Jefferson County, Wisconsin

Administrative Services Operational Audit

FINAL REPORT

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October 1, 2007

Virchow Krause & company

TRANSMITTAL LETTER

October 1, 2007

Mr. Gary R. Petre
Jefferson County Administrator
Jefferson County Courthouse
320 South Main Street, Room 111
Jefferson, Wisconsin 53549

Dear Mr. Petre:

Virchow, Krause & Company, LLP is pleased to submit its final report containing the findings and recommendations regarding operations within Jefferson County's administrative services departments. We are confident, that should the County choose to implement these recommendations that it will directly benefit from enhancements to the internal support provided to other County departments.

This report is the culmination of on-site interviews with County officials and staff as well as an extensive review of information related to the management and operations of the four departments included in this operational audit. We appreciate and would like to thank the many individuals who contributed to this review by participating in interviews, responding to requests for information, providing timely responses to follow-up questions, and discussing feedback on the preliminary issues and draft reports.

We look forward to presenting our report to the County Board on October 9.

Sincerely,

VIRCHOW, KRAUSE & COMPANY, LLP

Michael Ley

Michael Ley, CMC, Partner
Public Sector Consulting Group

ML/ral

Enclosure

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Appendix 1: Draft Implementation Plan Framework

Appendix 2: Summary of Benchmarking Responses

Administrative Audit Work Group Members

Sharon Schmeling, Jefferson County Board Chair
Steven Nass, Jefferson County Vice Chairperson
Ron Buchanan, Jefferson County Supervisor and Finance Committee Chair
Keith Swartz, Waukesha County Budget Manager

Virchow, Krause & Company, LLP
October 1, 2007

Jefferson County, Wisconsin
Administrative Services Operational Audit

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1. EXECUTIVE SUMMARY

The Jefferson County Board of Supervisors retained Virchow, Krause & Company, LLP to conduct an administrative services operational audit, with the goal of ensuring that departments with administrative responsibilities are employing the best organizational structures, operational processes and automated tools and supports for delivering internal County support services efficiently and effectively. The scope of this review includes the following offices:

- County Administrator
- County Clerk
- County Treasurer
- Human Resources

An Administrative Work Group was appointed by the Jefferson County Chair to oversee audit efforts and to ensure that specific audit objectives were met. The objectives of this project include:

- Completion of an in-depth organizational analysis of the effectiveness of the existing structure relative to the County's administrative services departments,
- Evaluation of the staffing structure and levels in the administrative services departments for appropriateness, effectiveness, and operational efficiency, and
- Assessment of service delivery processes to identify opportunities for improving efficiency and effectiveness, as well as opportunities to enhance the organizational climate with empowerment, accountability, and service alignment with strategic priorities.

This audit has been conducted with the philosophy that continuous improvement efforts help an organization to consistently perform well and provide high value services. As such, the findings and recommendations presented in this report are not evaluations of individual employees, departments, nor the County overall. Rather, this report supports the County's desire to plan astutely for the future by identifying improvement opportunities that will assist the County in "going to the next level" of continuous improvement. The County is commended for its stewardship and for seeking objective analysis and recommendations regarding organization and operations of its administrative departments. As the result of its focus on areas in need of improvement, the report does not focus on the many things that are working well, have been recently changed, or have been previously discussed but not implemented.

The project team worked with County stakeholders to carry out this project, including close collaboration with administrative services departments. Managers and staff in administrative services offices provided insights that have benefited the analysis and strengthened the recommendations made by the project team. During our evaluation, it was indicated that a number of the findings, or variations thereof, presented in this report have been discussed previously within these offices, or within the County more widely. This report serves as an independent confirmation for some of these ideas, but not all, and should provide the County Board with objective guidance intended to improve Jefferson County's administrative services.

A total of 58 recommendations have been developed as a result of this audit. These recommendations are summarized in **FIGURE 1**, and detailed recommendations can be found in the body of the main report. Highlights of key recommendations include:

- Implementing a County-wide strategic planning process to guide future policy direction and resource allocation decisions.
- Increasing the visibility and requirements related to performance management, both in terms of operational driven performance measures and individual employee evaluations.
- Creating a succession planning process to guard against risk associated with vacancies in key management positions.
- Realigning accounting and financial functions under the direction of the County Administrator to establish clearer lines of authority and accountability.
- Enhancing the budget development and monitoring processes to provide County Board Supervisors and the public with information that aligns resource allocations at the program level, within articulated County-wide strategic priorities.
- Streamlining and automating employee time-keeping processes.
- Reorganizing responsibilities of human resources staff and increasing the level of professional staff within the Human Resources Department.

Overall, recommendations are designed to ensure that:

- Administrative services are provided using a strategic approach,
- Governance and day to day management decisions is data-driven,
- Processes are efficient,
- Automation is maximized,
- Organizational and staffing structures are effective and sustainable, and
- Future cost avoidance is realized as the County grows.

FIGURE 1
Summary of Final Recommendations

Report Reference		Recommendation
Number	**Page**	
		Countywide-Strategic Issues
4.1-1a	13	Implement County-wide strategic planning process
4.1-1b	13	Review and realign County Board committee structure
4.1-2a	14	Develop standard financial summary report format for quarterly presentation to the County Board
4.2-1a	17	Develop framework and policy for performance management and measurement
4.2-1b	17	Provide training to ensure thorough understanding of performance measurement
4.2-1c	17	Develop meaningful performance metrics
4.2-1d	17	Enhance budget process by aligning resource allocations with articulated strategy at the program level
4.2-2a	19	Develop standard report format (annual and periodic) to summarize departmental progress toward goals and articulate issues with policy implications
4.3-1a	20	Establish and implement a succession planning process
4.3-2a	22	Revise the County Board approval process to fill vacancies for positions already approved in a department budget

Report Reference		Recommendation
Number	**Page**	
4.3-3a	23	Define critical work tasks and document policies and procedures for each department
4.3-3b	23	Establish back up staff arrangements for key functions in all departments
4.3-3c	23	Implement cross-training plan for back up staff arrangements
4.4-1a	24	Expand acceptance of credit card payments from customers
4.4-1b	24	Develop procedures to ensure that credit card transactions are accurately reconciled and posted
Department Assessments		
Administration		
5.1-1a	30	Reassign responsibility for accounting and financial functions to Administration
5.1-1b	31	Create a detailed transition plan relative to staff and space modifications necessary to transfer accounting and financial functions to the County Administrator's Office
5.1-1c	32	Implement communication framework for transitioning accounting and financial functions to the County Administrator's office
5.1-2a	32	Refine agenda for monthly department head meetings
5.1-2b	33	Formalize tools to communicate new initiatives to department heads
5.1-2c	33	Document and distribute minutes from department head meetings
5.1-3a	34	Create an annual calendar for scheduling department heads' performance evaluations
5.1-4a	34	Streamline the addition of new vendors to accounts payables system
5.1-4b	34	Create standard on-line new vendor submission form
5.1-4c	35	Ensure supervisory approval of the addition of each new vendor to the accounts payable system
Human Resources		
5.2-1a	38	Increase human resources staff level to the average of peer counties
5.2-2a	40	Enhance and implement Human Resource Department's recruitment summary tool
5.2-2b	41	Ensure department approval of position advertising materials
5.2-2c	41	Track and trend effectiveness of recruitment advertising media
5.2-2d	41	Standardize process and tool for screening County employee applications
5.2-2e	42	Implement annual questionnaire regarding recruitment services
5.2-3a	43	Enhance employee understanding of position reclassification purpose and process
5.2-4a	43	Consolidate finalization of bargaining agreement documents in County offices
5.2-5a	44	Enhance training for use of the County's performance evaluation tools
5.2-5b	44	Ensure appropriate selection of evaluators who provide input using the County's 360-degree evaluation tool
5.2-6a	45	Modify practice of withholding wage increases for exempt employees whose performance evaluations are incomplete
5.2-7a	45	Revise ranking substantiation requirements on performance evaluation form
5.2-8a	46	Cross-train professional Human Resources staff to review performance evaluation materials completed by departments
5.2-9a	47	Continue use of Kronos system for timekeeping initiated via time clock
5.2-9b	48	Develop and implement an on-line timekeeping system for all employees (with exception of regular time recorded through a time clock) and ensure direct interface with JD Edwards payroll module

Report Reference		Recommendation
Number	**Page**	
5.2-10a	49	Use a single data source to align position control and budget projections for wages and benefits
5.2-10b	49	Implement review of wage and benefit spreadsheets as an internal control for accuracy prior to distributing budget materials
County Clerk		
5.3-1a	51	Implement proactive review of revenue and expenditure reports with departments
5.3-1b	51	Increase the ability of departments to access account information independently
5.3-2a	52	Investigate the potential for developing a direct voucher entry program that interfaces directly with JD Edwards accounts payable module
5.3-3a	54	Eliminate government body/committee review of vouchers prior to payment
5.3-3b	54	Update policy regarding dollar threshold at which pre-approval of a voucher is required
5.3-3c	54	Develop a summary report of invoices paid for monthly distribution to oversight committees
5.3-4a	54	Acquire scanners and image vouchers and supporting documentation in departments that directly enter accounts payable source data
5.3-4b	55	Develop policy to ensure scanning of accounting documents
5.3-5a	56	Develop formal training program for staff with accounting and payroll responsibilities
5.3-5b	56	Establish a user group for Oracle-JD Edwards
5.3-6a	57	Transfer telephone system coordination and support to MIS Department
5.3-6b	57	Continue interdepartmental billing preparation for the telephone system in the County Clerk's office (or Finance Department upon implementation of Recommendations 5.1-1a and 5.1-1b)
5.3-7a	57	Identify all information shared between the Human Resources Department and County Clerk's office and take steps to ensure that efforts are not duplicated, accuracy is achieved, internal controls are in place, and that privacy is maintained
County Treasurer		
5.4-1a	59	Implement enhanced deposit policies and procedures for departments
5.4-2a	59	Implement policies and procedures to ensure cash control and define deposit requirements
5.4-3a	59	Seek bids for banking services

These recommendations are based on objective analysis using a variety of inputs. The decision to implement several of the recommendations included in this report rests with the Jefferson County Board of Supervisors, while others are more administrative in nature and can be addressed by staff. Regardless of the responsible party, an implementation schedule, which summarizes the audit recommendations and provides implementation priority rankings, is included as an attachment to this report (**APPENDIX 1**). The implementation schedule is intended to be used as a working document, and it is expected that priorities and timeframes for completion may be modified slightly as the County plans and begins implementation efforts. A key feature of the implementation schedule is an opportunity for internal stakeholder input – in other words, those who play a significant role relative to an audit recommendation have the opportunity to participate in identifying the action steps necessary to implement the recommendation. In addition, the County should ensure it develops a framework to track the status of recommendation implementation including establishment of a calendar for reporting to the County Board.

Thoughtful preparation for the future implementation of key recommendations will assist the County to deliver quality administrative services in an efficient and effective manner. The report that follows provides a framework to guide the County's continuous improvement efforts.

2. PROJECT BACKGROUND

The Jefferson County Board of Supervisors retained Virchow, Krause & Company, LLP to conduct an administrative services operational audit of the offices of the County Administrator, County Clerk, County Treasurer, and Human Resources. The overall project goal is to ensure that the departments are utilizing the best procedures, processes, and automated systems for the delivery of services in support of the County's service priorities. This will be accomplished by evaluating whether job duties and classifications are appropriate, and that staffing is set at the necessary levels as well as identifying necessary modifications to fiscal resource allocations. Finally, the review will evaluate the extent to which the reporting structure is consistent with the best practice of comparable counties to ensure uninterrupted service during management changes.

The objectives for this operational audit include the following:

- Complete an in depth organizational analysis of the effectiveness of the existing structure of Jefferson County's administrative services departments.
- Evaluate the present staffing structures in the administrative services departments for appropriateness, effectiveness, and efficiency of operations.
- Assess the method of delivering administrative support and direct resident services by analyzing processes in the administrative services departments for improved effectiveness and efficiencies, with a goal of creating an organizational climate of empowerment and accountability and that aligns service delivery with overall strategic priorities.

To accomplish the goals and objectives of this review, the project team has incorporated a variety of methods to obtain and verify data, conduct analysis, and develop preliminary issues and findings. The following is a summary of activities:

- Held a kick-off meeting with the Administrative Audit Work Group and department heads from each of the administrative services departments on July 11.
- Interviewed 24 individuals responsible for oversight, management, and provision of services in the administrative services departments, including:
  - Members of the County Board (9)
  - County Administrator and staff (2)
  - County Clerk and staff (6)
  - County Treasurer and staff (4, including former deputy)
  - Human Resources Manager and staff (3)
- Reviewed State Statutes, County codes and resolutions, background reports, policies and procedures, historical financial information, department annual reports, statistical data, job descriptions and reclassification requests, and other materials collected from the administrative services departments.
- Collected information from four Wisconsin counties (Dodge, Ozaukee, St. Croix, and Sauk) to provide comparative benchmarks on staffing and select operational areas in each administrative services department. (Columbia County declined to participate in the collection of benchmarking information because staff did not have time to respond because of work on the 2008 budget).

- Interviewed an additional 21 individuals (in group sessions) representing customers from several operating departments to gain an understanding of stakeholder satisfaction with current services, including:
  - Highway Department (2)
  - Human Services Department (2)
  - Countryside Nursing Home (3)
  - Sheriff's Office (4)
  - Clerk of Courts Office (1)
  - Health Department (2)
  - Parks Department (2)
  - Child Support Agency (2)
  - Management Information Systems (2)
  - Corporation Counsel (1)
- Prepared a report of initial issues and findings and discussed with the Administrative Audit Work Group on August 14.
- Conduct telephone follow-up with County officials and staff as necessary to clarify understanding of issues discussed during initial interviews, request additional documentation for further analysis and confirmation of issues, and/or verify understanding of current processes and procedures to assist in development of report recommendations.
- Prepared a draft report for review and discussion with the Administrative Audit Work Group and department heads on September 7.
- Prepared this final report for distribution to the County and presentation to the County Board on October 9.

An operational audit by its very nature focuses on areas that present the greatest opportunities for improvement. While we have tried to include information about some of the strengths of the operations in each of the administrative services departments as well as areas where "best practices" are being followed, the bulk of this review identifies areas where additional improvement could occur to enhance organizational effectiveness and efficiency. The findings and recommendations in this report are in no way intended to reflect negatively on individual performance, but focus instead on broader organizational and operational needs and issues.

The analysis has been broken-down into five primary areas which include each of the four departments included in the study, plus an initial section that addresses **"County-wide strategic issues"** that focuses on specific items that should be addressed from a global view and impact the operation of the entire County, not just the departments included in this review.

3. SUMMARY OF COMPARATIVE BENCHMARKS

A benchmarking review of operations was performed in this study by comparing selected aspects of the operations of administration, human resources, county clerk, and county treasurer operations in similar Wisconsin counties. Five counties were selected by the Administrative Audit Work Group in conjunction with Virchow Krause for use in this analysis based on population, number of county employees, operating budget, property tax levy, and existence of nursing homes. Columbia County subsequently declined to participate in the analysis due to current workload. The four comparable counties selected for this analysis include:

- Dodge
- Ozaukee
- St. Croix
- Sauk

The approach to conducting the comparative analysis in this study included primarily direct communication with officials in each of the comparable communities to obtain agreement to participate in the data collection process. A survey questionnaire was then emailed to the finance directors in each county to collect responses. Subsequent contacts were made with the counties to clarify responses.

The findings of the benchmarking review have been used to provide general comparative information, and as one component in developing the recommendations included for consideration in this report. Care should be taken to avoid conclusions that specific data show positive or negative conditions. The purpose in collecting and analyzing the data is to determine the *general correlation* between workload pressures, staffing requirements, and operational processes within county functions. Benchmarking results should not be intended to serve as the sole nor primary basis for making budgetary and operational decisions; rather, these results should serve as an informational tool and be considered together with other management variables.

As summarized below in **FIGURE 2**, the four sample counties are comparable in size and financial magnitude to Jefferson County. In addition, each of these counties has adopted a county sales tax of 0.5%.[1] Specific parameters for comparison included population, county employment, operating budget, and county tax levy. A number of other characteristics were considered, both qualitative and quantitative, to determine the most appropriate benchmarking sample.

[1] Source: Wisconsin Department of Revenue: http://www.revenue.wi.gov/faqs/pcs/taxrates.html

FIGURE 2
Baseline Benchmarking Overview

County	Jefferson	Dodge	Ozaukee	St. Croix	Sauk
2007 Population Estimate	80,411	89,225	86,697	79,020	60,673
# of Employees	780	1016	840	640	744
Employees per Capita (per 1000)	9.70	11.39	9.69	8.10	12.26
2007 Operating Budget	$91,438,327	$103,342,127	$83,979,674	$88,487,413	$93,581,047
Budget $ per Capita	$1,137	$1,158	$969	$1,120	$1,542
2007 Tax Levy (Budgeted)	$22,649,809	$29,399,484	$18,006,476	$23,520,678	$24,820,350
2007 Tax Levy % of Operating Budget	24.8%	28.4%	21.4%	26.6%	26.5%

The data was normalized on a per capita basis to ease comparison between the four counties. **FIGURE 3** illustrates a range of 2007 operating budgets (per capita) from $969 (Ozaukee County) to $1,542 (Sauk County) compared to Jefferson County's $1,137 per capita budget. Further, the secondary axis illustrates a range of employees per capita (per 1,000) from 8.1 (St. Croix County) to 12.26 (Sauk County), compared to Jefferson County's 9.7 employees per capita.

FIGURE 3
Per Capita Budget and Employee Analysis

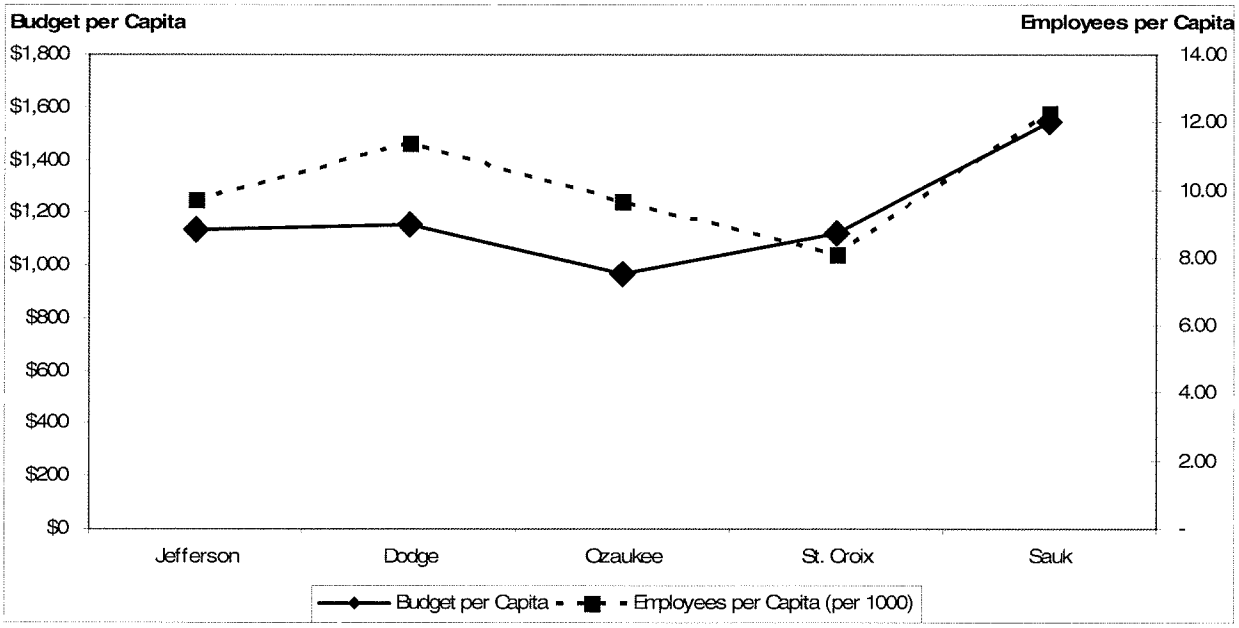


FIGURE 4 highlights key benchmarking responses from the four comparable counties, and Jefferson County. These highlights include information relative to the organization of administrative services functions in each county similar to those being reviewed in this report. While **APPENDIX 2** includes the comprehensive responses to benchmarking questions, the information presented below looks at specific responses including whether key administrative and financial functions are centralized or decentralized and staffing levels by function.

FIGURE 4
Benchmarking Highlights

Function	County Response				
	Jefferson	Dodge	Ozaukee	St. Croix	Sauk
Human Resources					
Is your HR function centralized or decentralized by department?	Centralized	Centralized	Centralized	Centralized	Centralized
# of HR FTE ("central office") or centralized	3	5	3.1	4	4
Payroll					
Are Payroll staff located in HR? Finance? Both? Other?	County Clerk	Finance	Finance	Finance	Finance
# of Payroll FTE ("central office") or centralized	1.25	2	1	2	2
Is Time Recording performed as part of the Payroll function or is it decentralized by department?	Some centralized, some decentralized [1]	Some centralized, some decentralized [2]	Decentralized	Decentralized	Decentralized
Clerk					
# of Clerk's Office FTE	2.75	2.5	3.5	4	4
Finance					
Is your Finance function centralized or decentralized by department?	Decentralized	Centralized [3]	Decentralized	Decentralized	Decentralized
# of Finance FTE ("central office") or centralized	1.75	4	6	3	2.5
Do departments enter AP data directly or is this centralized?	Some centralized, some decentralized [4]	Some centralized, some decentralized [5]	Some centralized, some decentralized [6]	Some centralized, some decentralized [7]	Decentralized
Administration					
# of Administration FTE ("central office")	3	2	3.5	2	1.5
County Treasurer					
# of County Treasurer FTE	2.5	4.5	4.25	2.75	6 [8]

Notes:
[1] Highway, Human Services, and Nursing Home are decentralized
[2] Health Facility and Highway are decentralized
[3] Health Facility, Highway, Human Services, and Health are decentralized
[4] Highway, Human Services, and Nursing Home are decentralized
[5] Health Facility and Highway are decentralized
[6] Highway is decentralized
[7] Human Services, Nursing Home, and Highway are decentralized
[8] Includes approximately 3.5 FTE assigned to property tax listing activities

As the figure shows, all of the peer counties have centralized human resources functions and staffing is generally comparable, with Dodge having a slightly larger number of staff than the other counties, including Jefferson. When comparing payroll and financial functions, it is important to note that **only** Jefferson has these activities performed in the County Clerk's office. The average number of staff performing payroll and finance functions in the four peer counties is approximately 5.6 FTE. While Jefferson has effectively integrated staff in the County Clerk's office to perform a wide variety of functions, approximately 3 of the 5.75 FTE assigned to the office handle payroll and financial functions.

Additionally all counties, including Jefferson, have delegated some data entry to one or more department for both payroll and accounts payable processing. Among the four comparable counties, only Sauk County has delegated this responsibility to all departments.

4. COUNTY-WIDE STRATEGIC ISSUES

While the scope and objectives of this study focused on a review of the offices of the County Administrator, County Clerk, County Treasurer, and Human Resources, there are several themes that emerged as our analysis proceeded that are County-wide in nature and should be discussed outside of the specific issues and recommendations addressed in the central services departments. We believe the County needs to address the items noted in this section on an inter-departmental basis. These items will require a more comprehensive approach for meeting County objectives than what individual departments can provide on their own.

4.1 Governance

There has been extensive research on effective governance and the connection to daily operations. John Carver, in his book "Redefining the Board's Role in Fiscal Planning", indicates that the most effective boards do not impede staff's abilities to manage the day-to-day operations, but rather provide guidance and overarching vision. He also says that at its best, a board is proactive and not reactive. The critical point is to understand where the line is drawn between the responsibilities for oversight and policy versus the implementation of the direction provided by a board. Typically, the oversight body would be responsible for establishing the vision, mission, strategic priorities, and overall policy of the organization, while staff would be responsible for the strategies, tactics, procedures, and action steps necessary for carrying out the wishes of the board.

In plain terms, the board should establish what the overall goal or strategic priorities should be and staff should be responsible for creating the actions necessary to accomplish these strategic objectives. It is also important that staff report back on their progress on a regular basis and bring any issues back to the board for refinement as necessary. The board should also have the ability to request updates on specific items and issues that impact the success of the organization.

Finding 4.1-1: The County's current committee-centric governing model limits the ability of the County Board to govern from a broad perspective, with decisions tending to be made from a somewhat narrow perspective of the members on each oversight committee. This limits the focus on establishing policy and aligning resource allocation decisions based on broader strategic goals and objectives for the County.

In January 2006 the Governor signed Act 100 into law which allows a county board to modify its size one time between the normal decennial process. This law prompted the County Board's Legislation and Rules Committee (now Administration and Rules Committee) to evaluate its impact on Jefferson County as part of its biennial review of County Board rules. The Committee issued a report in April 2006 that concluded that downsizing the County Board would be a complicated process that by itself would not result in significant cost savings, but would require a more detailed review of the committee structure, including number and size.

In addition to this, the County has also created a "job description" for County Board Supervisor qualifications, duties, and expectations. This document summarizes the purpose of the County Board, the minimum statutory requirements for becoming a Supervisor, additional qualifications that would benefit members, and descriptions of the expectations for time commitments and duties. A strong theme that runs through this job description is the focus on policy and resource decisions rather than involvement in daily operations.

The County should be commended for beginning this discussion to evaluate the impact restructuring the County Board could have on overall operations and in taking the proactive step to identify the general characteristics and expectations of successful County Board Supervisors. While the scope of this project did not include an analysis of the appropriate size of the County Board or the organization of its committee structure, we do feel that that the County could be well-served by clearly articulating the focus and role of the individual committees and the County Board members as individuals. Additionally, the establishment and continued existence of the County Administrator position should allow the County Board and its subcommittees to focus more of their activities towards the establishment of appropriate controls and strategic policies to govern operations, rather than being involved in day-to-day management issues of the departments they oversee.

RECOMMENDATION 4.1-1a: The County Board should initiate a County-wide process to develop a strategic plan that can be used by elected policy makers and department heads in establishing clear mission and vision statements as well as creating core values and strategic outcomes that can be used to comprehensively guide operations into the future. The strategic planning process should look at the County overall, but then include the development of specific strategic priorities and plans for each department that can then be incorporated into the annual budget. Several Wisconsin counties including Langlade, Marathon, and Waukesha have implemented strategic planning processes. As such, Jefferson County may be able to adopt lessons learned relative to the planning processes followed in these counties, which will allow the County Board to focus its efforts on tailoring the specific plan direction and content for its own purposes. FISCAL IMPACT: Costs may range significantly based on the approach and level of outside assistance utilized by the County in developing its strategic plan. Costs could be limited to additional per diem expenses for County Board members for attendance at strategic planning sessions facilitated by internal County resources (i.e., through University Extension office) to approximately $40,000 to $60,000 for a strategic planning effort facilitated and documented by a third party strategic planning specialist or consultant. **NON-FISCAL IMPACT:** Improved ability to link strategic priorities to resource allocation and policy decisions. Also, significant time investment may be required by the staff and members of governing bodies who are involved in the process.

RECOMMENDATION 4.1-1b: The County should continue to review its current committee structure and consider options to further realign committees once it has established its strategic priorities. In the long-term, the strategic plan should significantly aid in the ability of the County Board to deliberate on policy with a more comprehensive perspective. FISCAL IMPACT: Potential changes to committee per diems unknown. **NON-FISCAL IMPACT:** Improved coordination and overall fiscal control.

Finding 4.1-2: The County Board does not receive any revenue and expenditure comparison to budget reporting other than what may be provided to members by departments that report to their oversight committees. It is our understanding that reports had been provided by the County Clerk's office, but the County Board requested that these reports be discontinued. Further, it appears that there has not been wide-spread interest in recent years from County Board members to provide them with anything specific. In fact, County Board rules have been changed to reflect the current practice. Specifically, section 3.04(2) of the Board of Supervisors Rules of Order states that "The County Clerk, ***upon request***, and the County Treasurer shall prepare and present to the County Board a complete monthly financial statement and shall keep the Board informed of the County's financial condition, including the investment of surplus funds." [emphasis added] Current practice is to respond and provide information when requested by specific members.

Additionally, department heads receive monthly reports of current financial status to budget and are expected to review the information. The expectation is that if there are issues related to a department's financial status that they would be raised with the County Administrator and discussed with the oversight committee as appropriate.

RECOMMENDATION 4.1-2a: In order to ensure that the County Board is fulfilling its fiduciary responsibility, the County Administrator, County Clerk, Accounting Manager, and Finance Committee should work to develop a standard report format, for presentation to the County Board on a quarterly basis that provides a financial summary of the revenues and expenditures at the department and fund level. County Board members should provide input regarding their expectations relative to this report to Finance Committee members. The quarterly report should include comparative tables and narrative explanations that incorporate a trend analysis of current quarter-to-date numbers to the same point in the past three years. Lastly, the County Administrator and Accounting Manager should use the quarterly report to present any significant financial issues (positive or negative) initially at the macro level, but also at the department level as necessary so that County Board members are adequately informed of the full financial picture of the County. Department heads should continue to be responsible and accountable for monitoring their individual budgets and working with the County Administrator, Accounting Manager, and oversight committees on challenges, and may need to provide more detailed information as necessary on more than a quarterly basis. Recommendation 4.2-2a below suggests that a format should be developed for regular reporting to County Board oversight committees and the County Administrator, which could include summary financial information of budget status on more than a quarterly basis. FISCAL IMPACT: None expected beyond time required by Accounting Manager to develop and compile report. **NON-FISCAL IMPACT:** Enhanced communication on the fiscal status of the County.

4.2 Performance Measurement and Reporting

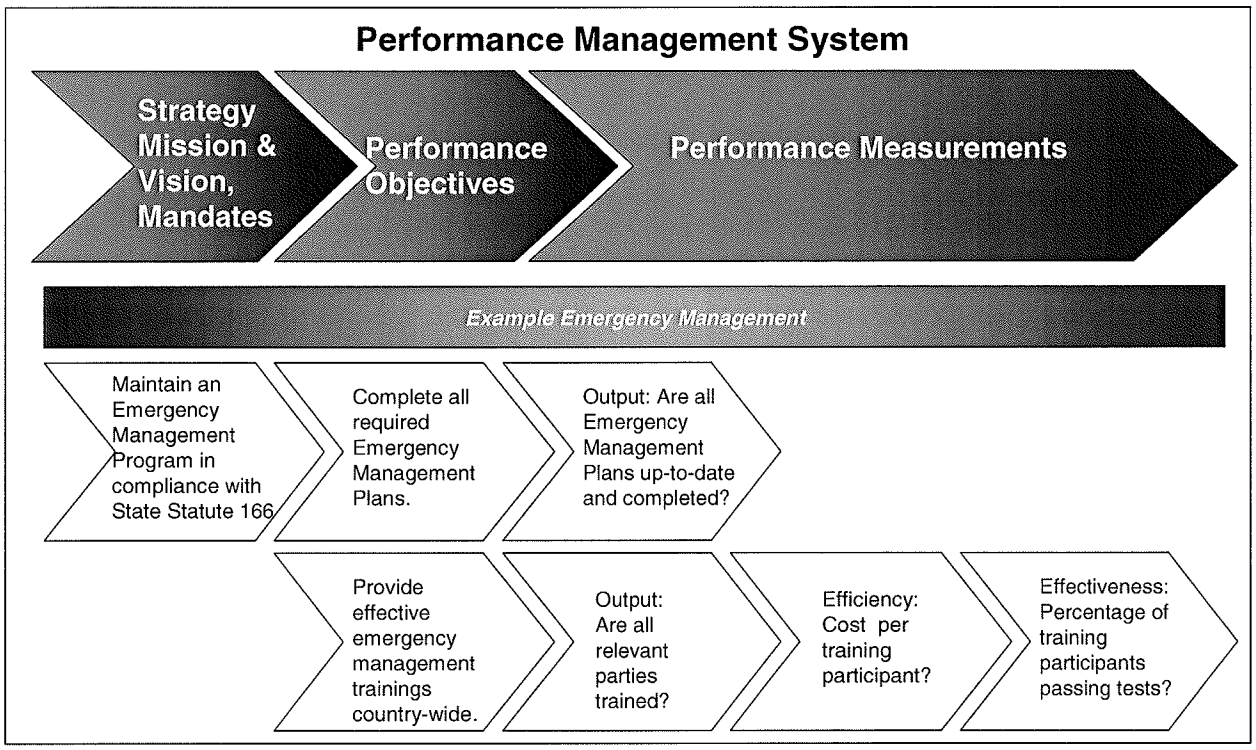
In an environment where local governments are faced with fiscal pressures that require them to find proactive ways to monitor and justify the use of resources to a discriminating public while at the same time dealing with stable or shrinking resources, it becomes critically important to ensure these resources are effectively allocated and use a systematic performance management approach for making decisions relative to changes in resource allocations, organization structure and service delivery approaches. Such an approach would link the County's overall mission, mandates, and strategic goals for service provision that are developed as part of its strategic planning process with departmental activities.

Finding 4.2-1: The County has recognized that performance measurement is a critical component of its budget process, and the County Administrator has instructed department heads to include goals and objectives and performance measures when developing their 2008 budget requests. The County's current budgeting process and public distribution documents lack a sufficient level of information to link resource allocation to the goals and objectives of the programs provided, and currently focus more exclusively on job tasks and activities that are performed relative to these programs

A comprehensive performance management approach connects strategic objectives – the mission and vision of the County – with program activities. These strategies and mandates drive the outcomes or results that need to be accomplished. The inventory of what needs to be accomplished is then captured as performance objectives.

FIGURE 5 below provides an illustration of how the strategy and performance objectives would be utilized to develop performance measures based on the mandate to maintain an emergency management program, specifically, the development of emergency management plans and the provision of trainings.

FIGURE 5
Performance Management Overview



The initial step is to define the strategy, mission, and vision of the program – in this case maintaining an emergency management program that complies with state statutes. The next step is to identify the key performance objectives to meet the overall mission of the program. In our example, performance objectives could be to complete all required emergency management plans, and to provide effective trainings county-wide. The final step is to determine meaningful measures that show if and how these objectives are accomplished. Possible measures in the illustrated example include:

- Output measures: Completion of plans and trainings
- Efficiency measures: Costs per training
- Effectiveness measures: Percentage of training participants that pass a test

The appropriate use of performance measurements varies depending on whether they are being evaluated for policy and general compliance issues or whether they are meant to reflect on day-to-day management issues, such as workload management and efficiency. In the above example, County Board members on the oversight committee might only be interested in knowing that all emergency plans are complete and up-to-date, while the department head and key managers need to know more detailed information about how that objective was accomplished (e.g., how many staff hours did it take to update the plans).

At the program level, performance measures need to be established that reflect the activities of the program. However, establishing meaningful performance measures requires initial analysis and moving from first level statistics, such as measuring performance only in terms of inputs and outputs. Output measures, for example the number of marriage licenses issued, only reflects service demand, but does not address the performance of the department. The same is true for outcome measures such as lane miles paved per dollar spent, which could measure efficiency, but does not really address the quality of the work compared to the resources devoted. These types of measurements are useful in establishing base-lines and providing the needed data for performance measures and benchmarking against historical trends or other similar entities, but they need to do more to link the outcomes (or results) with the effectiveness (the quality) of services.

Relevant performance measures allow an entity to continuously assess the quality and quantity of work performed. They build the foundation for measurable performance objectives and support managers as well as oversight committees to continually monitor and assess not only the volume, but more importantly the quality of the work performed in light of strategic priorities. The following is a series of measurements that illustrates an example of the progression in a help-desk performance measurement system:

- Input Measure: Number of calls received.
- Output Measure: Average time per call.
- Efficiency Measure: Number of calls per employee or cost per call.
- Outcome/Effectiveness Measure: Percentage of calls resolved during first call.

The next step in the performance measurement process is then is to articulate the performance measure as an objective, for example:

- Increase the percentage of issues that are resolved during the first call from 50% to 60%.
- Reduce the time to resolve issues from 5 minutes to 4 minutes.

RECOMMENDATION 4.2-1a: The County Board should develop an administrative policy that establishes a clear framework for the development and use of a performance management approach. The policy should clearly articulate the rationale for employing the approach and the expectations for managers and staff relative to how the information will be utilized by elected officials and other County officials to improve performance and refine resource allocation decisions. It is advised that the County focus on a limited number of measures to start in order to ensure success in adoption of a sustainable performance management system. NON-FISCAL IMPACT: Increased emphasis on the importance of performance measurement in County operations and to emphasize that they are an integral part of the County's management approach.

RECOMMENDATION 4.2-1b: The County should provide training to County Board Supervisors and department managers to educate them on the importance of using performance measures and potentially to assist in the creation and implementation of meaningful measures. Under the direction of the County Administrator, the County should develop a training system that can be utilized by department managers to provide more context for the development of meaningful performance measures. Specifically the training materials and program should cover issues such as:

- **The overall relationships between strategic goals for the County with performance measures that support governmental accountability.**
- **The demands of the public for more accurate justifications of resources spent and how performance measurements support meeting that demand.**
- **The need of management and oversight committees to track on-going performance.**
- **The need to have adequate data to support fact-based decision-making for resource allocation and program prioritization.**

FISCAL IMPACT: Potential consulting fees if the County utilizes outside assistance. **NON-FISCAL IMPACT:** Improve the ability of the County to document that services are provided in an efficient and effective manner.

RECOMMENDATION 4.2-1c: The County Administrator should assign the Management Analyst to work directly with departments in developing meaningful performance measures and objectives that can be fully incorporated into the 2009 budget. There are many external resources, such as the National Association of Counties (NaCO), the Government Finance Officers Association (GFOA), and the International City/County Managers Association (ICMA) that can provide guidance on how to establish such measures specifically focused on the public sector. While these resources can be used as a guide, the County should not focus exclusively on public sector measures, however, especially when many of the business functions of the County (e.g., accounting, personnel, information technology, and facility maintenance) have commonalities with private sector operations. It is important to relate to managers, that measuring performance is critical in establishing legitimacy for governmental programs. FISCAL IMPACT: Expenses for attendance at training seminars by the Management Analyst and others as appropriate. **NON-FISCAL IMPACT:** Improve the ability to establish meaningful measures to gauge the quantity and quality of services.

RECOMMENDATION 4.2-1d: The County should establish a goal of improving its budgeting process by incorporating a document for distribution to policy makers and the public that clearly aligns program resource allocation with articulated County strategy. Specifically, the budget should combine the development of County goals and performance measures in a program-focused manner that then clearly shows how fiscal allocations support those goals. Further, achievement against these measures should be discussed in terms of service or outcome pay-back for money invested. This should include a brief summary of the activities along with the identification of goals, measures, staffing, and revenues and expenditures by major program for each County department. There will be a need for training of departments to ensure that a common and consistent format is followed. As this process will require additional effort to implement on a County-wide basis, the County Administrator should transition the move to a program budget over a three-year basis. A recent survey conducted by a member of the Wisconsin County Finance Officers Association (WCFOA) indicated that several counties are incorporating goals and objectives and performance measures in their budget documents, including Columbia, Kenosha, Sauk, and Waukesha. The County should contact these counties to obtain copies of their budget documents as samples to be used in developing an appropriate model for Jefferson County. Additionally, GFOA has recommended practices and resources that could be utilized to develop a format. NON-FISCAL IMPACT: To move budget deliberations and decisions on resource allocation away from a focus strictly on line items to a broader discussion of the impacts of changes (increases or decreases) on the programs provided based on the strategic goals of the County.

Finding 4.2-2: Each department is required to present annual reports to the County Board. The current annual reports reviewed as part of this project lack means to connect the performance of activities to the overall goals and objectives of the department, or even to provide information on overall efficiency to guide operational and resource allocation decisions. Further, there is a lack of consistency in the format and meaningfulness of the information, as well as questions regarding the accuracy of financial information provided by departments in the annual reports. For example, some departments include goals for the coming year in their reports, but others simply list tasks performed or number of services provided during the year. On a more regular basis, a few departments provide their oversight committees with written reports of current activities and issues.

As part of the strategic planning process, and incorporating the principles of an enhanced performance management system, departments should be more proactive to provide County Board members via the oversight committees as well as the County Administrator with written updates on a regular basis. While a great deal of this information is likely shared during committee meetings and in sessions between department heads and the County Administrator, the current practice is more informal and oral in nature.

RECOMMENDATION 4.2-2a: The County Administrator should work with department heads to develop a standard report format that should be used for regular (e.g., monthly or quarterly) reporting to oversight committees and the County Administrator. The format for the monthly reports should be tied to goals and objectives as presented in the new budget format, and form the basis for the annual reports that are presented to the County Board. The reports should provide a reminder of the mission statement for the department and provide a brief summary of activities performed during the month as well as a listing of key issues on the horizon that elected officials and other County leaders should be aware of from a policy standpoint. Issues should be presented more in terms of the challenges of how the department's resources will be impacted. Lastly, the reports should provide status updates on the short-term goals and performance measures developed during the budget process. NON-FISCAL IMPACT: Connect department activities and upcoming issues to broader strategic goals and policy decisions.

4.3 Human Capital Management

An organization's people are its most valuable assets. Therefore, effective human capital management is critical for success. Human capital management involves having the right people in the right jobs to produce desired results and achieve strategic goals. The United States General Accounting Office (GAO) identifies the following cornerstones of Human Capital Management:

- Leadership;
- Strategic Human Capital Planning;
- Acquiring, Developing, and Retaining Talent; and
- Results-Oriented Organizational Cultures.

Two principles are central to human capital management, including:

- People are assets whose value can be enhanced through investment. As with any investment, the goal is to maximize value while managing risk.
- An organization's human capital approaches should be designed, implemented, and assessed by the standard of how well they help the organization achieve results and pursue its mission.

Recommendations provided below are presented in the context of these two principles.[2]

Finding 4.3-1: Like most public sector organizations across the nation, Jefferson County is anticipating significant succession challenges as baby boomers exit the workforce. Employees in key management and staff positions will become retirement-eligible in the short term. To illustrate the magnitude of this issue, Public Management reports that more than 46% of local government employees nationwide are 45 years of age and older.[3] However, the County does not currently have formal or informal succession plans in place to address this significant organizational issue, although there is awareness that succession planning is needed. Large-scale transitions create operational risk. As such, it is critical for the organization to ensure continuity as experienced employees exit County employment.

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[2] General Accounting Office, "A Model of Strategic Human Capital Management," March 2002.
[3] Ibarra, Patrick. "The Myths and Realities of Succession Planning," *Public Management*, January/February 2007.

RECOMMENDATION 4.3-1a: The County Board should make succession planning a high and immediate priority and direct the County Administrator to initiate County-wide succession planning, working collaboratively with department heads and the Human Resources Manager to establish and implement succession planning processes. The following outlines a framework for succession planning:

- **Anticipate position vacancies – review the key positions at all levels of the organization (i.e., management, supervisory, and non-supervisory), monitor retirement eligibility, and estimate the timeframe for retirement on an employee by employee basis.**
- **Project future needs – establish a vision and forecast organizational and business needs for the future.**
- **Align succession planning with County-wide strategic planning – identify the competencies and skill sets that will be required to achieve the County's goals.**
- **Identify internal talent and assess talent deficiencies or gaps – provide continuous and constructive performance feedback and conduct annual "goal oriented" performance evaluations.**
- **Develop internal talent – provide training to develop technical and leadership skills and competencies, and implement mentoring when appropriate.**
- **Identify a recruitment and hiring strategy – develop a plan for obtaining qualified employees when internal talent is limited or absent; align recruitment and hiring strategies with future organizational and business needs, while taking stock of generational differences.**
- **Focus management efforts on retention – provide challenging work, employee recognition for success for meeting goals, and ensure career progression opportunities.**
- **Establish a transition plan – document policies and procedures, transfer knowledge and share institutional memory, create opportunities to define incumbents' legacies, and seek scheduling arrangements that will maximize knowledge transfer during transition (e.g., temporarily double-filling positions or a gradual reduction of work hours for employees wishing to phase into retirement).**
- **Monitor and communicate efforts – obtain buy-in by communicating the purpose and steps of the County's succession planning efforts at the initiation of the process, and continually monitor and communicate progress, modifying action steps as necessary to meet the County's goals.**

The County Board, County Administrator, Human Resources, and department heads all play a significant role in succession planning. Recommended roles are outlined below:

- **County Board**
  - **Have a vision for the future**
  - **Ensure that the County has a robust strategic plan in place**
  - **Link succession planning to the County's overall strategic plan**
  - **Evaluate progress periodically**
  - **Oversee and hold County Administrator accountable for assigned succession planning responsibilities**

- **County Administrator**
  - **Initiate the succession planning process by refining a framework**
  - **Communicate with and obtain input from department heads**
  - **Create action steps, establish timelines, and assign accountabilities**
  - **Oversee departmental performance and ensure department head accountability relative to workforce succession planning and workforce development**

- **Human Resources**
  - **Assist the County Administrator in refining a succession planning framework to be used in the County**
  - **Research and advise the County Board, County Administrator, and department heads regarding issues related to succession planning and workforce development including creation of internal staff development plans and leadership programs**
  - **Provide data and analysis to support succession planning efforts**

- **Department Heads**
  - **Oversee succession planning at department level**
  - **Develop internal talent**
  - **Monitor and communicate workforce trends in field/industry**

Succession planning is an enterprise-wide undertaking, and although specific accountabilities should be defined and communicated for the process, as suggested above, to be successful the process must be collaborative. FISCAL IMPACT: Moderate increases in training costs due to additional training in the area of succession planning, as well as technical and management/leadership development. **NON-FISCAL IMPACT:** Reduces risk of operational disruption due to loss of tenured staff, management, and executive leadership. Further, implementing this recommendation complements good practices in personnel management by providing professional development opportunities and conducting periodic performance evaluations.

Finding 4.3-2: While the County Board approval process for position vacancies throughout the budget year is an indicator that the County is committed to hiring employees in a financially astute manner, the process itself lacks efficiency and prevents leadership from allocating time to more value-added activities. Since positions are evaluated and approved through the annual budget development process, and department heads are charged specifically with managing personnel and other resources within the parameters of approved budgets (and performance evaluation is required), it is unnecessary to require multiple levels of approval for each position vacancy that arises throughout the budget year if budgetary authority is not changing. The current process is the result of a hiring freeze defined in Resolution No. 2001-100 and Personnel Ordinance HR0220.

RECOMMENDATION 4.3-2a: The County Board's Human Resources Committee should forward a resolution to the County Board to repeal the approval process articulated in the hiring freeze resolution for the purpose of improving efficiency and effectiveness in the County's hiring process. To fill vacancies in positions already approved in a department's annual budget, the department head should consult Human Resources regarding recruitment and hiring assistance and the County Administrator to gain administrative approval for the hire. The Personnel Ordinance should also be revised to reflect this procedural change. Department heads should continue to be charged with creating efficient staffing models as the primary input to the annual budget presented to the County Board for approval. Further, department heads should continue to be accountable for managing personnel and other resources within the parameters of their approved budgets. The success of Department Heads in performing these responsibilities should be measured as part of the annual performance evaluation process. FISCAL IMPACT: None anticipated since the positions to be filled would have to have had prior budget approval. **NON-FISCAL IMPACT:** Eliminates duplication of effort relative to filling position vacancies at the department head and County Board level.

Finding 4.3-3: Staff in several departments maintain informal documentation to describe the appropriate processes used to carry out office functions. There is also a great deal of cross-training and back-up between positions, especially in the County Clerk's office. However, the lack of formal process and procedures manuals can lead to challenges in assuring continuity of functions during extended leave or upon position vacancies.

The County has a broad range of skill requirements for its workforce. In relation to the previously discussed item of succession planning, it is also necessary to implement a more systematic approach to ensure cross-training for continuous coverage for key functions within County departments. Comprehensive cross-training ensures that the County is in a better position to provide quality customer services, but also has the added benefit of addressing issues that can arise due to extended absences or in emergencies, when staff needs the flexibility to perform a variety of tasks that they would otherwise not be familiar with.

To adequately address knowledge transfer and information availability on a broader basis, the County in general needs to ensure that processes and procedures are documented sufficiently. This facilitates the ability of new hires to have the information they will need to be successful in performing the functions of their position. Based on our review of the central services departments included in this study, we found that the County would benefit from a formalized process whereby departments are required to document all key processes and procedures, especially in areas that relate to the core mission of the County or where significant numbers of vacancies are to be expected.

There are additional benefits to improving documentation and creating formal back-up plans as shown in the County Clerk's office. Ensuring that a broader number of staff is capable of performing critical functions not only improves the ability to provide services, but also provides welcome variation in the workday beyond an employee's normal responsibilities. It also creates the potential for a lower staffing level to cover functional responsibilities since some positions may have excess capacity to provide necessary back-up.

RECOMMENDATION 4.3-3a: The County Board should establish an administrative policy requiring all departments to define functionally critical work tasks as well as to formally document policies and procedures for all key office tasks. These documents should be used to support employee training and to assist in the continuation of tasks if someone is on extended leave. FISCAL IMPACT: Potential costs related to employees attending training for specialized functions. **NON-FISCAL IMPACT:** Improved ability to train staff and support the development of the cross-training plan. There also can be potential loss of redundancy if staff are moved to different office locations thereby reducing their ability to provide back-up support which could mean that the time and cost of previously provided training may not result in the same level of continuous back-up coverage as current.

RECOMMENDATION 4.3-3b: The County should require that all departments have formal back-up plans developed to ensure that all of the office's key functional tasks are assigned primary and secondary responsibility. The plans should be documented in a matrix that indicates the key functions of the office and designates the primary staff responsible for the task as well as the individual that would provide back-up. Some functions such as counter support may have responsibilities assigned to the entire staff of the office, while tasks associated with certain skills may focus more on specific individuals for primary and secondary assignment. NON-FISCAL IMPACT: Improved ability to provide service continuity.

RECOMMENDATION 4.3-3c: The County should ensure that departments develop a plan for cross-training staff to ensure that individuals designated as back-up have the necessary knowledge and skills to effectively back-up when necessary. This plan should include the expectation that staff assigned secondary responsibility perform the back-up functions on a regular basis to maintain skills. NON-FISCAL IMPACT: Assure that skills are developed to provide on-going services to customers.

4.4 Customer Service

Finding 4.4-1: There is a need to more clearly investigate the benefits and challenges of accepting credit card payments for transactions with the County as a means of improving customer service. Currently only the Clerk of Courts office accepts payments by credit card, but only if the customer pays by phone or over the internet. A growing trend in government has been more widespread acceptance of allowing customers to pay for property taxes and other fees with credit cards. These services frequently require a service/convenience fee that must be paid for each transaction. Additionally, if equipment is installed to allow "point of sale" transactions through credit cards, there are generally costs associated with installation of equipment and phone lines. Most governmental agencies utilize third party sources to host the payment and processing of credit card payments and assess the convenience fee to the customer as a separate transaction.

There are potential benefits to the County for implementing a system that allows for the payment of fees and other costs through credit card. Some benefits of accepting credit card payments for taxes and fees include:

- Reduced processing costs compared to accepting only cash or check payments;
- Reduced transaction processing time and costs for many payment types;
- Improved payment verification and auditing through real-time authorization and verification;

- Reduced accounts receivables and payment delinquencies, and fewer need for debt collection activities; and
- Improved fund availability by enhancing cash flow.[4]

This could be limited to eCommerce transactions that are conducted over the internet, or could be implemented as a "point of sale" alternative in individual offices. Decisions on whether to use credit cards to collect payment for services in Jefferson County have been left up to departments to request through their oversight committees, and have been handled on an individual basis. People frequently expect the convenience and flexibility of being able to pay for services via credit cards and customers may become frustrated if they are allowed to pay for some services in one department via credit card but are required to pay only by cash in other departments. If discussed on a County-wide basis, there may be economies of scale that could be leveraged to improve the system, create standard collection practices, and possibly reduce fees.

RECOMMENDATION 4.4-1a: The County Board should establish a County-wide policy that creates a system to allow customers to pay taxes, fees, and other costs by credit card. The initial work should focus on developing a complete inventory of all of the fees that are charged by departments to identify those that would make the most sense to accept via credit card. The policy should also specify that departments that are required to accept credit cards utilize a standard vendor to process payments. To further investigate available processing vendors as well as the costs and other fees associated with implementing a credit card payment system, the County should issue a request for proposal or information that identifies the requirements and costs. FISCAL IMPACT: Convenience fees should be passed on to customers, however, there may be costs associated with equipment and phone lines if a point of purchase system is used in some departments, although there are vendors that utilize internet connections that do not require phone lines. **NON-FISCAL IMPACT:** Improve convenience for clients who may not have cash to pay for fees, or who can transact business via the internet.

RECOMMENDATION 4.4-1b: The Accounting Manager and County Treasurer should develop procedures to ensure that daily cash receipts processed through credit card transactions are accurately reconciled and posted into proper accounts. NON-FISCAL IMPACT: Ensure that daily deposits and transactions are accurate.

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[4] Electronic Transaction Association, States Making Use of Card Payments, http://www.electran.org

5. DEPARTMENT ASSESSMENTS

The sub-sections that follow include a summary of the issues that were identified by the project team as it evaluated the operations of each of the administrative services departments. These issues and the corresponding recommendations focus on those areas that appear to provide the greatest opportunity for improvement.

5.1 Administration

Jefferson County created the position of County Administrator in 1969, per section 59.18 of Wisconsin Statutes. The County Administrator is appointed by the Jefferson County Board of Supervisors to act as the chief administrative officer of the County, responsible for overseeing the day to day administration of County government. The office includes 3 full-time employees including the County Administrator, Management Analyst (new position in 2007, currently vacant), and Administrative Secretary.

The primary functions of the County Administrator's office include:

- Recommend appointment and potential removal of department heads, subject to County Board confirmation;
- Supervise and evaluate the performance of department heads;
- Provide advice on administrative practices and make reports and recommendations on changes as necessary;
- Oversee development of annual County budget and on-going monitoring during the year;
- Review requests for additional County employees and make recommendations to the Human Resources Committee;
- Serve as chief labor negotiator and participate in disciplinary and grievance proceedings;
- Administer county purchasing ordinance and approve all purchase orders between $1,000 and $25,000;
- Provide advice and recommendations to appropriate committees regarding long-range capital and strategic planning; and
- Monitor and analyze legislation and pending legislation and inform and recommend potential actions as necessary.

FIGURE 6 provides a summary of total revenues and expenditures for the County Administrator's office for 2005 and 2006, with a comparison to 2007 budget. The 2007 budget includes $75,000 for wages and benefits under other professional services to fund the Management Analyst position that was approved by the County Board. Overall, wages and benefits for the County Administrator's office have represented an average of 80% of total expenditures.

FIGURE 6
Summary of County Administrator Revenues & Expenditures
2005 and 2006 Actual, 2007 Budget

	2005 Actual	2006 Actual	2007 Budget
Revenues			
81 Adminstrator	$41	$12	$0
Total Revenues	**$41**	**$12**	**$0**
Expenditures			
81 Adminstrator			
Wages and Benefits	$185,311	$191,403	$183,315
Operating Expenses	15,926	17,246	97,905
Capital Outlay	14,517	0	0
Total Expenditures	**$215,754**	**$208,649**	**$281,220**
Tax Levy	**$215,713**	**$208,637**	**$281,220**
Tax Levy % of Expenditures	**100.0%**	**100.0%**	**100.0%**

County Administrator Findings and Recommendations

Finding 5.1-1: There is a need to clarify the lines of authority and accountability for the County's budgeting, accounting, and payroll processing functions between Administration and the County Clerk's office. This is especially true given the potentially overlapping responsibilities included in the County Clerk's, County Administrator's, and Accounting Manager's current job descriptions. Specifically, key duties and responsibilities contained in these job descriptions include:

- County Clerk
  - "Acts as Chief Financial Officer for the County; directs the maintenance of the central accounting system, financial records and functions of the County; implements and ensures compliance with accounting law and reporting changes; develops accounting policies and procedures; instructs and advises department heads regarding financial operations; provides periodic financial reports to all departments; coordinates external audits and ensures compliance with findings; directs the preparation of the State annual report of County operations and annual indirect cost report."
  - "Develops strategies in the County budget process; reviews and recommends proposed changes; interprets annual budget..."
- County Administrator
  - "Prepare, submit and monitor County Budget."
- Accounting Manager
  - "Plan, organize, and supervise budget activities."
  - "Develop, monitor, direct, and modify the accounting system for all departments according to internal policies, GAAP, and GASB pronouncements."

Additional confusion could result from an interpretation of Section 59.23(2)(h) of State Statues which indicates one of the duties of the County Clerk includes:

> *"Books of account.* Keep all of the accounts of the county and all books of account as the ***board directs***. Books of account shall be maintained on a calendar year basis, which shall be the fiscal year in every county." [***emphasis added***]

The County has wide latitude to reassign accounting and financial functions to a separate department or a division of the County Administrator's office under State Statutes Section 59.03 "Administrative home rule," which permits each county to "exercise any organizational or administrative power, subject only to the constitution and to any enactment of the legislature which is of statewide concern and which uniformly affects every county". The authority of counties to reassign accounting functions from the County Clerk's office to a central accounting department was upheld by the Wisconsin Appellate Court in Harbick v. Marinette County, 138 Wis.2d 172, 175-76, 405 N.W.2d 724, 726 (Ct. App. 1987). Nearly 50 of Wisconsin's 72 counties have created central accounting departments or divisions outside of the County Clerk's office, or have created County Auditor positions under State Statutes Section 59.47.

Despite the fact that the County Clerk's job description clearly indicates that the position is the Chief Financial Officer for the County, there is widespread confusion among County Board members and department heads as to who is ultimately responsible for overseeing financial functions. During our review it became clear that the County Board has placed increasingly higher expectations on the County Administrator to oversee County financial operations. Departments recognize the role the County Clerk's office plays and spoke highly of the services and support provided by the Accounting Manager and staff, and indicated that they consult the Accounting Manager when routine financial issues arise, but they also have responsibility to the County Administrator in his role of monitoring the overall County budget.

Under the current organizational structure in which financial functions are performed primarily out of the County Clerk's office, the County has been fortunate to have staff with accounting degrees filling the County Clerk and Accounting Manager position for the past several years. In fact, the County is in a strong position since the current Accounting Manager is a certified public accountant, which is not always the case in similar positions in other Wisconsin counties. Additionally, the current County Clerk served as the Accounting Manager prior to being elected, and has a great deal of institutional knowledge due to the fact that she has worked for and been an elected official in Jefferson County for over 25 years. The current skill sets of the incumbents in these two positions provides direct benefits to the County in the management of financial functions.

The County Clerk has also taken proactive steps to cross-train staff to perform many of the functions of the office to ensure that critical tasks can be covered during breaks and vacations as well as to provide counter assistance to customers purchasing licenses and to support elections activities. This has benefited the office from a staffing and workload distribution perspective, but does raise some issues with overall productivity when staff primarily responsible for accounting and payroll functions are relied on to serve a customer at the counter which creates an inefficient and disruptive work environment for those performing financial activities. Such interruption has the potential to decrease accuracy and increase errors in completion of key financial functions.

The current County Administrator tends to be more involved in overall financial affairs than predecessors in this position, who were heavily involved in budget development but deferred to the County Clerk's office for other day-to-day financial matters. This has created some conflict between the two offices that has been intensified by limited communication between the County Administrator, County Clerk, and Accounting Manager, especially as it relates to budget development, monthly financial reporting, and financial assistance to departments (discussed throughout this report). An example of this is the fact that the County Administrator has not included the Accounting Manager in budget meetings with departments, despite the fact that he receives, reviews, enters, and prints the budget worksheets from all departments.

In the end, it is critical that there be a single point of accountability for financial oversight, including such things as ensuring County-wide adherence to approved budgeted amounts, compliance with accounting policies and procedures, and proactively working with departments to address financial support and reporting needs. The dual involvement of Administration and the County Clerk's office in these core financial activities reduces the overall accountability for ensuring appropriate oversight and reduces the clarity around who is specifically accountable to ensure financial stability, effectiveness of financial functions, accuracy of financial information, and compliance with County-wide accounting policies and procedures.

In addition to the issues surrounding single-point accountability, the County also needs to evaluate the most effective management structure for the County's financial functions. Specifically, the primary issues should be to determine if it is viable in the long-term to include these functions under the span of control of the County Clerk considering this is an elected position. While this does not appear to be a significant issue given the current individuals involved in financial management, there should be recognition that the tasks and activities associated with accounting, budgeting, fiscal analysis, payroll, purchasing, investments, and the like are continually requiring greater technical training, skills, and expertise. Over the long-term, can the County continue to be blessed by having a County Clerk who can understand and provide back-up when necessary for many of these financial functions and provide adequate direction to staff?

Further, external audit management letters and other consulting reports have noted inconsistencies in accounting practices between departments that are more independent in managing their own financial information. To date, there has been limited action taken to ensure that accounting procedural issues are addressed. These are responsibilities that the County Board should place with the County Administrator to address, but this is difficult without the organization to support this expected oversight.

The County has taken steps to consolidate many of its administrative services such as human resources and information technology under the direct responsibility of the County Administrator. This consolidation of responsibility has benefits for the County overall, including:

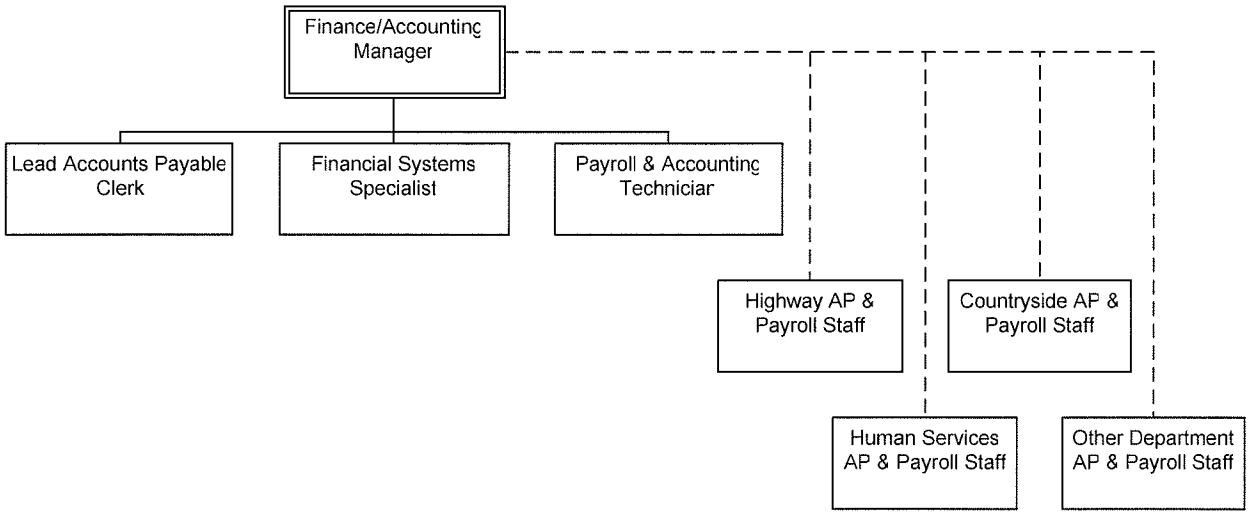
- Providing consistent direction and leadership to coordinate the internal support necessary to assist departments that provide direct services.
- Ensuring the single point accountability for overseeing cost-effectiveness of programs and centralization of budget development and monitoring to oversee the financial health of the County.
- Working with elected officials and department heads to enact standard policies and procedures to achieve common goals and objectives.
- Anticipating future needs, organizing work operations, establishing timetables, and ensuring interdepartmental coordination of efforts to meet County service needs.

Although some of the challenges noted above could be addressed through more proactive communication initiated by both offices, there are other benefits to clarifying the lines of authority for overall fiscal management of the County. One of the primary objectives should be to create a structure where the County Board has more direct authority over the key financial functions of the County through an appointed administrator versus an elected official, who can be more independent.

However, it is also critical to ensure that appropriate checks and balances are maintained and that the current strengths of the County Clerk's office including the cross-training of staff to perform multiple functions from accounting and payroll to elections are not lost. At some level the County Clerk's office views its role similar to an internal audit function. This will continue to be a necessary function of financial management for the County in the future, but can be accomplished through many different organizational structures.

RECOMMENDATION 5.1-1a: The County should reassign responsibility for all accounting, payroll, and related financial functions from the County Clerk's office to Administration. This should include the reassignment of positions that are currently responsible for supporting accounts payable and payroll processing including the Accounting Manager, and Account Clerk/System Support, Payroll Account Clerk, and Payroll Technician/Accounting Assistant from the County Clerk's office to the newly created Finance Department. Consistent with the establishment of a Finance Department reporting to the County Administrator, the County should make clear that the Finance/Accounting Manager is the central authority for ensuring that all departments follow consistent, County-wide policies and procedures. Departments such as Countryside, Highway, and Human Services have traditionally performed data entry and maintained corresponding documentation for accounts payable and payroll transactions. While this will not change under this recommendation, it is critical that the accountability for following centralized accounting and financial procedures be under the authority of the Finance Department. FIGURE 7 depicts the reporting relationships between the Finance/Accounting Manager and employees responsible for performing accounting and payroll functions County-wide. The Finance/Accounting Manager would be directly responsible for the supervision and direction of the staff that are currently performing accounting and payroll functions in the County Clerk's office and would have an indirect reporting relationship with the staff in other departments that have been delegated authority to process accounts payable and payroll transactions as well as handle most of the reporting to their regulatory agencies. FISCAL IMPACT: Potential reclassifications and adjustments to compensation to recognize increased accountability and expectations for Accounting Manager and other staff transferred to the Finance Department under the new organizational structure. **NON-FISCAL IMPACT:** Creation of a single point control under the direction of an appointed versus an elected position.

FIGURE 7
Finance/Accounting Reporting Relationships



RECOMMENDATION 5.1-1b: The County should create a transition plan as part of the 2008 budget process that includes a statement by the County Board of its intent to reassign accounting and payroll functions from the County Clerk's office to Administration effective January 1, 2009. Understanding that 2008 is a busy election year that includes a presidential primary and general election, the County should ensure that the timeline for implementation be sensitive to the increased workload anticipated by the County Clerk's office and staff. The transition plan should ensure that the timeline allows ample opportunity for the County Administrator, County Clerk, Human Resources Manager, Accounting Manager, Corporation Counsel, and others as appropriate to work together to establish a comprehensive action plan to facilitate the restructuring. The transition plan should include specific action steps and assign responsibility to appropriate individuals to address the following key concerns:

- **Reclassification and compensation adjustments resulting from changes in roles and responsibilities of staff.**
- **Detailed staffing study to assess the ongoing appropriateness of staffing levels and back-up plans for critical tasks within the County Clerk's office and the new Finance Department. This study should include:**
  - **Identification of effective dates for the phasing of staff reassignments between the County Clerk's office and Finance Department in light of the workload requirements in 2008 due to election activities.**
  - **Identification of the opportunity to transfer functions such as coordination of the preparation of County Board agendas from Administration to the County Clerk's office.**
  - **Establishment of interdepartmental agreements between Administration and the County Clerk's office to ensure that adequate back-up support is maintained to support functions in that office during breaks, vacations, and periods of high workload due to such things as elections. This is critical considering the time and expense that has been devoted to make sure current staff have the training to perform many of the functions of the County Clerk's office.**
  - **Analysis of the impact of the current cross-training of staff to ensure that support of the statutorily required activities will continue to be performed in the County Clerk's office and that the accounting and payroll workload can be handled by staff relocated to the Finance Department.**
  - **Analysis of the need to provide enhanced training to staff as necessary to perform core functions pending the assignments that result from the restructuring.**
- **Space planning to allow for the consolidation and relocation of functions for both offices.**

FISCAL IMPACT: Potential costs to send staff to training to enhance skills as a result of the transition. **NON-FISCAL IMPACT:** Development of clear implementation plan with action steps dealing with key transitional issues, with frequent reporting to the County Board through the appropriate oversight committees.

RECOMMENDATION 5.1-1c: In the interim transition period, the County Administrator and Accounting Manager should schedule weekly meetings to discuss the status of the restructuring, address any staffing issues regarding financial functions, develop action plans to support needs that the County Administrator would like to proactively address with regards to financial monitoring or reporting, and generally develop a common rapport that will improve cooperation in the new organizational environment. Additionally, the County Administrator, Accounting Manager, and Human Resources Manager should jointly review all budget instructions to ensure that all information regarding budget development is included in one memorandum. Finally, the County Administrator should ensure that the Accounting Manager is included in meetings with all departments during the administrative review of budget requests. NON-FISCAL IMPACT: Improved communication to facilitate a successful transition.

Finding 5.1-2: While departments recognize improvements in the level of interaction with the County Administrator's office through the implementation of regular department head meetings and individual sessions between the Administrator and department heads, there is a level of frustration over how County-wide initiatives are presented and explained by the County Administrator in the context of their connection to broader strategic objectives. There is also a general perception that the decisions to move forward with new initiatives have already been made and there is, therefore, limited opportunity for discussion/input on the impacts of initiatives by departments during the department head meetings. Additionally, while agendas are prepared for the monthly department head meetings, they are usually forwarded shortly before the meetings. Further, minutes are not taken to document the discussion.

Communication is a two-way process, however, and there is a need to clarify the purpose of the department head meetings and what level of interaction is expected from department managers.

RECOMMENDATION 5.1-2a: The County Administrator should refine the agenda of the monthly department head meetings to focus on areas including:

- **Presentation and discussion of operational directives from the County Administrator to ensure that department heads hear a consistent message.**
- **Review of any items acted on by the County Board at its most recent meeting, especially those requiring interdepartmental coordination, to ensure that there is clarity on the steps necessary to implementing the action.**
- **Discussion of special projects and assignments and coordination of activities for things requiring interdepartmental cooperation.**
- **Presentation and opportunities for discussion of administrative issues such as budget development, accounting policies, personnel policies, information systems coordination, legal issues, and other items with County-wide impact.**
- **Provision of special management training that may benefit department heads.**
- **Opportunities for department heads to inform other departments of any significant changes in services or issues that may impact their operations or that they should be aware of if they get questions.**

It is important to note that some of these things are already occurring, however, the meetings are more a briefing by the County Administrator than they are open forums for discussion. Department head meetings should not be viewed as an opportunity to make decisions by consensus, but they should be forums for open discussion about ongoing operational challenges and obtaining input on major policy matters being evaluated by the County. Department head input should be encouraged, but individuals must take the initiative to bring up concerns during the meetings. NON-FISCAL IMPACT: Focus the monthly meetings around policy and coordination discussions to positively impact County optimization of resources.

RECOMMENDATION 5.1-2b: The County Administrator should establish a formal practice of developing memorandums and other appropriate documentation for new initiatives to be presented to department heads at the monthly meeting. This documentation, including the agenda for the department head meetings, should be forwarded at least one week in advance to allow sufficient time for review. The County Administrator should also make it clear that the department head meetings are intended to provide an opportunity for department heads to give feedback and discuss the potential impacts of potential new initiatives and directives prior to public announcement and enactment to ensure that all appropriate challenges have been identified and addressed as necessary. If actions have to be taken prior to a regularly scheduled department head meeting, the County Administrator should provide interim correspondence so that officials are aware of changes and can respond if questioned by the public.

Department heads should also be encouraged to utilize the monthly meetings to proactively raise questions and concerns with policy and operational items that are impacting their areas, but as noted above should not assume that simply taking exception to issues means the County Administrator will modify actions if the County Board has provided clear policy direction. NON-FISCAL IMPACT: Improved openness in communication to ensure that appropriate input has been provided before actions are implemented.

RECOMMENDATION 5.1-2c: The County Administrator should assign the responsibility for taking minutes for department head meetings to the Administrative Secretary and ensure that they are forwarded to department heads. The minutes should provide a summary of the discussions and actions taken during the meeting and to provide for documentation of areas where interdepartmental coordination is required to reduce the opportunity for misunderstandings. NON-FISCAL IMPACT: Clear documentation on critical actions taken and discussions held during department head meetings.

Finding 5.1-3: The current County Administrator started in October 2005 and determined that there was limited information to provide meaningful evaluations for department heads during the first year in office. As a result, wage increases were granted without completed evaluations, but the County Administrator met with each department head to establish goals for the upcoming year. During 2007, the County Administrator has been following County policy that requires that wage increases be withheld until satisfactory performance evaluations have been completed.

Although department heads understood the rationale behind the County Administrator not completing performance evaluations during his first year in office, there have been frustrations expressed regarding the process in the current year considering the delays in completing the evaluations. There are questions as to the priority placed on their completion and the lack of communication regarding the reasons for delays. Subsequent to our initial visit, we learned that the County Administrator expected to have all evaluations completed prior to the end of September.

RECOMMENDATION 5.1-3a: The County Administrator should develop an annual calendar to schedule formal sessions with department heads to discuss performance evaluations at least one month in advance of their anniversary dates. This process will elevate the importance of the evaluations and ensure that they are completed in sufficient time to allow for revisions prior to the date any wage increase would go into effect. Recommendation 5.2-5b also addresses the fact that the County should develop a policy to withhold wage increases for supervisors/managers if they have not completed performance evaluations for the staff that report to them. NON-FISCAL IMPACT: Ensure sufficient priority is placed on completing evaluations to allow employees earned wage increases.

Finding 5.1-4: There is a lack of clarity regarding why staff in the County Administrator's office has a role in adding new vendors into the County's accounting system for accounts payable purposes. The County Administrator's office is responsible for administering the County's purchasing policies and procedures and issuing purchase orders. Staff in Administration has also been responsible for entering new employees into the accounts payable system for expense reimbursement purposes.

Accounts payable transactions are handled by the County Clerk's office, and cannot be processed until Administration has entered all required information, including accurate coding for 1099 reporting purposes. Staff in the County Clerk's office has developed a procedure for Administration staff to use in creating new vendors, but indicate that they generally have to review information and edit coding to ensure that all necessary vendor information is accurate.

Previously there was a standard form that was completed by departments that collected the necessary information for adding new vendors. This form is not utilized in most cases, with information more frequently being shared via email communication between departments and Administration.

RECOMMENDATION 5.1-4a: The County should streamline the process of adding new vendors into the accounts payable system to eliminate unnecessary steps and allow the lead accounts payable clerk to create the vendor directly, eliminating the involvement of Administration. NON-FISCAL IMPACT: Reduce delays in processing accounts payable transactions while awaiting entry by Administration.

RECOMMENDATION 5.1-4b: The County should create a standard new vendor submission form that can be completed on-line (similar to the recently created voucher cover sheet) to collect all required information to set up a new vendor. NON-FISCAL IMPACT: Improve the efficiency of the sharing of information.

RECOMMENDATION 5.1-4c: The County should implement a new control in the accounting area to ensure that there is supervisory approval required before accounts payable clerks can complete the process of adding new vendors. NON-FISCAL IMPACT: Risk mitigation to avoid potential fraud.

5.2 Human Resources

The Human Resources Department functions under the direction of the County Administrator with policy guidance provided by the County Board's Human Resource Committee. Human Resources is charged with performing a variety of functions affecting all Jefferson County employees, including employment services, position management, compensation and benefits administration, staff training and development, employment law compliance and employee relations, for approximately 768 employees.

The primary functions of Human Resources include:

- Maintain knowledge of current Federal and State laws regarding employment practices and ensure compliance;
- Supervise and participate in recruitment, interviewing, testing, selection, orientation and evaluations of employees;
- Manage employee time-keeping system and ensure accurate time entry into payroll/HR system;
- Participate as part of the County management team in collective bargaining, arbitration and personnel related legal proceedings;
- Plan, direct, evaluate and explain the employee benefits program;
- Coordinate back to work programs and other workers compensation matters;
- Develop and recommend changes to the County's Human Resources and General Administrative policies;
- Monitor the compensation plan;
- Prepare salary and fringe benefits data for budgeting;
- Develop, coordinate and conduct training; and
- Supervise and maintains personnel records.

FIGURE 8 provides a summary of total revenues and expenditures for Human Resources for 2005 and 2006, with a comparison to 2007 budget. The 2007 budget includes approximately $20,000 for continuation of an employee assistance program to ensure employees are receiving the opportunity for assistance in work, family, or personal concerns. Wages and benefits for the Human Resources Department represent approximately 78% of total expenditures.

FIGURE 8
Summary of Human Resources Revenues & Expenditures
2005 and 2006 Actual, 2007 Budget

	2005 Actual	2006 Actual	2007 Budget
Revenues			
41 Human Resources	$0	$17	$0
Total Revenues	**$0**	**$17**	**$0**
Expenditures			
41 Human Resources			
Wages and Benefits	$188,139	$197,756	$214,908
Operating Expenses	37,845	48,256	58,923
Capital Outlay	0	0	0
Total Expenditures	**$225,984**	**$246,012**	**$273,831**
Tax Levy	**$225,984**	**$245,995**	**$273,831**
Tax Levy % of Expenditures	**100.0%**	**100.0%**	**100.0%**

Human Resources Department Findings and Recommendations

Finding 5.2-1: Based on the information gathered throughout this project, the Human Resources Department carries out its responsibilities with emphasis on regulation rather than serving as a strategic partner and County-wide resource to support department heads and County staff to address human resource-related issues. Efforts are directed toward routine processing and compliance activities, while new program initiatives, safety programs, and training programs are delayed due to time constraints. As a result, departments indicate low satisfaction with the level and quality of support received from Human Resources, and report a lack of clarity regarding the division of roles and responsibilities between Human Resources and other County departments. Several County stakeholders observe that the service limitations of the Human Resources Department appear to be the result of having a lower level of Human Resources staff (FTE) than is necessary to perform the variety of functions the department is assigned. Comparative review of Human Resources staffing in other counties supports these observations.

Jefferson County's Human Resources Department is staff by 3.0 FTE, which includes staff located in the Courthouse as well as the allocation of 0.2 FTE of one position that is directly assigned to support Countryside Nursing Home. Although the budget reflects that 0.2 FTE is allocated to Countryside, the Human Resources Department estimates that a total of approximately 0.5 FTE is more a more accurate level of effort dedicated to support at Countryside. **FIGURE 9** shows the current level of human resources FTE.

FIGURE 9
Current Human Resources FTE

Total Human Resources FTE	Budgeted FTE Central HR	Actual FTE Central HR	Budgeted FTE Countryside	Actual FTE Countryside
3.00	2.80	2.50	0.20	0.50

FIGURE 10 provides a summary of the number of employees per personnel staff in other Wisconsin counties for comparative purposes. As the figure shows, Jefferson County's ratio of employees per personnel staff totals 256.00. This is among the highest ratio of employees served by personnel staff in the other counties, and is significantly above the average. In other words, Jefferson County has fewer human resources staff per total county employee when compared to other counties.

While the comparative ratio is one input that can be evaluated when looking at appropriate staffing size, it should not be the sole basis for a recommended staffing level since it does not provide a sufficient level of detail regarding the quality or quantify of services provided by staff in comparable counties.

FIGURE 10
Number of County Employees per Personnel Department Staff for Selected Wisconsin Counties

	Total County Employees	Total Personnel Staff	Number of Employees/ Personnel Staff
Ozaukee	840	3.10	270.97
Jefferson	**768**	**3.00**	**256.00**
Waupaca	696	3.00	232.00
Manitowoc	640	2.90	220.69
Polk	650	3.00	216.67
Grant	635	3.00	211.67
Wood	895	4.25	210.59
Clark	622	3.00	207.33
Dunn	550	3.00	183.33
Dodge	900	5.00	180.00
Sauk	700	4.00	175.00
Portage	744	4.50	165.33
St. Croix	640	4.00	160.00
Eau Claire	540	3.50	154.29
Columbia	590	4.50	131.11
Average (excluding Jefferson)	698	3.63	196.73
Average All Reporting Counties	694	3.58	198.33

Notes:
Source: Baseline survey compiled by Sheboygan County with data provided by 39 Wisconsin counties, with modifications made based on additional benchmarking conducted by Virchow, Krause and Company, LLP in August 2007.

RECOMMENDATION 5.2-1a: The County should initiate planning to bring the level of centralized human resources staff to approximately the average of peer counties in Wisconsin. Considering that approximately 0.5 FTE is allocated to human resource-related responsibilities at Countryside, centralized human resources staff currently totals 2.5 FTE. Bringing this level to the average of peer counties (197 employees per personnel staff) would require the addition or reallocation of approximately 1.0 FTE as shown in FIGURE 11.

FIGURE 11
Human Resources Staffing Level Calculation

768 (Number of Jefferson County Employees) / 197 (Average Number of Employees per Personnel Staff) = 3.9 FTE (Estimated Number of Required Personnel Staff)
4.0 FTE (Estimated Number of Required Personnel Staff) – 3.0 FTE (Current Number of Personnel Staff) = 1.0 FTE (Estimated Additional Staff)

The additional 1.0 FTE should be a professional human resources generalist position that assumes responsibilities for the following functions and tasks:

- **Training (performance evaluation instruction, supervisory training, general policies, procedures and regulations, and other areas as needed);**
- **Employee recruitment, recognition and retention;**
- **Safety; and**
- **Project–based work, including assisting to develop new programs and communicate initiatives with employees (e.g., health and wellness).**

It is estimated that modifications to the time recording processes in the County will result in the increased availability of approximately 0.4 to 0.5 FTE of Human Resources staff if the recommendations included in Finding 5.2-6 are implemented. This existing 0.4-0.5 FTE from time recording should be reallocated to support Human Resources Department activities that focus on managing and maintaining the information flow necessary to coordinate human resources functions, including:

- **Reception and response to general inquiries;**
- **Data entry to support recruitment and benefits functions; and**
- **Other clerical support as needed by the Human Resources Director and professional Human Resources staff.**

These proposed staffing modifications, in addition to the time recording changes recommended below, are anticipated to provide the Human Resources Department with the staffing resources to:

- **Become a more strategic and active partner in identifying innovative solutions to personnel management issues for departments;**
- **Act as a point of coordination/collaboration for the county and/or between different departments with similar issues;**

- **Facilitate change management processes or policies that impact the ability to attract and retain employees, which includes playing a critical role in the succession planning process proposed in Recommendation 4.3-1a;**
- **Develop familiarity with organizational and labor market trends, issues, and barriers impacting each department, and assist to optimize the use of resources toward strategic priorities; and**
- **Develop expertise necessary for effective communication with employees Countywide.**

FISCAL IMPACT: Increased wage and benefit costs for 1.0 FTE, estimated at approximately $50,000-$70,000 per year. **NON-FISCAL IMPACT:** Improved performance of the Human Resources Department as a strategic partner in the County for personnel and organization issues, as well as reallocation of resources to support strategic activities as a result of eliminating non-value added time recording activities.

Finding 5.2-2: While the County has recently centralized the recruitment process in Human Resources, the quality of services provided and overall process do not consistently meet the expectations of departments. Department customers expressed dissatisfaction relative to:

- Drafting of job placement descriptions, noting that ads contain errors and/or do not adequately describe the nature and qualifications of position vacancies,
- Placement of job ads, noting that media selections are not targeted toward attracting the best candidates for positions, and advertising is not always executed in the timeframe specified by departments,
- Opportunity to allow departments to review drafts of placement ads and other recruitment materials to avoid errors, and
- Applicant screening, noting that applications are not consistently analyzed to determine that minimum qualifications are met before submitting application materials to departments for further review.

The Human Resources Department has developed the tool illustrated in **FIGURE 12** below to collect basic information regarding on-going recruitments.

FIGURE 12
Illustration of Current Recruitment Tool

Filled?	Supervisor	REQ #	POSITION	DEPT	INTERNAL DEADLINE	OUTSIDE DEADLINE	COUNTY WEBSITE	EMPLOYEE WEBSITE	DAILY UNION	WATERTOWN TIMES	STATE JOURNAL	JOB NET
	Applications Sent											
Yes		2997	Position Title	Dept. Name								
		3041	Position Title	Dept. Name								
Yes	Supervisor Name	3092	Position Title	Dept. Name								
	Supervisor Name	3130	Position Title	Dept. Name								
Yes	Supervisor Name	2920	Position Title	Dept. Name								
	Supervisor Name	3076	Position Title	Dept. Name								
	Supervisor Name	3105	Position Title	Dept. Name								
	Supervisor Name	3113	Position Title	Dept. Name	8/6/2007	8/13/2007						
Yes	Supervisor Name	3121	Position Title	Dept. Name	8/8/2007							
	Petre	3148	Position Title	Dept. Name		8/31/2007	X		X		X	
	Supervisor Name	2452	Position Title	Dept. Name	8/21/2007	8/21/2007	X	X	X	X		
Yes	Supervisor Name	3164	Position Title	Dept. Name	8/21/2007							
	Supervisor Name	3172	Position Title	Dept. Name	8/22/2007	9/7/2007						
	Supervisor Name	3210	Position Title	Dept. Name			X					
	Supervisor Name	3244	Position Title	Dept. Name	8/29/2007		X	X	X		X	X
	Supervisor Name	3181	Position Title	Dept. Name	9/5/2007							
	Supervisor Name		Position Title	Dept. Name								
	Supervisor Name	3236	Position Title	Dept. Name	8/31/2007	9/5/2004	X	X	X	X		X

RECOMMENDATION 5.2-2a: The Human Resources Manager should enhance and implement a modified recruitment summary tool for managing individual recruitment efforts in the County. The tool should serve as both an intra-departmental tracking tool and task checklist, and an inter-departmental summary of key recruitment information that can be shared with the department head (or designee) overseeing a recruitment. The purpose of the tool should be to ensure a structured and organized process with critical recruitment information (specifically dates associated with key tasks and recruitment deadlines) consolidated in one reference document. An example of the tool is illustrated in FIGURE 13.

FIGURE 13
Example of Enhanced Recruitment Summary

Position		**Department**	**Department Contact Name**
Swim Instructor		Acquatics Department	Jane Waters
Date HR Notified of Recruitment Need		**Application deadline**	
7-Apr-08		12-May-08	
Special Instructions (capture profile description comments and placement preferences from Department)			
Be sure to advertise at local high school in addition to local newspaper.			
Be sure that profile specifies that two years of instruction experience is required.			
Department Review	**Date**	**Check if Waived**	
Profile forwarded to Department for Review	9-Apr-08		
Department Approval Recevied	10-Apr-08		
Advertising Placement Summary			
Name of Placement	**Date of Placement**	**Date of Ad Termination**	**Contact**
High School	11-Apr-08	15-May	Principal Miller, (###)###-####
Newspaper	11-Apr-08	9-May-07	Mary Marks, (###)###-####
Deliver Screened Results to Department	**Date**		
	16-May-08		
Copy of this Summary Forwarded to Department Contact	**Date**		
	9-Apr-08		

NON-FISCAL IMPACT: Improves the structure and organization of the recruiting process and responsiveness of the Human Resources Department to internal customers, and provides departments with key recruitment information. Minimizes efforts required to research specific aspects of a recruitment by providing all critical information in one place.

RECOMMENDATION 5.2-2b: The County should modify Human Resources policies and procedures such that all position advertising is approved by the department head (or designee) seeking recruitment assistance. This process should be a task identified on the recruitment summary tool described in Recommendation 5.2-2a. Departments should be given the opportunity to waive review in the case of positions that are advertised frequently and/or for which the profile summary changes infrequently. NON-FISCAL IMPACT: Ensures adequate quality control and increases the opportunity to improved internal customer satisfaction.

RECOMMENDATION 5.2-2c: The County should modify Human Resources policies and procedures such that the Department consistently tracks information regarding advertising sources and performs trend analysis to determine which advertising placements are most effective for specific position types. Future decisions regarding placements should consider the results of this data and trend analysis as well as the input of department heads. NON-FISCAL IMPACT: Helps to ensure that recruiting resources are effectively targeted to fill the needs of the County.

RECOMMENDATION 5.2-2d: The County should modify Human Resources policies and procedures such that the Department consistently performs a thorough initial screening of applications before forwarding them to departments for further consideration. The recruitment summary tool described in 5.2-2a should include a deadline (agreed upon in advance by the department and Human Resources) for delivering screened application materials to the department. The Human Resources Department should also enhance its current applicant tracking spreadsheet which captures identifying information about applicants (e.g., name, contact information, social security number, etc.) to include a screening summary of applicants' qualifications. Specifically, the tool should include fields to capture work history detail, years of experience, education, certifications, and other critical information regarding qualifications that is relevant to a given position. The tool should be designed to ensure that application screening is conducted consistently, with standard criteria applied within a single recruitment. The following figure illustrates recommended screening tool enhancements. Note: the shaded portion represents fields for identifying information currently collected via the applicant tracking spreadsheet. This area is condensed for illustration purposes, however, it is not anticipated that the type of identifying information collected will change. Rather, the focus of this recommendation is represented in the non-shaded area on FIGURE 14, which shows a qualifications screening example. NON-FISCAL IMPACT: Improves consistency and transparency in evaluating applications for County employment.

FIGURE 14
Example Screening Enhancement

Application Screening Summary
XYZ Position

Identifying Information				Work History			Training		HR Assessment
Last Name	First Name	Address	Telephone Number	Title	Employer	Time in Position	Education	Certifications/Licenses	Minimum Qualifications Met?
xxxxxx	yyyyyyy	zzzzzz	(111) 222.3333	- Position Title I - Position Title II - Position Title III	- ABC Company - ABC Company - ABC Company	- 2 yrs, 4 mos - 3 yrs, 6 mos - 4 yrs, 2 mos	B.A. in <insert name of field> from <insert name of institution>	XYZ Certified	Yes

RECOMMENDATION 5.2-2e: The Human Resources Department should seek feedback (e.g., through an annual questionnaire) from departments regarding their satisfaction with recruitment services provided. The questionnaire should also be designed to collect departmental insights regarding recruitment efforts for specific position types or changes in a given industry that may affect future searches so that the County can link on-going recruitment efforts with strategic and succession planning initiatives. This information should be collected and summarized by Human Resources for reference and consideration in future recruitment efforts. NON-FISCAL IMPACT: Improves the structure and organization of the recruiting process and responsiveness of the department to internal customers, and provides departments with key recruitment information.

Finding 5.2-3: Based on the County's outlined reclassification process, job reclassifications are not reviewed or determined in a timely fashion, which can result in an employee performing a different level and type of work than his or her current classification indicates, as well as the perpetuation of an employee's or supervisor's perception that the level of work performed is not being recognized through compensation. Union employees may initiate reclassification inquiries without their supervisor's request. The Human Resources Director estimates that approximately 25 reclassification requests were received in the current year, which is slightly greater than the number of reclassification requests received in previous years. Of these, approximately 25% were actually reclassified. The Human Resources Department performs an internal review prior to submitting the requests to a third party vendor retained by the County to perform classification and compensation services. Total expenditures in 2006 for position reclassifications were approximately $7,200. Note: reclassification requests for positions in the administrative services departments are on hold pending the results of this study and the County's implementation decisions.

RECOMMENDATION 5.2-3a: The Human Resources Director (or designee) should facilitate greater understanding in the County regarding requirements for position reclassifications. For example, the reclassification memorandum forwarded to all Jefferson County employees by the Human Resources Department should further clarify the purpose of reclassification and provide examples that illustrate substantiated reclassification requests. Further, managers and supervisors should utilize the performance evaluation tool and process on an annual basis to document performance indicators and circumstances that can be referenced to support or refute support for reclassification inquiries and requests of their staff. FISCAL IMPACT: Potentially reduced fees for classification and compensation services as a result of improving employees' understanding of the reclassification purpose. Fees may be reduced by $250 per request. **NON-FISCAL IMPACT:** Reduced cycle time for processing reclassification requests as a result of lowering the volume reviewed/limiting the review process to only those reclassifications requests with merit.

Finding 5.2-4: Departments do not receive copies of settled collective bargaining agreements in a timely fashion, and sometimes do not receive settled agreements at all. Despite agreement between the Human Resources Department, Corporation Counsel, and the unions to share administrative responsibilities for documenting and finalizing collective bargaining agreements, there is a lack of clarity regarding who is responsible for finalizing and distributing a settled contract and the expected timeline for completing such responsibilities. As a result, County managers and supervisors do not have the information needed to manage represented employees in compliance with labor contracts.

RECOMMENDATION 5.2-4a: The County should modify assignments related to finalizing documents of settled bargaining agreements such that the County Administrator, Human Resources Director, and Corporation Counsel finalize and maintain a record of all bargaining agreements. As the custodian of personnel policies and procedures, the Human Resources Department should forward a copy of settled agreements to all department heads, union representatives, and to other parties as appropriate as soon as practical following settlement, but not exceeding a period of 30 days. The Corporation Counsel and Human Resources Director should work together to prepare a summary of new changes to each bargaining agreement and forward this summary as a cover sheet to each updated bargaining agreement. Finalized agreements should be added to the employee Intranet. FISCAL IMPACT: Requires additional hours by current staff to finalize and maintain the bargaining agreements, and copying costs to the extent copies are printed for distribution (however, the County is encouraged to reference finalized documents electronically via the intranet to minimize copy expenses). **NON-FISCAL IMPACT:** Improved ability to manage in compliance with settled bargaining agreements, and to prevent grievances.

Finding 5.2-5: Sufficient training is not provided to teach managers and supervisors how to use the County's standard performance evaluation tool, which results in inconsistent application of the tool. Further, the County employs a 360-degree tool as a performance evaluation input for managers and supervisors. A 360-degree feedback tool is generally intended to be a component of a broader performance management system, and is designed to be linked to an organization's strategic objectives. The tool should provide an opportunity to give anonymous yet constructive performance feedback from superiors, peers, reporting staff members, coworkers and customers with whom the evaluated employee routinely works. The County's implementation of this tool has had several weaknesses which negatively impact the tool's effectiveness:

- The purpose and context of the tool is not communicated to evaluators/those who are evaluated.
- The tool is not aligned with the broader strategic objectives of the organization.
- Training is not provided to teach evaluators and those who are evaluated how to complete the evaluation and interpret results, as well as manage anonymous feedback sensitivities.
- Evaluators are selected randomly, which compromises the requirement that an evaluator have a routine working relationship with the manager or supervisor who is evaluated.

RECOMMENDATION 5.2-5a: The Human Resources Department should offer training sessions to introduce performance evaluation tools and processes (including those for the standard employee appraisal, and the County's 360 degree evaluation for supervisors and managers). In addition to making employees familiar with the tools and processes, the purpose and value of performance evaluation should be emphasized in these sessions. Due to the relative complexity of the 360-degree evaluation tool, specialized instructions should be provided (to those who provide input and those who are evaluated using the 360-degree tool) to ensure that anonymity is preserved and that constructive feedback is obtained. Training should be mandatory for new supervisors and new managers, and should be offered to these newly promoted employees in advance of the required time for completing their staff evaluations. In addition to this mandatory training, refresher courses should be offered on an annual or bi-annual basis, or as necessary to provide training relative to significant modifications to the tool or process. Additionally, the tool and its importance could be an item for discussion periodically during the County Administrator's monthly department head meetings. NON-FISCAL IMPACT: Improves understanding and buy-in of core personnel management and employee development efforts, and prepares new supervisors to perform employee evaluation job functions effectively. Also adds additional value and improves outcomes of processes that are already in place, while expending the current level of resources. Time investment is anticipated for training, for Human Resources Department staff who develop and provide training as well as for employees who receive training.

RECOMMENDATION 5.2-5b: The Human Resources Department should eliminate the practice of randomly selecting evaluators to provide feedback using the County's 360-degree evaluation tool. The selection process should ensure that each evaluator has regular exposure to the supervisor or manager evaluated through a County working relationship. NON-FISCAL IMPACT: Assists to ensure that employee evaluation tools are implemented as they are intended to be used, and assists to ensure that input is obtained from evaluators who have professional familiarity with an evaluated employee.

Finding 5.2-6: Despite a policy requiring that performance evaluations be completed annually, and before a non-represented employee is given a wage increase, several performance evaluations have not been completed in a timely manner, and exceptions to the policy occur.

RECOMMENDATION 5.2-6a: The County should modify its practice of withholding wage increases for non-represented employees whose performance evaluations are incomplete. Since it is the responsibility of managers and supervisors to complete employee evaluations, withholding employee wage increases misdirects penalty on an employee whose superior has not performed an assigned task. The practice, therefore, should be modified to withhold wage increases for managers and supervisors who have not completed evaluations of their staff timely (alternatively, cost of living adjustments should be withheld for managers and supervisors who are not eligible for future step increases/wage increases if their staff evaluations are not completed timely). More importantly, to motivate timely completion of performance evaluations the Human Resources Department should facilitate County-wide buy-in and understanding of the purpose and value of conducting performance evaluations by continually reflecting and improving upon the tools (as suggested in Recommendation 5.2-3a) and processes (as suggested in Recommendations 5.2-3c-e). Further, all managers, supervisors, and elected officials should have an annual goal of completing all performance evaluations timely. Success toward this goal should be evaluated as part of each manager's and supervisor's performance evaluation. In addition, the Human Resources Department's annual report should include a high level summary of the number of performance evaluations completed by department (e.g. "evaluations for <insert #> of <insert #> employees were completed in "x" department in 2007.") NON-FISCAL IMPACT: Improves understanding, accountability, and buy-in related to core personnel management and employee development efforts. This recommendation also provides a direct, monetary motivation for completing assigned responsibilities, and it incorporates a reporting mechanism via public document.

Finding 5.2-7: The performance evaluation form includes the rating guidelines shown below. The form requires narrative substantiation only for ratings of 1, 2, or 5. This requirement results in an inconsistent level of rating substantiation overall, and anecdotally results in a disproportionate level of 3 and 4 ratings due to the minimal level of effort required to complete the evaluations.

Rating Guidelines

1 – Unsatisfactory
2 – In Need of Improvement
3 – Good
4 – Very Good
5 – Outstanding

Further, the performance evaluation process and tool are not aligned with the strategic objectives of departments or the County, nor are performance evaluations aligned with employee development. Currently, evaluations are conducted to provide records of performance and to support annual wage increases.

RECOMMENDATION 5.2-7a: The County should revise the employee performance appraisal form to require narrative substantiation and description for all performance ratings (i.e., 1-5 vs. 1, 2, and 5 as currently required). The purpose of this modification is to increase consistency in the level of detail provided as well as to prevent rating selections that are influenced by the simplicity of the required response. The Human Resources Department should include a well-constructed example on the form to guide users.

The County is advised to create and implement a strategic plan in Recommendation 4.1-1a. When the strategic plan is created, the employee performance appraisal form should be further revised to link specific job functions and other evaluated performance factors with the County's strategic plan. The purpose of this modification is to provide employees with a clear vision of their role and impact on the organization overall, as well as assess performance in that role and measure impact.

In addition to linking performance evaluation with the County's strategic plan, evaluation forms should be further modified to ensure that evaluation efforts are targeted toward the primary responsibilities and most critical tasks of a position versus evaluating performance relative to all of the tasks assigned to an employee. Modifications to the form should ensure that evaluators are not extraordinarily burdened by the amount of time required to sufficiently complete performance evaluations. The Human Resources Director (or designee) should communicate to evaluators the amount of time that is estimated to complete each employee evaluation based on the final, modified form. A guideline of 1 hour to 1.5 hours per evaluation is recommended. NON-FISCAL IMPACT: Improves consistency and objectivity of evaluation tools. Links human capital management functions with strategic goals. Targets the evaluation efforts of managers and supervisors where they are most effective and meaningful. Time investment by Human Resources staff is anticipated to modify evaluation forms.

Finding 5.2-8: There are disparate perceptions of the role the Human Resources Department plays relative to reviewing completed performance evaluations; consequently, department managers and staff may assume in error that completed performance evaluations undergo an additional "quality control" review by the Human Resources Director.

RECOMMENDATION 5.2-8a: The Human Resources Director should cross-train Human Resources staff to perform quality control reviews of employee evaluations. Skill redundancy in this area will allow the Human Resources Department to perform a thorough review of employee evaluations, whereas the Human Resources Director can only allocate time to conduct cursory reviews of all evaluations currently (a total of approximately 770). Professional human resources experience and confidentiality must be ensured. NON-FISCAL IMPACT: Ensures adequate quality control review over a key personnel management function, and reduces the risk of legal action against the County as a result of potentially inappropriate evaluation content.

Finding 5.2-9: Time-recording for payroll is highly manual, cumbersome, and in some cases executed inconsistently. Specific time-recording issues include:

- Two systems are maintained to record time and process payroll (i.e., Kronos and the payroll module of the JD Edwards financial package). Using two systems results in duplicative maintenance and fees, as well as the need to perform a quality review of information transferred from Kronos to JD Edwards by each County staff person with time-recording responsibilities during each payroll period. JD Edwards does have a time entry feature; however, time clock entries cannot be directly transferred into the payroll module of JD Edwards. The County implemented the use of time clocks for the purpose of automating and accurately calculating hours and overtime hours worked by a significant portion of the County workforce; and it is not anticipated that discontinuing time clock use would be beneficial for the County.

- A recent policy change requires all employees to record time worked, whereas previously only exceptions were recorded for exempt employees. There is a lack of consensus in the County regarding the appropriateness of this requirement, as well as anecdotal lack of compliance with the requirement. The Wisconsin Department of Workforce Development has indicated that a permanent record of time in and time out must be recorded for all exempt and non-exempt employees based on Wisconsin Administrative Code 272.11.[5] Virchow, Krause & Company, LLP conducted further legal research, the findings of which are consistent with the County's current practice.
- The process for time recording results in significant duplication of effort since employees document time worked on paper time cards, supervisors approve time cards, and then the same data are re-entered into Kronos. Additionally, there is not standardization of the tools and forms used by various departments for the purpose of recording time, and employees complete a variety of paper exception forms as needed (e.g., in some departments there is a form for sick time, a form for holiday/vacation time, and a form for punch clock exceptions). These forms are also approved by supervisors, and the data are manually re-entered into Kronos. All time is reviewed for accuracy in Kronos, uploaded to JD Edwards, and then reviewed again for accuracy.
- The manual time-recording process increases the risk of error via data entry.
- Time-consuming follow-up contacts result from missing/untimely submission of timecard information, requiring one Human Resources staff member to spend the majority of time performing the activities and making an estimated 30-40 follow-up contacts with employees and supervisors per payroll period to clean up problems with time recording.
- The County currently purchases approximately 17 licenses for JD Edwards access and pricing research conducted by the County's MIS Department shows that additional seat licenses for the system are non-concurrent and would cost approximately $9,600 each, including license and support fees. Consequently, it may be cost-prohibitive to implement a time entry option whereby each employee (i.e., each employee that is not required to record time via the time clock) directly enters time worked into JD Edwards using the time entry screen.
- County MIS staff have researched the possibility of developing a time recording tool, with workflow capability, that interfaces with the JD Edwards systems and have determined that this undertaking is feasible.

RECOMMENDATION 5.2-9a: The County should continue to use Kronos for timekeeping initiated via time clock, which accounts for the time records of 292 employees.

[5] Telephone contact with Lindsay Mischka at the Wisconsin Department of Workforce Development on August 28, 2007.

RECOMMENDATION 5.2-9b: The Human Resources Director should work with the County's MIS Department to develop a timekeeping program that interfaces directly with the payroll module of JD Edwards. This program should serve as an on-line time entry tool for all employees that are not required to use the time clock to record time worked, and to record exceptions for employees who record normal time worked using a time clock (the Highway Department is expected to be an exception to this recommendation). The program should capture and automate unique information associated with each employee, and should be designed to automate coding (e.g., for specific allotments of paid time off or leave). The program should include a workflow feature that allows managers and supervisors to review and approve the time entered directly by their staff. Managers and supervisors should be charged with thorough and final review and approval of time entries made by their employees. All paper forms for time and exception recording should be eliminated as a result of implementing this system. FISCAL IMPACT: Current staff time investment required. An estimated 80-120 hours for programming and testing are projected for the County's MIS team to develop a new time entry tool and build the interface with JD Edwards. Minimal training hours are also projected to orient staff to the timekeeping program. Conversely, 0.4 - 0.5 FTE in the Human Resources Department may be reallocated from time keeping responsibilities to other necessary and value added activities in the Human Resources Department (see Recommendation 5.2-1a). This staff savings is estimated based the elimination of time-keeping efforts that currently consume approximately two days or slightly more per week for one staff person in the Human Resources Department. **NON-FISCAL IMPACT:** Significantly streamlines the time keeping process and reduces the risk of error that occurs via duplicated time recording efforts.

Finding 5.2-10: Human Resources is responsible for the development of wage and benefit projections to be included in the annual budget process. Although JD Edwards allows for the downloading of wage and benefit information for use in budgeting, the Human Resources Department has developed a comprehensive spreadsheet to record all necessary information by department and employee. The spreadsheet is maintained by the Human Resources Director and is used by all departments except Countryside, Highway, Health, and Human Services.

Based on previous issues as articulated in this review, there is a need for improved quality control of the information developed by Human Resources by the Accounting Manager to ensure that formulas and rates are accurate and that all active and approved positions are included in the projections to avoid under or over-budgeting of personnel expenses. Additionally, some department budget staff tend to take the information for granted and perform only limited reviews of the data and any changes from the prior years to ensure that it is accurate to use in the development of the budget.

RECOMMENDATION 5.2-10a: The Human Resources Director and Accounting Manager should jointly investigate opportunities to better utilize a common system or features in JD Edwards to assure accurate information for the provision of wage and benefit projections for budget purposes. The goal should be to utilize one system as the basis for position control and budget projections. Additionally, the Accounting Manager should work with the Human Resources Director to develop a more condensed spreadsheet that continues to provide necessary wage and benefit data in a format that provides a sufficient level of detail for departments to obtain information for budget purposes, and allows for clear identification of authorized positions, including on-going, revised, and new staff. Examples could include splitting department wage and benefit information into separate worksheet tabs versus the current practice of including on one spreadsheet separated by business unit, color coding or otherwise separating ongoing positions from new, modified, or eliminated positions from prior year, and preparing a summary of authorized FTE by department. NON-FISCAL IMPACT: Improved quality control review to catch errors prior to submission to departments.

RECOMMENDATION 5.2-10b: The Human Resources Director should submit all spreadsheets regarding wage and benefit projections to be included in annual department budget packets to the Accounting Manager at least two weeks prior to the distribution of the materials to department heads. This would allow for an additional internal control since the information can be reviewed for accuracy to provide some assurance that potential errors in formulas and/or missing data is corrected prior to the time it is forwarded to departments. Additionally, department heads should be instructed to review the information for accuracy and provide corrections or request clarification within one week of receiving the budget packets. NON-FISCAL IMPACT: Improved quality control review to catch errors prior to submission to departments.

5.3 County Clerk

The County Clerk's office is staffed by 5.75 FTE and is responsible for the statutory requirements in section 59.23 of Wisconsin Statutes. Additionally, as noted above, the County Clerk's office has the responsibility for managing the accounting and payroll functions of the County.

The primary functions of the County Clerk's office include:

- Record minutes of County Board meetings (statutory duty);
- Perform accounting and payroll functions for the County (non-statutory duty);
  - Payroll processing and reporting
  - Accounts payable processing and reporting
  - Financial reporting and coordination of audit
- Coordination, negotiation and administration of contracts for workers compensation, health, dental, liability, and property insurance for Jefferson County (non-statutory duty);
- Administration of federal, state, and local elections and maintenance of the statewide voter registration system for Jefferson County municipalities (statutory duty);
- Sales and distribution of marriage licenses, hunting and fishing licenses and regulations, and recording of County dog license sales (statutory duty); and
- Apportionment of County taxes (statutory duty).

FIGURE 15 provides a summary of total revenues and expenditures for the County Clerk's office for 2005 and 2006, with a comparison to 2007 budget. The County Clerk's budget includes separate business units for general functions of the office, administration of elections, and coordination of the County-wide independent audit. Overall, wages and benefits for the County Clerk's office have represented an average of 70% of total expenditures.

FIGURE 15
Summary of County Clerk Revenues & Expenditures
2005 and 2006 Actual, 2007 Budget

	2005 Actual	2006 Actual	2007 Budget
Revenues			
1201 County Clerk	$22,170	$21,751	$20,495
1202 Elections	11,256	178,452	11,050
1205 Independent Audit	0	0	0
Total Revenues	**$33,426**	**$200,203**	**$31,545**
Expenditures			
1201 County Clerk			
Wages and Benefits	$348,295	$373,356	$394,583
Operating Expenses	34,329	42,311	53,776
Capital Outlay	0	11,884	6,883
Sub Total	$382,624	$427,551	$455,242
1202 Elections			
Wages and Benefits	$0	$1,810	$4,737
Operating Expenses	30,139	210,523	45,849
Capital Outlay	0	10,500	0
Sub Total	$30,139	$222,833	$50,586
1205 Independent Audit			
Wages and Benefits	$0	$0	$0
Operating Expenses	20,768	8,264	10,240
Capital Outlay	0	0	0
Sub Total	$20,768	$8,264	$10,240
Total Expenditures	**$433,531**	**$658,648**	**$516,068**
Tax Levy	**$400,105**	**$458,445**	**$484,523**
Tax Levy % of Expenditures	**92.3%**	**69.6%**	**93.9%**

County Clerk's Office Findings and Recommendations

Finding 5.3-1: Department managers receive limited information on actual revenues and expenditures compared to budget and there appears to be a lack of consistency relative to how or at what frequency the information is reviewed or analyzed by department heads, the County Administrator, or the Accounting Manager. Due to timing and necessary monthly closing processes, departments generally receive a report of their revenues and expenditures by line item around the 20th of the following month. While there is some level of understanding regarding the timing of reporting, departments did express frustration with the delayed reporting at the beginning of a new fiscal year when first month financial information is not provided until March, and later in the year when more timely information would be helpful. In both cases there are concerns that the lack of information limits the ability to identify budget issues on a timely basis. It should be noted, however, that the County Clerk's office has worked with some departments to provide reports more frequently when requested or based on specific regulatory reporting needs.

In addition to these concerns, departments also commented on the difficulty of generating understandable reports from the JD Edwards system to independently check on individual account status. While all indicted that County Clerk's office staff are responsive to requests for special reports, there was a belief that some common items could be simplified if improved ability were provided to access standard reports.

RECOMMENDATION 5.3-1a: The Accounting Manager should continue to provide revenue and expenditure reports to departments on a monthly basis, but should work more proactively to review information with department heads (or designees) on a quarterly basis. While it may not be necessary to meet with all departments on this frequency, it should be done with the larger departments. Other departments could meet only semi-annually, or as items of concern are identified. Overall, the meetings should coincide with the development of the quarterly reports to the County Board discussed in Recommendation 4.1-2a, and will allow an opportunity for discussion of issues and concerns that should be included in the narrative explanation of key variances. NON-FISCAL IMPACT: Improved communication between department heads and accounting staff to understand budget status.

RECOMMENDATION 5.3-1b: The Accounting Manager should develop improved ability for departments to independently run reports to inquire on the status of accounts on an as needed basis versus relying on staff in the County Clerk's office to run reports upon request. While providing access and ability to run reports is important, it is only useful if adequate training is provided, therefore, relevant training should also be developed and mandated for key individuals in County departments. This is addressed in Finding 5.3-5 below. NON-FISCAL IMPACT: Access to information while limiting special requests for reports.

Finding 5.3-2: While parts of the accounts payable process have recently been improved through an electronic template used to complete the voucher cover sheet required by departments, there is not currently the ability for departments to enter the information directly into the accounts payable system with the exception of staff at Countryside Nursing Home, the Highway Department, and the Human Services Department. In all other departments, staff have to manually complete the voucher cover page or use the automated form that then is sent to the County Clerk's office along with supporting documentation and is then entered by the accounts payable staff in the County Clerk's office.

Steps have been taken to create a requisition form in Excel that can be forwarded to Administration for approval and assignment of a purchase order number, but departments do not have the capability to enter the data once and then transfer it automatically from the initial purchase order form to a voucher. As noted above, this results in duplicate data entry since the department completes the purchase order form and the voucher cover sheet and then sends to the County Clerk's office for entry into JD Edwards. Additionally, since only a small percentage of purchases require the creation of a purchase order, there are many more vendor invoices that require duplicate data entry, first on the voucher form and then by the County Clerk's office into the accounts payable system. The multiple entry points increase the amount of times information is handled and has the potential for unintended data entry errors. While the current process does provide some benefits related to the ability of the County Clerk's office to review paper documentation for accuracy prior to entry into JD Edwards, similar controls could be included in a more automated system.

RECOMMENDATION 5.3-2a: The Accounting Manager should work with the Management Information Systems Department to investigate the potential for developing a program that interfaces directly with the accounts payable module of JD Edwards. This program should serve as an on-line data entry tool for all departments to directly enter voucher transactions. The program should capture and automate unique account coding and mapping associated with the chart of accounts. The program should include a workflow feature that notifies department heads when vouchers are ready for review and approval after they have been entered by their staff into the new interface. From a control standpoint, department heads should be held accountable for performing a thorough and final review and approval of transactions similar to what is currently required in the manual process, and accounts payable staff should still perform an audit and reconciliation to ensure that vendor information is accurate, proper accounts have been charged, and that the amounts paid balance to the invoices. Where necessary, refresher training should be provided to departments that have difficulty with accurately coding invoices to proper accounts. FISCAL IMPACT: An unknown amount of programming and testing would be necessary form the County's MIS staff to develop a tool and build the interface with JD Edwards. Training would also be required to orient staff to the new program. **NON-FISCAL IMPACT:** Elimination of most if not all paper forms for voucher processing.

Finding 5.3-3: The requirement that the Finance Committee, Countryside Nursing Home Board of Trustees, Highway Committee, and Human Services Board Finance Sub-Committee review all vendor payments for their oversight areas prior to payment increases cycle times, provides limited benefit from a control standpoint, and can provide increased opportunities to be too involved in day-to-day decisions regarding operations. There also appears to be some inconsistency in the timeliness of the review, with the Countryside Board of Trustees approval occurring after payment has been made. There is also inconsistency in how departments inform their oversight committees of invoices that have been paid, with some departments providing a summary of invoices paid and others not providing any information.

The current process includes multiple steps in reviewing and approving vouchers for payment starting with the department head who reviews and approves prior to forwarding to the County Clerk's office, who then reviews and enters information into JD Edwards and then forwards to the appropriate governing committee (e.g., Finance Committee, Countryside Board of Trustees, Highway Committee, or Human Services Board Finance Sub-Committee) before the invoice is paid.

When considering that resource allocations and levels of spending have been approved for many of the goods and services being purchased as part of the annual budget process, the numerous steps required to process and pay an invoice creates inefficiencies. As a result, the process requires substantially more time and resources than necessary and results in delaying payment to vendors since vouchers are only processed once per month.

The Finance Committee has authorized the County Clerk's office to process some payments that bypass the normal approval process. These include such things as court ordered payments, payments to vendors that provide discounts, payments to vendors to avoid late fees/interest charges, insurance payments to claims administrators, utility billings, etc. In these instances, the County Clerk's office provides a payment register to the Finance Committee on a monthly basis to show what has been paid under this policy.

Section 59.52(12)(a) states that "In counties with a population of 50,000 or more, the board may delegate its power in regard to current accounts, claims, demands or causes of action against the county to a standing committee if the amount does not exceed $10,000." However, Section 59.03 provides home rule authority to enact resolutions that modify organizational or administrative powers subject only to constitutional limits or legislative action. Under this basis, many counties have provided administrative authority to eliminate the need for the full county board or specific committees to review vouchers for approval prior to payment.

RECOMMENDATION 5.3-3a: The County should eliminate the requirement that the Finance Committee or other oversight bodies approve vouchers prior to payment. By the time a voucher is created, an item has likely been reviewed for budget availability with some items also requiring the issuance of purchase orders that are reviewed and approved by Administration, and finally by the County Clerk's office when processing accounts payable transactions. The requirement that committees review and approve prior to payment is an unnecessary step that creates unnecessary delays. The County Board should continue to retain a lower level of oversight of vouchers through the review of a summary report that provides information on the vendors paid, accounts charged, and amounts (See Recommendation 5.3-3c). With changes in organizational structure, including centralized accounting, creation of documented policies and procedures, and integration of controls into the accounting system, the level of oversight at the County Board level for daily transactions should be reduced. NON-FISCAL IMPACT: Allow the County Board to focus on higher level strategic issues.

RECOMMENDATION 5.3-3b: The County should update its policies regarding the dollar value threshold for vouchers not requiring pre-approval, by the Finance Committee and other committees currently performing these functions, prior to payment and allow invoices under that threshold amount to be paid on a more timely basis through the review and approval of appropriate administrative staff. The addition of policies and procedures will enhance control, and ensure that items appropriate for County Board review continue to be forwarded (such as procurement for contracts or capital outlay over a set dollar amount). Thus, the balance of internal control over daily transactions shifts to technical accounting staff, and control over higher level issues is maintained at the County Board level. NON-FISCAL IMPACTS: Increase the focus of the Finance Committee on larger dollar items that have more strategic impact.

RECOMMENDATION 5.3-3c: The Accounting Manager should develop a monthly report for distribution to oversight committees that summarizes key information on the invoices paid during the prior month to allow an opportunity for review and request clarification on items that do not exceed the threshold established as a result of the implementation of Recommendation 5.3-2a above. NON-FISCAL IMPACT: Maintain ability of elected officials to monitor department activities, with a focus on more global policy matters.

Finding 5.3-4: There are inconsistent standards and procedures relating to the imaging of accounts payable documentation for information processed by the County Clerk's office, Countryside Nursing Home, Highway Department, and Human Services Department. At the present time, all vouchers and supporting documentation for departments that have payments directly entered and processed by the County Clerk's office is scanned by staff centrally. Scanning is not being done at the outlying locations.

RECOMMENDATION 5.3-4a: The County should include funding in the 2008 budget to purchase scanners for the three departments that enter their own accounts payable source data so that vouchers and other supporting information necessary for payment of invoices can be electronically imaged and retrieved by central accounting staff. FISCAL IMPACT: $1,800 (3 desktop scanners at $600 each). **NON-FISCAL IMPACTS:**

- Increased productivity since documents can be distributed to multiple users in less time than it takes to photocopy them and send to the Courthouse or other requesters. Additionally, staff will be freed up from searching for misplaced or lost information since they are electronically stored and indexed.

- Reduced physical storage space since copies can simply be printed or emailed allowing file cabinets to be eliminated and providing room to grow.
- Flexible document security since access to sensitive information can be controlled, which also limits liability by helping you control access to sensitive data.
- Fast, complete, and secure backups, which will protect vital records against disaster.

RECOMMENDATION 5.3-4b: The County should develop a policy that clearly establishes the processes, timelines, and other expectations so departments effectively implement the imaging of accounting documents. NON-FISCAL IMPACTS: Clarity in expectations and responsibilities for managing the electronic imaging process.

Finding 5.3-5: There is a need for a more formalized communication system and training program to provide a forum for the County Clerk's office to educate individuals in all departments on accounting practices and procedures. Since staff in all departments is involved in providing data for accounts payable and payroll purposes (mostly manual), it is critical to have opportunities to educate them on necessary changes to, or reinforcement of processes and procedures to avoid common mistakes and enhance the quality of data submitted.

In recent years, accounting staff in the County Clerk's office have created "performance standards" that document key processes including voucher entry/check processing, payroll deduction processing, 1099 yearly processing, etc. In the case of the voucher entry/check processing standards, staff in the County Clerk's office has provided training to individuals at Countryside, Highway, and Human Services that are responsible for entering their own accounts payable transactions into the Oracle-JD Edwards system.

Additionally, training has been provided at a monthly department head meeting on how to utilize the recently created electronic payment voucher form. As opportunities increase for departments to directly access systems or interfaces that reduce the level of data entry by accounting staff, training needs will increase to ensure that consistent standards and policies are followed, and to make sure that there is understanding of appropriate internal controls.

As noted above, there is also an increased need to provide training to departments to be able to access account status and run reports as necessary. While some departments can access the system to check account status, there is some confusion as to how to interpret the data. If training were provided on how to run and interpret the reports, it could serve to limit the number of special requests for reports that the County Clerk's office has been willing to provide, but that take time to produce in addition to other duties.

RECOMMENDATION 5.3-5a: The Accounting Manager and appropriate staff in the County Clerk's office should develop a formal training program that is required for all new employees that will be responsible for accounting and payroll processing tasks in departments. The training should provide an overview of the County's accounting systems as well as on-line tools and templates (e.g., payment voucher form and purchasing requisition form) that will be most frequently utilized by the employees. In addition, detailed instruction on the key processes, procedures, and timelines for accounting and payroll functions should be outlined and shared. This training should be incorporated into the orientation process for new employees with primary or secondary responsibility for financial functions. It is also critical that this training be provided by accounting staff, rather than relying on operating department employees with responsibility for the function, since they may not be aware of all necessary practices. This training will be critical as the County investigates and develops data input procedures that rely on departments to enter more of the source information directly into templates that interface with the accounting system. NON-FISCAL IMPACT: Provide staff with an increased ability to be productive and avoid mistakes that require intervention or rework by accounts payable staff.

RECOMMENDATION 5.3-5b: The Accounting Manager should create a formal Oracle-JD Edwards user group that encourages two-way feedback, provides an opportunity to discuss issues of mutual concern, allows for training on how to address the most common errors tracked by accounting staff, seeks input on policy or procedural changes, and provides refreshers on existing processes and report generation. The user group should meet at least semi-annually or potentially more frequently if major system or process changes are being implemented. In the near term, this should be a smaller subset of power users in the departments that are responsible for data entry and management of their financial data (e.g., Countryside, Highway, and Human Services) and could then be expanded as other departments interact more directly with the accounting system. NON-FISCAL IMPACTS:

- Improve the opportunities to ensure that information is timely, accurate, and in compliance with policies and procedures.
- Improve the ability of the Accounting Manager and other accounting staff, and external department staff to engage each other in a formal setting to discuss potential improvements to processes or to discuss the feasibility or impacts or proposed changes.
- Provide a proactive setting that can lead to a greater ability to provide training that can reduce errors.

Finding 5.3-6: The respective roles between the MIS Department and the County Clerk's office with respect to the operation and administration of the County's IP telephony system, Centrex system, and cellular phones are unclear. While the County Clerk's office is responsible for billing to departments for both the Centrex and IP telephony system, there is additional support provided by the County Clerk's office relative to problem-solving for both systems, although a majority are related to the Centrex system. Much of the reason for creating the current roles was to add a level of control to limit the ability of departments to order their own phone lines. The County has seen a dramatic reduction in the number of Centrex lines over the last several years. Additionally, billing has become much more complex with the new phone system.

The County has assigned responsibility for the newly installed IP telephony system to the MIS Department, with the exception of billing, which is managed by the County Clerk's office. The overall management of all phones could benefit from more centralized control.

RECOMMENDATION 5.3-6a: The County should transfer all issues regarding the operation and support of all phone systems to the MIS Department. This should include ordering and setup of new lines, ordering and set-up of new phones, user training, and trouble-shooting. This will allow the staff in the County Clerk's office to focus strictly on accounting related functions which will be necessary as the potential transition occurs to a new organizational model discussed in Finding 5.1-1, as well as allowing staff to focus efforts on the strategic priorities directly impacting their operations. NON-FISCAL IMPACT: Single-point accountability and coordination of phone system support.

RECOMMENDATION 5.3-6b: Accounting staff in the County Clerk's office (or Finance Department upon implementation of Recommendations 5.1-1a and 5.1-1b) should continue to prepare the interdepartmental billings for the phone system. The MIS department and Lead Accounts Payable Clerk should jointly develop a form and/or notification process that must be completed each time a new phone line is added or removed. NON-FISCAL IMPACT: Facilitation of adequate information sharing for billing purposes.

Finding 5.3-7: There is a need to develop improved systems of communication between Human Resources and the County Clerk's office to ensure that appropriate information is coordinated for issues associated with employee benefit and leave issues that impact payroll processing so that errors are not made in the continuation of benefits, or relative to employee charges for benefits.

RECOMMENDATION 5.3-7a: The Human Resources Director and County Clerk's office payroll staff should identify all areas in which information generated in one department is used by the other (e.g., benefits changes, family and medical leave notifications, workers compensation claims) and identify those instances where information is received manually, entered more than once, is not shared as timely as it should be, or in which inaccuracy is common. The goal should be to ensure that internal controls and privacy is maintained, but also ensures that accurate data is provided without requiring unnecessary manual steps. The MIS Department should be consulted to ensure that each process is automated as appropriate. NON-FISCAL IMPACT: Improved lines of communication and more timely sharing of data.

5.4 County Treasurer

The County Treasurer is an elected position. Duties, responsibilities, and services provided by the County Treasurer are proscribed in Wisconsin Statutes chapters 59, 70 and 74. The primary functions of the County Treasurer include:

- Receive all monies from all sources belonging to the County and all other monies by statutes or County ordinances;
- Pay out all monies belonging to the County only on order of the County Board, signed by the County Clerk and countersigned by the County Chairperson;
- Maintain a true and correct amount of the receipt and expenditures of all monies;
- Deposit all money received from departments and all receipts collected by the County Treasurer;

- Oversee recording of real estate and personal property tax payments made to County Municipalities, prepares and reviews tax rolls, posts payments and prepares balance sheets for amounts due to tax levying jurisdictions; and
- Foreclose on tax delinquent property.

FIGURE 16 provides a summary of total revenues and expenditures for the County Treasurer for 2005 and 2006, with a comparison to 2007 budget. The 2007 budget includes approximately $550,000 in increased revenue from interest and dividends on investments. Wages and benefits for the County Treasurer represent approximately 71% of total expenditures.

FIGURE 16
Summary of County Treasurer Revenues & Expenditures
2005 and 2006 Actual, 2007 Budget

	2005 Actual	2006 Actual	2007 Budget
Revenues			
1401 County Treasurer[1*]	$1,619,992	$2,416,063	$1,858,300
1402 Tax Deed Expense	$59,120	$312	$25,250
1403 Sale of Maps & Plat Books	$6,369	$5,251	$6,000
Total Revenues	**$1,685,481**	**$2,421,626**	**$1,889,550**
Expenditures			
1401 County Treasurer			
Wages and Benefits	$144,422	$158,732	$161,649
Operating Expenses	21,355	51,748	33,644
Capital Outlay	0	0	0
Sub Total	$165,777	$210,480	$195,293
1402 Tax Deed Expense			
Wages and Benefits	$0	$0	$0
Operating Expenses	21,947	18,598	25,250
Capital Outlay	0	0	0
Sub Total	$21,947	$18,598	$25,250
1403 Sale of Maps & Plat Books			
Wages and Benefits	$0	$0	$0
Operating Expenses	8,100	2,700	7,000
Capital Outlay	0	0	0
Sub Total	$8,100	$2,700	$7,000
Total Expenditures	**$195,824**	**$231,778**	**$227,543**
Tax Levy	**($1,489,657)**	**($2,189,848)**	**($1,662,007)**
Tax Levy % of Expenditures	**n/a**	**n/a**	**n/a**

Notes:
[1] Includes various County-wide revenue sources such as interest on taxes, interest and dividends on investments.
*Annual fluctuations are due primarily to interest income differences.

County Treasurer's Office Findings, Recommendations and Observations

Finding 5.4-1: While most departments generally indicated that they consistently try to deposit funds received from operations on at least a weekly basis, there is no documented policy in place to require deposit of funds at this interval. This issue was noted in the most recent management letter from the County's external auditor, and language has been included in the revisions to the County's investment policy that is being considered by the Finance Committee.

RECOMMENDATION 5.4-1a: The County Treasurer should enhance the language in the revised investment policy related to requiring departments to "remit funds at least weekly" to include policies and procedures that discuss the flow of data, required forms, and internal control processes. The policies and procedures should further identify minimum dollar thresholds at which deposits would be required on a more frequent than weekly basis. NON-FISCAL IMPACT: Ensures clarity of policies and procedures and provides documentation for reference and knowledge transfer. Reduces risk of inaccurate accounting for cash received and potential loss of funds, and to the extent that deposits are material in value, cash flow and interest income may be improved. A moderate time investment by the County Treasurer is anticipated to develop the policies and procedures.

Finding 5.4-2: The County Treasurer does not have documented policies and procedures regarding cash controls (e.g., for cash drawers) and deposit intervals.

RECOMMENDATION 5.4-2a: The County Treasurer should develop, document, and communicate policies and procedures to ensure adequate cash controls and to define deposit requirements, including dollar thresholds at which County Treasurer deposits must be made. NON-FISCAL IMPACT: Ensures clarity of policies and procedures and provides documentation for reference and knowledge transfer. Also reduces the risk of loss. A moderate time investment by the County Treasurer is anticipated to develop the policies and procedures.

Finding 5.4-3: The County Treasurer's office can benefit from certain banking services, such as positive pay, and electronic imaging of checks. Although these services are not available though its current banking relationship, the County has not placed a high priority on solicited bids for banking services to see if other institutions can provide improved services with comparable fees.

RECOMMENDATION 5.4-3a: The County Treasurer should solicit bids for banking services, including such things as electronic imaging of checks, positive pay verification, and lock boxes to evaluate cost-effective alternatives for banking services and to assess the cost-benefit of new services not currently available to the County. The County Treasurer should also implement a practice of soliciting bids for banking services on a periodic basis (e.g., every five years), to ensure that it receives competitive pricing for banking services, as well as to ensure that the County receives the array of banking services necessary for the County Treasurer's office to operate efficiently and effectively. FISCAL IMPACT: Ensures competitive pricing for banking services. **NON-FISCAL IMPACT:** Provides opportunity to analyze the cost and benefit of services (e.g., to determine whether the efficiency gained by obtaining electronic checks will be greater or less than the cost of obtaining electronic checks as a banking service).

Finding 5.4-3: Procedurally, the County Treasurer's office may increase efficiency from a taxation system that seamlessly integrates real time data from municipalities with County data. The County's system does not currently provide this level of integration; rather, local municipality data are uploaded into the County's system using a CD, which requires a slight delay in the integration of local and county information.

CONCLUSION: It is anticipated that a large scale system enhancement or replacement would be required to achieve this level of integration. Further, it would be necessary to gain agreement from all municipalities to implement the integrated system. While real time integration of local and county data would be an improvement to the current system, the costs of obtaining this level of integration is expected to outweigh the benefits, due to the seasonality of the tax data process and manageability of the volume of data transferred. Comparatively, large Wisconsin counties including Dane County and Waukesha County do not currently have real time integration of local and county data for tax processing. Despite technological improvement opportunities, Jefferson County's current system for processing local taxes is at parity with the industry standard for Wisconsin counties in terms of integrating local and county data.

Finding 5.4-4: Search capabilities in the receipting system are limited, which results in cumbersome retrieval of financial receipt data.

CONCLUSION: The County Treasurer indicates that there is an infrequent need to research financial receipting, and difficulties only arise when a customer does not correctly recall the timeframe in which the transaction took place. Further analysis of this issue shows that the ability to search by customer name is available in the JD Edwards system using a "display spool file" feature, and selecting the "find option." The County Clerk's office is familiar with this feature, and it is anticipated that very brief training would be required for County Treasurer staff to ensure full use of the system's functionality to improve efficiency relative to receipt date retrieval.

APPENDIX 1

Draft Implementation Plan Framework

Jefferson County, Wisconsin
Administrative Services Operational Audit
Implementation Plan Framework
DRAFT

Report Recommendation Number	Report Page Number	Recommendation	Priority	Timeline short term (1-6 mos) medium term (6-12 mos) long term (12-24 mos)	Suggested Action Steps	Stakeholder Concurrence	Assigned to	Monitoring Responsibility
Countywide Strategic Issues								
4.1-1a	13	**Implement County-wide strategic planning process**	High	Short term	- Determine approach for strategic planning (e.g., internal or external) - Identify participating stakeholders/participants and assign roles and responsibilities - Seek guidance from peer counties as deemed appropriate - Develop strategies and action steps - Implement strategic plan - Measure progress/results		Board Chair	County Board
4.1-1b	13	**Review and realign County Board committee structure**	Medium	Long term	- Review current structure - Evaluate alternative structures - Determine and implement structure changes - Communicate changes to affected parties		Board Chair	County Board
4.1-2a	14	**Develop standard financial summary report format for quarterly presentation to the County Board**	Medium	Short term	- Determine content and format of the summary tool - Create the summary tool - Implement the format and distribute quarterly		Finance Manager	County Administrator
4.2-1a	17	**Develop framework and policy for performance management and measurement**	Medium	Medium term	- Create and adopt a policy to establish framework - Identify stakeholders to be involved in developing the framework - Develop and implement framework (4.2-1b, and 4.2-1c are sequential next steps)		County Administrator	Administrative & Rules Committee
4.2-1b	17	**Provide training to ensure thorough understanding of performance measurement**	Medium	Medium term	- Identify stakeholders to be trained - Develop a training plan - Schedule and deliver training		County Administrator	Administrative & Rules Committee
4.2-1c	17	**Develop meaningful performance metrics**	Medium	Medium term	- Evaluate measurement options that effectively gauge progress toward goals - Select measures to be implemented - Implement and communicate measures - Monitor results		Department Heads	County Administrator
4.2-1d	17	**Enhance budget process by aligning resource allocations with articulated strategy**	High	Medium term	- Develop document showing alignment of financial resources with articulated strategy - Incorporate performance measures - Develop training program and deliver training regarding budget process - Implement and distribute alignment document to policy makers		County Administrator	Finance Committee
4.2-2a	19	**Develop standard report format to summarize departmental progress toward goals and issues with policy implications**	Medium	Medium term	- Identify stakeholders to be involved in the development of a standard format - Determine and create the format - Implement and communicate the format - Monitor results		County Administrator	Administrative & Rules Committee
4.3-1a	20	**Establish and implement succession planning process**	High	Medium term	- Forecast vacancies - Project future needs - Align succession efforts with vision of future needs and strategic planning - Identify internal talent and talent needs, develop and retain talent - Develop recruitment and hiring strategy - Establish transition processes - Communicate efforts		County Administrator	County Board
4.3-2a	22	**Revise the approval process to fill vacancies for positions already approved in a department budget**	High	Short term	- Prepare and adopt resolution to eliminate requirement that governing body approves hires already approved in budget - Articulate new roles and responsibilities - Ensure that accountabilities for monitoring budget are included in performance management tool for each Department head - Communicate changes to appropriate parties		County Administrator	Human Resources Committee
4.3-3a	23	**Define critical work tasks and document policies and procedures for each department**	High	Medium term	- Communicate requirement regarding policies and procedures to department heads - Identify critical tasks - Document detailed policies and procedures - Distribute documentation as appropriate		Department Heads	County Administrator
4.3-3b	23	**Establish back up staff arrangements for key functions in all departments**	High	Short term	- Identify key functions in all departments - Determine staff back up arrangements - Implement and communicate staff back up arrangements		Department Heads	County Administrator
4.3-3c	23	**Implement cross-training plan for back up staff arrangements**	High	Short term	- Create training plan - Schedule and deliver training for staff with back -up assignments		Department Heads	County Administrator
4.4-1a	24	**Expand acceptance of credit card payments from customers**	Medium	Medium term	- Develop inventory of fees charged - Determine fees that can be paid by credit card - Evaluate services and vendors for credit card payment - Determine credit card implementation plan - Communicate options and requirements		Finance/Accounting Manager	County Administrator
4.4-1b	24	**Develop procedures to ensure that credit card transactions are accurately reconciled and posted**	Medium	Medium term	- Develop and document procedures for reconciling credit card transactions - Communicate and implement procedures		Finance/Accounting Manager County Treasurer	County Administrator
Administration								
5.1-1a	30	**Reassign responsibility for accounting and payroll functions to Administration**	High	Short term	- Identify and document functional responsibilities of staff - Identify and document reporting structure - Communicate modifications to affected parties - Transition per 5.1-1b		County Administrator	County Board

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Report Recommendation Number	Report Page Number	Recommendation	Priority	Timeline short term (1-6 mos) medium term (6-12 mos) long term (12-24 mos)	Suggested Action Steps	Stakeholder Concurrence	Assigned to	Monitoring Responsibility
5.1-1b	31	**Create a detailed transition plan relative to staff and space relative to transferring accounting and financial functions to the County Administrator's Office**	High	Medium term	- Develop reclassification and compensation adjustments - Assess staffing, including: - Identify dates for the phasing of staff reassignments between the County Clerk's office and Finance Department - Identify opportunities to transfer functions - Establish interdepartmental agreements regarding back-up staff arrangements - Analyze impact of the current cross-training of staff to ensure that support of the statutorily required activities will continue to be performed in the County Clerk's office and that the accounting and payroll workload can be handled by staff relocated to the Finance Department - Analyze need to provide staff training - Conduct space planning		County Administrator County Clerk	County Board
5.1-1c	32	**Implement communication framework for transitioning accounting and financial functions to the County Administrator's office**	High	Long term	- Schedule weekly meetings to develop action steps and discuss transition status - Jointly review budget instructions memo - Incorporate Accounting Manager in department budget meetings		County Administrator	Administrative & Rules Committee
5.1-2a	32	**Refine agenda for monthly department head meetings**	Low	Short term	- Refine agenda to include: - Discussion of operational directives - Review Board action items - Discuss special projects - Discuss administrative issues (e.g., budget development) - Provide management training (as necessary) - Open forum for department discussion of issues and events		County Administrator	Administrative & Rules Committee
5.1-2b	33	**Formalize tools to communicate new initiatives to department heads**	Medium	Short term	- Develop memoranda and other standardized tools - Determine schedule for using communication tools - Implement and distribute tools		County Administrator	Administrative & Rules Committee
5.1-2c	33	**Document and distribute minutes from department head meetings**	Low	Short term	- Assign responsibility for taking department head meeting minutes to the Administrative Secretary - Determine content, format and schedule for distributing minutes - Forward minutes to departments per plan		County Administrator	Administrative & Rules Committee
5.1-3a	34	**Create an annual calendar for scheduling department heads' performance evaluations**	Medium	Short term	- Identify anniversary dates of reviewees - Create review calendar with milestones for actions necessary before review is conducted - Notify reviewees of scheduled review dates - Conduct reviews per schedule		County Administrator	Administrative & Rules Committee
5.1-4a	34	**Streamline the addition of new vendors to accounts payables system**	Medium	Medium term	- Assign responsibility for creating new vendors to the lead accounts payable clerk - Document and communicate process modification to affected staff		Finance/Accounting Manager	County Administrator
5.1-4b	34	**Create standard on-line new vendor submission form**	Low	Medium term	- Identify content and format of new vendor submission form - Ensure on-line availability - Update policies and procedures to reflect process change - Notify affected staff of form/process change		Finance/Accounting Manager	County Administrator
5.1-4c	35	**Ensure supervisory approval of the addition of each new vendor to the accounts payable system**	High	Short term	- Modify process to ensure supervisory approval of the addition of new vendors - Identify staff with approval authority/back up arrangements - Document the process control in policies and procedures - Communicate process change to affected staff		Finance/Accounting Manager	County Administrator
Human Resources								
5.2-1a	38	**Increase human resources staff level to the average of peer counties**	High	Medium term	- Confirm functional requirements for position - Develop and document position description - Establish compensation range - Seek and obtain budget approval for position - Recruit and hire - Communicate staffing changes and assignments to affected parties		Human Resources Manager	Human Resources Committee
5.2-2a	40	**Enhance and implement Human Resource Department's recruitment summary tool**	Medium	Medium term	- Confirm tool enhancements - Make modifications to the recruitment summary tool - Document requirement to use the recruitment summary tool in department policies and procedures - Communicate process to affected staff - Implement consistent use of the tool		Human Resources Manager	Administrator
5.2-2b	41	**Ensure department approval of position advertising materials**	Medium	Medium term	- Introduce the recruitment summary tool to departments and communicate new process - Obtain department approval per implementation of the recruitment summary tool (5.2-2a)		Human Resources Manager	County Administrator
5.2-2c	41	**Track and trend effectiveness of recruitment advertising media**	Medium	Medium term	- Determine method of tracking and trending advertising information - Create the tool for tracking and trending and establish schedule for analysis - Document the process change in department policies and procedures - Communicate process change to affected staff, and train as necessary - Monitor results		Human Resources Manager	County Administrator
5.2-2d	41	**Standardize process and tool for screening application**	Medium	Medium term	- Confirm content and format to be used - Create standardized screening tool - Document the process change in department policies and procedures - Communicate process change to affected staff and train as necessary		Human Resources Manager	County Administrator

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Report Recommendation Number	Report Page Number	Recommendation	Priority	Timeline short term (1-6 mos) medium term (6-12 mos) long term (12-24 mos)	Suggested Action Steps	Stakeholder Concurrence	Assigned to	Monitoring Responsibility
5.2-2e	**42**	**Implement annual questionnaire regarding recruitment services**	Low	Long term	- Determine questions to be asked and format to be used for questionnaire - Create the questionnaire and determine schedule for distribution - Create an analysis plan for the information that will be received - Assign staff responsibility for administering the questionnaire and provide training as needed - Distribute and analyze the questionnaire per plan - Monitor results and use to inform continual improvement efforts		Human Resources Manager	County Administrator
5.2-3a	**43**	**Enhance employee understanding of reclassification purpose and process**	Medium	Short term	- Prepare a training program to enhance understanding (e.g., may be literature vs. in-person training) - Establish training schedule - Deliver training - Link reclassification process to performance evaluation process - Monitor results		Human Resources Manager	County Administrator
5.2-4a	**43**	**Consolidate finalization of bargaining agreement documents in County offices**	Low	Medium term	- Discuss proposed change with affected parties - Confirm and communicate changes to affected parties - Establish schedule for drafting and finalizing documents - Communicate document availability and schedule to affected parties		Human Resources Manager Corporation Counsel	County Administrator
5.2-5a	**44**	**Enhance training for use of the County's performance evaluation tools**	High	Medium term *after 5.2-7a*	- Prepare a training program to enhance understanding - Establish training schedule - Deliver training - Monitor results		Human Resources Manager	County Administrator
5.2-5b	**44**	**Ensure appropriate selection of evaluators who provide input using the County's 360-degree evaluation tool**	High	Medium term	- Establish a process to select appropriate reviewers - Incorporate questions on the evaluation tool that substantiate a close working relationship (e.g., frequency of professional contact) - Document policy change in HR policies and procedures - Communicate changes to affected parties and implement process changes		Human Resources Manager	County Administrator
5.2-6a	**45**	**Modify practice of withholding wage increases for exempt employees whose performance evaluations are incomplete**	High	Medium term	- Confirm policy and practice modification - Document the policy and process modification in HR policies and procedures - Communicate the policy and process change to county employees - Assign responsibility and develop tool for monitoring results		Human Resources Manager County Administrator	Human Resources Committee
5.2-7a	**45**	**Revise performance evaluation tool and ranking substantiation requirements on performance evaluation form**	High	Medium term	- Modify performance evaluation tool to require narrative substantiation of all rankings - Modify performance evaluation tool to target the areas evaluated on the primary expectations for specific positions - Link performance evaluation tool to the County strategic plan - Modify performance evaluation tool to ensure that goals are set and that outcomes are measurable		Human Resources Manager	Human Resources Committee
5.2-8a	**46**	**Cross-train professional human resources staff to review performance evaluation materials completed by departments**	High	Medium term *after 5.2-1a*	- Identify HR staff to be trained - Communicate assignment to the HR staff and train - Communicate point of contact information to the departments - Consistently review performance evaluations from departments		Human Resources Manger	County Administrator
5.2-9a	**47**	**Continue use of Kronos system for timekeeping initiated via time clock**	NA	NA	NA		NA	NA
5.2-9b	**48**	**Develop and implement an on-line timekeeping system for all employees (with exception of regular time recorded through a time clock) and ensure direct interface with JD Edwards payroll module**	High	Short term	- Identify and confirm specifications to be included in the system - Develop a project budget for the system development and training - Seek and obtain budget approval for the effort - Develop the system and test - Realign staff assignments based on elimination of manual processes - Provide training to affected employees		Human Resources Manager MIS	County Administrator
5.2-10a	**49**	**Use a single data source to align position control and budget projections for wages and benefits**	Medium	Medium term	- Determine the data source to be used for position control and budget development - Establish schedule for the availability of data needed to prepare budget - Document and communicate process change to affected parties		Human Resources Manager Finance/Accounting Manager	County Administrator
5.2-10b	**49**	**Implement review of wage and benefit spreadsheets as an internal control for accuracy prior to distributing budget materials**	Medium	Medium term	- Identify reviewers and assign responsibility - Implement review process		Human Resources Manager Finance/Accounting Manager	County Administrator
County Clerk								
5.3-1a	**51**	**Implement proactive review of revenue and expenditure reports with departments**	High	Short term	- Determine content and format of revenue and expenditure information to be reviewed - Prepare on-going schedule for review process - Assign responsibilities for preparing budget information - Communicate collaborative review process and schedule to departments - Conduct review meetings		Finance/Accounting Manager	County Administrator
5.3-1b	**51**	**Increase the ability of departments to access account information independently**	Medium	Medium term	- Determine best method for giving departments access to account information - Identify which employees need access - Grant access - Provide training to affected employees		Finance/Accounting Manager	County Administrator

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Report Recommendation Number	Report Page Number	Recommendation	Priority	Timeline short term (1-6 mos) medium term (6-12 mos) long term (12-24 mos)	Suggested Action Steps	Stakeholder Concurrence	Assigned to	Monitoring Responsibility
5.3-2a	**52**	**Investigate the potential for developing a direct voucher entry program that interfaced directly with JD Edwards accounts payable module**	Low	Medium term	- Define and confirm features that would be necessary to make the voucher entry enhancement beneficial - Assign responsibility for conducting research and development - Conduct a cost/benefit analysis - Seek and obtain budget authority for enhancement - Implement the system - Develop, document and communicate standardized policies and procedures for using the system - Provide training to affected staff		Finance/Accounting Manager MIS	County Administrator
5.3-3a	**54**	**Eliminate government body/committee review of vouchers prior to payment**	Medium	Short term *after 5.3-3b & c*	- Confirm process change with affected parties - Establish, document and communicate changes to policies and procedures regarding review and payment of vouchers		Finance Committee	County Board
5.3-3b	**54**	**Update policy regarding dollar threshold at which pre-approval of a voucher is required**	Medium	Short term	- Establish threshold at which pre-approval of vouchers is required based on risk assessment by Board, comparative analysis, and operational efficiency - Document and communicate the updated policy to affected staff		Finance Committee	County Board
5.3-3c	**54**	**Develop a summary of invoices paid for monthly distribution to oversight committees**	Medium	Short term	- Determine the content and format of information for the invoice summary - Prepare the invoice summary tool - Establish distribution schedule for the invoice summary tool - Implement consistent use of the tool		Finance/Accounting Manager	Finance Committee
5.3-4a	**54**	**Acquire scanners and image vouchers and supporting documentation in departments that directly enter accounts payable source data**	Medium	Short term *after 5.3-4b*	- Research/confirm cost for equipment - Seek and obtain budget authority for scanners		Finance/Accounting Manager MIS	County Administrator
5.3-4b	**55**	**Develop policy to ensure scanning of accounting documents**	Medium	Medium term	- Identify documents/types of information to be imaged - Establish and document policy and process for imaging - Communicate requirement/process for imaging to departments		Finance/Accounting Manager	County Administrator
5.3-5a	**56**	**Develop formal training program for staff with accounting and payroll responsibilities**	Medium	Medium term	- Identify content areas for training and develop training methodology and materials (e.g., reference guide for use following formal training) - Identify staff to be trained - Prepare training schedule and notify trainees - Deliver training		Finance/Accounting Manager	County Administrator
5.3-5b	**56**	**Establish a user group for Oracle-JD Edwards**	Medium	Medium term	- Assign responsibility for coordinating the user group - Identify potential user group participants - Create a methodology to determine topics to be discussed at user group meetings - Schedule user group meetings and notify participants - Conduct user group meetings		Finance/Accounting Manager	County Administrator
5.3-6a	**57**	**Transfer telephone system coordination and support to MIS Department**	Medium	Short term	- Inventory and document the responsibilities of telephone system coordination - Notify affected parties - Transfer files, documents, etc.		County Clerk MIS	County Administrator
5.3-6b	**57**	**Continue interdepartmental billing preparation for the telephone system in the County Clerk's office**	NA	NA	NA		NA	NA
5.3-7a	**57**	**Identify all information shared between the Human Resources Department and County Clerk's office and takes steps to ensure that efforts are not duplicated, accuracy is achieved, internal controls are in place and that privacy is maintained**	Medium	Medium term	- Inventory information shared between the departments - Identify and document process and information owners in each department - Assess where accuracy and internal control may be compromised or efforts duplicated - Streamline processes/process ownership based on assessment - Realign staff responsibilities based on streamlining efforts - Document and communicate policy and procedure changes		Human Resources Manager County Clerk Finance/Accounting Manager	County Administrator
County Treasurer								
5.4-1a	**59**	**Implement deposit policies and procedures for departments**	Medium	Medium term	- Establish deposit policies and procedures regarding deposit requirements, including dollar threshold - Document policies and procedures regarding deposit requirements - Communicate deposit requirements and thresholds to departments		County Treasurer	Finance Committee
5.4-2a	**59**	**Implement policies and procedures to ensure cash control and define deposit requirements**	Medium	Medium term	- Establish deposit policies and procedures regarding deposit requirements, including dollar threshold - Document policies and procedures regarding deposit requirements - Communicate deposit requirements and thresholds to affected staff		County Treasurer	Finance Committee
5.4-3a	**59**	**Seek bids for banking services**	Medium	Short term	- Prepare RFP - Evaluate alternatives/do cost benefit analysis - Implement decision		County Treasurer	Finance Committee

APPENDIX 2

Summary of Benchmarking Responses

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	County R
	Jefferson County
Human Resources	
Is your HR function centralized or decentralized by department?	Centralized
# of HR FTE ("central office") or centralized	3
# FTE dedicated to HR functions within departments	0.2 - 0.5
What, if any, HR IT system is utilized?	JDE
Are job reclassification requests accepted and reviewed once per year or throughout the year?	Once per year
Payroll	
Are Payroll staff located in HR? Finance? Both? Other?	Clerk (timekeeping in HR and departments)
Is your Payroll function centralized or decentralized by department?	Centralized (timekeeping in departments and HR)
# of Payroll FTE ("central office") or centralized	1.25
# FTE dedicated to payroll functions in departments	0
What, if any, Payroll IT system is utilized?	JDE
Is Time Recording performed as part of the Payroll function or is it decentralized by department?	
# of Time Recording FTE ("central office") or centralized	
# FTE dedicated to Time Recording functions in departments	
What, if any, Time Recording IT system is utilized?	Kronos for regular time on timeclock and manual
Is time recorded online or manually?	Manual
Are exempt employees required to complete time cards?	Yes
If yes, what is recorded (i.e., time in time out, total hours, or exceptions only)?	Time in and out and total hours
Clerk	
# of Clerk's Office FTE	2.75
What role does the Clerk's office play in overall county reception?	Counter staff provide reception for customers
Is there a shared staffing between the Clerk and other offices?	No
Finance	
Is your Finance function centralized or decentralized by department?	Decentralized
# of Finance FTE ("central office") or centralized	1.75
# FTE dedicated to Finance/Accounting functions within departments	7.5
Do departments enter AP data directly or is this centralized?	Centralized
Do departments enter AR data directly or is this centralized?	Centralized

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	County R
	Jefferson County
What, if any, Accounting/Financial IT System is utilized?	JDE
Does the County utilize/require Purchase Orders?	Yes
If yes, what is the dollar threshold for requiring the use of a Purchase Order?	$1,000
At what dollar threshold does the County require Board approval for a purchase?	$25,000
What type of financial reporting does the Board receive and in what time intervals?	Annual audited financial report, annual budget, department annual report
Administration	
# of Administration FTE ("central office")	3
Please provide Position Titles (and job descriptions, if you feel necessary) for your Administrative Staff	County Administrator Administrative Secretary Management Analyst
County Treasurer	
# of County Treasurer FTE	2.5
What, if any, IT System is used for processing tax bills and collecting payments?	Marathon County - modified for Jefferson County
General	
Does the County accept credit card payments?	Clerk of Courts accepts credit card payments
If the county does accept credit card payments, how are fees managed (e.g., are they passed on to the customer?)	Fees incurred by customer and adminstered by third party

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	Response
	Dodge
Human Resources	
Is your HR function centralized or decentralized by department?	Centralized
# of HR FTE ("central office") or centralized	5
# FTE dedicated to HR functions within departments	2 (Nursing Home)
What, if any, HR IT system is utilized?	Oracle-J D Edwards A73
Are job reclassification requests accepted and reviewed once per year or throughout the year?	Union-negotiated. Non-union-Upon qualifications approved by HR Committee
Payroll	
Are Payroll staff located in HR? Finance? Both? Other?	Health Facility and Highway have payroll staff Finance responsible for payroll for other departments
Is your Payroll function centralized or decentralized by department?	Health Facility and Highway have payroll function Payroll function is centralized for other departments Benefit reporting and payment is centralized
# of Payroll FTE ("central office") or centralized	2
# FTE dedicated to payroll functions in departments	Health Facility-1.5 & Highway .5
What, if any, Payroll IT system is utilized?	Oracle-J D Edwards A73
Is Time Recording performed as part of the Payroll function or is it decentralized by department?	Central-EE timesheets Health Fac-Kronos Highway-timesheet and time dispatch
# of Time Recording FTE ("central office") or centralized	0
# FTE dedicated to Time Recording functions in departments	0
What, if any, Time Recording IT system is utilized?	Health Facilitiy-Kronos
Is time recorded online or manually?	Card in and out and interfaced to JDE
Are exempt employees required to complete time cards?	Yes, except elected (bi-weekly)
If yes, what is recorded (i.e., time in time out, total hours, or exceptions only)?	Time by pay type (e.g. comp. time accrual)
Clerk	
# of Clerk's Office FTE	2.5, including clerk
What role does the Clerk's office play in overall county reception?	County board, marriage/conservation lic., pub.rec.custodian, telephone reception, information
Is there a shared staffing between the Clerk and other offices?	No
Finance	
Is your Finance function centralized or decentralized by department?	All Other-Centralized, Health Facility, Highway, Human Services and Health have financial functions Financial functions are centralized for all other departments
# of Finance FTE ("central office") or centralized	4
# FTE dedicated to Finance/Accounting functions within departments	Health Facility-1.25 & Highway 1.5
Do departments enter AP data directly or is this centralized?	Health Facility and Highway enter directly Entry is centralized for all other departments
Do departments enter AR data directly or is this centralized?	Health Facility, Highway and Sheriff enter directly Entry centralized for all other departments

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	Response
	Dodge
What, if any, Accounting/Financial IT System is utilized?	Health Facilty-Keane Highway-JDE Sheriff-Tiburon All other departments - JDE
Does the County utilize/require Purchase Orders?	Yes, for qualified situations (equipment and non-emergency supplies)
If yes, what is the dollar threshold for requiring the use of a Purchase Order?	None specified
At what dollar threshold does the County require Board approval for a purchase?	IT, Health Facility-$30K Highway-$30K (Veh.& Equip.) Contracted Serv-$0 All other departments $15K
What type of financial reporting does the Board receive and in what time intervals?	Annual audited financial report, annual budget, department annual report
Administration	
# of Administration FTE ("central office")	2
Please provide Position Titles (and job descriptions, if you feel necessary) for your Administrative Staff	Administrative Secretary/Administrative Coordinator (Subject to Bd.Chr.-Budget Proposer)
County Treasurer	
# of County Treasurer FTE	4.5
What, if any, IT System is used for processing tax bills and collecting payments?	Marathon County-Modified for Dodge County
General	
Does the County accept credit card payments?	Clerk of Courts and Treasurer accept credit card payments
If the county does accept credit card payments, how are fees managed (e.g., are they passed on to the customer?)	Customer incurs fees

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	County F
	Ozaukee
Human Resources	
Is your HR function centralized or decentralized by department?	Centralized
# of HR FTE ("central office") or centralized	3.1
# FTE dedicated to HR functions within departments	0
What, if any, HR IT system is utilized?	Great Plains Dynamics
Are job reclassification requests accepted and reviewed once per year or throughout the year?	Throughout
Payroll	
Are Payroll staff located in HR? Finance? Both? Other?	Finance
Is your Payroll function centralized or decentralized by department?	mostly centralized, Highway enters into a Project Accounting module
# of Payroll FTE ("central office") or centralized	1
# FTE dedicated to payroll functions in departments	1
What, if any, Payroll IT system is utilized?	Great Plains Dynamics
Is Time Recording performed as part of the Payroll function or is it decentralized by department?	Decentralized
# of Time Recording FTE ("central office") or centralized	0
# FTE dedicated to Time Recording functions in departments	All employees fill out time card and supervisor reviews and approves, posted in Finance
What, if any, Time Recording IT system is utilized?	None
Is time recorded online or manually?	Manually
Are exempt employees required to complete time cards?	Not required for exempt supervisors, but most do anyway
If yes, what is recorded (i.e., time in time out, total hours, or exceptions only)?	Total hours and exceptions
Clerk	
# of Clerk's Office FTE	3.5
What role does the Clerk's office play in overall county reception?	Information
Is there a shared staffing between the Clerk and other offices?	No
Finance	
Is your Finance function centralized or decentralized by department?	Decentralized
# of Finance FTE ("central office") or centralized	7 (including the 1 Payroll FTE)
# FTE dedicated to Finance/Accounting functions within departments	10.5
Do departments enter AP data directly or is this centralized?	Mostly centralized, Highway enters into a Project Accounting module
Do departments enter AR data directly or is this centralized?	Directly enterd but posted by Finance

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	County F
	Ozaukee
What, if any, Accounting/Financial IT System is utilized?	Great Plains Dynamics
Does the County utilize/require Purchase Orders?	Yes
If yes, what is the dollar threshold for requiring the use of a Purchase Order?	$100.00
At what dollar threshold does the County require Board approval for a purchase?	None, as long as it is appropriated in the budget
What type of financial reporting does the Board receive and in what time intervals?	Monthly financial statements per department and in summary, all departments required to issue statements in same format to facilitate Board comprehension
Administration	
# of Administration FTE ("central office")	3.5
Please provide Position Titles (and job descriptions, if you feel necessary) for your Administrative Staff	County Administrator, Assistant County Administrator, Financial Systems Analyst
County Treasurer	
# of County Treasurer FTE	4.25
What, if any, IT System is used for processing tax bills and collecting payments?	J.Maul for payments and in-house developed for tax bills, currently looking into new system
General	
Does the County accept credit card payments?	Accepted by Reg of Deeds and Property Tax (online only), Golf Courses (in clubhouse)
If the county does accept credit card payments, how are fees managed (e.g., are they passed on to the customer?)	Customer incurs fees

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	Response
	St. Croix
Human Resources	
Is your HR function centralized or decentralized by department?	Centralized
# of HR FTE ("central office") or centralized	4
# FTE dedicated to HR functions within departments	0
What, if any, HR IT system is utilized?	part of finacial - IDI SAGE - designed for schools
Are job reclassification requests accepted and reviewed once per year or throughout the year?	supposed to be once a year
Payroll	
Are Payroll staff located in HR? Finance? Both? Other?	Finance
Is your Payroll function centralized or decentralized by department?	Centralized Payroll processing
# of Payroll FTE ("central office") or centralized	2
# FTE dedicated to payroll functions in departments	3
What, if any, Payroll IT system is utilized?	part of finacial - IDI SAGE - designed for schools
Is Time Recording performed as part of the Payroll function or is it decentralized by department?	decentralized
# of Time Recording FTE ("central office") or centralized	2
# FTE dedicated to Time Recording functions in departments	??
What, if any, Time Recording IT system is utilized?	Hwy uses CHEMS, Nursing Home uses KRONOS, General County Depts use Workforce and some departments are manual timesheets
Is time recorded online or manually?	Depends on department
Are exempt employees required to complete time cards?	If on Workforce they must submit timesheets
If yes, what is recorded (i.e., time in time out, total hours, or exceptions only)?	Total hours are programmed, they just need to record PTO, holiday
Clerk	
# of Clerk's Office FTE	4
What role does the Clerk's office play in overall county reception?	Handles elections, passports, licenses, and main Cty phone number
Is there a shared staffing between the Clerk and other offices?	No
Finance	
Is your Finance function centralized or decentralized by department?	decentralized
# of Finance FTE ("central office") or centralized	5 (including 1 purchasing and the 2 Payroll FTE)
# FTE dedicated to Finance/Accounting functions within departments	15
Do departments enter AP data directly or is this centralized?	Entered by 3 people - HHS/NH, Hwy, Gen'l Cty.
Do departments enter AR data directly or is this centralized?	Decentralized

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	Response
	St. Croix
What, if any, Accounting/Financial IT System is utilized?	SAGE from IDI
Does the County utilize/require Purchase Orders?	No
If yes, what is the dollar threshold for requiring the use of a Purchase Order?	N/A
At what dollar threshold does the County require Board approval for a purchase?	N/A
What type of financial reporting does the Board receive and in what time intervals?	Monthly summary report of expense/revenues on General fund - provided to Finance Committee & Board
Administration	
# of Administration FTE ("central office")	2
Please provide Position Titles (and job descriptions, if you feel necessary) for your Administrative Staff	Administrative Coordinator & Risk Manager
County Treasurer	
# of County Treasurer FTE	2.75
What, if any, IT System is used for processing tax bills and collecting payments?	GCS
General	
Does the County accept credit card payments?	Treasurer's office only accepts on-line Clerk of Court, Sheriff, and Health & Human Services accept on-site and absorb the fees Parks accepts on-site or over the phone and they increased their fees by $1 Jail uses a different company which charges a fee to the card holder (quite high fee)
If the county does accept credit card payments, how are fees managed (e.g., are they passed on to the customer?)	On-line passed through to customer, some depts absorb & some departments raised their fees $1.

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	County Response
	Sauk
Human Resources	
Is your HR function centralized or decentralized by department?	Centralized
# of HR FTE ("central office") or centralized	4
# FTE dedicated to HR functions within departments	0.9 (Healthcare Center)
What, if any, HR IT system is utilized?	Part of County's central financial system, MUNIS
Are job reclassification requests accepted and reviewed once per year or throughout the year?	Generally once a year, but there is ability outside that time if extraordinary circumstance
Payroll	
Are Payroll staff located in HR? Finance? Both? Other?	Finance
Is your Payroll function centralized or decentralized by department?	Centralized
# of Payroll FTE ("central office") or centralized	2, but they also do AP and journal entries
# FTE dedicated to payroll functions in departments	0
What, if any, Payroll IT system is utilized?	Part of County's central financial system, MUNIS
Is Time Recording performed as part of the Payroll function or is it decentralized by department?	Decentralized by department
# of Time Recording FTE ("central office") or centralized	0
# FTE dedicated to Time Recording functions in departments	Unknown, but none are "dedicated" to time recording
What, if any, Time Recording IT system is utilized?	Kronos for the nursing home
Is time recorded online or manually?	Original time collection varies by dept, but is often manual. All departments must record 2-week totals in MUNIS directly
Are exempt employees required to complete time cards?	Yes
If yes, what is recorded (i.e., time in time out, total hours, or exceptions only)?	Total hours, in full day increments
Clerk	
# of Clerk's Office FTE	4
What role does the Clerk's office play in overall county reception?	None
Is there a shared staffing between the Clerk and other offices?	No
Finance	
Is your Finance function centralized or decentralized by department?	Decentralized
# of Finance FTE ("central office") or centralized	2.5, plus the 2 payroll/AP above, so 4.5 all together
# FTE dedicated to Finance/Accounting functions within departments	Business managers exist in Hwy, Human Services, Health Care Center and Sheriff. They have numerous staff doing only accounting/AP/AR
Do departments enter AP data directly or is this centralized?	Depts enter AP directly
Do departments enter AR data directly or is this centralized?	Depts enter AR directly

Jefferson County Wisconsin
Administrative Services Operational Audit
Summary of County Responses to Comparative Benchmarking Questionnaire

County Benchmarking Questionnaire	County Response
	Sauk
What, if any, Accounting/Financial IT System is utilized?	MUNIS centrally Hwy-CHEMS HS-CMHC HCC-Melyx
Does the County utilize/require Purchase Orders?	Not required. Ability exists if needed.
If yes, what is the dollar threshold for requiring the use of a Purchase Order?	N/A
At what dollar threshold does the County require Board approval for a purchase?	$10,000 per Wis Stats 59.52(12)(a). By annual resolution adopted by the County Board, Hwy's level is $30,000 by 83.015(2)(a)
What type of financial reporting does the Board receive and in what time intervals?	Quarterly financial reports of each department's budgeted versus revenues and expenses
Administration	
# of Administration FTE ("central office")	1.5
Please provide Position Titles (and job descriptions, if you feel necessary) for your Administrative Staff	1 Administrative Coordinator (see http://www.co.sauk.wi.us/data/ordinances/ch35.htm for AC details). 0.5 Management Analyst who does general project analysis (1 FTE with the other half allocated to Accounting).
County Treasurer	
# of County Treasurer FTE	6
What, if any, IT System is used for processing tax bills and collecting payments?	MUNIS used for general receipting, but a homegrown system is used for property tax processing.
General	
Does the County accept credit card payments?	Credit card payments accepted by Jail (Pay TRUST Solutions), Clerk of Courts (Pay TRUST Solutions), Treasurer (Official Payments) and Planning & Zoning (Pay TRUST Solutions)
If the county does accept credit card payments, how are fees managed (e.g., are they passed on to the customer?)	The fee is passed on to the customer

Jefferson County, Wisconsin

Administrative Services Operational Audit

EXECUTIVE SUMMARY

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October 1, 2007

Virchow Krause & company

TRANSMITTAL LETTER

October 1, 2007

Mr. Gary R. Petre
Jefferson County Administrator
Jefferson County Courthouse
320 South Main Street, Room 111
Jefferson, Wisconsin 53549

Dear Mr. Petre:

Virchow, Krause & Company, LLP is pleased to submit its final report containing the findings and recommendations regarding operations within Jefferson County's administrative services departments. We are confident, that should the County choose to implement these recommendations that it will directly benefit from enhancements to the internal support provided to other County departments.

This report is the culmination of on-site interviews with County officials and staff as well as an extensive review of information related to the management and operations of the four departments included in this operational audit. We appreciate and would like to thank the many individuals who contributed to this review by participating in interviews, responding to requests for information, providing timely responses to follow-up questions, and discussing feedback on the preliminary issues and draft reports.

We look forward to presenting our report to the County Board on October 9.

Sincerely,

VIRCHOW, KRAUSE & COMPANY, LLP

Michael Ley

Michael Ley, CMC, Partner
Public Sector Consulting Group

ML/ral

Enclosure

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Appendix 1: Draft Implementation Plan Framework

Administrative Audit Work Group Members

Sharon Schmeling, Jefferson County Board Chair
Steven Nass, Jefferson County Vice Chairperson
Ron Buchanan, Jefferson County Supervisor and Finance Committee Chair
Keith Swartz, Waukesha County Budget Manager

1. EXECUTIVE SUMMARY

The Jefferson County Board of Supervisors retained Virchow, Krause & Company, LLP to conduct an administrative services operational audit, with the goal of ensuring that departments with administrative responsibilities are employing the best organizational structures, operational processes and automated tools and supports for delivering internal County support services efficiently and effectively. The scope of this review includes the following offices:

- County Administrator
- County Clerk
- County Treasurer
- Human Resources

An Administrative Work Group was appointed by the Jefferson County Board Chair to oversee audit efforts and to ensure that specific audit objectives were met. The objectives of this project include:

- Completion of an in-depth organizational analysis of the effectiveness of the existing structure relative to the County's administrative services departments,
- Evaluation of the staffing structure and levels in the administrative services departments for appropriateness, effectiveness, and operational efficiency, and
- Assessment of service delivery processes to identify opportunities for improving efficiency and effectiveness, as well as opportunities to enhance the organizational climate with empowerment, accountability, and service alignment with strategic priorities.

This audit has been conducted with the philosophy that continuous improvement efforts help an organization to consistently perform well and provide high value services. As such, the findings and recommendations presented in this report are not evaluations of individual employees, departments, nor the County overall. Rather, this report supports the County's desire to plan astutely for the future by identifying improvement opportunities that will assist the County in "going to the next level" of continuous improvement. The County is commended for its stewardship and for seeking objective analysis and recommendations regarding organization and operations of its administrative departments. As the result of its focus on areas in need of improvement, the report does not focus on the many things that are working well, have been recently changed, or have been previously discussed but not implemented.

The project team worked with County stakeholders to carry out this project, including close collaboration with administrative services departments. Managers and staff in administrative services offices provided insights that have benefited the analysis and strengthened the recommendations made by the project team. During our evaluation, it was indicated that a number of the findings, or variations thereof, presented in this report have been discussed previously within these offices, or within the County more widely. This report serves as an independent confirmation for some of these ideas, but not all, and should provide the County Board with objective guidance intended to improve Jefferson County's administrative services.

A total of 58 recommendations have been developed as a result of this audit. These recommendations are summarized in **FIGURE 1**, and detailed recommendations can be found in the body of the main report. Highlights of key recommendations include:

EXECUTIVE SUMMARY

- Implementing a County-wide strategic planning process to guide future policy direction and resource allocation decisions.
- Increasing the visibility and requirements related to performance management, both in terms of operational driven performance measures and individual employee evaluations.
- Creating a succession planning process to guard against risk associated with vacancies in key management positions.
- Realigning accounting and financial functions under the direction of the County Administrator to establish clearer lines of authority and accountability.
- Enhancing the budget development and monitoring processes to provide County Board Supervisors and the public with information that aligns resource allocations at the program level, within articulated County-wide strategic priorities.
- Streamlining and automating employee time-keeping processes.
- Reorganizing responsibilities of human resources staff and increasing the level of professional staff within the Human Resources Department.

Overall, recommendations are designed to ensure that:

- Administrative services are provided using a strategic approach,
- Governance and day to day management decisions is data-driven,
- Processes are efficient,
- Automation is maximized,
- Organizational and staffing structures are effective and sustainable, and
- Future cost avoidance is realized as the County grows.

FIGURE 1
Summary of Final Recommendations

Report Reference		Recommendation
Number	**Page**	
		Countywide-Strategic Issues
4.1-1a	13	Implement County-wide strategic planning process
4.1-1b	13	Review and realign County Board committee structure
4.1-2a	14	Develop standard financial summary report format for quarterly presentation to the County Board
4.2-1a	17	Develop framework and policy for performance management and measurement
4.2-1b	17	Provide training to ensure thorough understanding of performance measurement
4.2-1c	17	Develop meaningful performance metrics
4.2-1d	17	Enhance budget process by aligning resource allocations with articulated strategy at the program level
4.2-2a	19	Develop standard report format (annual and periodic) to summarize departmental progress toward goals and articulate issues with policy implications
4.3-1a	20	Establish and implement a succession planning process
4.3-2a	22	Revise the County Board approval process to fill vacancies for positions already approved in a department budget

EXECUTIVE SUMMARY

Report Reference		Recommendation
Number	**Page**	
4.3-3a	23	Define critical work tasks and document policies and procedures for each department
4.3-3b	23	Establish back up staff arrangements for key functions in all departments
4.3-3c	23	Implement cross-training plan for back up staff arrangements
4.4-1a	24	Expand acceptance of credit card payments from customers
4.4-1b	24	Develop procedures to ensure that credit card transactions are accurately reconciled and posted
Department Assessments		
Administration		
5.1-1a	30	Reassign responsibility for accounting and financial functions to Administration
5.1-1b	31	Create a detailed transition plan relative to staff and space modifications necessary to transfer accounting and financial functions to the County Administrator's Office
5.1-1c	32	Implement communication framework for transitioning accounting and financial functions to the County Administrator's office
5.1-2a	32	Refine agenda for monthly department head meetings
5.1-2b	33	Formalize tools to communicate new initiatives to department heads
5.1-2c	33	Document and distribute minutes from department head meetings
5.1-3a	34	Create an annual calendar for scheduling department heads' performance evaluations
5.1-4a	34	Streamline the addition of new vendors to accounts payables system
5.1-4b	34	Create standard on-line new vendor submission form
5.1-4c	35	Ensure supervisory approval of the addition of each new vendor to the accounts payable system
Human Resources		
5.2-1a	38	Increase human resources staff level to the average of peer counties
5.2-2a	40	Enhance and implement Human Resource Department's recruitment summary tool
5.2-2b	41	Ensure department approval of position advertising materials
5.2-2c	41	Track and trend effectiveness of recruitment advertising media
5.2-2d	41	Standardize process and tool for screening County employee applications
5.2-2e	42	Implement annual questionnaire regarding recruitment services
5.2-3a	43	Enhance employee understanding of position reclassification purpose and process
5.2-4a	43	Consolidate finalization of bargaining agreement documents in County offices
5.2-5a	44	Enhance training for use of the County's performance evaluation tools
5.2-5b	44	Ensure appropriate selection of evaluators who provide input using the County's 360-degree evaluation tool
5.2-6a	45	Modify practice of withholding wage increases for exempt employees whose performance evaluations are incomplete
5.2-7a	45	Revise ranking substantiation requirements on performance evaluation form
5.2-8a	46	Cross-train professional Human Resources staff to review performance evaluation materials completed by departments
5.2-9a	47	Continue use of Kronos system for timekeeping initiated via time clock
5.2-9b	48	Develop and implement an on-line timekeeping system for all employees (with exception of regular time recorded through a time clock) and ensure direct interface with JD Edwards payroll module

EXECUTIVE SUMMARY

Report Reference		Recommendation
Number	**Page**	
5.2-10a	49	Use a single data source to align position control and budget projections for wages and benefits
5.2-10b	49	Implement review of wage and benefit spreadsheets as an internal control for accuracy prior to distributing budget materials
County Clerk		
5.3-1a	51	Implement proactive review of revenue and expenditure reports with departments
5.3-1b	51	Increase the ability of departments to access account information independently
5.3-2a	52	Investigate the potential for developing a direct voucher entry program that interfaces directly with JD Edwards accounts payable module
5.3-3a	54	Eliminate government body/committee review of vouchers prior to payment
5.3-3b	54	Update policy regarding dollar threshold at which pre-approval of a voucher is required
5.3-3c	54	Develop a summary report of invoices paid for monthly distribution to oversight committees
5.3-4a	54	Acquire scanners and image vouchers and supporting documentation in departments that directly enter accounts payable source data
5.3-4b	55	Develop policy to ensure scanning of accounting documents
5.3-5a	56	Develop formal training program for staff with accounting and payroll responsibilities
5.3-5b	56	Establish a user group for Oracle-JD Edwards
5.3-6a	57	Transfer telephone system coordination and support to MIS Department
5.3-6b	57	Continue interdepartmental billing preparation for the telephone system in the County Clerk's office (or Finance Department upon implementation of Recommendations 5.1-1a and 5.1-1b)
5.3-7a	57	Identify all information shared between the Human Resources Department and County Clerk's office and take steps to ensure that efforts are not duplicated, accuracy is achieved, internal controls are in place, and that privacy is maintained
County Treasurer		
5.4-1a	59	Implement enhanced deposit policies and procedures for departments
5.4-2a	59	Implement policies and procedures to ensure cash control and define deposit requirements
5.4-3a	59	Seek bids for banking services

EXECUTIVE SUMMARY

These recommendations are based on objective analysis using a variety of inputs. The decision to implement several of the recommendations included in this report rests with the Jefferson County Board of Supervisors, while others are more administrative in nature and can be addressed by staff. Regardless of the responsible party, an implementation schedule, which summarizes the audit recommendations and provides implementation priority rankings, is included as an attachment to this report (**APPENDIX 1**). The implementation schedule is intended to be used as a working document, and it is expected that priorities and timeframes for completion may be modified slightly as the County plans and begins implementation efforts. A key feature of the implementation schedule is an opportunity for internal stakeholder input – in other words, those who play a significant role relative to an audit recommendation have the opportunity to participate in identifying the action steps necessary to implement the recommendation. In addition, the County should ensure it develops a framework to track the status of recommendation implementation including establishment of a calendar for reporting to the County Board.

Thoughtful preparation for the future and intentional implementation of key recommendations will assist the County to deliver quality administrative services in an efficient and effective manner. The report that follows provides a framework to guide the County's continuous improvement efforts.

APPENDIX 1

Draft Implementation Plan Framework

Jefferson County, Wisconsin
Administrative Services Operational Audit
Implementation Plan Framework
DRAFT

Report Recommendation Number	Report Page Number	Recommendation	Priority	Timeline short term (1-6 mos) medium term (6-12 mos) long term (12-24 mos)	Suggested Action Steps	Stakeholder Concurrence	Assigned to	Monitoring Responsibility
Countywide Strategic Issues								
4.1-1a	**13**	**Implement County-wide strategic planning process**	High	Short term	- Determine approach for strategic planning (e.g., internal or external) - Identify participating stakeholders/participants and assign roles and responsibilities - Seek guidance from peer counties as deemed appropriate - Develop strategies and action steps - Implement strategic plan - Measure progress/results		Board Chair	County Board
4.1-1b	**13**	**Review and realign County Board committee structure**	Medium	Long term	- Review current structure - Evaluate alternative structures - Determine and implement structure changes - Communicate changes to affected parties		Board Chair	County Board
4.1-2a	**14**	**Develop standard financial summary report format for quarterly presentation to the County Board**	Medium	Short term	- Determine content and format of the summary tool - Create the summary tool - Implement the format and distribute quarterly		Finance Manager	County Administrator
4.2-1a	**17**	**Develop framework and policy for performance management and measurement**	Medium	Medium term	- Create and adopt a policy to establish framework - Identify stakeholders to be involved in developing the framework - Develop and implement framework (4.2-1b, and 4.2-1c are sequential next steps)		County Administrator	Administrative & Rules Committee
4.2-1b	**17**	**Provide training to ensure thorough understanding of performance measurement**	Medium	Medium term	- Identify stakeholders to be trained - Develop a training plan - Schedule and deliver training		County Administrator	Administrative & Rules Committee
4.2-1c	**17**	**Develop meaningful performance metrics**	Medium	Medium term	- Evaluate measurement options that effectively gauge progress toward goals - Select measures to be implemented - Implement and communicate measures - Monitor results		Department Heads	County Administrator
4.2-1d	**17**	**Enhance budget process by aligning resource allocations with articulated strategy**	High	Medium term	- Develop document showing alignment of financial resources with articulated strategy - Incorporate performance measures - Develop training program and deliver training regarding budget process - Implement and distribute alignment document to policy makers		County Administrator	Finance Committee
4.2-2a	**19**	**Develop standard report format to summarize departmental progress toward goals and issues with policy implications**	Medium	Medium term	- Identify stakeholders to be involved in the development of a standard format - Determine and create the format - Implement and communicate the format - Monitor results		County Administrator	Administrative & Rules Committee
4.3-1a	**20**	**Establish and implement succession planning process**	High	Medium term	- Forecast vacancies - Project future needs - Align succession efforts with vision of future needs and strategic planning - Identify internal talent and talent needs, develop and retain talent - Develop recruitment and hiring strategy - Establish transition processes - Communicate efforts		County Administrator	County Board
4.3-2a	**22**	**Revise the approval process to fill vacancies for positions already approved in a department budget**	High	Short term	- Prepare and adopt resolution to eliminate requirement that governing body approves hires already approved in budget - Articulate new roles and responsibilities - Ensure that accountabilities for monitoring budget are included in performance management tool for each Department head - Communicate changes to appropriate parties		County Administrator	Human Resources Committee
4.3-3a	**23**	**Define critical work tasks and document policies and procedures for each department**	High	Medium term	- Communicate requirement regarding policies and procedures to department heads - Identify critical tasks - Document detailed policies and procedures - Distribute documentation as appropriate		Department Heads	County Administrator
4.3-3b	**23**	**Establish back up staff arrangements for key functions in all departments**	High	Short term	- Identify key functions in all departments - Determine staff back up arrangements - Implement and communicate staff back up arrangements		Department Heads	County Administrator
4.3-3c	**23**	**Implement cross-training plan for back up staff arrangements**	High	Short term	- Create training plan - Schedule and deliver training for staff with back -up assignments		Department Heads	County Administrator
4.4-1a	**24**	**Expand acceptance of credit card payments from customers**	Medium	Medium term	- Develop inventory of fees charged - Determine fees that can be paid by credit card - Evaluate services and vendors for credit card payment - Determine credit card implementation plan - Communicate options and requirements		Finance/Accounting Manager	County Administrator
4.4-1b	**24**	**Develop procedures to ensure that credit card transactions are accurately reconciled and posted**	Medium	Medium term	- Develop and document procedures for reconciling credit card transactions - Communicate and implement procedures		Finance/Accounting Manager County Treasurer	County Administrator
Administration								
5.1-1a	**30**	**Reassign responsibility for accounting and payroll functions to Administration**	High	Short term	- Identify and document functional responsibilities of staff - Identify and document reporting structure - Communicate modifications to affected parties - Transition per 5.1-1b		County Administrator	County Board

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5.1-1b	31	**Create a detailed transition plan relative to staff and space relative to transferring accounting and financial functions to the County Administrator's Office**	High	Medium term	- Develop reclassification and compensation adjustments - Assess staffing, including: - Identify dates for the phasing of staff reassignments between the County Clerk's office and Finance Department - Identify opportunities to transfer functions - Establish interdepartmental agreements regarding back-up staff arrangements - Analyze impact of the current cross-training of staff to ensure that support of the statutorily required activities will continue to be performed in the County Clerk's office and that the accounting and payroll workload can be handled by staff relocated to the Finance Department - Analyze need to provide staff training - Conduct space planning		County Administrator County Clerk	County Board
5.1-1c	32	**Implement communication framework for transitioning accounting and financial functions to the County Administrator's office**	High	Long term	- Schedule weekly meetings to develop action steps and discuss transition status - Jointly review budget instructions memo - Incorporate Accounting Manager in department budget meetings		County Administrator	Administrative & Rules Committee
5.1-2a	32	**Refine agenda for monthly department head meetings**	Low	Short term	- Refine agenda to include: - Discussion of operational directives - Review Board action items - Discuss special projects - Discuss administrative issues (e.g., budget development) - Provide management training (as necessary) - Open forum for department discussion of issues and events		County Administrator	Administrative & Rules Committee
5.1-2b	33	**Formalize tools to communicate new initiatives to department heads**	Medium	Short term	- Develop memoranda and other standardized tools - Determine schedule for using communication tools - Implement and distribute tools		County Administrator	Administrative & Rules Committee
5.1-2c	33	**Document and distribute minutes from department head meetings**	Low	Short term	- Assign responsibility for taking department head meeting minutes to the Administrative Secretary - Determine content, format and schedule for distributing minutes - Forward minutes to departments per plan		County Administrator	Administrative & Rules Committee
5.1-3a	34	**Create an annual calendar for scheduling department heads' performance evaluations**	Medium	Short term	- Identify anniversary dates of reviewees - Create review calendar with milestones for actions necessary before review is conducted - Notify reviewees of scheduled review dates - Conduct reviews per schedule		County Administrator	Administrative & Rules Committee
5.1-4a	34	**Streamline the addition of new vendors to accounts payables system**	Medium	Medium term	- Assign responsibility for creating new vendors to the lead accounts payable clerk - Document and communicate process modification to affected staff		Finance/Accounting Manager	County Administrator
5.1-4b	34	**Create standard on-line new vendor submission form**	Low	Medium term	- Identify content and format of new vendor submission form - Ensure on-line availability - Update policies and procedures to reflect process change - Notify affected staff of form/process change		Finance/Accounting Manager	County Administrator
5.1-4c	35	**Ensure supervisory approval of the addition of each new vendor to the accounts payable system**	High	Short term	- Modify process to ensure supervisory approval of the addition of new vendors - Identify staff with approval authority/back up arrangements - Document the process control in policies and procedures - Communicate process change to affected staff		Finance/Accounting Manager	County Administrator
Human Resources								
5.2-1a	38	**Increase human resources staff level to the average of peer counties**	High	Medium term	- Confirm functional requirements for position - Develop and document position description - Establish compensation range - Seek and obtain budget approval for position - Recruit and hire - Communicate staffing changes and assignments to affected parties		Human Resources Manager	Human Resources Committee
5.2-2a	40	**Enhance and implement Human Resource Department's recruitment summary tool**	Medium	Medium term	- Confirm tool enhancements - Make modifications to the recruitment summary tool - Document requirement to use the recruitment summary tool in department policies and procedures - Communicate process to affected staff - Implement consistent use of the tool		Human Resources Manager	Administrator
5.2-2b	41	**Ensure department approval of position advertising materials**	Medium	Medium term	- Introduce the recruitment summary tool to departments and communicate new process - Obtain department approval per implementation of the recruitment summary tool (5.2-2a)		Human Resources Manager	County Administrator
5.2-2c	41	**Track and trend effectiveness of recruitment advertising media**	Medium	Medium term	- Determine method of tracking and trending advertising information - Create the tool for tracking and trending and establish schedule for analysis - Document the process change in department policies and procedures - Communicate process change to affected staff, and train as necessary - Monitor results		Human Resources Manager	County Administrator
5.2-2d	41	**Standardize process and tool for screening application**	Medium	Medium term	- Confirm content and format to be used - Create standardized screening tool - Document the process change in department policies and procedures - Communicate process change to affected staff and train as necessary		Human Resources Manager	County Administrator

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5.2-2e	42	**Implement annual questionnaire regarding recruitment services**	Low	Long term	- Determine questions to be asked and format to be used for questionnaire - Create the questionnaire and determine schedule for distribution - Create an analysis plan for the information that will be received - Assign staff responsibility for administering the questionnaire and provide training as needed - Distribute and analyze the questionnaire per plan - Monitor results and use to inform continual improvement efforts		Human Resources Manager	County Administrator
5.2-3a	43	**Enhance employee understanding of reclassification purpose and process**	Medium	Short term	- Prepare a training program to enhance understanding (e.g., may be literature vs. in-person training) - Establish training schedule - Deliver training - Link reclassification process to performance evaluation process - Monitor results		Human Resources Manager	County Administrator
5.2-4a	43	**Consolidate finalization of bargaining agreement documents in County offices**	Low	Medium term	- Discuss proposed change with affected parties - Confirm and communicate changes to affected parties - Establish schedule for drafting and finalizing documents - Communicate document availability and schedule to affected parties		Human Resources Manager Corporation Counsel	County Administrator
5.2-5a	44	**Enhance training for use of the County's performance evaluation tools**	High	Medium term *after 5.2-7a*	- Prepare a training program to enhance understanding - Establish training schedule - Deliver training - Monitor results		Human Resources Manager	County Administrator
5.2-5b	44	**Ensure appropriate selection of evaluators who provide input using the County's 360-degree evaluation tool**	High	Medium term	- Establish a process to select appropriate reviewers - Incorporate questions on the evaluation tool that substantiate a close working relationship (e.g., frequency of professional contact) - Document policy change in HR policies and procedures - Communicate changes to affected parties and implement process changes		Human Resources Manager	County Administrator
5.2-6a	45	**Modify practice of withholding wage increases for exempt employees whose performance evaluations are incomplete**	High	Medium term	- Confirm policy and practice modification - Document the policy and process modification in HR policies and procedures - Communicate the policy and process change to county employees - Assign responsibility and develop tool for monitoring results		Human Resources Manager County Administrator	Human Resources Committee
5.2-7a	45	**Revise performance evaluation tool and ranking substantiation requirements on performance evaluation form**	High	Medium term	- Modify performance evaluation tool to require narrative substantiation of all rankings - Modify performance evaluation tool to target the areas evaluated on the primary expectations for specific positions - Link performance evaluation tool to the County strategic plan - Modify performance evaluation tool to ensure that goals are set and that outcomes are measurable		Human Resources Manager	Human Resources Committee
5.2-8a	46	**Cross-train professional human resources staff to review performance evaluation materials completed by departments**	High	Medium term *after 5.2-1a*	- Identify HR staff to be trained - Communicate assignment to the HR staff and train - Communicate point of contact information to the departments - Consistently review performance evaluations from departments		Human Resources Manger	County Administrator
5.2-9a	47	**Continue use of Kronos system for timekeeping initiated via time clock**	NA	NA	NA		NA	NA
5.2-9b	48	**Develop and implement an on-line timekeeping system for all employees (with exception of regular time recorded through a time clock) and ensure direct interface with JD Edwards payroll module**	High	Short term	- Identify and confirm specifications to be included in the system - Develop a project budget for the system development and training - Seek and obtain budget approval for the effort - Develop the system and test - Realign staff assignments based on elimination of manual processes - Provide training to affected employees		Human Resources Manager MIS	County Administrator
5.2-10a	49	**Use a single data source to align position control and budget projections for wages and benefits**	Medium	Medium term	- Determine the data source to be used for position control and budget development - Establish schedule for the availability of data needed to prepare budget - Document and communicate process change to affected parties		Human Resources Manager Finance/Accounting Manager	County Administrator
5.2-10b	49	**Implement review of wage and benefit spreadsheets as an internal control for accuracy prior to distributing budget materials**	Medium	Medium term	- Identify reviewers and assign responsibility - Implement review process		Human Resources Manager Finance/Accounting Manager	County Administrator
County Clerk								
5.3-1a	51	**Implement proactive review of revenue and expenditure reports with departments**	High	Short term	- Determine content and format of revenue and expenditure information to be reviewed - Prepare on-going schedule for review process - Assign responsibilities for preparing budget information - Communicate collaborative review process and schedule to departments - Conduct review meetings		Finance/Accounting Manager	County Administrator
5.3-1b	51	**Increase the ability of departments to access account information independently**	Medium	Medium term	- Determine best method for giving departments access to account information - Identify which employees need access - Grant access - Provide training to affected employees		Finance/Accounting Manager	County Administrator

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5.3-2a	52	**Investigate the potential for developing a direct voucher entry program that interfaced directly with JD Edwards accounts payable module**	Low	Medium term	- Define and confirm features that would be necessary to make the voucher entry enhancement beneficial - Assign responsibility for conducting research and development - Conduct a cost/benefit analysis - Seek and obtain budget authority for enhancement - Implement the system - Develop, document and communicate standardized policies and procedures for using the system - Provide training to affected staff		Finance/Accounting Manager MIS	County Administrator
5.3-3a	54	**Eliminate government body/committee review of vouchers prior to payment**	Medium	Short term *after 5.3-3b & c*	- Confirm process change with affected parties - Establish, document and communicate changes to policies and procedures regarding review and payment of vouchers		Finance Committee	County Board
5.3-3b	54	**Update policy regarding dollar threshold at which pre-approval of a voucher is required**	Medium	Short term	- Establish threshold at which pre-approval of vouchers is required based on risk assessment by Board, comparative analysis, and operational efficiency - Document and communicate the updated policy to affected staff		Finance Committee	County Board
5.3-3c	54	**Develop a summary of invoices paid for monthly distribution to oversight committees**	Medium	Short term	- Determine the content and format of information for the invoice summary - Prepare the invoice summary tool - Establish distribution schedule for the invoice summary tool - Implement consistent use of the tool		Finance/Accounting Manager	Finance Committee
5.3-4a	54	**Acquire scanners and image vouchers and supporting documentation in departments that directly enter accounts payable source data**	Medium	Short term *after 5.3-4b*	- Research/confirm cost for equipment - Seek and obtain budget authority for scanners		Finance/Accounting Manager MIS	County Administrator
5.3-4b	55	**Develop policy to ensure scanning of accounting documents**	Medium	Medium term	- Identify documents/types of information to be imaged - Establish and document policy and process for imaging - Communicate requirement/process for imaging to departments		Finance/Accounting Manager	County Administrator
5.3-5a	56	**Develop formal training program for staff with accounting and payroll responsibilities**	Medium	Medium term	- Identify content areas for training and develop training methodology and materials (e.g., reference guide for use following formal training) - Identify staff to be trained - Prepare training schedule and notify trainees - Deliver training		Finance/Accounting Manager	County Administrator
5.3-5b	56	**Establish a user group for Oracle-JD Edwards**	Medium	Medium term	- Assign responsibility for coordinating the user group - Identify potential user group participants - Create a methodology to determine topics to be discussed at user group meetings - Schedule user group meetings and notify participants - Conduct user group meetings		Finance/Accounting Manager	County Administrator
5.3-6a	57	**Transfer telephone system coordination and support to MIS Department**	Medium	Short term	- Inventory and document the responsibilities of telephone system coordination - Notify affected parties - Transfer files, documents, etc.		County Clerk MIS	County Administrator
5.3-6b	57	**Continue interdepartmental billing preparation for the telephone system in the County Clerk's office**	NA	NA	NA		NA	NA
5.3-7a	57	**Identify all information shared between the Human Resources Department and County Clerk's office and takes steps to ensure that efforts are not duplicated, accuracy is achieved, internal controls are in place and that privacy is maintained**	Medium	Medium term	- Inventory information shared between the departments - Identify and document process and information owners in each department - Assess where accuracy and internal control may be compromised or efforts duplicated - Streamline processes/process ownership based on assessment - Realign staff responsibilities based on streamlining efforts - Document and communicate policy and procedure changes		Human Resources Manager County Clerk Finance/Accounting Manager	County Administrator
County Treasurer								
5.4-1a	59	**Implement deposit policies and procedures for departments**	Medium	Medium term	- Establish deposit policies and procedures regarding deposit requirements, including dollar threshold - Document policies and procedures regarding deposit requirements - Communicate deposit requirements and thresholds to departments		County Treasurer	Finance Committee
5.4-2a	59	**Implement policies and procedures to ensure cash control and define deposit requirements**	Medium	Medium term	- Establish deposit policies and procedures regarding deposit requirements, including dollar threshold - Document policies and procedures regarding deposit requirements - Communicate deposit requirements and thresholds to affected staff		County Treasurer	Finance Committee
5.4-3a	59	**Seek bids for banking services**	Medium	Short term	- Prepare RFP - Evaluate alternatives/do cost benefit analysis - Implement decision		County Treasurer	Finance Committee