CITY OF BRADENTON
Code Enforcement Department
Strategic Plan

Mayor
Wayne Poston

City Council
Patrick Roff
Gene Gallo
Marianne Barnebey
Harold Byrd Jr.
Bemis Smith

Director of Development Services
Tim Polk

Compliance Manager
Volker Reiss

Grants and Assistance Administrator
Lesa Ramos

Code Enforcement Department
Laura Anderson
Mark Runnals
Victor Perez
Cheryl Landers
Barbara Hogan
| Strategic Planning Process Agreement and Initiation | Page 3 |
| Stakeholders’ Analysis | Page 5 |
| Clarifying Organizational Missions and Values | Page 7 |
| SWOT Analysis | Page 10 |
| Strategic Issue Identification and Strategy | Page 12 |
The City of Bradenton code enforcement department is comprised of five officer positions and one coordinator. The department currently has four of the officers and the coordinator employed. The department currently enforces the City of Bradenton Code of Ordinances.

In 2001, Assistant Director of Planning Larry Frey was given the task of re-inventing the code enforcement department. Mr. Frey developed and implemented the Total Quality Code Enforcement Program (TQCE). TQCE strategically divided the City into sections and required the code enforcement staff to methodically plan effective enforcement over a long period of time. TQCE also gave focus to staff in areas of professionalism and department structure.

In January 2003, Larry Frey, Director of Development Services assigned code enforcement management to Jeff Burton, Planning Manager. Mr. Frey mandated that code enforcement be taken to the next level of productivity and professionalism. Prior to developing a new model, research on the prior concept was performed. TQCE laid the groundwork for this code enforcement strategic plan. In fact, the mission statement developed in this plan was built from the original TQCE plan.

This strategic plan is modeled on a process called “Strategy Change Cycle” (See Appendix) from the book, Strategic Planning for Public and Nonprofit Organizations, written by John M. Bryson (Jossey-Bass Publishers). Ten steps are required to complete the model. The steps include the following:
City of Bradenton
Code Enforcement Department
Strategic planning process agreement and initiation

1. Initiating and agreeing on a strategic planning process.
2. Identifying organizational mandates.
3. Clarifying organizational missions and values.
4. Assessing the organization’s external and internal environment.
5. Identifying the strategic issues facing the organization.
6. Formulating strategies and plans to manage the issues.
7. Reviewing and adopting the strategies and plan.
8. Establishing an effective organizational vision.
9. Developing an effective implementation process.
10. Reassessing strategies and the strategic planning process.

Initiation of the process officially began in May 2003 with the project delivery date of August of 2003. This strategic plan will produce fundamental actions and decisions that shape, mold and direct what the code enforcement department is, what it does and why it does it for the next five years. It will produce efficiency, effectiveness, direction, and focused leadership.
City of Bradenton  
Code Enforcement Department  
Stakeholders’ Analysis

As part of the model, code enforcement stakeholders must be identified both internally and externally. A stakeholder is any person, group or organization that can place a claim on an organization's attention, resources or output or is affected by that output (Bryson). In order to scan the stakeholders’ environment, a map must be developed of stakeholders for code enforcement and a survey be completed to determine stakeholders’ insight as to the status of the code enforcement department (See Appendix for map). Upon review of the code enforcement environment, the following stakeholders were identified:

<table>
<thead>
<tr>
<th><strong>Internal stakeholder</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>External stakeholders</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Mayor and City Council</td>
</tr>
<tr>
<td>Code Enforcement Board</td>
</tr>
<tr>
<td>Building Department</td>
</tr>
<tr>
<td>Planning and Development Review Department</td>
</tr>
<tr>
<td>Contractors</td>
</tr>
<tr>
<td>Citizens</td>
</tr>
<tr>
<td>Outside Code Enforcement (Manatee County, Palmetto)</td>
</tr>
<tr>
<td>Florida Association of Code Enforcement (F.A.C.E.)</td>
</tr>
<tr>
<td>Police</td>
</tr>
<tr>
<td>Grants and Assistance Department</td>
</tr>
<tr>
<td>Media</td>
</tr>
<tr>
<td>Public Works Department</td>
</tr>
<tr>
<td>City Attorney</td>
</tr>
<tr>
<td>The State of Florida</td>
</tr>
<tr>
<td>CDBG program, Federal Government</td>
</tr>
</tbody>
</table>

5
In an effort to determine certain levels of satisfaction and approval of stakeholder a survey was created and forwarded to various stakeholders for their opinions (See Appendix for survey results). Even though the survey was performed in a non-statistically correct manner it can identify key code enforcement mandates required by the stakeholders. Mandates from stakeholders as shown in the survey are as follows:

- Enforcement should be the priority of the department.
- More focus should be applied to Commercial properties.
- Ticketing violators is strongly encouraged.

The information garnered from the survey will identify certain strengths, weaknesses, opportunities and threats for the department. Notable survey results show that 100% of the respondents stated that the focus on residential violations was at least good to excellent. 68% of those surveyed agreed that code enforcement should be tougher on violators and 74% either agreed or strongly agreed that code officers should write more tickets on violators. Finally 62% of the stakeholders agreed that they were satisfied with the efforts of code enforcement.

Besides those of the stakeholders, there are other mandates that the department must comply with. Most notable are City ordinances, Florida statutes and Federal CDGB guidelines that empower and regulate the department. These mandates have been gleaned from their sources and added to the Appendix. It was determined that the mandates be divided into administrative and reference
groups. The administrative group consists of mandates that determine the powers of the department and how they provide service. The reference mandates are the actual codes and laws that are enforced by the department. The administrative mandates are included in the report, the reference mandates can be found in their perspective reference books.
“If you don’t know where your heading, your likely to end up somewhere else”, Yogi Berra. Without a sense of direction, an organization can become quite lost in its duty. The Mission statement clarifies the organization’s purpose, or why it should be doing what it does; vision clarifies what the organization should look like and how it should behave, as it fulfills its mission. (Bryson) There are 6 questions that must be answered with the mission statement they are as follows:

- Who are we?
- What are the basic social and political needs we exist to meet or address?
- What do we do to recognize, anticipate and respond to these needs or problems?
- How should we respond to our key stakeholders?
- What are philosophies, values and culture?
- What makes us distinctive and unique?

Reviewing the original TQCE documents, the mandates from various stakeholders and government agencies, and the 6 questions listed above, the City of Bradenton code enforcement department mission statement has been revised as follows:

“The City of Bradenton Code Enforcement Department will improve the physical components of the City by creating ongoing partnerships with the our stakeholders through effective strategic code enforcement initiatives and compliance with the mandates it is entrusted to enforce, while enhancing the integrity and professionalism of the code enforcement team.”
City of Bradenton
Code Enforcement Department
Clarifying Organizational Missions and Values

This declarative statement sets a simplified organizational purpose, it address the stakeholders, identifies the need to be met and clarifies the departments values and culture.
City of Bradenton
Code Enforcement Department
SWOT Analysis

Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis facilitates the positioning of the organization today and tomorrow. Strengths and weaknesses are primarily introspective and give a relative position of the organization today. Opportunities and threats are external to the organization and tend to be more futuristic.

“So it is said that if you know others and know yourself, you will not be imperiled in a hundred battles; if you do not know others and do know yourself, you win one and lose one; if you do not know others and do not know yourself, you will be imperiled in every single battle.” (Sun Tzu, The Art of War)

So it is with the code enforcement department. By identifying its strengths and weaknesses the department will know itself and what it needs to improve upon. By identifying the external opportunities and threats, it will know others. To be successful, both must be achieved. The following is the result of a SWOT analysis developed for the code enforcement department. As part of the analysis, the staff along with key management experts brainstormed the list to determine as many viable elements as possible.
City of Bradenton
Code Enforcement Department
SWOT Analysis

<table>
<thead>
<tr>
<th>Strength</th>
<th>Weakness</th>
</tr>
</thead>
<tbody>
<tr>
<td>Response time</td>
<td>Follow through</td>
</tr>
<tr>
<td>Residential focus</td>
<td>Commercial focus</td>
</tr>
<tr>
<td>Code knowledge</td>
<td>Certifications</td>
</tr>
<tr>
<td>Willing staff</td>
<td>Writing skills</td>
</tr>
<tr>
<td>CDBG funding</td>
<td>Complacency</td>
</tr>
<tr>
<td>Ticket system</td>
<td>Prior image</td>
</tr>
<tr>
<td>Code Enforcement Board</td>
<td>Outdated codes</td>
</tr>
<tr>
<td>Quality workforce</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Opportunity</th>
<th>Threat</th>
</tr>
</thead>
<tbody>
<tr>
<td>New management</td>
<td>Budget Constraints</td>
</tr>
<tr>
<td>New MIS system</td>
<td>Politics</td>
</tr>
<tr>
<td>Incentive program</td>
<td>Staff Dissatisfaction</td>
</tr>
<tr>
<td>New strategies (SCEP)</td>
<td>Legal Action</td>
</tr>
<tr>
<td>Training (Cops)</td>
<td>Mismanagement</td>
</tr>
<tr>
<td>DDA/CRA</td>
<td></td>
</tr>
<tr>
<td>FACE</td>
<td></td>
</tr>
</tbody>
</table>
Strategic issues are at the core of the strategic plan. Identification of these issues is probably the most important step in the process. There are three different kinds of strategic issues: (1) issues that must be watched, but no action is required at the present; (2) issues that can be addressed as part of the process of strategic planning; (3) issues that must be confronted immediately and cannot be answered in a routine way. This plan will use the direct approach found in Strategic Planning for Public and Nonprofit Organizations to determine the issues that face the code enforcement department. Bryson states that the direct approach is probably the most useful and that it is best when there is no agreement on goals, or the goals on which there is agreement on are so abstract that they are of no use. He goes on to say that the direct approach will work in a turbulent environment in which no one stakeholder is most influential. For each issue three questions must be answered:

1. What is the issue
2. What mandates, missions, external or internal influences make this a strategic issue?
3. What will happen if this issue is not addressed?

The following are goals that face the department:
ISSUE #1 Political influence:
As the Code Enforcement Department strives to complete its mission there is a constant threat from the influence of the politics surrounding the organization. The results of this issue not being addressed will result in the unsuccessful completion of mission, the potential for legal action due to inconsistent code enforcement, reduction in the staff’s confidence due to lack of focused leadership, waste of money and resources, inequity of service to the public and lower department productivity. To meet this goal the Department needs to:

STRATEGY:
1. **Not allow selective enforcement:** As soon as a request is made to not enforce a specific code on a specific violator or specific group of violators, the department will stop enforcement of that code on all violators in order to remain consistent. This will protect the department and the City from potential legal proceedings and ensure equity of enforcement to the public. This will allow the staff to comply with the request in a prompt manner without penalty.

2. **Document non-enforcement action:** Documentation will be posted in the policy folder to notify staff for prompt service and consistency. Delivery will also be made to the Director and the Mayor’s office. This action will inform the proper administrative authorities as to the reason of consistent non-enforcement.

3. **Await political decision:** Allow the policy makers to clarify the discrepancy in the code. After the staff will be educated on decision as to correctly follow orders and enforce code to the policy maker’s intent.

Strategically applying this policy will place the code decision in the hands of the city policy makers and remove any legal or ethical conflict from staff.
City of Bradenton  
Code Enforcement Department  
Issue Identification and Strategy

ISSUE #2 Code review, update and priority:  
A review of City codes and regulations is long overdue. Improvements need to be addressed in order to enforce laws that are more fitting to the environment. Not attending to this issue will cause the city to act in an inefficient and non-strategic manner. Enforcement of poor codes on the public will cause agitation to the political forces surrounding the department. The codes need to address the City’s future, not it’s past.

STRATEGY:

1. **Stakeholder’s survey:** A survey of stakeholders should be performed to solicit the preferences of the community as to what codes are most desired.

2. **In-house stakeholder priority review:** The codes should be reviewed in order of stakeholder importance in-house. Once amended the code should follow proper procedure to be enacted.

3. **Review of agency’s law:** Staff should continually scan its enabling legislation in order to perform its mandated orders as fully and efficiently as possible.

4. **Determination of responsibility:** The department needs to clarify the law to delineate its legal jurisdictional boundaries.

5. **Creation of empowerment list:** A list will be created defining the codes that the department can enforce.

6. **Responsibility:** The department will accept responsibility for its codes and mandates. It will assist other departments in the enforcement of their codes when applicable.

7. **Identifying new expert deputies:** The department will recruit and educate experts from other department to enforce special codes through ticketing and the Code Enforcement Board.
   a. **Building Code:** Building inspectors will be deputized to enforce unlicensed contractor and building Code violations.
   b. **Fire Code:** Fire inspectors will be deputized to enforce Life Safety Code violations.
   c. **Police:** Police officers will be trained to identify and enforce a limited set of code violations. This will be developed with a partnership with the department.
   d. **Water department:** Water meter readers will be deputized to enforce the theft of water from the City water system.
   e. **Public Works:** Certain experts in environmental affairs will be deputized to enforce specific city codes and ordinances.
ISSUE #3 Staff professionalism:

The staff must continually improve itself on all levels of professionalism. In order to complete the mission, the staff needs to understand the powers and responsibilities granted by the mandates; understand the use of new technology in code enforcement; improve their communication skills and achieve certification through F.A.C.E. Not achieving these goals will ensure a mediocre level of performance from the department and open the door for mistakes and possible legal ramifications.

STRATEGY:

1. **Staff certification:** All officers should require a minimal Level 1 FACE certification. Staff should complete a writing class provided by IT. The coordinator should be certified as a paralegal. In order to promote ownership of certifications, the staff will be required to pay for certification and be reimbursed upon successful completion.

2. **FACE involvement:** In order to learn the trends and new applications of code enforcement, staff should actively participate in the Florida Association of Code Enforcement. This membership costs money and will be considered a privilege for productive work.

3. **Outside code affiliations:** The staff should strive to communicate and build better relationships with Manatee County and the other cities.

4. **In-house affiliations:** Staff should strive to strengthen communications and affiliations with other City departments in order to improve their knowledge of services and build better conduits of cooperation.

5. **Productivity incentives:** An opportunity to remove the fifth officer and provide incentives to the remainder provides an important tool to motivate the staff. It is important to fairly evaluate the staff and issue incentive increases as a reward for proper productivity.

6. **Accountability of work:** Staff will be held accountable for the work they perform. A system of accountability will be enacted to measure this volume.
ISSUE #4 Innovation:
Success is based on improving the level of service for the department. In order to accomplish this feat, the staff must adapt to new techniques and deliver new management ideas.

STRATEGY:
1. **Strategic Code Enforcement Program:** A program will be developed to use all powers and resources to sweep a specific area in a limited time.
2. **EDEN Inforum Gold:** The city has provided a new MIS system for the department’s use. This system will be learned and use to its maximum capability.
3. **Complete use of legal empowerment:** All powers conferred upon the department will be used properly for enforcement.
   - a. **Repeat offender**
   - b. **Enforcement by abstentia**
4. **Enforcement through redevelopment:** The best tool to eliminate code violations is redevelopment. The staff will pursue avenues through the City’s redevelopment agencies to remove blighted areas.
5. **Neighborhood affiliations:** Staff will develop new affiliations with neighborhoods to communicate code violations and enforcement updates.
   - a. **Neighborhood Map:** A map will be developed, similar to a Zoning Atlas Map. This map will identify association areas within the city.
   - b. **Contact list:** A list will be developed with contact information.
6. **Partnerships:** The department will strive to create partnerships with other City Departments as noted in Issue #2.