



CITY OF WAUWATOSA
COMMITTEE OF THE WHOLE
MINUTES • OCTOBER 15, 2013

Regular Meeting**Common Council Chambers****6:45 PM**

7725 West North Avenue, Wauwatosa, WI 53213

PRESENT: Alds. McBride, Moldenhauer, Pantuso, Tilleson, Walz-Chojnacki, Wilke (7:25 p.m.), Wilson, Berdan, Birschel, Causier, Donegan, Dubinski, -12

EXCUSED: Alds. Ewerdt, Organ, Roznowski

ABSENT: Ald. Hanson

ALSO PRESENT: Mr. Archambo, City Administrator; Ms. Miller-Carter, Asst. City Attorney; Mr. Kesner, City Attorney; Mr. Porter, Public Works Director; Police Capt. Sharpee; Fire Chief Ugaste

Ald. McBride in the Chair

The President called the meeting to order at 6:48 p.m.

COMMITTEE OF THE WHOLE ITEMS

1. Railroad quiet zone application and status

Mr. Kesner discussed the staff's ongoing efforts the past few months to re-establish the railroad quiet zone in the City. To provide a context for these efforts, Mr. Kesner relayed background information about the regulation of railroads, noting that the Interstate Commerce Act of 1887 created the first regulations. The authority to regulate this industry lies with the US Congress.

Currently, the Surface Transportation Board has regulation over routes and the Federal Railroad Administration has authority over quiet zone (QZ) regulation, among other duties.

The ICC Termination Act of 1995 preempted most local control. Railroads are not subject to state environmental regulations or land use regulations. State and local regulation is permissible only where it does not interfere with interstate rail operations; even noise and air pollution nuisances have been found to interfere with interstate commerce. Local implementation of federal statutes (i.e., Clean Water Act, Clean Air Act, etc.) is permitted at times. There is some local jurisdiction over off-track activities.

Inasmuch as trains collide with vehicles or pedestrians every two hours nationwide, the issue of rail crossing safety is of considerable importance. Nearly 50% of these collisions occur at crossings with active warning devices. Trains horns are a proven safety device to prevent grade-crossing accidents. In 1994, Congress passed a law requiring the use of train horns, but also allowed the creation of quiet zones under certain circumstances. Alternative safety measures (ASM's) must be in place, however, and a complex analysis of risk must be performed to permit creation of local quiet zones. The Federal Railroad Administration (FRA) reviews any such request for their creation.

In the City, the Union Pacific line had a low risk and was approved as a pre-rule quiet zone. The Soo Line corridor, however, was ineligible for an automatic quiet zone and required the installation of alternative safety measures.

The City had passed an ordinance in 1973 prohibiting the use of train horns within the City except for emergency situations and in 2005, staff brought the ordinance back before Council about its continued

enforcement via application for federal quiet zone status. In 2008 the City filed a detailed plan to maintain the pre-rule quiet zone. Temporary waivers were granted until June 2013 to implement improvements.

The quiet zone ended in June 2013 pending completion and approval of the alternate safety measures. The City opted to apply for permanent quiet zone status rather than an additional waiver. The FRA expedited review of the City's application and required some modifications to ASM's that had already been installed.

Finally, the Notice of Establishment of the Quiet Zone was filed on September 27, 2013, whereupon railroads had 21 days to cease the use of train horns within the City. Horns may still be used, however, if warranted. Mr. Kesner also explained that there is a crossing just east of N. 60th Street where horns must still be blown; due to the proximity to the city limits, this horn will be audible.

Mr. Kesner stated that federal law is silent on whether the City could seek to create a partial quiet zone (i.e., overnight only). He added that the quiet zone is permanent, but inventories will need to be updated and the risks recalculated, if necessary, based upon new data. The City will be permitted to update the ASM's as needed to maintain the quiet zone status.

In response to questions by Ald. Moldenhauer concerning the circumstances surrounding the expiration of the waiver in June, Mr. Kesner stated that as the June waiver deadline approached, a plan was assembled of what ASM's needed to be installed in 2008 to keep the quiet zone. Many had been installed, but in the quest to complete installation, staff did not wait for the ASM's to be approved prior to installation. The City had informally understood they would be approved, but didn't obtain the necessary pre-installation approval.

This oversight was discovered in April 2013. Since the committee that grants waivers only meets once every 6-8 weeks, the timing was such that it was more prudent to apply for the permanent quiet zone, rather than another waiver.

Ald. Tilleson recalled that about 18 months ago, the Budget and Finance Committee reviewed proposals for Village crossing upgrades. Did the FRA weigh in on the current crossings? Mr. Kesner replied that those proposals dealt mostly with pedestrian safety features, which do not factor into the QZ application very much.

Mr. Kesner added that the FRA did, however, did provide a lot of helpful input about options for improving pedestrian safety after the train struck the young boy in the Village.

Responding to a query about the possible need in the future to provide updated data relative to the quiet zone, Mr. Kesner explained that if factor change (i.e., more accidents occur, etc.) modifications to the ASM's may be required to keep the risk factors under control.

Mr. Kesner added that the possibility of a partial quiet zone cannot be researched at present because the City's contact at the FRA is on furlough.

RESULT:	INFORMATION ONLY
----------------	-------------------------

2. Presentation by Dave Unmacht, Springsted, Inc., related to strategic planning

Mr. Archambo introduced this item, stating that the upcoming session with the Council members on October 22, 2013 is the next step in the strategic planning process for the City. The City retained the services of Springsted, Inc., to facilitate this project, and some months ago, Council members and department directors met with Dave Unmacht of Springsted to provide their thoughts and perspectives about a broad number of topics.

A draft document has been created based upon those interviews which will act as a springboard for discussions about the City's focus for the next 3-5 years. It is not anticipated that the work will be completed in next week's three-hour session; a possible follow-up session may be scheduled for November 7.

Mr. Unmacht distributed the background materials that will be used during the October 22 strategic planning session. While there are always barriers to strategic planning, the benefits are that it can provide an organized road map the enables organizations to focus on what is most important and allocate its resources accordingly.

(Ald. Wilke present 7:25 p.m.) -11

The packet also contained samples of worksheets that will be used to help prioritize strengths and challenges facing the City. To assist the Council members in these activities, demographic and financial information will also be provided on October 22nd. Mr. Unmacht urged the Council members to review this material in advance of the October 22nd, as their input, ownership and buy-in will be critical to the success of this exercise.

(Ald. Ewerdt present 7:29 p.m.) -12

There being no further business, the meeting adjourned at 7:32 p.m.

RESULT:	INFORMATION ONLY
----------------	-------------------------

Carla A. Ledesma, CMC, City Clerk

CITY OF WAUWATOSA
MEMO



To: **Committee of the Whole**

From: **Eileen Miller-Carter**

Date: **October 11, 2013**

Subject: **Railroad quiet zone application and status**

The Federal Railroad Administration approved the City's public authority application, entitling the city to restore its quiet zone. The City filed its Notice of Establishment of Quiet Zone on September 27, 2013 and the railroad companies notified the parties that train horns would cease sounding of routine horns on October 8, 2013. The FRA's approval encompassed all of the city's safety upgrades to its crossings.

We provided a memo to the Committee on Traffic and Safety for its September 17, 2013, meeting, but due to time restrictions at that meeting, some questions were put over to this October 15th meeting of the Committee of the Whole.

1. Alderman Wilke questioned if the quiet zone could be converted to a partial quiet zone during night time hours so the horns would sound during day time hours but would comply with a night time quiet zone?

The quiet zone is established 24 hours a day, seven days a week, based on the city's passage in 1973 of an ordinance banning train horns and whistles. The federal train horn rule and regulations do not prohibit a community from changing its quiet zone status from full time quiet zone to partial quiet zone. The rule is silent as to whether a change to a partial quiet zone will jeopardize the city's future ability to reinstate a full time quiet zone nor does it specifically address the steps or time involved in establishing a partial quiet zone.*

It should be noted that the City's continual efforts to maintain its quiet zone originating from a 1973 ordinance began in 2004, in anticipation of implementation of the federal train horn rule. Also, the city's current quiet zone in the SOO corridor did not qualify for automatic approval; an application for a partial quiet zone may also require similar procedure.

2. Alderman Moldenhauer questioned if the resumption of the quiet zone is permanent or will additional steps be required to ensure the quiet zone status?

The FRA rules required that the city implement safety measures at certain crossings to ensure that the crossings' safety features could adequately compensate for lack of a train horn. The improvements are permanent but calculations determining the city's risk index are not because calculations used for comparisons are based on current collision data involving injuries and fatalities.

Per 49 CFR section 222.47, between two and a half to three years after the Notice of Establishment of Quiet Zone, the city must affirm in writing that all safety measures (SSM and ASM) continue to conform to requirements to maintain the quiet zone and provide a grade crossing inventory form for each crossing in its quiet zone.

The train horn rule permits a ban on routine sounding of horns if the railroad crossings can be made safe to reduce the “Quiet Zone Risk Index” below the “Risk Index with Horns” or below the “Nationwide Significant Risk Threshold” (these are all specific defined terms under the federal rules). The city’s quiet zone eligibility was based on the risk index with horns, (RIWH) comparing the RIWH with its QZ risk index.

The NSRT is an average of the risk indexes for gated public crossings nationwide where train horns are routinely sounded. FRA developed this risk index to serve as one threshold of permissible risk for quiet zones established under this rule across the nation. Thus, a community that is trying to establish and or maintain its quiet zone, pursuant to 49 CFR part 222 can compare the quiet zone risk index calculated for its specific crossing corridor to the NSRT to determine whether sufficient measures have been taken to compensate for the excess risk that results from prohibiting routine sounding of the locomotive horn. Alternatively a community can establish its quiet zone comparison to the risk index with horns which is a corridor specific measure of risk to the motoring public when locomotive horns are routinely sounded at every public highway rail grade crossing within the quiet zone.

The NSRT is adjusted nearly every year. It is based on collision data, utilizing incidents of fatalities and injuries. The NSRT does not differ for partial quiet zones.

Signage would be an immediately identifiable cost to converting the quiet zone. Approval from the railroad authorities, state and federal agencies would be required as part of the process.

*The FRA could not be successfully contacted for additional information due to the federal government furlough.

CITY OF WAUWATOSA
MEMO



To: **Traffic and Safety Committee**

From: **Eileen Miller-Carter**

Date: **September 20, 2013**

Subject: **Memo from the Assistant City Attorney providing status update on Wauwatosa's Public Authority Application with the Federal Railroad Administration providing for the implementation of a Railroad Quiet Zone**

The Federal Railroad Administration (“FRA”) implemented rules in 2005 requiring train horns at all railroad crossings but as an exception allowed a community a quiet zone provided its crossings contained certain safety measure or otherwise met appropriate risk standards to compensate for the absence of a train horn. Quiet zones were an exception to the rule if a community sought such.

The City of Wauwatosa has two railroad corridors. The UP (Union Pacific) corridor, which generally runs north-south in the western part of the city, including crossings at Wirth Street and Walnut Street, is entitled to automatic approval of quiet zone status. The SOO (Canadian Pacific) corridor, which contains railroad crossings along State Street from 63rd street to Harwood Avenue, as well as 115th Street, has been under review by the FRA for quiet zone approval. The SOO corridor has required the implementation of a number of safety measures before final approval for the quiet zone can be granted.

Status:

The City has submitted all necessary materials as part of its Public Authority Application with the FRA in order to establish a permanent quiet zone along the SOO corridor. All comments from stakeholders have been received by the FRA. The FRA is now considering the application by an expedited review process and has indicated that a determination will be forthcoming. If approved, the City is prepared to issue a Notice of Establishment of Quiet Zone, and train horns should cease within twenty-one days of receipt of that notice.

Background:

The City of Wauwatosa was not entitled to an automatic approval of its quiet zone in the SOO corridor. This corridor could not meet criterion under 49 CFR 222.35, which establishes the minimum requirements for quiet zones. The City was required to implement certain supplemental and alternative safety measures and provide traffic studies in order for this corridor to qualify as a quiet zone.

The train horn rule permits a ban on routine sounding of horns if the railroad crossings can be made safe to reduce the “Quiet Zone Risk Index” below the “Risk Index with Horns” or below the “Nationwide Significant Risk Threshold” (these are all specific defined terms under the federal rules). The safety measures must be FRA compliant and provide sufficient safety improvement to compensate for the absence of the train horn. The train horn rule and regulations are designed to protect vehicle crossings, and do not take into account pedestrian safety measures.

After describing this process to the Community Development Committee in February, 2005 (Meeting minutes and materials attached to this memo), the City filed a notice of intent to maintain a pre-rule quiet zone in 2005 and filed a detailed plan for safety improvements in June 24, 2008, per federal regulations. The train horn rule allowed horn restrictions for an additional three years from June 24, 2010, if the state

Attachment: T&S Memo 092013 on quiet zone application (1733 : quiet zone application status update, II)

had filed certain plans and funding commitments. The City was subsequently permitted an additional three years of quiet zone status to June 24, 2013. The 2013 deadline was not for permanent quiet zone status, but only for a temporary waiver to continue working toward improvements.

As the June, 2013 deadline approached, the City was informed that the three-year waiver was concluding and that certain improvements and other administrative details would be necessary in order to maintain the quiet zone. The City was able to make some of the necessary improvements in time, but additional details, including traffic counts, identification of resources and vendors, and FRA approval of the improvement plans, could not be completed in time. The petition for waiver was submitted on April 30, 2013, but it could not be reviewed by the FRA safety board in time for the June 24 deadline. The petition itself does not automatically stay expiration of the train horn ban.

Following the June 24 deadline, it was determined that, rather than seeking an additional waiver period, it would be more expedient and feasible to apply for approval of a permanent quiet zone. The federal regulations require the City to file a Public Authority Application for approval of a quiet zone when the corridor does not meet the necessary safety standards for a public authority designation but in which it is proposed that one or more safety measures be implemented. The FRA indicated that its review of the City's public authority application could be expedited.

The FRA reviewed the City's Public Authority Application but required certain modifications to select crossings in order to render them FRA compliant. The City hired vendors to complete the work. At the same time, the state Department of Transportation, State Commissioner of Railroads, Amtrak and Canadian Pacific Railway Company submitted No Comment letters to the FRA in support of the City's application. The letters indicate support for the quiet zone and allow the FRA to waive the 60 day comment period which expedites FRA review and the approval process. The FRA's associate administrator must evaluate the effectiveness of the safety measures.

The City's engineering consultant stated the City is making bold statements about its safety crossings when it reviewed the new modifications. Some of the newly installed safety measures are safer than that originally planned and described in the 2008 detailed plan. To date, the FRA has been encouraging about the City's new revisions to its crossings and its eligibility for approval of its public authority applications. The quiet zone status for which the City applied is intended to be permanent. Routine sounding of train horns should cease. However, construction projects where train horns would be a needed safety measure may warrant an interruption to the train horn ban. Trains would still be allowed to sound their horns when they observed issues of concern on their route. In the past the City permitted a temporary suspension of the quiet zone during major road construction.

Although the quiet zone status is intended to be permanent, the FRA will monitor the railroad crossings for collisions and relevant incidents that may reduce the safety calculations.

As of September 16, all materials, including comments from the stakeholders mentioned above, have been submitted to the appropriate agencies and parties. If the FRA approves the application, which is expected shortly, the City will be in a position to send out a Notice of Establishment of Quiet Zone ("NOE") to signal that train horns should again be silenced. The Quiet Zone would resume in 21 days or less from the date of receipt of the NOE.

Recommendation:

No action need be taken. The efforts to continue the quiet zone status are considered to be enforcement of the city ordinance dating to 1973, and were confirmed by the Community Development Committee in 2005.

Wauwatosa, Wisconsin Common Council Meeting

October 15, 2013

David Unmacht
Springsted, Incorporated

Common Sense Definition

- Strategic Planning is a deliberate and intentional decision to engage in a discussion about:

...Who you are

...Where you are today

...Where you want to go

...How you plan to get there

Strategic Planning Barriers

- Been there, done that; nothing changes
- We are too busy
- Considered an event and not a process
- Just another study that will end up on the shelf
- We are doing fine already – no value added
- Not designating a process lead
- No clear accountabilities and follow-up

Benefits to Strategic Planning

- Create an organizational direction and work to unite everyone toward that purpose
- Provide a *road map* to get to where you want to go
- Improve ability to focus on most important priorities
- Provide direction on where to allocate limited resources
- Improve financial planning, forecasting and budgeting
- Communicate the important priorities to the citizens
- Create partners and advocates within the community

Benefits to Strategic Planning

- Improve accountability to measure performance outcomes
- Build camaraderie and teamwork within the city
- Identify programs and services that may need improvement
- Assist in defining roles and responsibilities

Value of Effective Strategic Planning

- Decision-making tool to assist you in making choices about the City.
- Leadership tool to assist you in identifying and establishing strategies and goals for the City.
- Management tool to assist you operationalizing your plans and identifying individual accountabilities.
- Communication tool to inform others about where you believe the City is today and where it plans to go in the future.

CITY OF WAUWATOSA, WISCONSIN
STRATEGIC PLAN WORKSHEET

Goal Statement and Strategies

•

Action Steps	Assigned	Deadline
a.		
b.		
c.		

•

Action Steps	Assigned	Deadline
a.		
b.		
c.		

•

Action Steps	Assigned	Deadline
a.		
b.		
c.		

•

Action Steps	Assigned	Deadline
a.		
b.		
c.		

Attachment: 2013-10-22 Sample Template (1736 : Strategic Planning COW session)

City of Wauwatosa, Wisconsin
 Prioritization of Strengths and Challenges
 October 22, 2013

The following list was developed based on the initial interviews conducted with Common Council members and City staff. The information contains the original list of both strengths and challenges.

On September 30, the Department Directors identified their top strengths and challenges. The Directors recommend that the Common Council engage in the same process. Once completed the top priorities of the Common Council and Department Directors will be reviewed for comparison purposes.

Please note that there is overlap and some redundancy within each list; however, the Directors recommend that the Common Council use the same original list as they did.

Strengths -- 21

The following major strengths were noted from the interviews. This is not an exhaustive list nor is it designed to identify or rank all of the assets and positives of the City. It is reflective of the key themes that were identified.

- Historic reputation
- Geographic location
- Community sense of place – *small town feel*
- Neighborhoods and Associations
- Changing demographics (increasing diversity)
- Economic diversity
- Safe community
- Proximity to major amenities
- Pro-active thinking
- Housing styles
- Existing diversity in the tax base
- Future development opportunities
- A city with momentum and action
- City staff
- Increasing number of younger families moving in
- Acceptance of alternative modes of transportation (walking and biking)
- Open space
- Strong institutions (Medical/UWM)
- County (grounds) campus
- Public and private schools
- Urban feel – Invite for New Traditional Planning models

List your top five (in no particular order)

Challenges -- 23

The following major challenges were noted from the interviews. This is not an exhaustive list nor is it designed to identify or rank all of the issues and challenges of the City. It is reflective of the key themes that were identified.

- Impact of state policies
- Relationship with Milwaukee County
- Not enough regional influence and focus
- High number of state highways
- Expand citizen engagement and involvement
- Governance and role of the Council needs to be clarified
- Importance of retaining the City's growing environment – compete in marketplace
- Staff bench strength – not deep enough
- Fiscal realities – forecast fiscal deficit
- Library funding
- Too reactive – need to look ahead
- Changing citizen expectations
- Manage growth and economic development
- Maintaining the City's infrastructure
- Expensive underground needs, including the costs of infrastructure
- Preserve core services with levy limits
- Traffic congestion
- Geographically land-locked
- Costs to redevelopment
- Constantly managing budget challenges – drain on the staff
- Impact of levy limits on staffing
- Workplace – staffing needs – performance based-pay; compensation system; Act 10; training
- Safety perception in the east side of town

List your top five (in no particular order)



City of Wauwatosa, Wisconsin

Strategic Planning Process Work Session with Common Council Working Document October 22, 2013

The purpose of this document is twofold: -- 1) serve as a discussion document with the Common Council at the work session on October 22; and 2) continue to use as a foundational document to support the strategic planning process. Two previous versions of this document have been presented to the Department Directors – originally on August 26 and then updated on September 30.

The agenda for the October 22, 2013 Common Council work session is proposed as follows.

Work Session Agenda

- 6:00 p.m. Introductions and Purpose: Mayor, Council President and City Administrator
- 6:15 p.m. Overview of the Working Document
- 6:30 p.m. Setting the Stage – Strategic Planning: Facilitator
- 7:15 p.m. Discuss and Prioritize the Strengths and Challenges
- 8:00 p.m. Break
- 8:15 p.m. Present Demographic and Financial Trends
- 8:45 p.m. Discuss the Goal Statements and Identify Strategies
- 9:45 p.m. Process and Next Steps
- 10:00 p.m. Adjourn

It is anticipated that a (follow-up) second Common Council work session will be held in November.

Strategic Planning Objective

The City Administrator outlined the original objective of the strategic planning process in his statement from March 15, 2013, “Create an in-depth issue-based strategic plan with integrated actions designed to create a performance-driven and competitive organization.” Four key points were identified by the City Administrator to increase the likelihood of having an effective strategic plan:

- Identify from interviews with executive level staff and Council a list of key issues or opportunities and constraints that will be discussed and prioritized. A desired outcome is to build internal consensus on these issues.
- Develop a strategic planning process that is based on fiscal and political realities.
- Develop a strategic plan that is specific, measurable, achievable and realistic.
- Develop a system of input and output metrics to measure and monitor strategic targets.

The City is invested in a strategic planning process that is designed to create a new five-year strategic plan. As is well documented, over the past several years the City has adopted successful planning tools that can help create the foundation for the next five years. The City has undertaken a variety of analyses, studies and planning documents including, but not limited to: a five-year general fund forecast; five-year capital plan; Village Plan; North Avenue Plan; Burleigh Triangle Plan; and a City Hall Master Plan. In addition *we* have embraced a series of organizational reviews including: citizen survey; compensation study; LEAN team; and Council issues survey. Finally, *we* have conducted efficiency studies of our operations, including the Fire, Engineering and Administration departments. The intent of the strategic planning process is to mold and shape all of these important documents into a single inter-dependent plan.

The information is intended to be assimilated into a series of draft strategies that will be presented to the Common Council. The discussion will combine fiscal realities with our community priorities. Ultimately we anticipate that the City Council will adopt an overall plan that will include high level goals and strategies with specific and achievable action steps. The final plan will set the City’s strategic direction for the next five years.

A copy of the draft strategies developed to date is provided as a handout and will be discussed during the work session on October 22.

Mayor Kathleen Ehley – Spring, 2013 Newsletter

As a community we are facing an exciting and challenging time. The City is striving to improve our aging infrastructure, reevaluate properties and prudently maintain City services while reducing costs. We are investing in our City to maintain the quality of life we have here. That means finding a balance between growth and keeping our neighborhoods strong and maintaining our abundance of recreational space.

Strategic Planning Process

The strategic planning process was designed to be inclusive and participatory. The process remains open and is flexible to adapt to changes and ideas that arise. The process used the following __ steps. (This section will be updated as the process moves along and finalized when it is completed.)

- Coordination and communication with Anthony Brown, Project Manager
- Review of extensive set of City documents (plans, budgets, studies, etc.)
- Tour of the City featuring projects, activities and community highlights
- Common Council and City staff interviews June 26th and June 27th
- Telephone interviews with City officials unavailable during June dates
- Prepare interview information and data into a Working Document for Department Director meeting
- Department Director meeting on August 26
- Update Working Document and prepare draft set of goal statements and strategies
- Presentation of revised Working Document and first draft of goals and strategies to Department Directors on September 30
- Identify financial and demographic trends for presentation to Common Council
- Briefing with the Common Council and handout information on October 15
- Common Council work session planned for October 22
- Other steps will be included as the process moves forward...

The goal is to have the strategic plan completed by December 1, 2013. This is subject to discussion and change based on further input and changes as identified by the City.

Previous Strategic Plans

One of the important steps within a strategic planning process is to become familiar with previous strategic plans. There were two past initiatives. The first was a *table top exercise* in 2005 that produced a one-page memorandum. No additional information is available on this experience. The second and much more significant, albeit a longer time ago, was a strategic planning process that was entitled: *Shaping our Future For A Generation to Come*. It was created by a volunteer citizen Strategic Planning Committee and submitted to the City Council on February 9, 1999. A copy of the document is available for review.

Although dated, the relevancy of the planning document is noted in two main highlights. The first is in what is called Key Performance Areas (KPA's). Past City and community leaders identified the following seven KPA's:

- Neighborhoods, Safety and Health
- Education
- Land Use and Transportation
- Parks, Recreation and Culture
- Leadership, Governance, and Civic Infrastructure
- Youth and Seniors
- Business and Economic Development

The list was not ranked or prioritized by the Committee. Their job was "to simply generate the ideas and to provide a menu and description of those ideas." Secondly, the Committee identified "several themes that were so strongly and routinely represented and identified in our work that they can be found in multiple sections of the various KPA group reports." Those four themes were:

- A commitment to and desire for Wauwatosa green space.

- The past and future role of Neighborhood Associations in meeting needs and pursuing various opportunities.
- An emphasis on the need and opportunity associated with technology and especially electronic communication.
- The importance of seeking cooperative efforts with our neighboring communities in a wide range of critical areas.

No documented feedback was provided during my interviews that reflected the results or outcomes of the process – it has been almost 15 years since the Report was produced, so specifics would naturally be difficult to identify. However, two points struck me as interesting:

1. The Key Performance Areas in 1999 are not that much different today; and
2. The themes and community *values* truly remain consistent and reliable over time.

Existing Documents

A strategic planning process is a partnership between the City and consultant. The consultant brings process skills, experiences and a window into the *lens* of the broader marketplace – in this case the business of City government. It is important to note that the City of Wauwatosa has done an impressive job of studying major components and disciplines within its core business functions. Complex, detailed and informative analyses, documentation and resource tools are available. This is especially true for land use, development and capital intensive areas as well as internal operations and structures and external opinions (e.g. citizen’s survey). Demographic and data driven trends are also plentiful and used to support conclusions and recommendations. These points were noted and reflected directly in the March 15, 2013 City Administrator memorandum to the Committee of the Whole. Relative to a strategic planning process, there are several observations to offer:

- You have an impressive list of work already completed – for a city under 50,000 in population it is equal too, if not advanced, from your peers.
- Without any prior knowledge or connection to the City, my impression is that the City has a healthy culture toward investing in these foundational tools.
- In only a few instances were the existing documents mentioned during my City interviews.
- Experience suggests there is probably sufficient information from these sources to “move over” to support and build details for a strategic planning document.

The City Administrator is quoted as saying, “It is not our intention to reinvent the wheel.”

A sample of trends and demographic data will be introduced into the City Council work session. The selected data will be relevant to the themes and goals. This step will be done in partnership with the City staff and completed after the staff input is obtained on the goals and strategies. Anticipated trends and demographics include:

Demographics

Demographic trends include:

- Population
- Resident age
- Diversity
- Median income
- Per capita income
- School District information

Financial

The financial trends impacting the City are important considerations in identifying goals and strategies. The ability for the City to adapt and manage the short and long term needs of the City are impacted by three main variables: 1) Expand the Tax Base – level of and extent of new economic development; 2) Reduce Costs – engage in priority based budgeting; and 3) Changes in the Levy Limits – via State policy changes or local referendum.

Financial trends include:

- Credit rating comparison
- Equalized value trends
- Net new construction trends
- Full time employee trends
- City budget “Gap” projections (2013-2018)
- Comparison to “competitors”
- “State of Good Repair”/Capital Improvement Plan projections

Strengths and Challenges

The following information is derived from the results of the interviews. The interviews included 14 members of the management team and 12 elected officials including the Mayor. This represents 84% of the eligible group – although 100% is ideal, it is often not realistic. I believe 84% provides a reliable and significant base to offer observations and conclusions.

The data is organized into strengths and challenges. As a point of reference, the lists are presented as observational and are not designed to be value-based – meaning or implying a ranked order of importance or priority.

When interviewing staff and elected officials it is not practical or possible to validate and substantiate the reliability of each point that is made; however, as a business principle, we look for consistent patterns and themes. Individual or one-time comments are generally not included or represented below. It is reasonable to conclude and point out that not everyone will agree with every quality listed, but for the most part, these strengths and challenges are representative of the City of Wauwatosa in 2013. The wording for each was updated on August 26th and prioritized by the Department Directors on September 30.

Strengths

The following major strengths were noted from the interviews. This is not an exhaustive list nor is it designed to identify or rank all of the assets and positives of the City. It is reflective of the key themes that were identified.

- Historic reputation
- Geographic location
- Community sense of place – *small town feel*
- Neighborhoods and Associations
- Changing demographics (increasing diversity)
- Economic diversity
- Safe community
- Proximity to major amenities
- Pro-active thinking
- Housing styles
- Existing diversity in the tax base
- Future development opportunities
- A city with momentum and action
- City staff
- Increasing number of younger families moving in
- Acceptance of alternative modes of transportation (walking and biking)
- Open space
- Strong institutions (Medical/UWM)
- County (grounds) campus
- Public and private schools
- Urban feel – Invite for New Traditional Planning models

Challenges

The following major challenges were noted from the interviews. This is not an exhaustive list nor is it designed to identify or rank all of the issues and challenges of the City. It is reflective of the key themes that were identified.

- Impact of State policies
- Relationship with Milwaukee County
- Not enough regional influence and focus
- High number of State highways
- Expand citizen engagement and involvement
- Governance and role of the Council needs to be clarified
- Importance of retaining the City's growing environment – compete in marketplace
- Staff bench strength – not deep enough
- Fiscal realities – forecast fiscal deficit
- Library funding
- Too reactive – need to look ahead
- Changing citizen expectations
- Manage growth and economic development
- Maintaining the City's infrastructure

- Expensive underground needs, including the costs of infrastructure
- Preserve core services with levy limits
- Traffic congestion
- Geographically land-locked
- Costs to redevelopment
- Constantly managing budget challenges – drain on the staff
- Impact of levy limits on staffing
- Workplace – staffing needs – performance based-pay; compensation system; Act 10; training
- Safety perception in the east side of town

The Common Council will engage in a prioritization exercise during the October 22 work session.

Informative and Representative Quotes

The following quotes provide a representative sample of input from the interviewees. These are meant to illustrate specific viewpoints on the major themes. We highlight them out of interest and curiosity for elected officials and City staff to see how certain viewpoints were captured. Certainly this is selective, but it is meant to be fair, impartial and informative.

Community Distinctiveness

- Not a county of well-paying jobs, but a city of well-paid people.
- We are a medium-sized suburb with a small town feel.
- City is on an uptick right now; yet we need more entrepreneurial thinking.
- City is a welcoming community for younger people and minorities.
- Lack of community involvement is a concern. We keep tapping the same people.
- City has a reputation of being *just good enough* – we have an opportunity to do so much more.
- City can be more sophisticated to meet the challenges.
- The City does a lot of things right and it is reflected in all that is going on in our community.
- We have two different cities: the east and the west half of our community.
- How do we leverage strengths of our neighborhoods for greater city-wide impact and influence?

Preserve core services

- We have a great staff, but it is not deep – not enough of them to do the work we ask them to do.
- Public safety is not a problem, but a perception and fear of the unknown.
- Our staff and leadership team is excellent.
- We used to be focused on providing service, now our primary obligation is to find revenues.
- It is relatively easy to go north-south on ped-bike; but very hard to go east-west.
- Fiscal realities are hurting our ability to provide core services.
- Above ground we look good; I am worried about what is below ground right now.
- I am worried about the East Tosa sewer improvement and how to fund it.
- We need to find a solution to the sewer issues.
- The pressure for increased services continues in a constrained financial environment.

Sustainable Development

- Economic development is the *hottest ticket* in town.
- The opportunities are endless for the City to continue enjoying economic development success.
- Wauwatosa is becoming a *go-to place*.
- Just look around and you can see all that is happening in our City.
- We need to clarify what our fiscal policies and what support the City will give to development.
- Need to manage growth especially along the City's primary transportation corridors.

Organizational Design

- Council is overwhelmed with so many issues. They need direction and priority.
- Need to get the Council on the same page even if we disagree.
- I am not interested in changing the number of Councilmembers.
- Each district of the City is unique and drives our priorities.
- Even if the plan does not have my priorities; I want to know how we all fit together.
- We need to embed the Council's priorities into department plans too.
- It takes too long for us to make decisions—we need to look at our processes.
- We may have to scale back or reduce expectations – or ask the Council to prioritize.
- Although we have a lot of activity, we need to organize our priorities into four to six goals.
- We have so much going on at once, but we do not have anything prioritized.

Regional Leadership

- We need to understand our role in the region and not think of ourselves as simply a suburb.
- We have a lot to offer this region.
- It is important to work together to strengthen our schools.
- Interdependence with the State and Milwaukee County is critical; we need to make this a priority.
- Wauwatosa with its diversified employment base can be a leader like Madison.
- City needs a reliable partner in Milwaukee County.

Major Themes and Strategies

The following five major themes emerged from the organization of data, notes and interviews. The operative or key word(s) is italicized and is supported by a companion word that defines the strategy. The five main themes are:

- Community *Distinctiveness*
- Preserve *core services*
- *Sustainable* development
- Organizational *Design*
- *Regional* leadership

A brief description of each includes a short listing of characteristics and attributes that define them. These are organized in a logical manner, but are not by priority or ranking. For a further development and elaboration of each, refer to the worksheets.

- **Community *Distinctiveness***

Attributes included in this strategy include: the City's history of providing quality services; identity, branding and marketing; neighborhoods, associations; advisory commissions and committees; sense of community; capitalizing on the City's sense of place; high level of community safety; use of social media; expanding the engagement and involvement of the residents; supporting the schools; increasing the walkability of the City; strengthening City communications; community transparency, connections, and maximizing the unique differences and culture inherent in the "east-west influences" in the community.

Note – this is a wide-ranging priority that includes both tangible and intangible opportunities. Defining them and prioritizing them is essential to understand what to include in the strategic plan.

- **Preserve *core services***

Attributes included in this strategy include: understanding our financial constraints and opportunities; providing effective human resources support; developing the City's workforce; providing efficient transportation networks; examining new ways to move people (transit); fixing the infrastructure issues, maintaining parks and green space, remaining a safe community; and using information technology to leverage the quality of City services.

Note – this too is a broad category, but is more tangible encompassing the essence of what services a municipality provides and how they are provided.

- **Sustainable *development***

Attributes included in this strategy include: defining the type of development desirable; creating a tax increment financing policy; identifying the types of housing that are needed; and determining the City's role in redevelopment within the City.

Note: this subject arose more than any other in all of the interviews and may be the most pressing issue and opportunity facing the City.

- **Organizational *Design***

Attributes included in this strategy include: how business is conducted in the City; a better definition of Council and staff roles; a review of the size of the Council; a review of the Council Committee structure and processes; staff training and development, workplace culture, a business process review of City's decision-making steps; and the working relationships within the governing body.

Note – this is a high priority and in all likelihood a function of current conditions. This is the internal look at how business is conducted within the city and it is common for this subject to be included in a strategic plan.

- **Regional Leadership**

Attributes included in this strategy include: adopting a proactive regional strategy; increasing the City's prominence in the region; understanding the City's role in the region; promoting the role of staff in the region; increasing partnerships with other local agencies; initiating ideas for expanding public-private partnerships and improving the City's working relationship with Milwaukee County.

Note: not everyone had this topic on their list or even mentioned it, but those that did were passionate and deliberate about its importance to the City, especially for the future of the City.

Developing the Themes

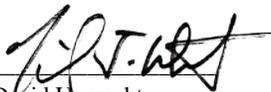
Five sample work sheets are provided that expand upon the five major themes. The following language has been used to expand upon each topic.

- Maximize and sustain the qualities that make our community distinctive
- Preserve and maintain our core services and essential infrastructure
- Adopt long term sustainable growth management policies
- Implement efficient and effective service delivery models and business practices
- Identify opportunities to pursue greater influence in the region and state

Management Team Discussion for September 30

The following questions are posed for the Common Council members to consider prior to the October 22 work session.

- What dreams and aspirations do you have for your City?
- What issues or projects are on your agenda that will have lasting impact through this decade?
- What are your legacy decisions that you will make *today* that the 2025 Common Council will reflect on as being a great decision(s)?
- What services do we provide today that we know will either not be provided or will be done differently in 2025?
- What specific steps do we want to include in our discussion that will ensure our strategic planning process and outcome is successful?



David Unmacht
Springsted, Incorporated
October 22, 2013

CITY OF WAUWATOSA, WISCONSIN
STRATEGIC PLAN WORKSHEET

Community Distinctiveness

Goal Statement – Maximize and sustain the qualities that make our community distinctive

Since 1897 when the city first became chartered, through the great land expansion in the early 1950’s, the city has carved a unique niche in the region. Known as the “city of homes” the community pride is strong and evident. Citizens are engaged through active volunteerism whether through neighborhood associations or in the many city sponsored committees and commissions. The City’s objective is to continue the historic charm of the community while introducing creative ideas and trends to capture the imagination and excite the opportunities for existing, new and future residents.

Qualities and Characteristics

The following list represents qualities and characteristics within this goal.

- o Community of trees
- o Neighborhoods and associations
- o Citizen engagement
- o Committees and commissions
- o Businesses and retail
- o Creating an identity
- o Walking and biking
- o Public and private schools
- o Historic homes
- o Hart Park
- o Safe community
- o Welcoming community
- o Sense of place (east – west)
- o Public spaces
- o Diverse housing stock

Sample Strategies

The following is a sample list of strategies within this goal. These are illustrations only for Common Council consideration and review.

- Focus on our image and reputation
- Develop a branding and marketing strategy
- Develop a communications plan
- Create an innovative citizen engagement initiative
- Prepare a *Tosa* Report Card
- Implement a code enforcement program
- Conduct a citizens academy
- Conduct a benchmark study with peer cities
- Identify a plan to focus on “tear down homes”

Attachment: 2013-10-22 Wauwatosa Common Council Worksheets FINAL (1736 : Strategic Planning COW

CITY OF WAUWATOSA, WISCONSIN
STRATEGIC PLAN WORKSHEET

Preserve Core Services

Goal Statement – Preserve and maintain our core services and essential infrastructure

The City’s primary obligation is to ensure the core services are strong, reliable and well-funded. Through citizen surveys and informal feedback, by all measures, the City is doing a very good job. Yet financial pressures, levy limits and rising costs for infrastructure repair and replacement are placing a greater burden on the core services that the community has come to expect. Now more than ever, for the vision to become a reality, City leaders must ensure that there is financial confidence and resources available to successfully support short and long term community priorities.

Qualities and Characteristics

The following list represents qualities and characteristics within this goal.

- Levy limits
- Financial capacity
- Workforce capacity
- Cross-department collaboration
- Outcome focused accountability
- Multi-model transportation systems
- Leveraging information technology
- Prioritize infrastructure needs
- Data-driven decision-making
- Technology
- Police and law enforcement
- Fire and emergency services
- Infrastructure funding
- Prioritize city services
- Committed to making tough decisions

Sample Strategies

The following is a sample list of strategies within this goal. These are illustrations only for Common Council consideration and review.

- Identify our core services
- Fully fund and develop a GIS strategy
- Seek grant funding
- Develop a ten year infrastructure funding plan
- Understand how health care changes impact overall services
- Develop a position on levy limits
- Prepare performance measurement analysis (ICMA benchmarks)

CITY OF WAUWATOSA, WISCONSIN
STRATEGIC PLAN WORKSHEET

Sustainable Development

Goal Statement – Adopt long term sustainable growth management policies

The lifeline of any successful organization is the expansion of the tax base through planned and organized growth and development. The City benefits by its location and geographic connection to the greater Milwaukee metropolitan area. But geography alone does not sustain long term viability. The City has an opportunity to shape and influence the development by its land use policies, and development rules and regulations. The actions of the City to manage and support development truly do impact and influence decisions in the market-place.

Qualities and Characteristics

The following list represents qualities and characteristics within this goal.

- Land use and zoning
- Economic development policies
- Tax Increment Financing
- Resource allocation
- Comprehensive plan
- County grounds
- State regulations and laws
- Progressive growth philosophy
- Housing development
- Managed growth
- Parking needs
- Development studies

Sample Strategies

The following is a sample list of strategies within this goal. These are illustrations only for Common Council consideration and review.

- Develop a tax increment financing policy
- Implement North Avenue Plans
- Conduct a housing needs analysis
- Review the existing processes used to review developments
- Review the existing development ordinances and standards
- Create and adopt a Mayfair Corridor Study
- Create incentive for bike-pedestrian uses
- Create a customized marketing strategy (leakage report)

CITY OF WAUWATOSA, WISCONSIN
STRATEGIC PLAN WORKSHEET

Organizational Design

Goal Statement – Implement efficient and effective service delivery models and business practices

City governments across the country, but especially in Wisconsin, are addressing a multitude of complex simultaneous challenges including identifying efficient and effective delivery systems, meeting citizen and policy maker expectations, and sustaining and maintaining both mandated and non-mandated programs and services. Conventional wisdom, local practice and hard realities reflect that the City cannot continue to perform operations and business practices in the traditional methods. The City must evaluate its business models and practices to ensure peak performance at all levels of the organization.

Qualities and Characteristics

The following list represents qualities and characteristics within this goal.

- Council and staff roles
- Council Committee system
- Volume of Council work load
- LEAN
- Service delivery models
- Organizational structure
- Workforce development
- Cross department collaboration
- Organizational culture
- City’s reputation in the community
- Citizen expectations
- Benchmark practices with peers

Sample Strategies

The following is a sample list of strategies within this goal. These are illustrations only for Common Council consideration and review.

- Analyze the present City Council committee structure
- Conduct LEAN evaluation on two business processes
- Conduct a staffing study of identified departments
- Complete a compensation and classification plan
- Prepare a Common Council orientation and training strategy
- Develop a listing of unresolved *policy* issues
- Create a focused staff training and development plan
- Complete a succession plan

CITY OF WAUWATOSA, WISCONSIN
STRATEGIC PLAN WORKSHEET

Regional Leadership

Goal Statement – Identify opportunities to pursue greater influence in the region and state

The City of Wauwatosa is influenced by many internal and external variables. Presently, City leaders are involved and engaged in regional and State issues and initiatives. The reputation of the City, coupled with the experience of the elected officials and the strength of the staff provide a unique opportunity for the City to pursue a greater and more influential role in the region and State. The City will identify those areas of top priority and determine a course of action that will provide for direct involvement and participation.

Qualities and Characteristics

The following list represents qualities and characteristics within this goal.

- o Policy statements
- o Opportunities
- o Council and staff strengths
- o Shared services
- o Existing partnerships
- o Milwaukee County
- o State legislation delegation
- o Waukesha County
- o Public-private partnerships
- o Adjacent (border) cities
- o Advisory roles
- o Reputation

Sample Strategies

The following is a sample list of strategies within this goal. These are illustrations only for Common Council consideration and review.

- Develop an annual legislative platform
- Develop a lobbying strategy
- Volunteer to speak at professional meetings and events
- Create a policy for responding to timely and emergency legislative issues
- Host regular inter-governmental meetings
- Volunteer to participate in regional advisory roles commissions and committees
- Inventory possible collaborative areas to strengthen involvement in the region and State
- Prepare a list of current partnership arrangements

City of Wauwatosa, Wisconsin
Strategic Planning – Simplified for Practical Use

Vision

- An outcome, a result and an ideal to strive for over a period of time.
- A destination and long-term community value that requires a resolve and commitment to achieve and then to maintain.

Mission

- A purpose and reason for existence; identify why the organization exists.
- Provides a framework or context within which the goals and strategies are created and connected to the vision.

Goal

- An essential public policy statement which defines the vision and mission and organizes the strategies.
- Will represent the most important priorities of the city and community.

Strategy

- A measurable and desired activity, project or purpose that requires resources.
- Time commitment in pursuit of strategies will vary – they can be succinct and short – but also longer term (five to ten years).

Actions

- Individual steps and activities necessary to implement a goal, reach a strategy and fulfill your mission.
- Specific action steps are continuously evolving and changing as they are identified and completed.