

City of Sheboygan
Organizational Review and Citizen Survey
Final Report

*This report was prepared by the Center for Political Science and Public Policy Research,
University of Wisconsin-Whitewater, Whitewater, WI 53190.*



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EXECUTIVE SUMMARY

Summary of Project Intent

The Center for Political Science and Public Policy Research contracted with the City of Sheboygan to conduct a two phase study of the city's organizational structure and selected operating practices. Phase 1 of this project includes an evaluation of the organizational structure of the city as well as recommendations for improvements to the structure to allow Sheboygan to run more efficiently while still providing quality services to its residents and visitors. Phase 2 of this project involves a citizen satisfaction survey aimed at gaining feedback on city services as well as measuring residents' opinions of potential changes to service delivery and city operations.

PHASE 1

Methodology

To complete this project, the Center collected, reviewed and analyzed information from multiple sources. The key research methods included individual interviews, an employee forum, document review and best practices research. The Center interviewed elected officials and individuals in management/director positions and conducted an employee focus group to gain input from general city staff. Center staff reviewed and analyzed material from several sources including department organizational charts, department budget planning and SWOT exercises, position descriptions, citywide budget documents, historical documents, and various other internal and external documents. Best practice research focused on various municipal organizational models, trends in local government administration, and innovations in municipal service delivery such as privatization and fee for service arrangements. Using this extensive variety of research and working closely with city staff, the Center was able to identify the key challenges facing the city, provide alternative approaches to address these issues, and develop recommendations for a more efficient and flourishing city moving forward.

Overview of City Departments and Services

The Center analyzed material on all city departments. This included a review of each department's primary functions, staffing levels (and changes in staffing levels), organizational structure, and other pertinent information. The full report provides a summary for each city department.



Interview and Employee Forum Summaries

In order to gain an overall picture of strengths, weaknesses and challenges facing the City of Sheboygan, the Center carried out a series of interviews with city employees and elected officials. The goal was to gain unique insight from the various stakeholders, look for commonalities and differences and then provide an overall summary based on these observations. Copies of the instrument used with each group may be found in Appendix A.

Elected Officials

Mayor Bob Ryan and Alderpersons Jim Bohren, Don Hammond, Jean Kittelson and Cory Roesler were asked a series of questions about challenges and opportunities for Sheboygan. While clear themes emerged across the elected officials interviewed, many of the specific concerns and recommendations varied from person to person and it is important to note that even in regard to the overall themes there was not complete agreement.

The current economic environment was consistently identified as one of the most important issues facing the city. Many of the other items mentioned, for example, labor/management contract negotiations, deteriorating infrastructure, and the ability to maintain quality service delivery, are related to the overall fiscal health of the city. Additionally, technology, the city's organizational structure, and neighborhood revitalization were discussed as important issues.

When asked to highlight what about the day-to-day operations works well, the elected officials indicated that the city provides high quality services to residents even in the current economic climate. Communication, overall efficiency of operations, and employee training were identified as areas where improvement is needed. The organizational structure was also identified as a source of inefficiency for the city. The belief is that there is considerable duplication of efforts as well as task assignments that do not best utilize the available talent.

There was limited agreement but by no means a consensus on ideas or suggestions for improving the management or services provided by the city. Better all around communication, including greater information sharing with the council, was recommended. Multiple people indicated strong support for privatizing some city services (e.g. garbage collection, inspections, other miscellaneous public works functions).



Organizational changes such as hiring a city administrator, cross-training employees, and enhancing the technology infrastructure were also mentioned by individuals interviewed.

In evaluating the mayor-council format, there was support among alderpersons for the current mayor and general agreement that communication has improved during his tenure although there was still a belief that there needs to be greater communication between the mayor and council. The elected officials interviewed were of a mixed opinion on whether the city should hire a city administrator.

Taken as a whole, the interviews with the elected officials showed that they are in general agreement on the major issues facing the city, but are in less concurrence on the causes and how to best go about addressing them.

Management/Director-level Personnel

Interviews were conducted with twenty individuals identified as key management/director level personnel representing all of the major departments in the city.

In evaluating their own department's organization and performance, several consistencies emerged. Many indicated that the current budget situation has stretched resources and that they were struggling to meet demand for services with reduced staffs and considerably smaller budgets. Specifically, there was concern that in many units key positions were left vacant and that others were asked to take on additional responsibilities as a result. While the increased workload was one issue, the larger concern was that some of these vacant positions were leadership positions in the organization and leaving them vacant also left a leadership void. Many also indicated that there has been a significant turnover in recent years at the director level.

Duplication of services was identified as a problem across departments. This takes two forms. First, there is the belief that there are some functions that are carried out both by specific departments and either the Finance or Human Resources Department. Second, some departments indicated that there were services handled within departments that might be more efficiently provided by one department (e.g. vehicle maintenance, plowing) thereby allowing the affected department to focus on its core functions. Most departments stated a need for more IT and human resources support.

In broader terms, the city employees in leadership roles referred to a lack of citywide long-term strategic planning and an overall unwillingness to change as problems in



leading their departments. This is attributed to the current economic environment but also to an active common council that is perceived to be very involved in the day-to-day operations of various city departments.

When asked to identify strengths in the city's overall operations, three things that were mentioned consistently were the quality of the city's employees, the customer service provided to residents, and the high level of public safety protection provided to the city.

Among this group, two items were consistently identified as weaknesses in the city's operations: the "siloed" nature of city departments and the role of the common council in day-to-day operations. Many stated that departments operate more as silos and less as components of a larger organization. This leads to a duplication of services, poor communication, and the lack of a 'big picture' approach to decision-making in the best interest of the entire city. In discussing the role of the council, the term "micromanage" was used on several occasions. The perception is that alderpersons are very involved in the day-to-day operations of departments and often attempt to weigh in on decisions that would be best left to professional staff in each department. There is recognition that elected officials play an important role in city management; however there is also a belief that departments could operate more efficiently with more autonomy from the council. Other items identified as weaknesses are a deteriorating infrastructure, staff shortages and turnover at the department director level, tension between labor and management, and an IT system in need of a major overhaul.

In regard to suggestions for improving the management or services provided by the city, the items cited the most frequently were the hiring of a city administrator and improving communication throughout the city. The belief is that a city administrator would provide a consistency in city administration that is lacking in the current mayor/council format. Additionally, an administrator would serve as both a communication link and buffer between the elected officials and the department heads allowing the department heads greater ability to manage their department's day-to-day operations and allow for more long-term planning, and improve interdepartmental communication and idea sharing. While greater interdepartmental communication is desired, so is better communication throughout the city particularly when it comes to providing information to city employees and residents about city operations. Other ideas included moving to a fee for service or privatization model for some of the services that the city currently provides and modernizing some standard operating procedures to reduce waste (e.g.



printing costs/excessive paper documentation) and operate in a more streamlined manner.

In sum the management/director level personnel interviewed have considerable pride in their departments and believe that they are making the best of a poor economic environment when staffing has been cut and resources are very limited. They identify issues that are in need of attention in both their own departments and the city as a whole and assert that the city needs better long-term strategic planning, improved communication, and organizational modifications moving forward.

Employee Forum

City employees were invited to a two-hour employee forum. Approximately twenty representatives from City Hall staff, Development, Finance, Fire Department, Information Technology, Library, Police Department, Public Works, Transit, and Water Utility participated.

The consensus was that the number one issue facing the city was the current fiscal situation and its impact on city services, staffing, and infrastructure. The group indicated strong support for new economic development that would help diversify employment opportunities and increase the tax base. Another concern was the belief that department heads need more autonomy from elected officials in order to better manage and make decisions for their units.

When asked what the city does well, the group pointed to providing necessary public services such as police, fire and public works as well as promoting a positive environment in the community through good customer service. They also felt that resources like the public library, the park system and riverfront were assets to the city. The group expressed pride in the fact that even with the current fiscal crisis employees did their best to maintain necessary service delivery although that was not always possible.

Participants in the forum discussed what aspects of the city's day-to-day operations needed improvement as well as what ideas they had for improving the management or services provided by the city. Several strong themes were evident: communication, employee development and training, technology, and greater openness to change.



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In regard to communication, there was a desire for more interdepartmental communication, a clearer process of information dissemination from City Hall to departments, and greater encouragement by senior staff of employee input and feedback.

The group also identified several issues related to employee development and training. Specifically, the perception was that the city needs improved succession planning, more cross-training and additional professional development and training opportunities. There is the belief that the training for new employees is not as strong as it could be in some areas and that professional development opportunities are often limited and not supported by supervisors.

Technology was a third area that the group suggested was in need of improvement. A stronger technology infrastructure could enhance communication between departments, provide better customer service, and improve the city's image.

Greater willingness to change was another strong theme at the forum. In general, the group expressed a desire for a culture that was more open to change and willing to explore new ideas. Specifically, the group suggested some organizational changes that it felt would improve city operations and employee morale as well as allow for greater long range planning and prioritizing. These changes included hiring a full time city administrator and human resources director, reducing the size of the common council and clarifying in very specific terms its role, and addressing the fact that the city management structure is too top heavy.

Overall, participants in the employee forum have a strong pride in the work that they do and expressed a desire to see the city overcome the current budget crisis. There was recognition that the economic situation has led to significant cutbacks and that more were on the way, but at the same time the group felt that there were many things about Sheboygan that do work well and can be used as models moving forward. We believe the group appreciated the opportunity express their opinions and be a part of this process.

Best Practices and Recommendations

Providing versus Producing Public Services

The Center reviewed best practices and trends in both service delivery and municipal organizational restructuring. The data in Appendix B illustrate developments in municipal privatization. Appendix B Figure 1 displays trends in privatization of services



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by municipalities in Wisconsin (2001), and Appendix B Figure 2 reports national trends (2007). As these data show, the most common service to privatize in Wisconsin is commercial waste collection followed by residential solid waste collection and solid waste disposal. Recycling was also found in 2001 to be a commonly outsourced or privatized service. The national data included in Appendix B Figure 2 show similar trends.

The Center recommends that the city explore alternatives for service delivery including privatizing certain services. As the data above indicate, the most common services that municipalities have privatized are various types waste removal including recycling. Given that, an appropriate place to start would be for the city to determine the cost savings that may result from a switch to private waste removal. This would clearly result in positions being eliminated in the public works department, but it is often the case that when private waste providers are contracted, they hire additional employees to meet the new demand.

Organizational Restructuring Review and Recommendations

The City of Sheboygan currently has a council/mayor form of government. It does not have a city manager or a city administrator. Most cities of comparable size have moved to include either a city manager or a city administrator with or without a mayor. The benefit of a city manager or city administrator is the centralization of city services and some isolation/independence from electoral accountability. However, it should be noted that city managers and city administrators are held accountable by the common council and/or the mayor and work closely with the both depending on the organization.

Restructuring/Reorganization Recommendations

- A. Create a Department of Administrative Services and a Director of Administrative Services. Restructure and move the existing departments of Finance, Human Resources, Assessor, and Information Technology under this umbrella agency, but retain department heads or directors for each unit.

Restructuring in this manner will eliminate silos and allow for cross-functional collaboration across these units. This should enhance both efficiency and communication among these key support departments



(particularly Finance, Human Resources and IT). It would also allow for a feedback loop that does not exist under the current structure (see Communication).

(See Appendix C, Figures 2 through 7)

- B. Create an office of City Administrator (with or without a mayor). The City Administrator would be responsible for the overall administrative functions/processes that come under the city's jurisdiction and/or those offices as specified by the council and mayor, or the common council solely. This office would also oversee the department heads and other directors.

This office can facilitate efficiency by coordinating, planning, and directing key services and city functions. It also improves efficiency with respect to organizational accountability and with respect to communication channels. The Director of Administrative Services and all other Department Directors and Chiefs would report to the City Administrator.

(See Appendix C, Figures 2, 4 and 6)

- C. Create an office of the City Manager. The most common form of city government in the U.S. and in Wisconsin is council/manager. Under the council/manager form, the City Manager would oversee the day-to-day operations of the city including the hiring and firing of municipal personnel. The council would retain the power of creating policy, while the City Manager would oversee its implementation and enforcement. Unlike a City Administrator, the City Manager position is one that traditionally comes with a broad scope of power. For example, a city manager can hire and fire while a city administrator can only make personnel decisions with council approval. The City Manager could report to either the Mayor and Council, or the Common Council solely.

(See Appendix C, Figures 3, 5, and 7)

- D. Reduce the number of seats on the Common Council and review the Council committee structure to eliminate redundant or inactive committees. The size of



the city's common council is highly unusual compared with other class two cities, and with cities of comparable population. Reducing the size of the common council will lead to more efficiency and productivity in terms of responsiveness to citizen demands and in terms of accountability for alderpersons and city government overall. Additionally, the number of committees, particularly standing committees, is also greater than cities of similar size. It is our recommendation that these committees are reviewed and restructured so that duplication is eliminated and efficiency is enhanced.

E. Other

1. Information Technology. The city has recently hired a new director of information technology and there have been improvements made in the city's communication infrastructure. The city needs to continue to support this department and fund improvements in information systems as well as fund the maintenance of those currently implemented. Efforts to update and innovate information systems should be continued to improve efficiencies in the city, to centralize finance and records keeping, and to facilitate better intra and inter-departmental communication. Commitment should also be made to improving city government responsiveness to the citizens through information technology where possible.

Specific recommendations include an overhaul of the city's website. This website could be more "user friendly" with respect to navigating its content. In addition it is underutilized as a tool. Bill pay systems for services could be centrally located or linked through the city's main website. The website could also be used to support city departments with respect to communications, and employee training. For example, training webinars could be uploaded for employees to access on a regular basis. More importantly, links that are easily accessible, logical, and very user friendly for citizens that clearly specify departments or offices responsible for services directing them to the appropriate contact about particular issues or concerns such as public works or public safety should be explored and implemented if possible. These suggested recommendations would lead to more efficiency and realized cost savings. Greater cost savings would result if fewer personnel hours were dedicated to handling these processes. It should also be noted that cities of comparable size and larger are committing significant resources to building broadband



infrastructures with wide ranging capabilities for communication and services integration.

2. Inter-Departmental/ Inter-Agency Communication should be reviewed and improved. Although some of the departments within the city are very hierarchically organized, even para-military in design (e.g. police and fire) the lines of communication are not clearly delineated inter agency. There is a lack of formal structure that creates a generally collegial working atmosphere; however, it can at times lead to duplication of effort. In addition, the lack of clearly delineated lines of communication within some departments, across departments, and between the citizens and city departments has led to confusion and, at times, impaired response time.

Department Heads should instruct personnel on appropriate lines of communication within their department and discourage the circumvention of these lines in order to mitigate confusion and duplication of effort. In addition, department heads should, when possible, cross-train personnel utilizing institutional history as well as departmental procedure to train and inform so that there is always a person or a link on a website with necessary information to assist those seeking services. It is also recommended that department heads meet regularly to discuss concerns inter-departmentally about communication and to inform other agencies about any innovations or revisions to information flow. Department heads should also consider instituting and regularly practicing means for disseminating information to personnel in a timely manner in order to minimize the formation of informal networks and miscommunication, or "gossip."

3. Human Resources, Assessor, Planning and Development. The city currently has a non-permanent, contracted Director of Human Resources. It also has two key vacancies: Assessor and Director of Planning and Development.

Human Resources. The city should hire a full-time, permanent Director of Human Resources. Responsibility for training personnel and for providing access to professional development should also be located within this department. Currently, key personnel within some city departments and agencies are performing HR functions rather than the duties for which they were hired. Restructuring HR to house training and professional development



would free these personnel from performing traditional HR functions and allow them more time to perform their required duties. In addition, placing personnel training and professional development in HR could result in a cost savings to the city since expertise would be more efficiently and effectively utilized. Obviously, department specific training would remain the responsibility of the individual departments. Finally, it is possible that cost savings could be found through this restructuring if positions are eliminated.

Assessor. The Office of the Assessor has been vacant and its functions are currently performed by an Interim Assessor who was the Deputy Assessor. It is our recommendation that the city fill this vacancy with a full-time Assessor. In addition, the position of Deputy Assessor could be retained or eliminated for a cost savings.

Planning and Development. This department is also in need of a full-time, head or director. It is our recommendation that the city hire a full-time director with several years of urban planning and economic development experience who would be able to work collaboratively with other relevant department heads, the common council, the mayor and a future city administrator or manager should these offices be created.

4. Role of the Common Council. The Common Council is the essential elected, legislative body of the City of Sheboygan's government. As the key policy-making body for the city, its efforts should be focused on these endeavors. The council, however, must also be responsive to constituent concerns. Therefore, a tension exists between being a responsive elected official and allowing city personnel to address these matters. It is recommended that the council meet with department directors and heads to learn appropriate lines of communication and to respect these lines so that duplication of effort is minimized and timeliness of response is maximized. Respecting the lines of communication will also allow the alderpersons time to focus on the "big picture" needs of the city at large while giving the agencies and departments the latitude to perform their services most effectively. Following these lines of communication would also improve some morale among city employees and create goodwill with department heads/directors. It may also foster improved relations between citizens and service departments if citizens are instructed to contact appropriate city departments first or "next" about their



concerns rather than relying on alderpersons as intermediaries or micro-managing, problem solvers. Another potential benefit is a better informed citizenry about the high quality of the city's services which could lead to greater civic engagement and/or investment (i.e. grow/build social capital).

Timeline for Implementing Recommendations

The implementation of the changes recommended above will in some instances necessitate further study and in others require significant structural reorganization. However, there are some items highlighted that could begin in the next fiscal year.

It is our belief that the items identified in E above (Information Technology, Inter-Departmental/Inter-Agency Communication and the filling of certain key positions) should be addressed in the next fiscal year's budget. Many of the other recommendations will require that these issues be addressed first. Additionally, in regard to IT and communication, progress has already been made and when specifically considering IT, it is important to continue support of the new director so that his department is able to implement additional changes that will lead to better efficiencies and cost savings. While it may be difficult to consider the inclusion of three full-time positions in the next budget, these are key leadership positions that perform important functions. The fourth item included in E, the role of the Common Council, is seen as an ongoing effort that requires honest and open conversations between elected officials and city employees. Should the recommendation of appointing a city manager or administrator be adopted, some of these issues may be mitigated.

In regard to privatization of city services (or moving to a fee for services model), we recommend that city leaders undertake further study immediately in order to move in that direction. The citizen survey deployed in July 2011 asked residents about their preferences for service privatization and/or moving to a fee for services model. It is important to take resident opinion into consideration, but it is also necessary to look at state and national trends and it is clear that Sheboygan's continued reliance on municipal employees for certain services is a model that many local governments have abandoned. It is likely to take a year or more to move to a privatized system. A fee for services system, on the other hand, may be put into practice more quickly but expediency should not be the sole factor in determining which route to take.



The structural changes suggested will require the most time to implement. This is especially true when it comes to determining whether to change the basic structure of the municipal government. Given that the proposed Director of Administrative Services would oversee two of the positions we recommend hiring, it might seem prudent to move on that organizational change relatively quickly. And, if this recommendation is adopted, we would suggest filling this position and then moving to fill the vacant positions that would fall under this consolidated department. However, if this restructuring is seen as more long-term, filling those positions should remain a top-level priority. While this report includes several different potential models for reorganization including one eliminating the position of mayor and others adding either a city manager or city administrator, the Center believes more study is essential before moving forward. The benefits of an administrator/manager as an intermediary between the elected officials and municipal employees are discussed above and we believe that move in that direction is necessary. However, the city needs to explore further which of the proposed structures best matches the expectations of citizens, elected officials and municipal employees as well as any statutes and ordinances that may need consideration or revision. We would expect that it would take three to five years to implements major structural changes.

PHASE 2

Methodology

The Sheboygan citizen survey was administered through the mail and responses were returned directly to the Center for Political Science and Public Policy Research in Whitewater, Wisconsin postage paid. The data entry and analysis were conducted by Center staff.¹

The sample was drawn using a systematic sampling technique selecting 2,000 individual, owner occupied residential properties from a pool of 11, 802 properties. Of the 2,000 surveys mailed, 563 were returned. This is a good response rate for a mail administered survey that provided no incentive for completion other than postage-paid.

The survey instrument included a total of 18 questions with some items requiring multiple responses. All but two questions were in a closed-ended format.

¹ A copy of the survey instrument can be found in the appendix.



Findings

In regard to the overall quality of life in Sheboygan, residents were asked to evaluate the City, their neighborhood, and the City as a place to raise children and retire. Another question allowed citizens to assess changes in the City as well as their neighborhood over the past five years. Additionally, respondents were given the opportunity to provide suggestions for changes that could be implemented in Sheboygan to improve the quality of life in the City. Generally, respondents evaluated Sheboygan favorably. Seventy one percent stated that Sheboygan was an excellent or good place to live. Residents were also asked to indicate how the city and their neighborhood have changed over the past five years. Close to two-thirds of respondents reported that their neighborhood either improved or stayed “about the same”, only 40% said the same for the City as a whole while 58% said that the City had worsened in the past five years. When given the opportunity to express their opinions on what changes they believed would improve the quality of life in Sheboygan, several issues were mentioned repeatedly including crime reduction, road repairs and maintenance, and reducing taxes and fees.

Residents were provided with the opportunity to evaluate the City on a number of services and facilities. The services and facilities that were rated most favorably include fire services, garbage collection, drinking water, library services, sewer services, ambulance/EMS, police services, recycling, and appearance/maintenance of parks. The services that received the least favorable ratings were street maintenance, local economic activity, and sidewalk maintenance.

The survey also asked residents to indicate their support for privatizing and/or contracting with outside vendors for selected City services as well as provide feedback in an open-ended question as to what other services they would be willing to see privatized or be charged a fee to receive. Additionally, respondents were asked about their willingness to accept the implementation of selected cost saving/revenue generating policies. Overall, there was little support for privatization and/or fee for service arrangements with well over half of the respondents opposing such changes. The items where privatizing and/or fee for service arrangements received the greatest support were Inspections, Park Maintenance, Services to Seniors, and Recycling. Snow Removal and Garbage Collection had the least support and strongest opposition. These responses are consistent with residents’ comments on the open-ended question asking what services, beyond the ones asked about in the survey, they would support privatizing and/or charging a fee to provide. The most common response by far was none. When asked to respond to specific policy proposals for generating additional revenue or reducing costs,



residents showed strong support for combining City and County emergency dispatch service and significantly less support for a storm water fee or wheel tax (even with the fees segregated). The findings on these items indicate fairly clearly that residents are not inclined to support service privatization, additional fees and other cost saving/revenue generating proposals.

OVERALL CONCLUSION

The Center for Political Science and Public Policy Research at the University of Wisconsin-Whitewater contracted with the City of Sheboygan to complete a two-phase project. In the first phase, we analyzed day-to-day operations of the city's government and its methods for providing services to its citizens. In the second phase, we analyzed the results of a survey of citizen attitudes about the city, including quality of life, agencies and services, and some suggested alternatives for service production and delivery. In addition, citizens were asked directly to respond to a proposed policy changes as a means of generating city revenue.

Our findings in the first phase indicate that there are concerns among city employees and officials within city government about communication between the city's leadership and the various agencies. Specifically, we have recommended that the city consider hiring a city administrator or city manager, create an administrative office, and replace a part-time human resources director with a full-time human resources director. We have also recommended that communication between the common council, the citizens, and city agencies be formalized so that agencies can respond more quickly and effectively and prioritize without common council interference. We believe the addition of a city administrator or city manager will help to stabilize the current political environment and will also, over time, improve the day-to-day operations of the City of Sheboygan. Finally, we strongly encourage the city to reduce the size of its common council from 16 to perhaps eight given the recent redistricting, and we also strongly encourage the common council and other officers within the city's government to reduce the number of standing committees.

With respect to the second phase, our analyses of respondents' attitudes clearly indicate that the residents of Sheboygan are concerned that a movement toward privatization of existing services will lead to higher costs. In many instances respondents argued that they were under the impression that their tax dollars already paid for services and that privatizing or contracting out services would do nothing to reduce their tax bill



obligations. However, there were some areas in which citizens were willing to explore privatization such as emergency ambulance services. More importantly, the resistance to alternative methods of service delivery may be due to confusion about how these costs will be implemented and what kinds of trade-offs may result. The City of Sheboygan needs to educate its residents more effectively about what the implications are for changing its method of producing and providing services. For example, while respondents generally opposed the idea of implementing a wheel tax, some of this opposition can likely be attribute to citizen confusion over segregated fees for road maintenance. In addition, a number of respondents also wrote in the margins of their surveys that they believed that the city already had a wheel tax and, therefore, weren't interested in paying an additional or higher wheel tax. The city's leadership has an opportunity here to educate their citizens better about these issues and in some instances present the citizens with more complete information. This, in turn, could make alternatives like a wheel tax seem much more reasonable to the public. In the survey, Sheboygan residents expressed a consistently high level of dissatisfaction with the city's road maintenance. A wheel tax along with segregated fees could lead to improved roads and more consistent road maintenance. Given the resistance expressed by respondents in the survey, and the budgetary shortfall the city faces, the council and other elected officials need to be prepared to engage in tough choices and potentially difficult conversations about these issues with the citizens. More and better communication between the city and its citizens will provide all concerned parties with a better grasp about the city's economic situation overall.



INTRODUCTION

Introduction

The City of Sheboygan has a rich history and many assets. It is categorized as a class two city under Wisconsin statute with an estimated population of 49,000. It is situated on the shore of Lake Michigan and also has another major waterway, the Sheboygan River. It encompasses 14.48 square miles, and has 32 park areas. In addition, the City of Sheboygan has an active municipal government with a council/mayor format. The city's government is committed to the citizens of Sheboygan and its departments and agencies employ dedicated municipal employees who provide high quality services to meet the city's needs. However, like most other municipalities across the United States, Sheboygan is facing significant challenges given internal and external fiscal pressures. These challenges now require the city to reexamine its services, its method for delivering services, and its structure and organization.

The Center for Political Science and Public Policy Research contracted with the City of Sheboygan to conduct a two phase study of the city's organizational structure and selected operating practices. The Center provides a number of services to the region including the development of survey instruments, data analysis and evaluation of existing programs and services. The Center is staffed by Susan M. Johnson, Ph.D. and Jolly A. Emrey, Ph.D. who are both faculty members in the Political Science Department at UW-Whitewater². Collectively, Johnson and Emrey have two decades of experience in public policy research. As Center directors our expertise includes the construction, execution, and analysis of survey instruments and data as well as experience conducting field research and constructing "best practices" websites for government agencies and their staffs.

Phase 1 of this project includes an evaluation of the organizational structure of the city as well as recommendations for improvements to the structure to allow Sheboygan to run more efficiently while still providing quality services to its residents and visitors. This evaluation consisted of a review of the current organizational structure, the solicitation of feedback from key stakeholders in the city, interviews with department heads and others in leadership roles and a focus group with a representative group of city employees. These findings were compared to best practices and models in use in other municipalities.

² KateLynn Schmitt, a UW-Whitewater Public Policy and Administration major, and Justin Schoenenmann, a UW-Whitewater Political Science major, provided research assistance.



This report offers prioritized recommendations for reorganization to assist in the city's development of a strategic plan.

Phase 2 of this project involves a citizen satisfaction survey aimed at gaining feedback on city services as well as measuring residents' opinions of potential changes to service delivery and city operations. The survey was mailed to 2,000 households in July, 2011. Five hundred and sixty three surveys were returned for a statistically sound response rate of 28%. The findings from the survey are discussed within the report.



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PHASE 1



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PHASE 1 INTRODUCTION AND METHODOLOGY

Phase 1 of this project includes an evaluation of the organizational structure of the city as well as recommendations for improvements to the structure to allow Sheboygan to run more efficiently while still providing quality services to its residents and visitors.

Methodology

To complete this Phase 1 of this project, the Center collected, reviewed and analyzed information from multiple sources. A wide variety of research methodologies were utilized to ensure a comprehensive assessment. The key research methods are described as follows:

Individual Interviews

The Center interviewed elected officials and individuals in management/director positions. We conducted in-person interviews with five elected officials and 20 individuals in management/director positions. In each instance participants were asked a series of questions related to the strengths, weaknesses and challenges facing Sheboygan. While each group's questions were tailored to their role within the city structure, the general themes were consistent across all groups.

Focus Group

In addition to the individual interviews, the Center conducted an employee focus group to gain input from general city staff. Approximately 20 city employees participated in an employee forum. Those in attendance included representatives from City Hall staff, Development, Finance, Fire Department, Information Technology, Library, Police Department, Public Works, Transit, and Water Utility.

Document Review

Center staff reviewed and analyzed material from several sources. Included in this review were department organizational charts, department budget planning and SWOT exercises, position descriptions, citywide budget documents, historical documents, and various other internal and external documents.

Best Practices Research

Best practice research focused on various municipal organizational models, trends in local government administration, and innovations in municipal service delivery such as



privatization and fee for service arrangements. Best practices, case studies, and research reports from state and national institutions such as the International City/County Management Association, Wisconsin City/County Management Association, University of Wisconsin Extension, and the League of Wisconsin Municipalities were reviewed.

Using this extensive variety of research and working closely with city staff, the Center was able to identify the key challenges facing the city, provide alternative approaches to address these issues, and develop recommendations for a more efficient and flourishing city moving forward.



OVERVIEW OF CITY DEPARTMENTS AND SERVICES

Assessor

The Department of Assessment is responsible for assessing all property within the city limits. This department assesses values of all taxable property in the City of Sheboygan and uses this information to create an annual assessment roll. The Department of Assessment currently includes four (4) full time employees: an interim assessor who reports directly to the mayor, an assessment technician who reports to the assessor, and two property appraisers. These employees are mandated and certified by the State of Wisconsin Department of Revenue. The full-time staff was six (6) full time employees but was cut to four in 2010 and is currently at three as mentioned above.

Attorney

The City Attorney's office is currently staffed with four (4) full time employees: two attorneys and two secretaries. The City Attorney is an elected office. The assistant city attorney is appointed by the city attorney. This office conducts all legal business for the City of Sheboygan and thus functions as "in-house" counsel including representing the Redevelopment Authority (this representation had been contracted to an outside firm prior to 1994).

City Clerk

The Office of the City Clerk includes three (3) full time staff: the City Clerk, Deputy City Clerk and Council/Licensing Clerk and two (2) part time staff: Elections Clerks. It has an "informal" organizational structure with a great deal of cross-training across staff. The Clerk's office is responsible for conducting City elections, maintaining records of all official City actions, and notifying the public of all public meetings, among many other functions.

Engineering

The Engineering Division is housed within the City of Sheboygan Public Works Department. Its staff includes five (5) full time employees: City Engineer, Surveyor, GIS Technician, Engineering Technician and an Engineering Secretary. The City Engineer reports to the Deputy Director of the Department of Water and Power. The Engineering Division is responsible for the design of new infrastructure and the design for reconstruction of existing infrastructure.



Finance

The Finance Department has seven (7) full time employees: Finance Director/Treasurer, Confidential Secretary, Deputy Finance Director/Treasurer, Senior Accountant, Auditor/Analyst, Accountant, and Payroll Coordinator. There is also one (1) part time employee: Cashier. Its functions include: debt management, cash management, budget management (including capital improvements), accounts payable, collections/accounts receivable, reporting financial information to departments and the public and the management of fixed assets.

Fire Department

The City of Sheboygan Fire Department currently has seventy-four (74) full time staff and one (1) part time staff. The fire department has a paramilitary organizational structure with a clearly identified chain of command. The fire department provides the traditional services as a first responder: fire suppression, rescue, emergency and non-emergency medical transport, and responds to public safety concerns such as gas leaks, downed wires, water removal, hazardous material containment and clean-up. In addition, the fire department is called upon to deal with weather related hazards and it is also a Mutual Aid Box Alarm System (M.A.B.A.S.) and as such functions as a mutual response system for fire, EMS, and specialized incident operational teams. The fire department assists law enforcement with scene lighting and scene security, and provides medical and fire stand-bys for the SWAT Team. The department also provides public education and community services.

Human Resources

The Human Resources Department of the City of Sheboygan has two (2) full time staff. The current director is a contract employee. Its functions include: administering compensation and benefits, training, counseling and direction to department heads, recruitment, employee relations, administering worker's compensation and unemployment, labor relations, personnel policies and practices, employment and staffing,

Information Technology

The Information Technology department in the City of Sheboygan has a horizontal organization. It has five (5) full time employees: a department manager, two program analysts, a PC specialist and a network specialist. The program analysts and the specialists report to the IT manager. The Information Technology department provides support to the City and its various agencies, and to the Village of Kohler Police



Department, the City of Sheboygan Falls Police Department and the City of Plymouth Police Department.

Mayor's Office

The City of Sheboygan has a full time Mayor with a staff of one (1) full time administrative assistant.

Mead Public Library

The Mead Public Library has twenty four (24) full time staff including a Library Director and a Deputy Director. Additionally, there are 11 regular part-time employees and 33 temporary part-time employees referred to as Pages. The Library Director reports to a ten (10) member library board of trustees. In turn, the Library Board of Trustees report to the Mayor and the Common Council Finance Committee. According to the director and the deputy director, the library's organization has "flattened" out significantly over the past several years.

Municipal Court

This court has one (1) full time, elected (four year term) municipal judge and three full time court clerks. The municipal court's geographic jurisdiction includes the City of Sheboygan and the Village of Kohler. Its case/controversy jurisdiction is limited to civil matters of law. The court has the authority to impose fines and in some instances, community service as a punishment. Most of these cases (approximately 75 percent) are traffic related, and speeding is the most common traffic offense. The court also handles juvenile violations (the court has jurisdiction over juvenile offenders aged 12 to 16). With respect to caseload, the court handles over 7000 cases per year and conducts approximately 350 trials per year. The court also forwards license suspensions to the Department of Transportation, issues writs of commitments for failure to pay

Planning and Development

The Department of Planning and Development includes nine (9) full time staff, one (1) contracted employee and two (2) part time staff. This department has a flat/horizontal structure. The office of Director of Planning and Development is currently vacant. The Development Manager is acting Department Head. The Development Manager works with the Permit Clerk and the Planning Specialist. The Development Manager reports to the Mayor. The remainder of the staff includes city inspectors and planners who report to the Development Manager. The Department of Planning and Development receives and



administers grants (e.g. CDBG, Lead Grant) and is also involved in inspections and code enforcement.

Police

The City of Sheboygan Police Department has one-hundred twelve (112) full time staff and four (4) part time staff. It consists of ninety-two (92) sworn officers and 18 sworn supervisors. The police department has a paramilitary organizational structure. The police department engages in crime prevention and responding to reports of criminal activity (approximately 130 different types of criminal activity). The City of Sheboygan Police and Fire Commission has oversight of the police department (and fire department). This commission is a five person board appointed by the Mayor as provided for by statute.

Public Works

The Public Works Department has one hundred-six (106) operational staff according to the 2011 budget. It is a traditional, hierarchical organizational format with one director and one deputy director. The public works department includes several units with management/supervisory staff: Wastewater Treatment, Park System Management, Maywood Director, Vehicle and Equipment, streets and Sanitation, Traffic, Buildings and Grounds, and a City Engineer. Several positions within these units are seasonal (e.g. head life guard, life guard, cemetery caretakers, parks, and bridge tenders.)

Senior Center

The Senior Center has a staff of six (6) including a Center Supervisor, Fitness Coordinator, Volunteer Coordinator, Crafts Coordinator, Activity Coordinator, and Senior Solutions Coordinator. The center's mission is to "encourage older adults to remain active and engaged in their community."

Transit

The City of Sheboygan Transit (Shoreline Metro) has a staff of sixty-four (64). Thirty-two (32) members of the staff are full time employees and the other half are part time. The transit director is hired by the Transit Commission. Transit is funded in part by the city (14%) while parking is self-funded. The organization of this department is somewhat hierarchical with a Sheboygan Parking and Transit Utility Director who reports to the Sheboygan Transit Commission. The deputy director and parking superintendent report to the transit utility director. There are three divisions reporting to the deputy director (paratransit, operations, and maintenance) and two sub-units reporting to the parking



superintendent (maintenance and lot attendants). City of Sheboygan Transit/Shoreline Metro is responsible for overseeing metro bus service and also provides complementary service for persons with disabilities and the elderly. The Sheboygan Parking Utility's primary responsibility is to service the various parking lots and metered parking throughout the city.

Water Utility

The City of Sheboygan Water Utility has a staff of thirty-one (31) full time members. It has a hierarchical reporting structure, but the remainder of the organization's structure is fairly flat. The city has a board of water commissioners who are elected by the common council. The Sheboygan Board of Water Commission oversees the water utility. The water utility is defined and regulated by the Wisconsin Public Service Commission. The water utility is headed by a superintendent who reports to the Board of Water Commissioners. Beneath the superintendent are two supervisors (Distribution Supervisor, and Operations Supervisor) and an Accounts Manager. These three offices oversee engineers, foremen, operators, technicians, service persons etc. The water utility is responsible for maintaining the quality of providing drinking water, treating water, servicing and replacing water mains, etc.



EMPLOYEE AND ELECTED OFFICIAL INTERVIEW SUMMARIES

In order to gain an overall picture of strengths, weaknesses and challenges facing the City of Sheboygan, the Center carried out a series of interviews with city employees and elected officials. Specifically, the Center identified three groups of people to interview: elected officials, individuals in management/director positions and general city employees. We conducted one-on-one interviews with five elected officials and 20 individuals in management/director positions. A cross-section of city employees participated in an employee forum. In each instance participants were asked a series of questions related to the strengths, weaknesses and challenges facing Sheboygan. While each group's questions were tailored to their role within the city structure, the general themes were consistent across all groups. The goal was to gain unique insight from the various stakeholders, look for commonalities and differences, and then provide an overall summary based on these observations. A more detailed description of the methodology utilized for each group and a summary of each set of interviews and the employee forum are presented below. Copies of the instrument used with each group may be found in Appendix A.

Elected Officials

Mayor Bob Ryan and Alderpersons Jim Bohren, Don Hammond, Jean Kittelson and Cory Roesler were interviewed Friday, May 6, 2011. Each was asked a series of questions about the city. Specifically, they were asked to identify the three most important issues facing the city, their overall perception of the day-to-day operations of the city including what works well and what doesn't work well, and their ideas for improving the management or services provided by the city. Additionally, each was asked to evaluate the mayor-council format currently in place in Sheboygan. While clear themes emerged across the elected officials interviewed, many of the specific concerns and recommendations varied from person to person and it is important to note that even in regard to the overall themes there was not complete agreement.

The current economic environment was consistently identified as one of the most important issues facing the city. Many of the other items mentioned, for example, labor/management contract negotiations, deteriorating infrastructure, and the ability to maintain quality service delivery, are related to the overall fiscal health of the city. Additionally, technology, the city's organizational structure, and neighborhood revitalization were discussed as important issues.



When asked to highlight what about the day-to-day operations works well, the elected officials indicated that the city provides high quality services to residents even in the current economic climate. Communication, overall efficiency of operations, and employee training were identified as areas where improvement is needed. Concerns about communication extend from information availability for the public to interdepartmental exchanges to interactions between elected officials and city employees. The lack of good communication is attributed to a poor technology infrastructure and the city's fragmented organizational structure (the silo phenomenon). The organizational structure was also identified as a source of inefficiency for the city. The belief is that there is considerable duplication of efforts as well as task assignments that do not best utilize the available talent. For example, a more robust Human Resources department could perform some of the functions currently assigned to people in other departments (e.g. Police and Fire), review job descriptions for redundancies, and provide more employee training opportunities.

There was limited agreement but by no means a consensus on ideas or suggestions for improving the management or services provided by the city. Better all-around communication, including greater information sharing with the council, was recommended. Multiple people indicated strong support for privatizing some city services (e.g. garbage collection, inspections, other miscellaneous public works functions). Organizational changes such as hiring a city administrator, cross-training employees, and enhancing the technology infrastructure were also mentioned by individuals interviewed.

In evaluating the mayor-council format, there was support among alderpersons for the current mayor and general agreement that communication has improved during his tenure although there was still a belief that there needs to be greater communication between the mayor and council. The elected officials interviewed were of a mixed opinion on whether the city should hire a city administrator although most were open to considering it as a way to address some of the organizational issues facing the city, depoliticize certain aspects of city operations, and improve relations between the council and city departments.

Taken as a whole, the interviews with the elected officials showed that they are in general agreement on the major issues facing the city, but are in less concurrence on the causes and how to best go about addressing them.



Management/Director-level Personnel

Interviews were conducted with twenty individuals identified as key management/director level personnel. All but two of the interviews took place Friday, April 8, 2011 with the other two conducted Friday, May 6, 2011. The interviewees represented all of the major departments in the city including the Assessor, City Attorney, City Clerk, Development, Finance, Fire Department, Information Technology, Human Resources, Library, Police Department, Public Works, Transit, and Water Utility. A list of all Management/Director-level Personnel interviewed is provided in the table below.

Table 1. Management/Director-level Personnel Interviewed

Department	Interviewee
Assessor	Lee Grosenick (Deputy Assessor)
City Attorney	Steve McLean (City Attorney)
City Clerk	Sue Richards (City Clerk) Linda Long (Deputy City Clerk)
Development	Chad Pelischek (Development Director)
Finance	Jim Amodeo (Finance Director) Nancy Buss (Deputy Finance Director)
Fire Department	Jeff Herman (Fire Chief) Chuck Butler (Deputy Fire Chief) Dan Pitsch (Deputy Fire Chief)
Information Technology	Dave Augustin (IT Manager)
Human Resources	Tom Rice (HR & Labor Consultant)
Library	Sharon Winkel (Library Director) Mark Zehfus (Deputy Library Director)
Police Department	Chris Domagalski (Police Chief)
Department of Public Works	Bill Bittner (Public Works Director) Dave Biebel (Public Works Deputy Director)
Transit Department	Ron McDonald (Transit Director) Kevin Kellner (Deputy Transit Director)
Water Utility	Joe Trueblood (Water Utility Superintendent)

In advance of the interview, each individual was asked to complete an organizational review that included a listing of the department's mission statement and organizational goals and a description of the department's structure and functions. Additionally,



information was requested as to what are perceived as the department's most essential and least essential functions as well as whether any of their services are currently being duplicated by other city departments or nongovernmental/private organizations in the community. Finally, the Center requested copies of each department's most recent SWOT analysis. During the one-on-one meetings, the interviewees were asked to describe their organizations' structure and what areas within their organization function well and which are in need of change. They were asked similar questions about the city as a whole.

In evaluating their own department's organization and performance, several consistencies emerged. Many indicated that the current budget situation has stretched resources and that they were struggling to meet demand for services with reduced staffs and considerably smaller budgets. Specifically, there was concern that in many units key positions were left vacant and that others were asked to take on additional responsibilities as a result. While the increased workload was one issue, the larger concern was that some of these vacant positions were leadership positions in the organization and leaving them vacant also left a leadership void. Many also indicated that there has been a significant turnover in recent years at the director level. Additionally, most departments have faced staffing cuts as a result of the current economic conditions in the city and state. Duplication of services was identified as a problem across departments. This takes two forms. First, there is the belief that there are some functions that are carried out both by specific departments and either the Finance or Human Resources Department. While there was a lack of consensus as to who should perform the functions, there was a general recognition that the overlap was a matter of concern. Second, some departments indicated that there were services handled within departments that might be more efficiently provided by one department (e.g. vehicle maintenance, plowing) thereby allowing the affected department to focus on its core functions. Most departments stated a need for more IT and human resources support. The human resources support would come in the form of a greater role in hiring and training. As far as IT, there is a strong desire for better interdepartmental communication systems, a more user-friendly website, and greater overall support for information systems.

In broader terms, the city employees in leadership roles referred to a lack of citywide long-term strategic planning, and an overall unwillingness to change as problems in leading their departments. This is attributed to the current economic environment but



also to an active common council that is perceived to be very involved in the day-to-day operations of various city departments.

When asked to identify strengths in the city's overall operations, three things that were mentioned consistently were the quality of the city's employees, the customer service provided to residents, and the high level of public safety protection provided to the city. Those in leadership positions stated that staff members are diligent in the performance of their assigned tasks (even in a period of reduced budgets and understaffing) and that the services provided to the public in City Hall, in other locations, and throughout the city are of very high quality.

Among this group, two items were consistently identified as weaknesses in the city's operations: the "silosed" nature of city departments and the role of the common council in day-to-day operations. Many stated that departments operate more as silos and less as components of a larger organization. This is problematic for a number of reasons including duplication of services, poor communication, and the lack of a "big picture" approach to decision-making in the best interest of the entire city. In discussing the role of the council, the term "micromanage" was used on several occasions. The perception is that alderpersons are very involved in the day-to-day operations of departments and often attempt to weigh in on decisions that would be best left to professional staff in each department. There is recognition that elected officials play an important role in city management; however, there is also a belief that departments could operate more efficiently with more autonomy from the council. One area where there is greater desire for the council and mayor to be involved is in long term strategic planning that could help the city move beyond the silos and into a more cohesive organization. Other items identified as weaknesses are a deteriorating infrastructure, staff shortages and turnover at the department director level, tension between labor and management, and an IT system in need of a major overhaul.

In regard to ideas or suggestions for improving the management or services provided by the city, the items cited the most frequently were the hiring of a city administrator and improving communication throughout the city. Several people stated that hiring a city administrator would be a positive move for the city. The belief is that a city administrator would provide a consistency in city administration that is lacking in the current mayor/council format. Additionally, an administrator would serve as both a communication link and buffer between the elected officials and the department heads allowing the department heads greater ability to manage their department's day-to-day



operations. Such a position would also remove some of the politics from decision-making, allow for more long-term planning, and improve interdepartmental communication and idea sharing. While greater interdepartmental communication is desired, so is better communication throughout the city particularly when it comes to providing information to city employees and residents about city operations. In fact, one person commented that the city needs to do more to let people know how much it actually does do for residents as a way to increase support for the city departments. Other suggested modifications included moving to a fee for service or privatization model for some of the services that the city currently provides and modernizing some standard operating procedures to reduce waste (e.g. printing costs/excessive paper documentation) and operate in a more streamlined manner.

In sum the management/director level personnel interviewed have considerable pride in their departments and believe that they are making the best of a poor economic environment when staffing has been cut and resources are very limited. They identify issues that are in need of attention in both their own departments and the city as a whole and assert that the city needs better long-term strategic planning, improved communication, and organizational modifications moving forward.

Employee Forum

City employees were invited to a two-hour employee forum Friday, May 6, 2011. Approximately twenty participants were selected at random from a list of city employees. They included representatives from City Hall staff, Development, Finance, Fire Department, Information Technology, Library, Police Department, Public Works, Transit, and Water Utility.

The session proceeded in three phases. First, each person answered a series of questions including the three most important issues facing the city, three things the city does well, three things the city needs to improve on, and three ideas for improving the management or services provided by the city. Next, in randomly assigned groups of four or five employees, participants were asked to take their individual answers, share them with their group and then come up with a consensus set of answers for their table. Nearing the end of the forum, we asked each group to share their group responses in order to create a list that represented the consensus of those invited to the forum. The goal was to ask people to first think as individuals, in their silos so to speak, and then force them outside of the silo to look for shared successes, concerns, and aspirations within their groups and then with all of those in attendance. It is important to note that consensus



does not mean unanimity and there were several instances where group members were not in agreement. The summaries below reflect the opinions of the majority in attendance but not necessarily of everyone in attendance.

The consensus was that the number one issue facing the city was the current fiscal situation (in both the state and city) and its impact on city services, staffing, and infrastructure. Many in the group felt that the staff cuts and other budgetary decisions have left the city understaffed and unable to provide some of the services at the level that citizens have come to expect. Specifically, concerns were raised about delayed infrastructure improvements and maintenance projects as well as inspections. The group indicated strong support for new economic development that would help diversify employment opportunities and increase the tax base. While the group was very complimentary to the work that the Police Department does, it expressed unease regarding what it perceived as an increase in crime and drug use as well as a decline in neighborhoods, property values and in general public safety. A final concern was the belief that department heads need more autonomy from elected officials in order to manage better and make decisions for their units.

When asked what the city does well, the group pointed to providing necessary public services such as police, fire and public works as well as promoting a positive environment in the community through good customer service. They also felt that resources like the public library, the park system and riverfront were assets to the city. The group expressed pride in the fact that even with the current fiscal crisis, employees did their best to maintain necessary service delivery although that was not always possible.

Participants in the forum discussed what aspects of the city's day-to-day operations needed improvement as well as what ideas they had for improving the management or services provided by the city. Because there was significant overlap in these discussions, they have been combined in the report. Several strong themes emerged: communication, employee development and training, technology, and greater openness to change.

In regard to communication, there was a desire for more interdepartmental communication, a clearer process of information dissemination from City Hall to departments, and greater encouragement by senior staff of employee input and feedback. Many stated that there was not enough communication among departments and between



City Hall and departments, and that increasing communication could lead to more efficient service delivery, mitigate turf issues, and improve employee morale.

The group also identified several issues related to employee development and training. Specifically, the perception was that the city needs improved succession planning and more cross-training for employees as well as additional professional development and training opportunities for its employees. While there is a lot of experience and institutional history in certain individuals, there is concern that as long-term employees retire it is difficult for another person to step in and fill that position even on an interim basis because there is so little cross-training. Also, there is the belief that the training for new employees is not as strong as it could be in some areas and that professional development opportunities are often limited and not supported by supervisors.

Technology was a third area that the group suggested was in need of improvement. A stronger technology infrastructure could enhance communication between departments, provide better customer service, and improve the city's image.

Greater willingness to change was another strong theme at the forum. In general, the group expressed a desire for a culture that was more open to change and willing to explore new ideas. Specifically, the group suggested some organizational changes that it felt would improve city operations and employee morale as well as allow for greater long range planning and prioritizing. These changes included hiring a full time city administrator and human resources director, reducing the size of the common council and clarifying in very specific terms its role, and addressing the fact that the city management structure is too top heavy.

The call to hire a city administrator was rooted in a desire to minimize what was perceived as a much politicized management style in the city. While there was positive feedback about the current mayor, there was a general sense that the council was more active than it should be in the day-to-day operations of the city. Further, a city administrator could serve as a buffer between the elected officials and the city departments and free up department directors to manage their units.

Many expressed a desire to hire a full-time human resources director. Some of the reasons for this were a belief that a full-time director would offer additional services for employees, be a leader in professional development and training, be more regularly



accessible to city employees, and provide centralized leadership on human resources related matters.

Regarding the common council, the general consensus was that there needed to be less involvement in the day-to-day operations of the city by alderpersons. While there was recognition that elected officials have oversight and budgetary responsibility, there was concern that the council structure (e.g. size, turnover) was a hindrance to city operations. Some felt that long term planning was very difficult in such an environment. Further, employees felt that their supervisors were not given the latitude necessary by the council to manage their units and that has led to turnover at the director level and greater, not reduced, inefficiencies. There was a belief that the implementation of these structural changes would help address the other issues of concern discussed above.

Finally, each employee was asked “If resources were not a concern and you could be granted one wish for your agency, department of the city, what would it be?” We then asked each employee to share her/his wish with their small group and try to come up with a group wish list. Next, we had each small group work toward a wish list for the larger group of twenty. While it may seem counterintuitive to ask people to set aside the most pressing issue, the current economic situation, the goal was to encourage the group to consider how they hoped to see the city change in the next few years. In general, the wish list generated by the group centered primarily on issues related to staffing, morale and interdepartmental relationships. There was a desire for the city to “see the value of each department and lose the turf battles” and for “agencies to set aside own interests and egos and collectively work together” as well as for the city to show more “appreciation for public employees and their contributions to the city”. Additionally, the group supported returning staffing levels to pre-budget crisis levels with appropriate increases in compensation as a way to boost morale and promote better working relations. Other long term items discussed included the annexation of surrounding towns, more green initiatives, and the hiring of a city administrator.

Overall, participants in the employee forum have a strong pride in the work that they do and expressed a desire to see the city overcome the current budget crisis. There was recognition that the economic situation has led to significant cutbacks and that more were on the way, but at the same time the group felt that there were many things about Sheboygan that do work well and can be used as models moving forward. We believe the group appreciated the opportunity to express their opinions and be a part of this process.



BEST PRACTICES AND RECOMMENDATIONS

The Center reviewed best practices and trends in both service delivery and municipal organizational restructuring. What follows is a discussion of trends in both areas as well as recommendations for the city of Sheboygan to consider adopting.

Providing versus Producing Public Services

Trends - Wisconsin and National

There are two basic questions asked when considering public services: what is the best method for providing these services and, what is the best method for paying for said services? In 2001, UW-Extension conducted a survey of over 450 cities and villages in Wisconsin.³ Among other things, they asked respondents to identify their reasons for contracting or outsourcing services that were previously provided by municipal employees. The most common factor cited for turning to privatization for services was a perceived internal pressure to increase costs to citizens, followed by successful use in other jurisdictions, external pressure on finances (including tax restrictions), and concerns about municipal liabilities.⁴

In addition, the survey asked respondents how they were "promoting" privatization of services to their citizens/residents. Several methodologies were discussed. The most common means for addressing the citizenry about the implementation of these changes were: analyzed feasibility, the identification of successful uses in other jurisdictions, and promoting the general features of privatization. Some of the municipalities also responded that they were implementing privatization for new or growing services only, and/or on a trial basis.⁵

One service that many Wisconsin municipalities and towns began privatizing as of 2001 is residential solid waste disposal. For example, UW-Extension found that seventy-one percent of the cities/villages responding indicated that they privatized their residential solid waste collection. Twenty-two percent elected to retain the traditional means of having public employees collect residential waste. Conversely, yard waste was a service that municipalities and villages continued to provide by city workers. Only 18 percent of

³ See "Local Public Services in Wisconsin: Alternatives for Municipalities: Fact Sheet #4." 2001. UW-Extension.

⁴ Ibid.

⁵ Ibid.



cities and villages reported that yard waste was collected by private firms when this survey was administered.

Similarly, the International City/County Management Association (ICMA) published a national profile in 2007 of local government service delivery choices.⁶

The publication includes responses from a cross-national survey in which Chief Administrative Officers were asked to respond to a variety of questions regarding their service delivery and regarding their governmental structure/organization.

The survey included four broad categories or types of city services: Public Works/Transportation, Public Utilities, Public Safety, and Support Services with a significant number of specific services provided under each. For example, under “Public Works/Transportation” specific services listed include: residential solid waste collection, commercial solid waste collection, solid waste disposal, street repair, etc.

With respect to national trends as of 2007, the survey found that a majority of municipalities continue to provide local services (52%) but that there are some trends with respect to how the services are being delivered. For example, although over sixty-five percent (66.5%) of municipalities reporting stated that they continue to provide residential solid waste collection, almost half (47.4%) noted that collection is performed by private for profit companies. Less than thirty-four percent of the municipalities (33.9%) employed city workers to collect the residential solid waste. Other methods were used such as private for profit plus city employees (6.4%), another governmental entity (5%), and less than fifteen percent (13.6%) reported that they used a franchise or concession to collect the residential solid waste.

When to privatize?

Both of the surveys cited above recognize that some services are more easily privatized than others. Concerns about privatization of public services include partisan patronage, loss of public control and the impact of privatization on public employees.⁷ However, internal and external pressures to reduce costs and or consolidate/eliminate public services have pushed cities to consider alternative means of delivery. In addition, some newly incorporated cities have elected to have almost all of their services completely

⁶ See “Profile of Local Government Service Delivery Choices, 2007”

⁷ See “Local Government Privatization 101” <http://reason.org>. Although this organization can be described as “pro-privatization” it does provide commonly cited arguments for and against the shift from public to private or quasi-private delivery of municipal services.



privatized. It is also very important to note that privatization comes in a variety of forms: contracts, franchise (as a lease or concession), or divestiture (which is a more recent phenomenon). Finally, it is worth mentioning that some municipalities have reformed their service delivery because of citizen complaints about quality and cost.

The data in Appendix B illustrate the survey results discussed above. Appendix B Figure 1 displays trends in privatization of services by municipalities in Wisconsin (2001), and Appendix B Figure 2 reports national trends (2007).

As the data in Appendix B Figure 1 show, the most common service to privatize in Wisconsin is commercial waste collection followed by residential solid waste collection and solid waste disposal. Recycling was also found in 2001 to be a commonly outsourced or privatized service. The national data included in Appendix B Figure 2 show similar trends. The 2001 Wisconsin study indicated that close to 50% of paratransit was privatized; while the 2007 national figure was much lower (19%). Although many class two cities in Wisconsin continue to produce and provide services, there are some areas in which cities have decided to reduce their efforts in service production and delivery and these are primarily in the area of public works. In addition, some class two cities have generated additional fees through parking (meter/substation/structure), imposing wheel taxes/fees, and through charging nominal fees for the use of parks and recreation facilities or increasing existing fees for access to these services.

The Center recommends that the city explore alternatives for service delivery including privatizing or contracting for certain services. As the data above indicate, the most common services that municipalities have privatized or contracted with outside vendors for, are various types of waste collection and disposal including recycling. Given that, an appropriate place to start would be for the city to determine the cost savings that may result from a switch to private or contracted residential and/or commercial waste pick-up, removal, and disposal. This would clearly result in positions being eliminated in the public works department, but it is often the case that when private waste providers are contracted, they hire new employees to meet the new demand. Moreover, the city may be able to realize revenue from parking fees either through meters, substations (which charge full rate per hour or day) and/or parking structures. As noted above, it is increasingly common for cities to charge fees or increase existing fees applied to the use of parks, recreation, and cultural attractions (including fees for use of library services). The Center, therefore, recommends that the City of Sheboygan explore these options to generate additional, albeit nominal, revenue.



Table 2. Comparison of Class Two cities in Wisconsin

City	Council Size (Alderspersons)	Form of Government	Standing Committees & Boards	Population
Green Bay	12	Mayor/Council	19	104,057
Kenosha	17	Council/Mayor w/City Admin	17	99,218
Racine	15	Council/Mayor w/City Admin	5	78,218
Appleton	16	Mayor/Council	13	72,623
Waukesha	15	Council/Mayor w/City Admin	4	70,718
Oshkosh	5	Council/Mayor/Dpty Mayor w/Cty Mgr	23	66,083
Eau Claire	11	Council/ City Manager	21	65,883
Janesville	7	Council/ City Manager	17	63,675
West Allis	10	Council/Mayor	5	60,411
La Crosse	17	Council/Mayor	17	51,320
Sheboygan	16	Council/Mayor	49	49,288
Wauwatosa	16	Council/Mayor w/City Admin	5	46,396
Fond du Lac	7	Council/ City Manager	16	43,021
New Berlin	7	Mayor/Council	41	39,584
Wausau	12	Mayor/Council	8	39,106



Table 2 above compares Sheboygan's organizational structure with similar sized cities in Wisconsin. It lists the number of alderpersons, form of municipal government, number of standing committees, boards, and commissions, for fifteen cities with populations from approximately 40,000 to slightly over 100,000. As these data indicate, over half of the cities in this population range have either a city administrator or a city manager. In addition, only two of the cities have councils larger than that of the City of Sheboygan. Most of the cities have fewer alderpersons serving on their common councils including Green Bay, a city with twice the population. Another striking difference can be found when we examine the number of standing committees, boards, and commissions. Compared with all these cities, Sheboygan has the most standing committees, boards, and commissions (49). New Berlin is next with 41, and Oshkosh is a distant third with only 23.

Organizational Restructuring Review and Recommendations

The City of Sheboygan currently has a council/mayor form of government. It does not have a city manager or a city administrator. Most cities of comparable size have moved to include either a city manager or a city administrator with or without a mayor. The benefit of a city manager or city administrator is the centralization of city services and some isolation/independence from electoral accountability. However, it should be noted that city managers and city administrators are held accountable by the common council and/or the mayor and work closely with the both depending on the organization.

Restructuring/Reorganization

Recommendations

- A. Create a Department of Administrative Services and a Director of Administrative Services. Restructure and move the existing departments of Finance, Human Resources, Assessor, and Information Technology departments under this umbrella agency, but retain department heads or directors for each unit.

Restructuring in this manner will eliminate silos and allow for cross-functional collaboration across these units. This should enhance both efficiency and communication among these key support departments (particularly Finance, Human Resources, and IT). It would also allow for a



feedback loop that does not exist under the current structure (see Communication).

Department heads for each would report directly to the Director of Administrative Services.

(See Appendix C, Figures 2 through 7)

- B. Create an office of City Administrator (with or without a mayor). The City Administrator would be responsible for the overall administrative functions/processes that come under the city's jurisdiction and/or those offices as specified by the council and mayor, or the common council solely. This office would also oversee the department heads and other directors.

The City Administrator's duties are defined by the common council with or without the Mayor depending on the model. As such, the role of the City Administrator can be broadly or more narrowly defined; however, the office functions best when the City Administrator has the capacity to direct the major departments within a city government. This office can facilitate efficiency by coordinating, planning, and directing key services and city functions. It also improves efficiency with respect to organizational accountability and with respect to communication channels. The Director of Administrative Services and all other Department Directors and Chiefs would report to the City Administrator.

As mentioned above, a City Administrator position could be created within a council/mayor form of government. Under the council/mayor form, the City Administrator works to disseminate the message of the Mayor both internally and externally. With respect to the council and the day to day operations, a City Administrator, has the responsibility of setting standards for city goals and objectives, and for the municipal employees. Although a City Administrator would work under both forms (council/mayor, and common council-no mayor), it should be noted that a cost savings may be realized if the reorganization did not include the office of the Mayor.

(See Appendix C, Figures 2, 4 and 6)



- C. Create an office of the City Manager. The most common form of city government in the U.S. and in Wisconsin is council/manager. Under the council/manager form, the City Manager would perform the day-to-day operations of the city including the hiring and firing of municipal personnel. The council would retain the power of creating policy, while the City Manager would oversee its implementation and enforcement. Unlike a City Administrator, the City Manager position is one that traditionally comes with a broad scope of power. For example, a City Manager can hire and fire while a city administrator can only make personnel decisions with council approval. Like a City Administrator, the City Manager is an appointed, non-elected office.

The City Manager could report to either the Mayor and Council, or the Common Council solely. Specific duties of the City Manager would include preparation of the city's budget for the council's consideration, supervision of departments including staff, chief advisor to the council and the administration of council policies.

City Managers, like City Administrators, can help to facilitate efficiency across all departments in government and direct intra and inter-departmental cross-training and collaboration. This would free the elected officials (common council and mayor) to work on broader planning goals for the city and to work on constituent concerns. In addition, the City Manager promotes an appearance as well as a practice in equity of hiring, firing, and other departmental recommendations since this is an appointed office in which personnel decisions will be based upon merit.

(See Appendix C, Figures 3, 5, and 7)

- D. Reduce the number of seats on the Common Council and review the Council committee structure to eliminate redundant or inactive committees. The City of Sheboygan has recently redistricted. Each district currently has two alderpersons. Thus, there is an "overlap" in representation that exacerbates the existing communication problems identified in our interviews with key stakeholders, city officials, and city employees. Moreover, the size of the city's common council is highly unusual compared with other class two cities, and with cities of comparable population (See Table 2). Reducing the size of the



common council will lead to more efficiency and productivity in terms of responsiveness to citizen demands and in terms of accountability for alderpersons and city government overall. The recent redistricting presents an opportunity to downsize the seats on the common council. Finally, the number of committees, particularly standing committees, is also greater than cities of similar size. It appears, too, that the number of committees with sometimes overlapping responsibilities, leads to duplication of efforts and slowed response time. It is our recommendation that these committees are reviewed and restructured so that duplication is eliminated and efficiency is enhanced.

E. Other

1. Information Technology. The city has recently hired a new director of information technology and there have been improvements made in the city's communication infrastructure. The city needs to continue to support this department and fund improvements in information systems as well as fund the maintenance of those currently implemented. Efforts to update and innovate information systems should be continued to improve efficiencies in the city, to centralize finance and records keeping, and to facilitate better intra and inter-departmental communication. Commitment should also be made to improving city government responsiveness to the citizens through information technology where possible.

Specific recommendations include an overhaul of the city's website. This website could be more "user friendly" with respect to navigating its content. In addition it is underutilized as a tool. Bill pay systems for services could be centrally located or linked through the city's main website. The website could also be used to support city departments with respect to communications, and employee training. For example, training webinars could be uploaded for employees to access on a regular basis. More importantly, links that are easily accessible, logical, and very user friendly for citizens and that clearly specify departments or offices responsible for services are a needed feature. These links could direct citizens to the appropriate contact about particular issues or concerns such as public works or public safety. These suggested recommendations would lead to more efficiency and realized cost savings. Greater cost savings would result if fewer personnel hours were dedicated to handling these processes. It should also be noted that cities of comparable size and larger are committing significant resources to building broadband



infrastructures with wide ranging capabilities for communication and services integration.

2. Inter-Departmental/ Inter-Agency Communication should be reviewed and improved. Although some of the departments within the city are very hierarchically organized, even para-military in design (e.g. police and fire), the lines of communication are not clearly delineated interagency. There is a lack of formal structure that creates a generally collegial working atmosphere; however, it can at times lead to duplication of effort. In addition, the lack of clearly delineated lines of communication within some departments, across departments, and between the citizens and city departments, has led to confusion and, at times, impaired response time.

Department Heads should instruct personnel on appropriate lines of communication within their department and discourage the circumvention of these lines in order to mitigate confusion and duplication of effort. In addition, department heads should, when possible, cross-train personnel utilizing institutional history as well as departmental procedure to train and inform so that there is always a person or a link on a website with necessary information to assist those seeking services. It is also recommended that department heads meet regularly to discuss concerns inter-departmentally about communication and to inform other agencies about any innovations or revisions to information flow. Department heads should also consider instituting and regularly practicing means for disseminating information to personnel in a timely manner in order to minimize the formation of informal networks and miscommunication, or "gossip."

3. Human Resources, Assessor, Planning and Development. The city currently has a contracted Director of Human Resources. It also has two key vacancies: Assessor and Director of Planning and Development.

Human Resources. The city should hire a full-time, permanent Director of Human Resources. Responsibility for training personnel and for providing access to professional development should also be located within this department. Currently, key personnel within some city departments and agencies are performing HR functions rather than the duties for which they were hired. Restructuring HR to house training and professional development



would free these personnel from performing traditional HR functions and allow them more time to perform their required duties. In addition, placing personnel training and professional development in HR could result in a cost savings to the city since expertise would be more efficiently and effectively utilized. Obviously, department specific training would remain the responsibility of the individual departments. Finally, it is possible that cost savings could be found through this restructuring if positions are eliminated.

Assessor. The Office of the Assessor has been vacant and its functions are currently performed by an Interim Assessor who was the Deputy Assessor. It is our recommendation that the city fill this vacancy with a full-time Assessor. In addition, the position of Deputy Assessor could be retained or eliminated for a cost savings.

Planning and Development. This department is also in need of a full-time, head or director. It is our recommendation that the city hire a full-time director with several years of urban planning and economic development experience who would be able to work collaboratively with other relevant department heads, the common council, the mayor and a future city administrator or manager should these offices be created.

4. Role of the Common Council. The Common Council is the essential elected, legislative body of the City of Sheboygan's government. As the key policy-making body for the city, its efforts should be focused on these endeavors. The council, however, must also be responsive to constituent concerns. Therefore, a tension exists between being a responsive elected official and allowing city personnel to address these matters. It is recommended that the council meet with department directors and heads to learn appropriate lines of communication and to respect these lines so that duplication of effort is minimized and timeliness of response is maximized. Respecting the lines of communication will also allow the alderpersons time to focus on the "big picture" needs of the city at large while giving the agencies and departments the latitude to perform their services most effectively. Following these lines of communication would also improve some morale among city employees and create goodwill with department heads/directors. It may also foster improved relations between citizens and service departments if citizens are instructed to contact appropriate city departments first or "next" about their



concerns rather than relying on alderpersons as intermediaries or micro-managing, problem solvers. Another potential benefit is a better informed citizenry about services, the high quality of this city's services which could lead to greater civic engagement and/or investment (i.e. grow/build social capital).

Timeline for Implementing Recommendations

The implementation of the changes recommended above will in some instances necessitate further study and in others require significant structural reorganization. However, there are some items highlighted that could begin in the next fiscal year.

It is our belief that the items identified in E above (Information Technology, Inter-Departmental/Inter-Agency Communication and the filling of certain key positions) should be addressed in the next fiscal year's budget. Many of the other recommendations will require that these issues be addressed first. Additionally, in regard to IT and communication, progress has already been made and when specifically considering IT, it is important to continue support of the new director so that his department is able to implement additional changes that will lead to better efficiencies and cost savings. While it may be difficult to consider the inclusion of three full-time positions (HR director, Assessor, and Planning and Development director) in the next budget, these are key leadership positions that perform important functions. The fourth item included in E, the role of the Common Council, is seen as an ongoing effort that requires honest and open conversations between elected officials and city employees. City employees, particularly those at the management level, must feel comfortable speaking frankly to elected officials without concern that there will be retaliatory measures taken. At the same time, city personnel must understand that elected officials have key decision-making and budgetary authority. While the trust necessary naturally takes time to develop, this is a conversation that must begin immediately. Should the recommendation of appointing a city manager or administrator be adopted, some of these issues may be mitigated.

In regard to privatization of city services (or moving to a fee for services model), we recommend that city leaders undertake further study immediately in order to move in that direction. The citizen survey presented in Phase 2 asked residents about their preferences for service privatization and/or moving to a fee for services model. It is important to take resident opinion into consideration, but it is also necessary to look at state and national trends and it is clear that Sheboygan's continued reliance on municipal employees for certain services is a model that many local governments have abandoned.



It is likely to take a year or more to move to a privatized system. A fee for services system, on the other hand, may be put into practice more quickly but expediency should not be the sole factor in determining which route to take.

The structural changes suggested will require the most time to implement. This is especially true when it comes to determining whether to change the basic structure of the municipal government. Given that the proposed Director of Administrative Services would oversee two of the positions we recommend hiring, it might seem prudent to move on that organizational change relatively quickly. And, if this recommendation is adopted, we would suggest filling this position and then moving to fill the vacant positions that would fall under this consolidated department. However, if this restructuring is seen as more long-term, filling the vacancies identified should remain a top-level priority. While this report includes several different potential models for reorganization including one eliminating the position of mayor, and others adding either a city manager or city administrator, the Center believes more study is essential before moving forward. The benefits of an administrator/manager as an intermediary between the elected officials and municipal employees are discussed above and we believe that move in that direction is necessary. However, the city needs to explore further which of the proposed structures best matches the expectations of citizens, elected officials and municipal employees as well as any statutes and ordinances that may need consideration. Additionally, the recommendation to reduce the size of the Council and reorganize its committee structure is something that requires careful analysis before implementation. We would expect that it would take three to five years to implement major structural changes.



PHASE 2



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PHASE 2 INTRODUCTION AND METHODOLOGY

Phase 2 of this project involves a citizen satisfaction survey aimed at gaining feedback on city services as well as measuring residents' opinions of potential changes to service delivery and city operations. Sheboygan residents were asked to respond to a series of questions regarding the overall quality of life in Sheboygan, the adequacy of various city services and facilities, and their attitude towards specific changes in City service delivery and fee structures. The survey was mailed to 2,000 households in July, 2011.

Methodology

Sampling Method

The Sheboygan citizen survey was administered through the mail and responses were returned directly to the Center for Political Science and Public Policy Research in Whitewater, Wisconsin postage paid. The data entry and analysis were conducted by Center staff.⁸

The sample was drawn using a systematic sampling technique selecting 2,000 individual, owner occupied residential properties from a pool of 11, 802 properties. The selection pool was processed from a file sorted on the parcel number. Using the parcel number is the best method available to ensure proper representation from all areas of the City.⁹

Of the 2,000 surveys mailed, 563 were returned. Therefore, the response rate for this study was 28 percent.¹⁰ This is a good response rate for a mail administered survey that provided no incentive for completion other than postage-paid. On average, the response rate range for surveys conducted through the mail is between five and twenty-one percent; and significantly higher for surveys that include some kind of monetary incentive for completion. The fact that the survey was postage paid may have had some effect on the rate of return, however.

Likert Scaling

The survey instrument included a total of 18 questions with some items requiring multiple responses. All but two questions were in a closed-ended format. Most of the closed-ended questions were presented in a matrix and required respondents to record

⁸ A copy of the survey instrument can be found in Appendix E.

⁹ Although this is a non-random sample, the sampling technique used is not uncommon for survey research of limited populations and is generally considered to be appropriate and reliable.

¹⁰ Ongoing events in the City at the time that the survey was mailed may have had an effect on the response rate as well as some of the attitudes expressed by respondents. However, there is no way to determine that for certain.



their attitudes and opinions using a Likert scale question format. For example, responses to closed-ended questions about the quality of City services and the quality of life in Sheboygan had the following possible responses: “excellent”, “good”, “fair” and “poor”. With respect to opinions about changes in Sheboygan in the past five years the scale included: “improved”, “stayed about the same”, “worsened”, and “did not live here five years ago”. Questions about attitudes toward changes to City service delivery and the levying of new fees allowed respondents these options: “strongly agree”, “agree”, “disagree”, “strongly disagree”, and “don’t care”. The value of Likert or similar scaling is that it provides responses to questions that are unambiguous, which is important for data analysis and interpretation. It should be noted here that most Likert scale question formats do not include “no opinion” categories, but this response category was included in this survey. It is an appropriate modification to the traditional Likert scale for this instrument since the survey was designed to capture citizen knowledge of services and programs that they may not necessarily be familiar with. In addition, “no opinion” mitigates against forced responses such as “neutral” when a respondent truly has little or no knowledge about something and “neutral” does not accurately capture ignorance as much as it might imply ambivalence or indifference. The first open-ended question asked residents to indicate services that the City currently provides (other than those listed in a previous question) that they would be willing to see privatized or be charged a fee to utilize. The second open-ended question allowed the respondent to comment on changes they would like to see to improve the quality of life in Sheboygan.

Analysis

Each completed survey was given a unique survey identification number. These numbers were included in the dataset to provide an identifier for each survey entered, or each “case”. The unit of analysis was the individual survey or the responses to the survey instrument questions.

Responses to the survey questions were coded by assigning numerical values to each response category on the Likert scale. The open-ended questions were entered into the dataset as well and then assigned to categories with like responses. The statistical analyses were descriptive and included frequencies of responses to the individual survey questions. All analyses of the data were conducted using PASW (Predictive Analytical SortWare), a statistical package for the social sciences.



In comparing the respondents to the City's residents, there were some areas of confluence and others where the sample did not match the general adult population as closely.¹¹ As is generally the case in surveys of this nature, the distribution of the respondents skewed older than the general population with one third of respondents over 65 years of age. In regard to household income, the sample was very close to the actual income distributions in the City. According to the 2010 census, 48% of the City's population had a household income under \$50,000 and 52% had a household income above that. Forty seven percent of respondents reported household income levels under \$50,000 and the remainder was over that amount. Respondents tended to be more educated than the City as a whole with 37% holding at least a bachelor's degree as opposed to 20% of the general population. Also, three-quarters of those who sent in a survey have lived in Sheboygan for 20 years or more. The City's decision to sample from owner occupied residential properties may have exacerbated some of these inconsistencies, but as was stated earlier, the sampling technique used is not uncommon for survey research of limited populations and is generally considered to be appropriate and reliable.

¹¹ Demographic characteristics were obtained from various federal government data resources. The demographic profile of the survey respondents may be found in Appendix D.



FINDINGS

Sheboygan residents responded to a series of questions regarding the overall quality of life in Sheboygan, the adequacy of various city services and facilities, and their attitude towards potential changes in City service delivery and fee structures. They were also asked to share their ideas in open-ended questions regarding suggestions for changing the way services are delivered in the City as well as general recommendations for improving the quality of life in the City.



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Overall Quality of Life in Sheboygan

In regard to the overall quality of life in Sheboygan, residents were asked to evaluate the City, their neighborhood, and the City as a place to raise children and retire. Another question allowed citizens to rate changes the City as well as their neighborhood over the past five years. Additionally, respondents were given the opportunity to provide suggestions for changes that could be implemented in Sheboygan to improve the quality of life in the City.

Table 3: Quality of life in Sheboygan

Characteristic	Excellent	Good	Fair	Poor	No Opinion
Sheboygan as a place to live	20%	51%	23%	6%	0%
Your neighborhood as a place to live	27%	52%	15%	6%	0%
Sheboygan as a place to raise children	18%	50%	24%	6%	3%
Sheboygan as a place to retire	13%	37%	29%	17%	5%
Overall quality of life in Sheboygan	13%	58%	24%	4%	1%

N=563

Generally, respondents evaluated Sheboygan favorably (See Table 3). Over two-thirds stated that Sheboygan (71%) was an excellent or good place to live and raise children (68%) with close to 80% saying the same about their neighborhood. Seventy-one percent rated the overall quality of life in Sheboygan as good or excellent. Half reported that it is a good or excellent place to retire. On four of the five measures, well under ten percent characterized the quality of life in the City as poor.



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Table 4: Changes in Sheboygan over the past five years

	Improved	About the same	Worsened	Not here 5 years ago
Your neighborhood	7%	57%	30%	6%
City as a whole	11%	29%	58%	2%

N=563

In addition to evaluating various quality of life measures, residents were asked to indicate how the city and their neighborhood have changed over the past five years (See Table 4). While close to two-thirds of respondents reported that their neighborhood either improved (7%) or stayed “about the same” (57%), only 40% said the same for the City as a whole. Conversely, 58% said that the City had worsened in the past five years. Thirty percent felt that their neighborhood was worse than five years ago.



Table 5: What changes would you like to see in Sheboygan? (open-ended question)

Desired Changes (open-ended response item)	
Other	35%
Reduce Crime (drugs, gangs, sex offenders, fireworks)	17%
Road Repair and Maintenance	14%
Reduce Taxes and Fees	11%
Improve/Increase Courts and Law Enforcement	9%
Improve Residential Areas	9%
Economic Development	6%

N=312

When given the opportunity to express their opinions on what changes they believed would improve the quality of life in Sheboygan, several issues were mentioned repeatedly (See Table 5). Crime and law enforcement issues were on the minds of many respondents. Seventeen percent felt that crime was a persistent problem that needed greater attention. Another nine percent commented that improvements and/or increased staffing for law enforcement and the overall legal system were necessary. Fourteen percent of comments related to the condition of the City’s roads with many people stating that the roads were in need of significant repair and others referring to what they perceived as a lack of attention to road maintenance. Eleven percent called for lower taxes and fees. In many instances these comments about taxes and fees were directed not at the City but at county, state and federal taxes and fees. The comments about improving the residential areas (nine percent of comments) included a wide spectrum of ideas including better upkeep of residential properties and greater enforcement of code violations. Finally, six percent of those offering suggestions stated that more economic development that created jobs and expanded the tax base was necessary. Some items in the “other” category include an improved website, fewer alderpersons, hiring a city manager and new City leadership.



Evaluation of City Facilities and Services

Residents were provided the opportunity to evaluate the City on a number of services and facilities.

Table 6. Ratings of Selected City Services and Facilities

Service/Facility	Excellent	Good	Fair	Poor	No Opinion
Police Services	26%	58%	11%	2%	2%
Fire Services	32%	55%	7%	1%	5%
Ambulance/EMS	29%	47%	12%	3%	10%
Traffic Enforcement	13%	49%	26%	9%	3%
Garbage Collection	36%	51%	11%	3%	0%
Recycling	21%	53%	17%	7%	2%
Street Lighting	13%	52%	24%	9%	1%
Snow Removal	12%	49%	25%	14%	1%
Sidewalk Maintenance	4%	32%	38%	21%	5%
Street Maintenance	2%	16%	32%	49%	2%
Amount of Downtown Parking	12%	53%	22%	5%	8%
Storm Drainage	10%	54%	27%	6%	4%
Drinking Water	37%	49%	11%	1%	2%
Sewer Services	19%	59%	15%	3%	5%
Appearance/ Maintenance of Parks	17%	56%	22%	4%	2%
Building/Housing Code Enforcement	5%	31%	34%	17%	14%
Local Economic Activity	3%	27%	42%	21%	8%
Services to Seniors	9%	42%	24%	5%	20%
Services to Youth	6%	37%	25%	13%	19%
Services to Low- Income People	10%	34%	23%	7%	26%
Public Library Services	32%	50%	10%	2%	6%
Municipal Court	10%	45%	14%	5%	27%
Public Transportation	11%	50%	17%	5%	17%

N= 563



On 23 items, respondents were asked to rate the service and/or facility as “excellent”, “good”, “fair”, or “poor” (See Table 6). For nine of the items, over two-thirds rated them as good or excellent. The services and facilities that were rated at that level include fire services (87% good or excellent), garbage collection (87%), drinking water (86%), library services (82%), sewer services (78%), ambulance/EMS (76%), police services (74%), recycling (74%), and appearance/maintenance of parks (73%).

On the other hand, the services that received the greatest percent of “fair” and “poor” ratings were street maintenance (81% fair or poor), local economic activity (63%), and sidewalk maintenance (59%). Additionally, it is important to note that close to half of respondents indicated that street maintenance was poor (49%). No other item had more than 21% rate it as poor. Since road repairs and maintenance were near the top of the items people commented on when asked what they would like to see improved in the City, it is not surprising that two related items were rated so unfavorably.

Other items where one third or more of residents gave fair or poor ratings were building/housing code enforcement (41%), snow removal (39%), youth services (38%), traffic enforcement (35%), street lighting (33%), and storm drainage (33%). Improved code enforcement was another issue that was mentioned by quite a few people in the open-ended question about areas for improvement.



Changes to City Service Delivery and Fee Structures

Given the fiscal challenges facing local governments across the country, many cities are reevaluating their service delivery models and fee structures. The survey asked residents to indicate their support for privatizing and/or contracting with outside vendors for selected City services as well as provide feedback in an open-ended question as to what other services they would be willing to see privatized or be charged a fee to receive. Respondents were also asked about their willingness to accept the implementation of selected cost saving/revenue generating policies.

Table 7. Level of support for privatizing and/or contracting with outside vendors for selected City services

Service	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Care
Garbage Collection	10%	19%	30%	40%	2%
Recycling	11%	23%	30%	33%	3%
Snow Removal	6%	15%	31%	45%	3%
Maintenance of Parks (Appearance)	9%	26%	29%	31%	5%
Inspections	10%	26%	28%	28%	7%
Services to Seniors	9%	26%	27%	29%	10%

N=563

Residents were asked to indicate their support for privatizing and/or contracting with outside vendors for selected City services. Overall, there was little support with well over half of the respondents opposing such changes (See Table 7). The items where privatizing and/or fee for service arrangements received the greatest support were Inspections (36%), Park Maintenance (35%), Services to Seniors (35%), and Recycling (34%). Snow Removal (21%) and Garbage Collection (29%) had the least support and strongest opposition, 76% and 70%, respectively.

These responses are consistent with residents' comments on the open-ended question asking what services, beyond the ones asked about in Table 7, they would support privatizing and/or charging a fee to provide (See Table 8). The most common response by far was none (42%). The specific item that was



mentioned by the greatest number of people was Ambulance Service (13%) followed by Parks and Park Maintenance (7%), Fire and Public Safety (6%) and Public Transportation (6%). Seventeen percent of respondents listed other suggestions such as privatizing the assessor’s office, the marina, the DMV and other services or charging a fee for items such as library cards and use of parks.

Table 8: Responses to open-ended question on support for privatizing and/or charging a fee for service

City Services Willing to Privatize and/or Pay a Fee to Receive (open-ended response item)	
None	42%
Other	17%
Ambulance	13%
Parks and Park Maintenance	7%
Fire and Public Safety	6%
Public Transportation	6%
Garbage/Recycling	4%
Any/All Services Provided	4%
Janitorial Services	2%
Street Repair	2%

N=231



When asked to respond to specific policy proposals for generating additional revenue or reducing costs, residents showed strong support for one proposal and significantly less support for two others (See Table 9). Eighty-four percent agreed that combining City and County emergency dispatch service was a good way for the City to reduce costs. Interestingly, this is consistent with the high percent of people who supported (in the written comment section of the survey) a fee-based ambulance service. Residents were not as receptive, disagreeing 57% and 60% respectively, to the implementation of a storm water fee and a wheel tax. There seemed to be confusion among some respondents regarding the wheel tax. Several people wrote on their survey that the City already charged a wheel tax.

Table 9: Level of support for selected cost saving/revenue generating policies

Proposal	Strongly Agree	Agree	Disagree	Strongly Disagree
Combined City and County emergency dispatch service (911)	39%	45%	10%	6%
Storm water fee w/revenues segregated & used only for storm sewer repairs/upgrades	6%	36%	34%	23%
Wheel tax w/revenues segregated & used only for street maintenance/repairs/upgrades	10%	31%	28%	32%

N=563

Looking at the three tables in this area, it is fairly clear that residents are not inclined to support service privatization, additional fees and other cost saving/revenue generating proposals. There are a consistent 60-70% of respondents who disagreed with all of the alternatives presented except for combining City and County emergency dispatch services.



PHASE 2 CONCLUSION

In regard to the overall quality of life in Sheboygan, residents were asked to evaluate the City, their neighborhood, and the City as a place to raise children and retire. Another question allowed citizens to rate changes the City as well as their neighborhood over the past five years. Additionally, respondents were given the opportunity to provide suggestions for changes that could be implemented in Sheboygan to improve the quality of life in the City. Generally, respondents evaluated Sheboygan favorably. Seventy one percent stated that Sheboygan was an excellent or good place to live. Residents were also asked to indicate how the city and their neighborhood have changed over the past five years. Close to two-thirds of respondents reported that their neighborhood either improved or stayed “about the same”, only 40% said the same for the City as a whole while 58% said that the City had worsened in the past five years. When given the opportunity to express their opinions on what changes they believed would improve the quality of life in Sheboygan, several issues were mentioned repeatedly including crime reduction, road repairs and maintenance, and reducing taxes and fees.

Residents were provided with the opportunity to evaluate the City on a number of services and facilities. The services and facilities that were rated most favorably include fire services, garbage collection, drinking water, library services, sewer services, ambulance/EMS, police services, recycling, and appearance/maintenance of parks. The services that received the least favorable ratings were street maintenance, local economic activity, and sidewalk maintenance.

The survey also asked residents to indicate their support for privatizing and/or contracting with outside vendors for selected City services as well as provide feedback in an open-ended question as to what other services they would be willing to see privatized or be charged a fee to receive. Additionally, respondents were asked about their willingness to accept the implementation of selected cost saving/revenue generating policies. Overall, there was little support for privatization and/or fee for service arrangements with well over half of the respondents opposing such changes. The items where privatizing and/or fee for service arrangements received the greatest support were Inspections, Park Maintenance, Services to Seniors, and Recycling. Snow Removal and Garbage Collection had the least support and strongest opposition. These responses are consistent with residents’ comments on the open-ended question asking what services, beyond the ones asked about in the survey, they would support privatizing and/or charging a fee to provide. The most common response by far was none. When asked to



respond to specific policy proposals for generating additional revenue or reducing costs, residents showed strong support for combining City and County emergency dispatch service and significantly less support for a storm water fee or wheel tax (even with the fees segregated). The findings on these items indicates fairly clearly that residents are not inclined to support service privatization, additional fees and other cost saving/revenue generating proposals.



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REPORT CONCLUSION

The Center for Political Science and Public Policy Research at the University of Wisconsin-Whitewater contracted with the City of Sheboygan to complete a two-phase project. In the first phase, we analyzed day-to-day operations of the city's government and its methods for providing services to its citizens. In the second phase, we analyzed the results of a survey of citizen attitudes about the city, including quality of life, agencies and services, and some suggested alternatives for service production and delivery. In addition, citizens were asked directly to respond to a proposed policy changes as a means of generating city revenue.

Our findings in the first phase indicate that there are concerns among city employees and officials within city government about communication between the city's leadership and the various agencies. Specifically, we have recommended that the city consider hiring a city administrator or city manager, create an administrative office, and replace a part-time human resources director with a full-time human resources director. We have also recommended that communication between the common council, the citizens, and city agencies be formalized so that agencies can respond more quickly and effectively and prioritize without common council interference. We believe the addition of a city administrator or city manager will help to stabilize the current political environment and will also, over time, improve the day-to-day operations of the City of Sheboygan. Finally, we strongly encourage the city to reduce the size of its common council from 16 to perhaps eight given the recent redistricting, and we also strongly encourage the common council and other officers within the city's government to reduce the number of standing committees.

With respect to the second phase, our analyses of respondents' attitudes clearly indicate that the residents of Sheboygan are concerned that a movement toward privatization of existing services will lead to higher costs. In many instances respondents argued that they were under the impression that their tax dollars already paid for services and that privatizing or contracting out services would do nothing to reduce their tax bill obligations. However, there were some areas in which citizens were willing to explore privatization such as emergency ambulance services. More importantly, the resistance to alternative methods of service delivery may be due to confusion about how these costs will be implemented and what kinds of trade-offs may result. The City of Sheboygan needs to educate its residents more effectively about what the implications are for changing its method of producing and providing services. For example, while



respondents generally opposed the idea of implementing a wheel tax, some of this opposition can likely be attribute to citizen confusion over segregated fees for road maintenance. In addition, a number of respondents also wrote in the margins of their surveys that they believed that the city already had a wheel tax and, therefore, weren't interested in paying an additional or higher wheel tax. The city's leadership has an opportunity here to educate their citizens better about these issues and in some instances present the citizens with more complete information. This, in turn, could make alternatives like a wheel tax seem much more reasonable to the public. In the survey, Sheboygan residents expressed a consistently high level of dissatisfaction with the city's road maintenance. A wheel tax along with segregated fees could lead to improved roads and more consistent road maintenance. Given the resistance expressed by respondents in the survey, and the budgetary shortfall the city faces, the council and other elected officials need to be prepared to engage in tough choices and potentially difficult conversations about these issues with the citizens. More and better communication between the city and its citizens will provide all concerned parties with a better grasp about the city's economic situation overall.



APPENDIX A. Interview and Forum Materials
City of Sheboygan Questionnaire
Management/Director-level Personnel

Date:

Interviewer:

Name of Interviewee and Title:

Department/Organization:

- 1. How would you describe the structure of your organization?**

- 2. What aspects of your organization do you believe to be functioning well?**

- 3. What aspects of your organization do you believe to be in need of change or reform?**

- 4. Do you have any ideas or suggestions for improving your organization?**

- 5. How do you perceive the day-to-day operations of the city?**
 - a. What do you think works?**
 - b. What do you think isn't working?**
 - c. Do you have any ideas or suggestions for improving the management or services provided by the city?**



City of Sheboygan Questionnaire
Alderspersons

Date:

Interviewer:

Name of Interviewee and Title:

Department/Organization:

- 1. In your mind, what are the three most important issues facing the City?**

- 2. What is your overall perception of the day-to-day operations of the City?**
 - a. Specifically, what do you think works well in the City?**
 - b. Specifically, what do you think isn't working well in the City?**

- 3. Do you have any ideas or suggestions for improving the management or services provided by the City?**

- 4. How would you evaluate the mayor-council format currently in place in Sheboygan?**
 - a. What about it works well?**
 - b. What about it doesn't work well?**



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City of Sheboygan Questionnaire
Mayor

Date:

Interviewer:

- 1. What is your vision for the City of Sheboygan?**

- 2. In your mind, what are the three most important issues facing the City?**

- 3. What is your overall perception of the day-to-day operations of the City?**
 - a. Specifically, what do you think works well in the City?**
 - b. Specifically, what do you think isn't working well in the City?**

- 4. Do you have any ideas or suggestions for improving the management or services provided by the City?**

- 5. How would you evaluate the mayor-council format currently in place in Sheboygan?**
 - a. What about it works well?**
 - b. What about it doesn't work well?**

- 6. Where do you see Sheboygan in five years? Ten years?**



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City of Sheboygan Employee Forum

1. What are the three most important issues facing the city?
 - a.
 - b.
 - c.

2. When thinking of the day to day operations of the city, what are three things that the city does well?
 - a.
 - b.
 - c.

3. When thinking of the day to day operations of the city, what are three things that the city needs to improve on?
 - a.
 - b.
 - c.

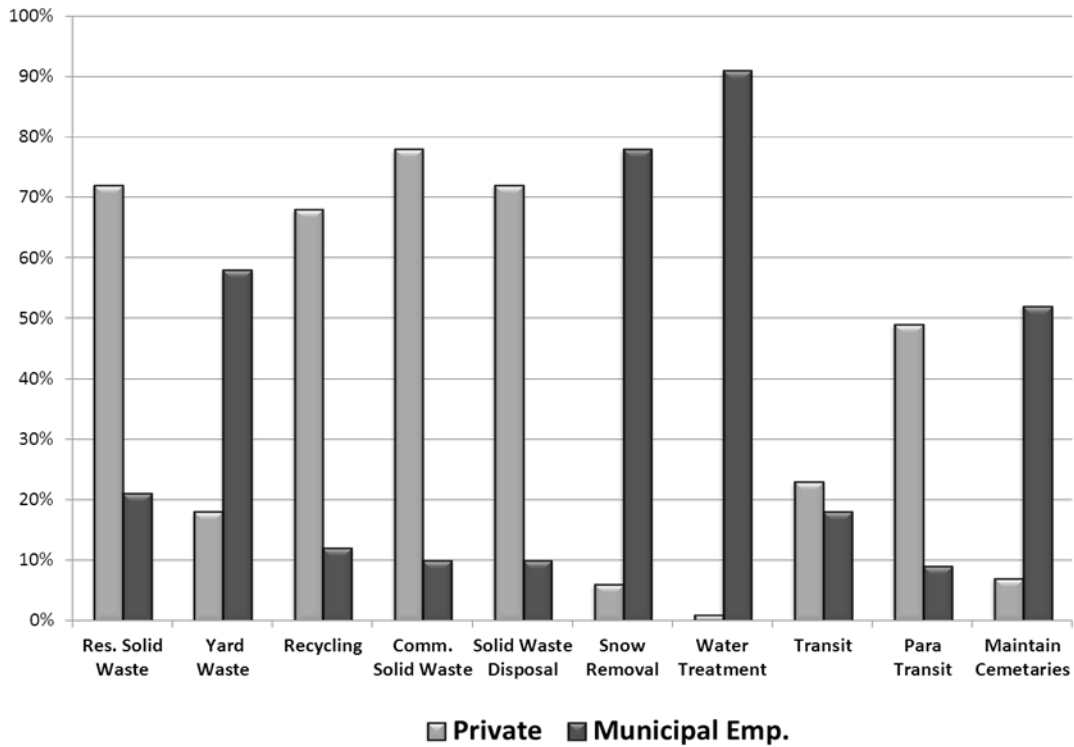
4. What are three ideas or suggestions for improving the management or services provided by the city?
 - a.
 - b.
 - c.

5. If resources were not a concern and you could be granted one wish for your agency, department or the city, what would it be?



Appendix B. 2001 Wisconsin and 2007 National Privatization Data

Appendix B: Figure 1.
Percentage of Wisconsin Municipalities Privatizing Services in 2001

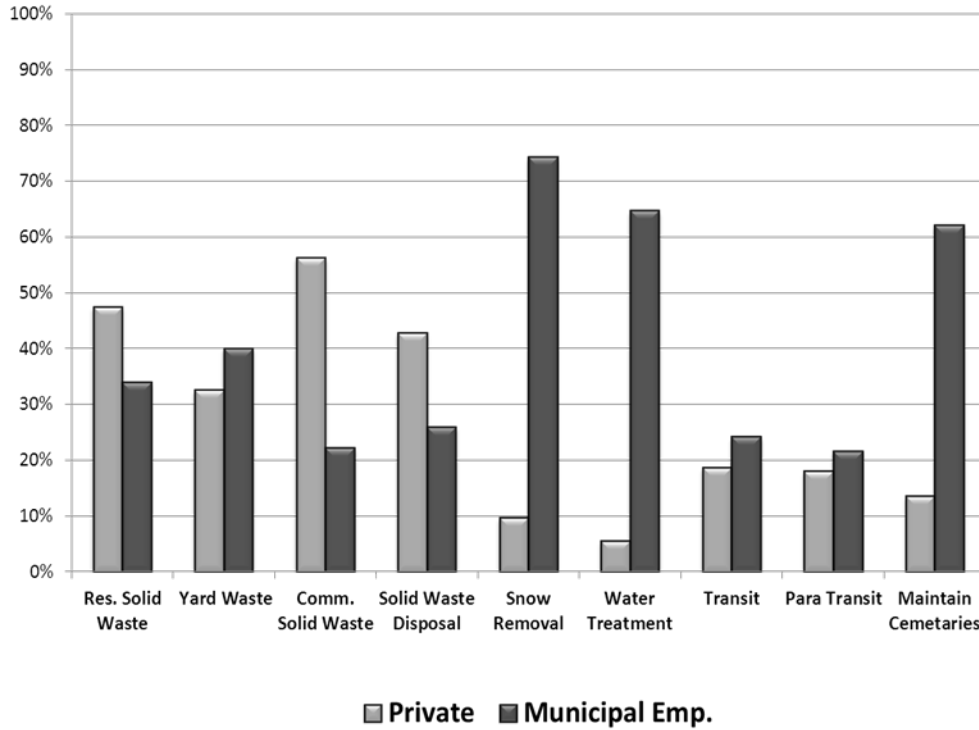


Source: Deller, et al. "Local Public Services in Wisconsin: Alternatives for Municipalities"



Appendix B: Figure 2.

Percentage of Municipalities Nationally Privatizing in 2007



Source: International City/County Management Association



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Appendix C. Current and Proposed Organizational Structures
FIGURE 1. CURRENT ORGANIZATIONAL STRUCTURE: CITY OF SHEBOYGAN

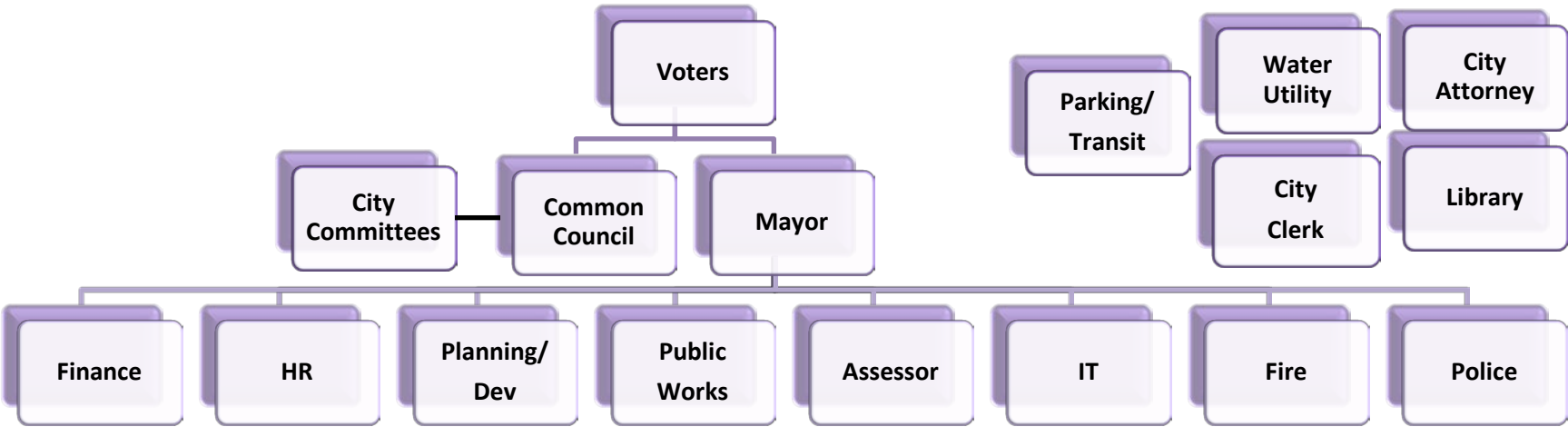


FIGURE 2. PROPOSED REORGANIZATION STRUCTURE #1: CITY OF SHEBOYGAN
Creation of Administrative Services Unit with City Administrator (no mayor)

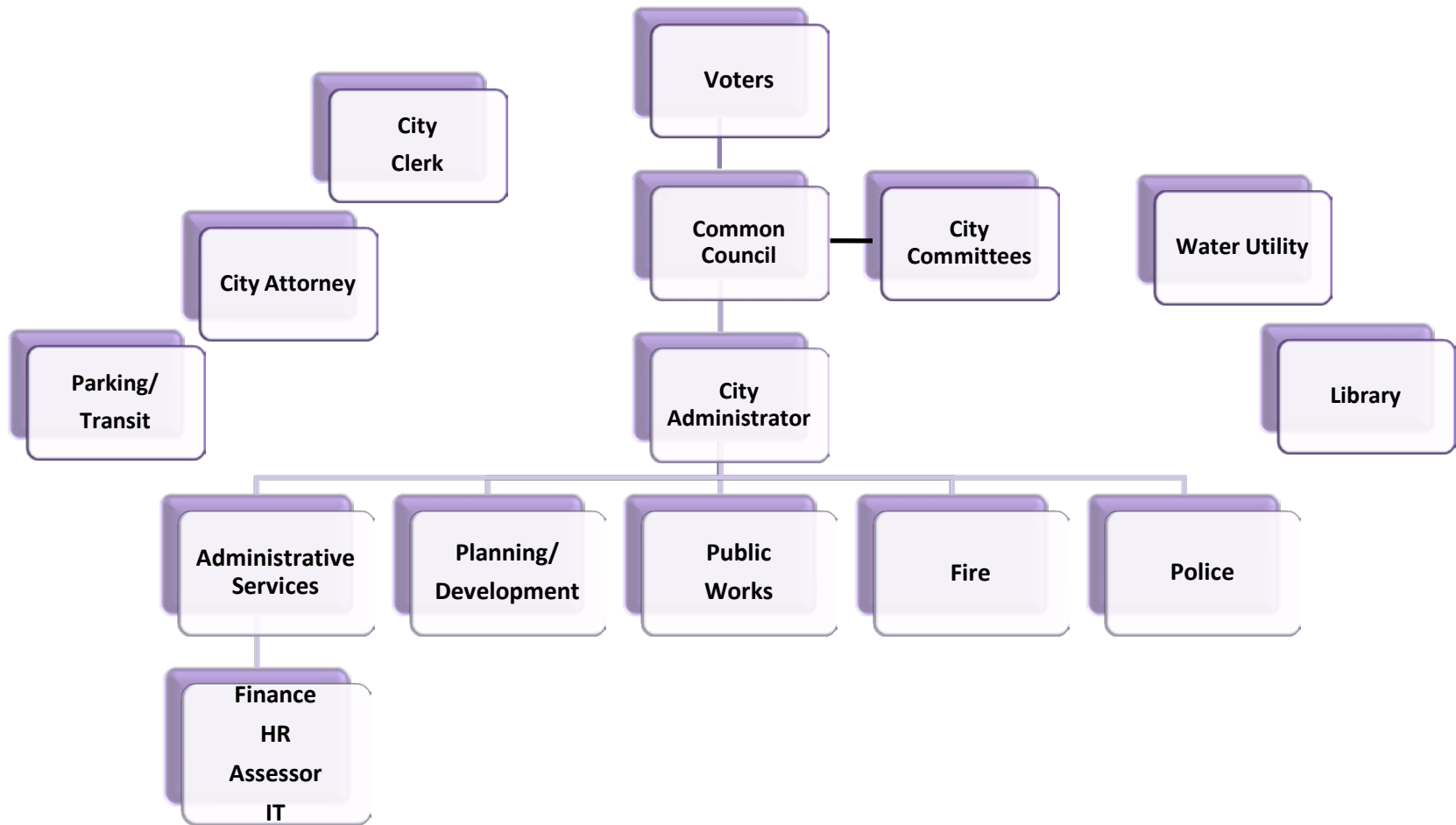


FIGURE 3. PROPOSED REORGANIZATIONAL STRUCTURE #2: CITY OF SHEBOYGAN
Creation of Administrative Services Unit with City Manager (no mayor)

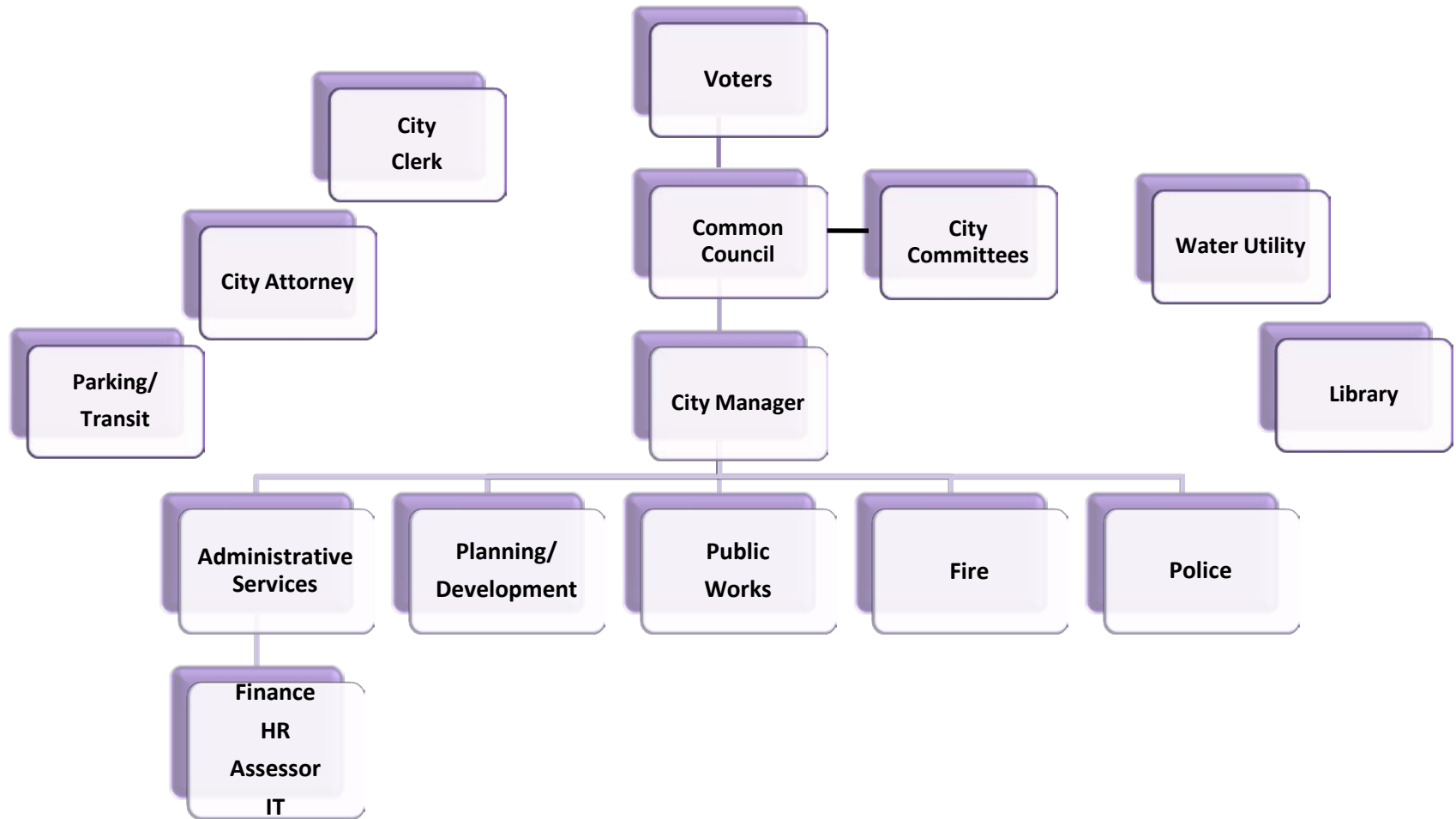


FIGURE 4. PROPOSED REORGANIZATIONAL STRUCTURE #3: CITY OF SHEBOYGAN
Creation of Administrative Services Unit with Mayor appointed City Administrator

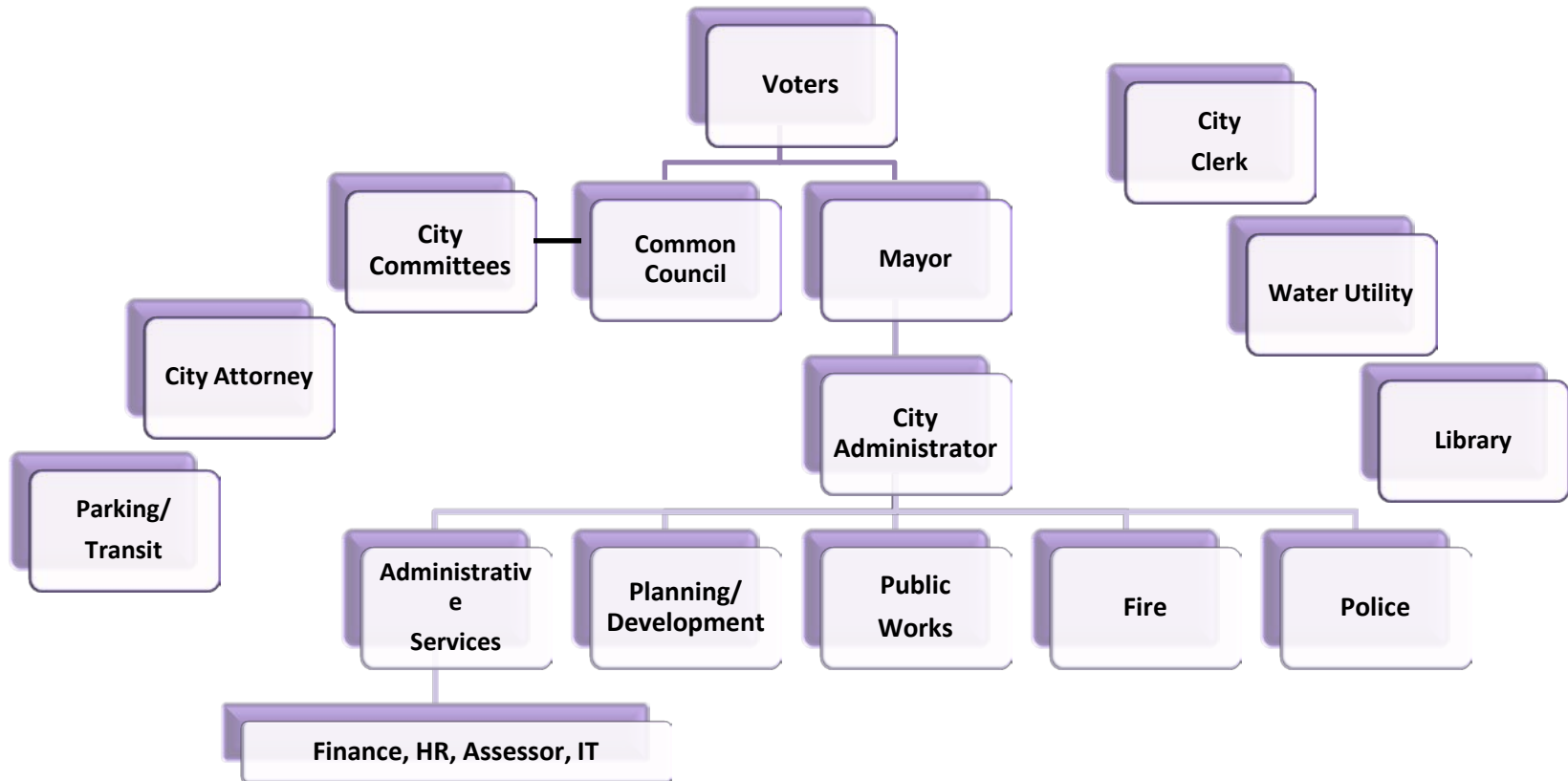


FIGURE 5. PROPOSED REORGANIZATIONAL STRUCTURE #4: CITY OF SHEBOYGAN
Creation of Administrative Services Unit with Mayor appointed City Manager

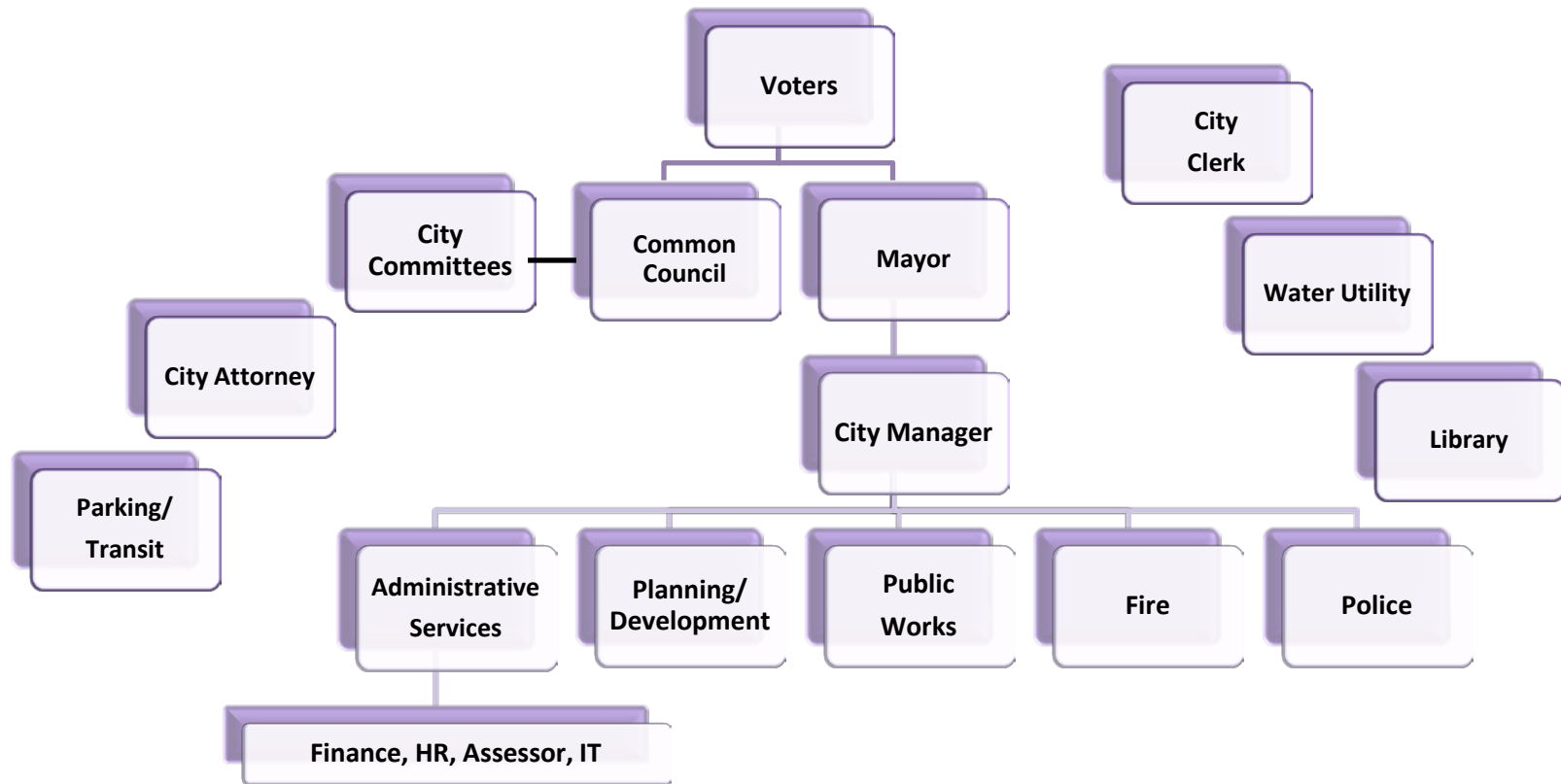


FIGURE 6. PROPOSED REORGANIZATIONAL STRUCTURE #5: CITY OF SHEBOYGAN
Creation of Administrative Services Unit with Mayor & Council appointed City Administrator

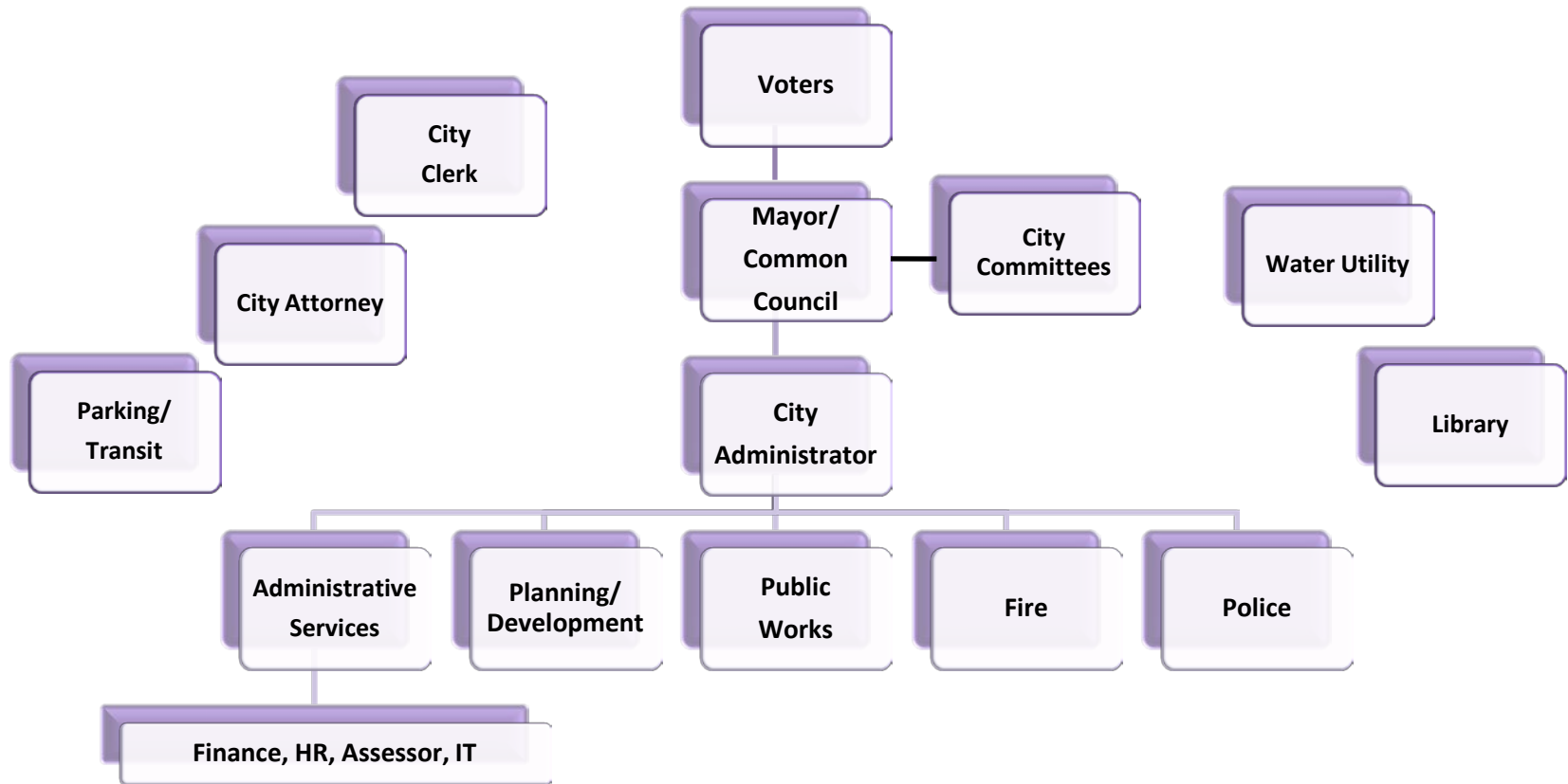
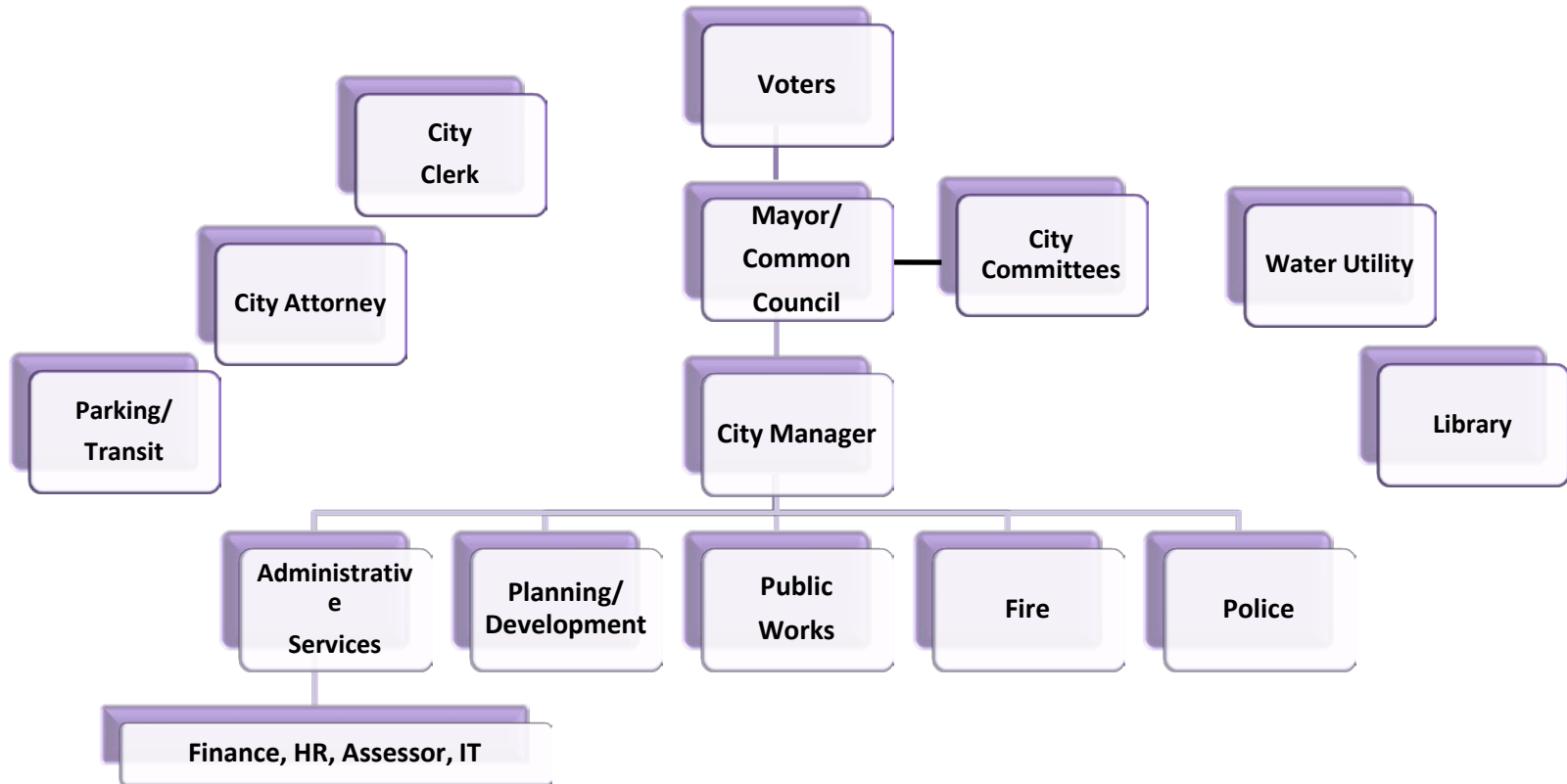


FIGURE 7. PROPOSED REORGANIZATIONAL STRUCTURE #6: CITY OF SHEBOYGAN
Creation of Administrative Services Unit with Mayor & Council appointed City Manager



Race:

American Indian/Alaskan Native	1.0%
Asian or Pacific Islander	0.8%
Black/African-American	0.0%
Hispanic/Latino	0.4%
White/Caucasian	95.9%
Other	1.9%

Age:

18-24 years old	1.0%
25-34 years old	6.9%
35-44 years old	10.0%
45-54 years old	20.9%
55-64 years old	25.9%
65-74 years old	17.3%
75 years or older	18.1%

Sex: **Female** **44.5%** **Male** **55.5%**



APPENDIX E. Resident Survey



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Center for Political Science and Public Policy Research

Center for Political Science and Public Policy Research
White Hall Room 305
University of Wisconsin-Whitewater
800 West Main St.
Whitewater, WI 53190

Center for Political Science and Public Policy Research
White Hall 305
Attention: Susan Johnson
University of Wisconsin-Whitewater
800 West Main St.
Whitewater, WI 53190

Please fold finished survey in half here and tape shut.
Please return survey by August 10

City of Sheboygan

Resident Survey

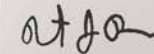
Dear Resident:

In the interest of improving services to the community in difficult economic times, the City of Sheboygan is conducting a citizen survey to evaluate public attitudes and opinions regarding city services. We are asking community members to complete the survey and mail it free of charge. Survey results will be used to identify specific ways the City can improve service to residents and the results will be made available to the public.

The survey is being administered by the Center for Political Science and Public Policy Research at the University of Wisconsin-Whitewater. Your answers are completely anonymous. The survey will take approximately 10 minutes to complete.

I would like to thank you in advance for your participation in this survey.

Sincerely,



Bob Ryan
Mayor



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1 How would you rate the following facilities and services in Sheboygan? Please put a check in the appropriate box for each of the services listed below.

Service/Facility	Excellent	Good	Fair	Poor	No Opinion
Police services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fire services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ambulance/Emergency medical services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Traffic enforcement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Garbage collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recycling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Street lighting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Snow removal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sidewalk maintenance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Street maintenance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Amount of downtown public parking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Storm drainage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Drinking water	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sewer services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Appearance/maintenance of parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Building/Housing code enforcement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Local economic activity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Services to seniors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Services to youth	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Services to low-income people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public library services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Municipal court	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public transportation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2 How would you rate each of the following characteristics:

Characteristic	Excellent	Good	Fair	Poor	No Opinion
Sheboygan as a place to live	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Your neighborhood as a place to live	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sheboygan as a place to raise children	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sheboygan as a place to retire	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Overall quality of life in Sheboygan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3 As you think about your neighborhood as a whole compared to five years ago, do you think that things have improved, stayed about the same, or worsened?

Improved About the same Worsened Did not live here 5 years ago

4 As you think about the City as a whole compared to five years ago, do you think things have improved, stayed about the same, or worsened?

Improved About the same Worsened Did not live here 5 years ago

5 Some municipalities are privatizing and/or contracting with outside vendors who would perform services currently being done by City employees and bill the taxpayer directly for those services (e.g. garbage pickup). Other municipalities simply charge a fee, which is then added on to tax bills or utility bills, for these services performed by employees of the City.

With the current economic condition of the City, it may be necessary to consider either privatizing or charging a fee for services in the future. Listed below are six (6) services the City currently provides. As you think about these services, indicate below BY CHECKING THE APPROPRIATE BOX to what degree you believe that privatizing and/or contracting with outside vendors for these services is an acceptable alternative:

Service	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Care
Garbage Collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recycling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Snow Removal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Maintenance of Parks (Appearance)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Inspections	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Services to Seniors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please fold finished survey in half here.

6 Please indicate any other services that the City currently provides that you would be willing to see privatized and/or as fee for service operations.

7 Please indicate how willing you are to support the City and County combining emergency dispatch service (911).

Strongly Agree Agree Disagree Strongly Disagree

8 Please indicate how willing you are to support a storm water fee if the funds collected were segregated and used only for storm sewer infrastructure repairs and upgrades.

Strongly Agree Agree Disagree Strongly Disagree

9 Please indicate how willing you are to support a wheel tax (vehicle registration fee) on your vehicle(s) if the funds collected were segregated and used only for street maintenance, repairs and upgrades.

Strongly Agree Agree Disagree Strongly Disagree

10 Please comment as to what changes you would like to see to improve the quality of life in Sheboygan:

Our last questions are about you and your household. Again, all of your responses to this survey are completely anonymous and will be reported in group form only.

11 Are you currently employed?
 no yes

12 How many years have you lived in Sheboygan?
 less than 2 years
 2-5 years
 6-10 years
 11-20 years
 more than 20 years

13 Which best describes the building you live in:
 one family house detached from any other houses
 house attached to one or more houses (e.g. duplex or townhome)
 building with two or more apartments or condominiums
 mobile home
 other

14 What is the highest degree or level of school you have completed?
 no high school diploma
 high school diploma or GED
 some college
 bachelors degree (e.g. BA, BS)
 graduate degree or professional degree

15 What is your total household income?
 less than \$25,000
 \$26,000-\$50,000
 \$51,000-\$100,000
 \$100,000 or more

16 What is your race?
 American Indian or Alaskan Native
 Asian or Pacific Islander
 Black, African American
 Hispanic/Latin
 White/Caucasian
 Other

17 In which category is your age?
 18-24 years
 25-34 years
 35-44 years
 45-54 years
 55-64 years
 65-74 years
 75 years or older

18 What is your sex?
 female male

Thank you very much for completing the survey!

