

# Operational Review

City of Marshfield, Wisconsin

January 2014

# Table of Contents

## LETTER OF TRANSMITTAL

1	EXECUTIVE SUMMARY.....	1
2	INTRODUCTION AND STUDY PROCESS.....	5
3	STRATEGIC CONTEXT .....	7
4	ORGANIZATIONAL REVIEW .....	9
	Ten Year Historic Overview of Staffing.....	10
5	ANALYSIS OF STAFFING WITH COMPARABLE COMMUNITIES.....	12
	Overview of Comparative Staffing and Spending Analysis .....	12
	General Government Staffing .....	15
	Public Safety Staffing.....	22
	Public Works Staffing.....	25
	Recreation and Culture Staffing .....	28
	Planning and Development Staffing.....	31
6	PROCESS IMPROVEMENT INITIATIVES.....	34
7	OPTIONS FOR THE CITY'S ORGANIZATIONAL STRUCTURE .....	38
8	FINDINGS AND RECOMMENDATIONS.....	45
	APPENDIX I.....	47

### *Mission Statement*

Springsted provides high quality, independent financial and management advisory services to public and non-profit organizations, and works with them in the long-term process of building their communities on a fiscally sound and well-managed basis.

## LETTER OF TRANSMITTAL

January 24, 2014

Ms. Lara Baehr, Human Resources Manager  
City of Marshfield  
620 South Central Avenue  
Marshfield, WI 54449

Re: **Operational Review of Full-Time Equivalent (FTE) Positions**

Dear Ms. Baehr:

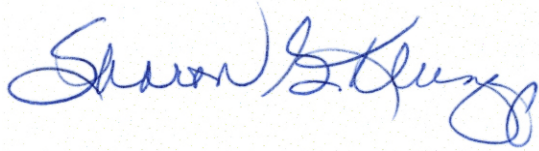
On behalf of the Springsted project team, we are pleased to submit the Final Report for the Operational Review of Full-Time Equivalent (FTE) Positions for the City of Marshfield. It has been our pleasure to work with the City to review the adequacy of current staffing levels, identify opportunities for operational and service efficiencies and suggest options for the City's organizational structure.

We hope that our work provides City officials with a framework for thoughtful discussion and current and future staffing levels and opportunities to achieve efficiencies. In addition, we strongly endorse that the City implement an on-going strategic planning process to promote a shared understanding and focus on goals and objectives and that this process be accompanied by periodic reports tracking performance measurements and management data.

We wish to express our thanks and appreciation to the Oversight Committee, which included City Administrator Steve Barg, Alderman Ed Wagner and yourself, for guidance throughout the study and assistance in coordinating study logistics and details. More importantly, we appreciate the Oversight Committee's commitment at all times to ensuring the objectivity of the study's findings and recommendations. We also appreciate the professionalism and responsiveness of the City's department directors and managers who provided information and feedback throughout the study process. Finally, we want to recognize officials from the Cities of Stevens Point, Superior, Wausau and Wisconsin Rapids who provided comparative data that was integral to this report.

Thank you for this opportunity to be of service; we look forward to opportunities to provide future assistance to the City of Marshfield.

Respectfully submitted,

A handwritten signature in blue ink, reading "Sharon G. Klumpp". The signature is fluid and cursive, with the first name "Sharon" being the most prominent.

Sharon G. Klumpp, Senior Vice President  
Springsted Incorporated

mdf

## 1. Executive Summary

The City of Marshfield undertook an Operational Review of Full-Time Equivalent (FTE) Positions in 2013 to provide an objective review of staffing and to identify staffing needs over the next five to ten years. An earlier study was completed in 2003 that guided many earlier staffing decisions.

The City identified the following areas for the focus of this study:

- workforce allocation and workload distribution.
- adequacy of current staffing levels.
- improving operational and service efficiencies.
- opportunities to reduce the cost of service without impacting the level of service provided.
- efficiencies that could be achieved through the use of technology.
- levels of customer service in each City department.
- structural changes, including department and division spans of control.

Periodic operational reviews allow the Common Council and the City's management team to reflect on changes affecting the demand and level of services provided and to consider new and innovative solutions to meet the ongoing challenge of delivering high quality services in a fiscally constrained environment. When revenues are tight, statutory requirements along with strategic goals and priorities can offer a coordinated framework for determining the allocation of staff and other municipal resources. More and more, organizational structures are encouraging greater cross-training and interdepartmental coordination and looking for ways to reduce duplication of effort. Broader applications of technology, performance measurement and expanding the number of creative partnerships are among the best practices local governments are using to achieve greater efficiencies.

**Methodology.** First, the methodology used to conduct this study focused on collecting and reviewing data from the City of Marshfield, including the City's 2013 adopted budget; comprehensive annual financial reports for 2010, 2011 and 2012; department annual reports and other descriptive information on department operations. In addition we conducted a survey of the Common Council to provide a long-range context for this study and met with department directors and managers to get an understanding of their operations and issues pertaining to staffing. Second, we gathered information from comparable cities identified in consultation with the City of Marshfield to gauge staffing levels. This review included an analysis of general fund spending by major functions as reported by the 2012 audits for each city. The Cities of Stevens Point, Superior, Wausau and Wisconsin Rapids served as the comparables for this study.

**Review of staffing and spending levels.** Since 2003, the City of Marshfield has done a good job of controlling staffing levels. In August 2013 the City had an authorized complement of 188.78 benefits-eligible FTEs, a reduction of 10.97 FTEs from the authorized complement of 199.75 reported in the 2003 study. This reduction occurred primarily as a result of the consolidation of dispatch operations with Wood County in 2006. In general, staffing changes reflect increased FTEs in Police, Fire and Rescue and Emergency Medical Services and reductions in General Government (Mayor, City Administrator, Finance and Assessor), Street Services, Building Services and Inspections, and Parks and Recreation.

Staffing levels are a reflection of City policy; Common Council priorities for the mix and level of services provided are a major determinant of staffing levels. Observations by the consultant team did not find that excess capacity exists among the City staff. Accordingly, we do not recommend any areas where staff can be reduced. Our review did find several areas where additional staff are recommended. As with most organizations, there are opportunities to improve processes and increase efficiencies, which may further result in minor shifts or reallocations of staff.

In reviewing Marshfield's staffing levels with comparable communities, it is important to remember that staffing levels vary based on such things as the policy decisions, citizen demands and the organizational and financial structure of each city. While we have taken these factors into account to the best of our ability, we recognize that there are differences in how each organization reports staffing and spending data that go beyond the scope of this study.

Overall, the comparative data show that Marshfield's staffing levels fall within an acceptable range of the corresponding staffing and spending levels of the comparable communities. While there are variations in staffing and spending levels, we believe that these variations reflect different policy directions with respect to the mix and level of services provided, decisions to outsource or enter into shared service arrangements with another entity and differences in how each community tracks and reports staffing and spending.

In most functional areas, Marshfield tends to be above average or near or at the top in staffing and spending based on population. In most cases, staffing and spending levels are very close to those documented by the comparable communities. Planning and development is an exception where Marshfield is below average in staffing and expenditures. From our research, it is not entirely clear what accounts for this distinction and suggests an opportunity for further review. In recreation and culture, Marshfield's spending is higher than the comparable communities reflecting the presence of a library and a zoo.

Based on our review, we offer the following staffing recommendations:

- the addition of a Financial Analyst/Accountant in Finance to meet the demand for increased financial reporting for internal departments and the Common Council and hiring temporary staff to expedite completion of the payroll and accounts payable data entry decentralization
- the addition of a Planner to support the Common Council's priorities of economic development and creating employment opportunities
- on-going consideration of adding an IT technical support position to address help desk backlogs.

If the City moves forward on some of the suggested structure options presented in this report, additional staff positions would be required, including a Facilities Manager and an Administrative Services Director. However, without a detailed plan for these possible organizational changes, it is premature to determine if these positions would add to the City's overall complement or be created through staff reallocation.

**Process improvements.** In our review of City operations, we learned that department heads do not have adequate time or resources available to plan and study how operations can be more efficient.

We believe that there is merit in systematically identifying and prioritizing process improvements over a five-year period to plan for increased organization-wide efficiencies that can provide cost savings with a return on investment and/or service improvements. We asked department heads to identify process improvements that the City should review and we contributed several suggested process improvements for the City's consideration.

Among the process improvements identified in this report, strategic planning is critical. Strategic planning provides an on-going structure to clearly articulate Common Council priorities on the services to be provided, how much of those services will be provided and how those services will be delivered. Strategic goals serve as a catalyst for accomplishing priorities adopted by the Common Council and aligning organizational resources towards that end. The survey conducted for this study identified themes that are important to the Common Council, including in no particular priority, education, safety, parks and recreational facilities, maintenance of public infrastructure and municipal facilities, economic growth, increasing employment opportunities and cost of government. Drilling down into these areas and identifying the strategic goals and objectives the Common Council wants to accomplish in partnership with City staff and others will lay the foundation for Marshfield's future.

All of the suggested process improvements discussed in this study share one overarching characteristic—they all involve increased integration among the City's functional areas and a reliance on improved interdepartmental coordination to enhance overall organizational efficiency and effectiveness. Streamlining how the City responds to complaints that cross multiple departments, achieving work flow efficiencies such as decentralizing data entry for payroll and accounts payable, developing performance measurements and consistent reporting of data across the all departments are all examples of organization-wide process improvements.

**Optional for the City's organizational structures.** The study identifies several ideas for restructuring City functions including:

- Enhanced coordination of planning, economic development, code enforcement and inspections.
- Assigning responsibility for the airport and GIS to public works.
- Centralizing the facilities management function.
- Assigning the cemetery function to parks and recreation.
- Integration of administrative services functions.

Recommendations include considering the following organizational changes:

- **Creation of a Community Development Department**—the new department will enhance the coordination of planning, economic development, code enforcement and building inspections.
- **Assignment of GIS to Engineering**—GIS will move from Planning and Economic Development to Engineering where it is closer to engineering and surveying.
- **Assignment of the Airport to the Public Works Department**—currently the airport does not have a defined reporting relationship within the City's organizational structure.
- **Establish a centralized Facilities Management function within Public Works**—all custodians would be assigned to Facilities Management and coordination of facility

maintenance and improvements would be handled within the Public Works Department by a Facilities Manager.

- **Assign Cemetery to the Parks and Recreation Department**—this reporting relationship aligns better with the work of the Parks Maintenance Supervisor than with the City Administrator, to which the Cemetery currently reports.
- **Consider the establishment of an Administrative Services Department**—this option could provide increased integration and coordination of administrative functions and process improvement leadership.



## 2. Introduction and Study Process

The City of Marshfield retained Springsted Incorporated to conduct an Operational Review of Full-Time Equivalent (FTE) Positions. In its Request for Proposals issued for this review, the City identified the following areas of focus for this study:

- workforce allocation and workload distribution.
- adequacy of current staffing levels.
- improving operational and service efficiencies.
- opportunities to reduce the cost of service without impacting the level of service provided.
- efficiencies that could be achieved through the use of technology.
- levels of customer service in each City department.
- structural changes, including department and division spans of control.

Personnel costs comprise the largest expenditure in municipal operating budgets. For the City of Marshfield, personnel costs for the last three years have accounted for an average of 57.3 percent of total expenditures, excluding capital outlay and debt. The scope of this operational review is limited to benefit-eligible regular staff. As such, the analysis does not address trends affecting the use of temporary and seasonal staff.

The study process used for the organizational review included the following 12 steps:

1. Document review including the City's 2013 adopted budget, audits for 2010, 2011 and 2012, department annual reports and other descriptive information on department operations. Executive summaries for the EDA Action Plan and the 2003 Staffing Needs Analysis Study were also reviewed.
2. Conducting a survey of the Common Council to provide a long-range context for the review in July 2013.
3. Distribution of questions for on-site interviews to department heads on July 9, 2013.
4. On-site interviews with the oversight committee and 19 supervisory staff on July 17, 2013.
5. Two (2) employee meetings and two (2) meetings with department heads on July 23, 2013.
6. Presentation of survey results to the Common Council on July 23, 2013.
7. Data collection and analysis from comparable cities.
8. Conference call with the conference oversight committee on September 26, 2013 to present preliminary findings.
9. Conference call on December 13, 2013.
10. Preparation and discussion of a working draft of the study.
11. Preparation of a final report incorporating comments and feedback from the oversight committee and management team.
12. Presentation of the report to the Common Council.

The report is organized in eight sections, including an executive summary. Other sections of the report include:

- Executive Summary
- Introduction and Study Process
- Strategic Context
- Organizational Review

- Staffing Analysis, which includes an overall comparative analysis and a review of existing Marshfield staffing
- Process Improvements
- Organizational Options
- Findings and Recommendations

Throughout the course of the study, we interacted with members of the City staff. The Springsted consulting team appreciated the professionalism and competence of the City's department heads as well as their dedication to serving the citizens of Marshfield. They were well prepared for the one-on-one meetings and provided information beneficial to the study. As a group, they conveyed a strong sense of the City's vibrancy and importance of providing a full range of services to Marshfield citizens and to the larger region Marshfield serves.

We also appreciated the guidance and suggestions provided by the oversight committee comprised of City Administrator Steve Barg, Alderman Ed Wagner and Human Resources Manager Lara Baehr. In particular, we note Ms. Baehr's assistance and coordination throughout the study.

### 3. Strategic Context

An organization's operations should reflect the strategic goals and priorities of its governing body. The City of Marshfield has many documents that reflect strategic goals and priorities such as its budget documents and its comprehensive plan. Without a single, overarching, long-range strategic plan to reference for this study, we asked the members of the Common Council to respond to a series of questions to provide a strategic context for the study.

We asked the Common Council to identify the special qualities that make Marshfield a desirable place to live and long-range priorities for the next five to ten years. Nine alderpersons completed the survey. Responses to these questions are shown below; the number in italics indicates the number of alderpersons giving this response. A compilation of responses to the survey appears in Appendix I.

Special qualities making Marshfield a desirable place:

- School system (6)
- Safe community (6)
- Park and recreational facilities (5)
- Stand-alone city with its own distinct identity (4)
- Medical facilities (4)
- Highly educated workforce with a strong work ethic (3)
- Professional city staff (2)
- Low electric rates (2)

Long-term priorities (5-10 years):

- Maintenance of public infrastructure and facilities (6)
- Economic growth (4)
- Address the cost of government (4)
- Increasing employment opportunities (3)
- Library (3)
- Public pool (1)

Several themes emerge from the collective responses. They are identified below.

- **Education** is important to the overall well-being of the community. The school system has an excellent reputation, which is consistent with the highly educated workforce and its strong work ethic. Education may be related to the long-term priority for the library noted by three alderpersons.
- A **safe community** is valued.
- **Park and recreational facilities** are important for the City's quality of life and also as an amenity that may support the many visitors to the medical facilities.
- **Maintenance of public infrastructure and municipal facilities** is an important focus for the next five to ten years.
- **Economic growth** and **increasing employment opportunities** are closely related. The City's goal is to provide an environment that promotes and encourages economic growth, which requires balancing public amenities, programs and services with the **cost of government**, including investments in public infrastructure and facilities.

Survey responses also offered some potential ideas for the future. Eight alderpersons are interested in opportunities to expand online services. While there is interest in identifying where potential efficiencies could be achieved through outsourcing, there is recognition that many considerations must be taken into account, such as weighing short-term versus long-term costs, costs versus control over quality, and opportunities for collaboration.

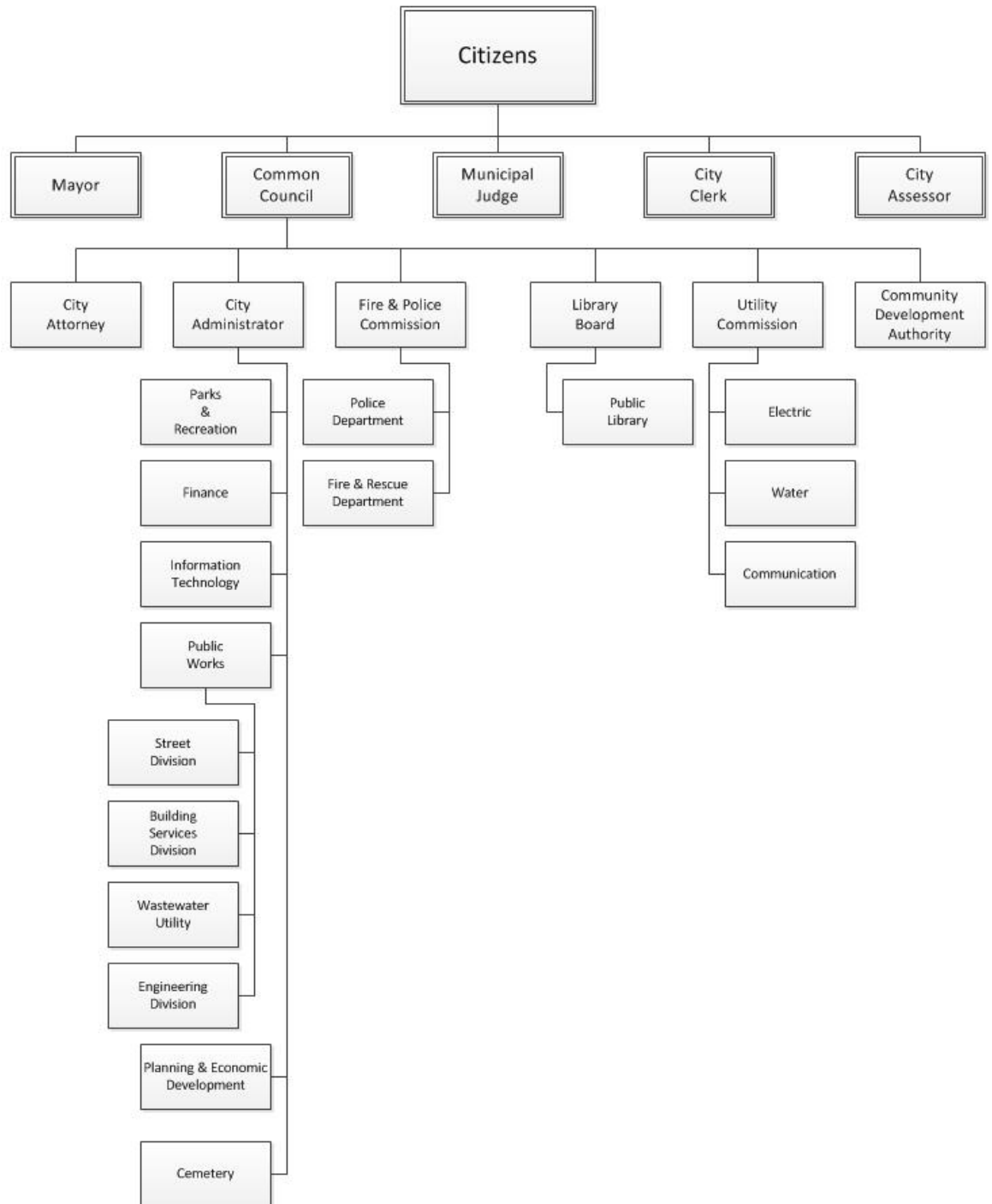
Long-term policy issues are most effectively addressed through a strategic planning process. We recommend that the City establish an ongoing strategic planning process that identifies long range goals and priorities and defines measurable objectives that will be used to evaluate the City's progress in accomplishing these goals.

### 4. Organizational Review

The City of Marshfield is organized as a Mayor-Alderman plan under Wisconsin Statutes. The Mayor is elected for a two-year term in even-numbered years and serves as the part-time Chief Executive Officer. The Common Council is comprised of ten Aldermen elected from ten Aldermanic districts for two year-overlapping terms.

The organizational chart shown below was taken from the City’s 2012 Comprehensive Annual Financial Report.

**City of Marshfield, Wisconsin**  
Current Organizational Chart



The City has three elected officials who serve as department heads: the City Clerk, the City Assessor and the Municipal Judge. All are elected to four year terms.

The City Administrator serves as the chief administrative officer and is appointed by the Common Council for an indefinite term. Primary responsibilities include developing and presenting an annual budget recommendation, presenting policy recommendations on issues affecting the organization, overseeing certain City departments, administering the personnel and human resources functions for all City departments and divisions and providing staff support to the Mayor and Common Council for policy development and implementation. The positions supervised by the City Administrator are listed below:

- Finance Director
- Technology Director
- Planning and Economic Development Director
- Public Works Director
- Parks and Recreation Director
- Human Resources Manager
- Cemetery Coordinator/Caretaker

The Police Department and the Fire and Rescue Department report to the Fire and Police Commission while the Library Board exercises oversight of the Public Library.

This Operational Review covers 12 departments, including the departments supervised by the three elected officials, and accounts for a staff of 192.36 benefits-eligible employees. It should be noted that the City employs an additional 200-300 seasonal employees that were not part of this review. Marshfield Utilities, which includes electric, water and communications operations, and the Marshfield Community Development Authority which operates family and elderly housing and rental assistance programs, were not included in the scope of this study.

### **Ten-Year Historic Overview of Staffing.**

The 2003 Staffing Needs Analysis Study provided a helpful historical context for the Operational Review. According to the earlier study, the City of Marshfield had a regular staff of 199.75 benefits-eligible FTEs in 2003. At that time, the study found that “the City had done a good job of controlling staffing levels and recommended eliminating 5.5 FTEs, four (4) by contracting out services.” The study also recommended the addition of three (3) positions to increase service levels in critical areas. The staffing changes recommended in the study called for a City staff of 197.25 benefits-eligible FTEs.

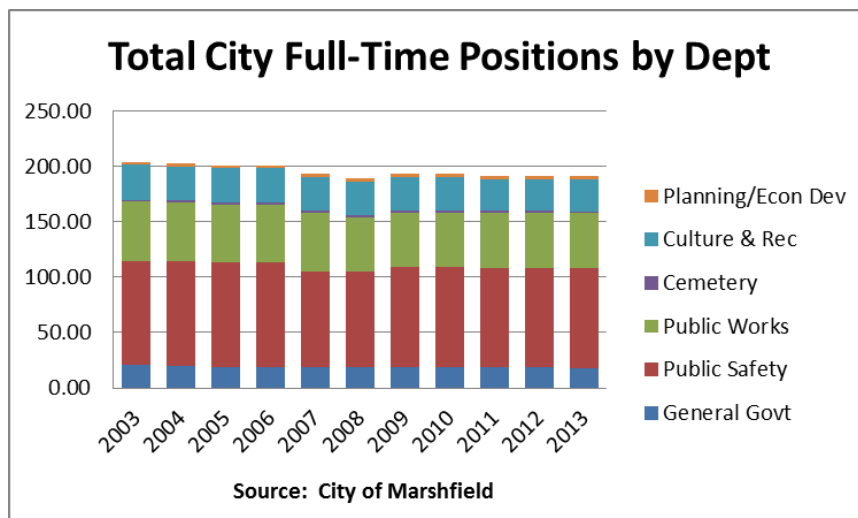
In the intervening ten years, the City of Marshfield has continued to control staffing levels. As of August 31, 2013, the City’s Position Control Report indicated a complement of 188.78 benefits-eligible FTEs, indicating a reduction of 10.97 FTEs. In large part, this reduction occurred as a result of the consolidation of dispatch operations with Wood County in 2006 when 8 FTEs were absorbed by the County Dispatch Center.

It should be noted that the FTE numbers contained in the August 31, 2013 Position Control Report differ slightly from the 2014 Recommended Budget, which puts the overall FTE number at 192. The

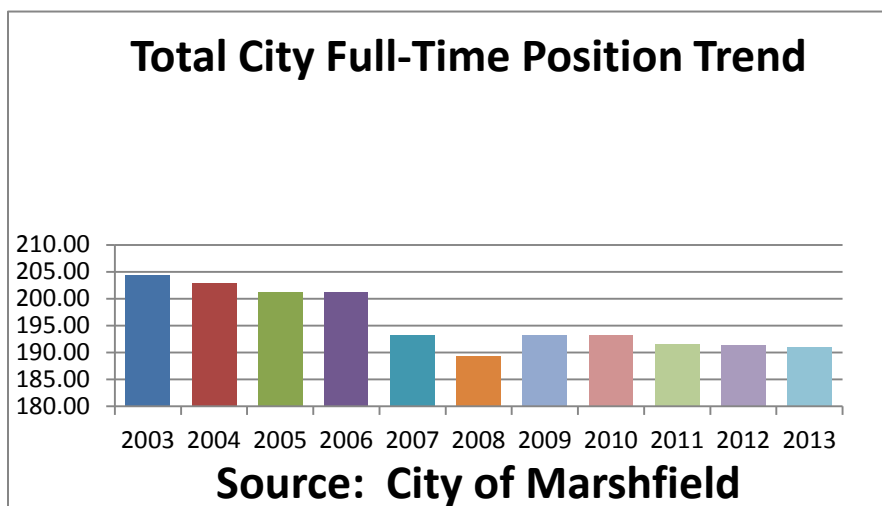
difference of 3.22 FTEs reflects a .4 reduction in the Administrative Assistant position assigned to the Assessor’s Office, the 1.0 addition of a Drug Officer in the Police Department and 1.82 non benefits-eligible FTEs in the Library that were not counted in the Position Control Report because they do not receive benefits.

Based on information available from the City’s comprehensive annual financial reports from 2003 to 2012 and the 2014 Recommended Budget, we have compiled overall and departmental staffing trends.

The chart below shows that overall staffing levels have been held constant since 2007, ranging from 193.23 to 191 FTEs in 2013. Within overall staffing, some reallocation has occurred across the City’s various functions and programs. Since 2007, increases in staffing have occurred in Police, Fire and Rescue and Emergency Medical Services, while reductions have occurred in General Government (Mayor, City Administrator and Assessor), Street Services, Building Services and Inspections, and Parks and Recreation.



The chart shown below depicts overall staffing trends. The drop in overall staffing between 2006 and 2007 reflects the dispatch consolidation; the increased staffing level that occurs in 2009 is attributed to adding 4 FTEs in public safety.



## 5. Analysis of Staffing with Comparable Communities

Another way to assess staffing levels is to compare the City's staffing levels with those of other cities that share similar characteristics with the City of Marshfield. Such comparisons are useful in identifying different philosophies and approaches to staffing and service delivery. However, at the same time, comparisons are limited by the inability to identify the many variables that shape staffing levels, ranging from the size of the market area a city serves, differences in the mix and level of services provided by a city to its organizational structure, organizational values and the alignment of employee competencies and skills with the city's long-range goals.

One such variable that distinguishes the City of Marshfield from other cities is the presence of the Marshfield Clinic and St. Joseph Hospital, which operate a combined medical campus. With a world-class reputation, the Marshfield Clinic creates community demands that may differ from other communities based upon the highly educated workforce employed by the clinic and the clientele who visit the facility for prolonged treatments. Although difficult to quantify, the service demands and expectations associated with the clinic have an impact on City services and staffing.

### Comparative Staffing and Spending Analysis

In consultation with the City, we identified the Cities of Stevens Point, Superior, Wausau and Wisconsin Rapids as the comparable cities to be studied in this analysis. Of these cities, Stevens Point, Wausau and Wisconsin Rapids are all located in Central Wisconsin. The chart below shows the population, area, number of households and the density (population per square mile) for each city.

#### Comparable City Characteristics

	Marshfield	Wausau	Stevens Point	Wisconsin Rapids	Superior
Population	18,952	39,160	26,748	18,217	26,862
Households	8,786	16,600	10,940	8,480	12,321
Area	13.46	18.78	15.96	13.82	36.96
Density	1408.02	2085.20	1375.94	1318.16	726.79

Source: U.S. Census Bureau 2010

Of these communities, Marshfield is the only free-standing city completely surrounded by rural townships. The other communities share a border with one or more villages and/or cities. Proximity to other cities and villages allows for the possibility of sharing some services. In Marshfield's case, not having other local governments that provide similar services nearby limits the ability to explore shared services arrangements.

Like Marshfield, each entity offers a broad range of municipal services. However, while they provide many of the same services, there are some important distinctions. For example, only Marshfield, Wisconsin Rapids and Superior operate a library as a city service. Among these entities, Wausau is the only entity that does not have a parks and recreation department because Marathon County provides county-wide services. Marshfield is the only city that operates a municipal zoo. Neither Wausau nor Stevens Point has in-house information technology staff.

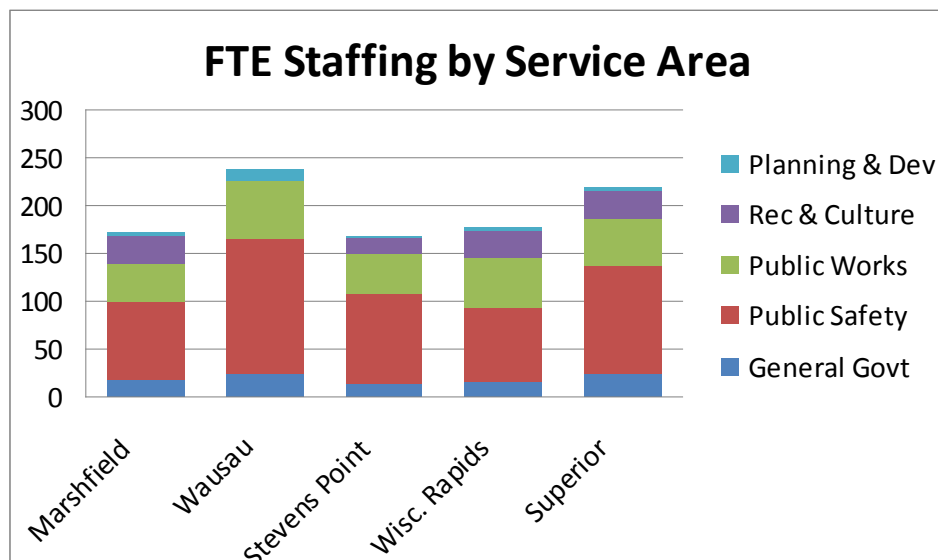


Marshfield also differs from the other communities in that it has a part-time Mayor and a full-time City Administrator; all of the other communities have a full-time mayor. It is also the only one of the cities that has an elected Assessor.

Our comparative analysis includes a review of both staffing and expenditure levels. The analysis was structured this way to view the relationship between staffing and spending. Some communities have reduced the number of full-time equivalents and increased the number of temporary employees who do not receive benefits or outsourced services. In such instances, staffing levels are lower while expenditure levels reflect the cost of temporary employees or outsourcing services.

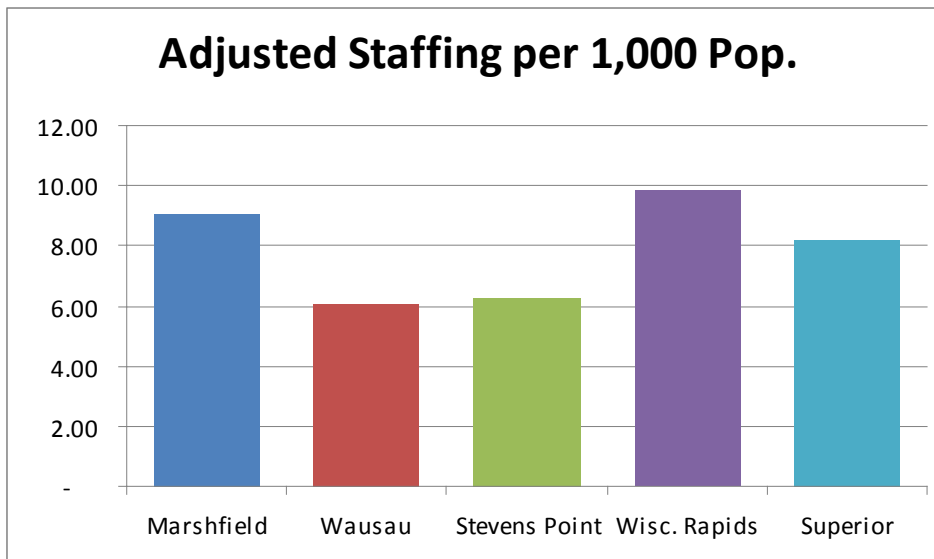
To facilitate this comparison, we collected position control reports from each city which provided information on the number of benefits-eligible full-time equivalents. Staffing data were organized into the standard functional areas used to report annual financial data. These functional areas do not always align with municipal organizational structures. For example, building inspections is reported under public safety, instead of as a part of public works or planning and economic development where it is most frequently located. Library services are included under recreation and culture. General government includes administration, human resources, finance, assessing, clerk, information technology, legal services and the municipal court. For Superior, we reported combined general fund and non-general fund expenditures for culture, recreation, public safety and development. To allow for the financial comparison, we adjusted staffing levels by excluding full-time equivalents associated with enterprise operations, such as wastewater, water, transit, landfill and refuse collection services.

The graph shown below illustrates the adjusted number of full-time equivalents by municipal function. Wausau has the highest number of staff at 239 employees followed by Superior with 221 employees. Marshfield has 172 employees compared to Wisconsin Rapids and Stevens Point which have 180 and 168 employees respectively.

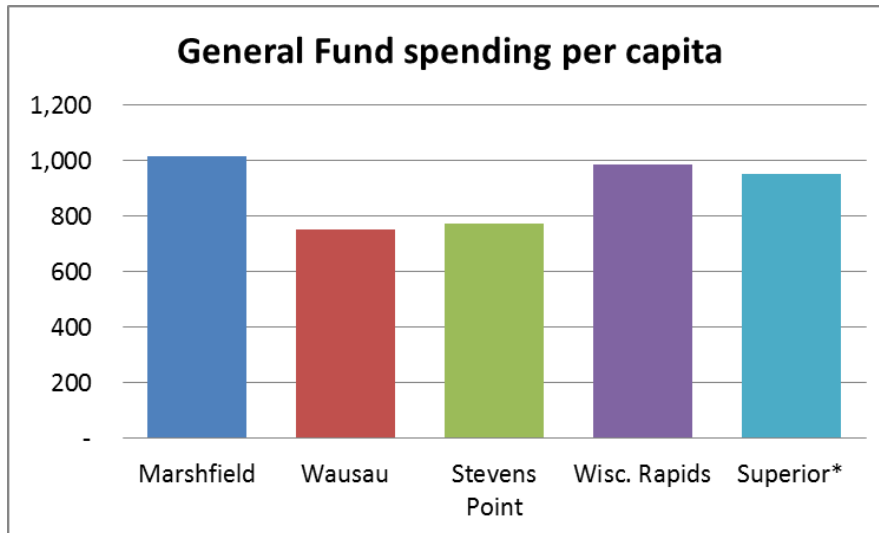


Next we determined per capita adjusted staffing by function as a way to compare staffing levels. While per capita staffing data uses population as a standard for purposes of comparison, it does not reflect staffing differences resulting from policy decisions affecting the mix and level of services provided. Again, staffing for enterprise operations is not included in these calculations.

In the graph below, the number of full-time equivalents is divided by population and then multiplied by 1,000. Wisconsin Rapids has the highest number of full-time equivalents to population, with 9.87 FTEs per 1,000 population followed by Marshfield at 9.10 FTEs per 1,000. Wausau is the lowest with 6.11 FTEs per 1,000 population.



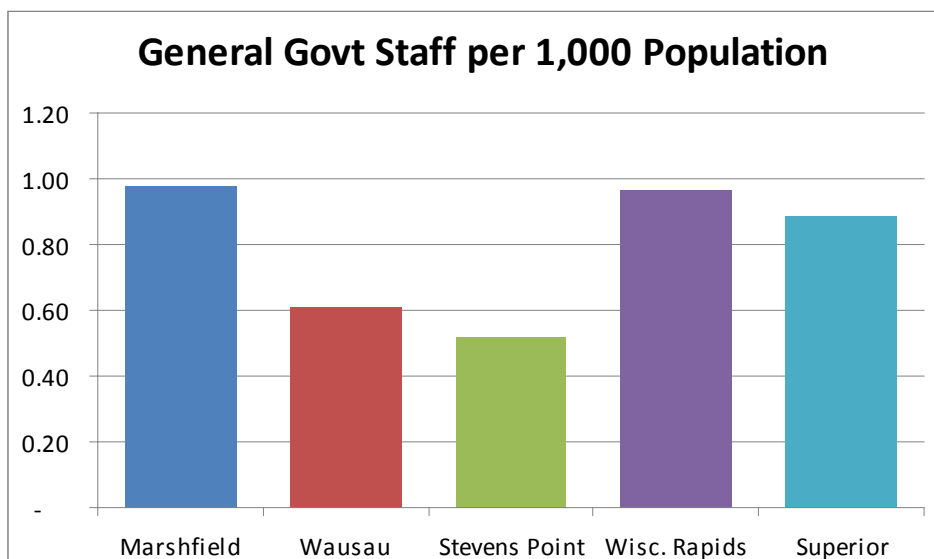
To compare spending levels, we compiled data from each city's 2012 annual financial report using the same functional categories used to present staffing data. Capital outlay and expenditures for enterprise operations are excluded from this comparison. The graph below shows general fund spending per capita. Marshfield and Wisconsin Rapids have the highest per capita spending at \$1,015 and \$987, respectively. Wausau has the lowest per capita spending at \$751.



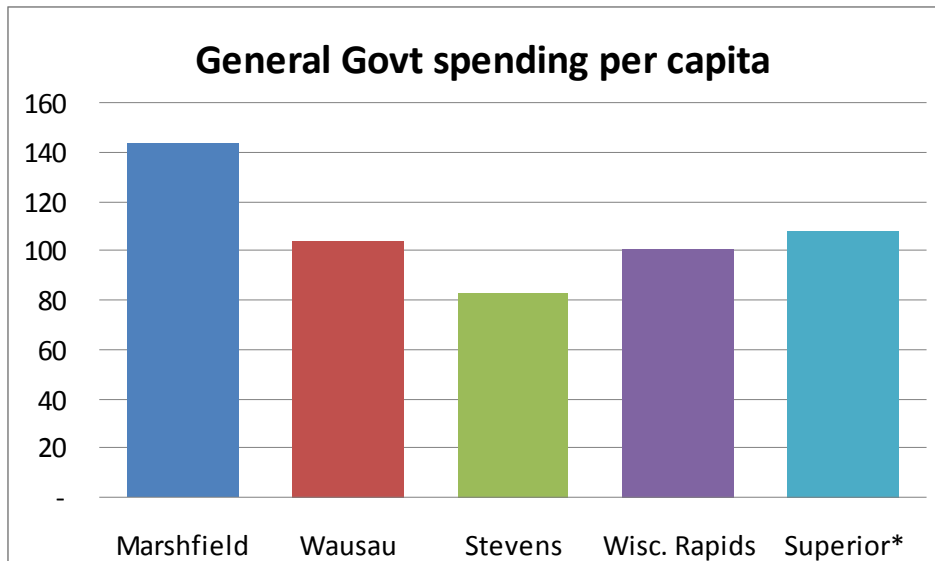
\*figures for Superior include non-General Fund expenditures for Culture/Rec, Public Safety, and Development

### General Government Staffing

General government includes such things as administration, human resources, finance, information technology, city attorney and municipal court. The chart shown below depicts staffing per 1,000 population. Marshfield and Wisconsin Rapids have the highest staffing level with .98 and .97 FTEs per 1,000 population; Stevens Point has the lowest staffing level with .52 FTEs per 1,000. Neither Wausau nor Stevens Point reports IT employees as part of its general government staff because of alternative arrangements in effect for IT services.



The chart below shows general government spending per capita. Marshfield has the highest per capita general government spending at \$144 while Stevens Point has the lowest per capita general government spending at \$83.



\*figures for Superior include non-General Fund expenditures for Culture/Rec, Public Safety, and Development

Marshfield's general government staffing per 1,000 population is very comparable to staffing levels in Wisconsin Rapids and Superior. However, its general government spending is significantly higher leading us to believe that this variance is likely attributable to differences in accounting for expenditures.

The City of Marshfield's staffing for general government activities and recommendations for changes in staffing are discussed below.

**Mayor.** The Mayor's Office reports a staff of 1.0 FTEs. The office includes the Mayor and an Administrative Assistant, each allocated as .5 FTEs. Prior to 2011, the staffing for this office was 1.20 FTEs. Of the comparable cities, the Mayor's office has the lowest number of FTEs while Wisconsin Rapids reports 1.5 FTEs and Wausau and Superior both report 2.0 FTEs.

*No staffing changes are recommended.*

**City Administrator.** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 3.0 FTEs assigned to the City Administrator's Office in 2003. Since 2011, the office has had 2.50 FTEs. The August 31, 2013 Position Control Report lists the number of FTEs by job title as follows:

Position Title	FTEs
City Administrator	1.0
Human Resources Manager	1.0
Administrative Assistant III	.5
Total	2.5

The Administrative Assistant position is also assigned as a .50 FTE to support the Mayor. As previously noted in this report, none of the comparable cities have a City Administrator position.

The City's Human Resources Manager is assigned to the City Administrator's Office and supports Marshfield's workforce of 192.36 FTEs. The Administrative Assistant III listed above is split so 30 percent of the employee's time is devoted to human resources work with the remaining 20 percent supporting the City Administrator. Primary responsibilities for human resources include labor relations and implementation of Act 10, staffing, employee issues and benefit administration. This position is primarily focused on administering and coordinating employment-related transactions and does not have time available to undertake strategic organizational development initiatives. We reviewed Marshfield's ratio of human resources staff to the number of regular employees to those of the comparable cities in relation to the number of HR staff as shown below.

City	Marshfield	Wausau	Wisconsin Rapids	Stevens Point	Superior
FTEs	192.36	299.20	187.86	168	231.56
HR Staff	1.3	2.0	3.1	1.0	2.0
FTEs/HR staff	148.97	149.6	63.58	168	138.91

The highest ratio of city FTEs to human resources staff is found in Wausau and Marshfield; the lowest is Wisconsin Rapids.

Consistency in the administration of human resources policies is best achieved through the centralization of this function. Aspects of Marshfield's human resources function that are currently performed by departments include the hiring of temporary and seasonal employees and administration of safety programs.

***No change in Human Resources staffing is recommended at this time.***

**Finance.** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 6.60 FTEs assigned to Finance in 2003. In 2013, Finance has 5.30 FTEs. The August 31, 2013 Position Control Report lists the number of FTEs by job title as follows:

Position Title	FTEs
Finance Director	1.0
Assistant Finance Director	1.0
Accounting Technician	.8
Payroll Technician	2.0
Accounting Clerk	1.5
Total	6.3

There is a 1.0 FTE difference between the number of FTEs reported in the 2012 annual financial report and the Position Control Report used in this study. This variation reflects a desire to track FTEs in the audit with the source of funding. In this case, the Finance position responsible for ambulance billing is counted in the Fire Department even though the position is part of the Finance Department.

Based on a staffing level of 6.3 FTEs, the City of Marshfield has .33 FTEs per 1,000 population. Average staffing for Finance in the comparable cities is .25 FTEs per 1,000 population with Marshfield having the highest staffing level and Stevens Point the lowest staffing at .15 FTEs per 1,000.

Marshfield's financial staffing level is consistent with the staffing levels found in the comparable cities. The Finance Director has requested the addition of an accountant/analyst, pointing out excess hours required of both of the department's management level positions to meet expectations as well as the City's increased reliance on consultants to conduct rate reviews and perform financial analyses that could be done in-house with more analytical staff. This change would increase Finance staffing to 7.3 FTEs. Staffing increases would be partially offset by less reliance on overtime and part-time, non-benefits eligible employees; which account for roughly 1.0 FTE.

The increasing workload experienced in financial reporting, debt management and internal cost analyses is well documented. We agree that the Finance Department does not have sufficient capacity to meet the City's overall needs for financial analysis.

We are concerned that the City's effort to complete decentralization of payroll and accounts payable information, an enhancement of the EBS payroll and accounts payable module, has languished. Completing implementation of this EBS enhancement is an important organizational step for the City because it will increase efficiency in generating data that will help City departments continuously improve their operations. We recommend that temporary staff resources be used to expedite the decentralization of EBS payroll and accounts payable data entry, which will allow the City to reduce redundant entries of financial records. Streamlining financial and administrative processes must be an ongoing priority to support process improvements in the Finance Department and to provide the analytical assistance needed to support process improvements throughout the organization. After the decentralization of payroll and accounts payable has been completed, the Finance Department should reevaluate the skills and competencies that must be present among its staff. We believe that the

required skill sets create a greater demand for financial, technical and analytical skills that are important to the Common Council's priority of balancing the cost of government with service and infrastructure requirements.

***The addition of a Financial Analyst / Accountant position is recommended to meet current demands and expand the analytical capacity of the Finance Department. We also recommend the hiring of temporary staff to expedite implementation of decentralized payroll and accounts payable data entry. After implementation has been completed, Finance staffing should be reviewed to identify the necessary competencies and skill sets needed to provide financial services and expanded financial and management reporting for internal departments and the Common Council.***

**Information Technology (IT).** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 3.0 FTEs assigned to IT in 2003. In 2013, the IT Department continues to be staffed by 3.0 FTEs as outlined in the August 31, 2013 Position Control Report:

Position Title	FTEs
Technology Director	1.0
Technology Analyst	2.0
Total	3.0

Department staffing has been constant while the number of servers, PCs, mobile devices and other electronic equipment has multiplied. In order to meet the increased demand for technology support, the IT Department has relied upon two, and occasionally, three non-benefit eligible student interns who each work from 1,000 to 1,100 hours annually or an amount equivalent to 1 to 1.5 FTEs. The department budgets \$20,000 each year for consulting services and retains consultants to perform major system upgrades.

Based on a staffing level of 3.0 FTEs, the City of Marshfield has .16 FTEs per 1,000 population. Average staffing for the three cities reporting IT staff is .06 FTEs per 1,000 population with Marshfield having the highest staffing level and Wisconsin Rapids the lowest staffing at .05 FTEs per 1,000. Two of the cities, Wausau and Stevens Point, receive IT services from their respective counties.

IT staffing is generally keeping pace with the ongoing support needs to operate existing technology systems. However, IT staff are responding to an increased number of help desk requests with sometimes as many as 40-50 outstanding requests occurring during peak periods. Backlogs can affect the productivity and efficiency of users making this an important benchmark to monitor. As the number and type of devices and software applications supported by IT grow, it may be necessary to add more regular or temporary employees to provide technology support. A more important consideration for IT staffing is defining its role in supporting organizational process improvements and developing and/or coordinating on-line municipal services to better serve citizens.

***No changes in full-time IT staffing are recommended at this time; however the addition of a support technician should be evaluated in the near future to address backlogs, particularly if that number grows. While the City would incur the costs of benefits for this position, increased efficiency could offset the added cost. Overall, future IT staffing is dependent on the number and***

*type of devices and software applications and the department's role in supporting organizational process improvements and expanding on-line web-based services.*

**Assessor.** The Assessor's Office is under the direction of an elected assessor. Previously, a measure to make the City Assessor an appointed position was put to a vote of the people; and it was defeated.

Since 2003, the Assessor's Office has had a staff of 4.0 FTEs. Staffing was recently reduced to 3.6 FTEs when an administrative assistant was hired as a .6 FTE. The number of FTEs by job title is as follows:

Position Title	FTEs
City Assessor	1.0
Deputy Assessor	1.0
Property Appraiser	1.0
Administrative Assistant II	.6
Total	3.6

In addition, the City Assessor's Office contracts with an independent appraisal company to handle its commercial valuations and appeals.

While it is desirable to conduct valuations on a five-year cycle, the City is currently on a schedule that completes property valuations on a seven- to eight-year rotation. According to the City Assessor, this is a reasonable schedule which strikes a balance between available resources and the integrity of the City's equalized valuation.

To our knowledge, the City of Marshfield is the only city of its size with an elected official serving as City Assessor. For most municipalities, the City Assessor is an appointed position that generally serves as a division head within the Finance or Administrative Services Department. Increasingly, assessor services are being outsourced. In some instances, the entire function is outsourced to an outside provider while others choose to outsource the assessor position and retain office or technical positions that provide on-site services and are available to assist the public.

Based on a staffing level of 3.6 FTEs, the City of Marshfield has .19 FTEs per 1,000 population assigned to its staffing function. Average staffing for assessing in the comparable cities is .13 FTEs per 1,000 population with Marshfield and Superior having the highest staffing level at .19 FTEs and Wisconsin Rapids the lowest at .005 FTEs per 1,000. It should be noted that Wisconsin Rapids contracts for assessing services and employs an assessing technician who works 32 hours a week, which reflects a reduction of eight hours a week from 2012. Similarly, Stevens Point has 2.0 FTEs assigned to assessing and contracts for assessor services.

Our research shows that a number of cities, including Stevens Point, Wausau and Wisconsin Rapids, are outsourcing some or all assessing services. Other communities that outsource the assessing function include the Cities of Menomonie and Franklin and the Village of Menomonee Falls. This information suggests that the feasibility of outsourcing assessing services in total or in part is a viable way to provide this service that warrants more detailed study.



Three options exist for providing fair and equitable assessment for property owners.

- Continue the current organizational structure headed by an elected official who has the necessary state certifications; appraisal work would be handled by a combination of City staff and private appraisers under contract with the City. The current City Assessor has been in office for many years; it may prove difficult to elect an assessor with the necessary credentials should she decide to retire.
- Make the City Assessor an appointed position within the City's Finance Department or an Administrative Services Department so the City Administrator's span of control would not be increased.
- Evaluate the costs and level of service that could be provided by an outside provider. This evaluation should include a review of the experience of Wisconsin cities and villages of a comparable size that have outsourced all or part of the assessing function. The vast amount of online assessing information makes outsourcing a viable option as long as the integrity of property valuations and the level of customer service meet City demands.

*No staffing changes are recommended for the City Assessor's Office at this time. However, it is recommended that the City consider a more in-depth review of the cost and benefits of outsourcing some or all of the assessing services in the future.*

**Clerk.** The City Clerk is an elected position. Since 2003, the position has had 2.0 FTEs. The number of FTEs by job title is as follows:

Position Title	FTEs
City Clerk	1.0
Deputy City Clerk	1.0
Total	2.0

In addition to its 2.0 FTEs, the City Clerk's Office also employs one temporary part-time employee.

In Wisconsin, some city clerks are elected while others are appointed. From our review of the websites for the comparable cities, Marshfield, Wisconsin Rapids and Stevens Point elect their City Clerk while Wausau and Superior have appointed City Clerks.

Similar to the City Assessor position, the City Clerk position could be appointed if approved by the Common Council and/or Marshfield voters. If approved, this function could be located in an Administrative Department so the City Administrator's span of control would not be increased. Locating this function with other administrative functions could lead to increased cross-training which could be advantageous to the City when general elections occur.

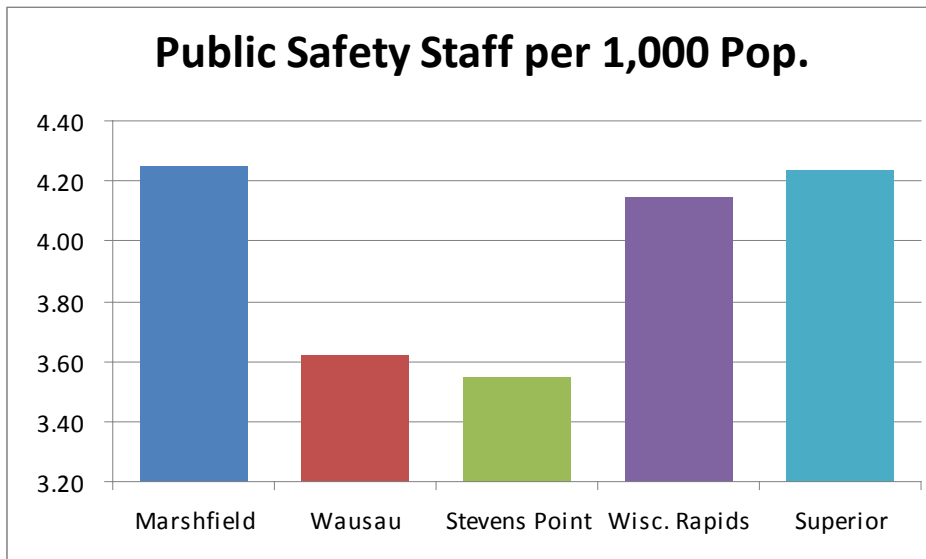
*No staffing changes are recommended for the City Clerk's Office at this time.*

**Municipal Court.** Among the comparable cities, Marshfield and Wisconsin Rapids are the only two cities with a municipal court function. In Marshfield, the municipal court clerk is a .75 FTE. Wisconsin Rapids lists a staff of 2.50 FTEs for its municipal court. We note that the municipal court function has been staffed at .75 FTEs since 1998.

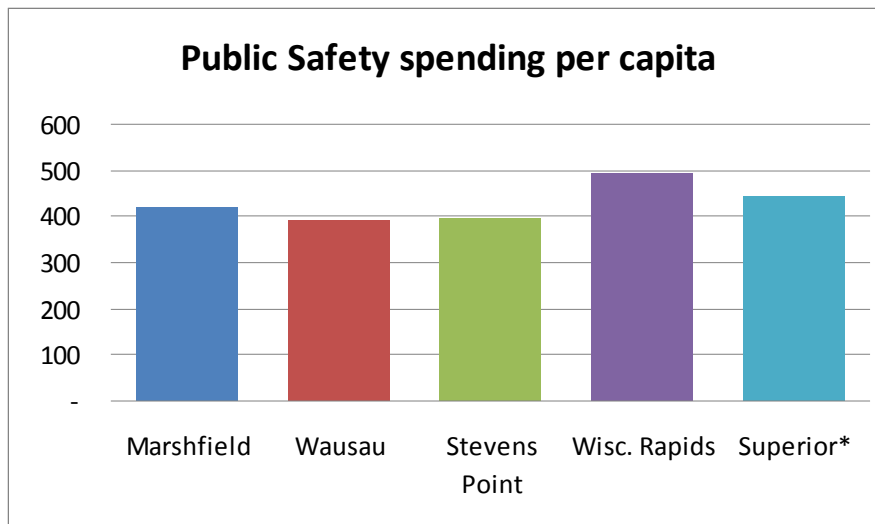
*No staffing changes are recommended for the Municipal Court at this time.*

**Public Safety Staffing**

Public safety includes police, fire and rescue, emergency medical services and building services and inspections. The chart shown below depicts staffing per 1,000 population. Marshfield has the highest public safety staffing level with 4.25 FTEs per 1,000 population followed by Superior at 4.24 FTEs per 1,000 population; Stevens Point has the lowest staffing level with 3.55 staff per 1,000 population.



The chart below shows public safety spending per capita. Wisconsin Rapids has the highest per capita public safety spending at \$493.63 while Wausau has the lowest per capita public safety spending at \$393.08. Marshfield spends \$421.19 per capita on public safety.



\*figures for Superior include non-General Fund expenditures for Culture/Rec, Public Safety, and Development

Note that while Marshfield has the highest public safety staffing per 1,000 population, it ranks in the middle on public safety per capita spending.

Department staffing for police and fire services activities are discussed below. Building services and inspections is discussed under the public works section.

**Police.** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 45.0 FTEs assigned to Police in 2003. Police staffing is currently 48.0 FTEs with the recent addition of a drug officer. It should be noted that the staff complement shown below does not include nine part-time adult crossing guards or other part-time temporary positions that assist with parking enforcement and transporting defendants.

Staffing for the Police Department includes the following positions and FTEs:

Position Title	FTEs
Administrative Assistant III	1.0
Custodian	1.0
Ordinance Enforcement Officer	2.0
Staff Services Supervisor	1.0
Police Chief	1.0
Police Detective	4.0
Police Lieutenant	2.0
Police Officer	24.0
Police Records Specialist	3.0
Police School Liaison Officer	2.0
Police Sergeant	4.0
Traffic Safety/Crime Prevention	1.0
Drug Officer	2.0
Total	48.0

Based on a staffing level of 48.0 FTEs, the City of Marshfield has 2.53 FTEs per 1,000 population. Average staffing for police in the comparable cities is 2.23 FTEs per 1,000 population with Superior having the highest staffing level at 2.57 FTEs per 1,000 and Stevens Point the lowest staffing at 1.83 FTEs per 1,000.

Staffing levels appear to be in line with the comparable communities. It is unusual to see a custodian as an employee assigned to the Police Department since building maintenance and facilities management are generally performed as centralized functions. Similarly, many aspects of the ordinance enforcement function, particularly activities that relate to code enforcement, are more commonly found alongside zoning enforcement and building inspections.

***Police staffing levels appear to be adequate overall. We recommend that the addition of law enforcement positions that are initially funded by outside grants be analyzed with respect to the***

*current benefit and the future costs as the City will eventually assume all of the costs of such positions. If the City decides to implement certain organizational options presented later in this report, the custodian could be assigned to Facilities Management and the ordinance enforcement officers could work more closely with and /or be assigned to Code Enforcement.*

**Fire Services (including Ambulance Services).** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 35.0 FTEs assigned to Fire Services in 2003. In 2012, Fire Services staffing was 38.0 FTEs, which included one position housed in the Finance Department which handles ambulance billing. Because we counted the billing position in the Finance Department, Fire Services staffing consists of the following positions:

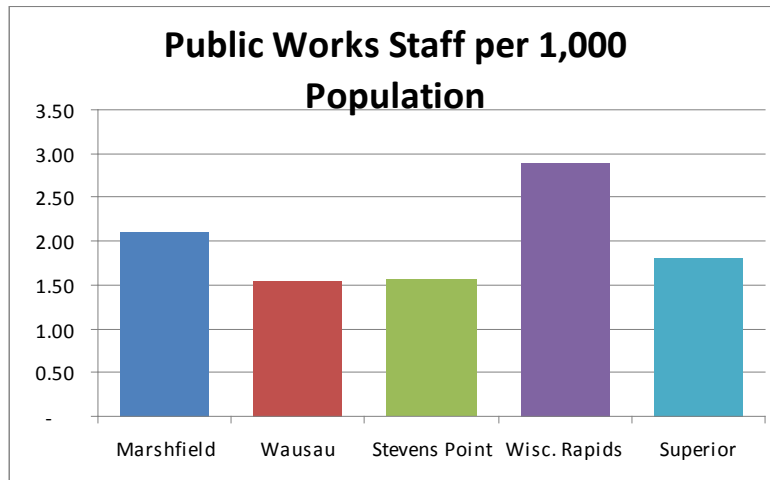
Position Title	FTEs
Deputy Fire Chief	5.0
Fire Chief	1.0
Firefighter	12.0
Firefighter/Paramedic	18.0
Administrative Assistant III	1.0
Total	37.0

Of these personnel, 7.67 FTEs are assigned to Ambulance Services, which serves the City of Marshfield and has contracts with 13 townships and villages in Central Wisconsin outside of Marshfield's corporate limits. In this case, per capita staffing should be based on the number of people in the service area, not the City's population; however we have used the City's population to allow a comparison with the understanding that this ratio is overstated. Based on a staffing level of 37.0 FTEs, the City of Marshfield has 1.95 FTEs per 1,000 population. Average staffing for fire services in the comparable cities does not take into account any services that may be provided for areas outside of the municipality. The average is 1.67 FTEs per 1,000 population with Marshfield having the highest staffing level and Superior the lowest staffing at 1.45 FTEs per 1,000.

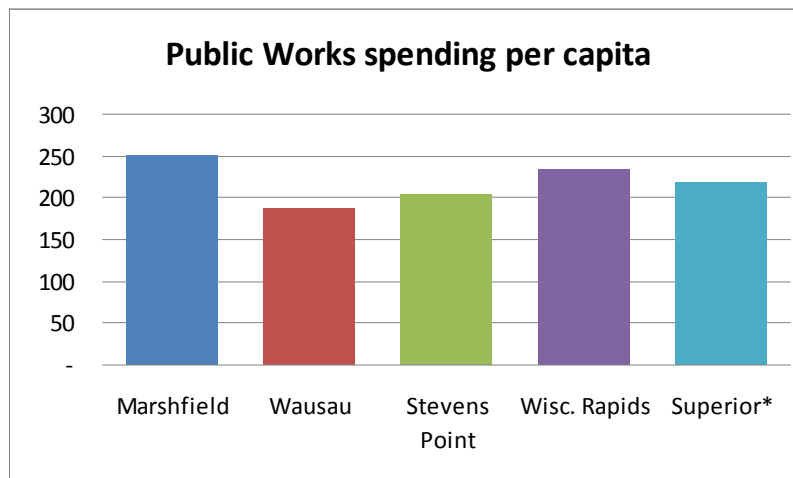
*Staffing levels appear to be in line with the comparable communities, especially when recognizing that the population served can be larger than the community's population. No change in staffing is recommended.*

### Public Works Staffing

Public Works includes engineering, streets, building and grounds maintenance and fleet management. The chart shown below depicts staffing per 1,000 population. Wisconsin Rapids has the highest staffing level with 2.90 staff per 1,000 population; Wausau has the lowest staffing level with 1.56 staff per 1,000 population. Marshfield has 2.06 staff per 1,000 population.



The chart below shows public works spending per capita. Marshfield has the highest per capita public works spending at \$251.40 while Wausau has the lowest per capita public works spending at \$189.52.



\*figures for Superior include non-General Fund expenditures for Culture/Rec, Public Safety, and Development

Marshfield’s public works staffing per 1,000 population ranks towards the middle of the comparable cities while its per capita spending is the greatest. The specific reasons for this variance are not known; differences are likely attributable to the mix and level of services provided, how expenditures are accounted for and possibly a greater reliance on outsourcing and temporary and seasonal staff compared to the other communities.

Department staffing for public works activities is discussed below. Building inspections is included in this section because it is part of the Public Works Department. Similarly, staffing for wastewater operations is covered in this section because it is also part of the Public Works Department.

**Administration.** Since 2003, Public Works Administration has been comprised of 2.0 FTEs as shown below:

Position Title	FTEs
Public Works Director	1.0
Administrative Assistant II	1.0
Total	2.0

Because the public works operations of the comparable cities are structured in different ways and provide different services, we cannot provide a staffing comparison.

*No staffing changes are recommended to Public Works Administration.*

**Engineering.** The 2012 Comprehensive Annual Financial Report for the City of Marshfield shows a total of 6.0 FTEs assigned to Engineering in 2003. In 2008, the Engineering staff was reduced to 5.0 FTEs and restored to 6.0 FTEs in 2011. Engineering does outsource some of its design work to consulting engineers.

Current staffing is as follows:

Position Title	FTEs
Assistant City Engineer	1.0
City Engineer	1.0
Civil Engineer II	1.0
Engineering Technician	2.0
Surveyor	1.0
Total	6.0

Based on this staffing level, Marshfield has .32 FTEs per 1,000 population. Average staffing for engineering in the comparable cities is .27 FTEs per 1,000 population with Wisconsin Rapids having the highest staffing level at .47 FTEs per 1,000 population and .07 FTEs in Superior with the lowest staffing level.

Although additional engineering work performed in-house could lessen dependency on outside consultants, we believe that the use of consulting engineers is a good way to address peak workloads while maintaining the current staffing level.

Our research shows that the GIS function is frequently, but not always, housed in engineering. Like Marshfield, there are communities that establish the GIS function in planning or community development positions. The close link between surveying and mapping suggests that the benefits and advantages of locating GIS in Engineering should be reviewed in collaboration with Planning and Economic Development.

***We recommend that the City give consideration to making GIS part of the Engineering Division. No other changes in engineering staffing are recommended.***

**Streets.** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 35.0 FTEs assigned to the Street Services in 2003. In 2005, staffing was reduced to 34.0 FTEs and in 2008 staffing was further reduced to its current level of 31.0 FTEs. The August 31, 2013 Position Control Report lists the staffing for Street Services as follows:

Position Title	FTEs
Administrative Assistant II	1.0
Assistant Street Superintendent	2.0
Classification IV	7.0
Classification III	7.0
Classifications II	11.0
Mechanic/Welder	2.0
Street Superintendent	1.0
Total	31.0

Based on this staffing level, Marshfield has 1.64 FTEs per 1,000 population. Average staffing for street services in the comparable cities is 1.47 FTEs per 1,000 population with Wisconsin Rapids having the highest staffing level at 2.43 FTEs per 1,000 population and .93 FTEs in Superior with the lowest staffing level. It should be noted that unlike the other cities in the study, Wausau and Superior have a separate fleet maintenance staff that is not part of the streets function.

***No changes in Streets staffing are recommended.***

**Building Services.** Building Services encompasses building inspections as well as providing and coordinating maintenance services for City Hall. The 2012 City of Marshfield Comprehensive Annual Financial Report shows a total of 6.0 FTEs assigned to Building Services in 2003; this number was reduced to 5 FTEs in 2010. 2013 staffing for Building Services remains at 5.0 FTEs as shown below.

Position Title	FTEs
Building Services Supervisor	1.0
Electrical Inspector	1.0
Maintenance Technician II	1.0
Plumbing Inspector/Assistant Building Inspector	1.0
Administrative Assistant II	1.0
Total	5.0

While the chart shown above identifies the positions assigned to Building Services, it does not reflect how time is allocated for non-inspections services. For example, the Maintenance Technician position does not perform inspections work and should not be counted as building inspections staff. Similarly, the Electrical Inspector spends 25 percent of his time working for the Marshfield Utilities; the Plumbing Inspector/Assistant Building Inspector spends 50 percent of his time working for the wastewater utility and the Building Services Supervisor spends 50 percent of his time on non-

inspection activities. Adjusting for these assignments, Marshfield devotes 2.75 FTEs to building inspections, which is equivalent to .15 FTEs per 1,000 population. Average staffing for inspections in the comparable cities is .13 FTEs per 1,000 population. Superior has the highest staffing level at .22 FTEs per 1,000 population while Wisconsin Rapids has the lowest staffing level for inspections at .03 FTEs per 1,000 population. The data from Wisconsin Rapids may understate its Building Services staff. Its website indicates that the City has one full-time and one part-time Inspector and the information we received indicates inspections staffing at .58 FTE.

While we did find some cities that rely upon their inspections staff to perform certain building maintenance tasks, we would prefer to see the City adopt a more coordinated approach to maintaining its public buildings. Currently maintenance occurs on a building-by-building basis. While different public buildings may have different needs, we believe that greater coordination could result in better planning for preventive maintenance and major repairs and provide some cost-savings due to coordinated purchasing of supplies and services.

***At this time we are not recommending changes in staffing. Later in this report, we propose some options for restructuring inspections and creating a facilities maintenance function.***

**Wastewater Utility.** Since 2003, staffing for the wastewater utility has been 10.50 FTEs. Staffing for the wastewater utility is as follows:

Position Title	FTEs
Assistant Wastewater Superintendent	1.0
Administrative Assistant II	.5
Wastewater Operator – Level 4	6.0
Wastewater Operator	2.0
Wastewater Superintendent	1.0
Total	10.5

Based on this staffing level, Marshfield has .55 FTEs per 1,000 population (this ratio increases to .58 FTEs per 1,000 population if the .5 FTE attributed to the Plumbing Inspector/Assistant Building Inspector is added to the staff complement). Average staffing for wastewater utilities in the comparable cities is .53 FTEs per 1,000 population with Superior having the highest staffing level at 1.30 FTEs per 1,000 population and .28 FTEs in Wausau with the lowest staffing level. Superior's staffing level suggests that its wastewater utility may serve an area that extends beyond the city limits.

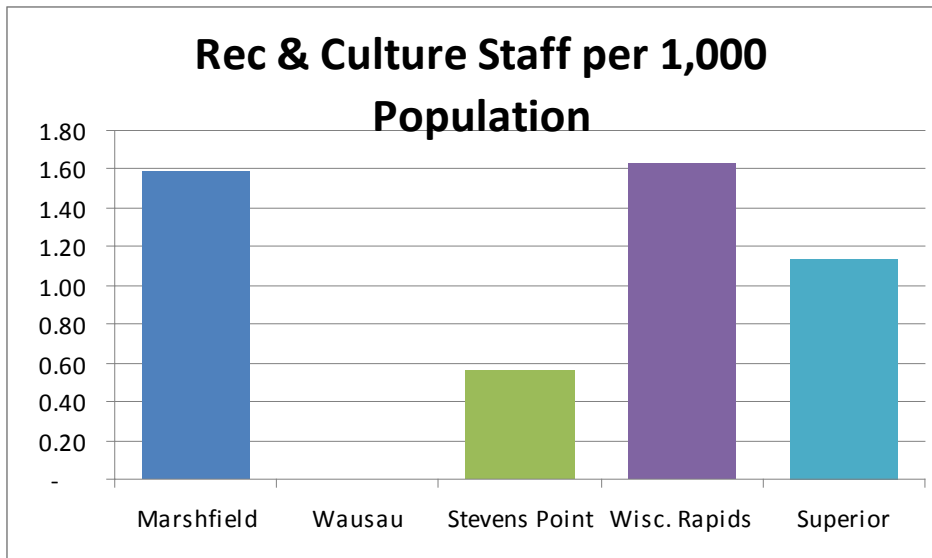
***No changes in wastewater staffing are recommended.***

### **Recreation and Culture Staffing**

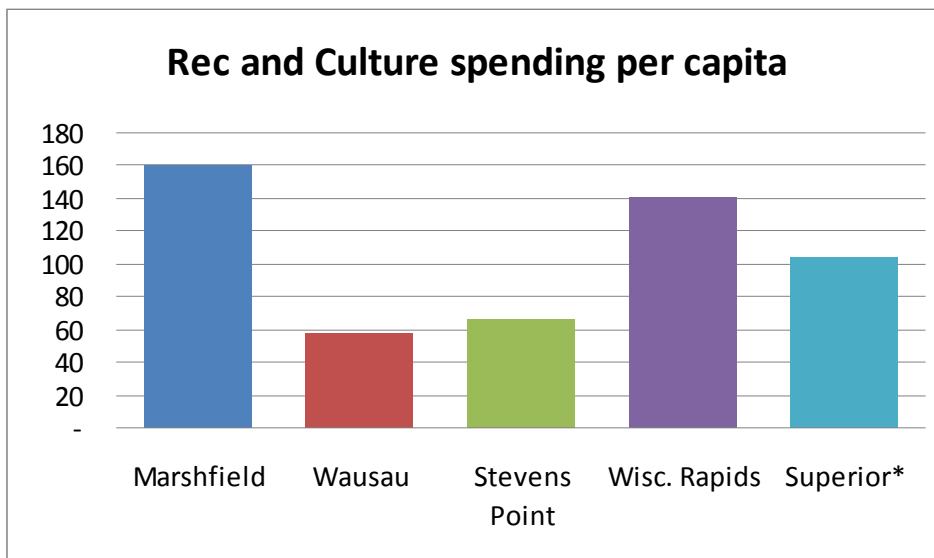
Recreation and culture includes parks and recreation, library services, senior center services and cemetery operations. These services vary greatly among the comparable cities; none of the cities offer all of these services. For example, Marshfield, Wisconsin Rapids and Superior are the only cities that operate a library. The chart shown on the next page depicts staffing per 1,000 population.



Wisconsin Rapids has the highest staffing level with 1.63 staff per 1,000 population; Stevens Point has the lowest staffing level with .56 staff per 1,000 population. Wausau does not have any staff assigned to recreation and culture functions. Marshfield has 1.60 staff per 1,000 population.



The chart below shows recreation and culture spending per capita. Marshfield has the highest per capita recreation and culture spending at \$160.45 while Wausau has the lowest per capita recreation and culture spending at \$57.83. As noted earlier, neither Wausau nor Stevens Point operates a library.



\*figures for Superior include non-General Fund expenditures for Culture/Rec, Public Safety, and Development

Services included in this functional heading are ones that rely extensively on temporary and seasonal employees and contractual services which is likely the reason for the variance between staffing levels and per capita spending.

**Parks and Recreation.** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 12.0 FTEs assigned to Parks and Recreation in 2003. In 2013, department staffing includes 9.0 FTEs as follows:

Position Title	FTEs
Classification II	3.0
Classification III	1.0
Park & Recreation Director	1.0
Parks & Recreation Maintenance Supervisor	1.0
Parks & Recreation Supervisor II	1.0
Administrative Assistant II	1.0
Zookeeper	1.0
Total	9.0

Based on staffing of 9.0 FTEs, Marshfield employs .47 FTEs per 1,000 population for its parks and recreation programs and services. Average staffing in the comparable cities is .47 FTEs per 1,000 population with Stevens Point having the highest staffing level at .56 FTEs per 1,000 and Superior the lowest staffing at .41 FTEs per 1,000. Wausau contracts with Marathon County for parks and recreation services. Because it does not have any staff allocated to this function, Wausau was not included in this calculation.

Parks and recreation departments rely heavily on temporary and seasonal employees and frequently contract with individuals providing certain recreation services. More importantly, the programs and services provided frequently vary. Together these factors make it difficult to compare staffing. Unlike other municipal functions, parks and recreation departments often use volunteers. While volunteers augment regular and temporary staff in many ways, they also require training and supervision similar to temporary employees. The greater the reliance on volunteers, the more the City will need to devote the time of a regular staff person to coordinate and oversee volunteers.

***No staffing changes are recommended in Parks and Recreation. Later in this report we recommend making the Cemetery part of Parks Maintenance.***

**Cemetery.** Since 2003, the Cemetery has had a staff of 2.0 FTEs as follows:

Cemetery Caretaker Assistant	1.0
Cemetery Coordinator/Caretaker	1.0
Total	2.0

Among the comparable cities, Marshfield is the only one to operate a cemetery. Technically, the Cemetery reports to the City Administrator. Based on customer service requirements and the specialized level of grounds maintenance expected at a cemetery, we suggest that this operation be assigned as a division under Parks and Recreation.

***No staffing adjustments are recommended; however we do not believe the Cemetery should be a stand-alone department and recommend making it be part of the Parks and Recreation Department.***

**Library.** The 2012 Comprehensive Annual Financial Report for the City of Marshfield reports a total of 19.30 FTEs assigned to the Library in 2003. Although staffing fluctuations of 0.10 to 0.20 FTEs have occurred over the ten-year period as a result of part-time employment, staffing has been stable with the Library reporting 19.31 FTEs in 2012. We note that the August 31, 2013 Position Control Report lists a total of 16.725 FTEs, which does not include part-time employees who do not receive benefits. The staffing breakdown is as follows:

Position Title	FTEs
Adult Services Supervisor Librarian	1.0
Assistant Director/Technical Services Supervisor	1.0
Children's Services Supervisor	1.0
Library Assistant II	2.5
Library Custodian	1.0
Library Director	1.0
Library Specialist I	3.5
Library Specialist II	0.725
Library Specialist III	4.0
Library Analyst	1.0
Total	16.725

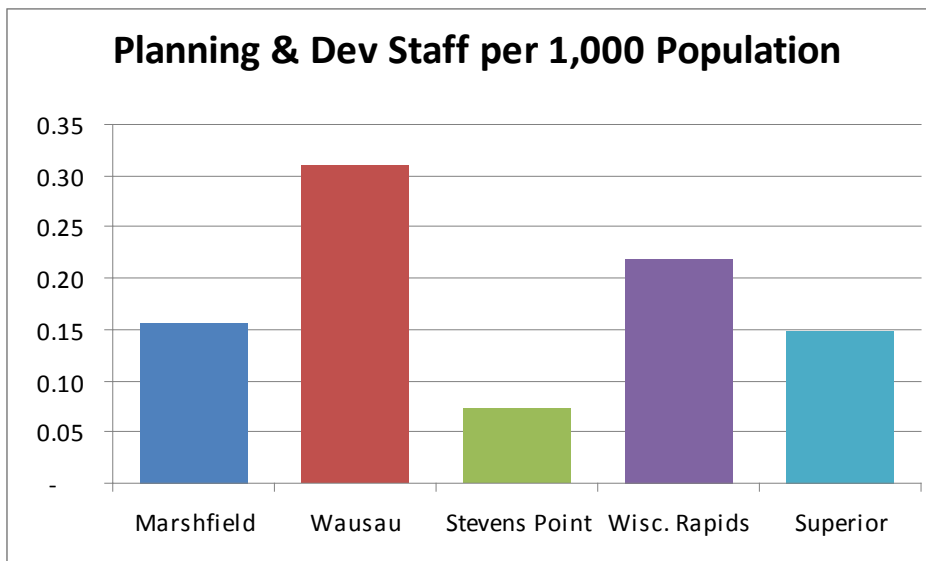
Wisconsin Rapids and Superior, the only comparable cities that operate a library, report 19.25 and 19.60 FTEs respectively. From the data supplied by these cities, we are unable to distinguish benefits-eligible staff from those not receiving benefits.

The Marshfield Library staff includes a custodian. The high public traffic of this facility may well warrant having an on-site custodian; however that could still be accomplished if the custodian reported to a building maintenance or a facilities management supervisor.

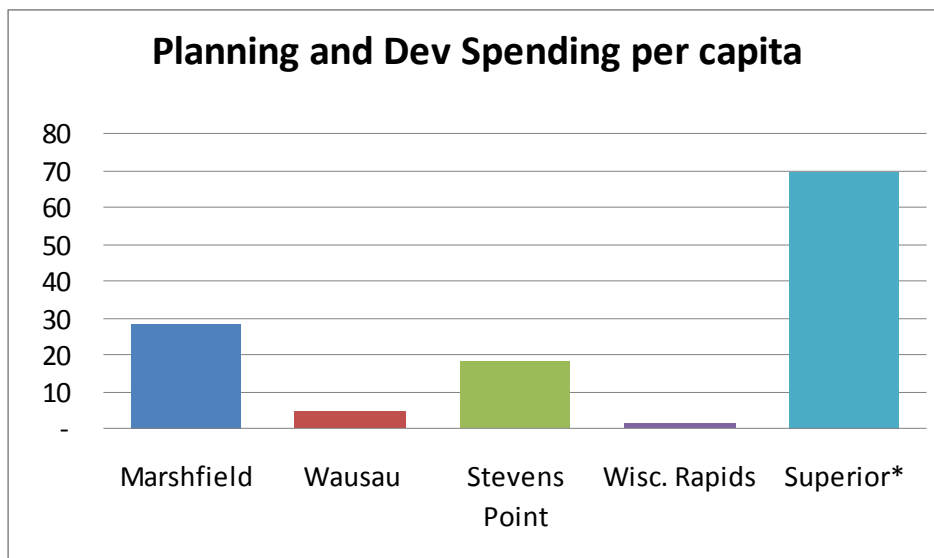
***At this time we are not recommending changes in staffing. Later in this report, we propose some options for restructuring a facilities maintenance function that could change reporting responsibilities for the custodian.***

### **Planning and Development Staffing**

Planning and development includes planning and zoning, community development and economic development services. In some communities, economic development services are provided by agencies outside of city government. The chart shown on the next page depicts staffing per 1,000 population. Wausau has the highest staffing level with 0.31 staff per 1,000 population; Stevens Point has the lowest staffing level with 0.11 staff per 1,000 population. Average staffing is .19 FTEs per 1,000 population. Marshfield has 0.16 staff per 1,000 population.



The chart below shows general funding per capita for planning and development. Superior has the highest per capita planning and development spending at \$70 while Wisconsin Rapids has the lowest per capita planning and development spending at \$1. Marshfield spends \$29 per capita on planning and economic development services.



\*figures for Superior include non-General Fund expenditures for Culture/Rec, Public Safety, and Development

As previously mentioned, planning and development services may be funded by an agency other than the city. In addition, other funding mechanisms are sometimes in place, which distort the per capita spending comparison. We have made our best attempt to create an apples-to-apples comparison in this category, leaving out expenditures funded by tax increment districts and other dedicated revenue streams.

**Planning and Economic Development.** Since 2003, staffing for the Planning and Economic Development Department has been 3.0 FTEs, comprised of the positions listed below:

Position Title	FTEs
Director of Planning/ Economic Development	1.0
Planning/ Zoning Administrator	1.0
GIS Coordinator	1.0
Total	3.0

Although Marshfield assigns the GIS Coordinator position to planning, other cities sometimes assign it to engineering. The data received from the comparable cities do not indicate if GIS is assigned to planning or engineering, making it possible that Marshfield's planning and economic development comparative staffing level could be lower.

The Director of Planning and Economic Development requested an additional professional planning position for 2014. This position would allow the department to complete more of its long-range planning studies in-house rather than retaining a consultant. The City has also been actively establishing joint planning with adjoining towns, requiring additional staff time.

There is an overlap of zoning code enforcement duties with Building Services requiring greater coordination. Later in this report we discuss options for creating a Community Development Department.

***We support the addition of a planning position and note that this request is consistent with economic development and creating employment opportunities identified earlier in this report as major priorities for the Common Council. We also recommend that the GIS Coordinator position be assigned to Engineering.***

## 6. Process Improvement Initiatives

With the identification of strategic goals, City officials expressed interest in reviewing and aligning the City's organizational structure with the strategic priorities adopted by the Common Council and exploring opportunities to move beyond department silos and increase integration among the City's functional service areas. Silos occur when department operations tend to be insulated from the operations of other departments; opportunities exist in such instances to increase coordination and enhance organizational efficiency and effectiveness.

Local government organizations are increasingly finding improved processes through collaboration and partnership with other entities. Although beyond the scope of this study, potential opportunities to share services and collaborate with other agencies such as the Marshfield Utilities are noted in this study.

As local governments continue to operate in an environment of limited or flat revenue growth, a continuous, ongoing assessment of opportunities to achieve increase organizational efficiency is needed. Department heads frequently noted the lack of adequate time and/or resources to plan and study how operations could be made more efficient. With the concurrence of the Oversight Committee, this theme prompted us to ask department heads to identify a priority list of process improvements they would like to address in 2015-2019. Just as a capital improvement plan projects capital needs over a five year period, we believe that there is merit in systematically identifying and prioritizing process improvements for a five year period to plan for efficiency improvements as well as ascertain upfront costs, estimate the return on investment (ROI) and project when additional savings and/or service improvements will be realized.

Six ideas for increasing organizational efficiencies were submitted by City staff. These ideas are summarized below.

- 1. Review the process for responding to complaints.** The City has multiple departments that handle complaints. For example, Ordinance Enforcement is responsible for areas such as animal control and junk cars. The Street Division conducts inspections for weeds and sidewalk snow removal while the Engineering Division is responsible for erosion control and sidewalk inspections. Building Services conducts inspections for building maintenance and occupancy while Planning and Economic Development handle zoning code enforcement issues. The Fire Department is responsible for rental inspections of multiple dwelling units and conducts inspections to enforce life safety code requirements. Studying the various processes used to respond to complaints could reveal some ways to make the process more efficient, improve coordination and create service improvements, including an increased capacity to take a more proactive approach in priority areas identified by the Common Council. Some types of inspections tend to overlap. For example, a single property may have junk cars, overgrown weeds and occupancy violations but these issues would be addressed by three separate departments. By broadening the responsibilities and skills of the inspector role to cover multiple types of code violations, the City could eliminate multiple visits to a single property and a duplication of effort. In addition, opportunities may exist to streamline administrative support

and record-keeping as some of these functions may be duplicated across departments. Finally, it should be noted that the planned implementation of a web-based citizen request application may increase public service expectations, making review of this process a high priority. This suggestion provides an excellent opportunity to use lean government processes to identify ways to reduce or eliminate duplicated activities and to increase efficiency and improve service.

2. **Review the special assessment process.** For many special assessment projects, there is a considerable lag in the time from when final special assessments are approved by the Board of Public Works to when property owners receive their statements. Sometimes the delay can be as much as two years, during which time property owners may have changed. Responding to questions from property owners can be time-consuming. The City is taking the steps to improve this process. Software has been purchased and is being implemented. In addition, the special assessment ordinance was recently updated to simplify assessment calculations.
3. **Decentralize entry of payroll and accounts payable information.** All of the modules for the Enterprise Business Software (EBS) were implemented in 2012; decentralization of payroll and accounts payable data entry is a system enhancement. While the payroll and accounts payable module is up and running, decentralized data entry throughout the organization has not yet been achieved. This is an important organizational priority that will allow data entry to occur as close to the source as possible and eliminate duplicate re-entry of data in other departments. This process improvement is closely tied to a review of staffing and an evaluation of the skill sets and financial competencies needed.
4. **Improve work flow processes.** Implementing workflow and digital signature programs would help the City migrate from paper to electronic-based processes. Less handling of paper creates greater efficiencies. Using commercially available workflow software, digitized documents or digitally produced documents could be automatically routed to specific personnel to accomplish further processing, and digital signatures could be inserted as part of the approval process. The workflow software could also track the progress of work completion. Similarly expansion of the EDMS (electronic document management system) streamlines the process for scanning and indexing of documents and provides opportunities for greater efficiency in handling and managing documents and integration of current applications and databases.
5. **Review spatial work flow and relationships.** Office locations also have an impact on the efficiency of work processes. Ideally, personnel that interact on a frequent and regular basis should be located together or within close proximity. For example, Finance Department employees are located on two floors in City Hall, which creates wasted time when employees move between floors to file or retrieve data. Previous studies have recommended locating Finance staff on one floor. As the City moves forward with a review of its spatial planning needs, it will be important to focus on opportunities to increase the efficiency of work processes and reduce wasted staff time.
6. **Identify opportunities to share software licensing costs and available system capacity.** The City of Marshfield and Marshfield Utilities have an enterprise agreement in place with ESRI, their GIS software vendor, which allows for sharing the cost of licensing and training. Opportunities for additional enterprise agreements could be explored for computer-aided design (CAD) software. In addition, advanced technologies, such as Server Virtualization, Storage Area Network and Cisco networking offer opportunities to increase efficiencies by consolidating and reducing the number of physical servers and simplifying network management. These initiatives provide considerable cost savings for the City through such mechanisms as economies of scale, uniform provisioning, and elimination of redundancies. Using these technologies, there is

capacity for the City to provide server space for the Library and for the Library to be on the CISCO phone system instead of the current analog system.

In addition to the process improvements identified by the City, we have added several recommended initiatives based on the observations of the consultant team:

- 1. Establish an ongoing strategic planning process.** Governing bodies shape the direction of an organization through strategic planning which creates a focus on broad goals and reflects the governing body's priorities. Discussions with the Oversight Committee and staff suggest that the organization as a whole will benefit from strategic planning. Strategic goals serve as a mechanism for aligning the City organization, including the mix and level of services it provides, with long-range policy. They also serve as priorities and guide the organization when it is necessary to make decisions about services which may no longer be provided. Undertaking a strategic planning process positions the City to increase the effectiveness and efficiency of City services.
- 2. Develop and review performance measurements.** Performance measurement is an essential aspect of any process improvement; the use of performance measurements establishes a baseline and allows the City to assess the effectiveness of a process improvement. Performance measurements are also helpful in identifying changing trends in customer demands, determining staff and resource allocations, whether services should be provided by City staff or outsourced and in evaluating the performance of contractors.
- 3. Report management data as consistently as possible.** While compiling data for the operational review, we noticed that financial and staffing data are not always consistent. For example, sometimes personnel were reported by their assigned department and other times based on the source of the revenue used to pay for the position. Reporting should be done in a way that gives a consistent picture of staffing and financial resources; we suggest developing a system of interfund or program transfers to consistently report staffing and expenditures. We also suggest maintaining data on the number of hours worked by temporary and seasonal employees to give the City a broader perspective on staffing requirements.
- 4. Recognize opportunities to use technology to improve services and generate efficiencies.** Increasingly, technology is in the forefront of providing service as more and more citizens turn to on-line web-based applications to complete City transactions. As this trend continues, the City will benefit from identifying opportunities to increase the availability of online transactions.
- 5. Implement strategies for on-going professional development (and succession planning).** This recommendation complements strategic planning by investing in professional development, particularly in areas that support the City's vision and long-range goals. Professional development also prepares staff to assume new roles and responsibilities in the organization. The City appears to be doing a very good job in the area of succession planning as reflected by staff who have been promoted to leadership positions.
- 6. Explore opportunities for collaboration and partnership with other organizations.** Exploring the creation of a joint capital project planning process with the Marshfield Utilities is one example of collaboration that could benefit both entities as well as the general public. Currently, each agency conducts capital planning independently. A joint planning process would provide a way to evaluate need, establish priorities and determine the overall cost of infrastructure improvements related to city streets and public rights-of-ways. These entities have a history of working together; this recommendation hopes to build on past successes.



Partnerships may be developed with non-governmental organizations. As another example, the Parks and Recreation Department has established a strong partnership with the YMCA that expands recreation offerings available in the community and avoids unnecessary duplication of equipment and facilities. Building effective relationships with other entities and being open to collaborative opportunities is likely to identify options for providing programs and services more efficiently and effectively.

7. **Periodically assess the effectiveness of outsourcing services.** The decision to outsource services may reflect an opportunity to save money, to increase service levels and/or to increase customer satisfaction. Whatever the motivation for outsourcing services, it is important to periodically assess if contracted services are meeting the City's needs. The frequency of such assessments may vary; however serious concerns about nonperformance should be addressed immediately. Assessments should be coordinated with departments in charge of or affected by the contracted services with analytical support as needed.

## 7. Options for the City's Organizational Structure

Based on our review of City departments and our research on other local government organizational structures, we have identified several concepts that the City Administrator and Common Council may want to explore in greater depth. We present these ideas to help the City achieve the following objectives:

- Improve the integration and coordination of work in units that share functional areas—move beyond silos.
- Establish an efficient span of control.
- Ensure responsibility and decision-making is achieved at the lowest level of the organization where it can be handled effectively.
- Enhance the ability to focus on organizational and strategic issues.
- Modify an existing structure that does not produce desired outcomes.
- Build organizational cohesiveness in policy, operations and culture.

These concepts may be implemented over time when conditions support organizational change and the change can be made without unnecessarily increasing the number of staff. However, implementation of these ideas will require new staff competencies in collaboration, engagement, technology and process improvement.

From our experience in working with organizations that implement structural changes, we recognize that changes in organizational structure may be unsuccessful when motivated to work around current personalities, historical conflicts or problems; for reasons of convenience as opposed to logic and anticipated outcomes; to consolidate control and power for some and to take it away from others and as a solution to fixing organizational issues.

Ideas for restructuring City functions include:

- Enhanced coordination of planning, economic development, code enforcement and inspections.
- Assigning responsibility for the airport and GIS to public works.
- Centralizing the facilities management function.
- Assigning the cemetery function to parks and recreation.
- Integration of administrative services functions.

### **Community Development and Public Works Functions**

Municipal organizations often create Community Development Departments, which include planning, economic development, code enforcement and inspections functions. By co-locating these functions, the organizational structure provides a clear contact point for citizens, businesses and developers as well as a strategic focus on economic development and neighborhood sustainability. Moreover this structure increases coordination and efficiency and creates the capacity for the City to be more proactive in these areas.

Features of these structures include:

- Comprehensive planning for neighborhoods and business development as well as coordination with bordering towns and implementation of planned annexations.

- Coordination of zoning enforcement, property maintenance, building inspections and centralization of data, reporting and follow up on all types of inspections.
- GIS is sometimes located within this department because of the tie to mapping. However, GIS works closely with the engineering function and is also found as part of public works departments.

Currently the code enforcement functions are spread among various departments. An intermediate step may be to create a Code Enforcement Coordinator position that can assign, coordinate and follow up on code enforcement services. The creation of this position would free up time for the City Administrator who currently handles some of these matters. However, the success of this position is uncertain if it does not have the authority to coordinate the resources of other departments and if personnel are not cross-trained to handle a variety of inspections.

Making Building Services a part of the community development function and assigning GIS to engineering would impact the structure of the Public Works Department. We note two other changes including the assignment of responsibility of the airport and increasing the role of Public Works in facilities management.

### **Airport**

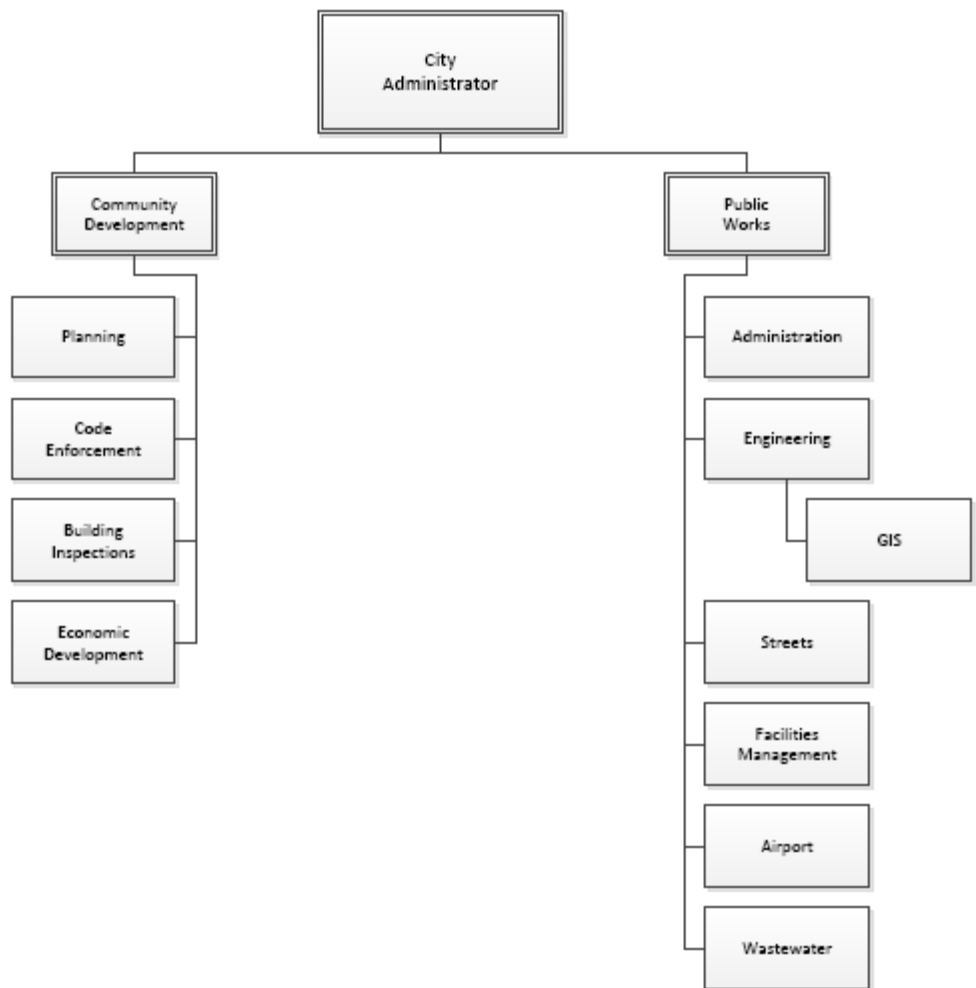
The airport is not reflected on the City's organizational chart. We would recommend adding this responsibility to Public Works or to Planning and Economic Development. The facilities management responsibilities make Public Works a logical place for the airport. To the extent that the airport plays prominently in economic development activities, it could also be assigned to the new community development function.

### **Facilities Management**

The City of Marshfield assigns its buildings inspections staff responsibility for building maintenance. City Hall is the primary focus of the buildings inspections staff, particularly with the responsibility to respond to the needs of tenants. Responsibility for the other facilities is decentralized with the department(s) occupying the facility. Two options are available for placement of the facilities management function within the City's organizational structure. Frequently, facilities management is part of Public Works. However in instances where a large percentage of facilities management is outsourced and provided by contracts, it may be located in Administrative Services or Finance to coordinate costs. We recommend the Public Works option which would involve the creation of a Facilities Manager position.

An optional structure for a Community Development Department and the Public Works Department is shown on the next page.

**City of Marshfield, Wisconsin**  
Community Development Department  
and  
Public Works Department

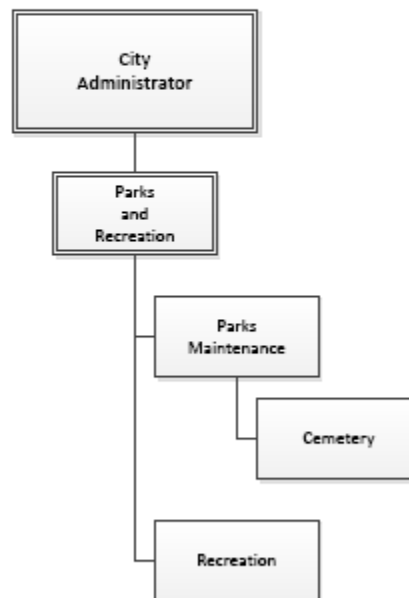


### **Cemetery Function**

Currently the Cemetery exists as a stand-alone function that operates independently and reports directly to the City Administrator. Typically, this function is part of a Parks and Recreation Department or assigned to Public Works. Our preference is to assign the cemetery function to the Parks and Recreation Department because of the strong user focus and interaction that characterize its maintenance activities. Nevertheless, we expect a high degree of cooperation between the parks and street functions.

## **City of Marshfield, Wisconsin**

### **Parks and Recreation Department**



### **Administrative Services Functions**

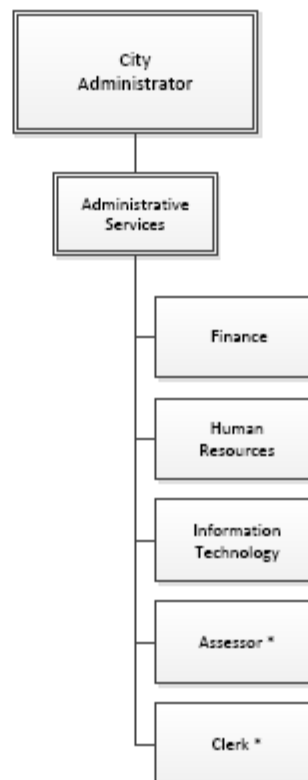
In our review of organizational structures, we find a variety of structures for administrative services. As noted above, this structure reflects the desire for improved integration and coordination and generally results in a more efficient span of control. It also facilitates cross-training and provides greater flexibility to meet peak workloads. More importantly, it can serve as a catalyst to lead process improvements and create efficiencies throughout the organization.

Features of these structures include:

- Coordination of services that support the operations of other departments, such as finance, purchasing, human resources, information systems, records management and risk management.
- Incorporating the City Clerk and City Assessor functions in organizations could occur if those positions were to become appointed rather than elected positions. The City Clerk would generally be a separate division within Administrative Services while the assessing function could be located within the Finance Division or it could be a distinct division within Administrative Services.
- Allows for equalization of workloads among related functions.
- Allows the City Administrator to spend more time on public information, public relations and other external functions. It should be noted that this organizational structure assumes that the City Administrator will share responsibility for internal management and coordination among departments with an Administrative Services Department.
- Give the City a focal point for leading process improvements.

An optional structure for an Administrative Services Department is shown below.

### City of Marshfield, Wisconsin Administrative Services Department

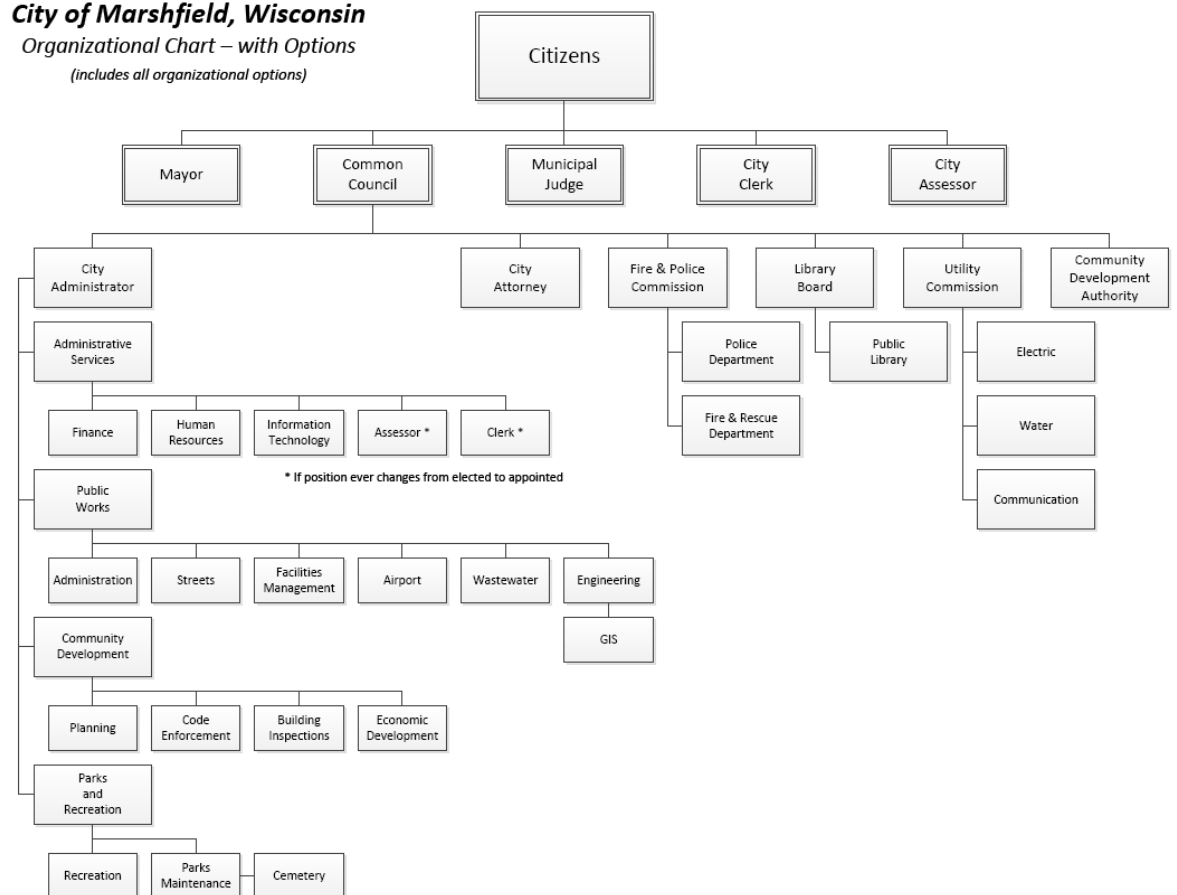


\* If position ever changes from elected to appointed

## Implementation of Organizational Options

Organizational changes often occur over time, instead of all at once. However, if the City adopted all of the options presented in this report, an illustration of the new organizational chart is shown below.

**City of Marshfield, Wisconsin**  
Organizational Chart – with Options  
(includes all organizational options)



The optional organizational chart shows a more equitable distribution of functions among four department heads. The reduced span of control expands the time the City Administrator will have available for other functions such as building partnerships with other organizations and public entities, providing support to the Common Council and engaging in public relations. In this illustration, the four department heads serve as the core management team, however that does not preclude other interdepartmental teams from being formed as well as drawing team members from department head and division manager levels.

While this study presents organizational options for the City's consideration, we expect that implementing any option will be preceded by additional staff discussion and review. Of these options, making Cemetery part of the Parks and Recreation Department is the most straightforward to implement.

Conversely, the creation of a Community Development Department is the most complex option but its implementation will provide alignment with the priorities for economic growth and community

development expressed by the Common Council. The complexity of this option is reflected in the reassignment of the inspections function, the integration of inspection processes and the establishment of a facilities management function to be located in Public Works.

Unlike the other organizational options we have presented, the benefits to be realized from an Administrative Services Department are dependent on the role created for the Administrative Services Director and the person ultimately appointed to this position. The central reason for creating an Administrative Services Department is to improve integration and coordination of administrative functions. However we also believe that increased integration positions the City to place a greater focus on improving business processes. Therefore we see the position of Administrative Services Director as more than a reassignment of existing personnel; we see the position as an opportunity to expand organizational capabilities in the areas of operational analysis, continuous improvement and performance management



## 8. Findings and Recommendations

The City of Marshfield has done a good job of holding down staffing levels over the last ten years. Dispatch consolidation as well as outsourcing certain maintenance activities has helped the City reduce staff and hold down the number of benefits-eligible staff. These are strategies that other local governments have used to contain local government costs and enhance services; and we expect these trends to continue.

Data reviewed for this study, including information collected from meetings with the Oversight Committee, department heads and employees, do not reveal areas of excess staff capacity. In general, staffing for municipal operations appears to be lean. The adage of doing more with less is a daily reality for many departments.

While we support continuous improvement in organizations and recommend that the City focus on improving organizational processes, cost-savings through efficiencies will likely be realized over several years. Like other local governments, the City of Marshfield has identified the “low hanging fruit” that can generate immediate savings. Further impacts to the cost of government are likely to come about from policy direction on service priorities, including decisions about the mix and level of services provided. Many cities are now doing less with less, reflecting the need to eliminate or reduce the services they provide.

Throughout the body of this report we have offered findings and recommendations. This final section of the report consolidates major findings and recommendations for your consideration.

### **Recommendation 1**

**Establish an ongoing strategic planning process.** As resources become tight, priorities play an important role in determining the mix and level of services to be provided and the allocation of resources. Without a current strategic plan, City staff do not have a clear understanding of the Common Council’s priorities. Developing and implementing a strategic plan could help the City improve the efficiency of its operations by focusing on strategic issues, identifying desired outcomes and planning for and managing change. This is an opportunity for the Common Council to establish a clear strategic focus and articulate priorities that will assist the organization in making decisions about staff and resource allocation. We strongly endorse the City’s plans to engage in a strategic planning process.

### **Recommendation 2**

**Consider the following staffing changes summarized below:**

- a. In Finance, add a Financial Analyst/Accountant position to meet current needs and expand the analytical capacity of the Finance Department. We also recommend the hiring of temporary staff to expedite implementation of decentralized payroll and accounts payable data entry. After implementation has been completed, Finance staffing should be reviewed to identify the necessary competencies and skill sets needed to provide financial services and expanded financial and management reporting for internal departments and the Common Council.
- b. In IT, no changes in full-time IT staffing are recommended at this time; however the addition of a support technician should be evaluated in the near future to address help desk backlogs,

particularly if the number of backlogs grows. Future IT staffing is dependent on the number and type of devices and software applications and the department's role in supporting organizational process improvements and expanding on-line web-based services.

- c. In the City Assessor's Office, no staffing changes are recommended; however, the City would benefit from undertaking an in-depth review of the cost and benefits of outsourcing some or all assessing services.
- d. When the addition of law enforcement positions initially funded by outside grants are considered, the staffing request should be evaluated with respect to current benefits and future costs, as the City will eventually assume all costs of such positions.
- e. In Planning and Economic Development, the addition of a planning position is recommended because this request is consistent with economic development and creating employment opportunities identified earlier in this report as major priorities for the Common Council.
- f. It is recommended that the GIS position be reassigned to Engineering from Planning and Economic Development.

### **Recommendation 3**

**Consider the following process improvements summarized below.** Items 3a through 3f are proposed by staff; the rest of the process improvements are proposed by the consultant.

- a. Review the process for responding to complaints.
- b. Review the special assessment process.
- c. Decentralize payroll and accounts payable data entry as an organizational priority.
- d. Improve work flow processes.
- e. Review spatial work flow and relationships so that assigned office space supports efficiency.
- f. Identify opportunities to share software licensing costs and available system capacity.
- g. Develop and review performance measurements.
- h. Report management data as consistently as possible.
- i. Recognize opportunities to use technology to improve services and generate efficiencies.
- j. Implement strategies for on-going professional development and succession planning.
- k. Explore opportunities for collaboration and partnership with other organizations.
- l. Periodically assess the effectiveness of outsourcing services.

### **Recommendation 4**

**Consider the following organizational options summarized below:**

- a. Establish a Community Development Department to enhance the coordination of planning, economic development, code enforcement and building inspections.
  - i. Reassign building inspections to the Community Development Department.
  - ii. Determine if other positions involved in ordinance enforcement should be reassigned to the Community Development Department.
- b. Assign GIS to Engineering.
- c. Assign responsibility for the airport to the Public Works Department.
- d. Establish a centralized facilities management function within the Public Works Department.
  - i. Assign custodians in the Police Department and the Library to Facilities Management.
- e. Assign the Cemetery to the Parks and Recreation Department.
- f. Consider the establishment of an Administrative Services Department to integrate and coordinate administrative functions (Finance, IT, Human Resources, etc.) and lead process improvements.

**APPENDIX I**  
**Compilation of Common Council Survey Responses**

## City of Marshfield, Wisconsin

### 2013 Operational Review

#### Preliminary Feedback from the Marshfield Common Council *(Revised August 5, 2013)*

---

#### Study Focus

1. Workforce allocation/workload distribution
2. Adequacy of current staffing levels
3. Improving operational and service efficiencies
4. Opportunities to reduce the cost of service without impacting service levels
5. Efficiencies that could be achieved through the use of technology
6. Levels of customer service in each department
7. Structural changes in the organization

#### Strategic Context for the Study

Special qualities making Marshfield a desirable place:

- School system(6)
- Safe community(6)
- Park and recreational facilities(5)
- Stand-alone city with its own distinct identity (4)
- Medical facilities(4)
- Highly educated workforce with a strong work ethic(3)
- Professional city staff(2)
- Low electric rates (2)

Long-term priorities (5-10 years):

- Maintenance of public infrastructure and facilities(6)
- Economic growth(4)
- Address the cost of government(4)
- Increasing employment opportunities(3)
- Library(3)
- Public pool(1)

Services not currently provided that should be evaluated:

- Replacement of swimming pool(2)

- Community center as a downtown focal point(1)
- On-line municipal services(1)
- Housing program to provide opportunity/choice to low- and moderate-income households(1)
- Communications program(1)
- Staffing for the senior center and senior programs(1)
- Greater utilization of the airport(1)

Services that can be accomplished better:

- More outsourcing of public works activities(2)
- Property assessments(1)
- Code enforcement of blighted areas(1)
- Organizational structure and level of services desired(1)
- Street rehabilitation(1)

Services that should be discontinued:

- Health and wellness program(1)
- Sustainability committee(1)
- Zoo(1)
- Duplicative or overlapping library committees(1)

Services that could be explored for outsourcing:

- Assessing services(4)
- Engineering design services(2)
- Snow removal(1)
- Road maintenance (to reduce labor and equipment)(1)

Opportunities for online services:

- *Support an increase in online services (8)*
- Parks and recreation registration(1)
- Online payment using credit cards(1)
- Increased public interaction via blogs(1)
- Offer computer terminals for residents to receive services online(1)

## Observations

Some observations we would like to offer:

- Feedback reflects different opinions and indicates areas to address in the study
- Identifies long-term policy issues that are best addressed through strategic planning
- Identifies choices—short-term versus long-term costs; costs versus control over quality; opportunities for collaboration