

To mitigate the impact of COVID-19
this meeting can be attended remotely.

To join via phone: Call 1-312-626-6799

Meeting ID: 826 2831 5185

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To join via Zoom meeting:

www.zoom.us

Meeting ID: 826 2831 5185


Passcode: 340981

**TOWN OF GIBRALTAR
SPECIAL MEETING
WEDNESDAY, JANUARY 13, 2021
GIBRALTAR TOWN CENTER
4097 HIGHWAY 42, FISH CREEK WI 54212
6:00 PM**

1. Call to order
2. Roll call/quorum
3. Agenda/proper notice/adopt agenda D/A
4. Review and accept Harding Group LLC - Organizational Effectiveness Assessment D/A
5. Harding Group LLC – Options to consider for Town Administrator based on Assessment D/A
6. Engagement of The Harding Group to provide a turnkey search for a Town Administrator D/A
7. The Harding Group
 - A. Consideration/approval of project plan (administrator, committee/commission structure) D/A
 - B. Consideration of administrator draft ad, ad placement list, costs associated with the list of ads D/A
 - C. Consideration of administrator draft job description D/A
 - D. Presentation of organizational ordinance draft including roles of town board, town chairman, appointed officials and town administrator D/A
 - E. Set date for meeting with committee/commission chairs D/A
8. Adjourn D/A

DEVIATION IN ORDER MAY OCCUR

/s/ Beth Hagen, Clerk

 _____ Beth Hagen, Clerk	January 11, 2021 <input checked="" type="checkbox"/> Fish Creek Post Office <input checked="" type="checkbox"/> Fish Creek BP <input checked="" type="checkbox"/> Nicolet Bank – Fish Creek Branch
_____ Kelly Murre, Deputy Clerk	
_____ Sara Rae Lancaster, Admin. Assistant	

In compliance with the Americans with Disabilities Act, any person needing assistance to participate in this meeting, should contact the Office of the Town Clerk at (920) 868-1714. Notification 72 hours prior to a meeting will enable the Town to make reasonable arrangements to ensure accessibility to that meeting.

**TOWN OF GIBRALTAR
SPECIAL MEETING WITH CLOSED SESSION
PER WISCONSIN STATE STATUTES 19.85(1) (g)
THURSDAY, JUNE 25, 2020
GIBRALTAR TOWN CENTER
4097 HIGHWAY 42, FISH CREEK WI 54212
6:30 PM**

Consideration of updated/new management position: Sohns stated that Brian had asked for the board's consideration of a future management position. Discussion and points of consideration:

- Education: business management, personnel management, accounting, planning
 - Education can be weighed against/with experience
- Skills: process analysis, administration, zoning administration, human resources, project management, statutory duties
- Duties: zoning (if municipally breaks away from the county), permitting, HR, day-to-day operations, project management, interface with county and other communities, administration, 20-year Comprehensive Plan implementation management
- Other comments:
 - Brian – proponent of an administrator, other projects coming up, a headhunter would be the next step
 - Steve – if breaking away from county zoning would be in favor, concern that it may be a reaction to the previous 3 years of management, companies can be hired ala carte for administration the board would need to determine what they wanted to be done
 - Bill – do a needs analysis first, a “manager” would be a plus in getting people to run for the board who do not necessarily have the skill set they currently see on the board nor feel they would have to dedicate undue volumes of time to the position
 - Jayson – not sure what the answer is but need to have it evaluated, look long term, bring in headhunter as was done with the fire department and law enforcement
 - Tim – in favor of investigating it, headhunters are good but where are thoughts with another full-time position?
 - Paul Woerfel – need to have a HR resources study done and listen to what is needed
 - Bill – much of what is needed is process, define the process maybe there is a better way to do things with what we have
 - Paul Woerfel – The town is running a business, there will always be projects do you have all the little parts needed to run well, its never going to get smaller. The board doesn't have to have all the knowledge
 - Beth – have a 3rd party analyze what you have, cull/rearrange/modify job descriptions/positions to maximize skills and talents then fill holes in municipal framework; Bill agreed
 - Paul – there will always be a need for a “Dennis Steigenberger” for a specific job; hire people (HR consultant) to make recommendations and then do them
- Mark Harding Group – Bill to reach out to him to get direction on how a community moves forward. Consensus to have Bill contact Mark Harding. Come back at the next available meeting.

**TOWN OF GIBRALTAR
SPECIAL MEETING WITH CLOSED SESSION
PER WISCONSIN STATE STATUTES 19.85(1) (c)
MONDAY, JULY 27, 2020
GIBRALTAR TOWN CENTER
4097 HIGHWAY 42, FISH CREEK WI 54212
6:30 PM**

Consideration of updated/new management position: Johnson met with Marc Harding to set up to look at needs and how to have a through review. Johnson introduced Marc Harding.

Project approach

1. Review the town's method of handling day to day issues. Define Successes and opportunities for improvement.
2. Analyze the efficiency of the organization.
3. Review town background, plans, projects and vision.
4. Benchmark the town organization against other similar communities.
5. Present results of the analysis that would cover the following items.
 - a. Organizational issues and ideas for improvement
 - b. Current staffing levels, issues with such and ideas for improvement.
 - c. Major processes, process issues and improvement ideas.
 - d. Major systems issues and ideas for improvement.
 - e. Other issues that could lead to overall improvement of the organization.

Project process

1. Complete a survey, review and interviews with all town employees assessing their view of the operations and effectiveness of current processes and how to improve things.
2. Complete a survey, review and interviews with town board members and selected commissions and board members and their view of the operations and effectiveness of current processes and how to improve them.
3. Survey selected similar communities to develop benchmarks for use in the analysis process.
4. Compile a number of options for the town board to consider moving forward including costs of different options.

Brian Merkel asked for a timeline considering budget preparation. Marc stated the process will take 4-6 weeks. Brian asked if it can be done in 4 weeks; Marc responded the variable is in the benchmarking with 6-8 other community response time. Sohns questioned if the board no longer intended to go out for bids on this. Also there are no funds budgeted for this project. B. Merkel stated it could be tacked on to the short term note that will be taken out for road projects. Johnson stated the service should be engaged in now. J. Merkel felt the need to move forward with this. Luetgen added this needs to be done to move forward.
Motion: (Johnson, B. Merkel) to engage Marc Harding's services to a maximum of \$10,000. Carried

- June 3, 2020 Under Chair Report: Supervisor Bill Johnson requested that an analysis be done of a Town Administrator job position. Steve Sohns responded that Brian Merkel had previously requested having the position of a Town Administrator on an agenda.

THE HARDING GROUP L.L.C.

MANAGEMENT SERVICES

TO: Town Board, Town of Gibraltar

FROM: Marc R. Harding & John Krizek, The Harding Group LLC

RE: Organizational Effectiveness Assessment

DATE: October 5, 2020.

We thank you for the opportunity to assist the town board in looking at the organization and determining where there might be opportunities to make improvements.

We implemented a three-step process with this segment of the assessment. It included: Interviews with all employees, the board and the chairs of all committees or commissions, a written survey with all employee's and all board and committee and commission members. We had 100 percent participation from the employees and the board, and 12 of 17 members of the committees and commissions participated.

We are in the process of completing the fourth step in this process which is a benchmarking survey of communities with similar attributes; 7 of the 11 communities have responded.

We have included in this document the detail of the written surveys (sections 2 & 3) as well as the major themes or issues (section 4) we identified in both the individual interviews or the written surveys.

In our executive summary (section 5) we identify a number of changes that could be made to the organization that, when implemented should improve the day-to-day operations.

It is clear to us that there needs to be some centralized leadership to run the day-to-day operations of the township, and we have recommendations in the executive summary addressing that.

We have also identified the benefits of a town administrator and some estimated costs of bringing one on board. (Section 6)

We look forward to answering any questions you might have at our meeting on October 8, 2020.

	Employees	Board	Committee
Budgeting	2.6	3.0	3.0
Ongoing Financial Management and Reporting	2.9	3.6	2.6
Procurement	2.3	3.4	2.6
Short-Term Planning (1-3 years)	2.7	3.2	2.5
Long-Term Planning (3-5 years)	3.0	2.8	2.4
Project Management	2.7	2.6	2.1
Expense Management	3.1	3.6	2.3
Employee Performance	3.1	3.2	2.9
Parks Management and Administration		3.2	3.4
General Administration (Clerk/Treasurer)		4.2	3.7
Police Protection and Safety		4.2	4.0
Fire Protection and Safety		4.2	4.3
Harbor Management and Administration		4.3	4.1
Airport Management and Administration		3.8	4.2
Public Works Management and Administration		2.4	3.2

TEAM EFFECTIVENESS (GRPI) Responses

Are the organization's goals clear to me?	3.4
Are people committed to the township goals and vision?	3.9
The work is organized in a way that clearly leads to accomplishing the team's goals.	3.0
There is maximum use of the different resources of individuals.	2.8
Everybody is clear about what responsibilities they have and the jobs they are supposed to do.	3.4
The leadership is shared.	3
Decisions are made based on who has the expertise and best information, not on hierarchy or authority.	2.9
Conflict on the team is confronted openly and constructively.	3.2
There is trust and openness in communication and relationships.	3.1
Time is taken to examine our process (how we are relating to each other, communicating, handling conflict, etc.) in order to improve the way, we work.	2.8
Flexibility, sensitivity to needs of others, and creativity is encouraged.	3.8

TOWN OF GIBRALTAR
MAJOR THEMES & ISSUES

- **FINANCIAL MANAGEMENT & REPORTING, BUDGETING PROCESS, EXPENSE MANAGEMENT.**
- **COMMUNICATIONS (HORIZONTALLY, VERTICALLY AND EXTERNALLY)**
- **CULTURE OF HANDS ON BOARD CHAIR MANAGEMENT**
- **MICRO MANAGEMENT OF THE TEAM OF EMPLOYEES**
- **LACK OF A GOOD PLANNING PROCESS (DOCUMENTS SITTING ON THE SHELF), NO ANNUAL PLAN OF WORK**
- **COMMITTEES FEELING HELPLESS, NOT HAVING ENOUGH TO DO OVERLAP AND POSSIBLY DUPLICATIVE EFFORTS.**
- **COUNTY ZONING**
- **VERY REACTIVE MANAGEMENT AND NOT PROACTIVE**
- **NO OVERALL STAFF TEAM LEADERSHIP**
- **CONSISTENCY OF APPLICATION AND COMMUNICATION OF HR POLICIES AND PRACTICES. (HANDBOOK HASN'T BEEN DISTRIBUTED)**
- **LACK OF PROJECT MANAGEMENT EXPERTISE.**
- **LONG TERM AIRPORT FUNDING & EQUITABLE OPERATIONAL SUPPORT.**
- **EITHER NOT FOLLOWING OR NOT COMPLETING THE COMPREHENSIVE PLAN GOALS.**
- **LACK OF DIVERSIFIED ECONOMIC BASE.**
- **LACK OF AFFORDABLE HOUSING.**
- **LACK OF DIVERSITY ON BOARDS AND COMMITTEES.**

TOWN OF GIBRALTAR EXECUTIVE SUMMARY

We were tasked with evaluating the operations of the Town of Gibraltar to determine if it couldn't be run more effectively and efficiently with a township administrator or manager. Our 270-degree review of Gibraltar Townships operations sought to develop recommendations that will pave the way for continuous improvement in operations and position the township for continued growth moving forward.

Gibraltar Township is a jewel in the Northern Door Peninsula. It is unique in that it possesses many attributes typically not found in a community of this size. These include: a historic maritime business district, parks and recreation, rural highway infrastructure, airport service, a pristine harbor and island and municipal sanitary service. These assets deserve professional management if they are to be efficiently preserved and enhanced.

Our analysis involved several different steps. These included: interviews with all employees, town board members and the chair people of each standing committee, board or commission, a written survey completed by all employees and written surveys completed by all the town board and 12 of the 19 commission and committee members.

One of the first things we studied was the township's organizational structure. The town board is responsible for setting policy, authorizing an annual plan through the budget, monitoring the performance of functional heads and monitoring the execution of operations.

It is the responsibility of the departments to administer the policies set by the board, manage and produce services, and problem solve issues as they arise.

There are several concerns we identified that need to be addressed for the operating unit to function more effectively.

These are:

1) Planning: There seems to be a lack of a centralized operational planning function. The feedback from all segments of the operations, board, committees and employees was that both the short-term and long-term planning functions were not effective. There are series of recommendations we would make. These are:

- Create a multi-year plan that would include the following components: financial, capital, staffing and operational plan. (The capital plan could be used to look at bonding for several major projects over the next couple years given the favorable rates today.)
- Require each functional area to develop an annual plan of work for 2021. (This annual plan could be used as a method of measuring the performance of the unit as well as the individuals in the unit.)
- Develop a mission and vision for the township and each of the functions within the township.

2) Organization: The organizational structure starting with the committees and commissions is not structured to operate effectively. There needs to be a clear line of responsibility from the board to the commissions, committees through the employees to the general public.

Our suggestion here is that you look at restructuring your committees and commissions to create a better line of responsibility. Recommendations would include the following:

- Create a Public Safety Committee that would have responsibility for the fire and police functions.
- Create a Public Works Committee that would have responsibility for planning and maintaining all public property owned by the township. (Roads, sidewalks, parks, buildings and cemeteries) Longer term you could look at this including the Sanitary district function. (There may be some efficiencies gained if you did this.)
- Reconstitute the Parks and Building Committees into the Public Works Committee.
- Pursue the township handling their own zoning and beef up the role of the Planning Commission accordingly.
- Clearly define the role of the town board and the town board chairman and codify those roles. Historically the township has had a culture of a strong board chairman running the township as they saw fit, not necessarily in the best interest of the township long term.
- Create a Town Administrator role and codify that role. There is an absence of a recognized central position to manage day-to-day operations and to create consistent adherence to best governance practices. The Clerk's position description has loosely defined administrative responsibility, but the authority to manage all departments is lacking and often disregarded. Furthermore, there is no overall manager/administrator who can provide continuous improvement planning to the board and the day to day operations.

3) PEOPLE: We discovered in this process that a number of people were in positions either that they were not a good fit for, or they were hired in one role and were doing something completely different.

- Clearly define the roles needed in the organization and determine if you have the right people in those roles. What we discovered is where a vacuum exists in organizations there is a tendency for people to take over and perform functions outside their respective hired roles. This can create inconsistencies, a lack of focus on objectives, inefficiencies and confusion that weakens the chain of command.
- Benchmark your organization to others to determine the appropriate resources for each function and subsequently, the roles within each function.
- Utilize seasonal staff in your public works area; they could be helpful and also level out some of the workload during the summer months for your current staff. Long term there may be a need for regular full-time role but at this point we're not ready to move forward with that on a regular FT basis. There are a number of loose ends here: If you move ahead with the administrator role you may want that person to provide supervision. You should be negotiating with Ephraim to provide some services at the airport. We understand they have come forward and volunteered they would be willing to do more support. You may be able to have someone in a lead role both short term and long term in this function. The change in committee structure would impact this role as well.

4) SYSTEMS/PROCESSES: There are numerous opportunities to improve the effectiveness of the operations. Some of the more important ones are listed below.

- Budgeting process. This should include not only a financial and capital plan, but a set of goals and objectives on which the plan is based as well as a scorecard that will be used to measure performance for the year.
- Expense management. Once a budget is finalized the department should have the ability to operate within that without being micromanaged. (You should reexamine your expense thresholds here and department heads should be approving any expenses being charged to their departments.)
- Human Resource administration: You need to identify someone who is responsible for administering your policies, and they need to administer these in a timely and fair manner. (Your new handbook had not been distributed yet when we did our interviews.)
- Employee Performance management system. You need to develop a performance management system using your annual plan of work as a basis for unit and employee evaluation.
- Communications systems: There needs to be a formal communications plan developed and implemented that includes employees, committees, commissions and the taxpayers.

THE ROLE OF A TOWN ADMINISTRATOR

The key responsibilities for a public administration role you could benefit from are:

- **Planning** to include: financial, capital project planning, economic development and zoning.
- **Organizing** to include: providing team leadership to the staff in support of the board and committees and commissions of the town, working with other entities in the township that have been active locally supporting the mission and vision of the town, working with the taxpayers of the township to bring them together for a more common mission and vision. Representing the township with outside agencies.
- **Workforce management** to include: having responsibility for all talent management and human resource policies and processes, compensation and benefits, and setting employee goals and monitoring performance.
- **Controlling** to include: budget management, capital project management, expense management, procurement, safety compliance, and risk management.
- **Coaching/Directing** to include: leadership of the day to day operations, coaching staff and others who are working for or representing the township, working at continuous improvement of operations and looking for best practices for the township.

The town administrator would not only be forward looking but also deal with the day-to-day issues that arise.

BENEFITS OF A TOWN ADMINISTRATOR

The benefits a town administrator would bring would include the following:

- Comprehensive budget & expense management
- Short- and long-term plans
- Team leader to the staff
- Ongoing support for your board/committees/commissions
- Project planning and execution
- Communications focal point
- A resource for all taxpayers
- Representative for the township
- Facilitator
- Numerous other items

ESTIMATED COSTS

- Base pay-\$70-90k (Based on the benchmarking data we have so far.)
- Benefit costs-\$25K (This could vary by the individual hired)
- Office equipment-\$4k
- Moving costs-\$5K
- Recruiting costs?

THE HARDING GROUP L.L.C.
MANAGEMENT SERVICES

TO: Town Board of Gibraltar

FROM: Marc R. Harding, John Krizek, The Harding Group LLC

RE: Options to consider for Town Administrator

DATE: November 12, 2020.

Based on our preliminary findings and the result of the benchmarking survey we would continue to support the idea that the township hires someone in a Town Administrator role. We would propose the following options be considered in filling the role of a Town Administrator. These options are based on the following assumptions:

- 1) The board will reorganize the committee/commission structures as follows.
 - **Public Safety committee:** Responsible for public safety services in the township to include Fire, EMR and Police Services
 - **Public Works committee:** Responsible for development and maintenance of all the infrastructure of the township to include, roads, buildings, sidewalks, runways, parks and cemeteries. (This could include the Sanitary district at some point.)
 - **Harbor Commission:** Responsible for development and maintenance of harbor facilities. (You could look at rolling Parks responsibility under this group rather than Public Works.)
 - **Airport Commission:** Responsible for development and maintenance of the airport facilities.
 - **Plan Commission:** Responsible for development and administration of all township zoning regulations.
 - **Sanitary district:** Responsible for development and maintenance of all sanitary systems throughout the township. (May want to roll this under Public works at some time in the future.)
- 2) You will implement township zoning. This will involve reorganizing the plan commission and development of ordinances that are currently administered by Door County.
- 3) You will develop an ordinance defining the full responsibility and authority of the Town Administrator.
- 4) You will define the role of the Town Board Chairman as it relates to the Town Administrator.
- 5) You will examine the sanitary district office staff to determine if there is a more effective way to utilize office staff among the township administration.

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The costs we have described in the options below are based on a median salary of about \$94K for a town administrator. A salary range for the role would be from a low of \$71K to a high of \$118K. This is data is from a regional state-wide survey of similar sized communities. A person could be hired for less or more depending on experience.

The options and their estimated costs you should consider are as follows:

- 1) Expand the role that the current Clerk/Treasurer/Administrator has to include full administrator responsibility and authority and codify what that would mean and what the full responsibility and authority would be. (With this option we believe Beth would need some ongoing coaching and development.) Estimated costs would be about \$10,000.00 in salary adjustment for Beth plus any benefits roll up and coaching and development expenses. That could be up to another \$10K, but would need to be defined. (We would propose a 360-degree assessment as a starting point and build from that.)
- 2) Replace the current Clerk /Treasurer with a full-time Town Administrator and clearly define the role's responsibility and authority to include zoning responsibilities and authority. Estimated costs are approximately \$25,000.00 in base salary plus benefits roll up. The difference between the median salary for an administrator in similar-sized communities in Wisconsin and what your current clerk/treasurer/administrator is making.
- 3) Hire a Town administrator who has a zoning, public works and civil project management background that could not only perform the administrator's role but could also act as a project manager on your upcoming civil projects and act as your Zoning Administrator. Estimated costs are: \$85K in salary plus \$25k in benefits costs and another \$10-15K in one-time costs.
- 4) Hire a part time or interim town administrator on a contracted basis who could work with the current staff and board to address some of the issues and improvement ideas that have been brought forward. Then at future date, transition to a full-time professional in the Town Administrators role. Estimated costs vary based on whether it was a part time employee or contracted but could be pegged according to what the board wished to accomplish.

We have included sample descriptions for the role, as well as some organizational charts depending on how you want to proceed.

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