



# Final Report

**Village of Shorewood, Wisconsin**

Police and Public Works Service Prioritization Study

June 2010

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### ***Mission Statement***

Springsted provides high quality, independent financial and management advisory services to public and non-profit organizations, and works with them in the long-term process of building their communities on a fiscally sound and well-managed basis.



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## LETTER OF TRANSMITTAL

June 17, 2010

The Honorable Guy Johnson and the Board of Village Trustees  
Mr. Chris Swartz, Village Manager  
Village of Shorewood  
3930 N. Murray Avenue.  
Shorewood, Wisconsin 53211

### **Re: Final Report Police and Public Works Service Prioritization**

Dear Village President Johnson, Trustees, and Mr. Swartz:

Springsted is pleased to transmit the Police and Public Works Service Prioritization Study for the Village of Shorewood. The Service Prioritization Study supports the Village's strategic planning program, providing an opportunity to examine services and assess how those services contribute to the Village's 2015 Vision and determining if services should be added, modified, or eliminated to create increased alignment with the vision. Similarly, reviewing the efficiency and effectiveness of services supports the vision by ensuring that the way services are delivered and the results achieved maximize the use of public resources.

The Police and Public Works Service Prioritization Study provides benchmark information from comparable communities and reflects input from Village residents, the Board of Trustees and police and public works management staff and employees. It also provides recommendations for the Village's consideration.

Recommendations for police services include:

- Establishing community policing as an overarching operating philosophy in the Police Department
- Re-establishing a command position to assist the Police Chief with departmental management and administration responsibilities
- Continuing to address plans to upgrade the police facility as a priority in the Village's capital improvement plan.

**Recommendations for public works services include:**

- Continuing to define public works priorities to be used in determining resource allocation and adopting performance metrics to provide the data needed to manage workload
- Evaluating opportunities to provide specialized services through alternative service delivery models
- Evaluating opportunities to outsource public works services, using survey information as a source of options available to the Village
- Evaluating options to generate additional revenues to cover public works costs in the event that general fund/property taxes are not sufficient to finance service priorities
- Replacement of the public works facility, or if the Village decides to not replace the facility, a reduction in the mix and level of services provided to promote more efficient use of existing facilities.

The study process provided opportunities for the consultant team to meet with Village police and public works staff to get their input on Village operations and service priorities. It also provided for the collection of benchmark data from similar communities through a customized survey instrument. This information was analyzed and used as a benchmark for reviewing Village operations. The final element of the study process involved convening three focus groups to provide feedback on prioritizing police and public works services. Their feedback was critical to the study process and provides a starting point for ongoing dialogue about the mix and level of Village services.

The findings and recommendations presented in this report reflect the consultant team's professional observations and recommendations for the Village's police and public works services. We encourage the Village's discussion and consideration of the findings and recommendations offered in this report.

Springsted expresses its thanks to the Village Board of Trustees and the Village Manager for the opportunity to conduct this study. We want to recognize and thank the Police Chief, the Director of Public Works and the Director of Public Works Operations, all of whom took time from their busy schedules to discuss their operations and provide detailed information. They responded to our questions and handled many logistics related to scheduling employee meetings and organizing the focus groups.

We also want to thank the police and public works employees who met with us and openly discussed department operations and services. We are indebted to the officials from those communities who took the time to participate in the survey and respond to our questions. Last but not least, we want to thank the focus group participants who gave up an evening to share their perspectives and discuss service priorities.

It has been a privilege to work with the Village on this study; we hope that we may be of service to the Village in the future.

Sincerely,

***Sharon G. Klumpp***  
Sharon G. Klumpp, Senior Vice President  
Consultant

***Joseph M. Murray***  
Joseph M. Murray, Vice President  
Client Representative

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## 1. Introduction

The Village of Shorewood, Wisconsin retained Springsted Incorporated to assist with developing and conducting a service prioritization project for the Police and Public Works Departments. This project presented an opportunity to engage Village residents, Trustees and staff in dialogue about the existing and future mix and level of services provided by the Village. Like many communities throughout Wisconsin and the nation, the Village is facing difficult economic times and recognizes the benefit of taking proactive action to improve the efficiency and effectiveness of services and align services with the Village's overall vision and implementation strategies.

The Village of Shorewood a first ring suburb situated on Lake Michigan immediately north of the City of Milwaukee. It has the highest population density in the State of Wisconsin with 13,535 people residing in its 1.6 square miles. The community is largely residential; there is a nearly 50-50 split between the number of households owning and renting their homes. Its proximity to the University of Wisconsin-Milwaukee on the Village's southern boundary has a significant impact on community life.

Shorewood takes great pride in its distinctive attributes from the architectural style of its homes and public buildings to its commercial district and beautification projects. As a result of its density and size, Shorewood is a walkable community with excellent accessibility to transit.

In 2005, the Village of Shorewood adopted the following vision statement, culminating an extensive community engagement process:

*In 2015, Shorewood will be:*

- *A vibrant urban community with safe, friendly neighborhoods offering a range of well maintained housing options which reflect Shorewood's architectural heritage.*
- *A desirable community that continues to attract and retain residents who value Shorewood's community assets and rich diversity.*
- *A model community that welcomes broad citizen participation in civic decision-making and is governed with a long-range, disciplined view of the future of Shorewood.*
- *An attractive community with strong property values and a competitive tax rate; well maintained public infrastructure; quality, cost-effective, and valued Village services; and outstanding staff members who use collaboration, innovation, and technology to optimize productivity and service excellence.*
- *An ecologically-responsible community with a commitment to protecting the environment.*

- *A thriving community with a mix of attractive stores and services in a robust and profitable commercial center.*
- *A well-educated community in which public and other educational assets are cultivated in a spirit of collaboration to achieve excellence.*

Successful implementation of a vision requires an ongoing willingness to examine the services provided to make sure that each contributes to accomplishing the vision; accordingly, services may be added, modified, or eliminated as needed to achieve alignment with the vision. Similarly, reviewing the efficiency and effectiveness of services supports the vision by ensuring that the way services are delivered and the results achieved maximize the use of public resources. The intent of this study is to contribute towards achieving the Village's vision.

The Service Prioritization Study provides police and public works benchmark information from comparable communities and communities of interest and reflects input from Village residents, the Board of Trustees and police and public works employees. It also provides recommendations and suggested actions for the Village's consideration.

## 2. Study Methodology

The consultant team assigned to this project included organizational management consultants and subject area specialists. A recently retired Wisconsin police chief toured the police facility and participated in meetings with the Shorewood Police Chief, Police Department employees and community members. One of the organizational management consultants assigned to this project also served as the public works specialist; based on his previous experience as a public works director and registered engineer. He participated in a conference call with the Director of Public Works and the Director of Public Works Operations and toured the public works yard. The findings, recommendations and actions presented in this study reflect the collective work of all consultant team members.

The methodology used to conduct this study included the following tasks:

- Determine the baseline of existing services in the Police and Public Works Departments.
- Benchmark current police and public works services and operations with three to five departments in comparable communities identified in consultation with the Village Manager and department heads.
- Conduct a brief review of the existing police services, including focus group meetings with all employees, and make recommendations on enhancements and improvements.
- Conduct a review of public works operations, including focus group meetings with all employees, and make recommendations on which services can be modified, privatized, and/or best performed by the Village.
- Lead three focus group meetings with: 1) the Village Board; 2) a group of citizens for the purposes of prioritizing Village police services; and 3) a group of citizens for the purposes of prioritizing Village public works services.
- Analyze the benchmark data collected from comparable communities and synthesize the information obtained through meetings with department personnel, citizen groups and the Board of Trustees to identify findings and present recommendations and action steps.
- Provide recommendations and suggested actions as appropriate.

Information used in this study was gathered from several sources. The Springsted project team met initially with the management staff of the Police and Public Works Departments to determine a baseline of existing services and to develop an understanding of the issues and challenges facing each department. Project team members also met with the Village Manager.

Then the project team held focus group meetings with employees in both departments to review the baseline of services provided, consider adjustments that should be made to the mix and level of services provided, discuss how citizens demands have changed or might change the services provided, and identify things needed to ensure responsiveness to changing service needs.

A survey instrument was developed for each department to collect comparative data on operations and to identify best practices in similar departments; the survey for police services can be found in Appendix I while the public works survey can be found in Appendix II. Communities invited to participate in the survey were selected because they had similar attributes such as population, density, geographic proximity, sharing a border with a central city and being near a university or because preliminary research indicated that the community was innovative in its approach to providing police or public works services.

The following communities participated in the police services survey:

- Brown Deer, WI
- Greendale, WI
- Lone Tree, CO
- Maryland Heights, MO
- Oakwood, OH
- Windsor Heights, IA
- Winnetka, IL

The following communities participated in the public works survey:

- Bayside, WI
- Forest Park, IL (invited but did not participate)
- Fox Point, WI
- Greendale, WI
- Whitefish Bay, WI (invited but did not participate)
- Winnetka, IL

Survey results were analyzed and reviewed with each department head. The project team used survey findings and information gathered in department meetings to develop a prioritization exercise for the police and public works focus groups. Village staff handled identifying and inviting members of the public to participate in the focus groups.

The first focus group met to discuss public works service priorities; participants were asked to rank order 20 public works services based on how important they considered each service to be. Most participants declined to rank the services, so the facilitator asked them to identify and discuss services that could be considered discretionary. Based on this experience, we revised the public works prioritization exercise for the Board of Trustees, asking them to rate each service in level of importance with five (5) being most important and one (1)



**least important. The police service prioritization exercise was also developed using the same scale to indicate the level of importance for each service.**

**The police services prioritization form can be found in Appendix I; the public works prioritization forms can be found in Appendix II.**

**The final study task involved preparing a draft report, soliciting Village feedback and issuing this final report.**