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# **Dane County, Wisconsin**

## **Land and Water Programs Assessment**

### **Final Report**

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## Table of Contents

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Executive Summary .....	1
Project Scope and Methodology .....	4
Summary of Current State of Dane County Land and Water Programs .....	7
Findings and Recommendations .....	12
Appendix A – Interview Schedule and Participant List.....	50
Appendix B – Fieldwork Activities Matrices.....	52
Appendix C – Supplemental Findings & Recommendations.....	59
Appendix D – Current State Expenditure Analysis .....	60
Appendix E – Governance Inventory Matrix .....	61
Appendix F – Waukesha County “Guide to Permits, Licensing and Development Services” – Stormwater Management and Erosion Control Permit Description and Flow Chart.....	65

## Executive Summary

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Baker Tilly Virchow Krause, LLP (“Baker Tilly”) was engaged by Dane County (“the county”) to perform a review of land and water management programs and resources. The scope of this assessment included a review of relevant land and water department objectives, resource alignment, and service delivery effectiveness with the objectives of:

- > Identifying opportunities to increase the effectiveness and efficiency of land and water programs
- > Improving the clarity of focus for each relevant land and water department/division/program
- > Responding more effectively to county resident land and water needs

The county land and water programs are expansive and there are many departments that contribute to the efforts supporting these programs. The Land and Water Resources Department, by its assigned responsibilities and mission statement, is the most involved of the various departments. The scope of this assessment was not limited to this single department, but rather included county departments that interact with and support the Land and Water Resources Department. In some cases, departments lead independent land and water program initiatives. It is important that all stakeholders in land and water programs take responsibility for their role in providing top tier services that make Dane County an industry leader in protecting, conserving, and managing the region’s resources.

Baker Tilly conducted interviews with land and water program stakeholders (Please refer to Appendix A and Appendix B for interview participants and fieldwork activities matrix notes, respectively) and reviewed information provided by land and water program representatives in order to gain an understanding of current land and water programs, processes, and resource alignment. Baker Tilly then performed a comparison of county land and water program activities against industry best practices and comparable organizations in order to identify the preliminary findings contained within this report. The preliminary findings are organized thematically by “Issue” to which one or more “Findings” may be related. Each finding describes an exception or deficiency in current land and water programs management, the impact that this finding may have on the quality and efficiency of those programs, and the risk the finding poses to the county.

Based on these preliminary findings, Baker Tilly identified potential opportunities for improvement. The opportunities for improvement are designed to enhance the efficiency and effectiveness of land and water programs, with the ultimate goal of ensuring that county land and water programs effectively support the overall strategies of the county and respond to stakeholder land and water program needs. We discovered numerous opportunities for enhanced efficiencies; however, we did not uncover any significant redundancies of roles between divisions. While this report will highlight improvement opportunities, there are many areas where the county is meeting industry best practice standards, and even performing as an industry leader in land and water programs.

Baker Tilly noted eight specific areas of opportunity for improvement for which we designed recommendations to improve land and water programs. The recommendations presented in this report were designed based upon consideration for:

- > Gaining program efficiencies through the identification, reduction, or removal of duplicative efforts, and reducing the impact of inefficient management of land and water related programs
- > Increasing resource utilization through county-wide strategic alignment
- > Designing a future-state that is sustainable with the limited resources available to the land and water resource programs

Figure 1 presents the eight issue areas and recommendations that are addressed in the detailed report, as well as the associated risk if the county *does not* implement these recommendations. **The order in which the recommendations are presented is not intended to imply emphasis or priority level of that specific recommendation relative to the other recommendations.** Each recommendation and risk is discussed in more detail in the main part of the report. Appendix C includes several additional findings that were identified as less impactful, but which still warrant mention for further consideration by the county.

**Figure 1**

Report Area	Recommendation	Risk to County if not Implemented
<b>Issue 1 – Grants Management/Administration</b>	<b>1a.</b> The Land and Water Resources Department should create a new position for a Grants Manager - or redefine the role of an existing position to include grants management responsibilities - to provide a consistent approach to the grants management process.	<b>Medium</b>
	<b>1b.</b> The county should invest in grants management software to increase access to grants opportunities and to streamline management processes.	<b>Medium</b>
	<b>1c.</b> The county should invest in grants administration software to improve workflow related to grants administration and increase efficiencies in the application and monitoring processes.	<b>Medium</b>
	<b>1d.</b> Grant programs related to land and water resources should be reviewed to determine if the impact of the grant being awarded is large enough to warrant the staff time spent administering the grant.	<b>Medium</b>
<b>Issue 2 – Lack of coordination between stakeholders</b>	<b>2.</b> The county should foster a land and water resources community of practice to promote a collaborative approach to implementing best practices, solving problems with a broad scope, and resource sharing.	<b>Medium</b>
<b>Issue 3 – Complex governance structure</b>	<b>3a.</b> The county should streamline its governance structure by defining interrelationships between the various governing and advisory bodies, and establishing joint meetings for governing bodies where there is frequent overlap in the focus of the governing bodies.	<b>Medium</b>

Report Area	Recommendation	Risk to County if not Implemented
	<b>3b.</b> The county should redefine the role of the current EANR committee with the goal of creating a governance structure that provides necessary oversight and policy direction without unnecessary layers.	Medium
<b>Issue 4 – Structure of permitting process and systems</b>	<b>4.</b> The county should implement a formal permit management software or database system for all land and water related permits in order to create internal efficiencies. The county should attempt to minimize the number of different systems being used. Develop an approach to monitoring, tracking, and measuring timelines of the permitting process.	Medium
<b>Issue 5 – Public outreach and education is not coordinated or strategic</b>	<b>5a.</b> The county should charge one individual with the responsibility and ownership of the land and water public outreach and education efforts across the county.	Medium
	<b>5b.</b> The county should redesign the messaging and key information regarding land and water resources information presented to the public on county websites.	Medium
	<b>5c.</b> The county should develop a communications strategy that includes a communications plan and policy for land and water resources.	High
<b>Issue 6 – CIP process</b>	<b>6.</b> Expand pre-construction project management capabilities within the LWRD Parks Division by providing existing staff with formalized training and internal mentorship opportunities involving the DPW. This will allow Parks staff to take on more responsibility as it relates to initial cost estimation and pre-construction planning. Additionally, quantify parks planning annual workloads to determine whether additional staff could be added to meet CIP budgeted project needs or consider contracting out workload if additional county staff cannot be justified for the given workloads.	Medium
<b>Issue 7 – Informal GIS Technical Advisory Group (GTAG)</b>	<b>7.</b> The County should assign a GIS staff member as the strategic facilitator of the GTAG group. This position will promote GIS initiatives and be responsible for reporting to the LIC. This group facilitator should also work to ensure that priorities of LIC and the GTAG members are part of day-to-day activities that contribute to the Land Information Plan.	Medium
<b>Issue 8 – Insufficient employee time tracking</b>	<b>8.</b> Implement an activity-based time tracking system that will help manager and director level staff better understand how division employees spend their time relative to the annual budget and longer - term initiatives of the land and water programs.	Medium

## Project Scope and Methodology

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The four departments identified as contributing to land and water program efforts included in this assessment are presented below. The department and associated division acronyms will be used throughout this report. Please note that only those divisions within each department that are relevant to the scope of this study are presented below.

- > Land and Water Resources Department (LWRD)
  - Administration Division
  - Office of Lakes & Watersheds
  - Real Estate Division
  - Parks Division
  - Land Conservation Division
  - Water Resource Engineering
- > Department of Planning & Development (DPD)
  - Zoning Division
  - Planning Division
  - Land Records Division
- > Department of Administration (DofA)
- > Department of Public Works, Highways, and Transportation (DPW)
  - Public Works Lakes
  - Solid Waste / Recycling
  - Highway Maintenance
  - Public Works Engineering
  - Highway Engineering

The Office of the Dane County Board of Supervisors (County Board) contracted with Baker Tilly Virchow Krause, LLP to conduct an independent analysis of Dane County's Land and Water Programs. The main objectives of our review included:

- > Optimizing staffing levels
- > Identifying and optimizing shared resources
- > Identifying and optimizing shared responsibilities
- > Identifying and minimizing overlapping responsibilities

Baker Tilly executed a three-phased approach in order to address the objectives listed above.

- > **Phase 1:** Identify each program area that addresses land or water management and identify key elements such as current staff, activities and responsibilities, associated committees and oversight bodies or personnel
  - Review information provided by Dane County staff
  - Conduct on-site interviews with staff, county board supervisors, and other land and water program key stakeholders
  - Analyze current state information collected
- > **Phase 2:** Identify key issues and associated findings that are currently creating roadblocks that may be hindering the goals and expectations of county land and water programs and initiatives
  - Identify challenges that land and water programs face
  - Prioritize and document key findings to present to the County Work Team
- > **Phase 3:** Propose recommendations for improvement in the areas identified
  - Conduct best practice research in similar counties, with emphasis on Wisconsin geography and comparative population
  - Propose recommendations to remedy current situation and identify required resources and actions to implement change
  - Present final recommendations to County Work Team – and other county stakeholders

This report is organized by thematic issue and related findings. Each finding describes an exception or deficiency in the current management of land and water programs and the impact this finding may have on the county. Findings include a detailed recommendation and provide a general explanation of these areas:

- > **Recommendation** – A general statement on how the finding should be addressed
- > **Recommendation Considerations (e.g., cost, barriers, etc.)** – Associated costs or barriers that the county will need to address to implement the recommendation
- > **Recommendation Details** – A detailed description of the recommendation, including organizational, process, or management changes
- > **Comparable Jurisdiction Data** – Data from similar county programs that demonstrate support for the recommendation
- > **Industry Best Practice Research** – Examples from research that support the recommendation

- > **Risk Assessment Summary** – A brief statement on the potential risk to the county if the recommendation *is not implemented*. Definitions for the levels of risk are below:
  - **Low** – If the recommendation is not implemented, there will be minimal impact on efficiencies, work flow, or quality of service.
  - **Medium** – If the recommendation is not implemented, there could be some negative implications related to efficiencies, work flow, or quality of service. However, the consequences will not be severe.
  - **High** – If the recommendation is not implemented, there could be substantial implications related to efficiencies, work flow, or quality of service.
- > **Estimated Implementation Timeframe** – Anticipated amount of time to fully implement the recommendation. Implementation timeframes of less than one year are considered short-term and implementation timeframes of one year or more are considered long-term.
- > **Resources Needed to Implement** – Necessary staff and physical resources needed to implement the recommendation



## Summary of Current State of Dane County Land and Water Programs

The Dane County land and water related programs span several departments due to the wide variety of activities and services required to maintain the county's valuable natural resources. There are more than 500,000 residents and 60 local governments that fall within county limits, and every one of them is affected in some way by the management of land and water resources. The ways in which the county manages these resources will constantly be in the public eye, making the organization and efficiency of the supporting programs crucial to ensure that the limited funds made available to these programs is spent in the most effective manner possible. The number and variety of county resident, political, and departmental inputs into these programs create a complex system that can be challenging to manage. Understanding the role of each of these stakeholders is crucial to developing an effective framework for the system to operate.

While the LWRD is the most involved and largest staffed county department specific to land and water programs, the DPD, the DofA, and the DPW also have significant input and interest. A complete catalog of activities performed within each of these department divisions is shown in Appendix B. In addition to cataloging the various activities of each department division, a main objective of this study was to identify the shared (and potentially duplicated) responsibilities of these divisions. Figure 2 below utilizes the results from Appendix B to summarize land and water activities where multiple departments are involved.

**Figure 2**

Land & Water Activities	LWRD	DPD	DPW	DofA
Permitting	X	X		
Contract Management & Oversight	X	X	X	X
Public Outreach	X	X		X
Grant Administration	X	X	X	X
CIP Bid/Award/Construction Mgmt	X		X	
Geographic Information Systems (GIS)	X	X		X
Parks & Natural Resource Planning	X	X	X	X
Real Estate	X	X	X	X
Manure Digester Program	X		X	X
Phosphorous Reduction	X	X	X	X
Working Lands Program	X	X		
Snow Plowing	X*		X	
Wood Utilization Program	X		X	
Compressed Natural Gas (CNG) Vehicle Training	X	X		
<b>Table Key</b>				
Lead Role	X			
Support	X			
Limited Involvement /Dependency	X			

\*The Parks Division has staff trained for supporting plowing operations when necessary.

The shared responsibilities and support of land and water program activities reflected in the table above is not intended to indicate process inefficiencies or duplication of efforts. Many of these activities require support from several departments. The activities that deserve the most attention are those where multiple departments have been identified as currently taking on “Majority Departmental Ownership” roles. There may be opportunities within these activities to enhance collaboration between departments, develop a standardized process across departments, or create a centralized management structure to manage activities. The detailed recommendations presented in this report provide additional information regarding these opportunities for improvement.

### **Staffing Analysis**

As part of the current state analysis, Baker Tilly evaluated the staffing levels and span of control within each division of LWRD and DPD. Figure 3 below provides a snapshot of current staffing resources for each division.

**Figure 3**

Land & Water Resources Department Staffing by Division	Budgeted FTE			Managers**	Span of Control	Vacant Positions
	2012	2013	2014			
Administration *	6.00	6.00	7.00	1.00	6:1	1
Land Conservation	13.00	15.00	8.00	1.00	7:1	0
Lakes & Watersheds	2.00	2.00	2.00	1.00	1:1	0
Water Resource Engineering	0.00	0.00	6.00	1.00	5:1	0
Real Estate	3.00	3.00	3.00	1.00	2:1	0
Parks	27.00	27.00	27.00	3.33	N/A	2
Parks (General)	25.00	25.00	25.00	3.00	7:1	2
Lussier Family Heritage	1.00	1.00	1.00	N/A	N/A	0
Lakes Management	1.00	1.00	1.00	0.33	2:1	0
<b>Total</b>	<b>51.00</b>	<b>53.00</b>	<b>53.00</b>	<b>8.33</b>	<b>N/A</b>	<b>3.00</b>
<b>Notes:</b>						
* Includes Department Director Position						
** Manager levels determined from 2014 Org Chart						

**Figure 3 (cont.)**

Department of Planning & Development Staffing by Division	Budgeted FTE			Managers ***	Span of Control	Vacant Positions
	2012	2013	2014			
Planning **	4.50	4.50	5.00	1.00	5:1	0
Zoning & Plat Review	11.35	11.35	10.35	1.00	9:1	0
Records & Support *	7.65	7.65	7.65	1.00	6:1	0
<b>Total</b>	<b>23.50</b>	<b>23.50</b>	<b>23.00</b>	<b>3.00</b>	<b>N/A</b>	<b>0</b>
<b>Notes:</b>						
* Includes Department Director Position as manager						
** Planning Division includes 5 planners that report directly to Department Director						
*** Manager levels determined based on interpretation of lead division role						

Staffing levels have stayed fairly consistent for both LWRD and DPD across all divisions in 2012 through 2014 fiscal years. One exception is the shift of six staff resources from the Land Conservation Division to the newly created Water Resource Engineering Division in 2014. This reorganization included a net reduction of one FTE in LWRD. There is also a vacant position in the LWRD Administration division, which will likely be filled with the addition of a Marketing & Outreach Coordinator in the near future. There are two vacant positions in the Parks Division, which include a Park Ranger and Park Maintenance Technician.

Assessing staffing levels comprehensively is a complex process that requires detailed historical data to conduct. Span of control is one quick way to assess the appropriateness of current staffing levels. A study performed by the Miami-Dade County Office of Strategic Business Management included an analysis of various local government department span of control measures and found that the actual average span of control in state and local government agencies ranged from 6 to 13, with most agencies close to 6 or 7<sup>1</sup>. Various studies from other government agencies were reviewed as part of this Miami-Dade study, which concluded that the recommended span of control typically ranged from 6 to 12 or more. The study also stated that “the optimal span of control in an organization is dependent on the particulars of its unique environment.” The following were listed as several factors that may influence span of control:

- > Extent of non-supervisory activities
- > Degree of risk or public scrutiny entailed in the work
- > Geographic dispersion of staff
- > Extent of contracting out
- > Multiple work shifts
- > Legal / regulatory issues
- > High level of professional expertise required
- > Ability of classification and pay structure to accommodate non-managerial paths and reward performance of non-supervisory employees

<sup>1</sup> Miami-Dade County: Fiscal Year 2010-11 Span of Control Analysis Memo, Sept. 21, 2010;  
[http://www.miamidade.gov/auditor/library/PEC/Analysis\\_studies/Memo\\_OCA\\_span\\_control\\_response.pdf](http://www.miamidade.gov/auditor/library/PEC/Analysis_studies/Memo_OCA_span_control_response.pdf)

Most Dane County divisions fall within the Miami-Dade County study expected range (6 to 12) with the exception of the Lakes & Watersheds Division (1:1) and the Real Estate Division (2:1). These two divisions require a high level of professional expertise, often assist in the management of public outreach initiatives, and serve the needs of other divisions. The Lakes & Watersheds Division reports directly to the Lakes & Watersheds Commission, which is established by state statute. The “manager” of this group has only one direct report who also reports to the commission and is responsible for high level policy and program initiatives. The Real Estate Division provides services to various county departments and divisions given its responsibility for all properties owned by the county. The “manager” of this group only has two direct reports; however, this position must serve across division and department lines. The Lakes Management sub-division is staffed by seasonal employees that are shared with the DPW. This sub-division of the Parks Division has three full-time employees for which the Lake Management and Project Coordinator provides oversight. This seasonally shifted team of employees often works separately from the larger Parks Division in specific lake management efforts. Additionally, the seasonal limited time employees are not reflected in this span of control ratio, which skews the result.

### **Expenditure Analysis**

An analysis of expenditures for both the LWRD and DPD divisions was performed to provide a snapshot of spending in recent years (see Appendix D). The analysis was performed for fiscal years 2012 and 2013 actual expenditures and 2014 budgeted expenditures. The majority of division expenditures are related to staffing/personnel. Staffing expenditures consisted of 80% to 90% personnel expense, with 10% to 20% operations expense. The exceptions are the Water Resource Engineering Division with 100% personnel expense due to its engineering design nature, and the Parks Division with 78% personnel expense due to its maintenance nature. Personnel expenses mirror staffing levels, which have been fairly constant across the last three fiscal years, as supported by the staffing analysis presented in Figure 3 above. Operational expenses tend to fluctuate year to year for many of the divisions due to the variation of grant programs and annually budgeted initiatives that can be specific to a fiscal year. For example, the Real Estate Division has an expense for an operation grant related to the North American Wetland Conservation Act that was \$51,405 (of \$61,279 total operation expenses) in FY13, but only \$16,960 (of \$40,245 total operation expenses) in FY12. In some cases, Baker Tilly noted that large unspent or “available budget” values were reported in the FY13 MUNIS financial reports. For some departments or divisions, it is common to have large discrepancies between planned operating budget and actual operating budget. This is likely due to inaccurate budgeting, a lack of staff resources to complete work, or lack of information available to determine timing of multi-year grant funds or special project funds. The Parks Division operational expenses are more constant across fiscal years, due to the consistent maintenance and operational nature of expenses.

### **Best Practice Analysis**

Baker Tilly researched industry best practices in local government approaches to managing land and water programs. Many times, best practice studies are performed by individual government agencies interested in evaluating their own operations and management. At other times, industry organizations publish reports on best practices being applied throughout a region or nationwide. Figure 4 below is a summary of the industry best practices and an evaluation of how Dane County is performing in each individual area. The bullets under each industry best practice are descriptions of Dane County’s related efforts. This list is by no means all-inclusive of land and water programs best practices, but rather narrowed down to fit the scope of this project. The table shows high-level best practice ideas, while the individual recommendations within the report are more specific.

The legend for the chart is below:

- ✓ - The county is implementing best practice
- ✓ - The county has partially implemented or has planned implementation of best practice
- ✓ - The county does not have best practice procedures in place nor plans for implementation

**Figure 4**

Industry Best Practice	Dane County Performance
Strategic and collaborative relationships with federal and state regulatory agencies <ul style="list-style-type: none"> <li>&gt; Coordination with the USDA for farmland preservation programs</li> <li>&gt; Joint initiatives with DNR related to aquatic plant management and educational outreach</li> </ul>	✓
Interdepartmental cooperation on land and water issues <ul style="list-style-type: none"> <li>&gt; The Water Resource Engineering Division will provide plan review and consultation to the DPD</li> <li>&gt; DofA, LWRD, and DPW coordinated efforts on the Manure Digester program</li> </ul>	✓
Use of volunteers, temporary staff, and shared staff between departments to economically meet staffing needs <ul style="list-style-type: none"> <li>&gt; The Parks Division uses volunteers to assist in parks management work.</li> <li>&gt; There are several “friends” groups of land and water resources, which contribute funds and volunteers to help promote county priorities related to land and water resources</li> <li>&gt; LTEs are used heavily in the Parks Division in order to augment staff during high seasons</li> </ul>	✓
Cross utilization of staff across divisions and departments <ul style="list-style-type: none"> <li>&gt; Lakes management staff (LWRD) share with DPW based on seasonal needs</li> </ul>	✓
Comprehensive Parks and Open Space Plan with advisory committee <ul style="list-style-type: none"> <li>&gt; Plan is updated every five years to qualify for eligibility to apply for grants through the Wisconsin Department of Natural Resources (WisDNR)</li> </ul>	✓
Consistent permitting process and incorporation of online “one-stop-shop” for all customer permitting and application needs	✓
Clear, concise website where stakeholders can easily find information	✓
Activity-based time tracking system with associated results monitoring and benchmarking	✓
Resource and knowledge sharing with other entities such as nearby municipalities and educational institutions	✓
GIS advisory committee and reporting stakeholder group	✓
Communications policies and procedures	✓
Centralized system for grants administration and grants management	✓
Strategic communications plan	✓
Trained grants management staff	✓
Process flow chart for permitting procedures	✓
Customer satisfaction surveys to determine service level feedback	✓

## Findings and Recommendations

**Issue 1: Grants management and administration lack a centralized structure to guide the strategic management of internal and external grants. Adjustments to the technology used, processes, and personnel resources dedicated to grants management need to be made to insure that the county is able to effectively prioritize grant opportunities and efficiently manage the grant process.**

**Definitions:**

*Grants Management* refers to situations in which the county is the grantee and is the recipient of funds from an outside entity. *Grants Administration* refers to situations in which the county is the grantor and is responsible for the distribution of grant funds to external entities.

**Finding 1a:** Grants Management is currently operating via a decentralized structure with each division and department responsible for researching, applying for, and monitoring individual grants. The Department of Administration has 1.0 FTE budgeted for a Grants Writer position; however, it is not clear if this position has the capacity or current directive to provide full support to all land and water programs, while also serving the needs of other departments.

Recommendation 1a
<b>Recommendation</b>
A position should be created or identified within the county that is responsible for oversight of grants management and administration for land and water resource programs in order to provide a consistent approach to the grants management process and to determine the return on investment for each grant.
<b>Recommendation Considerations (e.g., cost, barriers, etc.)</b>
Should the county elect to create a new Grants Manager position, the county would need to obtain budgetary approval for the new Grants Manager position. The Bureau of Labor Statistics does not collect data specific to public sector grants manager salaries; however, the national mean salary for a local government fundraiser is approximately \$58,750. <sup>2</sup> The creation of a Grants Manager position could lead to additional revenue as the result of securing additional grant funding, which could offset the cost of the new Grants Manager position. <b>Alternatively, the DofA has budgeted for a 1.0 FTE Grants Writer who may be able to provide support for land and water programs, but may not have the capacity to meet all grants administration and management needs identified in this recommendation.</b>
<b>Recommendation Details</b>
<p>There are four main phases in the lifecycle of grants management:</p> <ul style="list-style-type: none"> <li>&gt; <b>Pre-award</b> – includes grant research, writing, and application submission</li> <li>&gt; <b>Post-award</b> – includes negotiation and award acceptance, project implementation, and management and oversight of the grant program and monies</li> <li>&gt; <b>Close-out</b> – financial close-out of the grant, including submission of any final reporting documentation to the award-granting agency</li> <li>&gt; <b>Audit</b> – review of the management of grant funds and program successes</li> </ul>

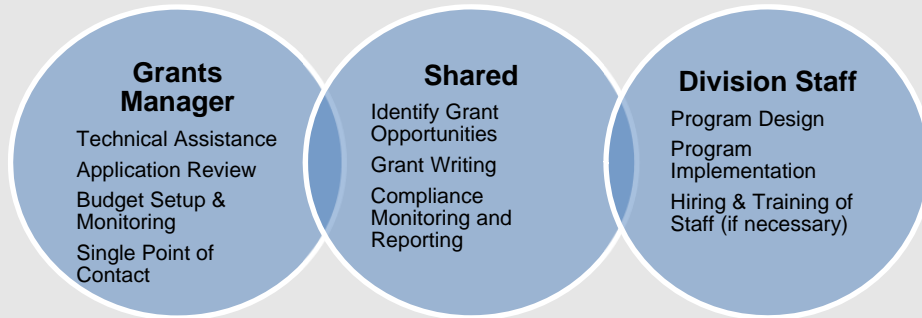
<sup>2</sup> Bureau of Labor Statistics. [www.bls.gov](http://www.bls.gov). Industry: Local government, excluding schools and hospitals. Occupation: Fundraisers (131131).

**Recommendation 1a (cont.)**

**Recommendation Details (cont.)**

In the LWRD, pre-award, post-award, and close-out activities are all taking place within the division that applied for the grant. It is not clear if audit activities are occurring within the divisions. Many of the grants management phases could benefit from centralized coordination. A centralized grants management function would help to bring consistency and transparency to the grants management process, while still allowing individual divisions to maintain input and control for the implementation of the programs being funded. Additionally, a centralized grants management function could assist county divisions and the Board of Supervisors in determining the return on investment for various grant opportunities. Baker Tilly recommends that the county consider creating a new Grants Manager position, or identify an existing role, such as the budgeted Grants Writer in the DofA, that can take on centralized grants management responsibilities.

The graphic below shows the division of responsibilities model between the Grants Manager position and individual divisions.



*Grants Manager Responsibilities*

The Grants Manager would serve in an advisory capacity to divisions that oversee land and water activities as well as have oversight and coordination responsibilities related to land and water grants management. Throughout the lifecycle of a grant, the Grants Manager should be available for technical grant development, monitoring, and reporting assistance to support the divisions (e.g., questions regarding a specific grant application, assistance in measuring program outcomes, tracking grant expenditures, etc.). The Grants Manager would be responsible for setting up and monitoring grant budgets and expenditures, which will be especially important for large, multi-year grants that may require additional staffing. The Grants Manager should establish and maintain a database that will serve as the system of record to support divisions in applying for various grants. The information captured in this system of record may already be captured in various county systems, but in its current state and location, this information is often not readily available to support division level decision making. Additionally, capturing this information in a central location will provide the County Board with the information it needs to make strategic decisions about grants that the county is receiving. The Grants Manager should provide the County Board with information about any impacts grants would have on the county especially as it relates to the fiscal, strategic and service priorities of the county. The Grants Manager could also serve as a final reviewer of all grant applications to help ensure that all information provided to grant-making agencies is consistent across the county. In this role, the Grants Manager should develop familiarity with all department grants, which will also allow this individual to respond to inquiries from the awarding agency, the public, and/or county staff. The Grants Manager can serve as the primary point of contact for all awarded grants, as appropriate.



## Recommendation 1a (cont.)

### Recommendation Details (cont.)

#### *Shared Responsibilities*

Identifying grant opportunities would be a shared responsibility of both the Grants Manager and the division staff. The Grants Manager would establish a formal approach for researching and identifying opportunities for the individual divisions or for the whole department, while the division staff would continue to identify grant opportunities through the long-standing relationships currently established with federal and state regulatory bodies. The Grants Manager and division staff would work collaboratively to complete grant writing. The Grants Manager should have technical grant writing expertise and division staff will have the detailed knowledge of their division's operations. Compliance monitoring and reporting would also be a shared responsibility of both parties; the Grants Manager would establish a consistent framework to monitor and report on all aspects of the grant, including tracking key financial outcomes and reporting requirements, while the division staff will have more knowledge of progress on the programmatic outcomes required by the grantor.

#### *Division Staff Responsibilities*

It is important that division staff continue to have a significant role within the grants management function. Along with their shared responsibilities, division staff will be responsible for program design and implementation. Once a grant is awarded, division staff will design and implement the programs or activities for which the funds were awarded. In some cases, stipulations of a grant may be more complex and require that the division use the funds for public outreach and education or to fund the expansion of park lands. These cases would require a formal approach to project management and implementation for which division staff would take the lead. In cases of large, long-term grants, divisions may need to hire and train additional staff to implement grant programs or activities.

The anticipated benefits of implementing this shared responsibilities model include:

- > Increased technical expertise relative to grant development and management
- > Potential growth in revenue and amount of grant funding received
- > Increased program efficiencies and oversight
- > Consistent messaging to award-granting agencies
- > Reduced risk of mismanagement of grant funds

The key to the success of this recommendation is that the technical and transactional activities associated with grants management would be centralized and division staff would still maintain ownership of their grants programs.

### Comparable Jurisdiction Data/Industry Best Practice Research

Entities that receive more than \$500,000 in federal grant funding are subject to an annual audit known as the Single Audit. The State of Minnesota has seen a dramatic reduction in their Single Audit findings since implementing a grant-focused training program. The state conducted a study of other states that are top performers and concluded that **having trained grants management staff has significantly helped to reduce audit findings**. Results of the study also identified that the majority of respondent challenges were related to internal controls, cash management, and sub-recipient management. The LWRD and other divisions within the county have not had issues within their Single Audit findings, this industry best practice research simply speaks to the benefit of having trained and experienced grants management staff. Establishing a dedicated and experienced Grants Manager to serve land and water resources programs throughout the county would mitigate the risk associated with managing a large grant portfolio and help implement consistent processes among county divisions.



Recommendation 1a (cont.)	
Risk Assessment Summary	Estimated Implementation Time Frame
<b>Medium</b> – The Land Conservation Division manages over \$500,000 in federal grants. Managing a large amount of federal and state money presents a significant risk to the LWRD as sufficient oversight needs to be implemented to protect the existing grant portfolio. Since division staff have varied responsibilities, they are often not able to dedicate their full attention to grant applications and monitoring and there may be missed funding opportunities.	<b>3 to 6 months:</b> If a position within the county is identified to serve land and water resource programs, this person will need to be familiarized with land and water resources programs. Additionally, the county will need to plan for how this position will divide time between land and water resources and other county priorities.  <b>1 year:</b> The department will need to get approval for this position as well as search for and hire a candidate.
Resources Needed to Implement	
Discussion at the county level to determine how this position would be structured, funded, and located. Once determined, a detailed job description should be developed for the Grants Manager position and the county should decide on the qualifications and background that are necessary to fill this position regardless of whether a position is identified internally or a new position is created.	

**Finding 1b:** There is no single department, resource, or tool available to support oversight of county grants management. The lack of transparency and information availability often results in duplication of efforts in various divisions and inefficiencies in the research and data synthesis utilized for grant application, which can increase the risk that different information may be reported to the same grant-making agency. Varying data formats and information sources can prevent the county from being able to calculate the return on investment in receiving the grant funds (i.e., in the long run did we spend more than we would have without the grant while still not achieving a different, more beneficial result?) and the future required commitments or budget allocations.

Recommendation 1b
Recommendation
The county should consider investing in grants management software to increase access to grants opportunities and streamline management processes.
Recommendation Considerations (e.g., cost, barriers)
Prices for grants management software can vary widely based on the vendor, functionality, and licensing. Prior to proceeding, the county should clearly define its software requirements and consider issuing an RFP to better understand software implementation and maintenance risks and costs.
Recommendation Details
<p>As noted in Recommendation 1a, the grants application and management process for land and water resources programs currently operates in a very decentralized manner, with each division managing its own grants. The decentralized nature of grants management also means that there is no central tool or resource to track grant information and funds, which can result in missed opportunities for grant revenue, lack of control over information presented to grant-making agencies, duplicative research and application efforts, and a lack of program measurement to determine the actual benefit of the grant to the county. Recommendation 1a suggests that the county invest in a Grants Manager position to serve the LWRD as a centralized resource to oversee land and water resource related grants. This recommendation and recommendation 1c focus on the resources or software solutions that would support the Grants Manager position and provide added benefits to the county.</p> <p>Grants management software can be a useful tool for researching grants and tracking grant activities post-award. In addition to increasing information availability and accuracy, various software vendors include online training courses for topics such as grant writing, preparation for a federal single audit, application and management of federal grants, and other helpful topics. The tracking and reporting modules of these software systems allow users to track financial and programmatic data for each grant that has been awarded to the county. There are several advantages to the implementation of grants management software, including:</p> <ul style="list-style-type: none"> <li>&gt; Transparency of all grants applications across the LWRD and county to ensure entities are not competing for the same grants</li> <li>&gt; Access to grants databases, which increases funding opportunities</li> <li>&gt; Automated workflow between divisions</li> <li>&gt; Informs the County Board on grant activity across the county, which can help county officials prioritize efforts relative to highest value grant opportunities</li> <li>&gt; Centralized data storage and access to grants data for ease of reporting to internal and external stakeholders</li> </ul> <p>Many grants management software companies offer a cloud-based system, which can greatly reduce the price of purchasing, implementing, and maintaining the system. Additionally, some providers offer modules that allow organizations to manage sub-recipients of “pass-through” grants. The list below provides details on a few grants management software providers. This list is not inclusive of all of the potential providers.</p>

Recommendation 1b (cont.)	
Recommendation Details (cont.)	
<p><b>Dulles Technology Partners – MyWebGrants</b>  <a href="http://www.dullestech.com">www.dullestech.com</a></p> <ul style="list-style-type: none"> <li>&gt; Research<sup>3</sup>, Tracking &amp; Reporting, Data Integration</li> </ul> <p><b>eCivis – Grants Network</b>  <a href="http://www.ecivis.com">www.ecivis.com</a></p> <ul style="list-style-type: none"> <li>&gt; Research, Training, Tracking &amp; Reporting, Data Integration</li> </ul> <p><b>StreamLink – AmpliFund Public Sector</b>  <a href="http://www.streamlinksoftware.com">www.streamlinksoftware.com</a></p> <ul style="list-style-type: none"> <li>&gt; Research, Tracking &amp; Reporting, Data Integration, Sub-Recipient Management</li> </ul> <p>As with any technology purchase, the county should consider the risks of purchasing grants management software related to data compatibility and integration, technical support, and implementation costs.</p>	
Comparable Jurisdiction Data/Industry Best Practice Research	
<p>Counties that have implemented Grant Management Software include<sup>4</sup>:</p> <ul style="list-style-type: none"> <li>&gt; Johnson County, KS, Population 559,913 - eCivis</li> <li>&gt; Tulsa County, OK, Population 613,816 – eCivis</li> <li>&gt; Bucks County, PA, Population 627,053 – eCivis</li> </ul>	
Risk Assessment Summary	Estimated Implementation Time Frame
<p><b>Medium</b> – Grants management software could provide insight into additional grant opportunities through a direct link to grant databases that would otherwise be missed, and <b>the county would have better information for grants reporting and decision making purposes.</b> Grant-related information is currently stored in spreadsheets and Word documents in various departments and network locations, which makes data collection and maintenance difficult to manage. At a minimum, the county should mitigate this risk by requiring the use of a single spreadsheet or database for tracking all grant information across divisions.</p>	<p><b>6 months – 1 year:</b> The county will need to determine its requirements for a grants management system, issue an RFP, and select a vendor.</p>
Resources Needed to Implement	
<p>The county would need to do a thorough analysis of process/system requirements and needs for grants management software to determine which software is best suited to land and water resources and other functional areas within the county. The county should also ensure that staff are appropriately trained to utilize the system.</p>	

<sup>3</sup> Searching with MyWebGrants is limited to opportunities posted on grants.gov.

<sup>4</sup> There are several vendors that provide grants management software. eCivis had the largest client base; and therefore, we were able to find the most comparable county information for them.

**Finding 1c:** The grants administration process within the LWRD and throughout other land and water resource programs is highly manual and does not use a centralized database to store grantee data and applications. The majority of federal grants that Dane County receives are “pass-through” grants, which allow the county to provide money to local landowners, municipalities, and other groups to help LWRD achieve its conservation goals throughout Dane County. Administration of these grants is handled separately by the divisions responsible for the grants. Each division is responsible for tracking programmatic grant data. An Account Clerk II is responsible for tracking the payments for these grants, except in some cases of federal pass-through grants where the federal agency is responsible for grant payments. Currently, data related to grants administered by the LWRD is tracked in spreadsheets or Word documents maintained by each division. Each division that administers grants accepts grant applications in Microsoft Word or Adobe PDF, which are then submitted in-person, via mail, or via e-mail. Grants administration is most efficiently handled within the division responsible for administering the grant because of the knowledge needed to award grants and monitor the progress of grantees and their use of funds; however, the current processes surrounding grants administration appear to be inefficient.

<b>Recommendation 1c</b>
<b>Recommendation</b>
The county should invest in grants administration software to improve workflow related to grants administration and increase efficiencies in the application and monitoring processes.
<b>Recommendation Considerations (e.g., cost, barriers)</b>
Pricing for grants administration software can differ based on vendor, modules, and licenses. A monthly subscription for WebGrants can range from \$500-\$1000 per month. There are non-subscription, enterprise licenses available for which pricing information was not available.
<b>Recommendation Details</b>
<p>A grants administration system could help the LWRD reduce the amount of time staff spend administering pass-through, as well as county funded, grant programs. Additionally, many grants administration systems have workflow management capabilities, which would allow staff to easily sign-off on and pass grant applications, reports, or other documents to staff within the department or within the county. Some benefits of using grants administration software include:</p> <ul style="list-style-type: none"> <li>&gt; Applicants can apply and submit applications online</li> <li>&gt; Application status tracking provides internal and external stakeholders with real-time progress</li> <li>&gt; Central location to store data on grantees, payments, and programmatic data</li> <li>&gt; Workflow management</li> <li>&gt; Custom reporting capabilities</li> </ul> <p>The Dane County Cultural Affairs Commission is currently using WebGrants grants administration software to allow grantees to apply online for grant opportunities. It is possible that the LWRD could leverage this contract if they chose to move forward with this recommendation.</p> <p>There are several vendors that provide grants administration systems. The list below is not inclusive of all the options available to the county.</p>

Recommendation 1c (cont.)	
Recommendation Details (cont.)	
<p><b>Dulles Technology Partners – My WebGrants</b>  <a href="http://www.dullestech.com">www.dullestech.com</a>            &gt; Online application, custom reporting, workflow management</p> <p><b>Microsoft – Grants Manager Plus</b>  <a href="http://www.microsoft.com/government">www.microsoft.com/government</a>            &gt; Online application, custom reporting, workflow management</p> <p><b>StreamLink – AmpliFund Public Sector</b>  <a href="http://www.streamlinksoftware.com">www.streamlinksoftware.com</a>            &gt; Sub-Recipient Management, workflow management, custom reporting</p> <p>As with any technology purchase, the county should consider the risks of purchasing grants administration software related to data compatibility and integration, technical support and implementation costs.</p>	
Comparable Jurisdiction Data/Industry Best Practice Research	
<p>Gartner is a leading IT research firm that publishes benchmark statistics, best practice information and software reviews for a variety of industries. Gartner concludes that grants administration software can alleviate many “pain-points” for governments, including:</p> <ul style="list-style-type: none"> <li>&gt; Increasing efficiency and streamlining processes</li> <li>&gt; Improving customer service for grantees</li> <li>&gt; Simplifying sharing information across departmental/divisional silos</li> <li>&gt; Strengthening reporting capabilities<sup>5</sup></li> </ul> <p><i>Comparable Jurisdictions</i></p> <ul style="list-style-type: none"> <li>&gt; Dane County Cultural Affairs Commission – My WebGrants</li> <li>&gt; City of Seattle, WA, Population 634,535 – WebGrants</li> </ul>	
Risk Assessment Summary	Estimated Implementation Time Frame
<p><b>Medium</b> – Failure to implement this recommendation could result in continued inefficiencies in the grants administration process, including manual receipt and tracking of applications.</p>	<p>6 months – 1 year – The county should determine system requirements for a grants administration system, issue an RFP, and select a vendor.</p>
Resources Needed to Implement	
<p>The LWRD should perform a thorough analysis of process/system requirements for grants administration software to determine which software is best suited to the department. The LWRD should also ensure that staff are appropriately trained to utilize the system.</p>	

<sup>5</sup> Gartner, Inc. September, 2008. “The Government Grants Management Domain: A Gartner Market Definition.”

**Finding 1d:** In terms of grants the county administers, the Dane County Environmental Council awards annual grants as part of the Community Partner Grant Program and the Capital Equipment Grant Program. In 2013, there were a total of 21 separate grants awarded, for a total of \$18,718, with an average of \$891 per grant awarded. While these grants do provide valuable assistance to many different organizations, the process and strategy behind the program should be revisited to consider the total award amount as it relates to the staff time and salary required to award and monitor the grants. ***The Environmental Council grants serve as just one example of smaller grants awarded, but there may be other committees/commissions and divisions administering small grants.***

Dane County Environmental Council 2013 Awarded Grants	
Community Partner Grant Program 2013	Grant \$ Awarded
Aldo Leopold Nature Center	\$ 500
Friends of Cherokee Marsh	\$ 450
Friends of Donald Park	\$ 751
Friends of Pheasant Branch Conservancy	\$ 900
Friends of Pheasant Branch Conservancy	\$ 800
Ice Age Trail Alliance, Inc.	\$ 940
Madison Children's Museum	\$ 900
Natural Heritage Land Trust	\$ 1,000
Swamplovers Foundation Inc.	\$ 480
Town of Middleton	\$ 1,000
Village of DeForest Park, Recreation & Natural Resources Department	\$ 997
<b>Sub-Total</b>	<b>\$ 8,718</b>
2013 Capital Equipment Grant Program	Grant \$ Awarded
Aldo Leopold Nature Center	\$ 730
Benedictine Life Foundation	\$ 1,247
Friends of the Arboretum	\$ 1,250
Friends of Donald Park	\$ 1,295
Ice Age Trail Alliance	\$ 1,570
Rock River Coalition	\$ 871
Upper Sugar River Watershed Association	\$ 1,039
Village of Belleville	\$ 225
Village of Cross Plains	\$ 1,100
Wings Over Wisconsin	\$ 673
<b>Sub-total</b>	<b>\$ 10,000</b>
<b>Total 2013 Environmental Council Grants</b>	<b>\$ 18,718</b>
<b>Average 2013 Grant Amount</b>	<b>\$ 891</b>

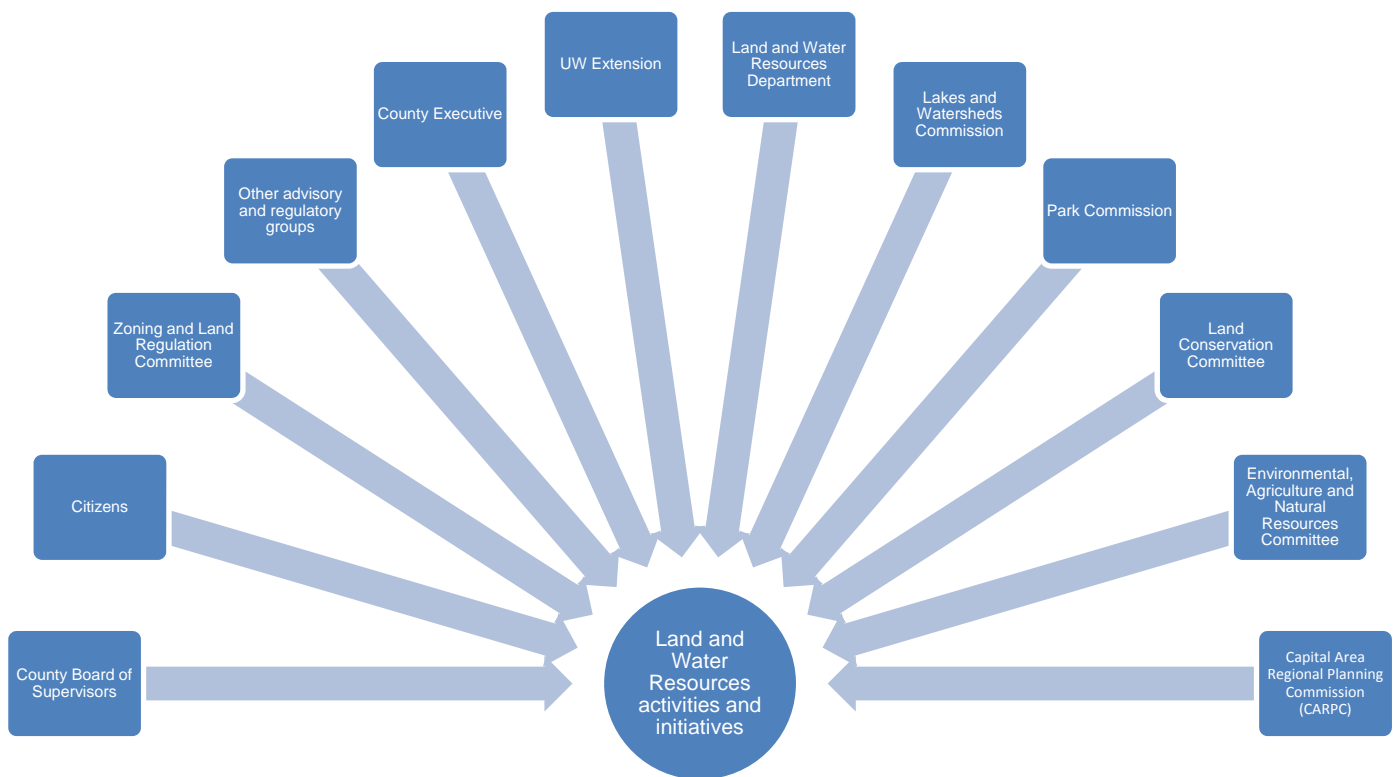
Recommendation 1d
Recommendation
Grant programs related to land and water resources should be reviewed to determine if the impact of the grant being awarded is significant enough to warrant the staff time spent administering the grant.
Recommendation Considerations (e.g., cost, barriers, etc.)
In order to understand the administrative investment that the divisions make in awarding small-dollar grants, division staff would need to track their time spent administering these grants. There is potential to reduce the amount of time spent on grant administration. In Recommendation 8, we suggest that the county implement a more robust time tracking system. Time tracking will be key to the successful implementation of this recommendation.
Recommendation Details
<p>For each of the 21 grants awarded by the Environmental Council in 2013, a staff member had to spend time responding to inquiries from applicants, receiving applications, reviewing applications, tracking payments, and recording outcomes. This can be a significant time investment for relatively small grants.</p> <p>The grants administration system presented in Recommendation 1c may help improve administrative efficiency; however, the LWRD should understand the costs and benefits of administering small-dollar grants. Since the quantitative impacts of the grants may be hard to measure, Baker Tilly suggests simply comparing the cost of staff time spent administering the grant to the award value. This would require the staff member administering the grant to track, or at least estimate, the hours they spend administering each grant. It would also require that the fully-burdened<sup>6</sup> hourly-rate of the staff member administering the grant be determined. The fully-burdened rate can then be multiplied by the hours the staff member spends administering the grant. The county employee in charge of the grant program can then determine if the benefit of the grant outweighs the cost. For example, if the cost to administer the grant is more than the value of the grant, it may not be an effective use of county resources. For grants that have a matching requirement, these additional funds should be taken into account as part of the cost-benefit analysis.</p> <p>In the case of the Environmental Council grants, it may be more impactful, and a more efficient use of staff time, to award a smaller number of grants with a larger dollar value. As mentioned previously, the Environmental Council awards the largest number of small-dollar grants. However, all grants that are being awarded by the county should undergo this cost-benefit analysis to quantify their total impact versus staff time spent administering the grant.</p> <p><b>Additionally, the fiscal, strategic, and service/needs impacts of grants to be administered should be considered by the County Board of Supervisors during the approval process. One way to facilitate this process is to attach a statement of impact to each grant requiring approval by the Board of Supervisors. These statements should include the following considerations:</b></p> <ul style="list-style-type: none"> <li>&gt; <b>Fiscal Impact</b> – what will be the fiscal impact of administering/managing this grant in regards to staff time and additional resources?</li> <li>&gt; <b>Strategic Impact</b> – does this grant support the strategic initiatives of the county?</li> <li>&gt; <b>Service/Need Impact</b> – does this grant provide a service or resource to the public that the county would otherwise not be able to provide?</li> </ul>
Comparable Jurisdiction Data/Industry Best Practice Research
Not available.

<sup>6</sup> The fully-burdened hourly rate would be (salary+benefits)/2,080.

Recommendation 1d (cont.)	
Risk Assessment Summary	Estimated Implementation Time Frame
<b>Medium</b> – If this recommendation is not implemented, there is a risk that county resources will be used ineffectively.	<b>Immediate:</b> All of the data needed to complete this analysis should be available for each of the committees/commissions and divisions that are administering grants.
Resources Needed to Implement	
Staff who currently administer grants would need to begin tracking their time spent on administering each grant program. Additionally, a management analyst or other impartial staff member would need to complete the cost-benefit analysis for each grant program.	

**Issue 2: Coordination between department heads, oversight committees, and other land and water resources stakeholders is limited and does not provide the level of cooperation and resource sharing needed to address the broad scope of land and water resources operations.**

**Finding 2:** There are no regularly scheduled meetings or other defined opportunities for land and water resources stakeholders to discuss initiatives and share information related to current projects, best practices, and resource availability. There likely are opportunities for enhanced collaboration, process enhancement and clarification, and resource sharing that are not being pursued because discussions are limited to a small population of land and water stakeholders through informal avenues of communication. The chart below depicts the various land and water program stakeholders that might benefit from participation in an organized operational forum.





Recommendation 2a
<b>Recommendation</b>
The county should foster a land and water resources Community of Practice to promote a collaborative approach to drive the big picture strategy, implement best practices, solve problems with a broad scope, and ensure resource sharing.
<b>Recommendation Considerations (e.g., cost, barriers, etc.)</b>
Staff would need to dedicate time to participate in the Community of Practice. <b>The community of practice should include internal county stakeholders but when necessary, invite external stakeholders such as community groups, citizens, or subject matter experts to participate as well.</b>
<b>Recommendation Details</b>
<p>A Community of Practice (CoP) is a group of people that have a central idea or function in common and come together to increase their knowledge and share best practices. Given the large number of county departments, governing bodies, and other groups that have involvement with land and water resources, a CoP would be ideal in order to ensure the sharing of knowledge and resources. The primary benefits that have been realized from CoPs are:</p> <ul style="list-style-type: none"> <li>&gt; Help drive strategy</li> <li>&gt; Quickly solve problems</li> <li>&gt; Transfer of best practices</li> <li>&gt; Develop professional skills of those involved<sup>7</sup></li> </ul> <p><b>Ideally, the land and water resources CoP would bring together representatives from all of the County departments that have involvement in land and water resources. Additionally, the CoP could be expanded to include members of some of the primary governing bodies. The CoP can meet as often as the members feel is productive. The main purpose of each meeting would be to share information on current projects, best practices, and resources in relation to land and water resource operations.</b></p> <p><b>When necessary, the CoP could be expanded to include external stakeholders whose input may be crucial to the topic(s) being discussed within the CoP.</b></p>
<b>Comparable Jurisdiction Data/Industry Best Practice Research</b>
<p>The Project Management Institute promotes CoPs as a best practice and has instituted its own online CoP to help project managers share resources and knowledge. Additionally, Educause, a leading resource in the higher education sector, also recommends that institutions adopt CoPs to enable dialogue, stimulate learning, and capture and diffuse existing knowledge.<sup>8</sup></p> <p>Finally, the California Civic Innovation Project uses CoPs in local governments to increase sharing resource and best practice related to innovations in technology, policy, and practice.<sup>9</sup></p>

<sup>7</sup> E. Wegner & W. Snyder. "Communities of Practice: The Organizational Frontier". Harvard Business Review. January 2000.

<sup>8</sup> Educause. "Community of Practice Design Guide". <http://net.educause.edu/ir/library/pdf/nli0531.pdf>

<sup>9</sup> <http://ccip.newamerica.net/dashboard>

Recommendation 2a (cont.)	
Risk Assessment Summary	Implementation Time Frame
<b>Medium</b> – Currently, the county does not have a CoP, but informal communication does take place among stakeholders. Without the implementation of the CoP, land and water departments would continue to operate in a decentralized manner and opportunities to implement resource sharing or process enhancement may not be realized. Creating the CoP will foster a defined avenue for communication and opportunities for collaboration that is more systemic and less personality driven.	<b>Immediate:</b> The county could begin to form a land and water resources CoP immediately.
Resources Needed to Implement	
The county will need to identify the initial group that will form the land and water resources CoP. After the initial group is formed, they can expand involvement in the group if they feel it is necessary.	

**Issue 3: The governance structure of land and water resources activities is too complex and fragmented to provide clear strategic direction and effective coordination of all land and water resources activities.**

**Finding 3a:** The county governance structure for land and water resources is complex and lacks clear definition of each of the governing body's roles and responsibilities. There are four oversight committees/commissions for the LWRD alone, as well as seven other advisory bodies that have some input into land and water resources programs. We have compiled a comprehensive list of these oversight bodies, which is included in Appendix E. Part of the complexity of the governing structure of the county is due to statutory requirements that necessitate the creation of additional governing bodies. The table below categorizes each of the governing bodies related to land and water resources by their function. Some bodies have multiple functions. This table was completed referencing meeting minutes, state statutes, and information provided on the respective websites of each governing body.

	Land				Water			
	Regulatory	Planning	Zoning	Citizen Engagement/ Advisory	Regulatory	Planning	Zoning	Citizen Engagement/ Advisory
<b>Statutory (State)</b>								
Lakes and Watershed Commission (LWC)	X		X		X	X	X	X
Land Conservation Committee (LCC) – also a County Board Committee	X	X		X	X	X		X
Parks Commission (PC)	X	X		X	X	X		
<b>County Board Standing Committees</b>								
Zoning and Land Regulation Committee (ZLR)		X	X				X	

**Dane County Land and Water Programs Assessment  
Final Report**

	Land				Water			
	Regulatory	Planning	Zoning	Citizen Engagement/ Advisory	Regulatory	Planning	Zoning	Citizen Engagement/ Advisory
Environment, Agriculture and Natural Resources Committee (EANR)	X	X		X	X	X		X
<b>Discretionary</b>								
Conservation Fund Grant Advisory Committee				X				
Clear Lakes Taskforce		X				X		
Comprehensive Plan Steering Committee		X				X		
Environmental Council				X				X
Land Information Council				X				
Tree Board				X				

The table above makes it clear that the governance structure for land and water resources is intricate and has many areas of overlap. This is reflective of the interconnectivity of land and water resources, as it is almost impossible to completely separate land and water resources because they affect one another in multiple ways. For example, the amount of farmland rented out in Dane County parks may affect the health of the waterways within the county. Conversely, the health of and access to bodies of water may affect the amount of visitors to the park system. However, the ability to clearly define where the authority of one governing body begins and another ends is critical to ensuring clarity of direction, coordination of efforts, and optimal use of county elected official and staff time.

While each of the areas overseen by the entities listed in the table above is important, it has become clear that the governing structure for land and water resources is duplicative, demands a large amount of staff time, and lacks communication between entities.

Recommendation 3a
Recommendation
The county should streamline its governance structure by defining interrelationships between the various governing and advisory bodies, and establishing joint meetings for governing bodies where there is frequent overlap in the focus of the governing body.
Recommendation Considerations (e.g., cost, barriers, etc.)
There were no additional costs identified. There is a potential reduction in staff and County Board Supervisor time spent at committee meetings and potential to redirect this time to other critical activities. There may be resistance to creating joint meetings from those who currently sit on the committees/commissions.
Recommendation Details
<p>As evidenced in the table above, the six governing bodies that are either required by state statute or county ordinance cover many of the same functions or are statutorily able to make decisions for several of the same functions. Additionally, approximately 17% of the members serve on two or more of the six boards. In order to increase governance effectiveness, enhance coordination, and reduce the overall number of meetings, the six non-discretionary governing bodies should replace their separate, monthly meetings with joint meetings on a regular basis. This will allow members to bring up items that may affect multiple areas of land and water resources and allow LWRD staff to spend less of their time updating multiple governing bodies on LWRD programs and activities. These meetings will be especially helpful for the coordination of the LWRD budget preparation.</p> <p>Although the Zoning and Land Regulation Committee is involved with land and water resources, their involvement is almost exclusively centered on land use planning and zoning. Due to this, their primary overlap is with the Lakes and Watershed Commission, so matters concerning the Parks Commission and the Land Conservation Committee may not be as pertinent to them. Given this, there are two options for structuring the joint meetings between the four statutory bodies.</p> <p><i>Option 1-Quarterly Meetings with all Six Groups</i></p> <p>With this option, the six regulatory bodies would continue to have separate, monthly meetings; except once per quarter they would replace their separate, monthly meeting with a combined meeting.</p> <p><i>Option 2-Quarterly Meetings for LWC, PC, LCC, and EANR; as needed meetings for ZLR and LWC</i></p> <p>With this option, the Lakes and Watershed Commissions, Park Commission, Land Conservation Committee and Environment, Agriculture and Natural Resources Committee would continue to have separate, monthly meetings; however, once per quarter they would replace their separate, monthly meetings with a combined meeting. The Zoning and Land Regulation Committee and the Lakes and Watershed Commission could determine their own schedule for joint meetings based on the need to discuss zoning regulations that impact both groups.</p> <p>Scheduling combined meetings will allow LWRD staff, and staff in other county departments, to spend less time attending meetings and will increase the coordination among the governing bodies. Since these bodies are required by state statute or county ordinance and each have specific membership requirements, the county is limited in the options for reducing the number of commissions that oversee land and water resources. This recommendation allows the county to achieve the benefits of having combined oversight committees/commissions, and complies with statutory requirements. <b>Most importantly, this recommendation will enable land and water resources to be governed strategically as opposed to each governing body focusing on its own objectives.</b></p>

Recommendation 3a (cont.)	
Comparable Jurisdiction Data/Industry Best Practice Research	
While conducting research for this interview, we interviewed representatives of the Waukesha County Board Office, which has a very lean governance structure related to land and water resources <sup>10</sup> . While they were able to structure the membership of their commissions and board committees in a way that allows them to operate with fewer governing bodies, they also streamline efforts by combining as many governing body meetings as possible.	
Risk Assessment Summary	Implementation Time Frame
<b>Medium</b> – If the county does not implement this recommendation, the governing bodies for land and water resources will continue to operate in silos, which leads to a duplication of efforts and the inability to take a strategic approach to land and water resources.	<b>Immediately:</b> The county can begin to implement a new schedule for the governing body meetings immediately. This schedule should be decided on and governing body members should be notified as soon as possible in order to facilitate scheduling and presentation of agenda items.
Resources Needed to Implement	
The county will need someone to lead the scheduling of joint meetings, as well as a staff member to take minutes at the joint meetings. However, the level of staff required should be reduced (i.e., rather than staff at two meetings (equivalent of two staff hours) only one staff hour will be required.	

**Finding 3b:** The Environment, Agriculture and Natural Resources Committee (EANR) has considerable overlap with the other governing bodies. Additionally, it is not clear what the delineation of duties is between EANR and the other land and water resource governing bodies. Upon review of state statutes and meeting minutes, it became apparent that EANR may be creating an unnecessary layer of governance.

Recommendation 3b
Recommendation
The county should redefine the role of EANR with the goal of creating a governance structure that provides necessary oversight and policy direction without unnecessary layers.
Recommendation Considerations (e.g., cost, barriers, etc.)
There were no additional costs identified. However, there is the potential to reduce staff and County Board Supervisor time spent at committee meetings. EANR is established through county ordinance, which would need to be revised to reflect the new role of EANR.

<sup>10</sup> Waukesha County has four governing bodies for land and water resources, not including the lake district boards on which the County Board Supervisors sit.

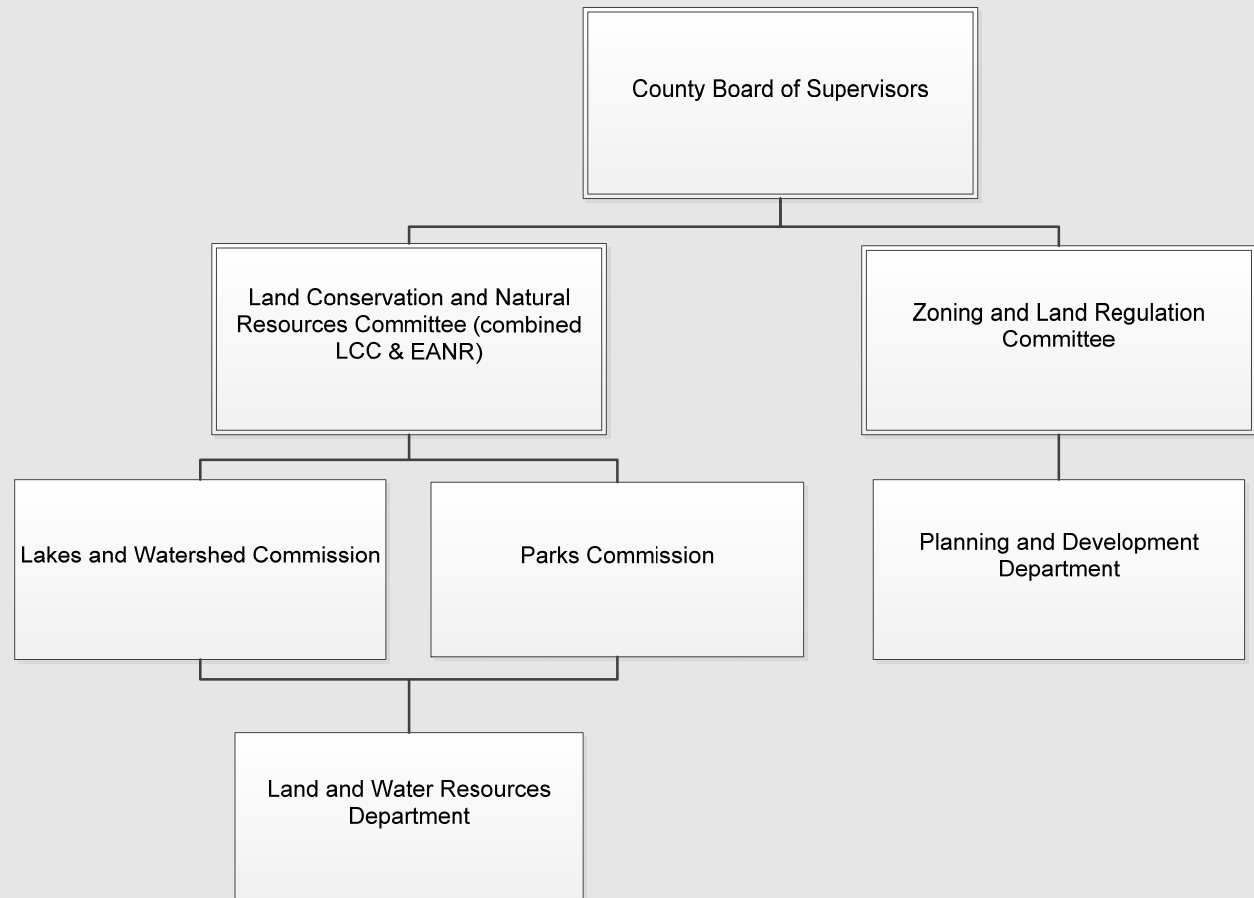
**Recommendation 3b (cont.)**

**Recommendation Details**

EANR currently serves as the connection between the County Board and the land and water resources related governing and advisory bodies, as well as the LWRD divisions. The committee consists of five County Board Supervisors, three of whom serve on at least one other governing body related to land and water resources. Formerly, the county had a Zoning, Land Regulation and Natural Resources Committee, which was divided into the Zoning and Land Regulation Committee and what is currently the Environment, Agriculture and Natural Resources Committee.

Additionally, the Land Conservation Committee is a County Board continuing committee, which is also required by state statute. Having three County Board committees that have oversight of land and water resources has created an extra layer of governance within land and water resource programming that is not an efficient use of staff or County Board Supervisor time.

To create a more streamlined governance model, the county should combine EANR and the LCC to provide oversight to the Lakes and Watershed Commission, Parks Commission, and general land and water activities. This model would provide the necessary oversight for the County Board while reducing the complexity of the overall governance structure. The graphic below depicts the recommended governing structure:



Recommendation 3b (cont.)	
Recommendation Details (cont.)	
<p>There are some challenges to implementing this model that the county should be aware of. The LCC is required to have the chair of the county farm services agency as a member of the committee. This person would not be a County Board Supervisor, which is problematic since all standing committee members must also be members of the County Board. A solution to this would be to specify what items the LCC committee members would be allowed to vote on. Baker Tilly discussed this issue with the legal counsel of the Wisconsin Counties Association (WCA) who agreed that this could be a possible solution for combining the committees. The WCA indicated that the county should be able to combine the two committees by taking the following steps:</p> <ul style="list-style-type: none"> <li>&gt; Clearly identify which individuals and seats will comprise the statutory committee (LCC)</li> <li>&gt; Clearly identify which individuals and seats will comprise the standing committee of the Board (former EANR)</li> <li>&gt; Develop policies and procedures for terms of office and for filling vacancies for each committee</li> <li>&gt; Parcel out which issues will require the vote of the entire committee</li> <li>&gt; Identify which issues the LCC will not be allowed to vote on</li> <li>&gt; Create an agenda process that distinguishes which issues will be voted on by whom so that the public notice is correct</li> </ul> <p>In summary, the LCC members will only be allowed to vote on issues that are related to land conservation as defined by Wisconsin statute. The WCA indicated that both Vilas and Grant County have created a similar committee structure, and Waukesha County uses a similar approach where meetings are held jointly, yet certain issues may only be voted on by specific members.</p> <p>In addition to combining the LCC and EANR, the county can improve their governance model by clearly defining which governing body (ie.g., board committee) has jurisdiction in each functional area (i.e., department or specific function across departments). This will reduce redundant efforts and provide clarity relative to accountability for strategy and policy direction.</p>	
Comparable Jurisdiction Data/Industry Best Practice Research	
<p>As mentioned in Recommendation 3a, Baker Tilly interviewed representatives from the Waukesha County Board Office who indicated that streamlining their governance structure has allowed for more strategic collaboration in areas that affect several aspects of land and water resources. Additionally, it enables the governing bodies to provide a more consistent message to the County Board and county residents. In addition to interviewing representatives from Waukesha County, Baker Tilly reviewed the governance structure at other Wisconsin Counties and found that <b>4 of the 5 counties reviewed operate with a more streamlined structure than Dane County.</b><sup>11</sup></p>	
Risk Assessment Summary	Implementation Time Frame
<p><b>Medium</b> – If this recommendation is not implemented, the county will continue to struggle to project a clear strategy and set appropriate stakeholder (public and staff) expectations around key priorities. There also will continue to be inefficiencies in the way land and water resources are governed. This could result in decreased ability to make decisions and implement initiatives.</p>	<p><b>Immediately:</b> The county can immediately begin to more clearly define the roles of each governing body to prepare for potential changes to county ordinances.</p> <p><b>2 years:</b> County ordinance can be changed through a majority vote at the organizational meeting, which takes place shortly after a Board of Supervisors election. The county just completed their Board of Supervisors election on April 1<sup>st</sup>, 2014 so the ordinance will not be able to be changed through majority vote until April 2016. However, amendments to the ordinance can also be made outside of that time period but require a two-thirds vote to pass.</p>

<sup>11</sup> Counties reviewed include Milwaukee, Kenosha, Racine, Waukesha, and Eau Claire. Reviews were done from information gathered on the respective County websites. Our review assumes that this information is complete and up-to-date.

Recommendation 3b (cont.)
Resources Needed to Implement
This will require input from stakeholders currently involved in the governing process to determine which solution will work best for the county. Additionally, approval by the County Board will be required to combine the LCC and EANR committee.

**Issue 4: The administrative county permitting process is not consistent across land and water programs.**

**Finding 4:** The Land and Water Resources Department and the Department of Planning and Development are utilizing different processes and technology to administer land and water program related permits. The table below summarizes permitting processes currently handled for land and water programs.

Permit / Application	Department	System Used – Application Format	# of Permits (Annual Est.)
Erosion Control Permit (Ch. 14)	LWRD	ECMS Permit Information System - (.pdf)	450
Stormwater Management Permit (Ch. 14)	LWRD		
Shoreland Erosion Control Permit (Ch. 11)	LWRD / DPD		
Shoreland Mitigation Permit (Ch. 11)	LWRD / DPD	ECMS Permit Information System - (.pdf)	20
Agricultural Permits – Manure Management	LWRD	Manure Management System – (.pdf)	125 (total active)
Shoreland Zoning Permit	DPD	Accela - (.pdf)	100
Zoning Permit	DPD	Accela - (.pdf)	900
Floodplain Zoning Permit	DPD	Accela - (.pdf)	25
Mineral Extraction Permit	DPD	Varies but some Accela use - (.pdf)	100
Sign Permit	DPD	Accela - (.pdf)	50
Conditional Use Permit (CUP)	DPD	Accela - (.pdf)	50
Online Park Reservation	LWRD	Online Reservation System	13,500

Accela is a program available to Dane County departments as a permitting system management option; however, it is hosted by the City of Madison. While some departments have adopted Accela, others have chosen to manage permits on an ad hoc basis. Accela has the following potential advantages and disadvantages compared to the existing permitting processes:

Advantages of Accela	Disadvantages of Accela
Consistent process for administrator	Hosted by City of Madison
Potential to integrate with GIS	Updates to permit reporting fields dependent upon action by host (Madison)
Potential for user to view permit information	Limitations on permit format customization
“One-stop shop” for numerous permitting needs	Tracking system only requires manual data input by staff from .pdf document to system
Aggregated data output	Annual system maintenance fee to Accela



Accela is used by the county as a permitting tracking system, which monitors permits after they have been issued. It does require manual data input from the customer-submitted .pdf document. The county has opted not to provide access to the public for permit viewing (only City of Madison permits are viewable online).

The Zoning Division alone has about 1200 permits to administer per year (900 Zoning, 120 Shoreland Zoning, 25 Floodplain, 50 Signs, and 100 Mineral Extraction), and has adopted the use of Accela to manage this large volume of permitting activity. While Accela may or may not be the solution for all Dane County permitting, a real-time, dynamic database is necessary for all permits to track progress and ensure that applicants are granted permits in the most efficient and timely matter possible. This permit tracking process is most efficient when the number of databases is condensed and tracking is consistent across divisions. LWRD utilizes the ECMS Permit Information System, an internal database of permits managed by an engineer on staff with the help of the Information Management division (DofA). Agricultural permits for manure management are tracked through the Manure Management System. It was also indicated that various other permits managed by LWRD are not part of a database, but rather managed by standard file folder organization.

In addition to the permit tracking process, there is the application process. Most permits must be submitted in person during county office hours (e.g., erosion control permit, shoreland mitigation permit, stormwater management permit) or submitted via mail, with no option for electronic submittal. This likely creates an inconvenience for the applicant, slows the processing of the permit, and adds to paper trail issues. The county has indicated that various methods of permit application have been tested in the past and that the current process seems to be working appropriately; however, there are no customer surveys available to determine satisfaction levels.

Recommendation 4
Recommendation
Implement a standardized process and consider adopting a formal permitting software solution for all land and water related permits in order to create internal efficiencies, improve county-wide reporting, and enhance one-stop shopping for county permit applicants. Develop formalized permitting guidelines and process flow charts for both internal and external (applicant) use in order to ensure consistency and provide transparency to the applicant.
Recommendation Considerations (e.g., cost, barriers, etc.)
Costs related to upgrading the current permit tracking system would be limited to staff time required to develop an internal database with the help of Information Management. Time spent developing a basic database system could be recovered in the efficiencies created with the improved permit organization process. Additionally, if the use of Accela is expanded, the county is already paying an annual system maintenance fee, which is a sunk cost.

#### Recommendation 4 (cont.)

##### Recommendation Details

All permits should be administered through a standard process and possibly supported by a software/online solution (i.e., Accela or Parks Reservations System) or internal database with query capabilities. These systems can help the land and water programs track general information and provide searchable queries such as the following:

- > Date application was received
- > Days since application received
- > Applicant name
- > Applicant affiliation/company
- > Other County permits currently under review or recently issued for the applicant
- > Landowner name
- > Parcel number
- > County staff liaison
- > Permit classifications (where applicable)
- > Application status

While all staff responsible for managing permits should have general access to these systems, the land and water programs should identify a single staff member for system oversight. The oversight designee could perform scheduled QA checks of the system to identify permits outstanding, permits exceeding a defined cycle time threshold (days), and permits with missing general query information, as well as act as the primary contact for responding to status inquiries. This role would create efficiencies across the land and water programs, but it is important to note this individual would still continue to interact with various departments/divisions to address technical questions. Some counties and cities offer extra services for additional fees paid by an applicant and assign specific project managers to these complex project permitting scenarios. These scenarios could create a secondary market for applicants who have specific permitting concerns and are willing to pay for additional levels of support. These scenarios typically apply to larger scale projects where multiple permits from multiple departments are required. The assigned project manager for these scenarios would work across the city/county departments to provide the benefit of increased service levels to the citizens and increased revenues for the county.

The secondary benefit of tracking the permitting process in a formal database is that it gives the county the ability to easily extract information that can be used for review of expended levels of effort to inform planning activities, such as for staffing levels and performance, and budget planning, and eventually help set permit fee structure. The tracking data would provide the county benchmark statistics for which it can measure itself against key performance metrics. Some counties and cities provide average processing times based on current backlog data so that applicants have a frame of reference that can serve to reduce the number of applicant calls for status updates. This additional level of transparency can help the county measure internal (i.e., review) and external (i.e., client response to questions) influences in order to understand whether delays are caused by the issuing agency or the applicant.

#### **Recommendation 4 (cont.)**

##### **Recommendation Details (cont.)**

While the current permitting process may be clear to the county staff, it may be confusing to the general public or even experienced contractors and planners. Several permit applications are dependent on permits from outside agencies and county departments (i.e., a zoning permit from DPD may require permits from others such as Madison/Dane County Public Health, DPW, and the State Department of Transportation). There are even several permits that require review by multiple departments (i.e., Shoreland Erosion Control permit and Shoreland Mitigation permit). A published online guideline can be a very useful resource that includes content such as: process flow chart for each permit (see Appendix F), a description of what each county department reviews, a listing of county staff contacts available to help, a listing of the county committees or commissions responsible for project review, a listing of the county, state, local, and federal agencies involved in the process, and fee schedules. Waukesha County has created a “Guide to Permits, Licensing and Development Services” that provides concise and clear direction to applicants. Dane County could benefit from a similar resource, since the permitting processes span multiple divisions, are located on multiple webpages, and are sometimes confusing due to the large amount of content placed on the division webpages.

While these recommendations concentrate on land and water programs, they could also be utilized in other county permitting scenarios.

##### **Comparable Jurisdiction Data/Industry Best Practice Research**

###### General Industry Best Practices

- > Single point of contact: a single person assigned to a particular permit or permit type who is available to answer questions applicants may have.
- > Dedicated application facilitators: similar to a “single point of contact”, except the facilitator or project manager is specifically assigned for large or complex projects to take an active role in managing the permit application through the entire permit process.
- > Monitoring internal timelines: approaches used to monitor the time it takes from permit application submittal to final determination of permit.
- > Review internal performance: regularly review the performance of permitting activities, compare performance to established goals, and make adjustments to the process.
- > Obtain customer input: conduct satisfaction surveys and/or focus groups with development community.
- > Records and data management control: policies are established that determine how documents and data are managed and controlled.<sup>12</sup>

###### County-Specific Best Practices Examples

- > Waukesha County (WI): See Appendix F for a general description and sample flow chart used to describe the Stormwater Management & Erosion Control Permits process.<sup>13</sup>
- > King County (WA): Implements many of the best practices mentioned above, including Accela. Many of the recommendations are based on best practices identified by an internal King County permitting study.<sup>14</sup>

<sup>12</sup> American Public Works Association (APWA), Public Works Management Practices Manual 7; August 2011

<sup>13</sup> Waukesha County “Guide to Permits, Licensing and Development Services”, May 2011;  
[http://www.waukeshacounty.gov/uploadedFiles/Media/PDF/Parks\\_and\\_Land\\_Use/Permit\\_Guide/Permit%20Guide%20rev.May2011.pdf](http://www.waukeshacounty.gov/uploadedFiles/Media/PDF/Parks_and_Land_Use/Permit_Guide/Permit%20Guide%20rev.May2011.pdf)

<sup>14</sup> Department of Development and Environmental Services – Permitting Best Practices Review – Special Study (Memo); March 2, 2004, King County (WA)

#### Recommendation 4 (cont.)

##### Comparable Jurisdiction Data/Industry Best Practice Research (cont.)

- > Macomb County (MI): Utilizes Accela to manage stormwater / erosion control permits. "Accela Automation provides the Office of Public Works with an automated solution for tracking and managing all permitting activities including application check-in, plan reviews, fee calculation and collection, and inspections." All employees in county's Soil Erosion and Sediment Control Division have access to a central database and can share information with ease. Additionally, county employees have access to Accela's mobile solution, which can be used by inspectors working in the field.<sup>15</sup>
- > Lexington-Fayette Urban County Government (KY): Utilizing Accela to improve the city's water-quality management and to facilitate compliance with U.S. EPA and Clean Water Act requirements in an area serving a population of 250,000.<sup>16</sup>

City of Charlotte and Mecklenburg County (NC): Manage erosion control inspections using Accela<sup>17</sup>

##### Risk Assessment Summary

**Medium** – There are several risks related to not implementing changes to the current permitting administration. There is the potential for duplication of efforts among staff due to limited ability to navigate and search the database of permits. There is the possibility that customer service levels may suffer due to an inability to track down permits and report status. Another potential risk is customer project delay due to permits lost in the system or held up unnecessarily because of an inability to monitor real-time status.

##### Estimated Implementation Time Frame

**6 to 12 months:** Most recommendations above could be implemented internally, without significant capital or resource investments.

##### Resources Needed to Implement

County staff time would be required to build a revised permitting administration database and develop a process flow chart. There should be no major technology investments required. If the use of Accela is expanded to the permits not currently utilizing the City of Madison based software, then additional internal Dane County planning efforts and external (City of Madison) service level and logistic discussions would be necessary.

<sup>15</sup> Accela Success Story: Macomb County Improves Water Quality with New Soil Erosion Management System;  
[http://www.accela.com/images/resources/success\\_stories/Macomb\\_County\\_MI\\_Soil\\_Erosion\\_Management\\_SS.pdf](http://www.accela.com/images/resources/success_stories/Macomb_County_MI_Soil_Erosion_Management_SS.pdf)

<sup>16</sup> <http://www.accela.com/company/news/press-releases-archive-2010/95-pr042110>

<sup>17</sup> <http://charmeck.org/city/charlotte/epm/services/landdevelopment/erosion/Pages/Charlotte%20Soil%20Erosion%20and%20Sedimentation%20Control.aspx>

**Issue 5: Public outreach and education for land and water resources is not coordinated among the divisions within the LWRD, related departments (e.g., Planning and Development, Administration, etc.), and stakeholders (e.g., University of Wisconsin extension). The fragmented education and outreach approaches do not effectively communicate the efforts that the county devotes to land and water resources. A strategic approach to public outreach and education should be pursued in order to increase public understanding of land and water resources programming and activities.**

**Finding 5a:** There is a lack of coordinated public outreach, education, and awareness, which can result in inconsistent messaging and decreased outreach effectiveness. The current outreach efforts are siloed within the various divisions/departments.

Recommendation 5a
Recommendation
The county should charge one individual with the responsibility and ownership of the land and water public outreach and education efforts across the county.
Recommendation Considerations (e.g., cost, barriers, etc.)
The county will need to assess the capacity of the Marketing and Outreaching Coordinator to oversee all education and outreach activities related to land and water resources in addition to other assigned duties.
Recommendation Details
<p>Currently, public outreach and education activities related to land and water resources are implemented independently by each division or department involved with land and water resources. A Public Information Officer (Office of Lakes and Watersheds) and a Natural Resources Specialist devote a portion of their time to education and outreach activities. The Watershed Public Information Officer focuses mainly on lakes and watershed activities, while the Natural Resources Specialist provides support to most of the divisions within the LWRD, as well as to other departments in the county. Coordination of outreach and education activities will ensure that duplicative efforts are not occurring in the various divisions and that consistent messaging is sent to the public. This will not only create efficiencies in managing awareness programs, but will also help protect the image of the county, the LWRD, and other groups involved with land and water resources. Individual divisions and departments should still remain involved in outreach activities (e.g., developing program ideas, conducting outreach events, etc.), as they know the daily activities of their departments/divisions, but these efforts should be centrally coordinated.</p> <p>The LWRD is in the process of hiring a Marketing &amp; Outreach Coordinator who may be able to help with the coordination responsibilities as the published job description for this position indicates a heavy emphasis on fundraising for the whole department, as well as community outreach focused on the Parks Division. This position's duties appear to include responsibilities to "Promote programs, activities and initiatives of the Land &amp; Water Resources Department".<sup>18</sup> Conversely, the DPD and the DofA which have a high level of interaction with citizens and other stakeholders regarding land and water resources, do not have a dedicated Marketing &amp; Outreach Coordinator. <b>The county should define a cohesive land and water outreach strategy and evaluate the appropriateness and availability of the incoming LWRD Marketing and Outreach Coordinator to support all county land and water programs.</b></p> <p>We recommend that the Marketing &amp; Outreach Coordinator take leadership for identifying land and water resources outreach and education activities among the various land and water county departments, and develop a coordination plan for these activities. The plan should include information on which activities need to be coordinated across divisions or departments, who should lead that coordination effort, and which activities do not require coordination. Currently, the Natural Resources Specialist provides assistance to divisions and other departments for coordinating their outreach activities, but this appears to be on an as-needed basis. With a more formal approach, the Marketing &amp; Outreach Coordinator should be able to partner with the Natural Resources Specialist to coordinate outreach activities.</p>

<sup>18</sup> The Marketing and Outreach Coordinator job description was provided by the county during the information request period of this audit.

Recommendation 5a (cont.)	
Recommendation Details (cont.)	
<p>The Marketing &amp; Outreach Coordinator should also provide assistance with promoting events, developing materials, and reviewing any materials for consistency. As this position is new, the county will need to continue to evaluate the capacity of this position to serve both the LWRD and other departments with land and water functions.</p>	
Comparable Jurisdiction/Data Industry Best Practice Research	
<p>The King County Parks Department is a recipient of the National Recreation and Parks Association (NRPA) KUDOS award for Marketing and Communication. While much larger than Dane County, the King County Parks Department has a Public Affairs Unit made up of five staff members who perform various activities including the development of communication plans, graphics and logo standards, outreach and public involvement coordination, and public education campaigns.</p> <p>The Milwaukee County Department of Parks, Recreation and Culture is a recipient of the NRPA Gold Medal Award. Their 2013 adopted budget includes seven FTE for marketing and communications related positions including: Communications Center Managers, Communications Center Supervisors, a Marketing Coordinator, a Public Relations Coordinator, and a Sponsorship Coordinator.</p>	
Risk Assessment Summary	Estimated Implementation Time Frame
<p><b>Medium</b> – Failure to implement this recommendation may result in continued risk of inconsistent messaging related to land and water resources and the continued potential for misperceptions and misunderstandings relative to critical and appropriate land and water management activities. Additionally, without coordination, divisions may duplicate outreach and education efforts.</p>	<p><b>Immediately:</b> As the Marketing &amp; Outreach Coordinator begins their role, they can begin to coordinate the education and outreach activities being performed by each division/department. As this individual settles into their role, they can develop a county-wide outreach plan aligned specifically to land and water resource strategic priorities and key initiatives.</p>
Resources Needed to Implement	
<p>The Marketing &amp; Outreach Coordinator has already been budgeted for, so the resources should already be in place to coordinate activities across the department.</p>	

**Finding 5b:** There are several county websites that provide information on land and water resources. While the presentation of these materials may be representative of the division of labor within the LWRD and other county departments, it is hard to navigate and understand from an outside perspective.

Recommendation 5b
Recommendation
Redesign the messaging and key information regarding land and water resource information as presented to the public on county websites.
Recommendation Considerations (e.g., cost, barriers, etc.)
A large scale redesign of county websites can involve significant staff time and will require the engagement of a skilled web designer.
Recommendation Details
<p>For most citizens, the Dane County LWRD website is the first stop to obtain information about county waterways, parks, and natural resources. Due to the increasing web-based culture of society, it is critical that land and water program information be readily available, easy to find, and understandable. A well designed website with accurate and up-to-date information can educate about the great work being done within the LWRD and throughout other county departments.</p> <p>Currently, each division within the LWRD has its own webpage on the county website with additional sub-pages. Each of these pages are branded differently using separate logos and themes for each division. Additionally, departments with involvement in land and water resources, such as the DPD, are also branded differently. Information on the websites is also organized in different ways.</p> <p>Examples of website information and presentation inconsistencies are listed below:</p> <ul style="list-style-type: none"><li>&gt; The sidebar on the LWRD website presents information functionally (land, water, parks, etc.), another header presents information by division and finally, a set of pictures organizes information by subject area and/or functional area (volunteer opportunities, Yahara CLEAN, Lake Information, etc.). As an outside user, it can be confusing to navigate this home page, as well as the sub-pages.</li><li>&gt; Citizens interested in boating can currently land on two separate pages related to boating, one which is populated by the Parks Division and one which is populated by the Lakes and Watershed Division<sup>19</sup>. These websites contain different information, all of which may be of interest to someone who will be boating on Dane County waters. To be more effective for the public, all of this information should be on one page regardless of whether the service is overseen by Lakes and Watershed or Parks.</li><li>&gt; On the DPD website, the links to the Erosion Control and Stormwater Permits lead the user back to the appropriate page on the LWRD website, which makes it easy for the user to end up on the page they were looking for no matter where they start. However, the LWRD permit page does not include links to permits managed by the DPD.</li></ul> <p>We recommend that since the public sees the county as a whole, rather than separate departments or divisions, <b><i>a uniform template should be applied to the county website as a whole. Information on the website should be presented in a way that is most aligned with the way the public and other stakeholders view the services being offered, regardless of which departments/divisions are involved in the service.</i></b></p>

<sup>19</sup> The two websites referenced are: <http://www.danewaters.com/private/recreation.aspx> and [https://www.countyofdane.com/lwrp/parks/boating\\_info.aspx](https://www.countyofdane.com/lwrp/parks/boating_info.aspx).




Recommendation 5b (cont.)	
Comparable Jurisdiction Data/Industry Best Practice Research	
<p>Hubspot is a well-known marketing platform used by almost every industry. They publish a compendium of 50 world-class corporate website designs along with best practices. Although the report highlights corporate website design, many of the best practices are still applicable to the county.</p> <p>The following are some of the criteria that websites must meet to make the list:</p> <ul style="list-style-type: none"> <li>&gt; Overall pleasing design and aesthetic, clutter-free</li> <li>&gt; Easy for visitors to navigate and find the information they need</li> <li>&gt; Great layout and structure</li> <li>&gt; Fresh, regular content published often</li> <li>&gt; Addresses needs of the target audience (citizens)</li> <li>&gt; Cohesive brand experience across website and channels<sup>20</sup></li> </ul> <p>When redesigning the land and water program related websites, all of the above mentioned best practices should be taken into account.</p>	
Risk Assessment Summary	Estimated Implementation Time Frame
<p><b>Medium</b> – Websites are often the first point of contact for citizens. The LWRD and other county websites are key communication tools that are not being used to full potential. Failure to redesign the website and make it more user-friendly could result in continued messaging issues for the department.</p>	<p><b>6 – 9 months:</b> The Marketing &amp; Outreach Coordinator, or similar role, should meet with each division/department and become familiar with the county land and water resource programs as a whole before initiating the website redesign, as there is significant information that will likely need to be reorganized.</p>
Resources Needed to Implement	
<p>The county will need to have access to someone with significant web design skills to complete the redesign of the website. Additionally, staff will need to spend time providing insight into the layout and design of the website. This will require collaboration between the divisions.</p>	

<sup>20</sup> Hubspot. "50 World-Class Corporate Website Designs".



**Finding 5c:** There is not a formal communications strategy that provides land and water resource management guidance and prioritization for the county; nor is there a communication plan for sharing annual or long-term initiatives with the public.

Recommendation 5c
Recommendation
The county should develop a communications strategy that includes a communications plan and policy for land and water resources.
Recommendation Considerations (e.g., cost, barriers, etc.)
Drafting a formal communications policy and/or plan will require staff time investment.
Recommendation Details
<p>As mentioned in earlier recommendations, the county's approach to public outreach and education is fragmented between divisions within the LWRD and other departments. A formal communications policy or plan does not exist to guide staff in their interactions with citizens and other stakeholders in relation to land and water resources. The county should consider the elements below when developing a county-wide communications strategy regarding land and water resources. The diagram below depicts the essential components of an effective communications strategy:</p>  <pre> graph TD     A([Effective Communications Strategy]) --- B([Communications Policy])     A --- C([Objectives &amp; Priorities])     A --- D([Communications Plan])     A --- E([Performance Measurement]) </pre>

**Recommendation 5c (cont.)**

**Recommendation Details (cont.)**

*Communications Policy*

The communications policy should serve to inform all staff within the county about their role in the communications process and the framework within which communications occur. At the very least, the policy should include the following elements:

- > The values and mission of the county
- > Any official slogans, mottos, or logos associated with the county including where and when they may be used
- > The title of the official spokesperson for the county, each department, and anyone else authorized to make official statements
- > General guidelines for staff to follow when representing the county
- > Social media policies

*Objectives and Priorities*

Similar to a strategic planning process, a communications plan begins with developing the objectives and priorities of the plan. The objectives should include both short-term and medium-term objectives, and the plan should be revisited annually to update these objectives. The objectives of the plan should also be tied to the long-term and short-term priorities of the county. For example, a long-term priority may be to expand total acres of parkland within the county, while a short-term priority may be to acquire a piece of land for development. The communications objectives tied to these priorities can be two-fold; communicate to the public the long-term priority of expanding park acres and why this is beneficial to the community, and communicate why the piece of land being acquired is essential to this long-term priority.

*Communications Plan*

Once the county has established its objectives and priorities, it can develop the strategy they will use to communicate those priorities to the public. Using the park expansion example above, a communications strategy could be to have a section of the website devoted to the Parks and Open Space plan. Rather than just posting the plan there for citizens to read through, the website could be more graphic so that the essential parts of the plan are easily communicated to citizens who may not want to read the entire Parks and Open Space plan. Another component of the strategy may be to hold a public information session about the plan and how the newly acquired piece of land supports this long-term priority. The Communications Plan should display the objectives, priorities, and linked strategies in a format that is easy to follow.

The Communications Plan should also include specific projects that will be the basis for implementing the strategies. These should be specific enough to denote the departments/divisions that will be involved and the resources that will be needed to complete the project. Additionally, the project description should include an overview of the target audience (i.e., friends of the parks groups, county board, etc.). Examples of projects could include designing materials for public consumption, hosting a specific event, and participating in regional groups.

*Performance Measurement*

Although many of the outcomes from the Communications Plan will be hard to quantify, it is important that performance indicators are developed for each strategy to promote accountability to the plan within each of the departments. Examples of performance indicators are: attendance at events, traffic to a specific county website, level of participation in citizens groups, etc. The performance indicators that will be measured should be included in the Communications Plan so that everyone involved is aware of the expectations associated with each strategy. Again, some benefits of the Communications Plan, such as improved public image, will be hard to measure without the use of a survey or other intensive measures.

As the county develops its strategic communications plan, it should seek input from departments that have involvement with land and water resources as they may need to be included in project development.

Recommendation 5c (cont.)	
Comparable Jurisdiction Data/Industry Best Practice Research	
The National Association of Counties developed an initiative called County Government Works to help counties develop communications plans because they believe that a county's ability to tell its story is essential to long-term sustainability. <sup>21</sup>	
Risk Assessment Summary	Estimated Implementation Time Frame
<b>High</b> – The county invests a large amount of resources in land and water resources and these resources are highly visible to citizens. Without a strategic approach to communications, the county exposes itself to the risk of a poor or uncontrolled public image and lack of clarity regarding reasons for various actions or initiatives.	<b>3 – 6 months:</b> It will take an in-depth planning process to develop appropriate policies, objectives, and strategies, as well as project descriptions to incorporate into the communications plan.
Resources Needed to Implement	
The Marketing and Outreach Coordinator or someone else within the county will need to lead the process of creating the communications policy and strategic plan. Staff will also need to collaborate and spend time providing input for the plan.	

**Issue 6: LWRD is not equipped with project management tools, methodologies, or capacity to effectively manage the Dane County Parks and Open Space Capital Improvement Projects (CIPs) in the pre-construction phases. This can result in project expectations not being met and a high reliance on DPW resources.**

**Finding 6:** DPW plays an integral role in the development and oversight of Parks CIPs and is required by ordinance to be involved in the bid/award process on all CIP projects. In its current state, the Parks project life cycle is as follows:

- > A Parks & Open Space Plan (POSP) and CIP priorities are developed every five years by the Park Commission, Parks & Open Space Advisory Committee, and LWRD staff
- > CIP priorities and the POSP are managed by the Parks Division and POSP advisory committee with input from DPW
- > Individual project budgets are drafted by the Parks Division with consultation from DPW
- > Resource and project planning initiatives (e.g., hiring of architects/engineers (A/E) are managed by the Parks Division with consultation from DPW
- > A draft Request for Proposal (RFP) is created by the Parks Division and DPW
- > The project is put out for bid by DPW
- > Construction oversight is performed by DPW with assistance from the Parks Division

The Parks Division and several other county divisions currently lack the project management, estimation, and bid process understanding and capabilities to independently handle CIP development and management. The current level of dependence on DPW could be reduced in order to increase the department's abilities to respond promptly to CIP opportunities, reduce project overhead, and reduce project schedule delays.

<sup>21</sup> The National Association of Counties. "Webinar gives keys to successfully telling county story".  
<http://www.naco.org/newsroom/countynews/Current%20Issue/3-28-11/Pages/CountyGovernmentWorks.aspx>

Recommendation 6
Recommendation
<p>Expand pre-construction project management capabilities within the LWRD Parks Division by providing existing staff with formalized training and internal mentorship opportunities involving the DPW. This will allow Parks staff to take on more responsibility as it relates to initial cost estimation and pre-construction planning. Additionally, quantify parks planning annual workloads to determine whether additional staff could be added to meet CIP budgeted project needs or consider contracting out workload if additional county staff could not be justified for the given workloads.</p>
Recommendation Considerations (e.g., cost, barriers, etc.)
<p>There may be costs associated with project management training. This could be accomplished through a mentorship program with DPW staff that already have these skills or the addition of contract staff, as needed, and charged to the capital budget.</p>
Recommendation Details
<p>Heavy reliance on DPW for Parks Division project management activities related to pre-construction planning and cost estimation is resulting in unmet project expectations and is not an effective use of county resources. DPW staff have a significant project mix related to public works highway infrastructure improvement projects, solid waste &amp; recycling efforts, and county facility improvement projects. In addition to DPW's current project mix, Parks Division projects often require unique specifications and expectations without the skills to fully support the projects, which places additional burden on DPW staff. Parks Division staff have planning capabilities, but appear to lack experience in pre-construction planning and project management skills that are required to successfully put together a set of comprehensive bid documents (plans and specifications) that are construction ready. Past experience of projects has shown that there can be issues with project design related to functionality and maintenance after the hand-off of plans from the Parks Division to DPW. While the two departments are working to improve communication and coordination in the early stages (e.g., working on 2 year projections, regular meetings between staff, and a formal annual capital plan), this effort to enhance plan quality could be further supplemented with additional formal training and mentorship of Parks design staff. In addition to a need for improved communications between departments during project hand-offs, there is a need to evaluate and plan for annual project backlog in more detail.</p> <p>The LWRD Capital Budget (revised) for 2014 is \$24,750,138 (derived from \$11,933,900 of Adopted 2014 budget plus \$12,816,238 in "Estimated Carry Forward, excluding encumbrances" from 2013). With over \$12M in "carry forward" budget from 2013, allocated capital budget funds do not appear to be spent as intended.</p> <p>This carry forward value is not unique to 2013 as the LWRD had similar carry forward budgets in previous fiscal years. This carry forward value could be an indication that current staff resources in LWRD and/or DPW are not sufficient to meet the expectations of the planned capital budget.</p> <p>There is currently only one budgeted position for a Parks Planner. While the Parks Planner is not responsible for all projects in the LWRD Capital Budget and a significant portion of the project design and delivery is outsourced to consultants, it was apparent from interviews with county staff that this position is likely overburdened with the workload backlog. It is possible that overburdened planning staff are rushed through the design requirements in order to meet project schedules, resulting in key design considerations being overlooked. This would then lead to design modifications later in the process when DPW becomes involved, creating frustrations within both departments.</p>

## **Recommendation 6 (cont.)**

### **Recommendation Details (cont.)**

There is no data available from the county that specifically allocates a certain annual portion of the capital budget planning needs to this one position. The county should work to gain a better understanding of the Parks related annual CIP backlog, the portion of the workload that is being performed by Parks design staff, and the current existing resources available to perform this work. Once a better understanding of how project workload compares to staff capacity is available, the county can determine whether the available workload could support an additional full-time county employee or would be better completed by contracted services, which could be allocated for in the annual capital budget. The following is an accepted methodology that can be used to approximate staffing levels for private sector or public sector “pre-construction design” positions. This is a high level analysis that can provide insight into whether the current staff are able to support the projected workload. Once annual information is available, the following methodology can be used to calculate workload in comparison to best practice.

- > Determine average annual CIP budget that requires Parks planning design and construction management staffing resources
- > Identify this CIP budget as the Total Construction Cost (TCC), with land acquisition costs removed
- > Assume a percentage of this TCC is allocated to design (i.e., 24%) and a percentage is allocated to construction management (i.e., 19%); these two portions create the “project delivery” costs<sup>22</sup>
- > Determine the percentage of design and construction management that is performed “in-house” by the county staff versus that which is contracted out
- > Calculate the total project delivery costs for which the county staff is responsible
- > Determine the average fully loaded salary of county staff planner and construction management positions (i.e., salary x multiplier of 2.5 to 3.0 that covers benefits, division overhead, operational expenses)<sup>23</sup>
- > Divide the total project delivery costs of the county by the average fully loaded salary (separating out planning vs. construction management) to determine the approximate number of planner positions and construction management positions required for CIP projects

LWRD is somewhat unique given that the department includes its own Parks Division. Many counties have a separate Parks department or the Parks department is organized within the Public Works department. The LWRD Capital Budget appears to encompass both parks improvement projects and other “land and water” related projects, making it difficult to determine staff resource allocation specific to Parks development. Additionally, there may be operating expenses outside of the capital budget that require parks planning and construction management staff. The above analysis requires that the county develop a better understanding of workload tracking and expectations specific to divisions and staff positions. The ability to calculate workload projects would be more feasible with the implementation of upcoming recommendation #8 in this report.

In order to better manage Parks CIPs in the pre-construction phases, the Parks Division needs to assess the current capabilities and availability of division staff, and also work to expand upon skills related to accurate cost estimation and quality design plan creation that accounts for design details, functionality, and full life-cycle maintenance issues. This will ensure that when the final documents are passed on to DPW, they are construction ready and will not delay schedule or consume DPW staff time related to last minute modifications.

### **Comparable Jurisdiction Data/Industry Best Practice Research**

- > Design processes and planning should include information about the purpose of the design, design phases, options and alternatives, estimates, permits and clearances, cost/benefit and value engineering, appearance and historical concerns, reviews, scheduling and time allowances.<sup>24</sup>

<sup>22</sup> 2013 California Multi-Agency CIP Benchmarking Study, pg 5, Table 1-3; <http://eng.lacity.org/techdocs/cabm/>

<sup>23</sup> IBIS World Pre-Construction Services in the US, March 2012, pg 32, Key Ratios table, “Wages/Revenue”

<sup>24</sup> American Public Works Association (APWA), Public Works Management Practices Manual 7; August 2011

Recommendation 6 (cont.)	
Risk Assessment Summary	Estimated Implementation Time Frame
<b>Medium</b> – Failure to evaluate and modify staffing levels and capabilities within the Parks Division will likely result in a continued budget “carry-over” scenario. The long-term goals of the Park Commission and Parks and Open Space Plan will suffer from a lack of proper planning and experienced implementation resources. The project backlog will likely continue to grow as annual budgeted work is not completed with the limited resources available.	<b>6 months +:</b> Evaluation of existing staffing needs should be completed within 3 months. Improved communications and coordination with DPW and training of Parks design staff in pre-construction planning will be an ongoing effort.
Resources Needed to Implement	
The county should provide additional pre-construction/construction management training to existing staff. The DPW should be utilized as a resource for this training. Once the county is better able to quantify the annual expected workload for planning staff, it may be determined that additional staffing resources are required to meet CIP and other yearly Parks related planning needs.	

**Issue 7: There is fading emphasis on the importance of the GIS Technical Advisory Group (GTAG) - which is due to the lack of coordination of regular meetings - driving conversation and strategic initiatives, and acting as a liaison to the Land Information Council (LIC).**

**Finding 7:** GTAG was formed as part of a strategic mission to bring together Dane County employees and other stakeholders involved with, and dependent upon, Geographic Information Systems (GIS) functions throughout the county. The intention of GTAG is to create an informal group of GIS advocates. GTAG includes a GIS specialist from DPD, a Director from DPD, a GIS specialist from LWRD, three (3) GIS specialists that make up the Land Information Office (LIO), IT Technicians from various divisions, Dane 911, the Sheriff's Office, and various other division stakeholders. Currently, the GTAG group meeting schedule is fairly informal and the group rotates the meeting facilitator responsibility. The lack of an appointed facilitator for the group has resulted in fading interest and a decrease in regular participation. GTAG has the responsibility for reporting to LIC. GIS specialists serving GTAG report to their respective department leadership. The decentralization and segregation of the GIS staff creates a situation where cohesive strategic planning and communication may be lacking without the functionality of a group such as GTAG.

State legislation established the Wisconsin Land Information Program (WLIP) and its funding, which aids counties in the state in maintaining updated land records and innovative GIS. One main requirement for access to this funding is the establishment of an LIO and the creation of a Land Information Modernization Plan (LIMP).

Recommendation 7
Recommendation
Assign a GIS staff member as the strategic facilitator of the GTAG group. This position will promote GIS initiatives and be responsible for reporting to the LIC. This group facilitator should also work to ensure that priorities of the LIC and the GTAG members are part of day-to-day activities that contribute to the Land Information Plan.
Recommendation Considerations (e.g., cost, barriers, etc.)
Assuming an existing staff member will be assigned this role, the fiscal impact to the county should be limited to potential additional training and/or seminar enrollment related to GIS industry events that a facilitator in this role would benefit from.

## Recommendation 7 (cont.)

### Recommendation Details

Dane County is seen as a leader among state county land information systems. Significant investments have been made over the years in GIS and many municipalities depend on the coordination efforts of the county to maintain updated and useful land information systems. Additionally, there are many county departments that depend on GIS for vital information.

The county should formalize the structure of GTAG, which is positioned to help promote GIS best practices and county-wide initiatives. There is a lack of ownership within this group to drive long- and short-term strategy and to report to the Land Information Council. The table below summarizes current GIS staff and departmental affiliations.

Position	Department (Division)
Conservation GIS Analyst	LWRD (Administration)
GIS Specialist	DPD (Records & Support)/CARPC
Sr. GIS Analyst	LIO (Report to Information Management manager)
Sr. GIS Analyst	LIO (Report to Information Management manager)
Sr. GIS Systems Administrator	LIO (Report to Information Management manager)

Organization and location of GIS groups and staff vary by county, both within Wisconsin as well as in other states. GIS staff often report to an IT department, a Land Information / Records / Use department, a county Surveyor's Office, or serve as decentralized staff reporting to a central oversight committee or group (i.e., Dane County). While the needs and organization of each county vary significantly and there is no one correct way to structure the GIS group strategic operations, the State of Wisconsin requires the establishment of an LIO as part of the WLIP. This requirement does not indicate that all GIS functions be housed within the LIO; however, the required LIO can complicate the GIS staff organizational structure by forcing a county to establish an independent "office". This office sometimes consists of a single staff member, yet also sometimes houses much of the GIS specialty staff.

While there are the day-to-day operations of a GIS team that can be managed in a decentralized manner in order to serve an individual department's needs, there is a strong case to be made for dedicating a specific staff member to help facilitate the big picture goals of the county and coordinate efforts across the various departments that depend on GIS. This type of structure will help eliminate duplication of efforts and ensure the long-term goals of the county and all its GIS users are met.

It is recommended that GTAG assign a formal group facilitator with specific responsibilities that should be determined as part of a joint effort by the LIC and relevant Dane County department directors.

As a comparable example, King County (WA) has established the King County GIS Center. This is a formal enterprise GIS unit with a single point of accountability (County CIO) and associated governance committees at both the technical and oversight level.<sup>25</sup> King County utilizes a matrix model in organizing the GIS staff across many departments, yet under the direction of the GIS Center. Dane County could use a simplified version of this matrix model organization.

<sup>25</sup> King County GIS 2013 Operations & Maintenance Plan; [http://your.kingcounty.gov/ftp/gis/Web/Documents/OM\\_2013.pdf](http://your.kingcounty.gov/ftp/gis/Web/Documents/OM_2013.pdf)



Recommendation 7 (cont.)	
Recommendation Details (cont.)	
<p>King County is significantly larger than Dane County (2,000,000 vs. 500,000); however, there are many best practices that King County has established within its GIS Center that can be utilized by GTAG.</p> <ul style="list-style-type: none"> <li>&gt; Leadership role to oversee GIS efforts; single point of accountability, with assistance from oversight committees</li> <li>&gt; Defined roles, focus, and expectations of members, including % GIS related</li> <li>&gt; Listing of priorities with the following categories: Background, Objective, Who would perform most of the effort, Requires ongoing KCGIS Center O&amp;M, Level of effort, sponsor</li> <li>&gt; Detailed workplan for initiatives</li> </ul> <p>Tracking of GIS related software licenses by type (i.e., ArcGIS) and number for all departments</p>	
Comparable Jurisdiction Data/Industry Best Practice Research	
<ul style="list-style-type: none"> <li>&gt; GIS is most often housed within the Information Technology Department (Oakland County, MI; Fairfax County, VA), within the County Surveyor's Department (Salt Lake County, UT), within a Land Information/Use Department (Waukesha County, WI), or as a separate program/group monitored by a specific department director (King County, WA – Department of Natural Resources and Parks)</li> <li>&gt; (See Recommendation Section for King County Best Practices)</li> </ul>	
Risk Assessment Summary	Estimated Implementation Time Frame
<p><b>Medium</b> – If the county does not make adjustments to assign ownership responsibilities for GTAG initiatives, there is a risk that GIS needs, as identified by the LIC and GTAG members, will not be met. Without assigned responsibility and ownership of GIS initiatives, the chance for successful land information programs diminishes. The financial input of the county in GIS to date is at risk.</p>	<p><b>3 to 6 months:</b> Implementation requirements include identification of a group facilitator for the GIS staff and adoption of best practices to formalize GTAG or similar GIS advocate group.</p>
Resources Needed to Implement	
<p>Appointment of a facilitator position for GTAG and assignment of coordination responsibilities will not require specific resources outside of what exists already within the county staff base.</p>	

**Issue 8: The land and water programs do not have a formal approach to resource planning and staff level project prioritization, as land and water program departments/divisions do not consistently track the time or level of effort required to complete project tasks.**

**Finding 8:** The county does not currently use a standardized program that informs division managers and department directors of time spent by staff on various activities. There is currently no effective method for divisions to quantify projected workloads based on historic data or data utilized to project resource and support needs. Parks staff that perform fieldwork do utilize a punch card system to track time, and the Land Conservation Division utilizes a time tracking database to meet federal and state grant funding requirements; however, the majority of LWRD and DPD staff do not track time or level of effort specific to projects or task categories. The lack of resource specific data does not provide the transparency required to allow departments/divisions to effectively assign resources during monthly, quarterly, or annual planning initiatives.

Recommendation 8
<b>Recommendation</b>
Implement a formal effort reporting practice including an activity-based time tracking system supported by detailed workplans that will help manager and director level staff better understand how division employees spend their time relative to the annual budget, individual projects, and longer term initiatives of the land and water programs.
<b>Recommendation Considerations (e.g., cost, barriers, etc.)</b>
<p>Assuming the use of existing systems such as Kronos, cost impacts related to time tracking applications should be limited to additional licenses for county users. Additional staff time spent on time tracking efforts will likely be counterbalanced by benefits realized in project and initiative workload planning and reporting.</p> <p>Change management strategies may be required since staff may be reluctant to record their time by activity, which requires additional time in itself and adds a component of individual accountability.</p>
<b>Recommendation Details</b>
<p>The county should develop a detailed work plan for land and water programs that encompasses all major project initiatives and activities. This effort will require a determination of the major activities performed within each division and any subcategories to further define details of the work plan. LWRD currently has a 5-year work plan that identifies six (6) major “Goals”, each with specific “objectives” further broken down into “Actions” and related “Major Accomplishments/Completed Tasks” to identify which of the actions have been completed; however, the current LWRD work plan is missing important components such as:</p> <ul style="list-style-type: none"> <li>&gt; Division and staff assigned to the objectives</li> <li>&gt; Prioritization of the goals and objectives</li> <li>&gt; Timeline for completing the objectives</li> <li>&gt; Level of effort (i.e., total hours) required to meet objectives</li> <li>&gt; Resources required to meet objectives</li> <li>&gt; Real-time status of objective (i.e., % complete to date)</li> </ul> <p>Inclusion of these components will provide a method of assigning metrics to these initiatives. Without accountability for completion, predefined resource allocation, and progress tracking it will be difficult for the county to evaluate total project investment and identify completed goals and objectives.</p>

Recommendation 8 (cont.)	
Recommendation Details (cont.)	
<p>The detailed work plan is the planning and project methodology; the first phase in implementing a defined and effective work plan. Success of this work plan is highly dependent upon ongoing monitoring and analysis against defined plan requirements. This monitoring requirement likely requires an activity-based time tracking system to understand how the process actually compares to the work plan.</p> <p>Directors and managers can then use the comparison of budget to actual values in future fiscal years. LWRD (as well as all other departments) should start by exploring the existing tools available, such as Kronos, and evaluate how the capabilities coincide with the needs of the managers and directors. It will be important for directors to understand the ROI opportunities associated with time tracking. Certain tracking, such as time spent on permitting activities and grants administration, may be more easily measured. This will be a useful tool in implementation of recommendation 1d, which highlights the importance of understanding the fiscal impact of accepting grant funds and associated staff responsibilities. Add new employee time and county resources spent on permitting efforts can be utilized to determine appropriate permitting fees. Employee time and county resources spent on grant applications, administration, and management can be utilized to determine actual ROI on grant funds received. This can then be used to develop a system to prioritize grant application opportunities.</p> <p>Other activity tracking may be project- or customer- specific. This type of tracked information can help in annual budgeting. For instance, construction costs of a CIP can be tracked versus staff time used to design and manage the project. This can be used year after year to allocate resources. Similarly, tracking county staff time spent managing customers can be internally benchmarked year after year to better understand resource allocation needs.</p>	
Comparable Jurisdiction Data/Industry Best Practice Research	
<ul style="list-style-type: none"> <li>&gt; Ability to assign hours worked to particular activities (including projects, grants other activity codes), for cost allocations, grant compliance documentation project management</li> <li>&gt; One centralized location for time to be entered<sup>26</sup></li> </ul>	
Risk Assessment Summary	Estimated Implementation Time Frame
<p><b>Medium</b> – Failure to implement a system that tracks staff time will result in a continuation of discrepancy between budget expectations and actual annual accomplishments. Additionally, lack of this information makes objective analysis of staffing levels extremely difficult. Members of the County Board and County Executive Office will not be able to understand the workload limitations of current staff without metrics being provided.</p>	<p><b>6 to 12 months:</b> This will depend on the system chosen as appropriate for the county's needs.</p>
Resources Needed to Implement	
<p>Resources required for tracking staff activity can vary from an internally created Excel spreadsheet to an ERP system. The county should consider solutions already implemented within the county such as Kronos, which may be most appropriate.</p>	

<sup>26</sup> Best Practices for Michigan Local Government Business Processes: Chapter 3 Human Resources and Payroll Processes; MICHIGAN MUNICIPAL SERVICES AUTHORITY, 6/10/2013 [http://www.michiganmsa.org/Documents/Best\\_Practices.pdf](http://www.michiganmsa.org/Documents/Best_Practices.pdf)

## Appendix A – Interview Schedule and Participant List

Day	Date	Time	Proposed Schedule	Dane County Attendees
Wednesday	1/29/2014	8:30 - 9:30AM	Interview 1: Land and Water Resources Department Director	Kevin Connors (Fen Oak )
		9:30 - 10:15AM	Interview 10: Natural Resources Specialist	Mindy Habecker (Fen Oak )
		10:15 - 11:00AM	Break	
		11:00 - 11:45	Interview 9: Madison/Dane County Public Health Director of Environmental Health	Doug Voegeli (CCB)
		11:45 - 12:15PM	Lunch/Break	
		12:15 - 12:45PM	Interview: County Board Supervisor	Supervisor Patrick Miles (CCB) - Rescheduled
		12:45 - 1:45 PM	Interview 3: Public Works Director	Jerry Mandli (CCB)
		1:45 - 2:45 PM	Interview 2: Planning and Development Director	Todd Violante (CCB)
		2:45 - 3:00PM	Break	
		3:00 - 3:45PM	Interview 8: Capital Area Regional Planning Commission	Kamran Mesbah (CCB)
		3:45 - 4:45PM	Interview 7: Records and Support	Troy Everson, Aaron Krebs, Michelle Richardson (CCB)
		5:00 - 5:30PM	Interview: County Executive's Chief of Staff	Josh Wescott (CCB)
Thursday	1/30/2014	8:30 - 10:00AM	Interview 11: Department of Administration	Travis Myren, Dave Merritt (CCB)
		10:00 - 10:30AM	Break	
		10:30 - Noon	Interview 12: Public Works	Rob Nebel, John Welch, Pam Dunphy (AEC)
		12:15 - 12:45PM	Interview: County Board Supervisor	Robin Schmidt (Via telephone --Robin will call in)
		12:45 - 1:30PM	Lunch/Break	
		1:30 - 3:00PM	No Meetings	
		3:00 - 3:30PM		
Friday	1/31/2014	8:30 - 10:00AM	Interview 4: Land and Water Resources Department (Land)	Darren Marsh, Laura Guyer, Patrick Sutter (Fen Oak)
		10:00 - 10:30AM	Break	
		10:30 - Noon	Interview 5: Land and Water Resources Department (Water)	Sue Jones, Jeremy Balousek, Joe Yaeger (Fen Oak)
		Noon - 1:00PM	Lunch/Break	
		1:00 - 1:30PM	Interview: County Board Supervisor	Sharon Corrigan (CCB)
		1:30 - 3:00PM	Interview 6: Planning & Development	Roger Lane, Hans Hilbert, Brian Standing (CCB )
		3:00 - 3:30PM	Break	
		3:30 - 5:00PM	Hold for Follow Up	
INTERVIEW LOCATIONS:				
Fen Oak	5201 Fen Oak Drive, Madison, 53718 -- Room C -- Downstairs			
CCB	210 Martin Luther King Jr Blvd, Madison, 53703 -- County Board conference room 106B			
AEC	1919 Alliant Energy Center Way, 53713 (Bldgs Behind Exhibition Hall) -- Conference Room			

**Dane County Land and Water Programs Assessment  
Final Report**

Department / Division or Affiliation	Participants	Position Title	Work Team Member
<b>LWRD</b>	Kevin Connors	Director of Land and Water Resources Department	<b>X</b>
<b>LWRD</b>	Darren Marsh	Parks Director	
<b>LWRD</b>	Laura Guyer	Real Estate and Acquisition Director	<b>X</b>
<b>LWRD</b>	Patrick Sutter	County Conservationist	
<b>LWRD</b>	Sue Jones	Watershed Management Coordinator	
<b>LWRD</b>	Jeremy Balousek	Water Resource Engineering Division Manager	
<b>LWRD</b>	Joe Yaeger	Lake Management Supervisor	
<b>LWRD</b>	Michelle Richardson	GIS Specialist	
<b>UW Extension</b>	Mindy Haebecker	Natural Resources Specialist	
<b>DPD</b>	Todd Violante	Director of Planning and Development	<b>X</b>
<b>DPD</b>	Roger Lane	Zoning Administrator	<b>X</b>
<b>DPD</b>	Hans Hilbert	Assistant Zoning Administrator	
<b>DPD</b>	Brian Standing	Senior Planner	<b>X</b>
<b>DPD</b>	Troy Everson	DPD Director of Records and Support	
<b>DPD</b>	Aaron Krebs	GIS Specialist	
<b>DPW</b>	Jerry Mandli	Commissioner/Director of Public Works, Highway and Transportation	<b>X</b>
<b>DPW</b>	Pam Dunphy	Assistant Highway and Transportation Commissioner	
<b>DPW</b>	Rob Nebel	Associate Public Works Director	
<b>DPW</b>	John Welch	Solid Waste Manager	
<b>DofA</b>	Travis Myren	Director of Department of Administration	<b>X</b>
<b>DofA</b>	Dave Merritt	Director of Policy and Program Development	<b>X</b>
<b>Madison/Dane County Public Health</b>	Doug Voegli	Madison/Dane County Public Health Director	
<b>CARPC</b>	Kamran Mesbah	Director of Capital Area Regional Planning Commission	
<b>Office of Dane Co. Board of Supervisors</b>	Robin Schmidt	District 24 Supervisor	<b>X</b>
<b>Office of Dane Co. Board of Supervisors</b>	Sharon Corrigan	Sergeant of Arms / District 26	<b>X</b>
<b>Office of Dane Co. Board of Supervisors</b>	Patrick Miles	District 34 Supervisor	<b>X</b>
<b>Office of Dane Co. Board of Supervisors</b>	Lisa MacKinnon	Sustainability Coordinator and Audit Analyst	<b>X</b>
<b>County Executive's Office</b>	Josh Wescott	Chief of Staff	

Appendix B – Fieldwork Activities Matrices

		Department of Public Works, Highway, and Transportation				
		Public Works Lakes	Solid Waste / Recycling	Highway Maintenance	Public Works Engineering	Highway Engineering / Admin
LAND	Program Development, CIP, & Research		- Digester technology and upstart (DA) - Scoping of potential manure digester sites (DA) - Coordination of CNG training for Parks Division Employees (LWR)		- Coordination with Focus on Energy for new buildings - Coordination with Laura Guyer for ROW and other real estate acquisition (LWR) - CIP scoping and procurement of design services for projects	- CIP assist with budget estimates for trails, driveway or parking lots
	Regulatory Function (Internal & External)		- Assists with special permits: burning or disposal related to disaster, wood waste management, bog management, purchased or donated property, property reclamation (mines, lead abatement)			- Assist/ consult on regulatory process related to projects funded through federal grants
	Operations, Maintenance, & Construction	- During non-weed cutting season working on sub list of CIP projects (LWR) - Weed cutter building (LWR)	- Landfills, hazardous waste, compost - Landfill equipment sharing with Parks Division (LWR)	- Snow plowing (LWR)	- County facilities RFP / bid process - County parks small infrastructure construction (shelters) LWR - County special projects - County facilities owner's rep	- Design/build of parks, trails and parking lots (LWR)
	Preservation, Conservation, & Public Use	- Assists in Disaster Recovery situations (LWR)	- Assists in Disaster Recovery situations - Disposal options & education for "Take a stake in the lakes"	- Assists in Disaster Recovery situations	- Assists in Disaster Recovery situations	- Assists in Disaster Recovery situations(PWHT)
	Data Systems or Software				- Munis	
WATER	Program Development, CIP, & Research				- RFP Eng. Services Locks & Dams Repair, Scoping, Bidding, Construction Management, - Dredging, CIP, Scoping, Bidding, Project Management,	
	Regulatory Function (Internal & External)				- Permits related to construction above, as well as dredging	
	Operations, Maintenance, & Construction			- Emergency Assistance, bog removal or occasional debris removal (trees, branches) along bridges or waterways.  - Proactive Education of plow drivers on most efficient and effective use of salt.	- Initial training and scoping for training as part of procurement process related to above	
	Preservation, Conservation, & Public Use		- Assist through educational literature distribution at facilities		- Assist with procurement of educational materials through Bid and RFP scoping	

		Department of Land and Water Resources					
		Administration	Land Conservation	Lakes & Watersheds	Parks	Water Resource Engineering	Real Estate
LAND	Program Development, CIP, & Research	<ul style="list-style-type: none"> <li>- Supports all LWRD division activities including budget management</li> <li>- Manure digester and wind farm planning, PSC related project analysis (DA)</li> </ul>	<ul style="list-style-type: none"> <li>- BMP initiatives for farmers and land owners</li> <li>- Federal &amp; State grant mgmt. &amp; cost share administration</li> <li>- Working Lands Program oversight (P&amp;D)</li> <li>- USDA, State (WDNR, DATCP), MMSD &amp; non-profit partnerships</li> <li>- Land &amp; Water Resource Management Plan (LWRM)</li> <li>- Adaptive Management</li> <li>- TINSWAT model development</li> <li>- Watershed Planning Management and Implementation</li> </ul>	<ul style="list-style-type: none"> <li>- Water-related research</li> <li>- Budget review recommendations</li> <li>- Assist statewide policy and program development</li> <li>- Intergovernmental agreement</li> <li>- Grant management</li> <li>- Community outreach and education</li> <li>- County related water coordination and policy development</li> </ul>	<ul style="list-style-type: none"> <li>- Emerald ash borer plan</li> <li>- Volunteer program mgmt.</li> <li>- Park master planning</li> <li>- Recreation program development</li> <li>- Terrestrial invasive species planning</li> <li>- Snowmobile , bike &amp; trail planning</li> <li>- Park Endowment Fund</li> <li>- Capital Improvement Projects (PWHT)</li> <li>- WL Area Natural Resource site Planning</li> </ul>	<ul style="list-style-type: none"> <li>- Natural resource model development (temperature, infiltration, erosion, recharge etc.)</li> <li>- Assist in development of statewide technical standards</li> <li>- EC &amp; SW evaluation &amp; development</li> </ul>	<ul style="list-style-type: none"> <li>- Land acquisition (DA, PW)</li> <li>- Land leases, negotiations, easements</li> <li>- Master Planning / open space goals</li> <li>- Property mgmt. (undeveloped)</li> <li>- Grant administration (\$750,000) (DA)</li> <li>- Real estate support to all County Depts.</li> <li>- Establish policies for agricultural leases and programs on county property</li> <li>- Master planning for Parks and agricultural programs</li> <li>- Secure grant funds to support acquisition projects</li> <li>- Assist with Stewardship Advisory Council developments</li> </ul>
	Regulatory Function (Internal & External)	<ul style="list-style-type: none"> <li>- Supports all LWRD division activities including budget management</li> </ul>	<ul style="list-style-type: none"> <li>- State &amp; Federal program mgmt. and promotion</li> <li>- Point of contact for and coordination with USDA</li> <li>- Contact and coordination with WisDNR, DATCP (P&amp;D), and non-profits</li> <li>- Cost-share compliance</li> <li>- Manure storage and winter storage permitting</li> <li>- Monitoring manure spreading</li> </ul>	<ul style="list-style-type: none"> <li>- Water-related research</li> <li>- Budget review recommendations</li> <li>- Statewide policy and program development</li> <li>- Intergovernmental agreement</li> <li>- Grant management</li> <li>- Community outreach and education</li> <li>- Ordinance development</li> </ul>	<ul style="list-style-type: none"> <li>- Park/county ordinances</li> <li>- Intergovernmental cooperative agreements</li> </ul>	<ul style="list-style-type: none"> <li>- Ch. 14 Erosion Control / stormwater mgmt.</li> <li>- Ch. 14 Agricultural enforcement</li> <li>- Ch. 11 Shoreland EC &amp; Mitigation (P&amp;D)</li> <li>- SW &amp; EC permit review (LWR, P&amp;D)</li> <li>- Intergovernmental Cooperation Agreements</li> <li>- Review of mineral extraction plans(P&amp;D)</li> <li>- Permit county projects for NR 151 and Ch. 30</li> </ul>	<ul style="list-style-type: none"> <li>- Monitor conservation easements including PDR &amp; streambank easements</li> <li>- Assist with property restrictions related to Ch. 14 enforcement</li> <li>- Monitor compliance of leases on county-owned property</li> </ul>
	Operations, Maintenance, & Construction	<ul style="list-style-type: none"> <li>- Supports all LWRD division activities including budget management</li> </ul>	<ul style="list-style-type: none"> <li>- Conservation planning, design, implementation, certification</li> <li>- Disaster preparedness and recovery</li> </ul>	<ul style="list-style-type: none"> <li>- MAMSWaP communication and training for SW &amp; EC</li> </ul>	<ul style="list-style-type: none"> <li>- Wood Utilization program (timber shelters)- (PW)</li> <li>- General park, natural area, &amp; trail mgmt.</li> <li>- Invasive species mgmt.</li> <li>- Lussier Family Heritage Center</li> <li>- Maintenance of park infrastructure</li> <li>- Land restoration</li> <li>- Park development projects (PW)</li> <li>- Maintenance service to other departments (snow plowing, mowing, arborist assistance)</li> <li>- Disaster preparedness and recovery</li> </ul>	<ul style="list-style-type: none"> <li>- Engineering and permitting assistance to all county departments</li> <li>- PWHT</li> <li>- Disaster preparedness and recovery</li> </ul>	<ul style="list-style-type: none"> <li>- New property stabilization and boundary signage</li> </ul>

		<b>Department of Land and Water Resources</b>					
<b>LAND (cont.)</b>		<b>Administration</b>	<b>Land Conservation</b>	<b>Lakes &amp; Watersheds</b>	<b>Parks</b>	<b>Water Resource Engineering</b>	<b>Real Estate</b>
	Preservation, Conservation, Public Use & Outreach	<ul style="list-style-type: none"> <li>- Supports all LWRD division activities including budget management</li> <li>- Shelter reservations</li> <li>- Parks permits</li> <li>- Seasonal staff mgmt. (PW)</li> <li>- Public contact</li> <li>- Outreach, Marketing and Fundraising</li> </ul>	<ul style="list-style-type: none"> <li>- Contact with farmers related to digester (LWRD, DA)</li> <li>- Manure mgmt. activities; runoff issues including Ch. 14</li> <li>- Nutrient mgmt. and training activities</li> <li>- Adaptive Management</li> <li>- Farm Technology Days</li> </ul>	<ul style="list-style-type: none"> <li>- Water-related research</li> <li>- Budget review recommendations</li> <li>- Statewide policy and program development</li> <li>- Intergovernmental agreement</li> <li>- Grant management</li> <li>- Community outreach and education</li> <li>- Expand conservation groups and volunteerism</li> </ul>	<ul style="list-style-type: none"> <li>- Parks &amp; natural resource planning (P&amp;D)</li> <li>- Tree use analysis prior to tree clearing (PW)</li> <li>- Landscape Tree Inventory (Co Dept.'s)</li> <li>- Oversight of Friends of the Parks groups and volunteer groups</li> <li>- Parks visitor services mgmt.</li> <li>- Lussier Family Heritage Center</li> <li>- Training to other county depts. and agencies</li> </ul>	<ul style="list-style-type: none"> <li>- Technical assistance to LWRD and external departments, public agencies</li> <li>- I &amp; E on program implementation</li> </ul>	<ul style="list-style-type: none"> <li>- Land and Water Legacy Fund</li> <li>- Acquire lands identified in POSP using the Conservation Fund (DA)</li> <li>- Acquire streambank easements</li> <li>- Administer the Partners for Conservation &amp; Recreation (PARC) Grant Program</li> </ul>
<b>Land &amp; Water</b>	Data Systems or Software	<ul style="list-style-type: none"> <li>- GIS Operations P&amp;D</li> <li>- GIS support - P&amp;D, IM</li> <li>- GPS Project Management</li> <li>- AutoCAD coordination</li> <li>- Website update coordination and social media – IM</li> </ul>	<ul style="list-style-type: none"> <li>- Conservation Planning System (CPS) and CPSMap (GIS component)</li> <li>- Manure permit database</li> <li>- Engineering models</li> <li>- TINSWAT model</li> <li>- Web-based outreach</li> </ul>	<ul style="list-style-type: none"> <li>- Web base outreach including social media</li> </ul>	<ul style="list-style-type: none"> <li>- Permits, violations, reservations system</li> <li>- Web-based e-commerce (permits, violations, reservations system)</li> <li>- Web-based outreach including social media</li> </ul>	<ul style="list-style-type: none"> <li>- INFOS model</li> <li>- Hydrologic and hydraulic modeling</li> <li>- TINSWAT model</li> <li>- Aquatic plant harvesting database</li> <li>- Stormwater permit database</li> <li>- Thermal model</li> <li>- Web-based outreach</li> </ul>	<ul style="list-style-type: none"> <li>- Real Estate spatial and tabular database</li> <li>- Laredo, Zip Forms, Paragon MLS</li> <li>- Web-based outreach</li> </ul>
<b>WATER</b>	Program Development, CIP, & Research	<ul style="list-style-type: none"> <li>- Supports all LWRD division activities including budget management</li> <li>- Adaptive Management</li> <li>- Warm-water streams for enhanced recreational opportunities</li> <li>- Citizen monitoring</li> <li>- Research &amp; development</li> </ul>	<ul style="list-style-type: none"> <li>- Land Water Resource Mgmt. Plan</li> <li>- Adaptive Management</li> </ul>	<ul style="list-style-type: none"> <li>- Coordinate water-related policy across the county and in cities (CARPC)</li> <li>- Community outreach and education</li> <li>- Policy &amp; program development</li> <li>- Water-related research</li> <li>- Budget review recommendations</li> <li>- Statewide policy and program development</li> <li>- Intergovernmental agreement</li> <li>- Grant management</li> <li>- Aquatic Invasive Species (AIS) planning</li> <li>- Aquatic Plan Mgmt. planning</li> </ul>	<ul style="list-style-type: none"> <li>- POSP (public access to water, water trails)</li> </ul>	<ul style="list-style-type: none"> <li>- Urban water quality grant program</li> <li>- INFOS model</li> <li>- Adaptive Management</li> <li>- Water Level Management Guide</li> </ul>	
	Regulatory Function (Internal & External)	<ul style="list-style-type: none"> <li>- Supports all LWRD division activities including budget management</li> </ul>	<ul style="list-style-type: none"> <li>- Water quality</li> <li>- Streambank protection</li> <li>- NR 151</li> <li>- ATCP 50</li> <li>- Cost-share compliance (See regulatory functions under LAND section above)</li> </ul>	<ul style="list-style-type: none"> <li>- Manage MAMSWaP per NR 216 (21 municipality storm discharge permit coalition)</li> <li>- Ordinance Development</li> </ul>	<ul style="list-style-type: none"> <li>- Park/County ordinances</li> </ul>	<ul style="list-style-type: none"> <li>- Lake level analysis and management</li> <li>- Water Quality Modeling for Regulatory Compliance</li> <li>- NR 151 enforcement</li> <li>- Stormwater permitting</li> <li>- Ch. 14 monitoring</li> </ul>	



WATER (cont.)		Department of Land and Water Resources					
		Administration	Land Conservation	Lakes & Watersheds	Parks	Water Resource Engineering	Real Estate
		- Supports all LWRD division activities including budget management	- Stream habitat work	- AIS water and aquatic plant management planning/training and inspection	- Aquatic plant harvesting - Navigation buoys mgmt. - Lock & dam maintenance and operation - Lake access (installation/maintenance of docks, piers)	- Lake level management - Lock and dam management - Coordination with City of Madison to install booms in lakes	
	Operations, Maintenance, & Construction						
	Preservation, Conservation, Public Use & Outreach	- Supports all LWRD division activities including budget management - Stream Restoration - Carp Control - Aquatic Species Tracking and Preservation - Outreach, marketing, fundraising	- Coldwater stream rehab project - Farmer nutrient mgmt. training - Outreach and training	- Lake property numbering system - Increasing volunteerism on water-related projects - Supporting local conservation groups	- Supporting local conservation groups	- Lake level website - Maintain Gold Water Star Community status	- Acquire land through the Lake & Stream Preservation & Renewal Fund - Acquire lands through the Remediation Fund

		Department of Planning and Development			
		Zoning	Planning	Land Records	Surveying
LAND	Program Development, CIP, & Research	<ul style="list-style-type: none"><li>- Zoning and Land Use information sheets</li><li>- Newsletter to Towns on Ordinance changes</li></ul>	<ul style="list-style-type: none"><li>- Participation on the Climate Change Taskforce (DA)</li><li>- Plan development (LWR, CARPC)</li><li>- Density studies for potential land acquisition</li><li>- County Comprehensive Plan</li><li>- Farmland Preservation Plan</li><li>- Alliant Energy Center (AEC) Strategic Design Study Committee</li><li>- Other special projects as assigned, e.g., AEC, North Mendota, etc.</li></ul>	<ul style="list-style-type: none"><li>- Access Dane system upgrade</li><li>- DCiMap / Access Dane</li><li>- GIS</li><li>- Parcel and zoning mapping</li><li>- Annual reporting to WisDATCP regarding conversion of land from farmland preservation zoning</li></ul>	
	Regulatory Function (Internal & External)	<ul style="list-style-type: none"><li>- Permitting and enforcement (shoreland, floodplain, wetland, land use)</li><li>- Zoning map amendments and Conditional Use Permits</li><li>- Mineral extraction regulations</li><li>- Land division regulations</li><li>- Zoning ordinance variances and administrative appeals</li><li>- Zoning &amp; Land Regulation Committee staffing and support</li><li>- Board of Adjustment staffing and support</li></ul>	<ul style="list-style-type: none"><li>- DATCP coordination and reporting</li><li>- USDA coordination</li><li>- Intergovernmental planning coordination</li><li>- Zoning ordinance text amendments</li><li>- Land division ordinance text amendments</li><li>- Zoning petition and land division review for consistency with comprehensive plan</li><li>- Zoning &amp; Land Regulation Committee staffing and support</li></ul>		
	Operations, Maintenance, & Construction	<ul style="list-style-type: none"><li>- Permit Inspections</li><li>- Complaints and violations</li><li>- Provide zoning information</li><li>- Maintain zoning maps</li></ul>			
	Preservation, Conservation, & Public Use		<ul style="list-style-type: none"><li>- Farmland preservation planning and shoreland zoning amendments</li><li>- Resource Protection Corridors</li><li>- Coordination with <a href="#">CARPC</a></li><li>- Interdepartmental planning assistance Parks and Open Space Plan (<a href="#">LWR</a>)</li><li>- Town comprehensive plan assistance and review</li></ul>		
	Data Systems or Software	<ul style="list-style-type: none"><li>- Accela for permitting</li></ul>	<ul style="list-style-type: none"><li>- Access Dane</li><li>- Ad hoc GIS analysis</li><li>- Density Study automation tools</li></ul>	<ul style="list-style-type: none"><li>- Annual reporting to WisDNR regarding shoreland/wetland zoning activity</li></ul>	

		Department of Planning and Development			
		Zoning	Planning	Land Records	Surveying
WATER	Program Development, CIP, & Research	<ul style="list-style-type: none"><li>- Shoreland zoning program improvements</li><li>- Floodplain zoning program improvements</li></ul>	<ul style="list-style-type: none"><li>- Shoreland/Wetland Zoning program design</li><li>- Floodplain zoning program design</li></ul>		
	Regulatory Function (Internal & External)	<ul style="list-style-type: none"><li>- Shoreland / wetland zoning enforcement, interpretation and administration</li><li>- Floodplain zoning enforcement, interpretation and administration</li><li>- Navigability determinations</li><li>- Wetland boundary review</li><li>- Floodplain determinations</li></ul>	<ul style="list-style-type: none"><li>- Committee support for lakes and watershed activities with regulatory focus (LWR)</li><li>- Shoreland, wetland and floodplain ordinance amendments</li></ul>		
	Operations, Maintenance, & Construction	<ul style="list-style-type: none"><li>- Permit Inspections</li><li>- Complaints and violations</li><li>- Provide zoning information</li><li>- Maintain floodplain, shoreland, and wetland maps</li></ul>			
	Preservation, Conservation, & Public Use		<ul style="list-style-type: none"><li>- Comprehensive Planning</li><li>- Resource Protection Corridor planning</li><li>- Coordination of Comprehensive Plan with Land &amp; Water Resources Plan, Parks and Open Space Plan, Water Quality Plan</li></ul>		

		Department of Administration			
		Phosphorous Reduction	Manure Digester	Stakeholder Coordination	Other
LAND	Program Development, CIP, & Research	- Lead Interdepartmental Adaptive Management Team (LWR, P&D, LIO)	- Contract mgmt. and general oversight (PW, LWR)		- Climate Change Plan
	Regulatory Function (Internal & External)				
	Operations, Maintenance, & Construction				
	Preservation, Conservation, & Public Use				- Coordination with Real Estate division and County Executive for potential real estate acquisition (LWR)
	Data Systems or Software				
WATER	Program Development, CIP, & Research	- Yahara WINS (LWR)			- Clear Lakes Taskforce
	Regulatory Function (Internal & External)				
	Operations, Maintenance, & Construction				
	Preservation, Conservation, & Public Use				

Appendix C – Supplemental Findings & Recommendations

The following findings and basic recommendations were identified during the assessment; however they were categorized as less impactful and/or lacking data to create a substantial recommendation.

Finding	Recommendation
9. Sustainability efforts are a major priority of the county. There have been many studies and County evaluations completed and there are numerous initiatives in progress that will help the county become the model for sustainability in the state.	While many of these sustainability efforts are County-wide, there should also be communication on a localized level to involve all County departments. Each department should be involved in the development of sustainability efforts which they have the ability to contribute to or that set policy which effects their operations. Additionally, each department should be assigned roles and responsibilities related to these efforts and held accountable for actionable efforts to move the sustainability programs to fruition.
10. County public health is shared with the City of Madison in a joint department that is currently underutilized as a resource as it relates to water quality issues. The Public Health Department for Madison and Dane County (Environmental Health Division) has its own lab capable of water quality monitoring for various testing needs. This lab is not currently being considered as an option for water quality monitoring at landfills.	Consider including lab services for landfill monitoring and various other water quality testing either prior to a public RFP or as managed competition with private sector testing options. There are often opportunities for cost savings by avoiding contract management of private sector firms when capabilities exist in-house. Identify whether conflicts of interest exist or regulatory limitations would deter this type of arrangement.
11. The Administration Division within LWRD is the only division which does not have a dedicated manager. This division is overseen by the LWRD Director who is also responsible for oversight of each of the other five divisions. This creates a span of control issue and detracts from the high level leadership and oversight required from the LWRD Director.	The County should consider assigning a leadership position specific to the LWRD Administration Division to relieve the LWRD Director of this responsibility. The LWRD Director should maintain an appropriate span of control by limiting oversight to the six division managers.
12. The County lacks a consistent method for tracking field staff schedules across land and water programs divisions. The interdependence of departments across land and water programs creates a need to share scheduling and availability. Additionally, an inability to identify staff location can present a safety issue as well as an accountability issue.	The County should utilize Microsoft Outlook Calendar for scheduling and tracking field staff. This is a simple solution that offers dynamic scheduling features that all County staff should already have access to. It is also easily used with mobile solutions. This is especially useful when office staff depend on information from staff that spend significant time in the field. MS Outlook offers quick methods of scheduling meetings and tracking staff availability. Managers can be given permission to view staff schedules, even across multiple divisions, as needed. Other software solutions with additional scheduling and planning features are available, but are probably not necessary for the county's current needs.

## Appendix D – Current State Expenditure Analysis

### Dane County Expenditure Summary for Land and Water Resource Department and Planning & Development Department

Department	Division	2012 Actual			2013 Actual			2014 Budget		
		Personnel Expense	Operation Expense	Total Expense	Personnel Expense	Operation Expense	Total Expense	Personnel Expense	Operation Expense	Total Expense
LWRD	Administration	\$ 576,726	\$ 26,701	\$ 703,427	\$ 532,312	\$ 51,549	\$ 583,861	\$ 674,100	\$ 125,690	\$ 799,790
LWRD	Land Conservation	\$ 1,177,501	\$ 296,271	\$ 1,473,772	\$ 1,107,394	\$ 176,754	\$ 1,284,148	\$ 741,300	\$ 514,660	\$ 1,255,960
LWRD	Real Estate	\$ 315,682	\$ 40,245	\$ 355,927	\$ 243,484	\$ 61,279	\$ 304,762	\$ 324,900	\$ 15,110	\$ 340,010
LWRD	Office of Lakes & Watersheds	\$ 203,423	\$ 151,724	\$ 355,147	\$ 196,006	\$ 49,771	\$ 245,776	\$ 226,500	\$ 124,874	\$ 351,374
LWRD	Parks Operations	\$ 2,113,266	\$ 669,650	\$ 2,782,916	\$ 2,001,427	\$ 571,879	\$ 2,573,306	\$ 2,323,400	\$ 707,240	\$ 3,030,640
LWRD	Parks (All General Funds)	\$ 2,535,324	\$ 880,277	\$ 3,415,601	\$ 2,378,865	\$ 754,731	\$ 3,133,596	\$ 2,737,300	\$ 907,640	\$ 3,644,940
LWRD	Water Resource Engineering	N/A	N/A	N/A	N/A	N/A	N/A	\$ 587,500	\$ 100	\$ 587,600
P&D	Zoning	\$ 97,809	\$ 54,235	\$ 852,044	N/A	N/A	\$ 917,115	\$ 899,600	\$ 46,515	\$ 946,115
	Planning	\$ 432,186	\$ 81,621	\$ 513,807	N/A	N/A	\$ 581,100	\$ 566,800	\$ 62,100	\$ 628,900
	Land Records	\$ 697,913	\$ 60,291	\$ 758,204	N/A	N/A	\$ 819,250	\$ 742,800	\$ 92,050	\$ 834,850
<b>Totals</b>		\$ 8,849,830	\$ 2,361,015	\$ 11,210,845	\$ 6,459,486	\$ 1,665,964	\$ 10,442,915	\$ 9,824,200	\$ 2,595,979	\$ 12,420,179

Notes:

1. 2012 Actual Expenditure data and 2014 Budget data sourced from County of Dane 2014 Budget document within category 1110 GENERAL FUND
2. 2013 Actual Expenditure data sourced from Munis output document
3. The Water Resource Engineering Division was created in 2014.
4. The Planning & Development Department did not supply Munis data for 2013 Actual Expenditures. 2013 Data is Adopted Budget Data

## Appendix E – Governance Inventory Matrix

Committee	Chair	Purpose	Statutorily Required activities (if applicable)	Departments Governed	Membership Requirements	Staff Liaison	Other Members
<b>Land Conservation Committee</b>	Steve Haak	Coordinates all matters relating to agriculture and soil and water use and conservation in the county, including the development of standards and specifications for management practices to control erosion, sedimentation and non-point source water pollution. Members appointed by county board	Actively solicit public participation in the planning and evaluation of soil and water conservation programs	Land & Water Conservation	7 members <b>appointed by the County Board Chair</b> as follows: <ul style="list-style-type: none"> <li>• At least two people who are members of the committee on agriculture and extension education</li> <li>• The chairperson of the county farm service agency committee</li> <li>• Any number of members also on the county board</li> <li>• Up to two members who are not members of the county board</li> </ul>	Kevin Connors	Supervisors Dowling, Chenoweth, Krause, Richmond, Stubbs, Zwiefel
<b>Lakes and Watershed Commission</b>	Lyle Updike	Oversight of the surface and ground waters of the County including data gathering, public education and outreach, and liaison to federal, state and local agencies.	<ul style="list-style-type: none"> <li>• Initiate and coordinate surveys and research projects for the purpose of gathering data relating to surface and groundwater in the County</li> <li>• Maintain a liaison with agencies of the federal, state and local governments</li> <li>• Develop a public information and education program on issues related to the surface waters and groundwaters of the County</li> <li>• Development of Implementation Plan</li> <li>• Budget creating and public hearing on budget</li> </ul>	Lakes and Watershed Division	10 members <b>presented by the County Board and approved by the County Executive</b> as follows: <ul style="list-style-type: none"> <li>• County executive or his/her designee</li> <li>• City of Madison mayor or his/her designee</li> <li>• Two members who are county board supervisors who represent districts entirely outside Madison</li> <li>• Two members who are county board supervisors and represent districts entirely within Madison</li> <li>• One member of the Yahara Lakes Association</li> <li>• One member who is not a county board supervisor, who resides in Madison and whose name is on a list of at least two nominees submitted to the County Executive by the Mayor of Madison</li> <li>• One member who is not a county board supervisor, resides outside of Madison and whose name is on a list of at least two nominees submitted to the County Executive by the Dane County Towns Association</li> <li>• One member who is not a county board supervisor, whose name is on a list of at least 2 nominees submitted to the county executives by the majority of the chief executives of the villages and cities, except the city of Madison.</li> </ul>	Sue Jones	Supervisors Marcia Hartwig, PIO
<b>Parks Commission</b>	Lunney	Oversight of the Parks Division for the three main areas of operations and maintenance of County parks, planning for the park system and land acquisition.	<ul style="list-style-type: none"> <li>• Study and make recommendations to the County Board of lands to be acquired for public use</li> <li>• The Parks Commission also has other powers that they are not required to use. These are generally related to policy making, fee setting and general park planning.</li> </ul>	Parks and Real Estate Divisions	7 members <b>appointed by the County Executive</b>	Marsh, Guyer, Connors	Supervisors Ripp, Richmond; Citizens

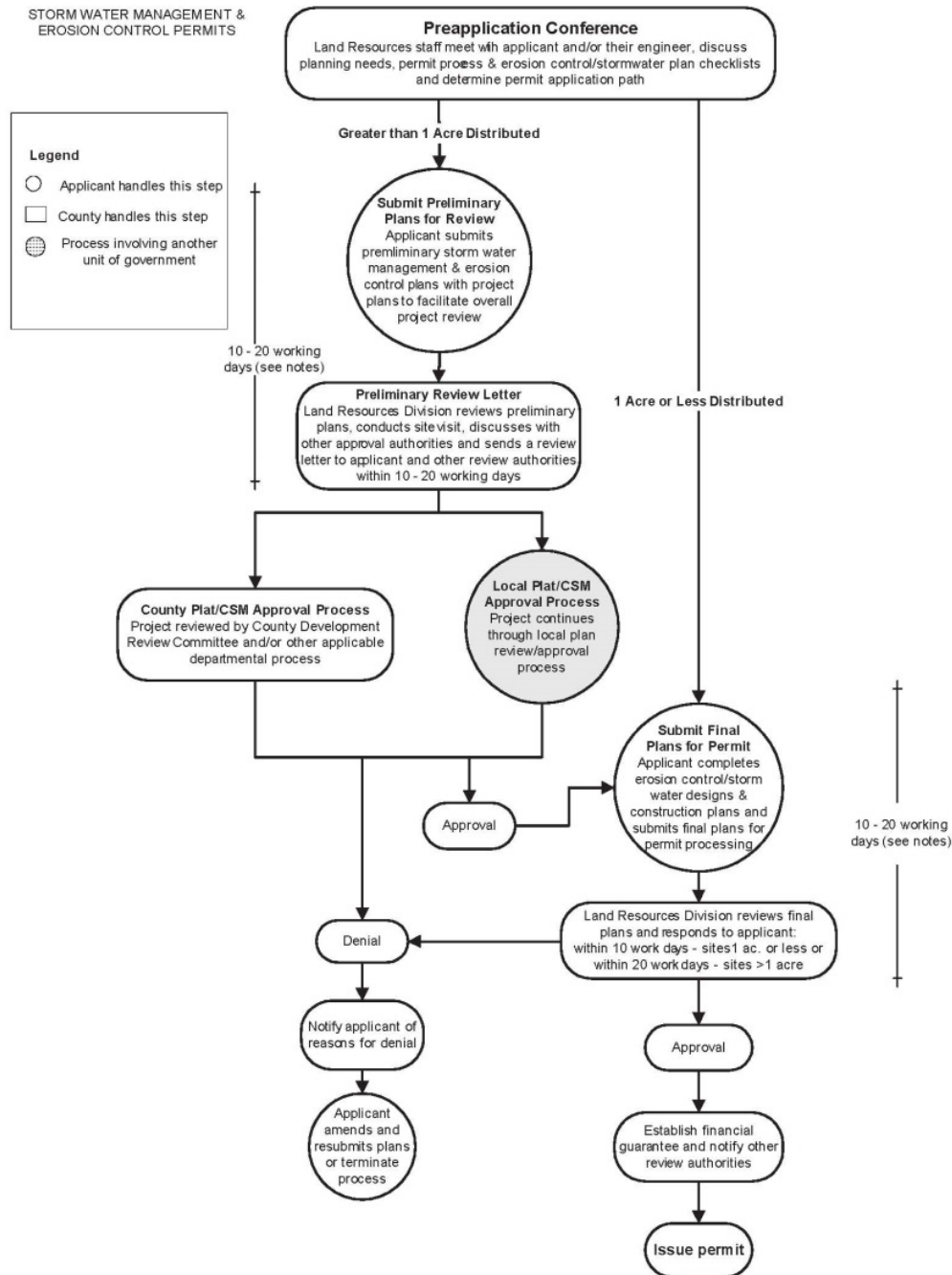
Committee	Chair	Purpose	Statutorily Required activities (if applicable)	Departments Governed	Membership Requirements	Staff Liaison	Other Members
Environment, Agriculture & Natural Resources Committee	Patrick Downing	The environment & natural resources committee shall have the duty and responsibility to: (1) Act as the supervisory committee for extension, land conservation, and the lakes & watershed commission (for budget review purposes only). (2) Act as the policy oversight committee for the Dane County Parks Commission, operational programs and budget for lakes management and aquatic weed control, and the Dane County Humane Society. (3) Advise the county board on all matters relating to agriculture and the conservation of natural and environmental resources in Dane County, and confer and cooperate with any other agency interested in environmental quality and conservation. (4) (a) Provide policy direction and guide implementation of county planning efforts and organizational structure, including the county executive's proposals on growth and development, the Dane County Land Use and Transportation Plan, and the respective roles of the regional planning commission, metropolitan planning organization and department of planning and development. (b) Facilitate regular, ongoing communication, including holding listening sessions with Dane County's cities, villages, and towns on developments of regional impact. (c) Review current county policies, plans and ordinances related to land use and development to determine whether revisions are necessary, and work with other county board committees to develop necessary changes. (d) Recommend policy and planning initiatives to the board and the planning director. (e) Monitor state land use planning efforts and make recommendations on land use and development issues to the executive committee regarding the county's legislative agenda.		LWRD and extension	5 members <b>appointed by the County Board Chair.</b>	Kevin Connors, Laura Guyer	Supervisors Chenoweth, Richmond, Ferrell, Pan, youth government member



Committee	Chair	Purpose	Statutorily Required activities (if applicable)	Departments Governed	Membership Requirements	Staff Liaison	Other Members
		(5) Cooperate with the Dane County Board of Health, the Dane County Regional Plan Commission, the Wisconsin Department of Commerce and the department of natural resources on all matters relating to water resources and pollution control, as appropriate. (6) Assume the duties and responsibilities of the former Strategic Growth Management Committee, as defined by any county board resolutions or ordinance amendments previously adopted. <b>Note that during Baker Tilly interviews it was mentioned that this purpose is no longer accurate and needs to be updated.</b>					
<b>Zoning &amp; Land Regulation</b>	Supervisor Patrick Miles	The zoning & land regulation committee shall have the duty and responsibility to: (1) Act as the supervisory committee for the planning and development department, including survey, zoning, tax description and plat review functions. (2) Act as the policy oversight committee for register of deeds, the Dane County Board of Adjustment and the Dane County Regional Planning Commission (with respect to land use matters), and zoning and land use regulations activities for lakes management. (4) Fulfill the zoning and subdivision control powers and duties enumerated in chapters 10, 74, 75 and 76, D.C. Ords. (5) Advise the county board on all matters relating to zoning, land use and land regulation. (6) Report to the county board regarding all proposed cemetery maps and plats in accordance with sec. 157.07, Wis. Stats.		Planning and Development	5 members <b>appointed by the County Board Chair.</b>	Roger Lane	Supervisors Matano, Bollig, Kolar, Hendrick
<b>Conservation Fund Grant Advisory Committee</b>		Oversight of grants program that is part of Parks Division budget.				Laura Guyer	citizen members
<b>Clear Lakes Taskforce</b>		To clean up Dane County Lakes, preserve our lands, and invest in green energy like solar, wind, and alternative fuels are shared values that enhance our quality of life we enjoy in Dane County					

<b>Committee</b>	<b>Chair</b>	<b>Purpose</b>	<b>Statutorily Required activities (if applicable)</b>	<b>Departments Governed</b>	<b>Membership Requirements</b>	<b>Staff Liaison</b>	<b>Other Members</b>
<b>Comprehensive Plan Steering Committee</b>		Guide development of the updated Dane County Comprehensive Plan				Brian Standing	citizens; Supervisors
<b>Environmental Council</b>		To assist public and private groups in recognizing and protecting natural areas in Dane County; to assume an educational role in the protection of the environment and natural resources; and in general to promote awareness, conservation, and preservation of Dane County's natural resources.		No official governance role - grant provider and volunteer coordination		Mindy Haebecker	Citizens; Supervisors Corrigan, Downing
<b>Land Information Council</b>	Register of Deeds	Intergovernmental land information consortium to oversee the Land Information Office in implementing, facilitating, and supporting the modernization and sharing of Dane County land information.		Members are appointed and all staff positions dealing with County land records (Register of Deeds, Conservation, Planning, Surveyors, Administration, Treasurer		LIO office	
<b>Capital Area Regional Planning Commission</b>	Larry Palm, City of Madison Alder	The function of the Commission is to serve as the regional planning and area wide water quality management planning entity for the Dane County region, consistent with §66.0309, Wis. Stats. and state Administrative Code NR 121. The Commission is charged with the duty of preparing and adopting a master plan for the physical development of the region, and maintaining a continuing area wide water quality management planning process in order to manage, protect, and enhance the water resources of the region, including consideration of the relationship of water quality to land and water resources and uses.				3 elected appointments represent Dane County	Dane County Towns; Dane County Cities & Villages and City of Madison
<b>Tree Board</b>	Nick Correll, private	The Dane County Tree Board is committed to bringing information to the citizens of Dane County about one of our most treasured resources: trees.		advisory		Adam Alves, Dane County Parks; Lisa Johnson - UWEX	Supervisor, Arborist, Citizen Members

## Appendix F – Waukesha County “Guide to Permits, Licensing and Development Services” – Stormwater Management and Erosion Control Permit Description and Flow Chart



### *Storm Water Management & Erosion Control Permits*

**WHEN:** Proposed land development activity in unincorporated areas that will expose soil to erosion (grading or filling) or increase storm water runoff (add rooftops & pavement) and meets any of the following permit thresholds:

- ▶ 3,000 square feet land disturbance (grading/structures)
  - ▶ 400 cubic yards of excavation, fill or a combination of these
  - ▶ 300 lineal ft. of new utility or other open channel disturbance (unless utility is plowed in outside of ditch line)
  - ▶ All new "subdivisions" (as defined by local codes)
  - ▶ All new public or private road construction
  - ▶ All sites where at least ½ acre of impervious surface is added to the landscape (rooftops, pavement, etc.)
  - ▶ Other sites, regardless of size that the LRD determines is likely to cause an adverse impact to an environmentally sensitive area or other property (may require erosion control and/or storm water mgt. plan)
- Erosion Control  
Plan Required

Storm Water Mgt.  
Plan also Required

**WHY:** To minimize water pollution, flooding, and other negative impacts of urbanization on downstream water resources (lakes, streams, wetlands & groundwater) and property owners. Aimed to control soil erosion and sedimentation during construction and manage the discharge of storm water after development. Pursuant to *Waukesha County Code Chapter 14 – Article VIII – Storm Water Management and Erosion Control*.

**WHO:** The Waukesha County Department of Parks and Land Use - Land Resources Division issues permits. See *Staff Who Can Help* Section for the appropriate staff.

**HOW:** To obtain a permit, the applicant must prepare erosion control and/or storm water management plans, as noted above. The contents of these plans depend on the size and complexity of the site. For erosion control plans on sites one acre or less, a short checklist of plan requirements is on the application form. For all storm water management plans and erosion control plans for larger sites, published checklists and other technical guidelines are available. A submittal must include:

- ▶ Signed Application (including a list of project contacts)
- ▶ Permit Fee (See *Fee Schedule* in Section 7)
- ▶ Site Map (see checklist)
- ▶ Erosion Control Plan (preliminary or final – see checklist)
- ▶ Storm Water Management Plan (preliminary or final – see checklist)
- ▶ Narrative/support materials explaining plan contents & designs, construction sequence, etc.
- ▶ Other applicable items, such as a storm water facility Maintenance Agreement or Performance Bond

New land divisions that meet any of the triggers listed above for storm water management plans are required to obtain a Preliminary Review Letter prior to asking for action on a preliminary plat or other zoning approvals. Obtaining conceptual/general review comments on these plans will help facilitate other plan review and approval processes. It also allows the applicant to proceed through those processes without committing the resources needed to complete final engineering designs and construction plans or line up contractors, which are all needed to obtain a permit. Certification of compliance with this ordinance is also required before recording new land divisions at the Waukesha County Register of Deeds.

#### **VARIANCE OR APPEAL**

- ▶ An appeal of a decision by Land Resources staff must be made in writing and submitted to the Board of Adjustment within 20 days of the date of decision. (Staff will assist you.)

**TIME:**

- ▶ Staff must approve or deny applications within:
- ▶ 10 working days of submittal/resubmittal for sites that disturb 1 acre or less; or
- ▶ 20 working days of submittal/resubmittal for sites that disturb greater than 1 acre.

**NOTE:**

- ▶ Other permits from local, state or federal agencies may also be required. See *Coordinating Agencies*.

Revised 12/28/05