AGENDA FOR COMMITTEE OF THE WHOLE MEETING
SUPERIOR, WISCONSIN
Tuesday, November 12, 2019
6:00 p.m. - Government Center, Board Room 201

ROLL CALL

1.   Presentation by RW Management Group, Inc. regarding the Organizational and Staffing Study Final Report.

CITY OF SUPERIOR

ORGANIZATIONAL AND STAFFING STUDY

FINAL REPORT

NOVEMBER 6, 2019

RW Management Group, Inc.
Phone: 262-354-0731
Cell: 414-303-4554

www.rwmanagementgroup.com
ehenschel@rwmanagementgroup.com

INTRODUCTION

Project Overview

Recent staffing requests by various department managers in the City of Superior raised questions about current operational efficiencies and effectiveness and the number of staff needed in each department to operate at an optimum level. As a result, the Mayor and City Council decided to commission a City-wide organizational study of all departments excluding police and fire. This study provides the City with an analysis of organizational efficiencies and recommendations and options for improved performance.

The scope of this project included the following:

- Interviews of elected officials and key staff to determine the City's current organizational structure and needs in relation to services provided.

- Assessment of current staffing, training levels, expertise, workflow and workloads to meet current needs and project future staffing and organizational structure of the various departments.

- Review of the management structure and span of control.

- Review of departmental scheduling systems and overtime.

- Comparison of the City's organizational structure to other comparable municipalities as a factor in determining an optimal organization.

- Assessment of work space and building functionality as well as the City's current use of technology and potential opportunities to improve efficiency through advanced cost-effective systems.

- Development of realistic and workable recommendations to improve operating efficiency and effectiveness, and to streamline the organization while maintaining current services, and an outline of estimated costs to achieve the recommendations.

This study is presented to provide the Mayor, City Council and Departments with a comprehensive review of existing operations and staffing and make recommendations for improvements and efficiencies of the departments included in this study.

We wish to thank the City directors, staff and elected officials for their cooperation, honesty and efficiency during direct interviews and requests for information about City operations. Without their forthright assistance, the study would have been much more difficult to complete.

Project Work Tasks

This study involved a comprehensive evaluation of the operations in each department. RW consultants met with the directors, several department staff members and former staff members, the Mayor, Council President, and County Administrator. A questionnaire was sent to each member of the City Council to complete and return to RW.

The following is a summary of additional work tasks completed during the project:

- Conducted an initial meeting with the project team which consisted of the Mayor, Councilor Ludwig and the Human Resource Director to discuss project plans, establish liaison responsibilities and coordinate project schedules.

- Obtained and reviewed documentation provided by the various departments and administration, including budgets, audits, reports, employee policies, organization charts and various policies and procedures.

- Toured the City facilities including City Hall, DPW Garages and Environmental Services facility.

- Evaluated the current operations of the departments, focusing on:

  - Workloads and department staffing;
  - Areas of redundancies and duplication of effort;
  - Outdated practices and procedures;
  - Inefficient operations;
  - Staff duties, workload and responsibilities;
  - Management policies and practices;
  - Internal and external department relationships;
  - Facility and technology issues.

- Surveyed several other municipalities of similar size to conduct a comparative analysis.

- Reviewed industry standards and trends related to technology, operational and governance models.

- Facilitated a recommendations summary meeting to present preliminary recommendations and obtain feedback from the study team.

- Performed a detailed quality assurance review of the final report to ensure that the document meets the expectations of the City and conforms to RW's standards.

- Scheduled a meeting to present to and answer questions from the Common Council.

Overview of the Current Demographics and Environment

The City has lost significant population over the past several decades, with total population dropping from over 33,000 in 1960 to less than 28,000 today. Furthermore, the Wisconsin Department of Administration Demographics Division projects little or no population increases over the next 20 years as shown in the tables below.

City of Superior Population Trend and Projection*

	Historical City of Superior Population				
1960	1970	1980	1990	2000	2010
33,563	32,237	29,511	27,134	27,368	27,360

DOA Population Projection (based on 2010 Census)							
2013	2015	2017	**2020**	**2025**	**2030**	**2035**	**2040**
27,220	27,340	27,176	27,680	27,950	28,060	27,870	27,490

*Source: Wisconsin Department of Administration

Municipal Expenditure Comparisons

A key indicator of efficiency and how well a municipality is functioning is to compare it with other like municipalities. The comparison of several key municipal categories is shown in the table below:[1]

					City of Superior					
					Tax and Expenditure Comparison (2017 Data)*					
Municipality	**Population**	**Net Operating Spending per Capita**	**Gen. Gov Exp. per Capita**	**Street Maintenance per Capita**	**GO Debt per Capita**	**Prop. Tax levy per capita**	**Mun. Property Tax Rate**	**Equalized Value (in Millions**	**State Shared Rev. per Capita**	**Shared Revenue (in Thousands)**
Superior	27,176	$ 1,108	$ 114.00	$ 186.00	$ 1,460.00	$ 465.00	$ 7.57	$ 1,731	$ 293.00	$ 7,965
Stevens Point	26,757	$ 834	$ 74.00	$ 155.00	$ 1,207.00	$ 617.00	$ 9.26	$ 1,926	$ 141.00	$ 3,764
Wisconsin Rapids	18,546	$ 1,305	$ 105.00	$ 213.00	$ 1,119.00	$ 663.00	$ 11.88	$ 1,052	$ 226.00	$ 4,196
Watertown	24,031	$ 777	$ 52.00	$ 125.00	$ 1,653.00	$ 561.00	$ 9.34	$ 1,446	$ 127.00	$ 3,054
DePere	24,721	$ 964	$ 57.00	$ 71.00	$ 1,327.00	$ 554.00	$ 6.94	$ 2,118	$ 59.00	$ 1,470
Neenah	25,976	$ 968	$ 94.00	$ 111.00	$ 1,853.00	$ 649.00	$ 8.55	$ 2,210	$ 81.00	$ 2,108
Fitchburg	27,936	$ 792	$ 76.00	$ 53.00	$ 1,841.00	$ 804.00	$ 8.05	$ 3,135	$ 18.00	$ 494
Manitowoc	33,572	$ 847	$ 77.00	$ 150.00	$ 1,493.00	$ 464.00	$ 8.46	$ 1,951	$ 174.00	$ 5,849
Sun Prairie	32,933	$ 788	$ 106.00	$ 70.00	$ 1,787.00	$ 688.00	$ 7.46	$ 3,310	$ 38.00	$ 1,247
West Bend	31,546	$ 773	$ 64.00	$ 97.00	$ 1,813.00	$ 617.00	$ 7.81	$ 2,767	$ 53.00	$ 1,685
Average Comparison	27,319	$ 916	$ 81.90	$ 123.10	$ 1,555.30	$ 608.20	$ 8.92	$ 2,165	$ 121.00	$ 3,183
Rank Comparison	**6th Highest**	**2nd Highest**		**Highest**	**2nd Highest**	**4th Highest**	**2nd Highest**	**2nd Lowest**	**Lowest**	**Highest**	**Highest**
Definitions:										
Net operating spending includes total expenses minus any payments made by other municipalities for .fire/EMS/police services.										
General Government spending includes legislative, legal, general admin. Financial admin. And buildings/plant expenditures.										
Street Maintenance includes administration and maintenance of streets, highways street lighting and storm sewer maintenance.										
G.O. Debt includes debt backed by the full faith and credit of the municipality.										
Tax levy is the total tax levy divided by population.										
Tax Rate is the ratio of property tax levy to total taxable property in the municipality.										
Equalized Value is the total value of property as calculated by the State "equalization" formula to create value uniformity across municipalities.										
Shared Revenue includes State aid the is distributed to municipalities for discretionary use.										

As can be seen in the above table, the City of Superior ranks very high in expenditures for overall expenses (net operating), General Government expenses and Street Maintenance. This suggests opportunities for operational improvements.

However, the City enjoys a relatively low tax rate as a result of its ability to generate monies from external sources including State Shared Revenues and Pipeline Revenues. Since little growth is projected it will be incumbent on the City to work closely with its State Representatives to maintain these external sources of income.

Municipal Staffing and Technology Comparisons

A survey of 13 municipalities with populations similar to Superior's was conducted. Responses received from comparable municipalities are summarized in the chart below. Information obtained was relatively piecemeal not permitting an "apples to apples" comparison. Moreover, while some of the organizations have more employees and others have fewer employees than

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[1] Source: 2019 Wisconsin Policy Forum Municipal Data Tool.

Superior, that often is attributed to the specific services that are provided by the municipality, for example, communities provide differing levels of utility service, some communities have harbors or airports while others do not, some have health departments. Information provided by these other communities relative to both staffing and technology has been used where appropriate and in conjunction with the data gathered from the City of Superior to construct the recommendations provided in this report.

MUNICIPALITY	FORM OF GOVERNMENT	Number of FTEs (w/o Public Safety)	Number of Seasonal/Temp. employees	Municipal software
Superior Pop: 27,220	Full-time Mayor	166	43	Central Square for finance and payroll; NeoGov for recruitment
DePere Pop. 25,034	City Administrator-Part-time Mayor	80		
Fitchburg Pop. 25,465	City Administrator-Part-time Mayor	98	60	Budget: Access Data Base; Payroll: PayloCity (Not satisfied); HR: Neo-Gov (very satisfied)
Franklin Pop: 35,620	Dir. of Administration; Part-time Mayor			BS&A for Finance, Payroll
Manitowoc Pop. 32,800	Full-time Mayor			
Mequon Pop. 24,400	City Administrator; Part-time Mayor			
Muskego Pop. 25,300	Full-time Mayor			
Neenah Pop. 25,750	Full-time Mayor	117	29	Financial sys: Central Square (very satisfied)
Oak Creek Pop. 36,354	City Administrator; Part-time Mayor			BS&A for Finance, Payroll, HR, Assets
Stevens Point Pop: 27,160	Full-time Mayor	125	52	HR: NeoGov
Wis. Rapids Pop: 18,341	Full-time Mayor	118	15	Munis-Tyler Financial Software (difficult to implement)
South Milwaukee Pop: 20,998	City Administrator; Part-time Mayor			BS&A for Finance, Payroll
Sun Prairie Pop: 34,300	City Administrator-Part time Mayor	159	33	Tyler Technologies (Munis)- budgeting, payroll, accounting, and HR – satisfied. CivicPlus for Public Works. Public Works is not satisfied with MUNIS. ARC GIS does what they need it to do. Public Works also uses Axis Companion – camera software, which they are satisfied with.
West Bend Pop: 31,425	City Administrator-Part-time Mayor	104	113	Budgeting/Payroll/Accounting/HR: Munis. Asset Management: Cityworks Utility Billing: Caselle

OPERATIONAL ANALYSIS

As previously outlined in the Introduction, RW performed an evaluation of the current effectiveness, efficiency and performance of the included City departments. Overall, we find the City well-organized and staffed with individuals who are very committed to providing excellent services, and for the most part, are adequately trained to perform the functions that are asked of them. With this in mind, following are RW's findings and recommendations.

Administration

Finding Number 1: Strategic Plan
While the City does have a comprehensive land use plan, it currently does not have a strategic operational and policy plan addressing short-term or long-term City-wide goals, services and operations.

Recommendation Number 1:
A best practice is for a local government to have a strategic plan encompassing all municipal department and services which is routinely followed and updated. It should outline short and long-term needs and objectives, strategies and tasks for meeting and achieving them, and measurable milestones to assess progress. The strategic plan acts as a rudder to keep services, operations, and costs from getting off course and helps balance daily operations with long-term goals. Most importantly, an effectively written and implemented strategic plan will improve efficiency, effectiveness, and assist in the development of the annual budget.

Development of a strategic plan should be a priority for 2020. The City already has a Mission Statement and established Goals:

Mission Statement

Goals of the Superior City Government

Superior City government exists to provide its citizens with quality services responsive to the needs of the community at an affordable tax level by:

- Exceeding high standards of ethics and integrity to produce quality, progressive and responsive government services
- Providing a safe community to live, work and play
- Fostering a responsible growth
- Creating a strong, fiscally sound economy
- Preserving and promoting our uniqueness
- Working to implement the City's Comprehensive Plan
- Encouraging active participation from the community
- Fostering a climate of community and respect

This can serve as a starting point. There is software and consultants available to assist with the process. Links to sample plans and RFP's are set forth below. In addition, a professionally trained City Administrator will be experienced in development of a strategic plan and will offer valuable leadership throughout the process (See Finding #2).

https://www.de-pere.org/egov/documents/1540501996_58048.pdf
http://www.ci.janesville.wi.us/home/showdocument?id=8491
https://mymonona.com/510/Monona-Strategic-Plan
http://www.cityofpewaukee.us/DocumentCenter/View/823/Strategic-Plan-2014-2018?bidId=
https://www.rfcity.org/DocumentCenter/View/3195/2018-2022-Strategic-Plan
https://waukesha-wi.gov/1779/City-Strategic-Plan
https://www.westalliswi.gov/1170/City-Strategic-Plan

https://stevenspoint.com/DocumentCenter/View/6303/Request-for-Proposals---Strategic-Plan---Final?bidId=
http://www.mtpleasantwi.gov/DocumentCenter/View/1484/Mount-Pleasant-Strategic-Planning-RFP

Estimated Cost Impact: **$25,000**

Finding Number 2: Form of Management

Several years ago, the City conducted a referendum on whether or not it should adopt the Administrator form of government. The referendum was defeated. As RW reviewed the management of the organization, the growing complexity of the business of government, and the manner in which some departments seem to act independently of each other, RW recommends the City again consider the creation of the City Administrator position to professionalize the business of running the City.

Many inefficiencies exist in different departments.   While we have provided solid recommendations in this report to address some of these inefficiencies, it is impossible to identify and solve all of the different staffing and efficiency issues, and the causes behind them, that have evolved over the course of many years. The lack of a trained professional is a contributing factor to these problems and professional management is a solution to correcting them.

A summary of the rationale for this proposal is provided below:

> Wisconsin cities are allowed three forms of government under Wisconsin statutes, with some local modifications of each:
>
> - City Manager (Chapter 64)
> - City Administrator
> - Full-time Mayor
>
> The City Manager form of government is found in only 18 cities and villages and no municipality has adopted this form of government in several decades. The usual reason for the lack of interest is that the city manager becomes the chief executive officer and eliminates the position of mayor, so that it can be perceived as placement of excessive power on the Manager.
>
> The cities with full-time mayors tend to be larger communities such as Madison, Green Bay and Milwaukee. However, there are a number of medium-sized Wisconsin cities with a full-time mayor such as Brookfield, Appleton and LaCrosse.   Very few

municipalities with a population of under 30,000 residents have a full-time mayor and most have gone to the administrator form of government. There are several of the larger municipalities that have both a full-time mayor and a full-time administrator such as Racine, Kenosha and Waukesha.

The city administrator position has grown in popularity in Wisconsin over the last 20 years. This is due to several factors including:

- The growing complexities as the State and Federal governments have imposed greater requirements on local government.
- The desire to more closely follow the business model of having a "chief operating officer".
- The need for someone to have day-to-day oversite of departments who is directly responsible to elected officials, but who is not inclined to operate in a political manner.
- The desire to have someone in charge who is professionally trained and can implement the best practices of municipal administration to achieve greatest efficiency.
- It may also be a response to inefficient operations or in some rare instances where there has been a misuse of funds.

A summary of the three primary forms of local government and their modifications are shown in the table below:

Wisconsin Forms of Government in Municipalities over 5000 Population[2]

	Cities	Villages	Total	%
Council/Board- Manager with Mayor/President Selected by Council	8	0	8	5.7%
Council/Board-Manager with Mayor/President Directly Elected by the Citizens	2	8	10	7.1%
Mayor/President-Council/Board- Administrator Appointed by Council/Board	38	28	66	46.9%
Mayor/President-Council/Board – Administrator Nominated by Mayor/President and Approved by Council/Board	20	7	27	19.1%
Strong Mayor/President – Council/Board without Administrator	24	0	24	17.0%
Weak Mayor/President – Council/Board without Administrator	4	2	6	4.2%
Total	96	45	141	

The table below shows the change in forms of government since 1994. As can be seen, there has been a significant increase in the number of municipalities creating the position of professional chief operating officer (manager or administrator) with nearly 79% of cities and villages in Wisconsin having professional management.

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[2] The term Manager used here refers to the position as created under Chapter 64 Wis. Stats.

History of Forms of Government in Municipalities over 5000 (1994 to 2013)

Form	1994 Number	1994 Percent	2004 Number	2004 Percent	2013 Number	2013 Percent
Council/Board- Manager	15	12.2%	16	12.9%	18	12.8%
Mayor/President- Council/Board- Administrator	59	48.0%	78	62.9%	93	66.0%
Total with Professional Administrator	74	60.2%	94	75.8%	111	78.8%
Mayor/President- Council/Board without Administrator	49	39.8%	30	24.8%	30	21.2%

Benefits of Professional Management:

The Wisconsin City/County Management Association sums up the benefits of a professionally trained administrator as follows:

"Most of them have master's degrees in public administration, with training in budgeting, finance, personnel, labor relations, intergovernmental affairs, public works, community and economic development, and public safety. They gain administrative experience in other communities before they are ready to assume the position of municipal administrator. They are part of a network of expertise and they know where to go to get the correct answers. They are committed to municipal administration as a career."

The professional literature states:

An experienced, professionally trained, quality municipal administrator should be responsible for the overall day-to-day operations of the municipality and should improve efficiencies in the municipal operation. These efforts should result in:

- A reduction in the practice of departments operating in "silos" with each department operating independently of each other. The administrator should be able to create an executive team that works together instead of potentially having departments working at cross purposes.

- An administrator will be able to coach department directors and residents in their involvement and care of the city, creating a long-term desirable community.

- An administrator can help all employees develop into new higher positions within the organization to make it stronger. Having an overall staff development plan for all employees will create a cohesive organization and all employees will feel cared about and valued.

- An administrator will be able to work with other administrators in the area and in the state. Other administrators will be able to lend support and ideas to a new administrator.

- They also have the ability acquire best practices in professional municipal management.

- An administrator will be able to coordinate department operations for improved efficiency in such areas as purchasing, personnel policies and procedures and operations.

- An administrator is responsible for assisting all departments in carrying out the goals and objectives of the organization as outlined in the community's strategic plan, creating a unified vision for the organization.

- Administrators are able to coordinate departments to make sure that they are running efficiently and providing transparency to the public.

- Administrators are able to coordinate the marketing of the municipality.

- Administrators are crafting the ideas to run the municipality effective and efficiently.

- Administrators make sure that the policies that the elected officials create are implemented and coordinate all the departments to create results.

- The Administrator should be cognizant of the need for new or modified ordinances and bring same to the attention of the City Council for consideration.

- The Administrator should ensure that all policies and procedures are kept current and up to date.

The success of communities managed by an Administrator is summarized in the statistics below:

- Two-thirds of Moody's Aaa-bond-rated communities operate under the council-manager form.

- Council-manager cities—according to the IBM report, "Smarter, Faster, Cheaper"—are nearly 10 percent more efficient than cities with "strong" mayor forms of government.

- The majority of All-America City Award recipients for the past five years have been council-manager.

Recommendation Number 2:
One often hears the phrase, "why doesn't government operate like a business?" The answer is that there are a host of laws and procedures that prohibit a municipality from running like a business. However, municipalities can borrow some attributes of business management. One that can be applied here is to employ a chief operating officer in charge of day-to-day functions

of the City. As such, based on the responses of those interviewed, and our professional experience, we recommend that the City hire a full-time administrator.

The duties of the City Administrator position should include at a minimum:

- Attend and participate in the discussions of policy matters and other matters that come before the City Council, but the Administrator shall not have a vote.

- Attend such other board, committee and commission meetings as necessary or as directed by the City Council or Mayor.

- Appoint and, when necessary for the good of the service, suspend or remove all officers and employees of the City except as otherwise provided by the City charter or State law. The City Administrator may authorize the head of a department or office to appoint, suspend, discipline or remove subordinates in such department or office.

- Prepare the budget annually and submit it to the City Council together with a message describing the important features and be responsible for its administration after adoption.
- Prepare and submit to the City Council as of the end of the fiscal year a complete report on the finances and administrative activities of the City for the preceding year.

- Keep the City Council advised of the financial condition and future needs of the City and make such recommendations as may be deemed desirable.

- Recommend to the City Council a standard schedule of pay for each appointed office and position in the City service, including minimum, intermediate, and maximum rates.

- Recommend to the City Council (from time to time) adoption of such measures as may be deemed necessary or expedient for the health, safety, or welfare of the community or for the improvement of administrative services.

- Direct and supervise the administration of all departments, offices, and agencies of the City, except as otherwise provided by charter or by law.

- Be responsible for the periodic bidding, administration and oversite of audit services and other contract services utilized by the City.

- Coordinate and/or conduct studies as requested by the City Council.

- Consolidate or combine offices, positions, departments, or units under his/her jurisdiction, with the approval of the City Council.

- Attend all meetings of the City Council unless excused therefrom and take part in the discussion of all matters coming before the Council. The City Administrator shall be entitled to notice of all regular and special meetings of the Council.

- Supervise the purchase of all materials, supplies, and equipment for which funds are provided in the budget.

- See that all laws and ordinances are duly enforced.

- Investigate the affairs of the City or any department or division thereof. Investigate all complaints in relation to matters concerning the administration of the government of the City, and in regard to service maintained by the public utilities in the City, and see that all franchises, permits, and privileges granted by the City are faithfully observed.

- Perform such other duties as may be required by the City Council, not inconsistent with the City charter, law, or ordinances.

A model ordinance is attached as Exhibit A.

If the Council adopts this recommendation, the City should conduct a national search for an Administrator and utilize a professional municipal recruitment firm that is familiar with the State and has previously conducted administrator searches in Wisconsin. An outside firm will conduct a more thorough search, they frequently have the necessary contacts to solicit quality candidates and have the expertise to conduct thorough and needed background checks. A national search will not increase the cost to the City as compared to a regional or State-wide search.

There is no statutory requirement for the City to submit a change in its form of government to a referendum. It may do so by ordinance.

Estimated Cost Impact: $100,000 plus $18,500 to conduct an administrator search

Finding Number 3: Staff Meetings
A consistent theme in this study among department directors included a desire to reinstitute regular staff meetings. These meetings were a way for Department Heads to stay connected and keep from becoming overly "siloed." They appreciated knowing what the happenings were in the various departments. But, most importantly from the standpoint of this study, is that when run correctly and using the Strategic Plan as the guide, these meetings can increase efficiencies, solve problems, and result in the development of big picture strategies on key issues.

Recommendation Number 3:
Given the size of the departments, the issues facing the City, and the many potential areas for coordination of efforts, the Department Head meetings should be conducted twice monthly on a regular schedule, for example the first and third Wednesday of every month from 9 a.m. to 10 a.m. To maximize the benefits, the meetings should be mandatory (subject to absences due to things like pre-planned vacation, mandatory meetings outside the office scheduled by third parties, etc.) So crucial are these meetings to the success of an organization, that each Department Head should be evaluated on their level of participation as part of the City's performance management process.

There should be a clear vision for each meeting, which requires a written agenda. The agenda should state the start and end time of the meeting, the purpose of the meeting, and any

expectation of what participants are required to prepare and/or bring with them.   It should be clear to all participants whether the goal of each meeting is to 1) gather information, 2) disseminate information, and/or 3) solve problems, adopt policies, and/or develop strategy.

The ongoing focus in these meetings should be carrying out the goals and objectives laid out in the Strategic Plan and exploration of efficiencies throughout the organization, including areas in which departments can assist each other, partner together, and utilize cross-trained employees. This is another area where a professional administrator would be trained and experienced in maximizing the value of these meetings to drive efficiency and cost-effectiveness throughout the organization.

A skilled Administrator would also be proficient at encouraging open discussion, drawing in those who tend to be quieter, and keeping others from dominating the discussion.   Such an Administrator would also be skilled at conflict management and ensuring that a decision is reached, even if everyone is not in agreement or there is no consensus. These skills are crucial to an organization's ability to fully consider all options, move forward and make tough decisions.

Helpful resources on meetings:
- Harvard Business Review: https://hbr.org/topic/meetings
- Popovich, Stan "10 Tips on Getting the Most Out of Business Meetings": https://www.entrepreneur.com/article/237690
- Rebori, Marlene K. "How to Organize and Run Effective Meetings", University of Nevada-Reno Cooperative Extension: https://www.unce.unr.edu/publications/files/cd/other/fs9729.pdf

Finding Number 4: Chief of Staff
Several years ago the Assistant to the Mayor's title was changed to "Chief of Staff". The title of this position is a misnomer. A true Chief of Staff works very closely with the top executive as a senior-level strategic partner to typically problem-solve, mediate disputes, and develop strategies for dealing with issues facing the organization. This is not how this position at the City functions. It acts as more of a higher-level assistant to the Mayor.

Recommendation Number 4:
Position titles and their related job descriptions need to accurately mirror the duties of the position. The primary function of the Chief of Staff position is screening calls and visitors for the Mayor and advising the Mayor of which ones need his attention, and then handling the ones that do not, along with answering emails, taking complaints, and preparing minutes of various meetings, all of which are more appropriately categorized as executive assistant duties.

A more accurate title for the current job duties is Executive Assistant and the job description should be changed accordingly. With a change to the City Administrator form of management, this position could also serve as clerical support for the Administrator. The Executive Assistant should also have the capacity to serve the City Attorney's clerical needs, and the City could consider making the Paralegal position part-time. Finally, this position should be moved to the reception desk to greet visitors on the third floor as that function is currently not filled by anyone, making it very awkward when one enters the third-floor offices.

Finding Number 5: Marketing-Public Relations Coordinator
As a part of the 2019 budget, Administration proposed a Marketing-Public Relations Coordinator position which was tasked with responsibility for marketing, public relations, and social media on

behalf of the City. The position was justified in part to prevent what Administration deemed to be inconsistent maintenance and messaging of social media by current departments, and lack of a sole staff member to oversee the timely update of various media.

Recommendation Number 5:
Social media responsibilities should be assigned to the Executive Assistant. We are not aware of any comparable community that has a marketing/public relations position. In the rare occasion where true marketing or public relations is needed, it is more cost effective to retain the services of a local reputable firm whose specialty is marketing/PR.

The most prevalent function of the proposed position is really more administrative in nature, in the sense of ensuring the City's social media posts and website materials are current and in line with the messages the Mayor and other departments wish to convey. This is an excellent responsibility to assign to the Executive Assistant position, which has the current capacity to devote to this effort. The City consider re-titling the position as Executive & Communications Assistant. A consultant could be retained on an as-needed basis to assist with the development of branding strategy, design of social media pages, and other public relations strategies, but it need not be a full-time position.

Assessor

Finding Number 6: Assessing Staff
The Assessor's Office consists of five fulltime employees. There is not enough full-time work to justify both an Assessment Technician and a Staff Assistant. Neither position is fully utilized in the current structure. In addition, there are some unnecessary tasks performed by the Staff Assistant, such as manually filing the building inspection permits into binders, when those permits are already maintained by the inspection department and the assessing staff has access to their permit database.

Recommendation Number 6:
The Assessment Technician and Staff Assistant should be combined into one position titled Assessment Technician. The primary duties of the Staff Assistant currently involve surfing the Internet for sales data, inputting building inspection data, and entering personal property information. These tasks can be split up and assigned to the Assessor, Deputy Assessor, Assessment Tech, Permit Tech, Assistant Building Permit Tech, and/or Floater (see Finding #11). City Clerk's staff could also be utilized during their downtimes. Cross-training in this regard can take some effort, but it can be done and will save considerable money. Once the City implements a comprehensive software solution (See Finding #22), even more staff time will be freed up as the inspection software would auto-populate the assessment software. The Assessment Tech can also be assisting the Assessor and Deputy in other ways, for example assisting in field work by taking pictures, measurements and sketching.

Estimated Cost Impact: ($65,000)

Finding Number 7: Revaluation
Section 70.50 of the Wisconsin Statutes requires the assessor to deliver the annual assessment roll to the Board of Review by the first Monday of May of each year. The meeting of the Board

of Review and completion of the assessment roll are routinely tardy in what appears to be an effort to ward off a Citywide revaluation. For almost 10 years the Board of Review has been pushed to the latter part of the calendar year when State law requires that it be completed by May. A full valuation has not been completed since 2005. The "2019 Property Assessment Process Guide for Municipal Officials" (Wisconsin Department of Revenue) states:

> Revaluation
> A revaluation is done by the assessor when the property records are
> outdated or inaccurate, assessment uniformity is poor, a full revaluation
> hasn't been done in 10 years, or reassessment is required per sec.
> 70.75, Wis. Stats. A full revaluation will entail on-site inspections –
> interior and exterior, measuring and listing of all buildings, taking of
> photos, and sketching of buildings

Recommendation Number 7:
The City should plan now for a revaluation. This can be staffed by utilizing a contract assessment firm and/or hiring temporary assessors and appraisers. While this endeavor may be costly it is far less expensive than adding permanent staff to the office at full-time pay and benefits, it can be budgeted, and is obviously an infrequent expense as the City has gone almost 15 years since the last revaluation.

Estimated Cost Impact: $100,000

Finding Number 8: GIS
The Assessor currently has oversight for the GIS system, including the staff, operations and working agreements with Douglas County. This was set up sometime in the 1980's as the Assessor took an interest in its capabilities at that time and has successfully managed this function.

Recommendation Number 8:
GIS oversight should be moved to IT. Removing this function will free up the Assessor's time to take on/assist with the tasks mentioned in Findings #6-7.

City Attorney

Finding Number 9: City Attorney's Staff
The City Attorney's office is staffed by one attorney and one paralegal. The Attorney provides legal advice to the Mayor, City Council and departments. He is responsible for handling cases against the City and prosecutes all police citations and ordinance violations. Legal work required by the Planning Department is handled by outside counsel hired by the Planning and Economic Development Director. The legal fees for outsourced planning work were as follows:

<div align="center">

Analysis of Outsourced legal fees:

2016	$33,930
2017	$27,700
2018	$53,000

</div>

Recommendation Number 9:
The prosecution of citations and ordinance violations could be outsourced and handled by a less expensive attorney. This would free up time for the City Attorney to assist the Planning and Economic Development Department with their legal matters. This would bring all of the important planning and development work to City Hall and could result in better overall coordination of City planning. With assignment of legal assistant duties to the Executive Assistant, the City could consider making the Paralegal part-time. Or, if it remains full-time, the City Attorney should seek ways to increase the Paralegal in the new in-house planning/development work.

Estimated Cost Impact: **($30,000)**

Customer Service

Finding Number 10: Customer Service
Finding one's way around the City/County building is difficult. As one enters the primary door off of the parking lot, it can be confusing to find the right office. When we arrived for our first visit, we stood in the atrium on the first floor uncertain where or how to get anywhere. The fortunate arrival of Councilor Ludwig rescued us from having to figure out where to go. During interviews, staff pointed out that there is an electronic directory on the wall at the main entrance to the building. We took some time to visit it, and it is very nice, but for whatever reason, it goes unnoticed as one enters the atrium. Another theme during this study is that visitors/citizens on a daily basis have to be redirected to the appropriate City or County department by staff manning the Clerk's and Finance/Public Works/Planning Counters, costing money and time in these efforts.

Recommendation Number 10:
The electronic directory on the wall near the first-floor main entrance should be moved to a free-standing spot between the doors and the staircase; see the example from the Hyatt Regency Green Bay below. If that is not logistically feasible, then clear signs should be used in the center of the line of sight as one enters the building pointing visitors to the directory on the wall.
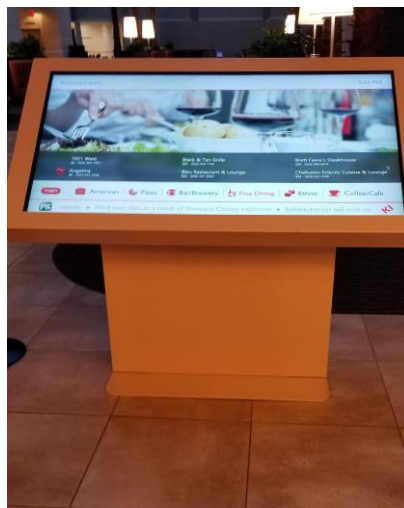
Finding Number 11: Clerical Floater
The directory will not solve all of the problems related to helping visitors understand where they are to go in the City/County Building. Sometimes people simply do not understand which department is the appropriate one for the need they are facing.

Recommendation Number 11:
The City could consider using a Clerical Floater position to assist with customer service. The primary location for this position could be at a desk, with a phone and a lap top, in the center of the first-floor atrium lobby. One function of this position would be to direct people as they enter the building. This has the dual benefit of creating goodwill with visitors who will greatly appreciate the assistance to get where they need, and it will reduce the wasted and costly staff time of those at the Clerk's and Finance/Public Works/Planning Counters that is spent daily redirecting people to the correct departments.

A secondary benefit of this position is that it could provide clerical assistance in the various departments during busy times: election time and liquor licensing in the Clerk's office, utility billing in Public Works and Finance departments, registrations in Park & Rec, preparation for Board of Review and mailing/receipt of personal property letters and forms in Assessing. It could also be used to fill-in at the two public counters for staff who are out of the office.

Estimated Cost Impact for Floater Option: $60,000

Finance

Finding Number 12: Staff
The City's Finance Department when fully staffed consists of seven full-time and one part-time positions. The City budget for the Finance Department identifies the seven full-time personnel, but not the part-time employee.

The Department also utilizes an outside contractor who serves as an internal auditor and conducts periodic performance checks on such functions as payroll, invoice processing, etc. The City spends approximately $40,000 per year on internal audit services.

Recommendation Number 12:
In the interest of full disclosure to the public, the published budget should identify all positions in each department including part-time employees.

RW is not aware of any municipalities the size of Superior that have a position for an internal auditor (either as a staff position or as an outside contractor). The functions performed by the internal auditor are generally performed by a Finance Director or his/her designee in other communities. We recommend that this position be eliminated, and those functions be delegated to the Finance Director**.**

Estimated Cost Impact of eliminating the Internal Auditor: ($40,000)

Finding Number 13: Payroll Processing
The City has one full-time payroll clerk to process bi-weekly payroll. In addition, there are currently two payroll software systems that are used. All City departments use Naviline except

the Police Department. The workweek for all City employees is Sunday through Saturday, except the Police Department which is Saturday through Friday. The Public Works Department utilizes a time clock plus time sheets to record work with differing rates of pay depending on the work performed. The timesheets are manually transferred to excel spreadsheets by the payroll clerk every pay period.   Current timekeeping is done in an exception format for all employees, including hourly non-exempt staff.

Recommendation Number 13:
A top priority should be the purchase of integrated payroll and timekeeping software to reduce the manual processes and duplication of effort. This will improve efficiency, costs, and reduce the potential for errors.

The time-keeping system should do away with exception reporting for hourly employees due to the risks associated with not keeping start and end times for tracking work hours. While local municipalities are exempt from the Wisconsin record-keeping requirements, it is still a best practice to track the start and end times of hourly employees' work days and lunch periods, and to have employees verify those times each payroll period. This practice reduces the risk of related wage and hour claims. In addition, managers and especially staff that are processing payroll, should be trained in the applicable federal and state law and City policies. Making sure that everyone understands when the law or policy requires compensation for overtime, meal periods, travel time, attendance at conferences etc. is essential.

Finding Number 14: Budget Practices
RW did not review the City's budget development practices, but it appears that in general some departments may "over-budget" some of their expenses. This may be because they wish to avoid being criticized for not staying within budget. While it is not inappropriate to over-budget expenses and under-budget revenues, this should be done in moderation. As an example, a comparison of the 2017 budget to actual for several select functions is shown below:

City of Superior Budget Analysis			
Department	**2017 Budget**	**2017 Actual**	**Variance**
Building Inspection	$ 655,092	$ 494,651	$ 160,441
Transit	$ 1,447,298	$ 1,294,471	$ 152,787
Streets	$ 292,368	$ 2,611,972	$ 317,396
Traffic Signs/Signals	$ 292,233	$ 331,948	$ (39,715)
Equipment Depot	$ 1,921,722	$ 1,595,531	$ 326,191
Culture/Recreation	$ 1,576,820	$ 1,459,433	$ 117,387
Total GF Expense	$ 25,226,370	$ 23,845,103	$ 1,381,267

The above example demonstrates that the City over-budgeted expenses by $1.3 million. This led to the growth in the GF Fund Balance identified in Finding #15 below.

Recommendation Number 14:
The City should review its budget development process and tie projected budgets more closely to the last 3 years' actual expenditures. Quality budgeting software can simplify this process.

Finding Number 15: Fund Balance
At year-end 2018, the City's Fund Balance in the General Fund was $10.6 million, which equates to 43% of the City's annual expenditure budget. This is a very healthy fund balance for the City and appears to be the result of receiving substantial revenues from the State and staying within expenditure budgets. A recent history of annual fund balance changes is shown below:

City of Superior	
Fund Balance Analysis	
Year	**GF Fund Balance**
2017	$ 10,236,898
2016	$ 9,952,665
2015	$ 9,165,274
2014	$ 8,476,637

Recommendation Number 15:
Most auditors and municipal financial experts recommend maintaining a general fund balance of 15%-25% of the annual expense budget. The City should carefully draw down its fund balance to support its Capital Improvements budget as well as invest in IT software (see Finding #22). This should be done over a number of years to avoid criticism from the bond rating agencies and jeopardize the City's AA bond rating. Fund balances should not be used to fund annual operating expenses.

Finding Number 16: Department Management
The Finance Department is managed by a Finance Director and an Assistant Finance Director. Both individuals recently left employment with the City. A new Assistant Finance Director was recently hired, and the City has interviewed individuals for the Director's position. Several communities similar in size to Superior do not have both a director and assistant director.

Recommendation Number 16:
The facts gathered during this study support a finding that the Finance Department can be managed by a Finance Director without an Assistant Director, and the City should consider eliminating the Assistant position.

Estimated Cost Impact of eliminating the Assistant Finance Director position: ($100,000)

Finding Number 17: Audit Services
The City has used the same auditor for many years and has been very satisfied with the services provided. In recent years there have been a number of instances of fraud and embezzlement discovered in other municipalities around the country that may have been avoided if changes in audit procedures were implemented or a different set of eyes using different auditors were utilized. There is no indication of any financial wrong doing within the City's finances.

Recommendation Number 17:
Best practices suggest not only bidding audit services but changing auditors at least once every 5-7 years. While bidding audit services can be a time consuming process and having staff work

with a new audit team can become challenging until they understand the City's financial procedures, given the complexity of local government and the amount of money involved in municipal operations, it is prudent to periodically have a fresh look at the City's financial operations that can result in a stronger financial system.

Estimated Cost Impact of Finance Recommendations: **($425,000)**

Human Resources

Findings Number 18: Staff
The Human Resources Department is currently comprised of two full-time staff members who oversee all aspects of employment for 300+ employees. There are a number of important functions that are not being done at all or to the extent necessary. The department operates in a very reactive mode, as opposed to the proactive manner in which it should function. The HR staff is not HRCI or SHRM certified and do not have SHRM memberships.

Recommendation Number 18:
The general rule of thumb for staffing an HR department is a ratio of one human resources staff member to every 100 employees, irrespective of whether those employees are full-time, part-time, temporary or seasonal. Applying that formula, the City's HR department is understaffed by one full-time position.

Our review found a number of important functions that are not being done or done in a timely manner:

- Employment law compliance checks
- Payroll audits and training
- Affirmative action updates
- Training
- Policy updates
- Job description revisions
- Employee relations management
- Workforce analysis and organizational development
- Implementation of onboarding and other available technology

The Human Resources profession has evolved over the past ten years from a mostly transactional function (processing payroll, benefits administration, drafting policies, etc.) to providing much more strategic direction for the organization from a "big picture" perspective.

From the standpoint of this study, a properly staffed and executed HR function is consistently and strategically working with the executive and department heads for the purpose of simplifying and improving job positions, workflow, and operations throughout the organization to achieve the level of cost savings that is possible. When the HR department is properly staffed, the Director has the time and ability to work with the chief executive in this regard, making studies like the current one mostly unnecessary.

Thus, we recommend that a full-time Human Resources Assistant position be added to assume the most routine transactional duties, freeing up the HR Generalist to assume more complicated transactional work, and consequently freeing the HR Director to attend to the highest-level work

and more strategically-focused initiatives, along with addressing the issues outlined above that need attention.

Development of a proactive management plan that analyzes the workflow, conducts job analyses on a regular basis, makes job modifications and cross-training appointments as needed, and plans for succession of staff will provide the type of big-picture view of staffing and organizational structure to permit the continuing evaluation and implementation of changes needed to improve efficiency and productivity. A City Administrator in partnership with the HR Director will be able to spear-head these conversations, plans and develop strategies for implementation.

All members of the HR organization should be members of the SHRM national organization. For a relatively inexpensive annual fee, each member has access to training and free resources, including those that would assist the department in conducting necessary assessments and development of their own HR strategic plan. Some of the relevant training that is offered includes "Workforce Planning Strategies," "Organizational Development & Effectiveness," "Finance for Strategic HR." HR staff should also have at least one professional certification to ensure that their skill level is commensurate with the needs of the department.

Resources:
(SHRM)(https://www.shrm.org/certification/about/Pages/default.aspx)
HR Certification Institute (HRCI)(https://www.hrci.org/our-programs/our-certifications/)
International Public Management Association for Human Resources (IPMA-HR)(https://www.ipma-hr.org/advance-your-career/get-certified)

Human Resources staff are unable to attend these trainings or seek certifications because they are understaffed and do not have time to pursue these opportunities. Once the HR Assistant is added, the Director and Generalist should have the time needed to devote to these efforts.

Findings Number 19: Succession Planning
The HR Director and Generalist are both within five years of retirement. As employees leave an organization, they always take a great deal of institutional memory with them.   Management best practice anticipates and plans for future staffing changes.

Recommendation Number 19:
The HR Assistant should be hired with the skill set and experience to position that person to ensure the continuity and retention of institutional knowledge in the HR function and a formal plan should be developed to groom the individual to assume the Generalist and/or Director position.

Finding Number 20: Safety
The HR Director is assigned oversight for City-wide safety of all employees, however there appears to be little serious attention given to operational and employee safety.

Recommendation Number 20:
The Safety/Loss position currently embedded in the ESD should be moved under the HR Director and together they should plan and coordinate safety activities for all staff. The City's insurance company has suggested an overall review and update to the City's safety policies and that would be an excellent starting point for incorporation of City-wide duties for the Safety/Loss staff person.

Estimated Cost Impact of HR Recommendations: $90,000

Information Technology

Findings Number 21: Staff and Organization
There is no clearly defined IT organizational structure or objectives, nor is there any coordinated oversight for City-wide IT functions at the current time. With IT reporting to Finance, GIS in the Assessor's Office, and various IT staff members in ESD, the function is disjointed. Moreover, IT is currently understaffed by two positions, and the IT Director operates more as a help desk lead at the current time. The IT Director works closely and very well with the County IT department. Much of the hardware between the City and County is already integrated. They share office space that is adequate for their needs.

Recommendation Number 21:
The County currently has two database analysts and seems open to creating a joint IT department and/or sharing an IT Director. The City should consider creating a joint department with the County and have the IT Director report directly to the City Administrator and/or County Administrator.

Moreover, the IT Director needs to be freed up to view and address IT needs on a "big picture" basis globally throughout the organization and be more proactive in identifying and fulfilling IT needs. To assist in this endeavor: 1) the GIS Coordinator should be moved from the Assessor to IT; 2) the vacant positions should be filled as soon as possible, with a goal towards hiring staff who have strong experience in IT/Cyber security, implementation and oversight of the type of technology recommended in Finding #22, as well as experience with client support assisting staff with operating system updates, computer, printer, phone issues, etc.; and 3) the IT staff currently in the ESD division should be moved under the IT Director so that their time can be utilized in other departments as needed.

Estimated Cost Impact: ($50,000)

Finding Number 22: City Technology
The technology throughout City departments is non-existent or outdated and has outlived its usefulness. The City has struggled to find a comprehensive solution to its technology needs.

Recommendation Number 22:
The lack of a suitable technology platform is costing the City money in terms of redundancies and wasted staff hours. Too many processes are performed using spreadsheets and paper. The bi-weekly payroll for example results in the accumulation of an approximate 3-inch stack of timesheets every payroll period. Some of these timesheets are created from other timekeeping platforms (PD payroll system, time clocks in Public Works, as examples).

The sheer man-hours that go into the bi-weekly payroll, or in the case of the PD and Public Works, their weekly payroll, is staggering. We estimate that the man-hours that would be saved by streamlining payroll and timekeeping into a comprehensive technology platform may very well pay for most of the needed technology. Once the IT department is fully staffed so the Director can return to big-picture strategically-focused duties, his priority should be on overseeing the selection of software.

There are a number of firms that provide software solutions to smaller municipalities. Often these providers offer platforms that can be implemented in a piecemeal fashion as a municipality's budget permits. One company that is offered by way of example only is BS&A Software solutions, a company that services local governments. Some of their available modules include:

- Cash receipting
- GL/Budgeting
- Payroll/timekeeping
- Human Resources
- Employee Self Service
- Building and Field Inspection
- Utility billing
- Work Orders
- Special Assessments
- Public Records Searches
- Miscellaneous offerings such as invoicing, animal licensing, etc.
- https://www.bsasoftware.com/

Some of the Wisconsin communities that we were informed may currently be using one or more of these modules include:

- City of Franklin (pop. 35,620)
- City of Glendale (pop. 12,728)
- City of Greendale (pop. 14,159)
- City of Oak Creek (pop. 36,354)
- Oconto County (pop. 37,553)
- City of Stoughton (pop. 13,088)
- City of South Milwaukee pop. 20,998)
- City of Verona (pop. 10,619)

RW is not recommending this software platform, but rather offers it as an example of a potential technology provider. Obviously, the City would need to demo any software system and thoroughly vet it by talking to current users.

This effort should be overseen by the IT Director working in collaboration with the Department Heads as a group. Having departments independently research and implement software for their individual departments will generally cost more than exploring the addition of software in a City-wide wholistic manner for the purpose of implementing different modules of the same system so that information is shared, and resources are conserved to the extent possible. There are many vendors that offer systems for many different departments for optimal integration. These systems generally will be less expensive than implementing many different software from different providers.

Library

Finding Number 23: Library Operations
Libraries in Wisconsin including the Superior Library are organized pursuant to Chapter 43 of the Wisconsin Statutes. As such, libraries have substantial independence from the City's

governing body. In the case of the Superior Library, it operates in a siloed fashion from the rest of the City organization.

Recommendation Number 23:
The Superior Library should be drawn more closely into the overall organization of Superior government. To do so, the City could take the following actions.

- The Library Director should be included in all department head meetings.
- The City has a very robust FAQ section on its website, but it does not include information about the Library. The Library should have basic FAQs added to this website.
- The City's website lists all City departments with sub-headings under each, except for the Library. Currently clicking the "Library" tab takes the user to the Library website. Sub-headings on the City website would create a greater sense of inclusion of the Library in the overall organization.

Finding Number 24: Library Staffing and Training
The Superior Library appears to have the appropriate number of staff given its size and circulation volume. The Library Director does an excellent job utilizing volunteers and cross-training employees.

Recommendation Number 24:
The Director should continue her cross-training efforts; however, greater emphasis could be placed on external training and professional development by attending outside conferences and seminars.

Parks, Recreation & Forestry

Finding Number 25: Staff
Parks, Recreation & Forestry is a very busy department with many calls for service relative to maintenance, tree service, and programming, to name a few. The current administrative staff is overloaded relative to similar positions in other City departments. Current forestry staff are unable to keep up with the volume of work. Staff are not receiving the level of training they should. Overall, the department has seen significant staff cuts over the past 15-20 years while the volume of programs, events, trails, and maintenance appears to have increased.

Recommendation Number 25:
The City should authorize a full-time position of Programs & Events Coordinator to assume the programming and event functions outlined in the department's 2019 position request. The person hired for this position would also provide administrative support for the department, thereby alleviating some of the workload of the current Administrative Assistant and preserving that position as support to both Public Works and Parks, Recreation & Forestry. The department should bid out and contract for that level of forestry work that current field staff are not able to manage. Contracting out this work annually on an as-needed basis should be more cost effective than adding staff.

Estimated Cost Impact: $62,000

Finding Number 26: Technology
As in most departments in the City, the technology in Parks, Recreation & Forestry is nonexistent or antiquated. Key systems that would increase efficiency and productivity are currently not in place.

Recommendation Number 26:
As a part of the overall consideration of City technology needs (see Finding #22), the department should explore an online reservations system for use of parks, along with online sign-ups for recreation programming and event invitations. A notification system should be in place for all service calls, not only in Parks, Recreation & Forestry, but in all of the divisions of Public Works as well. This technology can usually be found as a separate module included in an overall city-wide technology platform. Further, automated pay stations should be set up at all of the boat launches and ski trails to reduce staff time in having to travel to the various payment locations collecting cash.

Finding Number 27: Inter-Departmental Cooperation
It appears that there is a lack of cooperation between Park, Rec, Forestry and Public Works, particularly as it relates to forestry activities, some construction projects, and winter snow removal.

Recommendation Number 27:
The Mayor needs to exercise his administrative authority to identify the highest priorities for these functions and to increase cooperation between the two departments. This can be accomplished through regular meetings between the Mayor, respective department heads and supervisors.

Planning & Community Development

Finding Number 28:
The Planning and Economic Development Department is staffed with a director and three fulltime positions a fourth position is shared with Public Works. The Department is adequately staffed for the workload demanded upon it. Economic development initiatives are split between the City, County and the chamber of commerce. The Housing Coordinator being relatively new has an ill-defined job description and areas of responsibility. Furthermore, he is susceptible to political influence from elected officials with regard to some of the property renovations.

Recommendation Number 28:
Economic development activities need to be streamlined between the entities involved and areas of responsibility better identified and more clearly delineated. Consideration should be given to combining the City and County economic development functions and clarify the Housing Coordinator duties and responsibilities.

Public Works

Finding Number 29: Building Inspection Software and Staff
The Building Inspection Department is very paper intensive. It is in need of a software program to track/monitor property maintenance issues, which is a significant challenge City-wide. The department spends a great deal of time on paper processes and utilizes an Access database to maintain its permitting system and Excel for tracking property maintenance. This adds significantly to staff workloads and is very inefficient.

Recommendation Number 29:
The acquisition of building inspection software should be a top priority for the Department. Inspection software should be compatible with the Market Drive system used in the Assessor's office to enhance communication, access to data between the two departments, and greater efficiency. Once the permit software is in place, the Assistant Building Permit Technician position may be eliminated.

Estimated Cost Impact: ($65,000)

Finding Number 30: Equipment Operator
Public Works has numerous job descriptions and pay rates for people doing relatively the same functions in the EO position. On any given day, operators could perform different functions necessitating the payment of two or three different pay rates for that day, thereby contributing to the already overly-complicated payroll and the cost and time spent by numerous staff members who have process this payroll weekly (as opposed to bi-weekly) due to its complexity.

Finding Number 30: ESD
A comprehensive study was completed for the ESD division in 2012. It was well-done and many recommendations have been implemented. ESD lacks a comprehensive operating and procedures manual for the overall utility systems operations and maintenance. Wastewater employees in the field spend a great deal of time creating paper records as they review and evaluate system operations.

Recommendation Number 30:
ESD needs to continue to implement recommendations of the 2012 study. Field staff should be equipped with handheld tablets that allow them cloud access to obtain existing data and enter new findings. A policy and procedures manual should be created, including a checklist for regular reviews and inspections.

Recommendation Number 31: ESD Staff
The Asset Management office is staffed by a Coordinator and Specialist. There is not enough full-time work for both positions. The position of Electrician has been vacant for a significant period of time. This has caused the department to outsource its electrical work. Currently, the outsourced electrician is on-site almost on a full-time basis at a significant cost, as shown below:

| Service Electric Costs | Invoice Year | | |
Expenditure Type	2017	2018	2019 YTD
Capital	$10,742	$53,498	$1,505
Operating	$178,035	$279,978	$124,596
Grand Total	$188,777	$333,476	$126,100

Recommendation Number 31:
The Asset Management Specialist position should be eliminated, and the Electrician position should be filled as soon as possible.

Estimated Cost Impact: **($150,000)**

Finding Number 32: Landfill
The City's landfill is projected to close in 2025. This will require significant pre-planning to prepare for not only the closing but also contracting with the new waste transfer site.

Recommendation Number 32:
The City should begin the planning process for the closing of the landfill, the contract negotiations and the elimination of the positions currently working at the landfill. The City should be prepared for the potential of employees knowing their jobs could be eliminated and leaving the City prior to the close. They could seek to contract or hire temporary staff should that occur.

CONCLUSION

RW believes that if the City implements the above recommendations, it will result in a stronger organization and reduce/control costs over time. The following fiscal impact analysis is a summary of the estimated net savings at the present time to the City if all RW Recommendations are implemented. Some of the efficiencies recommended herein, such as implementation of a strategic plan and collaboration in regular department head meetings, are not measurable and therefore have not been included in the cost analysis.

In addition, the Fiscal Impact does not include the technology given the wide variance in cost amongst vendors and the difficulty in estimating numbers specific to the City's needs. As mentioned in this report, however, implementation of software will cover a portion of its own cost in the context of man-hours saved in such processes as payroll and time-keeping. In addition, the fund balance is another potential funding mechanism.

Recommendation	Fiscal Impact
Create a Strategic Plan	$ 25,000
Eliminate Assessor Staff Asst.	$ (65,000)
Add Floater	$ 60,000
Conduct Property Revaluation	$ 100,000
City Attorney - Planning Legal	$ (50,000)
Outsource Citation Prosecution	$ 20,000
Eliminate Asst. Finance Director	$ (120,000)
Eliminate Payroll Clerk	$ (65,000)
Eliminate Internal Auditor	$ (40,000)
Increase HR Staff	$ 90,000
Hire ESD Electrician	$ 100,000
Eliminate Electrical Contractor	$ (175,000)
Eliminate ESD Asst Mgt Specialist	$ (75,000)
Combine I/T with County	$ (50,000)
Eliminate Asst. Bldg Assmt Tech	$ (65,000)
Contract out forestry	$ 30,000
Create P/R Program Position	$ 60,000
Eliminate (Vol Coord/Winter Prog)	$ (28,000)
Create City Administrator Position	$ 150,000
Part-Time Mayor	$ (50,000)
Improved budgeting various depts.	$ (200,000)
Net Fiscal Impact	**$ (348.000)**
The above does not include the cost of City-wide software upgrades.	

Model Ordinance for Establishing Council-Administrator Government

AN ORDINANCE CREATING THE OFFICE OF CITY ADMINISTRATOR IN THE CITY OF _____ AND PROVIDING FOR HIS/HER POWERS AND DUTIES.

BE IT ORDAINED by the city council of _____:

Section 1. Creation of Office. The office of city administrator is hereby created.

Section 2. Appointment of City Administrator. The city administrator shall be appointed by majority vote of the city council for an indefinite term. The administrator shall be chosen by the council solely on the basis of executive and administrative qualifications with special reference to actual experience in or knowledge of accepted practice in respect to the duties of the office hereinafter set forth. At the time of this appointment, the appointee need not be a resident of the city or state, but during the administrator's tenure of office, residency is desired. No council member shall receive such appointment during the term for which the council member shall have been elected nor within one year after the expiration of the council member's term.

Section 3. Removal of the City Administrator. The city council may remove the city administrator at any time by a two-thirds vote of its members. If requested by the city administrator, a public hearing shall be granted by the council within 30 days following notice of removal. During the interim, the council may suspend the administrator from duty, but shall continue the administrator's salary and, if the removal becomes final, shall pay said salary and normal benefits for six calendar months following final removal date.

Section 4. Power and Duties of the City Administrator. The city administrator shall be the chief administrative officer of the city, may head one or more departments, and shall be responsible to the city council for the proper administration of all affairs of the city. To that end, the administrator shall have the power and shall be required to:

- Appoint and, when necessary for the good of the service, suspend or remove all officers and employees of the city except as otherwise provided by the city charter or law. The city administrator may authorize the head of a department or office to appoint, suspend, or remove subordinates in such department or office[1].
- Prepare the budget annually and submit it to the council together with a message describing the important features and be responsible for its administration after adoption.
- Prepare and submit to the council as of the end of the fiscal year a complete report on the finances and administrative activities of the city council for the preceding year.
- Keep the council advised of the financial condition and future needs of the city, and make such recommendations as may be deemed desirable.
- Recommend to the governing body a standard schedule of pay for each appointed office and position in the city service, including minimum, intermediate, and maximum rates.

- Recommend to the governing body (from time to time), adoption of such measure may be deemed necessary or expedient for the health, safety, or welfare of the community or for the improvement of administrative services.
- Direct and supervise the administration of all departments, offices, and agencies of the city, except as otherwise provided by charter or by law.
- Consolidate or combine offices, positions, departments, or units under his/her jurisdiction, with the approval of the city council. The city administrator may be the head of one or more departments.
- Attend all meetings of the city council unless excused there from and take part in the discussion of all matters coming before the council, but shall not have a vote. The administrator shall be entitled to notice of all regular and special meetings of the council.
- Supervise the purchase of all materials, supplies, and equipment for which funds are provided in the budget; let contracts necessary for operation or maintenance of the city services for amounts up to and including $_____, receive sealed bids for the purchases or contracts in excess of $_____ and present them to the council.
- See that all laws and ordinances are duly enforced.
- Investigate the affairs of the city or any department or division thereof. Investigate all complaints in relation to matters concerning the administration of the government of the city, and in regard to service maintained by the public utilities in the city, and see that all franchises, permits, and privileges granted by the city are faithfully observed.
- Be responsible for the effective administration of all contracts for services with outside agencies that the City may enter into from time to time.
- Devote his/her entire time to the discharge of all official duties.
- Perform such other duties as may be required by the council, not inconsistent with the city charter, law, or ordinances.

Section 5. Council Not to Interfere with Appointments or Removals. Neither the council nor any of its members shall direct or request the appointment of any person to, or removal from, any office by the city administrator or any of the administrator's subordinates, or in any manner take part in the appointment or removal of officers and employees in the administrative services of the city, except as restricted or provided by law or ordinance. Except for the purpose of inquiry, the council and its members shall deal with the administration solely through the city administrator and neither the council nor any member thereof shall give orders to any subordinates of the city administrator, either publicly or privately.

Section 6. Emergencies. In case of accident, disaster, or other circumstance creating a public emergency, the city administrator may award contracts and make purchases for the purpose of meeting said emergency; but the administrator shall file promptly with council a certificate showing such emergency and the necessity for such action, together with an itemized account of all expenditures. The city administrator shall serve as the emergency management director in the case of such emergency.

Section 7. Compensation. The city administrator shall receive such compensation as the council shall fix from time to time by ordinance or resolution. At no time shall such compensation be reduced from that which is paid in the previous year.

Section 8. Vacancy. Any vacancy in the office of the city administrator shall be filled as soon as practical after the vacancy occurs, but in no event more than 180 days after the vacancy occurs.

Section 9. Saving Clause. If any section, sub-section, or sentence, clause, or phrase of this ordinance is for any reason held invalid, such decision or decisions shall not affect the validity of the remaining portions of this ordinance. All ordinances of the city prescribing the duties of heads of departments shall remain in full force and effect in so far as they conflict with the provisions of this ordinance in which case the provisions of this ordinance shall govern.

1 Where state law or charter requires certain administrative officers to be appointed and removed by the mayor or council, or other body the administrator should be given the authority to recommend such appointees or to recommend their discipline or removal. All recommendations for appointment or removal shall be based solely on the merit, qualifications, or disqualifications of the official concerned without regard to political beliefs or affiliations.