

OZAUKEE COUNTY BOARD COMMITTEE REORGANIZATION STUDY

Goal: To Empower and Engage the Ozaukee County Board



Developed By:
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Why is the County Conducting this Study?

At the August 4, 2004 County Board meeting, the Board voted 29-0 to conduct a study of the Ozaukee County Board Committee Structure. This is in accordance with Ozaukee County's mission to "provide our citizens with responsive government and quality services in a fiscally responsible manner through innovation, leadership and dedication." In order to meet the objective of this mission statement, Ozaukee County has systematically reviewed and revamped its' organizational structure by combining departments, consolidating functions, promoting job sharing and encouraging cross training. A similar review should be considered regarding Ozaukee County's Committee Structure to provide proper oversight and policy guidance for all departments.

In 1999, the Ozaukee County Board conducted an organizational study. Many of the policies and procedures that were proposed in the final report were implemented. This includes the creation of an Administrative Coordinator, Finance Director, County Planner, eliminating per diem, conducting better orientation for new County Board Supervisors, implementing regularly scheduled inter-department head meetings, consolidating departments, creating a detailed annual budget process and consolidating committees.

This current study is a continuation of the 1999 Organizational Study. In addition, this study addresses additional concerns that have been raised in recent years.

- Does Ozaukee County have too many committees?
- Would combining committees lead to increased efficiencies?
- What is the best use of County Board Supervisors time?
- Are policy issues being addressed in a timely and efficient manner?
- What items should be considered during committee meetings (e.g. budget, revenues, variances and major policy)
- What is the appropriate role for public input in the county committee structure?

The Ozaukee County Administrative Committee, County Administrator's office and UW-Extension, Ozaukee County have worked collaboratively to conduct a thorough review of Ozaukee County's current committee structure in order to propose a draft recommendation to the County Board. Research was conducted by contacting other Wisconsin Counties, such as Waukesha, Walworth, and LaCrosse. These counties have recently undertaken a similar review and found improvements in their committee structures with a goal of providing better management and policy oversight of their government operations. Input was solicited through personal interviews with Ozaukee County Board Supervisors, Department Heads and Corporation Council. This input has been incorporated into this draft proposal.

CURRENT STRUCTURE

According to Ozaukee County's Official Directory, there are currently 44 committees of the Ozaukee County Board. However, 15 of these are appointments to other organizations and committees outside County operations. Four categories of committees comprise the current Committee structure of the Ozaukee County Board:

- ✓ Standing Committees – Committees created/approved, for a full term, by the County Board to accomplish the preliminary work on matters of policy and management, and present the results of their actions to the full Board for consideration. Each category of Committee fills the policy/management role.

7 Current Standing committees:

Buildings	Finance	Human Resources
Law Enforcement	Reapportionment	Technology Resources
Transit		

- ✓ Statutory Committees – Committees created/approved by the County Board whose areas of oversight are defined by State statute.

18 Current Statutory Committees:

Agriculture & Extension Education	Board of Adjustment
Board of Health	Commission on Aging
Community Programs Board	Library Planning Committee
Traffic Safety Commission	Emergency Management
Federated Library System Board	Home Health Professional Advisory
Land Conservation & Zoning	Local Emergency Planning
Long-Term Support Planning	Park Commission
Records Utilization Review	Social Services Board
Veterans Service Commission	
Southeastern Wisconsin Regional Planning Commission	

- ✓ Elected Committees – Committees elected by Board members, for a full term, by the County Board to accomplish the preliminary work on matters of policy and management.

3 Current Elected Committees:

Administrative	Highway	Lasata Board of Trustees
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- ✓ Special Committees – Committees created/approved, for a limited time, by the County Board for a special purpose.

1 Current Special Committee: Smart Growth

15 other current Special Committees that are really appointments to various boards, commissions and groups. These were most likely listed as Special Committees in order to collect per diem.

Home Program Consortium	Library Boards
Radio Systems User	Southeastern on Aging
Village of Grafton TIF District	W-2 Steering

Volunteer Restoration Study
WCA County Organizational Personnel
WCA Taxation and Finance
WCA Health Trust & Mutual Insurance Claims Review
Uniform Data Collection & Record Keeping System Project Team
Ozaukee County Economic Development Corporation
Workforce Development Joint Executive

Workforce 2010
WCA Group Health Trust

PROPOSED FUNCTIONAL STRUCTURE

County Board Meetings

One objective of this study was to develop a better system that allows for discussion of important public policy issues, removed from the hectic nature of day-to-day business operations. In an effort to address this need, it is recommended that the County Board meet twice monthly, once to consider financial/operational issues and once to primarily consider issues of public policy and long range planning. Although the second meeting would primarily focus on policy issues, it is anticipated that some financial/operational issues may need to be addressed.

The format at the second meeting would include minimal financial/operational issues, presentation on a policy issue, guest experts to address the policy issue and open discussion by the County Board of the policy issue. Issues that may be addressed at the Policy Board Meetings include, but are not limited to:

- Old jail building
- Capital improvement projects
- Fairgrounds
- Lasata
- Health insurance
- Infrastructure needs
- Radio/dispatch/911/wireless
- Safety concerns in the courts
- TABOR/state mandates
- Public Health agent status
- Data integration- internal (human services) & external (criminal justice)

Functional Committee Structure

The proposed functional structure will replace the Standing, Statutory, Special, and Elected Committees with six functional committees. Under the proposed functional organization, each committee would be empowered to create advisory subcommittees to manage unique issues, i.e. the requirements of the smart growth legislation, or satisfy statutory requirements, i.e. the Veterans Commission. Citizen input would occur at this subcommittee level. This approach shifts the focus from operational/administrative management of individual departments to considerations of policy, mission, goals, and fiscal performance.

Benefits of the functional approach and 2nd policy related Board meetings are:

- ✓ Increased efficiencies achieved from the shift from operational/administrative management to consideration of issues of policy.
- ✓ Allows management of day-to-day operations to be made by Department Heads, the County Administrator, and Constitutional Officers.
- ✓ Elimination of overlapping oversight – requiring departments to present items to numerous Committees for approval of requests.
- ✓ Eliminates the potential for Committees presenting opposing positions to the County Board when considering ordinances and/or resolutions
- ✓ Providing for the functions of statutorily required Committees – allowing the proposed Committees to assume the statutory roles, or create subcommittees to address these areas.
- ✓ Provides for citizen input at the subcommittee level, but allows decision making to be made by supervisors who remain responsible and directly accountable to the public.
- ✓ The additional monthly Board meeting will allow flexibility to address issues as they arise from an operations as well as a broader public policy perspective.

6 Functional Committees

Each committee would be made up of 5 County Board Supervisors. Each County Board Supervisor would sit on one committee. (5 County Board Supervisors times 6 Committees = 30 County Board Supervisors + County Board Chair = 31). All committee agendas would be developed two weeks prior to the committee meeting by the County Board Chair, Committee Chair, Administrator and the Department Heads that fall under the committee's oversight.

The proposed 6 Functional Committees are Administrative, Public Works, Health & Human Services, Environment & Land Use, Aging & Long Term Care and Public Safety (Charts 1 & 2).

Four options for selecting chairmanship for each committee are outlined. Under all of the options, the full County Board would elect the County Board Chair and Vice-Chair.

Option A

County Board Chair would appoint County Board Supervisors to each of the 6 Functional Committees. The committee would then elect their Chair, who would also sit on the Executive Committee.

Consequences:

- Committees would be empowered to select their own leadership by electing their Chair. This is critical to ensure that each Supervisor plays a role in providing input in the organizational governance of the County Board.
- Chairmanship would be based on experience, ability and interest.
- The Executive Committee may be too diverse for effective communication

Option B

County Board Chair would appoint County Board Supervisors to each of the 6 Functional Committees and appoint the Chair to each committee.

Consequences:

- Efficient communication between Board Chair and committees
- Concerns over too much consolidated power in the position of the County Board Chair

Option C

The County Board would elect the Committee Chairs for each of the six Functional Committees. The County Board Chair would then appoint the remainder of the County Board Supervisors to the six Functional Committees.

Consequences:

- The County Board elects their own leadership team for the two year election term
- The full County Board would elect Committee Chairs based on qualification and experience

Option D

The County Board Chair would appoint three Functional Committee Chairs and the County Board would elect the other three Functional Committee Chairs. The County Board Chair would then appoint the remainder of the County Board Supervisors to the six Functional Committees.

Consequences:

- Balance between County Board and Board Chair in selecting Committee Chairs

Subcommittees- Advisory Commissions & Boards

All subcommittees would be advisory to the proper oversight Functional Committee. Some subcommittees are mandated by the State to be a separate committee. Some have specific membership requirements that include non-elected officials. For these reasons, it is recommended that they remain a separate subcommittee.

The oversight committee and the County Administrator would develop subcommittee membership. When required, State Statute membership requirements would be followed.

The proposed Subcommittees are (Charts 3-8):

1. Veterans Commission
2. Parks Advisory Board
3. Health & Human Services Board
4. Long-Term Support
5. Commission on Aging
6. Board of Adjustment
7. Smart Growth
8. Local Emergency Planning
9. Traffic Safety Commission

Executive Committee

Roles & Responsibilities

- Provide a vital communication linkage among the 6 Functional Committees of the County Board and work to resolve competing committee issues
- Set the agenda for the policy County Board meeting
- Perform legislative duties

Members

- County Board Chair
- County Board Vice-Chair
- 6 Functional Committee Chairs

Organization of the Executive Committee

The County Board Chair would preside over and run the meetings of the Executive Committee. The County Board Chair would only vote if a quorum is needed or in the event of breaking a tie. The County Board Chair, County Board Vice-Chair and the County Administrator would set the agendas for meetings of the Executive Committee. The County Administrator would report to and staff the Executive Committee.

Organizational Appointments

Currently, numerous County Board Supervisors have been appointed to Special Committees. These will now be called Organizational Appoints (Chart 9).

Net Impact of Change in Committee Changes

Current-

7 Standing Committees+	
18 Statutory Committees+	
3 Elected Committees+	
1 Special Committee=	29 Committees

Proposed-

6 Functional Committees+	
9 Subcommittees+	
1 Committee of the Chairs=	16 Functional Committees & Subcommittees

Current 29 Committees – Proposed 16 Functional Committees & Subcommittees=
Loss of 13 Committees

Staff Time

It is anticipated that the switch to a Functional Committee Structure would reduce the redundancies that are prevalent in the current committee structure. Currently, there are several instances when staff has to go through several committees for a single item, such as the purchase of a computer. There would be additional savings by not having to staff the 13 eliminated committees.

Timeline & Implementation

October-November 2004

Staff met with each County Board Supervisor and Department Head to obtain their input as part of this development process. Input was documented and added to the draft documents throughout this process.

December 3, 2004

The County Board of Supervisors met to discuss this proposal at a daylong workshop. This workshop was held at the Milwaukee Area Technical College- Mequon Campus and featured a presentation by Paul Roback (UW-Extension, Ozaukee County) of the work completed to date, guest presenters from Waukesha and LaCrosse Counties (including elected officials and staff), and a discussion facilitated by Dan Wilson (UW-Extension, Washington County) to identify and prioritize elements of the reorganization study. As a result of this consensus building process, another afternoon workshop was scheduled for January 5, 2005 in order to continue this dialogue. (Materials from this workshop can be found in Appendix A)

December 4, 2004 – January 4, 2005

Staff utilized materials from the December 3rd workshop to prepare for the January 5th workshop. Additional research was conducted.

January 5, 2005

A second County Board workshop was held during the regularly scheduled County Board meeting. Paul Roback presented updated information. Dan Wilson facilitated a discussion to build consensus on each element of the reorganization plan. Points discussed included the overall structure (six functional committees with five county board supervisors on each), second County Board meeting each month to discuss policy issues, four options for selecting committee chairs, the position of second vice-chair, a proposed monthly meeting schedule and a timeline for implementation. (Materials from this workshop can be found in Appendix B) After the facilitated discussion, Supervisors voted on each element of the reorganization plan. This included:

- 27-0 to have the 6 Functional Committees with 5 Supervisors per committee
- 25-1 to have a second board meeting per month to discuss policy issues
- 22-4 to select Option B for selecting committees and committee chairs

- 22-4 to keep the second vice-chair position
- 20-5 to allow the County Board Chair, Vice-Chair and Second Vice-Chair to fill a vacancy at a committee meeting
- 25-0 to have the County Board business meeting on the first Wednesday of the month, the County Board policy meeting on the third Wednesday of the month and to allow committees to decide when they should meet each month.
- 25-0 to implement the new committee structure in April 2005
- 24-1 to call the Committee of the Chairs the Executive Committee (this change has already been implemented into this project study)

January 6, 2005- February 2005

Public input will be sought on the proposal. County staff will work with the Administrative Committee on implementation strategy.

March 2005

County staff worked with the Administrative Committee to finalize implementation strategy.

April 2005

New committee structure took effect.

Attachments

Attached are several flow charts that illustrate the proposed functional committee structure.

- Chart 1 illustrates the relationship between the County Board, Executive Committee, 6 functional committees and subcommittees. Each functional committee lists the primary departments that the committee would provide policy oversight to.
- Chart 2 illustrates the primary county functions each functional committee would provide oversight to.
- Charts 3 – 8 illustrate each functional committees departmental oversight with possible advisory subcommittees.
- Chart 9 illustrates County Board organizational appointments.
- Chart 10 illustrates County Board Supervisors current committee assignments under the proposed Functional Committees structure.

Attached are two Power Point presentations used during the county board workshops on December 3, 2004 and January 5, 2005.

Appendix A

December 3, 2004 Ozaukee County Board Facilitation

- Agenda
- Recorded points from facilitation session
- Evaluation

**Ozaukee County Board Workshop
December 3, 2004
Notes from Facilitation Session**

The facilitation session addressed the following questions.

1. Recognizing this "model" is still in draft form with some details yet to be determined, are we still headed in the right direction?
2. What are the benefits and/or concerns of moving toward this model?

The following are the points that were recorded during this session.

Benefits:

- Think of Board first, committees second.
- Supervisors would become less of advocates for departments
- Supervisors will have more information to make decisions
- Shakes up the committee structure and changes the membership of committees
- Eliminates approving things that have already occurred, such as approving expense accounts
- Allow for citizen input in an advisory capacity
- Forces shorter agendas
- Allows for policy instead of administration
- Allows for the integration of experts
- Creates efficiencies for departments
- Having one Board meeting at night would allow the electorate to become involved
- Second Board meeting allows for greater chances for Supervisors to get to know each other which increases efficiencies in communication
- Streamlining increases productivity
- Forces staff to be accountable- having the right people in the right positions
- Second Board meeting allows more time to discuss policy

Concerns:

- Debate bogged down in details
- Electing standing committee chairs vs. chairs appointment
- Geographic balance
- Dedication/availability of chair
- Agenda issues
- Timeline for implementation
- Department operations
- Eliminate opinion and Supervisor options
- Committee balance- geographic, ability, demographic and gender
- Finance and Human Resources on same committee may be to some consuming for one meeting
- Lasata's place in structure
- Stifle individual Supervisors ability to act without committee
- Lack of understanding of effort required for change
- Subcommittee membership from entire Board?

- Separate the model from the implementation of the model

Administrative Committee

- Concerns over workload of having Human Resources and Finances in one meeting- requires high level of detail
- Would workload change under new model?
- Can/should they be separate and linked through the county budget process
- Today's agenda could be lightened under functional committee approach

Public Works

(OK- No discussion)

Environment & Land Use

(OK- No discussion)

Health Center Committee

- Lasata should not be a separate committee. It should be a subcommittee of Health & Human Services
- Could keep separate. It needs a lot of attention right now. After issues are resolved, it could be combined with another committee
- Ties into social services, such as aging. Therefore, it should be a subcommittee of Health and Human Services

Public Safety

(OK- No discussion)

Committee of the Chairs

- Responsible for the development of annual budget with functional committee review- impacts all committees- this needs further discussion (policy issue)
- Communication link

Administrative Issues

- How do you deal with committee chairs?
- What committees have which departments under them?
- How many Supervisors should be on each committee?
- Where does the annual budget process fit into this process? Should it function of the Committee of the Chairs?

Option A- County Board Chair appoints CBS to committees, committees elect their own committee chair

Benefits/Concerns:

- Freshman Supervisors must elect committee chair without much knowledge of other Supervisors
- Allows for political influence in process

Option B- County Board Chair appoints CBS to committees and the committee chairs

Benefits/Concerns:

- County Board Chair elected to set vision of county, therefore should appoint people that will help carry out that vision
- Also would elect Vice-Chair and Second Vice-Chair that would sit on the Committee of the Chairs
- When County Board Chair appoints committee members, they have vision of who they would like to chair the committee

Option C- The County Board elects committee chairs

Benefits/Concerns:

- Ran out of time to discuss

Option D- County Board elects the Committee of the Chairs and the County Board Chair appoints the rest.

Benefits/Concerns:

- Ran out of time to discuss

Ozaukee County Board
Review of County Committee Structure
Workshop Evaluation

Friday, December 3, 2004

Please take a few minutes to complete an evaluation of today's workshop. Be brief and frank. Include your negative and positive comments. Your name is not required. Your evaluation is appreciated.

1. How helpful was the draft documents provided in your County Board packet in preparing you for today's discussion?

Not Helpful

Very Helpful

1

2

3

4

5

Total: 4.6

Comments:

- Good
- As always- excellent

2. This morning's presentation outlined the study process and prepared you for the facilitated discussion.

Strongly Disagree

Strongly Agree

1

2

3

4

5

Total: 3.7

Comments:

- A handout from Waukesha County would have been helpful
- Lasted a little too long
- Too long
- Yes, but should have been shorter so we could've spent more time on the second part
- Good presentation, but PM discussion was great but not enough time
- Not sure- it is hard to keep all of us on track!!
- Strayed off topic and did not provide enough focus for the afternoon

3. Having guests' present case studies of other counties was helpful.

Strongly Disagree

Strongly Agree

1

2

3

4

5

Total: 4.3

Comments:

- Useful to hear from counties that had already done the work
- Very good to hear from other counties
- Always helpful to get other models, but LaCrosse made more sense because of its similarities

- Good item. Good choices.
- Especially the LaCrosse guy- Steve. He had the philosophy part down really good and that type of approach forms an excellent working framework.
- Background and history are always good to have

4. The Nominal Group process of identifying and prioritizing issues increased our ability to set priorities in order to address the issues discussed today.

Strongly Disagree

Strongly Agree

1

2

3

4

5

Total: 3.9

Comments:

- We need to continue dialogue. We are not where we want to be yet.
- Needed more time for this part. This was the meat of the meeting. There was quite a bit accomplished in the last hour, we could have accomplished more if we had gotten to the issues quicker

5. Overall, how would you rate today's session?

Poor

Excellent

1

2

3

4

5

Total: 4.1

Comments:

- PM conversation could have been more organized
- Very informative
- Just great to be able to do this!
- I've been at better, but I don't think its facilitators fault

6. Overall, do you agree with the concepts reviewed today and are in favor of moving forward towards a goal of implementing the concepts addressed today.

Disagree

Agree

Total: Agree 21

Disagree

Not Sure 5

Comments:

- Agree, but we need to formalize our discussion
- Not enough consensus to implement yet.

7. Additional Remarks:

- Paul did a great job
- Great work
- Comments keep going off subject
- Very good interchange of idea. The day was a winner.
- Go to 7 committee members
- Nice job! Thanks
- Great effort and we appreciate it and look forward to the next steps...

Total Evaluations Responses= 26

Thank you. Please return to the Ozaukee County Community Development Educator

Appendix B

January 5, 2005 Ozaukee County Board Facilitation

- Agenda
- Recorded points from facilitation session
- Evaluation

Agenda
County Board Facilitation
January 5, 2005

Time: Meeting During County Board meeting- posted as a public meeting
Place: Administration Center Auditorium
Lunch: Will be provided at 12PM- half hour break

Facilitation:

- 1- Welcome (Chairman Brooks)
 - a. Review today's agenda (Paul Roback)
 - b. Review evaluation from December 3, 2004 (Paul Roback)

- 2- Reorganization Committee Charts
 - a. Present changes in organization charts since Dec. 3, 2004 (Paul Roback)
 - b. Present sample committee agenda (Tom Meaux)
 - c. Solicit input from County Board and Department Heads (Dan Wilson)

- 3- Policy & Procedures
 - a. Second Policy Board Meeting per month-
 - i. Presentation (Paul Roback)
 - ii. Discussion (Dan Wilson)
 - b. Chairs of Committees- Options A, B, C & D
 - i. Presentation of options (Paul Roback)
 - ii. Discussion of options (Dan Wilson)
 - c. Second Vice-Chair- Presentation (Paul Roback)
 - d. Proposed Monthly Meeting Schedule- Presentation (Paul Roback)
 - i. 1st Wednesday of the month- County Board business meeting
 - ii. 2nd week of the month- Tuesday-Thursday Committee Meetings
 - iii. 3rd Wednesday of the month- County Board policy meeting

- 4- Timeline for Implementation
 - a. Work- ordinance revisions (Tom Meaux)
 - b. Discussion (Dan Wilson)

- 5- Reconvene to the County Board Room to Vote by 3:00**

Ozaukee County Board Workshop
January 5, 2005
Notes from Facilitation Session

6 Committees

- No concerns addressed

5 County Board Supervisors per Committee

Concerns

- Filling quorum
- Could start with 5 Supervisors and add more later
- More Supervisors per committee would mean each Supervisor may have to sit on 2 or more committees
- Each Supervisor should contact Board Chair if they can not attend a meeting
- 7 Supervisors per committee due to workload
- Change that Board Chair can fill committee vacancy, not just for quorum

Administrative Committee

- Concerns
- Lay people on negotiation teams should be optional
- Committee should have option to decide who they want
- Supervisors on Committee would still have control

Health and Human Services (HHS) Committee

Concerns

- Community programs citizen members represented on HHS Board
- Board membership

Environment & Land Use Committee

Concerns

- Farm representative (look at Washington County Model)

Public Safety Committee

No concerns addressed

Aging & Long-Term Care

Concerns

- Commission on Aging make-up
- Sub-committee relationship / communication with oversight
- Long-term Support & Health and Human Services Committee oversight

Option B

- Like cabinet appointments
- County Board Chair appoints subject to full board approval
- Some committees appointed in this way currently
- Vice-Chair and Second Vice-Chair could chair a committee

- Vice-Chair and Second Vice-Chair- consult with County Board Chair on Committee appointments
- Easy transition

2nd Board Meeting

- PM Meeting?
- Info only?
- Time limit?

Other Issue Mentioned

- Build in Reward system for Departments that stay at and/or below budget

Ozaukee County Board
Review of County Committee Structure
Workshop Evaluation

Wednesday, January 5, 2005

Please take a few minutes to complete an evaluation of today's workshop. Be brief and frank. Include your negative and positive comments. Your name is not required. Your evaluation is appreciated.

1. Today's presentations provided information that prepared you for facilitated discussion.

Strongly Disagree Strongly Agree

1 2 3 4 5

Total: 4.6

Comments:

- Well organized

2. The facilitator provided an environment that allowed you an equal opportunity to participate.

Strongly Disagree Strongly Agree

1 2 3 4 5

Total: 4.4

Comments:

- "Circle of friendship" - yeah!!
- He was able to cut people off if they talked too much
- Nice job Dan
- Better than last time

3. How satisfied are you with today's overall meeting format.

Very Dissatisfied Very Satisfied

1 2 3 4 5

Total: 4.4

Comments:

- MATC was a nicer setting. Meeting seemed rushed.
- I like to sit behind a desk or a table

4. Overall, how would you rate today's session?

Poor					Excellent
1	2	3	4	5	

Total: 4.6

Comments:

- Made progress
- Informative

5. Overall, do you agree with the concepts reviewed today and are in favor of moving forward towards a goal of implementing the concepts addressed today.

Strongly Agree 18
Agree 1
Strongly Disagree 0
No Response 4

Comments:

- Good Job Paul et al!
- Right on! Moving right along!
- Great idea and great facilitation
- Lots of questions

6. Additional Remarks:

- As usual, Great Work!
- Let's jump in with both feet and continue to evaluate and tweak it as we go. I'd love to see our policy meeting be in this "in the round" format
- Sooner is better
- Dan Wilson was genuinely concerned about Warren leaving. I thank him for that. The "group" became a little unruly. It would have been better if that did not happen but there may not have been a way around that. Paul & Jason did a good job too.
- Do it now- April 2005
- It was great to see us move ahead in a short time. I believe we should have our policy meeting with the same environment we used with no business, circle- its more friendly.
- Concerned that each week would have a meeting. I suggest that to have 2 meetings in one week there by making vacation schedules possible.

Total evaluation responses=23

Thank you. Please return to the Ozaukee County Community Development Educator