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**CITY OF SPRINGFIELD, ILLINOIS**

**FISCAL SUSTAINABILITY STUDY**

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**JANUARY 2012**

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## 1. EXECUTIVE SUMMARY

### 1.1 THE CHALLENGE OF FISCAL SUSTAINABILITY

Fiscal sustainability implies a balance between competing objectives:

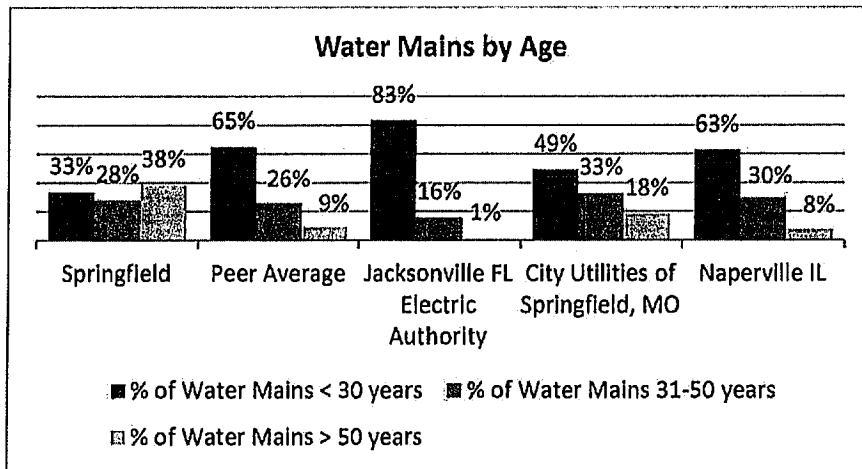
- A city needs to maintain the staffing necessary to provide services that the public expects. Higher staffing levels are expensive; lower staffing levels may make it difficult to provide services.
- Capital infrastructure (e.g. streets, sewers, public buildings, heavy trucks, computer systems) serve the public directly or equip city staff to provide public services. Virtually no city spends too much on infrastructure, but many balance the budget by ignoring this need. Ignoring the need for years may cause service interruptions and force repair and maintenance costs to skyrocket.
- While citizens do not enjoy paying for services, they want services and accept – perhaps grudgingly - that this costs money.

Any budget is a choice of how to balance the three objectives. We can visualize any budget as a single point somewhere in the triangle reflecting how to balance the objectives. We believe that each person may feel differently about where a city is and where it should be. The budget process is a search for consensus about where to be and how to get there.

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- In our interviews, one theme emerged; the City of Springfield has neglected spending on capital infrastructure.
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This table shows comparisons of Springfield's asset age and condition ratings for a few key types of infrastructure. Few organizations measure these items, but in virtually all cases, Springfield's infrastructure appears to be older. This imposes a greater cost to repair and maintain assets, which results in a higher long-term cost of ownership for Springfield taxpayers.

Age of Infrastructure	Springfield	Peer Average	Bloomington	Normal
<b>Sewers</b>				
% of Sewers <30 years	36%	40%	42%	37%
% of Sewers 31-50 years	28%	31%	23%	39%
% of Sewers >50 years	36%	29%	35%	23%
<b>Streets</b>				
% of Streets rated Excellent	10%		30%	
% of Streets rated Good	20%		31%	
% of Streets rated Fair	35%		26%	
% of Streets rated Poor	35%		13%	



Employee survey data, which we present later, gives the following scores of perception of the City's efforts to keep up with infrastructure replacement:

Employee Group	Score on a 1-10 scale (10 is the best)
All City employees	5.1
CWLP	4.9
Public Works	4.3

These were the lowest scores on any employee survey question, leading us to believe that employee perceptions are aligned with the previous table that shows the City falling behind in attention to infrastructure needs. The data from peer comparisons support this belief.

Infrastructure Spending	Springfield	Peer Average	Peoria	Decatur	Champaign	Urbana	Bloomington	Normal
2011 Capital Spending / Square Mile	\$327,948	\$460,831	\$246,494	\$246,555	\$708,342	\$213,391	\$496,732	\$853,472
2011 Capital Spending per capita	\$168	\$139	\$100	\$149	\$149	\$61	\$151	\$223
2010 Capital Spending / Square Mile	\$100,964	\$475,185		\$374,551	\$784,530	\$429,018	\$43,528	\$744,299
2010 Capital Spending / Capita	52	\$144		\$226	\$165	\$122	\$13	\$194
2009 Capital Spending / Square Mile	\$100,296	\$367,531	\$213,769	\$239,556	\$337,898	\$412,221	\$257,333	\$744,407
2009 Capital Spending / Capita	\$52	\$115	\$87	\$144	\$71	\$117	\$78	\$194

The deferral of capital spending in the Corporate Fund (which depends on taxes) has been more acute, leading to aging streets and sewers. City Water Light and Power (CWLP), which depends on utility rates, is not immune; some of its electric power plants are old and concern about there has been concern about water rate increases. Fourteen percent of employees surveyed cited the lack of capital investment as an obstacle to performing jobs efficiently. This is not fiscally sustainable.

Cities seeking to balance a budget often choose to defer capital asset replacement. In a single year, the deferral may not be materially harmful, but continuing this choice over a period of several years may be a poor choice, involving higher costs for repairs and inconvenience caused by assets being out of service. It takes discipline to maintain assets in the face of economic fluctuations, but it reduces a city's long term cost of the assets it owns.

If the City of Springfield needs to increase capital spending, there are choices, each of which has pros and cons.

- The City can shift spending from operating expenses to capital. This would almost certainly require a reduction in the size of the City's workforce, affecting service at least to some degree.
- It can issue bonds or increase taxes, fees or utility rates. Bonds match the payment stream to the life of the assets they fund, but the public may resist a solution that simply asks it to spend more. Also, infrastructure spending needs a discipline of continuous investment, not periodic effort to overcome neglect.
- The City might pursue a combination of reductions in operating spending and revenue increases in a "shared pain" strategy.

As we understand the challenge to balance for a fiscally-sustainable future, the City faces the following:

- It is behind on capital spending and cannot reduce that further. Capital spending must increase and must be sustained with discipline, not dabbled in only when the economy is robust.
- Higher taxes, fees or rates would meet with resistance, with the possible exception of ideas that would lower the long-term cost of government or avoid painful service interruptions.
- While services depend on staff to deliver services, there may be some opportunities to reduce headcount, either because of positions that are not essential, or that are tied to discretionary service levels. If capital spending must increase and people resist paying more, some reduction in spending for City staff will be necessary to make the City fiscally sustainable. No one believes this would be painless, but it is an option the City must consider.

## **1.2 THE PROCESS TO DEVELOP FISCAL OPTIONS**

At the City's request, our work addressed fiscal sustainability in the following offices:

1. Office of the Mayor
2. Office of Community Relations
3. Office of Human Resources
4. Office of Budget and Management
5. Corporation Counsel
6. Public Works (including Building & Zoning)
7. Economic Development
8. Lincoln Library
9. Conventions & Tourism
10. Office of Public Utilities
11. Police civilian staff
12. Fire civilian staff

Our work consisted of:

- Reviewing background documents, including organization charts, budgets and policies
- Interviewing approximately three dozen City staff
- Surveying City staff we did not meet with personally from the offices in the scope of our review
- Surveying peer cities to develop comparative information, allowing us to place Springfield's efforts in an industry context
- Brainstorming as a project team about options and consequences the City faces
- Providing written study drafts for City comment to get feedback on our ideas

In addition to discussion of each of the offices we listed above, our report has two additional topics:

- A central garage for fleet management
- Shared services for administrative support staff

### 1.3 SUMMARY OF FINDINGS

We approached this work with two goals:

1. Reduce spending so that the City can catch up on infrastructure backlog without a huge tax increase. The positions to eliminate are of value; but are funded under current tax and rate levels at the cost of neglect to infrastructure. It will not be painless, but citizens and departments will adjust. They will worry and complain, but good leaders will meet top priorities and lower priority tasks may suffer. There is a long-term benefit, since deferring asset replacement increases the cost of City government.
2. Address widespread cynicism that for years, people got City jobs in return for favors. Unless the City makes an effort to undo the perception of favor-driven government, citizens could be justified in feeling that tax revenue was spent unnecessarily, or that justice and merit counted less than "who you know." Cynicism undermines consensus and no one denies that the public is frustrated and cynical.

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**We do not expect that any reader will agree with all of our opinions. Yet, consider:**

- a) There is very weak support for a significant increase in taxes.
- b) The City is behind on spending for streets, sewers and other infrastructure. In time, the cost of repairs will grow to a level greater than the cost of replacement.
- c) To spend more on infrastructure without spending more in total, some offsetting spending reductions are necessary.

**At that point, the only discussion is where to spend less.**

**The largest single expense in operating budgets is salaries, so we cannot see how to address the City's predicament without reducing the number of people it employs. This will affect service levels, but people may disagree over how dramatic that would be.**

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With that as prelude, these are our recommendations for position elimination.

Department	Unit	Job Title	Potential position reduction	Comment	Section
Building and Zoning		Various support positions	3	Based on Central Illinois benchmark level	2.2.14
Community Relations		Administrative Clerk II	1	Based on Central Illinois benchmark level	2.2.2
Convention & Visitors Bureau	Tourism Promotion	Group Tour Coordinator	1	Weak input/outcome link	2.2.9
Convention & Visitors Bureau	Tourism Promotion	International Program Coordinator	1	Weak input/outcome link	2.2.9
Convention & Visitors Bureau	Tourism Promotion	Public Information Officer I	1	Weak input/outcome link	2.2.9
Convention & Visitors Bureau		Various support positions	2	Based on Central Illinois benchmark level	2.2.14
Convention & Visitors Bureau		Event Coordinator	1	Eliminated during course of study	
Corporation Counsel		Various support positions	2	Reduce to City of Chicago and private firm level	2.2.14 and 4.4
CWLP		Various support positions	10	Based on Central Illinois benchmark level (16 per benchmark, but 3 are accounted for below as eliminated during the course of study)	2.2.14
CWLP	General Office	Gen Super Lake Services	1	Eliminated during course of study	
CWLP	Electric T&D	Office Coordinator	1	Eliminated during course of study	
CWLP	Electric T&D	Engineer Tech III	1	Eliminated during course of study	
CWLP	Electric Generation	Messenger Clerk II	1	Eliminated during course of study	
CWLP	Electric Generation	Operations Coordinator	1	Eliminated during course of study	
CWLP	Finance	Messenger Clerk II	1	Eliminated during course of study	
CWLP	Admin Services	Asst Supvr Auto Maintenance	1	Eliminated during course of study	



Department	Unit	Job Title	Potential position reduction	Comment	Section
CWLP	Power Generation	Technical support	1	Retiree, no intent to replace	
CWLP	Commercial Office	Administrative Assistant	2	Eliminated during course of study	2.2.7
CWLP	Accounting	Senior Staff Accountant	1	Pending retirement w/ plan to absorb duties within the unit	2.2.13
CWLP	Electric T&D	Yard Maintenance Foreman	1	Two foreman for 3 maintenance workers is not needed	2.2.13
CWLP	Electric T&D	Engineering Tech I	1	Duties can be absorbed by existing work force	
CWLP	Electric T&D Stores	Groth St. Stores Technical Staff	1	Three positions, probably be fine with 2 positions	2.2.14
CWLP	Lake Services Construction	Various	8	Estimated reduction to return unit headcount prior to previous administration.	2.2.14
Economic Development		Deputy Director and 3 Economic Development positions	4	Weak link between effort and local economic growth	2.2.14
Fire	Shop	Shop Supervisor	1	City does not need four garages	2.2.6
Fire	Shop	Mechanic	-	Replace 3 positions in a centralized garage	2.2.6
OBM		Various support positions	2	Based on Central Illinois benchmark level	4.4
Police Civilians		Various support positions	8	Based on Central Illinois benchmark level	4.4
Public Works		Various support positions	2	Based on Central Illinois benchmark level	2.2.10
Public Works	Administration	GIS Tech I	1	Variable workload and limited supervision; supervisor may absorb the duties	2.2.6
Public Works	Administration	Division Manager (Unsafe Buildings)	1	Weak economy means little workload at present. Reconsider need if and when the economy changes.	2.2.6
Public Works	Parking	Parking Enforcement	2	Not true supervisors and not needed as additional	2.2.6



Department	Unit	Job Title	Potential position reduction	Comment	Section
		Supervisor and Public Works Supervisor		parking attendants	
Public Works	Street Division	Lead Foreman/ PW Foreman	2	Reduction in branch pickup - alternatively, could be retained if this becomes a fee-funded program	2.2.10
Public Works	Street Division	Horticulturist	1	Newly created in prior administration, not filled with a certified horticulturist, but more importantly, need for position is unclear	2.2.6
Public Works	Street Division	Senior TDL/ TDL	6	Reduction in branch pickup - alternatively, could be retained if this becomes a fee-funded program	2.2.10
Public Works	Street Division	Various	4	Based on Central Illinois benchmark level	2.2.10
Public Works	Sewer Division	Various	2	Based on Central Illinois benchmark level	2.2.10
Public Works	Zoning		1	Based on Central Illinois benchmark level	2.2.10
<b>TOTAL POTENTIAL REDUCTIONS</b>			<b>82</b>		

## 2. PROFILES OF CITY DEPARTMENTS

In our experience, cities feel that departments do a good job if elected officials and department heads receive only a modest number of citizen complaints. In our opinion, it is difficult to have a productive discussion about this, if a city has not defined criteria for success and has not assembled data to test itself against standards. "We don't get many complaints" is a tepid endorsement. It must be possible to have a meaningful understanding of how well departments fulfill their purposes, even if no one has yet articulated that purpose.

There are two sources for performance standards:

- Internal, if leaders determine desired service levels and ways to measure success
- External, in comparison to peer performance or published standards

Our understanding of the situation in the City of Springfield is that both of these are lacking. Springfield does what other cities do; it makes small changes to prior year staffing and spending using subjective feelings of need and capacity.

We took the following steps to profile departments:

Ask department leaders to declare up to ten of the most common activities and estimate the percent of staff time, by job title, spent on each activity. The list contained an "all other" activity category, as well as a "General & Administrative" oversight activity.

Develop a handful of key activities that drive the need for staffing and ask department leaders to critique the choice of performance measures. We realized that departments are busy with more than a handful of activities, but to allow us to make peer comparisons, we needed to keep the list of questions brief enough that peers would cooperate.

Survey a group of peer organizations to determine their efforts on comparable activities. We realize that in comparison to any single peer, unusual conditions may apply, but by keeping the comparison to the average of the group, a more reliable industry standard emerges.

- For all departments other than City Water Light & Power, the peers are the cities of Champaign, Urbana, Peoria, Bloomington, Normal and Decatur.
- For City Water Light & Power, the peers are Jacksonville (Florida) Electric Authority, Gainesville (Florida) Regional Utility and City Utilities of Springfield, Missouri.

### 2.1 SPRINGFIELD CITY GOVERNMENT CULTURAL CONSIDERATIONS

We heard repeatedly from all levels that being connected to the right person has helped people to find employment with the City. This does not mean that the City has been hiring unqualified people, but only that historically, obtaining City employment has not been a level playing field. For us to assert that a person is unqualified is not possible. We did not observe individuals doing their jobs in a way that would allow us to form an opinion. However, a reasonable reader might wonder how we could write a report without mentioning this.

In reviewing hiring by year, it is clear that certain administrations did more hiring than others. The year 2003 was a particularly high year for new job creation. Again, for us, the difficulty is to identify where this may have happened, as the paper trail of "I got a job through a connection" does not exist.

Many people mentioned that they felt that the transition from a commission form of government to a mayor-council form is not complete and that the leadership's style retains vestiges of the old system. This can cause confusion over who makes the rules and who manages the organization.

Ideally, a legislative body writes rules and does oversight to test if rules are followed and an executive branch directs programs within the resources provided. As a practical matter, a political process will

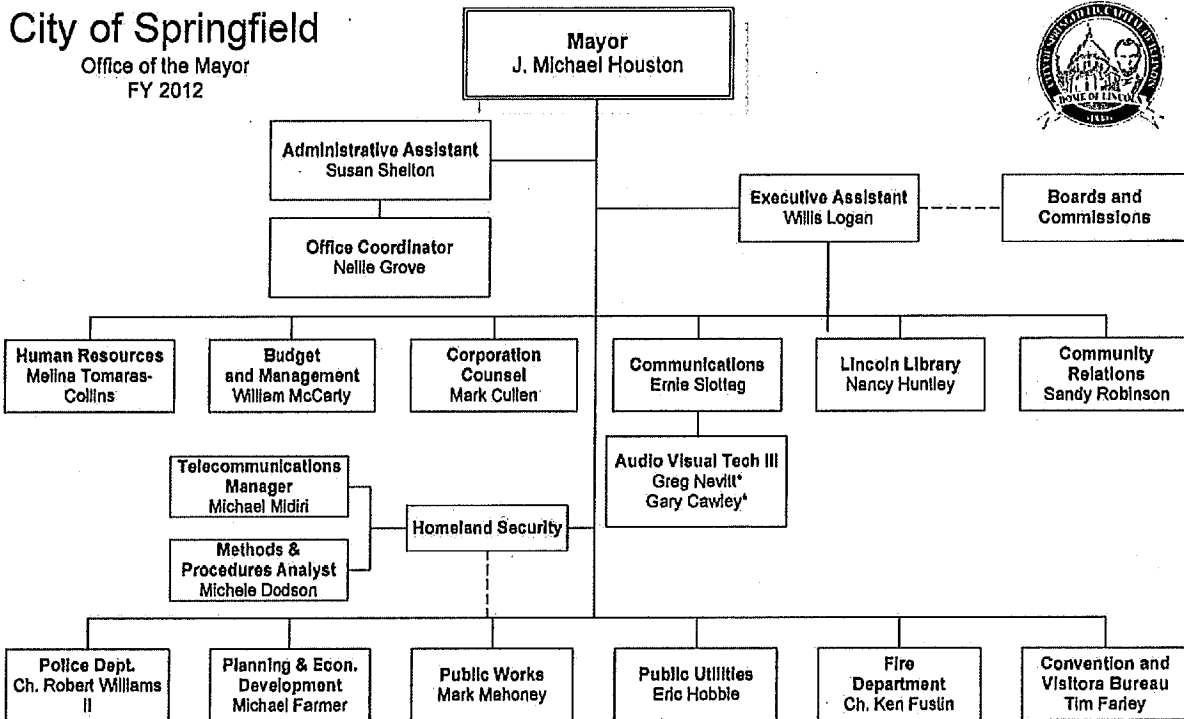
involve testing these boundaries on an ongoing basis. One person's micromanagement is another's necessary intervention. From our perspective as an independent commentator, it seems impossible to write rules and enforce behaviors that fit all situations.

## 2.2 DEPARTMENTAL PROFILES

### 2.2.1 Office of the Mayor

#### Staff Duties Profile

In the broadest sense, this office is responsible for all City services. With each department having its own management, it might be more appropriate to describe this as the place where the ship of state is steered, not where the rowing takes place. The organization chart shows only a small crew responsible for the actual operation of the Office of the Mayor. It would include the Mayor, an Administrative Assistant, an Office Coordinator and an Executive Assistant.



#### Key Metrics

As a policy and leadership unit, quantifying the workload is a challenging task. We rely, therefore, on the results of the peer benchmarking review to develop findings on the size of the Office.

One area of concern to us is the large number of people reporting directly to the Mayor. The Mayor acknowledged that this reduces the time available for any single department. There is no department responsible for managing the collection of administrative services that support all City operations. We do not wish to create new bureaucracy; in fact, we would like to reduce it, but the coordination of these services through a single point of mayoral contact may be worth exploring. If the Mayor needs direct contact with a department, he will ask, but on a daily basis, it may be useful for the Mayor to delegate certain decisions to someone else. As this does not affect the size or cost of the functions, it is not entirely germane to this discussion.

### Discussion

We see nothing in the organizational structure and size of this small office that suggest opportunities for budget reduction. Particularly in this office, the requirements to schedule meetings, respond to unforeseen situations and address inquiries imposes a certain need for staff to assist the Mayor with both administrative needs and with policy coordination with department heads, the Council, the public and the press.

### 2.2.2 Office of Community Relations

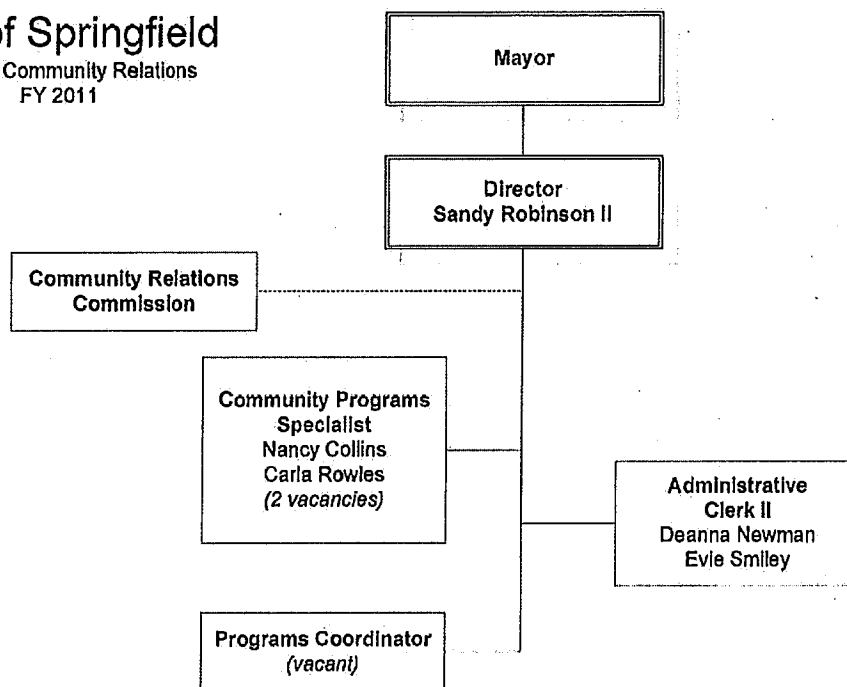
#### Staff Duties Profile

The mission of this office is to foster effective and considerate interactions among the city's growing and diverse population. The primary focus of staff centers on Housing and Employment related services. The table below shows the duties this office performs, as estimated by the Director of Community Relations.

Job title	FTE	Total assigned	General & Admin	Discrimination Investigations	Housing Counseling	Homelessness and Service Referrals	Community Outreach	Boards and Commissions	All Other
Director	1.00	100%	10%	50%	5%	5%	15%	15%	
Community Programs Specialist	2.00	200%		140%	10%	10%	10%	20%	10%
Administrative Clerk II - Union	1.00	100%	70%			20%	5%	5%	
Administrative Clerk II - Non-Union	1.00	100%	60%		20%	10%	10%		
Total Full-Time Equivalent Staff by Function			1.40	1.90	0.35	0.45	0.40	0.40	0.10

The structure of the office is below. There are currently three unfilled vacancies and the office is supported by a volunteer citizen working 35 to 40 hours per week.

City of Springfield  
Office of Community Relations  
FY 2011



### **Key Metrics**

We can think of no meaningful metric for community relations related to the staffing level for the unit. However, the number of administrative clerks is much higher as a percent of total headcount than the City or peer benchmark averages.

### **Discussion**

In order for the City to achieve the mission of the Office of Community Relations, there is limited opportunity for budget reduction in this area. This office is currently dependent on citizen volunteers and is operating with three unfilled positions.

By its size alone, we would have exempted this office from any change in administrative staffing, yet in this case, we do not feel that an office with three professionals requires two administrative support positions.

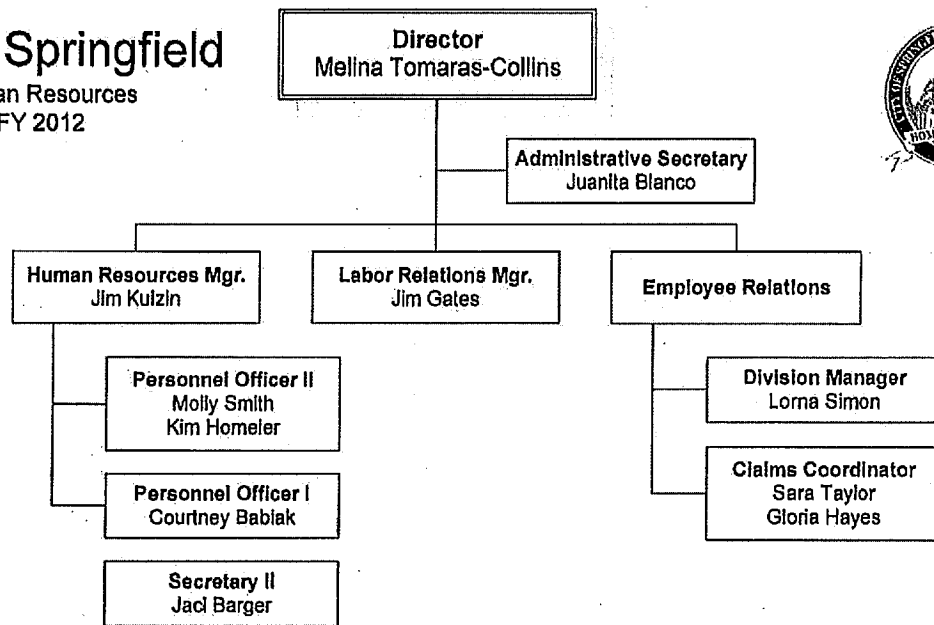
### 2.2.3 Office of Human Resources Staff Duties Profile

This is the central office of both policy and service for matters related to hiring, termination, benefits, compensation, testing and labor relations. The table below shows the duties this office performs, as estimated by the Director of Human Resources.

Job title	FTE	Total assigned	G&A	Benefits & Leave Administration	Personnel Transaction processing	Contract Negotiations & Arbitration	Compliance	Hiring / Testing	Programs, Policies, Procedures	Projects / Reports	"Customer" Inquiries (email, walk-in, phone)	Advise, counsel, facilitate problem
Director	1	100%	100%									
Human Resources Manager	1	100%					20%	20%	10%	20%	10%	20%
Personnel Officer II	2	200%			30%		30%	60%		40%	20%	20%
Personnel Officer I	1	100%			10%	10%		40%		20%	10%	10%
Secretary II	1	100%		40%				40%			20%	
Administrative Secretary	1	100%	80%							10%	10%	
Labor Relations Manager	1	100%				50%	25%					25%
Employee Relations Division Manager	1	100%		65%			15%		5%		10%	5%
Claims Coordinator	2	200%		140%							60%	
<b>TOTALS</b>	<b>11</b>		<b>1.8</b>	<b>2.45</b>	<b>0.4</b>	<b>0.6</b>	<b>0.9</b>	<b>1.6</b>	<b>0.15</b>	<b>0.9</b>	<b>1.4</b>	<b>0.8</b>

The structure of the office is below. While there are two support positions (Administrative Secretary and Secretary II) for a relatively small office, the latter is assigned primarily to transaction processing (Benefits & Leave Administration and Hiring/Testing).

### City of Springfield Human Resources FY 2012



### Key Metrics

The metrics for this office are discussed later in this report as part of the peer comparison analysis.

The Director expressed concern about the number of City employees on various types of long-term leave, including medical, FMLA, workers compensation and the like. The benchmark data we present later in the report show that Springfield's situation is not as bad as the peer group, although any reduction would be helpful. The loss control function for worker's comp is not part of this department, but of the Corporation Counsel.

## Discussion

For reasons of efficiency and compliance, it is vital that policy matters regarding human resource issues be handled consistently. In our opinion, the easiest way to do this is to make only one office responsible for policy matters. The HR office in CWLP is reportedly not handling policy matters. We believe this is the appropriate approach, but we do not question the need for a CWLP-based HR professional.

Departments may benefit from having their own staff assist new hires with forms and collect payroll information, but there must be a clear distinction between policy and staff work. There seems to be – no HR policy work takes place at CWLP, which we feel is appropriate.

For the sake of efficiency, communicating via computer is more efficient than mailings and meetings. It is simple to verify electronically that the reader got the message. Approximately 200-300 City employees do not have access to a computer as a part of their jobs, so for them, the traditional mail and meeting methods will remain necessary. To the extent the City can nudge the system toward computer access to all employees, we believe it will save money. We suspect that many of the 200-300 individuals have computers at home or know how to use them. If so, providing a limited number of terminals for access at key work sites may help to reduce costs.

No one contests that people have obtained City jobs through connections or influence. We do not doubt that a committed person of influence can defeat well-intentioned rules, although perhaps there is some accountability if the perpetrator is caught. To promote public confidence in a fair system, Human Resources needs to screen applicants for hire or promotion on matters we list below.

Civil service reforms have been part of the public sector landscape for many decades, as governments sought to professionalize and depoliticize the hiring process. People talk openly that the City would not earn high marks for its practices in hiring and promotion.

Human Resources must test for conflicts of interest by asking, in writing, and perhaps with an annual re-certification, certain questions, with a stated consequence (potential termination or prosecution) if answers prove false or misleading.

- Are you a relative by blood or marriage of any employee of the City of Springfield, including of City Water Light & Power?
- Are you an owner or family member of anyone selling goods or services to the City of Springfield?
- How did you learn of the job opportunity?

Cynicism about the competence of political hires runs deep. The current administration reports having taken steps to address this, but it might help to communicate the changes to the City's workforce. Many employees appear not to be aware of changes.

We received many employee comments about the need for training. Employees recognize that training is considered a soft item in budget requests, but one might question if this has gone too far. Without a trainer, it is difficult to do more training. We realize that adding positions is a budgetary challenge. It may be possible for the HR department to reduce one administrative position to offset the cost of this need.

According to industry benchmarks, HR is appropriately staffed in terms of the ratio of HR staff to the overall employee base. While the number of HR staff may be reasonable, not all the job functions therein may be undertaking the most valuable services that should be provided. Specifically, there has been feedback throughout this study that there needs to be more training, especially for new supervisors. So, one recommendation could be to eliminate one of the staff positions and replace it with a Corporate Trainer. CWLP has its own Training Manager and Training Coordinator specifically geared and available to CWLP employees, but the Corporate Fund currently has no such resource.





## 2.2.4 Office of Budget and Management Staff Duties Profile

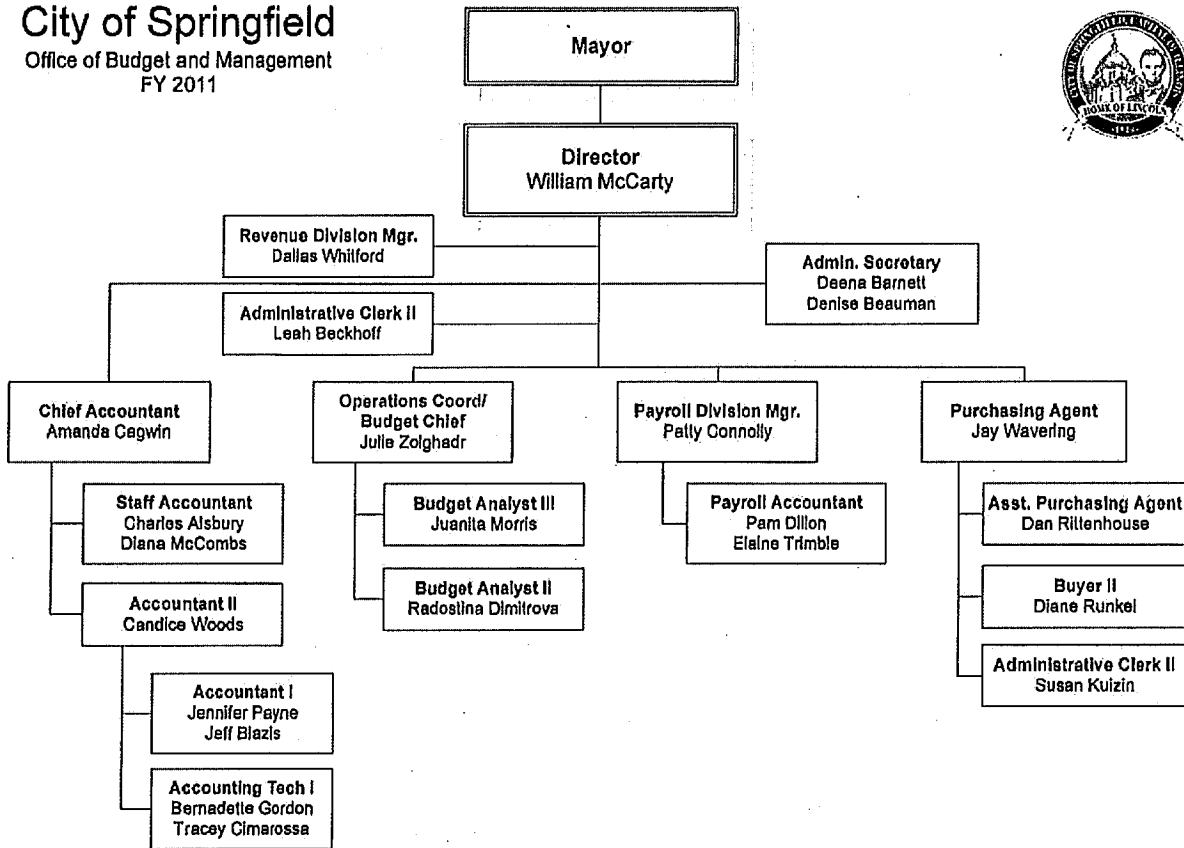
The Office of Budget & Management (OBM) is responsible for all of the fiscal activities of the City of Springfield, except for those done by CWLP and the City Treasurer. The office handles a variety of funding sources from which the annual city budget is created. There are five functional operations within OBM; Budget, Accounting, Payroll, Purchasing and Revenue.

Job title	FTE	Total assigned	General & Admin	Budget	Accounting	Purchasing	Payroll	Revenue/ Tax Admin	All Other
Director	1.00	100%	55%	15%	5%	10%	5%	5%	5%
Revenue Division Manager	1.00	100%	5%	35%	20%			40%	
Administrative Clerk II	1.00	100%	10%	20%	25%	15%	5%	5%	20%
Admin. Secretary	2.00	200%	160%	10%			10%		20%
Chief Accountant	1.00	100%	10%	10%	80%				
Staff Accountant	2.00	200%		20%	180%				
Accountant I	2.00	200%			160%			40%	
Accountant II	1.00	100%			95%				5%
Accounting Tech I	2.00	200%			190%				10%
Operation Coord/ Budget Chief	1.00	100%	5%	80%	10%				5%
Budget Analyst II	1.00	100%		85%	10%				5%
Budget Analyst III	1.00	100%		85%	10%				5%
Payroll Division Manager	1.00	100%	10%				90%		
Payroll Accountant	2.00	200%					200%		
Purchasing Agent	1.00	100%	10%			85%			5%
Asst. Purchasing Agent	1.00	100%	5%			90%			5%
Buyer II	1.00	100%				95%			5%
Administrative Clerk II	1.00	100%	50%			50%			
Total Full-Time Equivalent Staff by Function			3.20	3.60	7.85	3.45	3.10	0.90	0.90

There are currently 23 FTE assigned to OBM. There are no vacant positions at this time. Any vacant positions that existed were eliminated during previous budget cycles. The payroll unit was staffed with five FTE at one point, but management believes the existing three staff can meet the City's needs. Here is a brief summary of the activities performed by each unit for all City Departments except CWLP.

- Accounting is responsible for the City's financial reporting, payment processing and revenue processing.
- Budget is responsible for compiling the annual appropriations and reviews and approves expenditure requests to confirm there is proper budget authority.
- Payroll is responsible for all City and CWLP payroll processing and tax reporting. They also manage the Flex benefit spending program for the City.
- Purchasing is responsible for all procurement related issues of the City except for CWLP related activities.
- Revenue is in charge of managing and forecasting the various tax collections of the City, which includes automobile tax, hotel/motel tax and many other miscellaneous registrations and fees.

**City of Springfield**  
Office of Budget and Management  
FY 2011



### Key Metrics

It is difficult to measure the productivity of a budget office. The size of the office in proportion to the City as a whole is somewhat useful.

### Discussion

There are two main areas to review within OBM. The first area of review is to determine if the current staffing levels meet the needs of the office. Payroll, Budget and Procurement may be properly staffed, but a review of Accounting could identify an opportunity to combine staff duties and reduce the headcount by one or two. There may also be an abundance of administrative support staff which is addressed in the shared services section of this report (Section 2.2.14).

The second area for review is to determine if there are duplicative activities being performed by OBM and the CWLP Fiscal Services unit. There is a second consideration too, which is the degree to which CWLP is not considered to be part of City government.

Accounting, Budget and Procurement are three functional activities being performed by OBM and CWLP. CWLP and OBM are both currently using the same ERP system, but not in the same ways

There are two schools of thought:

- CWLP financial functions should be managed by the Corporate Fund finance staff to improve coordination and avoid duplication of effort.
- Since CWLP has different funding sources, its financial functions must be managed separately, lest this lead to mingling of funds that violate the integrity of enterprise funds.



Resolving this is beyond our ability in the current study and would require a supervised series of discussions between CWLP and OBM. We recommend that this happen and that the Mayor designate a neutral party to facilitate the discussions.

### 2.2.5 Corporation Counsel Staff Duties Profile

The office represents the City in legal matters, except for matters where it is in the City's interest to retain outside counsel. The organization chart is somewhat unusual, with a Division Manager (on the right hand side of the chart) that provides administrative support, two manager-level positions with no staff reporting to them and two silos on the left; one for code enforcement and one for other functional specialties.

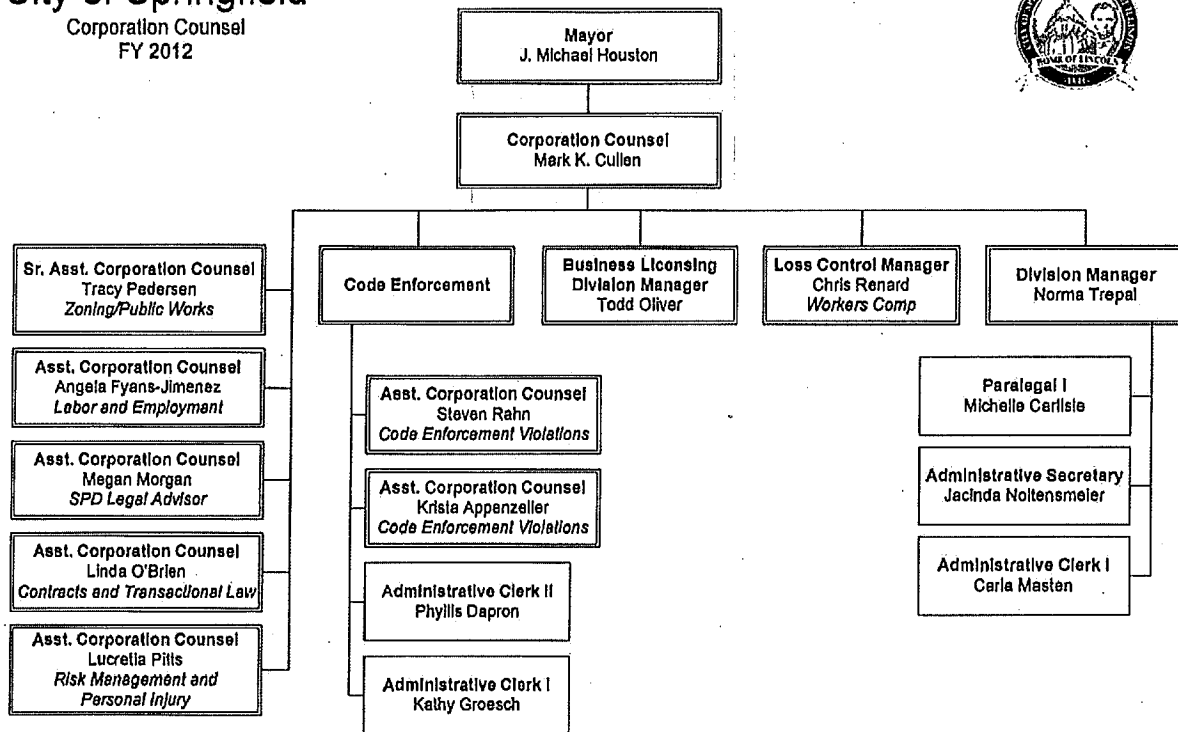
While this is perhaps not the most logical arrangement, our charter was to explore ways to save money, and not to restructure simply to make the structure easier for outsiders to understand. In many organizations, the organization chart is a loose representation of responsibilities, as it appears to be here.

We support the assignment of functional specialties to attorneys. The more familiar they are with the subject matter of their client departments, the better they are able to support their clients.

Job title	FTE	Total assigned	G&A	Code Enforcement	Business Licensing	Loss Control (Workers Comp)	Risk Mgt (Insurance claims)	Litigation	Civil Support	Transactional
Corporation Counsel	1	100%	20%		5%	10%		5%	60%	
Asst Corp Counsel	7	700%		200%	10%	25%	40%	200%	200%	25%
Division Managers	2	200%			100%				100%	
Loss Control Manager	1	100%				100%				
Paralegal	1	100%						100%		
Administrative Clerk II	1	100%		100%						
Administrative Clerk I	2	200%		100%			75%		25%	
Administrative Secretary	1	100%							100%	
<b>TOTALS</b>	<b>16</b>		<b>0.2</b>	<b>4</b>	<b>1.15</b>	<b>1.35</b>	<b>1.15</b>	<b>3.05</b>	<b>4.85</b>	<b>0.25</b>

City of Springfield

Corporation Counsel  
FY 2012



**Key Metrics**

Advice is not an easy thing to quantify and we were not successful in developing comparative statistics.

A law office needs to maximize effort on client service, usually expressed as billable hours. In this organization, the 31 percent of staff in support positions (one division manager, one administrative secretary and three administrative clerks) is significantly greater than the 7.46 percent City average for administrative support, or the 4.63 percent peer benchmark.

The limited data available on other Central Illinois corporation counsel offices suggests that the industry standard for support positions in this type of office is approximately at the level in Springfield, but that elsewhere, support staff in a legal office is approximately half of the level in Springfield.

In the City of Chicago's Corporation Counsel Office, 17.5 percent of all staff are in support positions. In one large Chicago law firm we contacted, 17 percent of all staff is in support positions.

**Discussion**

The Corporation Counsel would like to employ one more paralegal, which would make the attorneys in the office more productive. While this may be useful, the need at the moment is to reduce expenditure to provide offset for the increased expense of addressing neglected infrastructure.

Central Illinois peer city benchmarks validate the current level of support staff (i.e. positions that are not attorneys or paralegals). However, we have only limited faith in that data, as other law offices operate successfully with half the support staff. We recommend that the office reduce two support staff positions.

## 2.2.6 Public Works (including Building & Zoning)

### Staff Duties Profile

The Department of Public Works includes several functions. The public works function itself is the largest and consists of the Streets and Sewer divisions, but the Department is also responsible for engineering, motor vehicle parking, building and zoning activities, and Oak Ridge cemetery, which some cities assign to other departments by those names.

One comment applicable to most of this department is the efficient size of field crews. Our work did not include riding with crews. Crew sizes are a result of past practice and labor agreements. We do not have evidence to suggest optimum crew sizes, but we would not want that to be interpreted as our opinion that crew sizes are efficient. This is a matter the City may wish to investigate further.

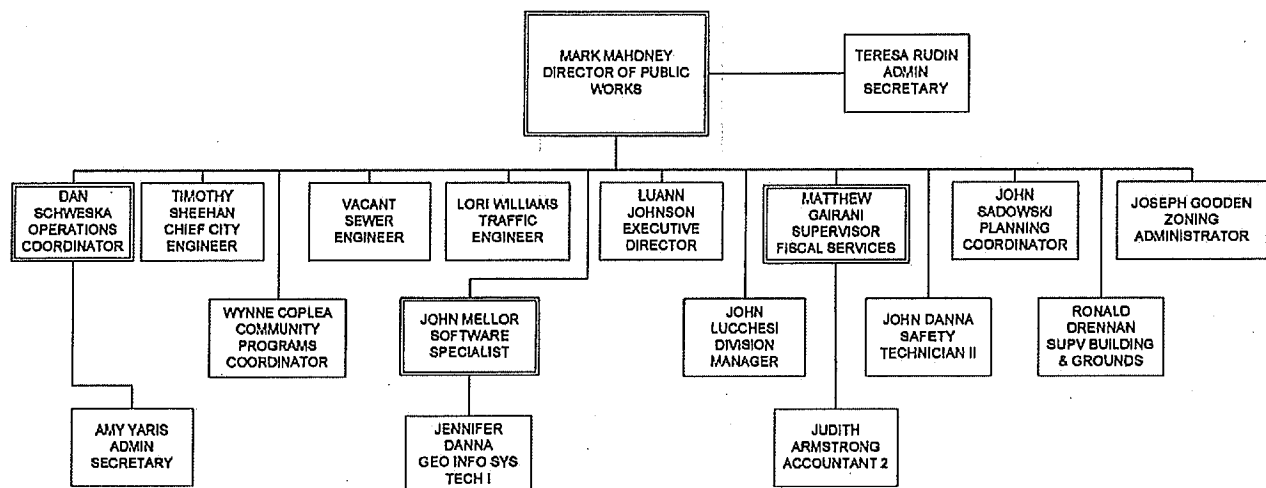
### Administration Division

## ADMINISTRATION

9/7/2011

## CITY OF SPRINGFIELD

OFFICE OF PUBLIC WORKS



Most of these positions are discussed below as part of the units they manage. The GIS Tech I position lacks day-to-day supervision and is reported to have highly variable workload, with significant downtime. We recommend eliminating that position and assigning the work to the Software Specialist.

The Unsafe Buildings program is managed by a Division Manager who has no staff. Most of the work relates to properties soon to undergo demolition, but due to recent economic trends, there is very little work. We discussed with the Department the possibility of reassigning the work to other City staff and reevaluating the need for the position at such time as demolition work increases. Under the current circumstances, we recommend eliminating the position.

### Streets Division

There was a reorganization of the Streets Division shortly after the new Public Works director took control. Under the current organizational structure, the Streets Division reports to the traffic engineer while the daily management and oversight is the responsibility of the operations coordinator. There are five supervisors overseeing work crews that report to the operations coordinator, an expanded description for those units is listed below. Other staff that support the Streets Division include dispatchers, an inventory coordinator, a horticulturist and a payroll tech.

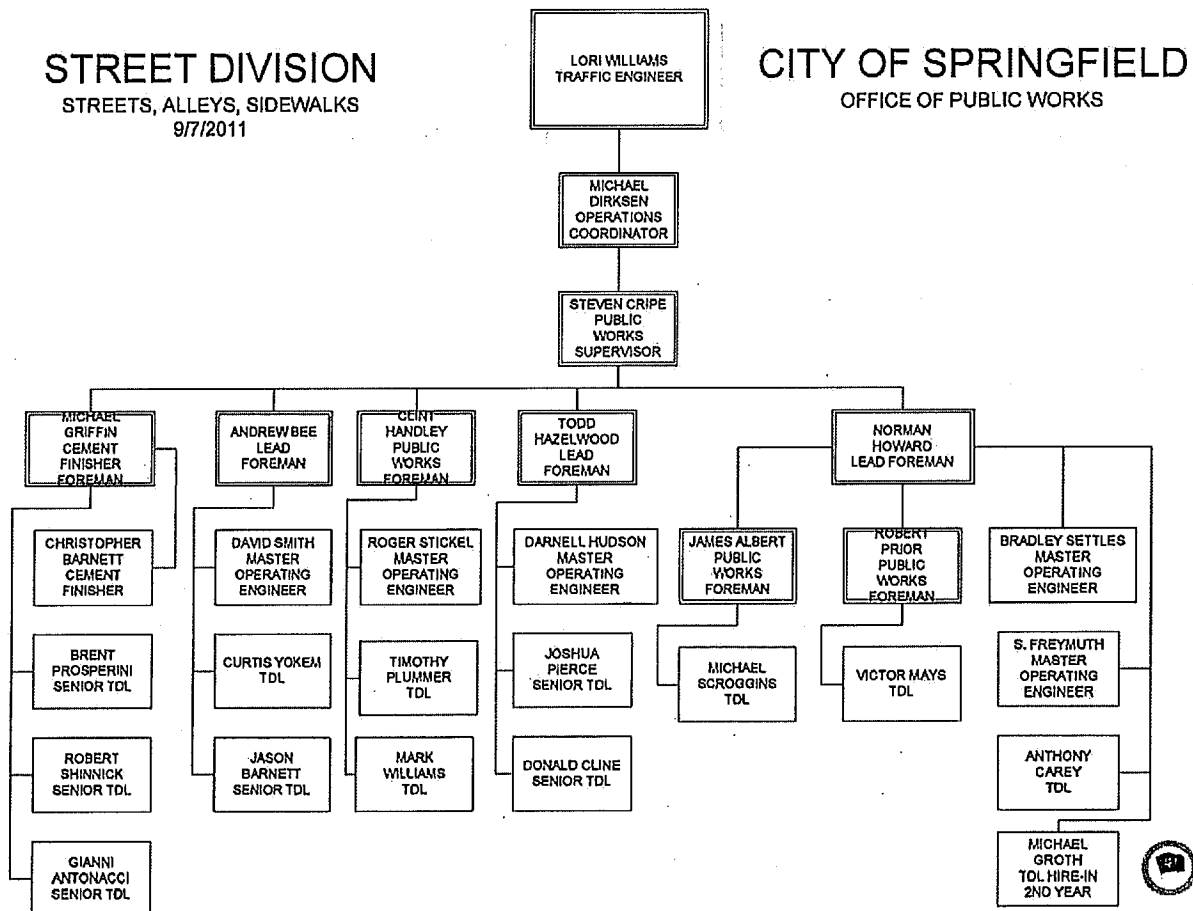
The Streets Division is composed of several specialist units:

- Streets, Alleys and Sidewalks
- Tree Trim/Removal and Branch Pickup
- Utilities, Solid Waste, Sweepers
- Vehicle Maintenance

The Streets, Alleys and Sidewalks unit consists of seven to eight crews, with each crew consisting of a foreman, truck driver laborers (TDL) and operating engineers. The crews are divided into the following groups:

- One crew is responsible for all cement finishing tasks
- Three crews are responsible for assisting with water department repair projects, plus all curb and gutter related projects.
- Three crews are responsible for asphalts, tear-outs, and culverts.
- Nearly all of the staff in this unit assist with snow removal duties during periods of snowfall.

Within Street Division Administration, there is a position of horticulturist that the Department has filled with a person reportedly not certified as a horticulturist. This is a relatively new position, created by the prior administration. It would seem feasible to eliminate the position and return the duties to the solid waste crew from the garage, as was done previously.

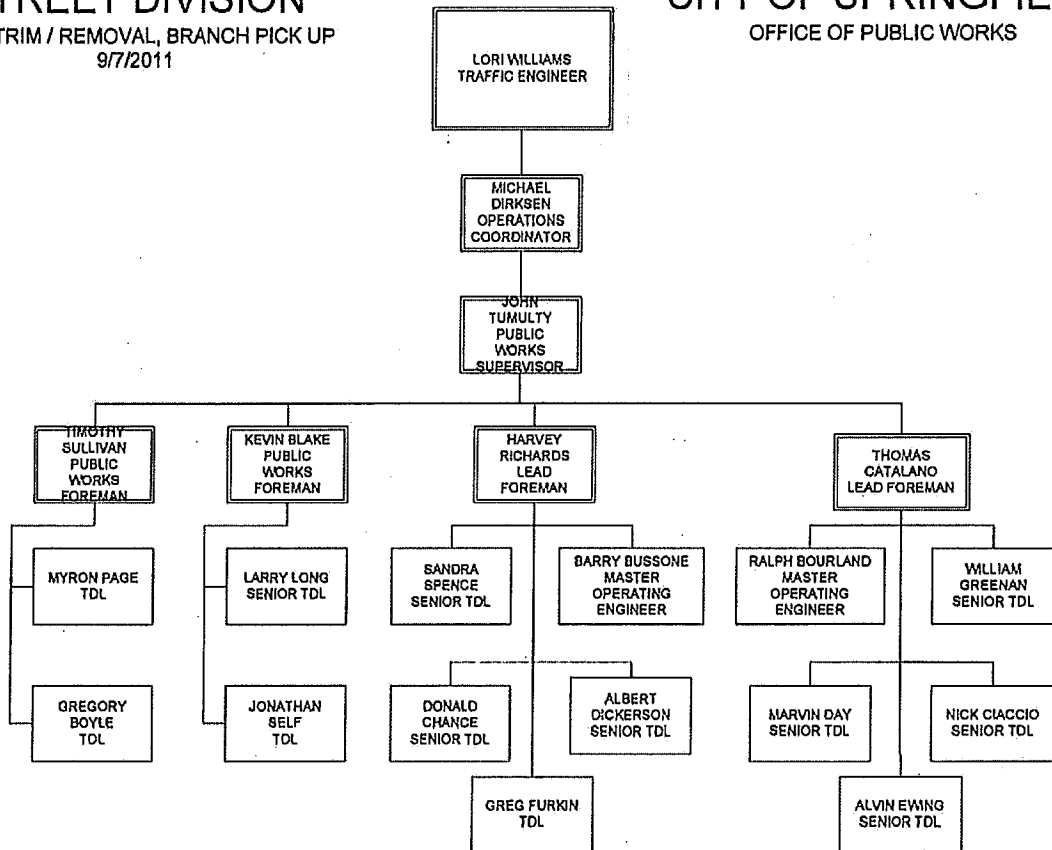




The Tree Trim/Removal and Branch Pick-up unit consist of six crews. Three crews concentrate on tree trimming and removal, while the other three crews are primarily responsible for branch pick-up. All of the staff in this unit assist with snow removal duties during periods of snowfall.

**STREET DIVISION**  
TREE TRIM / REMOVAL, BRANCH PICK UP  
9/7/2011

**CITY OF SPRINGFIELD**  
OFFICE OF PUBLIC WORKS

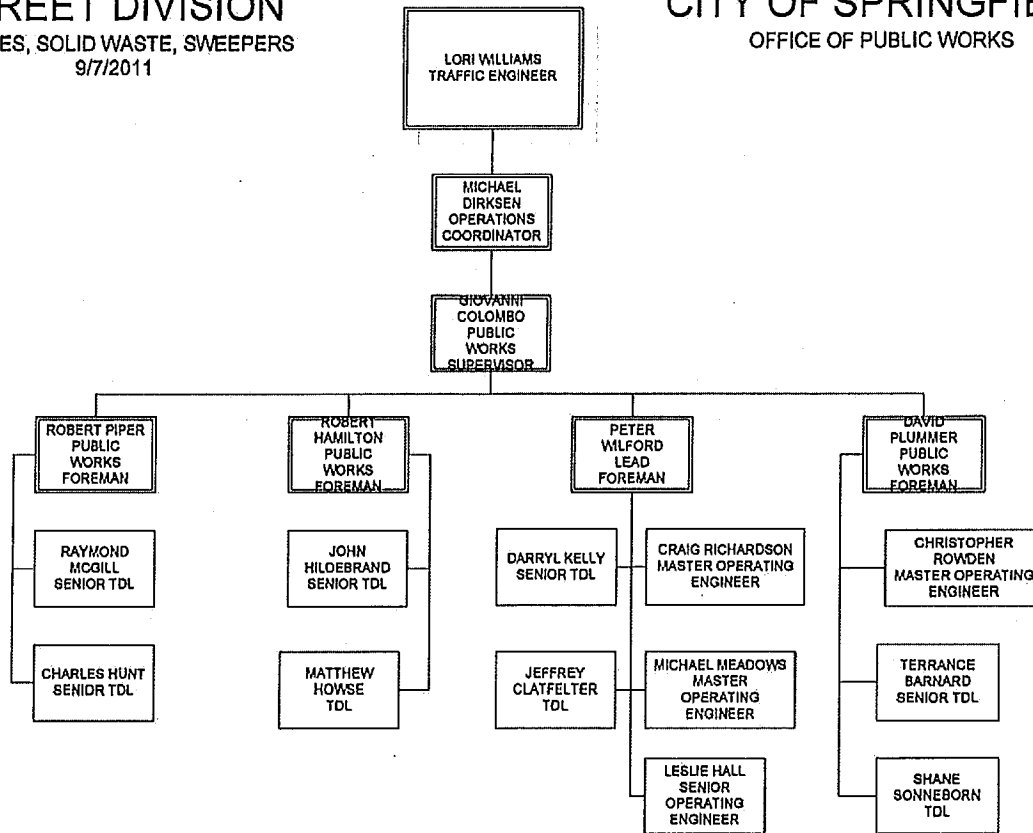


The Utilities, Solid Waste and Sweepers unit consists of five crews that perform a variety of duties. The crews are responsible for whatever duties fall under the Streets Division.

- The two utility crews' duties include mowing, weeding and spraying of alleys, backup barricade crew, some tree trimming and also assignments to setup for special events primarily in the downtown area.
- There are two street sweeper crews, but due to problems with equipment, often only one sweeper is operational. Workers are assigned to support other crews if there are equipment failures or breakdowns.
- The solid waste crew consists of four employees responsible for cleaning up alleys, trash problems at houses, fly dumping and problem weed cutting. This crew is responsible for addressing work orders written by four housing inspectors in the Building Division. This crew works year round on the work orders.

**STREET DIVISION**  
UTILITIES, SOLID WASTE, SWEEPERS  
9/7/2011

**CITY OF SPRINGFIELD**  
OFFICE OF PUBLIC WORKS



The Vehicle Maintenance unit consists of nine employees and is responsible for maintenance on all public works automobiles and trucks as well as the large equipment and machinery operated by the division. In addition to the supervisor, there are two staff assigned to the stock room and parts ordering functions. There are four AFSCME mechanics responsible for maintaining all vehicles and two mechanics responsible for all non-vehicle operating equipment.



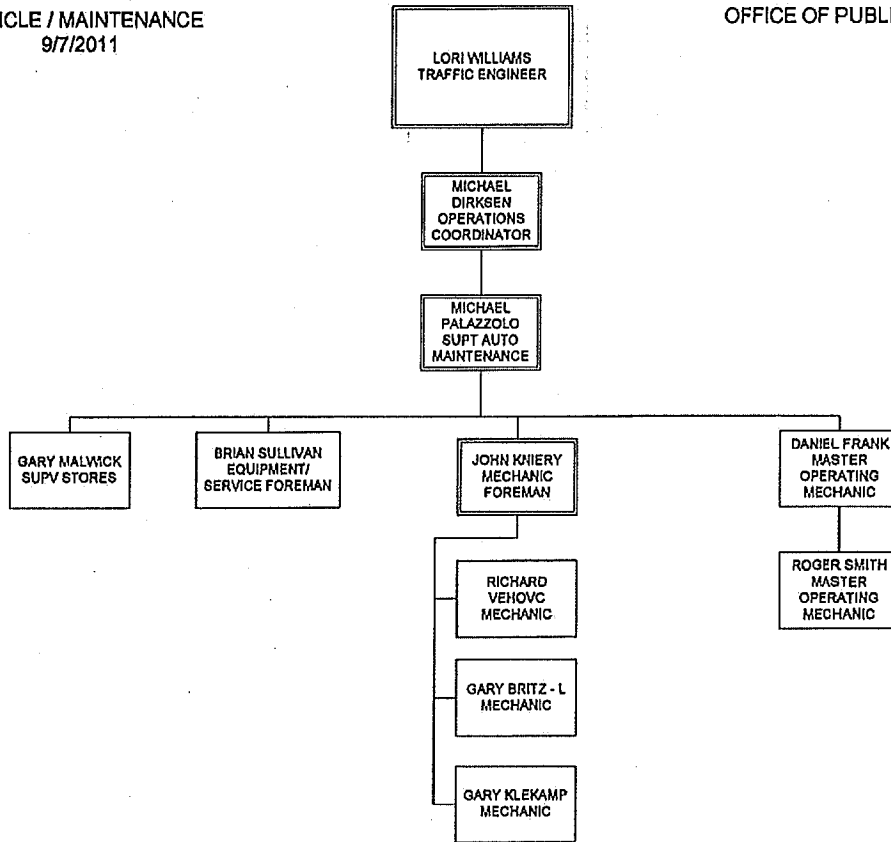


# STREET DIVISION

VEHICLE / MAINTENANCE  
9/7/2011

# CITY OF SPRINGFIELD

OFFICE OF PUBLIC WORKS



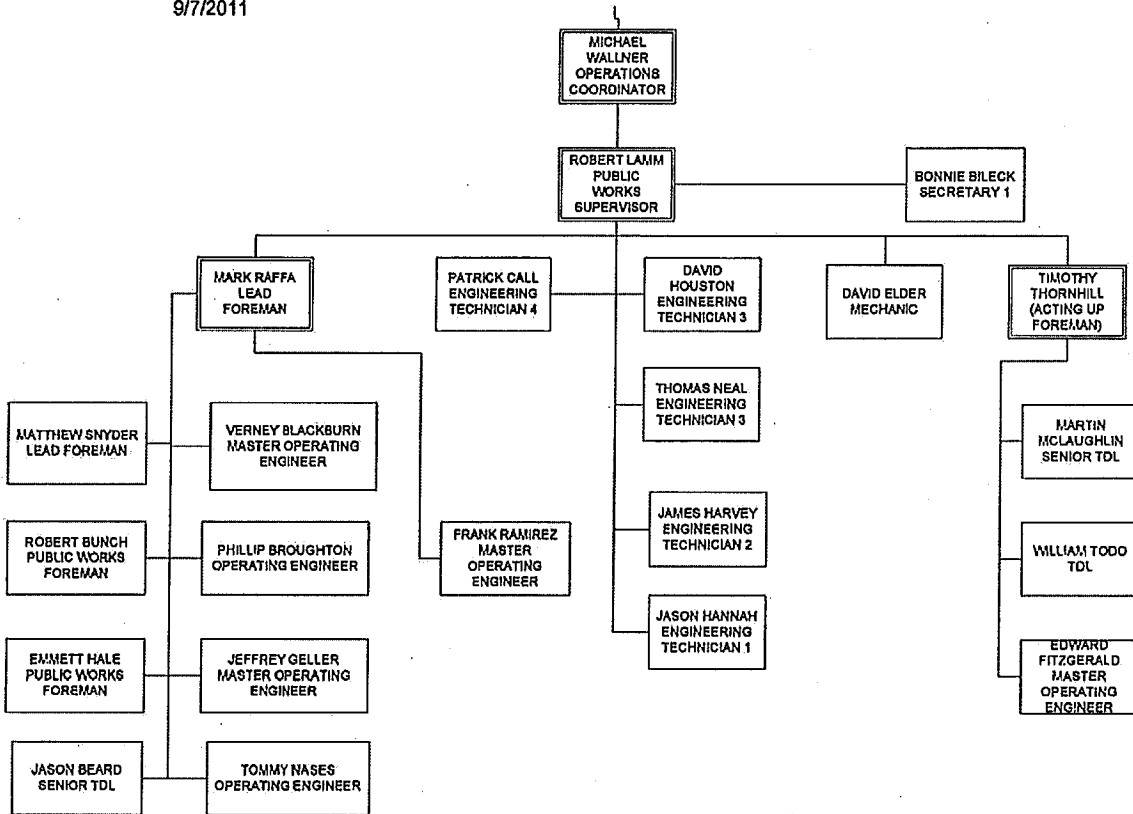
**Sewer Division**

The Sewer Division is supposed to be managed by the Sewer Engineer, a position that is currently vacant. The Division has a current headcount of 23 FTE, but it had been staffed with as many as 32 FTE in recent years. It supports and maintains sewer infrastructure. The Division coordinates some of its activities with the Springfield Metro Sanitary District, a non-City controlled board responsible for areas surrounding Springfield.

The crews rely heavily on equipment; there are four vacator trucks utilized by crews for handling sewer maintenance and drainage problems. There is one work crew assigned to sewer repairs. There are two TV trucks available to check the conditions of the sewer lines throughout the city. However, there are not enough staff trained to operate the trucks. The division is only able to operate one of the TV trucks, which limits its ability to spot problems in a timely manner. It is possible to outsource this to catch up, but we believe in the long run that the cost of the City doing this with its own staff would be competitive.

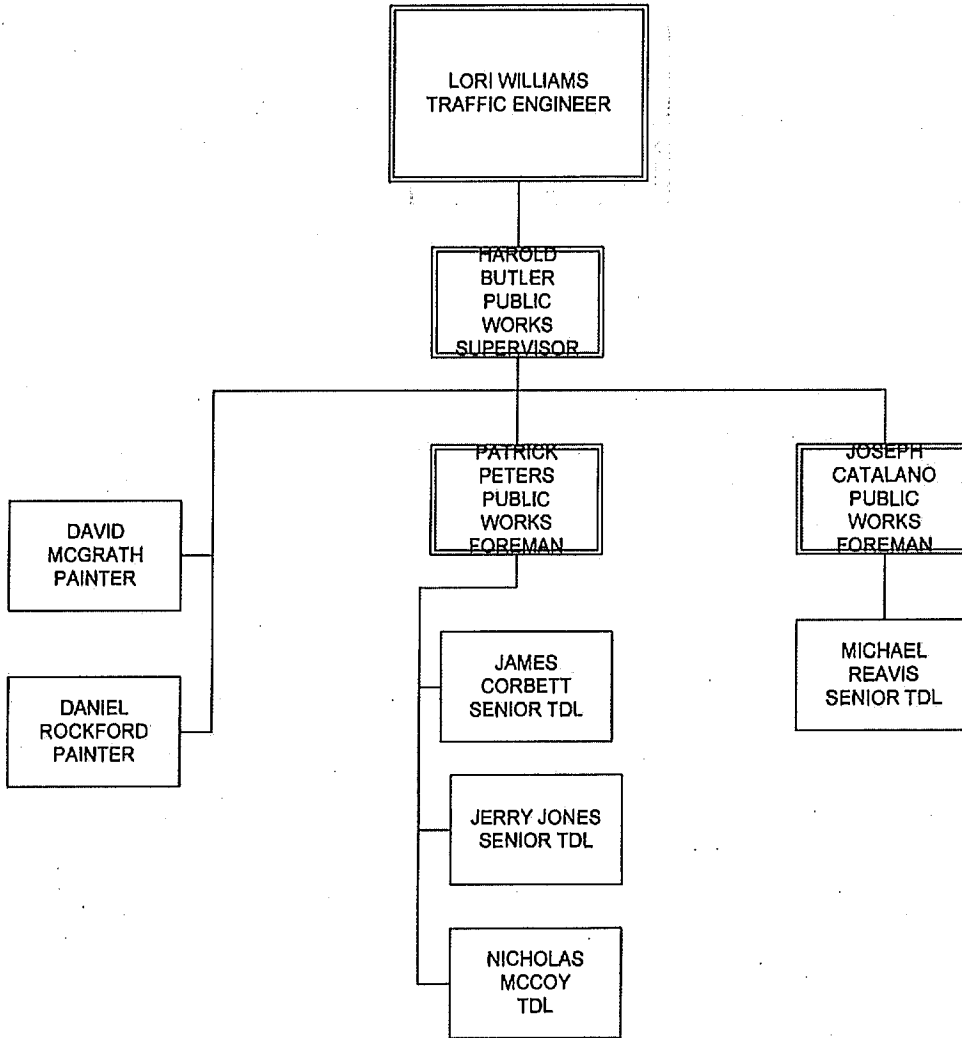
**SEWER DIVISION**

9/7/2011



### Traffic Engineering

The primary duties of the Traffic Engineering Division are related to signage and barricade duties. There are two painters responsible for road striping, graffiti removal and sign making. There is a foreman and three staff responsible for the installation and removal of all street signs. There are also two people operating as a barricade crew. Approximately 80 percent of their barricade duties are related to water repairs that require street lanes to be closed for repair.

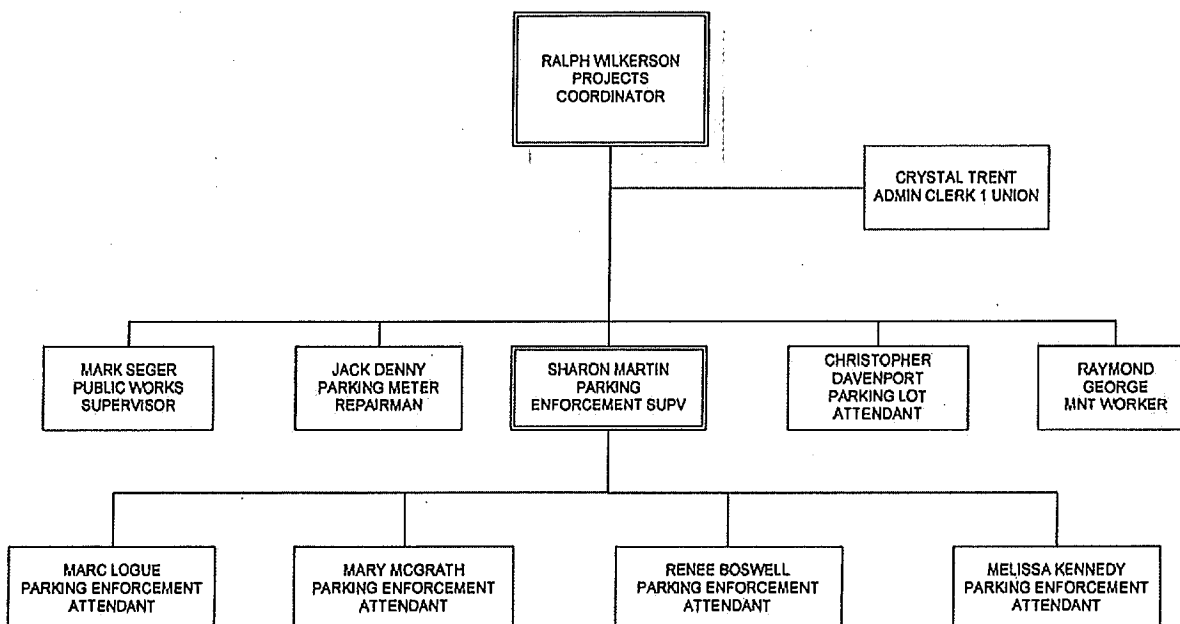


## Building & Zoning

Zoning work is front-end development work, in which property owners seek review and approval to combine or divide parcels and change the permitted uses of those parcels. This work is sensitive to economic trends and is currently experiencing fewer applications than in economic boom periods.

Building permits are necessary to ensure that construction meets codes for safety and permitted uses, and to ensure that improvements are considered for assessment in the taxable value of property.

## Parking Enforcement



This unit is responsible for ensuring that people park in appropriate locations for appropriate periods of time. The Parking Enforcement Supervisor and the Public Works Supervisor positions are reported to function more as additional parking attendants than as supervisors. We recommend eliminating these two positions.

## Engineering

The Engineering group is responsible for:

- Infrastructure capital projects concept development, planning and cost estimation
- Plan review for commercial and multifamily development projects with impact on traffic, signal/signage, storm water and other public infrastructure
- Annexations & Easements
- Construction observation, both of vendors to the City and of private developers working under City permits
- Complaints
- Zoning – although there is a separate unit responsible for zoning, issues requiring professional engineering input are assigned here
- Project management of vendors making infrastructure improvements under City contracts
- Review of Right of Way acquisition and final plats

The group's estimate of how it divides time among these duties is below.

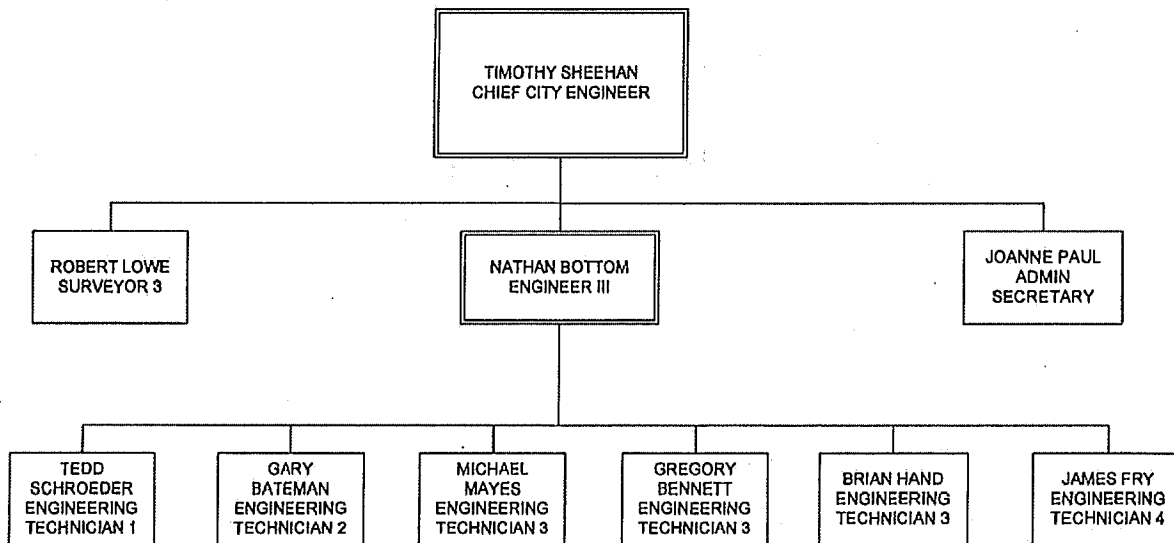


Job title	FTE	Total assigned	G&A	Capital projects	Plan reviews	Annexations & Easements	Construction observation	Complaints	Zoning	Project management	Review of ROW acquisition, final plats
Chief City Engineer	1	100%		60%	10%			10%	5%	5%	5%
Surveyor 3	1	100%				50%					50%
Engineer III	1	100%			50%			20%		30%	
Admin Secretary	1	100%	100%								
Engineering Technician 1	1	100%					50%	50%			
Engineering Technician 2	1	100%					100%				
Engineering Technician 3	1	100%					75%	25%			
Engineering Technician 3	1	100%					100%				
Engineering Technician 3	1	100%					100%				
Engineering Technician 4	1	100%					75%			25%	
<b>TOTALS</b>	<b>10</b>		<b>1.00</b>	<b>0.60</b>	<b>0.60</b>	<b>0.55</b>	<b>5.00</b>	<b>1.05</b>	<b>0.05</b>	<b>0.60</b>	<b>0.55</b>

The "G&A" item stands for "General and Administrative," which is administrative support to all activities. We understand the 0.6 positions related to capital projects as evidence that the City has not been keeping up with public infrastructure replacement. The "Construction observation" and "Project management" activities are partly in support of public infrastructure, but it is difficult to imagine that a City of more than 100,000 residents could replace its streets, sewers, sidewalks, bridges and buildings as fast as they age with only slightly more than half of one employee dedicated to overseeing this.

The structure of the unit is below. This is a flat structure, particularly since the Engineer III position is responsible for project work, not supervision. Even the Chief City Engineer is essentially a staff position, responsible for project work. The administrative duties of the unit are performed by an administrative secretary.

Staffing size is smaller than a few years ago. It used to have closer to 20 employees, but is now nearly half that level. There was an Assistant City Engineer and four professional engineers, but the unit is now down to three professional engineers.



### Key Metrics

We are not discussing key metrics for all of the Public Works units here, since that would repeat the findings of peer benchmarking in Section 4. Below are a few selective comments that we believe are useful to understanding certain sections.



**Engineering**

Construction observation and project management are the two duties related to the investment in City infrastructure. The number of projects underway is not a reliable metric, as “project” can imply efforts of varying size. Dollars spent is likewise not perfect, but probably a better measure. At present, the City is spending \$8.9 million on Public Works capital projects, which it is managing with 5.6 FTE, a ratio of \$1,589,286 per FTE.

**Building and Zoning**

These are economically cyclical functions. In boom years, applications soar and so does workload. When the economy is weak, so too is demand on these units. We have no idea how to predict the business cycle, nor do we believe anyone else’s predictions.

**Streets and Sewers**

We recognize there may not be an excessive number of staff assigned to the Streets and Sewer divisions; however, in order to address fiscal sustainability, the city needs to address operating efficiencies and potential changes in service levels or how to fund these services. One such area is the branch pickup program.

The City currently provides branch/ tree limb removal service every 5-6 weeks from the months of April through November. This means that in a given year, each household is serviced approximately six times. In addition, City residents have the option of dropping off branches at the public works facility from 7am to 3pm Monday through Saturday. For large piles or whole trees, residents can contact a private tree-trimming service.

The cost of the City’s branch pick up program is currently charged to all taxpayers whether or not they live in a house or an apartment building, which by nature requires less service. Clean streets and landscape maintenance is arguably in the best interest of all taxpayers, but it is unclear whether everyone should share equally in the cost for receiving unequal amounts of service.

*If branch pickup is a landscaping service, should taxes on renters be used to provide these services to homeowners?*

*If homeowners pay landscaping services to remove branches, is it fair to tax them for branch removal for others who do not use landscapers for this purpose?*

Staffing for the Branch Pick up Program is within the Public Works Department’s Street Division.<sup>1</sup> The table below lists the total number of employees dedicated to Tree trim/ removal and branch pick up as well as the average estimated FY2012 salaries by job title.

Job title	FTE	FY12 Avg Est Salary
PW Supervisor	1	\$67,467
Lead Foreman / PW Foreman	4	236,026
Senior TDL / TDL	12	609,286
Master Operating Engineer	2	146,796
<b>Total</b>	<b>19</b>	<b>\$1,059,574</b>

The City’s land area is divided into four quadrants, which are further sub-divided into four to ten sub-quadrants.<sup>2</sup> There is a Lead Foreman or PW Foreman in charge of each of the four quadrants, with Senior TDL, TDL and Master Operating Engineers working for them.

<sup>1</sup> See Street Division – Tree Trim/ Removal, Branch Pick up Organization Chart in Appendix



Current service levels and staffing arrangements are based on two key factors; number of quadrants, and number of service times per year. We believe that this level of service is of superior quality and yields a higher workload than is truly necessary. Many cities (even larger ones like Nashville, TN, San Antonio, TX and Tucson, AZ) opt to provide branch and pick-up service only two to three times a year. This shifts the responsibility to residents to clean and pick up their own branches. In times of economic prosperity, providing above the expected level of service is commendable, but in current times, the City does not have that luxury.

The table below shows the current and recommended level of service and workload metrics.

Workload	Job Titles Assigned	Current	Recommended
Number of Quadrants	Lead Foreman / PW Foreman	4	2
Service Times per Year	Senior TDL / TDL	6	3

It is our recommendation that the City go from six annual branch pick-ups to three; once in the spring and twice in the fall. Given this decrease in workload, the staffing arrangements can be such that instead of four quadrants, there can be only two. This is a decrease of 50% in workload, currently assigned to Lead Foreman, PW Foreman, Senior TDL and TDL.

Below is a summary of our staffing recommendations given a change in current workload and service levels for the Branch Pick up Program.

Job title	Current FTE	Current FY12 Avg Est Salary	Recommended FTE	Recommended FY12 Avg Est Salary
PW Supervisor	1	\$67,467		\$67,467
Lead Foreman / PW Foreman	4	236,026		118,013
Senior TDL / TDL	12	609,286		304,643
Master Operating Engineer	2	146,796		146,796
<b>Total</b>	<b>19</b>	<b>\$1,059,574</b>		<b>\$636,918</b>
<b>Summary</b>				
Potential reduction or transfer from taxes to fee basis			8	
Tax savings		\$422,656		

By no means are we saying that branch collection is unpopular or without benefit. Rather, we question why it should be funded by taxpayers. Having started years ago in response to an ice storm that caused substantial damage, it has morphed from a one-time disaster response into a permanent, frequently recurring program. That was not the goal of the original program, but has become a mission-creep addition to the role of City government.

In our opinion, this is a good candidate for a user fee, as it is a commercially-available service of use to only a portion of City residents. Further, in terms of how to fund competing priorities, in our opinion, it is lower priority than addressing the unfunded backlog of street overlays and sewer replacement.

<sup>2</sup> See Branch Pick Up Program Service Map in Appendix

Residents will still have the option to drop off branches at the public works facility Monday through Saturday as well as hiring a private firm for removal. Should residents request additional service from the City, we recommend that the City charge an additional fee to cover the cost of the service. The City can choose from one of two ways of charging for this:

- a) **Pay-as-you-go:** Residents purchase stickers which are placed on the removal bags to be picked up by Public Works staff. Municipalities charge from \$2-3 per sticker.
- b) **Monthly service fee:** Residents pay a monthly service fee through their utilities bill for branch pick up to cover the cost of additional service.

### **Engineering**

We regard catching up on infrastructure as a priority and do not recommend reducing the size of this unit. On the other hand, with the size of a more robust infrastructure renewal program yet to be defined, it would be premature to add staff now. At the appropriate time, we would add staff at the current ratio of \$1.5 million per FTE, using the proposed new spending level to determine the number of staff necessary to manage the increase in capital effort.

### **Building and Zoning**

The difficulty in a cyclical business is matching investment to demand. If qualified staff were available on short notice, the City would reduce staff in a weak economic period and add staff when business improved. This is not feasible. The familiarity with codes and City policies involves a lead time for training that does not match well to business cycle fluctuation. It is possible to outsource some review of plans and even some inspections, but the results of such efforts have been mixed.

We address the issue of support staff later in this section, noting here that we believe a reduction is feasible.



## 2.2.7 Economic Development

### Staff Duties Profile

The Office of Planning & Economic Development has three primary functions on which staff concentrate their efforts: Housing Services, Economic Development and Planning and Design. The overall goal of the office is to improve the quality of life for residents by:

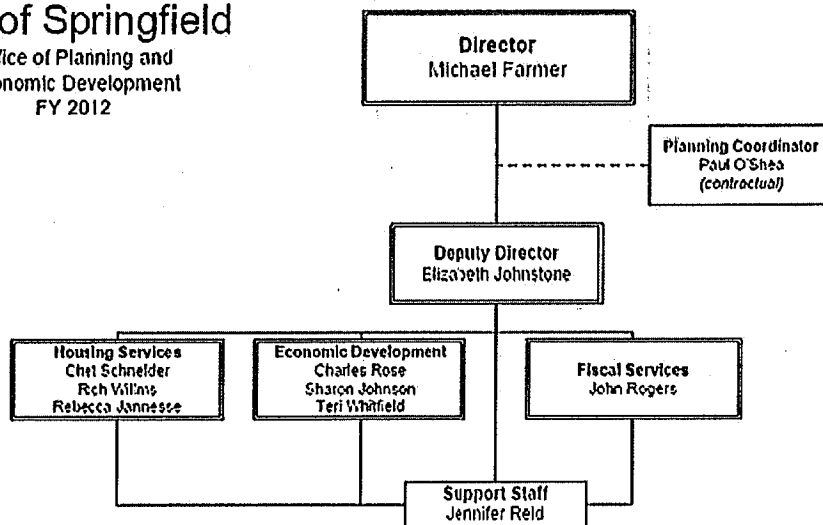
- Promoting the expansion of new and existing businesses
- Maintaining and improving neighborhoods
- Protecting and preserving the historic infrastructure

One primary focus of the Housing Services staff is related to programs of the U.S. Department of Housing and Urban Development (HUD). Staff duties include applying for grants, managing and monitoring grant funds and complying with all grant reporting requirements. The Economic Development staff is involved with Tax Increment Financing (TIF) districts, CDBG block grants and Enterprise zones.

Job title	FTE	Total assigned	General & Admin	Housing Services	Economic Development	Planning & Design	All Other
Director	1.00	100%	30%	25%	30%	10%	5%
Deputy Director	1.00	100%	25%	25%	25%	20%	5%
Planning Coordinator (contractual)	1.00	100%	0%	10%	10%	80%	0%
Housing Services	3.00	300%	45%	225%	30%	0%	0%
Economic Development	3.00	300%	30%	30%	240%	0%	0%
Fiscal Services	1.00	100%	60%	20%	20%	0%	0%
Support Staff	1.00	100%	5%	40%	40%	5%	10%
Total Full-Time Equivalent Staff by Function			1.95	3.75	3.95	1.15	0.20

The structure of this organization is flat, but does include two managers, a Director and Deputy Director, for the oversight of eight other staff.

### City of Springfield Office of Planning and Economic Development FY 2012



### **Key Metrics**

We find little in the way of metrics for economic development, which is, in our opinion, the key to the discussion. It would be nice to have a statistic that calculated that for every \$x spent on economic development, the local economy grows by \$y. In our opinion, any correlation is difficult to quantify and relies heavily on the assumption that a decision to locate or expand one's business in Springfield is because of the efforts of City staff.

### **Discussion**

There is no question that cities benefit when their economies develop. The issue here is the extent to which municipal economic development departments are the cause of that growth. If they cause the growth, then the business case is simple. If the growth would have happened without their involvement, then the return on investment is weak.

We find little data to support the link between taxpayer spending for economic development and business growth. The economic trends in Springfield are independent of City spending on this effort to promote and facilitate. Therefore, we recommend reducing this unit by four positions.



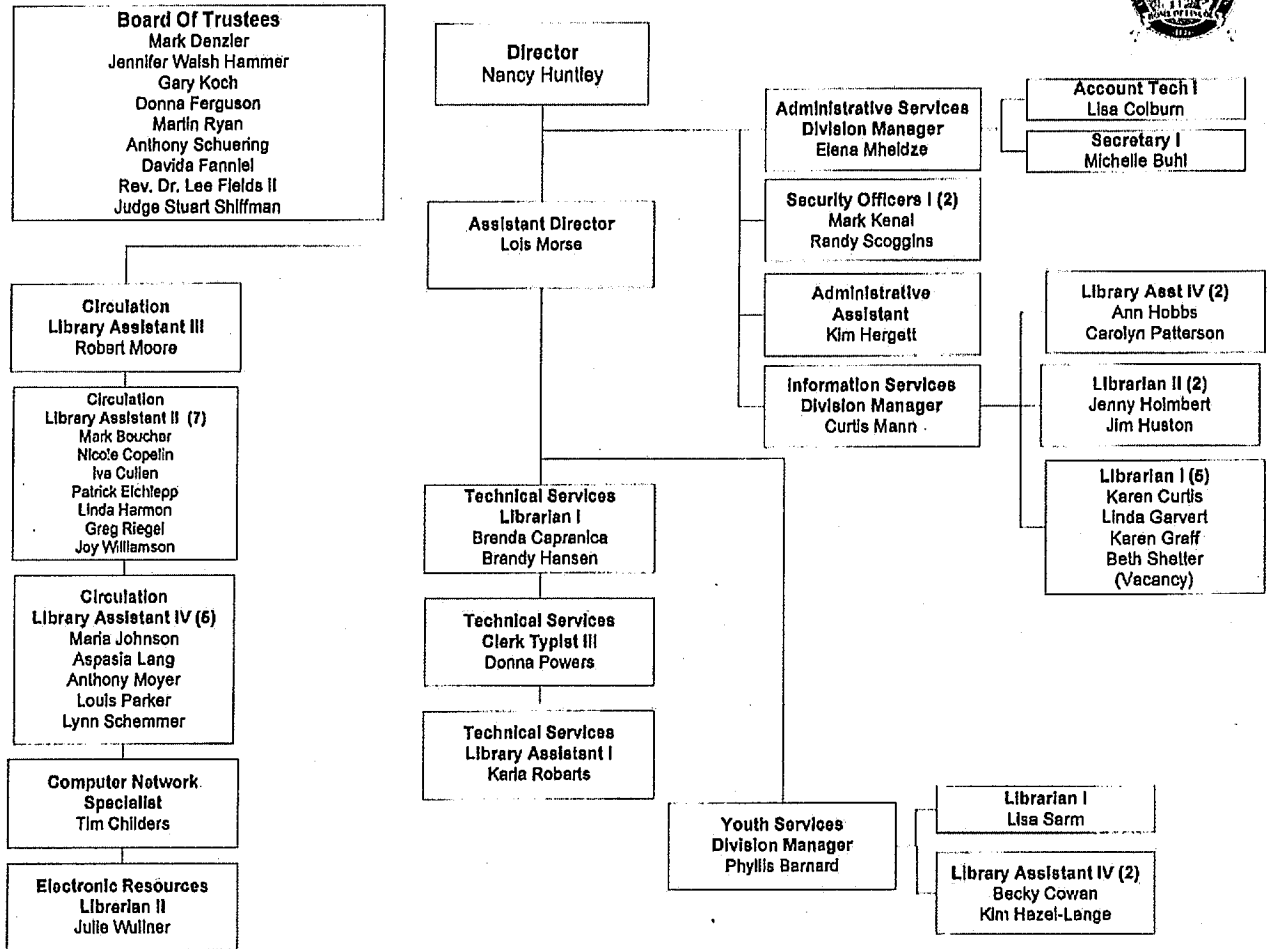
## 2.2.8 Lincoln Library Staff Duties Profile

The Lincoln Library vision is for the library to be seen as a vibrant gathering place, inspiring the imagination and stimulating the mind. Organizationally, there is a Director supported by four functional units: Circulation, Technical Services, Youth Services and Administrative Services. The Library also has a Board of Trustees consisting of nine members, three of which are currently vacant.

While the table below notes that the Lincoln Library has 15.39 full-time equivalent staff in “General & Admin” support to all tasks, in our opinion, these are not true administrative positions. Rather, they are a complement of librarians on standby to respond to needs whose timing is unpredictable. Not to put words in the mouth of the department, but in our opinion, for example, the Circulation Library Assistant IV could have been assigned to “Circulation” and not to general management of the library. Our intent here is to present the Library’s explanation of itself.

Job title	FTE	Total assigned	General & Admin	Circulation	Reference Questions	Public Programs	Library Visits	Computer Use	Meeting Rooms	All Other
Director	1.00	100%	70%			15%				15%
Assistant Director	1.00	100%	90%	3%	1%			1%		5%
Administrative Services Division Mgr	1.00	100%	85%							15%
Account Tech I	1.00	100%	100%							
Secretary I	1.00	100%	65%		5%					30%
Security Officers	2.00	200%	120%						50%	30%
Administrative Assistant	1.00	100%	35%			40%			15%	10%
Information Services Div Manager	1.00	100%	45%		40%			5%		10%
Library Asst IV - Information Systems	2.00	200%	160%			30%				10%
Librarian I - Information Systems	2.00	200%			140%	10%		10%		40%
Librarian II - Information Systems	5.00	500%			325%	25%		25%		125%
Technical Services Librarian I	2.00	200%	190%							10%
Technical Services Clerk Typist III	1.00	100%	100%							
Technical Services Library Assistant I	1.00	100%	100%							
Youth Services Div Manager	1.00	100%	45%		20%	25%		5%		5%
Librarian I - Youth Services	1.00	100%			55%	25%		5%		15%
Library Asst IV - Youth Services	2.00	200%			120%	50%		10%		20%
Circulation Library Assistant II	7.00	700%		630%	14%			21%		35%
Circulation Library Assistant III	1.00	100%		10%	60%			20%	10%	
Circulation Library Assistant IV	5.00	500%	200%	200%	50%			5%		45%
Computer Network Specialist	1.00	100%	90%							10%
Electronic Resources Librarian II	1.00	100%	44%		1%	25%		20%		10%
<b>Total Full-Time Equivalent Staff by Function</b>			<b>15.39</b>	<b>8.43</b>	<b>8.31</b>	<b>2.45</b>	<b>-</b>	<b>1.27</b>	<b>0.75</b>	<b>4.40</b>

City Of Springfield  
Lincoln Library



**Key Metrics**

We identified four key metrics to compare with other libraries in central Illinois. We have measured the hours opened per week, number of employees per opened hour, number of visits per employee, and visitors per employee per hour.

**Discussion**

It is common knowledge that the funding levels provided to the Lincoln Library in recent budgets were the bare minimum. The Library was forced to cancel all Sunday hours of operation and eliminated all part-time employees. Under the current administration, the Library has restored Sunday hours but it requires the City to pay overtime wages to the staff for hours worked on Sunday. The primary concern of the Director is to maintain the current annual budget level for book purchases. There are limited opportunities for reducing payroll costs from our review, and the library is a potential area to receive additional resources if the City has any available.

If the library is to be open only during daytime hours and only part of the weekend, it is less accessible, and challenged to fulfill its mission.



The Administrative Services Division Manger is departing. If the Library were to consolidate those duties with the Account Tech I position, we believe it could save one FTE without compromising its effectiveness.



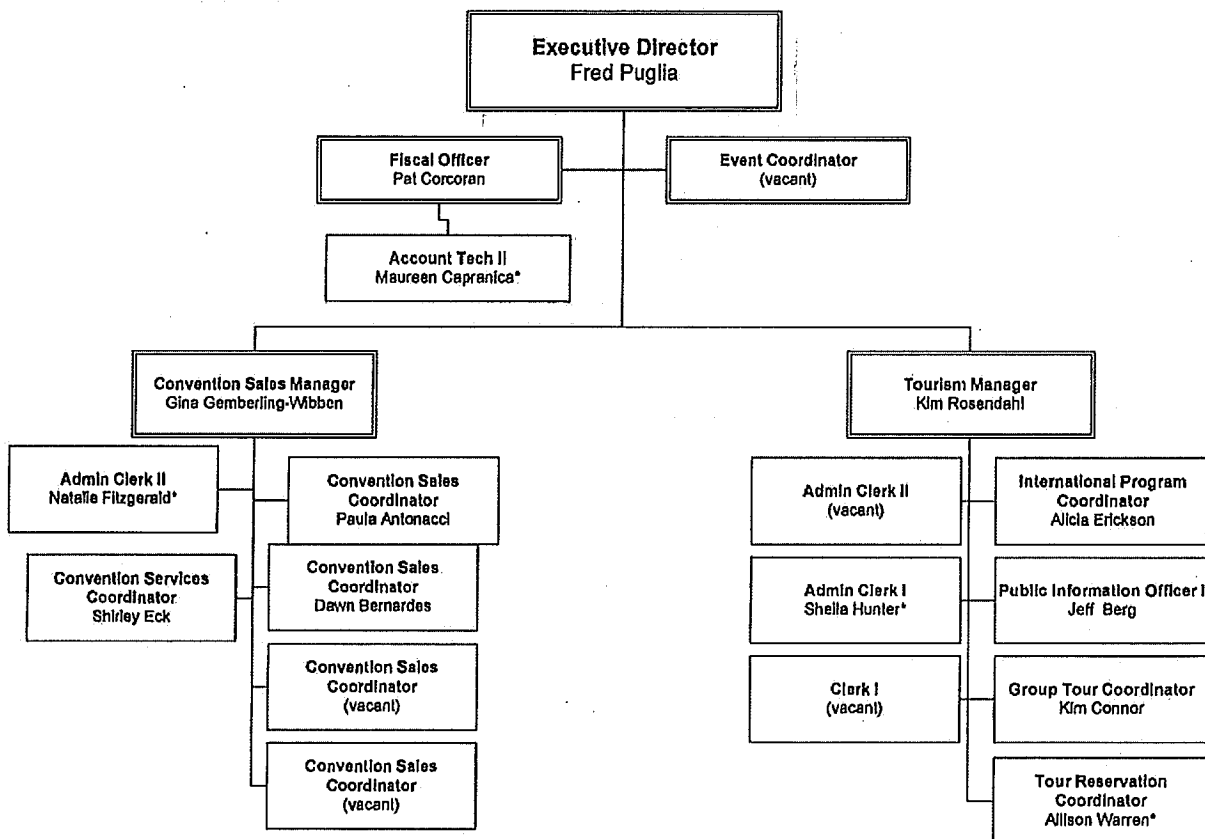
## 2.2.9 Convention & Tourism Bureau Staff Duties Profile

This Bureau does two things: market the City as a convention destination and promote and assist tourism. Funding is from a hotel/motel tax, driven by a hospitality industry that is the fourth largest employer in Springfield.

The convention business is a competitive one, especially in a weak economy. The economic benefit of a convention (hotel rooms booked, meals sold, retail sales, etc.) is tangible. Springfield has certain charms as a tourist destination and, while not as accessible by air travel, has a competitive cost advantage with larger urban centers. The job of convention sales is to identify potential conventions in sufficient time to influence the decision about where to host the event.

The tourist business is perhaps more difficult to explain in terms of how the City's expenditure results in additional tourist visits or lengthier tourist stays. The decisions about visiting Springfield are more decentralized, made by advertising. The website provides links to what to see and how to arrange one's stay. (The same site also provides a link for convention information.)

The organization chart for the Bureau below reflects the division of effort between the two units of the office. The vacancies in Conventions are sales positions; it is plausible that leaving these positions vacant would reduce convention sales. The issue is one of cost/benefit. Springfield receives approximately 100,000 hotel room nights of convention business annually. Of course, it is difficult to maintain that this is entirely attributable to the good work of the City's Convention sales efforts. Presumably, some business would come without a sales effort.



The table below shows how the Bureau staff spend their time, based on the Executive Director's estimate.



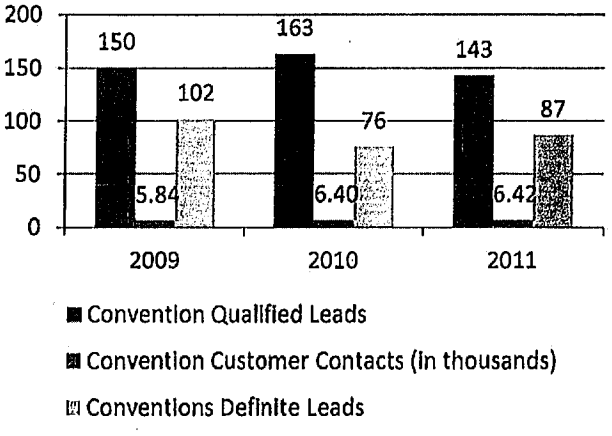
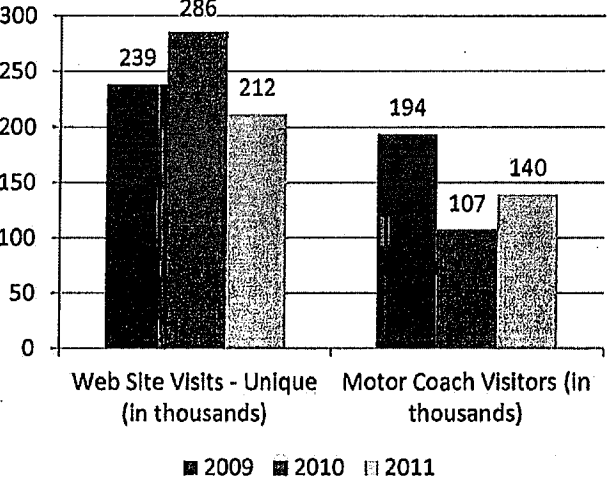
Job title	FTE	Total assigned	G&A	Convention sales	Convention services	Tourism Promotion	Tourist Services
Executive Director	1	100%	100%				
Fiscal Officer	1	100%	100%				
Account Tech II	1	100%	100%				
Convention Sales Manager	1	100%		100%			
Admin Clerk II	1	100%		70%	30%		
Convention Services Coordinator	1	100%			100%		
Convention Sales Coordinator	3	300%		300%			
Tourism Manager	1	100%				100%	
Admin Clerk I (Tourism)	1	100%					100%
Clerk I (Tourism)	1	100%	100%				
International Program Coordinator	1	100%				100%	
Public Information Officer I	1	100%				100%	
Group Tour Coordinator	1	100%					100%
Tour Reservation Coordinator	1	100%					100%
Admin Clerk II (Tourism) - will be vacant	1	0%					

### Key Metrics

In 2011, the Bureau reports that Springfield's lodging industry earned an average daily rate of \$78.60 per night from an occupancy rate of 57.2 percent. While the economy was weak, the occupancy rate is low and the average rate earned per room is also low. This may not be attributable in any way to the Bureau and perhaps, without the Bureau's efforts, the results would be worse. However, the numbers are not a ringing endorsement either.

The Bureau reports the following:

Metric	Comment												
<div style="text-align: center;"> <p><b>Convention Hotel Sales</b></p> <table border="1"> <thead> <tr> <th>Fiscal Year</th> <th>Sales (\$)</th> </tr> </thead> <tbody> <tr> <td>FY07</td> <td>\$27,497,835</td> </tr> <tr> <td>FY08</td> <td>\$43,552,234</td> </tr> <tr> <td>FY09</td> <td>\$37,281,841</td> </tr> <tr> <td>FY10</td> <td>\$37,054,001</td> </tr> <tr> <td>FY11</td> <td>\$32,482,189</td> </tr> </tbody> </table> </div>	Fiscal Year	Sales (\$)	FY07	\$27,497,835	FY08	\$43,552,234	FY09	\$37,281,841	FY10	\$37,054,001	FY11	\$32,482,189	
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Metric	Comment																
 <table border="1"> <caption>Convention Metrics</caption> <thead> <tr> <th>Year</th> <th>Convention Qualified Leads</th> <th>Convention Customer Contacts (in thousands)</th> <th>Conventions Definite Leads</th> </tr> </thead> <tbody> <tr> <td>2009</td> <td>150</td> <td>5.84</td> <td>102</td> </tr> <tr> <td>2010</td> <td>163</td> <td>6.40</td> <td>76</td> </tr> <tr> <td>2011</td> <td>143</td> <td>6.42</td> <td>87</td> </tr> </tbody> </table>	Year	Convention Qualified Leads	Convention Customer Contacts (in thousands)	Conventions Definite Leads	2009	150	5.84	102	2010	163	6.40	76	2011	143	6.42	87	<p>Tourism results appear to be driven by factors outside of the City's control and weakly correlated with City efforts</p>
Year	Convention Qualified Leads	Convention Customer Contacts (in thousands)	Conventions Definite Leads														
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 <table border="1"> <caption>Visitor Metrics</caption> <thead> <tr> <th>Metric</th> <th>2009</th> <th>2010</th> <th>2011</th> </tr> </thead> <tbody> <tr> <td>Web Site Visits - Unique (in thousands)</td> <td>239</td> <td>286</td> <td>212</td> </tr> <tr> <td>Motor Coach Visitors (in thousands)</td> <td>194</td> <td>107</td> <td>140</td> </tr> </tbody> </table>	Metric	2009	2010	2011	Web Site Visits - Unique (in thousands)	239	286	212	Motor Coach Visitors (in thousands)	194	107	140					
Metric	2009	2010	2011														
Web Site Visits - Unique (in thousands)	239	286	212														
Motor Coach Visitors (in thousands)	194	107	140														

If City efforts are generating a portion of the convention business, the cost of the effort is paying nice dividends. However, if the efforts do not contribute to an increase in revenue, the City should reduce its efforts.

As tourist spending is not centralized, organized or reported to hotels and restaurants, the input/outcome relationship for City spending and efforts are unknown.

Comparisons to the Central Illinois peer cities are not helpful. With all due respect to the peers, they do not have the appeal to tourists of a city that is Abraham Lincoln's hometown, the state capital and home to one of Frank Lloyd Wright's finest projects. Springfield has fortunate geography in that regard and will continue to attract visitors because of it.

### Discussion

We believe that the input/outcome relationship for Conventions sales is not readily measurable. In our opinion, it is difficult to claim that \$x of spending on Convention marketing equates to \$y of additional hotel, restaurant and related income for the City. Even so, with the hotel revenue alone tallying more than



\$30 million annually, it seems that the results justify a small number of convention sales positions. This is because Springfield is in a highly competitive convention market and without marketing, will not be as likely to be considered. In this area, we recommend no reductions of convention sales staffing and, in fact, support filling the one vacant budgeted Convention Sales Coordinator position.

The tourism promotion business is a more passive form of marketing. No doubt, visitors benefit from the information, but it is more difficult to say that the investment results in additional tourism dollars. In our opinion, the relationship between City spending and City tourist income is weak enough that the City can risk downsizing this unit. If tourist revenue shrinks rapidly, it would prove the worth of the investment. Yet, we suspect that would not happen. We would reduce the staffing for this unit by half, from eight to four, eliminating the Group Tour Coordinator and two administrative positions. This administrative position satisfies one of the two support positions that we are recommending be eliminated based on analysis in section 2.2.14 Shared Services for Support Staff. We feel that Tourist Services, relating to the experience that visitors have when in Springfield, may enhance the experience enough to provide good references when tourists return to their home cities.

That this operation is funded by the hotel/motel tax is irrelevant to us. This prevents it from being a burden on property tax, but every tax has a taxpayer and a consequence. Keeping the tax as low as possible and spending the money in ways that is demonstrably related to increasing sales is the goal. We address a similar issue in our discussion of CWLP, which has been used as a funding source for things unrelated to the mission of a utility.



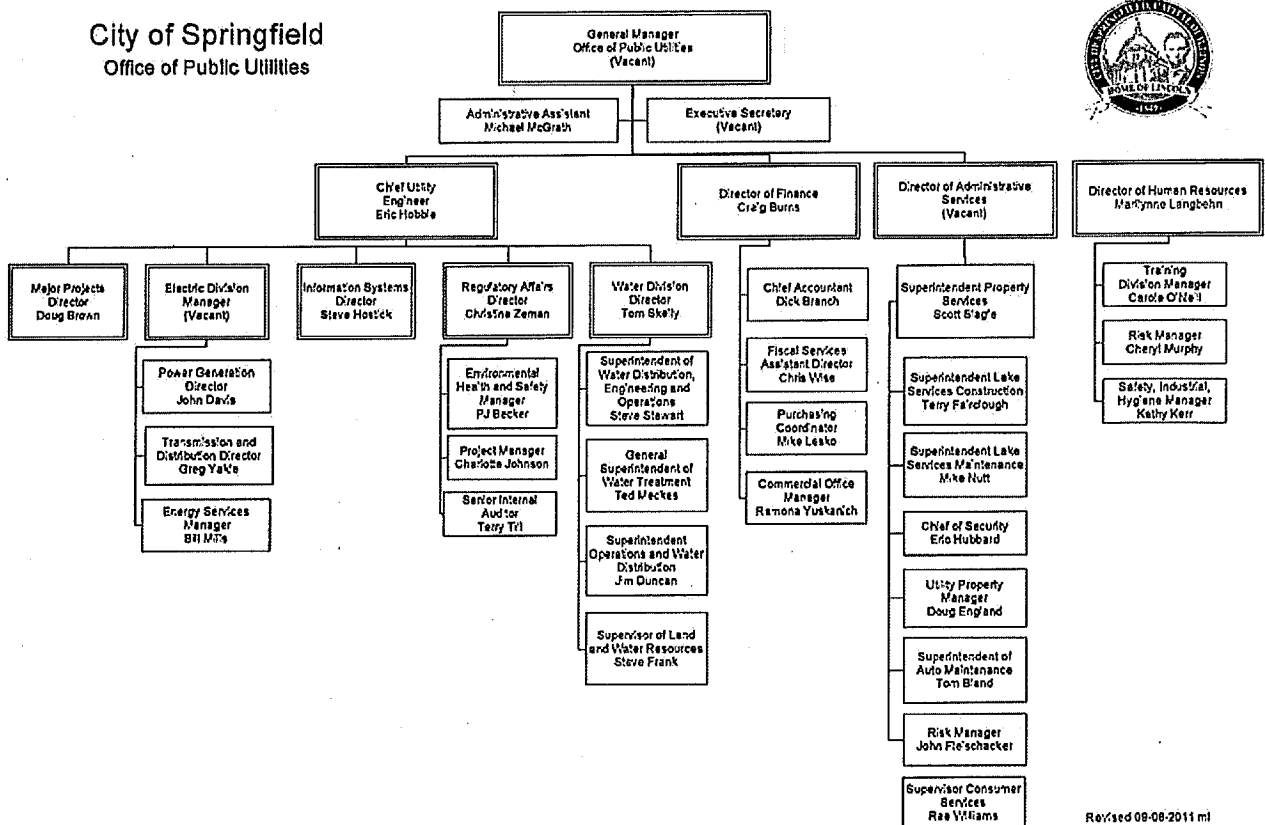
## 2.2.10 Office of Public Utilities

### 1 - General Manager's Office

The General Manager's office is responsible for the overall operation of CWLP. It is comprised of Organization Codes H – General Manager, HA – Human Resource Director, and HAA – Training Division Manager. There are currently 11 approved positions in Organization H, with four currently vacant. Current vacant positions include the General Manager, Director of Administrative Services, Executive Secretary and one Administrative Assistant that was vacated after our project began.

The seven positions currently filled in the General Manager's organization include:

- Chief Utility Engineer (currently acting General Manager)
- Director of Finance
- Director of Human Resources
- Water Division Director
- Regulatory Affairs Director
- Office Coordinator
- Public Information Officer II



Organization HA – Human Resource Director, includes four approved positions, all currently filled. The four positions reporting to the HR director include the Training Division Manager, Risk Manager, Safety Industrial Hygiene Manager, and a Secretary I. Organization HA was created in fiscal year 2011; prior to

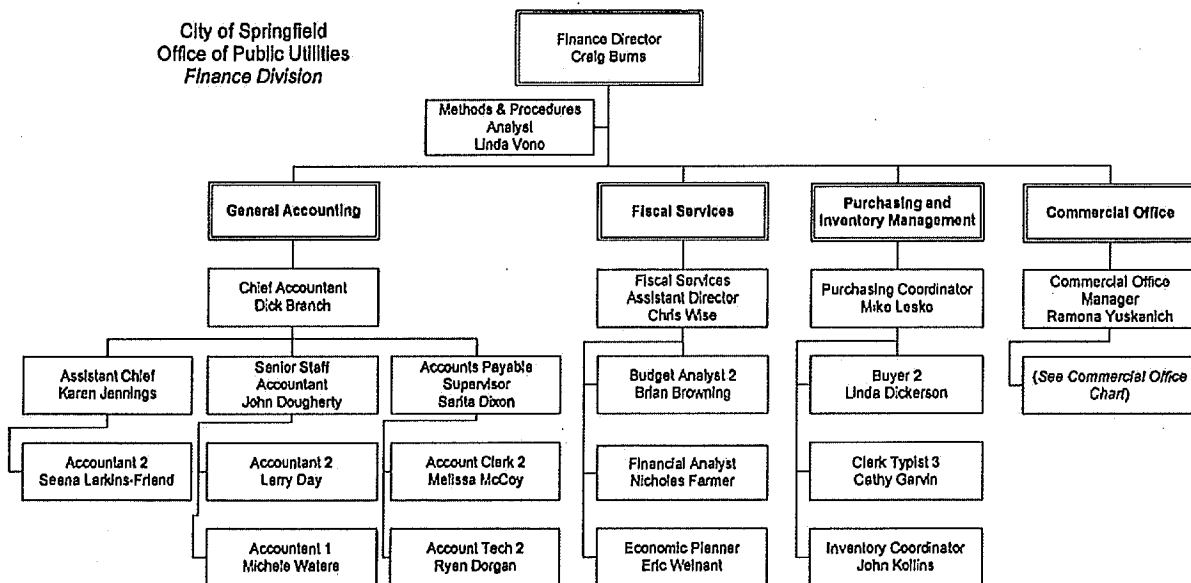
that time, positions reported to the Director of Administrative Services. Organization HAA has an approved headcount of one. The Training Coordinator position is currently filled and reports to the Training Division Manager.

Our interviews suggested that the HR Director job title is something of a misnomer, since the position is not a policy position.

We believe that the CWLP Human Resources Director job title should be modified to reflect actual duties. The staff that currently report to the CWLP HR Director should report to the Director of the Division of Administrative Services.

## 2 – Finance Division

The Finance Division is made up of four functional organization groups: General Accounting, Fiscal Services, Purchasing and Inventory Management, and Commercial Office. Organization K – Finance Director contains five approved positions with all positions filled. The five positions represent the head of the four sub organizations plus a Methods & Procedures Analyst. The approved headcount in this group has been flat since 2005; all changes since then have been associated with the transfer of Information Systems and Consumer Services to other divisions.



The General Accounting unit includes organizations KB and KBA. The headcount in these units has remained at a level of 8 FTE since 2003. The Fiscal Services unit (KC) has remained at 3 FTE for the last ten years and the staff assigned to Purchasing (KD) has also remained at 3 FTE since 2003. In recent days, an employee from General Accounting submitted paperwork to initiate the retirement process; the current plan is to absorb his duties into the responsibilities of current staff.

The Commercial Office (KE) is the fourth unit operating under the supervision of the Finance Director. The Commercial Office staffing has fluctuated between 47 and 49 approved positions since FY 2006. There were 47 approved positions in the FY12 budget, with one mailroom position included in the recent round of layoffs at CWLP. The Commercial Office is divided into the following four functional areas:

- Customer Service – This unit is comprised mainly of customer service representatives and their supervisors, along with a switchboard operator. The primary function of this unit is to respond to

CWLP customer requests for new service, changes to existing service or any billing related issues.

- Cashiers – The cashiers are responsible for processing all utility bill payments
- Billing – This group of account technicians is responsible for the oversight and maintenance of utility account information in the commercial billing system software and for managing the monthly billing cycles.
- Mailroom – The mailroom is responsible for handling all outgoing mail for CWLP and all other City departments. They are also responsible for the handling of all incoming mail as well as handling inter-office mail for CWLP and all City departments.

The Commercial Office staff is made of front line workers that must communicate on a daily basis with utility customers. In most instances, this staff is dealing with issues that are very important to the customer such as establishing new service with CWLP, a utility bill error/dispute or a service disconnection issue. The following are some suggestions contributed by the staff to improve the efficiency of their performance:

- Staff would appreciate if supervisors took an active role in resolving customer disputes once a request to speak to a supervisor has been made by the customer. This could eliminate three way conversations between the supervisor, service representative and customer; and it would reduce the likelihood of misinformation communicated to the customer.
- Establish similar shifts for all units of the commercial office, so there would be additional staff available to respond to customers, especially on Mondays and Fridays when volume is the highest.
- There is a need to have a supervisor available to assist staff during all hours of operations (7:30 am – 5:00 pm). Also, when supervisors take lunch and breaks at the same time, there are gaps of time where no supervisor is available for staff to consult with.
- Evaluate the hours of operation. Should the drive-thru be open on Saturdays? Would closing the commercial office at 4:30 reduce the level of overtime and comp time?
- Old water meters located in customer basements create many billing problems; these could be eliminated with upgrades to automatic meter reading (AMR) devices.

### **3 – Information Services Division**

This division (ISD) serves not only the needs of CWLP, but of the City Corporate Fund departments as well. The operation of a utility requires use of some very sophisticated technology. A utility that was hostage to budget limits of a Corporate Fund could find itself unable to fulfill its mission. Therefore, we have no objection to the existence of a unit in CWLP responsible for this. The stability of funding in a utility environment may protect the necessary service better than if the function were at the mercy of fluctuations in tax revenues and competing priorities, as is the case for Corporate Fund programs.

Many information service departments charge customers for their services, which we believe would be proper here. If CWLP were an investor-owned utility, its cost of serving the I.T. needs of other City functions would clearly not be an allowable cost in the rate base. The only way to correct this situation is to quantify the cost of service to the Corporate Fund and make the Corporate Fund reimburse CWLP for it.

Is this excessive bureaucracy? We think not. Elsewhere in this report, we discuss that the City has used CWLP as a “piggy bank,” giving it duties unrelated to the utility mission to avoid making tough decisions about how to live within the means of the Corporate Fund. We think that should stop. In the case of ISD, the solution is not to duplicate the function in the Corporate Fund, but rather, to enjoy the economies of scale in a consolidated unit, but to charge for it.

- The Corporate Fund and CWLP provide many services to each other. For the integrity of CWLP as an enterprise fund and to avoid using funding generated for one purpose from being spent on an unrelated purpose, the City should study annually the cost of services that each of these two funds provide each other and ensure the integrity of the use of tax and utility rate proceeds.

#### **4 - Power Generation (Includes Major Projects)**

More than anything, what determines the need for staff in power generation is the design of a power plant. A console position needs 24x7 coverage. Each such position requires 5 FTE

- With 7 days per week and 3 8-hour shifts per day, a week has 21 shifts of required coverage
- A full-time worker works a shift five days per week – less, actually, because of paid leave and training requirements.
- 21 shifts divided by approximately 4.5 shifts per worker means a plant needs 5 FTE per fixed post; it is not practical to employ small fractions of a worker.

Because of changes associated with the addition of the newer, higher-output plan (Dallman 4), the unit is still shifting staff between certain duties. There are a few employees who will retire in the near future, that the Division is using to help cover overtime, but who will not be replaced when they leave. One position, whose incumbent has already retired, will not be replaced. Apart from these changes, we do not find the unit to have excess staff.

We would like to comment here on the issue of overtime, not only in respect to this unit, but citywide. The City must use caution in adding staff to avoid overtime. While it is true that paying a premium rate for labor is not appealing compared to straight time rates, additional hires need pensions and benefits. Failure to consider these fringe benefit costs could result in the unintended consequence of increasing City cost in an effort to reduce costs. It is difficult to reduce the math to a simple formula, given the varying labor rates and levels of overtime to cover. Our advice is simply to recall that some of the costs related to new hires are not in the budget of the unit that does the hiring, and overlooking these costs may result in a poor financial decision. Overtime may be cheaper and may, within limits, be itself a manageable cost.

#### **5 - Electric T&D**

The Electric Transmission, Distribution and Operations Division is comprised of 183 authorized positions. They are responsible for maintaining the transmission and distribution system that delivers power to its 66,892 customers. The headcount for this organization in FY 2003 was 187 FTE. Over the last ten years, 19 meter reading employees were added to the group and the current staffing level is 183. The areas with reduction in headcount that offset the addition of meter readers include the Maintenance Supervision Construction (-10), Supervisor of Services (-8) and Communications & Control (-8). Organizations that grew over the last ten years includes T&D Engineering (+5), System Operations (+5) and substation Engineering and Maintenance (+8). The T&D Director assisted us in developing an estimate of where T&D staff dedicate their efforts.



T&D Activity	FTE
Construction	52.86
Maintenance	42.63
Customer Service	32.67
NERC Compliance	6.14
Electric Markets	3.70
Reliability	11.61
Regulatory	1.05
Safety	15.20
Management or Admin	13.85
Union Issues	3.29
<b>Total</b>	<b>183.00</b>

The large array of duties performed by this group makes it difficult to identify specific areas where staffing levels exceed performance needs without guidance from T&D management. We identified two positions in T&D as areas of excess capacity.

In Line Clearance, there are three Yard Maintenance staff supervised by two foremen. We recommend that the unit have only one Yard Maintenance Foreman, as was formerly the case.

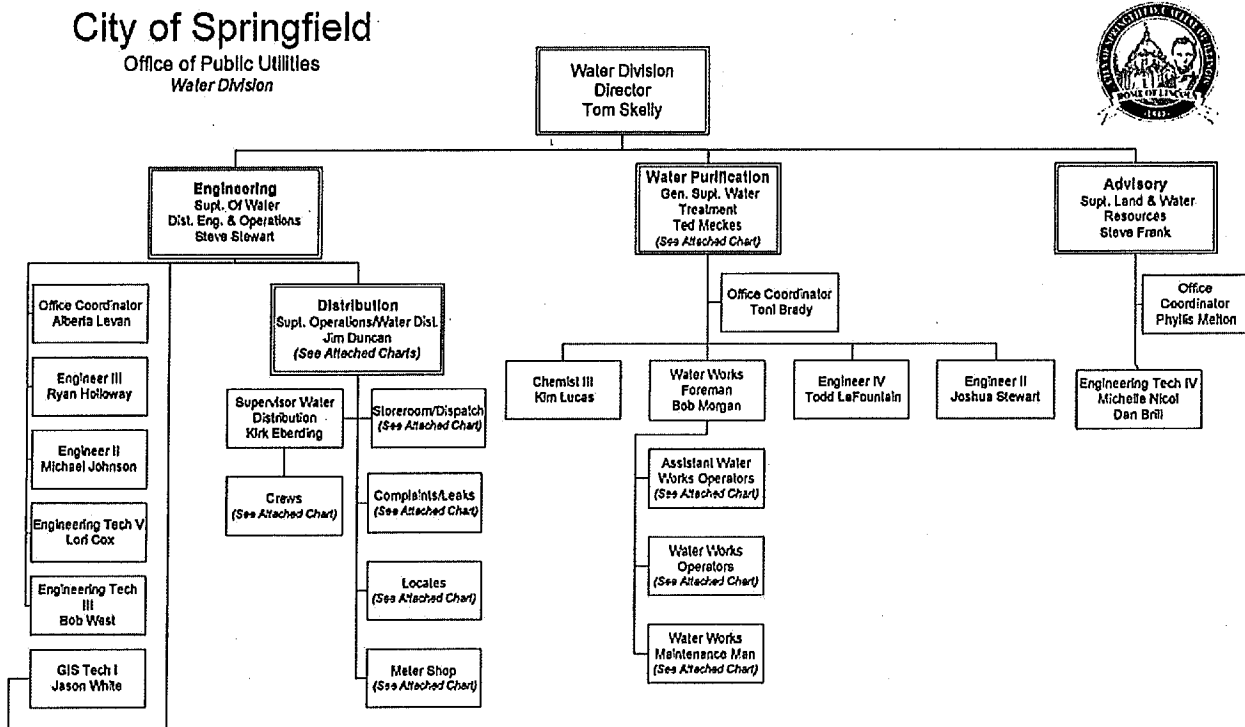
We reviewed the organization units with the Director and have listed some of the general operating concerns that need to be addressed.

- The capital budget for T&D projects is at its lowest level in a long time. Due to the lack of construction projects, crews have been available for tree trimming activities that are normally handled by the Nelson Line Clearance contract. CWLP tree trimming crews have been halted by complaints from home owners to the previous administration because they did not like the appearance of the trees after the clearing. This is a common problem in electric utilities, but data show that approximately 50 percent of power outages are due to branches on wires. Popular or not, a utility must prune branches that may interrupt electric service. Despite citizen concerns that pruning “butchers” trees, reliability of service requires branches near or on transmission lines to be pruned. It is not likely the public will appreciate this, but the pruning is essential.
- CWLP is required to remain compliant with North American Electric Reliability Corporation (NERC) standards in order to operate in the North American bulk power system.
- Safety continues to be a major concern of T&D management; they recommend that workers compensation policies drafted by the Strategic Leadership Council (SLC) be implemented and additional training programs be developed.
- An investment in Automatic Meter Reading (AMR) devices would reduce the required level of meter reading staff and improve the measurement of customer usage, which may also help with the volume of customer inquiries. The city should evaluate the benefit of borrowing funds to upgrade a significant number of meters in order to reduce the number of meter reading staff. It will be more cost effective for CWLP to replace electric meters. The AMR water meters are battery powered which would require battery replacement every six to eight years. Water meter reading has caused more worker injuries due to the required level of bending and lifting of pit covers to read water meters.

- The five year staffing plan identifies many retirement eligible employees, which could create a major loss of historical knowledge on the operations of the T&D Division.

## 6 - Water Division

The Water Division is divided into four areas: Distribution (BA/BD), Water Purification (BB), Land and Water Resources (BC), and Engineering (BE). The total authorized headcount for the Division in FY2003 was 74 FTE; it fluctuated between 77 and 78 from FY2005 to FY2010. It increased to a total of 80 FTE in FY2011 and has returned to 74 in the current fiscal year. Organization unit B has an authorized headcount of four, which includes the superintendents from the four functional areas. The Water Division Director, Tom Skelly, completed an internal staffing analysis in August 2011, updated it in October, and shared it with us for this review.



Water Distribution Operations (BA, BD) has responsibility for construction and maintenance of all water distribution facilities within the City and points of connection with wholesale customers. Contractors are used for some construction projects; otherwise, CWLP crews are responsible for all main, fire hydrant, new service lines and meter settings, and maintenance and repair on 750 miles of main, 6,500 hydrants, 16,000 valves and 51,500 customers. The approved headcount for units BA and BD dropped from 48 in FY 2011 to 43 in FY 2012. We do not see an opportunity to reduce staffing levels in this area. Management also points out the potential need for hiring from the local Operating Engineers Hall if any staff is out of work for extended periods of time.

One issue for water services is how to fund them. We heard widespread comments that there is resistance from many quarters to increasing water rates sufficient to cover the cost of operations. In this situation, one option might be to undertake a widespread replacement of water meters. Meter technology has a consistent bias; as meters age, they under-report the usage of water. If usage were measured correctly, the system would generate additional funds without a rate increase. While some vendors will offer to replace

meters for free if they receive a share of the increased water revenue, we suspect that the City would be better off borrowing the cost of the work itself. CWLP is aware of this opportunity and is exploring it. It has worked to replace meters at larger customers, but feels that a citywide replacement program would be perhaps unnecessarily expensive.

The Water Purification Plant (BB) consists of 18 authorized positions in FY 2012; the level of authorized staff in organization BB has fluctuated between 18 and 19 since FY 2003. The Water purification process involves a 24 hour per day operation of pumping water from Lake Springfield through the water treatment plant where treatment chemical addition, clarification and filtration occur along with water disinfection and fluoridation. A recent problem was corrected with the addition of one Assistant Water Works Operator. Due to extensive benefit time available to the operator staff, the maintenance men were being utilized as fill-in operators, which caused a drop in the level of maintenance activities performed. The additional operator allowed routine maintenance efforts to stay on schedule. We see no opportunity to reduce staff in the water purification plant at this time.

The Land and Water Resources (BC) unit consists of three employees responsible for a variety of tasks related to water quality and land management activities. The authorized positions for this unit have remained at three FTE for the last 10 years. There are two engineering technicians and an office coordinator (the latter serves Land Management as well). The only opportunity for a staffing reduction would be the incorporation of the office coordinator into the Shared Services concept described in section 2.2.14 of our report.

Water Distribution Engineering (BE) consists of six authorized headcount: two engineers, two engineer technicians, a GIS technician and one office coordinator. The approved headcount for this unit has been at approximately 5 positions for the last decade. There was recent concern about succession planning after an engineer retired in March 2011, leaving the Superintendent as the only engineer on staff. Since that time, two engineers have been hired and the Superintendent committed to remaining on staff for the next 24 months to provide adequate training for a successor. There is also concern that the GIS technician is the only person familiar with the Water Department GIS model, creating a need for cross training with other staff in unit BE. The two engineering technicians have also been at CWLP for 25 and 30 years, so succession planning for their positions is also a priority. The only opportunity for a staffing reduction would be the incorporation of the office coordinator into the Shared Services concept described in section 2.2.14. We recommend reductions in support staff, but leave the departments discretion in which specific support positions to reduce. If they prefer to rely on seniority, that may be their right. If they prefer to assess the internal value of the positions, realign responsibilities and shift the remaining staff to cover their needs, we expect them to do so.

The staffing levels of the Water Division over the last decade have been relatively flat. Division management was concerned when job postings for highly technical positions such as engineers went unfilled, and further, that information about the reasons for this was scarce. There was speculation that none of the qualified candidates were known to the previous administration, thus the positions remained unfilled.

Listed below are issues the Water Division will need to address.

- Hiring of a General Manager to reduce the workload of the Chief Utility Engineer and open up his time to assist in the oversight and management of the Water Division. The acting General Manager told us that he considers the General Manager position to be subject to the whims of political considerations and possessing less job security or career value than his permanent position. We suspect he is correct.
- Address the need to invest in the aging infrastructure of the water distribution system. Part of the problem – which staff discuss openly – is that a water rate increase is unpopular. Without a rate increase, the system will not improve. Continued deterioration may escalate the long-term cost of ownership to the point where it is not a matter of “Pay me now or pay me later.” Instead, it may



be “Pay a lot now or pay a great deal more later.” We understand the political unpopularity of a rate increase and sympathize with anyone who supports it for the criticism they will endure. Yet, it is the necessary and proper thing to do and someone needs to say so. The system will not fix itself without money.

- Increase the level of training for supervisors, providing them with tools and techniques to manage people. (This comment is applicable to the Corporate Fund too.) There are allegations that unqualified people were promoted and often because they had friends in high places. Yet this cannot be the case for all supervisors. People are often promoted because of successful performance at their prior job, only to find they are not trained to meet the requirements of the next level (the “Peter Principle”). A training program could mitigate this problem (which the Safety Council has already implemented).
- Find solutions to the level of benefit time currently offered in many of the union contracts, which has had an adverse impact on the productivity of water division staff. (This comment is applicable to the Corporate Fund too.) We do not blame unions for advocating for their membership; that is their charter. This comment is directed at City officials who approve such arrangements. Past practice can be difficult to alter and we have no delusions that major changes will come soon. However, it is fair to say that many employees hope that the City will understand that the prolonged economic downturn means that City negotiators need to try to obtain terms more acceptable to the public.
- Improve quality in hiring; one of management’s concerns is that under-qualified staff hired under the previous administration will have opportunities to bid on job openings in the future. (This comment is applicable to the Corporate Fund too.) We address this in our discussion of Human Resources in the Corporate Fund.

## **7 - Administrative Services**

The Division of Administrative Services is made up eight functional organization units; the Director position has been vacant since January 2010. In addition, Information Systems Division (JB) and Energy Services (JC) were recently reassigned and now report to the Chief Utility Engineer. We interviewed the Superintendent of Property Services for our staffing review, as he has been responsible for oversight of the division until a new director is appointed. We had a follow-up interview with the acting General Manager who is also the acting director for this division. The acting General Manager has had to prioritize his focus on the electric and water utility functions; he has not had the time to review how all of the organizational units within Administrative Services perform their duties. We feel strongly that CWLP must hire a Director for this division and allow the person to gain full knowledge of how these groups function. We believe the level of headcount in Administrative Services could be reduced appreciably without impacting the overall mission of CWLP, but there would be a decrease in the level of services these staff provide to the utility and the City. Due to the unique nature of the Administrative Services Division, we were not able to develop any peer comparisons since no other utilities provide these services.

Throughout the Administrative Services Division, there appears to be a duplication of supervision. Based on our review of the organization chart, all units (except Consumer Services) report to the Superintendent of Property Services. We are not questioning the performance of this supervisor, especially since he has been a major factor in the management of the organization since the Director retired. Our role in this Fiscal Sustainability Study is to determine if there are duplications of effort. A new Director of this Division may be able to manage the responsibilities of both positions. There are four areas that also appear to have two positions responsible for the supervision of the workers within each organization. The four units with an appearance of duplication are Lake Services Maintenance, Lake Services Construction, Lake Security and Vehicle Management. This deserves additional review by the City.



The authorized headcount for organizations J, JA and JAA was 13 in FY 2003 and is 15 in FY 2012. The highest headcount over the last ten years for this group was 19 in 2009. The headcount assigned to these units represent superintendents or managers as well as several support staff. Two positions within organization J were part of a recent layoff; those positions were the General Superintendent of Lake Services and a Messenger Clerk II. Our recommendation for a shared services model should impact this division; in our review with management, we identified six staff with duties that would be defined as support staff. Five of those staff are located at the Property Management Center and one is located at the Vehicle Maintenance Facility.

There is one office coordinator position assigned to JA that reports to the Utility Property Manager. These two staff are responsible for all City-owned property on Lake Springfield and Lake II property as well as the houses located on Lake II land.

Lake Security is organization JAAB; the authorized headcount has fluctuated between 20 and 22 positions for the last decade. The Chief of Security and Deputy Chief of Security are both assigned to JAA, while the remaining staff are assigned to JAAB. The Deputy Chief was hired in 1981 while the Chief of Security started in 2007. We were not able to determine if these two staff are included in the power plant's minimum staffing requirements. The security staff include five Sergeants, 12 Officers and 3 Guards. One guard position is vacant and may have been removed from the FY 2012 authorized headcount. It is beyond our scope to define the staffing levels needed to meet the utility's security needs as we are not familiar with homeland security standards that may need to be in place. The power plant requires a minimum of two security guards on duty at all times. In addition to power plant security, the staff are responsible for locking lake park entrances at 10:00 pm and re-opening them in the early morning. If there are more than two staff on duty, they will patrol the parks, substations, and gas turbine generator locations. One change has been the reduction of most overtime; the overtime salaries paid in FY 2011 were \$62,000 compared to nearly \$263,000 paid during FY 2005.

In our follow-up interview, we were informed that the security detail assigned to the Municipal Center West was reduced from 24/7 to the times that the building is open to the public. We were also informed that the patrolling of substations and gas turbine locations has been nearly eliminated.

The Lake Services Construction (JAAC) unit had a headcount in FY2003 of 15; it has grown to a total of 23 in FY12. Listed below is the number of approved positions by job title.

Position Title	FTE
Construction Manager	1
Office Coordinator	1
Foreman	4
Plumber	2
Carpenter (3 vacant)	6
Painter	3
Laborer	4
Janitor	1
Operator	1
<b>Total</b>	<b>23</b>

It is our understanding that under the previous administration, Lake Services Construction expanded its duties beyond the Lake Services properties and began supporting other CWLP locations as well as other City office locations. There are two key policy questions:

- 
- Should a municipally-owned utility provide services that an investor-owned utility could not include in its rate base? Granted that investor-owned utilities are in the electricity business, not water, but the principle of an enterprise fund as a stand-alone business is at stake.
  - If the answer to the previous question is "Yes," should the costs be charged to utility rates or taxes?
- 

There is no doubt that the public values these services. If CWLP does not provide these services, they would presumably fall to the Department of Public Works. Public Works lacks the funds to do these things within its existing appropriation, which would lead to several other questions:

- 
- Should Public Works reduce other spending to allow it to absorb non-utility duties currently performed by CWLP?
  - Should the City reduce spending in other departments to offset some or all of the cost of Public Works absorbing non-utility duties currently performed by CWLP?
- 

The Superintendent of Lake Services and the Construction Manager are both supervisors for the other 22 positions. It would be important for a new director of this division to determine if the supervision of duties could be handled by a single person, keeping in mind there are also four foremen that supervise the construction work crews. We believe there is a need for Construction Services within the Utility, especially to support the power plant and water plant facilities. We were informed that one of the plumbers on staff has experience in HVAC and has saved CWLP a significant amount of expense usually paid to contractors to perform annual tests on HVAC systems. We are unable to document the need for six carpenters, three painters, four laborers and three plumbers, nor the four foremen. A manager with a full understanding of the CWLP needs would have to make a decision on the number of these positions to retain as full time equivalents. The use of seasonal hiring and contractors for specific construction and repairs may be the most cost effective structure for CWLP to operate this unit.

The Lake Services Maintenance (JAAD) had a headcount in FY2003 of 17; it grew to a total of 20 positions in FY 2008 and remains at that level. The staff assigned to JADD are responsible for the maintenance of Lake Services property, which includes mowing of all lake parks and common ground areas as well as maintenance on the lake service roads. The Superintendent of Lake Services and the Project Coordinator are supervisors for two foreman, two laborers, two operators and thirteen maintenance equipment operators (MEO). Considering the two foremen (who are not necessarily true supervisors) are also responsible for supervision, there are four supervisors for 17 staff positions, three MEO positions that are currently vacant. Our recommendation is for management to determine the minimum level of staff needed to perform this function on a year round basis and hire seasonal staff for mowing during the April to October time frame.

The Vehicle Maintenance Facility (VMF) is the central garage operation for all utility vehicles. Organization JAB consisted of 28 authorized positions in FY 2003; the current approved headcount has decreased by one to 27. The assistant superintendent of auto maintenance was one of the positions included in a recent CWLP layoff. We believe the city needs to evaluate the concept of a central garage to support all city-owned vehicles. We understand CWLP has specialized vehicles as do the fire department, public works and the police department.

There were several interesting comments submitted by the staff of the VMF. The primary theme of their comments was the difficulty of maintaining an aging fleet rather than investing in new equipment. Additional comments were made about supervision and job assignments needing to be improved. It was also suggested that under the previous administration, too many staff were transferred from the evening

shift to the day shift. This created a situation where there were not enough staff to perform routine maintenance during the evening shift when utility crew vehicles were not in use. In order to complete maintenance on crew vehicles, the crew assigned to those vehicles would be shut down during normal work hours. This situation caused crews to delay having routine maintenance on their vehicles which eventually leads to major vehicle repairs. We recommend management review the shift assignments of all VMF staff to determine if an increase in evening shift mechanics would improve routine maintenance on the CWLP fleet.

## **8 - Energy Services**

The Energy Services office was part of the Finance Division until FY 2008; the approved headcount was four positions in FY 2003 and had been reduced to three at the time of the move to Administrative Services. The current authorized headcount for Energy Services is 8 FTE plus a manager. The mission of energy services has evolved in recent years; it was expanded to include water conservation in FY 2010. It is also our understanding that as part of the City's agreement with the Sierra Club, there is an established level of commitment to energy efficiency and water conservation that the CWLP must maintain.

## **9 - Regulatory Affairs**

Utilities are a unique business and municipally-owned utilities are a niche within this niche. CWLP staffs this need with an attorney who does not report to the City's Corporation Counsel. This is perfectly acceptable and the Corporation Counsel has no wish to change the status quo.

Our only concern in this unit is that the attorney in the group is highly experienced without an apparent succession plan. If no one is being groomed to take her place when she eventually retires – which could take years – CWLP will have no option but to outsource the service at what we expect would be a much higher cost.



**2.2.11 Police civilian staff  
Staff Duties Profile**

By design, sworn police officers were not part of this study. This is not an endorsement that the City has the proper number of sworn officers. It is an acknowledgment that if there are not enough, the City is in no position to increase staffing and if there are too many, the political capital needed to reduce staffing would distract significantly from other priorities.

The focus here is on civilian staff of the Police Department only.

Unit	Title and Number of Civillians
Office of the Chief of Police	Office Coordinator (1)
Field Operations	Secretary II (1) Traffic (5) Four are traffic wardens responsible for parking and abandoned vehicles and 1 is a towing officer Front Desk Admin Clerk (2)
Criminal Investigation Division	Secretary II (1) Sex Offender Registration (1) Crime Analyst (1)
Administrative Services Division	Secretary II (1) Personnel Section (1) Fiscal/Payroll (3) Messenger (1) Evidence – Civillian (1) Records (9) Fleet (8) 1 supervisor, 4 are mechanics helpers, 2 auto service workers, 1 auto shop foreman Supply (1)
Professional Standards Division	Secretary II (1)

Cities vary in whether police departments maintain their own vehicles. Where the police maintain the vehicles, it is usually because of fear that if they do not, the service level of a different department would not respect the need for timely service. Where fleet management is done in a central shop, it is usually out of belief that a centralized shop is more cost-effective. In Springfield, the Chief is clear that he must have timely service and that he fears that a central shop would not provide timely turnaround of his department's needs.

Police departments have some specialized information technology needs. For email and general I.T. support, the Police Department relies on the support of City Water Light & Power. For certain specialized needs, the Department is supported by a sergeant who has a Bachelor's Degree in computer science. There is a vacant slot in Planning and Research for this need, but the Department indicates that it does not expect to fill that vacancy. The position may be eliminated.

**Key Metrics**

For most of the sworn positions, it would be difficult to quantify the need and difficult to get peer data. One area worth review is the number of support staff. Nationally, the number of secretary and administrative assistant positions has been shrinking, due to the advent of technology that professional staff can use to serve their own needs, as well as cost consciousness. This is not to say that secretaries and administrative assistants are not needed, but only that fewer are needed than a generation ago. In our

opinion, the metric for this situation is the ratio of secretaries to total staff. We address this issue globally, later in this report, rather than here solely as a Police Department topic.

The other area that we highlight is the existence of a separate fleet management function within the department. All of the peer cities in our Central Illinois survey operate with a centralized fleet management department. We realize the Police Department's need for timely service, but question whether that justifies replicating the function within this department.

### **Discussion**

We address the concept of a centralized fleet management operation in section 2.2.13.

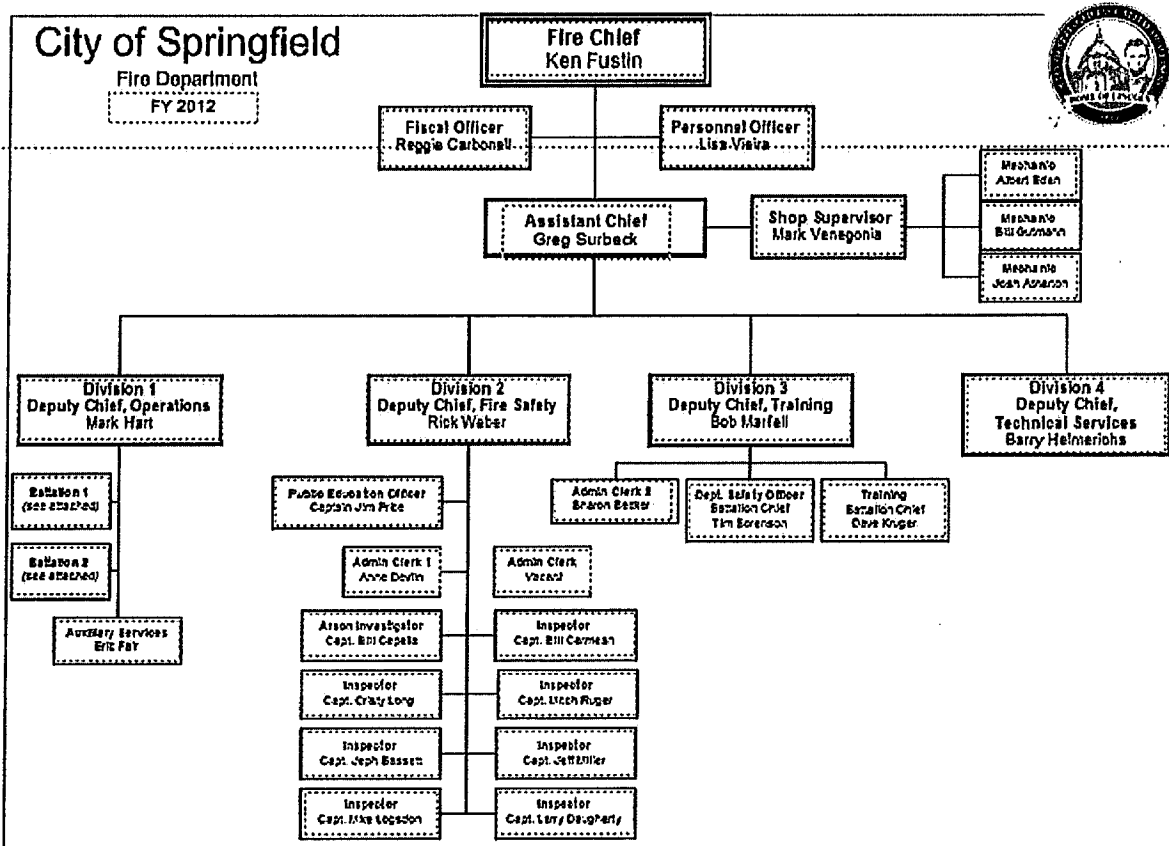
The Chief notes that the Department eliminated 52 civilian positions in the last ten years, including crossing guard / traffic warden positions for schools. He has also dropped the Department's efforts to maintain its CALEA accreditation, in an effort to save money.

Nationally, there has been much attention paid to "civilianization," in which jobs that do not require the extra cost of a sworn officer are done at a lower cost by civilians. In the Springfield Police Department, sworn officers are being assigned to field duties (patrol and investigations), with a reliance on technology to meet the needs formerly met by civilians.

## 2.2.12 Fire civilian staff Staff Duties Profile

By design, firefighters were not part of this study. This is not an endorsement that the City has the proper number of firefighters. It is an acknowledgment that if there are not enough, the City is in no position to increase staffing and if there are too many, the political capital needed to reduce staffing would distract significantly from other priorities.

The focus here is on civilian staff of the Fire Department only. There are not many such employees.



- Fiscal and Personnel Officers are not policy positions, but rather, aggregators of important administrative information for coordination with the relevant central City offices.
- Administrative staffing is very limited; there is one position in Training.
- The only other area with civilian staffing is fleet management – the repair and maintenance of fire trucks. These are very expensive vehicles and those who do this work require certification for it. We address the concept of centralized fleet management operations in section 2.2.13.

### Key Metrics

As to the fiscal, personnel and administrative positions, we do not question the need or offer suggestions for where to spend less. In our discussion of the Building Division in Public Works, we mention that some cities assign fire staff responsible for plan review and inspection of structures and hazardous



material sites to departments of Building or Codes. This may improve coordination of services and allows a single person to answer an applicant about the status of a permit, but it would not save money. On fleet management, we do not question the need for the work. With vehicles costing \$1 million or more, one would not wish to compromise the quality of the service, yet we offer comments in the next section on the level of compensation for mechanic services.



### 2.2.13 A Central City Garage for Fleet Management

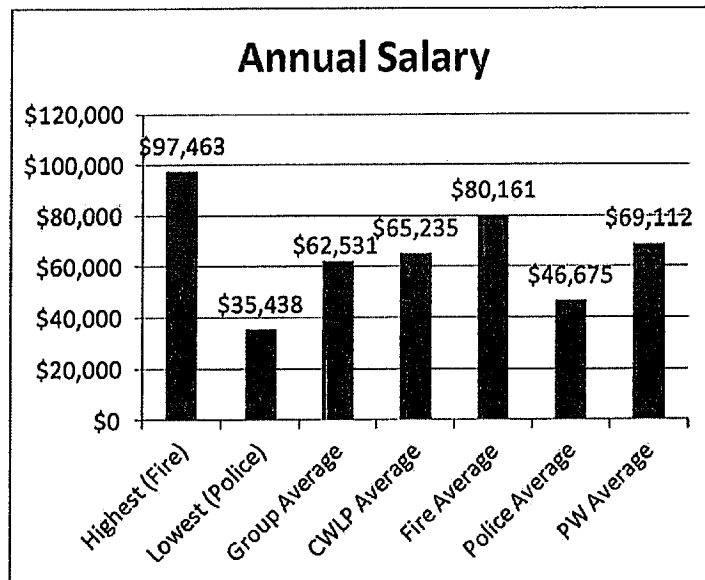
Fleet management is a concern for two reasons:

- As we mentioned elsewhere in this report, we feel strongly that a central City garage would be more efficient than having four separate fleet management organizations (Public Works, CWLP, Police and Fire). Such requirements as fleet management software, administrative scheduling, parts management and other backbone items need not be duplicated in so many locations. The status quo is wasteful.
- The City agreed to fund the mechanic positions at the same level as firefighters – approximately \$95,000 base salary per year. This was, in our opinion, extremely imprudent, resulting in costs far beyond what is appropriate. We would not expect the union to agree to reduce mechanic pay, so the City’s only option is to terminate the separate existence of this unit and meet the need with other mechanics. Suggestions that the City would use unqualified mechanics to maintain fire equipment would be alarmist; the City realizes the need for mechanics to know how to maintain these vehicles. Experience shows that most cities find qualified fire apparatus mechanics for significantly less than Springfield is paying.

Personnel costs of the different City garages are quite different.

	Public Works	Fire	Police	CWLP
Average salary and benefit cost per employee	\$90,118	\$120,241	\$70,013	\$90,286

The graph below shows that mechanic positions within the Fire Department are being compensated \$18,000 more than the average salary of other City mechanics.



- If Fire employees were paid in a manner consistent with other mechanic staff, the City would save approximately \$30,000 a year in salaries alone (i.e. excluding the respective cost of employee benefits), without having to reduce staff. This would be accomplished by adjusting the salaries of the two highest paid mechanic positions for Fire (although realistically, we do not expect the union to agree to the reductions). The Shop Superintendent’s salary would decrease 23% and the Fire Equipment Master Mechanic’s salary would decrease by 10%. The Fire

Equipment Mechanics salaries (two employees) are on the high end of the mechanic salary range, but average \$69,000 per year.

Illinois law does not require fire mechanics to be Emergency Vehicle Technicians with Fire Apparatus Technician certification. Springfield may want to continue this practice, but the wage premium for that requirement is not and should not be \$35,000 annually.

Mechanic productivity is also rather different. In Public Works, the fleet maintenance staff are responsible for an average of 67 items each (vs. the Central Illinois peer city average of 64 items), while the mechanics at the Police Department are responsible for 33 items each. The Police Chief's interest in rapid turnaround of vehicles is a legitimate concern, but it may prove less expensive to keep a few spare vehicles in the fleet than to continue this level of mechanic workload. There is no doubt that at 33 items each, service would be speedy, but there are less expensive ways to accomplish that goal.

A central garage does not currently exist and money may not permit it to be built soon. However, we believe it possible to consolidate to phase this in, using perhaps two facilities in the interim under a single director. Therefore, we recommend eliminating the Shop Supervisor. Particularly in light of the Central Illinois peer city practice of using a single city garage; we cannot support the continuation of four garages in Springfield. There should be one fleet management software application, one director, one parts manager, consolidation of fuel and fluid sites, and common oversight of customer turnaround times and mechanic productivity.



### 2.2.14 Shared Services for Support Staff

Support staff in City government carry many different job titles. Jobs have evolved incrementally without standard conventions for what to call a job, what to pay or how to make that pay equitable in comparison to similar jobs, what the quantity and mix of work in the title are and how to justify the need for such positions.

Some of the positions are now performing duties that would not previously have been characterized as “support staff.” No definition of “support staff” will satisfy everyone, as it involves a degree of judgment. Yet a comparison of Springfield to the peer cities group suggests that Springfield has nearly twice the percentage of its workforce in such positions.

While a compensation and classification study would help to make titles more consistent and equitable, that is a time consuming and expensive effort. We do not assume it will happen anytime soon.

However, if it is a given that the City must find ways to spend less, then following the trend nationally, support staff is an area to seek savings. We do not expect this will be popular; change never is. Yet, we do not feel that the City can overlook this area.

We propose the following principles:

- Any unit with four or fewer support positions should be exempt. If the shared resource concept works as we hope, a second round of changes may be in order in the future. A unit of four that had to reduce one person would be absorbing a reduction of 25 percent, which requires more effort to adapt to the change than we recommend.
- For units with more than four support positions, the City should mandate a 38 percent reduction of positions, based on the peer benchmark, which shows that other Central Illinois cities employ that many fewer support positions. The City may use seniority as a guide. We have no confidence that seniority is a good predictor of who contributes the most, but if the City attempts to apply a sophisticated standard, such as using contribution measures, to this decision, we feel that nothing will come of it.
- Reducing portions of individuals is logistically challenging. We have rounded our recommendations to whole positions.
- We do not feel that the City should dictate centrally how each department should absorb the reduction. Instead, we recommend that each department have the latitude to realign its work to adapt to the lower staffing level. The table below shows our recommended reductions by organization for units that have five or more support positions.

Organization	Support Staff	Reduction based on Peer benchmark	Recommended Reduction
Building and Zoning	9	3.42	3
Convention & Visitors Bureau	5	1.90	2
Corporation Counsel	5	2.24	2
CWLP	27	10.26	10
OBM	6	2.28	2
Police Civilians	22	8.36	8
Public Works	5	1.90	2
<b>Total</b>	<b>79</b>	<b>30.36</b>	<b>29</b>

In a recent project for another client, we documented that there are economies of scale in overhead expense. A small department may need one unit of overhead, but a department twice that size does not necessarily need two units of overhead.

The cost of supervision, support staff and technology may reduce as these necessary items are shared over a broader base. Staff sharing may take the following form:

- An employee reports to one unit on Mondays, Wednesdays and Fridays, and to a different unit on Tuesdays and Thursdays.
- Departments must plan their work to fit this schedule.
- Someone will be designated as the coordinator, so that an extraordinary need that requires some flexibility in the schedule can be met.

This does not mean that one should eliminate two functions; some services are loosely related. Yet, putting related efforts under common management may reduce the cost of City government without compromising the services that citizens receive.

The timing must be right. Generally, when a department head departs is a good time to investigate this, as it is a natural opportunity to question the status quo, but also, avoids some of the vehemence in the “no change is possible” argument against the idea.

As the City found in agreeing to merge its public health department with the county, change may take a great deal of time – 10 years, in the case of the public health departments.

In our opinion, there are departments that have related, if different missions. Economic Development and the Convention & Visitors Bureau come to mind, as do the administrative units of the Corporate Fund and CWLP (Finance, HR, etc.)

We are not saying that these units do the same thing, but only that the City should take advantage of senior-level vacancies to ask whether it may make sense to create some type of alliance between departments for the sake of finding common efficiencies. The savings would include staff sharing, avoiding the cost of an additional department or division head and amortizing the cost of management technologies over larger user bases.

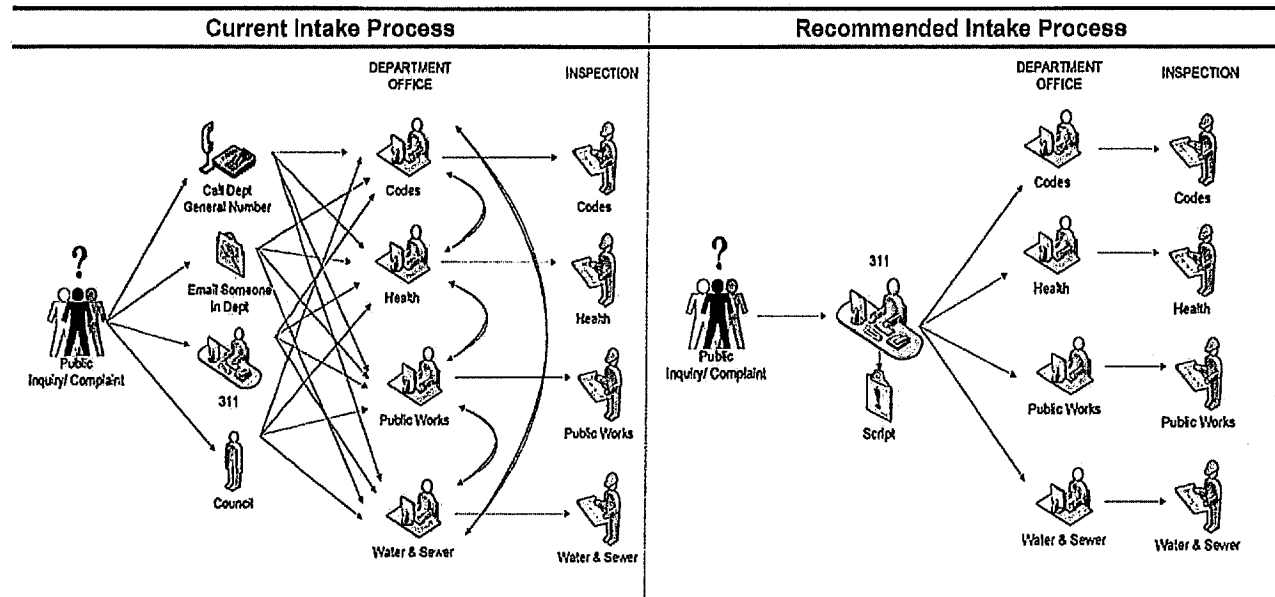
#### **2.2.14.1 Streamlining Customer Intake**

One area worth mentioning here is the consolidation of customer service intake. Departments have many ways of creating work orders.

- Routine maintenance
- Citizen requests by phone call or email
- Aldermanic requests by phone call or email
- Staff-generated items from daily tours
- Referrals from other departments

We have found that if a City creates a non-emergency call center and develops call scripts to guide call takers through the questions necessary to generate an appropriate response, it can save money. It avoids the confusion of how to request service, results in better tracking of work orders and reduces the number of people engaged in logging service requests and referring requests to each other, all of which generates additional calls for information to the people who placed requests.

Below is a graphic from a project we prepared for another client on this point.



An increasing number of cities are using a non-emergency call center and some are using it as “the” way to request service. The City of Houston’s site even allows citizens to submit requests online by entering the information directly into the site (it also allows phone calls). This would require some effort to develop the call scripts and prepare a center to handle these calls, but our opinion is that using technology to support the generation and tracking of work orders must eventually improve service and reduce costs.

### 3. EMPLOYEE SURVEY RESULTS

The employee survey provided a view into the activities of City employees and their impressions of their work environment. The 552 surveys collected provided a wide range of opinions. They reflect a wide range of thoughtfulness too, with some not replying to all questions and using one-word answers, while others typed up several sheets of insightful comments.

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Questions 1 and 2, rated on a scale of 1-10, with 10 being "strongly agree."

1. Citizens think the quality of service my department or division provides is excellent.

2. Citizens think the quantity of service my department or division provides is excellent.

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With respect to the quality and quantity of their work, city employees feel that they are meeting the citizens' expectations. With respect to quality, the average of all the responses was 7.6 and with respect to quantity the average score was a 7.2.

We would characterize this as employees believing that citizens are happy with the service they receive.

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Question 3. Citizens support the current level of City taxes, fees and utility rates, rated on a scale of 1-10, with 10 being "strongly agree."

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While employees may believe citizens are happy with the quantity and quality of City services, they do not feel that citizens are equally supportive of the cost of the work. An average score of 5.8 indicates that employees feel that citizens do not find the cost of the service to be as satisfactory as the quality and quantity of service. Employee perceptions do not necessarily prove what the public feels, but they indicate concern about relying on increases in taxes, fees or rates as a solution.

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Question 4. In my department or division, the City has kept up with buying big ticket items such as roads, trucks, or computer systems, rated on a scale of 1-10, with 10 being "strongly agree."

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The final quantitative question was the extent to which the city has kept up with replacing capital items such as roads, trucks and computers. Employees express dissatisfaction; the average score given by the employees was a 5.1. Departments that work with capital regularly, such as City Water, Light and Power and the Public Works, express lower than average responses. CWLP gives an average score of 4.9 while Public Works gives an average score of 4.3.

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Question 5. If you get directions from more than one supervisor, how do you know which instructions to follow?

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One concern we had at the start of this study was that an alleged proliferation of supervisory positions might be confusing to employees. We did not find substantial evidence that employees feel confused in fact, although some expressed that if they got conflicting guidance, they would not be sure how to act.

Many of the responses note that they only receive direction from one supervisor. But for employees who receive directions from more than one supervisor, the answers vary. About one fifth of those who responded to the question said they would follow the instructions of the direct supervisor, while one fifth said they would follow the direction of the most senior employee. Another response was to have a meeting with the two supervisors providing the instructions and sort out the issue.

Employees in the same division would give different answers. There is no standard protocol, or if there is, it is not widely understood.

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**Question 6. Do you have authority to do your job? (Yes or No) If "No," please explain.**

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89% felt that they have the authority to do their job. Most cite their experience; once they receive orders from their supervisor they are able to complete their tasks with minimal supervision. Process does not seem to impede the employees from doing their day to day tasks. But they only have authority within a certain range of responsibilities. Often, workers have to wait for instructions from supervisors to take specific actions. Employees who do cite issues often focus on purchasing; many employees feel that they cannot purchase the items needed efficiently and often have to seek approval from management. Another issue cited was that they have too many supervisors who are involved with their work. Taking this latter comment together with the response to question 5, we hesitate to say that this is a large problem.

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**Question 7. Could the way your work is supervised be more efficient? (Yes or No) If "Yes," please explain.**

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Approximately one third of employees feel that their supervision could be more efficient. One of the most widespread sentiments is that there are too many supervisors. The phrase "too many chiefs, not enough Indians" is directly quoted in twelve responses. The Lincoln Library is an exception. Employees there feel they need more supervisors; often, upper management employees spend time on two to three divisions.

Another issue that was cited with respect to supervision was that supervisors did not have the technical knowledge to understand what the workers were doing. Many employees urge the city to develop training for supervisors so they can develop management skills as well as a basic understanding of the jobs the workers perform. Employees generally did not name who these unqualified supervisors were, so it is not clear how the City should respond.

Perhaps it would help to provide management training for all newly-appointed supervisors as well as technical training in areas where appropriate. Also, supervisor job descriptions and recruiting/promotion decisions should address candidate qualifications more successfully. We suspect that the expectations have been sufficiently clear, but that some supervisors got their jobs with support from senior City leaders. If so, clarifying the rules will not help. A senior person determined to place a friend in a job will find a way to beat the system.

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**Question 8. What could the City do to make you more efficient or productive?**

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Employees' frequently said that they were as efficient as they could be because they were working hard. Despite this, many employees gave specific ideas in which the city could make its employees more efficient on a whole. One senses that the practice of Japanese manufacturing teams working collaboratively to discuss ways to make the team more productive is not found in City government. People seem afraid to complain and afraid for their jobs, which is understandable, but does not transform the organization to make their jobs more secure.

- As expressed in question four, many employees are unhappy with the amount of capital investment spending in the city. Seventy-nine employees cite poor equipment as impediments to their job. They stated that with better equipment they could perform better and more efficiently.
- Employees also expressed frustration with political hires. They feel some positions are not needed because they see other employees do very little work.
- Finally, employees felt that the lack of communication within and between departments and divisions is detrimental to how the City functions.

This question provided specific ways in which the city could improve its operations. As stated earlier in this section, the city needs to increase its investment in equipment and in other capital. Employees need quality equipment in order to complete their tasks in a timely manner. If vehicles and other tools are frequently in the shop for maintenance, this reduces productivity.

To address communication issues the city can recommend that divisions and departments hold periodic meetings. Employees who are happy with their supervision praise their departments for having these meetings. Employees feel these meetings create an open forum where the supervisors clearly set division goals for the month and it gives employees a chance to voice any questions or concerns.

Several respondents said there are positions with redundant or minimal job duties (although respondents did not identify which positions these were).

We received several comments about staff not arriving or departing in time and limited accountability for the burden this shifts to other workers. The Director of Human Resources should discuss accountability for timely attendance with department heads and suggest to staff that if someone abuses the system regularly, they should report it. Resenting the situation is hard on everyone, but if the situation goes unreported, the City leadership does not have the ability to correct it.

Some employees said that they would be more productive if paid more, but did not provide examples or evidence to support this.

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**Question 9. The budget is tight. If you were in charge of your department or division, what would you do?**

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Employees offered many suggestions.

- An early retirement incentive
- Eliminate positions through attrition
- Voluntary furlough days
- Alternative work schedules
- Eliminate newly-created positions and redundant positions that have few job responsibilities. (Responses were very thin on specifics of which positions these were.)
- Combine some departments to reduce the number of management employees needed
- Management positions should be salaried (no overtime)
- Managers should use City cars less frequently

While specifics varied, nearly one quarter of the employees chose to focus on cutting payroll as a way to reduce spending.

Employees also suggest looking at the amount spent on workers compensation claims, salaries and benefits of union workers, and a review of disciplinary procedure.

A final suggestion given by the employees was to fix maintenance problems regularly and preemptively. Often, they say, maintenance issues are not resolved in a timely manner, causing higher long-term cost of asset ownership.



## 4. PEER COMPARISONS

One way to assess sustainable spending levels is to compare to industry standards. The goal was to obtain context for Springfield's efforts and allow us to test what it would mean for Springfield staffing levels if Springfield operated at the average of a peer group.

These standards are not published in most cases, so we had to perform original research by assembling a peer group of large Central Illinois cities for comparison to Corporate Fund departments and of municipally-owned utilities for comparison to CWLP. We documented the names and dates of our contacts.

Even then, we had to make adjustments. For the Convention & Visitors Bureau, other Central Illinois cities do not have Springfield's tourist attractions, so we considered St. Louis and Chicago as well. Because of the limited number of municipal electric utilities that generate power, we included Naperville, IL for use in non-power generation comparisons. In some cases, peers do not have the data we requested – if we did not have enough points of comparison to perceive a trend, we could not make inferences from the data.

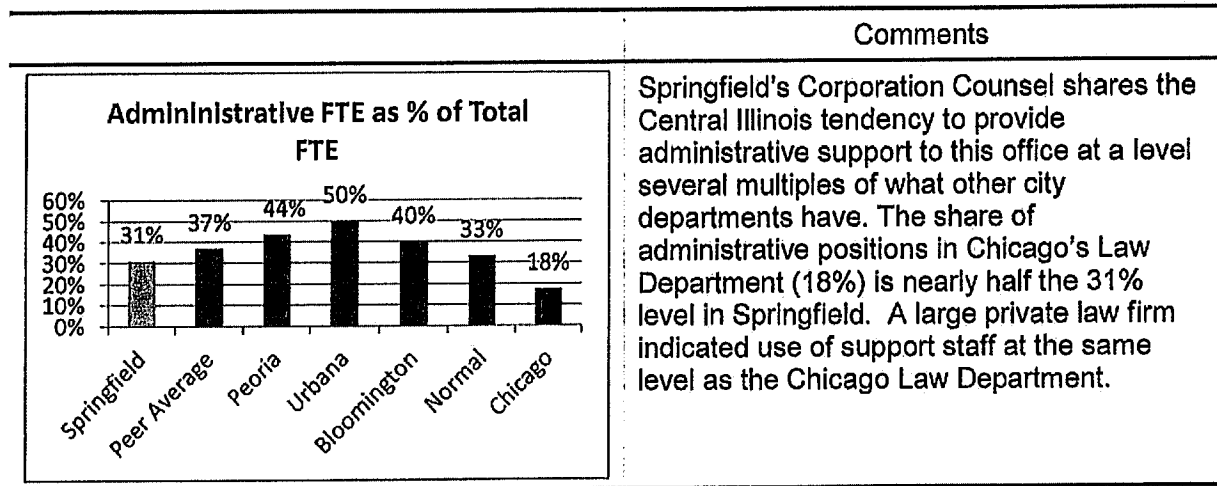
To make comparisons meaningful, one must compare quantifiable input/output or input/outcome relationships. Advice-based offices such as law departments are very difficult to quantify for productivity purposes. Cities vary in size, so we normalized comparisons not in terms of number of transactions or employees, but in terms of transactions per employee. "They have 19 people and we only have 14" is not a meaningful comparison, but "They do 452 transactions per employee and we do 294" can be very useful.

Ultimately, each person will decide how meaningful the comparisons are. We expect that for a person facing loss of a job, no analysis is credible. Most other people will find that some of these comparisons are proof that change is possible. We grant that a department may resist and resent the change, but if there is precedent for the change, we believe that the change is feasible.

### 4.1 CORPORATION COUNSEL

This office is not one that lends itself to quantitative comparisons. It is primarily a place of research and advice, where hours spent do not necessarily translate to units of problems resolved.

One metric of note was the percent of office headcount in jobs that are not attorneys or paralegals. In this office, we noted that the percent of staff in support positions is much greater than the Springfield citywide average. However, in comparison to other Central Illinois city corporation counsel offices, the percent of support staff is slightly below the peer average.



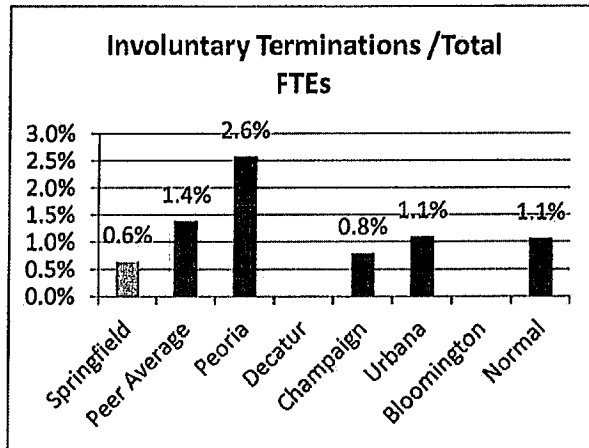
Based on the City of Chicago and private law firm metrics on administrative support, we believe that the office could reduce two support staff positions.

#### 4.2 OFFICE OF HUMAN RESOURCES

For this office, the measures calculated and present apply citywide.

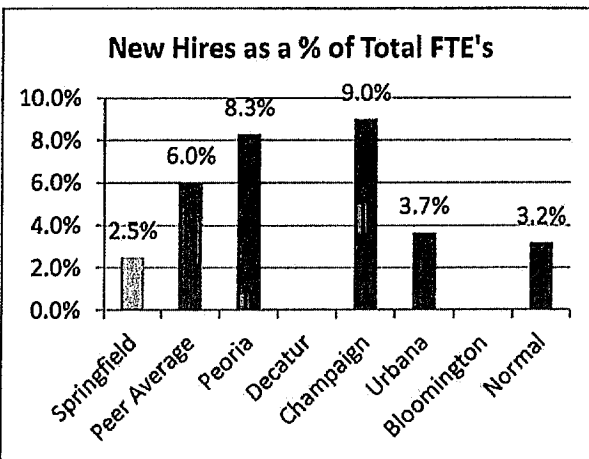
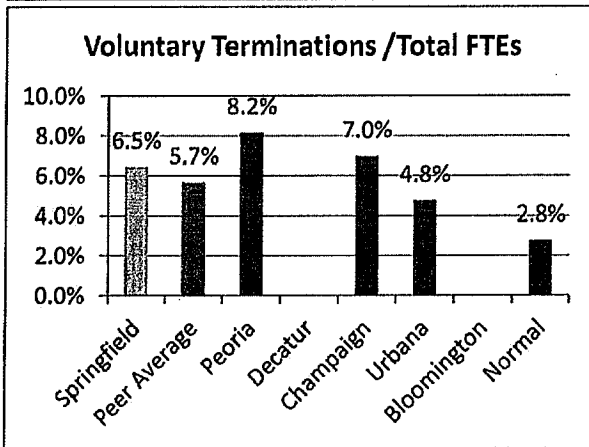
Benchmark	Springfield	Peer Average	Peoria	Champaign	Urbana	Normal
Involuntary Terminations /Total FTE	0.6%	1.4%	2.6%	0.8%	1.1%	1.1%
Voluntary Terminations /Total FTE	6.5%	5.7%	8.2%	7.0%	4.8%	2.8%
% of Workforce on Extended Leave	0.65%	1.13%	0.41%	1.40%	1.00%	1.70%
New Hires as a % of Total FTE's	2.5%	6.0%	8.3%	9.0%	3.7%	3.2%
% Support Positions / Total FTE	7.5%	4.6%	0.0%	4.0%	5.9%	4.0%

Comments



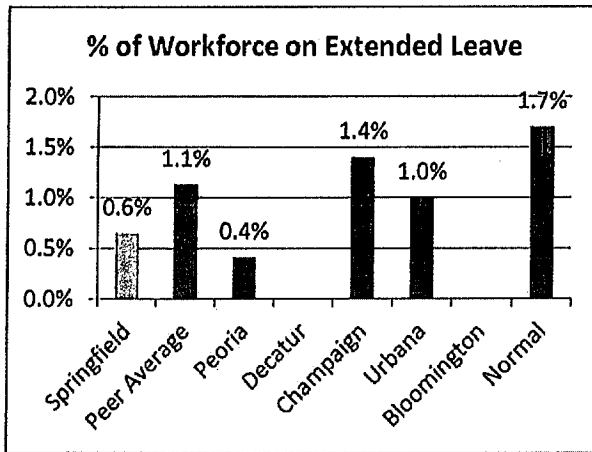
Springfield's rate of involuntary terminations 0.6% which was less than the peer average of 1.4%.

With regards to voluntary terminations / total FTE, Springfield, with a rate of 6.5%, is above the peer average of 5.7%.

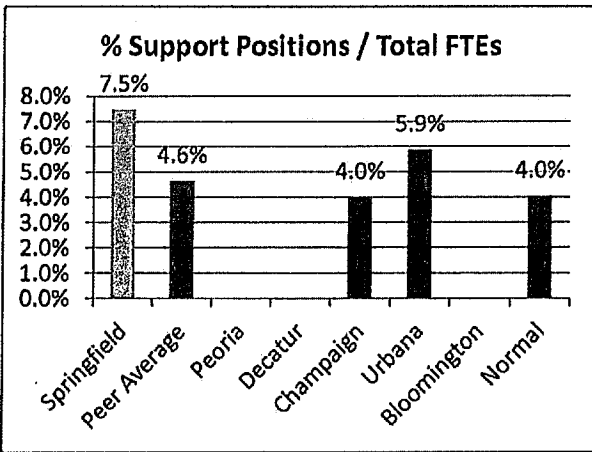


Springfield hired 2.5% of its workforce in the last year, vs. a peer average of 6.0%

Comments



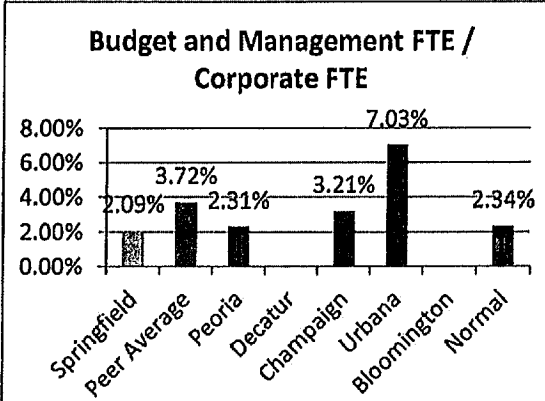
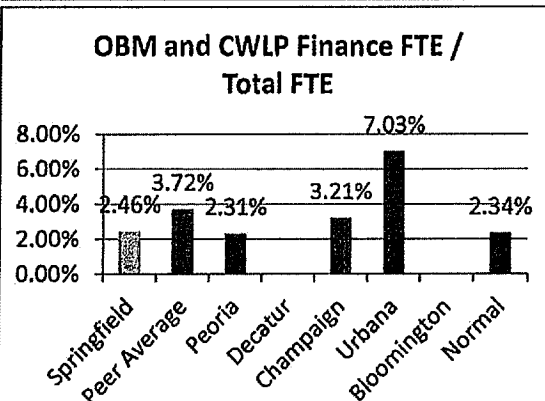
Extended leave was defined as employees not present at work for an extended time due to FMLA, Worker's Compensation or Sick Leave. Springfield has a smaller percent of its workforce on extended leave compared to the peer average.



Support staff in Springfield is 7.5% of the workforce, vs. 4.6% in the peer cities.

The benchmarks in this section do not directly comment on the Human Resource department alone. The measurement of percent of the total City FTE that is classified as support positions is the basis of analysis in section 2.2.14 Shared Services for Support Staff.

### 4.3 OFFICE OF BUDGET AND MANAGEMENT

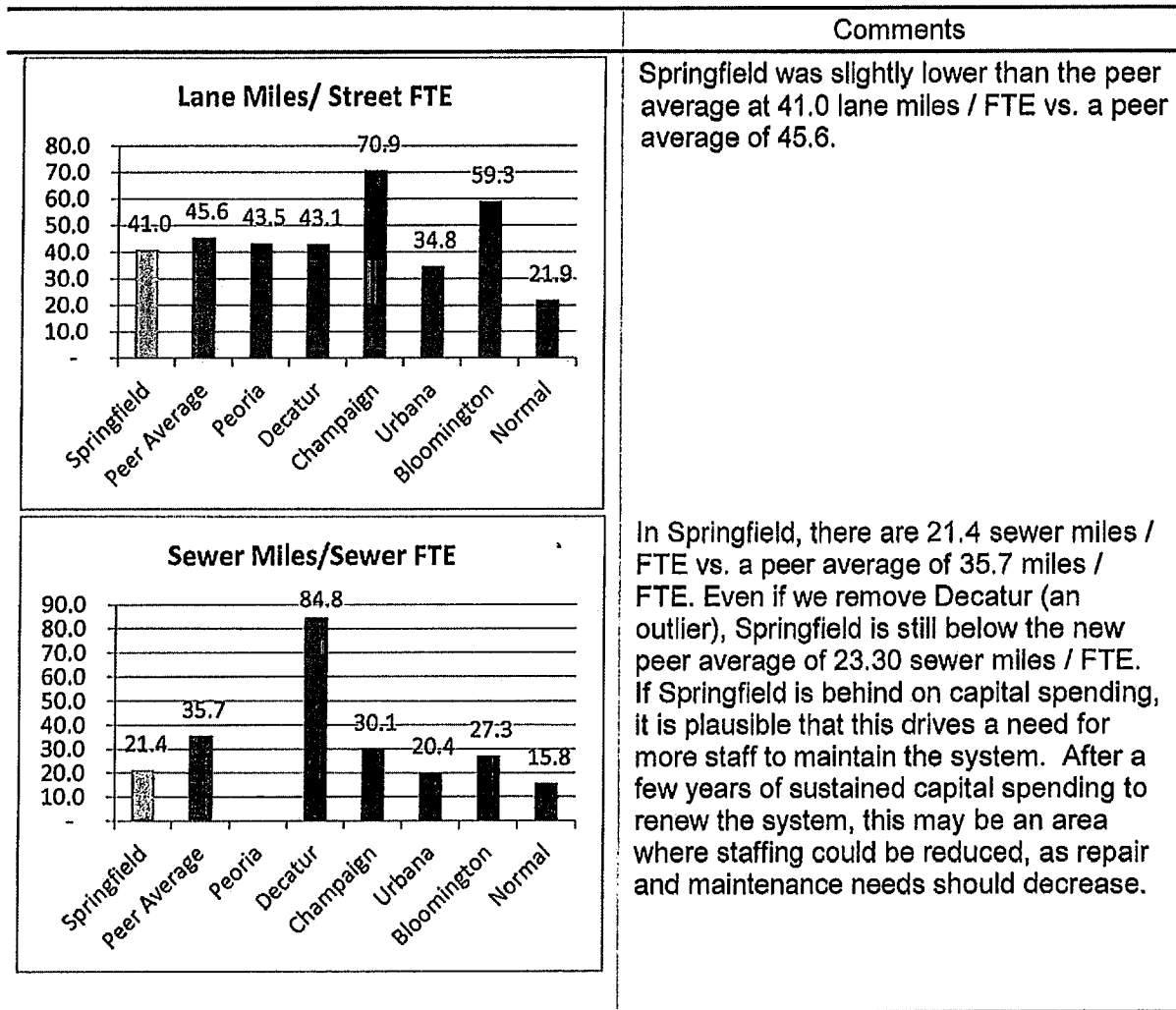
	Comments																
<div style="border: 1px solid black; padding: 5px;"> <p style="text-align: center;"><b>Budget and Management FTE / Corporate FTE</b></p>  <table border="1"> <caption>Budget and Management FTE / Corporate FTE</caption> <thead> <tr> <th>Entity</th> <th>FTE %</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>2.09%</td> </tr> <tr> <td>Peer Average</td> <td>3.72%</td> </tr> <tr> <td>Peoria</td> <td>2.31%</td> </tr> <tr> <td>Decatur</td> <td>3.21%</td> </tr> <tr> <td>Urbana</td> <td>7.03%</td> </tr> <tr> <td>Bloomington</td> <td>2.34%</td> </tr> <tr> <td>Normal</td> <td>-</td> </tr> </tbody> </table> </div>	Entity	FTE %	Springfield	2.09%	Peer Average	3.72%	Peoria	2.31%	Decatur	3.21%	Urbana	7.03%	Bloomington	2.34%	Normal	-	<p>This graph shows that 2.09% of Springfield's total Corporate Fund employees are located in the Office of Budget and Management. CWLP employees are not included. This is lower than the peer average of 3.72%. This is not an endorsement for adding staff to the office, particularly given the City's fiscal situation and given no indication that this department is performing unsatisfactorily.</p>
Entity	FTE %																
Springfield	2.09%																
Peer Average	3.72%																
Peoria	2.31%																
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Urbana	7.03%																
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Normal	-																
<div style="border: 1px solid black; padding: 5px;"> <p style="text-align: center;"><b>OBM and CWLP Finance FTE / Total FTE</b></p>  <table border="1"> <caption>OBM and CWLP Finance FTE / Total FTE</caption> <thead> <tr> <th>Entity</th> <th>FTE %</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>2.46%</td> </tr> <tr> <td>Peer Average</td> <td>3.72%</td> </tr> <tr> <td>Peoria</td> <td>2.31%</td> </tr> <tr> <td>Decatur</td> <td>3.21%</td> </tr> <tr> <td>Urbana</td> <td>7.03%</td> </tr> <tr> <td>Bloomington</td> <td>2.34%</td> </tr> <tr> <td>Normal</td> <td>-</td> </tr> </tbody> </table> </div>	Entity	FTE %	Springfield	2.46%	Peer Average	3.72%	Peoria	2.31%	Decatur	3.21%	Urbana	7.03%	Bloomington	2.34%	Normal	-	<p>The total FTE of Office of Budget and Management and the Finance Department at CWLP make up 2.46% of the combined workforce of the City and CWLP. This is still lower than the peer average of 3.72%.</p>
Entity	FTE %																
Springfield	2.46%																
Peer Average	3.72%																
Peoria	2.31%																
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Urbana	7.03%																
Bloomington	2.34%																
Normal	-																

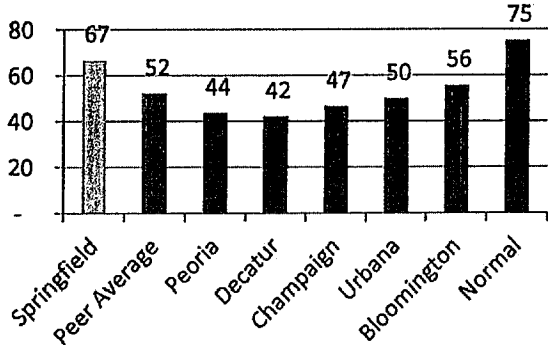
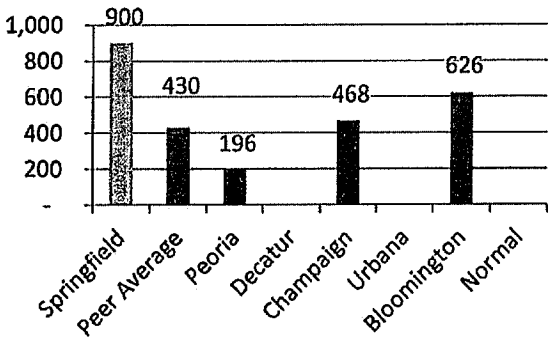
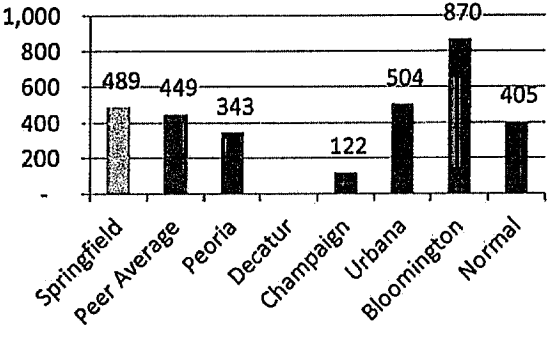
### 4.4 PUBLIC WORKS (INCLUDING BUILDING & ZONING)

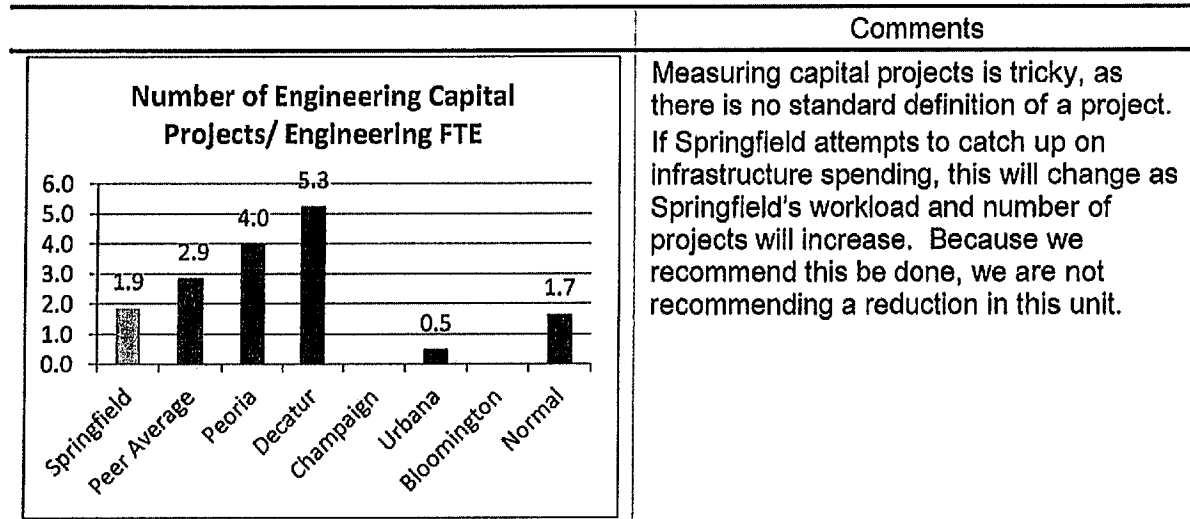
Benchmark	Springfield	Peer Average	Peoria	Decatur	Champaign	Urbana	Bloomington	Normal
Lane Miles/Street FTE	41.0	45.6	43.5	43.1	70.9	34.8	59.3	21.9
Sewer Miles/Sewer FTE	21.4	35.7	Separate sanitary district	84.8	30.1	20.4	27.3	15.8
Number of Motorized Items/ Mechanic FTE	67	52	44	42	47	50	56	75
# of Zoning Cases per Year/ Zoning FTE	900	430	196	-	468	4 FTE	626	-



Benchmark	Springfield	Peer Average	Peoria	Decatur	Champaign	Urbana	Bloomington	Normal
# of Building Permits per year/ Building FTE	489	449	343	-	122	504	870	405
# of Engineering Capital Projects /Engineering FTE	1.9	2.9	4.0	5.3	13 engineers	0.5	16 engineers	1.7



	Comments																		
<p style="text-align: center;"><b>Number of Motorized Items/ Mechanic FTE</b></p>  <table border="1"> <thead> <tr> <th>City</th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>67</td> </tr> <tr> <td>Peer Average</td> <td>52</td> </tr> <tr> <td>Peoria</td> <td>44</td> </tr> <tr> <td>Decatur</td> <td>42</td> </tr> <tr> <td>Champaign</td> <td>47</td> </tr> <tr> <td>Urbana</td> <td>50</td> </tr> <tr> <td>Bloomington</td> <td>56</td> </tr> <tr> <td>Normal</td> <td>75</td> </tr> </tbody> </table>	City	Value	Springfield	67	Peer Average	52	Peoria	44	Decatur	42	Champaign	47	Urbana	50	Bloomington	56	Normal	75	<p>There are 67 motorized items per mechanic FTE in Public Works in Springfield, which is above the peer average of 52. Note that while Springfield's garage is used solely by the Public Works Department, many of the peers have a central garage that services all city vehicles.</p>
City	Value																		
Springfield	67																		
Peer Average	52																		
Peoria	44																		
Decatur	42																		
Champaign	47																		
Urbana	50																		
Bloomington	56																		
Normal	75																		
<p style="text-align: center;"><b>Number of Zoning Cases Per Year/ Zoning FTE</b></p>  <table border="1"> <thead> <tr> <th>City</th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>900</td> </tr> <tr> <td>Peer Average</td> <td>430</td> </tr> <tr> <td>Peoria</td> <td>196</td> </tr> <tr> <td>Decatur</td> <td>468</td> </tr> <tr> <td>Champaign</td> <td>626</td> </tr> <tr> <td>Urbana</td> <td>468</td> </tr> <tr> <td>Bloomington</td> <td>626</td> </tr> <tr> <td>Normal</td> <td>626</td> </tr> </tbody> </table>	City	Value	Springfield	900	Peer Average	430	Peoria	196	Decatur	468	Champaign	626	Urbana	468	Bloomington	626	Normal	626	<p>Springfield was above the peer average with regards to zoning cases per zoning FTE.</p>
City	Value																		
Springfield	900																		
Peer Average	430																		
Peoria	196																		
Decatur	468																		
Champaign	626																		
Urbana	468																		
Bloomington	626																		
Normal	626																		
<p style="text-align: center;"><b>Number of Building Cases Per Year/ Building FTE</b></p>  <table border="1"> <thead> <tr> <th>City</th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>489</td> </tr> <tr> <td>Peer Average</td> <td>449</td> </tr> <tr> <td>Peoria</td> <td>343</td> </tr> <tr> <td>Decatur</td> <td>122</td> </tr> <tr> <td>Champaign</td> <td>504</td> </tr> <tr> <td>Urbana</td> <td>870</td> </tr> <tr> <td>Bloomington</td> <td>405</td> </tr> <tr> <td>Normal</td> <td>405</td> </tr> </tbody> </table>	City	Value	Springfield	489	Peer Average	449	Peoria	343	Decatur	122	Champaign	504	Urbana	870	Bloomington	405	Normal	405	<p>Springfield's Building staff remains relatively busier than the peer average in terms of permits per FTE. As the home to State government, Springfield has experienced more economic stability.</p>
City	Value																		
Springfield	489																		
Peer Average	449																		
Peoria	343																		
Decatur	122																		
Champaign	504																		
Urbana	870																		
Bloomington	405																		
Normal	405																		



Benchmark	Springfield	Peer Average	Most Productive
Lane Miles / Street FTE	41.00	45.56	70.90
Total FTE Reduction		5.01	21.09
Adjusted FTE Reduction		5	21
Sewer Miles / Sewer FTE*	21.43	23.30	30.14
Total FTE Reduction		1.93	6.93
Adjusted FTE Reduction		2	7

The table above presents that based on comparison to the peer average, Springfield could reduce five positions in Streets and two in Sewer. With regard to the street and sewer findings, expansion of an infrastructure replacement effort would make it easier for the Department to adjust to the loss of staff.

#### 4.5 ECONOMIC DEVELOPMENT

There are no meaningful benchmarks for Economic Development. To the best of our knowledge, the relationship of city spending on this function to improvement in the local economy is weak, at best.

#### 4.6 LINCOLN LIBRARY

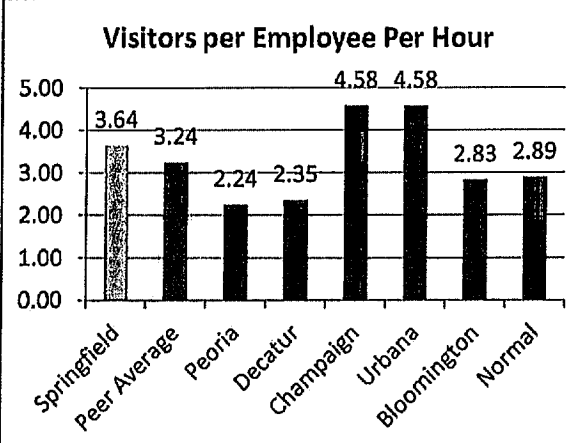
Benchmark	Springfield	Peer Average	Peoria	Decatur	Champaign	Urbana	Bloomington	Normal
Hours Open Per Week	53	67	54	68	74	70	68	68
Number of Employees per Opened Hour	31	43	64	39	55	30	42	30
Visits per	10,035	11,518	6,296	8,319	17,626	16,660	9,992	10,214





Benchmark	Springfield	Peer Average	Peoria	Decatur	Champaign	Urbana	Bloomington	Normal
Employee Visitors per Employee per Hour	3.64	3.24	2.24	2.35	4.58	4.58	2.83	2.89

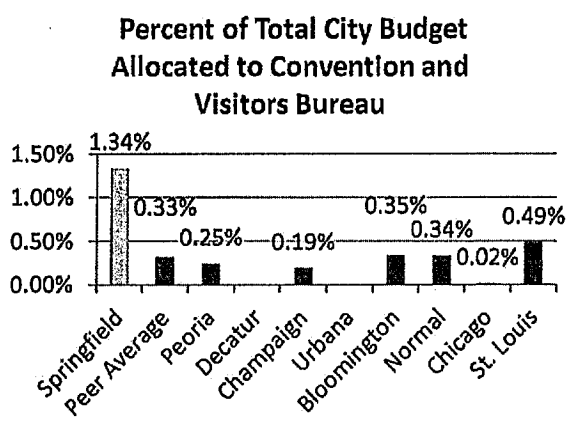
	Comments																		
<p><b>Hours Open per Week</b></p> <table border="1"> <caption>Hours Open per Week</caption> <thead> <tr> <th>Entity</th> <th>Hours</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>53</td> </tr> <tr> <td>Peer Average</td> <td>67</td> </tr> <tr> <td>Peoria</td> <td>54</td> </tr> <tr> <td>Decatur</td> <td>68</td> </tr> <tr> <td>Champaign</td> <td>74</td> </tr> <tr> <td>Urbana</td> <td>70</td> </tr> <tr> <td>Bloomington</td> <td>68</td> </tr> <tr> <td>Normal</td> <td>68</td> </tr> </tbody> </table>	Entity	Hours	Springfield	53	Peer Average	67	Peoria	54	Decatur	68	Champaign	74	Urbana	70	Bloomington	68	Normal	68	<p>Springfield's Lincoln Library is open the fewest number of hours of its peers (53 hours per week, vs. a peer average of 67 hours).</p>
Entity	Hours																		
Springfield	53																		
Peer Average	67																		
Peoria	54																		
Decatur	68																		
Champaign	74																		
Urbana	70																		
Bloomington	68																		
Normal	68																		
<p><b>Number of Employees per Opened Hour</b></p> <table border="1"> <caption>Number of Employees per Opened Hour</caption> <thead> <tr> <th>Entity</th> <th>FTE</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>31</td> </tr> <tr> <td>Peer Average</td> <td>43</td> </tr> <tr> <td>Peoria</td> <td>64</td> </tr> <tr> <td>Decatur</td> <td>39</td> </tr> <tr> <td>Champaign</td> <td>55</td> </tr> <tr> <td>Urbana</td> <td>30</td> </tr> <tr> <td>Bloomington</td> <td>42</td> </tr> <tr> <td>Normal</td> <td>30</td> </tr> </tbody> </table>	Entity	FTE	Springfield	31	Peer Average	43	Peoria	64	Decatur	39	Champaign	55	Urbana	30	Bloomington	42	Normal	30	<p>At any given hour while the library is opened, Springfield has 31 FTE working on average which is below the peer average of 43 FTE.</p>
Entity	FTE																		
Springfield	31																		
Peer Average	43																		
Peoria	64																		
Decatur	39																		
Champaign	55																		
Urbana	30																		
Bloomington	42																		
Normal	30																		

	Comments																		
<p style="text-align: center;"><b>Visitors per Employee Per Hour</b></p>  <table border="1"> <caption>Visitors per Employee Per Hour Data</caption> <thead> <tr> <th>City</th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>3.64</td> </tr> <tr> <td>Peer Average</td> <td>3.24</td> </tr> <tr> <td>Peoria</td> <td>2.24</td> </tr> <tr> <td>Decatur</td> <td>2.35</td> </tr> <tr> <td>Champaign</td> <td>4.58</td> </tr> <tr> <td>Urbana</td> <td>4.58</td> </tr> <tr> <td>Bloomington</td> <td>2.83</td> </tr> <tr> <td>Normal</td> <td>2.89</td> </tr> </tbody> </table>	City	Value	Springfield	3.64	Peer Average	3.24	Peoria	2.24	Decatur	2.35	Champaign	4.58	Urbana	4.58	Bloomington	2.83	Normal	2.89	<p>Springfield has a lower number of visitors per FTE than the peer average, but that could be due to being opened a more limited time and open mostly during business work hours.</p> <p>To control for this, we calculated the number of visitors per employee per hour. This shows that Springfield is actually above average compared to the peers, when you compare the number of people in the library to the number of workers present.</p>
City	Value																		
Springfield	3.64																		
Peer Average	3.24																		
Peoria	2.24																		
Decatur	2.35																		
Champaign	4.58																		
Urbana	4.58																		
Bloomington	2.83																		
Normal	2.89																		

Based on the benchmarks, the Library should not reduce staff. We understand the desire and benefit to extend library hours and thus attract more patrons that way.

#### 4.7 CONVENTION & TOURISM

Springfield is the only city in which the Convention and Visitors Bureau is part of city government; in other cities, this is a separate entity funded either by hotel/motel taxes, or by business, via chambers of commerce. Despite being separate entities, many of the peer cities contributed funds to their Convention and Visitors Bureau. Because of limited tourism options in other Central Illinois peers, we included the cities of St. Louis and Chicago in this review, although it did not change the results significantly.

	Comments																				
<p style="text-align: center;"><b>Percent of Total City Budget Allocated to Convention and Visitors Bureau</b></p>  <table border="1"> <caption>Percent of Total City Budget Allocated to Convention and Visitors Bureau Data</caption> <thead> <tr> <th>City</th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>1.34%</td> </tr> <tr> <td>Peer Average</td> <td>0.33%</td> </tr> <tr> <td>Peoria</td> <td>0.25%</td> </tr> <tr> <td>Decatur</td> <td>0.19%</td> </tr> <tr> <td>Champaign</td> <td>0.35%</td> </tr> <tr> <td>Urbana</td> <td>0.34%</td> </tr> <tr> <td>Bloomington</td> <td>0.02%</td> </tr> <tr> <td>Chicago</td> <td>0.49%</td> </tr> <tr> <td>St. Louis</td> <td>0.49%</td> </tr> </tbody> </table>	City	Value	Springfield	1.34%	Peer Average	0.33%	Peoria	0.25%	Decatur	0.19%	Champaign	0.35%	Urbana	0.34%	Bloomington	0.02%	Chicago	0.49%	St. Louis	0.49%	<p>This graph compares the expenditure to the host city as a measure of effort, even though the peer efforts are not actually part of city government.</p>
City	Value																				
Springfield	1.34%																				
Peer Average	0.33%																				
Peoria	0.25%																				
Decatur	0.19%																				
Champaign	0.35%																				
Urbana	0.34%																				
Bloomington	0.02%																				
Chicago	0.49%																				
St. Louis	0.49%																				



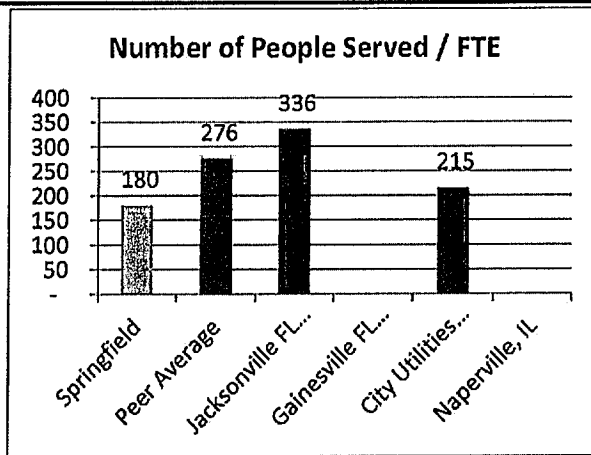
#### 4.8 OFFICE OF PUBLIC UTILITIES

Benchmark	Springfield	Peer Average	Jacksonville FL Electric Authority	Gainesville FL Regional Utility	City Utilities, MO	Naperville IL
Number of People Served / FTE	180	276	336		215	
Number of Megawatts Produced / FTE	0.95	2.30	1.47		3.13	-
Do you make payments in lieu of taxes, revenue sharing or other transfer of funds to the City?	yes	-	Yes, in the form of city contribution. Value of \$237 million		3% of electric revenues and 4% of natural gas, water, transit revenue	Transfer for services
Do you provide any services to non-Utility units of government?	Yes	-	Yes. We provide water to the fire department for fire hydrants.		\$8,823,472 of utility services plus cash payments in lieu of taxes, public transit services, other community services	No
# of FTE Per Generating Unit	52.69	126.38	119.89		132.88	-
CWLP Finance Independent from the city Finance Department (accounting, budget, purchasing, etc.)	Yes	75% of peers have Independent Finance Departments.	Yes	Yes	Yes	No
# of Purc Orders/ Finance FTE	1,181	584	260		169	1,323
# of Bills	45,197	35,975	-		33,707	38,244

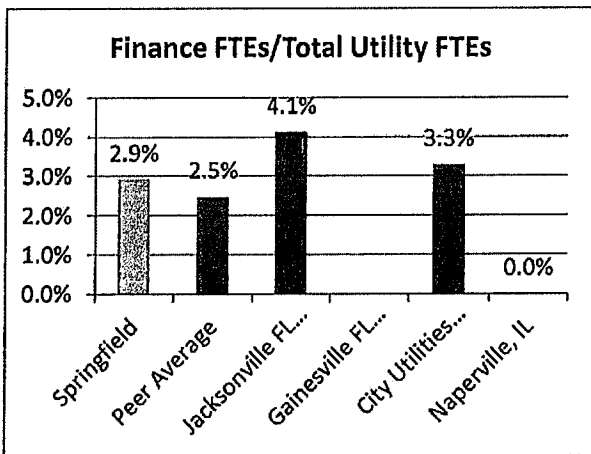


Benchmark	Springfield	Peer Average	Jacksonville FL Electric Authority	Gainesville FL Regional Utility	City Utilities, MO	Naperville IL
Processed /Finance FTE						
<b>CWLP Water</b>						
Number of Customers	51,530	-	306,046		80,129	41,765
% of Annual Main Breaks/ System Mile	13.9%	14.5%	19.9%		11.4%	13.3%
Gallons Pumped / Day / Utility FTE	32,715	52,690	53,753		28,692	75,624
Type of Facility (source, treatment, distribution)	Source, treatment and distribution	-	treatment, distribution		source, treatment, distribution	distribution
<b>CWLP Electrical Transmission and Distribution</b>						
Miles of Medium Voltage Transmission	1,079	-	728		209	60
Do you maintain a system-wide fiber optic network?	Yes	-	Yes		Yes	Yes
<b>CWLP Human Resources</b>						
Do you have your own HR department that is separate from the city?	No (liaison, not department)	50% of peers have an independent HR department.	Yes	No	Yes	No
Number of Cases Settled	52	19	3		44	10

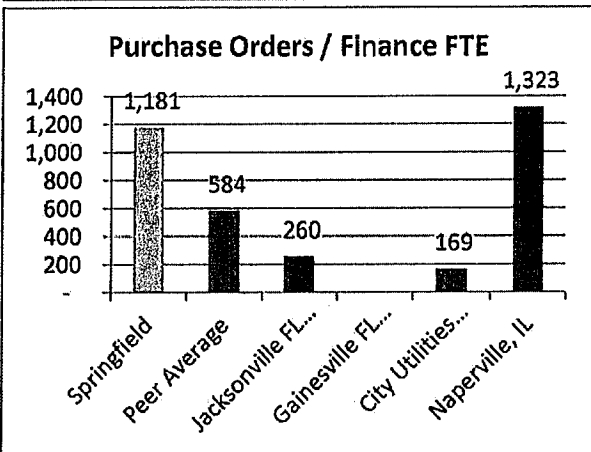
Comments



CWLP measured 180 people served / FTE, vs. a peer average of 276. We did not include Naperville, IL in this statistic because it does not generate power. We suspect that the peers count a customer multiple times as electric and water, and perhaps gas, in order to achieve these figures. With only two peers reporting, we hesitate to consider this finding as useful for action.

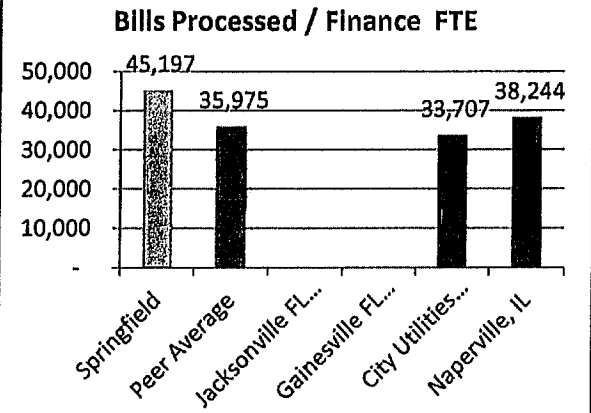
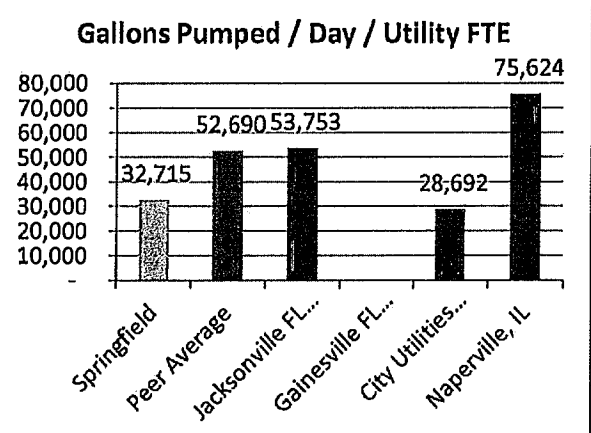


CWLP is above the peer average for the share of Finance FTE over total utility FTE.



CWLP has a value of 1,181 purchase orders per Finance FTE which is above the peer average of 584.

Springfield is also above average with regards to number of bills processed per FTE. Springfield has a value of 45,197 while the peer average was 35,975.

	Comments														
<p><b>Bills Processed / Finance FTE</b></p>  <table border="1"> <caption>Bills Processed / Finance FTE</caption> <thead> <tr> <th>Entity</th> <th>Bills Processed</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>45,197</td> </tr> <tr> <td>Peer Average</td> <td>35,975</td> </tr> <tr> <td>Jacksonville FL...</td> <td></td> </tr> <tr> <td>Gainesville FL...</td> <td></td> </tr> <tr> <td>City Utilities...</td> <td>33,707</td> </tr> <tr> <td>Naperville, IL</td> <td>38,244</td> </tr> </tbody> </table>	Entity	Bills Processed	Springfield	45,197	Peer Average	35,975	Jacksonville FL...		Gainesville FL...		City Utilities...	33,707	Naperville, IL	38,244	
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<p><b>Gallons Pumped / Day / Utility FTE</b></p>  <table border="1"> <caption>Gallons Pumped / Day / Utility FTE</caption> <thead> <tr> <th>Entity</th> <th>Gallons Pumped</th> </tr> </thead> <tbody> <tr> <td>Springfield</td> <td>32,715</td> </tr> <tr> <td>Peer Average</td> <td>52,690</td> </tr> <tr> <td>Jacksonville FL...</td> <td>53,753</td> </tr> <tr> <td>Gainesville FL...</td> <td></td> </tr> <tr> <td>City Utilities...</td> <td>28,692</td> </tr> <tr> <td>Naperville, IL</td> <td>75,624</td> </tr> </tbody> </table>	Entity	Gallons Pumped	Springfield	32,715	Peer Average	52,690	Jacksonville FL...	53,753	Gainesville FL...		City Utilities...	28,692	Naperville, IL	75,624	<p>CWLP operates below the peer average. Naperville appears to be an outlier.</p>
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**■ We question the value in holding annual budget hearings for CWLP.**

While this results in minor edits to travel and training budgets, it seems like a lot of work (and ratepayer-funded staff cost) for the benefit involved. If this were an investor-owned utility, these hearings would be associated with rate requests. Outside of the rate request process, the hearings strike us as nearly useless. Other cities do it too, but we cannot endorse the process and see it as an opportunity to reduce the cost of the 1 FTE dedicated to the budget process and response to financial questions unrelated to rate adjustments.

The more significant element of cost in CWLP pertains to a growing bundle of services it provides the City that have little to do with its mission as a utility. Financial pressure in the Corporate Fund has led at many times in the past to delegating duties to CWLP simply because it had money. In a city without a utility, the Council would have been forced to consider competing needs and available funds and choose how to allocate funds within its means.

**■ By using CWLP as a piggy bank, the City has ducked hard questions.**

By weakening fiscal discipline in the Corporate Fund, it has allowed some spending to remain that might otherwise have been deemed unaffordable. Among the services that CWLP provides outside of its core utility mission are:

- Snow plowing in the area of Lake Springfield

- Branch pickup in the area of Lake Springfield
- Nightly park closing in the area of Lake Springfield
- Provides maintenance on various lake facilities such as boat docks, ramps, and parking lots.
- Maintains the Beach house and plans to provide all support to Lake Springfield Beach once it reopens.
- Traffic lights
- Street lights
- Information Services for the corporate fund departments
- Electrical work in City buildings
- Certain training courses for corporate fund employees
- Provides fit testing of all personal protection equipment for the police every year.
- Collects samples and performs environmental testing at City buildings.
- Internal Auditing performs City audits.
- Provides free fire hydrants.
- Performs all metering installation and maintenance for the water meter which serves as the billing meter for the City Sewer.
- Performs all billing, taking payments, and collections for the sewer department.
- Performs tasks such as planting, watering, and decorating planters for special events.

These things are of value. Returning the responsibilities to the Corporate Fund all at once would force reductions either in these services or in other areas to offset the need to continue these activities. Yet, if not immediately, the City needs to wean itself from using CWLP for non-utility purposes. We do not object to CWLP being a provider in all cases (such as information services), but if CWLP is to operate in a business-like manner, it needs to charge for its services to remain true to its charter as a utility.

Jacksonville Electric Authority and City Utilities (Springfield, MO) sell utility services to their host city governments, but do not have lists of donated services like the one above.

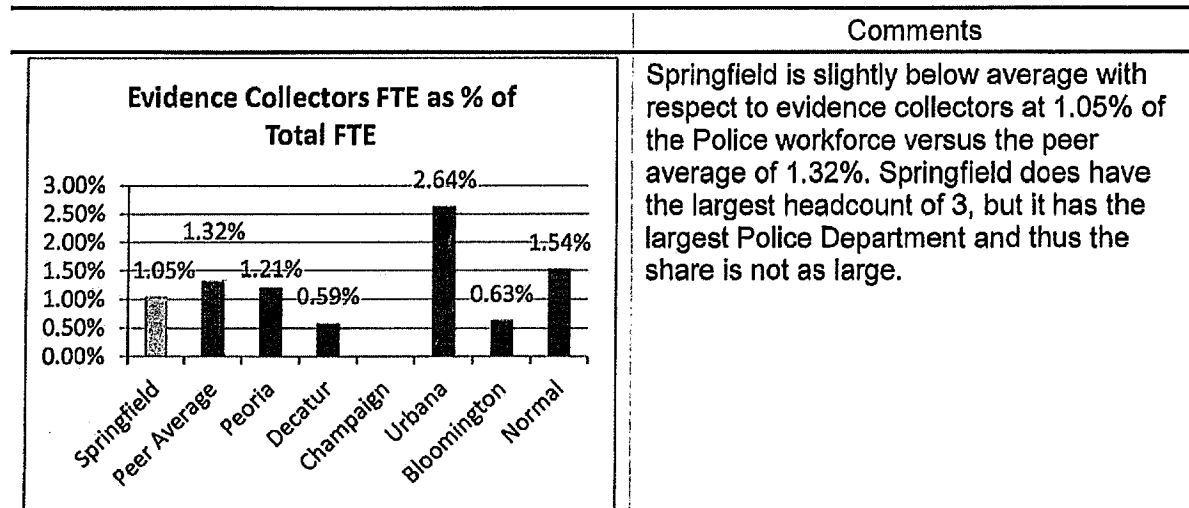
The Corporate Fund provides services to CWLP as well. The financial value of the services provided to and from the Corporate Fund and CWLP should not be a matter of guesswork, nor can they be ignored. The City needs to review these costs annually and charge the benefitting funds for services rendered to maintain fiscal discipline. Some may feel this does not matter, but we would disagree for two reasons.

CWLP sells some services outside of Springfield, which it cannot price correctly if its rate base is the subject of this kind of undocumented financial relationship with the Corporate Fund.

Even for transactions within the City, the incidence of taxes and utility rates is different. Unless the costs fell equally on the same parties – which is mathematically improbable – the current practice would force rates to subsidize taxes, or vice versa.

### 4.9 POLICE CIVILIAN STAFF

Benchmark	Springfield	Peer Average	Peoria	Decatur	Champaign	Urbana	Bloomington	Normal
Motorized Items/ Mechanic FTE	32.75		central garage	0	central garage	central garage	0	0
Active Case Load / Records Clerk	4,215	3,823	900	Records management is a county duty. City does not know the active case load. Property officer manages all the evidence collected	9,597	971	All electronic. Do not record this information. 1 person manages the files	3 clerks. They do not submit evidence. They perform clerical work for the department. 1.5 people manage evidence
Evidence Collectors as % of Total FTE	1.05%	1.32%	1.21%	0.59%	0.00%	2.64%	0.63%	1.54%



We hesitate to recommend reducing evidence collection staff at the moment because the peers appear to be achieving higher productivity with the help of technology that Springfield does not have. The advantages of an electronic system would include not only the savings in headcount, but also, in the ability to index, search and store data efficiently.



#### **4.10 FIRE CIVILIAN STAFF**

Fire vehicles are far more expensive than a typical municipal vehicle because they contain systems and components not found in other vehicles. The industry recognizes and certifies Emergency Vehicle Technicians, with a sub-specialty of Fire Apparatus Technicians. Illinois law does not mandate this certification for those maintaining these vehicles, but some departments find this desirable and are willing to pay more to attract or retain a mechanic with the credential.

Like Springfield, all of the mechanics in the peer cities were civilian employees. Most of the cities were different from Springfield though; in four of the cities, fire trucks were maintained in the Public Works garage rather than having a separate garage for Fire vehicles. While Peoria currently has separate garages, the Public Works department is looking to combine them. We recommend elsewhere in this report that the City establish a single garage to maintain all fleets and not continue the practice of using four garages (Fire, Police, Public Works and CWLP).

Similar to Springfield, five peer cities have their Fire Departments conduct fire inspections. (Fire inspectors are sworn, not civilian in all cases.) In Bloomington however, the fire inspections are performed by the Planning and Zoning Department.

As of now, Springfield does not charge a fee for fire safety permit reviews, but four peer cities do:

- The City of Peoria charges a fee based on multiple characteristics of the building being reviewed.
- The City of Champaign charges a fee. For new buildings, the fee is based on the total square footage of the building. For remodeling, the fee is based on the cost of the remodeling project.
- The City of Urbana charges a fee based on a sliding pay scale determined by the type of equipment needed to perform the inspection.
- The City of Bloomington does charge a fee for fire safety permit reviews.
- The Town of Normal does not charge a fee for fire safety permit reviews but charges for permit registration which covers some of the cost of safety reviews.

Springfield should consider charging a fee for permit review in order to recover the cost of this service from the people who demand it. It seems unfair to taxpayers as a whole to ask them to fund this cost.