



Public Works Department

Richard A. Hough
Director Public Works

Joseph Kroll, P.E.
County Engineer

Vincent Simek, P.E.
Associate County Engineer

Barry Pierce
Deputy County Highway
Commissioner

Matt Mortwedt
Deputy Director – Asset
Management (Public Works)

John Miller
Senior Project Manager

Joe Latocha
Senior Project Manager

Penny Bishop
Finance Manager

PUBLIC WORKS STRATEGIC PLAN 2020 - 2025

Date: 23 December 2020

EXECUTIVE SUMMARY

During fall of 2018, the Public Works Director conducted an assessment of the department based on eight pillars or lines of effort, which included: Doctrine, Organization, Training, Material Management, Leadership Development, Personnel, Facilities, and Policy. Highlights of his assessment are found below – see Section 3 *Internal Department Analysis*. At that time, November 2018, the Director noted,

“There is a solid foundation of knowledge and experience to build upon. Supervisors have decades of experience conducting maintenance operations (highway, equipment, and facilities), and, all personnel have ample pride. Combined with ambitious new goals and leadership expectations, and leadership development opportunities...expect department-wide capability growth in the months and years to come.”

The Director’s report has since guided department efforts on the implementation of a culture of continuous improvement; what the Director calls “A Path to Intent”. This correspondence assembles the Director’s past efforts in one place for semi-annual review, annual updates and committee presentation.

DEPARTMENT MISSION & VALUES

PUBLIC WORKS DEPARTMENT MISSION STATEMENT

The Walworth County Public Works Department enhances the quality of life, health and safety of all citizens by providing top quality services through a very responsive and responsible team committed to high ethical standards, accountability and effective maintenance of the county’s infrastructure (facilities, highways and parks and open spaces).

OUR VALUES

- High Ethical Standards
- Teamwork
- Good Stewardship of County’s Investment
- Highly responsive
- Service
- Data-Driven Decision Making

Public Works Department

W4097 County Road NN
Elkhorn, WI 53121
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262.741.3117 fax (Operations)



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DIRECTOR’S VISION

Build foundational standards of accountability for asset management, personnel management, and work performance to address safety, fiscal, planning and performance shortfalls. By addressing these internal challenges, the department will be better postured to plan and build for the future while ensuring quality of life for the community and employees.

PHILOSOPHY (KEYS TO SERVICE SUCCESS)

- *Build Trust and Credibility*
- *Determine Needs*
- *Evaluate Ability to Serve*
- *Invite Scrutiny and Accommodate Change*
- *Initiate the Plan; Evolve and Update As Needed*
- *Recognize Achievement*

DEPARTMENT ORGANIZATION

Public Works is comprised of seventy (70) full time staff and various seasonal maintenance or limited term employees (LTEs). The department relies heavily on intra-departmental collaboration for: park and trail maintenance; fleet and equipment maintenance; and, project management, with most work being done independently by the various entities.

Public Works has two major divisions and two supporting cells to manage operations. For further details on operational structure see Section 2 *Organizational Structure*, which is reviewed and updated monthly.

Divisions

Highway Division	Asset Management Division
Provide seasonal maintenance on 700 lane miles of State Trunk Highway System, and, 400 lane miles of County roads.	Fleet – Provide higher level maintenance of all County fleet equipment. Facilities – Manage and maintain approximately 1M square feet of facilities and campus grounds. Parks – Manage and maintain four parks and the White River Trail.

Supporting Cells

Engineering	Administration
Manage County Highway and Bridge Improvement Program; provide project management oversight and support for improvements to County assets.	Provide personnel support for Public Works staff. Supervise County Waste Disposal Programs, e.g. Operation Clean Sweep.

Expansion: In 2019/2020, the department added: one Project Manager; one Engineer; and one Asset Manager / Operations Analyst positions to improve management oversight of daily projects and asset control operations, respectively. These new assets will provide the department with increased ability to assess requirements and data to inform and influence future operations and planning efforts.

STRATEGIC PLAN REVIEW PROCESS

Walworth County annually reviews its strategic goals and objectives as part of its budget review process. Department Heads are requested to suggest updates to these strategic goals annually. Public Works recommended one update that was adopted in 2019. Specifically, Focus Area 5, Goal 1, Objective 5 was added to establish the strategic intent behind improving operating procedures in order to address environment concerns.

In order to ensure Public Works is prepared to influence long range goals, the Director will publish and update department goals that are nested in the County Long Range Plan; and, align goals to individual performance assessments. See Section 1 *Strategic Goals* for further details. Additionally, the Director will provide an assessment of department progress towards long range goals to the Public Works Committee each January.

Similarly, a related County Finance requirement is for departments to provide activity-specific budget narratives. Finance's requirement is related to the budget process and is generally due in June of each year. Separate goals and measurements are established within these documents but may be duplicated within the department's goals as they are also nested to staff performance reviews and goal setting objectives.

POLICIES, PRACTICES, AND PROCEDURES

In 2015, a study by a PROBE Network was commissioned to assess department strengths and weaknesses.¹ Overall the department scored below average (or Aspirational) with particular weakness in matters concerning: Customer or Stakeholder Engagement; Internal Processes; Adapting to Change; Environmental or Sustainable Practices; and, Managing Knowledge. Over the last two years (2019 / 2020) Public Works has developed ordinances, administrative procedures, and internal policies to begin the process of addressing these and other department concerns.

Therefore, complementing all core department objectives is either a plan or policy. In order to achieve continuous improvement these plans and policies are themselves reviewed periodically, often annually, in order to determine: implementation challenges; relevancy; and/or, if they require, modification.

STRATEGIC ASSET MANAGEMENT

While the next topic (Levels of Service) focuses on public facing aspects to the department's mission, one of the most critical challenges a department faces is day-to-day management of assets. Managing the public resources (parks, fleet, facilities, construction materials, and other on hand equipment) dominates management's daily concerns. If we fail to maintain

¹ Bud Gayhart, "PROBE for Service Excellence" Report, www.probe-network.com, 6 July 2015

our assets, then we will fail to maintain the levels of service outlined below. For more details, see the department's Strategic Asset Management Plan (published separately).

LEVELS OF SERVICE

Walworth County Public Works employs a team of multi-disciplinary skilled professionals and management staff who seek to maintain (and exceed) established levels of service. While various levels of service are found in Chapter 16 *Public Property of Walworth County Code of Ordinances*, most categories of asset maintenance and management are internally imposed. See Section 4 *Levels of Service* for further details, or visit our website at <https://www.co.walworth.wi.us/293/Public-Works>.

PLAN MONITORING

As outlined in paragraph *Strategic Plan Review Process* (above), the department will review and determine its performance on key objectives within the annual Budget Narrative objectives, which include past performance review; via a self-imposed presentation to the Public Works Committee; and, upon review of individual plans. In addition, the Director will publish, every six months, a calendar associated with his *Road to Intent* brief (Section 5 *below*) which will be presented to the staff, along with guidance to supporting working groups, so to focus on the implementation of objectives and sustain an atmosphere of continuous improvement.

Ultimately, the Director is responsible for the analysis and publication of this plan; and, affiliated plans and products. Working groups and individuals may be tasked to provide material and analytical support but the Director will make final and publish all strategic documents under his authority.

SECTION 1 – PUBLIC WORKS STRATEGIC GOALS



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MEMORANDUM

Date: December 3, 2020

To: Public Works Leadership

Cc: Mark Luberta – County Administrator
All Public Works Employees

From: Richard Hough – Public Works Director

Subject: Public Works Long Range Plan 2020 – 2025

This correspondence outlines insights into the strategic direction by which the Director of Public Works will guide the department and make core decisions regarding personnel, equipment, material, work/performance standards and other policies. What follows is the alignment of department objectives with those of the County Strategic Plan, published annually in the Budget Book.

Department Mission: The Walworth County Public Works Department enhances the quality of life, health and safety of all citizens by providing top quality services through a very responsive and responsible team committed to high ethical standards, personal and systematic accountability, and effective maintenance of the County's infrastructure (facilities, highways and parks and open spaces).

Vision: Build foundational standards of accountability for asset management, personnel management, and work performance to address safety, fiscal, planning and performance shortfalls. By addressing these internal challenges the department will be better postured to plan and build for the future while ensuring quality of life for the community and employees.

Values: High Ethical Standards; Teamwork; Good Stewardship of County's Investment; Highly Responsive Service; and Data-Driven Decision Making.

Philosophy:

Keys to Service Success:

- *Build Trust and Credibility*
- *Determine Needs*
- *Evaluate Ability to Serve*
- *Invite Scrutiny and Accommodate Change*
- *Initiate the Plan; Evolve and Update As Needed*
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Overall County Focus Areas with Public Works Supporting Strategies

County Focus Area 1: Good Government

County Goal 1: Work with local governments to share services and expertise to leverage economies of scale and to support continuous improvement and process innovation.

County Objective 1) Promote cooperation among local governments to provide more effective and efficient services to citizens.

Public Works Supporting Objective (SO): Sustain municipal outreach program to discuss services, policy, materials, proposed and ongoing project plans, and opportunities for mutual cooperation.

NOTE: All Performance Indicators (P.I. below) are considered benchmark starting points for future comparison.

County Goal 4²: Maximize effectiveness of overall County operations.

County Objective 1) Consider centralization of services for operational improvements or cost reductions.

Public Works SO: Implement recently established policies that outline a central role of Public Works in the management and oversight of County infrastructure and County security, as it relates to infrastructure improvements.

Performance Indicator(s): # of department noncompliant with County access control protocols.

2020 Count: 0; Lead: Matthew Mortwedt

County Focus Area 2: Sound Financial Planning and Practices

County Goal 1: Maintain financial policies that are responsible and transparent, while building the County's long term durable financial strength.

County Objective 1: Strengthen financial integrity and controls utilizing ordinance and administrative procedures.

² County Goal Numbers correspond to County Long-Range Vision. Not all County Goals have impacts on Public Works vision and operations.

Public Works SO: Establish and implement policies of accountability for material and equipment maintenance, accountability, and dedicated time and human resources to sustain.

Performance Indicator(s): Increase use of hand receipting to accountability methods to document individual, section, and division level and department level use.

Present Accountability Level (Department); Lead – Sarah Arndt

County Objective 3: Build fiscal reserves while maintaining an available minimum fund balance/net position of range 15% to 20%.

Public Works SO: Expand implementation of innovative procurement and operational strategies to reduce costs, waste, while rightsizing material and equipment levels.

Performance Indicator(s): A - Decrease equipment procurement costs as measured against 2018 plans; B - Retain necessary fleet equipment while decreasing on-hand major capital items, as compared to 2019 levels, to reduce: annual maintenance, cut costs, and eliminate waste.

A – (\$5.1M); Lead: Hough;

B – Fleet Reduction (1 Tandem); Lead: Hough

County Goal 3: Optimize and protect County workforce and assets by investing in effective and efficient resources and solutions.

County Objective 1) Increase efficiencies and improve results of County programs by investing in technology and maintenance of assets.

Public Works SO: Invest in and expand the module use of AssetWorks to manage equipment, materials, and workloads. Purchase Fleet Management module to improve analysis of fleet use and needs. Leverage AssetWorks inventory / material management capabilities to create division, section, crew, and individual inventory management capabilities.

Performance Indicator(s): Databases and hand receipts capture asset accountability of individual equipment at operator level.

Categories Complete: IT Systems, Uniforms, and some Tools.

Lead – Sarah Arndt

County Objective 2) Manage the capital improvement plan including prioritizing, funding, and protecting current assets.

Public Works SO 1: Expand the use of CIP annual analysis beyond new projects and to assess, re-assess all projects in the CIP.

Public Works SO 2: Develop and utilize campus master plan and other documents to guide CIP planning and budgetary efforts.

Performance Indicator(s): Reduce number of out-of-cycle (non-budgeted / non-equipment) CIP projects proposed, and, submitted changes in scope presented to Public Works Committee.

New Projects (1 – SO Vehicle); Scope (5); Lead – Rich Hough

Public Works SO 3: Decrease the number of documentation errors. Decrease number of change orders.

Performance Measure(s): Decrease Change Orders sent to PW Committee.

Change Orders Submitted (7); Lead – Rich Hough

County Objective 5) Provide a safe work environment through effective programs.

Public Works SO 1: Consolidate all safety-related training materials for ease of access to department trainers.

Public Works SO 2: Bring department safety program into compliance with APWA Management Practices Manual, Chapter 9.

Public Works SO 3: Reduce number of overall accidents by category.

Performance Indicator(s): A – N/A; B – Number of categories compliant (out of 10) base on APWA Safety Standards. C - Number of personal and equipment-related claims.

B – Categories (8/10); Lead: Richard Hough

C – Personnel Claim (16); Equipment Claim (11*); Non-Reportable (11); Lead: Sarah Arndt

* Equipment (7) and facility-related (4); DPW workers damaged county building/equipment on (4) of (11) claims.

County Objective 6) Secure County assets to reduce and prevent loss or damage.

Public Works SO 1: Establish policies and programs for material and equipment maintenance and accountability.

Performance Measure: Same as Focus Area 2, Goal 3, Objective 1.

Public Works SO 2: Improve county-wide access control / security.

Performance Measure: Decrease the number of keys and access cards issued to individuals.

Installed Kiosks (0); Lead: Matt Mortwedt

County Focus Area 3: County Workforce

County Goal 1: Attract, hire and retain an effective, diverse, professional, dedicated and motivated workforce.

County Objective 2) Create and promote a healthy work environment that values employee contributions.

Public Works SO: Sustain quarterly and annual employee recognition programs. Recognize innovation, leadership, and other qualities that enhance the department's productivity, image, and performance.

Performance Measure(s): A - Increase the number of nominated personnel for internal awards. B - Increase social engagement events within the department.

A – Personnel Nominated (9); Lead – Laurie Landon

B – Department Social Events (2)*; Lead – Laurie Landon

*Limited departmental events held in 2020 due to COVID-19 impacts.

County Goal 2: Create an environment which encourages employees to provide County services with maximum effectiveness and efficiency.

County Objective 1) Ensure a performance evaluation process is completed for every employee encompassing core competencies, appropriate organizational behaviors, and specific and measurable goals.

Public Works SO: Inculcate strategic department goals and objectives into department annual performance evaluation system.

Performance Measure(s): Salaried Staff Complete

NOTE: Supports County Focus Area 3, Object 1, Goal 4, to develop employees to become leaders who promote ethics, innovation, and accountability.

County Objective 3) Provide opportunities for training and encourage the development of professional skills to enable our employees to enhance productivity and to compete for and assume progressively more responsible positions.

Public Works SO 1: Improve department skills, knowledge, and abilities.

Performance Measure(s): A - Increase investment in personnel training programs (internal/external).

2020 Total Training Expenditures (\$42,780); Lead – Penny Bishop

Public Works SO 2: Develop mid-management internal training programs to improve knowledge, skills, and abilities to management and procure department materials and equipment, sustain equipment, manage personnel administration, and other basic leadership skills.

Performance Measure(s): A – Increase # of leader specific internal / external training sessions conducted annually. B – Increase \$\$ invested in leadership development.

2020 Leadership Development Internal Sessions (4); Lead: Hough

External LD Sessions (1); Lead – Barry Pierce

External LD Sessions Total Costs (\$11,950); Lead – Penny Bishop

County Focus Area 5: Environmental and Land Use

County Goal 1: Sponsor programs to protect our community, health of our residents, and our natural resources.

County Objective 1) Strive to divert recyclable solid waste from disposal in local landfills to extend the useful life of local landfill facilities/sites.

Public Works SO: Seek continuous innovation and grant sponsorship of our Solid Waste program. Expand program, as necessary.

Performance Measure(s): A - Increase # of county-wide events held. B – Increase tonnage collected during county events.

County Recycle Events Held (2); Lead – Laurie Landon
Total Tons Collected (39,442 lbs. E-Waste; 24,520 lbs. Appliances; 63,567 lbs. HHW; 5464 lbs. Small Quantity Generators); Lead – Laurie Landon

County Objective 2) Properly collect and dispose of hazardous waste and special waste materials.

Public Works SO 1: Maintain robust solid waste grant program. Keep public informed. Seek opportunities to expand into new opportunities.

Performance Measure(s): A - Increase dollars gifted by community members. B – Increase # of participants in events.

Gifted Dollars (\$8,500); Lead – Laurie Landon
Total # of Survey's Collected (1007); Lead – Laurie Landon

County Objective 3) Preserve water quality in the County; including surface water, run-off and ground water.

Public Works SO 1: Increase use of brine to annually reduce use of salt and environmentally hazardous additives by 6% from the Winter of 2020-2021 through 2025.

Performance Measure(s): Increase gallons of brine used (past winter).

Gallons Dispensed on Roads (254,063); Lead – Barry Pierce
Total Tons of Salt Offset Countywide (291).

Public Works SO 2: Lead County-wide winter service innovation efforts.

Performance Measure(s): Increased gallons of brine ordered by municipalities. Decreased amount of salt ordered annually.
Gallons by Municipalities (Prior Year): (16,983); Lead – Barry Pierce

County Objective 5) Promote, plan and implement best land, energy and resource conservation practices.

Public Works SO: Promote best practices in energy efficiency for various seasons while accounting for exceptional circumstances.

Performance Measure(s): A - Decreased overall costs for utilities based on past averages / based on severity levels. B – Increased use of sustainable or low-carbon energy alternatives.
A – Overall Utility Costs (Jan-Sep)(\$968,019.90); Winter Severity Rating (72.8); Utility/Severity Benchmark (13,297); Lead – Sarah Arndt
B –Low/No Carbon Energy Facility Assets (0); Lead – Matt Mortwedt

County Focus Area 6: Infrastructure

County Goal 1: Provide, operate, and maintain County infrastructure including highways, buildings, equipment, and associated services.

Public Works SO 1: Develop and utilize campus master plan to guide CIP decisions at the department and County-wide levels.

Performance Measure(s): Percentage of campus projects unaligned to major facilities planning documents. NOTE: Start assessment 2021.
Projects Associated with Core Plans (0%); Lead - Vince Simek

Public Works SO 2: Identify Public Works material and equipment storage requirements, and establish storage standards, in order to reduce weather-related corrosion and deterioration.

Performance Measure(s): Decrease % of fleet requiring indoor storage that remain outdoors year-round; and seasonally.
Fleet Stored Outside Year-Round (6%); Lead – Barry Pierce

NOTE: Same as Focus Area 2, Goal 3, Objective 2.

County Objective 2) Maximize the useful life of County assets and infrastructure by investing in appropriate and innovative solutions.

Public Works SO 1: Expand preventive maintenance checklists, and PMCS checklists, both Public Works equipment and facilities maintenance.

Performance Measure(s): Increased number of preventive maintenance manual and service standards (hardcopy & AssetWorks).

Number of PM Checklists Available (1); Lead – Jeremy Jacobs

Number of PMCS Checklists (13); Lead – Jeremy Jacobs

Public Works SO 2: Develop standards for project management.

Performance Measure(s): Complete development of a PM Manual.

PM Manual Development Completion Level (10%); Lead – Joe Kroll

County Goal 2: Maximize sustainability of County infrastructure including highways, buildings, equipment, and associated services.

County Objective 1) Minimize consumption of natural resources through established best practices.

Public Works SO 1: Improve park management by establishing annual plan review periods for each park and trail resource.

Performance Measure(s): Increase number of published individual park/trail plans and their average years of intended effectiveness.

Average Park/Trail Park Lifecycle: (0/Yrs); Lead – Matt Mortwedt

Public Works SO 2: Develop bridge maintenance master plan, and supporting annual maintenance schedules, to guide CIP and operating budget decisions.

Performance Measure(s): Creation of a Bridge Maintenance Plan.
Annual Bridge Maintenance Plan; Lead – Barry Pierce

NOTE: See also Focus Area 6 Infrastructure, Goal 3 Highway System.

County Objective 2) Evaluate long term impacts and operating costs in decision-making.

Public Works SO 1: Works closely with finance to balance reserve accounts while taking into consideration asset deteriorate rates (highway, equipment, buildings).

Performance Measure(s): A – Increase # of year’s highway equipment plan is fully funded. B – Increase # of year’s planned Public Works infrastructure improvements are funded.

A - Highway Equipment: (10 - Years Funded); Lead – Penny Bishop
B - DPW Infrastructure: (5 - Years CIP Funded); Lead - Bishop

Public Works SO 2: Maintain long-term asset replacement plans that go beyond the 5-year County CIP / finance cycles.

Performance Measure(s): A - Number of major facilities with MEP Infrastructure Assessments captured in long-term; B – Average number of years MEP Assessments provide valid data for budget planning?

A – 6 Plans for Major Facilities; Excludes new HHS
B - Averaging of 4.17 years of plan effectiveness
Lead – Matt Mortwedt

County Focus Area 7: Public Safety

County Goal 1: Provide a safe environment

County Objective 2) Mitigate impact of natural and man-made emergencies.

Public Works SO: Improve Emergency Management Plan (CEMP).

Performance Measure(s): A- Increase # of emergency response agreements with local municipalities. B – Increase # of annual emergency management / emergency preparedness training events.
A – Mutual Aid Agreements (0); Lead – Hough
B – Emergency Response / Preparedness Event (1); Lead - Hough

County Objective 3) Improve road and traffic safety through enhanced design, education, operations, and enforcement.

Public Works SO 1: Improve use of available databases for road improvement and maintenance decision making.

Performance Measure(s): A – Road Survey Data Results in Maintenance and Improvement Strategy. B – Update and fully utilize WISLR database to manage long-term inventory management and road improvement / maintenance decisions.
A – Data-Driven Updates to Maintenance Strategy; Lead – Pierce
B – Data-Driven Updates Improvement Strategy; Lead - Kroll

NOTE: See Focus Area 6 Infrastructure, Goal 2, Objective 1

Public Works SO 2: Establish more rigorous requirements for road / project management at middle management levels.

Performance Measure(s): A – Number of Superintendents utilizing WISLR fully. B - Development of Project Management Manual. C – Expanded understanding and use of the Highway Maintenance Manual, as measured by inclusion in event reporting.
A – WISLR Access (Full/Partial/None) (2/3/3); Lead – Pierce
B – PM Manual (10%/Complete); Lead – Kroll
C – N/A (Subjective Assessment)

County Objective 5: Pursue prevention strategies to reduce future public safety threats.

Public Works SO 1: Improve safety programs by identifying and reacting to all employee, equipment, and operational safety incidents, regardless of severity.

And, Public Works SO 2: Continue to improve equipment maintenance programs, standards, and employee knowledge.

Performance Measure(s): A - Decrease length of time between incident and initial report to administration. B – Increase # of PMCS manuals development. C – Decrease # of weeks required for Winter Services.

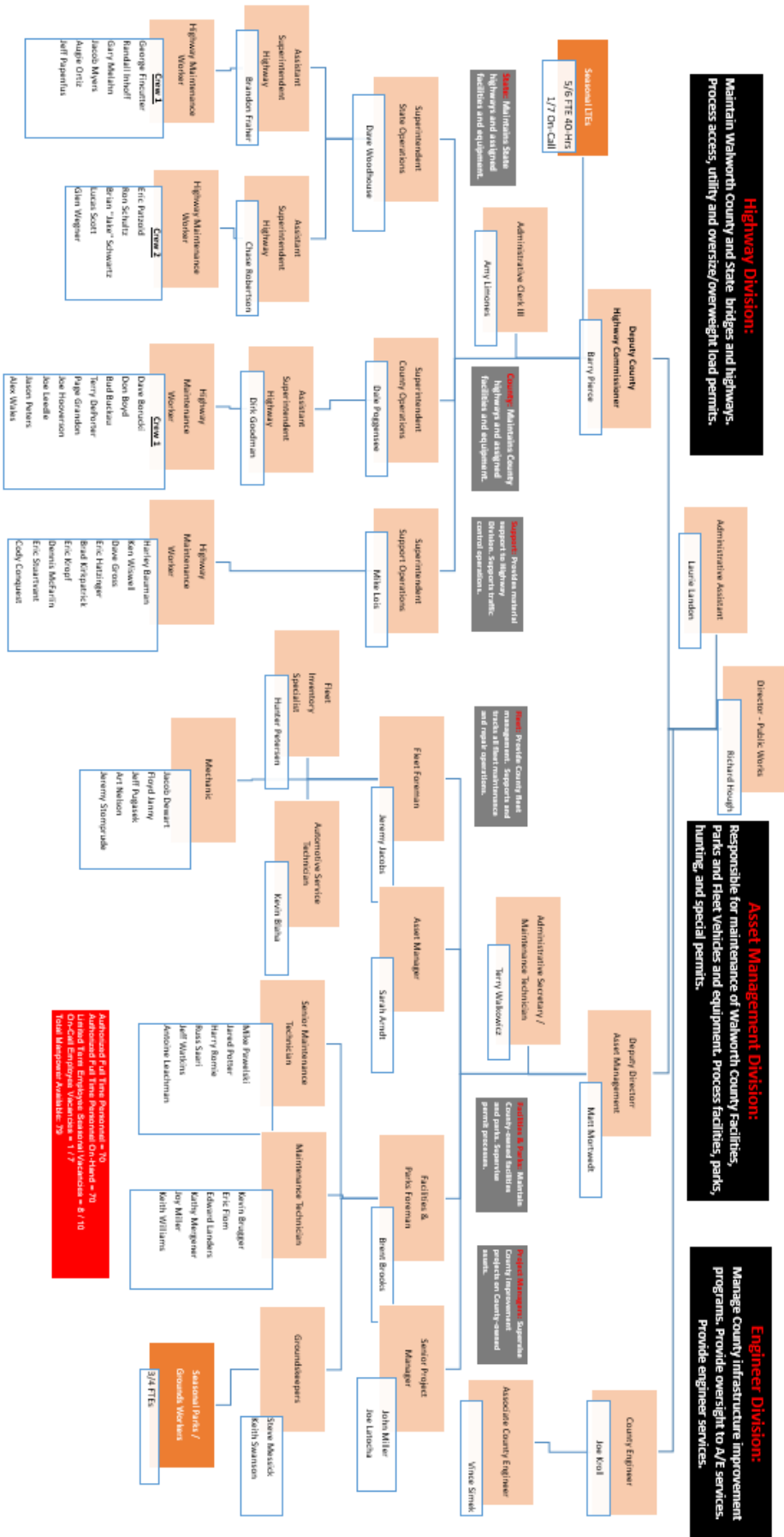
A - Incident Occurrence to Reporting Average (2/Days); Lead – Arndt

B – PMCS Manuals Available (13); Lead – Jacobs

C – Winter Service Maintenance Period (24 weeks); Lead - Jacobs

SECTION 2 – ORGANIZATIONAL STRUCTURE (4th QTR 2020)

Public Works strives to enhance the quality of life, health and safety of all citizens by being accountable and responsible for maintaining Walworth County's infrastructure:



Advanced Full Time Positions = 30
 Authorized Full Time Positions On-Hand = 20
 United Team Employee Seasonal Vacancies = 8/10
 On-Call Employee Vacancies = 1/7
 Total Manpower Available = 75

SECTION 3 –INITIAL DEPARTMENT ANALYSIS (2018)

MEMORANDUM

Date: 20 NOV 2018

To: Walworth County Administrator – David Bretl

Cc: Dale Wilson – Human Resources Director

From: Richard Hough – Public Works Director

Subject: Director’s Report (Public Works DOTMLPF-P Analysis)



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Fleet / Parks / Facilities

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The purpose of this correspondence is to provide the committee with an initial analysis of the Public Works department based on various activities and management concerns. Those include:

- **D**octrine: the way we conduct operations (snow & ice, human resources, safety, etc)

There is a fundamental lack of quality doctrine influencing decision-making on most supervised and management matters. Examples: work break down schedules, work prioritization / decision making templates, etc. Recent developments in new policies are a start but generally written in broad terms. Improved supervisory and directorate decision-making will require more complex doctrine and expectations - justification. To achieve such results will require a significant amount of work with months to develop and years to inculcate.

Sustain: Documentation or internal policies and procedures.

Improve: Development of specific complementary tools for supervisory decision-making, reporting, and accountability.

- **O**rganization: how we organize for operations and routine daily business

Overall organization of the directorate is good, with respect to structural design and preparations for future operations – snow and ice. While supervisors are doing a good job directing preparations for a work project, maintenance activity or operation, decision-making is limited to the simplest of formulas: P for Plenty (personnel, materials, and equipment). As a result, the “art-science” of decision-making is undermined. The directorate has clearly institutionalized reliance on supervisor judgment concerning the “how-to” of operations with little additional analysis. While experience has lent itself to rapid clearance of snow and ice throughout the county, the assessment of effectiveness and corresponding changes to operational approach is severely limited. Therefore, the department is reliant on the skills, knowledge, and abilities of leaders developed under an environment of “trial and error” – individual analysis and personal judgment. While the

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department is blessed with ample experience, tough managerial decision-making and critical thinking is NOT expected. Attempts to right-size response and preparation for operations meets with institutional resistance and is often supported by arguments over public safety. Yet, over the last few years, in an environment with little change in operational approach, or equipment capabilities, or winter severity levels (down), maintenance budgets for fixing damage from public accidents has tripled in three years. Accounting for such increased with arguments that most costs are shifted to state maintenance and state taxpayers is flawed logic. In short, public safety and distributed cost sharing are no excuse for improving operational approach and leveraging more effective use of resources (manpower, equipment, and materials). Also, the P for plenty approach continues to equate to excess and growing costs (See Chart Below). In one year alone costs went up \$552 per lane mile or \$600,000.

Sustain: Operational preparation and event readiness.

Improve: Event analysis and decision making.

CATEGORY B COUNTIES				
REGION	COUNTY	\$/LM	DIFF	REMARK: Grant County has similar LMs but uses four times the brine and half the salt of Walworth County.
SE	KENOSHA	2512	471	
SE	RACINE	2523	460	
SE	WALWORTH	2983		NOTE: At 706 LMs and a reduction to the average costs in S. WI \$250K in winter operations savings on state roads.
SE	WASHINGTON	2773	210	
SW	COLUMBIA	3178	-195	County road saving \$145K. Does not include additional labor costs
SW	DODGE	2869	114	
SW	GRANT	1801	1182	unrecorded by WISDot, e.g. mechanics and multiple levels of leadership.
SW	JEFFERSON	2504	479	
SW	MONROE	2356	627	
SW	ROCK	2603	380	
SW	SAUK	2732	251	
AVERAGES		2621	362	LEFT BLANK

- **Training:** how we prepare for operations (tactics, procedures)(individual, supervisors, management)

Recently, there has been increased development of personnel and a willingness to identify and develop future leaders, and individual skills, by sending personnel to workshops, conferences, and events. Additionally, supervisors and department managers appear actively engaged in finding such opportunities. However, as referenced above, department training has been mostly undocumented and poorly defined by position, program and end-state, e.g. LTE program, ACL program, safety program. During 2018, only 8 hours/per person of documented training has occurred this year; based on analysis of KRONOS. While training is likely occurring at much high levels, it is not being recorded, documented, and defined, lending itself to the “trial and error” of individual and supervisor development listed above. Considering historic hiring practices of relying on on-the-job-training “OJT” to address a gap in skills, knowledge and abilities, this situation must be addressed. Additionally, unqualified personnel are often brought on because of limited equivalent experience or department exposure within the LTE programs. Lacking an investment in training, to include LTEs, it is my assessment that it is only a matter of time before accidents, injury and other negative consequence results in an employee claim based on insufficient skills development.

Sustain: Managements willingness to send personnel to local and out-of-state training programs.

Improve: Documenting skills, knowledge, and ability gaps by position and program.
Improving identification of training in budgets, time sheets, and reports.

- **M**aterial: all the “stuff” necessary to equip our personnel that DOES NOT require a new development effort (trucks, spares, test sets, sand, gravel, salt, brine)

The county Public Works department has clearly benefited from decades of investment, if not overinvestment. The department has significant excess in material and equipment. Recently, I directed the establishment of accountability over the directorates millions of dollars in equipment. In response, the facilities department started to inventory their on-hand tools and massive waste was identified. In one building alone over forty snips, screwdrivers, and other small tools were recorded when one or a few varieties was sufficient. Basic procurement questions and supervisory judgment to define “need” has not been present. Additionally, I analyzed over five years of annual Financial Reports of Highway Operations. Summary conclusions included: overhead costs of vehicle maintenance and operations have doubled in five years from an average patrol truck cost of \$2768 to \$6303; whereas hours of operational use (per patrol truck) correspondingly dropped from 531 hours to 211. As a result, average “revenue” declined from \$31,601 to \$12,732 without depreciation, and, “profits” on vehicles declined from \$10,379 to (\$5,211) per truck. NOTE: Analysis identified a truck average use range of 330-375 hours, or a mean of 340 hours, to sustain “profitability”. My #1 objective for 2019 is to right-side the fleet and update the departments’ 10-year Equipment Strategy/Plan while assessing new capabilities and possible influences on operational procedures.

Sustain: Having sufficient, and some excess, levels of equipment on-hand for public works operations.

Improve: Justification of new equipment and material purchases; accountability of on hand equipment; and managerial oversight.

- **L**eadership and education: how we prepare our leaders to lead operations

Recently the highway department instituted an Assistant Crew Leader (ACL) program. Selection processes for ACLs were well defined but corresponding skills, knowledge, and ability for the position were not. While the ACL and other policies justly provide leader pay for those running a crew, more needs to be done to define long-term development goals.

Sustain: Recognition (pay) and daily crew management expectations.

Improve: Defining skills, knowledge and abilities.

- **P**ersonnel: availability of trained and qualified people for various operations

The Public Works department has an abundance of quality personnel who take significant pride in what they do for the people of Walworth County. From the county engineer to the newest mechanic, personnel demonstrate pride in ownership and a customer-oriented

behavior. Management and staff all show a dedication to public service. However, a culture of “P” for plenty and corresponding lack of complex decision-making has institutionalized a culture that undermines leader development, department unity, and the directorates’ effectiveness.

Sustain: Pride of ownership and customer-orientation.

Improve: Personnel development and supervisor/management decision-making – justification systems.

- **F**acilities: real property

Public Works operates in sufficient space and facilities. While aging infrastructure will in time need to be replaced, I see no immediate need for costly (\$M) facility upgrades or replacements. A 2019 facilities study will lend itself to an updated assessment. Meanwhile, Public Works managers are assessing what a future fleet might look like and will present the board with multiple options come spring – in time for 2020 budget development processes. As a part of this operational and equipment study, the directorate is developing recommendations for corresponding facility upgrades, which will likely be our more significant improvement recommendations over the next 5 years. Finally, the Public Works department is NOT using its existing space properly. Example, excess break rooms, resulting in unnecessary heating of rarely used or unoccupied space.

Sustain: Budgets for facility maintenance and upgrades.

Improve: Use of existing space. Energy efficiency.

- **P**olicy: County Ordinances and State Law impacting the above elements

The department is operating in accordance with all applicable county ordinances and state law. County ordinances applicable to Public Works operations are limited and therefore compliance is easily documented. However, there are ordinances, state laws, and county administrative procedures that are unnecessarily cumbersome to Public Works operations and activities. Specifically, low thresholds for reporting procurement and contract activities. The state is presently considering increased thresholds but the county has lowered existing levels via ordinance. Public Works is working with the Purchasing Department to look into and make recommended changes.

Sustain: Department regulatory compliance and knowledge.

Improve: Development of new and updated existing ordinances and administrative procedures.

Conclusion. [See Executive Summary (Above)]



Public Works Department

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SECTION 4 – LEVELS OF SERVICE STATEMENT

The purpose of this section is to outline the departments’ minimal or categorical levels of service.

HIGHWAY MAINTENANCE

Walworth County Public Works (PW) Highway Division (Highway) employs a collection of skilled and devoted employees that provide a number of services for county residents. Services provided by WALCO are set and scheduled by task, staffing availability and frequency needs. Our goal is to deliver these services in a timely, efficient manner in a professional and safe fashion. Some of these services require a level of service statement that reaches residents with the answers to some commonly asked questions. Each service is conducted routinely (R) and explained in the frequency matrix, or as part of a scheduled project or under emergency situations. These last two occurrences are not called out as they can occur randomly. What follows is the categories of maintenance provided by the Highway Division.

Street Sweeping

Each spring, Highway dispatches our Elgin Whirlwind Street Sweeper to clear debris from both County and State bridges maintained by PW. The exact time of this service is dependent upon the end of normal winter operations. This debris accumulates over the winter months as a byproduct of salting, anti-icing operations and daily traffic.

Much like your vacuum at home, our Street Sweeper employs brooms that directs debris into a vacuum - storing the collected debris in the hopper. One main difference being the water nozzles that spray onto the roadway ahead of the brooms to keep dust to a minimum.

With over 162 State and County bridges this process can take some time, lasting until the early summer months of each year.

Roadside Mowing

In order to keep traffic moving safely, Highway dispatches tractors outfitted with either 10’ or 15’ mower decks to mow the roadside ditches of over 1100 lane miles throughout the county. This vital safety service assists with reducing traffic accidents and roadkill occurrences by increasing sightlines both along the roadway and at intersections.

WisDOT requires that all State roadways are mowed 1x per year; each mower shall make only one pass on each side of the road; and shall be completed by July 1st each year. County roadways are mowed no less than two times per year with the ideal goal being three complete rounds. The exact time of this service is dependent upon the end of normal winter operations.

Tree Trimming/Brushing

Tree trimming and brush removal (brushing) are primarily services provided by Highway during the winter months. For a number of reasons, this is the best time of the year to conduct these operations – it is healthier for trees to trim dead/nuisance limbs and branches during their dormant season; roadway maintenance is our primary concern during non-winter months; frozen ground allows our heavier equipment to access trees well off the roadway.

Snow Removal

PW Highway strives to provide timely and effective winter maintenance services to all County maintained roadways to provide motorists with safe and passable roadways when winter weather events occur. PW is responsible for clearing snow from approximately 400 lane miles of County roadways and approximately 700 lane miles of State roadways.

The primary goal of winter maintenance for PW is to achieve “passable roadways” within the limitations imposed by weather conditions, available resources, and environmental concerns during a winter weather event.

The level of snow removal service depends on the type of roadway being serviced. The Highway Division maintains both State and County roadways. WisDOT divides these roadways into five (5) categories which determine the priority, level of service, and hours of operation. Within Walworth County, we maintain categories 3-5 level of roads as outlined below:

CATEGORY 3: ALL OTHER 4-LANE HIGHWAYS – (AADT < 25,000)

- I43, US12 (Elkhorn to Genoa City)

Highways in this category typically do not have the traffic congestion and snow storage problems of those in categories 1 & 2. However, they still have high traffic volumes that make it necessary to focus on more than just the driving lanes during the winter weather event. All lanes and ramps will be maintained with emphasis on plowing and sensible salting. Driving lanes and ramps will receive preferential treatment while passing lane will receive less attention with less salting.

CATEGORY 4: MOST HIGH-VOLUME 2-LANE HIGHWAYS – (AADT ≥ 5,000)

- US 12 (Elkhorn to Tri-County Rd and most other State Trunk Highways)

Driving lane will be maintained with emphasis on plowing and sensible salting. When conditions warrant, coverage should generally be provided up to 18 hours per day during the storm.**

CATEGORY 5: ALL OTHER TWO-LANE HIGHWAYS – (AADT < 5,000)

- US67 (Sharon to Rock County Line, County Trunk Highways)

Driving lane will be maintained primarily by plowing with sensible salting. When conditions warrant, coverage should generally be provided up to 18 hours per day during the storm.**

****The gap in coverage is necessary to provide for operator recovery time and shall generally occur between the hours of 9:00p.m. and 4:00a.m. - but will vary with specific storm conditions.**

Plowing is the first priority for winter maintenance operations. If packing should occur, PW will then strive for “passable roadway” conditions and eventually “bare pavement” conditions as soon as practical, after the winter weather event. During the time between the winter storm event ending and achieving “passable roadway” conditions, it is acceptable that only clear wheel tracks be provided when conditions warrant.

Level of Service Frequency Matrix

Category	Work Conducted	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec
Street Sweeping	Bridge Deck cleaning			R	R	R	R						
Mowing	Roadside mowing				R	R	R	R	R	R	R		
Tree Trimming / Brushing	Tree trimming	R	R	R								R	R
Snow Plowing	Salting, Plowing, Anti-Icing	R	R	R	R							R	R

R = Routine function

All services on this list are also provided via projects and during emergency situations, as requested

ASSET MANAGEMENT

Asset/Facilities Management

The Asset Management division is a team of multi-disciplinary skilled professionals and management staff who maintain utilities and buildings for Walworth County. We provide quality service in an efficient and professional manner to ensure a safe and comfortable environment for all building occupants. We implement continuous improvement to ensure the highest level of customer satisfaction. Walworth County’s building maintenance staff are responsive to the needs of staff and the general public. Clean, well maintained, safe facilities, with adequate lighting, as well as temperature control, are critical to creating and sustaining positive experiences. Requests are submitted to Facilities by telephone, or by using AssetWorks, our online asset management and work request platform. Requests are processed by facilities staff and distributed to the appropriate group or individuals. The facilities foreman ultimately directs our response to demand/requested work.

Responding to Service Requests

Priority	Example	Response
1- Life Safety	Fire alarm activation, fire suppression discharge, life safety system troubles	Immediate response
2- High Priority	Water leaks, critical system or mechanical failures, extreme heat or cold in conditioned spaces	4 hours response
3- Normal	Hot or cold complaints, cleaning requests	1 working day response
4- Low Priority	Key requests, move requests, etc	5 working day response

Facilities staff work on a range of demand maintenance, planned maintenance and construction services. The coordination of these services is critical to our long term success.

Planned Maintenance work is conducted by facilities staff and includes a range of services such as regularly scheduled service on mechanical, electrical and plumbing systems. Planned maintenance also includes regular inspections or checks. Planned maintenance is a priority for facilities management. Our ability to conduct mostly planned work extends the life of our system and building assets.

Requests for service may also be forwarded to our Project Management or Engineering teams for further evaluation if the scope of the request exceeds the capabilities of maintenance, or the work is so substantial it may need to be considered for a Capital Improvement Project (CIP).

Project Management requests typically involve more coordination than maintenance is capable of providing. This may include furniture purchases or reconfiguration, single room renovation projects, management of mechanical upgrades and people moves that have multiple stakeholders and require additional planning.

Engineering services include advanced project management, consulting as well as the design and bidding of large scale facilities projects.

Pest Control and Management

Various County functions demand a high level of sensitivity when addressing pest management concerns. Walworth County facilities require the comprehensive preventative maintenance of a pest management program.

Walworth County Asset Management expects to deliver services necessary to produce a substantially pest free environment. The pest management program includes staff training on pest management techniques and pest identification, routine inspections, implementation of physical barriers, and use of chemical treatment, where necessary. Contracted services may be necessary to deliver this service level.

As part of preventative maintenance, our staff is able to identify pest entrances on a campus wide scale. Trained staff are able to identify and document any at-risk areas or evidence of pest activity. Special consideration will be afforded during these inspections to areas considered “hot spots” for pest activities. Hot spots include areas like the kitchens, laundry rooms, break or lunch rooms, locker rooms and trash or recycling receptacles.

An analysis will be completed to determine if physical control (screens, traps, etc) or chemical controls are most appropriate. These controls can be implemented by Asset Management staff or a contractor.

Service requests for pest control should be entered into AssetWorks. The request will be assigned to the appropriate staff to investigate.

Priority	Example	Response
1- High	Bedbugs, lice, infestation of living spaces (jail, nursing home) or kitchen/food prep spaces	Immediate coordinated response with contractor engagement.
2- Normal	Insect control, rodent control in low priority area	Same day investigation, planned response.
3- Low	Issues in low priority areas. Example: pests entering via floor drains in a mechanical or basement area.	5 working days

Solid Waste Collection, Recycling and Reuse for Campus Facilities

Walworth County Department of Public Works and our contracted services collect waste and recycling at hundreds of points across the campus. We deliver these services with the highest level of sanitation/cleanliness and cost efficiency in mind.

Solid Waste Collection

The frequency and location of waste collection is something we seek to control with a two phase approach. The first phase of this approach is to encourage recyclable solids to be removed from our solid waste stream, thereby reducing the total volume of solid waste. The second phase is to limit the number of collection points where daily service is delivered. In a typical office setting the result of this service standard could be that solid waste is not removed from your desk/private office, but from a central location in your office or suite. Or, that solid waste may be removed from your desk/private office but on a reduced frequency with a central point collection still available for daily service, if needed, on non-collection days. Food waste should always be disposed of at central collection points like break or lunch rooms to avoid pest control issues. The specific level of service (frequency and location) of solid waste collection in County facilities varies by building, room function and other factors. See table below for levels of service.

Recycling

Similar to solid waste collection, we seek to control the frequency and location of recycling collection. We strongly encourage diverting all recyclable material away from solid waste receptacles and into appropriate collection points. Recycling streams are substantially cleaner than other solid waste and often do not require the same collection frequency to ensure sanitation standards are being met. The specific level of service (frequency and location) of recycling collection in County facilities varies by building, room function and other factors.

Locations	Frequency
Desk/Office	Varies (See Contract Details)
Restrooms	Daily
Break or Lunch Rooms	Daily
Central Collection Points	Daily
Conference Rooms	Weekly
Kitchens	Daily
Building Collection Points (Dumpsters)	Weekly

County-Wide Household Hazardous Waste

Walworth County is committed to address our citizens' concerns regarding county-wide recycling programs to ensure we provide:

- 1) A minimum of one (1) annual E-Waste Recycling Program
- 2) A minimum of one (1) annual Household Hazardous Waste Clean Sweep Program in three (3) locations
- 3) Educational materials and links on our website, distributed via emails and flyers throughout the County
- 4) Increased awareness and recycling opportunities by working with various local municipalities and businesses throughout the County
- 5) A Solid Waste Management Plan that solidifies our commitment to properly collect and dispose of hazardous waste and special waste materials.

Section 5 – Road to Intent

Provided Separately

Purpose: The attached brief outlines the Director of Public Works vision and intent for continuous improvement of the department. Slides provide a visual means of interpreting short term improvement objectives within the context of long range goals.