

# **CITY OF PEWAUKEE**

## **Strategic Plan 2014 (2014-2018)**

### **VISION**

Pewaukee will continue to be a premier city in the lake country where you can safely live, work and enjoy recreational activities.

### **MISSION STATEMENT**

It is our mission to create a safe community that is environmentally and fiscally sound, while anticipating community needs, creating partnerships, embracing diversity, and fostering sustainability and quality development.

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## INTRODUCTION

### WHAT IS A STRATEGIC PLAN?

'Strategic Plan' is defined as; *“An organization's process of defining its strategy, or direction, and making decisions on allocating its resources to pursue this strategy. In order to determine the direction of the organization, it is necessary to understand its current position and the possible avenues through which it can pursue a particular course of action. Generally, strategic planning deals with at least one of three key questions:*

1. *“Where are we now?”*
2. *“Where do we want to go?”*
3. *“How do we get there?”*

Strategic planning is no different than physical, fiscal, social or any kind of planning. You must first have some idea of the goal you want to achieve before you can make plans to achieve the goal. The City's elected and appointed officials and the taxpayers and citizens of the community must establish goals for the community, either directly or indirectly, if they intend for any plans prepared for the community to be realistic and capable of being accomplished. Fortunately, some goals have been prepared for the City as a part of the City's on-going planning program and, most recently, in the formulation of the City's Comprehensive Plan for the year 2035.

Strategic planning is really the establishment of a strategy or strategies set forth by City leadership to direct or guide the actions that will or should be taken by everyone involved in the government process. Logically, each of these strategies should be of “great importance” and “necessary” to achieving the established goals of the City.

### OUR STRATEGIC PLANNING PROCESS

In 2008, the City of Pewaukee decided to engage in a process that would assist in the creation of a five year Strategic Plan. Since that time, after several meetings and public round-table discussions, the staff has put together their thoughts, concerns and ideas for this plan. This document is a culmination of all of those efforts as well as feedback derived from a Municipal Services Survey conducted in April of 2011.

The 2011 survey, which was transmitted to 3,000 City addresses, had a relatively high response rate of 52.6% and provided the City with valuable information on what the future goals should be as well as further questions that needed to be answered by residents to ensure the City is providing the best possible services. From all of these efforts, basic goals, strategies and tasks were created that are designed to guide the future activities of the City and link directly into future City budgets.

The Common Council shall review this plan on an annual basis to evaluate the progress of the stated goals.

An additional goal of this Strategic Plan should be to repeat this information gathering process every five years. This should result in an evaluation of the progress toward meeting goals of this Plan, identifying further issues as well as identifying new goals, strategies and tasks.

## **COMMUNITY PROFILE**

The Town of Pewaukee was 'discovered' in the early 1830s by immigrants and westward moving settlers as an unincorporated, untouched 'town' with a very small rural native American/settler population which had settled along what is now the Pewaukee River and around what is now Pewaukee Lake. The Town was legally established in 1842, six years before Wisconsin statehood. In the early 1900s Pewaukee became a rather popular resort area, due primarily to Pewaukee Lake. Tourists were able to visit by train as the expansion of the railroad included a stop in Pewaukee. With the popularity of Pewaukee, it did not take long before urban development began to occur around Pewaukee Lake.

Pewaukee also became known for its ice industry. When the last glacier created the lake, the perfect setting for an ice industry was established. With the opening of the railroad, ice harvested from the lake was easily moved out of the area and sold to other communities and to industry. The framework and history of Pewaukee is rather eventful and cannot possibly be recollected in this summarized form. (Contact Pewaukee Area Historical Society).

In 1999, the Town incorporated into the City of Pewaukee. The City includes approximately 21 square miles of land and water area and is home to 13,464 residents according to 2012 data. The City encompasses about 43% of Pewaukee Lake which is 2,437 acres or 3.8 square miles in area. The City includes 14.5 miles of freeways and expressways and 31 miles of county and state trunk highways making it easily accessible to many non-residents.

**PLANNING EFFORTS THAT GUIDE THE CITY**  
**OPERATION/POLICY MANAGEMENT**

2003 Bicycle and Pedestrian Facility Plan (R A Smith)  
Ten-Year Capital Improvement Plan – adopted each year with budget  
City Comprehensive Plan -2035, adopted in 2009  
2005 Fire Department Community Risk Analysis  
2012 Fire Department Insurance Rating Services Report and Grading Schedule  
2006 Fire Department Station Siting Plan  
2006 Fire Department Strategic Staffing Plan  
Floodplain Map and participation in National Flood Insurance Program – adopted in 2012  
Emergency Operations Plan – adopted in 2011  
Ethics Code – adopted in 2006  
Long-Term Financial Plan - adopted in 2012  
Financial Policies and Procedures – adopted in 2010  
Impact Fee Study – adopted in 2012  
2003 Southeastern Wisconsin Pewaukee Lake Biological Evaluation (Wis. Luth. College)  
Land Division Ordinance (Plan Implementation) – adopted in 1987 & 2013  
City Land Use Plan for 2035 – adopted in 2009  
1998 Joint Border Agreement Land Use Plan with the City of Waukesha  
Land Use – Transportation Plans for Southeastern Wisconsin for 2020 and 2035 - adopted in 1997 & 2008  
Joint Land Use Plan for the Town and Village of Pewaukee for 2000 – adopted in 1982  
City Neighborhood Plans for 2035 (15) – adopted in 2013  
City Official Map (Plan Implementation) – adopted in 2013  
Joint Comprehensive Park and Open Space Plan (2013-2018) – adopted in 2013  
1999 Stormwater Management Plan (EarthTech)  
2010 Stormwater Utility Study (AECOM)  
Waukesha County Development Plans for 2020 and 2035 – adopted in 1997 & 2009  
Waukesha County Jurisdictional Transportation Plan for 2020  
Comprehensive Zoning Ordinance and Maps (Plan Implementation) – adopted in 1982, 1997 & 2013

**MUNICIPAL CODE** – Including Chapters on City Government; Finance; Budget; Taxation; Law Enforcement; Fire Department; Traffic; Public Peace and Good Order; Nuisance; Civil Defense; Public Health and Welfare; General Regulations on Lands, Streets, and Right-of-ways; Licenses and Permits; Joint Library Board; Building & Mechanical Code; Municipal Water; Municipal Sewer; Zoning Code; Land Division; Storm Water & Construction; Cemetery; Public Waters; Cable Television Regulations; Municipal Court & Judge; Administrative Review Procedure; Construction and Effect of Ordinances and Penalties

**REGIONAL PLANS**

Regional Water Quality Management Plan for the City of Pewaukee (SEWRPC Report 113)  
Comprehensive Plan for the Fox River Watershed (SEWRPC Report No. 12)  
Regional Water Supply Plan for Southeastern Wisconsin (SEWRPC Report No. 52)  
A Lake Management Plan for Pewaukee Lake (SEWRPC Report No. 58)  
A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin (SEWRPC Report No. 42)  
Pebble Creek Watershed Protection Plan (SEWRPC Report No. 284)  
A Jurisdictional Highway System Plan For Waukesha County (SEWRPC Report No. 18)  
A Regional Bicycle and Pedestrian Facilities Plan For Southeastern Wisconsin (SEWRPC Report No. 43)

## **ORGANIZATIONAL VALUES**

*These are the principles that guide our underlying organizational operations.*

**Transparent, Open and Honest Government:** This value reflects our first and most important responsibility. Our success is measured and, in fact, reinforced through active engagement of those we serve. We maintain an organizational reputation for openness, honesty and integrity.

**Accountability:** We take personal responsibility for our actions. We accept consequences for unsatisfactory performance and recognition for exceptional performance.

**Collaboration:** We build external partnerships to maximize resources and achieve common goals.

**Dedication to Service:** We provide exceptional service with a caring attitude and sense of urgency. We listen and respond to ideas and concerns with fairness and with flexibility whenever possible.

**Diversity:** We recognize the varied cultural, social, ethnic, religious, orientation and age groups that comprise our community and embrace a sense of community.

**Fiscal Responsibility:** We properly use public resources. In managing public funds, we constantly strive for the greatest possible efficiency and effectiveness.

**Innovation:** We foster positive change through creative thinking, use of new methods, and application of technology to further enhance productivity.

**Leadership:** We encourage innovation, creativity and initiative.

**Professionalism:** We perform our jobs at a high standard that achieves excellent quality with opportunities for employee education, training and professional development to build capacities and broaden competence.

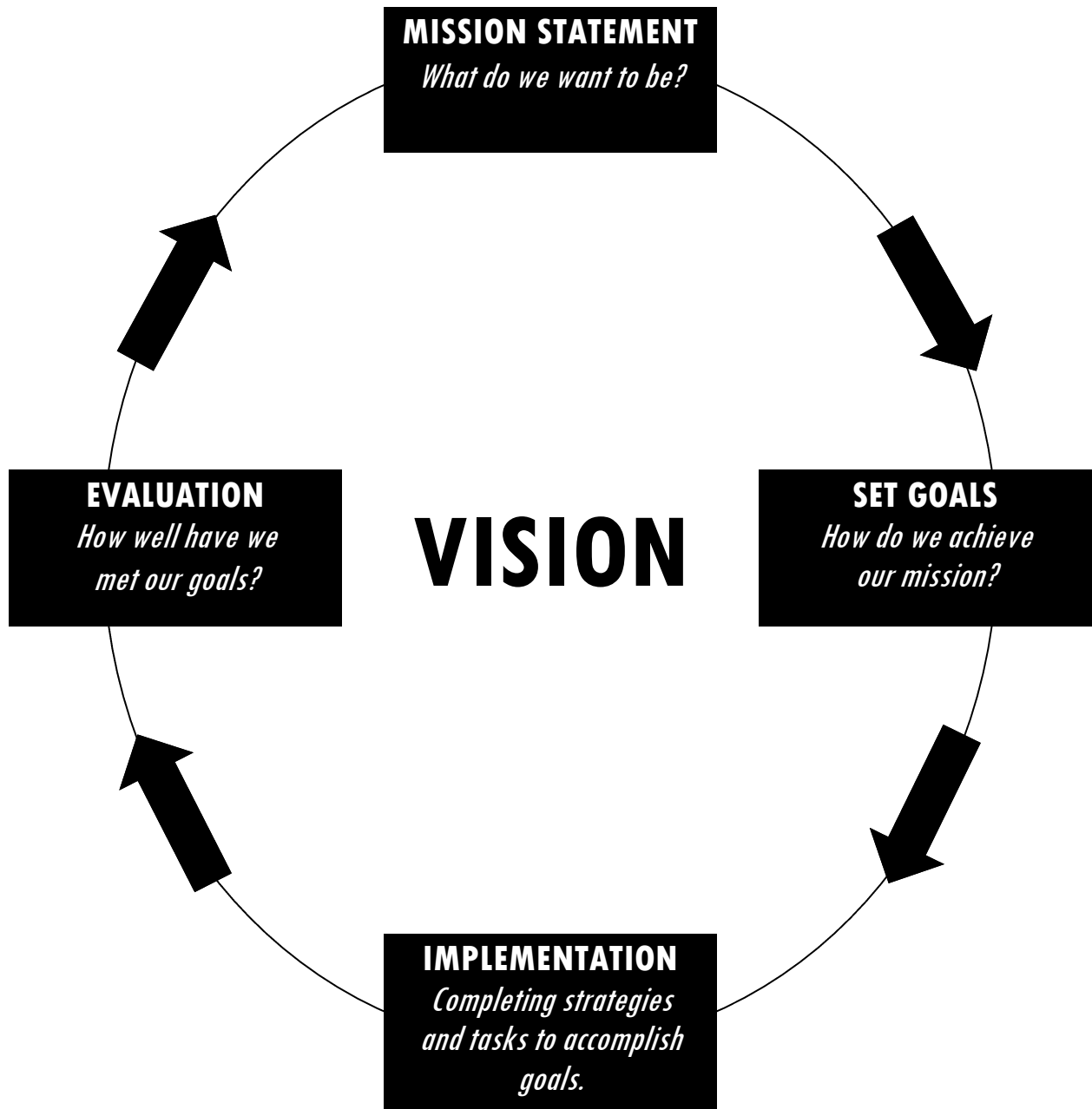
**Reputation:** We stress excellence, integrity, accountability and honesty.

**Respect:** We treat all people in a lawful, fair, dignified, courteous and equitable manner.

**Stewardship:** We consider long-term consequences of our actions and think broadly across issues to determine what would ultimately be in the best interest of the City.

**Teamwork:** We work cooperatively within our organization and throughout our community.

**CITY OF PEWAUKEE STRATEGIC PLANNING CYCLE**



## DEFINITIONS

**Best Practice:** The most excellent method of performing a task or providing a service.

**Community:** A group of people living in a specific location overseen by the same governmental body.

**Core Services:** Those services that are deemed essential by the citizen, approved by the Common Council and implemented by staff.

**Diversity:** Valuing the concerns and desires of both the workforce and customers and promoting a climate of mutual understanding and respect for differences and similarities among members of different groups.

**Goal:** The desired result that a system envisions, plans and commits to achieve—a personal or organizational desired end-point in some sort of assumed development. Many people endeavor to reach goals within a finite time by setting deadlines.

**Mission Statement:** The key building block in the entire strategic planning process. It states clearly, simply and explicitly what the work unit wants to do or be and can do or be. It reflects opportunities, capabilities, and values.

**Partnerships:** Working cooperatively with public entities, private organizations and/or other governmental agencies.

**Planning:** The process of making and/or implementing plans including the establishment of goals, policies and procedures for a social, economic or political unit.

**Policy:** A definite course or method of action selected from among alternatives and in light of given conditions to guide and determine present and future decisions.

**Premier:** Most important or best.

**Priority:** Superiority in rank, position or privilege; something given or meriting attention before competing alternatives.

**Strategic Plan:** The organization's process of defining its strategy, or direction, and making decisions on allocating its resources to pursue this strategy. In order to determine the direction of the organization, it is necessary to understand its current position and the possible avenues through which it can pursue a particular course of action.

**Strategy:** A plan of action designed to achieve a specific goal; a careful plan or method; the art of devising or employing plans or stratagem toward a goal.

**Sustainable:** Use of a resource so that the resource is not depleted or permanently damaged; having the resources to provide the necessary facilities and services to maintain the City of Pewaukee and to accomplish its goals.

**Task:** A definite component of work assigned to or expected of a person; duty.

**Vision Statement:** A compelling image of the desired future. It inspires and challenges all members toward an ideal future. It should purposefully bridge the present and future and serve as a critical impetus for change.



City of Pewaukee  
STRATEGIC PLAN (2014-2018) - GOALS

**GOAL #1**

*Provide the residents of the City with a responsive, transparent, open and honest local government operation.*

**GOAL #2**

*Maintain fiscal responsibility and foster economic growth.*

**GOAL #3**

*Promote the safety, security, health and well-being of all residents in a manner which is responsive to demographic, social and community needs.*

**GOAL #4**

*Identify, protect, enhance, and preserve the natural resource base and environmental amenities of the City.*

**GOAL #5**

*Recruit, retain and develop highly-qualified City staff.*

**GOAL #6**

*Encourage and support the creation of a wide range of quality educational, recreational, and cultural opportunities within and in the vicinity of the City.*

**GOAL #7**

*Promote high-quality development and redevelopment within the City.*

**GOAL #8**

*Expand and maintain the City physical infrastructure to continue to meet the needs of the growing community.*

City of Pewaukee  
STRATEGIC PLAN (2014-2018) – STRATEGIES AND TASKS

**GOAL #1**

***Provide the residents of the City with a responsive, transparent, open and honest local government operation.***

Strategy 1: Provide a high level of customer service.

*Task A: Treat all members of the public cordially, with fairness and respect and be accommodating whenever possible and helpful at all times.*

Strategy 2: Ensure that the residents as well as the general public have access to all public meetings and information and are encouraged to participate in City programs and activities.

*Task A: Continually upgrade the City's website to ensure it is user-friendly.*

*Task B: Continue to monitor the Citizen (Website) Portal and inform citizens of its availability for them to ask questions or express concerns of all City Departments.*

*Task C: Provide a newsletter (electronic or hard copy) periodically to citizens that will provide them with important dates, information or upcoming issues and ensure this is published on the website.*

*Task D: Properly notice all public meetings through the local newspapers and at the pre-determined physical locations throughout the City.*

Strategy 3: Create standing commissions, committees, and boards comprised of both elected officials and non-elected citizens that will help guide and oversee the various major operational functions of the City.

*Task A: Provide a venue for review of City plans and proposals, grievances, appeals, and complaints regarding City regulations and activities.*

*Task B: Maintain a code of ethical conduct for all elected and Council appointed persons and all personnel.*

*Task C: Maintain an Ethics Board who makes recommendations to the Common Council regarding ethical conduct as well as oversees the implementation of the requirements set forth in the ethical code of conduct.*

*Task D: Timely fill vacancies and appoint qualified and motivated members to commissions, committees and boards.*

Strategy 4: Be innovative and strive for continuous quality improvement.

*Task A: Continually research new technology to ensure the City is using the most efficient and effective software and hardware.*

*Task B: Explore alternatives for the delivery of information to all residents including those without computer access.*

## **GOAL #2**

### ***Maintain fiscal responsibility and foster economic growth.***

#### Strategy 1: Maintain a strong, sustainable City fiscal structure.

*Task A:* Develop and maintain a long term financial plan including the associated Financial Policies and Procedures.

*Task B:* Maintain a Moody's rating of "Aa1" or better to assist with borrowing capabilities.

#### Strategy 2: Provide leadership with regard to spending, taxes, and return on investment through smart, effective, and efficient government.

*Task A:* Collaborate and/or contract with other communities, the county and private enterprises to reduce expenditures and increase operational efficiencies.

*Task B:* Require staff to prepare a 10 year capital purchase plan including all expected individual annual expenditures for land, structures, equipment, software, and infrastructure individually costing \$5,000 or more.

*Task C:* Annually purchase insurance to sufficiently cover the cost of replacing City structures, infrastructure or equipment in case of accident, disaster or criminal activity and to provide compensation funds in the event of personal or property liability.

*Task D:* Operate within the limits of the annually adopted budget.

#### Strategy 3: Maintain a property assessment function that includes, at least, a state certified assessor.

*Task A:* Maintain compliance with state statutes and provide competent assessment and revaluation for all property within the City.

*Task B:* Regularly review properties that have been previously granted property tax exemptions for continued compliance with Wisconsin Statutes.

*Task C:* Incorporate all assessment records, including electronic files into the City's GIS system.

### **GOAL #3**

***Promote the safety, security, health and well-being of all residents in a manner which is responsive to demographic, social and community needs.***

Strategy 1: Maintain a full time law enforcement operation.

*Task A:* Retain certified police personnel trained and skilled in the full range of law enforcement and criminal activity prevention responsibilities and duties required by residents.

*Task B:* Provide for the necessary facilities and operating and safety equipment to accomplish law enforcement tasks in the most efficient and safe manner.

*Task C:* Process monthly citation reports accurately and in a timely manner and ensure that they are submitted to the court and the prosecuting attorneys no less than two weeks prior to the scheduled court date.

Strategy 2: Maintain a full time fire/EMS operation.

*Task A:* Retain certified firefighters and paramedic personnel that are highly trained and have sufficient skills to respond to emergencies within established maximum time constraints per the national standards.

*Task B:* Provide the necessary facilities, equipment and supplies to accomplish fire/EMS tasks in the most efficient and safe manner.

*Task C:* Prepare and implement a plan to extend public fire protection infrastructure throughout the City.

*Task D:* Develop and refine operational standards for the successful deployment of Mutual Aid Box Alarms and Automatic Aid.

*Task E:* Establish a physical resource plan to include scheduled maintenance of facilities and apparatus.

*Task F:* Establish a formalized process of data management.

*Task G:* Seek to gain national accreditation through recognized agencies.

*Task H:* Maintain best practices in fire personnel management through an effective Fire Commission.

Strategy 3: Train all City emergency personnel as well as business, industrial, and institutional employees and citizens, upon request, within the City in life saving and accident prevention measures.

*Task A:* Ensure that all training programs are consistent with current minimum standards.

*Task B:* Seek new programs to utilize pre-hospital care givers to meet the demands of the demographics of the community.

Strategy 4: Maintain a municipal court headed by an elected judge.

*Task A:* Ensure that those persons, groups or corporations who violate the City codes and ordinances are heard in a public forum and fairly judged.

*Task B:* Ensure appropriate fees are paid for any violation of City codes and ordinances.

Strategy 5: Review and update the Emergency Operations Plan.

*Task A:* Perform tabletop exercises as deemed appropriate.

*Task B:* Require that all elected officials and staff take the corresponding Incident Management System courses to ensure the City's compliance with Homeland Security standards.

**GOAL #4**

***Identify, protect, enhance, and preserve the natural resource base and environmental amenities of the City.***

Strategy 1: Collect information on the soils, woodlands, wetlands, floodplains, topography, surface water bodies, groundwater levels and wildlife habitat within the City and incorporate such elements into the City's physical plans.

*Task A:* Identify areas of particular importance or potential violation and protect and preserve those areas.

*Task B:* Promote preservation and protection of natural open space and groundwater recharge areas.

*Task C:* Implement the Well Head protection plans and ordinance.

Strategy 2: Protect the various elements of the natural resource base to the greatest extent possible.

Strategy 3: Initiate and maintain a "Green" alternatives program.

*Task A:* Educate citizens on proper lawn watering, water conservation, and use of natural landscaping.

*Task B:* Sponsor a disposal site for electronics and used medications.

*Task C:* Explore alternative fuel sources for heating and cooling and fleet vehicles.

*Task D:* Promote storm water infiltration (rain gardens, swales).

*Task E:* Promote green building for new buildings proposed for construction.

*Task F:* Continue the construction of bicycle and pedestrian facilities throughout the City.

*Task G:* Institute paperless correspondence and/or procedures where feasible and appropriate.

- Use paperless correspondence through the City's website with online forms such as contact us, employment applications, permits, etc.

*Task H:* Educate residents on proper garbage collection and recyclable materials.

*Task I:* Expand and/or improve the current recycling center.

## **GOAL #5**

### ***Recruit, retain and develop highly-qualified City staff.***

Strategy 1: Attract and retain personnel that have the best talent, knowledge, skills, and vision to accomplish their job duties, in a timely manner, and who embraces the goals and strategies of the City.

*Task A:* Conduct research and utilize best practices.

*Task B:* Develop and utilize performance metrics and a comprehensive workload analysis to measure productivity.

*Task C:* Recruit and hire the most qualified candidates for open positions.

Strategy 2: Provide and encourage staff to participate in training that will improve knowledge and skill in a significant way.

Strategy 3: Address workplace culture issues that directly impact performance and employee satisfaction where possible.

*Task A:* Measure employee engagement on a regular basis.

*Task B:* Integrate engagement data and strategic planning goals to prioritize issues for managers and design/execute action plans.

Strategy 4: Continue to follow a pay for performance model and adjust staff compensation as appropriate.

*Task A:* Periodically review and update the pay for performance and compensation plans based on available economic data.

Strategy 5: Invest in comprehensive leadership development.

*Task A:* Develop a formal program to improve leadership skills of City supervisors and department heads.

*Task B:* Identify and develop internal and external succession prospects, including planning for extended leaves of absence.

*Task C:* Cross-train where possible and as appropriate.

Strategy 6: Maintain adequate staffing in City departments to ensure all necessary and required services are performed.

## **GOAL #6**

***Encourage and support the creation of a wide range of quality educational, recreational, and cultural opportunities within and in the vicinity of the City.***

Strategy 1: Identify locations for and support development of a broad range of active and passive recreation opportunities, religious activity centers, and public and private education facilities.

*Task A:* Ensure sufficient development is planned to accommodate recent official forecasts of population and employment.

Strategy 2: Develop, redevelop and maintain a public park system comprised of neighborhood, community and special use parks as well as passive recreational open space areas.

*Task A:* Maintain a park maintenance and recreation program staff to ensure the availability of adequate recreation facilities and programs for the City's ultimate population.

*Task B:* Financially support the development of the large Lindsay Road proposed park site making it a multi-sport complex as deemed necessary by the Joint Comprehensive Park and Open Space Plan.

*Task C:* Support the capital equipment fund which accounts for future needs on equipment replacement.

*Task D:* Support the Joint Park/Recreation Department by working cooperatively with the Village of Pewaukee on funding the Department.

*Task E:* Keep current a five year Joint Comprehensive Park and Open Space Plan that includes future plans for programming needs and park development.

Strategy 3: Participate in and support the maintenance of a public City/Village Library.

*Task A:* Ensure the Library is adequately staffed and stocked with materials pursuant to meet the Federated Library standards.

*Task B:* Provide a high level of Library related educational and recreational programming.

*Task C:* Provide access to other libraries and library systems throughout the state for use by all ages of library users.

**GOAL #7**

***Promote high-quality development and redevelopment within the City.***

Strategy 1: Accommodate a balanced proportion of residential, commercial, industrial, and institutional uses.

Strategy 2: Identify locations for the high-quality building and development of a broad range of housing types and sizes, and diverse commercial and industrial uses.

Strategy 3: Ensure new construction will meet or exceed the City's building and development standards and that a balanced physical and fiscal City structure will be maintained over time.

Strategy 4: Provide for a City planning function that will be comprised of an appointed Plan Commission pursuant to state statutes and a physical planning staff.

*Task A:* Carry out the physical planning, development and redevelopment business of the City.

*Task B:* Implement the City's long range physical plans and adopted goals.

*Task C:* Prepare physical plans and plan implementation ordinances that will:

- Regulate the use of land and building through zoning
- Regulate the development and division of land
- Establish the location and dimensions of public streets, highways, parks and parkways on an official map
- Develop and implement building and development standards

*Task D:* Ensure compatibility of city plans with multi-governmental, regional and state plans and regulations.

Strategy 5: Maintain a full-time building services staff and zoning administrator.

*Task A:* Ensure that both existing and new building structures in the City adhere to the City's various building codes and the standards and regulations set forth in the City's ordinances.



## **GOAL #8**

***Expand and maintain the City physical infrastructure to continue to meet the needs of the growing community.***

Strategy 1: Evaluate and maintain city buildings and facilities.

Strategy 2: Identify locations for the high-quality building and development of a broad range of emergency service, transportation, and utility facilities.

Strategy 3: Create a schedule of construction, reconstruction and seasonal maintenance of all City streets and highways and ensure the proper and timely maintenance of such facilities.

*Task A:* Compile a project list and cost of maintenance and construction that will achieve an overall pavement rating between 6-7. Utilizing this information, develop a paving plan for reconstruction and maintenance projects needed to achieve this task within a reasonable timeframe.

*Task B:* Review, revise and implement a special assessment policy.

Strategy 4: Maintain a storm water management program.

*Task A:* Continue storm water quality and quantity monitoring, and maintenance of the public and private storm water facilities throughout the City.

*Task B:* Utilize GIS to create a “real time” mapping and maintenance system of the storm water management facilities, infrastructure, and conveyance means. This includes the record drawings (surveying) of our current facilities and their condition.

*Task C:* Inventory and compile a work list for maintenance of City storm water infrastructure, including storm sewer, detention/retention ponds, infiltration swales/basins and drainage ditches (grass swales).

*Task D:* Coordinate storm water projects with utility and road reconstruction projects for most cost effective upgrades.

*Task E:* Establish priority listing of all current storm water issues and funding requirements. In addition, establish routine maintenance schedule and provide funding, staffing, and equipment to accomplish required maintenance.

Strategy 5: Create, maintain and protect public sanitary sewerage and public water supply systems serving those land uses that lie within the City’s utility district service boundary.

*Task A:* Coordinate expansion/rehabilitation of the City’s infrastructure.

*Task B:* Evaluate the potential need for municipal water service due to well contamination or replacing wells that may not be able to become code compliant and develop a plan for septic relief in areas of concern.

*Task C:* Pursue locations of future well sites and aquifer recharge areas to reserve such sites as they become available and create protection zones from development surrounding these areas to reduce water source contamination.