



GovHR USA

Voorhees Associates GovTempsUSA

**ORGANIZATIONAL
STAFFING ANALYSIS
OF THE CITY OF PORTAGE**

June 30, 2015



CITY OF PORTAGE

**FINAL REPORT
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I. INTRODUCTION

A. Study Background

Portage is a community located in the Madison Metropolitan Statistical Area thirty minutes north of the Madison border and exists as a stand-alone community of 10,183 population (2013 Census). The City was named for the Fox-Wisconsin Waterway, a portage between the Fox River and Wisconsin River. The City's slogan is "Where the North Begins." Portage's location along Interstate 39 and near Interstates 90/94 connects the City to a large geographical area. Portage's citizens are filled with a community spirit that fosters volunteerism, community awareness and leadership. The Portage land area is 8.8 square. Already home to manufacturers of plastics, glass, batteries, silicone products, coated paper, pre-cast concrete, a tool & die maker and a food processor, Portage is working for more industries to join them in their business park. The downtown retail district is a vibrant location for residents and tourists.

Through the commitment and vision of City officials for the City's future, the Mayor, City Council and City Administrator have initiated this Organizational Staffing Analysis of city operations except for the Library in order to provide an objective look at the city government organization. The study will evaluate staffing levels, structure, workload and responsibility distribution in the Departments of Administration, Fire, Parks & Recreation, Police, and Public Works & Utilities. For these reasons, the City determined it prudent to conduct an organizational analysis review.

This overview of the breadth of the City's organization is designed to give the Mayor, Council, and management team a fresh, independent analysis of the general configuration and methods currently employed by the City's various departments and department managers except for the Library. GovHR USA was engaged to conduct the study. The study's primary aim was to investigate, assess, and recommend revisions, where necessary, to organizational components, processes, and positions within the City organization and its corresponding policies, procedures and systems. This report presents the conclusions and recommendations resulting from the organizational staffing analysis.

B. Public Sector Organizations

The continued movement for public sector excellence has only been heightened as a result of the economic downturn dating back to early 2008. Public sector organizations in the United States,

including Portage, face unprecedented pressures to not only maintain services, but also improve service quality while finding ways to progressively lower their costs and tax burden to citizens. Portage is a small city with an expectation of a high level of customer service to all of its citizens. This is not a formula that can always be achieved. However, citizens do expect their governments to be more accountable, be more customer focused, and be responsive. How can this happen? City leaders at both the elected and managerial ranks must work to transform their organizations and their systems to more modern, forward thinking, risk taking versions of themselves. In the end, this transformation effort must include changes in thinking, in management practices, in work processes, and most importantly, in organizational culture.

The study team's efforts were focused on gaining an understanding of the present organizational structure and service delivery/operational approaches of the City, comparing those findings to present day models of similar organizations, and making recommendations for revisions, enhancements, and adjustments where necessary. It should be mentioned up front that in the opinion of the consultants, Portage offers a high level of city services exceeding those of comparable cities at a cost that is less than comparable cities. It is hoped that the results of this review will assist the Mayor, City Council and City management staff in developing an organizational system that will lend itself to a higher level of effective and efficient administration and management of its operations.

GovHR USA approached this study as an organizational service delivery audit. In its broadest sense, an organizational service delivery audit is a review of the operations, systems, alignments and productivity of an organization. We define organizational management/service delivery audits according to the needs they are meant to fill. Our definition addresses quality of performance and achievement of service delivery objectives. It recognizes that performance should be evaluated against policy goals, available resources, and principles of management as well as experience in other organizations. Organizational service assessment audits are concerned with improvement. The payoff for conducting an audit or study of this nature is the improvements that result from it. Our definition of an organizational service delivery audit is:

An evaluation of the overall quality and efficiency of an organization's performance against:

- 1.) its policy and operational objectives,*
- 2.) the principles and standards of management, and*
- 3.) the experience of like organizations.*

An organizational service delivery/management audit is an evaluation of performance, the systems in place, and formulation of generalized recommendations for improvement. The content of the audit, however, varies according to the organization being reviewed, the data available within the organization, and the focus or objectives of the audit.

Managing for service delivery in the public sector primarily consists of balancing the three classic concerns of public administration. These concerns are:

- Effectiveness—getting the right things done
- Efficiency—accomplishing them in the right ways
- Economy—limiting the use of scarce resources

Balancing these three concerns requires a coordinated policy analysis and management approach. The organization and management challenge for a city that is interested in the most effective local government is to create a balance in the city organization between appropriate centralization and disbursement of responsibility/authority to operating levels. The City of Portage desired input concerning the City's overall organizational structure and its abilities to perform its role as a service provider and policy-maker in an effective manner. At the same time, the issues that relate to efficiency were examined during this process. It has been our experience that improvements in effectiveness, although more difficult to articulate, are often the most successful in improving the overall performance and operational outcomes of an organization. Those issues examined that relate to efficiency were measured against standards of management and comparisons where possible to other organizations.

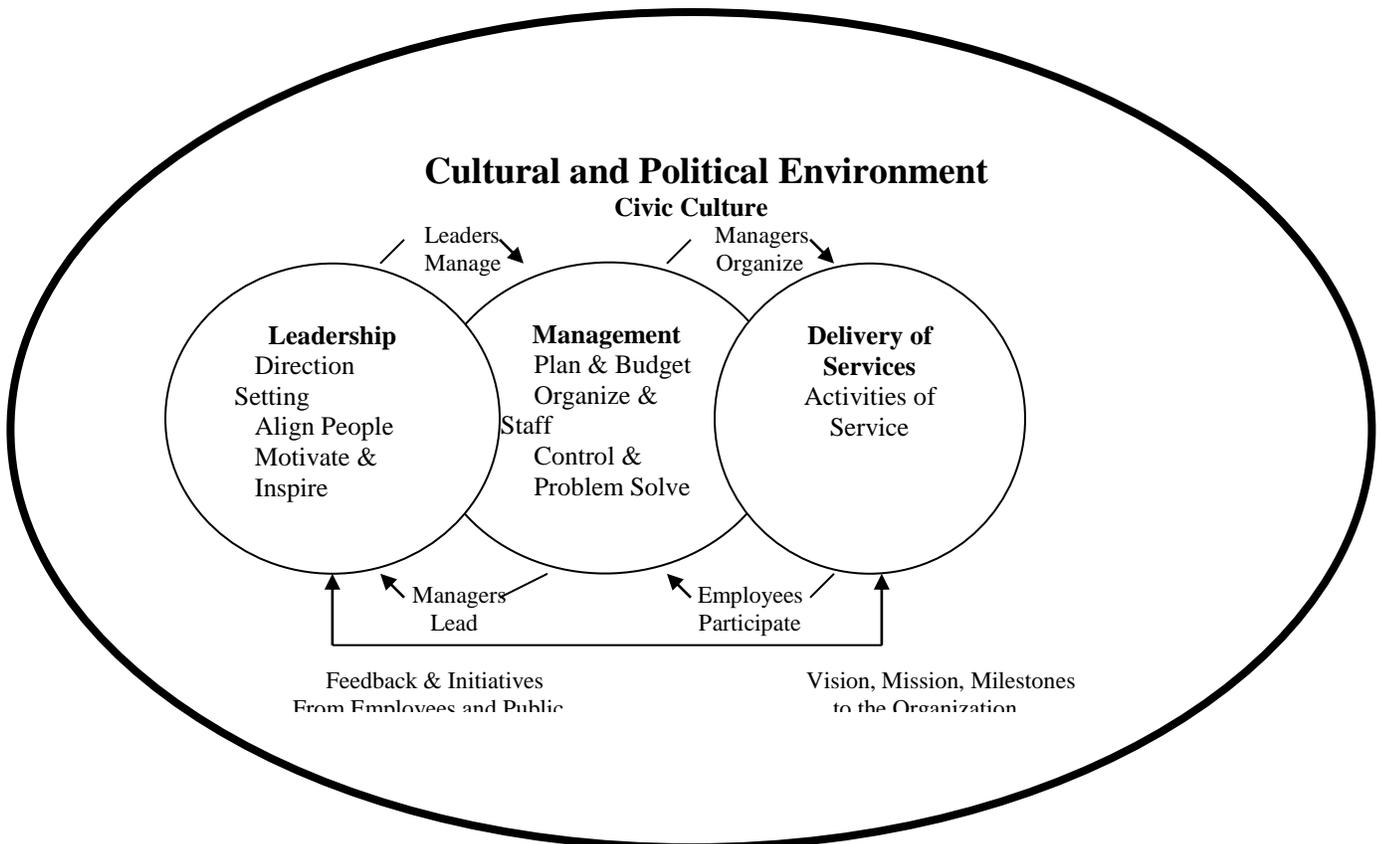
One of the goals of this review was to evaluate the overall City wellness. This included evaluating the effectiveness of leaders, managers and employees in translating their values and ideas into actions through processes of governance, management and service delivery. A city organization is a viable entity and, like its human counterparts, can be viewed as being either a healthy or an unhealthy system. The three primary processes or functions that the organization provides relating to governance, management and service delivery were analyzed in this organization analysis and service delivery review in order to assess the organizational wellness. A brief description of those three functions follows.

City of Portage – Organizational Staffing Analysis

The *governance process* is aimed at providing a direction for the City, which in essence, is a public corporation. It involves policy leaders focusing on the future vision and values of the City and translating this vision into the goals, policy directions and a budget document. Key administrators within the City participate in that governance process.

The *management process* focuses on designing a process for accomplishing the governing board's (i.e. Mayor and Council's) vision. A key activity in guiding the process design is the development of an organizational philosophy statement which reflects the values and beliefs of how the city should be managed on a daily basis. Portage's philosophy statement guides every manager and employee.

The *service delivery process* involves people providing services to the citizens or to others internally in the City organization. A departmental philosophy statement guides these activities. A departmental philosophy is influenced by the focused vision and the organization philosophy. It blends together the personal management philosophy of departmental managers and a service philosophy of how services should be provided. A graphic depiction of these processes is shown below.



The overall soundness of any city's organizational structure and methods is determined by how effectively each of these processes fulfills its function for the city. The purpose of this organizational staffing analysis was to examine the various elements of the process and determine the effectiveness of their delivery. The quality of wellness of an organization can be found within each of the primary processes. When the governance process is experiencing wellness it has all or many of the following components:

- A vision of the future
- Direction and goals—goals for short term
- Anticipation of issues
- Tone setting on management services
- Policy framework for action
- Team building—partnership with each other, the community, manager and employees
- Performance monitoring and evaluation
- Mechanisms for community involvement—input and participation
- Mobilization of support
- Community leadership that inspires the community

The management process is well when it is characterized by the following components:

- Organizational philosophy and management values expressed
- Process design that is consistent with values
- Power that is both exerted and shared
- Empathy—caring about others' needs and feelings
- Planning that is both strategic and work related
- Self knowledge
- Help and assistance that is asked for and provided
- Learning and change
- Involvement by policy leaders and employees
- Tolerance of ambiguity
- Evaluation of performance
- Team orientation

And finally, the components illustrative of wellness within the service delivery process are:

- Departmental philosophy and service value
- Public service through partnership
- Sense of team
- Quality services consistent with values
- Goal oriented actions and plans
- Technical competence that is always evolving
- Anticipation and handling of operational problems
- Discretion and responsibility
- Innovation and change
- Participation and involvement
- Feedback and evaluation
- Rites and rituals that enhance the organization

A well city is one in which the three processes of governance, management and service delivery are linked together. In our organizational staffing analysis, we have reviewed the City in its various roles as outlined above and evaluated the organization to determine and analyze the various elements of wellness. We feel we were able to establish candid and personal working relationships with the key City staff in an effort to determine the environment within the City of Portage. The feedback relating to the organization is being provided to the City to help it assess the organizational needs in terms of organization, management team and management processes.

D. Issues Addressed

The study identified a number of specific objectives to be accomplished in the organizational analysis of the city government. Those objectives included:

- 1.) Gain an understanding of the organizational goals, service levels and future directions desired by the City Council. To that end, the consultants reviewed the 2008-2028 Comprehensive Plan and met with all of the elected officials individually to understand their goals and service level expectations for the City.
- 2.) Review of the existing organizational system via document study and interviews with key administrative staff members and administrators that included all department heads and the City Administrator.
- 3.) Collect, review, and analyze the existing organizational relationships chart and position descriptions; review information and documentation for formal definitions of responsibilities and reporting relationships: search of the statutes, ordinances, and administrative enabling documents for position content and authorizations, etc.
- 4.) Interview and observation of a sampling of staff members to determine work assignments, workloads, reporting relationships, coordination points, supervisory relations, spans of control, etc.
- 5.) Review and collection of departmental input, output and throughput data including results and performance measures.
- 6.) Survey of all employees of the City to assess their opinions on their personal work experiences, the organizational and performance culture, leadership in the organization, job satisfaction and working conditions, and opportunities for improvements in the organization.

- 7.) Comparison of existing duties and relationships in Portage’s organization to the formalized structure in place; synthesize information and diagram existing organization structure and workflow.
- 8.) Appraisal of the organization and systems of City government as a whole and of each department to determine desirable change in the allocation of functions, lines of responsibility, and interdepartmental relationships, noting (a) administrative problems, (b) adequacy of information flow, coordination, and control, and (c) demands placed on managers with respect to policy formulation and execution.
- 9.) Recommendation of an organizational chart and staffing requirements based on similar organizational models according to the needs of the organization and administrative function.
- 10.) Appraisal of the adequacy of staff and internal operating policies and procedures in supporting policy formulation, decision-making, and program execution.

The principal factors considered in developing an organizational re-design included:

- Composition of organizational units
- Reporting relationships among units
- Structural connections between units
- Expressed service delivery priorities and outcome targets
- Organizational information flow and control systems
- Organization-wide methods and procedures
- Organization-wide work technologies

D. Organizational Staffing Analysis Approach

As pointed out above, the project scope included evaluation of the quality and efficiency of the Portage organization’s performance against its policy and operational objectives, the principles and standards of management, and the experience of like organizations as well as the elements of effectiveness, efficiency and economy with an emphasis on the issues of effectiveness and efficiency. The major thrust of the project effort was one of an overall management perspective with attention given to the particular implementation strategies related to the management of the City. The capability of the organization in the areas of goal setting, internal planning, and the ability to carry out the plans within the public process was an emphasis of this review.

Our work included efforts on-site by senior members of our firm working closely with City personnel. A working relationship was established between the firm and the City Administrator and other key department staff, which was crucial to this project. We understood the City’s desire that the

various operations of the City be managed in an efficient and effective manner at all times, particularly considering the public sector environment, which scrutinizes the activities of the City on an ongoing basis.

During the review, our team identified opportunities to reduce overlapping, redundant, or overextended responsibilities in the present organization. We identified relationships and/or circumstances that inhibit efficient decision-making. We also identified those areas that appear to function effectively and therefore should not be changed.

We believe that an organizational analysis should not be merely a snapshot of one point in time nor should it be a laboriously documented analysis of each method and procedure. Simply stated, an organizational analysis should consist of thorough examination of the City management system and processes—the activities of organizing, planning, budgeting, scheduling and controlling available resources to achieve the objectives. We were interested in historical performance results only as an indication of the effectiveness and capabilities of the City’s systems and resources. The focus of our overall study was on access to the existing management processes in terms of indicated future performance. Our role was to bring our experience and expertise to bear on the management processes of the City and to serve as a catalyst for improvement.

E. General Comments

The issues and recommendations, which are contained in this report, reflect upon the organization and management structures, and processes in Portage, many of which have evolved over a number of years. Changing organizational behavior is a process of changing individual behavior on a cumulative basis, thus requiring a more extensive effort as organizations become larger. The city organization in Portage will require efforts and resources in order to change in an appreciable manner.

The recommendations made in this report are, by their very nature, reflective of areas where improvements can be made to the organization. There are also many examples we could give of sufficiently and well managed services in the City. Overall, the services in Portage are being provided at a high level with a measure of effectiveness and low costs when compared to other cities. These positives in the organization should not be overlooked by the readers of this report. However, with

strong management leadership and a sense of priority and purpose from the Mayor, Council and City Administrator, the study team believes that specific performance goals should be developed for the City as a whole and for each department that follow best practices for local governments predicated on following performance principles:

- *all city and department planning should be strategic,*
- *all performance at the employee, work unit, or department level will be measured,*
- *budgeting must be fiscally sound and results-oriented, not spending oriented,*
- *all management and supervisory activities must be results-driven.*

This process should begin with clearly articulated goals on an annual basis from the Mayor and City Council, an action plan and goals refinement by the City Administrator, a work and action plan by each department head with expected outcomes, and the development of performance expectations for each work unit. Hopefully, this report will help the City to improve its overall operations.

II. THINKING AND ACTING STRATEGICALLY: PLANNING & GOAL SETTING

A. General

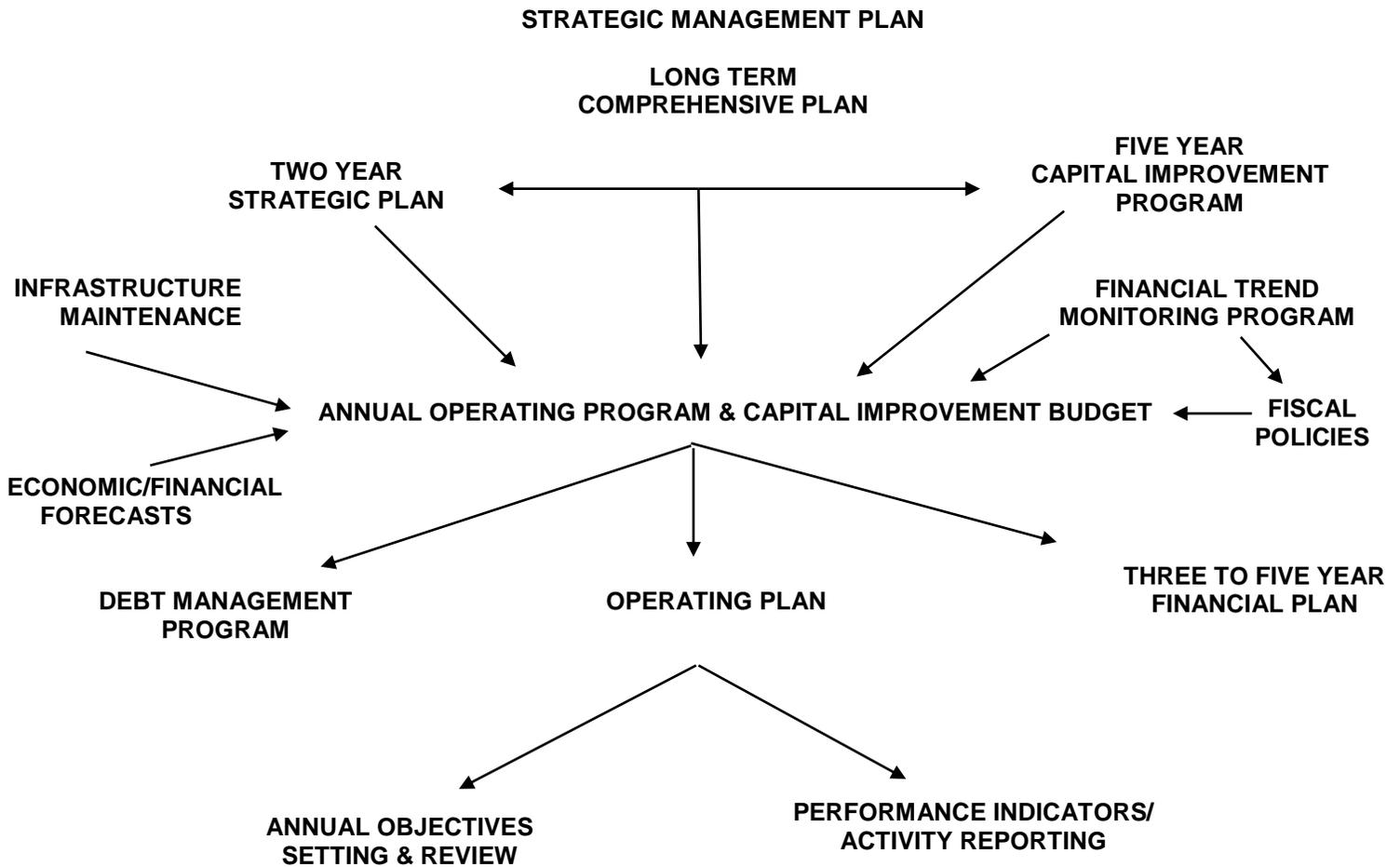
The planning and goal/objective setting process is the focal point for governance and management in an organization. The responsibility for this process lies in the hands of the governing body with substantial involvement by the upper level management of the City. The City Administrator serves as the organizer and facilitator of this “strategic management” process. This strategy is an effective tool for establishing the planning stage and plan execution environment necessary to operate a modern/cutting edge city.

Strategic management is a process that includes conceptualizing a mission and setting goals, analyzing key factors in the internal and especially the external environment (e.g., opportunities, threats, strengths and weaknesses), developing strategies, and developing and implementing action plans. These actions are sometimes known as developing a mission statement or organizational philosophy, strategic planning, goal setting or action planning.

A strategic (long-term) planning and goal oriented leadership approach on an annual or biennial basis by the Mayor and Council will enable the City’s chief administrator and management team to confront present and future problems. By employing a strategic approach to goals and priorities, reflective discussions on policy choices and governing philosophies and goals will allow management to plan practical, but visionary results for the future. Strategic management entails utilizing strategic planning methodologies. Numerous studies have shown that organizations that plan are more likely to succeed, and organizations that do not plan either produce less than desirable results or fail. With today’s economic uncertainty, the need for planning has never been greater.

In 2008, the City Council adopted a Comprehensive Plan for the City for the twenty year period 2008-2028. This documents sets long term goals for the community. The City has also developed an Economic Development Plan in 2011 that serves as a guidepost for the economic development initiatives in the community. However, the City needs to undertake a strategic planning session, to help identify the vision of the City government and prioritized service objectives and service delivery levels that mesh with the overall vision of the City’s near and long-term future. This Strategic Plan

should be updated at least every two years. The complexities of running the business of government eliminate the possibility of operating successfully by chance. Strategic planning establishes a road map for achieving the goals of the City. Strategic Planning uses many of the planning tools already in place by integrating them together into a comprehensive process for strategic planning. The strategic management plan below summarizes the needs of a city organization.



B. Recommendations

The recommendations resulting from the study team’s analysis of the City’s current Long-Term Planning/Goal-Objective Setting are as follows:

1. It is important that the management and policy leaders for the City of Portage integrate the various elements of the strategic management plan in their thought processes as noted in the

Exhibit above. These elements include the long term comprehensive plan, the five year capital improvements program, two year strategic plan with goal setting by the policy making body, a review of past financial trend monitoring, establishment of fiscal policies, current infrastructure maintenance efforts, and current external economic/financial forecasts all of which are incorporated into the annual operating and capital improvements budget. Each of these elements of the strategic management plan should be reviewed annually within specific timetables.

2. The Comprehensive Plan for Portage 2008-2028, which was adopted in 2008, should be reviewed on an annual basis. The Economic Development Plan 2011 should also be reviewed annually to provide direction from the policy body to the administrative staff.
3. On at least a biennial basis, the City should engage in a short-term and long-term goal setting and ranking process. A process for the strategic planning every two years is a valuable goal and target setting exercise for all parties in the process. As leadership and management author Peter Drucker stated “Plans are worthless, but planning is invaluable.” While it is important that the policy-making body establish these targets for management to pursue, it is also important that management have an appropriate mechanism for input into those target issues. We recommend that the City Administrator engage the management team in a goal setting session prior to the policy-making body undertaking the process. The management team should also prioritize those goals into broad categories such as: highest, high, medium, low, and lowest. After the policy leaders have generated all the issues that they feel are important, the staff’s issues should be provided for potential addition to the policy leaders’ list. Policy leaders should also establish priority ranking of the issues for guidance to management. The final goals and their priorities become guidance to management in the strategic management process and should be established prior to budget formulation for the City. To provide some examples, in our interviews with the Alderpersons for this project, they individually identified the following goals for the next two years for the City –
 - Need for a Master Plan for the whole City similar to the Fairgrounds Master Plan
 - Implementation of the Fairground’s Master Plan
 - Infrastructure needs plan for the future
 - Economic development initiatives
 - Succession plan for city staff in light of impending retirements

- Downtown revitalization
- Development of attractions for tourism and residents
- Community building activities
- Clarification of roles of Mayor, Alderpersons and City Administrator

These goals need to be reviewed by the City Council as a whole and provided to the administration for planning and implementation.

4. The consulting team reviewed Portage’s Five Year Capital Improvement Plan (CIP). The document is an example of a multi-year CIP tool used by cities that follow a “best practices” approach to long-term financial and capital improvement planning. The plan is a comprehensive plan for the long-term maintenance and replacement of existing City capital asset obligations. The plan should be amended to add descriptions of the projects in addition to the costs associated with them. The document should be viewed as a planning document rather than a controlling budgetary tool. As laid out in the CIP document, the plan should be revisited yearly for updates, revisions and adjustments. The CIP should be viewed as a decision-making and evaluation tool to help the Council and staff implement the long-term vision and Comprehensive Plan of the community. In addition, it should serve to help achieve the shorter-term targets/objectives of the community as well. The impact of CIP projects on the operating costs of the City should be delineated in the document, and should be considered in the priority setting process for capital improvements. The annual review of the CIP by City staff, appropriate boards and commissions, and City Council should become a standard practice in the City.
5. The budget recommended by the City Administrator to the City Council should be one reflective of the goal setting process undertaken in the recommendations above. The budget should be more of an output, or services-oriented document, allowing the policy making body to make a determination of the types of services, the quality of services, and amount of services provided to the community. The City staff should be informed of the desired levels of services by the policy making body in the goal setting process. The budget document should include a narrative communicating the issues and challenges addressed in the document for the next fiscal year. This would make the budget more comprehensible to the elected officials and citizens.

6. The budget document shows the City of Portage Fiscal Policies in the beginning of the document. These fiscal policies are well done and establish the parameters for the creation and adoption of the annual budget.

7. Each work unit in the organization should identify performance indicators relating to their activity area. It is the opinion of the consultants that human nature tends to perform at higher performance levels when there is a sense of competition in their work activities. The creation of performance indicators to compare your work tasks to other cities provides some of that competitive challenge. The creation of the performance indicators can take some time and efforts on behalf of the staff but is felt to be beneficial in the longer term. These performance indicators should be mutually agreed upon between top-level management and the respective supervisory/management personnel. The indicators should be monitored on a monthly basis and reported to management. As discussed later in this report, the International City/County Management Association (ICMA) provides an annual reporting of comparative performance measurement that Portage management can use to compare themselves to other governmental jurisdictions. ICMA also provides consulting advice on the creation of a performance management system for individual cities.

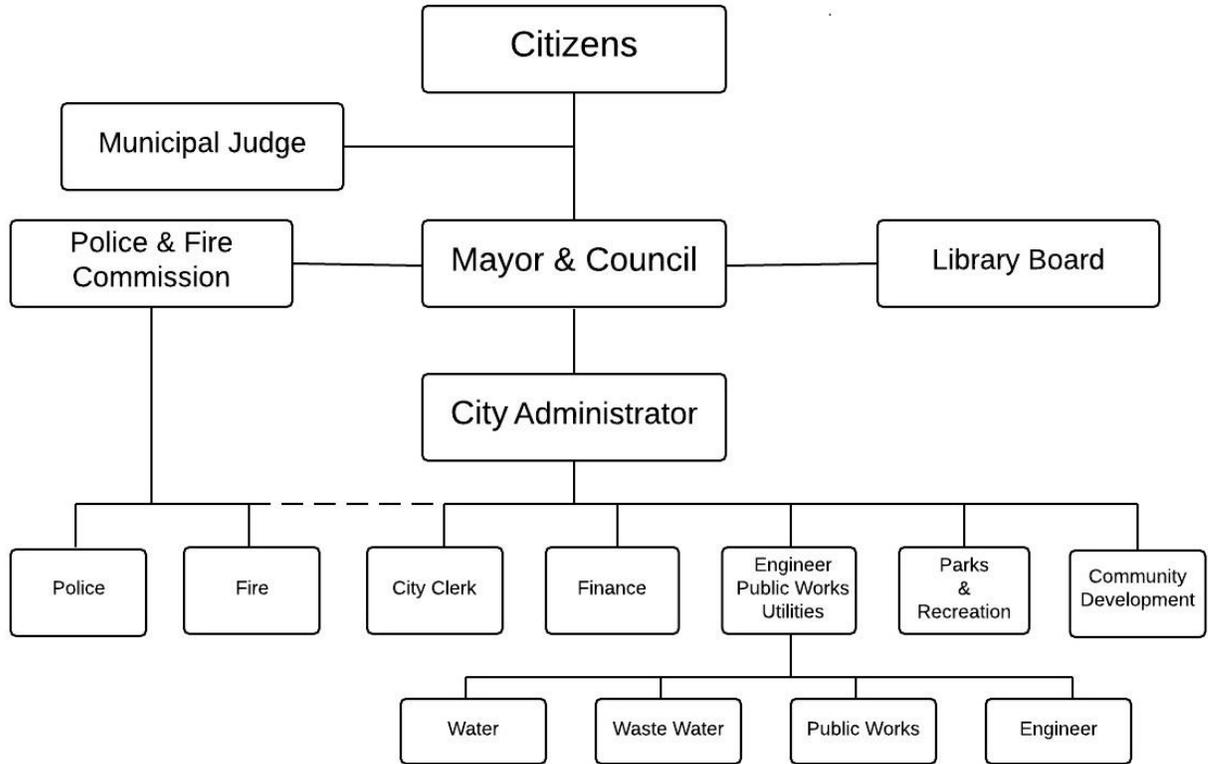
8. There should be an annual objective setting process for each member of the management team. These objectives should be consistent with the strategic management plan, which began with the comprehensive plan. These objectives should be agreed upon between the management team member and the City Administrator and should be an integral part of the annual performance review for those individuals. The objectives set during this process should include internal management needs of the individual's immediate organization as well as those set by policy determination made at higher levels in the organization.

III. ORGANIZATION AND MANAGEMENT STRUCTURE

The City of Portage operates under the Mayor-Council form of government (Wisconsin Statutes Chapter 62) with an appointed administrator. In the hiring of a City Administrator, the Human Resources Committee of the City Council (of which the Mayor is the chairperson) provides a hiring recommendation to the whole Council for their approval. The City Administrator recommends hiring of all full-time employees to the Human Resources Committee for Council confirmation. Department Heads have the authority to hire/fire part-time employees. The City Administrator directly supervises the activities of administration, finance, parks/recreation, public works and utilities and supervises the work of the police and fire departments.

The City has not adopted a Vision Statement for the community and some of the elected officials have indicated their desire to do so. Once adopted, the City administrative functions should reflect these values. The present administrative organization for the City of Portage is illustrated in the Exhibit below.

City of Portage Organization Chart



We believe that it is appropriate to discuss the rationale and criteria, which are used in developing organization structures. This is important because there is no one organization chart that is the perfect structure for a City. The organizational structure must reflect the legal restrictions of state statutes, the needs of the organization, the uniqueness of the community, and the characteristics and operating style of the City Administrator as hired and retained by the Mayor and City Council.

- **First**, the City Administrator is the chief administrative officer of the City with all the commitments of that position, both internal in the organization and external to the community. The chief administrative officer is responsible to the organization for leadership and strategic management. The position is also responsible for providing support to the Mayor and City Council in their roles of leadership in the community and policy-making for the organization. These roles require significant time availability on the City Administrator’s part in order to fulfill them properly.

- **Secondly**, in order to operate as effectively and efficiently as possible, the organization structure must reflect and support the City Administrator’s management style. If the top-level management of the City have differing management styles and philosophies, a mixed message will be communicated

to the organization rather than the clear message necessary to carry out the City's service delivery within the organizational philosophy.

- **Thirdly**, there are four major groups that place significant time demands on the City Administrator. These are the City Council, the community at large, the City's management team, and the remainder of the City organization. The proper amount of response and direction needs to be given to these groups if leadership is to be provided by the Administrator.

One task in the performance of our engagement was to assess and reflect upon the most effective management organization for the success of the Administrator. There are a wide variety of management styles in chief administrative officers (CAO) in municipal organizations. The styles of the CAO in a community usually reflect the desires of the elected officials, as would appear to be the case in Portage based upon our discussions with council members. The City Administrator's desired style could best be described as results oriented, participative, and people-oriented. The City Administrator is results oriented with people skills. A participative and people-oriented style is more likely to involve others in decision-making and problem-solving in order to achieve ownership of the issues by parties and ultimately support of the decisions. This style is critical in service organizations that value people input. The other aspect of this style is that it requires a time commitment on the part of the City Administrator much greater than less participative styles.

In reviewing the organizational structure for the City of Portage which has a streamlined senior management group, several criteria were reviewed and assessed regarding the current management structure. First, wherever possible, the organization should not add an additional level of management within the City. Second, routine day-to-day management decisions should be delegated to department heads. Portage appears to operate with the appropriate level of management.

The Mayor and City Council of the City of Portage currently directly appoint the City Administrator and various boards and commissions. In general, it is our observation that municipal organizations operate best when the Mayor and City Council deal within the realm of policy-making and the City Administrator deals within the realm of management issues as outlined in the previous section. There is, and will be, an overlap of policy-making and management due to the nature of the governance and management process, which requires that a close team effort be established between the parties

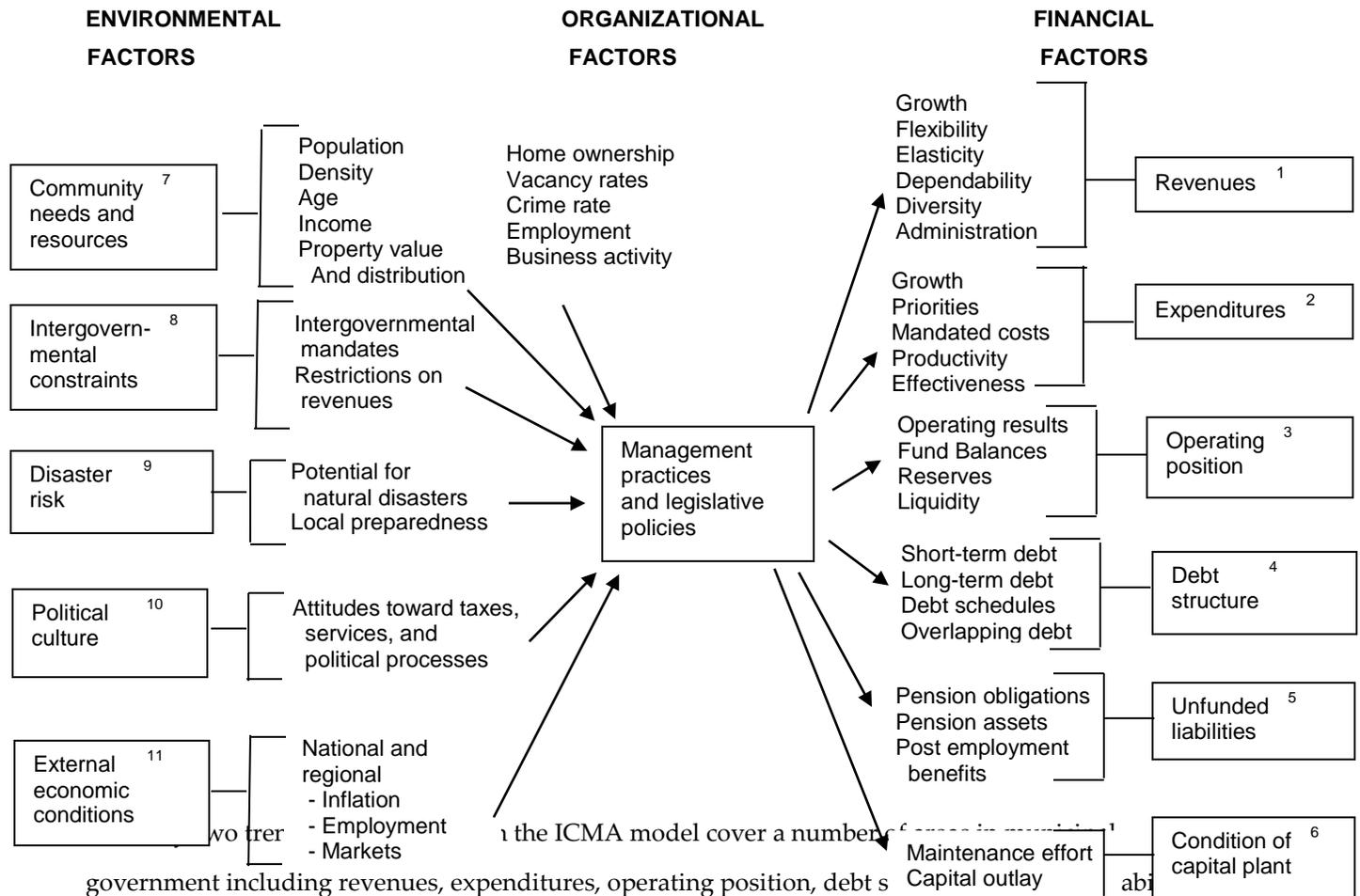
involved in the respective processes. However, those issues which are clearly administrative or an integral part of achieving managerial goals should be responsibility of the City Administrator. This frees the Mayor and City Council to focus on setting the vision and goals for the community as well as establishing the target issues consistent with those goals, and to measure management's progress towards those goals.

The City Administrator must be given the necessary resources to achieve those goals and should be expected to manage all administrative functions with efficiency and economy. Assignment of responsibilities, delegation of authority, and allocation of resources are among the most important responsibilities of the administrator. If all of the administrative functions of the City within the organization are reporting to the City Administrator, he/she can perform these activities to the best benefit of the entire organization and should be held accountable for them. But accountability must be accompanied by responsibility for the functions.

While the current organizational arrangement appears to meet the needs of the City, there are some changes within departments that the City should consider for potential changes as discussed later in this report.

IV. FISCAL TREND MONITORING ANALYSIS

An analysis of the financial practices and policies in addition to the financial status and condition of Portage was undertaken with a comparison to other cities of similar size data as provided by an article in the Government Finance Officers Association (GFOA) entitled “Revisiting Brown’s 10 Point Test”. The system developed by the International City/County Management Association (ICMA) on *Evaluating Financial Condition – A Handbook for Local Government* is the base for this analysis. The consulting team urges the City to annually engage in a financial trend monitoring. The ICMA financial monitoring tool is well recognized by municipalities across the country as a “best practices” approach to scanning the financial horizon to identify vital trends so that decision makers can adjust course as financial circumstances dictate. The overview to the FTMS is shown below:



the ICMA model cover a number of financial factors including revenues, expenditures, operating position, debt structure, unfunded liabilities, condition of capital plant, community needs/resources, intergovernmental restraints, and disaster risks.

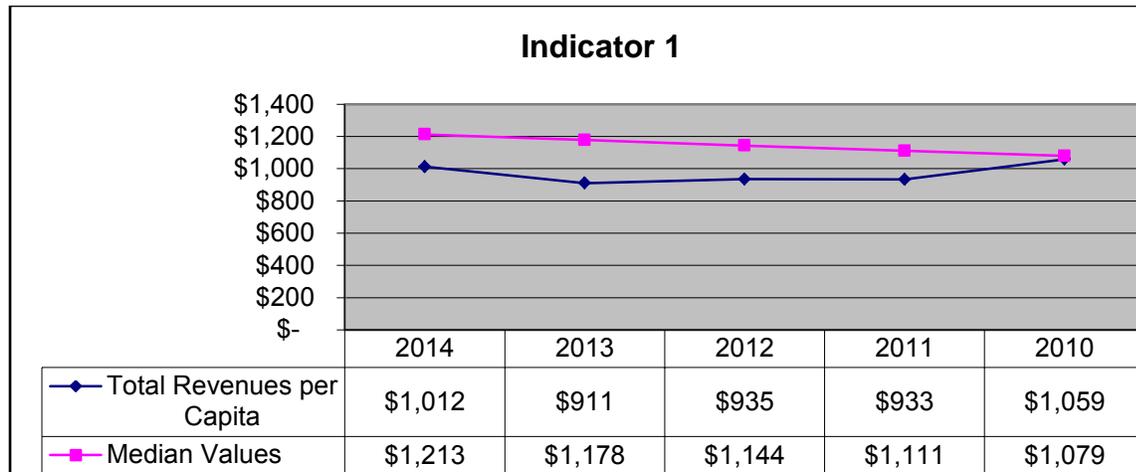
City of Portage – Organizational Staffing Analysis

The financial trend tool is not a static instrument. Annual updating of these fiscal indicators will help provide top-level management and the policy making body with concise information relating to the financial condition of the community. From this, an understanding of the financial trends of the City and community should be better understood. The ten indicators chosen for this analysis are described in the following table.

	Type	Indicator	Description of Indicator
1	Revenue Indicator	Total Revenues per Capita	Total Revenues for Governmental Funds (Excluding Capital Project Debt, Service, & CDBG Funds) Divided by Population
2	Revenue Indicator	Property Tax or Own Source Tax Revenues/Total Revenues Percentage	Total Tax Revenues Levied Locally for the General Fund Divided by Total General Fund Revenues
3	Revenue Indicator	General Fund Revenue Shortages/Surpluses	Revenue Above or Below Budget Divided by Total Revenues
4	Expenditure Indicator	Total Expenditures per Capita	Total Expenditures for Govern-mental Funds (Excluding Capital Project, Debt Service & CDBG Funds) Divided by Population
5	Operating Position Indicator	Operating Surplus or Deficit/Operating Revenues Percentage	General Fund Operating Surplus or Deficit Divided by Total General Fund Revenues
6	Operating Position Indicator	General Fund Balance/General Fund Revenues Percentage	General Fund Unreserved Fund Balance Divided by Total General Fund Revenues
7	Operating Position Indicator	Enterprise Funds Working Capital Coverage Percentage	Current Assets of Enterprise Funds Divided by Current Liabilities of Enterprise Funds
8	Debt Indicator	Long Term Debt/Assessed Value Percentage	Long Term General Obligation Debt Divided by Assessed Value
9	Unfunded Liability Indicator	Other Post-Employment Benefits	Health Care for Retirees Paid from Sick Leave Accrual During Employment
10	Unfunded Liability Indicator	Pension Assets/Liabilities Percentage	Funded ratio (i.e., actuarial value of plan assets/actuarial accrued liability

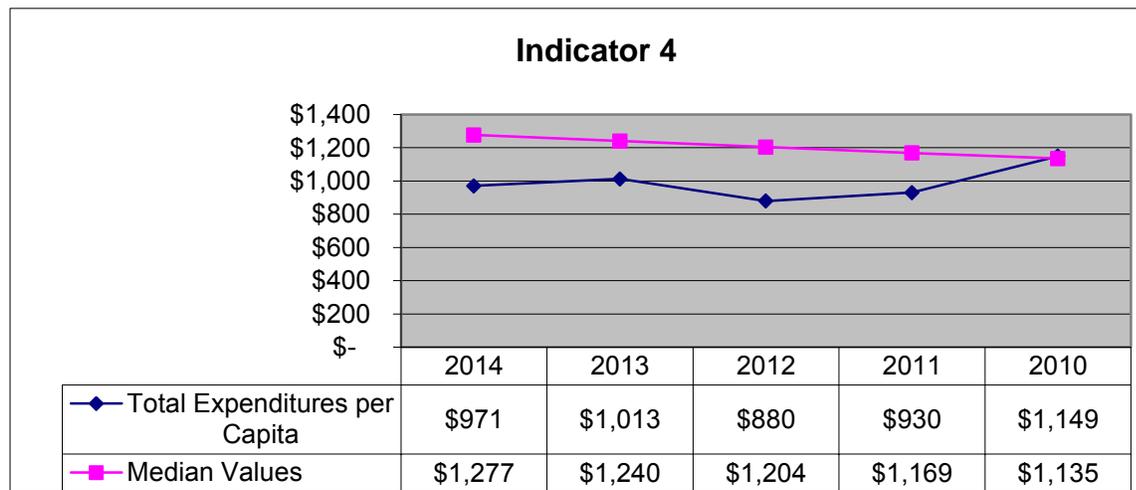
Analyses of ten indicators for Portage from 2010 to 2014 with comparisons to other cities when available are shown below with a brief narrative for each.

Governmental Funds (excluding Capital Project, CDBG & Debt Service) Revenue Per Capita



Portage’s revenues dropped from 2010 to 2011, 2012, 2013 but have risen in 2014 back to levels close to the 2010 level. Portage raises less revenue per capita than comparable cities.

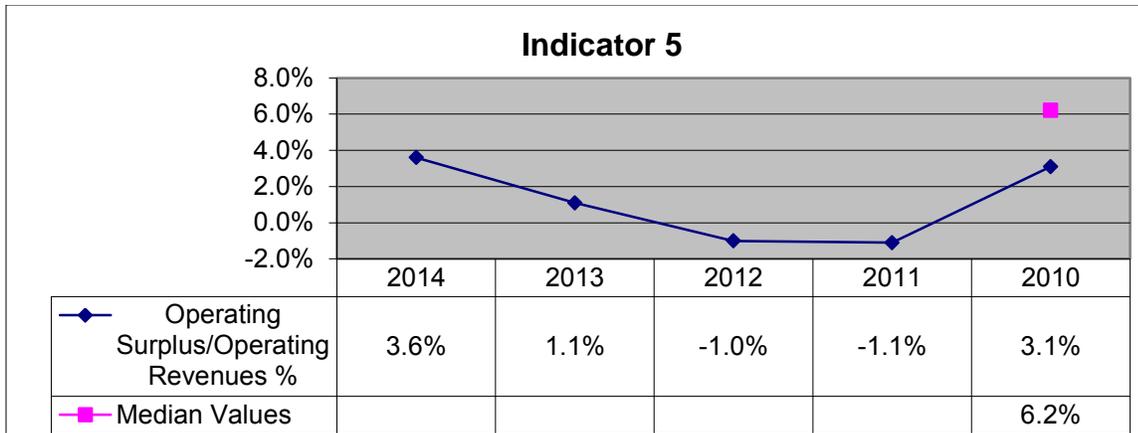
Governmental Funds (excluding Capital Project, CDBG & Debt Service) Expenditures Per Capita



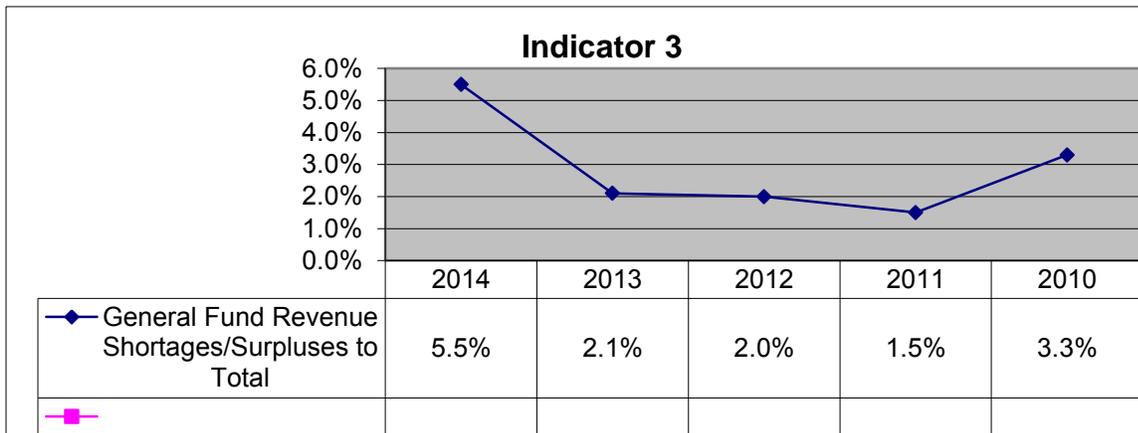
Portage’s expenditures have stayed below the pre-Great Recession levels in recent years. The expenditures per capita in Portage are still significantly below comparable cities in the population range.

General Fund Operating Surplus/Operating Revenues Percentage

City of Portage – Organizational Staffing Analysis

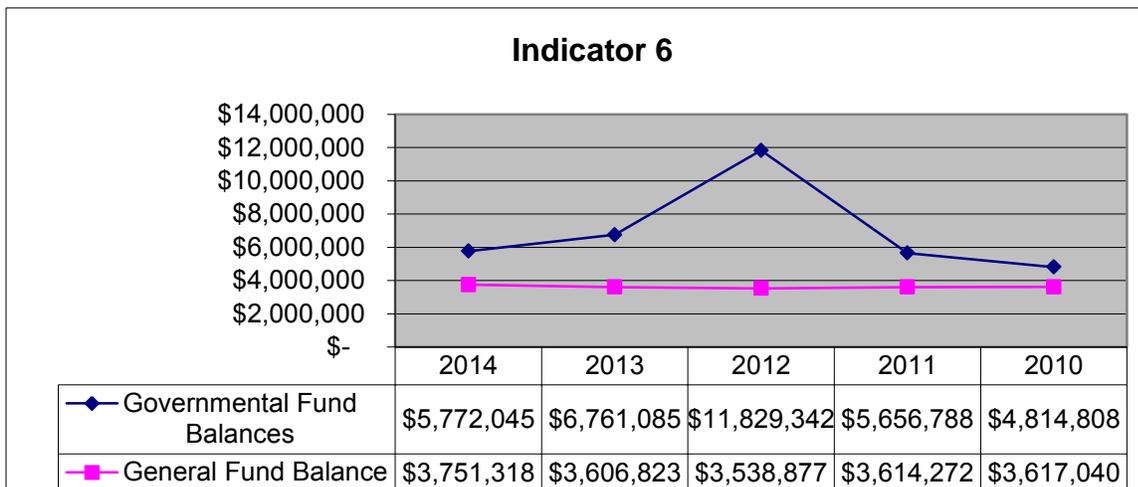


The City has experienced annual operating surpluses in the General Fund in the past two years after a couple of years of operating losses. .



The City has conservatively estimated revenues in the General Fund each of the past five years resulting in revenue surpluses above the budgeted amounts each year.

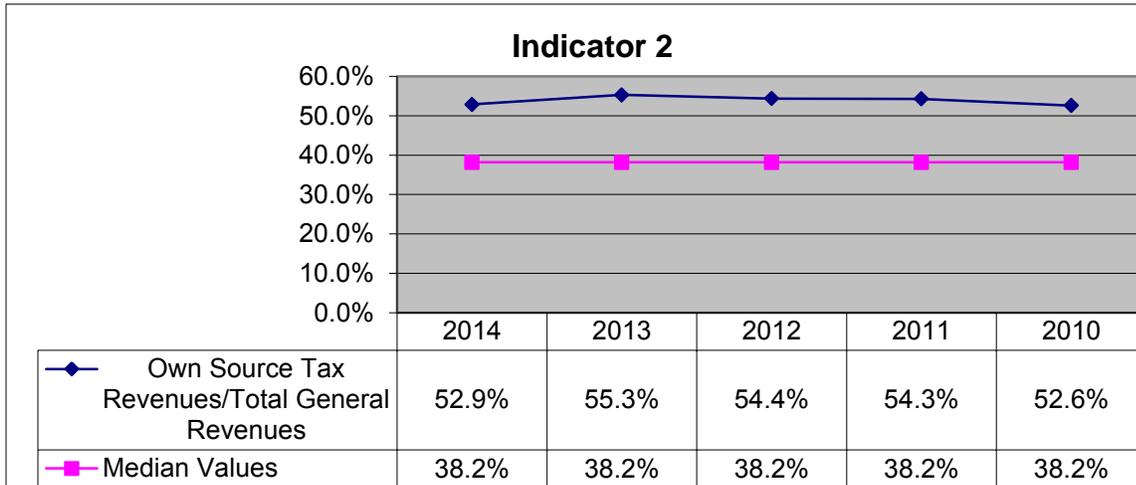
. Governmental and General Fund Balance



City of Portage – Organizational Staffing Analysis

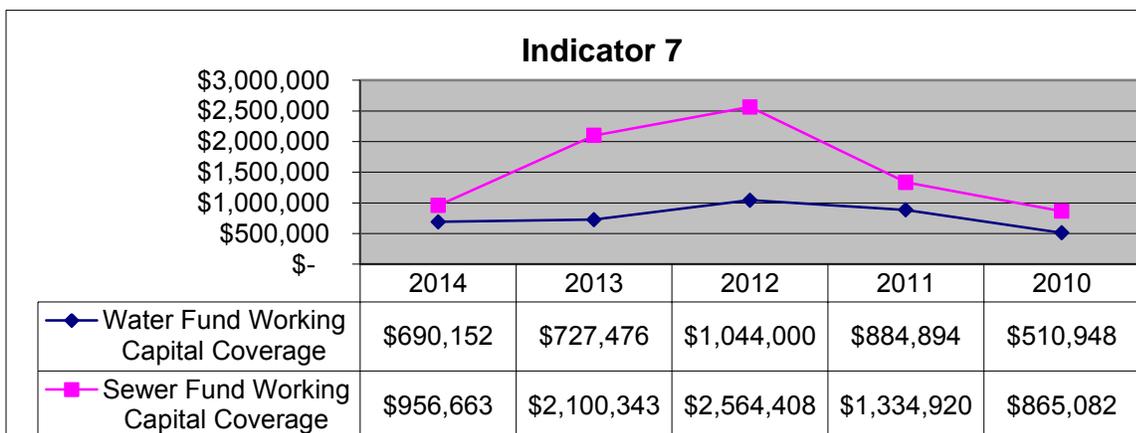
Even in these difficult fiscal times, the City has maintained good levels of unassigned fund balances in the past five years. Portage General Fund Balances have been between 48.5% to 49.1% each of the five years. Comparable cities had fund balance around 40% before the economic decline. Portage is in good financial condition and has managed the finances well in this period

Property Tax Revenues/Total Revenues Percentage – General Fund



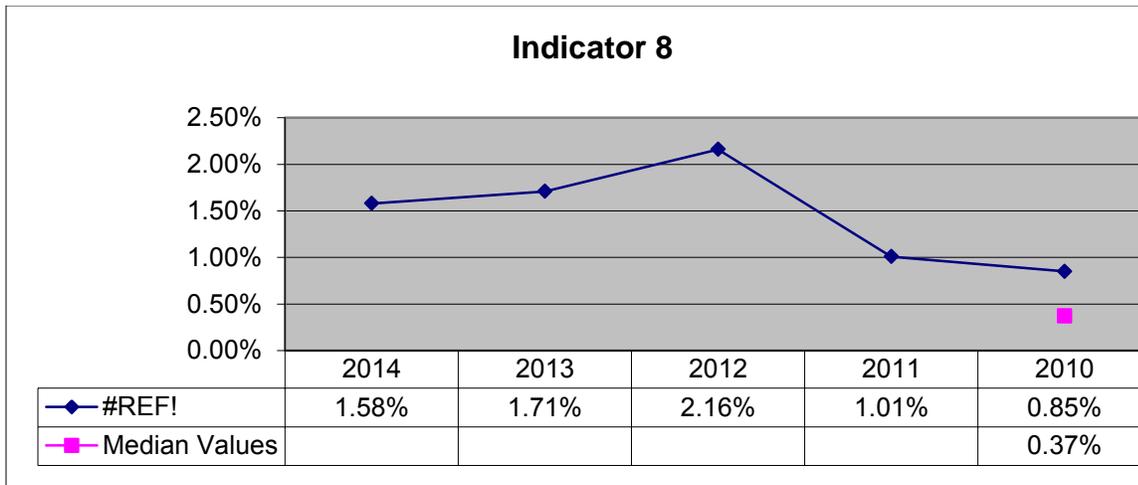
Another measure of financial condition is the diversity of revenue sources. Portage relies on property taxes for around 52 to 55% of its revenues. That compares to 38% in comparable cities. Portage depends upon property taxes for over half of its revenues sources which can create some stress in times of decreasing assessed values of property.

Enterprise Working Capital Coverage Ratio



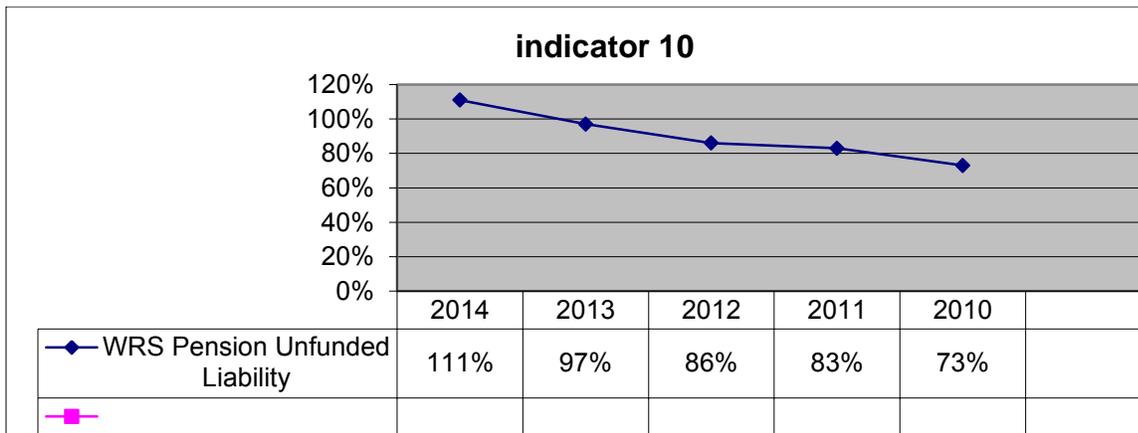
Portage has healthy financial condition in the Water and Sewer Funds. The working capital (current assets minus current liabilities) balance ratio is in good condition. The assets are around twice the level of liabilities which compares to other cities averages of between 3 to 4 times.

Long Term Debt/Assessed Value Percentage



Portage has general obligation debt around 1.58% of the total assessed value within the City. That compares to other cities of .37%.

WRS Pension Assets/Liabilities Percentage



Portage’s pension program has recovered from the stock market drop during the recession and now has 111% of assets compared to liabilities. However, the City provides health insurance for retirees and pays for that insurance if the retiree left the City with any unused sick leave. The City employees have accumulated \$912,691 of future health insurance benefits. There are efforts under way in the governmental accounting standards that may require that future obligation to be reported in the annual financial report starting after 2016.

City of Portage – Organizational Staffing Analysis

Overall, Portage is in good financial condition. The City has taken steps to address the difficult fiscal times and continues to do so.

Portage has created an excellent document on the “Financial Practices and Policies” for the City included in the annual budget. These fiscal policies are comprehensive, relating to many of the assumptions which currently go into the financial planning for the community. They are clearly stated and are annually endorsed by the policy making body as underlying assumptions for the budget making process. These financial performance goals help to provide the community a stable financial picture over the long term.

V. LEVEL OF STAFFING COMPARISON AND WORKLOAD MEASUREMENT

Each community, through its elected representatives, must determine whether the services provided by the City are in concert with the needs and desires of its citizens while conserving taxpayer dollars. An effective organization benefits from having a means of evaluating its existing cost of providing services and distribution of work required to provide those services. This information provides management with the necessary tools to help make decisions relating to allocation of resources within the organization. The study team was able to review staffing levels in various operations of the City to a sampling of eight other cities in the area of similar size. This analysis was limited to cities between 7,984 and 12,482 with the average of the populations being 10,217 compared to Portage’s population of 10,183. A summary exhibit is shown below.

Department	8 City Average	Portage
Administrative Services		
City Admin/HR/IT/Finance/Clerk	6.48	6.25
City Attorney	1.20	
Municipal Court	1.17	1.25
Community Development		
Building & Zoning/Code Enforcement	1.29	
Planning	0.40	0.40
Economic Development	3.00	0.70
Utilities		
Water	6.19	5.50
Wastewater	6.00	5.50
Electric	15.00	
Public Works - Engineering/Streets/Fleet/Facilities	15.81	12.40
Police		
Sworn Officers	20.75	22.00
Civilians without Dispatch	3.19	4.00
Fire	6.96	6.80
EMS	2.00	
Parks & Recreation	6.50	5.00
Library	11.42	10.50
Senior Center	2.33	
Museum	2.00	
Cable TV	5.00	
Transit	6.50	
Total	90.88	84.30

A more detailed chart of the results is shown in the Appendix.

The compilation in the exhibit illustrates the average number of employees of the cities providing that service in the eight cities. Portage has more Police Department employees than comparable cities with slightly more sworn officers and civilian employees. In all other areas, the City of Portage has fewer employees than the average in other cities. Appendix B shows the totals by city.

Portage should consider an ongoing effort on setting and measuring goals and targets for implementation by the City management and employees. These effectiveness measures ensure the policies set by the elected body are implemented by the management and staff of the City. In addition to those measures of effectiveness, another option that cities utilize is performance measurement comparisons to other cities in order to provide a city some measurable quantitative efficiency criteria to compare itself to other cities. That comparison can create a sense of competing to become the most efficient provider of services. The creation of performance measures can take time initially but is worth the effort when considering the benefits in the longer term. Performance measures are one tool to assess performance and not a final answer to the provision of services. Each performance measure merits analysis when compared to other cities. A part of our work efforts in this organizational review was to compare some of the workload/performance indicators in Portage to other similar cities in order to assess the relative efficiencies of the work force in Portage. These comparisons are meant to show the value of benchmarking by using performance measures that were obtained from the records in Portage. They are not necessarily meant to be the performance measures to be used in the future in the City. The median values in the table below were derived from the ICMA Performance Data for cities in a comparable population range.

Successful approaches have been employed in other jurisdictions to make performance measurement a priority task that has meaning and utility. Every department should participate in developing performance measures for use by department managers and the City Administrator. This approach develops a cooperative relationship among departments and city leadership. The data collected should emphasize overall outcomes as well as outputs. Some cities and counties even publish performance-measurement quarterly newsletters so everyone can track progress. Some organizational specialists argue that such routine updates can foster a sense of healthy “competition and pride” as they work toward achieving performance targets that will be seen by all in the organization. The performance measurement process for Portage yielded the following results.

City of Portage – Organizational Staffing Analysis

Portage Performance Measures	
Facilities Management	
Custodial Expenditures per Square Foot: Administrative/Office Facilities	\$2.03
ICMA Median Value	\$1.32
Repair Expenditures per Square Foot: Administrative/Office Facilities	\$2.27
ICMA Median Value	\$3.76
Fleet Management	
Police Vehicles: Total maintenance/preventive maintenance expenditures per vehicle	\$1593
ICMA Median Value	\$2100
Information Technology	
IT Expenditures/Total Jurisdiction Expenditures	0.85%
ICMA Median Value	0.91%
Parks and Recreation	
Parks and Recreation FTEs per 1000 population	.8
ICMA Median Value	.94
Acres of Park Land per 1,000 population – Developed and Undeveloped	11.64
ICMA Median Value	11.34
Risk Management	
General Liability Claims per 10,000 Population Served	18
ICMA Median Value	4.66
Number of Workers' Compensation Claims per 100 FTEs	20
ICMA Median Value	11.59
Fire	
Fire Staffing per 1,000 Population Served	.58
ICMA Median Value	1.32
Total Fire Personnel and Operating Expenditures per Capita	\$82.15
ICMA Median Value	\$157.12
Police	
Sworn and Civilian FTEs per 1000 Population	2.53
ICMA Median Value	2.73
Police Total Operating and Maintenance Expenditures per Capita	\$251.23
ICMA Median Value	\$208.80

Each of the performance indicators should be reviewed in the context of Portage’s operations. The purpose of performance measures is to provide insight in how Portage compares to others and to provide a benchmark to measure against. Overall, Portage’s operations are more efficient than comparable cities of similar size. However, the expenditures in the Police Department are higher than other cities. Also, the number of liability claims and workers compensation claims are higher than comparable cities.

Recommendations: Recommendations relating to performance measurement and benchmarking issues are as follows:

1. There is a need for workload measurements in most of the service activities of the City. These workload measurements should be established under the performance measurement systems. The International City/County Management Association (ICMA) provides information on comparative performance information in the following areas:

- | | |
|------------------------------|--------------------------------|
| * Code Enforcement | * Fire and EMS |
| * Fleet Management | * Police Services |
| * Facilities Management | * Highway and Road Maintenance |
| * Human Resources Management | * Information Technology |
| * Parks and Recreation | * Purchasing |
| * Risk Management | * Refuse and Recycling |

A full list of the indicators can be seen in Appendix A. The City of Portage should commit to measuring itself for performance in areas for which there is easily comparable data.

VI. EMPLOYEE SURVEY

An employee survey was conducted as part of the organizational study to provide the City with information regarding employee satisfaction and overall perception of City operational methods. It is well recognized that satisfied employees provide a higher level of service with greater efficiency. The City leadership wished to gain insight and opinions regarding the perception among current employees of the City as an employer. The survey was distributed to all employees with instructions and a postage paid envelope to be mailed directly to the consultant. Confidentiality of the respondents was pledged to all participants. Of the 71 surveys distributed, 44 were completed and returned to the consultant for a 62% return rate from the full time and permanent part time employees. This is a good number of returned surveys and provides a good validity level to the results of the survey.

The survey covered the areas of personal work experiences, organizational & performance culture, leadership, job satisfaction & working conditions, and some general questions along with an opportunity for additional comments.

Personal Work Experience

In order to assess City employees’ opinions on their personal work experiences, the survey asked respondents to rate their level of agreement with the following statements below from the following choices:

- Strongly Agree (SA)
- Somewhat Agree (SWA)
- Neither Agree or Disagree (NAD)
- Somewhat Disagree (SWD)
- Strongly Disagree (SD)

The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
The people I work with cooperate to get the job done.	59.1%	31.8%	2.3%	6.8%	0.0%
I am given opportunity to improve skills in my position and grow professionally.	31.8%	27.3%	15.9%	20.5%	4.5%
I have enough information to do my job well.	20.5%	61.4%	11.4%	6.8%	0.0%
I feel encouraged to come up with new and better ways doing things.	20.5%	36.4%	20.5%	13.6%	9.1%
My job makes good use of my skills and abilities.	36.4%	43.2%	6.8%	4.5%	9.1%
My work is challenging and gives me a feeling of personal accomplishment.	47.7%	34.1%	11.4%	2.3%	4.5%

City of Portage – Organizational Staffing Analysis

I have sufficient resources in my department to get my job done.	15.9%	34.1%	2.3%	31.8%	15.9%
I like the kind of work I do.	68.2%	27.3%	4.5%	0.0%	0.0%
I recommend the City as a good place to work.	15.9%	45.5%	20.5%	13.6%	4.5%
At times, I feel stressed in the work place..	25.0%	56.8%	15.9%	2.3%	0.0%
I know how my work relates to the City’s goals.	25.0%	43.2%	22.7%	6.8%	2.3%
The work I do is important.	72.7%	27.3%	0.0%	0.0%	0.0%

Findings

In examining the results of the survey, the following results were shown.

- 100% indicate the work they do is important.
- 96% like the kind of work they do.
- 91% indicate that the people they work with cooperate to get the job done.
- 82% indicate they have enough information to do their job well.
- 82% indicate that their work is challenging and gives them a feeling of personal accomplishment
- 82% indicate they feel stressed at times in the work place.
- 80% indicate that their job makes good use of their skills and abilities.
- 68% know how their work relates to the City’s goals.
- 61% would recommend the City as a good place to work.
- 59% indicate that they are given real opportunity to improve skills in their position and grow professionally.
- 57% indicate they feel encouraged to come up with new and better ways doing things.
- 50% indicate that they have sufficient resources in their department to get their job done

Organizational and Performance Culture

In order to assess City employees’ opinions on organizational and performance culture, the survey asked respondents to rate their level of agreement with each of the following statements using the same scale above. The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
My supervisor supports my need to balance work and family issues.	61.4%	27.3%	6.8%	4.5%	0.0%
Services in my unit are improved based on feedback from the public and employees.	13.6%	34.1%	34.1%	13.6%	4.5%
Policies and procedures affecting my work are clearly communicated.	9.1%	34.1%	29.5%	25.0%	2.3%
My immediate supervisor gives me useful feedback regarding my job performance.	20.9%	34.9%	20.9%	18.6%	4.7%
High-performing employees in my department are recognized and rewarded on a timely basis.	9.1%	18.2%	27.3%	9.1%	36.4%
In my department, steps are taken to deal with a poor performer who cannot or will not improve.	9.1%	22.7%	22.7%	20.5%	25.0%
Discussions with my supervisor about my performance are worthwhile.	18.2%	36.4%	27.3%	11.4%	6.8%
Creativity and innovation are rewarded	9.1%	20.5%	31.8%	15.9%	22.7%

Findings

There was a wider range of responses than in the previous section.

- 89% indicated that their supervisor supported their need to balance work and family issues.
- 56% indicate that their immediate supervisor gives them useful feedback regarding their job performance. 23% indicated that they did not get useful feedback.
- 55% indicate that discussions with their supervisor about their performance are worthwhile.
- 48% indicated that services in their unit were improved based on public and employee feedback.
- 43% indicated that policies and procedures affecting their work are clearly communicated. 27% indicated that they are not clearly communicated.
- 32% indicated that in their department, steps are taken to deal with a poor performer who cannot or will not improve. 46% indicated that steps are not taken to deal with a poor performer.
- 30% indicate that creativity and innovation are rewarded. 39% indicated that creativity and innovation are not rewarded.
- 27% indicated that high-performing employees in their department are recognized and rewarded on a timely basis. 46% indicated that they are not rewarded.

Leadership

In order to assess City employees’ opinions on leadership within the City, the survey asked respondents to rate their level of agreement with each of the following statements using the same scale above. The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
I have a high level of respect for the City’s senior leaders.	25.0%	22.7%	27.3%	18.2%	6.8%
City elected officials clearly communicate goals and priorities of City.	6.8%	20.5%	38.6%	25.0%	9.1%
Department managers clearly communicate goals and priorities of City and departments.	9.3%	23.3%	27.9%	30.2%	9.3%
City departments work well together.	22.7%	40.9%	25.0%	9.1%	2.3%
I have confidence in my manager’s ability to do their job.	27.3%	38.6%	18.2%	9.1%	6.8%
Complaints/disputes/grievances are resolved fairly in my dept.	18.2%	25.0%	29.5%	13.6%	13.6%
My supervisor is open to ideas and suggestions.	31.8%	43.2%	11.4%	4.5%	9.1%
My supervisor possesses skills for resolving conflict.	27.3%	29.5%	20.5%	6.8%	15.9%
My supervisor conducts interaction in a professional manner.	34.1%	29.5%	13.6%	13.6%	9.1%
My supervisor provides me support to ensure that I perform at high levels of productivity.	27.9%	32.6%	20.9%	14.0%	4.7%
My supervisor acts as a mentor for my professional development.	20.5%	29.5%	27.3%	9.1%	13.6%

Findings

In respect to leadership, there was some range of responses.

- 75% indicate that their supervisor is open to ideas and suggestions.
- 66% have confidence in their manager’s ability to do their job. 16% did not.
- 64% indicate that their supervisor conducts interaction in a professional manner.
- 64% indicate that City departments work well together.

City of Portage – Organizational Staffing Analysis

- 61% indicate that their supervisor provides support for high levels of productivity.
- 57% indicate that their supervisor possesses skills for resolving conflict. 23% indicate that their supervisor does not possess those skills.
- 50% indicate that their supervisor acts a mentor for their professional development. 23% indicate that their supervisor does not act as a mentor for professional development.
- 48% have a high level of respect for the City’s senior leaders.
- 43% indicate that complaints, disputes and grievances are resolved fairly in their department. 27% indicate that they are not.
- 33% indicate that the Department managers clearly communicate the goals and priorities of the City. 40% indicated they did not.
- 27% indicate that City elected officials clearly communicates goals and priorities of City. 34% indicate they do not.

Job Satisfaction and Working Conditions

In order to assess City employees’ opinions on job satisfaction within the City, the survey asked respondents to rate their level of satisfaction with each of the following statements using the same scale above. The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	SA	SWA	NAD	SWD	SD
How satisfied are you with policies/practices of your leaders?	13.6%	27.3%	27.3%	20.5%	11.4%
Deadlines and expectations within my department are realistic.	15.9%	40.9%	27.3%	15.9%	0.0%
I receive the training I need to perform my job well.	25.0%	43.2%	18.2%	11.4%	2.3%
Discrimination is a problem in my department.	4.5%	9.1%	18.2%	9.1%	59.1%
The City gives recognition for work well done by employees.	4.8%	16.7%	19.0%	21.4%	38.1%
The facilities I work in have good working conditions.	22.7%	27.3%	18.2%	20.5%	11.4%
My workload is reasonable.	23.3%	44.2%	23.3%	9.3%	0.0%

Findings

The job satisfaction area has one response that merits concern by the City in the near future:

- 68% indicated that discrimination was not a problem in their department.
- 68% indicated that they receive the training they need to perform their job well.
- 68% indicated that their workload is reasonable
- 57% indicated that the deadlines and expectations within their department are realistic.
- 50% indicated that their facility’s working conditions are good. 32% did not.
- 41% were satisfied with policies and practices of their leaders. 32% were not.
- Only 21% indicated that the City gives recognition for work well done by employees and 60% indicated that the City does not give recognition

City of Portage – Organizational Staffing Analysis

General Questions

Three general questions for overall operations in the City were asked of the employees. The survey asked respondents to rate their level of satisfaction with each of the following statements with the choices shown below:

Overall, how satisfied are you with your job?

- Very Satisfied (VS)
- Satisfied (S)
- Neutral (N)
- Unsatisfied (U)
- Very Unsatisfied (VU)

I think the overall quality of work life for the City of Portage is

- Excellent (E)
- Good (G)
- Fair (F)
- Poor (P)
- Don't Know (DK)

The overall operation of the City is:

- Highly efficient (HE)
- Above average in efficiency (AA)
- Average in efficiency (A)
- Less efficient than most cities (LE)
- Don't know (DK)

Respondents were also provided the opportunity to answer the following three questions with their comments:

What do you like best about your job? About working for Portage?

What don't you like about your job? About working for Portage?

What suggestions do you have for improvements in your department? In the City organization?

The percentages of responses for each question are shown in the following table with analysis of the survey responses following.

Questions	VS	S	N	U	VU
Overall, how satisfied are you with your job?	29.5%	45.5%	11.4%	9.1%	4.5%
	E	G	F	P	DK
I think the overall quality of work life for the City is	11.4%	45.5%	25.0%	18.2%	0.0%
	HE	AA	A	LE	DK
The overall operation of the City is:	0.0%	18.2%	36.4%	20.5%	25.0%

Findings

The General questions asked of the employees show a high level of employee responses.

- 75% of employees were satisfied with their job on an overall basis.
- 57% indicate that the overall quality of work life for the City was excellent or good.
- 18% indicate that the overall operation of the City is above average in efficiency while 36% indicate it is average and 46% indicated it was less efficient than other cities.

In addition to the questions above, the survey allowed comments on the following three questions:

What do you like best about your job? About working for Portage?

What don't you like about your job? About working for Portage?

What suggestions do you have for improvements in your department? In the City organization?

Responses to the first question were overwhelming supportive of their job and the City. Some examples would be "The co-workers, sense of community, mutual desire to improve", "No two days are ever the same and there is always something new to learn. I like bringing positive experiences to the people of Portage through my positions", "The staff is great. I do enjoy being busy and having the ability to make improvements", "The daily challenges/the unknowns. Portage provides a positive work environment".

Responses to the second two questions varied with themes being the need for more respect for employees, the need for employees to be recognized for work done, and with the need for more and better communications between all levels in the organization and between departments.

Benchmark Analysis

Comparable data on some of the survey questions is available using three independent sources, the International City/County Management Association, the International Personnel Management Association and Saratoga Institute. For those questions that have comparable benchmarks, the Portage employee responses are compared to that data in the following table.

Key Findings	City Response	Benchmark
Personal Work Experiences		
I recommend the City as a good place to work	61% agree	75 %
I like the kind of work I do.	95% agree	70 %
The work I do is important.	100% agree	90 %
Organizational and Performance Culture		
In my department, steps are taken to deal with a poor performer who cannot or will not improve.	46% disagree	65 % disagree
My supervisor supports my need to balance work and family issues.	89% agree	45 %
Leadership		
I have a high level of respect for City's senior leaders.	48% agree	50 %

City of Portage – Organizational Staffing Analysis

Job Satisfaction & Working Conditions		
The facilities I work in have good working conditions	50% agree	70 %
I receive the training I need to perform my job well.	48% agree	45 %
General Questions		
Overall, how satisfied are you with your job?	75% satisfied	65 %
I think the overall quality of work life for the City is	57% excellent/good	58 %
The overall operation of the City is	18% efficient	32 %

As can be seen on the table above, Portage ranks higher in some areas and lower in other areas on the benchmark questions.

- Personal Work Experiences –
 - Less employees would recommend the City as a place to work (61% to 75%).
 - More employees like the work that they do (95% to 70%) and
 - More employees indicate the work they do is important (100% to 90%)
- Organizational and Performance Culture
 - Steps taken to deal with poor performers (46% disagree to 65% disagree)
 - Supervisor supporting the balance of work and family (89% to 45%)
- Leadership
 - Having a high level of respect for the City’s elected officials (48% to 50%)
- Job Satisfaction and Working Conditions
 - Good working conditions (50% to 70%)
 - Receive training to perform their job well (48% to 45%)
- General Questions
 - Overall satisfaction with their job (75% to 65%)
 - Overall quality of work life in the City (57% to 58%)
 - Overall operation of the City (18% to 32%)

Findings and Conclusions

The following findings result from the survey:

Finding 1:

The City’s workforce is significantly invested in their employment with the City and committed to the improvement process.

Finding 2:

The City’s employees indicate, on the whole, positive about their employment with the City of Portage.

Finding 3:

The City of Portage has a mix of rankings when compared to benchmark data of other cities.

Finding 4:

Only 21% of the employees responding indicated that the City recognized their work efforts, 60% disagreed. 39% indicated that creativity and innovation is not rewarded.

Finding 5:

While 68% of the employees indicated that they received the training needed to perform their job well, additional training opportunities would benefit the City especially in the area of performance feedback for supervisory personnel and continuation of training to deal with conflict resolution.

Finding 6:

27% of employees indicate that the City elected officials clearly communicate goals and priorities of the City while 34% indicate that they do not.

Finding 7:

While 32% of employees indicated that steps are taken to deal with poor performers, 46% indicate that steps are not taken. Similarly, 27% of employees indicate that complaints, disputes and grievances are not resolved fairly in their departments. Supervisory training to emphasize the need to address this matter would be beneficial.

Finding 8:

Only 18% of employees indicated that the overall operation of the City was above average on efficiency while 36% indicated it was average and 21% indicated it was below average.

VII. INTERGOVERNMENTAL COOPERATION

The City of Portage finds itself in an excellent position to enhance its intergovernmental cooperation with Columbia County. The City has worked toward an environment which encourages intergovernmental endeavors where it has been shown to be beneficial to the parties. The City should expand upon this success and work to provide additional services through intergovernmental agreements. The County Board Chair and the County Attorney/Human Resources Officer both expressed positive relationships with the City and a willingness to expand upon those relationships in the future. The County Board and City Council have quarterly joint meetings to maintain positive relationships.

The City has a number of intergovernmental efforts already in place with the County, Portage School District and adjoining cities and towns. The City Administrator reaches out to other units of government to encourage cooperation and look for new opportunities. This serves to foster good relationships between the various parties. The City and School District have agreements on the use of an athletic facility and swimming pool; there is a mutual aid agreement between the Portage and Baraboo Fire Departments; and the Portage Fire Department provides services to the adjoining towns of Caledonia, Fort Winnebago, Lewiston and Pacific. The City also has an agreement with Columbia County for the County provision of the emergency communications dispatch center and the collection of solid waste and recycling.

It is recommended that the City of Portage take the initiative to work with the County on the following activities:

- Contracting with the County for the provision of Information Technology services. The City is not large enough to retain their own IT person with the County located across the street and having an IT Department of 10 persons, this is a potential that received positive comments from the County officials interviewed.
- Joint purchasing efforts. While the County does not yet have central purchasing for their operations, they indicated interest in working with the City to create a centralized purchasing operation that would save both entities money on purchases.
- Payroll and tax collection services. The County could provide services to the City providing for the payroll of City employees. In addition, the County could contract with the City to provide the first half of the tax collection services that the City currently performs since the

County collects the second half of property tax bills and maintains a complete record of these collections. Other Human Resources activities should also be explored between the County and City such as training opportunities, etc.

- Public Works activities. A joint vehicle maintenance operation for the City and County could be established. The joint utilization of a winter salt operation should also be considered since the County has theirs inside the city limits of portage while the City has to go to a privately owned unit ten miles away. Other joint maintenance related activities should also be explored.
- Extraterritorial planning and zoning. The City should work with the adjoining towns in cooperation with the County to monitor plan reviews for development and zoning changes for properties in close proximity to the City.

These opportunities for intergovernmental cooperation would provide enhanced services at shared expenses for all four of the entities.

VIII. GENERAL RECOMMENDATIONS

A. Human Resources

The organization should undertake a management development and team building effort to further develop the current management team culture as one of cooperation, innovation, support and action-oriented results. The City Administrator should clearly delineate his management style to the management team in order to establish expectations within the organization. An organizational philosophy that is in concert with the Mission Statement adopted by the City Council should be formulated for the City of Portage in order to serve as a base for activities of the City. The management team should develop personal management philosophies and explore the meaning of being value driven—what it means to have an organizational philosophy and how the management team translates the values into actions. We suggest that team-building sessions be held on the following topics:

- Developing team operations and work relationships
- Evaluation of management team and employee performance
- Problem identification and resolution
- Relationships between the management team and the Mayor/City Council
- Developing a work program and processes
- Developing strategies for operationalizing the organizational philosophy
- Building the capacity of department heads as team members

In addition, management development needs should be addressed in the following areas:

- Conflict management and resolution
- Decision-making and leadership
- Evaluation—personal and operational

We recommend that the City undertake a team-building and management development effort with internal or external basis using individuals skilled in these endeavors.

The City should promote and adopt a culture that embraces learning and employee improvement and then follow up with a comprehensive training initiative for City employees, including supervisory and technical training. This training program/initiative could utilize the resources available in Wisconsin. Often partnerships with local educational institutions can be developed for cost effective training that's customized for the City's needs. The City should engage in frequent employee recognition for their contributions to making Portage a quality community in which to work, play and live.

The personnel manual for the City is up to date and comprehensive to inform all employees of the policies of the City in regard to employment practices and status, fringe benefits, compensation guidelines, leave benefits, termination of employment issues, conduct, disciplinary action and appeals procedures, and general policies such as political activity, acceptance of gifts, internet usage, use of city owned equipment, and grievance procedure.

B. Succession Planning

One the areas this study seeks to illuminate is the aging workforce, a phenomenon facing all employers, not just the City of Portage. Demographics tell the story.

According to U.S. News and World Report (January 2012), “there are now more Americans age 65 and older than at any other time in U.S. history. According to a new Census Bureau report, there were 40.3 million people age 65 and older on April 1, 2010, up 5.3 percent from 35 million in 2000 (and just 3.1 million in 1900). The 65-and-older population jumped 15.1 percent between 2000 and 2010, compared with a 9.7 percent increase for the total U.S. population. People age 65 and older now make up 13 percent of the total population, compared with 12.4 percent in 2000.”

This, of course, captures the age group where most workers retire. The cohort trailing this group represents the middle of the population bulge of “Baby Boomers,” those that now comprise a good portion of municipal workforces. An August 2013 *Governing* magazine article “Public Sector Has Some of Oldest Workers Set to Retire” notes that growing trend.

The article analyzed data from the U.S. Bureau of Labor Statistics and found that “over half (52 percent) of workers in the ‘public administration’ category – encompassing much of the sector besides education – were 45 years or older in the 2012 survey. By comparison, 44 percent of workers in all industries fell into this age bracket.” This is the “silver tsunami” noted in the article in the December 2013 *Governing* magazine.

When can employers expect their older workers to retire? According to an August 2014 study conducted by the TIAA-CREF Institute and the Center for State and Local Government Excellence, one-third of public sector workers have been with their employer for 20 years or longer, and would like to retire at age

61, but expect to retire at 64. “Looking to the future, two-thirds of state and local government employees do not expect to leave their current employer anytime soon, while one-third expects to remain for a few more years at most.”

Frank Ibarra, a former city manager and President of the Mejorando Group, and writer on succession planning in the January 2005 issue of *Public Management* magazine, recommends a systematic approach to succession planning, a method we advise for the City of Portage, as our observations of the management team suggests some retirements will be on the horizon in the next five – seven years. We believe, too, that the city’s workforce most likely reflects the trends mentioned above.

To begin, Ibarra suggests collecting data on the workforce, for “gathering and analyzing these types of data will permit your jurisdiction to grasp the current situation and begin to recognize its significance.” In addition to doing an organizational-wide analysis by department, another step that further highlights the significance of the situation is to catalogue the groupings by departmental divisions, and even by position classification.

This would be particularly illustrative in the City’s larger departments such as Public Works and Police, areas which tend to have more of the older workers. The exercise would be invaluable, and Ibarra’s method suggests using a matrix something like the one below. This methodology can be applied department by department, or by position classification and a matrix for each department will give decision makers a good idea of how to approach the next steps.

With the data in hand, the management team can devise a plan on how to allocate resources to address retirements and attrition. It can, in Ibarra’s view, provide a strategic view for:

- Identifying leadership bench strength;
- Ensuring continuity of management;
- Growing the organization’s own leaders;
- Clarifying a sense of each internal candidate’s strengths and opportunities for improvement, plus additional access to better data on individual’s performance in comparison to outside candidates; and
- Helping to align human resources with the organization’s strategic direction.

City of Portage – Organizational Staffing Analysis

Department	Total Number of Employees	Age 50-54	Age 55-59	Age 60+	Total 50-60+
Administration/Clerk/Finance					
Community Development					
Water					
Wastewater					
Public Works					
Police					
Fire					
Parks & Recreation					
Library					
Totals					

According to Ibarra, “the primary task of succession planning is to outline a sequence of personnel moves so that candidates for key positions are known in advance of actual needs” (2005). Predicated on eliminating the myths that may inhibit a municipal organization – obstacles which include the assumption that employee retirement plans are a “don’t ask, don’t tell” issue, that predetermining the best candidate for a position resembles favoritism, and that the principle of seniority in promotions is sacrosanct – succession planning project plans involve eight steps. Ibarra’s methodology includes:

1. Assessing future service needs. In other words, integrate the organization’s strategic plan with the professional development needs of the employees who will be responsible for delivering the services.
2. Identify critical positions and high-potential employees.
3. Identify competencies. Using competencies to enhance position descriptions as well as in the city’s development of a performance evaluation system may help not only in succession planning, but cross-training among divisions.
4. Conduct a gap analysis to determine the existence and extent of a gap in competencies for each position.
5. Select training and development activities to close the gaps and build stronger competencies.
6. Conduct management training focused on supplementing the skills and expanding the knowledge of direct reports.

7. Implement development strategies and tactics.
8. Monitor and evaluate the program.

As Liz Farmer warns in her *Governing* magazine article that even though the wave of the silver tsunami has not yet reached land, “public administration experts express concern that governments are ill prepared. If they aren’t ready, agencies risk permanently losing decades of expertise, eroding their ability to serve the public for years to come.”

We recommend the City consider hiring a summer intern, perhaps from one of the University of Wisconsin MPA programs, to conduct an internal succession planning survey using the inventory tools and steps to build a strategy as outlined above. We believe this exercise will be invaluable, particularly as the City workforce team ages. It will help prepare for the potential of problematic recruitments of talent in certain areas of the organization that may present a challenge for the City. The succession planning strategy will provide the City will additional insight and a roadmap for internal growth, development and potential promotion of the workforce already under the City’s employment. This approach is not unlike what’s known in the field of economic development where “gardening” strategies first concentrate on retention before putting forth a lot of resources toward attracting new businesses.

We additionally recommend this work dovetail the personal developmental goals discussed in performance evaluation conferences that should be occurring between supervisors and employees. Those conversations about future development of the employee’s knowledge and skills, and how those qualities may be applied to make the city operation even better, will benefit both the employee and employer alike. Those annual review conversations can provide the additional platform for organizational succession planning.

C. Parks & Recreation

The Parks & Recreation Department is well managed and is very lean in its staffing in the recreation arena. The department would benefit by being located in City Hall if space is available to share the office services with Public Works, Planning, Finance, and City Clerk Departments. This would add in the coordination of functions with other departments and communication between departments. The Dimension IV Master Plan and Building Needs study plans on a combined Public Works and Parks & Recreation Office/Maintenance Building construction in 2019/2020 which will meet this need when it is completed.

D. Service Level Potential Adjustments

Portage has a high level of service for its citizens that in one situation exceeds other communities. The City may determine that the Police services could be reduced by one or two officers. The need for enhancements to other services such as public works, code enforcement, fire and recreation should be considered by the City. One option would be to assign the code enforcement responsibilities to the Fire Department and add an additional position or two to the department. The code enforcement responsibilities (distinguished from building inspections) could be combined with fire inspection duties for the full time firefighters. The additional positions could enhance the fire response time as articulated in the Fire Department analysis later in this report while establishing a program for code enforcement which is currently not addressed in the City.

E. Cost Allocation Plan and Fees

The City should do a cost allocation plan to ensure that the overhead costs of administration are being proportionately charged to the enterprise funds of water and sewer. In addition, the fees charged to the public such as building permit fees should be reviewed to make sure that they reflect the cost of the services provided.

F. Public Safety Consolidation

A review of the potential consolidation of the Police and Fire Departments was undertaken in this study. The idea of a Public Safety Director (PSD) is usually an attempt to save money in most cases. The most common arrangement that we have seen is when the Police Chief is moved to PSD and the Fire Chief is eliminated. We have not heard of many instances where the Fire Chief becomes the PSD. Our analysis of the Fire Department staffing indicated that the available staff to man the first out vehicle is minimal. Currently the Fire Chief is able to respond on the first out engine during the work week. After his workday and on weekends he responds with his own vehicle to the scene. These responses are important to the operational efficiency of the Portage Fire Department. We would suspect that a PSD without fire qualification would negatively impact the fire department. We don't feel that there is sufficient structure within the organization to make up for this potential loss. If the City were to cross train and integrate the police staff and the fire staff that would be another matter but doing so is an enormous undertaking.

G. Custodial Staffing

In regard to the question of custodial staffing, that issue did not arise during our conversations with the staff as a major issue. The performance measure comparisons showed Portage custodial expenditures per square foot of \$2.03 compared to the average of other cities of \$1.32. We had not further explored that area as a result since having two staff for this function seemed like a minimum number needed for the facilities.

IX. OPERATING DEPARTMENT ANALYSIS

The primary service delivery arms of the City of Portage are its operating departments. For these critical departments, their performance and delivery of essential services depends on the artful, skilled, and effective management of two critical resources in their respective professional disciplines: human assets and financial resources. In order to provide high quality services to the public, Portage’s department managers must work with elected leadership, the city administrator, and each other to balance the three essential elements of modern public administration:

- Effectiveness—getting the right things done
- Efficiency—accomplishing them in the right ways
- Economy—limiting the use of scarce resources.

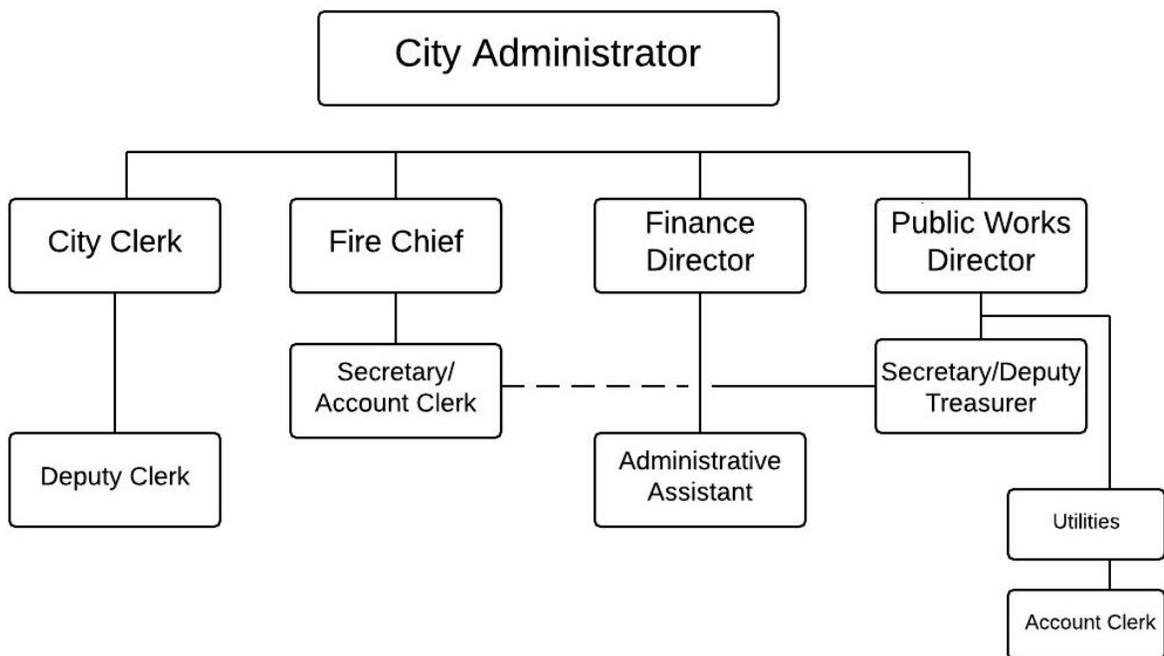
Balancing these three concerns requires a coordinated policy implementation and management approach. The organizational and management challenge for a city like Portage that seeks to improve performance levels is to create a balance in the city organization between the most effective use of its human and financial resources and the attainment of the Council’s service level and program goals. As discussed earlier in this report, a Council session on establishing goals and desired service levels would aid in this effort. The reviews and recommendations relating to the operating unit assessments included the Finance, Police, Fire and Public Works Departments:

The study team believes that specific performance goals should be developed for each operating department. In each of Portage’s Departments and Divisions, the operating philosophy and guide should follow an approach that includes these elements: *all department planning should be strategic, all performance at the employee, work unit or department level will be measured, budgeting must be results-oriented, not spending oriented, and departmental management and supervisory guidance must be results-driven.*

The reports that follow in this Section were prepared after the completion of the first phase of this study and a meeting for next steps consideration with the City Administrator.

Finance and City Clerk Departments Operation Analysis

An assessment of the Finance and City Clerk’s operations was undertaken to identify and describe the current conditions associated with departmental operations and to offer recommendations for producing operating efficiency and economy over the next several years. An opportunity was taken to interview each employee of the departments. Those interviews combined with a review of departmental budgets and other reports provided the consulting team with a better understanding of the departmental operations and needs. The Finance and City Clerk Department budget for 2014-15 consists of 5.25 positions. The financial activities of the City of Portage are performed by the Finance Director/Treasurer and the Administrative Assistant in the Finance Department with work load support from the City Clerk, Deputy City Clerk, Fire Chief’s Secretary/Account Clerk, Public Works Director’s Secretary/Deputy Treasurer and the Account Clerk in the Utilities Division of the Public Works Department. The organization chart below shows the distribution of the financial activities.



The Finance Director/Treasurer has over five years of experience in the City of Portage Finance Department. She does the cash management, investments, reconciliations, budget preparation, annual property tax preparations and payment processing, debt management, and over sight of all of the City’s finances.

The City Clerk has been with the City of Portage for 26 years. She performs all of the duties of the City Clerk's Office as well as the financial operations of payroll/benefit administration and participating in the accounting function.

The Administrative Assistant to the Finance Director performs mainly financial activities but also performs some Administrative/City Clerk functions such as meeting notices, business licenses, newsletters and web site updates. She is the main receptionist for citizens entering City Hall. She also serves as a backup for the Municipal Court operations.

The Deputy City Clerk estimates that more than 20% of her work effort is in finance. She is involved in the payroll on a bi-weekly basis and accounts payables that occur on a weekly basis.

The Public Work's Secretary/Deputy Treasurer spends around 50% of her time on the financial operations doing the up front counter work on receipts, daily deposits to the bank, monthly cash reconciliations and serving as a back up to the accounts payable operations. During the first half of the tax collection period which are collected by the City, her finance obligations go up to 80% of her time.

The Fire Chief's Secretary/Account Clerk spends approximately 30% of her work time on the accounts receivable processing and accounts payable that occur on a monthly basis..

The Utilities Account Clerk plus a 60 percent time employee are responsible for the utilities' accounting operations including collections, billing, accounts payable, accounts receivable, banking and the general ledger. The Utilities operate under a separate financial information technology system than the rest of the City.

Observations and Recommendations

As described above, the financial activities of the City are distributed among many participants in the system. It is unusual to have the overlapping of financial activities amongst four departments as is the situation in the City. However, the working relationships between the employees performing in these roles appear to be positive and well-coordinated based on the feedback from the interviews with all of them. The system is working adequately despite the functional distribution of responsibilities. The City should consider the following recommendations for the future:

- A concern amongst the employees is their lack of knowledge of activities taking place in the City organization that impacts their work performance. The City should assign a person in a position to be aware of the various activities as a communications officer whose role it is to disburse information impacting the operations to everyone on a regular basis. The disbursement of information can easily be over looked and needs to be addressed on a regular basis.

City of Portage – Organizational Staffing Analysis

- The City should consider the creation of one Director of Finance/City Clerk position to oversee these functions as personnel changes occur in the future. Having one person responsible for the financial operations is a best practice for municipal governments.
- The City should have one information technology system for all financial activities. The current utilities operation under a separate system does not create smooth financial reporting. In addition, the combination of the Utilities accounting operations into the Department of Finance should be considered for the future with the transfer of the two employees into the Department but with their payroll and operating costs still charged to the utilities funds.
- The payroll system of the City should be automated so that the employee hours and other pertinent information is entered directly by the Departments in the City rather than the paper submittal system with the Deputy Clerk entering the data as is currently done.
- As opportunities arise in the future, the financial responsibilities of the Fire Secretary and the Public Works secretary should be consolidated into the Finance/City Clerk Department. While the coordination of the activities appears to be working well at this time, the long term goal should be the combination of all finance and accounting duties in the department.

Public Works and Utilities

Scope for the Public Works Review

In this section of the analysis we will look at the Public Works Department by identifying what is done well and opportunities for improvement. That includes looking at job content, performance expectations, coordination and overlap points, supervisory-subordinate relationships, etc. for each administrative position; analyzing, comparing, defining and refining job content components of each position.

In addition to meeting the scope of the overall staffing analysis, another impetus to look at the Public Works Department in particular is the pending retirement of Robert Redelings, P.E., the City's Director of Public Works/Utilities Manager, and whether or not opportunities for reconfiguring the department, or the Director's span of control, presents itself. Accordingly, it will look to critically review the position's functions, responsibilities, authorities and scope, supervisory duties and span of control, experience and background, training, education and certification requirements, with an eye toward a possible restructuring of the position as the City looks to hire a successor.

Process

What Portage is facing is a mirror image of an emerging, and worrisome, trend. The retirements of key staff is a national issue for local governments writes Liz Farmer in the December 2013 issue of *Governing* magazine, "Public Employee Silver Tsunami Looms for Governments." Municipalities across the country are struggling to prepare for the loss of experienced employees who bring a wealth of institutional knowledge to their organizations. Communities like Portage want to do their best to train the next generation of leaders. This can be a delicate balance – communities do not want the experienced employees to feel pushed out, but yet they want to be prepared for the day when employees do decide to retire.

The importance of staff succession in the area of Public Works cannot be overestimated. GovHR USA's experience with interim placements and recruitment and selection has shown us that the Public Works management and leadership positions can be among the toughest to recruit for qualified employees.

We have assisted organizations of comparable size to Portage – the Illinois municipalities of West Dundee, Burr Ridge, River Forest and others – with recruitments for key managers in their Public Works operations and it is challenging to find candidates with the desired combination of technical and

managerial skills. The private sector can offer higher paying engineering opportunities further reducing the pool of available candidates.

Added to that mix of issues are management's basic responsibilities to look at the efficient and effective delivery of municipal services. Municipal leaders are also wise to reflect on their departments when opportunities like this present themselves.

The consultant met with the following Public Works officials on April 7 and May 1, 2015:

1. Robert Redelings, P.E., Director of Public Works/Utilities Manager
2. Kim Standke, Superintendent of Streets
3. David Hornischer, Superintendent of Wastewater
4. Kevin Bortz, Superintendent of Water

Meetings with the City's staff were detailed and constructed to better understand how Public Works services are delivered, and also how the divisions interact with one another. The following questions formed the basis of our discussion:

1. How long have you been in your current job? Describe your work unit – functions, size, budget, number of employees, structure.
2. What do you see as the core services of your department?
3. Describe your department's workload. In the main, are projects and deadlines being met in a timely fashion? If not, why not?
4. What are your department's top three - five strengths? What does the department do exceedingly well?
5. What areas for improvement for the department would you recommend? Are these needed improvements mainly due to a lack of money, personnel, other resources (describe), Council support, City Manager's support, or what?
6. If you were to look down the road in one-three years, what factors might adversely influence or threaten Portage's Public Works department?
7. In your estimation, when you look at other cities' Public Works departments, and among your professional peers, which ones stand out as exceptional? Why?
8. Have your job duties changed over time? If so, how? How has your department changed over time?

9. Have your supervisory responsibilities changed over time? Has there been any restructuring of your work unit since you have been employed? How many people do you directly, and indirectly, supervise?
10. How much time per week do you spend on supervisory duties (i.e. resolving conflict, making operational decisions, addressing personnel issues, etc.)?
11. Does the department's current structure provide for an appropriate level of supervision of employees and operations? If not, what needs improvement?
12. Does the department's current structure provide employees opportunities for advancement or succession? If not, what changes would you recommend? On the other hand, is succession an important issue as far as you're concerned?
13. How does your department interface and coordinate with other city departments? Is there anything that you would change in the city's organization or how things work interdepartmentally?
14. Are there any opportunities for consolidation of services, contracting out or privatization that you feel would be value for Portage to pursue?
15. How often do you hear from citizens, what do they call about, are you able to meet their needs?
16. If we were to ask the elected officials for their impressions of DPW, what would they tell us?
17. In reflecting on the City's DPW, what else would you like us to know?

In addition to the oral interviews, in some instances the consultants were supplied written answers to these questions by a few staff members.

We also reviewed the municipal organizations in Wisconsin comparable to the City of Portage as noted in Appendix B, with a particular eye on how five of those communities' Public Works Departments were structured. This served as an additional resource in assessing and comparing organizational structure, as well as understanding the Director's position, duties and span of control.

Findings

It is apparent from our conversations that the Public Works staff has a unified, focused and clear view of their Department's mission. The most common essential services that residents receive from Public Works, as identified by City staff, were: streets, infrastructure maintenance, operations, potable water, wastewater conveyance and treatment, project engineering and construction oversight, mapping, and levee oversight. There was no misunderstanding or deviation among the staff as to the department's core

responsibilities. And while the Department's mission seems to be clear internally, the lack of a City strategic plan, and the desire for one, was also noted.

The Public Works staff viewed themselves as one of department's top asset. Supervisors asserted that, as a whole, their team was talented, experienced, knowledgeable, cooperative, helpful and trustworthy. Working among themselves they note reasonably good interdivisional communications and coordination. Resources – personnel and equipment – are shared when needed.

The Public Works staff perceived themselves as dedicated to providing excellent customer service to the public. For instance, this is captured by a Public Works employee in response to the question about what he liked best working for the City: "I am making a difference in the quality of life for citizens of Portage."

Public Works employees emphasize that customer service excels, and the most important responsibility includes ensuring reliable public infrastructure systems. In a similar vein, they said, it is also important to educate and communicate those needs to the elected officials in order for them to make educated decisions about funding capital projects. They emphasize that customer service excels in such areas as plan site review, development projects, mapping and construction oversight.

Public Works staff gives themselves good grades as it concerns supervisory performance. Tighter management and oversight of the three divisions is due, in part, to a newer management team, as all superintendents have been in their roles ranging from two – six years. The management team brings years of prior City of Portage experience to their supervisory roles, for all were internal promotions.

Line staff is in general agreement with this assessment. Many commented about how "I like the people I work with..." and "the city has always taken my advice on priorities." Yet, others recommend improving means of internal communications, want more training or are frustrated by the occasional lack of clear or consistent direction.

As with any organization, experienced managers from within the ranks bring a depth of knowledge, credibility and appreciation for what "needs to get done." That credibility, however, can cut both ways, for it also introduces a challenge to the once rank-and-file employee to authoritatively establish himself as the supervisor among his peers. This has been further exacerbated by the "working supervisor" roles

each of the superintendents is required, by workload demands, to adopt. The superintendents, for example, are in rotation for weekend coverage or on-call 24-hours/day.

Diligent management of a lean workforce, however, cannot overcome what was universally identified as staff being short-handed. Since 1998 there has been a reduction of staff in the department – at least four full-time positions have been reduced. While the City eliminated in-house refuse collection in 2008 and the two positions that were affected moved to the Streets Division, the overall vacancies since 1998 have still not been re-filled. Data noted in Appendix B illustrates that Portage’s staffing levels are below the average of its peer communities.

City staff supplied to the consultant evidence of their concern. A review by the Streets Superintendent of the hours needed to perform his division’s core duties asserts that the amount of duties and tasks required on an annual basis exceeds the manpower currently available by 2,650 hours. That argues for at least one additional staff person. In a similar approach, the Wastewater Superintendent says that it has been reported to him that the Wisconsin Department of Natural Resources guidelines suggest more staff in that division.

In addition, an uptick in overtime and compensatory time has been noted. For instance, in the Streets division, the amount of compensatory time has increased from three hours in 2012 to over 258 in 2014.

Rank-and-file Public Works employees also made note of the amount of staff resources. Comments along these lines ranged from “When I first started, we had 12 employees in our department, now we only have seven,” the amount of duties is “overwhelming” and “[there’s a need for] more staff to make repairs and maintain...” To be sure, we universally heard that operations run lean, and works loads in the areas of streets and utilities leads some to conclude that “we need more time in the day...” and need “more staff.” Yet, the management team itself did not note that necessarily translates to continuous or excessively long days (greater than 8 – 8 ½ hours) for themselves.

The Department’s staff viewed themselves as working cooperatively with other City departments and willing to bring in others when appropriate. That’s evidenced by, for example, intradepartmental work on water main breaks.

Some discussion, but not an extraordinary amount, was focused on wages. Some employees assert the wage structure between City and County jobs is out of balance, with the advantage favoring County employees. Significantly more discussion was had in the area of performance evaluations. Concerns along these lines said performance evaluations needed to be done in a consistent fashion. Similarly, wage adjustments, when linked to performance reviews, were not timely.

There was an expressed desire for more professional development and training, as well as a need to develop less-tenured staff to understand the entire scope of Public Works projects. This was best illustrated when Public Works staff discussed equipment and technology. For Superintendents, additional supervisory training on managing personnel was also desired.

We examined five of the eight Wisconsin municipalities surveyed for this report and noted in Appendix B. The primary purpose of our inquiry was to review the amount and extent of divisional services under the control of their Public Works Directors. We looked at the organizational design of Baraboo, Fort Atkinson, Monroe, Reedsburg and Waupun, the five municipalities who are closest in population size to Portage.

In the City of Baraboo, Public Works is managed by a Director of Public Works/City Engineer. Two superintendents report to the Director – Streets and Utilities. In Fort Atkinson, the City Engineer is also the Director of Public Works with divisional responsibilities in the areas of water, wastewater, streets and building inspections, with superintendents in those areas reporting to him. In the City of Monroe the Director of Public Works has the following areas under his scope: airport, engineering, forestry and parks, streets, storm water, wastewater and water. In Waupun and Reedsburg the utilities are under the management and direction of a commission, leaving the Directors to handle the traditional areas of streets and engineering. It should be noted that in Fort Atkinson and Monroe there are assistant directors, or engineering supervisors that act in an assistant director's function, providing additional depth in the management ranks.

Recommendations

Taking into account our observations, findings, and experience in assessing organizational needs of hundreds of local governments, we present a list of recommendations and opportunities as Portage considers addressing the challenges and implementing improvements within the department, as well as

its next steps in filling the Director of Public Works/Utilities Manager position. This is done within the context of managing service delivery in the public sector that balances the three classic concerns of public administration discussed in the opening of this study – effectiveness, efficiency and economy. With that as a backdrop, our recommendations are as follows:

Organizational Options Considered. We assessed several options with respect to the possible organization of the public works, engineering, and utilities functions. Our executive recruitment and consulting practices have exposed us to a wide variety of organizations that handle these services in any number of ways. We also, of course, surveyed several organizations of similar size in the state of Wisconsin. Here are options we deliberated:

- *Establish a Separate Position of City Engineer (or Engineering Department)*

Many communities have a separate Engineering Department with a City Engineer reporting directly to the City Administrator. This provides for direct access to the Administrator and is particularly useful when organizations are undergoing significant development and/or large capital programs.

Under this model, the City Engineer becomes a point of contact for development and redevelopment matters, and works collaboratively with Community Development on development proposals as well as with Public Works operations on capital improvement design and construction. This would, in Portage, reduce the workload, responsibilities and span of control of the Public Works Director, allowing him to focus primarily on operations.

Naturally, this option assumes the creation of a City Engineer position in addition to the Engineering Technician position already on staff, but the disadvantage to this option is that it is not likely to facilitate or improve coordination intra or interdepartmentally, which does not seem to be stressed at this time. In fact, the additional risk to this idea is that it adds bureaucracy and numbers to the management team. While the management team is admittedly lean, this scenario supplements an area where more personnel are simply not needed. Instead, additional manpower would be most effective in areas where other critical needs are calling for attention. Instead of adding another level of management, the use of the Engineering Technician in more development matters, in combination with the other recommendations outlined below, is a more appropriate course of action.

- *Establish a Separate Utilities Department*

The creation of a separate Utilities Department is also not unusual. In Portage’s case, it could combine water and wastewater under one department. This would provide for direct and regular contact between a Utilities Director and the City Administrator. A separate department also reduces the span of control for the Public Works Director. If reducing the span of control was a primary goal, then it makes sense to consider carving out the Utilities Department.

In the case of the City of Portage, however, evidence does not support creating and separating out a Utilities Department, for this idea would effectively increase bureaucracy where none is needed. In fact, the City appears to operate very effectively with a standing Committee of the Council providing oversight to its utilities, an approach that easily argues against the creation of a citizen-driven utility commission. Currently, the Director is the staff liaison to the Municipal Services & Utilities Committee, and that position provides for a cross-check on continuity to infrastructure needs. In addition, the Superintendents of water and wastewater are efficiently and effectively running their operations, and there is no compelling reason to upset the current organizational structure.

- *Combine the Engineering function with the Business Development and Planning Function*

In general, incorporating the engineering function with a community development function can be a very effective option, particularly in communities where there is a significant amount of economic development. Having the engineering function as a division of Community Development helps insure collaboration and streamlining with respect to economic development, redevelopment, review and regulatory processes. It facilitates a one stop approach for developers and homeowners. The disadvantage is the need to continue to coordinate with Public Works on capital items and other permit processes in the public right of way. It also appears to be an option not yet ripe for the City of Portage in that its economic development efforts appear to be just getting off the ground. As well, this option would present the need to create an additional engineering position, where moreover the full depth of the Engineering Technician position may be a better avenue to explore.

- *Parks Maintenance and Street Operations*

Other organizational possibilities we considered included moving parks maintenance and mowing to the street maintenance operations in order to facilitate an efficient use of equipment

and personnel. We decided against a formal reassignment of duties in lieu of encouraging coordination of mowing and maintenance schedules and duties.

Assessing the Director of Public Works/Utilities Manager position.

As the City contemplates how to fill the Director's position upon Mr. Redeling's retirement, it has several options to consider. In today's hiring environment where public works positions are becoming increasingly more difficult to fill, municipalities have demonstrated flexibility and creativity in the recruitment and hiring process. Although we are not convinced this will be Portage's challenge, it is helpful to consider some alternatives.

In our experience, a number of municipalities are reviewing whether the Public Works Director's position requires an engineering degree and a professional engineer (P.E.) certification. Some are foregoing the requirement and acknowledging that departmental oversight first-most requires managerial, administrative and budgeting skills. In those instances, other in-house or contracted-out staff provide the professional engineering coverage, or there is a City Engineer that takes on those duties. For instance, the Illinois communities of West Dundee and DeKalb, as well as Oshkosh, Wisconsin, have recently hired, or are currently seeking to hire a Public Works Director and are not mandating a P.E. In fact, in DeKalb, Illinois, the City Manager has said she is equally comfortable hiring a Director whose background is from the city management ranks as much as she is hiring an engineer. In the view of some, management skills and aptitude are the required abilities to manage a multi-disciplinary department like public works, skills not unlike those needed to manage a city.

Other communities, albeit municipalities smaller in population than Portage, contract out all their engineering. In those instances, the Public Works Directors' backgrounds may lie in the area of utility operation and management, with other duties such as streets, fleet maintenance and other attendant duties handled by superintendents.

All things considered when assessing the options discussed above, we recommend filling the Director's position as it is currently constituted, but with some changes to the position's essential duties and responsibilities. We further recommend keeping the same span of control and reporting relationships, including not only who reports to the Director, but that the Director continue to report to the City Administrator. The divisions now reporting to the Director should remain under the eye of the Director. The current structure provides a platform for teamwork and effective operations. Our reasoning is as follows:

- Continuity to the City's strategic focus. The Director's position, as assessed by direct-reports, as well as the current incumbent, requires a view of the entire blackboard of Public Works services to

assure continuity of attention, and effective integration with all infrastructure-related demands. The City's utilities – water and waste water – are an integral part of the City's strategic, financial and customer-service emphasis on infrastructure, and should stay under the general direction of the Director.

- Current span of control is reasonable – three superintendents and an Engineer Technician report to the Director, and the number of divisions is manageable. A look at the City's and Department's organizational makeup illustrate tight, manageable and few lines of authority. Comparatively speaking, the total number of departmental employees is below the other jurisdictions, and the number of direct reports is also on the low side when viewed next to the other municipalities. For example, the City puts the Director in charge of both utilities, and his efforts are complemented by competent Superintendents. As our scan of other communities demonstrates, not all communities have combined utility functions, and some have separate divisions for water and waste water.
- The soon-to-retire Director has fielded an increased amount of zoning responsibilities since his joining the City eight years ago. About 20% of his workload is dedicated to these tasks. This has diverted his attention from other areas, such as the water and wastewater utilities, and big-picture strategic coordination when it concerns infrastructure and development demands. The position should not perform building and zoning functions, because the position's time would be better spent focused on departmental oversight, strategic infrastructure planning, and engineering. These functions are in transition to the Director of Business Development and Planning.

Fortunately and as already stated, the Director has a strong team in his three superintendents, and it is not to say that reducing time spent on zoning and inspection matters compels that increased amount of time to be spent on the oversight of operations and utilities. To the contrary, those areas are under the steady hand of the Superintendents.

But a new Director is inevitably going to be faced during his/her tenure the task of staff succession planning, which also affords the chance to review operational needs anew. Two of the superintendents each have close to 30 years of service to the City, and while none expressed any plans to retire, planning for it (as discussed in another section of our report), is foreseeable and

should be done strategically, and in conjunction with a complete inventory of the rest of the Public Works team.

The Director is spending about 40% of his time on Engineering-related duties, despite a certain amount of engineering tasks already contracted out, and he should keep those duties. As such, the city is advised to seek an engineer in its next director. Certain types of engineering will continue to be contracted-out, but the city protects its interests by having a trained engineer to oversee consulting engineers and provide contract administration. A city of Portage's size should be able to recruit an engineer for its next director, especially if it keeps its education and experience requirements realistic. Presently, the Director's position description calls for three to five years of experience, and that is reasonable.

Indeed, the Director's position is the appropriate repository for the City's engineering duties. Coordinating those duties with the overall needs of development concerns, and by keeping the Director's position appropriately focused in the areas of operations and utilities oversight, as well as on long-term infrastructure planning and execution, should present an appropriate set of expectations that will position well the next Director.

- Accordingly, we recommend that zoning and site plan reviews be assigned (more so) to the City's Director of Business Development and Planning. In addition, oversight to inspections should also move to Business Development and Planning, as many communities have community development-related departments that easily handle this complementary responsibility.
- Currently, the City contracts-out building inspections through General Engineering. A closer examination of that contract may reveal that it would be more cost-effective to bring that function in-house.

Review the development process. In conjunction with moving more zoning and building inspection duties to Business Development and Planning, and as a matter of promoting best practices especially in light of the City's expressed desire to encourage more economic development, City staff should "map" the City's current development review process to understand the flow of project and site plan review, and to determine if bottlenecks are occurring. This will result in a streamlined process that promotes economic development. The "mapping" should involve all staff who are involved in development review coming together for a half day to look at the process from start to finish. This should be facilitated by the

Administrator's office, and include the City's Director of Business Development and Planning, Mr. Redelings before he retires, and the Engineering Technician.

Cities wrestle with how to assure that their staffs react nimbly and provide the appropriate level of civil engineering oversight to the development review process. It is not uncommon to have tension in this process; however, it is the developers and ultimately the City that pay the price for it. Based on the results of the mapping process, and in light of the designs the City has in filling its business park and addressing its four open TIF Districts, Portage may want to consider an integrated process that positions the Director of Business Development and Planning with the appropriate tools he has to take a more assertive role in the development process especially if zoning and building inspections are moved into his areas.

These recommendations should be done in tandem with eliminating from the Director's position description items related to inspections and zoning, which are found in the purpose of the position, as well as in the section on essential duties and responsibilities.

Training and education. As seen in other departments, there was an expressed desire for more professional development and training, as well as a need to develop less-tenured staff to understand the entire scope of Public Works projects. This was best illustrated when Public Works staff discussed equipment and technology. In addition, we advise additional supervisory training, to equip all the Superintendents with the skills to traverse the challenges of managing a workforce that was once their peers.

Superintendent Position Descriptions. Our review of the position descriptions reveals reasonably up-to-date representations of the jobs' essential functions, responsibilities, training and experience requirements, and they mostly reflect the jobs as currently charged. They should, however, be clear as to the positions' responsibilities for conducting performance evaluations. It is also not evident whether all Superintendents share the same level of budget-development responsibilities, and this should be clarified. Some archaic language needs to be removed, as in references to utility "servicemen."

Nurture the spirit of cooperation. There appears to be strong interdepartmental and intradepartmental connections, and there is a sharing of resources between divisions. For instance, there is almost a biweekly need for the Streets crew to help with water main breaks. We also understand that personnel from the Parks and Recreation Department can be called into assist Public Works. We encourage the ongoing fostering of this organizational culture, one that empowers staff to cross interdepartmental boundaries and intradepartmental divisions freely, especially when larger City-wide goals trump hierarchical control, provided that this type of approach is accompanied by information sharing, cross-

communication and a respect for project deadlines. One method that will assure this on-going success is regular, perhaps quarterly, all-staff departmental meetings.

Compensation and Performance Evaluations. Review personnel records to verify anecdotal observations and assertions that the compensation program has adversely affected Public Works employees in comparison to their County counterparts. In addition, a review of the performance evaluation system to assure timeliness and consistency in application will only enhance the credibility of the program in the eyes of employees.

Additional Personnel. We recommend additional personnel. In the area of Streets, we suggest one crew person in 2016, coupled with a closer examination for more manpower in the other two divisions. For water, we suggest looking at adding one operator in 2017 or 2018. For wastewater, we advise a two-fold examination. First, we suggest researching the claim that the Wisconsin Department of Natural Resources recommends more personnel given the size of the facility, yet this needs to be tempered with the fact the number of lift stations have been reduced. Secondly, the need for an additional service person to be brought on board a year or two prior to the time of a retirement by one of the current crew, two of whom have substantial tenure, should be closely reviewed.

The most critical need at this time, however, is the Streets division. Evidence from time/activity logs we examined in this area, the loss of previous staff, the assessment of both management and line staff alike, the need to provide some relief for the on-call working superintendents (with the added benefit of not enhancing the management ranks), and our comparative analysis of other communities, point to this need.

We do not see a need to add management positions in the department.

In a city the size of Portage with aging infrastructure, and despite technological and equipment advances over the years, workforces change, and short of a time-study or workflow and process analysis showing evidence to the contrary, there is a compelling reason at this time to closely examine adding personnel. To be sure, if the City undertakes the recommendations for new facilities as called for in the Dimension IV feasibility studies of a Public Works/Parks & Recreation Building and Water Department Building, new buildings may facilitate efficiencies. Yet, since the implementation may be as far off as five years, we propose looking at the idea additional personnel before these facilities are built.

Police Department

The Portage Police Department staff consists of twenty (26) full-time employees, Twenty-two (22) people are sworn police officers while four (4) are “civilian” or non-sworn staff. Two (2) of the civilian employees are Secretaries, while the other two (2) civilians are Community Services Officers. The authorized sworn staff includes one (1) Chief of Police, three (3) Lieutenants, five (5) Sergeants, two (2) Detectives, and eleven (11) Police Officers. There also are six (6) part-time and substitute school crossing guards. Sergeants, Detectives and Police Officers are represented by the Wisconsin Professional Police Association Law Enforcement Employee Relations Division.

A GovHR USA consultant visited the Portage Police Department on May 28, 2015 for the purpose of gathering information to better understand the needs of the Police Department and the community. Ten (10) members of the Police Department, the Chairman of the Police and Fire Commission and the City Administrator, Mr. Shawn Murphy, were interviewed about the City and the Police Department. The police staff included the Chief of Police, three (3) Lieutenants, a Sergeant, two (2) Police Officers, two (2) Community Services Officers and a Police Secretary. All of the individuals who were interviewed presented a pleasant, professional image.

Prior to the on-site visit, GovHR USA conducted a full-time Employee Staffing Analysis, determining staffing data for eight comparable Wisconsin communities. Those communities are: Antigo, Baraboo, Fort Atkinson, Jefferson, Merrill, Monroe, Reedsburg and Waupun. Comparing the average population to Police Department employee ratio for the eight (8) communities (23.94 employees) resulted in a variation in Portage which has 26 employees. Portage employed twenty-two (22) Sworn Officers, 1.25 Officers more than the average of 20.75 for the comparable communities. Portage employs four (4) non-sworn employees compared to an average of 3.19 civilian employees for the other communities.

In terms of employee staffing in Portage, the Police Department allocation of staff appears to be consistent, in terms of total allocation of employees with the comparable communities. How those employees are distributed may need some fine tuning.

The following table records the number of incidents handled by the Police Department in 2014. The data was supplied by the Portage Police Department. It illustrates how the 12,544 reported incidents were distributed by day of the week and hour of the day. Days begin at 24:00 hours (midnight) and the hour 24:00 lasts from midnight until 1:00 A.M. (1:00). The chart continues in the same fashion for each hour,

City of Portage – Organizational Staffing Analysis

with 23:00 hours including all time from 11:00 P.M. until midnight. The total incidents represent an **average** of about 34.4 per day or 1.43 per hour. Traffic stops that result in a citation are included in Table.

TABLE 1 PORTAGE WISCONSIN INCIDENTS BY TIME OF DAY AND DAY OF WEEK- 2014

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
24:00	64	42	54	46	53	48	73	380
1:00	50	31	26	32	40	45	42	266
2:00	46	21	18	38	28	34	46	231
3:00	33	16	18	19	21	19	33	159
4:00	26	19	12	21	21	17	25	141
5:00	37	48	43	34	40	37	31	270
6:00	22	21	23	26	24	28	25	169
7:00	33	63	40	58	56	58	37	345
8:00	42	63	72	79	74	95	33	463
9:00	56	72	67	73	79	73	64	454
10:00	57	91	104	105	99	104	77	637
11:00	71	91	115	97	132	102	69	677
12:00	69	122	192	177	158	131	66	915
13:00	67	114	106	105	94	96	75	637
14:00	75	129	129	117	109	114	79	752
15:00	95	196	196	189	200	168	84	1128
16:00	98	135	162	170	141	123	86	913
17:00	84	107	92	117	108	109	77	694
18:00	76	82	86	89	85	76	94	588
19:00	65	83	94	69	84	106	66	567
20:00	60	76	76	78	96	84	80	550
21:00	88	64	72	79	73	92	74	542
22:00	57	56	58	79	83	72	70	475
23:00	63	65	74	87	73	94	85	541
Total	1437	1807	1929	1984	1971	1925	1491	12,544

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Of course there is no “average” day in police work but we can draw some staffing guidance from the above data.

GovHR USA also examined crime data as published in *Crime in the United States* the Uniform Crime Reports submitted to and tabulated by the Federal Bureau. Part I (Index) crimes reflect specific violent and property crimes reported to the police. In 2012 index crimes ranged from 70.3 crimes per 1,000 residents to 14.0 crimes per 1,000 residents in the comparable communities. The average for the eight (8) communities was 32.6 crimes per 1,000 residents. The index crime rate for Portage was only 9.7 crimes per 1,000 residents. In 2013 index crimes ranged 57.7 per 1,000 residents to 12.6 crimes per 1,000 residents. The average for the eight (8) communities was 27.4 per 1,000 residents. The 2013 Index crime rate for Portage was only 9.0 crimes per 1,000 residents. At the time of this writing, audited data for 2014 are not available.

TABLE II: PART I (INDEX) CRIMES - PORTAGE AND COMPARABLE WI CITIES 2012 & 2013

City/Village	Year	Population	Violent	Property	Total Crimes	Crimes per 1000 Residents
Antigo	2012	8,177	24	551	575	70.3
	2013	7,988	10	419	429	53.7
Baraboo	2012	12,135	25	446	471	38.8
	2013	12,047	25	410	435	36.1
Fort Atkinson	2012	12,439	16	267	283	22.8
	2013	12,493	12	174	186	14.9
Jefferson	2012	8,017	15	256	271	33.8
	2013	7,979	22	241	263	33.0
Merrill	2012	9,639	32	272	304	31.5
	2013	9,427	29	217	246	26.1
Monroe	2012	10,869	12	309	321	29.5
	2013	10,785	17	245	262	24.3
Reedsburg	2012	9,270	14	116	130	14.0
	2013	9,497	18	159	177	18.6
Waupun	2012	11,379	9	163	172	15.1
	2013	11,279	10	132	142	12.6
Portage	2012	10,362	21	79	100	9.7
	2013	11,404	46	57	103	9.0

Several themes emerged during the May 28 on-site visit to Portage.

INFORMATION TECHNOLOGY:

In the past the department's Dispatchers entered incident related data into the Police Department's Records Management System. Once the dispatch function was transferred to the Columbia County Sheriff's Department, officers in the field took over this task, using the agency's in-car mobile digital computers. Since the county Computer Aided Dispatch (CAD) system is not compatible with the Portage Police Department's Records Management system (RMS) police officers in the field must make data entries into both systems. When things get busy this electronic "paperwork" can get backed-up rather quickly.

Since the May 28 on-site visit to Portage, Detective Lieutenant Mark Hahn has retired from the Portage Police Department. Lieutenant Hahn was the City of Portage's in-house IT support. The City also employs the services of Strand Associates in Madison for IT support. Members of the department seemed to think that Strand Associates was not responsive in a timely way, perhaps due to the distance between Portage and Madison. The Portage Police Department alone has twenty-five 25 computers and about a dozen cellular telephones, plus video technology and assorted other IT items. With the Lieutenant's departure, the City and the Police Department must determine how to deal with the tasks that he used to address. The Information Technology Review Chapter of this report has some suggestions regarding this concern.

STAFFING SHORTCOMINGS:

With a total authorized staff of 26 Sworn Officers and civilian employees (excluding School Crossing Guards) the department has nine (9) supervisory and command officers. This represents approximately 35% of the entire staff. Further, the Chief of Police and all three (3) Lieutenants are assigned to be on duty during the day shift. At the time of the May 28 on-site visit, one of the Lieutenants and one of the Sergeants were on restricted duty status due to medical issues. That Lieutenant was determined to be able to supervise the day shift officers from her office rather than responding to incidents in a patrol car. There are two (2) "swing" Sergeants assigned to the Patrol function and three (3) Sergeants who are assigned to the three (3) shifts. A Sergeant and three (3) Officers staff the day shift while a Sergeant and four (4) officers are assigned the afternoon/evening and the late (overnight) shifts. The two (2) "swing" sergeants can be deployed to any of the shifts on an as needed basis. In emergency and/or unusual circumstances additional resources can be sought from the Columbia County Sheriff's department and the Wisconsin State Patrol. Activity levels can become a bit hectic during portions of the day and

City of Portage – Organizational Staffing Analysis

afternoon/evening shifts and the Lieutenants and the Detectives are expected to make themselves available to support the efforts of the Patrol Officers.

Due to injuries to two command/supervisory officers, there recently has been several incidents of “order-in” for supervisors. This also has occurred for uniformed police officers due to several recruits being in training and not counted for staffing purposes. “Order-in” is the practice of requiring an employee to work a full or partial shift on an overtime basis because no one has volunteered for the overtime work. A decision has been made that a supervisor can supervise a shift from the office if necessary partially mitigating the situation among command/supervisory officers. When recruit training is complete, that should help resolve the rest of the “order-in” issue.

The perception is that the afternoon/evening shift is very busy. While, based on Table I data, the busiest time of the day is the hour from 3 P.M. to 4 P.M., activity levels are generally higher from the time of 10 A.M. to 6 P.M. (10:00 hours-18:00 hours). The period from 6 P.M. to 10 P.M. (18:00 hours- 22:00 hours) is also busier than the remaining hours of the day. The exceptions are Saturdays and Sundays which experienced about 70% of the activity of the busiest day, Wednesday. One way to possibly address this workload disparity would be to assign one Lieutenant to work a 1000 hours-1800 hours shift Monday through Friday. Another could work Monday through Friday from 1400 hours to 2200 hours Monday through Friday. This would mitigate some work load and “order-in” issues and be sensible use of the Lieutenant’s time. They could continue to keep their various portfolios of Patrol, Administration and Detectives and rotate their shift assignments on a regular basis.

CONCLUSIONS:

The City of Portage has a very modest serious crime rate and police activity levels are quite manageable.

The City and the Police Department must quickly address the departure of Lieutenant Hahn.

The Portage Police Department has an appropriate number of employees to meet the needs of the community. While Chief Manthey would like to deploy an officer to the county drug task force and have a full-time School Resource Officer, additional fiscal resources would be required to accomplish those deployments.

Staffing this organization with nine supervisory/command officers strikes GovHR USA as a bit excessive; however, by better deployment of the Lieutenants the department could address their busiest time frames 10 A.M. to 10 P.M. Monday through Friday.

Portage Fire Department

The City of Portage Fire Department is a combination fire organization that utilizes a small core of five full-time career personnel in conjunction with an active paid-on-call (POC) force of twenty-four firefighters. This group is led by a Fire Chief who has 25 years of experience as a POC and 10 years as the full-time Chief. The department has a Firefighter’s Association that is active in community events and is able to fund raise for the benefit of the Fire Department. The five full-time personnel are represented by International Association of Firefighters Local 2775. Services that are provided by the Fire Department are fire and rescue response, hazardous materials response, fire inspections, fire investigations, plan review, vehicle and small tool repair, training and public education.

Through an Inter-Municipal Agreement between the City of Portage and the surrounding Towns, the Fire Department provides fire and rescue response to the Town of Fort Winnebago, the Town of Pacific, most of the Town of Caledonia and a large portion of the Town of Lewiston. This agreement provides emergency coverage for 171 square miles with a current population of 16,382 residents.

Under this agreement a formula is provided to quantify the capital costs for equipment for each jurisdiction as well as a procedure for determining the cost for fuel and manpower for each emergency response outside the City of Portage. Also under this agreement the City of Portage Fire Department will provide fire prevention services, public education and code enforcement to the four Towns served by this contact.

In the year 2014 the fire department responded to a total of 351 calls throughout the coverage area. Of that total 43 times the department responded to fires and 101 times for vehicle accidents. Where the calls for service originated is as follows:

Portage	197	Caledonia	61
Fort Winnebago	28	Lewiston	18
Pacific	37		

The total number of fire responses is modest for the area and population covered. This is attributed to the rural nature of the area and by the fact that emergency medical response and transport is capably handled by the local hospital system.

City of Portage – Organizational Staffing Analysis

The staffing for the Portage Fire Department is minimal. There is one full-time engineer on duty every day. One engineer is assigned to every shift. There is a second engineer assigned to “A” shift who will float to the other two shifts to fill vacation and training absences from shift. The Fire Chief and the Fire inspector work a 40 hour week. When they are available they will fill in to help staff the emergency vehicle responses. The Inspector will also be called upon to fill in for the engineer if there is an open slot due to illness or injury.

The staffing of the first fire engine to respond for a fire incident calls for 5 personnel per the Portage Fire department policy. This means that even during the weekday hours when the Chief or Inspector may be available, a callback of off duty and POC personnel is required. This all call page is received over cellular phones and the firefighters who respond can acknowledge utilizing the “I Am Responding” app to confirm that they are in route to the fire station. Until there are 5 personnel on the engine, they normally will wait to respond. This situation is even more difficult after 5:00 pm and on weekends when the on duty engineer is the only firefighter on the clock and in quarters. Once the off-duty responders reach the firehouse, they must collect and don their fire gear and then be safely seated on the apparatus before the driver can leave the station. Subsequent responding vehicles must repeat the same process with the additional requirement of a qualified engineer to operate the vehicle.

This is a situation that is duplicated by volunteer and combination fire departments throughout this country. The fact that there is only one station and 171 square miles of coverage area can magnify the problem.

How do we evaluate the effectiveness and efficiency of a fire organization? We will look at training and the professionalism of the personnel. We will look at the leadership and morale of the firefighters. We look at the reliability and functionality of the equipment, apparatus and facilities. We can also look at the additional resources that can be assembled regionally. But an inevitable measurement of emergency response is how quickly we can arrive. This is the obvious weakness in providing this mode of service.

I requested some data from the fire department on turn out time (the time it takes from tone out of the alarm until the vehicle responds) and overall response time averages. I was not surprised that this data is not being tracked. I think it is the data that is not scrutinized because this is a paid on call department and response times can be substantial. It doesn't change the fact that the caller with the emergency is

expecting prompt service. There are many investigative and service types of incidents when time is not that critical, As you can imagine, there are also many types of incidents that are absolutely time sensitive.

When fire breaks out, time is everyone's enemy. Occupants have scant minutes to escape. If fire response is too distant or lengthy, they may not arrive in time for firefighter to contain the fire growth. During interviews with the full time firefighters several of them confirmed that response times of 20, 25, or even 30 minutes are not unheard of although rare with only 4 over 30 minutes (1.1%), 6 over 25 minutes (1.7%) and 13 over 20 minutes (3.7%). If these responders have too few firefighters, their tasks will take much longer and the firefighters will be exposed to undue risks.

The National Institute of Standards & Technology (NIST) simulated fire ground operations in a house fire and published their results in Technical Report 1661, Report on Residential Fire ground Experiments. The report looked at what were the critical tasks that needed to be accomplished in order to provide an effective firefighting force at a residential house fire in a typical 2 story, 2000 square foot home.

It is important to note that certain tasks such as ventilation must be timed with an advancing attack hose line in a coordinated fashion to be effective and safe for firefighting crews. Water supply is another example. It must be established quickly after the attack crew enters the structure or the crew's water can run out in a few short minutes.

The specific tasks listed are:

- Fire attack line
- Forcible entry
- Search and rescue
- Horizontal ventilation
- Back up line
- Initial rapid intervention team
- Pump operator
- Water supply
- Fire ground command

National Fire Protection Association (NFPA) Standard 1710, the nationally recognized standard for fire department response, calls for 16 firefighters on the scene to successfully complete these critical tasks

needed to successfully handle a fire in a 2000 square foot home. The manpower demands will increase when handling incidents in multi-family, commercial and industrial occupancies.

The manpower requirements listed in the Portage Fire Department operational guidelines list 17 personnel as the minimum at any structure fire. When interviewing the full time personnel at the fire station, they provided data that indicated that there were manpower shortages in as many as 50% of all structure fire responses dating back to 2002.

The fire prevention program should also be examined. The current inspector does an amazing job at meeting the State requirement of conducting two inspections annually in all occupancies needing inspection in the areas served by the Portage Fire Department. He does this while handling a myriad of other duties. The obvious flaw in the program is that he does not have the time to conduct re-inspections, which erodes the enforcement impact of the process. This is a program that should be reconfigured.

There are no easy answers to the problem of inadequate staffing for emergency response. The most obvious steps include identifying options for providing additional manpower to reduce response times and provide sufficient staff to accomplish those critical tasks on the fire scene. Below are some options that may be of benefit to consider.

1. The most obvious option is to add additional full time personnel. Currently there are four engineers, with one assigned to each shift and one filling a float position. A simple way to increase staff would be to add two more engineers to allow two per shift. There would be a lot of benefits including potential help with training, inspections, preplans and the possibility to help with other city duties like building inspections and facility maintenance. The cost at current scale would be approximately \$80,000 per position for salary and benefits. This solution could also help ease some of the impact of several retirements in the near future. These costs could be reduced by obtaining a Staffing for Adequate Fire Emergency Response (SAFER) grant which would reduce costs for the first five years.
2. Begin to fill new or replacement positions within the City of Portage with individuals that can also work as paid on call firefighters. Many volunteer and paid on call departments employ personnel who can be dual trained and respond to fire emergencies. This is even more important when there is difficulty getting adequate numbers of personnel to respond during the day time hours.

3. Initiate a paid on premise program. Current POC's would sign up for station shifts of 8 to 12 hours for a nominal rate. If there were times when coverage is most critical, then those could be the times when you offer pay on premise. This program is one that can allow for expenses to be closely managed and can help first responding units reduce turn out times.
4. Institute an internship program in conjunction with a local community or technical college that offers firefighting or fire science programs. This program could allow students who have completed a basic firefighter certification to spend shifts at the fire house and gain valuable experience while pursuing a fire science degree. This could be done for an hourly wage or as a program to earn college credit or reduce tuition costs.
5. Start an explorer scout or fire cadet program. This could be offered in cooperation with an area high school. These types of programs can often provide a valuable feeder program for future paid on call or full time firefighters.
6. Ramp up the number of POC's to meet the threshold of 40 personnel as allowed in the Fire Department charter. The Federal Emergency Management Agency (FEMA) offers SAFER grants for the recruitment and retention of volunteer and paid on call members. Increasing these numbers could help reduce response times and provide greater depth of response on a daily basis.

The retention and recruitment of paid on call staffing needs to be a continual effort. It takes leadership and salesmanship in today's society to assemble a robust organization. There is help available. The National Volunteer Fire Council has several recruitment and retention programs that can be of great assistance in the campaign. A recently opened fire department portal has been created as a component of its new "Make Me a Firefighter" volunteer recruitment campaign.

X. INFORMATION TECHNOLOGY REVIEW

I. Introduction

The purpose of this Chapter is to provide a review of the use of information technology (IT) in the City of Portage, Wisconsin. The review will address these questions concerning the City's IT use:

- What is the City of Portage currently doing with information technology?
- What information technology “best practices” are used by other cities? How does the use of IT in Portage compare to these best practices?
- What measures should the City take to address issues identified in this review?
- How was this review conducted?

An appendix is also attached identifying the data systems and specialized software that the City uses.

II. What is the City of Portage currently doing with information technology?

The City of Portage makes fairly extensive use of information technology and provides a fairly standard mix of information technologies to its departments and ultimately to the citizens.

As is typical for a local government of its size, the City has no full-time IT staff and instead accomplishes its needed IT work through a combination of the contributions of staff with other full-time duties plus help from outside contract firms.

The City provides these IT services:

- *Data Systems* - The City supports a variety of data systems, including the Harris Municipal Software, Inc. (MSI) financial system and the similar Civic Systems product used for utility billing. The Appendix presents a list of the City's data systems.
- *Website and Electronic Government* – The City hosts its website at www.portagewi.gov.
- *Geographic Information System (GIS)* – The City in effect has two GIS systems. The City shares in the Columbia County GIS system provided by the County's Land Information Department and the City also contracts for a second GIS through a local engineering firm, General Engineering Company.

- *PC Hardware and Software* - The City has about 37 desktop PCs and about 24 laptop computers, plus several additional devices at the Library. Also, the Police Department has 9 mobile digital computers (MDCs) in police squads. The Fire Department also uses about 12 tablet computers.
- *Computer Network* - The City supports a computer network connecting the buildings in the City Hall complex. Outlying sites are connected using Internet service providers.
- *Telephone and Voice Mail* - The City uses a traditional phone switch at City Hall for phone service and voice mail. All Police vehicles have mobile phones, and a few staff members also have mobile phones.
- *End User Support* - The City currently provides computer support and management of IT problems through a combination of a Police employee who takes on this work in addition to his regular duties and contracting with an outside provider.

III. What IT “best practices” are used by other cities? How does the use of IT in Portage compare to this?

We can evaluate the progress the City is making in using information technology effectively by considering “best practices” employed in the use of IT in other cities or for that matter in private sector organizations. Listed below are thirteen such best practices, in each case followed by an analysis of how Portage adheres to these practices. For each of these best practices we also make recommendations for actions the City might take.

1. Identify strategic directions and develop a strategic information technology plan.

A best practice in any modern organization is to develop a formal strategic technology plan. Such a plan should include a prioritized list of IT projects to pursue in the coming years along with the multi-year budget impacts of these projects. Having an IT plan for the City is a way to ensure that the IT projects that are ultimately pursued are those that are needed to support the broader goals of the City and are the most worthwhile for the City’s overall benefit. Such a plan also helps IT projects to get proper consideration in the annual budget process and allows decision-makers to prepare for future expenditures.

The City may consider engaging in a process to develop a multi-year strategic technology plan. This process could include establishing a technology steering committee with members such as the City

Administrator, selected departments heads, staff members playing IT support roles, and possibly a City Council member. This committee would develop the IT plan and monitor the implementation of the resulting projects.

2. Organize for effective IT support.

In order to effectively provide IT support, governments need to consider their technology needs and then design an appropriate IT organization with a sufficient combination of skilled staff and contract help to provide this support.

The starting point in organizing for IT is to designate a single individual as the IT manager for the government. This manager then organizes a team to provide IT support. This team can be a mix of City staff and outside contract staff. Smaller governments that cannot justify full-time IT staff members should designate an individual to act as the IT coordinator on a part-time basis. Local governments are wise to also collaborate with neighboring cities and the county government for IT services.

Portage has not had any full-time IT staff members in recent years. In order to provide day-to-day IT support for PC use, data systems, and other technology the City has largely relied on Mark Hahn, a Detective Lieutenant in the Police Department. Mark provides city-wide coordination and some direct support.

The City also contracts with Strand Associates of Madison for IT support, and Strand should provide the primary support for server administration, etc. The City also contracts with the General Engineering Company of Portage for geographic information system support, as discussed below.

With Mark Hahn's pending retirement the City must establish a new structure for IT support. This is in motion, and two key people in this structure are Jennifer Loveland, the Administrative Assistant at City Hall, and Jennifer Mecum, the Police Secretary. Jennifer Loveland already coordinates the City's website.

A problem has been that departments have expected Mark to be conversant in their systems. As part of the new support organization each department should also designate a department-level coordinator to become more expert in the systems used in that department.

As part of the new structure the City might also ask Strand Associates to take on a broader role. One additional alternative for obtaining support would be to collaborate with Columbia County and contract to obtain support from County staff.

The City has not had the need to perform software development work and so has not had the need for specialized staff for this.

In addition to establishing a structure for IT support the City should also designate a City staff person to act as the City-wide IT coordinator on a part-time basis. This person could be a department head of any of the departments, or might be another staff person, but in any event should be someone with the skill level to develop IT plans and provide oversight of IT projects and activities.

3. Ensure effective project management and report on project progress.

Major technology projects should be clearly identified. Each technology project should have a project sponsor, typically a department head, to make needed decisions, garner resources, and ensure that the hoped-for project goals are being achieved. Each project also needs a project manager to develop a task plan and other key documents and ensure that the project is being implemented successfully.

In the coming years the City will take on some new IT projects, such as the consolidation or replacement of the MSI and Civic Systems products, as discussed below. For each larger IT project the City should designate a project sponsor, who would generally be the department head benefitting from the project. For example, the MSI and Civic Systems project sponsor would likely be the Finance Director.

For each project the City should also designate a project manager. The project manager's role would include publishing and updating a project scope document, budget, task plan, and other key documents. In some cases the project sponsor could double as the project manager.

4. Invest in needed data systems

One of the most critical information technology challenges for a local government is to provide effective data systems to support the variety of services the government must offer. A number of best practices have emerged regarding this. One is to avoid custom software development and rely instead on commercial software products, and all but the largest governments now tend to follow this practice, as Portage does.

A second practice is to set a strategy for each major function to implement either a single integrated software product or the alternative of what are called "best of breed" solutions. More and more, governments and especially smaller units are tending to pursue a single integrated solution for finance and a variety of other city functions through the use of a city-wide enterprise resources planning, or "ERP," system.

The City has been successful in implementing data systems to support a variety of City functions. The Appendix on “What data systems and specialized software does the City use?” provides a list of the City’s current data systems.

Finance

The City uses Harris Municipal Software, Inc. (MSI) as its finance system. The City may be on less than the current version of MSI. MSI seems to provide basic finance functions, although there seem to be a number of problems with its use:

- MSI provides the Relativity report writer, but the staff only makes limited use of it; it is not yet able to download to Excel.
- Some potential users don’t have access to MSI, especially those in remote departments; the solution may simply be to set up security for the additional users.
- Sometimes users, especially at remote sites, have difficulty logging into MSI; this may be due to license limitations.
- There occasionally are performance problems with the system.

Most budget processing is done in Excel rather than MSI, which isn’t unusual for local governments.

Purchasing is done under a City-wide purchasing policy. Finance issues about 50 purchase orders each year; this is done through Excel, although MSI might have this ability. Most orders for office supplies are managed centrally and are ordered online does through Staples. Some department heads have procurement cards, which can be used for conference expenses, etc. The City uses Quest Construction Data Network for construction bids.

The City manages the business side of the Portage Enterprise Center through MSI. Most PEC tenants submit their rent without being invoiced; some tenants want rent invoices, which are issued manually.

The Parks office would benefit from a point of sale cash register; one helpful feature would be to calculate the complete bill for a registration.

Utility Billing

The City uses a separate product, Civic Systems, for utility billing. The City may be on less than the current version of Civic Systems. Civic Systems has a helpful reporting ability, with good standard

reports plus a report generator. Support from Civic Systems is also excellent. Some staff reported problems in entering utility data into Civic Systems.

The City uses Badger Meter water meters. The meters support remote reading through driving by the property. This technology has leaped forward again and now allows abilities like phoning the meter to collect data, but even so the drive-by reading used by the City is a big advance. Badger Meter provides a read center data system that accumulates the data from the meter readings and interfaces this data into Civic Systems, which avoids rekeying.

The water bill doubles as a unified municipal bill. The bills include sewer charges, which are calculated using water usage. Fire protection may be on some bills, based on set fees. There are also some special sewer charges for a few businesses.

Human Resources and Payroll

The City also uses MSI to support human resources management and payroll processing, including for Water. One exception is the semi-annual payroll for on-call firefighters, which is through the Firehouse data system. About 75 people plus seasonal workers are on the City payroll.

The City does not use a data system to support online recruiting, due to the limited amount of activity.

Public Works

The City uses MSI to record fixed assets. Public Work does not use a data system product to manage work orders and service requests, and instead uses a spreadsheet to log work order requests. Public Works does not use a data system product to manage vehicle fleet maintenance.

Property Tax and Assessments

Columbia County contracts for property assessment through Accurate Appraisal, which as part of its service supplies a data system. Columbia County bills for property taxes on behalf of the City, using the Ascent Land Records system. Finance sends special assessment data to the County via spreadsheet.

Parks and Recreation

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The relatively new RecDesk system supports Parks and Recreation functions, especially registration for programs. The separate Rained Out service automates communication on rained-out events; eventually RecDesk will support rainouts.

RecDesk acts as a subsidiary ledger for registration fees; the Parks staff rekeys some RecDesk data into MSI.

Community Development

General Engineering issues building permits and performs the related inspections as part of its services to the City. General Engineering provides its own data system to support this work.

The City uses the ETI License Manager product to support the issuance of a variety of types of licenses. License Manager also potentially supports renewals and invoicing,

Police and Public Safety

Columbia County uses the TriTech VisionAir product to support the County's 9-1-1 dispatch center. The Police Department uses the Information Technologies, Inc. (ITI) system for police records and also to support mobile digital communicator (MDC) units in cars. Support for ITI is a bit of a problem, partly because ITI has only five Wisconsin sites; the City has to pay extra for the TraCS interface.

VisionAir provides "CAD notes" on dispatch incidents. Police officers will copy and paste these notes into ITI. Officers must transfer the Sheriff's report number from the CAD notes into the ITI records system.

The Police Department uses Badger TraCS for citations; TraCS is provided by the State. The Court can then get data on the citations from the State Department of Justice.

The Fire Department uses the Firehouse product for records. Firehouse is used to maintain records on all fire calls plus inspections, about 1,800 incidents a year. The semi-annual payroll for paid on-call firefighters is also done through Firehouse. It is hard to get training in Wisconsin for Firehouse.

The Police Department uses Utility DigitalPatroller for mobile video in squads and the interview room. When a squad car pulls up the video is downloaded automatically via wireless. Support for DigitalPatroller is a bit of a problem.

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The Police may get a demand for the use of body cameras in the future, and if so DigitalPatroller would probably support this and hopefully integrate with the squad car and interview room systems.

The Municipal Court uses the Tyler Incode system. Support from Incode is very helpful, but it is hard to get training in Wisconsin for Incode.

Potential ERP Projects

The City’s biggest potential data system project seems to be to move to a single “ERP” system for Finance, Utilities, and possibly other functions. Among other benefits this would avoid the need to rekey payroll and some payables data.

This project would have the most value if the scope of the new system was expanded to also support processing for property-related functions such as work orders and service requests, building permits, building inspections, business licensing, and land use planning.

One alternative for such a project would be simply to centralize on either the MSI or Civic Systems products for both finance and utility billing functions. Another alternative would be to consider alternative ERP products.

The figure below presents ERP products in the local government marketplace. The Tier 1 products are oriented to state governments and the largest city and county governments (e.g., the City of Milwaukee uses PeopleSoft). Tier 2 products are oriented to mid-sized and smaller governments. Both MSI and Civic Systems are “Tier 3” products oriented to the smallest governments.

Tier	Vendor and Product	Cloud Version?	Website
Tier 1 <i>Larger Governments</i>	Infor Lawson	Yes	www.infor.com
	Oracle Government Financials	Yes	www.oracle.com
	Oracle Peoplesoft		
	SAP ERP	Yes	www.sap.com
	Workday	Yes	www.workday.com
Tier 2	Edmunds & Associates MCSJ	Some Modules	www.EdmundsAssoc.com

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<i>Mid-Size and Smaller Governments</i>	Harris Innoprise	Yes	www.harriserp.com/en
	Microsoft Dynamics	Through Partner	www.microsoft.com
	New World Systems Logos	Yes	www.NewWorldSystems.com
	Springbrook	Yes	www.Sprbrk.com
	SunGard ONEsolution	Yes	www.sungardps.com
	Tyler Technologies MUNIS	Yes	www.tylertech.com
<i>Tier 3 Smallest Governments</i>	Harris Municipal Software, Inc. (MSI)	No	www.municipalsoftware.net
	Baker Tilly Civic Systems	No	www.civicsystems.com

Harris acquired MSI in 2005 and also offers the Tier 2 Innoprise product. The City uses the Innoprise courts module to support Municipal Court.

Note that both MSI and Civic Systems as well as most Tier 2 products could support several property-related functions that Portage now supports with alternative products.

Function	Current City Product	Can MSI Do This?	Can Civic Systems Do This?
Work Orders and Service Requests	Spreadsheet to log requests	Yes	Part of "Project Management"
Building Permits and Inspections	General Engineering	Yes	Yes
Business Licensing	ETI License Manager	Yes	Yes

5. Use technology projects as an opportunity to automate and redesign business processes.

Governments are wise to view implementing technology in the larger context of improving business processes that may span departments. This may involve including the redesign of an improved business process as part of a technology implementation project.

As noted above, staff members are having a number of problems when working with both MSI and Civic Systems. There is a potential larger project to either centralize on MSI or Civic Systems or implement a new ERP product. But until then, the City would be wise to perform a quick review of the

use of the two products and take needed actions to ensure that all staff members have needed access, aren't encountering performance problems or user count limitation issues, and that data entry is working smoothly.

The project to move to a new ERP system would be an opportunity to redesign and automate a number of processes, as noted above. Two such processes would be management of Public Works work orders and vehicle fleet maintenance; automating these processes might be especially helpful in coordinating activity across Public Works, Parks, and Utilities staffs.

The City would also benefit from automating two human resources functions, online time and leave reporting and online employee self-service. Both MSI and Civic Systems do *not* seem to support these functions, although many of the Tier 2 ERP products would seem to do so. An alternative for providing time and leave reporting would be to use a separate time clock service (e.g., see www.capterra.com/time-clock-software). One additional alternative would be to use a payroll service separate from the ERP system.

6. Maximize the potential of electronic communications and take advantage of emerging communications technologies to bring about improved citizen engagement.

Local governments have been working in recent years to maximize the use of electronic communications technologies, with their great potential to transform how government services are delivered. These technologies include websites and broadcast e-mail, and more recently incorporation of the newer social media technologies and support for mobile devices.

Portage would seem to benefit from more energetic efforts to use technology for citizen engagement. The City now has a website through the GovOffice service but would like to improve it, and there is some budget for this. GovOffice is used by many communities and should have the ability to support an improved site. The City Hall Administrative Assistant manages the site.

The GovOffice website already supports mobile devices; users from mobile devices are redirected to a mobile version of the site. This reduces the need to offer an app for mobile device users.

Both the City and Parks and Recreation have Facebook pages.

E-mail is a very effective way of sending news, and GovOffice would have the ability to allow citizens to subscribe to e-mail services. GovOffice would then maintain this database of citizen e-mail addresses for

use in sending out news. Third-party services such as Constant Contact and Mail Chimp also support online e-mail subscription.

The City does not feel it is using the full potential of cable TV. The City can now broadcast Council meetings on cable TV, but can't yet record them for later viewing.

The City may want to develop a procedure on coordinating the publishing of news on the website, Facebook pages, through e-mail, etc., and may want to designate a staff member to assist part-time as a central communications coordinator.

7. Use geographic information system (GIS) technology to manage spatial information.

Geographic Information System (GIS) technology assists in the management of spatial data by presenting computerized maps and allowing additional data to be linked to the maps. A best practice is to use GIS to help staff manage property and other spatial data. An emerging best practice is to also use GIS to inform the public about community development by publishing maps and the related data for zoning and available development parcels.

The City in effect has two GIS systems. The City shares in the Columbia County GIS system provided by the County's Land Information Department (<http://lrs.co.columbia.wi.us/ColumbiacoGis>). The County is still in the process of the original entry of some data such as the City's real estate parcel data and maps. The County offers a great number of GIS layers, but many of the layers are things such as the SURGGO soil survey that have a high interest for rural areas but may have a lesser interest for the City.

The City also contracts for a second GIS through a local engineering firm, General Engineering Company (<http://www.generalengineering.net/services/gis-services/gis-maps.html>). A reason for the City to use the General Engineering system is that the County system does not provide some functions important to the City such as business licensing, signs inventory, sidewalks, and the WISLR street pavement rating. In addition to GIS development and maintenance the City also contracts with General Engineering for related tasks such as the maintenance of zoning data and the processing of building permits and conducting the related building inspections.

The two systems use different technology. The underlying GIS technology for Columbia County is ESRI Arc GIS, whereas General Engineering uses AutoDesk AutoCAD software.

The City is still largely at the beginning of entering helpful GIS data and attributes. A GIS layer can have both map data and attributes; for example, for water pipes the map data would be a pipes layer with the

location of the pipes, and the attributes would be data for each pipe such as the depth of the pipe, its diameter, and the year of installation. In some cases the GIS can link into a data system; for example, in the County GIS system clicking on a real estate parcel brings up the parcel's data from the Ascent Land Records System.

The Engineering Technician is the City's primary GIS user. However, her ability to work on GIS duties is limited due to her Engineering Technician responsibilities, which include construction inspections during the construction season. She has one license for the AutoCAD software used by General Engineering and has the ability to edit the zoning data on the General Engineering website.

The City would be wise to develop a plan to advance its use of GIS. A key issue in the plan would be to identify discrete projects to add layers and data to the system, such as water utility infrastructure, trees, etc. Most of these projects would require scanning the existing paper records and adding the related GIS layers and data. It would be important to identify a way to bring on temporary staff to take on the work of the scanning and entry of the related data into the GIS system.

A key strategy is also to determine how the attribute data would be stored for each layer, either in a separate data system as with Ascent or in a table in AutoCAD or ESRI. The plan would also identify training for staff. The plan would also need to specify needed software and hardware, such as a large format scanner and a mobile GPS unit to assist in digitizing data in the field.

8. Use data systems and electronic communication to support economic development.

A best practice is to use data systems and GIS to identify and manage potential development parcels and projects. Governments also need to use their websites and other forms of electronic communication to support economic development marketing.

Economic development functions could benefit from additional technology support. Improving the City's use of GIS technology is discussed above, and in addition to support for zoning a possible initiative is to add a GIS layer of available sites for economic development.

It would be especially helpful to support economic development through the City's website; for example, to use the website to post available properties. The City's site should also link to related sites such as that for the Portage Area Chamber of Commerce. The City should consider economic development issues such as this as part of the planning for the development of the improved website.

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The Portage Enterprise Center offers Internet connectivity through Charter as a utility for the PEC tenants. It might help to have a part-time IT support person for the PEC tenants for the role the City plays as their IT provider as part of an effort to provide smoother Internet support at the PEC.

Internet access for businesses and the public in the City is strong, thanks to the services provided by Charter and Frontier, but there are some economic development concerns about not having better Internet access outside of town, and there is a county-wide discussion on this.

9. Provide standard hardware devices including mobile devices and productivity software to all staff and replace devices on a planned cycle.

Governments should provide desktop PCs or similar devices to all workers who can make productive use of them. It is helpful to identify a standard hardware configuration for all PCs. A good practice is to adopt a plan to replace all PCs on a regular cycle, such as every four years. A newer practice is to somewhat aggressively identify employees who can benefit by the use of mobile devices and issue appropriate devices to them.

It is a good practice to identify a standard software desktop configuration for all PC users including an office suite (e.g., Microsoft Office) and e-mail client.

These are approximate counts of technology devices in use at the City. There are several additional devices at the Library.

Location	Desktop PCs	Laptops or Tablets	Mobile Digital Computers (MDCs)	Total	Comment
City Hall and Court	11	16		27	Laptops include those used by Council members.
Police	13	3	9	25	
Fire	4	3		7	Fire has 3 laptops and also 12 tablets.
Water	4	1		5	Includes 1 PC at Slifer.
Public Works	2	1		3	
Parks	2			2	
Sewer	1			1	
<i>Total</i>	37	24	9	70	

The City PCs use Windows 7 and Microsoft Office 2010.

The City does not use a multi-year computer replacement plan, and instead immediate replacements are specified in the upcoming budget. The City Hall counter PCs are very old, which is due to how as PCs are replaced the newer PCs are put on employee desks.

The Police Department has MDCs in nine squads; five are marked, two detectives, one mobile, plus the canine squad. The Police Department also provides a mobile phone per car and for detectives.

The mobile units use air cards through US Cellular. The MDC units connect to the County dispatch center through NetMotion software. The City Hall complex provides wireless access to allow use of mobile devices in the building.

The Fire Department has twelve tablets, but these cannot yet access the VisionAir dispatch or Firehouse systems; implementing these interfaces would be helpful. It would be helpful to have a mobile device for the fire inspections.

Parks and Public Works staff members do not make widespread use of mobile devices. The City would be wise to issue additional mobile devices to City staff where appropriate, especially for workers in the field where the use of these devices is essential for improving business process such as performing inspections and managing work orders.

Department heads plus some deputy directors and some others have mobile phones.

10. Proactively manage technology service delivery and provide adequate training and support.

Every organization needs to ensure that technology systems are available and are problem-free, and this requires an efficient system for employees to report technology problems. Staff members also need access to training and day-to-day support.

Accessibility and availability of technology is important; City employees need high availability, and the technology must work in a basic way.

There is not a formal system for the logging and management of technology service requests. As part of establishing the new structure for IT support the City should establish a more formal process to log and manage service requests. The City could also consider implementing a commercial support product to log and manage requests, but without this requests could simply be logged on a shared spreadsheet.

11. Link all sites using an enterprise computer network and take advantage of current telephone and radio technology.

Local governments require computer networks that span their institutions and connect the main campus buildings as well as outlying sites. A best practice for all organizations is also to provide universal telephone service to all staff, plus radio system support for public safety employees.

A single network connects the buildings in the City Hall complex, but remote sites such as the Parks office connect to the City Hall network through the Charter Internet service and virtual private network (VPN) connections. The VPN connections allow those at remote offices to connect to the City Hall network through the Internet and work on the network, although these connections are not as productive as actually being directly connected to the host network.

The City is developing a new Public Works facility that will consolidate several of the remote sites, and it would be advantageous to connect the new facility to the City Hall network. This could be done through a trenched or overhead cable or possibly through a leased connection from one of the local utilities.

The City should also consider working in a similar way to develop stronger network links to other remote sites. One additional way to extend the City Hall network would be through collaboration with Columbia County.

There is concern about the lack of ability to save files at the Parks office to a shared server with backup ability.

The City Hall phone system seems to get overwhelmed at times. This may be because there are a limited number of outside lines, and so callers may get busy signals. It would be helpful to be able to forward voice mails coming through City Hall to cell phones or voice mail for those at remote offices. It's possible that the phone system is nearing the end of its life, and the City might benefit from looking at options to replace the system.

Columbia County provides radio service for Police and Fire.

12. Centralize the computer room and other technology infrastructure and provide needed security.

A best practice is to centralize as many file servers as possible in a central computer room and encourage shared use of central file servers rather than decentralization of servers.

Organizations are also wise to install a comprehensive security software suite or separate products that provide protection against the range of computer security threats including spam e-mail, viruses, malware, intrusions, etc.

The City Hall vault room doubles as the main computer room, with two file servers and all of the City Hall network switches. This equipment has an uninterruptible power supply (UPS) plus shares in the use of the backup generator in the event there is a power outage. There is also an older server located at the Water department.

The City hosts its own post office for e-mail through Microsoft Exchange Server and uses Outlook as the client software.

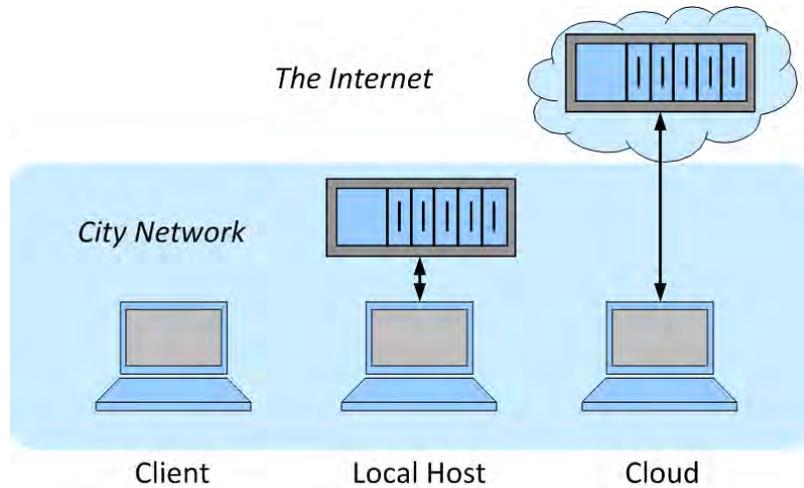
The City should take steps to ensure that critical data and documents are being stored on shared servers rather than individual PCs and that backup procedures for the servers are working effectively.

It is possible that there would be some advantages to combining the City data center with a larger operation, and the City should consider consolidation of the server room with the Columbia County data center.

13. Take advantage of the emerging cloud computing technology.

Organizations are wise to increasingly consider the use of cloud services to reduce the need for physical servers along with the related overhead of local hosting of data systems.

The City hosts most of its data systems on its own servers, but as the opportunity arises it could benefit by shifting to more use of hosting through Internet-based cloud services. The concept of hosting systems in the Internet “cloud” can be confusing; this graphic shows how cloud hosting differs from traditional methods.



Interestingly, neither MSI nor Civic Systems seem to offer cloud hosting of their products, but almost all Tier 2 ERP providers offer cloud hosting.

Another use of cloud hosting would be to support shared storage of documents. It seems some staff members at remote sites are not storing documents on the shared servers at City Hall, possibly because the access to the servers is challenging. An alternative would be to use shared storage on a cloud service such as Dropbox; this would ensure backup and would make collaboration easier.

IV. What measures should the City take?

A summary list of twenty five recommendations by the GovHR USA staff is presented below.

With the pending retirement of Mark Hahn, the Police Lieutenant who has been providing IT support to City staff on a part-time basis, possibly the most urgent recommendation is that the City work to establish a **new structure for IT support**, using a combination of City staff members, the services of Strand Associates, and possibly collaboration with Columbia County, and the City has already begun working on this structure.

Possibly the most significant project is to begin to consider a move to a **single ERP system** for Finance, Utilities, and possibly other functions, either by centralizing on either the MSI or Civic Systems products or implementing a new product.

There are also a number of projects in the **electronic communication and economic development** areas. This will continue to be an area of rapid change for all local governments.

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These are certainly a lot of issues to consider, and to help in managing them the City would be wise to begin a process to develop a multi-year **strategic technology plan** and establish a **technology steering committee** to guide the planning process and monitor the implementation of the resulting projects.

Best Practice Area	Recommendation
1. Identify strategic directions and develop a strategic information technology plan.	Consider engaging in a process to develop a multi-year strategic technology plan . This process could include establishing a technology steering committee that would develop the IT plan and monitor the implementation of the resulting projects.
2. Organize for effective IT support.	Establish a new structure for IT support , using a combination of City staff members, the services of Strand Associates, and possibly collaboration with Columbia County.
	Designate a City staff person to act as the City-wide IT coordinator on a part-time basis .
3. Ensure effective project management and report on project progress.	Formally designate a project sponsor and project manager for each larger IT project. The project manager should publish and update the project scope, budget, task plan, and other key documents.
4. Invest in needed data systems .	Move to a single ERP system for Finance, Utilities, and possibly other functions, either by centralizing on either the MSI or Civic Systems products or implementing a new product. This project could also extend the scope of the system to support property-related functions such as building permits and inspections, business licensing, and land use planning.
5. Use technology projects as an opportunity to automate and redesign business processes .	Perform a review of the use of MSI and Civic Systems and ensure that staff members have needed access, they aren't encountering performance problems or user count limitation issues, and data entry is working smoothly.
	Possibly automate processes such as Public Works work orders and vehicle fleet maintenance .
	Move to online time and leave reporting and employee self-service .

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Best Practice Area	Recommendation
<p>6. Maximize the potential of electronic communications and take advantage of emerging communications technologies to bring about improved citizen engagement.</p>	<p>Improve the GovOffice website.</p>
	<p>Allow citizens to subscribe to e-mail services through GovOffice or another service.</p>
	<p>Develop a procedure for publishing news and possibly designate a central communication coordinator.</p>
<p>7. Use geographic information systems (GIS) technology to manage spatial information.</p>	<p>Develop a plan to advance the City’s use of GIS and add needed map layers.</p>
	<p>Provide staff for scanning and entry of GIS data.</p>
	<p>Provide needed GIS training, hardware, and software.</p>
<p>8. Use data systems and electronic communication to support economic development activity.</p>	<p>Consider economic development issues in the development of the improved website.</p>
	<p>Provide smoother Internet support at PEC.</p>
<p>9. Provide standard hardware devices including mobile devices and productivity software to all staff and replace on a planned cycle.</p>	<p>Issue mobile devices to City staff where appropriate, especially where the use of these devices is essential for improving business processes that involve work in the field.</p>
<p>10. Proactively manage technology service delivery and provide needed training and support.</p>	<p>Consider establishing a more formal process to log and manage service requests, and possibly consider implementing a commercial support product.</p>
<p>11. Link all sites using an enterprise computer network and take advantage of current telephone and radio technology.</p>	<p>Link the new Public Works facility to the City Hall network.</p>
	<p>Consider stronger network links to remote sites, possibly through collaboration with Columbia County.</p>
	<p>The City might benefit from looking at options to replace the telephone system.</p>

City of Portage – Organizational Staffing Analysis

Best Practice Area	Recommendation
12. Centralize the computer room and other technology infrastructure , and provide needed security.	Ensure that critical data and documents are being stored on shared servers and that backup procedures for the servers are working effectively.
	Consider consolidation of the server room with the Columbia County data center.
13. Take advantage of the emerging cloud computing technology.	As the opportunities arise consider shifting the hosting of data systems to Internet cloud services .
	Consider use of cloud services to provide storage for documents .

V. How was this review conducted?

Jerry Schulz, a consultant with GovHR USA, met with a variety of City staff members to discuss their IT needs. These individuals were involved in these meetings:

Person	Role
Shawn Murphy	City Administrator
Jean Mohr	Finance Director
Carolyn Severson	Utilities Clerk (Financial & Billing Software)
Steve Sobiek,	Director of Business Development and Planning
Tammy O’Leary	Public Works Secretary/Deputy Treasurer
Dan Kremer	Manager of Parks and Recreation
Erin Salmon	Engineering Technician (Public Works and Engineering)
Mark Hahn	Detective Lieutenant, Police Department (also serves as IT coordinator)
Chris Essex	Fire Dept. Administrative Assistant (Police, Fire, and Court)
Dawn Wilcox	Court Clerk

City of Portage – Organizational Staffing Analysis

Based on these interviews Mr. Schulz developed this review, which largely draws on what are considered to be “best practices” for the use of information technology in organizations in general and local governments specifically.

Appendix - What data systems and specialized software does the City use?

The table below presents a list of the City’s data systems and specialized software items as identified by City staff members in the review.

Function	Product	Comment
Finance		
1 Finance - General Ledger, Accounts Receivable, Accounts Payable	Harris Municipal Software, Inc. (MSI)	
2 Finance - Budget	Excel	
3 Purchase Orders	Excel	MSI can support purchase orders.
4 Utility Billing	Civic Systems	
5 Cash Receipts	None	
Human Resources		
6 Human Resources and Payroll	Harris Municipal Software, Inc. (MSI)	
7 Online Time and Labor	None	MSI does not seem to offer an automated ability for this.
8 Employee Self-Service	None	MSI does not seem to offer an automated ability for this.
Public Works		
9 Work Orders and Service Requests	Spreadsheet to log requests	
10 Fixed Assets	Harris Municipal Software, Inc. (MSI)	
11 Vehicle Fleet Maintenance	None	

City of Portage – Organizational Staffing Analysis

12	Fuel Management	None	
13	Meter Reading	Badger Meter	
14	Construction Bids	Quest Construction Data Network	
15	Access Control for Doors, etc.	Kaba Keyscan	
16	Geographic Information System (GIS)	ESRI Arc GIS (Columbia County)	Portage uses two GIS systems, one provided by Columbia County and one contracted through General Engineering, Inc. Each system offers different data and layers.
		AutoDesk AutoCAD (General Engineering)	
17	Computer-Assisted Design (CAD)	AutoCAD	Only used for GIS maps.
Property Tax and Assessments			
18	Assessor	Property Assessment Records on Accurate Appraisal	Land Records Through Columbia County.
19	Property Tax Records	Ascent Land Records	Through Columbia County.
20	Property Tax Payments	Official Payments	
Parks and Recreation			
21	Online Registration	RecDesk	Also Rained Out.
Community Development			
22	Building Permits and Inspections	General Engineering	General Engineering does the work and supplies computer support. Paper permit request goes to General Engineering.
23	Business Licensing	ETI License Manager	Business licenses (e.g., liquor licenses) are processed through Jennifer Loveland and Becky Ness.
24	Rentals for PEC	Harris Municipal Software, Inc. (MSI)	

City of Portage – Organizational Staffing Analysis

Police and Public Safety		
25	Public Safety Dispatch	TriTech VisionAir Through Columbia County.
26	Police Records	Information Technologies, Inc.
27	Citations and Accident Reports	Badger TraCS Provided by the State of Wisconsin.
28	Fire Records	Firehouse Supports fire inspections. Also used for semi-annual payroll for on-call firefighters.
29	Video Recording	Utility DigitalPatroller Used in both squad cars and interview room.
30	Municipal Courts	Tyler Incode Municipal Court Also use KEPSafe Solutions for online citation payments.
Communications		
31	City Website	GovOffice
32	Broadcast e-Mail	None GovOffice seems to have the ability to compile a list of citizen e-mails.
33	Ordinances	MuniCode
Information Technology		
34	E-mail	Microsoft Exchange Server Desktop client software is Microsoft Outlook.
35	Telephone	
Productivity and Devices		
36	PC Operating System	Microsoft Windows 7 Pro
37	Office Suite and E-mail	Microsoft Office 2010

XI. EXECUTIVE SUMMARY OF RECOMMENDATIONS

An organizational service delivery audit is an evaluation of the overall quality and efficiency of an organization's performance against

- *its policy and operational objectives,*
- *the principles and standards of management, and*
- *the experience of like organizations.*

An organizational service delivery/management audit is an evaluation of performance, the systems in place and formulation of generalized recommendations for improvement viewed within the overall environment.

Portage has a high level of leadership and management in their organization. The following recommendations are meant to build upon the current high level of leadership and management and efficient service delivery.

This Summary section will compile the recommendations made in this report into one concise narrative. The justifications for the recommendations are contained in the report on the pages shown in parenthesis at the end of each recommendation. Note that any recommendation that is considered should be first evaluated by staff for discussion by the City Council before approval and implementation.

Recommendations:

1. It is important that the management and policy leaders for the City of Portage integrate the various elements of the strategic management plan in their thought processes as noted in Exhibit. These elements include the long term comprehensive plan, the five year capital improvements program, two year strategic plan with goal setting by the policy making body, a review of past financial trend monitoring, establishment of fiscal policies, current infrastructure maintenance efforts, and current external economic/financial forecasts all of which are incorporated into the annual operating and capital improvements budget. Each of these elements of the strategic management plan should be reviewed annually within specific timetables. (4)

2. The Comprehensive Plan for Portage 2008-2028, which was adopted in 2008, should be reviewed on an annual basis. The Economic Development Plan 2011 should also be reviewed annually to provide direction from the policy body to the administrative staff. (12)
3. On at least a biennial basis, the City should engage in a short-term and long-term goal setting and ranking process. A process for the strategic planning every two years is a valuable goal and target setting exercise for all parties in the process. (12)
4. The CIP plan should be amended to add descriptions of the projects in addition to the costs associated with them. The document should be viewed as a planning document rather than a controlling budgetary tool. The impact of CIP projects on the operating costs of the City should be delineated in the document, and should be considered in the priority setting process for capital improvements. The annual review of the CIP by City staff, appropriate boards and commissions, and City Council should become a standard practice in the City. (13)
5. The budget recommended by the City Administrator to the City Council should be one reflective of the goal setting process undertaken in the recommendations above. The budget should be more of an output, or services-oriented document, allowing the policy making body to make a determination of the types of services, the quality of services, and amount of services provided to the community. The budget document should include a narrative communicating the issues and challenges addressed in the document for the next fiscal year. (13)
6. The budget document shows the City of Portage Fiscal Policies in the beginning of the document. These fiscal policies are well done and establish the parameters for the creation and adoption of the annual budget.
7. Each work unit in the organization should identify performance indicators relating to their activity area. (14)
8. There should be an annual objective setting process for each member of the management team. These objectives should be consistent with the strategic management plan, which began with the comprehensive plan. (14)
9. There is a need for workload measurements in most of the service activities of the City. These workload measurements should be established under the performance measurement systems. The City of Portage should commit to measuring itself for performance in areas for which there is easily comparable data. (29)
10. It is recommended that the City of Portage take the initiative to work with the County on the following activities: Contracting with the County for the provision of Information Technology

services, joint purchasing efforts, payroll and tax collection services, other Human Resources activities should also be explored such as training opportunities, etc., Public Works activities such as a joint vehicle maintenance operation and the joint utilization of a winter salt operation, and extraterritorial planning and zoning. (38-39)

11. The organization should undertake a management development and team building effort to further develop the current management team culture as one of cooperation, innovation, support and action-oriented results. (40)
12. The City should promote and adopt a culture that embraces learning and employee improvement and then follow up with a comprehensive training initiative for City employees. (40)
13. The City should engage in frequent employee recognition for their contributions to making Portage a quality community in which to work, play and live. (40)
14. We recommend the City conduct an internal succession planning survey using the inventory tools and steps to build a strategy as outlined in the report. We believe this exercise will be invaluable, particularly as the City workforce team ages. It will help prepare for the potential of problematic recruitments of talent in certain areas of the organization that may present a challenge for the City. The succession planning strategy will provide the City will additional insight and a roadmap for internal growth, development and potential promotion of the workforce already under the City's employment. (41-43)
15. We additionally recommend the succession planning effort work dovetail the personal developmental goals discussed in performance evaluation conferences that should be occurring between supervisors and employees. Those conversations about future development of the employee's knowledge and skills, and how those qualities may be applied to make the city operation even better, will benefit both the employee and employer alike. Those annual review conversations can provide the additional platform for organizational succession planning. (41-43)
16. The Parks & Recreation Department would benefit by being located in City Hall if space is available to share the office services with Public Works, Planning, Finance, and City Clerk Departments. (44)
17. The City may determine that the Police services could be reduced by one or two officers. The need for enhancements to other services such as code enforcement and recreation should be considered by the City. (45)
18. The City should do a cost allocation plan to ensure that the overhead costs of administration are being proportionately charged to the enterprise funds of water and sewer. In addition, the fees

charged to the public such as building permit fees should be reviewed to make sure that they reflect the cost of the services provided. (45)

19. Recommendations for the Finance and City Clerk's Departments can be found on pages 47-49
20. Recommendations for the Public Works Department can be found on pages 50-62
21. Recommendations for the Police Department can be found on pages 63-67
22. Recommendations for the Fire Department can be found on pages 68-72
23. Recommendations for the Information Technology area can be found on pages 73-95

APPENDIX A - PERFORMANCE MEASUREMENT INDICATORS

Code Enforcement

Rates of Voluntary Compliance
Rates of Forced Compliance
Average number of Calendar Days from Case Initiation to Voluntary Compliance and Forced Compliance
Average number of Calendar Days from Case Initiation to Voluntary Compliance
Average number of Calendar Days from Case Initiation to Forced Compliance
Percentage of Cases Resolved through Voluntary and Forced Compliance
Citizen ratings of Code Enforcement Services

Facilities Management

Custodial Expenditures per Square Foot: Administrative/Office Facilities
Custodial Expenditures per Square Foot: Administrative/Office Facilities (Total, In-House, and Contractual)
Customer Satisfaction: Overall Satisfaction with Custodial Service
Repair Expenditures per Square Foot: Administrative/Office Facilities (Total, In-House, and Contractual, sorted by total)
Repair Expenditures per Square Foot: All Facilities (Total, In-House, and Contractual; sorted by total)
Repair Requests per 100,000 Square Feet Maintained
Customer Satisfaction: Timeliness of Repair Service

Fleet Management

Percentage of Vehicles Exceeding Replacement Criteria (after pending orders fulfilled)
Average Fleet Maintenance Expenditures Per Vehicle: All Vehicles and Heavy Equipment
Police Vehicles: Total maintenance and preventive maintenance expenditures per vehicle
Light Vehicles: Total maintenance and preventive maintenance expenditures per vehicle
Percentage of Vehicles and Heavy Equipment Using Alternative Fuel
Internal Customer Satisfaction: Quality of fleet maintenance services

Highway and Road Maintenance

Road Rehabilitation Expenditures per Paved Lane Mile
Road Rehabilitation Expenditures per Capita
Street Sweeping Expenditures per Linear Mile Swept
Snow and Ice Control Expenditures per Capita Compared with Inches of Snowfall – for Jurisdictions Reporting Expenditures
Expenditures per Capita for Road Rehabilitation, Street Sweeping, and Snow and Ice Control
Citizen Ratings of Road Condition
Citizen Ratings of Street Sweeping

Human Resources

Working Days for External Recruitment
Turnover Rates: Total, Non-Public Safety, and Public Safety Employees
Number of Employee Grievances and Appeals per 100 Employees
Percentage of Grievances Resolved Before Passing from Management Control
Customer Satisfaction

Information Technology

Total IT Operating and Maintenance Expenditures as a Percentage of Total Jurisdiction Operating Expenditures

City of Portage – Organizational Staffing Analysis

Ratio of Workstations (Intelligent and Dumb Terminals) to Total Jurisdiction Employees
Telephone System and Network Problem Resolution/Repair: Percentage corrected within 24 hours
Internal Customer Satisfaction: Telephone Services: Overall Satisfaction
Percentage of Network and Desktop Device Moves, Additions, or Changes Completed When Scheduled
Application Problem Resolution/Repair: Percentage corrected within 24 hours
Help Desk Calls: Resolved at time of call, within 4 hours, and within 8 hours
Internal Customer Satisfaction, General IT Services: Overall Satisfaction

Parks and Recreation

Net Parks and Recreation Revenues per Capita – Excluding Golf
Parks and Recreation Revenues Received from Endowments, Grants, and Foundations, per Capita
Parks and Recreation FTEs per 1000 population – Excluding Golf
Acres of Park Land per 1,000 population – Developed and Undeveloped
Citizen rating of Overall Satisfaction with Parks and Recreation in the Jurisdiction
Citizen Ratings of the Quality of Parks and Recreation Programs

Permits, Land Use, and Plan Review

Total Building Permits Issued per 1,000 Population
Permits Issued per FTE
Total Inspections Performed per 1,000 Population

Procurement

Calendar Days from Requisition to Purchase Order: Formal bids
Percentage of Purchasing Conducted with Purchasing Cards/Credit Cards
Dollar Amount of Central Purchasing Office Purchases per Central Purchasing Office FTE (in millions)
Internal Customer Satisfaction: Quality of Service
Internal Customer Satisfaction: Timeliness of Service

Risk Management

General Liability Claims per 10,000 Population Served
Traffic Accidents per 100,000 Miles Driven—Law Enforcement Vehicles
Number of Workers' Compensation Claims per 100 FTEs
Number of Worker Days Lost per Claim
Number of Worker Days Lost to Injury per FTE
Internal Customers: Overall Satisfaction

Solid Waste

Residential Refuse Collected per Account, in Tons
Recycling Material Collected per Capita, in Pounds
Citizens Ratings of Residential Refuse Collection Services
Citizens Ratings of Residential Recycling Collection Services

Fire and EMS

Sworn Fire Staffing per 1,000 Population Served
Volunteers/Paid-on-Call Staff and Number of Calls to Which Volunteers Responded
Total Fire Personnel and Operating Expenditures per Capita
Percentage of Calls with a Response Time of Five Minutes and Under from Dispatch to Arrival on Scene
Customer Satisfaction with Fire Services

Police

Sworn and Civilian FTEs per 1000 Population

Total Operating and Maintenance Expenditures per Capita

Response Time in Minutes to Top Priority Calls

Citizen Ratings of Safety in Their Neighborhoods

City of Portage – Organizational Staffing Analysis

Appendix B - Employee Staffing Analysis

City	Antigo	Baraboo	Fort Atkinson	Jefferson	Merrill	Monroe	Reedsburg	Waupun	Average	Portage
Population - 2013 Census	8,004	12,100	12,482	7,984	9,475	10,832	9,532	11,330	10,217	10183
Administration										
City Administrator/HR/IT/Finance/Clerk	9.00	7.75	5.00	5.50	9.00	7.60	4.00	4.00	6.48	6.25
City Attorney	1.00	1.50	1.00	0.50	2.00				1.20	
Municipal Court				1.00	1.50		1.00		1.17	1.25
Community Development										
Building & Zoning/Code Enforce	1.00	1.00	2.00		2.00	1.50	1.00	0.50	1.29	
Planning/Comm Development						0.40			0.40	0.40
Economic Development		3.00							3.00	0.70
Utilities										
Water	4.00	8.00	5.50	3.00	6.00	7.50	6.00	9.50	6.19	5.50
Wastewater	2.00	7.00	7.00	6.00	6.00	6.00	5.00	9.00	6.00	5.50
Electric				5.00			25.00		15.00	
Public Works										
Engineering/Director	3.00	4.25	2.00	1.50	2.00	4.00	2.00	2.00	2.59	1.40
Streets & Fleet & Facilities	13.50	16.00	15.00	9.00	16.00	18.00	8.25	10.00	13.22	11.00
Police										
Police - Sworn	15.00	30.00	20.00	18.00	22.00	25.00	19.00	17.00	20.75	22.00
Police – Civilian w/o Dispatch	3.00	4.00	1.00	5.00	3.00	5.00	3.00	1.50	3.19	4.00
Dispatch	No	No	Yes	No	No	Yes	Yes	No		No
Average of Civilian Non-Dispatch Cities									3.70	4.00
Fire	19.00	2.25		0.50	23.00	2.00	0.00	2.00	6.96	6.80
EMS				3.00		1.00			2.00	
Parks & Recreation										
Parks	4.00	8.50	6.00	2.00	5.00	6.00	2.50	2.00	4.50	4.00
Recreation	1.50	2.00	4.00	2.50	1.00	3.50	0.50	1.00	2.00	1.00
Library	11.00		13.50	8.00	15.00		12.00	9.00	11.42	10.50
Senior Center				1.00	2.00	4.00			2.33	
Museum			2.00						2.00	
Cable TV				5.00					5.00	
Transit					6.50				6.50	
Total	87.00	95.25	84.00	76.50	122.00	91.50	89.25	67.50	89.13	84.30

Notes:

Seasonal Employees not included in any of the municipalities

Baraboo CDA contracts for Executive Director

Baraboo contracts inspections

Jefferson has a separate utility for water and electric with a separate web site

Reedsburg Utilities did not respond on the breakdown between water and electric

Crossing Guards not included in any of the municipalities.

Baraboo has a Zoo in the Parks function - 1.5 FTE

Portage Dispatch is under the County

**Appendix C - EMPLOYEE QUESTIONNAIRE
CITY OF PORTAGE, WISCONSIN**

Instructions

GovHR USA is on contract with the City of Portage to conduct a review of the municipal organization. This survey of City Employees will aid in that review. No attempt will be made to identify individual employees in this survey. Confidentiality will be maintained. Please select the answer that best describes your response to each question. There are no right or wrong answers. Your comments are also appreciated in the last three questions. If you have questions, please contact Karl Nollenberger by email at KNollenberger@GovHRUSA.com or telephone at 847-533-0145. Please mail the completed survey in the enclosed envelope.

Demographics of Respondent

Department Name: _____	Gender: Male ____ Female ____
Job Role: Non-Supervisory ____ Supervisory ____ Management ____	Age: Under 20 ____ 21-31 ____ 32-41 ____ 42-51 ____ 52+ ____
Years of Experience in the City ____ Years of Experience in Current Position ____	Your position is: Full-Time ____ Part-Time ____

Personal Work Experiences

Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
1. The people I work with cooperate to get the job done.					
2. I am given a real opportunity to improve my skills in my position and to grow professionally.					
3. I have enough information to do my job well.					
4. I feel encouraged to come up with new and better ways of doing things.					
5. My job makes good use of my skills and abilities.					
6. My work is challenging and gives me a feeling of personal accomplishment.					
7. I have sufficient resources in my department (i.e. people, materials, budget) to get my job done.					
8. I like the kind of work I do.					
9. I recommend the City as a good place to work.					
10. At times, I feel stressed in the work place.					
11. I know how my work relates to the City's goals.					
12. The work I do is important.					

City of Portage – Organizational Staffing Analysis

Organizational and Performance Culture					
Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
13. My supervisor supports my need to balance work and family issues.					
14. Services in my unit are improved based on feedback from the public and employees.					
15. Policies and procedures affecting my work are clearly communicated.					
16. My immediate supervisor gives me useful feedback regarding my job performance.					
17. High-performing employees in my department are recognized and rewarded on a timely basis.					
18. In my department, steps are taken to deal with a poor performer who cannot or will not improve.					
19. Discussions with my supervisor about my performance are worthwhile.					
20. Creativity and innovation are rewarded.					

Leadership					
Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
21. I have a high level of respect for the City’s senior leaders.					
22. City elected officials clearly communicate the goals and priorities for the City.					
23. Department managers clearly communicate the goals and priorities of the City and departments.					
24. City departments work well together.					
25. I have confidence in my manager’s ability to do his/her job.					
26. Complaints, disputes, or grievances are resolved fairly in my department.					
27. My supervisor is open to ideas and suggestions.					
28. My supervisor possesses skills for resolving conflict.					
29. My supervisor conducts interaction in a professional manner.					
30. My supervisor provides me support to ensure that I perform at high levels of productivity.					
31. My supervisor acts as a mentor for my professional development.					
Job Satisfaction & Working Conditions					

City of Portage – Organizational Staffing Analysis

Survey Questions	Strongly Agree	Somewhat Agree	Neither Agree or Disagree	Somewhat Disagree	Strongly Disagree
32. How satisfied are you with the policies and practices of your senior leaders?					
33. Deadlines and expectations within my department are realistic.					
34. I receive the training I need to perform my job well.					
35. Discrimination (racial, gender, or age) is a problem in my department.					
36. The City gives enough recognition for work well done by employees.					
37. The facilities I work in have good working conditions.					
38. My workload is reasonable.					

General Questions
39. Overall, how satisfied are you with your job? Very Satisfied ___ Satisfied ___ Neutral ___ Unsatisfied ___ Very Unsatisfied ___
40. I think the overall quality of work life for the City of Portage is: Excellent ___ Good ___ Fair ___ Poor ___ Don't Know ___
41. The overall operation of the City is: Highly efficient ___ Above average in efficiency ___ Average in efficiency ___ Less efficient than most cities ___ Don't know ___
42. What do you like best about your job? About working for Portage?
43. What don't you like about your job? About working for Portage?
44. What suggestions do you have for improvements in your department? In the City organization?

Please return this survey by mailing it in the enclosed envelop to Karl Nollenberger at GovHR USA, 734 Frederick Street, Oshkosh, WI 54901