



Village Hall Staffing Model Analysis

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Public Administration Associates, LLC

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Preface

Public Administration Associates, LLC is pleased to submit this Village Hall Staffing Model Analysis to the Village of Maple Bluff. There are several observations that we would like to make about the study.

First, the study has been very much a cooperative venture between the Village of Maple Bluff and Public Administration Associates. PAA worked closely with Village Administrator Tanner Nystrom and his management team, to establish a focus for the study, select criteria for peer communities and to understand the Village's current staffing system and its implementation history. All Village Hall employees participated with an in-person interview to help us further understand their job duties, concerns and potential changes, as did the Village Board members and 2 Past Village Presidents.

Second, Public Administration Associates has worked diligently to respond to the requirements and preferences of the Village within the limits of acceptable and prudent research practices.

Finally, Public Administration Associates appreciated the opportunity to work with Maple Bluff and its staff. The Village Board, by funding this study, is clearly showing the value they place on their existing Village Hall employees.

The present Board, past elected officials, and staff all expressed their commitment that the Maple Bluff municipal organization be a lasting home for innovative, talented, and professional employees, not just a short-term jumping off point to more lucrative positions in larger communities or the private sector.

PUBLIC ADMINISTRATION ASSOCIATES, LLC

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The Local Government Context and General Observations about Our Staffing Model Analysis Research

It is important to understand that the work issues facing the Village Hall staff in Maple Bluff are not unique. The staffing problems confronted by the Village are like those of many municipal governments in the state of Wisconsin. In their recent report titled, “Modernizing the Local Government Workforce: A Next Generation Initiative” the Whitburn Center for Governance and Policy Research at UW-Oshkosh framed today’s key issues for the local government workforce:

In 2021, Wisconsin local governments (excluding school districts) employed 72,189 employees. Personnel, i.e., salaries and benefits, are the most expensive costs for local governments. More importantly, human capital is the factor most impacting the efficiency and effectiveness of local government. But Wisconsin’s local government workforce is facing significant challenges. Municipal executives are struggling to recruit and retain employees. Public sector employees are facing increased competition from private sector employers. Declining levels of trust in government are hurting the morale of the public sector workforce.

The awareness that most small communities are struggling with comparable staffing issues, allows our PAA team with over 90 years of combined hands-on experience managing small to mid-size communities in Wisconsin, to offer practical, and we believe valuable recommendations for this Staffing Model Analysis.

The Beginnings of a Strategic Planning Process for Village Hall Staff

We were struck after reviewing the Board and Staff survey and interview responses how the data resembled what could be considered the first steps of a Strategic Planning process for Village Hall Staffing. While not meeting as one large group, or with community members, there emerged from individual interviews an extensive, shared list of strengths, weaknesses, opportunities, and threats related to the Village Hall staff.

What would typically be done in a second phase of the Strategic Planning process is the Village Board and staff would sit down together and prioritize issues identified in the Strengths, Weaknesses, Opportunities, Threats (SWOT) analysis and develop strategies for action.

Our sense of what PAA is being asked to offer to the Village Board, as a precursor to this strategic prioritization process, is an experienced opinion, along with some research that might help guide future discussion about additional investment in Village Hall staff.

It is in that spirit in which we offer this report. It should be recognized that our recommendations are based on information we could glean from survey responses and



personal interviews and not from daily experience working in the Village. We suggest the Village Board and staff utilize our conclusions as a foundation for more future discussion about establishing priorities for Village Hall staff.

Concerns when Analyzing Village Hall Staffing Issues in Isolation

The scope of this study was narrow and focused on Village Hall staff. Although it may yield good suggestions for how to improve efficiency and effectiveness for this small group it does not adequately reveal the connectivity of local government functions and inter and intra departmental needs.

While the next phase of a Strategic Planning process for Village Hall staff prioritizing strategies needs to take place, this also should be done as part of a wider Strategic Planning process for the entire Village.

We commend the Village Board for its effort to delve deeper into the functioning of Village Hall. However, we believe proposed solutions for staffing issues in Village Hall should be considered in the overall context of the realities and difficulties facing the other departments in the Village and then prioritized.

What are the needs and demands of Police, Fire, Public Works, or Parks that might not allow for new investment in Village Hall staffing or that may take higher priority? How does the current Village Board prioritize maintaining a lower tax rate vs. providing a higher level of Village Hall services to residents?

So again to emphasize, as Maple Bluff looks forward and attempts to prioritize its investment in Village Hall staff, we hope this brief report can help kick-start needed discussion and provide some of the background information necessary to view staffing needs in the context of the needs of the rest of the Village governmental operations.

The Staffing Model Analysis Plan and Process

In late September, 2023 the Village of Maple Bluff approved an Agreement with Public Administration Associates to perform a Staffing Model Analysis focused solely on its Village Hall staff. The general scope of services included:

- Collect vision and service expectations of seven current Village Board members and two past Village Presidents. Compare and contrast findings to inform service improvement opportunities;
- Review and analyze seven existing Village Hall staff positions, including: Full-Time Employees-Administrator/Police Chief, Deputy Administrator/Clerk-Treasurer, Parks Director/Deputy Treasurer, Fire Chief/Public Safety Director, Records Administrator/Administrative Assistant,



Clerical Assistant/Court Clerk and Part-time-Administrative Assistant/Accounts Payable/Payroll, and draft recommendations for organizational improvement opportunities. See Addendum I Page for a recent Village Organizational Chart which includes some of these positions.

--Identify efficiencies, deficiencies and or redundancies in assignments and workflow processes. Both external and internal factors.

--Develop a list of at least four peer communities to help compare responses to Village Hall staffing issues. The five Villages that were chosen for comparison, include Shorewood Hills, River Hills, Wind Point, Merton and Chenequa.

--Considering existing staffing, what practical steps could be taken to reach towards optimal to meet expectations of staff and Village residents.

A Study kick-off meeting was held via Zoom on September 21st including Village management staff and PAA consultants to help clarify the scope of services and begin to make an action plan.

A full-day of Village Hall staff interviews was held on October 5th in the Village Hall conference room. The questionnaire that was used for staff conversations appears in **Addendum A**, (See Page 20). Staff members were also asked to fill out a Position Description Questionnaire to help us understand more about their job responsibilities. (See **Addendum B**, Page 23).

A full-day of current Village Board and past elected official interviews was held on November 1st. The questionnaire used for Board members appears in the **Addendum C**, (See Page 31).

The Village Administrators from peer communities were interviewed during the month of November along with any remaining staff or Board yet to be interviewed. All interviews were completed except for one current Board member.

This recent research, gave us three good sources of information from which to draw on as illustrated in the Venn Diagram below. We were able to observe where there was an overlap and agreement on current and future service expectations and where there was tension and disagreement. We have included our own research gleaned from years of managing small communities under the heading "Other Local Governments" to help broaden the data pool.



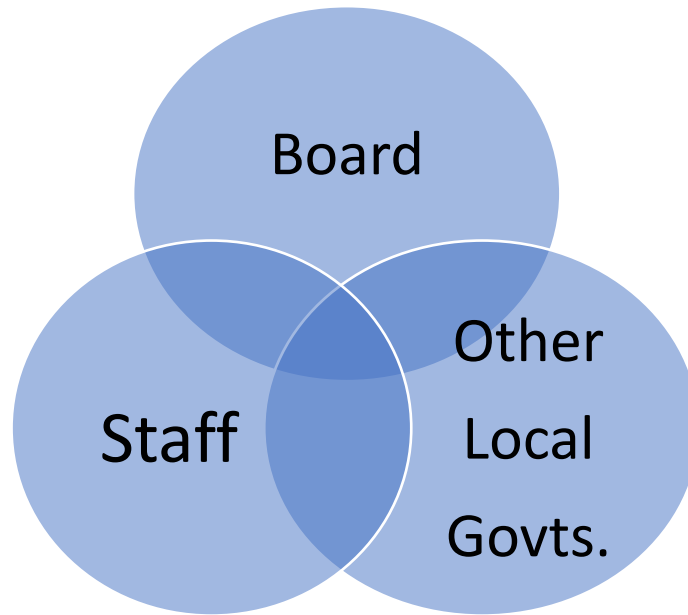


Diagram 1.

Village Board Interview Results and Summary

A summary of responses to the eight questions posed to the current Village Board members and 2 past Village Presidents is presented below:

1. **Effectiveness?** Highly effective, responsive, dedicated and exceed expectations, great team;
2. **Noticeable Recent Improvements?** Hiring of new administrator has brought a fresh perspective, professionalism, better process and procedures, development of teamwork with staff, created more engaged culture;
3. **Agreement with Staff Vision but are there resources available to allow that?** First contact with comments that will emerge in later questions-Do we have a staffing problem? If so, why now? 4 of the current Board members asked this similar question. What is currently causing these staffing issues? Need for Board strategic planning to help staff prioritize activities and tasks?
4. **Strengths of current staff and opportunities for future?** Good teamwork by staff and a group that is committed to the Village, younger group, committed, nimbleness and lack of bureaucracy, Team concept, training high, great administrator, respectful, seem to like each other. Willingness to sit through meetings and be patient and responsive;
5. **Weaknesses of current staff and threats for future?** Stretched so thin and wary of burnout; expectations of citizens who may be spoiled by level of service; Worried about how to keep current staff employed, engaged with opportunities for advancement; So



many different roles for staff, small things can add up to impact main mission; Struggling to meet unfair expectations; Can staff provide all the services citizens have come to expect?; Continued increase in cost of all services and reluctance to spend more money; Any additional investment must clearly show cost-benefit analysis; So many meetings to attend outside of work hours;

6. **Awareness of strategies to increase effectiveness?** Need Board policy direction to help more with clarity. Small financial investment can lead to big problem-solving; Reliance on staff to present ideas; a clearer delineation of job responsibilities might help. Delegation of duties; Cross-training; Look at other communities; Offload tasks from Administrator/Police Chief like Building Board; Need for better Logistics in office layout?
7. **Need more from Administrator as an elected official?** Very satisfied, excellent job 4. Would like clearer picture of what people do? More transparency?
8. **If limited pot of money where would investment go?** Because of great service citizens have not felt a lack of service from Village Hall so citizens may not see need; Consistent question; hard to sell more staff-what has changed? Why now? What is history and story behind need? Seems like overall strong support for public safety needs where there is a clearer perception of need. Could support more admin staff.

Staff Interview Responses Summary

We were grateful for the insightful, thoughtful, and thorough responses from Village Hall staff to the questions we posed. Many of our proposed recommendations cited later emerged from suggestions offered by staff. Based on the extensive feedback from Village staff we will include the responses that most impacted our recommendations. Please note that the specific positions recommended for hire were mentioned by individual employees but do not reflect the need for hiring of all those listed:

- Research office arrangements and concept for work accomplishment. Create private spaces for phone calls. Impact on responses to citizen complaints, based on experience.
- Training for staff on newest AI technology for possible speed up and efficiency of work.
- Identification of current staff strengths and weaknesses and finding right people for each position.
- Need dedicated, trained, and self-initiated staff with a commitment to professionally grow.
- Should seek staffing levels that allow for deeper understanding of roles, opportunities and responsibilities and plan for succession.
- Need to maintain positive work environment and great leadership to keep staff.
- Need to hire more people which could include Admin/IT support Specialist and HR/Event Support Specialist.
- Need to hire one person for HR and Elections to allow Abbi to work in Police Department.
- Need to hire person to support Parks/Public Works and Utilities.
- Hire enough staff so that exempt staff does not have to do everything and work extra hours.



- Improve IT support.
- Competitive pay and wages.
- Add staff with possible creation of new positions and division of labor-
- Potential reorganization of job duties.
- Municipal Services Director-Oversight of streets, utilities, refuse, engineering, zoning, and vehicles.
- Community Services Director.

Major Areas of Concerns Consistently Mentioned:

Need to hire more administrative support staff. Staff having too many different roles.
 IT Support, Zoning, Tech upgrades for improvement.
 Possible contracting for key activities-Village Planner/Zoning Administrator for Building Board, Planning.
 Improving staff expertise and use of technology.
 Police Chief/Administrator spread too thin.

Related Concerns:

Is the financial support for needed changes available?
 What is the relationship to other Village Needs?
 Are we able to hire a person with needed skills based on job market?

A Few More Observations Based on Survey Responses

Interactions with the Maple Bluff Village Board, past Village Presidents and Village Hall staff revealed a professional local government, run by conscientious and caring employees who were supported and appreciated by the elected officials.

The Village Board members were obviously interested in trying to learn more about the current stress placed on Village Hall staff by supporting and funding this study.

We observed a competent Village Hall management “team” that was attempting to respond to the demands placed on staff by instituting new policies, and strategic planning with the hope of making procedures and processes more efficient and effective. The study should not be seen as a criticism of past practice but rather as support for continuous improvement of the hard work that has already been done.



RECOMMENDATIONS THAT CAN BE ACCOMPLISHED WITH LIMITED FINANCIAL INVESTMENT

RECOMMENDATION 1

1. **View Village Hall staff requirements through the lens of work-life balance.** The life blood of democratic society in small communities is the volunteerism of its citizens. There needs to exist a body politic that is willing to serve as elected officials and members of official commissions and committees, and those who are committed to staying informed and active in important local issues. Finding citizens who are willing and able to commit the time and energy to municipal affairs is becoming more and more difficult, especially as political issues are being increasingly polarized. Because of the struggle to find citizen public participation there is a tendency for local government administrators to go out of their way to make participation more palatable to citizens, (i.e. scheduling special meetings around everyone's schedule, which may take hours in itself). There tends to be an emphasis, albeit necessary, on satisfying the work-life balance needs of community volunteers yet the question of what a change in schedule might mean for local government employees is usually overlooked. A theme that emerged consistently in Board, staff and all local government official responses defining important issues was: concern about employee burnout, wearing too many hats and multiple roles, too many late-night meetings, etc. Sometimes small changes in perspective and minimal modifications can lead to a major impact on employee stress levels and time commitments. We offer a few recommendations here;

ACTION ITEMS

- A. **Make providing work-life balance for employees a key component of the Village's strategic vision.** Most Village Board members stressed the importance of providing work-life balance especially for Village Hall employees, especially as several are now raising young children. The Board could make this issue a key component of its strategic vision as an employer so it is made a regular part of the decision-making process moving forward;
- B. **Review how and when Board and Committee meetings are scheduled.** Would the community be willing to accept changes to when meetings are held? Some local governments attempt to hold the majority of meetings during the day to limit night time impacts on both volunteers and employees? Could on-line technology be used more often for meetings to make them more accessible and less time-consuming for both volunteers and employees? Hybrid meetings that offer the choice of physical or virtual presence can allow staff and/or others to attend from remote locations, like home and make evening meetings more palatable. We noticed that some Maple Bluff committees



do not have regularly scheduled meetings but need to be organized when needed; this causes extensive work for Village staff trying find what times and days might work best for all involved. We suggest, as much as possible, choosing regular days for all Boards, Committees and Commissions to meet and then cancelling those regularly scheduled meetings if there are no items for the agenda. Also, most small communities attempt to piggy-back meetings where Board members must be in attendance to limit the number of evenings they need to commit to Village Hall. Some seek to combine Committees with similar functions, like Finance and Personnel or Parks and Urban Forestry;

- C. We know that in small local governments there is often a push to schedule special meetings to deal with an urgent issue. Sometimes this is necessary. **We suggest more emphasis to stick to regularly scheduled meetings to limit the night meeting impacts on both elected and appointed officials.** Addendum D (See Page 33) presents trends in additional meetings in Maple Bluff over recent years. Already by October of 2023, the Village had held almost the same number of meetings as all of 2022;
- D. **Review how Village Hall staff is utilized to cover meetings, provide input, and take minutes.** As local government managers we have all struggled with the desire to be at every meeting. We want to provide the needed expertise and background so that wise decisions can be made. While it is difficult to delegate with such a limited staff, we believe there may be more efficient ways to handle meeting coverage, especially if remote attendance is allowed. This review should also apply to scheduled work day meetings with contractors, vendors, etc. The Administrator has done an excellent job of creating a “team” of core employees at Village Hall and including them in the decision-making process, but such inclusion may also pull them away from other important job duties. An awareness of when team inclusion is necessary, and when it might not be, is important;
- E. **Examine ways to increase efficiency and effectiveness of running meetings.** One of the beauties of small local government is the opportunity for active dialogue, conversation, and citizen participation. However, unless checked such freedom of participation can lead to much longer meeting times than needed for all involved, including Village Hall staff. A couple of ideas to improve meeting efficiencies and maintain balanced citizen communication could include: 1. Provide a three- minute limit for speakers during the public participation period of the agenda; 2. Provide clear guidance to those speaking on an agenda item that unless otherwise approved they will have one opportunity to express their position, and that a back-and-forth conversation with the Board is not; allowed 3. Develop a consent agenda portion of the Village Board agenda which can include items agreed upon by the Board that they are comfortable approving en masse based on review of documents prior to the meeting; any individual Board member may unilaterally have an item removed from the consent agenda making this an easy change that can streamline meetings. Items of a routine nature such as vouchers, minutes, procedural matters and items that may not need discussion can all be considered under one grouping on the consent agenda and approved by one motion;



- F. **Review your current comp-time policy for Village Hall employees regularly involved in extra night meetings and consider changes offering more work flexibility options.** With limited staffing for office coverage this would have to be well-coordinated, but many small communities utilize creative comp/flex-time policies to encourage flexibility for exempt staff and Department Heads.

RECOMMENDATION 2

2. **Explore what it means to be responsive to citizens in Maple Bluff.** At the core of our democratic society is the concept of public service. Local government employees often feel called to work as public servants and are prone to not place limitations on their service at the sacrifice of themselves or their families. Despite high stress levels, they may take on extra job roles so that the community can continue to function without a major financial investment or tax increase. To some degree this seems to be happening in Maple Bluff. All local governments interviewed for this report said they had to work to revise citizen expectations for response times based on limited Village Hall staff and ability to respond. With this in mind, we make a few recommendations for action:

ACTION ITEMS

- A. **Develop a general citizen response philosophy that the Village Board can buy into and begin to prioritize responses and educate the community about staff limitations.** Angry citizen complaints can cause an uproar in a small office and lead to hours of unplanned work that will take staff away from planned tasks needing completion immediately. Sometimes these complaints are not urgent in nature but become urgent because of the emotion of the complainant. The Board should be aware that staff may be prioritizing certain responses and trust their decision-making if confronted by an angry constituent who feels the Village did not respond quickly enough;
- B. **Explore potential changes in office hours to allow for flexible work hours or “focused work” time for staff.** Some small communities have limited office hours in this way due to Village Hall staffing limitations;
- C. **Review office layout and design to improve citizen responses.** It has been our experience as local government managers that responding to a citizen complaint in a small, open office can become unnecessarily complex. When three or four long-term employees with historical knowledge of an issue hear a complaint all at once, what should be a fairly simple response can become a “group think” exercise taking a large



amount of staff time and unneeded effort. We suggest creating a complaint intake process, through a specific person, who could move to a designated area (possibly the meeting room) to document a complaint and explain the prioritization and staff review process. There also may be ways to reconfigure the design of the office to provide for more employee privacy and increase effective work production. Some private companies have created small phone booths where employees can go for a private conversation. One of the other important elements of small government administration is maintaining good relationships with citizens who may just want to stop in and chat or ask a question. The Village Board should recognize this key employee responsibility and staff should attempt to create a space where this can happen without disruption of the entire office.

RECOMMENDATION 3

3. **Continue to emphasize a great culture at work to engage and maintain talented employees.** We observed a management team in Maple Bluff that was working hard to create a great work culture for employees. However, with all the job tasks needing to get done on a daily basis it can be easy to limit the time and energy spent on employee support and development. We would like to cite this quotation, and some action items following, that appeared in an ICMA Coaching Program: Workforce Trends You Can't Ignore:

The problem is that many front-line employees who can't work from home, as well as remote/hybrid workers, feel overwhelmed, frustrated, distressed, and underappreciated. According to MissionSquare Institute research, 69% of local and state employees felt negative about their jobs, 49% said they were stressed, and 47% said they were actually burned out. (Keri Murakami, "High Turnover is Disrupting Efforts to Fix Workforce Crisis, A Survey Finds," Route Fifty e-newsletter, June 30, 2023.

ACTION ITEMS

- A. **Work to support enhanced employee experience featuring: sense of purpose, autonomy and trust, learning and growth, belonging and community, culture of appreciation.**
- B. **Engage employees in talent discussions and development reviews.** A good time for these structured discussions would be as job descriptions are updated and finalized in order to understand how employees are feeling about the career path they are on;



- C. **Create a “menu” of development activities for employees to choose from.** Activities could include: stretch assignments, team leadership opportunities, interim assignments, lunch and learns, book clubs, career development classes, job shadowing, etc.;
- D. **Consistently talk about the “why” and purpose of work, not just the “what” that needs to be accomplished.**
- E. **Celebrate accomplishments.**
- F. **Develop a wage and compensation system that treats employees fairly and equitably utilizing wage data from peer and surrounding communities.** Such a system would also clearly define how employees can move within their established wage range based on performance evaluation;
- G. **Update the Personnel Manual which would document any new benefits and organizational commitments made to employees by Maple Bluff.** The current Personnel Manual is woefully out of date (last revised in 2010) and the personnel policy legal landscape has changed dramatically. Sections that would be important to add include policies governing: E-mail and Internet; Social Media; Cybersecurity; FMLA; Fair Labor Standards Updates; Flex-time and Disability Accommodations. It also would be important to flesh out some of the other current policies and make sure management is aware and comfortable with the processes defined (i.e. Disciplinary and Grievance Procedures, Harassment Definitions);

RECOMMENDATIONS WITH FINANCIAL IMPLICATIONS THE VILLAGE WILL NEED TO CONSIDER.

RECOMMENDATION 4

- 4. **Find the right balance between utilizing full-time staff and contracting out for municipal needs:** This is a challenge for all smaller local governments with limited staff, budgets, and work, to keep certain positions in a full-time capacity (i.e. engineer, IT professional, zoning administrator, etc.). All smaller local municipalities, as evidenced in the survey, make different decisions about how best to meet their on-going needs and how much to contract out. Some contract out for just about everything. Many, as in Maple Bluff, attempt to cobble together a response to needs, for example with web site development, and IT, by asking current employees with some skills to do their best and at least provide the best level of service possible to community members. This can be



very time-consuming and frustrating for staff and also take them away from their priority job tasks. Three recommendations we make based on our survey of other small local governments and experience:

ACTION ITEMS

- A. Many smaller communities' contract with a private firm to provide research and opinions for Building Board, Zoning Board of Appeals and Planning Commission proposals. **Epecially with the Administrator also bearing the burden of Police Chief responsibilities, the Village should look to work with a firm that provides zoning, planning and design administration duties and remove these tasks from the Administrator/Police Chief;**
- B. One of the key private vendor relationships for small communities because of the importance of staying updated, secure, and well-functioning with computer hardware and software is the IT contractor. Input from staff indicated a lack of confidence in the current contractor which also has led to the office staff spending time to fix situations which they have no experience or training to solve. **The Village should immediately seek to find an IT vendor that will be responsive and proactive so that full-time staff does not have to be involved dealing with complex IT issues including day to day operational issues as well as long term IT planning**
- C. The Fire Chief currently serves as webmaster for the Village. He is responsible for keeping the web site up-to-date and running smoothly. While this double-duty probably saves the Village a few dollars it is time-consuming and somewhat frustrating for the Chief, as his technical skills only allow for a "scratching of the surface" of what could be developed. Web site technology is continually advancing allowing for more and more ways for citizens to interface and educate citizens. It can potentially streamline processes and reduce some of the busy work exist for Village Hall administrative staff (i.e. building permits, dog licenses, on-line payments, etc.). **The Village should work with a private company that specializes in web site development and maintenance to explore all the possibilities available for achieving staff efficiencies and citizen engagement;**



RECOMMENDATION 5

5. **Create and analyze the current job descriptions for each Village Hall employee to determine if there may be a more efficient division of job responsibilities to accomplish needed tasks.** Many small communities shape their response to staffing problems around existing staff strengths and weaknesses. This was also touched on by several employees suggesting new hires might not be needed if the current staff responsibilities could be re-allocated. Also, there seems to be real staff frustration, especially at the management levels, with their inability to really dig into a problem, issue, or new idea to find the best solution for the community. Due to time constraints and wearing too many hats, they only feel able to react and fulfill the minimal requirements. This is a very common frustration for employees of small municipalities. While we can get a sense in our interviews and analysis of where strengths lie with Village Hall staff a first step in a potential reconfiguration of responsibilities would be for the management team, who are well aware of employee strengths and weaknesses, to re-examine daily tasks for creative ways to better distribute jobs.

ACTION ITEMS

- A. **Administrator/Police Chief:** Only two other communities in the state choose to combine these positions, the Village of Chenequa, and the Village of Oconomowoc Lake, both with populations estimated near 500. We believe the position is so unique in the state, because it combines the most responsible and overwhelming positions in a small community and puts a tremendous burden on one individual to be trained in and manage two very different types of activities. While in Maple Bluff the Village Board and most staff seem to be very happy with the performance of the current Administrator/Police Chief, the expectations of this role can take an emotional toll, especially in the area of work-life balance. The dual position can also become a problem at budget time when potential conflicts of interest in priorities can create perception issues, even when not intended. Having a dual position can also cause replacement issues when hiring your next Admin/Chief. The pool of talent you are drawing on to fill this role is very limited. This combined position may work well in smaller communities and unique situations, but we would likely never recommend that a municipality the size of Maple Bluff move to a joint Administration/Chief position if they were seeking to re-organize. Would the Village Board be willing to try to explore separating these positions to free up more focus on Village Administration by the Admin/Police Chief is a question that should be explored.



- B. **Deputy Administrator/Clerk-Treasurer:** - Adding the Deputy Administrator title to the Clerk/Treasurer takes a load off the Administrator but adds another layer of responsibilities and complexity to the C/T job. The C/T job responsibilities are usually very detailed oriented and demand focus to ensure accuracy in the areas of financial record-keeping, elections, meeting statutory and reporting requirements, etc. By adding supervisory and oversight responsibilities to this position the amount of stress is multiplied. Due to the joint Administrator/Police Chief position it is important to share and off-load certain tasks from the Administrator, but this can have a WATERFALL AFFECT and push pressures and tasks downward to other employees.
- C. **Parks Director/Deputy Treasurer:** The current Parks Director/Dep. Treasurer position could be expanded to a Municipal Services Director or Administrative Services Coordinator as utilized in some communities. This position might have oversight over multiple responsibilities potentially in parks, public works, utilities, streets, etc. to help offload some of the overwhelming tasks currently assigned to the Administrator/Chief and Deputy Administrator/Clerk-Treasurer. Can the person in this position handle the broader responsibilities contemplated? The ability for the Parks Director/Deputy Treasurer position to take on more tasks will also be determined by a change in philosophy to include adding support staff to the Parks Department.
- D. **Administrative Support Team:** The high expectations and demands on the Village Management Team of Admin/Police Chief, Clerk Treasurer /Deputy Administrator and Parks Director/ Deputy Treasurer require a strong administrative support team in order to reduce the pressure of having to regularly deal with certain tasks like greeting citizens, reception, or answering phones. As much as possible, the Village Board should work to establish enough administrative support positions so that absences and vacations and opportunities for professional development can be covered by front office staff to take the reception burden off of the management team. Our understanding is that the recently hired Records Administrator/Administrative Assistant currently is working almost 80-90% with the Police Department and is not adding a lot of value to the front office staff. In our opinion a new Administrative Assistant is needed to fill out the front office staff. Advertising for this position should seek those with IT skills or Deputy Clerk experience if possible. The Shorewood Hills Administrator explained that just moving a part-time Administrative Assistant to full-time made a huge difference in the overall office work environment.



SURVEY OF PEER COMMUNITIES

Summaries from Peer Community Interviews are shown below: See **Addendum H** (See Page 37) for list interview questions posed to Administrators. **See Addendum E and F**, (See Pages 34-35) for spreadsheets documenting statistical comparisons with Peer Communities:

Village of River Hills

(2 FT) in Village Hall, Manager/Clerk/Treasurer and Deputy Clerk/Treasurer

--Small number of staff makes it difficult to coordinate if someone quits, is on vacation, etc.

Responsiveness suffers.

--A lot of people just stop in with concerns, complaints questions and take away from other work getting done. Need to make sure citizens and Board members understand staff limitations and response times.

--Actions must be prioritized based on importance and urgency.

--Use of contracting out to make sure things are getting done. Good relationship with IT business when dealing with computer issues.

--Local person with skills handles web site.

--Building Board and Board of Appeals handled by Part-time Building Inspector.

--Manager not overwhelmed by extra meetings except around budget time.

--Extra regulations and requirements from state for elections have made those times quite stressful.

--Manager has accounting background so financial reporting and analysis is not a problem.

--No parks in River Hills since 45% of the residential lots are over 5 acres.

--Manager attempts to create a "culture of appreciation" for employees.

--Importance of good working and supportive relationship with Public Works and Police in small community.

--Need for police coverage due to major roads going through, Brown Deer Rd./Good Hope Rd. and Highway 43.

Village of Wind Point

(2 FT) in Village Hall, Administrator/Clerk/Treasurer, Dep. Clerk/Treasurer and 1 PT Administrative Assistant.

--Planned residential community for S.C. Johnson employees on Lake Michigan, incorporated in 1950's.

--One of major issues is high expectation from residents for immediate responses to issues.

--Tries to hold as many extra meetings as possible during the day to limit night hours.

--Contract out for zoning and planning work.

--Zoning Administrator handles Building Board held 5-6 times a year.



Village of Shorewood Hills

- (5 FT) in Village Hall, Administrator, Dep Clerk/Administrative Services Coordinator, Clerk/Treasurer, Dep. Clerk/Treasurer, Administrative Assistant, 1 Part Time Clerk of Courts.
- Moving the Administrative Assistant from Part time to Full time really helped the workload issues at Village Hall.
 - Good IT contractor to deal with issues, a company called Computer Magic.
 - Small group of employees makes handling HR/Personnel issues manageable for Administrator.
 - Administrator also serves as Zoning Administrator.
 - Community has decided that decision-making for the Village will be driven by Committee, thus many Committees (14), number includes regular statutorily required Commissions and Committees.
 - Number of evening Committee meetings for staff to cover has made work-life balance very difficult for some and stressful.
 - Board has been very receptive to proposed staff changes and financial requests.
 - Historical expectation for immediate response from citizens to issues and problems can make life very difficult for staff.
 - Must find a way to realign expectations with reality of staff limitations through communication with community.
 - Would like to see decision-making more centralized with Village Board rather than decentralized through Committee structure. Committees can tend to see their role as management as opposed to policy makers setting direction.

Village of Merton

- 2 FT in Village Hall-Village Clerk and Village Treasurer and three PT-Director of Administrative Services, Building Inspector and Administrative Assistant.
- Challenges when staff is sick or on vacation with responsive service delivery.
 - Village does not receive tax payments, only done through the County.
 - Contracts out for most services in Village.
 - One Board member has IT background so helps with that area and web site.
 - Dir. of Administrative Services I assumes role of PT Interim Administrator-handles HR/Personnel issues, Budgeting etc.
 - Contracts with Village Planner and PT Building Inspector helps with zoning requests.
 - Limited number of Committee meetings outside of two Board meetings per month. Very few special meetings. Decision-making and research focused at Board level and reliance on DAS recommendations for action.
 - Current Director of Administrative Services believes not sustainable to continue with PT position and Village should pursue hiring a full-time Administrator. Too much responsibility falls on this position, and no one to delegate to or enough time to fulfill obligations responsibly.
 - County Sheriff provides law enforcement. Equivalent of 1 FT 40 hour per week officer and then rely on County roaming officers outside of 40-hour work week.



Village of Chenequa

2 FT in Village Hall Administrator/Police Chief and Clerk/Treasurer, 1 PT Police Clerk/Dep. Treasurer, 1 PT Police Clerk/Dep. Clerk.

--Administrator is 90% Village-related and 10% Police Chief. Captain is trained to handle Police Chief duties and also Administrator is training Captain to take over Admin/Police Chief position when he retires.

--2 Public Works employees are both Foresters and one serves as Zoning Administrator.

--Building Inspector contracted.

--Extremely unique and wealthy community located on 3 lakes in Waukesha County. Average home size 12,000 sq. ft., lot size average is 4 acres and many driveways close to ¼ mile long. Approx. 50% vacancy rate Labor Day to Memorial Day.

--Contract out for IT and computer work but one of police officers has computer background so can help take care of system.

--Due to the wealth of community, separation of parcels, and limited public streets and land, there are few complaints and employees tend to be treated quite well, especially police officers.

--For small staff importance of cross-training is emphasized so everyone can support each other.

--Almost all public roads through the Village are State or County so almost no local road maintenance costs or issues.

--He believes Administrator/Police Chief position is doable in a larger community like Maple Bluff but very dependent on the individual. Needs excellent people skills to handle both types of positions. Also, important to be able to delegate substantial police work to Captain or Lieutenant.

Most small governments in our survey, and those we have experience with, attempt to maintain Village Hall functions with minimal staff, to keep budgets and tax rates low. This typically means, fewer office workers performing multiple jobs, giving long hours of service with strained work-life balance especially for management staff and department heads. Village Hall staffing is usually the last to gain extra funding after the needs of public safety and public works are met.

While this tends to be the norm it does not have to be the reality in Maple Bluff. The Village Board can decide that it wants to invest more to improve Village Hall technology and staff training, add administrative support and increase citizen engagement and be a “model” as opposed to following a typical trend of “what can we do to get by.”

The Action Matrix, Addendum **G** (See Page 36) summarizes some of the actions that might be taken by the Village Board to build on the strong foundation established by the current Village Hall staff.



Addendum A**VILLAGE OF MAPLE BLUFF
STAFFING MODEL ANALYSIS 2023
STAFF INTERVIEW QUESTIONS**

1. What is the mission of your position or department and how does your position contribute to that mission being satisfied:

- What has helped you accomplish the mission?
- What has hindered you in accomplishing your mission?
- How does your individual position or department mission fit in with the broader mission of the Village- “to passionately deliver exemplary public services and responsible governance to improve the experience and value of our community”?

2. Describe what your major job responsibilities are without looking at your job description. How have they changed over the past five years?

3. Review of Position Description Questionnaire and needed information.

4. What suggestions do you have for the organization of your department or Village that would improve the efficiency and effectiveness of your operations? Any “low-hanging fruit” or small, incremental changes that could easily improve efficiency and effectiveness immediately?



5. Describe what your ideal Maple Bluff organization would look like to best support you fulfilling your department's mission or individual responsibilities?

6. The stated vision of Maple Bluff is, "We honor our identity as an independent and distinguished lakeside community. We continuously enhance the lives of our residents through exceptional service, persistent care, ubiquitous protection, and consistent engagement. We remain committed to inclusiveness by involving citizens in planning and decision-making." Do you believe the current organizational structure is adequate to meet these goals? Why or why not?

7. What departmental processes (i.e., approving a new development, ordering new equipment, completing a road/utility project design and public bidding procedures, human resource management, processing invoices, permitting for rezoning requests, budgeting, etc.) would you change to be more effective and efficient?

8. What additional internal training, experience, and skills, as well as outside technical support and assistance, do you think is needed for Village staff to meet future demands?

9. What technology/software/equipment could assist the Village to be more efficient and effective? How could such a new purchase be shown to residents to offer a good return on investment?



10. What technology/software/equipment that you currently have available is not being utilized to its full potential? How should the use of these tools be changed?

11. If the Village Administrator asked you to give him recommendations for organizational change or process change, which he would implement immediately; what would those recommendations be?

12. Any other comments that should be incorporated into this study's findings? Have we adequately touched on all the areas you feel should be addressed by a staffing model analysis?



Addendum B***Public Administration Associates, LLC*****Maple Bluff Position Description Questionnaire (10/5/23)**

Dear Staff Member:

As many of you know Maple Bluff is investing in a Staffing Model Analysis, performed by Public Administration Associates, for most employees. Your position is being reviewed as part of this effort. The objective of this study is to analyze, compare and advise on the Village's staffing levels, structure and impact on its municipal services.

So that we can have a thorough understanding of your current job responsibilities, we ask that you take a few minutes and complete the job questionnaire attached below. Please make a copy of this document when you are finished answering all questions, and retain it for yourself in case further review is necessary.

We ask that employees return this questionnaire to the address listed below as soon as possible, but before October 20th. If you can e-mail your response please send to: dtebo.wi2@gmail.com.

If you would prefer to mail back your response, the address for returning questionnaires is:

**PAA Associate
Dave Tebo
N1357 Tuckaway Court
Greenville, WI 54942**

Thanks for your help.

**Kevin Brunner
President, PAA**

**Dave Tebo
Associate, PAA (920-740-8804)**



Name _____ Position Title _____

Supervisor Name and Title _____

Date _____

1. I have reviewed my current position description OR the proposed job description questionnaire attached AND

_____ The following items and/or tasks should be added:

a.

b.

c.

_____ The following items and/or tasks should be deleted (please list):

a.

b.

c.

_____ The following items and/or tasks should be modified as follows (please list):

a.

b.

c.

2. Using the left margin of the position description or PDQ for your response, please indicate the approximate percentage of time that you spend on each job task on an annual basis.



If you do not have a current job description or job description template for review, please complete Question 3,4, 5, 6,7 in detail:

3. List your MOST ESSENTIAL duties and responsibilities below followed by the approximate percentage of time spent on each major duty. The percentage should be calculated when analyzing activity over an annual period.

a.

b.

c.

d.

e.

f.

g.

h.

i.

j.

k.



- 4. After reviewing your list of essential duties and responsibilities choose the three (3) that are the most significant? Under (d) below write a one to two sentence description or explanation of your job that your next-door neighbor would understand using these top three responsibilities as the main topic:**
- a.**
 - b.**
 - c.**
 - d.**
- 5. Please list the needed education, certifications, and amount of experience that you think would be important for someone in this position to have?**
- 6. Please list the knowledge, skills, and abilities you think a person in this position should possess, both hard skills and personal characteristics, for example:**
- Knowledge of certain software or computer applications, other technology, specific laws and regulations, general accounting principles, mechanical systems, etc.;**
 - Ability to work independently, analyze financial data, multi-task and be a good communicator, etc.)**



Question 6 (continued)

7. Please explain if you think there are certain physical demands that an employee in this position must meet to adequately perform the job. For example:

- **Is there a certain amount of weight that must be lifted on a regular basis?**
- **Is there frequent twisting and bending? The need to reach above shoulder height? Ability to sit at a keyboard for extended period of time?**
- **What is the % sitting, standing, and moving?**
- **What are the hours of work expected and is the position hourly or salaried?**



8. In terms of overall responsibilities and job complexity, what other position(s) in your organization is(are) comparable to your position?

9. With whom do you interact on a regular basis?

	<u>I initiate</u>	<u>They initiate</u>	<u>Both initiate</u>
<input type="checkbox"/> Employees in your department	_____	_____	_____
<input type="checkbox"/> Employees in other departments	_____	_____	_____
<input type="checkbox"/> Employees of other governmental units	_____	_____	_____
<input type="checkbox"/> Village Board members	_____	_____	_____
<input type="checkbox"/> Individual citizens	_____	_____	_____
<input type="checkbox"/> Contractors, suppliers	_____	_____	_____
<input type="checkbox"/> Others (please list) _____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

10. Do you supervise other employees?

_____ Yes _____ No

If yes, how many employees do you directly supervise (“They report to me.”)? _____

If yes, how many employees do you indirectly supervise (They report to someone who reports to me.)? _____



11. Who supervises you? _____
Job title of supervisor

Generally, what is the nature of this supervision (please check one)?

___ General direction and performance review

___ Weekly work assignments

___ Daily work assignments

12. Please list your educational background.

___ High school

___ Post high school, including any degrees, diplomas, certifications, and licenses
(continue list on last page if necessary)

13. Please list your work experience.

a. Positions held before your current position and the number of years employed in each position. (Last 3 jobs only)

b. Years employed in your current position. _____



14. If I made an error on a major aspect of my job,

- it could have serious negative consequences (Examples: physical risks, major financial costs, major impact on other employees' jobs, major political fallout).
- it might take some time to correct the error, but it would not have consequences as serious as those defined above.
- it would not have serious consequences and probably would be noted by someone else.

15. Are there any skills or knowledge that you bring to the job that are not recognized in your job description?**16. Based on your review of your current job description how would you change it to maximize effectiveness of the operations you are responsible for?****17. What duties do you not have sufficient time to focus on that makes it more difficult to complete your mission and the operations you are responsible for?**

Additional Comments or Needed Info for Questionnaire:



Addendum C

VILLAGE OF MAPLE BLUFF STAFFING MODEL ANALYSIS INTERVIEW QUESTIONS FOR THE VILLAGE BOARD

1. As a Village Board member how would you best characterize the current effectiveness of services and programs provided by the Village Hall administrative office staff being studied? In your opinion, are they meeting the expectations of the Board and citizens?
2. Are you aware of specific improvements that have been made in recent years which have improved the operations and service delivery by Village Hall staff?
3. The stated staff vision for Maple Bluff is: “We honor our identity as an independent and distinguished lakeside community. We continuously enhance the lives of our residents through exceptional service, persistent care, ubiquitous protection, and consistent engagement. We remain committed to inclusiveness by involving citizens in planning and decision-making.” Is this staff vision compatible with your vision? Do you believe the current Village Hall organizational structure is adequate to accomplish this vision?
4. In your opinion, what are the strengths of the current Village Hall staffing organization and performance? Do you see future opportunities for the Village based on these strengths?



5. In your opinion, what are the weaknesses of the current Village staffing organization and performance? Do you see future threats to the Village based on these weaknesses?
6. In your opinion and based on your experience, would any of the strategies mentioned below have a meaningful impact on the effectiveness of the Village Hall staff?
 - Additional training and skill development for existing staff. Please identify specifics.
 - Minor changes in job descriptions and roles of key staff. Please identify.
 - Major reorganization of existing staff and functions. Please specify.
7. What do you need from the Administrator Position and other Village Hall staff that would make you more effective as an elected official?
8. If you had a limited budget to support Village personnel needs, what department's and/ or staff positions would you prioritize funding for, and why?
9. Are there any additional recommendations you may have, to improve the organizational effectiveness of the Village Hall staff?



Addendum D

	2018	2019	2020	2021	2022	2023
Board of Health				2	1	
Building Board	10	14	14	13	12	10
Country Club Joint Committee	1	2	1	3	3	3
Finance	2	2	2	2	5	4
Fire/EMS		1	1	1	4	1
Parks (incl Harbor Commissioners)	8	7	6	11	9	9
Personnel		1			2	2
Plan Commission	3	3	1	4	3	5
Police Committee	2	1	1	1	1	3
Public Works	2	1	1	4	3	2
TID	1		1		1	1
Urban Forestry	1	3	1	2	2	
Village Board	12	12	12	13	13	10
Zoning Board of Appeals	1	2	2	3	3	7
Zoning Ordinance Update Steering Committee						3

43

49

43

59

62

60

is early October

As of 10/10/2023



Addendum E

Peer Community Employee Data for Maple Bluff Staffing Model Analysis (PAA:2023)

*Compiled from interviews with the Administrator in each community

Villages	DOA Pop. 2023	Census Pop.2020	% growth	FTE's Vill. Hall	PT Emp Vill. Hall	Est. Total FTE's- FD	Est. Total FT/PT-FD	Utilities	Total PD	Maple Bluff Est. Wage Breakdown
Maple Bluff (Dane)	1,419	1,368	3.73	3	4	16	27	Sewer/Water Madison	6 FT/9PT 1 PT Clerk	Tanner-.5 VH,.5 PD Abbi-.5-VH, .5 PD Sarah-FTE 1 VH
River Hills (Milwaukee)	1,573	1,602	1.81	2	0	21	23	Sewer/MMSD All Wells	11 FT 2 PT Clerks	Renee-FTE 1 VH also Clerk of Courts Curt-FTE 1 VH
Shorewood Hills (Dane)	2,149	2,169	0.92	5	1	20	21	Sewer/Water Madison	8 FT/5PT FT-AA/PT CSO	Kris-PT VH Donna-PT-.3 VH
Merton (Waukesha)	3,518	3,441	2.24	2	3	10	15	No W/S All wells/septic	Contract County 1 FT-40 hrs/wk	
Wind Point (Racine)	1,632	1,651	1.15	2	1	6	8	Water/Sewer Caledonia	14 All Part-Time	
Chenequa (Waukesha)	527	526	0.19	2	2	10	15	No Wells/Septic	8 FT/5PT 2 PT Clerks	

Addendum F

Peer Community Data for Maple Bluff Staffing Model Analysis (PAA:2023)

*Extrapolated from WI Dept. of Revenue 2023 Statistics

Villages	2023 Eq. Value (TID Out)	Per Cent Residential	Est. current yr. Village Mill Rate	Est. 2022 Total Property Tax Net Rate	Est. Village % of Total	Est. Value Per Res. Parcel	Acreage Per Res. Parcel	Est. Total Net Prop. Tax Per Ave. Parcel	Est. Village Net Prop. Tax Per Ave.Parcel
Maple Bluff (Dane)	534,627,500.00	97.39	\$7.12/\$1,000	\$18.39/\$1,000	38.71	901,860.00	0.42	16,585.00	6,955.00
River Hills (Milwaukee)	536,901,400.00	98.79	\$7.33/\$1,000	\$23.54/\$1,000	31.14	804,891.00	N/A	18,947.00	5,900.00
Shorewood Hills (Dane)	746,835,900.00	79.77	\$5.16/\$1,000	\$17.09/\$1,000	30.19	862,979.00	0.26	14,748.00	4,453.00
Merton (Waukesha)	602,357,142.00	98.29	\$2.92/\$1,000	\$9.22/\$1,000	31.67	484,007.00	1.10	4,462.00	1,413.00
Wind Point (Racine)	242,140,600.00	95.60	\$4.64/\$1,000	\$13.55/\$1,000	34.24	277,721.00	0.58	3,763.00	1,289.00
Chenequa (Waukesha)	692,971,200.00	98.97	\$3.26/\$1,000	\$10.00/\$1,000	32.60	1,919,673.00	3.91	19,197.00	6,258.00



Addendum G

Action Matrix for Village Hall Maple Bluff Staff Modeling Analysis 1/8/24

Key Areas of Concern to Begin Discussion	Recommended Actions Immediately	Short-term	Longer-term
Work/Life Balance for Employees	Further assess where work/life imbalances exist Review current trends in local govt. workforce that impact employee satisfaction.	Analyze meeting schedule protocols; Needed staffing for night meetings; Potential agenda changes; Possible Comp-Time, Flex Scheduling.	Maintain Work-Life balance for employees as a key component of Strategic Plan
Responding to Citizens	Further define limitations in ability to respond to citizens. Discuss with Board what they are and willingness to accept.	Develop citizen response policy; Planning for possible changes to office arrangements.	Review needed changes in approach based on additional hires or changes in job descriptions
Potential changes in Job Descriptions	Finalize updated job descriptions for all positions.	Management Team review and recommend changes to Board as part of Talent Review process.	Potential re-configuration of current positions
Hiring of Needed Staff	Add 1 FT Administrative Asst. for office support with IT, Dep.Clk. Skills if available. Explore new vendor to provide IT support, with potential web site support	If web site development and support not available with new IT vendor then seek to find professional for web site development and maintenance.	Explore options for hiring of additional administrative support staff. Develop wage/comp system for employees to insure similar compensation with peer communities. Build career ladders.
Training of Staff in Use of new technology to Improve Efficiency and Effectiveness	Staff develop list of needed training . Review possibilities of new AI options for efficiencies.	Village Board review and approve priority training opportunities.	Evaluation of new approaches for improvement of work processes and results.
Culture of Workplace	Work to support enhanced employee experience featuring: --Sense of purpose and meaning --Autonomy --Learning and Growth --Belonging and community --Culture of gratitude.	Provide learning and career development opportunities for staff. Menu of possibilities and options available. Consistently talk about the "why" of work. Celebrate accomplishments. "Stay interviews" Institute Talent reviews.	Update Personnel Manual to institutionalize new commitments to employees.
Village Board Strategic Planning to help with on-going direction of Staff Priorities	Schedule Strategic Planning Session with Board/Staff to prioritize actions and strategies for Village Hall staff and financial impacts.	Schedule Strategic Planning session with employees /Bd. from all Depts. (Public Safety, Public Works, Parks, Village Hall) to do SWOT analysis and prioritize actions and strategies, and financial impacts for organization.	Schedule Strategic Planning session with community to share results of past sessions and get feedback on top priorities from citizens.

Addendum H

List of Questions Posed to Peer Community Village Administrators For Maple Bluff Staffing Model Analysis

- 1. Village Mill Rate in 2023 before changes for new budget year?**
- 2. Number and titles of all office workers in Village Hall (FT and PT)?**
- 3. Total employees working for Village (FT and PT)?**
- 4. Number of Police Department employees?**
- 5. What are some of the specific issues facing your Village Hall employees and their ability to meet the service expectations of the community?**
- 6. Any innovative ideas that you have come up with to deal with Village Hall service issues?**
- 7. What municipal services do you contract out for?**
- 8. Are there issues with other Village Departments that create service problems for Village Hall staff?**
- 9. Does the holding of a lot of night time meetings cause issues for your Village Hall staff and coverage?**



Addendum I

**(Study positions not included: Under C-T/Dep. Admin=Records Administrator/Admin. Assistant,
Clerical Assistant/Court Clerk, PT-Accounts Payable/Payroll**

