

***Town of Greenville  
Land Use Change & Community  
Management Capacity Study:  
An Interdepartmental Staffing Impact Analysis***



**TOWN OF GREENVILLE**  
**OUTAGAMIE COUNTY, WISCONSIN**

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Dave Julius, Fire/Rescue Department  
Tony Nowak, Parks & Urban Forestry

*A special 'thank you' is given to all the Department Heads for time in participating in the required interviews for this project. The Commission would also like to acknowledge David Wagner, CIPFA and James A. Mann, CIPFA of Ehlers & Associates, Inc. for their time in reviewing and discussing portions of this project as they relate to the financial planning work conducted by their firm on behalf of the Town of Greenville.*

## **ABSTRACT**

TITLE: Town of Greenville Land Use Change & Community Management Capacity Study

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SUBJECT: An inventory and analysis of the Town's management capacity with respect to land use change.

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## Project Overview

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### Project History/Basis

The Town of Greenville, located in southwest Outagamie County is part of the Fox Cities urban fringe. As a fringe community the Town has received significant growth and development over the past several decades. This growth and development has affected the Town and its residents in many ways: increased demands for 'urban services'; the need for more extensive infrastructure; and, increased pressure and complexity placed upon proper 'management' of the Town's infrastructure and financial capacity.

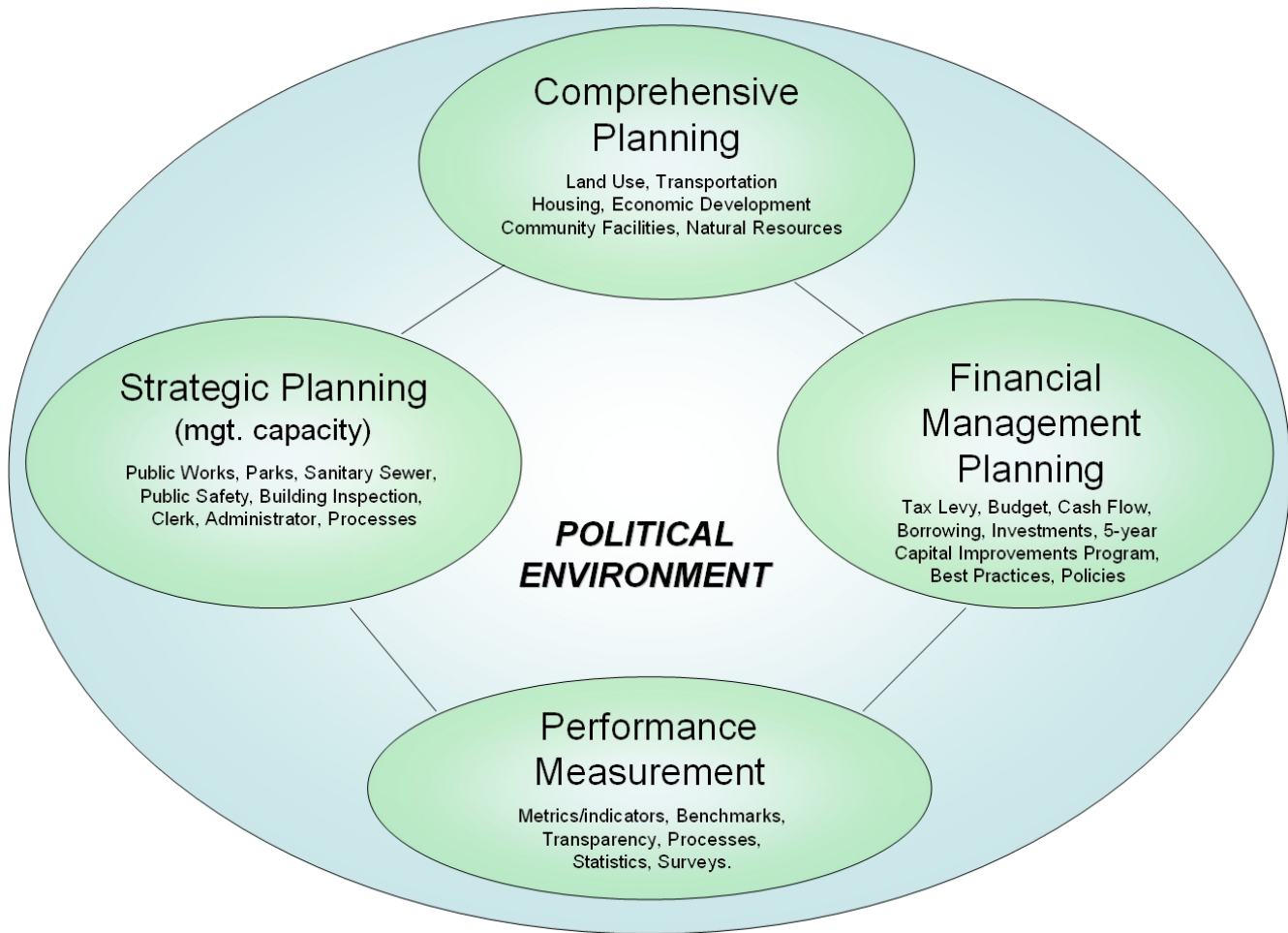
Over the last several years, the Town Board and Town Administrator have worked hard to develop new assessments and strategies to better accommodate growth while still keeping the qualities of the Town which residents value. Much of this value is reliant on the infrastructure and services offered by the Town at [tax] rates which are considered reasonable given the income levels and ranges of its residents. As such, a three part process was devised to address issues associated with comprehensive planning, strategic planning, and financial management planning (see Figure 1):

1. **Update the Town's 1998 Comprehensive Plan to the State's new "Smart Growth" Comprehensive Planning standards.** This plan will outline the new 'vision' for development and preservation within the Town's boundaries and will provide guidance on both short and long term land use decisions. The 2030 Greenville Comprehensive Plan is currently being prepared by East Central RPC and is scheduled for completion in 2009;
2. **Develop a new and updated five-year Capital Improvements Program (CIP) to lay out near-term capital outlays.** This process, currently being conducted by Ehler's & Associates, will assist the Town in maintaining or improving its infrastructure and service capacities, while ensuring that its borrowing abilities and overall financial health are stable;
3. **Develop a study to examine the 'management capacity' of the Town as growth and land use changes continue into the future.** Numerous studies have been done nationwide which correlate the 'physical' costs of growth, however; the ability for a community to manage these changes - in terms of staffing levels into the future - has not been addressed by many communities. To East Central's knowledge, this will be the first attempt at such a study within the region.

The third part of this effort – this study – focuses on the various relationships between growth/development and the ability for a community to accommodate the associated increases in administrative capacity, facility expansion and asset maintenance needs. ***The premise for this study is that continued growth and development of the Town (whether urban or rural in nature) will either require changes in the abilities of Town staff to improve efficiencies/management methods, and/or the need to increase staffing.*** This phenomenon has, to some degree, already occurred within the Town. For example, in 1998 the Town elected to increase the size of its Town Board from three persons to five persons in reaction to the increased amount and complexities resulting from an increase in population. In 2000, for similar reasons, the addition of a professional Town Administrator position was approved, with the Town Clerk position being relegated to day to day administrative tasks.

Lastly, referring to Figure 1, the fourth part of this diagram, Performance Measurement, has yet to be initiated or completed by the Town and assumes that some improved type of performance measurements will be developed and put in place/monitored by Town staff in the near future.

**Figure 1: Community Management Capacity Framework**



Source: Dave Tebo, 2008

### **Study Objectives**

The Town of Greenville and East Central RPC discussed and developed the framework for this study in late 2007. The study's major objective, as determined at that time was:

***"The overall purpose of this project is to improve knowledge and aid in decision-making on the short and long-term provision of government services and functions by the Town as they relate to historic and future growth/land use changes and scenarios"***

More specifically, the following items were hoped to be accomplished as a result of this study:

1. Identify current/base levels of staffing and associated costs for the Town;
2. Identify timeframes for staffing additions in all departments;
3. Identify potential future costs of staffing additions
4. Correlate where possible, the future staffing needs with population/growth projections;
5. Provide where possible additional information to assist in justifying the addition of staff to departments, and;

6. Provide a better understanding of the relationship between land use change and community management capacity and staffing.
7. Provide recommendations for consideration by the Town to maintain or reduce existing or future staffing needs.

## **Study Methodology**

In late January and early February, 2008, East Central staff met with each of the Town's six department heads (Parks/Recreation & Forestry, Public Works, Clerk/Treasurer, Building Inspector, Sanitary District and Fire/Rescue) for approximately two hours each. These meetings consisted of an informal interview which dedicated approximately 1 to 1-1/2 hours apiece to the department head 1 to 2 hours apiece to discuss and assess their departments functions and duties as they relate to existing staffing and the historic/projected growth of the Town. As this process was being conducted parallel to the Smart Growth Comprehensive Planning process, East Central staff had the opportunity to review and discuss a series of draft future land use and development scenarios with each department head.

The information collected from the interviews was standardized into a series of detailed 'fact sheets' contained in Appendix A. The Fact Sheets summarize the Department, its responsibilities and current capacities, as well as documenting key issues and ideas for improvements. Additional information pertaining to the Town was also inventoried and assessed to better identify factors which needed to be considered during the development of the management capacity analysis, including demographics, financial information, and estimates of staffing and future costs.

The next step was to attend several meetings of the Town Board in conjunction with the Town's financial consultant, Ehler's & Associates, Inc. who was working on the development of an updated 5-year Capital Improvements Program (CIP) as well as an assessment of broader financial planning issues (i.e. borrowing capacity, revenue projections, etc.). These two planning efforts were inextricably linked and required some level of consistency and correlation between the two reports. Information was shared between East Central and Ehler's' staff as necessary during the study's development and was reviewed with the Town Board for input purposes.

The final step of the process was to develop a summary report (this report) and distribute it in conjunction with copies of the draft *Town of Greenville Comprehensive Plan* as an appendix for review and consideration by the Town Board, Plan Commission, Department Heads, and the general public.



## Background Information

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### Community Description

#### Location & Setting

The Town of Greenville is located in south central Outagamie County, Wisconsin. The Town of Greenville is a transitional town of 8,750 permanent residents encompassing approximately 36 square miles, most of which reside in the eastern one-third of the Town. Map 1 illustrates the location of the Town as well as the current land use patterns.

The Town has experienced a rapid rate of growth from 3,806 persons in 1990 to 6,844 in 2000. Greenville has a diverse landscape with rural lands and a central unincorporated village area containing subdivisions, commercial establishments, and municipal buildings. The Outagamie County Regional Airport is located within the boundaries of the Town, and numerous industrial facilities are located in close proximity to the airport.

The Town of Greenville is bordered by Town of Ellington on the north, the towns of Hortonia and Dale on the west, the Town of Grand Chute on the east, and the Town of Clayton (Winnebago County) on the south. The Town of Hortonia and Village of Hortonville are adjacent to the northwest corner of the Town.

#### Historic Population & Growth Trends

The Town of Greenville has experienced a rapid rate of population growth over the past 50 years, growing from 1,223 persons in 1950 to 6,844 persons in 2000. Between 1950 and 2000, the population of the Town of Greenville grew by approximately 460 percent. The Town of Greenville growth rate far outpaced the population growth rate of the adjoining towns of Grand Chute (209%), Hortonia (68%), Dale (98%), Ellington (100%), Clayton (147%), Outagamie County (97%), the East Central Region (66%), and Wisconsin (4%). Table 1 illustrates the historic population growth of the Town and neighboring communities.

The Town of Greenville's significant population increase between 1990 and 2000 corresponded with the high number of building permits issued during this time period - 1,098 dwelling units (or approximately 110 per year). Several characteristics of the Town, as identified through the comprehensive plan visioning process, may provide a good indication of the Town's ability to attract new residents. Participants at the first comprehensive plan meeting indicated that the Town's proximity to places of employment and retail establishments were features that they valued about residing in the Town of Greenville. Reconstruction of the STH 15 corridor and creation of the new UTH 10 extension, south of Greenville, has made the community more easily accessible.

MAP 1 – LOCATION / EXISTING LAND USE

**Table 1: Historic Population Change**

|                           | 1950         | 1960         | 1970         | 1980         | 1990         | 2000         |
|---------------------------|--------------|--------------|--------------|--------------|--------------|--------------|
| <b>Town of Greenville</b> | <b>1,223</b> | <b>1,538</b> | <b>2,675</b> | <b>3,310</b> | <b>3,806</b> | <b>6,844</b> |
| Town of Grand Chute       | 5,948        | 5,035        | 7,089        | 9,529        | 14,490       | 18,392       |
| Town of Hortonia          | 632          | 695          | 804          | 869          | 883          | 1,063        |
| Town of Dale              | 1,157        | 1,225        | 1,405        | 1,620        | 1,818        | 2,288        |
| Town of Ellington         | 1,269        | 1,334        | 1,696        | 1,865        | 2,099        | 2,535        |
| Town of Clayton           | 1,203        | 1,302        | 1,771        | 2,353        | 2,264        | 2,974        |
| Outagamie County          | 81,722       | 101,794      | 119,398      | 128,730      | 140,510      | 161,091      |
| East Central Region*      | 366,887      | 413,397      | 475,090      | 511,033      | 542,712      | 609,558      |
| Wisconsin                 | 3,434,575    | 3,951,777    | 4,417,821    | 4,705,642    | 4,891,769    | 5,363,715    |

\*The East Central Region is comprised of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago Counties.

Source: U.S. Census, 1950-2000

### Population Forecasts

The Wisconsin Department of Administration (DOA) population estimates indicate that the Town of Greenville population has continued to grow, with an estimated population of 8,750 residents in 2006. Table 2 depicts the DOA population estimates and the East Central Wisconsin Regional Planning Commission (ECWRPC) population projections for the Town of Greenville, adjoining towns, and Outagamie County. The ECWRPC population projections forecast that Greenville will continue to have a steady rate of growth through 2030. The Town of Greenville population is projected to increase by 55% between 2010 and 2030 which is considerably lower than the 107% population increase that the Town experienced between 1980 and 2000. ***The Town of Greenville's population is projected to grow by 5,168 residents with a 2030 population of 13,918. If the target of 15,000 persons actually occurs, as identified in the Comprehensive Plan, pressures for services will grow that much more.***

**Table 2: Current and Projected Population**

|                           | 2008         | 2010         | 2015          | 2020          | 2025          | 2030          |
|---------------------------|--------------|--------------|---------------|---------------|---------------|---------------|
| <b>Town of Greenville</b> |              |              |               |               |               |               |
| <b>Steering Committee</b> | <b>9,401</b> | <b>9,910</b> | <b>11,183</b> | <b>12,455</b> | <b>13,728</b> | <b>15,000</b> |
| ECWRPC                    | 9,401        | 8,987        | 10,145        | 11,377        | 12,632        | 13,918        |
| Town of Grand Chute       | 20,520       | 22,136       | 24,124        | 26,208        | 28,272        | 30,344        |
| Town of Hortonia          | 1,090        | 1,128        | 1,167         | 1,205         | 1,236         | 1,262         |
| Town of Dale              | 2,599        | 2,763        | 2,991         | 3,229         | 3,463         | 3,696         |
| Town of Ellington         | 2,806        | 2,956        | 3,159         | 3,368         | 3,569         | 3,767         |
| Town of Clayton           | 3,579        | 3,643        | 3,922         | 4,224         | 4,559         | 4,895         |
| Outagamie County          | 174,778      | 181,224      | 190,570       | 200,012       | 208,688       | 216,874       |
| East Central Region       | 649,718      | 667,636      | 691,308       | 714,939       | 737,521       | 756,877       |
| Wisconsin                 | 5,675,156    | 5,751,470    | 5,931,386     | 6,110,878     | 6,274,867     | 6,415,923     |

Sources: U.S. Census, Wisconsin Department of Administration 2006, East Central Wisconsin Regional Planning Commission

Population projections can provide extremely valuable information for community planning but have particular limitations. Population projections are typically based on historical growth patterns and the composition of the current population base, to a large extent the reliability of the projections is dependent on the continuation of past growth trends. Population growth is more difficult to predict in a community, such as Greenville, where the growth is heavily dependent on migration, as migration rates may vary considerably based on various push and pull factors located outside of the community.

Continued population increases will result in an increase in demand for services and land consumption. The density of settlement, coupled with the amount and location of land consumed for housing, commercial, and industrial uses will impact the cost of Town services. Additional development will decrease the amount of open space and impact the continued economic viability of the agriculture sector within the Town of Greenville.

### Household Forecasts

The East Central Wisconsin Regional Planning Commission, as the official Metropolitan Planning Organization for the Fox Cities Urbanized area, has developed two methodologies for projecting future households. The first methodology, hereafter referred to as Methodology A, calculates future household growth by distributing the projected number of households in Outagamie County to each minor civil division (Town) based on the historic percentage of Outagamie County households which have been located within the particular minor civil division. The second methodology, hereafter referred to as Methodology B, assumes that the minor civil division's average number of persons per household will change at the same rate as Outagamie County's average number of persons per household as projected by the Wisconsin Department of Administration. In Methodology B, the projected population, as described in the previous section, is divided by the projected average household size to determine the future amount of households within the minor civil division.

Table 3 depicts the Town of Greenville's projected number of households during the twenty year planning timeframe using both Methodology A and Methodology B. ***Using the highest projection, the Town is expected to grow by 2,314 households between 2005 and 2030.***

**Table 3: Projected Future Households**

|                           | Method<br>Used | 2005      |                   | 2010   |                   | 2020   |                   | 2030   |                   |
|---------------------------|----------------|-----------|-------------------|--------|-------------------|--------|-------------------|--------|-------------------|
|                           |                | No.<br>HH | Persons<br>per HH | No. HH | Persons<br>per HH | No. HH | Persons<br>per HH | No. HH | Persons<br>per HH |
| <b>Town of Greenville</b> | A              | 2,677     | 2.94              | 3,098  | 2.89              | 4,020  | 2.82              | 4,991  | 2.78              |
|                           | B              | 2,663     | 2.96              | 3,050  | 2.94              | 3,897  | 2.91              | 4,799  | 2.89              |

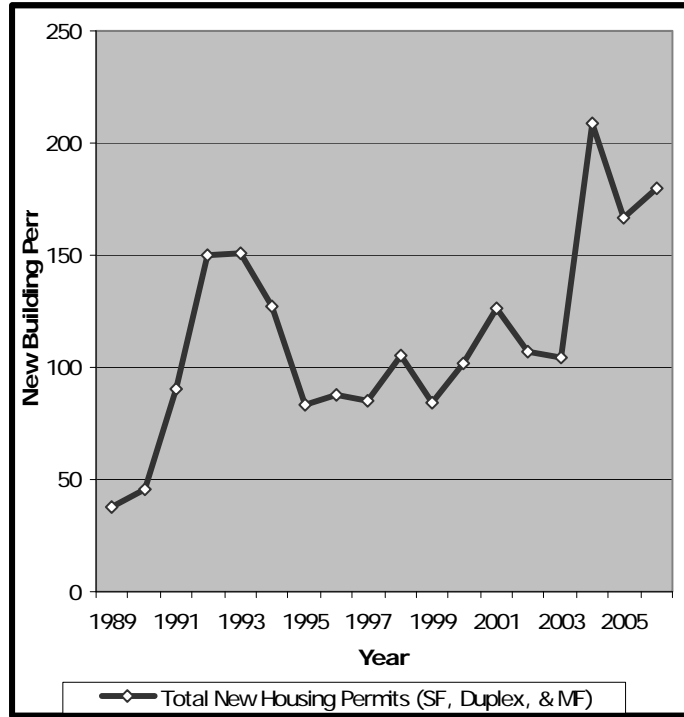
Source: East Central Wisconsin Regional Planning Commission

### Development & Market Trends

The amount of land available for development within the Town of Greenville is finite. By understanding what the current developments trends are, the Town is better able to plan for future development in a sustainable manner. Development trends at the town-level are best indicated by building permit data and lot development information.

***According to the Town of Greenville, 1,357 Residential Permits were issued between 1996 and 2006. This means that approximately 123 permits were issued per year for the construction of new residential structures within the Town of Greenville.*** Figure 2 illustrates residential building permit trends from 1989 to 2006.

Figure 2: Town of Greenville Residential Building Permit History



The other way to measure development trends is by tracking the creation of lots. In Outagamie County, lots can be created through two different avenues: by subdivision or by certified survey map (CSM). Table 4 illustrates the number of lots created between 1996 and 2006. ***Overall, a total of 2,036 new lots were created between 1996 and 2006. This means, on average, approximately 185 new lots were created annually in the Town of Greenville.***

Table 4: Lots Created in the Town of Greenville, 1996-2006

| Year         | Lots Created by Subdivision | Lots Created by CSM | Total New Lots Created |
|--------------|-----------------------------|---------------------|------------------------|
| 1996         | 105                         | n/a*                | 105                    |
| 1997         | 20                          | n/a*                | 20                     |
| 1998         | 29                          | 40                  | 69                     |
| 1999         | 101                         | 36                  | 137                    |
| 2000         | 0                           | 54                  | 54                     |
| 2001         | 18                          | 11                  | 29                     |
| 2002         | 91                          | 39                  | 130                    |
| 2003         | 762                         | 36                  | 798                    |
| 2004         | 282                         | 37                  | 319                    |
| 2005         | 164                         | 48                  | 212                    |
| 2006         | 119                         | 44                  | 163                    |
| <b>Total</b> | <b>1,691</b>                | <b>345</b>          | <b>2,036</b>           |

Source: Outagamie County Planning Department, 2007

\* CSM lots were not tracked until 1998

It is important to understand that there are several limitations to the data provided. Creating new lots on paper (through subdivision platting) does not necessarily mean that the lots are being developed or used. Often, lots are platted and not developed for a period of time. Another limitation of the data is related to the nature of CSMs. A CSM can be creating a new lot out of an existing CSM, or simply surveying an existing parcel to create a new legal description.

Equalized value is the best proxy for determining land market trends at the town-level of analysis. Table 5 shows the equalized value of all classes of land in the Town of Greenville and Outagamie. Overall, both the Town and County have experienced steady increases in land value between 2002 and 2006. ***From 2003 to 2006, the Town's land value increased at a noticeably greater rate than the County, indicating that land in Greenville is appreciating more rapidly and in greater demand.***

**Table 5: Town of Greenville Equalized Land Values**

| Year | Town Equalized Land Value | Percent Increase | County Equalized Land Value | Percent Increase |
|------|---------------------------|------------------|-----------------------------|------------------|
| 2002 | \$117,065,100             | --               | \$1,788,330,800             | --               |
| 2003 | \$122,323,900             | 4.5%             | \$1,911,752,900             | 6.9%             |
| 2004 | \$137,663,700             | 12.5%            | \$2,014,269,100             | 5.4%             |
| 2005 | \$156,914,600             | 14.0%            | \$2,158,908,000             | 7.2%             |
| 2006 | \$171,660,700             | 9.4%             | \$2,312,241,500             | 7.1%             |

*Source: Wisconsin Department of Revenue, 2002-2006; Statement of Equalized Values*

## **Town Government Structure**

The Town of Greenville is an established 'home rule' entity under Wisconsin State Statutes, Chapter 60. In addition to having the responsibilities and authorities outlined in the Statutes, the Town also created several other entities to assist in managing aspects of service provision within its boundaries, including the creation of the Town of Greenville Sanitary District (under Wis. Stats. 60.70) and more recently the Town of Greenville Stormwater Utility. In conjunction with the State, Outagamie County, and its neighboring communities and regional entities, many of the day to day services offered to town residents are developed and managed.

The Town's total 2008 budget was approximately \$2.952 million and, while much of the annual expenditures in the budget are directed at the hard costs of maintaining and upgrading infrastructure, nearly 36 percent of is directed toward the costs associated with paying staff wages and benefits. To administer the services, projects and programs for Town residents, functions were divided into six basic departments, all of which are overseen by a formal 'Administrator'. The Administrator is directed by the Town Board and various Committees/Commissions created by the Town Board. The following Departments are comprised of 27 full-time, part-time, and seasonal staff not including the 54 paid on-call firefighters/rescue workers.

**Administration:** Overseen by the Town Administrator and the Town Clerk/Treasurer, this department's responsibilities are for the general management of the Town and its finances.

**Public Works:** Oversees local street, ditch, stormwater, and building maintenance responsibilities so as to ensure safety, high levels of service, and maintain the attractiveness of the community.

Sanitary District: Oversees the management, maintenance, and expansion of municipal sewer and water systems for the urbanized portions of the Town.

Parks & Urban Forestry: Responsible for the planning, development, and maintenance of all Town Parks, building landscaping maintenance, and urban forestry programs.

Fire/Rescue: Provide for the safety of the Town's residents and ensure that paid and unpaid firefighters and rescue staff receive adequate training.

Inspections: Responsible for a variety of residential and commercial building inspections during the construction process so as to ensure safety and compliance with local and state building codes.

### **Town Government Facilities**

The Town owns and maintains a significant amount of infrastructure to service its residents, as well as outside employees who may work within the Town, and even travelers to many extents. These facilities represent a significant investment by its residents and other entities and are critical to the overall quality of life of which exists. A majority of these facilities are discussed and described in the Community Facilities Element of the *Town of Greenville Comprehensive Plan*.



## Management Capacity Analysis & Recommendations

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### **Analysis of Future Management Capacity**

In an effort to assess the current level of 'management capacity' within the Town, an in-depth survey and discussion was had with each Department head. Each interview was conducted in person and lasted approximately two hours. A consistent set of questions were asked of each Department head so that an accurate assessment of past, current, and future conditions within the Department could be ascertained. The detailed results of the interviews are contained in Appendix A. A summary of the findings, conclusions, and recommendations discovered through these interviews and the analysis of other information is contained below

#### **Current & Future Staffing**

Based on the department head interviews and an examination of past and future development trends, a prediction for the nature and timing of new department positions was created and is illustrated in Table 6. This information serves as a general guide for the Town Board and should be used to monitor needs and consider budget changes for new staffing positions resulting from community growth.

Currently, 27 total staff positions exist within the Town to assist in meeting its residents' service needs. According to the information displayed in Tables 6 and 7 (summary table) a total of at least six (6) new positions will need to be considered over the life of the Comprehensive Plan (2008-2030). These positions will be needed at various times, with a full one-half of them in the next five years.

Nearly every Department, with the exception of Fire/Rescue, has been noted as having some predicted near-term need for a (several) new staff positions. This need appears to be greatest in the Public Works Department – which appears logical as engineering/review, stormwater, and road/trail maintenance activities and infrastructure levels are certainly poised to increase

Projected costs associated with these new positions are indicated on Table 8 and, based on numerous yet reasonable assumptions, it is expected that the current staff payroll will increase from approximately \$1.049 million per year in 2008 to \$2.687 million per year in 2030 (including benefits). It should be noted that the overall need for staffing is NOT proportionate to the rate of population growth. The rate at which staffing costs increase is significantly less than the rate of population increase during this time period (~39% vs. ~63%).

**Recommendation 1:** *Prior to hiring any new positions, institute a process whereby all department heads have knowledge of and concurrence with community service needs at the time. A good process can allow for input and perhaps the generation of ideas which improve the Departments' overall abilities and effectiveness (i.e., sharing positions across Departments, re-organization of duties, assessment of cost-shared positions, contracting with county, etc.)*

**Recommendation 2:** *Work with local volunteer and non-profit organizations to secure commitments for park and trail maintenance, or 'clean up' days (i.e. "adopt-a-[]" programs") as growth and development continue to expand.*

**Table 7: Town of Greenville Existing & Projected Staffing Levels**

| <b>EXISTING (2008)</b>      |                  |                  |                 |                       |
|-----------------------------|------------------|------------------|-----------------|-----------------------|
| <b>Department</b>           | <b>Full Time</b> | <b>Part Time</b> | <b>Seasonal</b> | <b>Total Existing</b> |
| <b>Building Inspection</b>  | 2                | 0                | 0               | <b>2</b>              |
| <b>Administration</b>       | 3                | 0                | 0               | <b>3</b>              |
| <b>Sanitary District</b>    | 3                | 0                | 0               | <b>3</b>              |
| <b>Parks &amp; Forestry</b> | 2                | 1                | 3               | <b>6</b>              |
| <b>Fire/Rescue *</b>        | 1                | 3                | 0               | <b>4</b>              |
| <b>Public Works</b>         | 7                | 0                | 2               | <b>9</b>              |
| <b>TOTALS</b>               | <b>18</b>        | <b>4</b>         | <b>5</b>        | <b>27</b>             |

\* Additional 54 Paid-On-Call firefighters/rescue workers existed as of June, 2008.

| <b>PROJECTED (2008)</b>     |             |                  |                 |                     |
|-----------------------------|-------------|------------------|-----------------|---------------------|
| <b>Department</b>           | <b>Full</b> | <b>Part Time</b> | <b>Seasonal</b> | <b>Total Future</b> |
| <b>Building Inspection</b>  | 3           | 0                | 0               | <b>3</b>            |
| <b>Administration</b>       | 4           | 0                | 0               | <b>4</b>            |
| <b>Sanitary District</b>    | 4           | 0                | 0               | <b>4</b>            |
| <b>Parks &amp; Forestry</b> | 3           | 1                | 3               | <b>7</b>            |
| <b>Fire/Rescue **</b>       | 1           | 3                | 0               | <b>4</b>            |
| <b>Public Works***</b>      | 9           | 0                | 2               | <b>11</b>           |
| <b>TOTALS</b>               | <b>24</b>   | <b>4</b>         | <b>5</b>        | <b>33</b>           |

\*\* The number of new paid-on-call firefighters/rescue workers was not estimated.

An additional 5 day-time volunteer firefighters/rescue workers are/will be needed.

\*\*\* An additional 3 back-up snow plow drivers are/will be needed.

INSERT TABLE 6A



INSERT TABLE 6B



**Recommendation 3:** *The Town should, where feasible, also consider meeting its service and/or staffing needs through a local private contractor.*

**Recommendation 4:** *The Town and its Departments should proactively educate citizens on issues which could ultimately lessen the staff time needed for after-the-fact responses/complaints (i.e. building codes, drainage, etc.).*

### Current and Future Services

Over the past 10 to 20 years, significant amounts of growth and development have carried with it new demands for urban services. The installation of sanitary sewer in the mid-1980's allowed for rapid growth and population increases. These in turn, have led to increased park and recreation needs, roadway upgrades and extensions, and trail development and maintenance. Additionally, the Federal and State Governments have also continued to impose new requirements for facility or resource management that have required new 'services' to be developed (i.e. stormwater).

While the level of service provided by the Town to its residents is generally viewed as satisfactory or above by the community, there are many areas which already exhibit certain 'strains', and/or their department heads are cognizant of impending changes which will result in more growth, development, and increased service demand. Table 8 contains a listing of existing and future demands placed upon Departments and their staff as determined through the interview process.

Currently, the Town provides a majority of the services to its residents, with the exception of waste hauling, property assessment, and police protection. The latter is currently provided by the Outagamie County Sheriff's Department with additional patrol time being paid for by the Town through a standard agreement with the County. In recent months, some discussion has occurred within the Town about future options for police protection services, including contracting for additional time and the creation of its own police department. No serious movement has been made by the Town Board at this time and significant study on this issue would be warranted prior to any decisions being made.

**Recommendation 5:** *Prior to hiring any new positions, institute a process whereby all department heads have knowledge of and concurrence with community service needs at the time. A good process can allow for input and perhaps the generation of ideas which improve the Departments' overall abilities and effectiveness (i.e., sharing positions across Departments, re-organization of duties, assessment of cost-shared positions, contracting with county, etc.)*

**Recommendation 6:** *The Town should continually assess the need for increased police protection during the 25-year life of the comprehensive plan. Detailed studies should be initiated as warranted by the Town Board.*

**Table 8: Current and Future Service & Staffing Demands**

| <i>Code for<br/>Table 6</i> | <b>Department</b>      | <b>Demands and Needs</b>   |
|-----------------------------|------------------------|--|
| <b><i>a</i></b>             | Parks & Urban Forestry | Trail development and maintenance  |
|                             |                        | Equipment maintenance  |
|                             |                        | Field of Dreams projects   |
|                             |                        | Recreation program development   |
|                             |                        | Departmental sustainability coordinator  |
|                             |                        | Allows increased time by Director for park/recreation planning                             |
| <b><i>b</i></b>             | Inspections            | Addition of new inspector for increased workload (potentially through a contract service?) |
| <b><i>c</i></b>             | Public Works           | Improve quality of all maintenance   |
|                             |                        | Stormwater facility maintenance  |
|                             |                        | Departmental sustainability coordinator  |
| <b><i>d</i></b>             | Public Works           | Stormwater and drainage plan reviews   |
|                             |                        | Site and facility inspections  |
|                             |                        | Stormwater enforcement issues  |
|                             |                        | Stormwater planning & education activities   |
| <b><i>e</i></b>             | Administration         | Comprehensive Plan implementation and monitoring / community development                   |
|                             |                        | Zoning ordinance review and administration   |
|                             |                        | Zoning enforcement (to relieve resp. from Clerk's office)                                  |
|                             |                        | Subdivision plat review and administration   |
|                             |                        | Official mapping   |
|                             |                        | Park and recreation planning   |
| <b><i>f</i></b>             | Sanitary District      | Sewer system aging and replacement/expansion needs   |

## Facility/Equipment Needs

With additional population growth expected in the Town over the next 25 years, existing facilities and buildings associated with the current Departments will need to be evaluated and expanded. During the Department Head interviews (Appendix A), several major concerns were noted regarding existing and/or future facilities. Often times, the design and development of new facilities can alter or affect the needs for staffing, particularly with respect to housing departments and their equipment.

**Recommendation 7:** *Prior to making significant changes in the levels of staffing, the Town should consider a modest study to analyze the future use of, and expansion possibilities for, the existing Town Hall/Community Center building.*

**Recommendation 8:** *The Town should examine the need for a new Public Works facility/site as the department cannot expand on the current site. Options for remaining on site may exist if other department staff is re-located.*

**Recommendation 9:** *The Town should assess the need for a separate maintenance and storage facility for the Parks, Recreation, & Forestry Department.*

**Recommendation 10:** *A new fire station, possibly located at the Field of Dreams park site, should be evaluated by the Town. Options to work with/co-locate a new station in conjunction with the Outagamie County Airport should also be considered.*

**Recommendation 11:** *The Town should research options for equipment/staff sharing with other communities and/or the County as needed.*

**Recommendation 12:** *Research options and methods for digital document conversion, storage, and retrieval, including GIS to improve staff efficiencies and to better serve the public. This also reduces the need for use of/purchase of paper.*

**Recommendation 13:** *The Town should place additional emphasis on short and long term planning for park/recreational facilities and needs, including trails (i.e., updates of the Town Park and Recreation Plan, development of a Bicycle/Pedestrian Plan, involvement with the Hortonville School District in the development of a Safe Routes to School (SRTS) Plan, etc.)*

**Recommendation 14:** *Long-term planning for public water supplies, including a water conservation component, is vital for the community as groundwater sources may not last indefinitely. In addition to a new water tower being planned/constructed, the evaluation for a groundwater reservoir should be studied at Lions Park.*

**Recommendation 15:** *New, consistent addressing signs for existing and future development would improve response times and safety within the Town from the Fire/Rescue Department's perspective.*

## Land Use & Staffing Needs

At both a site-level and town-wide scale, the use and design of private lands will ultimately dictate the levels of services and facilities which are required. Through both the Comprehensive Planning process as well as the Department Head interviews (Appendix A), a number of potential issues and concerns arose with respect to the ease/difficulty of service delivery depending on the type and amount of development which is allowed to occur within the Town.

Three different land use scenarios, based on differing growth rates, development styles and densities, and locations were developed to illustrate land consumption and service issues. In these three scenarios, land consumed by development ranged from approximately 186 acres with low growth/high density assumptions, to over 1,600 acres with high growth/low density assumptions. The final draft plan utilized the middle set of assumptions that will result in a maximum of 1,300 acres being consumed over the next 25 years. Table 9 illustrates the figures generated from the scenarios. Based on the Department Head interviews, opinions were fairly strong that the higher density scenarios offered more opportunities for reduced infrastructure and future staffing needs.

**Table 9: Town of Greenville Land Use Plan – Acreage Consumption Scenarios**

| <b>CURRENT TRENDS SCENARIO ACREAGE CONSUMPTION</b> |                  |          |              |                   |          |                |
|--|------------------|----------|--------------|-------------------|----------|----------------|
|  | LOW GROWTH-Range |          |              | HIGH GROWTH-Range |          |                |
| Residential  | 209.2            | -        | n/a          | 1045.8            | -        | n/a            |
| Commercial   | 18.4             | -        | 48.6         | 92.1              | -        | 302.8          |
| Industrial   | 22.9             | -        | 60.6         | 114.7             | -        | 302.8          |
| <b>Total</b>                                       | <b>250.5</b>     | <b>-</b> | <b>318.3</b> | <b>1,252.6</b>    | <b>-</b> | <b>1,651.4</b> |

| <b>NEIGHBORHOOD DEVELOPMENT SCENARIO ACREAGE CONSUMPTION</b> |                  |          |              |                   |          |                |
|--|------------------|----------|--------------|-------------------|----------|----------------|
|  | LOW GROWTH-Range |          |              | HIGH GROWTH-Range |          |                |
| Residential  | 185.1            | -        | n/a          | 925.7             | -        | n/a            |
| Commercial   | 16.3             | -        | 32.4         | 81.5              | -        | 162.0          |
| Industrial   | 20.3             | -        | 45.4         | 101.5             | -        | 227.1          |
| <b>Total</b>   | <b>221.7</b>     | <b>-</b> | <b>263.0</b> | <b>1,108.7</b>    | <b>-</b> | <b>1,314.8</b> |

| <b>COMPACT DEVELOPMENT SCENARIO ACREAGE CONSUMPTION</b> |                  |          |              |                   |          |                |
|---|------------------|----------|--------------|-------------------|----------|----------------|
|   | LOW GROWTH-Range |          |              | HIGH GROWTH-Range |          |                |
| Residential   | 155.3            | -        | n/a          | 776.5             | -        | n/a            |
| Commercial  | 13.7             | -        | 16.2         | 68.3              | -        | 81.0           |
| Industrial  | 17.0             | -        | 45.4         | 85.2              | -        | 227.1          |
| <b>Total</b>  | <b>186.0</b>     | <b>-</b> | <b>216.9</b> | <b>930.0</b>      | <b>-</b> | <b>1,084.6</b> |

***Recommendation 16:*** Encourage the Plan Commission to develop a set of consistent review standards and procedures which consider the impacts of development design (site level and broader scales) upon facilities management and staffing of the town. A number of land use related variables exist that can/should be addressed at differing scales over time to reduce the needs for staffing, including, but not limited to:

- ◆ Development Density
- ◆ Development Contiguity/Concentration
- ◆ Local Road Mileage
- ◆ Pavement Width
- ◆ Stormwater Detention Requirements
- ◆ New School Locations

- ◆ *Increases in population and housing units*
- ◆ *Development within service areas vs. outside of (i.e. 'infill' development).*
- ◆ *Development along existing infrastructure networks*
- ◆ *Interconnectivity of Street Network*
- ◆ *Availability of Pedestrian facilities*
- ◆ *Development types (Res/Comm/Ind)*
- ◆ *Development Intensity*
- ◆ *Lot access requirements*
- ◆ *Location of Town Facilities (parks, etc.)*

**Recommendation 17:** *The Plan Commission should spend time familiarizing themselves with various community development models to assist in the continual process of examining short and long term land use impacts. Such models may include the American Farmland Trust's "Cost of Community Service" (COCS) study model, "What If" scenario building, "The Natural Step" process. Additional education in areas such as: Density and Infrastructure Relationships; "Concurrency" Provisions for Growth Management, and; Public/Private Partnerships.*

### Sustainability and Service Efficiency

Taking things one step beyond that of 'good' land use planning and 'good' design, the application and integration of 'sustainability' into the Town's land use decision making process. Additional information regarding sustainability techniques for site design, land use, and even municipal operations is widely available through a variety of sources, including the Town's Comprehensive Plan.

"Sustainability" is both a term and concept which has existed for many decades. In the late 1980's this concept gained more attention as numerous individuals around the globe began to theorize and gain experience in the application and development of sustainable principles and practices. In 1989, the Brundtland Commission articulated what has now become a widely accepted definition of sustainability: "[to meet] the needs of the present without compromising the ability of future generations to meet their own needs."

One of the most noted outcomes of the Brundtland Commission's work was the development of The Natural Step Framework (TNS) in 1989. The TNS concept (and nonprofit organization) was founded in Sweden by scientist, Karl-Henrik Robèrt, who had pioneered a "Backcasting from Principles" approach to effectively advance society towards sustainability. Using a consensus process, a systematic principle definition of sustainability was developed that sets out system conditions for the sustainability of planet Earth. TNS's four system conditions are based on science, specifically the laws of thermodynamics, and are as follows:

1. In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances extracted from the earth's crust.
2. In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances produced by society.
3. In order for a society to be sustainable, nature's functions and diversity are not systematically impoverished by physical displacement, over-harvesting, or other forms of ecosystem manipulation.
4. In a sustainable society, people are not subject to conditions that systematically undermine their capacity to meet their needs.

While we cannot predict what State and Federal levels of government will impose upon municipalities in the future, we do know that much of what is demanded pertains (or will pertain) to the environment and energy efficiency (i.e. sustainability). While environmental protection and energy efficiency activities have been proven to work for many private sector businesses, local units of government have been slow to accept and adopt them. In the Town's case, sustainable strategies for staffing and operations could have real payoffs.

For example, with the spacing of time between staffing needs (~2013 to ~2017) as shown on Table 8, additional work, planning and forethought in the area of sustainability could pay off for the Town by extending the gap between the near term and long-term hirings that are projected.

**Recommendation 18:** *Encourage the Plan Commission, in conjunction with Department Heads, to review current standards and develop new ones which address site design, land use, and service provision practices that are more sustainable in nature. In addition to specific ideas noted in the Fact Sheets (Appendix A) such efforts should include:*

*Decrease Road Widths:*

- ◆ *Decreased stormwater runoff*
- ◆ *Decreased plowing surface*
- ◆ *Decreased maintenance areas*

*Decreased mowing:*

- ◆ *wild grasses in medians*
- ◆ *no-mow grasses at parks*

*Decreased paper consumption:*

- ◆ *digital records*
- ◆ *install hand dryers*

*Decrease energy consumption:*

- ◆ *compact fluorescent bulbs*
- ◆ *motion sensors*

*Decrease chemical usage:*

- ◆ *healthy cleaners*
- ◆ *alternatives to fertilizers*

*Decrease gas consumption*

- ◆ *efficient fleet*
- ◆ *reduce maintenance needs/demands*

*Recharge groundwater*

- ◆ *Green Roofs*
- ◆ *Rain Gardens*
- ◆ *Porous Pavement*

*Decrease water usage:*

- ◆ *Rainwater harvesting*
- ◆ *dual water systems*
- ◆ *restrictions on watering lawn*
- ◆ *use foam and compressed air when fighting fires*
- ◆ *other water conservation techniques*

*Zoning changes to:*

- ◆ *encourage wind and solar*
- ◆ *encourage smaller homes*
- ◆ *utilize energy efficient materials*

**Recommendation 19:** *One of the most costly investments in a community is also one of the most important and most used - local roads. When existing or new roads are planned within the Town, consider the need/ability to reduce their pavement widths, thereby reducing construction and maintenance costs (which includes staff time)*

**Recommendation 20:** *Encourage the Plan Commission to evaluate research and information on the use of narrower streets and alternate street configurations for new neighborhoods (i.e., limit new cul-de-sacs, etc.). Also reviewing local street reconstruction projects/standards for opportunities to reduce the amount of pervious surface within existing, developed areas.*

**Recommendation 21:** *The Town should strongly consider new requirements for individual rain gardens to lessen infrastructure costs/maintenance as well as reduce staff time associated with stormwater management. Be aware that inspection duties may initially increase as a result until such time that community is better aware of their function / purpose.*

## Financing

The financial burden of running the Town has been getting increasingly more difficult over the years. Local and State budget problems and increases in the costs of fuel and health insurance benefits have all conflicted with the political desire to keep taxes low for Town residents. While the Town of Greenville has been doing a good job balancing these items, it is bound to get more difficult as new growth and development occurs. As a result, the Town should begin thinking about opportunities to increase its revenues from non-traditional sources. A number of ideas were generated during the development of this report and are listed below.

**Recommendation 22:** *The Town should seek opportunities to support new staffing positions from a set of dedicated funds, not the general fund. For example, the Stormwater Utility utilizes dedicated source of revenues as does the Sanitary District. These services target the beneficiaries of the actual service provided and are not typically offered town-wide. Also, new staff positions may need be part-time, or be reliant upon several different dedicated sources of funds, until such time that needs and funds grow to support the position(s) in a full-time capacity.*

**Recommendation 23:** *Coordinate the Town's 5-year Capital Improvements Program with an update/review of this study, as infrastructure, equipment and facility decisions can have an impact (positive or negative) on short and long term staffing needs.*

**Recommendation 24:** *Closely review and consider long-term local street maintenance needs from a budgeting/staffing perspective. Given the amount of lane-miles and the age of the system, a maintenance 'bubble' (peak) is expected in approximately 20 years.*

**Recommendation 25:** *The Town should consider the following specific areas for new revenue generation as suggested by Department Heads:*

- ◆ *Raising the late dog permit fee*
- ◆ *Park programming fees*
- ◆ *Sponsorship opportunities for park areas (i.e. Field of Dreams) to fund park development.*
- ◆ *Additional fees for fire alarm/system testing should be considered.*

## Measurement of Efficiencies

Many of the Town's Departments have developed or instituted mechanisms to track performance in various areas. While a full analysis of these tracking measures was not conducted, one could assume that there is room for improvement, particularly with respect to gathering information in a routine and consistent manner. The indicators which have been developed should continue to be used, however; more time and thought should be given to the development of a more formal system.

**Recommendation 26:** *Using Department Head input, develop a more standardized set of town-wide performance indicators to assist in the monitoring and improvement of service delivery and effectiveness. Appendix B contains an example of a set of indicators, however others may exist which better measure the local conditions.*

**Recommendation 27:** *The Town should consider the development of a more uniform complaint/response tracking system across all departments.*



## **APPENDIX A – Department Head Interviews (fact sheets)**

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## Public Works *(Dean Schiller)*

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**Department Functions & Priorities:** The Town of Greenville Building Inspection Department is responsible for the overall maintenance of the following items:

- ◆ Local Road Maintenance (asphalt patching, snowplowing, shoulder replenishment);
- ◆ Town Building Maintenance (municipal complex buildings.), including crack sealing parking areas;
- ◆ Right-of-Way mowing;
- ◆ Brush removal / chipping;
- ◆ Traffic sign maintenance / replacement;
- ◆ Ditch cleaning;
- ◆ Public stormsewer / inlet repairs; and
- ◆ Park maintenance / mowing (see separate sheet regarding Parks Dept.).

The top three priorities for the Public Works Department were given as:

- 1) Snowplowing;
- 2) Sign Maintenance; and
- 3) Road Shoulder Grading/Patching (general road maintenance).

**Department History:** The Public Works Department has existed for many years and was once staffed by a single person. At that time, much of the maintenance work, particularly road repair and snowplowing were contracted out to Outagamie County and several private contractors. Over time, the Public Works Department gained capacity, equipment and staffing to conduct a majority of these activities. Currently, only three pieces of equipment are contracted out for snowplowing.

In 2006, the Public Works Department assumed the overall management of the Parks Department, although it is treated somewhat independently by the Town in terms of having its own department head and budget line item. For the purposes of this study, the Parks Department is treated separately.

**Department Staffing:** Staffing currently consists of 4 full-time personnel and 2 part-time (seasonal) positions. The last expansion of staffing occurred in January, 2007.

Public Works staff is also made available to the Sanitary District in emergency situations, as well as the parks department for special projects. In addition, stormwater maintenance is provided by public works staff as there is no other staff to perform this function.

**Facility Responsibilities:** The Public Works Department is responsible for the following Town-owned/operated facilities:

- 1) Approximately 105 lane miles of town road/street rights-of-way, including drainage ditches and culverts;
- 2) The Town Garage (located at W6895 Parkview Drive), including the composting/recycling area, salt and storage shed;
- 3) All stormsewer pipes;
- 4) Maintenance of all publicly-owned stormwater detention/retention ponds; and
- 5) Maintenance of the Town Hall & Community Center facilities located at W6860 Parkview Drive.

**Department Performance Measurements:** Currently, information is tracked and reported for the following items:

- ◆ Road miles plowed and man-hours;
- ◆ Tons of salt used;
- ◆ Tons of brush chipped & man-hours;
- ◆ Tons of materials used for road repair & man-hours;
- ◆ Population per public works employees; Population per road miles; and
- ◆ Tracking time expended per duty.

**Historic / Current Service Provision Issues:** Communication was identified as a key issue / responsibility of the Public Works Department. Informing residents of ongoing and upcoming projects, as well as listening and responding to concerns is of vital importance. Upwards of 7 to 10 hours per week are consumed by this need alone.

In terms of public concerns regarding the Department, it appears that residents' overall level of patience is a critical issue. Responsiveness of the Department is seen as a key value of residents and, at times, limited staff availability can exacerbate an issue.

The most number of questions, concerns, or complaints are related to surface water drainage issues. Many of these issues can be tracked back to the lack of information (or incorrect information) that new residents receive from real estate agents and developers.

**Current Land Use Issues / Factors:** The following list of needs was identified within the department:

- ◆ Future expansion of development in the Town will increase the number of total road miles that require maintenance. Approximately 2.5 to 3.0 new lane miles have been added annually for the last several years
- ◆ The lack of 'managed' growth (i.e., large amounts at once) will have an impact on the number of road miles that need maintenance at any given time. For example if most roads were built in the last 10 years, therefore, in 20 to 30 years, a majority of the roads will need maintenance (bubble effect). Additional staffing may be needed in the future to accommodate the required maintenance.
- ◆ The construction of new roads and facilities will also increase the total distance (time) traveled and increase fuel consumption.
- ◆ As new development occurs, the prioritization of snowplow routes will likely need to be modified, particularly if a new school facility is sited within the Town.
- ◆ As new subdivisions are approved, additional stormwater detention/retention pond maintenance will increase.

### **Future Department Needs:**

#### **Policy Needs**

Examining the use of alternative stormwater treatment methods, such as rain gardens for business and industrial uses may reduce Town maintenance needs. These facilities would be more visible to the public and would be an easier 'sell' as typical new homebuyers do not fully understand the concept and need for withholding water on their properties.

The movement of drainage ditches from the backs of residential properties to the fronts will provide the following benefits: increased visibility and monitoring, improved access for maintenance. Rear-lot ditches are less expensive for developers and result in interference from lot owners who perceive them as being in the way of their backyard lifestyles.

As access control is currently lacking at current locations; thus a Town road access control policy would be beneficial.

Limiting the use of cul-de-sacs in favor of a grid or 'coving' street pattern would reduce labor and conflicts with regards to snowplowing.

More information and facts about the Public Works Department and ongoing/upcoming projects should be generated and distributed to the public.

Consider implementing traffic calming techniques in Town roads. These include, but are not limited to: curves/chicanes, narrower roads, bump outs, circles, speed humps/tables, and traffic circles/roundabouts.

#### **Capital Facilities**

Both the Fire/Rescue Department and Public Works department cannot expand at the current site; as such, a potential new Town Garage may be warranted in the future. Potential sites identified include locating by the new sanitary building. The option of staying in the current building may be feasible if other departments locate to different facilities.

#### **Staffing Capacity**

Overall, the Department appears to be maintaining Town facilities to at least minimum standards, however; it was noted that a better quality job could be done if one additional full-time staff position was added.

An additional 1,000-2,000 person increase in population can likely be managed with existing Department staffing, however; at to point of adding 3,000 to 5,000 persons, the staffing will need to increase, particularly with respect to the following:

- ◆ A larger role/need is seen for involvement with local trail development and maintenance as the community grows;
- ◆ A larger role/need is seen for involvement in drainage plan reviews so as not to increase maintenance responsibilities caused by poor engineering;
- ◆ A larger role/need is seen for public stormwater detention/retention pond maintenance;
- ◆ Utilizing GIS staff for Public Works needs; and
- ◆ A potential need for a Town Engineer as gaps exist in the development review process.

#### **Revenue Opportunities**

The Public Works department has done well with their ability to generate additional revenue. For instance, fees exist for garbage, parks, right-of-way trees, and stormwater utility rate fees.

#### **Sustainable Practice Opportunities**

Potential opportunities for incorporating sustainable practices into the Public Works department include:

- ◆ Planting wild grasses in medians;

- ◆ Decreasing the road widths to decrease stormwater runoff, plowing surface, and surface area requiring general maintenance.

### **Interdepartmental Issues/Opportunities**

#### Interdepartmental Relationships

In addition to existing efficiencies with the Parks Department and Sanitary District (direct communication, staff sharing, etc.), future efficiencies could be achieved through the split-use of equipment. In addition, adding Geographic Information Systems (GIS) capabilities will provide the Public Works department with increased efficiencies through geographic analysis.

#### Interjurisdictional Relationships

Equipment sharing and mutual aid agreements with neighboring jurisdictions could prove beneficial to the Public Works department, and Town as a whole. For

instance, sharing staff and equipment for street sweeping, crack sealing, and other maintenance activities are items that could be coordinated with neighbors.

#### Insights for Other Departments

When asked to provide insights as to how growth has affected other Town Departments, Public Works staff responded with the following:

- ◆ As growth continues, Town residents demand more from the Parks Department. This includes additional playgrounds, tennis and basketball courts, picnic areas and shelters.
- ◆ With continued growth, other departments such as the Sanitary District have had to add additional employees.



## Clerk/Treasurer (*Debbie Wagner*)

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**Department Functions & Priorities:** The Town of Greenville Clerk/Treasurer is responsible for the following items:

- ◆ Accounting for Town Inspections;
- ◆ Taxes;
- ◆ Elections;
- ◆ Planning Commission;
- ◆ Zoning Issues
- ◆ Meeting Minutes;
- ◆ Information Technology; and
- ◆ Human Resources.

The top priority for the Town Clerk/Treasurer was given as:

- 1) Customer Service—treat residents as if they are the Town's customers, and try diligently to provide them with what they are looking for.

**Department History:** The Clerk and Treasurer positions are required by State Statutes and were originally created as two distinct positions numerous decades ago. The single Town Clerk/Treasurer position was established 1996 when the position was combined from two separate ones. Originally designed as a part time position, the Clerk/Treasurer has slowly become a full-time position in response to increased growth in the Town.

**Department Staffing:** Staffing currently consists of the Clerk/Treasurer (full-time) and 2 full-time positions that address deputy clerk duties and administrative tasks. These two staff persons are shared with several other departments; in particular, with the Building Inspection Department. As shown in the graph below, the last expansion of staffing occurred in December of 2005 when a position was added to serve as a receptionist.

**Facility Responsibilities:** The Clerk/Treasurer is not responsible for any Town facilities. This position is currently housed in the Town Hall.

**Department Performance Measurements:** Currently, information is tracked and reported for the following items:

- ◆ The number of documents scanned into digital format; and
- ◆ The number of digital documents linked to/integrated into the Town website.

**Historic / Current Service Provision Issues:** In terms of service provision, Town staff works well together to provide the community with excellent customer service. Great strides have been made in improving ways information is provided to the community, including increased availability of digital materials on the Town website, and through the Town Newsletter.

Although staff does their best to provide optimal service to the community, the needs for additional staff in all areas/departments was identified as a key issue facing the Town.

**Current Land Use Issues / Factors:** Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Due to the nature of the position, the overall workload for the Clerk/Treasurer will remain the same regardless of development density. Nevertheless, should population continue to increase as projected, the Clerk/Treasurer's workload will continue to increase significantly. For example, additional residents means more tax bills to administer, more calls requesting information, etc.
- ◆ Although the Clerk/Treasurer position will not differ with alternative land use scenarios, the current Clerk/Treasurer recognizes that if development occurs where services already exist (sewer, water, parks, trails, etc), a handful of problems could be avoided in the future (well and septic problems; inadequate pedestrian facilities/park facilities, etc). As a result, inquiries to this position would be reduced.

**Future Department Needs:** The following list of needs was identified within the department:

### Policy Needs

It was recognized that there is a need to continue moving towards digital records and away from paper. Although there is some resistance to this trend, the Clerk/Treasurer feels that this move will provide increased efficiencies in Town operations. Existing improvements include the addition of a computer by the service counter for retrieving tax records and administering payments.

### Capital Facilities

Although the Clerk/Treasurer is not solely responsible for any particular building, it was made known that expansion of the existing Town Hall or other facilities may be necessary to accommodate additional staff. In particular, it was recommended that the Town begin planning for future expansions to house potential additions to the Town staff, such as an Engineer, GIS coordinator (hired in spring of 2008), etc.

### Staffing Capacity

Overall, the Clerk/Treasurer appears to be effective in carrying out required duties; however, it is apparent that the workload of the Clerk/Treasurer has increased drastically, in response to the Town's growing population and increased development. Potential solutions to help alleviate the burden on the Clerk/Treasurer include:

- ◆ The need to dedicate one staff person as the Deputy Clerk; this person would not be shared with other departments; and
- ◆ The potential need for a Town Engineer.

### Revenue Opportunities

In addition to collecting Town property taxes, the Clerk/Treasurer collects revenues from dog permits. Currently, five dollars are collected for every late dog permit, which brings in approximately \$900.00 annually. There is potential to raise the fee for late dog permits to increase revenues.

### Sustainable Practice Opportunities

Reduction in paper consumption is the single most important thing the Clerk/Treasurer can implement to help move the Town toward sustainability. Ensuring that new information is stored digitally rather than on paper will decrease the amount of paper used and also lessen the need for storage space.

### Interdepartmental Issues/Opportunities

#### Interdepartmental Relationships

Efficiencies already existing between the Clerk/Treasurer and other departments. For instance, the Clerk/Treasurer pays bills for all departments and works closely with them to ensure timely payments.

The Clerk/Treasurer also shares administrative staff with the Town Administrator, Building Inspector, and other departments.

#### Insights for Other Departments

As stated earlier, planning for expansion of other departments, both in terms of staff and facilities should be done in advance.

# Parks, Recreation & Forestry Department (*Tony Nowak*)

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**Department Functions & Priorities:** The Town of Greenville Parks, Recreation & Forestry Department is responsible for the following items:

- ◆ Park development and planning
- ◆ Park maintenance (mowing, landscaping, playground equipment, courts, fields, etc.)
- ◆ Urban Forestry (street trees, parks)
- ◆ Exterior maintenance of all Town properties, including landscaping
- ◆ Landscaping and maintenance of business park and welcome signs
- ◆ Minimal recreational programming (movies, tennis)

The top priorities for the Parks, Recreation & Forestry Department was given as:

- 1) Safety: ensuring that playgrounds, grounds and trees have no hazards;
- 2) Maintenance (e.g. mowing, cleaning bathrooms, repairs, pruning etc.); and
- 3) Improvements (e.g. installation of equipment, addition of facilities, tree planting etc.).

**Department History:** In November of 1991 the Town Board created a 7-member Park Commission. The role of the Park Commission is to advise the Town Board on park and open space issues and to ensure that Greenville's development benefits from long range recreational planning. In 1999, the Town Board created the Urban Forestry Board which is responsible for overseeing the management of the Town's urban forest.

In 2005, the Town Board promoted an employee to the position of Director of Parks and Forestry, thereby creating a separate department responsible for the management and maintenance of the Town's parks and urban forest. The Director works under the guidance of the Park Commission and Urban Forestry Board to perform planning, budgeting, grant writing etc. and also supervises the department's maintenance staff. Prior to 2005, park maintenance was done under the Public Works Department. In 2007, the department added recreational programming to its duties with a tennis program at Jennerjohn Park.

**Department Staffing:** The Parks, Recreation & Forestry Department has two full time employees, one permanent part-time employee and two seasonal employees. The Department works closely with Public Works to share additional staff seasonally. For example, Public Works helps Parks with projects in the

summer; Parks assists Public Works with snowplowing in the winter.

Since 2003, the following staffing changes have been made to the Parks, Recreation & Forestry Department:

- ◆ 2003 - (2) full time Public Works staff dedicated to park maintenance;
- ◆ 2004 – (1) seasonal park maintenance worker added (3 positions total);
- ◆ 2005 – (1) full time position dedicated to Maintenance
  - (1) full time position dedicated to Director functions;
  - (1) seasonal park maintenance worker added (2 total);
- ◆ 2006 – (1) seasonal park maintenance worker added (3 total);
- ◆ 2007 – No Change
- ◆ 2008 – (1) permanent part time maintenance worker added;

**Facility Responsibilities:** The Parks, Recreation & Forestry Department is responsible for maintenance of the following facilities:

- ◆ 9 park properties, totaling 211 acres (Greenville Community Park, Jennerjohn Park, Greenville Lions Park, Pebble Ridge Park, Glen Valley Park, Kimberly Court, Appletree Square, Amber Woods Property, and Field of Dreams);
- ◆ 6 pavilions on park grounds;
- ◆ Exterior maintenance of eight town owned properties, totaling 12.5 acres (2 lift stations, 3 well sites, 2 cemeteries and the Town Hall Complex);
- ◆ 5 welcome/business park signs
- ◆ Three miles of trails.

**Department Performance Measurements:** Currently, information is tracked and reported for the following items:

- ◆ The number of recreational acres/person (goal: approximately 10 acres per 1,000 persons as specified in the 5-year plan; Current level is 9.43:1,000, although an additional 123.4 acres of recreational land is currently in development<sup>1</sup>); and
- ◆ The number of complaints related to Town parks.

**Historic / Current Service Provision Issues:** In terms of service provision, the Parks, Recreation and Forestry Department has consistently worked towards providing consistent improvements to recreational opportunities (Parks Program) and community beautification (Urban Forestry Program). Specifically, through the Parkland Dedication Ordinance, the Department has been able to purchase additional park land (e.g. Field of Dreams) as well as make improvements to existing parks in response to the Town's growth. In addition, the Urban Forestry program has planted more than 1,000 street trees throughout the community since its inception in 1999. Funding for the street tree program is provided by street tree fees collected during development. The Urban Forestry Board has also completed many other planting and management activities.

Although great strides have been made in expanding park acreage and amenities, Park and Urban Forestry staff has not increased in accordance. Currently, with limited manpower, the Department has focused on keeping up with repairs and maintenance of existing facilities. As park usage increased yearly as the community continued growing, equipment has broken from excessive use; in some cases, vandalism has been a problem. In addition, parking at Community Park is in some cases inadequate when ball diamonds are in use.

Park and Urban Forestry staff engages in a 5-year park and recreation planning effort. Recognizing the importance of planning, staff indicates that it is difficult to find the necessary time to complete the plan as required, and admits that that last 5-year plan, completed in 2003, was minimal in scope.

**Current Land Use Issues / Factors:** Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Should development occur at higher densities than the current situation, and occur in a concentrated fashion (focusing on contiguity), the provision of recreational services would be more cost effective. As more residential development would be closer into the core of the Town, it would be easier to serve the population with existing park facilities.
- ◆ In addition, higher densities and neighborhood style developments could promote the development of neighborhood style parks. As densities increase, there may be a tendency to utilize these neighborhood parks for daily recreation as they are within walking/biking distance. Additional

expanded park programs may be more feasible if residents are able to walk to these activities.

- ◆ Lastly, promoting infill development would allow safer pedestrian connections between existing portions of the town and could provide the opportunity for additional pedestrian trails.
- ◆ Several negative consequences were identified should the Town continue to develop as in the past (lower densities, non-contiguous development). Residents in distant subdivisions may ask for parks, resulting in a park system that is spread out. This could result in increased travel time for staff, resulting in lost productivity and increased travel costs.

**Future Department Needs:** The following list of needs was identified within the department:

#### Policy Needs

It was recognized that there is a need to engage in more extensive and in-depth planning for recreational facilities. This would allow the Department to better serve the population by determining changing recreational needs, and developing a timetable for improvements.

Considering expansion of/promotion of additional modes of transportation is another important policy decision. Providing transportation links to and between parks is vital to a park system that serves all within the community. The Department would benefit from development that allows for increased non-motorized transportation. Additional pedestrian facilities would require additional maintenance.

Reducing formal complaints is a goal of the Department. By creating and administering periodic surveys to gauge public perception/needs of the Park, Recreation & Forestry Department, the department is better able to accommodate the needs of Greenville residents. Public perception/complaints can also be monitored through face to face meetings, phone calls, and emails.

#### Capital Facilities

Development of the "Field of Dreams" property is the largest capital improvement within the Parks, Recreation and Forestry Department in the foreseeable future. With plans for additional ball diamonds and other sports fields, the park will alleviate some of the strain from Community Park.

Development of smaller scale, neighborhood parks is needed as well. Pebble Ridge Park has the potential to serve in such a fashion.

In addition, continued expansion of the Town's trail system should be done as warranted. For instance, extension of the CB Trail, possibly in partnership with the Town of Grand Chute, would help connect the Town's existing trail network to the regional trail network.

Lastly, the potential exists for a separate maintenance and storage facility in the future dedicated to the Parks, Recreation and Forestry Department, perhaps in conjunction with a community center.

#### Staffing Capacity

Overall, the Parks, Recreation and Forestry Department Director succeeds at maintaining existing recreation facilities; however, it is apparent that as recreational facilities continue to expand, the workload for staff will increase. To accommodate additional expansion of the Town's recreation facilities, without negatively affecting maintenance and programming at existing facilities, the following steps could be taken:

- ◆ In the immediate future, continue working closely with the Public Works Department, as equipment is shared;
- ◆ If possible, decrease winter plowing duties for Parks and Urban Forestry Director to create adequate staff time dedicated to long-term parks and recreation planning; and
- ◆ In the long term, the Parks, Recreation and Forestry Department will move further away from the Public Works Department as staff continues to specialize and more staff time is dedicated exclusively to the Department.

#### Revenue Opportunities

In addition to the pre-existing park impact fees, several sources have been identified to create additional revenue for the division:

- ◆ Charging fees for park programming (e.g. tennis tournaments, etc.) is possible, but would most likely only cover part or all of the cost to provide the program; and
- ◆ Sponsorship opportunities exist for the Field of Dreams property to help fund park development.

#### Sustainable Practice Opportunities

Potential opportunities for incorporating sustainable practices into the Parks, Recreation and Forestry Department include:

##### *Short Term:*

- ◆ Installing motion sensors in park bathrooms;
- ◆ Using recycled paper hand towels/hand dryers;
- ◆ Reducing use of pesticides;
- ◆ Increasing the usage of healthy cleaners; and
- ◆ Switching to compact fluorescents (already done).

##### *Long Term:*

- ◆ Purchasing fuel efficient fleet vehicles;
- ◆ Considering the following for the Field of Dreams properties as a demonstration project:
  - Installing Porous Pavement;
  - Utilizing Green Roofs;
  - Creating Rain Gardens;
  - Planting "no-mow" grasses; and
  - Reducing the amount of pavement planned.
- ◆ Consider implementing these techniques in other projects as allowed.

#### Interdepartmental Issues/Opportunities

##### Interdepartmental Relationships

Efficiencies already exist between the Parks, Recreation and Forestry Department and the Public Works Department. Through sharing of staff and equipment, communication has been vital to the success of this partnership.

The need to work around the Public Works schedule is manageable currently, but as recreational infrastructure grows, this may hinder the ability to effectively provide recreational services to the Town's population.

##### Insights for Other Departments

There appears to be a lack of public works employees, especially in winter. It currently takes the entire Public Works and Parks staff to plow roads, and there are no back-up drivers. Securing back-up drivers would be beneficial for Public Works in the case department staff is unable to plow (vacation, illness, etc.).

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i - Estimate calculated by taking 82.5 acres of developed parkland (as reported in the *Town of Greenville Park and Recreational Needs Assessment: 2006*), divided by 8750 (2006 population estimate). Privately held recreational facilities were not included.



## Sanitary District *(Don Schinke)*

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**Department Functions & Priorities:** The Greenville Sanitary District is responsible for the following items:

- ◆ Providing sewer service and potable water;
- ◆ Maintaining the sewage collection system; and
- ◆ Maintaining the water distribution system;

The top priorities for the Parks & Urban Forestry Department was given as:

- 1) Providing high quality water that is safe; and
- 2) Ensuring the sewer collection system is in good operating condition (e.g. avoid sewer backups).

**Department History:** The Sanitary District was formed in 1983 and serves residents residing in the eastern portion of Greenville. Over time, both the wastewater system and public water system have expanded greatly. The Sanitary District is also tied to the Grand Chute/Menasha West Sewerage Commission's regional treatment facility.

**Department Staffing:** Staffing currently consists of 3 full-time staff persons, including the director. Although no staff is formally shared between departments, Sanitary District staff assists other departments if needed. For instance, as one staff member is an electrician, assistance is provided to Public Works and Parks if electrical work is needed. Likewise, Public Works assists the Sanitary District should there be a sewer back-up.

**Facility Responsibilities:** The Sanitary District is responsible for maintenance of the following facilities:

- ◆ 3 municipal wells;
- ◆ 3 water treatment plants;
- ◆ 3 sewage lift stations; and
- ◆ 2 water towers/reservoirs (3<sup>rd</sup> one planned for construction)

The Sanitary District Director is housed at the Town Hall, while employees are at the Public Works Facility. Maintenance of these facilities falls under other departments.

**Department Performance Measurements:** The Sanitary District utilizes Department of Natural Resource (DNR) water quality reports for performance measures. As the DNR reports on water quality for the Greenville Sanitary District, and mandates a series of water samples for various chemicals and particulates

(e.g. metals, bacteria, organic mater, etc.), the Town has not found it necessary to create separate performance measures.

**Historic / Current Service Provision Issues:** In terms of service provision, the Sanitary District has continued to upgrade/extend infrastructure to meet the current and future needs within the sanitary district. Since the inception of the Sanitary District, the public water and sanitary system has eliminated the need for individual wells and septic systems, helping to preserve groundwater quality and quantity. In addition, water and sewer pipes have been sized for future expansion, and a new water tower/ground reservoir is being planned for installation in 2008-2009. Although arsenic levels within shallow private wells can be very high, measures have been taken to ensure that water from Town's deeper wells mitigate the arsenic levels.

**Current Land Use Issues / Factors:** Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Sanitary District staff believes that it is more efficient for development to occur within the sanitary district. Development within the Sanitary District is the most cost effective way for development to occur, according to staff.
- ◆ When development occurs outside of the Sanitary District, it affects how the current collection/distribution system is developed (e.g. having to size the system for future expansion/hookups). When there are increased distances between existing/proposed development and the existing water system, additional wells may be required to serve these areas. In addition, the more spread out the sewer system, the more often the system may need to be cleaned and maintained.
- ◆ Should development occur at higher densities than the current situation, and occur in a concentrated fashion (focusing on contiguity), the District may have to increase pumping rates to handle additional capacity on existing water lines. For sewer there is also an elevated potential that the current system could be overburdened as there may be less time for the sewage to flow.

**Future Department Needs:** The following list of needs was identified within the department:

#### Policy Needs

It was recognized that the groundwater supply in Greenville is not limitless. Planning for future water supply, whether it be through conservation measures or purchase from elsewhere, must be explored to ensure safe, quality drinking water for the residents of Greenville.

Policy regarding development outside of the Sanitary District will affect future provision of water and sewer to these areas. As the sanitary district expands, the ease and expense of providing water and sewer to these areas varies depending on whether residences are hooked up to individual well and septic, or to a community system.

#### Capital Facilities

Development of a new water tower at the corner of STH 15 and Julius Drive is needed to provide the necessary water storage capacity for the Sanitary District. There is also potential for a groundwater reservoir to be development at Lions Park.

#### Staffing Capacity

Overall, Sanitary District staff succeeds at providing safe, quality drinking water, an efficient sewer system, as well as providing routine maintenance on infrastructure; however, it is apparent that as the Sanitary District continues to expand, the workload for staff will increase. To accommodate additional expansion of the Town's water and sewer facilities, the following steps could be taken:

- ◆ Increase staff as the water and sewer system grows to keep up with maintenance requirements;
- ◆ Install additional lift stations, as required; and

- ◆ Continue to monitor water quality and quantity and ensure it will be available in the future (e.g. through conservation or purchase from elsewhere).

#### Revenue Opportunities

The Sanitary District already generates revenue from hook up fees. In addition, the initial infrastructure is provided and paid for by the developer. With that said, District staff feels that charges for sewer and water are fair, and no further revenue sources are needed at this time.

#### Sustainable Practice Opportunities

Potential opportunities for incorporating sustainable practices into the Public Works department include:

- ◆ Promoting the use of rainwater harvesting, and creation of dual water system (e.g. utilize grey water for non-consumptive water needs); and
- ◆ Outlawing or restricting watering of lawns to certain times of the day; and
- ◆ Promoting other water conservation techniques.

#### Interdepartmental Issues/Opportunities

##### Interdepartmental Relationships

Increased linkages with the stormwater utility district and the Public Works Department are anticipated in the future. Currently, stormwater pipes go into ponds, but opportunities exist for alternative solutions to stormwater (e.g. rain gardens, rainwater re-use, etc.). Should an Engineer be hired, coordination between the GIS Coordinator, the Engineer, and the Sanitary District Director will be necessary.

##### Insights for Other Departments

The public works building is already too small, as the Public Works Department, along with other Town departments, has been growing at a very fast pace. Planning for a new facility may be warranted.

# Building Inspection (Dale Waala)

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**Department Functions & Priorities:** The Town of Greenville Building Inspection Department is responsible for the following items:

- ◆ Inspecting new residential construction;
- ◆ Inspecting Decks, Garages, and Fences;
- ◆ Inspecting commercial properties (*note: the Building Inspector is commercially certified and does the commercial inspections; the Town is not commercially certified so commercial projects are also the State's responsibility*);
- ◆ Simple zoning issues; and
- ◆ Code Inspection/enforcement.

The top priorities for the Building Inspection Department were given as:

- 1) Residents safety and welfare;
- 2) Education—inspections are easier if work is done correctly the first time;
- 3) Inspection.

**Department Staffing:** Staffing currently consists of one full-time position and one full-time position that serves approximately 40 to 50 percent of their time in the Building Inspection department, and the rest with the Clerk/Treasurer and Town Administrator. As shown in the graph below, the last expansion of staffing occurred in January of 2006 when the 0.4-0.5 FTE position was added to assist the Building Inspector.

**Facility Responsibilities:** The Building Inspection Department is responsible for the following Town-owned/operated facilities:

- 1) The Building Inspection office, within the Town Hall; and
- 2) The pickup truck used for inspections.

**Department Performance Measurements:** Currently, information is tracked and reported for the following items:

- ◆ The number of inspections performed over a given time period;
- ◆ Keeping records in a day book;
- ◆ Reporting monthly to the Census Bureau, the State, Outagamie County, and the Assessor; and
- ◆ Reporting annually to the Town Administrator.

## **Historic / Current Service Provision Issues:**

Currently, the Building Inspection department reports that it is highly regarded throughout the Fox Valley region for high quality, thorough inspections. Due to the higher-end residential that typically is found in Greenville, there has been a tendency towards higher quality builders.

The workload for the Building Inspection Department has been brisk in the recent past. At the peak of construction, 180 houses were inspected per year. Department staff feels that 100 houses per year is a reasonable workload, although the State recommends 70 homes per inspector per year.

**Current Land Use Issues / Factors:** Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ The Building Inspection Department inspects single and two family homes and commercial projects. It also responds to a high volume of residential, industrial, and commercial inquiries regarding all aspects of construction, planning, and zoning. Workload depends on the type (commercial, industrial, residential) and style (single family, duplex, town home, apartment, etc.) of development. Commercial and industrial building plans are reviewed by the Town Building Inspection Department and the State of Wisconsin. Inspections of these projects are the function of both the Town Building Inspector and the State Inspector.
- ◆ Staff feels that code enforcement calls have increased and could potentially continue to increase if the number of apartments increases, or if there is an increase in homeowners' associations/condominium developments with shared property.
- ◆ The distance between new developments could affect the amount of time and vehicle miles expended during the inspection process.

**Future Department Needs:** The following list of needs was identified within the department:

**Policy Needs**

Over time, building code has become more complicated. As a result, the population is not used to these changes. Examining the need to provide education to builders/homeowners should be considered.

**Capital Facilities**

Additional office space may be required with the additional staff.

**Staffing Capacity**

Overall, the Department appears able to handle current inspection loads. However, staff recognizes the need for additional staff to manage several issues (e.g. code enforcement, drainage, etc.) that cannot be adequately managed as effectively under current staffing arrangements. These staffing recommendations include:

- ◆ When Greenville's population reaches 12,000, an additional inspector (potentially contracted out) may be needed;
- ◆ One full-time person should be dedicated to code enforcement;
- ◆ The addition of a Town Engineer; and
- ◆ One full-time person dedicated to drainage issues.

The Building Inspector is currently self-funded through permit fees. Dedicated funds for the Building Inspection department could come from separating the department's funds from others (e.g. creating a separate account).

**Sustainable Practice Opportunities**

Staff indicates that zoning restrictions make location of wind towers and solar panels difficult. Changes to the zoning code, either at the Town or County level are needed to encourage use of alternative energy sources.

With a downward trend in home sizes (e.g. 5 years ago, the average home built in Greenville was 2,400 s.f., while today it is 1,700 s.f.), potential education opportunities exist. Encouraging builders to utilize (and homeowners to purchase), higher quality energy efficient building materials would save money and energy in the long run.

**Interdepartmental Issues/Opportunities**

**Interdepartmental Relationships**

Coordination with the Public Works department is required to deal with drainage issues. As the number of stormwater retention ponds and other drainage devices have increased, the need to monitor these facilities has increased.

**Revenue Opportunities**

## Fire/Rescue Department *(Dave Julius)*

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**Department Functions & Priorities:** The Town of Greenville Fire/Rescue Department is responsible for the following items:

- ◆ Fire Protection;
- ◆ Emergency Medical Services (EMS)/First Responders;
- ◆ Rescues; and
- ◆ Public Safety Education.

The top priority for the Fire/Rescue Department was given as:

- 1) Firefighter/First responder safety;
- 2) Town resident and employer safety.

**Department History:** The Fire/Rescue Department separated from the Hortonville Fire Department in the early 1970's and remained all volunteer until 2001 when a Community Officer position was created. In 2007 the first full time Fire Chief was hired eliminating the pre-existing Community Officer position.

**Department Staffing:** Staffing currently consists of the Fire Chief (full-time), 3 part-time employees, 46 paid on call firefighters and 15 First Responders. Seven (7) of these latter positions work in a dual role as firefighter/first responders.

**Facility Responsibilities:** The Fire/Rescue Department is responsible for the Safety Building, located at W6895 Park View Dr. The facility includes a meeting room that is open to the public, but remains separated from Fire/Rescue Department activities.

**Department Performance Measurements:** Currently, information is tracked and reported for the following items:

- ◆ NFPA Guidelines utilized as a benchmark;
- ◆ Response times; and
- ◆ Records of the number of calls and types of calls.

### **Historic / Current Service Provision**

**Issues:** In terms of service provision, the Fire/Rescue Department, although primarily volunteer, is at present meeting the needs of the Town of Greenville. In fact, the number of volunteers in the department has increased over time, and better equipment has been acquired in recent years.

The number of calls per year has been indicated as problematic. With approximately 325 calls per year, five or less turn out to be working fires. Increases have been seen in general alarms, false alarms, accident cleanup and medical calls with additional businesses, residents, and motorists traveling on Greenville roads.

Currently, the Fire/Rescue Department continues to receive positive comments on public education efforts and open houses.

**Current Land Use Issues / Factors:** Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Single family homes tend to be easier to serve, whether located on a larger or smaller lot. When fire response is required at apartments/multifamily units, more equipment may be required to effectively fight Fire/Rescues in these kinds of structures. Additional training is required for multi-family units as well. Based upon experience, apartment buildings tend to make more calls to the Fire/Rescue Department than with single family residences.
- ◆ Development concentrated in the sanitary district is better served, in general, by the Fire/Rescue Department due to access to water hydrants. The Fire/Rescue Department prefers to see commercial and industrial development within the Sanitary District for this purpose.

**Future Department Needs:** The following list of needs was identified within the department:

#### Policy Needs

A series of issues were identified as needing additional research before setting policy. These issues/policy decisions are:

- ◆ Assessing the benefits of interconnected street systems (versus cul-de-sac designs) in terms of the provision of fire service;
- ◆ Exploring the feasibility of new addressing signs and locations (e.g. consistency in numbering; each number would be on its own pole);
- ◆ Investigating the feasibility of a joint fire station with the airport;
- ◆ Exploring accessibility issues to properties

#### Capital Facilities

The possibility of a future fire station expansion exists. An additional fire station would provide service to portions of the Town that is outside of 5 road miles for the fire station. A new station would help improve ISO ratings to lower insurance costs for residents and businesses in Greenville. The “Field of Dreams” has been identified as a potential site due to its location in relation to the existing department, and the area it could service.

#### Staffing Capacity

Overall, the Fire/Rescue Department appears to be effective in carrying out required duties. However, concerns exist with the availability of volunteer firefighters/EMS personnel during daytime hours, as many volunteers do not work in the Greenville area.

#### Revenue Opportunities

Potential revenue sources for the Fire/Rescue Department include:

- ◆ Charging motorists for accident cleanups began approximately 5-6 years ago. As most accidents involve non-Greenville residents, the fees seem reasonable. Fees include \$150 per truck called to the scene, \$17.50 per firefighter, \$3 per bag of oil dry, and a \$10 dollar disposal fee. Typically these fees are paid by the motorists’ automobile insurance;
- ◆ Fines for false fire alarms occur when a resident or business receives 3 or more per year; and
- ◆ There is a general trend towards developing additional user fees. For instance, fees could be charged for alarm testing.

#### Sustainable Practice Opportunities

Currently the Fire/Rescue Department is already putting foam in water because it puts fires out better and uses less water. The fire fighting industry has seen a shift towards using less water, especially in the western United States. Utilizing water with foam and compressed air is considered one option to decrease water usage.

#### Interdepartmental Issues/Opportunities

##### Interdepartmental Relationships

Currently, the Fire/Rescue Department maintains open communication with all Town departments, especially with Public Works. Improved linkages could occur with the Building Inspection department. Improvements could be made to the building plan review process, especially for commercial development (e.g. access to property, alarm systems, fire protection systems, etc.).

## APPENDIX B – Sample Community Management Performance Measures

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The following example is taken from the 1977 book entitled "*How Effective Are Your Community's Public Services?: Procedures for Monitoring the Effectiveness of Municipal Services*", published by the Urban Institute and the International City Management Association. It is presented here as an example of a method by which to gauge various aspects of service performance. Indicators may need to be adjusted or tailored to suit the exact circumstances within the Town of Greenville. Also, the reader should remember to consider incorporation of any new indicators which have a sustainability component.

### Solid Waste Collection – Measures of Efficiency

- Type 1: Output in units of workload - input*
- 1-1 Tons collected per dollar.
  - 1-2 Number of curb-miles of streets cleaned per dollar.
  - 1-3 Number of large items hauled away (such as abandoned autos, refrigerators, etc.) per dollar.
  - 1-4 Number of residential (or commercial) customers served per dollar.
- Type 2: Output in units of "effectiveness" - input*
- 2-1 Estimated number of total households and commercial customers satisfied with their collection services (as estimated from responses to a citizen survey and survey of businesses) per dollar.
- Type 3: Utilization measures*
- 3-1 Average percentage of vehicles out of commission at any one time (during working hours).
  - 3-2 Percentage of crew-shifts with shortage of personnel

### Solid Waste Disposal – Measures of Efficiency

- Type 1: Output in units of workload - input*
- 1-1 Number of tons disposed per dollar.
  - 1-2 Number of tons disposed per acre (or per cubic yard of fill used). (Note: Here an input measure, other than dollars or employee-hours, that is, acreage, is used. Any scarce resource, in this case land, can be used as the input unit.)
- Type 2: Output in units of "effectiveness" - input*
- 2-1 Estimated number of site-days of environmental-hazard-free disposal per dollar.
- Type 3: Utilization measures*

- 3-1 Percentage of working hours that major equipment is available.
- 3-2 Number of days that same-day cover was not achieved because of equipment failure or shortage of personnel.
- 3-3 Net revenues from recycling (for example, total value from products sold and heat recovered minus recycling operation costs).

### Recreation – Measures of Efficiency

- Type 1: Output in units of workload - input*
- Acres (or square feet of facility) maintained (mowed, cleaned, etc.) per dollar, for various types of facilities (this can be further split into more detailed work components to provide such measures as "acres of grass mowed per employee-hour," "number of trees maintained per employee hour," "tons of litter removed per employee-hour," and "pieces of playground equipment maintained per dollar."). Furthermore, if comparisons are made between facilities, adjustments are likely to be needed to account for differences in terrain, use levels, or other characteristics that lead to different maintenance requirements at different locations. If work standards are developed for different locations, the form "ratio of standard hours accomplished per employee-hour actually applied" would be appropriate.) Work standards can be applied to many of the Type 1 measures illustrated in this chapter.
- 1-1 Number of hours of operation per dollar, for individual programs or facilities.
- Type 2: Output in units of "effectiveness" - input is attendance (or visit) days per dollar, perhaps for individual programs or facilities.*

|         |   |         |  |
|---------|---|---------|--|
| 2-1     | Estimated number of different households using recreation services (at least once a year) per dollar, perhaps for individual programs or facilities (these estimates could be based on the participation rates obtained in an annual citizen survey). | 1-1     | Number of service calls responded to per hour of police-officer time – by type of call.  |
| 2-2     | Estimated number of total households satisfied with recreation services (as estimated by data from the annual citizen survey) per dollar.   | 1-2     | Number of investigations conducted per hour of police-officer time – by type of case.  |
|         |   | 1-3     | Number of arrests per hour of police-officer time (but see Measure 2-1 below)  |
| Type 3: | <i>Utilization measures</i>   | Type 2: | <i>Output in units of “effectiveness” – input</i>  |
| 3-1     | Major-equipment in-commission rates (perhaps calculated as the total number of equipment-days in commission divided by the total potential number of equipment-days).   | 2-1     | Number of felony arrests that pass preliminary hearing per police officer-hour – overall and by type of category. (Ideally, Measure 1-3 should be replaced by this measure because of the strong potential for abuse in the use of that measure) |
| 3-2     | Percentages of time facilities are closed for maintenance (percentages should be calculated for individual facilities such as swimming pools and tennis courts, as well as to provide an overall percentage).   | 2-2     | Estimated number of households reporting a reasonable feeling of security in walking their neighborhood at night (as estimated from citizen survey findings) per dollar.   |
|         |   | 2-3     | Estimated number of nonvictimized households and commercial establishments per dollar. (The citizen survey could be used to provide estimates of the number of crime incidents not reported)   |

#### Library Services – Measures of Efficiency

|         |   |         |  |
|---------|---|---------|--|
| Type 1: | <i>Output in units of workload – input</i>  | Type 3: | <i>Utilization measures</i>  |
| 1-1     | Number of items circulated (books, records, and other items) per dollar, perhaps including in-library circulation.                                  | 3-1     | Percentage of total potentially available police-officer-time that is spent on “productive” purposes (productive time to exclude such time as waiting for care repair, waiting in courts, etc.). |
| 1-2     | Numbers of items cataloged per employee-hour.   | 3-2     | Average percentage of police officers available for “productive” purposes.   |
| 1-3     | Numbers of items shelved per employee-hour.   | 3-3     | Percentage of cases not investigated at all, by type of case.  |
| 1-4     | Number of hours of operation per dollar.  |         |  |
| Type 2: | <i>Output in units of “effectiveness” – input</i>   |         |  |
| 2-1     | Number of individual uses of library (including attendance counts plus telephone requests for information) per dollar.                              |         |  |
| 2-2     | Estimated number of different households (or persons) using library services at least once (as estimated from an annual citizen survey) per dollar. |         |  |
| 2-3     | Estimated number of households satisfied with library services (as estimated from the citizen survey) per dollar.                                   |         |  |
| Type 3: | <i>Utilization measures</i>   |         |  |
|         | None identified (but “usage” measures have already been included as Type 1 or Type 2 measures).   |         |  |

#### Crime Control – Measures of Efficiency

Type 1: *Output in units of workload – input*

#### Fire Protection – Measures of Efficiency

|         |  |
|---------|--|
| Type 1: | <i>Output in units of workload – input</i>   |
| 1-1     | Number of households and business establishments “protected” per dollar.   |
| 1-2     | Number of fire prevention inspections per dollar – perhaps categorized as to whether inspections and costs are residential or commercial.  |
| Type 2: | <i>Output in units of “effectiveness” – input</i>  |
| 2-1     | Number of fires fought for which less than a target amount of spread occurred per suppression dollar spent. (Target amount of spread would be defined relative to the size of the fire on arrival and possibly other relevant variables, such as occupancy type) |

Type 3: *Utilization measures*  
 3-1 Percentage of downtime of major fire equipment.

3-2 Downtimes of traffic signals from time signals were reported defective.  
 3-3 Average time to restore to service failed traffic signs or signals.

## Local Transportation Services – Measures of Efficiency

### Street Maintenance

Type 1: *Output in units of workload – input*  
 1-1 Number of miles (or land-miles) of street maintained per dollar.  
 1-2 Number of repairs made (or number of square yards of repairs made) per employee-hour. (Individual street and maintenance activities might be distinguished separately as for example “pothole repair with cold patch,” and “curb and gutter repair.” If work standards are developed, the form “ratio of standard hours accomplished per employee-hour actually applied” would be appropriate.)  
 1-3 Number of square yards of street surface constructed per dollar.

Type 2: *Output in units of “effectiveness” – input*  
 2-1 Number of streets maintained in rideability-condition “x” or better per dollar.  
 2-2 Number of repairs made satisfactorily (for example, “patches lasting at least ‘x’ months after repair”) per dollar.

Type 3: *Utilization measures*  
 3-1 Proportion of time that crews are “non-productive” (for such reasons as being in transit or waiting for materials).  
 3-2 Traffic

Type 1: *Output in units of workload – input*  
 1-1 Number of signs installed per dollar.  
 1-2 Number of signals installed per dollar.  
 1-3 Number of feet of street markings laid per dollar.  
 1-4 Number of signs or signals repaired per dollar.

Type 2: *Output in units of effectiveness” – input*  
 2-1 Number of signs or signals maintained in acceptable operating condition per dollar.

Type 3: *Utilization measures*  
 3-1 Percentage of traffic signal time that signals were known to be defective.

## Public Transit – Measures of Efficiency

Type 1: *Output in units of workload – input*  
 1-1 Number of vehicle-miles per dollar.  
 1-2 Number of transit vehicle-hours of operation per dollar.

Type 2: *Output in units of “effectiveness” – input*  
 2-1 Number of passenger-trips per dollar.  
 2-2 Number of passenger-miles per dollar.  
 2-3 Estimated number of “satisfied” users (perhaps as estimated from an annual citizen survey) per dollar.

Type 3: *Utilization measures*  
 3-1 Average percentage of time transit vehicles are available as a percentage of potentially available hours, by type of vehicle.  
 3-2 Percentage of scheduled arrival times that are late or missed because of unavailable personnel or equipment.  
 3-3 Load factor: Ratio of actual passenger-miles to capacity, with capacity perhaps defined by seat-miles (this could be derived from a sampling of load factors at a representative cross section of times of day, days of the week, and seasons).  
 3-4 Amount of net operating deficit (or surplus) over costs (revenues would include fares and possibly subsidies; note that this measure has to be considered in relation to the jurisdiction’s subsidy policy). This measure, as well as Measures 3-2 and 3-3, would be especially useful if the data can be calculated by route.

## Water Supply – Measures of Efficiency

Type 1: *Output in units of workload – input*  
 1-1 Number of gallons distributed per dollar.  
 1-2 Number of gallons treated per dollar.  
 1-3 Number of customers served per dollar (perhaps divided by residential and commercial customers).  
 1-4 Number of repairs completed per employee-hour, by type and size of repair.  
 1-5 Number of meters read per employee-hour.  
 1-6 Number of meters inspected per employee-hour.

- 1-7 Number of meters repaired per employee-hour.
- Type 2: *Output in units of "effectiveness" – input*  
(Clearly, the amount of improvement between the quality of the incoming, untreated water and quality of the water supplied to consumers is a vital indicator of water supply effectiveness. We have not been able to identify a satisfactory efficiency measure covering this element. We hope others will be able to do so).
- 2-1 Estimated number of customers indicating satisfaction with their water (as obtained from the annual citizen survey) per dollar.
- Type 3: *Utilization measures*
- 3-1 Average percentage of downtime for major equipment as a percentage of total, potentially useful, equipment hours, by category of equipment.
- 3-2 Percentage of water distributed that generates revenue or is otherwise used productively (such as for government uses, including fire fighting) as distinguished from leakage or other losses.
- 

## **Handling of Citizen Complaints and Requests for Services and Information – Measures of Efficiency**

- Type 1: *Output in units of workload – input*
- 1-1 Number of complaints and requests for services and information handled per employee-hour or per dollar. (Note: It does not seem sufficiently useful to attempt to distinguish the dollar costs for complaints from those for services and information, but this distinction could be feasible for employee-hours.)
- Type 2: *Output in units of "effectiveness" – input*
- 2-1 Number of complaints and requests for services and information resolved satisfactorily (as estimated from an annual citizen survey, from a survey of complainants, or from examination of government records-see the data collection procedures discussed in Chapter 11). As in type 1-1, because of difficulties in distinguishing dollar costs for each activity, it may not be feasible to distinguish complaints from requests for services and information.
- Type 3: *Utilization measures*  
None identified.