

**CITY OF WILLMAR, MINNESOTA  
REQUEST FOR COMMITTEE ACTION**

**Agenda Item Number:** 3  
**Meeting Date:** May 15, 2013  
**Attachments:** Yes  No

**CITY COUNCIL ACTION**

**Date:**

- |                                   |                                 |
|-----------------------------------|---------------------------------|
| <input type="checkbox"/> Approved | <input type="checkbox"/> Denied |
| <input type="checkbox"/> Amended  | <input type="checkbox"/> Tabled |
| <input type="checkbox"/> Other    |                                 |
- 
- 

**Originating Department:** Administration

**Agenda Item:** Organizational Assessment – Draft of Findings

**Recommended Action:** Discuss and provide direction to staff on implementation of recommendations.

**Background/Summary:** In March, the City contracted with Brimeyer Fursman of Maplewood, Minnesota in the amount of \$25,000 to conduct an organizational assessment of the City. Multiple interviews and focus groups were held in March, April and May to gather input from the Council, employees and public. A survey of Council and employees was also conducted. Richard and Irina Fursman will be present to present the draft finding, as well as potential restructuring opportunities for Planning, Engineering and Public Works. **The Council has received a copy of the report electronically.**

**Alternatives:** To be reviewed as part of the draft findings.

**Financial Considerations:** The consultants will engage in a discussion of potential costs depending upon alternatives selected.

**Preparer:** C. Stevens

**Signature:**

**Comments:**



2013

Brimeyer Fursman Ilc.

Richard Fursman

## **CITY OF WILLMAR ORGANIZATION REVIEW PRELIMINARY REPORT**

The following is a preliminary report on an organizational review of City operations in Willmar. A full report will follow.

## Study Objectives

The firm was engaged to complete an organizational review of the City of Willmar operations and to provide information necessary for the City staff and City Council to make decisions on the future of the organization. The City is at a crossroads in setting service expectations, staffing levels, and overall direction of the community. Some of the concerns prompting the need for the study included:

- *Vacant positions:* As people were leaving, the City was reconsidering the need for the positions and began holding the positions open indefinitely.
- *Future structure of the organization:* City leaders are considering outsourcing several services to private companies or to other government organizations.
- *Organization work climate:* Concerns were being expressed about the impact of decisions and comments on the overall psyche of the organization.

## Approach and Scope of Work

The organization assessment scope included a broad range of areas, structures, and dynamics to study. The areas of review included:

- Review existing organization structure and identify any gaps and/or duplication of services, as well as efficiencies to be gained
- Propose options for a new organizational structure and recommendations on staffing levels, workload and span of control
- Assess the workplace culture including involving employee feedback
- Observe and identify opportunities for intergovernmental cooperation
- Develop a succession review based on length of service of employees with the intent to identify a development of a succession plan for the future
- Make recommendations on the current business practices and processes in place.
- Assess the City's customer service with the intent of soliciting feedback from a range of community partners
- Assistance with implementation of the approved plan (helping to increase capacity in key stakeholders)

## Assessment Process

The assessment involved using a variety of approaches as outlined here

- Interviews Internal: Staff (45) and elected officials (9) were interviewed one-on-one or in small groups. The one-on-one interviews averaged a little more than an hour. Interviews with small groups lasted approximately 90 minutes. *All interviews were conducted with the assumption that the data specifics were to be held in confidence.*
- Interviews External: One-on-one interviews (12) were conducted with citizens and members of the business community. There were also three group meetings involving 25 people representing the following communities:
  - Business
  - Somali
  - Hispanic

### Assessment process continued...

- **Group feedback:** Feedback was provided to check the accuracy of observations and to elicit comments from preliminary findings. Feedback sessions were conducted with the WTP personnel, Public Works personnel, Elected Officials, and various focus groups.
- **Group design:** Focus groups were formed once data were analyzed to assist with the design of the “ideal” structure to deliver the best service possible in the most effective manner. This practice as outlined in the contract has been research tested and verified to have the best chance of success when change is implemented. The co-creation process is a vital part of having a healthy, engaged workforce.
- **Survey:** An online survey instrument was used to gather data across the organization. 76 people filled out the survey. The survey data are being used in various parts of the report. Additionally, a complete addendum report on the survey is also included.
- **Job descriptions:** Numerous job descriptions were reviewed and analyzed. This included all of the department heads.
- **Review of Charter:** The Charter was reviewed to ensure understanding of background, duties, and limitations of personnel.

## Large Scale Overview and Culture

### Organizational Strengths

- *Committed council*  
The council may be divided; however, the commitment to the Citizens of Willmar was expressed by all. The elected individuals have all made a significant time commitment to the community with the reward being the satisfaction of serving the community. Several council members have served the community in various ways and want what’s best for the Citizens of Willmar.
- *Dedicated Staff*  
The City is fortunate to have a number of long-tenured, very committed workers who are dedicated to providing quality work. Their commitment to the City during good times and bad has been consistent.
- *Areas of exceptional cooperation*  
There are a number of areas where the coordination of work between departments is strong and serves the public well. The WWTP personnel and Public Works personnel are especially well coordinated. Engineering has also worked well with these divisions but is now in limbo and the coordination is suffering.

## Organizational Concerns

Staff across the organization is feeling a significant amount of stress, confusion, and anxiety related to their work. The interviews with the employees, management and council, as well as the survey results revealed that there is no clarity around overall organizational values, vision, or strategic direction. *Individual departments* believe that their values are clear and adhered to, however there is an overwhelming perception that the organization as a whole does not have a clearly defined set of values. This contributes to a culture of mistrust, silos, and entitlement, often described by the interview participants as a “broken culture.”

### Factors Contributing to the sense of “Broken Culture”

- *No long-term vision or strategy for the future of the City or organization*  
The overwhelming majority of employees indicate the lack of long-term vision and strategy is creating confusion and produces disjointed efforts contributing to an overall lower organizational performance. Most of the community members and elected officials agree that there is no unified vision, or directional goals or objectives guiding the City at this time.
- *Employee discomfort with leadership*  
Employees sense they are under constant scrutiny and feel attacked. The leadership is perceived as dysfunctional, by various employees and the community participants. The absence of council decorum is perceived as undermining the organization’s capacity and good will, which destroys the trust and belief in leadership’s good intentions.
- *Employees want to feel valued from elected officials*  
Employees in individual and group settings expressed their worth was constantly being attacked or questioned. Comments coming from the council at meetings have been *interpreted* by employees to mean they have ‘little value’ compared to private sector workers. The cumulative effects of the comments have led many to feel unappreciated, shamed, worthless, hurt and angry. A long-standing, unresolved union contract is also impacting the environment in this area.
- *Low employee morale*  
A majority of employees expressed that the morale is very low even though their commitment to the City, their fellow workers, and their jobs remains high. Long-tenured employees who have committed their working lives to the City sense there is no or little hope for the future. The statement ‘this study will do nothing to change things as the council will not accept it’ was a common comment or theme. Most employees are fearful and reluctant to offer suggestions to innovate or improve operations as they anticipate being mocked or ridiculed for their suggestions. Others simply view trying to change things as a waste of time.
- *Undermining of management authority*  
The council is viewed by a majority of staff as interfering with the role of the City Administrator.

- *Negative impression on customers*  
The community expressed concerns with the perceived direction the organization is taking. Inefficiencies in decision making are leading to losses in productivity and organizational performance, costing the tax payers in dollars and service.
- *Disconnect between the Administrator and Elected Officials*  
The relationship between the Mayor and the Administrator is doing great harm to the organization and reputation of the City. The rift is obvious to *all* the community members we spoke with and most of the staff. There is also a trust gap with some of the council members and the Administrator. A negatively worded email to the Administrator from the Chamber concerning certain elected officials exacerbated the already existing trust problem between those elected officials and the Administrator. This broken bond places all recommendations made by the Administrator and staff in doubt as to the authenticity of both intent and accuracy of the items presented. This doubt has led to project slowdowns, inefficiency, and compounds morale problems.

### Consequences of Current Working Environment

There are several consequences of the broken culture prevalent at the City. Some are outlined below.

- *Suboptimal employee productivity*  
Low morale, confusion, and burnout are widespread creating anxiety in the workforce. Employee productivity depends greatly on their sense of belonging, and ability to contribute in a positive way.
- *Disengaged employees*  
Employees are losing a sense of togetherness; the common culture disappeared with the numerous changes at the top of the organization. The organization is perceived to be siloed and in some cases there is passive aggressive behavior.
- *Increased talent turnover*  
Employees are looking for jobs elsewhere. The most talented and productive employees with the brightest careers ahead of them are the ones who are most capable of leaving and are the hardest to replace.
- *Recruiting problems*  
Highly sought, talented professionals will not be applying for those jobs that are going to be vacant with the upcoming retirements if the environment is not inviting.
- *Limited capacity for change*  
Many processes and structures are due for review and update, especially where technology can be utilized. The fear of job loss and insufficient training for new technology suggests that the employees are reluctant to introduce new technologies and processes that require upfront investment. Employees feel it is safer to do their jobs rather than try something innovative that might fail. When they have something to suggest, there is a fear that their motives will be questioned.

- *Negative impact on services and value to citizens*  
The net result of all the consequences is that processes have slowed and therefore the cost of providing a unit of service has increased. Cost increases and service declines are visible in delayed decisions, delayed hiring, and long debates that are not always centered on topic.

### **External view of the City**

There is a pervasive concern about the future of the City coming from the community at large based on the community members we spoke with. *Every* individual and group we spoke with viewed the council as having a strained relationship. There is disagreement as to why the situation exists and ‘who started it’, but everyone agrees that it is hurting the community.

The Somali and Hispanic community members are feeling more isolated and unappreciated. Comments made during council meetings have been taken hard by fellow citizens who feel they are contributing significantly to the economic well-being of the City. Few council members have aired remarks, but the perceived silence of others is also a point of concern.

When asked for the Vision, or Direction the City is charting, all citizens concur that it doesn’t exist but is desperately needed and this council has the ability to do it.

The City receives high marks overall for service delivery; however, there are areas where the City staff should concentrate on repairing its reputation with businesses and developers especially. In some cases the City is seen as heavy handed and not open to ideas.

### **Recommendations on Culture and Large Scale Change**

The cultural assessment is only useful if it is in the context of change. Identifying the changes that are desired in the culture upfront is crucial to the success of the organizational realignment. Culture is almost entirely dependent on the leaders of the organization. A few significant steps are recommended for the organization to take to get the organization operating at a higher capacity.

*Recommendations to be shared at the meeting after the council has an opportunity to make suggestions.*

## External Services

For the purposes of this report, external services are defined as services consistently delivered by city employees to most of the population of the community. The services include Public Works, Waste Water Treatment, Police, Fire, Engineering and Planning.

## Current State

- *Police*  
The Police Department did not receive a lot of attention during this study. The reporting structure and mission of the group is clear and does not need to be adjusted. Some internal teamwork may be needed as revealed in the survey.
- *Fire*  
The Fire Department also has a reporting structure and mission that is clear and focused. The Chief is new to the department and will need some time to fully evaluate the current state and make any changes he sees as necessary.
- *Public works*  
Public Works is currently functioning as a team and is well organized, and focused. The group is fairly seasoned with the workforce experienced and able to self-direct. The recent announcement of the superintendent leaving in the summer has left the group concerned about the future alignment and relationship between Public Works and Engineering. The department is concerned about outsourcing decisions when they are not involved in the conversation.  
The team is also concerned that any data or argument provided that demonstrates their ability to do a job better than outsourcing will be considered self-serving and suspicious. In instances like these, they are in a lose-lose scenario where if they demonstrate they are the best option to provide services their motives are questioned, and if they don't speak up they are 'disengaged' and forfeit positions.
- *Waste Water Treatment Plant*  
The Waste Water Treatment staff is a well-connected and dedicated team. They are still in the process of getting the 'bugs' out of the new treatment plant. The team is completely cross-trained with workers taking on different roles throughout the year. Certain team members are also called upon to do electrical work throughout the City which has saved the City considerable time and money throughout the years.
- *Engineering*  
The Engineering Department is struggling. There is no sense of mission or future, which is to be expected given the uncertain alignment of the department. The current system of staff reporting to consultant supervisors is confusing and lacks continuity of values and mission. The remaining staff is dedicated and professional. They can be counted on to respond well under a rebuilt department. The City has spent close to \$245,000 on consulting engineering services in the seven month period between September 2012 and April 2013 to substitute for an in-house engineer.

- *Planning*  
The Planning Department personnel have morphed into a variety of roles left vacant by recent departures of other staff. The staff has taken on their new roles with vigor, but the workload will leave the essential planning roles under-attended.

### **Restructuring Scenarios for External Services**

A large group meeting involving the personnel from Planning, Public Works, Waste Water Treatment and Engineering was held to evaluate scenarios and co-create an optimal working model for external services. *An additional service that may be added to this sector is assessing, as their most significant contact is with property owners.* Most of design in Option A is from the co-created model.

#### **Option A: Create External Services Director**

Reports to: City Administrator

Reporting to External Services Director

1. Planning and Development
2. Public Works
3. Facilities Maintenance Superintendent
4. City Engineer
5. Waste Water Treatment
6. \*Community Education Coordinator \*Contracted with school and also reports to Administrator

### **Discussion**

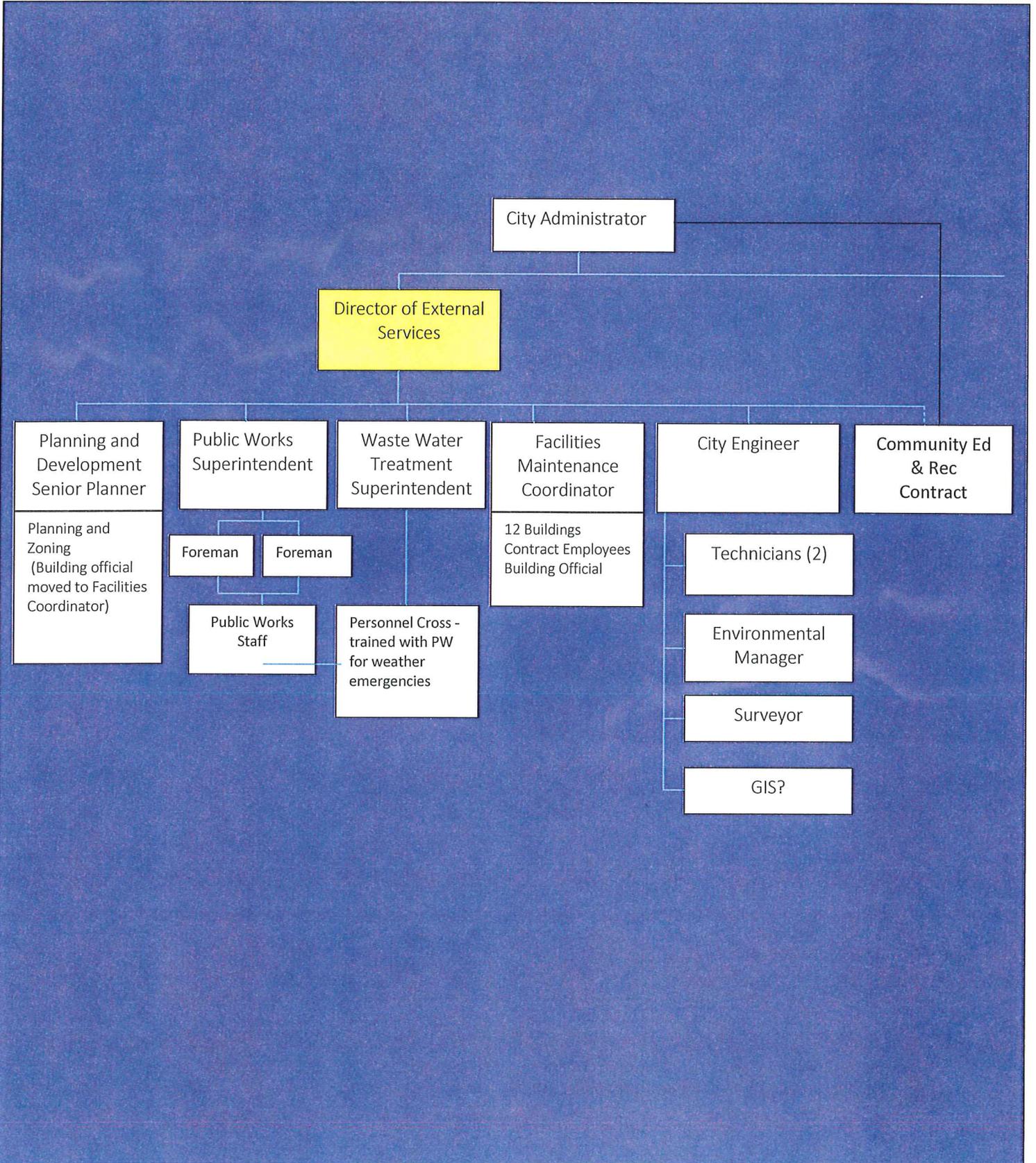
The external services grouping have a number of interdependent relationships happening on a daily basis. Their missions should be in alignment and they would benefit by working as a cohesive group even more than they are now. Some of the suggestions include shrinking areas and expanding others. I recommend highly that all shrinkage occur through attrition or reassignment, otherwise the impact on employee moral will be devastating.

### **Staffing**

- *Form and Hire External Services Director*  
This position would be outside of a bargaining unit and would report directly to the City Administrator. The position would require significant experience in community development and supervision with a background in engineering, community development, or city management.
- *Hire Engineer*  
Option A allows the engineer to spend more time directly on design and coordination of projects. The engineer hired would have a more narrow focus that would allow them to take on more projects and contract out less work. The engineer would be able to have more time for staff development and direction and supervision of external work.

- *Complete staffing of Engineering Department*  
The Engineering Department will be fully functional with the restored compliment of technicians and surveying. A complete complement of staff will be able to handle requests and assist the Public Works personnel in a timely fashion.
- *Senior Planner*  
There would no longer be a need for this to be a director level position. There are also other alignment possibilities by shifting more Economic Development responsibilities to the EDC. The EDC could also assume some responsibility for Airport duties in place of the planner. This would eliminate the need for 2 planners.
- *Airport functions reassigned away from planning*  
Under option A, the planning department could operate with one senior planner provided Airport functions were assigned elsewhere. One option (discussed with EDC Chair) would assign some of the duties to the EDC as they can market the value of the Airport as an economic development tool.
- *Create Facilities Maintenance Supervisor*  
No one is currently coordinating the maintenance and upkeep of the City's 12 major facilities. There are enough facilities in the City to warrant a designated person to coordinate staffing and/or contracts, scheduling of routine maintenance, CIP development, scheduling of major repairs (roofs, HVAC, etc.), and assisting with insurance. I recommend looking at the Public Works personnel for a promotion to this position. I would also recommend that the person not be replaced; however they would remain available if needed for weather emergencies.
- *Review Contracting Options*  
Contracting for services such as street sweeping by an outside contractor has not been fully vetted. As personnel retire, some specialty services that the private sector can do should be reviewed. The process of reviewing the options must be fully outlined with expectations and scope clearly defined. It is inevitable that research outcomes will vary significantly depending on the assumptions made. Whatever the decision on outsourcing, I strongly recommend that individuals or units impacted be fully involved and their jobs held until a vacancy occurs.
- *Coordination and cross-training needed*  
Reducing the Public Works personnel will require other personnel to help during weather related emergencies. I recommend that WWTP personnel be cross-trained in snow plowing and handling of summer storm related duties involving heavy equipment. The close ties the two units currently share should make this a fairly comfortable new role. Another option is to reduce the performance expectations of the crew as they perform.

Option A: Organization Structure for External Services



### Option B Public Works Director/City Engineer

Reports to: City Administrator

Reporting to Public Works Director

Public Works Superintendent

*Reporting to Public Works Superintendent*

Building maintenance foreman

WWTP Superintendent

Engineering Staff

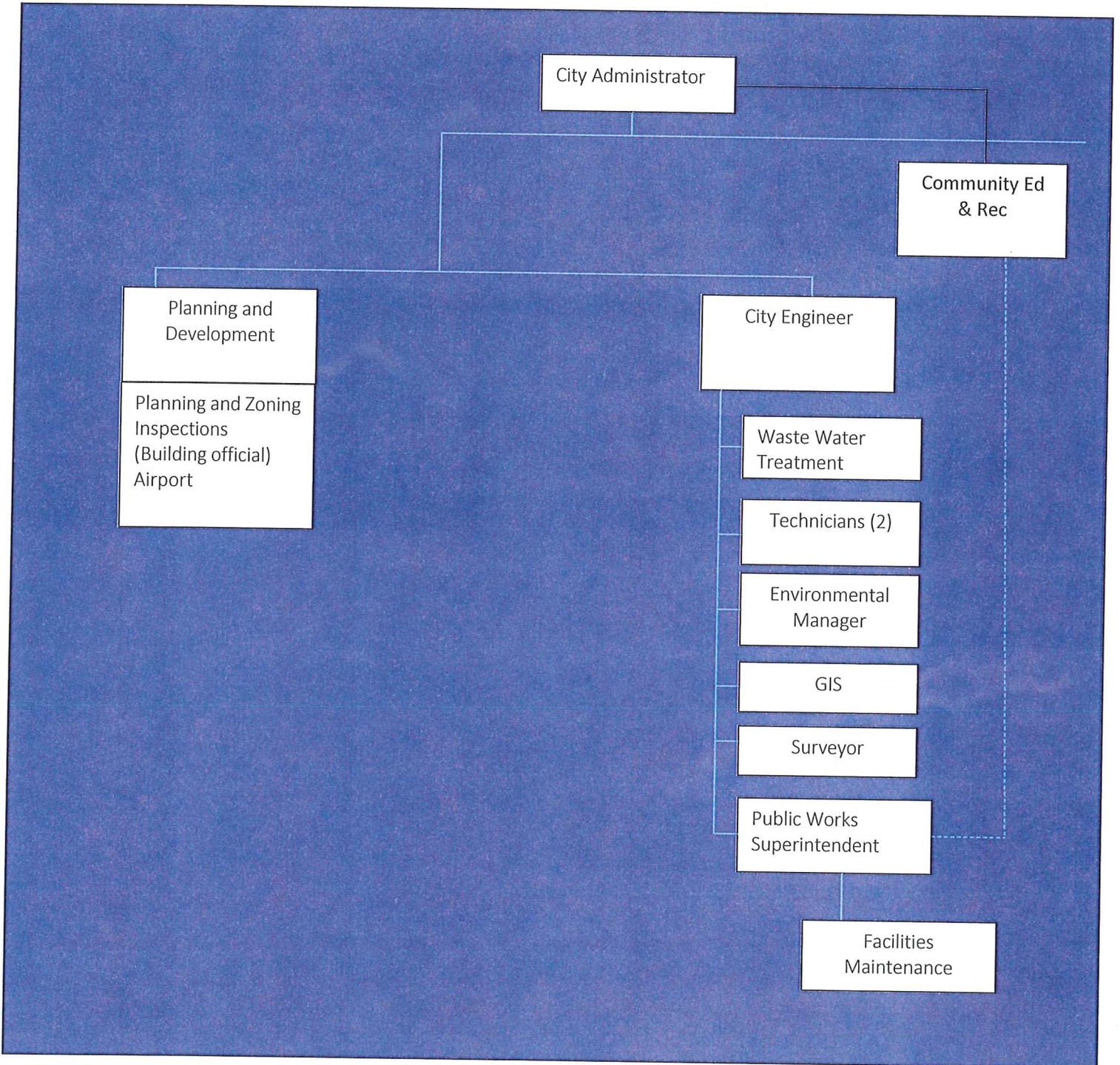
### Discussion

The external services groupings would essentially stay the same. A Public Works Director would take on the responsibility of coordinating the Engineering Staff, supervising the Public Works Superintendent and WWTP Superintendent and overseeing consulting contracts. I do not recommend this alignment as it would not allow the Director much time to do engineering work. The only way a significant amount of engineering could be done, would be for the City to add another civil engineer to concentrate on that alone.

### Staffing

- *Hire Public Works Director*  
This position would be part of a bargaining unit and would report directly to the City Administrator. The position would require significant experience in Public Works and Engineering.
- *Hire Engineer*  
Option B will work if the City also hires an engineer to spend more time directly on design and coordination of projects. The engineer hired would have a more narrow focus that would allow them to take on more projects and contract out less work. The engineer would be able to have more time for staff development and direction and leave the supervision of external work to the Public Works Director.
- *Complete staffing of Engineering Department*  
The Engineering Department will be fully functional with the restored complement of technicians and surveying.
- The rest of Option A would also apply.

Option B: Organization Structure for External Services



**Part II of Report**

1. Feedback and realignment form first meeting (revisions)
2. Underutilized County Services
3. City Internal Services Review and Alignment
4. Succession Planning and Knowledge Transfer Strategy
5. Assessing
6. Human Resource Management
7. Research References

## Willmar Survey Results April 2013

The City of Willmar participated in a cultural assessment survey. The survey requested feedback on four areas; mission and strategies, goals and objectives, involvement and adaptability. This report is a summary of the survey results. The results display the percentage of agreement or positive ratings to the survey questions.

There were 67 surveys completed. The survey was completed by elected officials, department directors and staff.

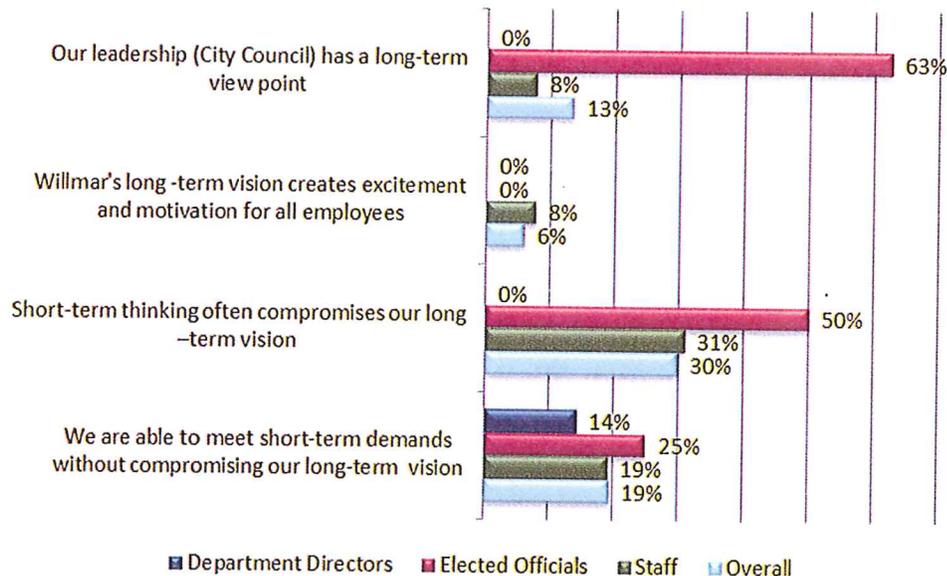
### Mission and Strategies

The mission and strategies define a meaningful long-term relationship for the organization.

#### Vision

The vision identifies what the organization is ultimately trying to achieve.

#### Ratings by job class and overall for vision

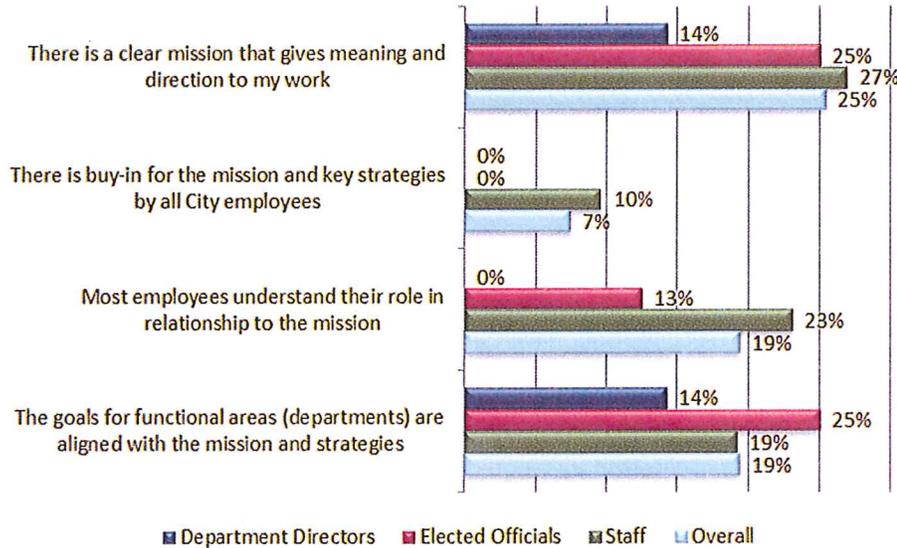


The vision is not seen as a motivating factor for employees when making decision.

## Strategic Direction and Intent

Strategic directions and intent typically refer to the multi-year strategies or high priorities established to operationalize the vision.

### Ratings by job class and overall rating for strategic direction and intent



There appears to be little understanding and alignment of the cities strategic direction.

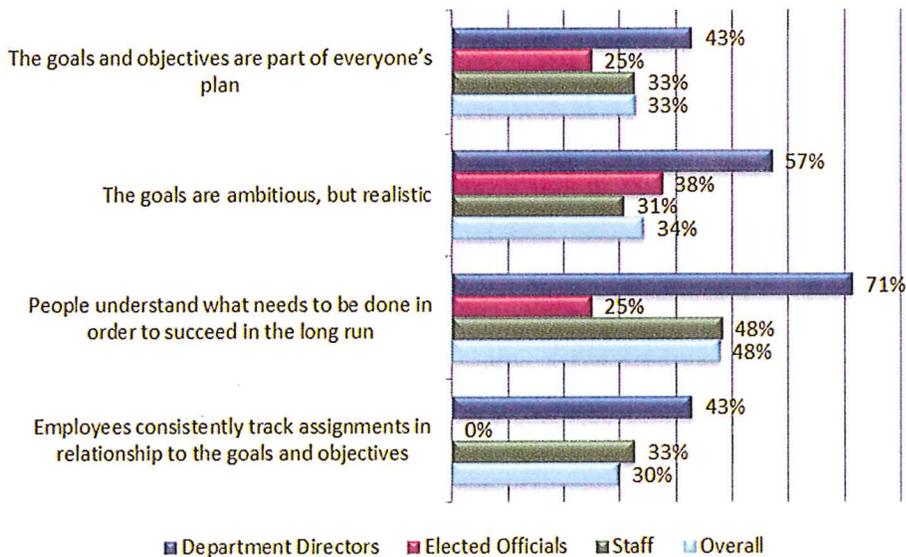
## Consistency

Goals and Objectives are the short-term, specific goals established that help every employee see how his/her daily activities connect to the vision and the strategy.

### Consistency

Consistency defines the values and systems that are the basis of a strong culture.

### Ratings by job class and overall rating for strategic direction and intent

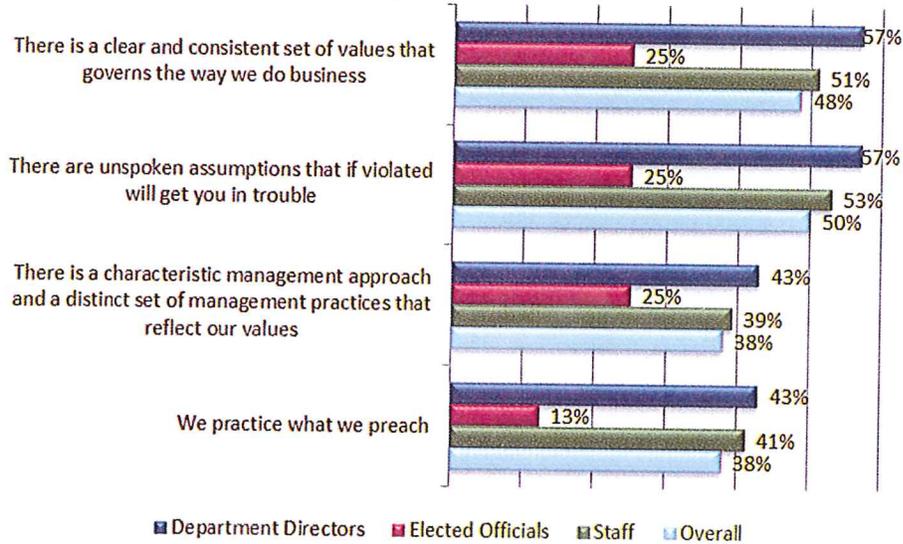


The results suggest that the elected officials do not see how employees are tracking assignments in relationship to the goals and objectives of the city.

## Core Values

Core Values help employees and leaders make consistent decisions and behave in a consistent manner.

### Ratings by job class and overall rating for core values

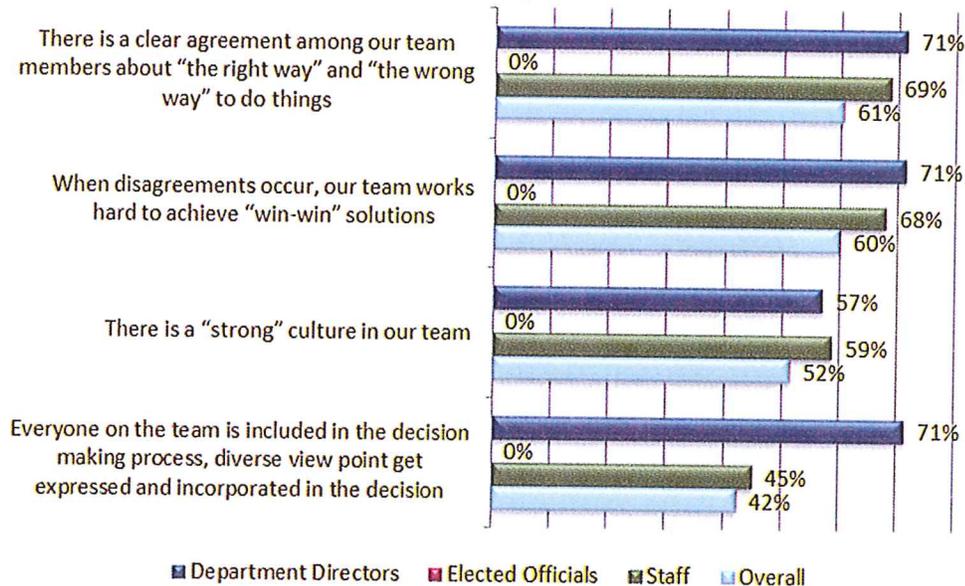


Half of the survey participants believe there are unspoken assumptions that must be followed.

## Reaching Agreement

Members of the organization have a specific way or process in which agreement is reached.

### Ratings by job class and overall rating for reaching agreement

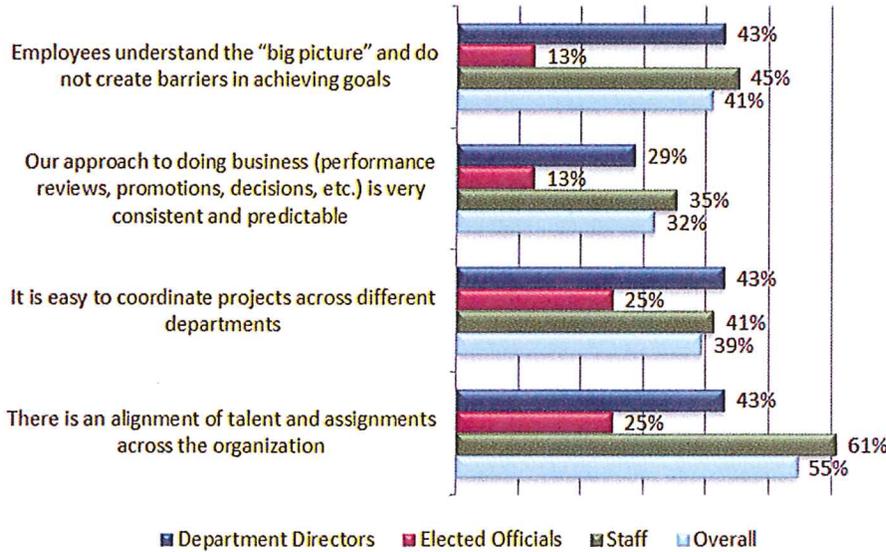


The results suggest that the elected officials do not believe there is a clear agreement on the best way to do things within the organization.

Coordinated and Integrated Work

How well the work is coordinated and integrated into the organization.

*Ratings by job class and overall rating for integrated work*



The majority of responses identify that there is an alignment with the talent of the staff and the assignments across the department.

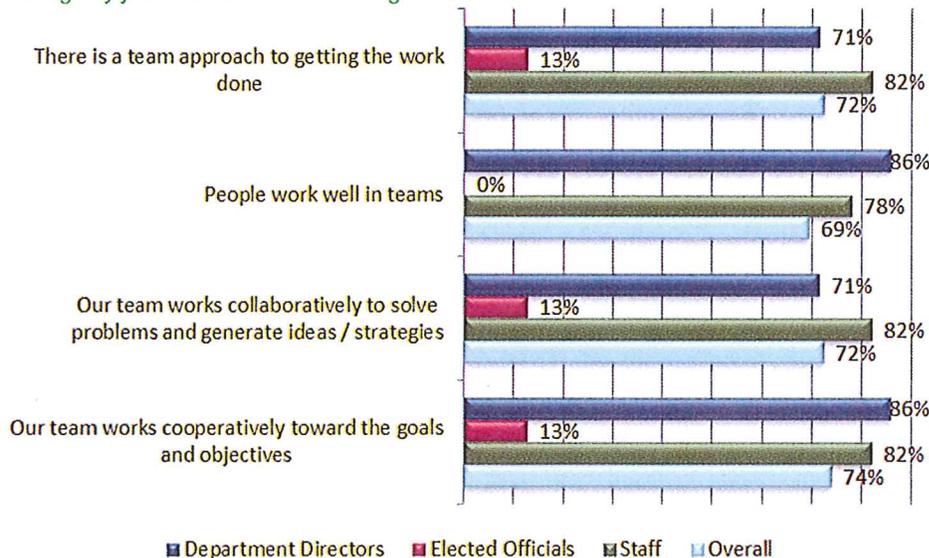
Involvement

Involvement is building human capability, ownership and responsibility.

Teamwork

Teamwork ensures that creative ideas are captured and employees support one another in accomplishing the work that needs to get done.

*Ratings by job class and overall rating for teamwork*

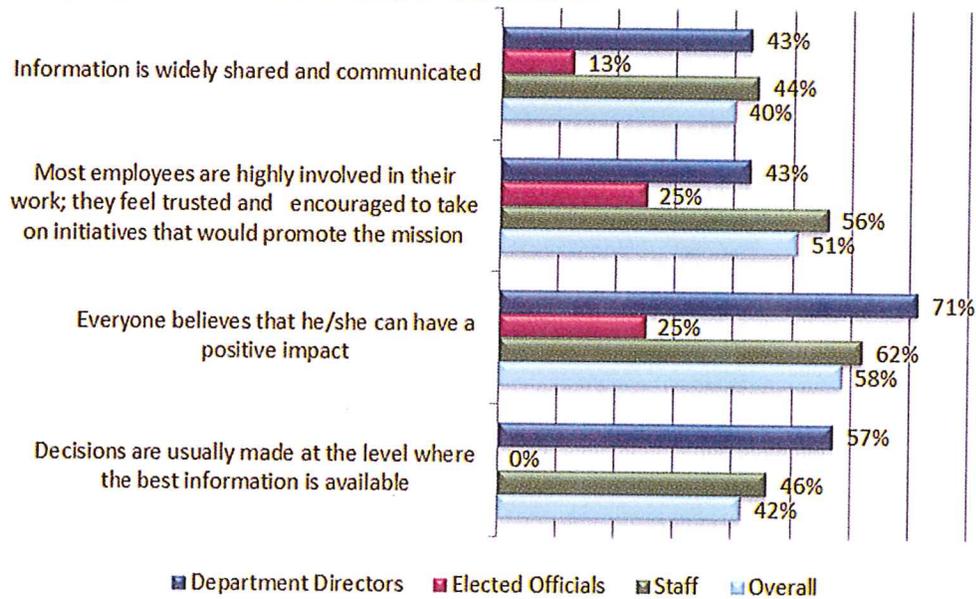


The majority of the respondents believe that there is a strong sense of teamwork in the organization.

## Empowerment

Empowerment promotes and clarifies those areas where employees can make decisions, have input, or those areas that are beyond an employee's scope of responsibility.

### Ratings by job class and overall rating for empowerment

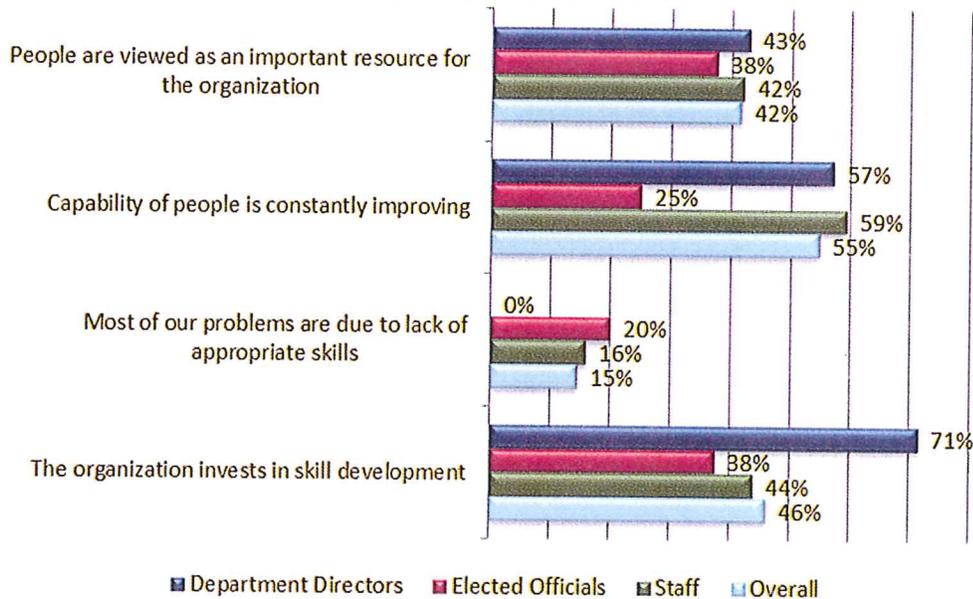


The majority of the respondents believe they can have a positive impact on the city.

## Capability Development

Capability Development is practiced in a variety of ways, including training, coaching, and giving employee's exposure to new roles and responsibilities.

### Ratings by job class and overall rating for capability development



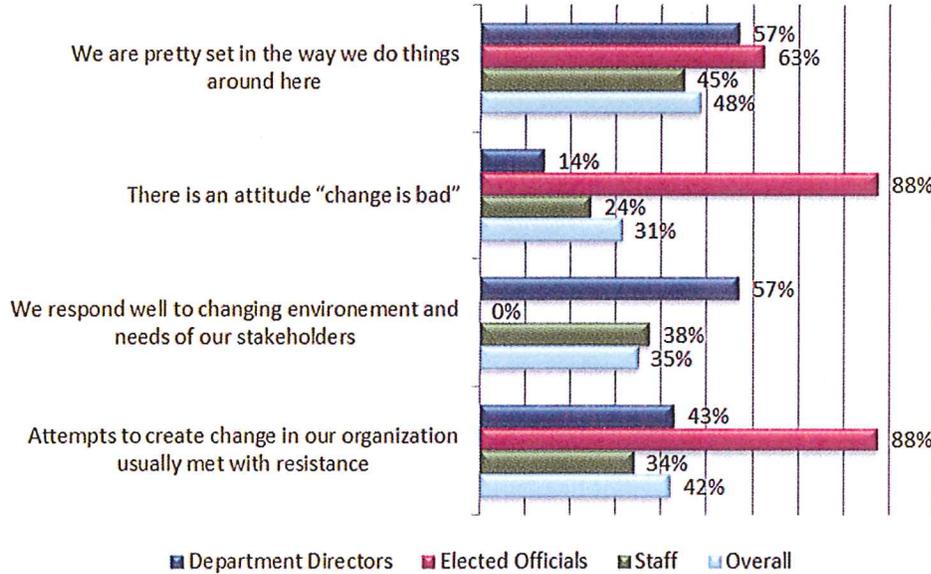
The majority of the respondents agree that people within the organization are constantly improving.

Adaptability is the ability to translate the demands of the external environment in to actions.

Creating Change

Creating Change organizations welcome new ideas and are willing to try new approaches to doing things.

*Ratings by job class and overall rating for creating change*

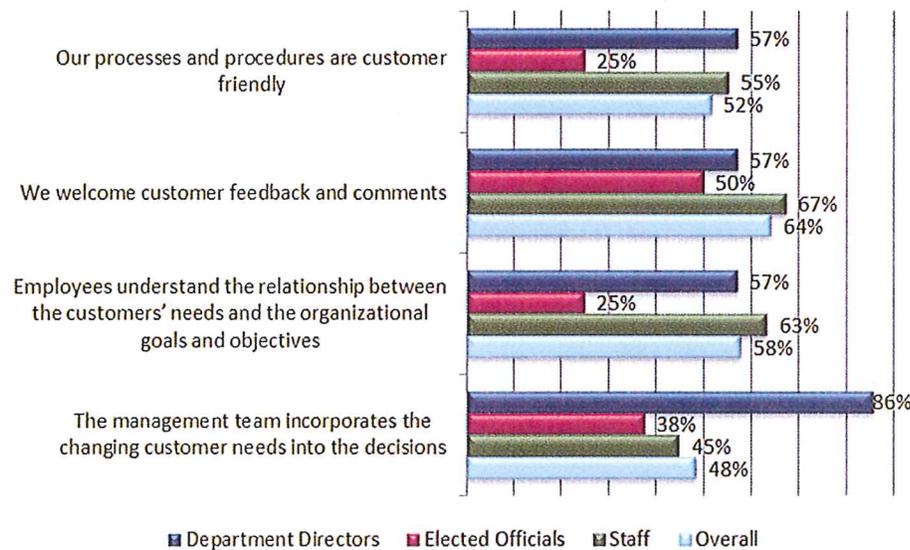


There is little agreement by the department directors and the staff that change is seen as bad.

Customer Focus

Customer Focus organizations recognize the need to serve their customers internally and externally. They continually look for new and improved ways to meet and exceed customer expectations.

*Ratings by job class and overall rating for customer focus*

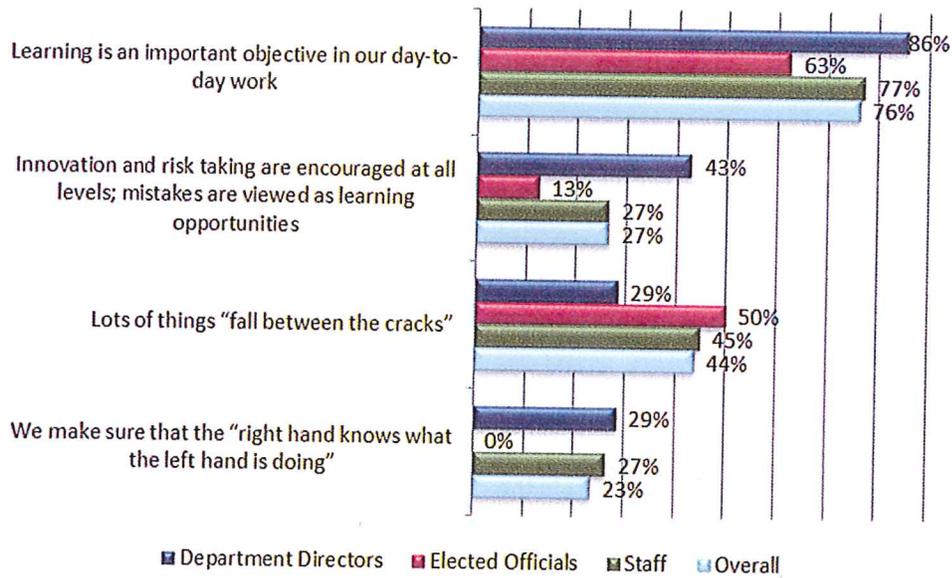


The majority of the respondents agree that feedback and comments are welcome from the cities customers.

Organizational Learning

Organizational Learning means we gain knowledge from successes and failures.

*Ratings by job class and overall rating for organizational learning*



A majority of the all the respondents agree that learning is an important objective in the day-to-day work but that the right hand does not always know what the left hand is doing and things end up falling through the cracks.

## Comments

---

### Vision

- We do not have a long term vision. We must get that corrected-we can't continue the way we are thinking.
- It always gets back to the lack of Documented Due Diligence.
- Certain members of the City Council are exerting their need for control, not having the best interests of the city in mind, thinking all City staff are overpaid and underworked; that the private sector can do the job for less and then they hire a private sector company to do a City staff job for much more than the City staff receives. Makes sense? NO! They have no respect for City staff, accusing them at City Council meetings of lying!
- Council does not articulated a long range clear vision. It seems the council is short term reacting instead.
- Decisions made from a distance, without input from frontline staff
- Dysfunction of Mayor and City Council prevents any long term vision from an employee's standpoint. Vision within departments is possible with department head leadership.
- Everything is now. There is no long term vision from the Council. Save money, reduce and outsource services. That's it.
- Fire the current council, there are better people out there who care
- Have never really heard a long-term goal from the City Council
- I am not aware of Willmar's long term vision
- I am not aware of any long term vision.
- I believe Directors/Staff have long-term vision, but Council seems to not go along with it. I believe that over the past ten years, there has been little vision by our elected officials. Doesn't seem to be a priority to "grow" the City.
- I don't know what the cities vision is or what the long term direction is.
- It seems that the Council's long-term vision is to reduce what the City of Willmar has to offer the public. I understand revenues are down substantially - and many cuts have already been made in response to that. However, it seems the council wants to continue to reduce services so that it appears to the public that they are 'cutting government costs'. They've talked about contracting out a lot of services to private entities but they apparently don't realize that by doing so they don't have as much control over how things are done - and in many cases it costs more in the long run.
- It would be nice to see a master plan developed by our city leaders.
- Leaders drive policy and vision; there is no leadership coming from the city council; and, in fact, their actions are compromising the safety, security, and standard and quality of living in this community making it an undesirable place to live.
- seems like the council, mayor, has their personal agenda and muddles through issues
- The vision has not been created in quite some time. It seems decisions are being made on the given subject at hand without any thought to long term ramifications.
- There is a lack of vision of staffing requirements to handle functions necessary for an effective City Organization.
- There is no vision by the City Council and staff's attempts to plan are thwarted by Council. Even if a plan is adopted, i.e. downtown plan, the Council seems unable to get out of the way when staff and other attempt to implement the plan.
- We are being too frugal. Cannot continue to meet expectations without raising revenues.
- We, the employees, yes, we get it done. Despite the buffoonery and small minded micro-managing, "new normal" attitudes of the elected few.

---

### Strategic Direction & Intent

- We lack an Organizational and Functional Chart that delineates clear job descriptions with duties and responsibilities
  - It always gets back to Institutional Knowledge-we've always done that way head knowledge
  - Accountability is AWOL
-

---

## Strategic Direction & Intent continued

- Do more with less. Repeat. Repeat again, while being accused of being lazy incompetent and over paid. All while doing the job, doing our best for the City, with less, and less. And being embarrassed in public by the Council and Mayor, and accused of lying. I am rightfully proud of our inter department working relationships; I don't see dead wood, or workers standing leaning on shovel. I see and work with dedicated employees who are starting to get a very poor attitude, fostered by accusations of laziness, being overpriced and "we can privatize that and save money" attitudes on the elected officials part. Sorry, got me going there. I switched my answer to the last one from disagree to agree because we at the PD have been trimming the tiny bit of fat left in our budget. Our Chief is capable, fiscally responsible and doing his best to reorganize and streamline our Dept while still delivering what the Public wants and deserves. Good policing.
- I am not aware of the mission or strategies.
- I believe that Administration has a clear mission, but the elected officials do not. Departments don't work as a team.
- I don't think a lot of employees even know what the mission is not enough communication.
- I have never been told the City's mission.
- No mission or direction.
- Specific department mission and strategy is somewhat defined. The overall mission and strategy of the city as a whole is not.
- The city council is, and has for years, sent a message to all city and public employees that we are a drain on the city's resources and finances; and we do contribute to the safety, security, and standard and quality of living to our city.
- The Mission Statement, as written in the front of each council packet, is very clear - and I believe most if not all our employees adhere to that mission. HOWEVER, I'm not sure the council is as committed to 'providing responsible municipal service'. I would beg to differ that the council knows how to be open, effective and efficient.
- There is lack of communication between city admin./dept. heads and the rest of city staff
- There is no complete vision explained to employees only the portion you fit in
- We have a clear mission to our mission at our immediate work place but it would be nice to have each department's mission statements posted on the City Website and at each workplace location.
- We must work across department lines to complete tasks. Because there is not a long-term vision from the Council, we just do day-to-day operations.
- Given a mission has not been relayed to staff it is hard to align day to day work with a mission employed by the council.
- You can't dismantle the police department and expect the mission to be to protect and serve the public.
- Hard to align when guessing on the direction. If the direction is to "do more with less and work harder" that goal was already achieved unless the desire is to run the entire operation into the ground?
- I answered strongly disagree because I'm not aware of what our mission is. I know what my department's mission is yet; I'm not familiar with the cities mission.
- No large vision. No plan. Council does not care what employees think.

---

## Goals and Objectives

- I think employees know their daily role but not their long term role is.
- I think we aren't all sure what the "plan" is at this point, other than to micro manage, cut positions, give that work to private industry (who cost more and don't do as much work) and argue and snipe at each other on public TV.
- I'm also not aware of our goals and objectives as a City. It seems that this information doesn't come down to the lower level staff.
- Objectives and goals of my job are driven by the nature of the job and not by any direction by the city.

---

## Goals and Objectives continued

- Some department directors have clear goals and objectives, other have none - or do not follow them. Departments have become territorial and don't function as a team.
- The goals and objectives are interdepartmental. The employees are proud of what they do and how we work together for the environment and the betterment of the city.
- The No. 1 Goal/Priority, as written in the front of each council packet, is 'Leadership'. I Strongly Disagree that the Council 'understands what needs to be done in order to succeed in the long run' nor do they 'consistently track assignments in relationship to the goals and objectives'.
- These answers refer to individual departments.
- Within our department I agree with the goals and objectives.
- Employees are too discouraged to engage in goal setting.
- Not sure I answered this correctly? I agree my daily activities align with my department's goals and objectives. However if the question was meant to be tied back to the vision and strategy of the city I would have to change my answer to strongly disagree because I'm not aware of what the cities vision and strategy are?
- Again I don't believe everyone knows what the goals are.
- I am not involved with being a part of the vision and strategy of Willmar... there is once again a lack of communication between Dept. heads and workers... I am sure if ALL city workers were involved with the "vision" we would come up with some good ideas without paying a consultant \$\$\$\$\$.... It is very hard to answer questions about "THE VISION" when we don't even know what it is!!!

---

## Core Values

- I answer this from the point of view of anyone below elected status. We all know right and wrong. We all have a good work ethic and give good work for our pay. Charlene is smart and has a good handle on what we should be doing as a City. She, and we, are handicapped by an elected council/mayor with weird ideas on how to run a city.
- I believe this for the management and staff but not sure about the City Council.
- I think Department have values that are sometimes different than upper management.
- I think the front line staff take pride in their work ethic, but management and city council don't support the efforts. At some levels, they discourage serving the public, which should be our job.
- My answers do not apply to the council. I would Strongly Disagree when rating the council.
- Police department structure, leadership, core values and vision is strong. Leadership my City council & mayor is non-existent.
- The company line is we care about the city we live and work in, but the city council seems oblivious to the damage they're doing.
- The dept. that I work for practices what we preach but I feel that some of the council and mayor have personal agendas and will say or do anything to achieve what they want.
- There is no consistency. Because the top leaders do not move in a consistent fashion, employees cannot either. It is just running from one fire to another.
- Within our department, again I wouldn't agree city-wide.
- Some department directors and the City Administrator try, but without Council support of a larger vision, the results are fragmented at best.
- From an employee standpoint is how these questions were answered.
- Answered as defined by specific department core values.
- A loose lip will sink the ship beware of unguarded talk.
- I am not aware of management approaches or practices.

---

### *Reaching Agreement*

- Chief has his own agenda. Doesn't listen to ideas or opinions that don't fit his plan or goal.
- For the most part, our department does work as a team. Credit goes to a strong Director.
- I do not know of how the decision making process is done.
- I have been told if I don't agree with my boss I could be fired.
- My specific department works well, but the City as a whole in conjunction with Council does not.
- Not everyone will participate with their view points when asked.
- Not sure that the last three questions relate to the area I work in due to the limited size of the department.
- The chief pushes his own ideas. Does not listen when he doesn't like or agree with input.
- The organization has culture, but not necessarily a positive one. Lack of problems solving and risk taking.
- Us against them prevails, and cover your backside is the norm. Unit cohesion happen when the mission objectives are understood implemented in an open and transparent method. Fresh air and sunlight are required

---

### Coordinated and Integrated work

- Long term employees need to be example to new employees.
- Departments have become territorial. Have witnessed the public being sent to one department after another, when the answer could have been given immediately.
- Departments work well together
- I believed that the individual employees of the City of Willmar work well together.
- I strongly disagree with the first statement because I do not understand the cities "big picture"; It has never been communicated.
- No one knows what the "picture" is as it relates to Council & Mayor.
- Organization is very siloed and silos within each silo.
- The more in favor you are with the your boss, the promotions coming easier. The old saying "It's not what you know, but who you know." A lot of talented employees, they are not be noticed or listened to.
- There are some employees that I feel are not team players when interacting between departments and/or learning or willing to do job duties of others in their absence. It seems some only feel the need to do "their job."
- We have a good setup. We all have our strengths and weaknesses. We are aware of them and use each other to fill in our needs. I do not see any areas where we could merge departments to serve the public better. We mesh well. Simple as that.

---

### Teamwork

- After 16 years with the same Mayor and City Administrator the transition to a new Mayor and CA is at best strained.
  - Again, my specific department is great, but the City/Council as a whole isn't necessarily focused on teamwork.
  - Chief has his own agenda. We follow it. Disagreement or opposition not valued or encouraged.
  - I believe my department and management team act in this manner but not the City Council.
  - Not aware of goals and objectives.
  - Some progress is being made in teams, i.e. website, but it is the exception and not the norm.
  - The street officers will try to get the job done despite management and council actions.
  - There are a lot of talented people on our team
  - These answers are for within our specific department---not for outside our department. The answers would be totally different if outside the department!!!
-

---

## Teamwork continued

- Within our department teamwork is fantastic! I've seen instances when someone from another department is unwilling to help out and you can clearly see they have the time. It's frustrating and difficult to understand why they are being territorial so to speak or maybe just lazy.

---

## Empowerment

- Policies require updating. The City Administrator assumes beyond ministerial duties in violation of the Home Rule Charter. City Councils primary duty is policy development.
- Again, these answers reflect within our department only. The answers would be totally different if outside the department!
- Between departments information and coordination's is good but from the Council and feel it is very limited.
- I believe employees are afraid to speak up - do not believe there is council support
- Departments don't always work well together as a whole, which I believe has an effect on individual departments.
- Information is improving, but we have a long way to go...people don't feel trusted or trust one another.
- I believe most City employees take pride in what they do. Over the last year or so there seems to be a tendency by the council that they do not appear to support nor believe in its employees, which obviously creates problems with employee morale. Even with all the negativity put forward by the council, I still believe our employees take pride in what they do. I believe the department heads/first line supervisors continue to positively influence and support their employees - even through all the negativity.
- some decisions made by upper management is done without all the information
- Speaking City-wide on this one
- Within our department

---

## Capability Development

- I believe among all the employees, employees are viewed as important resources for the organization. The council does NOT view its employees as important resources.
- Most of our problems are lack of funding and/or council agreement.
- Training/skill development is minimal anymore.
- A certain few on the City Council DO NOT value city staff as important resources as evidenced by their continued bid to downsize department staff.
- I believe we have capable staff that need positive reinforcement and additional training and coaching
- Again in our department - not city-wide
- Council has not valued investments in employees.
- belief that city council believes that city employees are not worth what we are truly worth and treat us as such
- I don't feel like a valued employee to the City, I feel like I could be let go if I don't agree with what is happening. Again, a lot of talented & dedicated employees in the City that go underutilized.
- If these are considered on an individual department basis, then I agree strongly with 1,2,4 and neutral on As a Citywide structure--as answered
- Lack of appropriate management skills on the part of the Council/Mayor only. No out-of-town training as a blanket policy curtails our development. We should be allowed to partake of better training in other states/cities in selected instances. We are doing the best we can and obviously have to go to some, and are allowed, but there are limits. I would like to see us more proactively seek out those training opportunities being brought to Willmar. We have the facilities and certainly could make a draw from points south and west.

---

### Capability Development continued

- No training or skill improvement at all. Plus, there are no goals or reviews, so we don't know what training we should be having.
- Officers are capable, chief micro-manages too much.
- There are plenty of opportunities to develop staff. There are a number of long-term employees who have an attitude of "this is the way we've always done things." Change is not always embraced.
- These comments are for my department and not for top management - city council.

---

### Creating Change

- Community Conversations are needed with all our Citizens. The New Normal is ignored. Collaboration is a bad word with unions
- All depends on what is being proposed.
- Change is bad obviously, but we are still trying to be open. The attitude is much better than in days past. The "youngsters" are willing and dragging some of the older ones along. Now speaking about the PD, answering the above. With regard to the Council/Mayor, they want, well I'm still not real sure what they want.
- The staff needs leadership from the council - I believe that management is being held back by the council. We have good leadership in our administrator if would allow her to move forward.
- I think people would be more open to the idea if they were not worried about losing their job. The council has put all employees on edge as their job could be outsourced or removed at any time for any reason. So any change means their job is in jeopardy. If employees were happier and less worried, change would be easier.
- If you look at how things have changed over the last 2 - 5 years, I think most employees accepted those changes pretty well. People pitched in to do more with less (less funding and less employees). 2) Response to changing environment/needs of stakeholders is limited by funding, but I believe efforts have been made where feasible.
- If we can bring "positive" change, I believe the employees will enjoy it!
- Resistance to change is met when the proponents for change don't necessarily know what they are talking about regarding day to day "in the trenches" work.
- The employees look to change but are hampered by the lack of support by the Council - financial and vision.
- There is nothing wrong with change if done for the right reasons but change just to change with no benefit I do not believe is right
- We are more re-active instead of being pro-active.

---

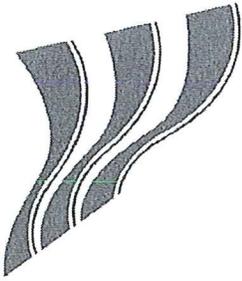
### Organizational Learning

- Job descriptions along with duties and responsibilities are required on each employee.
- Innovation and risk taking are not encouraged.
- I believe most employees attempt to keep other applicable departments informed with pertinent information.
- Chief jumps to conclusions and has his mind made up before investigating.
- I believe staff is afraid to take risk - they are criticized about mistakes... Also things are put on the shelf vs. fall between the cracks
- Communication is terrible from the top down. I also think the management team has no idea what the council is going to do or why they do it.
- The City Administrator and a couple of Department Heads support risks and allow mistakes, but the Council does not.

---

## Organizational Learning continued

- I have heard many comments from the public on how unfriendly the front office is. I believe the PD, Public Works, WTP, work well together - the folks at the City Office don't always. Some departments continue to do things as they always have. Not a lot of unity. Elected officials are somewhat to blame. We all hear the comments being made at meeting - City employees are under worked and over paid.
- In our specific department
- Inter-department communication is a lacking point. We don't all need to meet all the time, but should have a level above "gossip" to know what's going on in the City (as a workplace) The first two parts are only in relation to my dept the PD.
- Just want to point out that I have seen some customer service issues that displease me. Some people who come in to our facility are treated differently "because of who they are."
- Lots of things "fall between the cracks". There are so many things that should be done to make our job tasks easier but work load sometimes prohibits us from stepping back and organizing/ re-organizing things to help accomplish a more efficient process.
- policy and directives change so not sure of things, policy should be followed consistently
- The answer to the above questions apply to the Council and Not to employees.



CITY OF WILLMAR, MINNESOTA  
REQUEST FOR COMMITTEE ACTION

**Agenda Item Number:** 4  
**Meeting Date:** May 15, 2013  
**Attachments:** X Yes No

CITY COUNCIL ACTION

Date:

- Approved
- Amended
- Other
- Denied
- Tabled

**Originating Department:** Administration

**Agenda Item:** Custodial Maintenance Services

**Recommended Action:** Proceed with the hiring of a custodial maintenance position and terminate the contract with Service Master.

**Background/Summary:** The City's contract with Service Master for facilities cleaning has been in place for just over one year. The total cost of the contract for that period was \$51,419. Staff has not been satisfied with the level and quality of service. The City has looked at other potential vendors and those costs are estimated to be approximately \$47,000.

Hiring a Range 1 custodian would cost the City \$35,906 - \$45,640, inclusive of benefits. If a custodian were hired at Range 3, the costs would be from \$41,517 - \$51,273.

The City attempted to contract the service in good faith, but the quality of the service has not been achieved nor the cost savings.

**Alternatives:** Continue with a contract service.

**Financial Considerations:** The costs to the City would range from \$35,906 to \$51,273 depending on range of hire and benefits selected, i.e. family vs. single coverage. In any case, the internal costs would be lower than the contracted costs and would provide the City with a better level of consistency and control of services.

**Preparer:** C. Stevens

**Signature:**

**Comments:**





**WILLMAR**



**PLANNING AND DEVELOPMENT SERVICES**

City Office Building  
333 SW 6th Street, Box 755  
Willmar, MN 56201

<b>GENERAL DEPARTMENT &amp; INFORMATION</b>	320-235-8311
<b>DIRECTOR</b>	320-214-5184
<b>PLANNER</b>	320-214-5195
<b>BUILDING OFFICIAL</b>	320-214-5185
<b>BUILDING INSPECTION TECH</b>	320-214-5187

FAX: 320-235-4917

**MEMORANDUM**

**TO:** Charlene Stevens, City Administrator

**FROM:** Bruce D. Peterson, <sup>BDP</sup> Director of Planning and Development Services

**DATE:** April 9, 2013

**RE: FACILITIES CLEANING REVIEW, OPTIONS, AND RECOMMENDATIONS**

The City's contract with Service Master for facilities cleaning has been in place for just over one year. The total cost to engage Service Master for that 12 month period was \$51,419. \$48,597 was paid for contract cleaning, with an additional \$2,822 paid for carpet shampooing and window washing. The services provided by Service Master have been inconsistent and of marginal quality. There has been no deep cleaning of hard flooring surfaces and at times the overall quality of cleaning including bathrooms has been unacceptable. These deficiencies have been brought to the attention of Service Master and discussed at length. A plan for communications, using a log book at various sites, was put into practice, but has not proven to be the solution for improving communication and results. This dissatisfaction with current services prompted staff to look at other options.

Staff contacted West Central Industries to get a quote for cleaning services. Their cleaning proposal is detailed on the attachment and totals \$47,640 per year including taxes. The proposal follows the RFP used last year, and does not include deep cleaning, stripping of floors, carpet shampooing, or window cleaning.

Additionally, the option to engage a full-time City employee was also evaluated and costs calculated. The wages and benefits for an individual hired at Range One would be \$35,906 per year with single insurance coverage, or \$45,602 with family coverage. If an employee was hired at Range Three, the wages and benefits would total \$41,517 for single coverage, or \$51,273 for family coverage.



Following review of the services provided by Service Master this past year and after analyzing other options, it is my recommendation that the City move to hire a full-time City employee to provide building custodial and maintenance services. Further, it is my recommendation that the employee be hire at a Range One. Reasons for recommending a change from contracted services is that the track record established by our current contractor has not provided the results that are needed to keep our City buildings clean, presentable to the public and employees, and that serve to maintain their long-term value. Also, there has been no demonstrated cost saving. The City would maintain greater control over the custodial/cleaning functions by hiring another City employee, and the additional staff would provide much needed flexibility in the case of sick leave, vacation, or other downtime. We owe it to the employees and public to better clean, maintain, and preserve our municipal facilities.

I am available to discuss this matter at your convenience.

Willmar  
1300 SW 22<sup>nd</sup> Street  
P.O. Box 813  
Willmar, MN 56201  
Phone: 320-235-5310  
Fax: 320-235-5376



Hutchinson  
900 Highway 15 South  
Hutchinson, MN 55350  
Phone: 320-234-7515  
Fax: 320-234-7317



Connecting Businesses & Workers  
Since 1962

2-22-13

Director/City Engineer  
Public Works Department  
City of Willmar  
333 SW 6<sup>th</sup> Street  
Willmar, MN 56201

Dear Director,

West Central Industries is pleased to have been contacted to submit a proposal for cleaning services for 5 facilities for the City of Willmar.

Our proposal is in response to the "Request for Proposal, Custodial Services City of Willmar Public Facilities"

Our proposal is as follows:

-We acknowledge, will comply with and will submit documentation for the items noted in the first 3 paragraphs of this REP.

1. Public Works Garage located at 801 Industrial Drive SW in Willmar. We will provide cleaning services as noted. Cleaning would be done twice a week. No services would be provided in the garage areas, except for the rest room. \$382.00 month, + tax.
2. Old Wastewater Treatment Facility located at 1400 7<sup>th</sup> Street SE in Willmar. We will provide cleaning services as noted. Cleaning would be done once a week. No service would be provided in the garage area or Archive Room. \$190.00 month + tax.
3. New Wastewater Treatment Facility located at 3000 75<sup>th</sup> Street SW, Willmar. We will provide cleaning services as noted. Cleaning would be done twice a week. No services would be provided in the garage area. \$763.00 month + tax.
4. Fire Department located at 515 2<sup>nd</sup> Street SW in Willmar. We will provide cleaning services as noted. Cleaning would be done twice a week. No services would be provided in the garage area. \$477.00 month + tax.



MN Relay Service: 1-800-627-3529

[www.westcentralindustries.com](http://www.westcentralindustries.com)

EEO/AA



5. Willmar Community and Activity Center located at 624 Highway 71 N in Willmar. We will provide cleaning services as noted as: daily, weekly, bi-weekly and monthly tasks. \$1907.00 month + tax.

Summary: 1. \$382.00  
2. \$190.00  
3. \$763.00  
4. \$477.00  
5. \$1907.00

Total \$3719.00 month + tax.

Our proposal pricing is not dependent on WCI cleaning all the facilities. The City of Willmar may separate areas as they see fit.

General note: We will provide the necessary labor, equipment and supplies required to complete the tasks indicated in the RFP. There are site specific supplies that WCI will not be providing, such as: paper towels, toilet paper and hand soap. We will replenish the containers with the facilities supplies. We will notify the facility manager of needed supplies.

**Point of Contact:**

-Our crew supervisor will be determined later. Different sites may have a different supervisor.

-Ben Nelson is our Lead Crew Supervisor. His cell # is 320-297-3395. Ben would be the primary contact for the operations.

-Dan Hanson is our Production and Sales Manager. His office # is 320-235-5310 ext. 206. His cell # is 320262-6778.

Dan would be the secondary contact if Ben is unavailable or if there are any other concerns or questions.

Please note: This proposal is valid for 60 days from the date of submittal. We are reserving the right to re-evaluate this proposal if our government increases the minimum wage.

Please do not hesitate to contact me with any questions or concerns that you may have.

Respectfully submitted,

Daniel Hanson  
Production and Sales Manager  
320-235-5310 ext. 206  
[danh@wciservices.org](mailto:danh@wciservices.org)  
320-262-6778 cell



Willmar  
1300 SW 22<sup>nd</sup> Street  
P.O. Box 813  
Willmar, MN 56201  
Phone: 320-235-5310  
Fax: 320-235-5376



Hutchinson  
900 Highway 15 South  
Hutchinson, MN 55350  
Phone: 320-234-7515  
Fax: 320-234-7317

**JobLink**

Connecting Businesses & Workers  
Since 1962

References for Cleaning Services provided by WCI:

1. Paul Tinkelberg  
City of Willmar Auditorium  
333 6<sup>th</sup> St SW.  
Willmar, MN 56201  
320-979-0260
2. Christie Kurth  
Executive Director  
Willmar Area Food Shelf  
624 Pacific Ave. SW  
Willmar, MN 56201  
320-235-2641  
[Christie@willmarafs.org](mailto:Christie@willmarafs.org)
3. Rich Olson  
Health and Safety Director  
Willmar School District #347  
611 SW 5<sup>th</sup> St.  
Willmar, MN 56201  
320-231-8530  
[olsonr@willmar.k12.mn.us](mailto:olsonr@willmar.k12.mn.us)





May 8, 2013

TO: Steve Ahmann-Labor Relations Chair/Committee Members

This letter is being written on behalf of the Willmar Community/Activity Center (WCAC) Council in regards to the custodial issues at this facility. We understand that city staff is proposing that the city replace the Service Master contract with a custodial position to be hired by the city. We whole heartedly endorse this action.

We have worked with Service Master on the cleaning issues related to this facility over the last year and we are still not getting the service level that should be expected or we received when the city had a custodian assigned to this facility. The WCAC Committee along with LeAnne Freeman created a document that outlined the daily, weekly and monthly tasks that need to be done so this facility is cleaned to the standard expected by users of this facility. Given the subpar performance by Service Master it is our belief the city should hire staff to complete these tasks.

The WCAC Council would also ask that the Labor Relations Committee and City Council consider the following:

1. Usage of WCAC: Over the last five years rental of the WCAC has averaged 1,129 rentals. Using a modest average of 20 people per rental means that we have about 22,000 Citizens utilizing this facility through rentals.
2. There are also the other community members that show up daily to play pool, use the computers, the exercise room, the library, the woodshop, play cards or just visit.
3. With all the rentals and other usage the WCAC must not only be kept clean, there is also set up work that must be done for the rentals and the maintenance issues that must be taken care of such as: changing light bulbs, doing minor repair work on plumbing, appliances, touch up painting, repairs in the woodshop and much more. This work falls on LeAnne's shoulders to get done or to hire out. With an experienced custodian this work would be taken care of, automatically leaving more time for LeAnne to devote to the WCAC, Aquatic Center and Auditorium. The heavy usage of an older building requires a skilled custodian to help this facility operate efficiently and keep it attractive to the community.

We urge you to hire city staff to maintain this facility moving forward. Thank you for considering this request.

Sincerely,

  
Cathy Johnson  
WCAC Committee Chair

Committee members are; Steve Ahmann, Jim Dokken, Dennis Anderson and Ron Christianson

