projects exceeding \$300,000 in-house. In addition, the audit set forth parameters that only allow examples applicable to Public Works, which, in turn, further limit the projects that could be provided for the MJ team to review.

The auditors state in their report, that before a solicitation is issued, Public Works and Purchasing should formally evaluate the decision to contract or perform work using County staff. However, according to National Institute of

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Government Procurement (NIGP), a user department must have 1) a need and 2) a budget in order to begin the solicitation process. Therefore, the determination to perform work in-house or solicit occurs during the budgeting process before solicitations are considered.

Public Works and Purchasing will continue to work together to make procurement decisions based on historical information, market trends, and costs. Public Works and Purchasing work together as a united team to identify alternative processes as demonstrated in subtasks 3.2, 3.3 and 3.4, which were all evaluated as having “Met” the audit criteria. In addition, as documented in the report under “analysis results & conclusion” for subtask 6.1, there are logs documenting meetings between Public Works and Purchasing discussing upcoming and ongoing projects, which clearly demonstrates the collaboration recommended by the auditors.

Research Task 4 – Goals, Objectives, and Performance Measures Used by the Program to Monitor and Report Program Accomplishments.

Finding Summary: Overall, Volusia County’s PW Department **Meets** Task 4.

Volusia County Response to Task 4

Volusia County concurs with the overall assessment for Research Task 4, and has responded to the auditor’s recommendations of subtask 4.2 below.

Research Subtask 4.2 Results (Partially Met): Although the County uses performance measures to evaluate program performance, the program reports lack clear documentation if projects are completed timely and within budget. Also, other counties include additional performance measures in long-range planning documents.

Recommendation: Clearly document the variance between budget and actual project costs and timelines on the Capital Projects Schedule. Also, consider additional performance measures used by other counties in long-range planning documents.

Volusia County Response to Subtask 4.2

The County uses various performance measures in multiple documents to evaluate and report performance objectives. The County’s Capital Project Schedule which tracks project schedule, budget, and project status is an example of one of the management and accountability reports given to the County Council and the public. This document has been used effectively but the County agrees that it can be improved to document variances in a project’s schedule and budget, as mentioned in the County’s response to subtask 1.6. In addition, the February 2018 independent consultants report contained two recommendations to improve quantifiable performance measures and to report the department’s progress at achieving those performance measures. These recommendations have not yet been completed, but are in development.

Research Task 5 – The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the County, which Relate to the Program.

Finding Summary: Overall, Volusia County’s PW Department **Meets** Task 5.

Volusia County Response to Task 5

Volusia County concurs with the overall assessment for Research Task 5, and has responded to the auditor’s recommendations of subtask 5.2 below.

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Research Subtask 5.2 (Partially Met): The County does not formally evaluate the accuracy or adequacy of most of the data in the public domain.

Recommendation: Establish data quality standards and implement a formal evaluation process (report) that addresses the adequacy and accuracy of information provided to the public and communicate these standards and evaluation results to all positions responsible for developing public documents.

Volusia County Response to Subtask 5.2

While no formal, written report is produced that verifies the adequacy and accuracy of public information, the staff in the Community Information division does carry out the activities to ensure that the information contained on our web pages, broadcasted on television and radio media, and printed in brochures or other materials is valid and correct. All news releases, invitations, fliers and other information is reviewed by the appropriate division director and require his/her written approval before information is released to the public. As the auditors pointed out in their report, oversight for maintaining the County's website is performed by staff in the division whose tasks include training other county staff on what is required for information content to be successfully uploaded to the County's website. As they also pointed out, Community Information makes use of data analytics and public comment, provided by a feedback link, to assist in their analyses. Consideration will be given to determine memorializing these activities in writing.

Research Task 6 – Compliance of the Program with Appropriate Policies, Rules, and Laws.

Finding Summary: Overall, Volusia County's PW Department Meets Task 6.

Volusia County Response to Task 6

Volusia County concurs with the assessments for Research Task 6.

Sincerely,



George Recktenwald
County Manager

GR/mdk

cc: Donna de Peyster, Deputy County Manager & CFO
Daniel D. Eckert, County Attorney
Ryan Ossowski, Accounting Director
John Angiulli, Public Works Director
Tammy Bong, Budget & Administrative Services Director

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