



Joint Commission on Shared Services Initiatives

**Annual Report
August 2015**

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Purpose: To examine and identify opportunities for potential shared services among the governments, and to recommend to the respective governing bodies the approval of concepts and strategies for implementing those shared services that increase efficiency, improve quality, or reduce costs in the delivery of public services, without sacrificing public accountability.

County Board Members

<u>2014-2015</u>	<u>2015-2016</u>
Colleen Bates	Colleen Bates
Gregg Moore	Gregg Moore
Gerald Wilkie	Gerald Wilkie

City Council Members

<u>2014-2015</u>	<u>2015-2016</u>
Kerry Kincaid	Kerry Kincaid
David Duax	Monica Lewis
Eric Larsen	Kathy Mitchell

School Board Members

<u>2014-2015</u>	<u>2015-2016</u>
Kathryn Duax	Kathryn Duax
Chris Hambuch-Boyle	Chris Hambuch-Boyle
Chue Xiong	Rich Spindler

Staff

Russell Van Gompel, City Manager
J. Thomas McCarty, County Administrator (through March 2015)
Kathryn Schauf, County Administrator (began July 2015)
Mary Ann Hardebeck, School District Superintendent
Angie Harmon, Administrative Assistant
Linda DesForge, Administrative Secretary

Background

The Joint Commission on Shared Services Initiatives was established in March of 2006 through adoption of resolutions by the Eau Claire County Board of Supervisors and the Eau Claire City Council. The Joint Commission originally consisted of three representatives from the Eau Claire County Board and three representatives from the Eau Claire City Council. In July 2009, the Commission expanded to include members of the Eau Claire School Board.

Current Commission members include: County Board Chair Gregg Moore, Supervisors Colleen Bates and Gerald Wilkie; City Council President Kerry Kincaid, Council Members Monica Lewis and Kathy Mitchell; School Board President Rich Spindler, School Board Members Kathryn Duax and Chris Hambuch Boyle.

County Board Vice Chair Colleen Bates and School Board President Rich Spindler serve the Commission as the Chair and Vice Chair, respectively. The Commission has established quarterly meetings on the 1st Wednesday of the month beginning at 7:30 a.m. in September, December, March, June, etc.

Past School Board President Carol Craig completed her membership and service on the Joint Commission in April 2014. Commission Chair David Duax passed away in the spring of 2015. The Commission members recognize and appreciate the vision and leadership that Mr. Duax brought to the Commission since its inception on March 28, 2006.

“The Mission of the Joint Commission on Shared Services Initiatives (JCSSI) is to provide visionary leadership in delivery of collaborative public services. We will accomplish this by identifying opportunities and challenges, engaging multiple constituencies and developing strategies to support collaboration in areas of common interests among the governmental bodies.”

-Adopted August 2011 by the Joint Commission on Shared Services Initiatives-

Shared Services Rationale

A key role of the Joint Commission is to provide ongoing support and encouragement for exploring and building effective intergovernmental partnerships. The rationale for this role draws on the following key principles:

- The collaborative civic culture of the greater Eau Claire community is a significant asset in working jointly to solve problems and expand shared service partnerships.
- Initial cost savings for budget reductions should not be the only criteria in deciding whether to enter into shared service partnerships, particularly in the information technology arena. Initial increased costs could lead to more effective future collaborations, equitable cost sharing and overall cost savings for the taxpayer by reducing current transaction costs for the City, County, School District and customer, as well as avoiding future long-term costs. The City, County and School District budget and capital improvement project decision criteria should include consideration of potential long-term operational impacts of joint collaborative efforts, and not be restricted to only consideration of initial or first year expenditures.

- An important factor in long-term success in building effective shared services partnerships will be strengthening a shift in the organizational cultures of the organizations to promote the concept of collaboration as one of the customary approaches to problem solving and program implementation. The Joint Commission provides a means of maintaining public policy focus on the concept of shared services.
- Opportunities for exploring shared services between the City, County and School District are fluid and often change with the shifting availability of resources and priorities. The purchase and implementation timeframes of technology and software projects, for example, tend to extend over several years, and do not necessarily coincide. Consequently, all organizations should be more intentional about working jointly to create more points of convergence prior to major budget and capital improvement decisions.
- It is important to acknowledge the budgetary challenges confronting the City, County and School District in trying to synchronize their capital investment decisions. The organizations should be intentional about creating mutual windows of opportunity for shared services.
- The following strategies and commitments are especially critical to implementing successful and effective shared services:
 - Effective intergovernmental operational partnerships will require specific allocations of staff time and resources to be successful. In times of levy limits and budgetary fiscal constraints, this may require a reduction or deferral of other operational projects in order to allocate the needed resources.
 - Government service partners that differ significantly in size, scope, or program budgets will need to be prepared to address how to reach compromises about different standards and expectations for service delivery.
 - Existing procedures, regulations, statutes, or data practices that limit the ability of different organizations to share basic information will need to be altered.
 - Regular informal and formal communication and sharing of information throughout the organizations will be essential to ensure that the organizations can identify issues, clarify mutual responsibilities, and address the inevitable problems and misunderstandings that occur as partnerships are developed and implemented.

The ongoing tasks of the Joint Commission as identified in the Commission by-laws are to:

- Monitor progress and ensure accountability for the shared services initiative;
- Provide political will/support for shared services initiatives;
- Provide reports to respective elected bodies;
- Select shared services initiatives for consideration;
- Assess potential for future shared services initiatives;
- Evaluate overall effectiveness of shared services initiative as a pilot effort;
- Refine and approve evaluation criteria for project feasibility and implementation;
- Review joint organizational strategies and policies for implementing shared services initiatives;

- Address key political and legal obstacles to implementing initiatives;
- Provide an opportunity for public discussion of shared services issues and initiatives.

2012-2014 Joint Commission on Shared Services Priority Partnership Opportunity Projects Update

In 2011, the City, the County and the School District entered into a joint contract with Craig Rapp, LLC to assist the Joint Commission on Shared Services in conducting a Service Optimization and Process Review to:

- Update the Joint Commission’s vision and mission;
- Develop a focused multi-year work plan;
- Develop intergovernmental governance and leadership strategies;
- Develop factors for determining success of the Commission’s efforts.

The Joint Commission approved the Service Optimization and Process Review Report including a revised mission statement in August of 2011. The Joint Commission also approved revised bylaws in April of 2012.

Based upon the Joint Commission approval of the Service Optimization and Process Review Report, the City Council, County Board and School Board jointly adopted resolutions in November of 2011 accepting the Shared Services recommendations for priority partnership opportunity projects as the work program priorities for the Joint Commission for 2012-2014. Those projects included:

- Include all three jurisdictions in a joint purchasing program;
- Implement a joint health care program;
- Combine land record systems, including GIS (Geographic Information Systems);
- Combine Information Technology (IT) functions;
- Share administrative functions;
- Share administrative space and facilities.

2013 – 2014 Shared Service Partnership Opportunity Projects Activities

For each project under review, the Joint Commission established a charter for the project that included a description of the project analysis, the mission of the analysis, the desired and undesired outcomes of the project, the project scope/limitations, the project staff facilitator, staff team leader and staff team members, the resources necessary to complete the project and the establishment of a target time line for completion of the project. A Dashboard Project Status Report is attached.

The following project reviews were undertaken during the period July 2013 – May 2014:

1.) Joint Purchasing

Status: The City, County and School District project work team completed a review and analysis of collaborative joint purchasing options and presented a final report to the Joint Commission on September 11, 2012. Fifteen options for joint purchasing collaboration were developed and analyzed by the work team.

Recommendations: The report concluded there were five collaborative options that could be implemented over the course of the next year by the three organizations' purchasing staff. Implementation of these recommendations is expected to result in greater savings and higher productivity. The final report is available on the JCCSI webpage here: [Joint Purchasing Analysis](#)

Implementation Activities: The three agencies' purchasing staff meets on a regular basis to discuss and review projects, share prices, share information and references as a means to find cost savings. Purchasing staff review opportunities for cooperative purchasing such as a new cooperative system offered by University of Wisconsin Systems. It is an on-line procurement service that offers comparative contract pricing comparable to Amazon, but with specific contracts. The number of contracts are currently limited, but will increase as more agencies use this system. During 2013-2014 the purchasing group also worked on print management, office supply contracts, banking services contract, and surplus sales agreements.

2.) **Joint Health Care Program**

Status: The City, County and School District Health Insurance Shared Service Analysis project report was submitted to the Joint Commission on April 10, 2013. The report analyzed the current state of health care in the Chippewa Valley, explored opportunities for future collaboration and developed recommendations and priorities.

Recommendations: Ten options for greater collaboration between the organizations were analyzed by the work team. With the total cost of health care for the City, County and School District at \$46 million, more economies of scale could be leveraged by the entities working together. Next steps include a further assessment of the feasibility of all three entities combining to engage a consultant to provide an actuarial analysis of loss data and single data base creation, and review the feasibility of creating a combined primary care medical clinic for staff. The final report is available on the JCCSI webpage here: [Health Insurance Shared Service Analysis](#)

Implementation Activities: The Eau Claire Area School District took the lead in an analysis to determine if a collaborative on-site clinic for employees would be cost efficient. The on-site clinic services were attached to a health insurance package and the proposal did not produce favorable results for all three agencies. The three agencies have a choice to implement a health clinic separately, do nothing or cooperatively send out a new RFP for a second attempt at an on-site clinic.

The three agencies are currently working with a consulting firm named CBIZ to obtain complete health care usage data from the three agencies' health insurance carriers. CBIZ will issue a report indicating the comparative data, the specific charges of health care procedures and will suggest ten (10) areas that the three agencies should target that would contain or lower health care costs.

3.) **Combined Land Records Management / GIS**

Status: The City and County Combined Land Records Management Shared Service Analysis project report was submitted to the Joint Commission on September 26, 2013. The report analyzed the current state of land records management and geographical information services in the City and County, reviewed options managing: the efficient routing of land records, the accuracy of land record information, the timely updates of land records, reduction in work duplication, a single point of entry and responsibility for land records management, and moving to a unified computer mapping system.

Recommendations: Four elements for greater collaboration between the organizations were developed by the work team: centralize land records management duties at the county level, continue sharing of the ACS software system and move towards a unified GIS system, include City of Eau Claire parcels on the county internet site and develop strategic and implementation plans for land records management and GIS. Based on the analysis, the work team recommends two major actions to accomplish the recommendations: Required Actions and Strongly Recommended Actions. The Required Actions consisted of five (5) recommendations and the Strongly Recommended Actions consisted of nine (9) recommendations. The final report is available on the JCCSI webpage here: [Land Records Management Recommendations](#)

Implementation Activities: The City and County currently have an approved intergovernmental agreement for implementation of a shared land records software package for assessing and land records permit tracking applications. The agreement provides for the sharing of costs related to purchase of maintenance of software, hardware and associated equipment. The County Board adopted legislation that includes a City of Eau Claire staff member on the Land Information Council.

4.) **Combine Information Technology (IT) Functions**

Status: The Commission reviewed the collaborative efforts of the three agencies regarding information technology, however a charter and work group formation and analysis has not been completed for this project during the past year.

Collaborative Activities: The City, County and School District are members of the Chippewa Valley Internetworking Consortium (CINC), a partnership of public sector organizations that initiated and completed an expanded high speed fiber optic network in the Chippewa Valley. The three organizations in conjunction with other CINC partners have developed an intergovernmental agreement, identifying structural and governance elements for all the partners. Coupled with the award of the Broadband Technologies Opportunity Grant (BTOP) grant, the CINC organization has extended high speed fiber optic broadband to public sector facilities and communities in the Chippewa Valley. In addition, the City and County collaborated in the design and implementation of an upgraded county-wide radio frequency and hardware infrastructure system project known as the Narrowband radio system. The Narrowband radio frequency upgrade was required by the federal government and applied to all public sector radio frequencies.

5.) Share Administrative Functions

Status: The Commission has chosen to move this project forward as a component of the 2014-2016 work plan. A charter for the project work team is under development and will be considered by the Joint Commission at a future meeting.

6.) Share Administrative Space & Facilities

Status: The Commission has chosen to move this project forward as a component of the 2014-2016 work plan. The Commission has further determined that a determination of the potential for sharing administrative space should be based on the analysis of sharing administrative functions and potential for co-locating similar administrative operations.

Collaborative Activities: The Joint Law Enforcement Center (City Police Department / Joint Communication Center space sharing) and City/County Health Department space has been included in the Eau Claire County Government Center remodeling project. Revised lease agreements for those agencies have been approved by appropriate entities (City/County Board of Health, City Council and County Board).

Additional Shared Projects/Opportunities Considered in 2013 -2014

1.) Texas Engineering Extension Service (TEEX) Emergency Management Training for Elected Officials

Status: TEEX is located at Texas A&M University and provides emergency planning training for local elected officials. The training seminars are provided by the National Response and Rescue Training Center, a division of TEEX, and are funded by the US Department of Homeland Security. On February 12, 2014, the Joint Commission sponsored a TEEX Emergency Management Training Session for local elected officials titled "Senior Officials Workshop for All-Hazards Preparedness". Items covered during the training event included general operations and structure of emergency response, the structure of the Incident Command System, the role of elected officials, the role of Public Information, delegation of authority, allocation of resources, Emergency Operations Center activation, and a review of strategies and plan coordination necessary in emergency response.

2.) The Joint Commission also discussed a number of additional issues that may be added to the Joint Commission work plan in the future. The Joint Commission agreed to utilize the Service Optimization evaluation concepts and other strategic planning processes to determine the relative priority of the additional items for inclusion in future years' Joint Commission work plan. Additional items identified for review include:

- Regional Park Land Operations
- Centrally Located Evidence & Record Storage Center
- Garbage Collection – Opportunities for Collaboration
- School Nursing Needs of the ECASD

Recommended Work Plan Priorities for 2014-2016

The Joint Commission conducted a work session for development of the 2014-2016 Work Plan on February 6, 2014. Three major questions were considered by the Commission: What values are important to you in how you approach the Shared Service Commission vision to “provide visionary leadership in the delivery of collaborative public services”; what are trends/forces that endanger these values; and what can the Commission do to strengthen these values as the Commission, elected leaders and staff work together for more collaborative, effective and efficient public services?

Based on Commission responses to the questions, the Commission developed a series of potential work plan initiatives for 2014-2016. Utilizing an optimization process to determine the highest priority initiatives for the three organizations, with limited funding in budgets and program mandates, the Joint Commission’s Shared Service Partnership Opportunity Projects for 2014-2016 include the following work plan priorities:

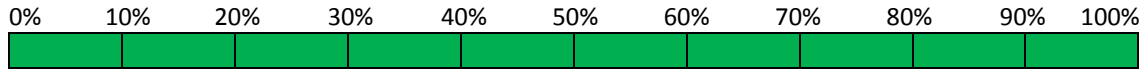
- City/County Health Department Shared Services Review
- Share Administrative Functions
- Share Administrative Space & Facilities

In addition, the Commission agreed to continue the following activities:

- Review opportunities to sponsor annual emergency management planning training sessions and activities, including TEEEX seminars for local elected officials.
- Follow up on implementation initiatives resulting from recommendations included in the Joint Commission’s 2012-2014 work plan projects’ final reports, including Joint Purchasing, Joint Health Care Insurance and Combined Land Records Management/GIS.

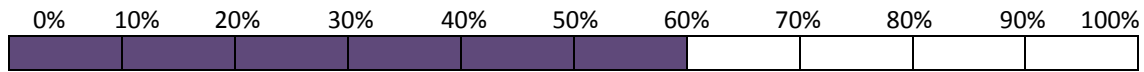
Joint Commission on Shared Services Initiatives – Priority Projects 2012-2014 DASHBOARD

1. Joint Purchasing - Project Status



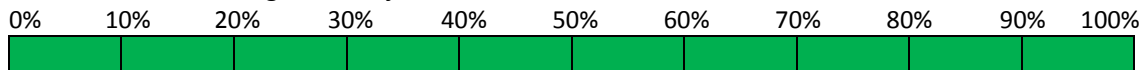
Analysis, evaluation and report completed by the Committee on Joint Purchasing on 9/11/2012. Presented to JCSSI on 9/27/2012. Initiative in implementation phase.

Implementation Status



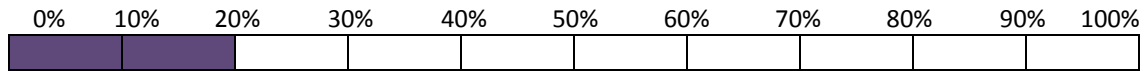
Narrative: Project scope included a review of current methods of procurement and analysis of approaches to improve the quality, optimize the purchase cost, and reduce the delivery time for goods and services used by each agency. Ten recommendations for improvement included in the report.

2. Joint Health Care Program – Project Status



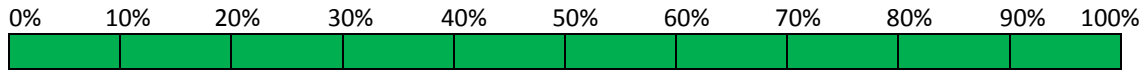
Analysis, evaluation and report completed by Joint Health Care Program work team on 4/05/2013. Presented to JCSSI on 4/10/2013. Presentation made to Boards and Council in May 2013.

Implementation Status



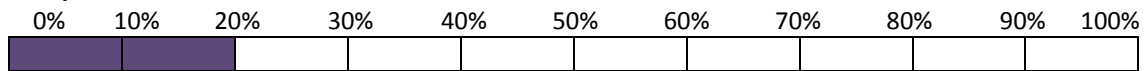
Narrative: Project scope included a review of current state of health care in the Chippewa Valley, explored opportunities for future collaboration for a program costing \$46 million between the three entities and developed eighteen recommendations for future collaboration with identified priorities.

3. Combined Land Records Management/GIS – Project Status



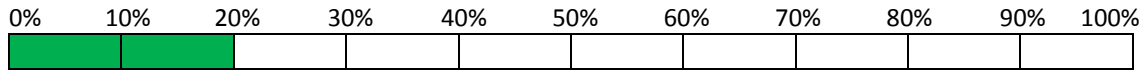
Charter completed. Joint ACS program in progress. Meetings underway. Altoona representative added to team based on use of county system. Recommendations presented to JCSSI on 9/26/13.

Implementation Status



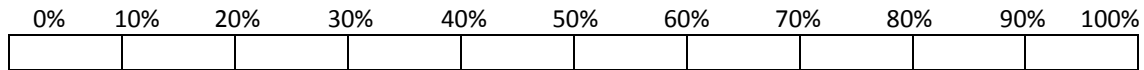
Narrative: Project scope included comprehensive review of current land records management between the City and County; developed eighteen recommendations for combining/sharing land records management and geographic information systems (GIS) to improve efficiencies, reduce duplication, and upgrade products delivered to internal and external customers.

4. Combine IT Technology Functions – Project Status



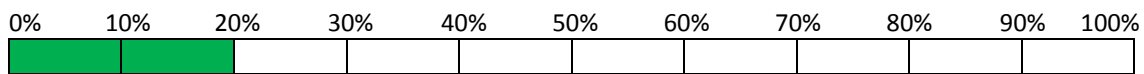
Draft Charter to be prepared. Collaboration underway – Narrowband, BTOP and law enforcement center projects have been completed in 2012 & 2013.

Implementation Status



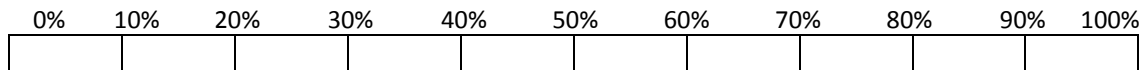
Narrative: Project scope involves an analysis of potential sharing/consolidation of technology and communications functions across the three jurisdictions to achieve better economies of scale and to provide improved support and client service.

5. Share Administrative Functions



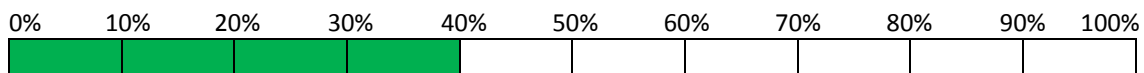
Draft Charter under development. Joint city/county/school district elected official emergency mgmt. training conducted January 14, 2013. Joint city/county staff training conducted January 2013.

Implementation Status



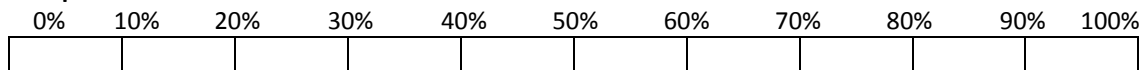
Narrative: Project scope to involve an analysis of potential to share/collaborate/combine administrative internal service functions such as human resources, payroll, safety training, etc.

6. Share Administrative Space & Facilities



Police/Sheriff space sharing and Comm. Center & City/County Health space included in courthouse remodeling w/ revised agreements. JCSSI decision-complete Project #5 prior to initiating work group.

Implementation Status



Narrative: Project scope includes review of potential for sharing of facility space based on analysis of sharing administrative functions and potential advantages of co-location of similar administration operations.

For additional information, see: <http://www.ci.eau-claire.wi.us/government/boards-commissions-committees/view-all/joint-comm-on-shared-services-initiatives>