

Organizational Analysis



Preliminary organizational assessment and environmental scan

Pinellas County Strategic Plan

Deliverable #1

Arrington-Marlowe, LLC

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Section One

Summary of process

The process in the initial phase of the project involved the following activities that occurred from November 2004 through January 2005:

- Interviews of County Commissioners
- Interviews of Senior staff (County Administrator, Assistant County Administrators)
- Interviews with other county staff
- Review of prior strategic planning retreats and vision reports
- Planning for, and formation of, Strategic Leadership Team
- Development and delivery of orientation for Strategic Leadership Team
- Design and facilitation of BoCC strategic leadership workshop 1 – strategic framework
- Design and facilitation of BoCC strategic leadership workshop 2 – strategic choices
- Revision of project work plan

Section Two

Challenges facing Pinellas County

Pinellas County is a distinctive county in Florida: it is the state's first truly urban county and the first, along with Broward, to reach a "built-out" status. As such, it faces a distinctive set of challenges regarding redevelopment, the transformation of its tourism industry, the challenges of density and public transportation along with the normal challenges of any urbanized county with respect to cultural diversification, housing affordability, pressures on social service systems and the need for economic diversification.

Pinellas County is distinguished, along with Miami-Dade, Broward and Palm Beach in having more than twenty (24 in Pinellas' case) municipalities within its borders. The County is struggling with the challenge of sorting out roles and relationships among its local governments in a highly complex, and often contentious, political environment. Pinellas County also is a major partner in the Tampa Bay area, which is often viewed by those outside the region as a single entity. The county anchors one end of the I-4 corridor, an area generally regarded as rapidly growing in national economic and political significance.

Within this general context, the county faces a number of challenges. These include:

- The accommodation of approximately 200,000 more persons during the next twenty years as residents. This represents the mid-range BEBR estimate. We would note that a number of coastal counties are experiencing growth rates that exceed the mid-range estimate. They of course do not face the redevelopment challenges that Pinellas faces.
- Maintenance of its tourism industry. The current trend of converting hotel space to condominiums may present significant challenges to the future vitality of beach-oriented tourism; and potentially a significant loss of jobs and tourism related income.

- Maintenance or development of high wage jobs and “import” industries. The current redevelopment study has identified the need to add wage importing jobs over the next twenty plus years if the County is to remain economically viable.
- Increasing ethnic and cultural diversification. Based on the 2000 Census 85.9% of county residents are Caucasian. This percentage is significantly higher than the other large urban Florida counties as shown in table 1. Given national trends, that proportion is likely to decrease in the future.

Table 1: Percentage of population that is Caucasian

Unit	% Caucasian
Broward	70.6
Hillsborough	75.2
Miami-Dade	69.7
Orange	68.6
Palm Beach	79.1
Pinellas	85.9
Florida	78.0
USA	75.1

- Housing costs. As with other urban and coastal areas, the cost of housing has risen significantly. This creates issues both for workforce housing and housing options for persons facing various life challenges. This issue has wide impact on economic development and redevelopment efforts as well as social service programs.
- Aging Housing, Commercial, and Industrial Inventory. A significant percentage (as much as a third) of single family housing is more than 40 years old. Creation of new housing stock at higher densities through redevelopment is needed. Aging commercial, industrial, and retail uses also are problematic. Articulation of the need for redevelopment is politically complex because the public perceives that redevelopment means higher

densities and higher density leads to higher population growth rates, more congestion, etc.

- The need for significant transportation and infrastructure investments. The county has clearly made significant investments and will need to continue to do so. These improvements will require challenging public policy decisions with respect to taxation, and redevelopment policies that create incentives for public use of alternative forms of transportation while reducing demand for additional roadways.
- The challenge of rationalizing local government service delivery in a jurisdictionally fragmented county. The county's multiple municipalities and special taxing districts create a highly complex and fragmented approach to service delivery. The challenge is creating more cost efficient and effective service delivery systems suited to a highly urbanized and built out county struggling with issues vastly different and much more complex than those it faced when the present governmental arrangements were put in place.
- Fragmentation of planning and growth management also presents significant challenges. The roles and relationships of the multiple local planning and growth management regulatory agencies must be rationalized to enable a coherent redevelopment and economic development strategy, and concurrency of major public service and infrastructure needs with the demands of new and redevelopment.
- Equally as challenging are the changing roles and relationships between state and local levels of government. Within Florida, state government continues to shift costs and responsibilities to local governments. As state government continues to sort out its priorities and approaches to critical service areas like transportation and Medicaid, it is likely that local governments will be asked to share more of the burden. Revenue options available to local governments are limited and largely controlled by State leaders reluctant to authorize new sources. Gaining public support for local option revenues and continuing to work with state leaders on revenue sources and service responsibilities will continue as major challenges in the immediate years ahead. The good news

in this regard is that Pinellas County Government has a strong tax base, a history of success with the use of the local option sales tax, unused gas tax and transportation surtax options, and strong bonding capacities.

- The maintenance of strong corporate leadership in the community. The wave of corporate mergers in the last ten to fifteen years, coupled with the emergence of Tampa as the regional corporate center, has created a shift in corporate leadership. There clearly exists a strong corporate community in Pinellas County. That leadership is not as visible as it historically has been in the past. Many in the community believe that significant community progress requires strong public-private partnerships. Maintaining significant corporate leadership is therefore an important concern.

Section Three

Specific external and internal challenges and uncertainties facing Pinellas County Government

Obviously, the challenges to the County as a whole are challenges for the culture, organization and operations of Pinellas County Government. However, there are additional external and internal challenges and uncertainties specifically facing Pinellas County Government. These include:

The organizational impact of annexations.

Over time the service delivery roles and relationships of cities and counties shift with the degree of urban development. As the process unfolds, a sense of “competition” often develops among local service providers. This is rooted in the tax base and revenue generating capacity gains and losses resulting from annexations. Unhealthy conflict between cities and the county (and often among cities) is one result. Another result of annexation pressures is the need for county government to adjust its role as a provider of municipal services to unincorporated areas that become annexed or are considered candidates for future annexations. To complicate matters, cities often provide certain municipal services to adjacent unincorporated residents; and counties sometimes provide contracted municipal services to residents of municipalities. To further confuse the picture, special districts (some independent of the county, some dependent) will be in the business of providing specialized municipal services to residents or contract with municipalities for such services in unincorporated places. Pinellas has all these configurations with their attendant problems and uncertainties.

From the county’s perspective there are two overriding concerns; the impact of annexations and the assignment of service delivery responsibility generally. The first is service rationalization so that unincorporated “pockets” are not created in which the cost of service delivery becomes excessive. The second is that the process is planned and orderly so that the county can plan for the

revenue shifts as well as ensure that the desires of the citizenry are respected.

It is of note that in the employee focus groups that annexation was identified as one of the two most critical issues the county needed to address. From the staff perspective annexations may have significant impact on their work in terms of new roles and/or new expectations.

Operational impacts of continued mandates and cost shifts.

Florida counties continue to face unfunded mandates and cost shifts in a variety of ways. As one example, shifts in approaches to Medicaid funding could increase the costs of indigent health care. These cost shifts bring on-going financial pressures to the counties as the place where real people with real needs that must be addressed live.

Transition in structure and leadership

Recently (from the perspective of an organization's life) county government has undergone significant changes in structure and leadership. At the policy level it has moved from five to seven members and just as significantly has moved from county wide elections to district elections for four of those members. These shifts have subtle impacts on organizational practice, requiring difficult adjustments in culture over time.

At the same time there was a shift at the county administrator level where a long term administrator departed and a new administrator from outside the county replaced him. Any administrative shift brings changes in management style and philosophy, in questions that are asked, in expectations. A new set of working relationships must be developed. Just as with the shift in Commission structure discussed above, the impacts of a new administrator take some time to evolve.

Perception of county government is determined by a number of factors. One key one is the working relationship between the board and the administrator.

Another key is the working relationships of board members. How these relationships work out in the everyday activities of meetings, presentations and other public venues shape public perception.

Both of these shifts are creating change in the operations and culture of county government. We examine those themes in our next two topics.

Organizational culture and employee attitudes

Conclusions here were reached on the basis of three data sources. Conversations with senior staff and SLT members, focus groups conducted with randomly selected staff and the independently conducted staff survey. Based on these data sources we would draw the following conclusions.

- There is a cultural transformation underway. We are not yet conversant enough with the organization to be able to describe that shift with precision. Based on our experience with other counties that have: a) shifted both Commission structure and appointed leadership in the same time period; b) instituted stronger performance management systems; c) faced increasing resource constraints; and d) are engaged in questions of future role, we would hypothesize the following factors are at work:
 1. The creation of single member districts creates a more “retail” oriented Commission that is often concerned with district-specific problems, and a level of operational detail that Commissions elected under a county-wide model are not. This is a very natural consequence of single member districts that always occurs in our experience. From the elected officials perspective they are simply doing constituent service. From a staff member’s perspective they experience this as the Commission focusing on small-scale segmented political issues, and interfering in the administration of programs and policies that heretofore have been countywide in character.
 2. New administrators have their own approaches which will elicit varied reactions from employees and board members. Each administrator brings his or her own experiences, philosophy, leadership style, values and priorities to the job. No two administrators are alike and the worse mistake a administrator can make is to seek to replicate the approach and

style of his or her predecessor. While we all may agree with this statement, it can still be very difficult to adjust to a new administrator, particularly one who succeeds a long-term incumbent. With a long-term incumbent staff have learned what to expect from the administrator, what he or she will ask, what the administrator's "hot buttons" will be, etc. A new administrator means all this knowledge has to be learned anew. This process can be demanding, frustrating and confusing, all of which emphasize the need for additional communication among the stakeholders.

3. The emphasis on performance management is fully proper and correct, but it can create unintended consequences. If performance management is implemented in a way that creates more formulaic work while reducing an employee's options for doing their work, we know from the research literature that a higher level of workplace stress will occur.
4. Increasing service demands coupled with restricted resources create more work pressures. For a number of years, local governments have been asked to do more with less. This trend shows no sign of abating, with departments having fewer and fewer flexible resources to address new issues or emergent topics. The unfortunate possibility (based on self-reports from many governments) is that for many long term employees public sector work is not as much fun as it used to be. As service demands increase, there is less opportunity to interact on a personal level with customers, less room to make choices about how to best solve an issue and there is simply more to get done in a day. These dynamics create frustrations and stress on the part of staff.
5. A lack of clarity about role and goal can create immobility. When employees are no longer sure of what role county government should assume, what the goals of the activity are, the tendency is to adopt a "wait and see" attitude. This is particularly true if attempts to clarify roles and goals have not gone well.
6. This cultural transformation is most difficult for the longer term employees. The logic of this is obvious. It does not mean that longer term employees cannot effectively provide the leadership to facilitate this culture change. Nor should it be read to assume that longevity equates to resistance. It simply means they have a greater history, have played a

stronger role in creating the current culture and are challenged and may become frustrated by the demands of providing leadership under changed circumstances.. Frustrations notwithstanding, longer term employees possess the institutional knowledge successful cultural change demands. Successful change must reappropriate the best of an organization's past into its present and future. Longer term employees are the fount of knowledge needed for this to occur. As frustrating as change can be for longer term employees, their leadership is desperately needed to make way for the future.

- Employees understand that important changes are coming to the county. For example, annexation was seen in the focus groups as a major challenge for the County. As the persons who actually deliver service every day, they experience the disconnections in service delivery; the illogical forms of service delivery that occur, the problems that exist when there are multiple layers of government overlapping. What those changes will be, and the possibility that they may negatively impact county employment, are the unknowns employees are struggling with understanding. In particular, employees understand that to be effective in the future, county government must:
 1. Communicate more effectively with the public;
 2. Be able to work in a cooperative manner with the municipalities
 3. Continue to maintain a position of technological competitiveness.
 4. Address and resolve the annexation and other intergovernmental and governance issues
 5. Invest in its workforce. For those county governments where a significant number of high level retirements are looming, these investments, particularly those in succession planning and career development will need to be made in the near future, to meet the challenge of continued quality public services.

- The ever present challenge of communication is alive and well in Pinellas County. Every employee survey we have ever seen puts "communication gaps" at or near the top of the list of employee concerns. The data here suggests the same priority is being expressed by county employees. We would offer the following perspectives on this issue drawn from our experiences of county governments statewide:

1. There is a paradox at work here. On the one hand people see lack of communication as a critical issue. On the other hand, everyone complains about information overload. Too many emails, too much paper, too many meetings.
 2. This suggests that the issue is not the amount of communication per se. The reality is that everyone suffers not from information underload but from information overload. More precisely, we have more data than we can process effectively, but we don't have the information we need to feel we know what is going on.
 3. We conclude that the challenge is not to communicate more facts but to communicate values, rationales and desired end results. As we have probed into this "communication problem" in other entities, employee frustration most often centers on "why". They ask or state: "why are we doing this?, this doesn't make sense to us! what are we trying to achieve here?" This suggests to us that the critical disconnect here is one of meaning and purpose. This includes communications across departments as well as intra-department.
- The good news is that there are long term employees. The bad news is that there are long term employees. The benefits of a stable workforce are obvious. The downside from an employee's perspective is that promotional opportunities may be few and far between. There is clearly a level of frustration among employees about this situation. Given current pressures to flatten organizations and increase spans of control, this particular situation in most governments may not easily resolve itself in the future. However, the projected number of retirements over the next 5 to 8 years in Pinellas County Government is likely to create a number of promotional opportunities.

County operations

Pinellas County government is a large, complex organization performing a wide range of tasks every day. Within that context, there are two key challenges we believe it faces. These are discussed below.

Work Silos.

This is an on-going challenge for any large organization. There is so much to do, there is such diversity of work, that it very easy to become fully focused on one's area of responsibility and lose sight of how that work may impact other county efforts. The siloing of work has been identified as a key organizational challenge by many parties to date in this project. Addressing this issue will require both structural and attitudinal approaches.

Managing the largest city in Pinellas County

As table 2 indicates, the unincorporated area consists of more persons than any city within the county. Since county government is in the municipal services business, it in effect is managing the largest functional city in the county. The management of this "city" creates a distinctive set of pressures on the county.

Table 2: 2004 Population estimates¹

UNINCORPORATED	284,306
Belleair	4,107
Belleair Beach	1,632
Belleair Bluffs	2,240
Belleair Shore	72
Clearwater	110,325
Dunedin	37,217
Gulfport	12,860
Indian Rocks Beach	5,288
Indian Shores	1,796
Kenneth City	4,539
Largo	72,817
Madeira Beach	4,504
North Redington Beach	1,543
Oldsmar	13,737
Pinellas Park	47,572
Redington Beach	1,592
Redington Shores	2,341
Safety Harbor	17,800
St. Petersburg	253,010

¹ Office of Economic and Demographic Research, the Florida Legislature

St. Pete Beach	10,004
Seminole	17,799
South Pasadena	5,837
Tarpon Springs	23,170
Treasure Island	7,532
PINELLAS	943,640

Communication with the public.

The ability to effectively engage the public to inform them of county activities and develop public consensus on solutions has been identified by Commissioners and staff as a key issue. Finding approaches that are effective and reliable will be an ongoing challenge.

Charter.

The Charter Review Commission will provide the opportunity to address some of the structural and functional issues facing the County. The issue facing County Government is to identify those issues it would request the Commission review. In future years, completing a strategic plan prior to Charter Review could be of benefit.

The role of County Government.

The overarching question facing county government is what role it takes in addressing the many issues facing Pinellas County. While its role is clearly defined in many cases, on other issues there are choices to be made. Many of the specific choices facing the county are discussed in section four. It is these choices that will determine the future direction of county government.

Section Four

Strategic framework: Strategic focus areas

Strategic frameworks and strategic focus areas: Definitions

Strategic planning in a county government, particularly one of the size of Pinellas County Government, has to address a wide variety of subject areas. County government works in several distinctively different businesses ranging from airport management to homeless services. This wide range of business makes a county government closer in complexity of organizational form and knowledge range to a corporate conglomerate than to any other organizational form.

This complexity of function requires that a framework for strategic planning be developed which recognizes the business diversity of county government. This framework must encompass all activities of the government while also organizing these businesses into units that represent the major businesses of the county. One purpose of a strategic framework is to organize the work of the organization into logically inter-related types of businesses. The strategic framework provides a summary of the types of business in which the county is engaged.

There is a second equally significant purpose of the strategic framework. It is to integrate strategic planning with execution of the plan. To do so the framework consists of four types of strategies that must be managed toward end results and goals. More often than not, all four types of strategies are needed for the results and goals of a strategic plan to be achieved. Creating a system that manages strategies is the second purpose of a strategic framework. These four types are shown as a quadrant as illustrated in figure 1.

- Service and Infrastructure Strategies. These are strategies that directly provide services or infrastructure needed for service delivery. It is these services that achieve the desired results of the plan.

- Governance and Stakeholder Relations Strategies. The successful execution of a strategic plan is first dependent upon managing relationships internally and externally. These relationships occur in formalized means such as governance structures and in working relationships. Successful management of relationship's requires attention to the details of the process through which the plan is both developed and executed. Developing and executing the strategic plan in ways that both maintain and build trust and confidence in the intended results, in the process and in the organization are key requirements to achieve the intended results.
- Resource Optimization Strategies. Executing the plan requires that resources (financial, capital and human) be properly allocated and managed. Failure to control costs, failure to energize and engage staff, failure to maintain or utilize capital equipment or facilities will lead to poor execution.
- Future planning strategies. In turbulent, dynamic environments the half-life of a strategic plan is rather short. In reality, the strategic plan is under constant adjustment and adaptation. It offers a roadmap, not a fixed scientific procedure. Therefore the strategic planning process, and the following strategy management system, should encourage and foster a culture of learning and change. Successful execution requires continuous environmental scanning and strategic thinking. The plan provides the intellectual platform, not the daily to do list. Successful execution requires that change be managed in a strategic context of desired goals and results, recognizing that strategies, pathways and specific actions come and go as appropriate. This requires an organization with the appropriate values and culture to flexibly meet the intent of the strategies, not the letter of the plan.

Figure 1: Strategic Planning and Execution Framework

<p><i>Governance & Relationship</i> Strategies: Managing relationships and process</p>	<p><i>Services & Infrastructure</i> Strategies: Delivering results in business areas (Strategic results by Focus area)</p>
<p>Resource Optimization Strategies: Managing resources</p>	<p>Planning for the Future Strategies: Creating a culture of learning and change</p>

Figure 2 describes the overall relationship of the strategic plan to its execution. Execution occurs through a strategy management system.

The strategy management system is

1. The processes through which strategies are turned into business plans with budgets, staff resources, timelines and assigned leaders along with measurable deliverables.
2. The process through which progress on deliverables is tracked.
3. The process through which the strategic plan is updated.
4. The process through which on-going decisions are tested against the intent of the strategic plan.
5. The process through which the work of individual employees is linked to the intent of the strategic plan.

Figure 2: Strategy Management System

<p style="text-align: center;">Governance & Relationship Strategies:</p> <p style="text-align: center;">Business Plans Tracking systems Updating systems Decision review systems Line of sight systems</p>	<p style="text-align: center;">Services & Infrastructure Strategies:</p> <p style="text-align: center;">Business Plans Tracking systems Updating systems Decision review systems Line of sight systems</p>
<p style="text-align: center;">Resource Optimization Strategies:</p> <p style="text-align: center;">Business Plans Tracking systems Updating systems Decision review systems Line of sight systems</p>	<p style="text-align: center;">Planning for the Future Strategies:</p> <p style="text-align: center;">Business Plans Tracking systems Updating systems Decision review systems Line of sight systems</p>

Strategic Focus Areas for Pinellas County

The interviews and document reviews conducted in this stage yielded a strategic framework model that was then presented and discussed with the BCC in workshop 1. The BCC agreed that this framework was both logical and comprehensive. It represents the organizing framework for the remainder of the project. This framework is summarized in table 3.

Table 3: Strategic Framework	
Strategic Focus Area	Distinguishing Characteristics
Transportation and Utilities	Physical infrastructure and public programs that are concerned with the movement of people, goods and services, and the provision of water, sewer, solid waste and stormwater disposal.
Economic Development, Redevelopment and Housing	Programs and services that focus on the economic vitality of the community.
Public Safety	Programs and services concerned with the protection and safety of persons and property.
Environment, Open Space and Recreation and Culture	Programs, services and properties that provide passive and active recreation for people while protecting habitat, green space or sensitive lands.
Health and Human Services	Programs and services that promote public health and provide a social safety net.
Effective Government	External and internal support processes through which the other strategic focus areas are accomplished or relationships with other bodies (such as municipalities, etc) which lead to accomplishments in the other strategic focus areas and optimize delivery of services to citizens.

Section Five

Strategic Choices: Key role and strategy decisions facing the County

Strategic choices set the direction. The direction in turn determines the strategic results that we seek. The strategic choices that have been identified in this preliminary scan, organized by strategic focus area, include the following questions or statements.

Strategic Focus Area: Transportation and Utilities

- Do we want to see a more integrated approach to transportation? If so, what role do we wish to play in achieving that integration?
- What investments do we wish to make for enhanced potable water quality? Is the county prepared to invest significant capital \$ to maintain a standard of potable water quality? Are we comfortable with varying levels of potable water quality in the county?
- What role do we want to take (more proactive/authoritative role) in implementing alternative (to roads) transportation solutions? (has BoCC relied on other entities to “handle”?; Should that change?). Should we take role of leader in this arena?
- Do we want to try and take a lead on trying to integrate the many efforts ongoing regarding transportation?
- What role do we want in regional transportation issues
- To what type of transportation improvements do we wish to allocate our resources?
- Should we be the County water provider?
- Do we want to develop a Countywide stormwater entity – regional facilities vs. series of small retention basins?
- What will be the County’s role in meeting TMDL requirements?
- Do we want a countywide approach to septic system replacement and pollution concerns?
- Should we review our role in water distribution?

- Should we regulate trash service? Do we want to confirm MSBU franchise approach to trash collection for the future?

Strategic Focus Area: Economic Development, Redevelopment and Housing

- Does the County wish to take a different role in redevelopment? What is the role of the county in redevelopment? In planning; in managing?
- Does the County wish to develop a new approach to growth management?
- Does the County wish to actively promote attainable housing in the County?
- What role do we want in affordable housing?
- What role, if any, do we have with respect to mobile home conversions?
- What role do we want to take in growth management?
- What role is appropriate in the hotel/condo conversion issue?
- What role can we take in redevelopment? What role do we want? What role do we take in funding of redevelopment?
- What is the BoCC role if communities are in disagreement over housing strategies?
- What active role in “workforce” housing for police, teachers, etc. (as opposed to strict affordable housing view) do we want to play?
- What do we really want to see occur through redevelopment?
- Do we define economic development to include retention, recruitment, business development?

Strategic Focus Area: Effective Government

- What is the role of the county in the provision of municipal services in the future? How should responsibilities for the delivery of services in PC be changed among all public entities? What service mechanisms best meet public need?
- What does the county see as its role in Fire and EMS services administration and regulation?
- Should governance and administrative responsibility for mass transit be changed?
- What does effectiveness look like in county government?

- Is th focus of the organization on efficiency, effectiveness or value?

Strategic Focus Area: Health and Human Services

- What role does the County wish to take with respect to health and human services?
- To what degree are we willing to supplant federal and state funding? What level of commitment are we willing to make?

Strategic Focus Area: Environment, Open Space, Recreation and Culture

- What is the role of county government in recreation and culture?
- What uses do we want for county acquired open space?
- Do we want to ensure public access to waterways?
- Should County have role in historic preservation?
- Should historic preservation role of County be limited to unincorporated areas, or within municipalities as well?

Strategic Focus Area: Public Safety

- Are there overarching functions that should be provided by the sheriff? What law enforcement functions are best carried out by the Sheriff?
- Is this community willing to consider alternatives to incarceration as we plan for new correction facilities? Should we complement jail expansion with appropriate front end prevention and treatment programs?
- Do we want a strategic direction that ensures we have a highly capable and responsive disaster response and recovery system?
- Is there more of a role for County in early preparation and evacuation before a disaster, e.g. possible partnership with Churches?

Pinellas County Government Strategic Planning Project
6 December 2004
Employee Focus Groups Report

Introduction

Information from five focus groups is organized by each question topic and presented in response tables with the consensus/majority items shaded for each group. Following each table presentation for the question, key notes are presented as a summary. The final Infrastructure focus group information is presented separately. General impressions, comments, and focus group participant lists are presented at the conclusion of the report.

<i>1. If Pinellas County government (PCG) is to be effective in the future, what two issues does it need to address today?</i>					
Consensus/Majority Response Categories	Directors/Administrators 2 Groups n=24		Line Staff 3 Groups n=39		
	Group #1=10	Group #3=14	Group #2=14	Group #4=14	Group #5=11
a. Annexation Issues	X	1	X	1	X
b. Cooperation among municipalities	1	X			
c. Better long-term planning	X	X			
d. Improving Internal/external communications	2	X	1	X	2
e. Transportation		2			
f. Using 21 st century technology	X	X			
g. Employee Issues/Relations, Hiring, Communications	X	X	2	2	1
h. Increasing revenue/increasing taxes	X				

KEY: 1 = TOP RANKED ITEM, 2 = SECOND RANKED ITEM, X = ITEM IDENTIFIED BY GROUP

- The most important issue identified by the two **Director/Administrator groups** was actually a combination of a, b, and c above: effective strategic planning that encompasses annexation issues and produces a proactive plan for improving cooperation among municipalities in areas of duplication, redundancy, and resource leveraging.
- There was not agreement by Directors/Administrators on the other important issue. One group strongly perceived the internal/external communications area had to be a priority, while the other group perceived transportation issues should be the priority.
- Among the Line Staff, the highest priorities are given to employee relations and management issues—hiring practices, improving diversity, training, advancement pace, benefits and to internal/external communications with an emphasis in two areas:
 - i. Internal communications: clear policies; communicating management decisions; technology use; closure on previous changes (what happened with the last set of changes); and other employee communications.
 - ii. External communications: better education of the public; better preparation to response to diverse population in Pinellas County (e.g., Spanish language); and elimination/modification of Commissioners having direct communications/management of employees to override policy or handle situations brought to the Commissioners by County residents with grievances about personal treatment, County procedures, policies or laws.

2. How would the average employee describe working for Pinellas County Government?

Consensus/Majority Response Categories	Director/Administrator 2 Groups n=24		Line Staff 3 Groups n=39		
	Group #1=10	Group #3=14	Group #2=14	Group #4=14	Group #5=11
a. That it is a stable and rewarding environment and the best place to work (especially for employees <5 years)	X	X	X	X	
b. Many longer term employees (>five years) are eager to leave and do not like the changes		X	X		
c. There have been many changes in the past three years with employee benefits that are perceived to have negatively affected employee morale			X	X	X
d. There is a strong "silo" culture that hampers productivity and limits workplace improvements	X				X
e. There have been many changes in management practices that are perceived to have produced a significant erosion of job satisfaction, especially among longer term employees (>5 years)	X				X
f. Stagnation, slow advancement, with vertical advancement almost impossible and very little in lateral movement.	X	X		X	X
g. Resentful of Commissioners' pressures and increasing micromanagement	X			X	X
h. Have fears of uncertainty and privatization trends		X			

3. <i>If an employee has an idea for improving something, what happens?</i>					
Consensus/Majority Response Categories	Director/Administrator 2 Groups n=24		Line Staff 3 Groups n=39		
	Group #1=10	Group #3=14	Group #2=14	Group #4=14	Group #5=11
a. A universal formal process exists for submitting cost-saving improvements	X		X	X	X
b. There is no uniform informal management standard for employee ideas. Some departments are highly encouraging, while others are completely discouraging. It is a mixed bag throughout the County.	X	X	X	X	X

- This question did not evoke much interest or discussion in any of the focus groups.
- If these focus groups are representational, It does not appear that employee innovation is a strong element of the organizational culture, nor is it an area of priority employee interest.

4. How would the average citizen describe Pinellas County Government?					
Consensus/Majority Response Categories	Director/Administrator 2 Groups n=24		Line Staff 3 Groups n=39		
	Group #1=10	Group #3=14	Group #2=14	Group #4=14	Group #5=11
a. Couldn't describe it because they are confused.	X	X	X	X	X
b. Much more public education, public relations is needed for the public to be able to understand because of the complexity of municipalities and the role of the County.	X	X	X	X	X
c. When citizens attend outreach events that explain what the County actually does, they express amazement and appreciation.		X			X

- The overall feeling is that much more public education and outreach is needed.

5. For the citizen who interacts with county government, what is the experience like?					
Consensus/Majority Response Categories	Director/Administrator 2 Groups n=24		Line Staff 3 Groups n=39		
	Group #1=10	Group #3=14	Group #2=14	Group #4=14	Group #5=11
a. The experience is very positive because employees have been trained to try their best to help the public.	X	X	X		
b. Employees view themselves as public servants who are committed to helping.	X	X			
c. Sometimes a person calling in will get ping-ponged from one department to another in a "telephone hell" and that is a very negative experience.			X	X	X
d. Citizens, often very problematic individuals, have learned they can complain directly to the Commissioners or act out at public meetings causing so much trouble that they will get their way on something, even if it is a violation of County policy or procedure. These incidents often impact employees very negatively when they must handle the practical end of these interactions. However the citizen experiences them very positively, but from adversarial position.	X	X	X	X	X
e. Citizens have learned to use email and send copies to everyone to bring significant attention to their personal issue or problem that is out of proportion and creates many problems for employees and administrators.	X	X			
f. The public experiences certain enforcing departments very negatively; other departments such as Human Services may also be a negative experience if they do not meet criteria to be helped.			X	X	

g. Disaster assistance is experience very positively as is any interaction in which the response time is very fast.	X	X		X	

6. *As we think about planning for the future of Pinellas County Government, are there other key points you would want to make?*

Consensus/Majority Response Categories	Director/Administrator 2 Groups n=24		Line Staff 3 Groups n=39		
	Group #1=10	Group #3=14	Group #2=14	Group #4=14	Group #5=11
a. Increasing revenues, taxes, resources	X	X			X
b. Centralization versus consolidation of a metropolitan government—what will Pinellas County Government be?	X	X			X
c. Technology use in the 21 st century	X	X	X		
d. “Brain drain” of the retirement of long tenured employees that will happen		X			
e. Changing the silo culture			X		X
f. Effective outreach to the public	X	X			
g. Affordable housing	X	X			
h. Departmental consolidation – doing more with less	X	X			
i. Redevelopment	X	X			
j. Transportation	X	X	X		
k. Privatization trends—how is that going to impact PCG					X
l. What kind of employee training is needed				X	X

The reader should note the differing response patterns between the Director/Administrator groups and the Line Staff groups in terms of issues. As might be expected, there are a broader range of concerns among the director/administrator groups.

General Comments and Observations

- The older, longer-term employees in the focus groups show some resentment of changes in the organizational culture.
- Some departments perceive a much greater need of more training to manage the public:
 - Enforcing or regulating departments
 - Departments offering services for which criteria must be met to receive
 - Departments dealing with minority populations, non-English speaking, etc.
- The management of change within the organization is perceived by focus group participants to be capricious, flavor-of-the-month, or trying to imitate some other County—none of which are viewed as legitimate rationale for change in Pinellas. There is also a lack of closure on previous changes within the organization—What happened to the balanced scorecard? What were the results? Are we there yet? Are we still doing it? Too much change without closure, feedback, or a perceived credible rationale, creates an increased resistance to further change and cynicism or resentment.