MUSCATINE CITY COUNCIL
IN-DEPTH MEETING
Thursday, May 9, 2024

Brad Bark, Mayor

Don Lampe, 1st Ward	Angie Lewis, At Large
Jeff Osborne, 2nd Ward	Matt Conard, At Large
Peggy Gordon, 3rd Ward	Carol Webb, City Administrator
Nadine Brockert, 4th Ward	Cinda Hilger, Admin. Professional
John Jindrich, 5th Ward	Brent Hinders, City Attorney

City Council meetings are held at 6:00 pm on the 1st and 3rd Thursday of each month, In-depth sessions on the 2nd Thursday of each month. All meetings are available for review on the City of Muscatine YouTube page.
The public is welcome to attend virtually using the information below.

Please join my meeting from your computer, tablet or smartphone.
https://us06web.zoom.us/j/82551691259?pwd=NERYdEJOandvWWNXbDM3UkZxZmE4QT09

https://us06web.zoom.us/j/82551691259?pwd=NERYdEJOan

AGENDA

1. **CALL TO ORDER**

2. **ROLL CALL**

3. **PLEDGE OF ALLEGIANCE**

4. **COUNCIL DISCUSSION ITEMS**
   A. Update on the Great Tagline Search

   Marketing and Branding of Muscatine – The Great Tagline Search

B. Parking Meter Technology Upgrade Proposal

Parking Meter Technology Upgrade Proposal

C. Community Development/Housing Department Organizational Structure

5. MAYOR AND COUNCIL REPORTS

6. ADJOURNMENT

City of Muscatine

ITEM NUMBER 2024-478

IN-DEPTH ITEM - CITY COUNCIL

DATE: 5/9/2024

STAFF

Kevin Jenison, Communication Manager

SUBJECT FOR DISCUSSION

Update on the Great Tagline Search

EXECUTIVE SUMMARY

Following a Nov. 9, 2023, in-depth session, City staff received direction from the Muscatine City Council with regard to the development of a tagline, slogan, and the marketing and branding of the City of Muscatine. It was determined that City staff should use information from previous branding studies, use focus groups, and present a short list of possible taglines for consideration by the public.

Using the City of Muscatine Leadership team, the Collaborate Muscatine Marketing team, and members of the community, a list of potential taglines and slogans were discussed and a short list of possibilities was created.

The next step in the process is to present this list to the City Council for their review and reduce the list to the top five per the recommendation of the Council. This list will be presented to citizens for their review, at which time they can either select their top choice and/or suggest an alternative. This survey would be open for four weeks and a report summarizing the survey would be presented to the Council.

It would then be up to the City Council to determine the tagline for the City of Muscatine.

The tagline would then be incorporated with the City logo and become part of the City of Muscatine Marketing Plan and Branding Policy.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. **Of the taglines presented, is there one that currently stands out to you?**
2. **Do you have any suggestions for taglines to add to the list presented for the public's consideration?**

BACKGROUND/DISCUSSION

Municipalities that aim to grow and differentiate from neighboring communities must understand their audience and craft a message that is unique and positions them for strategic growth. Municipalities are also constantly competing for business to stay or move to their community, ultimately bringing in new people and tax income to better support city functions – making their communities great places to live, work and raise a family. Developing the right message, sharing that message with the right audience at the right time and through the right channels is key to a marketing strategy.

A clear, compelling, and unique brand is the foundation that helps to make a place desirable as a business location, visitor destination, or a place to call home. A brand strategy is not an ad campaign or a tagline, but rather a deeper, more emotionally shared vision that influences actions such as stimulating economic growth.

To continue Muscatine's growth, City staff is investigating how to best incorporate a marketing strategy and a brand strategy into the Muscatine City Council goals of a Vibrant Community, Safe Community, Healthy Community, and a community with reliable public infrastructure.

During the 2013-2014 academic year, senior undergraduate students in the University of Iowa College of Business' Marketing Institute completed a year-long study and evaluation of Muscatine's community brand as part of the Iowa Initiative for Sustainable Communities.

In 2015, the City of Muscatine began using a revised logo with the tagline "Muscatine".

In 2017, the Greater Muscatine Chamber of Commerce & Industry formed a core group of influencers that included the City of Muscatine, Muscatine Community School District, Muscatine Power & Water, and UnityPoint-Trinity Muscatine, to study the rebranding of Muscatine. GMCCI led the group and contracted with North Star Destination Strategies to research and develop a brand position in the minds of residents, visitors, and businesses. The proposed logo and tagline were not accepted.

Marketing and communication materials, such as letterheads, stationery, advertising and instruction manuals, must have a consistent quality and character that accurately and honestly reflects the municipality and its aims.
One of the goals established by the City Council for 2023 was to invest resources in marketing and branding the City of Muscatine (Customer Service).

ATTACHMENTS

1. Branding Council Presentation 05-09-24
2. Possible Taglines and Slogans

BRANDING MUSCATINE FOR THE FUTURE

May 9, 2024

MUSCATINE

Direction Sought

1. Of the taglines presented, is there one that currently stands out to you?

2. Do you have any suggestions for taglines to add to the list presented for the public's consideration?

Branding For The Future

Why We Brand

- Reasons to visit
- Reasons to relocate
- Emphasizing Positive Perceptions
- Scenic Beauty
- Mississippi River and riverfront
- Small-town Atmosphere
- Central Location in region
- Recreational Opportunities
- Walkability and Gathering Places
- Downtown Muscatine
- Signature and Special Events
- Opportunities for young professionals
- Opportunities for young families

Investing In Muscatine

Muscatine is where small town ingenuity turns into unbounded enterprise.

Just as the bend in the river is unique, so is the great work that happens in the community of Muscatine because of a prevalent can-do spirit that fosters inspiration and that global connection which inspires creative thinking.

Taking Pride in Muscatine

- Strong industrial presence
- Downtown riverfront
- Athletic complexes
- Parks and public facilities
- Muscatine Community School District
- Muscatine Community College
- Muscatine Art Center
- Muscatine YMCA
- UnityPoint Trinity Muscatine
- Muscatine History & Industry Center
- Proximity to Quad Cities and Iowa City

Messaging

Vibrant Community

- *Friendly community on the Mississippi River.*
- *Great place to live, raise a family, shop, eat and play.*

Healthy Community

- *Recreational opportunities for all abilities.*
- *Muscatine is a great river community focusing on walkability.*

Historic Community

- *Small river town rich in history and interesting people.*
- *Exceptional history of successful major businesses.*
- *Some of the finest museums and cultural centers in the area.*

Branding For The Future

MUSCATINE

THE HIDDEN GEM
OF THE MIDWEST

THE HIDDEN GEM OF THE MIDWEST

MUSCATINE

Branding For The Future

City of
MUSCATINE

City of
MUSCATINE

Branding For The Future

MUSCATINE

PEARLS OF OPPORTUNITY

MUSCATINE

PEARL OF THE MISSISSIPPI

Branding For The Future

MUSCATINE
PARKS & RECREATION

Muscatine
PARKS & RECREATION

Muscatine
PARKS & RECREATION

Muscatine
PARKS & RECREATION

Branding For The Future

- Muscatine – One of a Kind ___________ (fill in the blank i.e., river town)
- Muscatine – Pearl of the Mississippi (River)
- Muscatine – Opportunities Abound for All
- Muscatine – Pearls of Opportunity
- Muscatine – The Hidden Gem of the Midwest
- Muscatine – Where the rivers flows and dreams grow
- Muscatine – Where tradition and innovation meet
- Muscatine – Where Community Pride and Possibilities Reside
- Muscatine – Great River Community

Branding For The Future

- Muscatine – Opportunity Around Every Bend
- Muscatine – Remarkable, Reimagined Riverfront
- Muscatine – Welcoming, Caring, Friendly
- Muscatine – A Hometown Feeling for All
- Muscatine – Healthy, Happy Place
- Muscatine – Fun, Engaging Community
- Muscatine – Scenic Beauty, Thriving Community
- Muscatine – Small Town with Global Connections
- Muscatine – Walkability with Miles of Trails
- Muscatine - Recreational Opportunities Thrive
- Muscatine – Magnificent Sunrises and Sunsets
- Muscatine – Rich in History and Tradition

Branding For The Future

Possible Slogans

Great place to live, work, and raise a family.

Small river town rich in history and people.

Long history of successful entrepreneurship.

Strong history with ties to Mississippi River.

Benefits of big city living in a small-town atmosphere.

Possible Slogans

Best parks, trails, and public facilities this side of the Mississippi.

Rich history with a unique story to tell.

Where the rivers flows and dreams grow

Where Community Pride and Possibilities Reside

Recommendations

1. Seek public input on tagline possibilities through a variety of surveys. Submit three to five taglines to the public for comment and voting. “Muscatine” is the current tagline and needs to be enhanced or replaced, a process that many communities are doing to assist in economic development.

2. Develop a branding policy that will guide all departments in the use of the City logo, tagline, etc., on all official documents and communications;

3. Enhance branding by updating (modernizing) the current city logo but not changing the logo entirely. Can involve local graphic artists and community partners to suggest updates to the present logo.

Direction Sought

1. Of the taglines presented, is there one that currently stands out to you?

2. Do you have any suggestions for taglines to add to the list presented for the public's consideration?

Possible Taglines?

- Muscatine – One of a Kind __________ (fill in the blank i.e., river town)
- Muscatine – Pearl of the Mississippi (River)
- Muscatine – Opportunities Abound for All
- Muscatine – Pearls of Opportunity
- Muscatine – The Hidden Gem of the Midwest
- Muscatine – Where the rivers flows and dreams grow
- Muscatine – Treasure of the Heartland
- Muscatine – Where tradition and innovation meet
- Muscatine – Where Community Pride and Possibilities Reside
- Muscatine – Great River Community
- Muscatine – Opportunity Around Every Bend
- Muscatine – Remarkable, Reimagined Riverfront
- Muscatine – Welcoming, Caring, Friendly
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- Muscatine – Rich in History and Tradition

Possible Slogans

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Where the rivers flows and dreams grow

Where Community Pride and Possibilities Reside

City of Muscatine

ITEM NUMBER 2024-479

IN-DEPTH ITEM - CITY COUNCIL

DATE: 5/9/2024

STAFF

Nancy Lueck, Finance Director
John Kreuzenstein, Information Technology Manager
Carol Webb, City Administrator

SUBJECT FOR DISCUSSION

Parking Meter Technology Upgrade Proposal

EXECUTIVE SUMMARY

The City's Strategic Plan includes provisions for modernization of tools and systems that customers use to interact with the City.

City Council initiatives for 2023/2024 included "study the parking system in the central business district and implement identified improvements".

At the June 8, 2023 In Depth meeting, staff presented an overview of Central Business District parking, which included parking ordinances, facilities and equipment, enforcement, fine collections, and financial operations.

Based on feedback from City Council at that meeting, the Parking budget included the following objective: To gather information on meter enhancements which would allow for acceptance of debit/credit cards or other forms of payment at the meters. Cost of new meters, transaction costs for accepting these payments, and impact on meter rates would be evaluated. (Strategic Plan – Excellent Customer Service – Process Improvements)

The attached PowerPoint presentation summarizes the staff proposal on parking meter upgrades that address these goals.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. Discussion and feedback from the City Council on the Parking Meter Technology Upgrade Proposal.
2. Would the City Council like to proceed with the steps necessary for implementation of Parking Meter Technology Upgrade Proposal?

BACKGROUND/DISCUSSION

1. This presentation is informational and will provide an overview of:
   A. Parking Meters in Muscatine – City Council Goals
   B. Proposed Vendor and Proposed Technology Upgrade
   C. Image of Proposed Parking Meter
   D. Image of Proposed Sleeve and Base (fits over current meter posts)
   E. Proposed Initial Implementation – Options to Consider
   F. Capital Cost and Funding for the Proposed Implementation
   G. Increased Annual Operating Costs from Upgrades
   H. Proposed Parking Meter Fee Increase to Fund Implementation of the Proposed Upgrades
   I. City Code Changes Needed, Resolutions Needed, and Other Implementation Items
2. Discussion and feedback from the City Council on the Proposed Parking Meter Implementation Plan
3. Would the City Council like to proceed with the steps necessary for implementation of Parktel meters?

ATTACHMENTS

1. Parking Technology Upgrade Proposal Updated.5-9-24 In Depth

City of Muscatine
Parking Meter Technology Upgrade Proposal
May 9, 2024

NANCY LUECK

JOHN KREUZENSTEIN

CAROL WEBB

MUSCATINE

Direction Sought

1. This presentation is informational and will provide an overview of:

    A. Parking Meters in Muscatine – City Council Goals
    B. Proposed Vendor and Proposed Technology Upgrade
    C. Image of Proposed Parking Meter
    D. Image of Proposed Sleeve and Base (fits over current meter posts)
    E. Proposed Initial Implementation – Options to Consider
    F. Capital Cost and Funding for the Proposed Implementation
    G. Increased Annual Operating Costs from Upgrades
    H. Proposed Parking Meter Fee Increase to Fund Implementation of the Proposed Upgrades
    I. City Code Changes Needed, Resolutions Needed, and Other Implementation Items

2. Discussion and feedback from the City Council on the Proposed Parking Meter Implementation Plan

3. Would the City Council like to proceed with the steps necessary for implementation of Parktel meters?

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Parking Meters in Muscatine - City Council Goals

The City's Strategic Plan includes provisions for modernization of tools and systems that customers use to interact with the City.

City Council initiatives for 2023/2024 included "study the parking system in the central business district and implement identified improvements".

At the June 8, 2023 In Depth meeting, staff presented an overview of Central Business District parking, which included parking ordinances, facilities and equipment, enforcement, fine collections, and financial operations. Based on feedback from City Council at that meeting, the Parking budget included the following objective:

To gather information on meter enhancements which would allow for acceptance of debit/credit card payments at the meters. Cost of new meters, transaction costs for accepting these payments, and impact on meter rates would be evaluated. **(Strategic Plan – Excellent Customer Service – Process Improvements)**

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Proposed Vendor
and Proposed Technology Upgrade

POM Incorporated has been the City's vendor for numerous years for purchasing electronic parking meter mechanisms, for meter repairs, and for meter-related supplies.

Staff is looking at POM's Parktel solar smart meters, each with its own modem and 4G SIM. These meters accept coins, credit and debit cards, and mobile QR code through the users mobile payment gateway.

Staff is also looking at POM's Victorian sleeves and bases, which will fit over the current meter posts.

POM has the national contract through OMNIA (formerly the National Cooperative Purchasing Alliance), the nation's largest and most experienced cooperative purchasing organization.

POM's price per meter using the OMNIA contract for 101-500 meters is $1,269.86 which includes a one-year warranty. The contract pricing for the sleeves and bases is $88.60 per set for a 101-500 quantity. Colors can be either gray or black – with the current light posts in black, it is proposed the meters and bases be ordered in black.

The meters have an optional feature if the City would want a "grace period" before the meter shows as expired (no more than an extra 2 to 5 minutes recommended).

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Parking Meter Image – Parktel Solar Smart Meter (2-space shown; could also have single space meters)

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Image of Parking Post Sleeve and Base
(Sleeve would be the full length of the meter post)

Proposed Initial Implementation Area Options

There are 398 parking metered spaces in the Central Business District. Usage of metered spaces varies significantly and it is proposed that only a portion of these be upgraded to the Parktel smart meters. This is due to the cost of the Parktel meters as well as ongoing monthly costs as will be discussed in a future slide.

A map of the metered spaces will be distributed to the Mayor and City Council at the meeting. The staff committee evaluated the following three options. These are not all-inclusive but provide an overview of alternatives that can be considered.

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Proposed Initial Implementation Areas – Options Considered

<u>Option A – Higher-Use Contiguous Areas</u>

The "higher use contiguous areas" initially proposed for the implementation of the Parktel meters was generally:

1. 3rd Street from Mulberry to Chestnut
2. Walnut, Cedar, Sycamore, and Iowa from Mississippi Drive to 3rd Street
3. Center metered spaces in Lot 4 behind Guadalajara (26)
4. Metered spaces in Lot 7 across from City Hall (6)

While the 213 metered spaces in this area represent 53.5% of the total number of spaces, based on recent weeks of meter collections, these spaces generate 75.4% of meter revenues.

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Proposed Initial Implementation Areas – Options Considered (Cont.)

<u>Option B – Only Specific High-Use Meters</u>

The “specific high-use meters” considered for the implementation of the Parktel meters was generally:

1. 3rd Street between Iowa and Chestnut both sides (10 spaces)
2. 3rd Street between Cedar and Walnut only river side (11 spaces)
3. 3rd Street between Walnut and Mulberry both sides (19 spaces)
4. Walnut between 2nd Street and 3rd Street both sides (13 spaces)
5. Cedar between 2nd Street and 3rd Street both sides (14 spaces)
6. Iowa from Mississippi Drive to 3rd Street (40 spaces)
7. <u>All</u> metered spaces in Lot 4 behind Guadalajara (39 spaces)
8. Metered spaces in Lot 7 across from City Hall (6 spaces)

These total to 152 spaces.

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Proposed Initial Implementation Areas – Options Considered (Cont.)

Option C – Using 2-Space Meters Where Feasible

This option would require new posts to be placed in-between current spaces and the current posts to be removed. This work would need to be done by Public Works staff and would require significant staff time. It would, however, reduce the number of meters needed as well as ongoing monthly costs. For this option, staff has *generally* used the areas in Option A, and estimated the number of 2-space meters that would be needed.

1. 3rd Street from Mulberry to Chestnut
2. Walnut, Cedar, Sycamore, and Iowa from Mississippi Drive to 3rd Street
3. Metered spaces in Lot 4 behind Guadalajara (39)
4. Metered spaces in Lot 7 across from City Hall (6)

These total to an estimated 130 meters covering 218 parking spaces. If this option would be chosen, the actual number of meters needed would be reviewed and updated, if necessary, prior to the order.

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Capital Cost and Funding for the Proposed Implementation Area - Option A

Estimated Capital Costs for the Meter Upgrades in the Proposed Initial Implementation Area – Option A:

$ 273,019.90	Cost for 215 meters ($1,269.86 x 215) – this allows 2 extras
19,049.00	Cost for 215 Sleeves and Bases ($88.60 x 215) – allows for 2 extras
0	System Gateway ($650 one-time charge for 2 users waived based on number of meters)
1,650.00	Proprietary Wand for changing rates in remaining meters
13,378.60	Optional – Sleeves and bases for remaining meters (excluding meters in Lot 1 and Lot 2) ($88.60 x (185-34))
$ 307,097.50	Estimated Total Includes Shipping

This cost is proposed to be funded from the $372,913 remaining in the Downtown Streetscaping capital project fund. The Bond Resolution for the May 2020 bond issue included provisions for funding the Downtown Streetscaping project as well as improving municipal parking facilities, including new parking meters. The principal and interest payments on this portion of that bond issue are being funded with incremental tax funds (TIF).

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Capital Cost and Funding for the Proposed Implementation Area – Option B

Estimated Capital Costs for the Meter Upgrades in the Proposed Initial Implementation Area – Option B:

$ 195,558.44	Cost for 154 meters ($1,269.86 x 154) – this allows 2 extras
13,644.40	Cost for 154 Sleeves and Bases ($88.60 x 154) – allows for 2 extras
0	System Gateway ($650 one-time charge for 2 users waived based on number of meters)
1,650.00	Proprietary Wand for changing rates in remaining meters
18,783.20	Optional – Sleeves and bases for remaining meters (excluding meters in Lot 1 and Lot 2) ($88.60 x (246-34))
$ 229,636.04	Estimated Total Includes Shipping

This cost is proposed to be funded from the $372,913 remaining in the Downtown Streetscaping capital project fund. The Bond Resolution for the May 2020 bond issue included provisions for funding the Downtown Streetscaping project as well as improving municipal parking facilities, including new parking meters. The principal and interest payments on this portion of that bond issue are being funded with incremental tax funds (TIF).

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Capital Cost and Funding for the Proposed Implementation Area – Option C

Estimated Capital Costs for the Meter Upgrades in the Proposed Initial Implementation Area – <u>Option C</u>:

$ 167,621.52	Cost for 132 meters ($1,269.86 x 132) – this allows 2 extras
11,695.20	Cost for 132 Sleeves and Bases ($88.60 x 132) – allows for 2 extras
0	System Gateway ($650 one-time charge for 2 users waived based on number of meters)
1,650.00	Proprietary Wand for changing rates in remaining meters
20,732.40	Optional – Sleeves and bases for remaining meters (excluding meters in Lot 1 and Lot 2) ($88.60 x (268-34))
$ 201,699.12	Estimated Total Includes Shipping

This cost is proposed to be funded from the $372,913 remaining in the Downtown Streetscaping capital project fund. The Bond Resolution for the May 2020 bond issue included provisions for funding the Downtown Streetscaping project as well as improving municipal parking facilities, including new parking meters. The principal and interest payments on this portion of that bond issue are being funded with incremental tax funds (TIF).

Increased Annual Operating Costs from Upgrades in Initial Implementation Area – Option C Shown

Estimated Annual Operating Costs for the Upgraded Meters in the Proposed Initial Implementation Area:

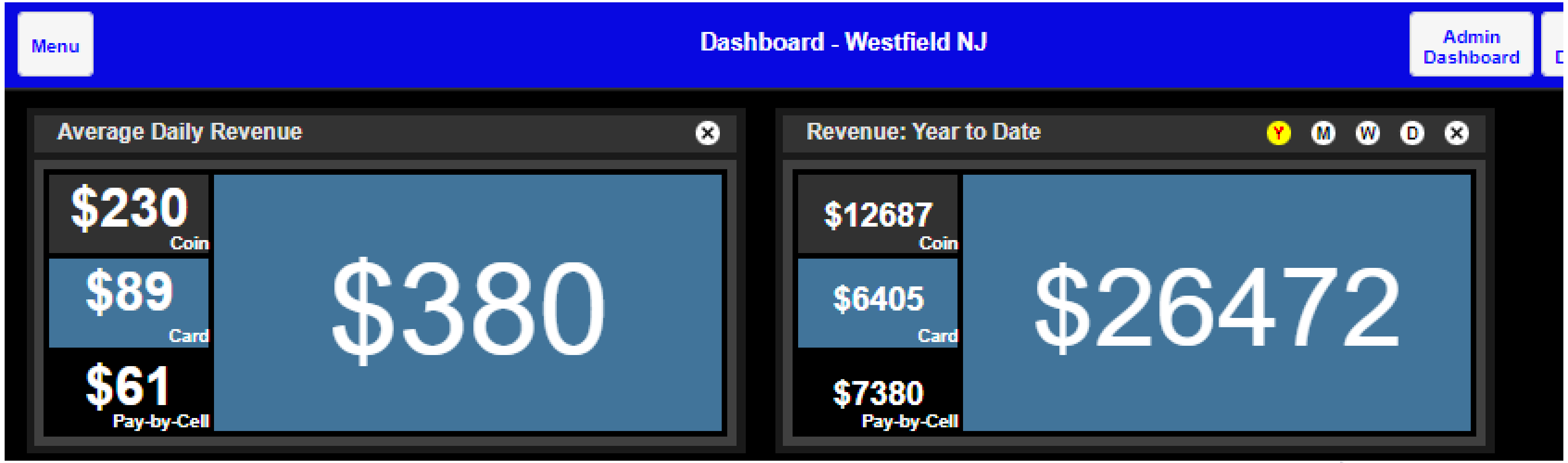
$ 7,920.00 Wireless Plan - $5.00 per month per meter (132 X $5.00 x 12)

1,800.00 POM Fee of $.10 per credit/debit/mobile transaction (Est’d 1,500 x $.10 x 12)

To Be Det. Merchant Account Fee at City's bank account to integrate with POM's system (This will be based on number of transactions and credit/debit and mobile payment fees. This is expected to be a significant cost; however, it is proposed to be funded from the proposed increase in the parking rates per hour – see later slide)

Example of Meter Revenue Reports - Including Sample Breakout of Payment Types

Westfield, NJ, has a population of about 31,000, with 168 of our Parktel meters installed along the streets in their core business district. They accept coins, credit/debit cards, and mobile payments. This morning, here is a section of their dashboard, showing that they almost collect as much coin revenue as card and pay-by-cell combined:



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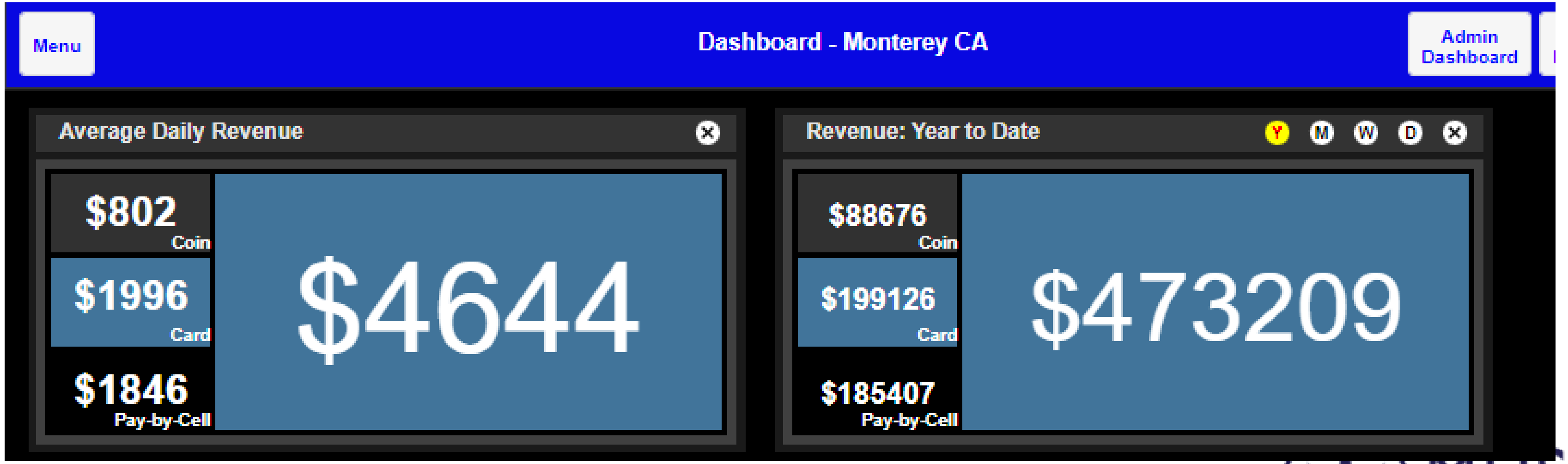
Another Example of Meter Revenue Reports - Including Sample Breakout of Payment Types

Monterey, California, has a population of about 30,000, with 334 of our Parktel meters in the area of Cannery Row and nearby areas. Obviously, they get a LOT of tourist activity, so their dashboard (similar section) looks like this today. Probably due to their demographic (mostly tourists), their coin revenue is a much smaller ratio to card + pay-by-cell. (Their rate is $1.50 per hour to a maximum of $10.00 per day.)



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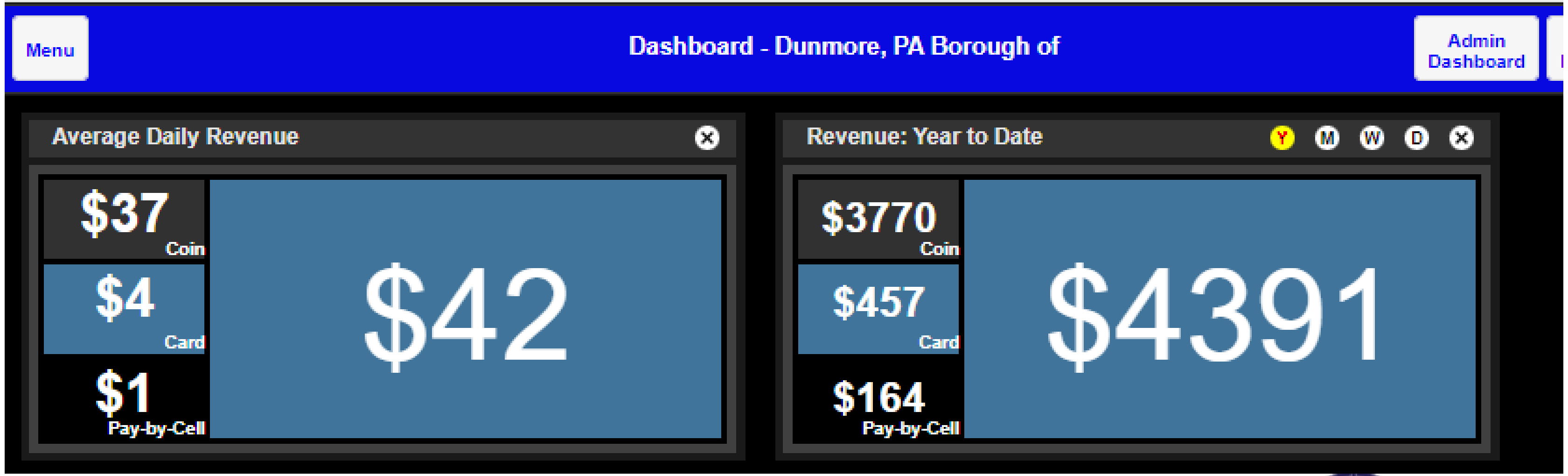
Another Example of Meter Revenue Reports - Including Sample Breakout of Payment Types

Dunmore, PA, has a population of about 14,000. They have 51 of our Parktel meters, again most being two-space, but I think they have only installed about 37 (they may be holding back 14 for a new area to meter). Their dashboard indicates they get a lot more coin revenue than credit card + mobile payments combined:



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Proposed Parking Meter Fee Increase to Fund Implementation of the Proposed Upgrades

The current parking meter rates of $.50 per hour for 2-hour meters and $.25 per hour for 10-hour meters were effective July 1, 2013.

Since July 1, 2013, the Consumer Price Index has increased by 34.4%.

Annual operating expenditures will increase with the implementation of the Parktel meters as shown on a previous slide.

It is proposed that the rates be increased to $1.00 per hour for 2-hour meters and to $.50 per hour for 10-hour meters. This rate will fund the increased operating costs with the new meters. (Note - transaction costs for debit/credit/mobile payments are <u>not</u> proposed to be passed on to users).

It is recommended that a minimum $1.00 payment be required for debit or credit card and QR code payments (to cover transaction costs).

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City Code Changes Needed, Resolutions Needed, and Other Implementation Items

City Code (Ordinance) changes that would be needed:

1. Parking meter provisions are in Title 7, Chapter 9 of the City Code. There are multiple references to “coin” operation of meters throughout this section. This would need to be updated to allow for other “coin or other approved payment methods”.

2. This chapter of the City Code provides that changes in rates, meter time limits, designation of parking spaces be done by City Council resolution (see below).

Resolution(s) that would be needed:

1. Resolution setting the meter rates at $1.00 per hour for 2-hour meters and $.50 per hour for 10-hour meters. It is proposed that the rates for all metered spaces (new meters and remaining current meters) be changed to these rates. It is also proposed that the minimum amount to be paid by debit or credit card, or mobile QR code payments be set at $1.00

2. Resolution changing 3 currently metered spaces near the center of Lot 7 (across from City Hall) to leased spaces. These spaces are seldom used and the leased spaces in that lot have been near or at capacity.

Implementation:

1. It is proposed that Public Works staff install the meters and sleeves/bases (as well as install new meter posts if Option C is chosen).

2. It is proposed that IT, Finance, and Parking staff update the rates on the current meters that will remain in operation. Staff will also update the new meters with meter numbers, determine how to designate the 10-hour meters (currently have red caps), and determine the locations of “yellow” payment boxes. The implementation timeline would be determined based on approval and timing of receipts of the new meters and sleeves/bases. The order time for delivery of the new meters is 6 to 8 weeks from order date.

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Direction Sought

1. Does City Council have questions on the information presented?

2. Is any additional information needed?

3. Would the City Council like staff to proceed with the steps necessary for implementation of the proposal?

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City of Muscatine

ITEM NUMBER 2024-476

IN-DEPTH ITEM - CITY COUNCIL

DATE: 5/9/2024

STAFF

Carol Webb, City Administrator

SUBJECT FOR DISCUSSION

Community Development/Housing Department Organizational Structure

EXECUTIVE SUMMARY

At the February 1, 2024 City Council meeting, City Council directed City staff to prepare information for Council consideration on the organizational structure of the Community Development department. The staff is presenting two options to Council: 1) maintain status quo, and 2) separate the Community Development and Housing departments. Each option's potential benefits and risks are detailed in the background section below as well as current process improvement activities within the department. Should the City Council desire to make a change in organizational structure, amendments to the City Code, the FY 2024/2025 budget, and the non-union pay plan will be required.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

Does the Council have questions on the options presented?

Of the two organizational structure options presented, does the Council have a preferred option?

BACKGROUND/DISCUSSION

The Community Development department's core mission is to improve conditions where the residents of Muscatine live, work, and shop through implementation of planning, community development, and housing programs, processes, and initiatives that address the social, physical, and economic needs of the City's residents. The department implements programs that establish minimum standards for health, safety, and public welfare through building design and construction, promotion of quality housing, fostering economic opportunity, and encouraging positive community engagement.

The department employees 21.5 full-time equivalent (FTE) staff and delivers programs that include, but are not limited to, the following:

Community Planning and Development

- Comprehensive Planning
- Capital Improvement Planning
- Administration of the City’s zoning ordinance
- Rezoning requests
- Right of Way easement requests
- Conditional use and variance appeal requests
- Annexation reviews
- Historic preservation activities
- Vacant and dilapidated building demolition program
- Property maintenance code enforcement
- Regional planning and coordination

Community Development Programs and Initiatives

- Mulberry Neighborhood Revitalization Project
- Grandview Corridor Revitalization Project
- Small Business Forgivable Loan Program
- Community Development Grant Applications and Implementation
- 2024 Housing Study and Implementation
- Downtown Assessment
- Downtown Façade Improvements
- Community Heart and Soul Initiative
- Lead Hazard Reduction Program

Nuisance and Rental Inspections and Enforcement

- Property conditions, grass, and snow complaint investigations, citations, and abatements
- Rental inspections, citations, and enforcement
- Section 8 housing inspections

Development Review & Building Division

- Site plan review
- Building permitting and building code compliance

Muscatine Municipal Housing Agency

- Public housing (Clark House and Sunset Park) administration and management
- Section 8 Housing Choice Voucher Program
- Hershey Manor management (N/A after June 30, 2024)
- Section 8 Family Self-Sufficiency Program
- Section 8 housing inspections
- Home Ownership Program
- Public housing capital projects
- Public housing maintenance
- Housing Pro software management

Office Operations

- SmartGov software implementation
- Customer Reception (Front Desk) management
- Performance measurement
- Document management

Department Organization

Community Development has had varying organizational structures in previous years. Programs and services have been added, changed, or eliminated based on community needs and financial considerations. As services, staffing levels, and budgets have changed, the structure evolved to ensure delivery of the same service levels.

In the years prior to FY 2004/2005, the Muscatine Housing Agency functioned as a division in the Community Development department. In FY 2007/2008, the Agency was reorganized as a separate department reporting directly to the City Administrator. The Agency administers the public housing program (Clark House and Sunset Park), Section 8 housing choice voucher program, special housing programs, the Hershey Manor senior housing facility (through a contractual agreement through June 30, 2024), and housing maintenance. This structure was in place until FY 2019/2020, when the Community Development Director at that time left the organization and the Housing Administrator was appointed to the Community Development Director position. This was a cost-saving measure (the housing administrator position was eliminated), and a portion of the Community Development Director's time has been allocated to the housing programs for oversight by the Community Development Director. The current organizational structure is attached to this agenda item summary.

Designing Organizational Structure

Organizational design is a systematic approach to integrate and align programs, processes, people and procedures to meet organizational objectives. Changes in organizational structure are typically driven by one or more of the following factors:

- A lack of ability to achieve goals and outcomes
- A lack of internal collaboration among staff
- Lack of or slow informational flow
- Poor quality decision-making

An effective organizational structure will consider the following:

- Division and allocation of responsibilities and tasks (similarities and differences)
- An efficient flow of information and authority to make decisions
- Centralized vs. decentralized operating units
- Degree of expertise of staff

In consideration of these factors, the options for the structure of the community development and housing functions are proposed as follows:

Option 1: Maintain Status Quo

Option 1 includes maintaining the current organizational structure. In 2023, City staff hired a consultant to conduct a department assessment for the Community Development department. The assessment process included individual interviews with employees in each department followed by an evaluation of the information by the consultant. The completed assessment provided insight regarding the current state of the department and provided a road map of targeted actions to address any identified opportunities and challenges.

The assessment concluded that the staff are engaged and feel like they contribute to the community and leadership is committed to providing high quality services. The consultant determined that workload needed to be better distributed, formal onboarding and training processes were needed, two-way communication needed improvement, customer service training and a complaint escalation process was needed, and other process improvement opportunities existed. The assessment recommended that actions be taken to fully realize the benefits of the current organizational structure.

Following the assessment, the City Administrator reviewed the full report with leadership within the department and prioritized recommendations for implementation. The process improvement matrix, including the current status of each improvement, is attached to this agenda item summary.

<u>Benefits & Risks of the Status Quo Organizational Structure</u>

Benefits include:

- Maintains overall cost and allocation of personal services
- Supports information flow and sharing of responsibilities between housing and community development functions
- Facilitates the sharing of resources among functions (e.g. office operations, housing inspections, etc.)
- Leverages shared goals and objectives between the two functions
- Leverages the community development and housing expertise of the current Community Development Director
- Is in alignment with trends in the industry (e.g. the Iowa Economic Development Authority recently merged with the Iowa Finance Authority to better leverage the strengths of each department to support their missions).

Risks include:

- A wide span of control and responsibilities for Community Development Director
- Maintains the vertical hierarchy which can impact information flow and articulation of expectations

Option 2: Separate Housing and Community Development Departments

Option 2 includes separating the Housing Agency and Community Development departments. An organizational chart depicting the reporting structure is attached.

<u>Benefits & Risks of Separating Departments</u>

Benefits include:

- Reduces the span of control and responsibilities of the Community Development Director
- Allows the Community Development Director more time to focus on planning and community development services and housing and urban renewal projects
- Reduces the vertical hierarchy for the Housing Agency, thus increasing informational flow to the City Administrator

Risks include:

- Creates barriers to information flow between Community Development and the Housing Agency
- Limits the sharing of resources between departments
- Misses opportunities for synergies in collaboration between departments

- Is counter to the trends in the industry
- May negatively impact employee morale

Impacts to the City Budget

Impacts to the City Budget from Option 2 (this section prepared by the Finance Director):

The FY 2024/2025 budget reflects the allocation of the Community Development Director's wages and benefits as follows:

General Fund Community Development budget (55%) - $97,987
Lead Grant Administration (15% - during grant period, then back to the General Fund) - $26,724
Section 8 Voucher Program Oversight (5%) - $8,908
Clark House Oversight (15%) - $26,724
Sunset Park Oversight (10%) - $17,816

Total Wages and Benefits - $178,159

If the Housing Program responsibilities were removed from the Community Development Director's position in FY 25, this would mean a total of $53,448 (30% of the cost of this position) would be added to General Fund expenditures (not budgeted).

Those costs would then be subtracted from the respective housing program budgets. This amount ($53,448) would not be sufficient to fund an additional housing position, especially at a Housing Administrator pay grade. Those funds would be sufficient to upgrade one of the current positions (likely the Housing Program Supervisor position) to a higher pay grade (likely from Grade 12 to Grade 13). In addition to this upgrade, this position would need additional training to fully function as the Housing Administrator. It should be noted that federal funding for the housing programs fluctuates from year to year and there are maintenance items and facility upgrades needed at both public housing facilities.

From a Finance perspective, an option to consider would be to continue the current budget allocation and responsibilities for FY 2024/2025 and consider having the Community Development Director continue training and providing more outside training to the current staff for a possible future position upgrade and assumption of the full responsibilities of a Housing Administrator.

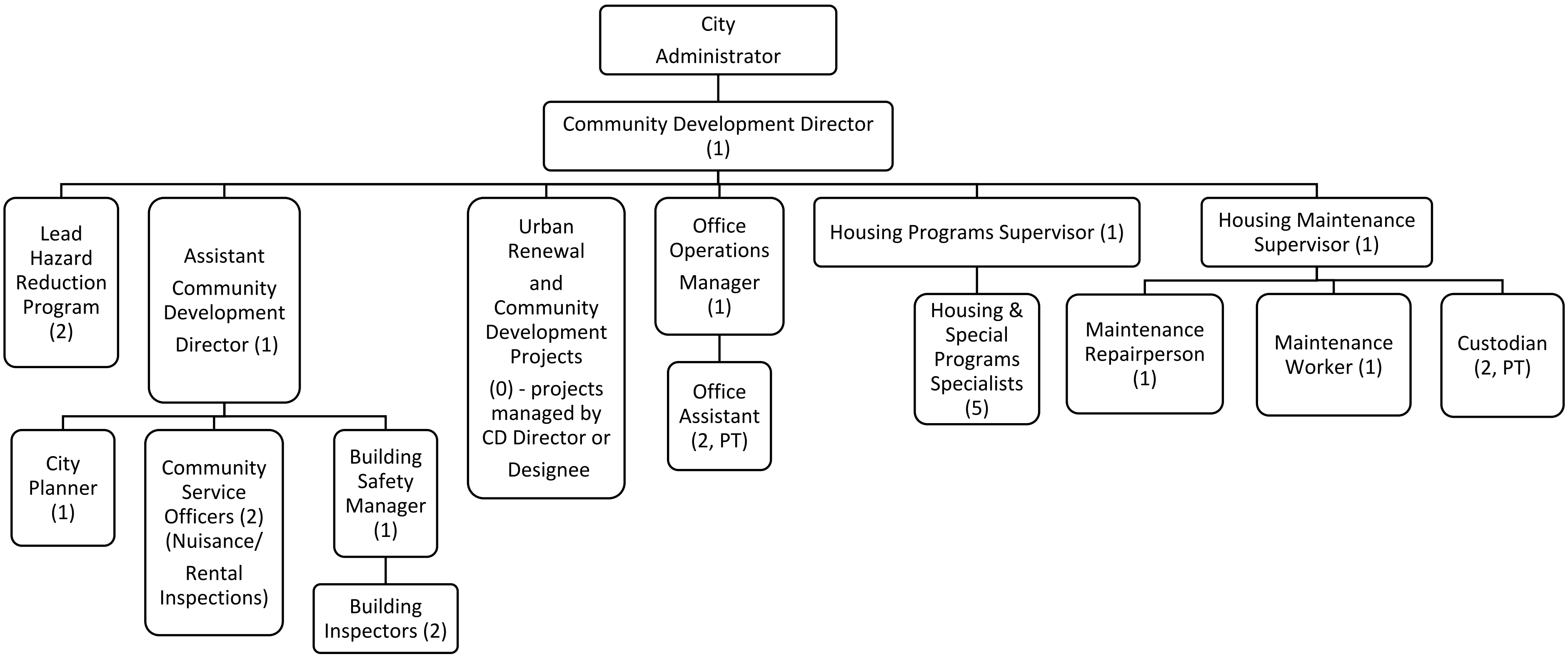
Follow-up Actions

Should the Council wish to separate the departments, a code change will be required to create a Housing Department. Budget and non-union pay plan amendments will also be needed to add and compensate for changes in titles and pay grades.

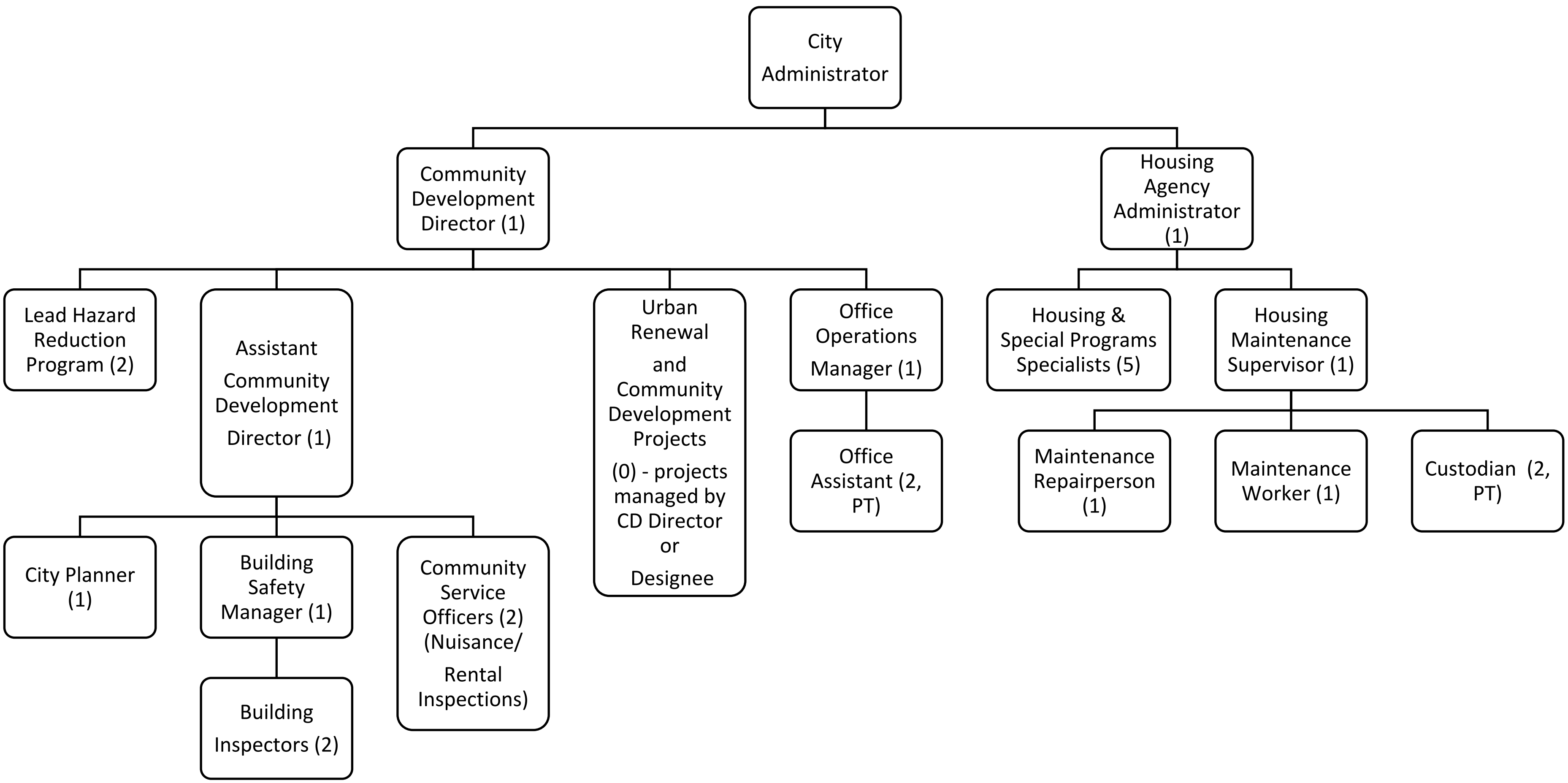
ATTACHMENTS

1. Current Structure
2. Option 2 Structure
3. COMMUNITY DEVELOPMENT PROCESS IMPROVEMENTS MATRIX
4. Building Permit Submittal-Approval
5. Nuisance Abatement Notices
6. Rental Inspections

OPTION 1: Current Reporting Structure



OPTION 2: Separate Community Development and Housing Departments



COMMUNITY DEVELOPMENT PROCESS IMPROVEMENTS MATRIX

DEVELOPMENT REVIEW AND BUILDING PERMITTING IMPROVEMENTS

	TACTIC	STATUS
1.	Address issues with SmartGov to ensure inspectors have access to the information they need to conduct their inspections in the field	In Progress – established current status and needs, reviewed inspector and administrative capacity. Need to create an SOP.
2.	Create a complaint escalation process	Done – held process mapping event with staff. Developed escalation processes for customer service and code compliance complaints
3.	Design a code adoption process that includes active dialogue between contractors, landlords and code enforcers.	In-progress – on work plan for construction advisory board
4.	Create a development review process flowchart and building permit process guide (or manual) to provide developers and contractors with support and guidance ahead of and during a building project.	In-progress – have collected examples from other cities
5.	Create a protocol that allows code enforcers to help owners and contractors find innovative ways to meet code requirements.	In-progress – working on engaging contractors earlier in the development process.
6.	Create an appeals board comprised of subject matter experts to hear building code appeals	DONE – board held organizational meeting in April and will begin meeting the 2nd Wednesday of each month starting in May.
7.	Develop a process to proactively seek feedback from customers of the Building Division.	In-progress – developing survey

COMPLETE SMARTGOV IMPLEMENTATION BY MARCH 31, 2024

1.	Identify areas SmartGov is not being fully utilized	DONE

2.	Identify barriers to full utilization (areas it may not be feasible to be used)	In progress – All modules are live. Staff is now providing feedback to the system administrator to identify opportunities for process improvements/efficiencies based on practical experience.
3.	Complete programming	DONE
4.	Create SOPs for use of all SmartGov components	In progress, there are basic SmartGov SOPs. City specific documents will be created as processes are finalized
5.	Fully implement the SmartGov system	DONE
RENTAL AND NUISANCE PROGRAM IMPROVEMENTS		
1.	Increase voluntary compliance for rental and nuisance inspections	In progress – providing residents with additional information to comply with inspections
2.	Evaluate engaging a contractor to conduct rental inspections	In-progress
3.	Create guidelines for rental unit inspection scheduling - factor in travel time, paperwork and time to follow-up.	In-progress – staff is auditing past inspections and identifying variances between inspectors and city code requirements
4.	Improve nuisance notification processes or utilize admin support	DONE – Amin is now focused on quality control and system improvements
5.	Design and implement safety protocols for code enforcement.	In-progress – established basic issues and identified appropriate protocol for engagements likely to be adversarial or hazardous
EVALUATE HOUSING MAINTENANCE STAFFING AND PROCEDURES TO IMPROVE OUTCOMES		
1.	Address management of Hershey Manor	DONE – The Hershey Manor board will assume management responsibilities on July 1, 2024.
2.	Evaluate adding an additional maintenance and custodial employee.	Done – public housing will retain the maintenance and custodial employees assigned to Hershey Manor
3.	Identify options for management of HUD projects/procurement process.	In-progress – Housing Programs Supervisor and Housing Maintenance Supervisor are training on HUD procurement processes and regulations

4.	Create a preventative maintenance schedule.	Not Started
5.	Develop a 5 year plan for capital projects.	In-progress – The Public Housing Needs Assessment and 5-Year Plan will be completed by April 2025. An RFP for a consultant to complete the required assessment will be issued plan by the end of FY2024.
FRONT DESK IMPROVEMENTS		
1.	Develop FAQ worksheet/front desk reference for front desk staff employees	In-progress –references for common activities have been developed but creating additional resources when less common cases are presented.
2.	Create an effective method for updating co-workers about ongoing projects or work with residents	Not Started
3.	Add a supervisory layer between the front desk and Jodi to provide more on-going oversight, training and follow up.	Done – An Office Manager is now responsible for front desk operations
4.	Address performance issues at the Front Desk and assure that all training is complete. Assign and transfer all appropriate tasks to the full-time role.	DONE
IMPROVEMENTS TO DEPARTMENT TRAINING PROGRAM		
1.	Develop a department training plan (including renewals, recertifications, etc.)	In-progress – collected list of required renewals and certifications
2.	Conduct structured training for the front desk so that they have exposure to and opportunity to own the information they need to do their jobs well.	In Progress – staff has identified a training platform which includes customer service training
3.	Create a Department Onboarding Process	Not Started
4.	Develop policies/procedures for succession planning and documentation (create inventory to identify gaps)	In Process – part of the City Administrator succession planning process. Critical roles and potential successors have been identified

Time from Permit Application Submittal to Approval

2024	Avg # Business Days Submittal to Approval	Goal	# of Permits Issued	# of Permits Approved Over Goal	Percent within Target	Highest # of Business Days Before Approval
January	14.4	10	31	8	74%	89 Business Days - 3000 N Highway 61 EP0135-2023 - submitted application 9/19/23 without enough scope of work details or plans, details/plans were submitted 1/26/24 & permit was then approved within 2 business days
February	5	10	52	5	90%	45 Business Days - 1600 Oregon St MP0133-2023 - application submitted 12/11/23 without detailed scope of work or submittals - applicant provided necessary information & submittals on 2/14/24 at which point the permit was approved the same day
March	8.1	10	76	23	70%	101 Business Days - 3000 N Highway 61 MP0115-2023 - submitted application 10/9/23 without detailed scope of work or submittal documents - applicant provided necessary information & submittal documents on 2/22/24 at which point the permit was approved in 10 business days
April	4.8	10	51	9	82%	42 Business Days - 403 W Mississippi Dr MP0008-2024 - submitted application 2/8/24 without submittal documents - application provided necessary submittal documents on 4/3/24 at which point the permit was approved in 4 business days

2023	Avg # Business Days Submittal to Approval	Goal	# of Permits Issued	# of Permits Approved Over Goal	Percent within Target	Highest # of Business Days Before Approval
January	2.5	10	64	3	95%	22 Business Days - 2 permits - Building permits for the 412/414 Aspen Trl duplex application was started 12/9 but the applicant did not supply any of the necessary information or submit the plans or documents until 12/30 at which point the review only took 9 days until they were approved
February	9	10	49	5	90%	126 Business Days - 2519 Park Ave MP0019-2022: submitted 8/4/22 - requested additional info 8/8/22, 8/15/22 & 9/28/22 - additional info received 2/6/23 at which point the permit was reviewed & approved on the same business day
March	3.9	10	48	4	92%	32 Business Days - 1811 1st Ave BP0014-2023 & PP0017-2023: submitted 2/10/23 without necessary plans - plans submitted 3/5/23 but were incorrect - revisions sent multiple times before finally being approved 3/28/23 - plumbing permit could not be issued until building permit was approved
April	2.7	10	50	2	96%	32 Business Days - 1811 1st Ave MP0012-2023 - submitted 2/10/23 & mechanical permit could not be issued until building permit was approved (discussed in March numbers above)
May	4.2	10	82	7	91%	91 Business Days - 810 E 8th St BP0001-2023: submitted 1/3/23 with deficient plans - sufficient plans submitted 4/26/23 at which point the review took 11 business days
June	8.3	10	97	23	76%	215 Business Days - 1305 E 5th St BP01118-2022 - submitted 8/24/22 with deficient plans - sufficient plans 6/30/23 & permit was approved same day
July	5	10	76	13	83%	46 Business Days - 917 E 9th St EP0065-2022 - submitted 9/19/22 with deficient plans - sufficient plans were submited 11/22/22 & permit was approved same day
August	4.6	10	93	10	89%	116 Business Days - 1009 E 6th St MP0016-2023 - submitted 2/24/23 - could not locate the reason as to why this review took such an extensive amount of time but some kind of required information must have been missing would be my educated guess
September	6.8	10	66	11	83%	84 Business Days - 4315 55th Ave W BP0122-2023 - submitted 5/29/23 with deficient plans - sufficient plans have yet to be submitted so the permit was approved solely for the foundation at this time
October	8.4	10	62	9	85%	251 Business Days - 622 Clay St BP0173-2022 - submitted 10/14/2022 with incorrect construction plans, homeowner submitted new construction plans that would not work so homeowner abandoned the project until on 10/13/2023 the homeowner decided to revisit the project & submitted new plans which were sufficient so the permit was able to be approved the very same day
November	11.7	10	69	16	77%	123 Business Days - 4315 55th Ave W BP0131-2023 - submitted 5/30/2023 without all of the necessary plans, the applicant is still in the process of getting the structural details for the building itself so it was decided on 11/21/2023 to issue a foundation only permit to allow them to begin that work instead of making them wait to begin that portion until they provide the structural details
December	9.9	10	28	7	75%	86 Business Days - 308 W 4th St Apt 4 BP0211-2023 - submitted application 8/3/2023 without the necessary plans, plans were finally submitted 12/5/2023 & the permit was approved the very same day

2022	Avg # Business Days Submittal to Approval	Goal	# of Permits Issued	# of Permits Approved Over Goal	Percent within Target	Highest # of Business Days Before Approval
July	3.5	10	66	6	91%	27 Business Days - 1 permit - The application was submitted on 6/8 without the plans/documents needed for the plan review. Once all the necessary documents/plans were finally submitted on 7/15, the permit was approved the same day.
August	5	10	92	16	83%	30 Business Days - 1 permit - Initial review found the provided plans to be deficient, once updated plans were provided the permit was approved within 8 business days.
September	4.7	10	91	13	86%	34 Business Days - 1 permit - Initial review found the provided plans to be deficient, once updated plans were provided the permit was approved within 11 business days.
October	5	10	58	9	84%	36 Business Days - 2 permits - One permit had deficient plans that needed correction by the contractor and the second permit's scope of work kept changing and expanding so new/additional plans were required several times
November	4.2	10	35	7	80%	19 Business Days - 1 permit - I could not find a reason as to why it took longer than the goal timeframe
December	5.7	10	49	11	78%	27 Business Days - 2 permits - Mechanical & plumbing permits for the new MCSD Kitchen approved on 12/28 but the building permit was approved 12/5 while the electrical permit was approved 12/9, I could not find a reason why the mechanical & plumbing were delayed for so long.

Rate of Compliance with Notices to Abate

2024	# of Notices Sent	# of Notices Contracted	Compliance Rate
January	65	34	48%
February	78	11	86%
March	74	21	72%
April	123	23	81%
May			
June			
July			
August			
September			
October			
November			
December			
Total	**340**	**89**	**72%**

2023	# of Notices Sent	# of Notices Contracted	Compliance Rate
January	109	22	80%
February	79	21	73%
March	72	12	83%
April	86	16	81%
May	147	38	74%
June	178	65	63%
July	170	42	75%
August	252	80	68%
September	222	48	78%
October	165	42	75%
November	89	30	66%
December	55	14	75%
Total	**1624**	**430**	**74%**

2022	# of Notices Sent	# of Notices Contracted	Compliance Rate
January	149	53	64%
February	79	21	73%
March	102	16	84%
April	104	19	82%
May	217	38	82%
June	197	60	70%
July	180	52	71%
August	152	49	68%
September	182	59	68%
October	202	98	51%
November	58	28	52%
December	72	27	63%
Total	**1694**	**520**	**69%**

Number of Rental Inspections & Point/Rate of Compliance

2024	Goal	Total # of Inspections	Total # Passed	Compliance Rate	# of Initial Inspections	# Passed	Compliance Rate	# of Reinspections	# Passed	Compliance Rate	# of Second Reinspections	# Passed	Compliance Rate	# of Third Reinspections	# Passed	Compliance Rate	# of Fourth Reinspections	# Passed	Compliance Rate
January	84	74	27	36%	70	15	21%	47	19	40%	3	3	100%	1	1	100%	0	0	N/A
February	84	89	14	16%	50	4	8%	39	12	31%	0	0	N/A	0	0	N/A	0	0	N/A
March	84	193	81	42%	76	4	5%	101	74	73%	15	6	40%	1	1	100%	0	0	N/A
April	84	118	56	47%	50	15	30%	61	40	66%	5	1	20%	2	0	0%	0	0	N/A
May	84																		
June	84																		
July	84																		
August	84																		
September	84																		
October	84																		
November	84																		
December	84																		
Total	**1000**	**474**																	