

City of Fitchburg Organizational Study

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Public
Management
Partners, LLC

*Providing management and
planning support to local government*

EXECUTIVE SUMMARY

The City of Fitchburg is a well run, generally efficient organization with qualified, professional staff in most key positions. Organizationally there are no critical needs for change, but there are some opportunities worth considering as the City grows and operations become more complex. Fitchburg’s administrator and elected officials are to be commended for undertaking this project to analyze their organizational structure and make improvements, particularly in light of there being no urgent need for dramatic change.

As part of the process for preparing this report, Public Management Partners LLP interviewed department managers, elected officials, Mayor, Administrator, and interested staff. We appreciate the support from all levels of city staff and the improvement ideas they had to share. The people we spoke with were notably interested in the continued well-being of Fitchburg and improvements in efficiency. The City is well represented by its staff.

Surveys of eight (8) comparable communities were developed to gather information regarding staff and organizational issues. Results of this survey were used in developing this report. One of the side-products of this study was discussion of a great deal of information related to potential for operational improvements; this information has been recorded and provided to the Administrator for his consideration.

Public Management Partners LLP has looked at Fitchburg from the perspective of need and priority. We recognize that some of the recommendations are sensitive to availability of funds. The recommendations we have presented can be used as a road map. Some will need to be considered in conjunction with budget discussions. Others are possible within the existing budget.

ORGANIZATIONAL RECOMMENDATIONS

Organizational recommendations are generally presented by department with the exception of a few that span departments. Recommendations are summarized as follows with details in the body of the report:

1. **Management authority and accountability.** Service efficiency can improve if council members focus on understanding strategic issues, planning for change, developing appropriate policy directions, and communicating strategies to the public. The Council should hold administration and management staff accountable for plan implementation and policy follow through. Centralizing administrative responsibility and authority are key to improvement here.
2. **Administration - Administrator.** By giving the Administrator significant assistance and decreasing the number of department heads reporting directly, the City can give the Administrator the time to focus more on team management and strategic issues that impact the “Big Picture.” Options to consider would include:
 - a. Providing an assistant administrator or intern.
 - b. Splitting time of administrative assistant between Mayor and Administrator only rather than the current “4-bosses” arrangement.

- c. Creating a department of administrative services with an appropriate department head to manage finance, IT, human resource, and city clerk duties. Many of the services provided by these core departments are focused on providing internal support to other departments within Fitchburg. Improving these services will increase everyone's efficiency.
3. **Administration – Customer Services:** Place necessary people and tools at the service counters. This includes the appropriate number of administrative support staff with cross training and access to information to answer all but the most technical questions.
4. **Administration - Information Technology.** We recommend the continued use of outside services, particularly for projects that require major effort or technical expertise. We also recommend that IT, in close collaboration with other departments, should prepare at least a 3-year technology plan that includes software as well as hardware needs and prioritizes these needs in much the same way that the existing 5-year Capital Improvement Plan addresses other city investments in infrastructure.
5. **Assessing.** We recommend moving assessing to the third floor in order to improve the flow of information and responsibilities between assessing and building inspections. Over time, we suggest these departments jointly develop information and technology sharing. Building inspectors could collect information from the field to be used by the assessors. In the future, the City could consider merging the two departments.
6. **Finance.** We recommend delegating routine accounting functions and payroll to appropriately cross-trained trained accounting personnel below the level of director. This would allow the finance director to focus on higher level work.
7. **Department of Community Development.** Consider incorporating departments of planning/zoning and economic development into a single department.
8. **Public Works.** We recommend that Public Works have primary responsibility for infrastructure and heavy equipment maintenance.
 - Merge operations and maintenance personnel of existing parks/recreation department with public works operations and maintenance staff to create a unified labor pool under the direction of the Public Works Director.
 - As the City grows, Public Works should develop dedicated mechanics to provide equipment maintenance across all departments but under the direction of Public Works.
 - As the department of public works grows, we recommend that a position of operations superintendent or deputy director for operations be considered with individual foremen for divisions of streets, utilities, and park/forestry.
9. **Parks and Recreation.** We recommend that the position of Park & Recreation Director be filled and that it retain responsibility for park advocacy, planning, and development of recreation space and programming.

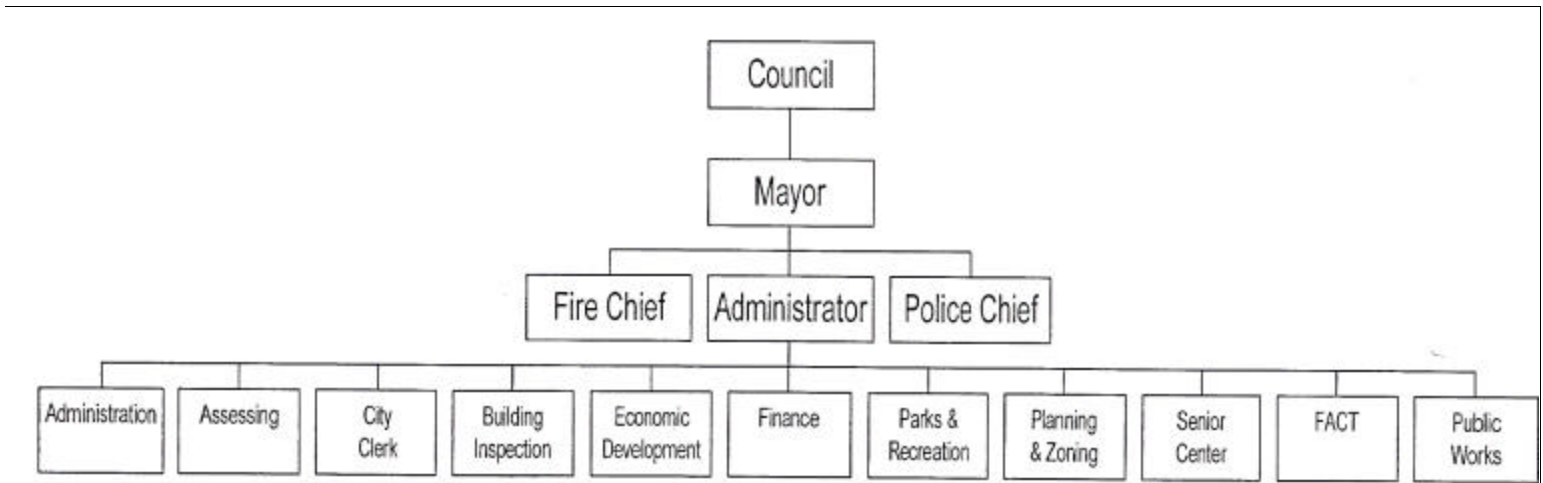
- As discussed above, park maintenance functions would be moved to the public works department.
 - Public Management Partners LLP considered the issue of privatization of mowing services. It is our recommendation that contract services be used to supplement current mowing capabilities but not supplant them.
 - As the City’s urban forest grows beyond the capacity of the department to maintain, we recommend consideration of contract services.
 - From an organizational perspective, recreation does not fit well in its current office space. Consider moving recreation staff to more appropriate space as soon as it can be made available.
 - Park and Recreation should assume responsibility for set up and clean up of Community Center after rentals. Consider either part-time staff or contract services to meet these citizen-driven needs.
 - Consider consolidation of senior recreation programming within Parks and Recreation in the future.
10. **FACT.** There is no immediate need to change the organization other than the filling of the authorized assistant position.
- Hire the full time assistant director.
 - More active and deliberate attention now should include development of a ten-year plan that would affirm or change expected service levels and future sources of funding. Focus should be directed toward achieving community priorities and monitoring the effectiveness of programming in meeting these needs.
11. **Police.** Public Management Partners LLP has reviewed the staffing plan developed by the Police Department and the Administrator. We recommend continued support of position priorities addressed within the plan and recognize that the timeline for implementation may vary due to available funding.
12. **Fire.** Public Management Partners LLP supports recent staff planning report for Fire Department and recommends Model C with a full-time chief and deputy chief of operations as a long-term solution.
- At this time, we think that the City is well-served by its paid on-call chief but feel he should be supported by a career level deputy chief of operations who would provide a senior management presence with decision-making authority during the day.
 - We also support at least part time, dedicated administrative personnel at the main fire station. As suggested in the staff planning report, this position should be relatively experienced and capable of supporting HR, payroll, and other higher-level administrative and office functions.

INTRODUCTION

The City of Fitchburg has four Aldermanic districts, each with two elected Council representatives and a part time Mayor elected at large. The Mayor and Alderpersons each serve a two-year term. The Mayor and Council oversee City departments which are managed by a City Administrator who is appointed by the Mayor and approved by the Common Council. The City Administrator is identified as being responsible for day-to-day supervision of the department heads, with the exception of the Police and Fire Chiefs who report directly to the Mayor and to the Police and Fire Commission.

The Table of Organization for the City of Fitchburg is fairly typical and is shown below.

**City of Fitchburg
Table of Organization
2006**



The City has a strong Committee structure where policy is typically developed and reviewed before coming to the City Council for consideration. Committee members are appointed by the Mayor and confirmed by the City Council. City committees and commissions are listed below.

- Finance Committee
- Personnel Committee
- Public Safety and Human Services Committee
- Agriculture and Rural Affairs Commission
- Board of Public Works
- Board of Review
- Broadband Telecommunications Commission
- Commission on Aging
- Community and Economic Development Authority
- EMS Commission

- Landmarks Preservation Commission
- Parks Commission
- Plan Commission
- Police and Fire Commission
- Resource Conservation Commission
- Transportation and Transit Commission
- Zoning Board of Appeals

PURPOSE

In its request for proposals for this organizational study, the City of Fitchburg established the following purpose: “To provide a roadmap to the City of Fitchburg on the appropriate organizational model, staffing, and service delivery to best meet the current and future needs of the community, recognizing the constrained fiscal environment in which the city operates.”

KEY OBJECTIVES

As identified in the request for proposals, the following are considered to be key objectives for which the City seeks recommendations:

- 1) Identify the appropriate level/spectrum of City services that should be provided by the City of Fitchburg currently, as well as five and ten years into the future.
 - a) How does the City’s existing model of service delivery compare to service delivery models in comparable cities?
 - b) Recommend an appropriate model to maximize organizational effectiveness in delivery of city services.
 - c) Given the environment in which we currently work, how could the City reach the suggested model?
 - d) If additional resource allocation is recommended, provide options for implementation that take into account the constrained fiscal environment of the City.
 - e) Evaluate the impact of elected official’s decision making on organizational efficiency and effectiveness.
- 2) Provide a summary of the level of services being provided by each department, and determine which services could be centralized and which services could be distributed within individual departments.
 - a) When reviewing which services could be centralized or decentralized, identify the fiscal effect the consolidation or decentralization could have on the City, as well as the effects on current operations.
 - b) When reviewing which services could be centralized or decentralized, identify the effect the consolidation or decentralization could have on customer service.
- 3) Identify which services are more efficient and effective being done internally, and which services would be best done externally/contracted
 - a) Explain how internal and/or external services could best fit within the City’s organizational model.

- 4) Provide any other recommendations that could assist the City in attaining the goal of the study
- 5) Conduct a survey of organizational structures in comparable cities within the state. This survey will also include elected officials and committee structure.

APPROACH

Public Management Partners conducted individual interviews with the Mayor and Alderpersons, City Administration, Department Heads and key departmental personnel. Group sessions were held to allow all employees the opportunity to express concerns and ideas. A special e-mail address was established to allow employees who couldn't take part in the interview sessions to participate as well as to provide the opportunity for employees to comment confidentially.

Tours were conducted of City facilities to better understand facility constraints and how they impact organizational issues. Space availability and suitability is a very real issue when considering organizational alternatives, particularly given current fiscal concerns. The tours also allowed interviewers to gain a perspective on equipment and technology issues that might impact departmental efficiency.

The interview process was designed to develop an understanding of how the City and its departments operate, what works well, and where there may be opportunities for improvement. Interviews were supplemented with a review of department documents, policies, procedures, and budgets.

After the interviews were completed, surveys were developed and sent to eight communities that were judged to be similar to Fitchburg. The list of comparable communities and the survey questions were developed in conjunction with City Administration. Similarity was based on a number of key factors such as community population, size, location, economic mix, growth experience and other related factors. Surveys were sent out with a cover letter written on City letterhead and signed by the Administrator.

Surveys were sent to the following Wisconsin communities:

- City of De Pere
- City of Franklin
- City of Middleton
- City of Oak Creek
- City of Sun Prairie
- City of West Bend
- Village of Mount Pleasant
- Town of Grand Chute

Public Management Partners personnel then followed up with the selected communities and requested any missing information. A copy of the survey letter, questionnaire and summary tables of collected survey results are included in Appendix A.

In addition to survey data of comparable communities, Public Management Partners also tapped into the G.R.E.A.T. (Graphing Revenues, Expenditures and Taxes) database of Wisconsin communities prepared by the UW-Extension System. The database includes more than a decade of revenues, expenditures, property valuations and property taxes for each county and municipality in Wisconsin. While this data isn't directly related to organizational issues, it does show long term funding trends and priorities for similar communities.

Our review of Fitchburg's organizational structure was then compared with survey information and our knowledge of current and best practices.

As a part of the interview process, some operational issues were identified that could provide opportunity for improved operating efficiency. This information was noted and has been delivered to the City Administrator for future consideration.

INITIAL PERSPECTIVE AND GOAL CLARIFICATION

Public Management Partners began the evaluation process with interviews of the Administrator, Mayor and Alderpersons to learn their perspectives on the organization, the City's needs, and any external issues affecting the community.

Interviewees were asked questions related to the overall working environment, identification of strategic issues, growth and change in the City, their department's response to those changes, and organizationally how they related to internal and external customers.

While interviewees had a large number of positive comments related to the City, staff and existing customer service levels, few wanted to change the organizational structure itself. Many wanted to change retail counter service activities that they felt detrimentally impacted their ability to do their jobs efficiently. Statements most closely related to organizational issues included:

1. The department heads are knowledgeable, competent and professional.
2. There is a quick initial response at the front counter for walk-ins to city hall.
3. The Traffic Safety Committee system functions well.
4. Some interviewees commented positively on the existing managerial span of control.

Interviewees were also asked to describe areas they thought might need attention or that they felt were not going as well as they should. These issues included a number of concerns not necessarily tied to the organizational structure; again, these have been captured and provided to the Administrator separately. Specific organizational comments follow:

1. There was concern that the retirement of the Parks Director leaves a gap in park planning and advocacy that will be difficult to fill.

2. Concern was expressed regarding FACT organization and unsettled personnel issues.
3. On-going (four-year) reliance on an interim part-time fire chief was discussed by several interviewees.
4. There is concern about potential privatization and the impact on in-house staff. Some felt that union rules are limiting and privatization might offer an opportunity for cost savings. Others recognized an advantage to keeping a flexible work force. The current driving issue for privatization seems to be discussion related to mowing.

The Request for Proposals for this study clearly identified the need for recommendations to work within fiscal and other constraints faced by the City. As part of the initial interview process, Public Management Partners sought to clarify these constraints and identify any strategic issues affecting the future of the City of Fitchburg. Again, a number of the issues identified are outside the parameters of this study and have been presented separately. Issues identified have been grouped within identifying categories and are outlined below:

1. Taxes and budgetary issues
 - a. There was a clear sense that the budget is currently limited in its capacity for funding new or expanded efforts. One person interviewed referred to the City budget as a “skeleton budget”.
 - b. There are significant concerns about both recent and proposed state legislation limiting the ability of the City to increase its levy while at the same time reducing shared revenues.
 - c. Much of the City revenue is dependent on taxes and there has been only limited interest or commitment to the use of user fees (recreation, building permit, stormwater, etc.) to generate supplemental revenues.
2. Personnel Issues
 - a. There is some perception that the city will need to add staff and a concern about how to pay for any additional employees.
 - b. Given budgetary constraints, there will be increasing need for employees to be more efficient and do more with less.

One of the difficulties in working with a large group of interested people is that definitions of terms and expectations can vary markedly so that the same words bring differing images to different people’s minds. Two terms, “customer service” and “efficiency”, were used repeatedly throughout the interview process. Given the importance of these two terms to the success of the project, Public Management Partners made a concentrated effort to record the various comments and look for common definitions.

1. Customer service indicators
 - a. Staff answers questions with a smile.
 - b. Staff is helpful and positive attitude.
 - c. Staff is responsive to requests for information and/or assistance.

- d. Staff satisfies customer needs and what they can of the wants.
- e. There is general public satisfaction with the way things are done.
- f. Staff takes care of customers by answering phone calls within 1-2 rings.
- g. The city provides long hours of service and stays open on holidays.
2. Efficiency indicators
 - a. Constituents who are happy and both understand and comply with city codes and requirements.
 - b. The public is well served.
 - c. Alderpersons receive no complaints from constituents.
 - d. Departments provide more service in less time (time=money).
 - e. Levy revenues balance with wages, number of staff, and department needs.
 - f. Service provision shows continuous improvement
 - g. Systems are self-correcting
 - h. Work is accomplished with the right number of people

Few of these comments tie directly to organizational issues. They do make it clear, however, that a high level of customer service is expected and that any organizational changes that would impact service markedly would be scrutinized. It is interesting to note that many of the indicators identified as efficiency measures are actually more indicative of customer satisfaction with service levels and delivery. In many cases, customer service and satisfaction runs counter to efficient operations.

Public Management Partners also asked elected representatives to identify what would make the study a success from their perspective. Responses to this last question included:

1. The report will point out what is running well, and find that there is not too much fat for a city of our size
2. There will be independent validation of external and internal efficiency and effectiveness
3. The report will provide a sense of where we can go to cut expenses or save money
4. The report will include answers to:
 - a. Systemic but not personality questions
 - b. Organization depth and span of control
 - c. Privatization issues
 - d. Trends/projections of staff and service needs
 - e. Optimal or at least comparable/defensible number of staff
 - f. Department consolidation options
5. The report will open lines of communication and recognition of accountability needs.
6. Recommendations will lead to improved efficiency
7. Staff and Council will assume ownership of study results.
8. Customer service issues will be addressed (represent the wants of the citizens)

ANALYSIS AND RECOMMENDATIONS

General Observations

The City of Fitchburg has a great deal to be pleased about organizationally. Department heads and staff that Public Management Partners encountered on this project gave the impression of competence and professionalism. It was clear that most employees are doing what they believe is best for the City. Every indication is that staff is dedicated to improving the community.

It is important to note that the City is not broken and that, in many cases it appears to be exceptional. The existing organizational structure is working and could be continued for some time and the community would be well served.

Public Management Partners believes a number of changes have some potential to assist the city in reaching its stated goals. As with all organizational change, there are consequences to any action. These consequences will need to be evaluated by the Administration and elected officials and a judgment made as to their fit with the City of Fitchburg's long range goals and objectives.

Eight communities were sent surveys to use as baseline data for this study. Information in the surveys was confirmed by phone and is reasonably accurate for this study's comparative analysis. Major differences in operations and organizational structure are pointed out where they have a bearing on conclusions.

The survey communities include six cities (Middleton, Sun Prairie, De Pere, West Bend, Oak Creek, and Franklin), a village (Mt. Pleasant) and one town (Grand Chute). These communities were judged to be similar to Fitchburg in their close proximity to metropolitan areas, current population, general land use, and patterns of growth. An effort was made to include growing communities from different regions of the state. Sun Prairie and Middleton were included as traditional comparables and are the only other communities within Dane County

The eight comparable communities were selected after review by and concurrence of the Administrator and department heads.

The following table gives a general comparison of the communities showing population, tax information and total staffing. Population data came from a variety of sources and in some cases may be one or two years out of date. Where available, current population estimates are indicated.

SURVEY DATA [as reported by Comparable Communities*]

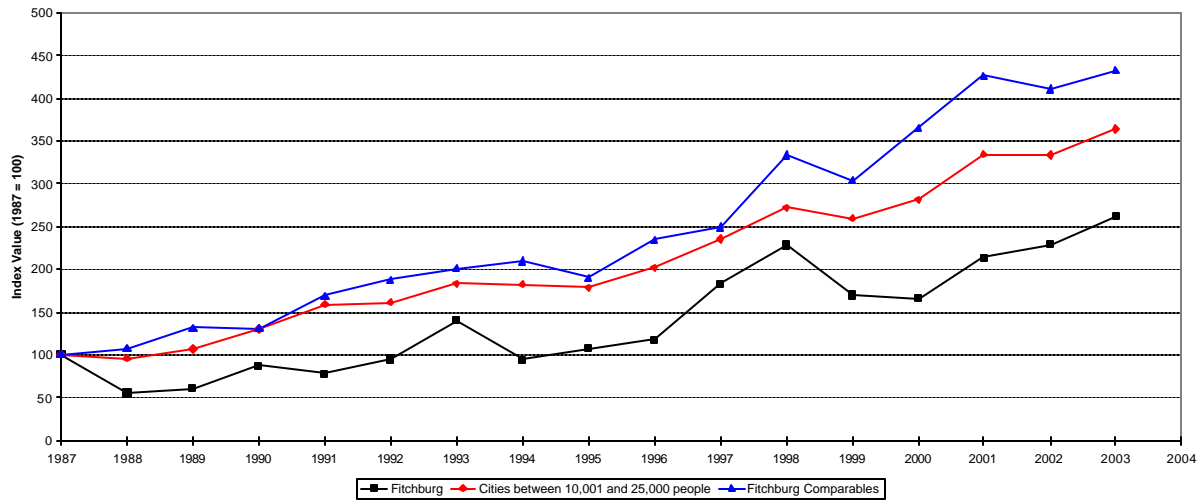
COMMUNITY	TAX RATE \$1,000	/	TAX LEVY	EQUALIZED VALUE	POPULATION	FTE's
Fitchburg	\$ 5.70		\$ 8,445,463	\$ 2,098,978,900	22,604	128.2
Middleton	\$ 5.48		\$ 9,230,256	\$ 2,330,944,200	15,956	137.5
Sun Prairie	\$ 8.67		\$14,737,039	\$ 1,915,760,000	23,484	170.0
Grand Chute	\$ 4.57		\$ 7,504,220	\$ 2,066,384,600	20,019	91.2
De Pere	\$ 4.48		\$ 7,362,350	\$ 1,630,083,200	22,229	156.7
West Bend	\$ 7.98		\$17,319,138	\$ 2,192,151,600	28,932	79.5
Oak Creek	\$ 6.90		\$17,461,998	\$ 2,550,239,400	31,983	255.5
Franklin	\$ 6.82		\$18,304,367	\$ 3,023,193,045	31,994	238.6
Mt. Pleasant	\$ 5.80		\$10,504,057	\$ 2,012,575,500	24,842	79.5

* Information collected by Public Management Partners, LLP

We have included in this report two alternative sources of comparable financial data. G.R.E.A.T. data shows comparative financial information for all Wisconsin communities of similar size. While not particularly related to organizational issues, the data show municipal investment within certain categories that, in turn, provides some indication of community priority and focus.

Not particularly an organizational issue, but certainly one of interest to the community, is overall community spending. The following chart shows total expenditure trends for Fitchburg, the selected eight comparable communities, and all Wisconsin cities of similar size from 1987 through 2003, the last year for which data is available. All data is equalized to 1987, so the trend is based on changes in expenditure as a comparison to expenditure for that date. As shown on the chart, expenditures in Fitchburg have grown more slowly than for comparable communities. This accentuates the issues associated with the current expenditure restraints mandated by the state.

TOTAL EXPENDITURES AND OTHER FIN USES INDEX COMPARISON



Organizational Review – Governance Model

Fitchburg is a relatively new as a city form of government. The City’s current organizational structure is still evolving from that which is appropriate for a Town to one that is more appropriate for a City. Common models of split governance authority underscore the inefficacies created when there is governance overlap or even gridlock.

The City has a part time mayor designated as the CEO, a professional Administrator, and Council committees and commissions who expect to direct department policy and action. This system of shared authority makes for responsive government, but it does not make for efficient government. The structure is similar among the selected comparable communities. Although the number and names of committees and commissions may change, the sharing of authority does not. [See Appendix C.]

Currently, the Administrator has designated responsibilities for oversight but limited authority over most departments. He even-handedly and professionally assists both the Council and Mayor (even when they may be in conflict), helps departments achieve work objectives that meet the common good and are acceptable to a majority of elected officials, and tries to coach all players into developing a continuity of purpose. If financial resources get tighter, the job of juggling political priorities will become increasingly difficult.

In practice, departments have a high degree of independence and autonomy. Department heads receive input and direction from the Mayor, their committee of jurisdiction, and finally the Administrator. Each department head can appeal to the authority source that best meets their perceived needs. Because department heads are committed to doing

what they perceive as good for Fitchburg, Fitchburg has so far done better than might be expected with this approach.

Before Fitchburg makes any major governance changes, it would be wise for the Mayor, Council, Administrator, and Department Heads to learn about alternative models of governance. When elected officials agree to work together to set a strategic direction, build consensus for objectives to be achieved, and fully enable their administrator to “make it happen,” management accountability and efficiency will thrive.

As the City grows, the Mayor and Council can improve service efficiency by focusing on understanding strategic issues, planning for change, developing appropriate policy directions, and communicating the chosen strategies to the public. The Council should then reduce its focus on directing activities and hold the administration and management staff accountable for plan implementation and adherence to policy.

There are other governance models that are more efficient and hold staff more accountable for results. Cities can make the transition to a more centralized administration in several forms. Many choose to strengthen the powers of their professional administrator. Others look to a strong mayor form of government. Each choice has positive and negative aspects that need to be evaluated in the context of a specific community. As a general philosophy, Public Management Partners leans toward professional administration. A professional administrator is trained in city management and provides continuity through political change while being directly accountable to the community’s elected officials.

Organizational Review – Department Leadership

There is a natural tendency for departments to compete for resources, and we see evidence of some departmental “turf protection”. Department heads are trained to see the world from their area of expertise and to judge service and efficiency from that frame of reference. The more independent departments become, the more the focus becomes departmental services and the less it addresses overall city needs and priorities. Centralized administration has the ability to keep all departments focused on common goals and reduces the chance that less well-connected departments and services will suffer.

The City of Fitchburg organizational table shows a very flat organizational structure with 13 separate departments with a total of 128 employees. The Administrator is shown as having direct responsibility for 11 of these departments, excluding only Police and Fire. Police and Fire include 63.5 of the 128 city employees, leaving 64.5 divided among the 11 departments within the responsibility of the Administrator. Of these, only Public Works has more than 10 total employees with a total of 18 including utility positions. Looked at from another perspective, 14 (counting the administrator) of the 128 City employees are department heads.

Fitchburg’s organizational structure can be viewed in a number of different ways. On the positive side, it divides city functions generally by areas of defined expertise. Conversely, it results in a large number of managers with few employees. Given overlapping departmental responsibilities, this increases the need for coordination between departments to accomplish day to day tasks.

Organizational Structure: Comparable communities

All of the comparable communities make use of a professional administrator. Grand Chute has four elected supervisors and a town chairman. The Village of Mount Pleasant has a President and six trustees. Most of the cities used for comparison share Fitchburg’s structure of eight alderpersons and a mayor; Oak Creek and Franklin each have 6 alderpersons.

Each of the comparable communities has a part-time elected CEO, either as Mayor, Village President, or Town Chairman. All report working in the office from 10-25 hours per week except for in the City Franklin where the Mayor is filling in until a new administrator is hired.

Organizationally, most of the communities chosen for comparison are similar in structure to Fitchburg with fairly flat organizations with departments based on function. Again, it is important to note that the existing organizational structure in Fitchburg is neither unusual nor a bad system. There is no pressing need to change for the sake of change. As might be expected, departments are generally content with the existing overall structure and there appears to be limited support for any significant change.

In looking at the comparable communities and considering the future in Fitchburg, there are a few issues that are worth considering from an organizational perspective. Looking forward, a number of the comparable communities have established the office of City Attorney and hired permanent legal representation. Outside counsel is retained only for those issues beyond the capabilities of the Attorney’s office. It is suggested that Fitchburg monitor their legal expenses and that any decision to include a permanent City Attorney be made based on economic considerations.

Department Description	Fitchburg	De Pere	Grand Chute	Franklin	Middleton	Mount Pleasant	Oak Creek	Sun Prairie	West Bend
Administration	?	?	?	?	?	?	?	?	?
Assessing	?	?		?		?	?	?	?
Attorney		?		?	?	?	?	?	
Building/Facilities Maintenance							?		?
Building Inspection	?	?		?	?		?	?	
Cable TV (FACT)	?							?	?

City Clerk	?	?	?	?			?	?	?
Community/Economic Development	?	?	?	?		?	?		?
EMS								?	
Engineering								?	?
Finance	?	?		?	?	?	?	?	
Fire	?	?	?	?	?	?	?	?	?
Golf Course					?				
Health				?		?	?		
Human Resources		?		?		?		?	?
Information Services				?	?		?	?	?
Library				?	?		?	?	?
Parks & Recreation	?	?				?	?	?	?
Police	?	?	?	?	?	?	?	?	?
Planning and Zoning	?				?			?	
Public Lands Manager					?				
Public Works	?	?	?	?	?	?	?	?	?
Recreation					?				
Senior Center/Senior Services	?				?				
Streets							?		
Tourism					?				
Treasurer							?		?
Utilities				?			?	?	?
Total Number of Departments	13	12	6	15	15	11	18	18	16

Looking at the comparison table, many of the communities have established libraries and separate departments to manage them. If and when Fitchburg builds a library, creating a separate department would be appropriate. Organizationally, libraries have a number of statutorily based requirements and typically report to a quasi-independent board or commission.

There are several organizational issues and opportunities related to existing department structure and organization that Public Management Partners believes are worth consideration. These are described in the appropriate departmental sections.

Customer Service- Retail Counters.

There is one organizational issue that crosses departmental lines and has a notable bearing on operational efficiency. City Hall has been designed to be customer focused rather than for operating efficiency. The long open counters were designed for customers and provide visual access to much of the office area. This is very welcoming to visitors visually, but unfortunately decreases efficiency by disturbing multiple employees every time a customer approaches the counter.

From a customer perspective, it is not clear who they should address regarding their issue. Neither the second or third floors of City Hall have anyone designated as a true

receptionist. Consequently, responding to customer concerns is a shared responsibility. There has been some attempt to provide a measure of cross-training so that each person responding to a customer has the ability to resolve their needs. Unfortunately, this has not yet been successful to any great measure and it frequently requires that two or more employees become involved. A side difficulty is that the counter is not set up with the appropriate technology to tie into necessary financial and records management systems to allow efficient counter based information and/or transactions.

Relocation of the water billing personnel from the third floor to the second floor (an organizational move that Public Management Partners supports) caused a reduction in the number of people available to respond to the third floor counter. Clerical staffs on each floor are generally shared positions between departments.

We suggest that a single position on each floor of City Hall be created for the primary purpose of addressing walk-in customers. These positions should be thoroughly cross-trained and out of visual contact/earshot with other staff. Given the increasing number of non-English speaking customers, some thought should be given to seeking bi-lingual (Spanish-English) assistance for these positions.

Retail counter efficiency could also be improved through increased number of staff to appropriately cover all work hours and with full-access computer work stations set up directly at the retail counter. Assessment and finance information should be available at one or more retail work stations rather than asking front-counter staff to contact others to come forward and answer routine customer questions.

ADMINISTRATION

The Administration department includes the offices of the City Administrator, Human Resources, and Information Technology. The Administrator oversees the day-to-day operations of City Hall and works closely with the Mayor and City Council on City development. Human Resources is responsible for maintaining all personnel files, administering the employee benefit plans, coordinating recruitment efforts, and providing new employee orientation. Information Technology provides support to all City departments by assisting them with computer needs and technical support.

The department also provides staff support to the Common Council, Personnel and Finance Committees, Police and Fire Commission, and all other Committees and Commissions as needed.

City Administrator

Issues related to the office of the City Administrator were discussed as part of the overall discussion of organizational structure. One concern was the apparent discrepancy between the level of responsibility and the level of authority given to the position. This dichotomy exists partially because of the strong Council/Committee structure and the ability of department heads to by-pass the Administrator and to go directly to the

Council. Because the Mayor is the Chief Elected Officer, the Administrator lacks power and control to effectively manage for performance excellence.

Span of control is also an issue for this position. It is interesting to note that, between department heads and staff, the Administrator has more direct reports than most departments. This is in addition to normal administrative and management duties. While this appears to be going well currently, consideration may be given to other options as the city continues to develop. Two primary alternatives seem worthy of consideration.

1. One alternative would be the creation of a Department of Administrative Services bringing together all administrative and support functions in a single department, under a single department head (or assistant administrator), who in turn would report to the Administrator. In addition to Information Technology and Human Resources, a Department of Administrative services could easily include the currently separate departments of Finance and City Clerk. This organizational structure would consolidate internal support and retail counter services under a single manager and allow the Administrator to turn his attention to broader issues.
2. Another would be the future addition of an assistant administrator or an administrative intern. In general, these positions do not reduce management burden significantly, but do provide some relief from routine work and are able to assist with policy analysis and development of special projects.

Administrative Assistant

The administrative assistant must split her time among four bosses, providing inadequate support to them all. We recommend that, at the minimum, the one administrative assistant support the Mayor and Administrator only. An additional position should be created to support Human Resources, Economic Development and the City Clerk. Hours should be monitored as the community grows and responsibilities shift over time.

Human Resources

Human Resources is charged with hiring, managing personnel policies and the city pay plan, grievance administration, mandatory training, and other related issues. Comments from staff were generally complimentary and the Human Resources manager is perceived as doing an excellent job. There is a growing need for additional Human Resource support. Some of this support would come through the creation of a new administrative support position for the Mayor and Administrator which will free the existing position to spend more time in support of Human Resources, Economic Development and the City Clerk.

While this position would provide administrative support, professional assistance will be somewhat limited. There is still a growing need for higher level assistance at a professional or semi-professional level.

While it may be perceived as a solution of temporary convenience, there is some merit to creating a shared position at a semi-professional level between the Fire Department and

Human Resources. Needs at both departments are real and at a higher skill level than simple clerical support. Until budget constraints permit full time assistance at both departments, a shared position seems to be a workable alternative. This is discussed further within the section on the Fire Department.

Information Technology

Information Technology provides critical support to all other departments of the City. Service expectations of this department are high and growing. Preliminary indications are that the addition of the new IT staff person is helping IT meet internal service demands. Organizationally, IT should be evaluated for additional staff needs after a reasonable time period has passed with the division at full staff.

We also recommend that IT, in close collaboration with other departments, should prepare at least a 3-year technology plan that includes software and programming as well as hardware needs; this plan should prioritize these needs in much the same way that the existing 5-year Capital Improvement Plan addresses other city investments in infrastructure. IT should identify major software needs in each budget request and make a determination in conjunction with the ultimate user whether work should be done by city staff or contracted to an outside vendor. Early determination should help to balance workloads and avoid the development of an excessive work backlog.

IT currently makes some use of outside software services for specialized programming and support. This seems to work reasonably well and provides alternative resources to the needs of system users. At this time, most of the service issues appear to be addressable with current staff supplemented by contract service.

IT currently uses outside assistance for large or highly technical projects, those on a very short timeline, and/or for training related to standard software programs.

Public Management Partners believes that IT needs are best served through a combination of staff and contracted assistance. Staff should be adequate to deal with most operating issues and trouble shooting but should not expand to the point of performing all programming functions.

ASSESSING

Responsibilities of the Assessor's office include discovery and data collection of real and personal property in the City for purposes of determining assessed value. Other duties include study, verification and analysis of property sales, filing required state and county assessment reports, and maintenance of records related to all property in the City.

The City Assessor provides staff support to the Board of Review.

Assessing services are directed toward assuring that residents and businesses are treated fairly and equitably and to ensure that the City applies taxes equitably. The assessing department recently completed a total revaluation effectively re-balancing Fitchburg's property values. Total revaluations that may have been done previously every seven or more years are expected to be kept current each year. Assessors will also need to assess

new residential and commercial parcels as well as a growing number of personal property accounts.

Organizationally, there is no need for immediate change. We recommend that the City consider locating the Building Inspectors and Assessors together and that a significant effort be made to better coordinate the overlapping activities of the two departments. These should include a detailed evaluation of software and technology that will eliminate duplication of effort and on-site visits. In the future, consideration may be given to blending these two departments, especially in the data-gathering and recording functions.

CITY CLERK

The City Clerk's office is responsible for all City Records and files, including minutes of public meetings, public notices and issuance of all City licenses. The Clerk's office is also responsible for supervising elections and maintaining necessary records and information pertaining to elections, as well as providing day-today clerical and receptionist support.

This department provides staff support to the Common Council, Committee of the Whole, Board of Review, and the Public Safety and Human Services Committee. It produces agendas for the Broadband Telecommunications Commission

The City Clerk's office offers citizens a wide variety of services from issuing licenses and permits; election administration; coordination of meeting information including public meeting notifications and records; proper meeting action notifications; Board of Review; and proper care of and access to official City documents. These services affect both external (affected party, citizens, and media) and internal customers (elected officials and department staff).

The receptionist and deputy clerk are the primary retail service counter contact points, yet they have limited access to the electronic records needed to complete payment transactions or answer specific property questions.

FINANCE

The Finance Department maintains the City's accounting records and processes receipts, billings, disbursements, payroll and related reports. In addition, the department handles tax roll collections and settlement. The Utility division is responsible for billing utility customers, receiving payments, recovering delinquent accounts, issuing termination notices and providing information to the staff and public regarding Utility policies and procedures.

This department provides staff support to the Administrator, Mayor, Common Council, and committees as needed.

As a key service provider to all internal departments, the finance department drives financial management efficiency and effectiveness for the City of Fitchburg. Additional

efficiencies can be gained by cross-training and more evenly distributing work responsibilities:

- Delegate all routine accounting functions to appropriately cross-trained accounting clerks and supervisors
- Cross-train a minimum of two finance personnel to perform payroll functions
- Delegate management of overtime, vacation, sick leave, and other benefits to department managers; minimize errors thru appropriate record-keeping, information access, training, and feedback; hold managers accountable rather than checking and re-doing their work.

ECONOMIC DEVELOPMENT

The Economic Development Coordinator serves as a liaison to the Fitchburg business community. Responsibilities include existing business assistance, retention, and facilitation of future expansion plans. The Coordinator also encourages new business development and location by developing marketing campaigns and maintaining an inventory of available sites to respond to inquiries. The department's goal is to foster a dynamic economy to meet the needs of Fitchburg residents and businesses, both with services and employment opportunities.

This department provides primary staff support to the Community and Economic Development Authority and support to the Planning Commission as needed.

Economic Development Department consists of a single employee who shares the Administrative Assistant with the Mayor and Administrator and City Clerk. The Coordinator is perceived as doing excellent work and is well respected in the business community. We recommend that Fitchburg consider a consolidation of Economic Development with Planning and Zoning in order to work out the inherent conflicts of promoting and regulating development. A coordinated department can provide better customer service more efficiently.

PLANNING AND ZONING

The Planning and Zoning Department is responsible for planning, land division and land use matters in the City. Major planning responsibilities include coordinating current and long-range planning for the City and providing comments, options and direction to policy makers in regard to the development of the City. Major ordinance responsibilities include processing rezoning and conditional use requests, issuing zoning permits, zoning code enforcement, reviewing and coordinating land division requests, issuing sign permits, and reviewing architectural and design requests.

Department personnel act as primary staff to the Plan Commission, Zoning Board of Appeals, Landmarks Preservation Commission, and Agricultural and Rural Affairs Committee; they provide assistance to the Community and Economic Development Commission. The department also works with other departments and agencies in planning and coordinating municipal improvements.

The Planning Department supports the work of the Plan Commission and City Council and regulates use of land thru enforcing compliance with zoning and other land use codes. Planners are expected to research, analyze, and report to the Plan Commission and Council on issues related to growth and development including subdivision reviews, market trends, transportation needs, demographic changes, etc.

Planners have worked with the community and are near to completing Fitchburg's Smart Growth Plan and the Northeast Neighborhood Plan. Planning consultants recently completed a report on the Ridgewood district that identified the area as appropriate for Tax Incremental Financing.

Much of the planning department's routine activity is regulatory in nature and often serves the same customers as does building inspection and economic development. As regulators, planning staff are specifically required to interpret and enforce land use regulations and are authorized to issue/withhold sign and zoning permits.

Unfortunately, there can be conflict between the responsibilities assigned to Planning and Zoning and those of Economic Development. Because Planning and Zoning is responsible for long term planning and regulation of proposed developments, this focus can be in conflict with economic development initiatives and short term efforts to bring in specific development projects.

One of the organizational options chosen by a number of communities is the creation of a single Department of Economic and Community Development that consolidates planning and economic development into a single department. This recognizes the overlapping nature of the departments and reduces some of the inherent conflict. We recommend pursuing this organizational option.

In some cases, this merged department also includes Building Inspection. We are not recommending this wide a consolidation, although it may be worth considering at a future date.

BUILDING INSPECTION

The Building Inspection Department is responsible for reviewing plans and issuing permits for all proposed building, electrical, plumbing and heating construction in the City. Department personnel confer with area architects, engineers, contractors and property owners; interpret and explain code requirements; and perform all administrative, inspection and enforcement functions necessary to insure compliance with federal, state and local building codes.

Issuance of occupancy permits is a responsibility shared with the Fire Department and requires close coordination among the inspectors from both departments. Adding full-time command staff during the day at the Fire Department will improve this coordination and increase efficiency and customer service.

This department is also responsible for building maintenance services within the City. Resources for this effort are limited and there can be difficulty meeting some needs, thus

requiring a lot of flexibility in response. An area of concern has been the need for set-up and clean-up associated with the rental of the Community Center. Building Inspection and their limited staff are simply not organized to respond to the irregular schedule at that location. It is recommended that these duties be removed from the department and given to Parks and recreation along with the staff support or contract service necessary to meet the needs of the community center.

There is no pressing need to change the organizational structure of Building Inspection. As discussed in the Assessing section, we think there are benefits to locating the building inspection and assessment departments near to each other and sharing information both physically and electronically. This could include collection of raw assessment data by Building Inspectors doing inspections during construction.

DEPARTMENT OF PUBLIC WORKS

The Department of Public Works consists of four divisions as follow:

Engineering provides technical support to all City departments. The department reviews plans/specifications for sewers, water mains, storm water management, streets and street lighting for proposed developments. The division also designs and prepares plan/specifications and supervises public works projects initiated by the City, as well as serving as liaison with various local, state and federal agencies on public works projects.

Highway is responsible for maintenance and repair of all City streets and roadways in Fitchburg. Duties include pavement repair, street cleaning, snow removal, street light maintenance, roadside mowing, sign installation, equipment repair, and supervision of driveway and culvert installation, brush pick-up of multi-family areas as well as maintenance of the storm water drainage system.

Utility is responsible for monitoring and maintaining municipal wells, water supply and distribution facilities, and the sanitary sewer collection system. This division also plans, operates, and maintains storm water facilities and ensuring compliance with applicable DNR and EPA regulations.

Solid Waste and Recycling is responsible for the refuse and recycling collection performed by private handler and promotion of recycling in the City.

This department provides staff support to the Board of Public Works, Resource Conservation Committee, and Transportation and Transit Commission. The Department of Public Works is fairly traditional in its organizational makeup. The department has adopted a number of innovative procedures and has embraced modern technology and uses it well. The Department makes good use of contract engineering services for project design and construction supervision and focuses internal staff on planning and contract management of projects.

Highway and Utility employees cooperate well and often work with employees from the Park and Recreation Department. Operational supervision is fairly light and employees work well together. Operationally, the department is aided by union contracts with a single wage scale for operations employees that also apply to Parks and Recreation employees. As the City grows, there will almost certainly be pressure to differentiate among job descriptions and pay scales.

One of the opportunities that exists and needs consideration is the Department head vacancy within the Parks and Recreation Department. Public Management Partners LLP recommends that the City merge operations and maintenance personnel of existing parks/recreation department with public works operations and maintenance staff to create a unified labor pool under the direction of the Public Works Director. Preparation and maintenance of recreation facilities must remain a priority, but we feel that more resources could be made available to both departments with a unified labor pool.

The future addition of an operations manager or Deputy Director of Public Works position located at the public works garage should be considered. We recommend that this position supplement individual foremen for divisions of streets, utilities, and park/forestry. The ability to share staff provides operational efficiency that has the potential to reduce long term costs and better respond to immediate priorities.

Existing operations staff has been together a long time and are highly skilled. Employees perform a significant amount of vehicle maintenance and repair, even though there are no designated mechanics. While this currently works to the City's favor, the department should look to the addition of permanent mechanic positions as the fleet continues to grow on a city wide basis. Of the surveyed communities, all but one has mechanic positions within the Public Works Department. As mechanics are added, Public Works should be responsible for heavy equipment and vehicle maintenance across all departments.

PARKS AND RECREATION

Responsibilities of the Parks and Recreation Department include the development and maintenance of all park and recreational facilities and public grounds throughout the City. In addition, this department has responsibility for planning and scheduling recreational activities throughout the City and scheduling events at the Community Center.

This department provides staff support to the Parks Commission.

The City has developed an extensive parks network and continues to develop parkland in conjunction with growth and development of the community. Rightly so, the department is proud of its accomplishments in this area.

Director. Unusual for most departments in communities of this size, the Director was known to jump on a tractor and assist with mowing operations as needed. Scheduling of mowing was described as more of an art form, dependent on weather, scheduled events,

and other factors. As a general consideration, continued use of the director as a supplement to operations is unlikely to continue with a new director. We recommend that a Director of Parks and Recreation be hired to be a strong advocate for park planning and development of recreation space and facilities. Recreation programming would also remain the responsibility of this director and department.

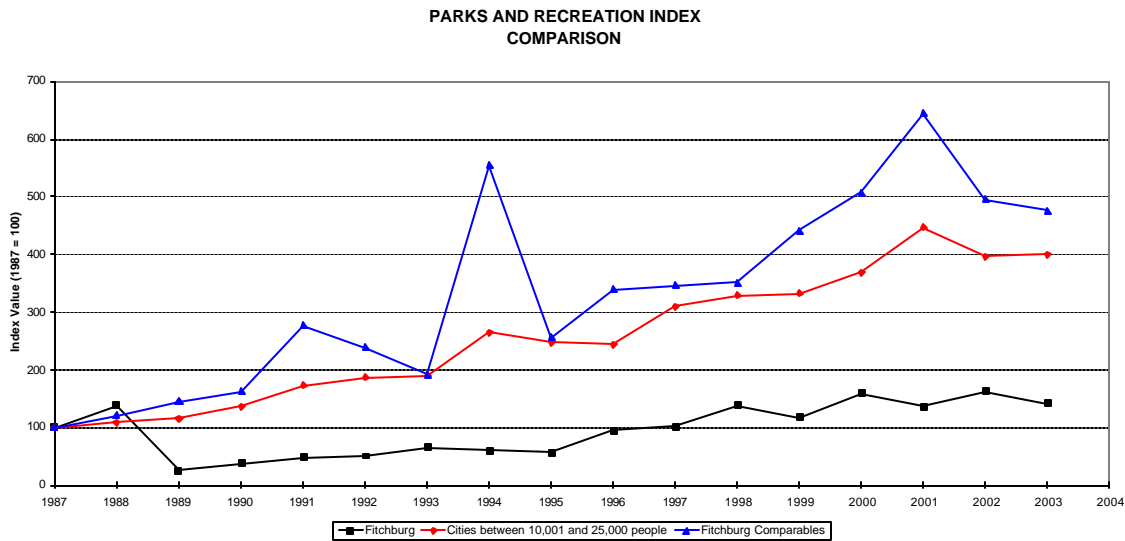
Operations. The Department has a relatively small number of personnel operating out of three separate locations (both floors of City Hall and the Parks Building) with responsibility for scheduling events at a fourth (Community Center). This split location is inefficient and makes management difficult. From an organizational perspective, recreation does not fit well in its current office space. The integration of recreation into the second floor appears to have had limited success. While it is convenient to have registration for programs at that location, general operations include the assembly and distribution of significant amounts of equipment. This process is disruptive to general operations and consideration should be given to near term relocation of this department to a more suitable location.

As discussed in the Public Works section, park maintenance functions should be moved to public works department to form a larger, more flexible, and single labor pool. This action will require a commitment from Public Works to meet the maintenance needs of parks and recreational spaces.

The operations staff in parks and recreation is supplemented by seasonal employees and contract services for tree planting and removal. Other recommendations regarding Parks & Recreation include:

- Consider the use of contract assistance to supplement existing staff, particularly to meet peak demands or to assume responsibility for mowing at locations that have defined maintenance schedules (City Hall, etc.). Such a blended system could be financially beneficial and should be investigated.
- Current staff has been able to manage pruning needs but will need additional help as the urban trees mature. Public Management Partners recommends that the City carefully evaluate the cost-effectiveness of adding staff and appropriate equipment to meet this growing need as compared to contracting for this service.
- Park and Recreation should assume responsibility for set up and clean up of Community Center after rentals. Consider either part-time staff or contract services to meet these citizen-driven needs.

One of the internal concerns regarding Parks and Recreation is the perceived focus on infrastructure as opposed to programming. Existing programming is directed predominately at pre-teens and is expected to be substantially self-funded through program fees. It is expected that the demand for recreation services will increase as the City develops and there will be calls for additional programming. Existing staff will need to be expanded as this demand increases. Parks and Recreation expenditures as compared to the eight comparable communities show a significant gap in program funding.



At this time, both the Parks and Recreation Department and the Senior Center provide program activities for residents. The focus is currently split based on age. We suggest that over time, programming will begin to overlap. At that time, the City may consider consolidation of senior recreation programming within Parks and Recreation.

SENIOR CENTER

The Senior Center provides an outreach/case management program, administers congregate and home delivered meals, and offers services and programs that meet the social, mental, lifelong learning and physical needs of seniors. The center also provides opportunities for senior citizens to be of service to other seniors, the Senior Center and the community.

This department provides staff support to the Commission on Aging. Senior Center services are driven in two directions: social welfare programming supported by Dane County and recreation/leisure services for active seniors.

The 2000 Census shows 5.1% of Fitchburg residents are 65 and older, a markedly lower percentage than all other comparables. (West Bend – 14.4%; Grand Chute – 11.6%; De Pere – 11.4%; Middleton – 10.3%; Sun Prairie – 9.3%; Oak Creek – 8.9%). Of the comparables, only Middleton approaches Fitchburg’s senior service levels. No other comparable communities provide separate senior programming beyond nutrition services. Part of this is because of the way Dane county approaches these services so direct comparison is not entirely meaningful.

Senior programming at Fitchburg is perceived as being very successful. Some efficiency might be gained by separating the department’s two missions and combining the recreational services component with youth and other adult recreation within the department of Parks and Recreation. At this point, the benefit to changing the organization of this department might be minimal, but use of the space might be improved if its use was marketed to a broader range of ages and personal needs in a

consolidated effort to recognize Fitchburg's support for quality-of-life services irrespective of resident and participant age.

CABLE TELEVISION (FACT)

The Fitchburg Access Community Television (FACT) operates channels 4 and 12. The role of FACT is to provide a vital communication tool to the city, its residents, and its schools. FACT produces and cablecasts all Council meetings, Municipal Court proceedings, and local school board meetings. They place educational programs that come from the local school communities. They staff produces numerous other productions relevant to the City and its citizens and work with other City departments, council members, and the general public. The director provides staff support to the Broadband Telecommunications Commission.

This department is mission-driven. Fitchburg's progressive commitment to cable access programming is unique among comparable communities. Much of this is due to not only the director and the Commission's leadership, but also has been driven by funds made available thru the courts.

There are issues regarding organizational form for FACT. The director is committed to the flexibility of hiring part-time assistant directors who can be selected for specific technical skills. The Administrator and Common Council have approved a full-time assistant director position. There are a number of arguments that support either of these positions. The continuity and back-up capabilities as well as the likelihood that an assistant position would have a higher degree of flexibility of scheduling and commitment to mission appears to make the full time position a better choice for the City at this time.

This department is separately funded and has continued funding for a specified period. The ability of FACT to fulfill its mission and provide programming is tied closely to the availability of external funding sources. Continuation of this funding could be jeopardized by legislative action at either a state or national level.

We recommend that the Council begin to actively plan for FACT's ten-year future when the financial picture shifts. Investments in technology and equipment are on-going and Fitchburg's commitment to in-house programming may either expand or significantly contract. Planning might require surveying for community support and use of FACT under various high and low-level programming scenarios. At a minimum, the programming provided by FACT should be tied to specific goals and objectives and evaluated based on how the programming furthers these goals.

Public Management Partners considered a number of organizational alternatives for FACT including merging it with the Recreation Department. At this time, we believe that FACT can best serve its role as an independent department. Alternatives may be considered if significant changes occur with respect to programming obligations or the level and method of financial support.

POLICE

The Police Department is responsible for the protection of all citizens and their property in the City of Fitchburg through the enforcement of municipal and state laws, as well as providing educational programs regarding law enforcement and crime prevention. The department also provides 24-hour dispatch service. Records management software is provided through an inter-municipal contract for services; Fitchburg’s Information Technology department provides technical support. There is also a shared resources and personnel agreement.

The Police Chief provides staff support to the Police and Fire Commission as needed

Police report that relationships with elected officials and city departments are strong. Particularly effective is the team approach to traffic. The department feels strongly supported with equipment and furnishings.

Police provide service that is both regulatory and supportive to external customers. Service demands will continue to increase/decrease in ways that are both under the control/influence of the department as well as clearly outside of their control. The police department feels they have moved away from the ability to provide pro-active police services in Fitchburg as growth and demographic changes have increased service demands while funding constraints have frozen staffing. In addition, recent serious crimes against persons have demanded significant time from Fitchburg’s detectives and decreased follow-up time available for other crimes. There continues to be an increasing number of calls, and service required is more complex and time-intensive.

The size of police departments among surveyed communities vary widely. Population is only an approximate indicator for basing comparisons. Calls for service, demographic, geographic and other factors more realistically drive the need for police. Regardless, the following table shows police department size for each of the comparable communities. It should be noted that De Pere, Grand Chute, and Oak Creek do not provide dispatch.

Community	Police Department Staffing
Fitchburg	51.50
De Pere	39.15
Mt Pleasant	44.00
Grand Chute	49.90
Middleton	54.55
Sun Prairie	63.00
West Bend	71.50
Franklin	76.25
Oak Creek	79.00

The Police Department has a five-year staffing plan covering the years 2004-2008. This plan deals both with records needs and with sworn officer staffing. Public Management Partners supports the direction and priorities established in this plan and its phased approach to adding necessary staff. We recognize that budget constraints may extend out the five-year timeline.

FIRE

Responsibilities include fire protection throughout the City of Fitchburg. The Fire Department operates with a combination of career, on-call, and intern staff. Services include emergency fire/rescue response, inspections, fire prevention, code enforcement, fire investigation and public fire safety education. There is great departmental pride in reliable, quality equipment provided by supportive elected officials. There is also great pride in the physically demanding, suppression-based training and the department's core of volunteers.

The Fire Chief provides staff support to the Police and Fire Commission as needed.

Of the comparable communities, about half use paid on call forces and half have full time career forces. As Fitchburg continues to grow and eventually requires a third fire station, it may come to rely more heavily on career staff.

A staffing analysis plan has been developed as a joint effort of the Chairperson of the Public Safety & Human Services Committee and the City Administrator. This plan addresses a number of issues affecting the department and proposes three similar staff structures varying based on the status of the Chief and the Deputy Chief-Operations as paid on call or career positions. The structure also addresses the needs for command staff on a career basis.

From a long term perspective, Public Management Partners supports movement toward what is referred to as Model C in the summary report. At this time, we believe the City is well served by the existing paid on call position and would recommend adopting Model B with a paid on call chief and a career deputy chief with supervisory responsibilities and then to continue to transition to Model C.

Beyond command structure issue, the Fire Department has no administrative staff support and relies upon part-time contracted clerical assistance. Career and paid on call staff are required to do most clerical functions. This is neither efficient nor cost effective. The staffing study recommends sharing an administrative level position with Human Resources and we support this direction. However, we recognize it as a temporary solution until departmental growth and budget capacity allow permanent positions in both departments.

Human Resources will gain additional administrative support from the addition of a position dedicated to the Mayor and Administrator. Accordingly, if budget constraints

prohibit the addition of another full time position, we believe that funding the needs of the Fire Department take priority over additional Human Resources assistance.

MAJOR OPERATIONAL ISSUES AND OBSERVATIONS

There are a few issues that are worth discussion because of their impact on organizational efficiency. These issues are not specifically organizational in nature but are an important piece of an overall effort to maximize performance.

Efficiency vs. service

One of the most difficult choices in government is between customer service and efficiency. While “doing more with less” is a frequently heard battle cry, the reality is that these opportunities are somewhat limited. Residents expect quality customer service regardless of cost issues. Indeed, a number of Alderpersons defined efficiency in terms of how customer service and satisfaction are perceived.

Recognizing the opposing demands of customer service and organizational and operational efficiency is important. Policy and organizational changes that save significant costs are likely to have at least some impact on service. Similarly, high requirements for customer service limit the opportunities for meaningful organizational change.

Alternatives developed in the process of performing this study are presented predominately from the point of view of organizational efficiency. It is quite likely that some of these alternatives will be challenged from a customer service perspective. In many cases there is no right or wrong answer, simply one that provides a better fit to the needs and desires of the community.

Performance measurement

Performance measurement is a necessary aspect of any system that hopes to accomplish and build on operational improvements. Without baseline measurements of meaningful data and the necessary tools to evaluate incremental improvements, judgment of performance is subjective and difficult to document. The performance measurement system in Fitchburg is limited and could be improved.

Quality improvement

There are a number of different quality programs ranging from Deming’s Total Quality Management to 6 Sigma and other systems. Many of the Departments in Fitchburg are relatively small for traditional programs; however, a quality improvement process might be useful in resolving cross departmental issues and in improving service delivery. One of the difficulties in an organization with shared power and relatively strong departments is that interaction between departments can be inefficient and also impact customer service.

Technology

Technology represents one of the few areas where operational savings can be realized while making gains in productivity. In general, the managers and staff we spoke to in Fitchburg indicated both willingness and an eagerness to adopt modern technology and have shown the capability of using it to good effect once it becomes available. Public Management Partners noted and presented the Administrator with several opportunities to improve efficiency with improved technology.

Appendix A: Survey Letter and Survey

February 28, 2006

Dear :

The City of Fitchburg is performing an organizational study of all our departments. As a part of that process, we are conducting a survey of eight communities that we believe are comparable to Fitchburg in significant ways. We would like your assistance in completing and returning the enclosed short survey form. Forms should be returned to our consultants at:

Public Management Partners, LLP
2149 Velp Ave., Suite 206
Green Bay, WI 54303
920-434-9051 (Phone)
920-434-9081 (Fax)
fitchburg@publicmanagementpartners.com

Given the limited number of comparable communities selected, your responding to this survey is critical to our success. You may receive a call regarding the survey from one of our consultants following up and asking for clarification of data provided. When complete, we will provide participants a summary report of all data collected.

Please call me directly if you have any questions regarding our project. We are planning to present a preliminary report with all survey results to our Council in late April, so a timely response is important. Thank you in advance for your cooperation and assistance.

Sincerely,

Tony Roach, Administrator

City of Fitchburg Comparable Services Survey 2006

Function	FTE staff (#)	Department	By Contract? If so, 2006 Contract \$
Information Tech.			
Janitorial/Building Maint.			
Library			
Senior services beyond meals			
Municipal Court			
Forestry			
Mowing/landscape Maint			
Park maintenance			
Park planning/mngmnt			
Rec program mngmnt			
Rec programming staff			
Planning/Zoning			
Zoning enforcement			
Police			
Public Works			
Solid waste collection			
Stormwater atructure maint.			
Wastewater collection			
Wastewater treatment			
Water distribution			
Water treatment			

Function Details	FTE staff (#)
Police record-keeping	_____
Police - community events	_____
Police - detectives	_____
Fire record-keeping	_____
Fleet maintenance	_____
Do you have radio-read meters?	Yes---No---Varies
Do you have direct-deposit payroll?	Yes---No---Varies

Prepared by Public Management Partners, LLP

Appendix B: Survey Results Attached

FUNCTION	FITCHBURG	MIDDLETON		SUN PRAIRIE	
	FTE	DEPARTMENT	FTE	DEPARTMENT	FTE
Administrator'	1.00				
A/P, A/R, Payroll		N/A	0.00	Finance	3.00
Finance	3.50		0.00		0.00
Utility Billing	1.00	Public Works	1.50	Wtr & Light Comm	2.00
Utility A/P, A/R	1.00	(Included in line 6)		Wtr & Light Comm	3.00
Treasurer/Invest		Admin	1.50	Finance	1.00
Treasurer/Invest			0.00		0.00
Assessing	4.00	Admin	1.00	Assessor	5.00
Bldg Insp-New	4.25	Building	2.75	Bldg & Zoning	3.00
Code Enf/Other		Building/PW	1.50	Bldg & Zoning	2.00
Cable TV	3.00	N/A	0.00	CATV	3.00
Clerical for Adminstr		Admin-as needed	0.25	Admin	1.00
Clerical for CEO		Admin		Admin	1.00
Clerk	4.00	Admin	1.25	City Clerk	3.00
Community Center		N/A	0.00	N/A	0.00
Dispatch-Fire		N/A	0.00	Police	0.00
Dispatch-Police		Police	5.25	Police	11.00
Economic Development	1.00	Econ Devlpmnt	0.50	Admin	1.00
Engineering		Public Works	4.00	Engineering	6.00
Fire Dept. Career	12.00				
Fire Inspection		Fire	2.50	Fire	1.00
Fire-Non Insp.		Fire	2.50	Fire	1.00
Fire Paid on Call*					
Fire-Record Kpg		Fire	1.00	Fire	2.00
Human Resources	1.00	Admin	0.25	Human Resources	2.00
Information Tech	3.00	IT	1.00	IT	5.00
Janitorial/Maint.	3.00	Public Works	1.00	Bldg & Zoning	2.00
Library		Library	19.00	Library	9.00
Senior Center	4.70				
Seniors-Not Meals		Senior Center	5.00	N/A	0.00
Municipal Court	2.00	Court	1.50	Police	1.00
Forestry		Public Lands	0.25	Prks,Rec&Forstry	1.00
Mowing/Lnscp	3.00	Public Lands	3.00	Prks,Rec&Forstry	8.00
Park Mnt/Consrvcy		Public Lands	5.00	Prks,Rec&Forstry	0.00
Park Plng/Mgmnt	1.50	Public Lands	1.00	Prks,Rec&Forstry	1.00
Rec Prgm Mgmnt		Recreation	1.00	Prks,Rec&Forstry	2.00
Rec Prgm Staff	2.00	Recreation	0.50	Prks,Rec&Forstry	1.00
Planning/Zoning	3.00	Planning	1.75	Plnng & Devlpmnt	5.00
Zoning Enforcemnt		Planning	0.25	Bldg & Zoning	1.00
Police	51.50	Police	41.75	Police	41.00
PD Record Kpg		Police	2.50	Police	6.00
PD Comm Events		Police	0.00	Police	1.00
PD Detectives		Police	5.00	Police	4.00
Public Works	10.30	Public Works	15.75	Public Works	12.00
Fleet Maint		Public Works	2.00	Unknown	2.00
Solid Waste/Recycling	0.75	N/A	0.00	N/A	0.00
Stormwater Maint	1.60	Public Works	0.00	Public Works	3.00
Wstwtr Collection		Public Works	1.50	Wtr Poll Cntrl Fac	9.00
Wstwtr Treatment		N/A	0.00	Wtr Poll Cntrl Fac	0.00
Water Dist/Trtmnt		Public Works	3.00	Watr & Lght Comm	5.00
Utilities - Joint	6.10				
TOTAL FTE'S	128.2		137.5		170.0

* Fire Paid-On-Call	50.00	Fire	65.00	N/A	0.00	
	OAK CREEK		WEST BEND		GRAND CHUTE	
FUNCTION	DEPARTMENT	FTE	DEPARTMENT	FTE	DEPARTMENT	FTE
Administrator ¹			Personnel-payroll	1.00	Finance	1.00
A/P, A/R, Payroll	Clerk	2.00	Finance-A/P, A/R	2.00		0.00
Finance		0.00	Water	2.00	DPW	1.00
Utility Billing	Utility	2.00	Water A/P	0.51		0.00
Utility A/P, A/R	Utility	1.50	Finance- A/R	0.62	Finance	1.00
Treasurer/Invest	Treasurer	2.00	Finance	0.26		0.00
Treasurer/Invest		0.00	Assessor	4.00	Comm Dvlpmnt	1.00
Assessing	Assessor	2.00	Comm. Dvlpmnt	5.00	Comm Dvlpmnt	2.00
Bldg Insp-New	Inspection	5.00	(In line 11)	0.00	Comm Dvlpmnt	1.00
Code Enf/Other	(In line 11)	0.00	Cable TV	1.25	N/A	0.00
Cable TV	N/A	0.00	Admin	0.50	Admin	1.00
Clerical for Adminstr	Admin	1.00	Mayor	0.25	Admin	1.00
Clerical for CEO	City Clerk	1.00	Clerk	3.00	Admin	1.00
Clerk	City Clerk	3.00	N/A	0.00	N/A	0.00
Community Center	N/A	0.00	Police	0.50	N/A	0.00
Dispatch-Fire	Police	13.00	Police	8.50	Police	0.00
Dispatch-Police	(In line 18)	0.00	Comm Dvlpmnt	0.66	N/A	0.00
Economic Development	Comm Dvlpmnt	4.00	Engineering	17.00	N/A	0.00
Engineering	Engineering	13.00				
Fire Dept. Career			Fire	1.00	Fire	6.00
Fire Inspection	Fire	1.00	Fire	38.50	Fire	4.00
Fire-Non Insp.	Fire	52.00				
Fire Paid on Call*			Fire	0.50	Fire	1.00
Fire-Record Kpg	Fire	1.00	Personnel	3.00	Admin	0.00
Human Resources	Admin	2.00	Info Systems	2.00	N/A	0.00
Information Tech	Data Processing	4.00	Bldg Maintenance	8.30	Contracted	0.00
Janitorial/Maint.	Facility Maint	2.00	Library	22.34	N/A	0.00
Library	Library	5.00				
Senior Center			N/A	0.00	N/A	0.00
Seniors-Not Meals	N/A	0.00	N/A	0.00	Court	1.35
Municipal Court	Police	2.00	Prks, Rec& Frsty	2.25	DPW Staff	0.00
Forestry	Prks, Rec& Frsty	1.00	Prks, Rec& Frsty	4.25	Admin/ CD Dir/PC	2.00
Mowing/Lnscp	Prks, Rec& Frsty	3.00	Prks, Rec& Frsty	3.50	N/A	0.00
Park Mnt/Consrvcy	Prks, Rec& Frsty	3.00	Prks, Rec& Frsty	3.00	N/A	0.00
Park Plng/Mgmt	Prks, Rec& Frsty	1.00	Prks, Rec& Frsty	4.00	N/A	0.00
Rec Prgm Mgmt	Prks, Rec& Frsty	1.00	Prks, Rec& Frsty	8.05	PT staff	0.00
Rec Prgm Staff	N/A PT	0.00	Comm Dvlpmnt	6.93	CD Dir & PC	1.00
Planning/Zoning	(In line 20)	0.00	(In line 38)	0.00	(In line 11)	0.00
Zoning Enforcemnt	(In line 20)	0.00	Police	49.00	Police	38.90
Police	Police	74.00	Police	6.00	Police	4.50
PD Record Kpg	Police	1.00	Police	2.00	Police	2.50
PD Comm Events	(In line 40)	0.00	Police	6.00	Police	4.00
PD Detectives	Police	4.00	PW-Streets	12.00	DPW	7.70
Public Works	Streets	26.00	Public Works	4.50	Public Works	2.00
Fleet Maint	Streets	4.00	Public Works	10.50	N/A	0.00
Solid Waste/Recycling	(In line 44)	0.00	(In line 46)	0.00	N/A	0.00
Stormwater Maint	(In line 21)	0.00	Sewer Utility	7.00	Utility	6.20
Wstwtr Collection	N/A	0.00	(In line 48)	0.00	W/Grnvle & Menasha	0.00
Wstwtr Treatment	N/A	0.00	Water Utility	18.30	(In line 48)	0.00
Water Dist/Trtmnt	Utility	19.00				
Utilities - Joint						
TOTAL FTE'S		255.5		270.0		91.2
* Fire Paid-On-Call	N/A	0.00	Fire	19.00	Fire	49.00

FUNCTION	DE PERE		MT. PLEASANT		FRANKLIN	
	DEPARTMENT	FTE	DEPARTMENT	FTE	DEPARTMENT	FTE
Administrator'						
A/P, A/R, Payroll	Admin	3.00	Admin	3.00	Finance	4.30
Finance		0.00		0.00	N/A	0.00
Utility Billing	Admin	0.00	Sewer Utility	1.00	N/A	0.00
Utility A/P, A/R	Admin	0.00	(Included in line 6)	0.00	N/A	0.00
Treasurer/Invest	Admin	1.00	Treasurer	1.00	Finance	3.00
Treasurer/Invest		0.00		0.00		0.00
Assessing	Admin	0.25	N/A	0.00	Admin	1.00
Bldg Insp-New	Admin*	3.25	Planning	2.00	Building Insp	10.00
Code Enf/Other	Admin-in line 11	0.00	(In line 38)	0.00	(In line 11)	0.00
Cable TV	N/A	0.00	N/A	0.00	N/A	0.00
Clerical for Adminstr	Admin**	1.53	Admin	1.00	Admin	1.00
Clerical for CEO	Admin	0.00	N/A	0.00	N/A	0.00
Clerk	Admin	2.00	Clerk	2.00	Clerk	3.50
Community Center	Prks, Rec& Frsty	2.50	N/A	0.00	N/A	0.00
Dispatch-Fire	N/A	0.00	Police	9.00	Police	15.00
Dispatch-Police	N/A	0.00	(Included in line 18)	0.00	(Included in line 18)	0.00
Economic Development	Admin	1.00	Planning/Dvlpmnt	3.00	City Development	1.00
Engineering	Public Works	8.00	Engineering	1.00	Engineering	9.80
Fire Dept. Career						
Fire Inspection	N/A	0.00	N/A	0.00	Fire	1.45
Fire-Non Insp.	Fire	28.00	N/A	0.00	N/A	42.00
Fire Paid on Call*						
Fire-Record Kpg	Fire	1.00	Fire	1.00	Fire	1.00
Human Resources	Admin	1.00	Admin	1.00	Admin	1.80
Information Tech	Admin	1.00	Admin	1.00	N/A	1.00
Janitorial/Maint.	Public Works***	2.00	N/A	0.00	Muni Buildings	4.90
Library	N/A	0.00	N/A	0.00	Library	16.92
Senior Center						
Seniors-Not Meals	N/A	0.00	N/A	0.00	N/A	0.00
Municipal Court	Admin	0.80	Court	0.50	Court	2.15
Forestry	Prks, Rec& Frsty	1.00	N/A	0.00	N/A	0.00
Mowing/Lnscp	Prks, Rec& Frsty	3.00	N/A	0.00	N/A	0.00
Park Mnt/Consrvcy	Prks, Rec& Frsty	3.00	N/A	0.00	N/A	0.00
Park Plng/Mgmnt	Prks, Rec& Frsty	1.50	N/A	0.00	N/A	0.00
Rec Prgm Mgmnt	Prks, Rec& Frsty	1.50	Admin/Park Board	1.00	N/A	0.00
Rec Prgm Staff	N/A	0.00	N/A	0.00	N/A	0.00
Planning/Zoning	(In line 20)	0.00	Planning & Dev	3.00	City Development	5.60
Zoning Enforcemnt	(In line 20)	0.00	(In line 38)	0.00	N/A	0.00
Police	Police	31.00	Police	31.00	Police	55.00
PD Record Kpg	Police	5.15	Police	1.00	Police	2.25
PD Comm Events	N/A	0.00	N/A	0.00	N/A	0.00
PD Detectives	Police	3.00	Police	3.00	Police	4.00
Public Works	DPW	12.00	Engineering	10.00	Public Works	23.25
Fleet Maint	Public Works	3.00	(In line 44)	0.00	Engineering	3.00
Solid Waste/Recycling	N/A	8.00	N/A	0.00	Sewer & Water	12.85
Stormwater Maint	N/A	0.00	(Included in line 44)	0.00	N/A	0.00
Wstwrtr Collection	N/A	0.00	Sewer Utility	4.00	N/A	0.00
Wstwrtr Treatment	Public Works	22.25	(In line 48)	0.00	N/A	0.00
Water Dist/Trtmnt	Public Works	6.00	N/A	0.00	Sewer & Water	12.85
Utilities - Joint						
TOTAL FTE'S		156.7		79.5		238.6

* Fire Paid-On-Call N/A 0.00 Fire 47.00 N/A 0.00
 ** Health Sntrn-

25%

*** Includes parks

Appendix C: Organization of Elected Officials, their Committees and Commissions

Fitchburg

Mayor – Part time
8 Alderpersons
Council Committees:
Public Safety and Human Services
Finance
Personnel
Committee of the Whole

Standing Boards, Commissions
Agriculture and Rural Affairs Commission
Board of Public Works
Board of Review
Broadband Telecommunications
Commission
Community and Economic Development
Authority
EMS Commission
Landmarks Preservation Commission
Park Commission
Plan Commission
Resource Conservation Commission
Transportation and Transit Commission

Commission on Aging
Police and Fire Commission
Capital City Trail Overpass Advisory
Committee
FNETT
Library Committee
Parking and Transit Commission
Zoning Board of Appeals

Middleton

Mayor– Part time
8 Alderperson
Council Committees:
Finance
License & Ordinance
Park, Rec, & Forestry
Personnel/Negotiation
Public Safety
Public Works
Sign Review
Conservancy Lands

Standing Boards, Commissions
Airport Commission
Board of Review
Commission on Aging
Commission on Youth
Community Development Authority
EMS Commission
Fire Commission
Landmarks Commission
Library Board
Plan Commission
Pleasant View Golf Course Advisory
Committee
Police Commission
Telecommunications Commission
Tourism Commission
Water Resources Management Commission
Zoning Board of Appeals
Ad Hoc Committees: Affordable Housing,
Arts, and Lighting

Sun Prairie

Mayor– Part time
8 Alderpersons
Council Committees:
Committee of the Whole
Finance
Personnel
Public Works

Standing Boards, Commissions
Business Improvement District Board
Board of Review
Community Development Authority Advisory Bc
Historical Library & Museum Board
Joint Extraterritorial Zoning
Library Board
Parks and Recreation Commission
Plan Commission
Police & Fire Commission
Strategic Planning Committee
Sun Prairie Telecommunication Commission
Tourism Commission
Transit Commission
Water & Light Commission
Youth & Family Commission
Zoning Board of Appeals
Ad Hoc Committee: CBD Revitalization

Oak Creek

Mayor– Part time
 6 Alderpersons
 Council Committees:
 Finance
 Personnel
 Public Works
 Committee of the Whole
 Standing Boards, Commissions
 Board of Canvassers
 Board of Health
 Board of Review
 Board of Housing & Zoning Appeals

 Board of Water Works and Sewer Comm.
 Cable TV Advisory Council
 Celebrations Commission
 Civil Service Commission
 Community Development Authority
 Emergency Management Committee
 Environmental Advisory Committee
 Library Board
 Parks and Recreation Commission
 Plan Commission
 Police and Fire Commission
 Traffic and Safety Commission
 Small Claims Committee

 Ad Hoc Committees:
 Bender Park
 Lakeview Village Redevelopment Plan
 Administrator Selection

West Bend

Mayor– Part time
 8 Alderpersons
 Council Committees:
 Finance Committee

 Standing Boards, Commissions
 Board of Public Works
 Plan Commission
 Park & Rec Commission
 Outdoor Aquatic Center Advisory
 Committee
 Administrative Review Board
 Airport Commission
 Board of Appeals
 Board of Canvassers
 Board of Electrical Examiners
 Board of Review
 Cable TV Committee
 Downtown BID Board
 Emergency Government Committee
 Ethics Committee
 Fire Prevention Board
 Housing Authority
 Library Board
 Licensing Board
 Park and Recreation Commission
 Police and Fire Commission
 Recycling Committee
 Redevelopment Authority
 Safety Committee

Grand Chute

Town Chairman – Part time
 4 Town Supervisors
 Town Board Committees:
 Administration & Legislative
 Community Development
 Municipal Court
 Public Works/Utilities
 Standing Boards, Commissions
 Plan Commission
 Sanitary District Board

De Pere

Mayor– Part time

8 Alderpersons

Council Committees:

Finance

Standing Boards, Commissions

Traffic Committee

License Committee

Historic Preservation Committee

Board of Appeals

Commission on Aging

Housing Authority

Plan Commission

Police and Fire Commission

Board of Health

Board of Park Commissioners

Board of Public Works

Board of Review

Redevelopment Authority

Mount Pleasant

Village President – Part time

6 Village Trustees

Village Board Committees:

Finance/Legal/License

Personnel

Economic Development

Public Works Committee

Standing Boards, Commissions

Zoning Board of Appeals

Sewer/Water Commission

Storm Water Commission

Plan Commission

Park & Rec Advisory Board

Franklin

Mayor– Part time position

6 Aldermen

Council Committees:

Finance [3 alders/4 citizens]

License [3 alders]

Personnel [3 alders/6 citizens]

Standing Boards, Commissions

Architectural Review Board

Civic Celebration Commission

Community Development Authority

Economic Development Commission

Environmental Commission

Ethics Board

Fair Commission

Fire and Police Commission

Board of Health

Library Board

Parks Commission

Plan Commission

Board of Public Works [1 alder/6 citizens]

Board of Review

Technology Commission

Board of Water Commissioners