



Special Common Council Meeting

Whitewater Municipal Building Community Room,
312 West Whitewater St., Whitewater, WI 53190
*In Person and Virtual

Tuesday, May 28, 2024 - 6:30 PM

Citizens are welcome (and encouraged) to join our webinar via computer, smart phone, or telephone.
Citizen participation is welcome during topic discussion periods.

Please click the link below to join:

https://us06web.zoom.us/j/86078303578?pwd=0Ju4UUwE_xOcfmZDNeudgd-gcwaZDg.x1Wx2m779eQfZ0MU

Telephone: +1 (312) 626-6799 US (Chicago) (Houston)

Webinar ID: 860 7830 3578

Passcode: 117530

Please note that although every effort will be made to provide for virtual participation, unforeseen technical difficulties may prevent this, in which case the meeting may still proceed as long as there is a quorum. Should you wish to make a comment in this situation, you are welcome to call this number: (262) 473-0108.

AGENDA

CALL TO ORDER

ROLL CALL

PLEDGE OF ALLEGIANCE

APPROVAL OF AGENDA

A councilmember can choose to remove an item from the agenda or rearrange its order; however, introducing new items to the agenda is not allowed. Any proposed changes require a motion, a second, and approval from the Council to be implemented. The agenda shall be approved at each meeting even if no changes are being made at that meeting.

HEARING OF CITIZEN COMMENTS

No formal Council action will be taken during this meeting although issues raised may become a part of a future agenda. Participants are allotted a three minute speaking period. Specific items listed on the agenda may not be discussed at this time; however, citizens are invited to speak to those specific issues at the time the Council discusses that particular item.

To make a comment during this period, or during any agenda item: On a computer or handheld device, locate the controls on your computer to raise your hand. You may need to move your mouse to see these controls. On a traditional telephone, dial *6 to unmute your phone and dial *9 to raise your hand.

CONSIDERATIONS

- [1.](#) Discussion regarding Council Goals and Priorities-**HR**
- [2.](#) Discussion and Possible Action regarding the Strategic Plan-**City Manager**
- [3.](#) Discussion and Possible Action regarding Changes to the Good Governance Manual
 - a. Council Policing
 - b. Questions of Staff/Protocol Flowchart
 - c. Other Changes as Requested
- [4.](#) Discussion regarding Non-Financial Strategies for Enhancing Recruitment and Retention.-**Finance**

FUTURE AGENDA ITEMS**ADJOURNMENT**

Anyone requiring special arrangements is asked to call the Office of the City Manager / City Clerk (262-473-0102) at least 72 hours prior to the meeting.

2023-2025 City of Whitewater's 5 strategic goals: Build single-family homes, Communicate with the community without the newspaper, Support a thriving business community, Recruitment and retention efforts with a focus on diversity, and Prioritization of expenditures with available resources.

SIMPLE SWOC MATRIX TEMPLATE



INTERNAL FACTORS

STRENGTHS +	WEAKNESSES –

EXTERNAL FACTORS

OPPORTUNITIES +	CHALLENGES –

Whitewater City Council Retreat – Council Goals

May 28, 2024



1. What motivated you to serve in your current role?
-
-
-
-
2. What are your top priorities for our community during your term?
-
-
-
-
3. What challenges have you faced in trying to meet your objectives?
-
-
-
-
4. How can the city administration better support you in achieving your goals?
-
-
-
-
5. What do you hope to achieve in the upcoming year, and how can we measure success together?
-
-
-



Good Governance Manual



Prepared by: Common Council/City Manager

Approved: April 17, 2018

Revised: May 21, 2018

Minor Updates: June 8, 2020 and October 3, 2023

Municipal Official Orientation Manual
A Guide for Elected and Appointed Public Officials in the City of Whitewater

A Welcome to Public Officials

Welcome to the world of public service. As a newly elected or appointed official in the City of Whitewater, there is much to learn about the inner workings of city government and the city organization as a whole. However, do not be intimidated; any effort you put forward in learning the ins and outs of municipal government operations will be greatly rewarded through the positive impact you will be able to make on the Whitewater community. Citizenship demands the shouldering of civic responsibility by all those who would preserve the freedoms we all enjoy. By virtue of your appointment, you have become an example of true citizenship for your peers in the Whitewater Community.

While government is often thought of as redundant or inefficient, good government actually makes all our lives better by preserving a sure foundation on which to build our families, businesses, and communities. By giving of your time and talents to benefit your community, you will serve as a positive example to your fellow community members, but you will also have the opportunity to leave a valuable legacy for those that will follow after you.

This manual has been prepared to aid you in gaining a basic understanding of some of the fundamentals of conduct and operations within city government. Please feel free to refer to this manual often. City ordinances and city staff can also be valuable resources in helping to guide you in your efforts to serve the community.

Welcome and congratulations on your new role as a public official!

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**City of Whitewater
Public Official Code of Conduct
Good Conduct for Effective Governance**

Statement of Purpose

It is the goal and expectation of the City of Whitewater that all public officials (elected or appointed) strive to uphold, exhibit, and promote civil and ethical conduct in public forums and maintain the highest standards of personal conduct, integrity, truthfulness, and fairness in carrying out their public duties. To this end, the following code of conduct has been developed to help illustrate the characteristics public officials are encouraged to emulate while in office.

Code of Conduct for Public Officials

As a representative of the City of Whitewater, public officials are encouraged to help strengthen the community by building public trust, encouraging open dialogue, maintaining transparency and actively sharing ideas and opinions with others in thoughtful and considerate ways. The following list of behaviors and practices helps to illustrate the high standards expected of those in public office.

1. **Be Informed:** Endeavor to read the packet material provided before each meeting, keep informed on all local, state and national developments of municipal significance, and arrive at each meeting prepared to conduct City business in a meaningful manner.
2. **Pay Attention:** Strive to be aware of others and sensitive to the immediate context of actions taken.
3. **Listen Closely:** Strive to understand other points of view, to seek first an understanding of what other individuals or groups may have to say before making any final decisions related to business being conducted.
4. **Be Inclusive:** Welcome and encourage participation of all parties involved in the discussion on any issue, excluding none.
5. **Avoid Gossip:** Discourage and avoid the spread of gossip, which can undermine the public process.
6. **Be Agreeable:** Actively look for opportunities to agree on community issues and in all other cases, be civil and cordial, agreeing to disagree without being disagreeable.
7. **Show Respect:** Show respect for the viewpoints of others and refrain from abusive conduct, personal charges, derogatory remarks or verbal attacks upon the character, actions, or opinions of others, whether they be elected or appointed officials, city staff, or the public. Avoid pursuing any conduct or action calculated to embarrass another public official or any member of the public. Praise in public and reprimand in private. When debating or commenting in a meeting, focus on the issue and avoid negative comments regarding the groups or individuals involved.
8. **Be Honest and Transparent:** Practice and encourage full and open disclosure by participating openly and transparently in meetings and activities as required by law. Practice and encourage this same openness by providing full explanations of the intent and motives behind actions to fellow board or committee members. Refrain from withholding or concealing any information or matter in which fellow committee members should be concerned.

9. **Maintain Confidentiality:** Respect and maintain the confidentiality of information that cannot be disclosed (i.e. information from a closed or executive session) by not divulging said information at any time while outside of a closed or executive session. In all ways protect and maintain the security of confidential records.
10. **Demonstrate Proper Meeting Etiquette:** Observe proper decorum and behavior in meetings and refrain from interrupting other speakers, making personal comments not related to the discussion or otherwise interfering with the orderly conduct of the meeting.
11. **Accept Responsibility and Be Sincere:** When mistakes or misunderstandings occur, the best way to move beyond the incident and to restore public trust is to be honest. Accept full responsibility for personal actions and opinions, avoid shifting blame to other groups or individuals. Be open and upfront regarding disagreements. Endeavor to repair damaged relationships, including openly and promptly apologizing where appropriate.
12. **Put City Interests First:** Always strive toward achieving the common good for the community by pursuing those decisions, actions and initiatives that are best for the community. Avoid conflicts of interest. At all times, place duty to uphold the law and duty to pursue organizational goals and objectives above personal interests.
13. **Seek No Personal Advantage:** Public officials, especially those that are elected, stand as agents of the public purpose and should conduct themselves in an open, fair and impartial manner. When it comes to municipal rules, laws, or services, do not seek special treatment for others, whether they be neighbors, friends, coworkers, employers, or family. Do not use the municipality or any part of a municipal program for personal advantage or for the advantage of others. Strive to live and serve in a manner that is above reproach and avoid the appearance of impropriety.
14. **Uphold the Democratic Process:** Perform duties with diligence and in accordance with the rules of order established by the common council, board, commission, or committee conducting business. Recognize that the authority to take formal action to direct or recommend rests with the common council or its designated committee in legal session and not with any individual members of said bodies. Public officials may express opposition to an action made by their respective committee(s). However, do not publicly criticize individual committee members or the committee as a whole for said action when the action has been properly presented, voted on, and passed by a majority vote. Ensure that citizen involvement and citizen opinions regarding public policy issues are fully considered.

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General City Information

Municipal Government Structure in Wisconsin

Cities in Wisconsin are incorporated municipalities that are created at the request of their inhabitants to perform local services. The Wisconsin Supreme Court has stated that municipalities are, “established by law to assist in the civil government of the state and to regulate and administer the internal or local affairs of the territory within their corporate limits.” Because municipalities were created by the state, they have been referred to as “creatures of the state.” As creatures of the state, municipalities have no inherent powers and have only the powers given them. Wisconsin cities are fortunate in that they have been granted extensive “home rule” powers. Home rule is the ability of cities to govern themselves in local matters without state interference. Wisconsin municipalities have two sources of home rule authority: (a) constitutional and (b) statutory or legislative. For more information on home rule, see the *Handbook of Wisconsin Municipal Officials*.

Class of Cities

The municipality of the City of Whitewater is organized as a 3rd 4th Class City under Wis. Stats. Chapter 64.

Council-Manager Form of Government

Per Municipal Code of Ordinances Chapter 2.04.010, the City of Whitewater is organized under the city manager plan of government as outlined in Wis. Stats. Chapter 64. This means that the city is governed by a common council composed of seven members, one councilmember from each aldermanic district in the city and two councilmembers at large. The city manager oversees the day-to-day operation of the city government and labors to ensure that policy direction provided by the common council is carried out efficiently and effectively.

The City Manager

The city manager serves as the chief executive officer for the City and oversees the day-to-day operation of all city departments. The city manager carries out the policy direction provided by the common council. The city manager possesses the sole responsibility for the creation and elimination of employment positions within the city and the discipline and/or termination of employees with the exception of those positions falling under the authority of the Police and Fire Commission. The city manager, together with the common council president, reviews and then recommends the appointment of individuals to serve on the various boards, committees, and commissions of the city government. The city manager is appointed and serves at the pleasure of the common council.

For more details regarding the office of city manager, see Whitewater Municipal Code of Ordinances Chapter 2.12 and Wis. Stats. Chapter 64.

The Common Council

The common council is composed of one councilmember from each of the five aldermanic districts in the City and two councilmembers at large. The term of office for each councilmember is two years, at which point the councilmember can seek reelection.

The common council is the highest legislative body in the local government of the City of Whitewater. As such, the common council has full legislative authority over all aspects of city government. Unless otherwise stated in local ordinance or state statute, the common council is responsible for final approval of all recommendations and actions proposed by standing and/or ad hoc committees. The common council appoints the city manager and confirms committee appointments recommended by the city manager and common council president. The common council possesses authority to enact ordinances, adopt resolutions, and otherwise establish policies for the long-term benefit of the City of Whitewater.

It is important to note that the common council is only empowered to act on behalf of the City when a majority of councilmembers is present. Individual members of the common council possess no legislative authority in and of themselves.

The Common Council President

The common council president is elected at the first meeting after the election of new councilmembers. This occurs on the second regularly scheduled meeting of April each year. A president pro tem is also elected to serve the role of president when the common council president is absent. The common council president presides over and conducts meetings of the common council. As the first among peers, the common council president is responsible for preserving “order and decorum” at each meeting.

Boards, Committees and Commissions

The common council is the policy-making body for the City. Unless otherwise endowed with specific decision-making authority, all committees serve in an advisory capacity to or for the common council.

City ordinances allow for a number of standing boards, committees, and commissions that provide direction and input on policy development for specific areas of city administration. Membership requirements vary by the type and purpose of each committee. However, these committees are typically comprised of at least one councilmember and a number of community members that reside within the City’s jurisdictional boundary. The following list includes all standing committees currently established by ordinance.

- Alcohol Licensing Review Committee (Ch. 5.20.025)
- Board of Review (Ch. 2.60)
- Board of Zoning Appeals (Ch. 19.72)
- Community Development Authority (Charter Ord. No. 4)
- Community Involvement & Cable TV Commission (Ch. 2.50)
- Disability Rights Commission (Ch. 2.46)
- Ethics Committee (Ch. 7.04)
- Finance Committee (Ch. 2.47)
- Lakes Advisory Committee (Ch. 2.73)
- Landmarks Commission (Ch. 17.08)
- Library Board (Ch. 2.56)
- Parks & Recreation Board (Ch. 2.52)
- Plan & Architectural Review Commission (Ch. 19.06)
- Police and Fire Commission (Ch. 2.28)
- Public Works Committee (Ch. 2.45)

- Urban Forestry Committee (Ch. 2.12)
- Whitewater University Technology Park Board

Committee Appointments

Individual committee appointments occur annually, typically at the first common council meeting following the Spring Election. However, due to unexpected vacancies or resignations, appointments can occur at any time throughout the year. The process for filling committee vacancies is as follows:

1. Vacancies are announced via the city website, social media, and the official newspaper prior to any appointment being made.
2. A standard application form shall be provided in electronic and hard copy for use by all applicants (including incumbents wishing to be reappointed).
3. Once applications are received, they are compiled by the city clerk and delivered to the city manager and common council president for review.
4. The common council president and city manager review applications and arrange for face-to-face meetings with applicants. If schedules do not permit a face-to-face meeting, this step can be completed by phone or web conference.
5. The common council president and city manager convene to discuss applicants and select candidates for recommendation to the common council. Recommended appointments are placed on the agenda for the next common council meeting for approval.
6. The common council deliberates on the recommended appointments and approves or denies the appointments.
7. Individuals who have been successfully appointed to a committee are then contacted by the City Manager's designee and a date is set for orientation.
8. The new committee member attends a committee member orientation as soon as possible following appointment.

Criteria for the Appointment of Committee Members

When considering applicants for appointment to a committee, the city manager and common council president will look at a variety of factors that includes, but is not limited to the following:

Availability: Regular attendance at committee meetings is mandatory. If a committee member fails to attend three consecutive regular meetings, or fails to attend at least three-fourths of the regular meetings during the preceding 12 months, s/he may be replaced.

Number of Previous Terms (Incumbents): Unless otherwise stated in ordinance, no member of any committee can serve for more than two consecutive terms. If an applicant has served for two consecutive terms, s/he must have been off said committee for at least one term before reapplying for appointment.

Knowledge and Life Experience: Relevant life experience, whether personal or professional, can provide added value to the composition of a committee and is often viewed favorably in the selection process.

References: References are an important resource in helping to identify applicant strengths and weaknesses as part of the selection process.

Residency: While some committees do not require residence within city limits, the majority will require residency within the boundaries of the Whitewater Unified School District or within the municipal limits of the City of Whitewater.

Other Factors: The ultimate goal of the city manager and common council president when making committee appointments is to ensure committees are filled by diverse and competent individuals capable of making sound decisions and capable of working together even when opinions may differ. With this goal in mind, a full range of additional factors may be considered with each appointment, and some factors may vary depending on the vacancy needing to be filled. Things such as political background, prior public service experience, and professional and personal relationships with current committee members may all be relevant.

All about Public Meetings

All meetings of the common council or any other established committee must be open to the public pursuant to open meetings law, with few exceptions (see Closed Sessions, page 8). The intent of the law is to ensure that council action and deliberation is conducted openly. All regular and special meetings must be publicly noticed with an agenda that includes a specified time and date in advance of the meeting.

Public meetings, whether of the common council or another municipal committee, serve as a showcase of municipal government for the people of Whitewater. Meeting attendees can often include journalists and reporters for local news outlets, university students, representatives from community groups, and interested residents. Common council meetings are broadcast live and meeting business is often the subject of newspaper articles the following day. In short, many eyes are on each meeting with the public often basing its opinion of the entire City on how efficiently committee meetings operate.

The following subsections provide important information regarding the conduct of common council meetings. The guidance herein given also extends to the many standing committees and commissions established by ordinance.

Meeting Schedules

As established by ordinance, the common council is required to meet at least once per month. Regular meetings are held on the first and third Tuesdays in each month. Meetings begin at 6:30 p.m. If a common council meeting date falls on an election day or a holiday, the meeting is held on the Thursday of the same week instead. All other committees should maintain a regular meeting schedule and make sure the schedule is posted on the committee's webpage. The regular meeting schedule should also be provided to the city clerk for the municipal record.

Special Meetings

When at all possible, municipal committees, especially the common council, should endeavor to conduct business during regular meetings. However, circumstances may, at times, call for a meeting outside of the regular meeting schedule. These meetings are referred to as "special meetings." When circumstances warrant a special meeting, the staff person responsible for the committee should work with the committee chair to establish a meeting time when a majority of committee members can attend. In the case of the common council, the city manager is primarily responsible for arranging the meeting; however, the city manager will typically work with the common council president to arrange the meeting at a time when the largest number of councilmembers are available. Posting of the special

meeting should comply with the requirements set forth in the Whitewater Transparency Enhancement Ordinance (Ord. 2.62).

If a minority of committee members disagree with the calling of the special meeting, said committee members can submit a written objection for the meeting record. In lieu of submitting a written objection, language can be placed on the next regular meeting agenda calling out the objection. This allows the objecting party an opportunity to voice their objection, which is then added to the minutes for the meeting.

Electronic Devices

Electronic devices such as smart phones, tablets, Chromebooks and laptops have become commonplace in the Whitewater community. Use of electronic devices during a public meeting is encouraged when the device is used as an alternative to printed materials, to look up information relevant to the discussion items, or a similar use that supports the discussion at hand. Use of electronic devices for other irrelevant uses is discouraged.

City staff provides all common council members with an electronic copy of posted packet materials in advance of the meeting via email. City departments may also provide an electronic version of packet materials to other committees. The City maintains a number of Chromebooks which can also be used by public officials during meetings to reduce or avoid the need for paper copies of meeting materials. Chromebooks can be made available to public officials upon request. A request must be provided ahead of time so that the device can be ready at the start of the meeting.

Electronic Communications

During public meetings, electronic messaging (text, email, IM, etc.) should not be used for private communication. While use of electronic devices is encouraged, encouragement comes with the expectation that devices will be used for meeting business and personal communications will be avoided. Public officials should not correspond via electronic messaging on agenda items during the meeting, unless the conversation will be publicly shared with the full common council as part of the meeting discussion. If the need to make a personal communication arises during the meeting, public officials should step out of the meeting room to communicate. No device should be used by a public official for personal entertainment while a meeting is in session.

Packet Materials

In general, meeting materials are provided in advance of every meeting. Hard copies of meeting materials are usually distributed three to four days in advance of the meeting. Common council packets, for example, are distributed to common council members on the Friday before the next meeting. Public officials are expected to review meeting materials provided in the packet prior to the meeting so that they can more effectively contribute to the discussion for each item on the agenda.

Questions of Staff

City staff welcomes questions related to agenda items. When questions are shared with staff in advance of the meeting day, additional material to help answer the question can usually be provided by the start of the meeting. Questions during meetings are, of course, welcome also, but some questions may require additional staff research thus delaying a response until the next meeting.

Include recommended procedures to follow regarding questions to staff after delivery of Council packets. JG

Meeting Records

Meetings of the common council, community development authority, plan and architectural review commission, and police and fire commission are required to be recorded on video per the Whitewater Transparency Enhancement Ordinance Ch 2.62. The common council and the plan and architectural review commission are also broadcast live a. In addition, the city clerk, under the direction of the city manager, is responsible for maintaining meeting records including documenting the minutes of the proceedings at each public meeting. Due to the number of potential meetings, most committees are assigned a specific city employee to serve as meeting support, distributing agendas and keeping minutes.

Closed Sessions

While meetings are required to be open by law, there are situations where the best interest of the City demands a confidential discussion. Closed sessions are allowed under Wisconsin Statutes for a limited list of circumstances. Items discussed in closed session should not be shared outside of closed session or with persons not party to the closed session discussion. The importance of maintaining confidentiality surrounding items discussed in closed session cannot be overstated. It is also important to limit closed session discussions to the topic(s) noted on the agenda. Discussion of issues other than what is posted on the agenda and what qualifies as permissible in closed session is a violation of state law with violators subject to a fine.

Rules of Order

The common council has the authority by ordinance to determine its own rules of procedure. However, *Robert's Rules of Order* serves as a general guideline for setting procedures in meetings. Specific details regarding the conducting of meetings can be found in the Whitewater Municipal Code of Ordinances, Chapter 2.08.

Setting the Agenda

By local ordinance, the agenda for meetings of the common council is set by the city manager. Councilmembers wishing to add agenda items should make their request no later than ~~one week~~ noon 6 business days prior to the meeting. Councilmembers can make requests by contacting the city manager directly, or by contacting the city clerk who will then notify the city manager. The city manager will honor all legal agenda item requests made by a councilmember. However, if the city manager anticipates a long meeting or that a particular item requested will be contentious and result in a lengthy meeting, s/he may contact the requesting councilmember to discuss setting the item for a future meeting agenda. Specific details regarding setting the agenda can be found in the Whitewater Municipal Code of Ordinances, Chapter 2.08.

For all municipal committees outside of the common council, meeting agendas should be set by the committee chair. In cases where there is a staff person assigned to support a particular committee or commission, the staff member should assist in drafting the agenda, ensuring that the agenda complies with standard formatting guidelines. Just as with requests made by councilmembers, the committee chair should honor requests for agenda items that are submitted by committee members. If a question or concern regarding a potential discussion item arises, the committee chair should consult with the assigned staff person, the city clerk, or the city manager for guidance.

Meeting Attendance and Participation

To ensure that voting members are well versed on the issues facing the board or commission, regular

attendance is mandatory. In the event that a member fails to attend three consecutive, regular meeting or fails to attend at least three-fourths of the regular meetings during the preceding twelve months, the board may request that the common council select another individual to serve out the member's term.

Code of Ethics for Public Officials

The municipal government of the City of Whitewater can only be as effective as it is independent, impartial and responsible to the people. For this reason, all public officials, whether elected, appointed, or otherwise employed by the City of Whitewater are expected to adhere to ethical standards as outlined in Wis. Stats. Secs.19.41-19.59 and as outlined in chapter 7 of the Whitewater Municipal Code of Ordinances, which is included at the end of this manual.

Prohibited Conduct

In general, the state ethics law as referenced above, prohibits the following conduct:

Use of Office for Private Gain: Public officials are prohibited from using their offices to obtain financial gain or anything of substantial value for the private benefit of themselves, their immediate families, or organizations (including employers) with which they are associated (see Sec. 19.59(1)(a), Wis. Stats.).

Offering or Receiving Anything of Value: No person may give and no public official may receive "anything of value" if it could reasonably be expected to influence the local public official's vote, official action or judgment, or could reasonably be considered as a reward for any official action or inaction (see Sec. 19.59(1)(b), Wis. Stats.).

When to Recuse Oneself

While the full code of ethics as outlined in ordinance is at the end of this manual, the subject of recusing oneself is worth mentioning here. To recuse oneself from a discussion essentially means to remove oneself from discussion to avoid a conflict of interest.

Public officials should recuse themselves from discussion when there is a clear conflict of interest. In such cases, recusal does not just mean abstaining from a vote, but means instead to step away from the discussion of an item completely.

When a public official recuses himself or herself from discussion and action on a particular item, the recusal is noted in the minutes of the meeting. In most cases, it is appropriate, though not required, for the recused public official to leave the room where public discussion is taking place to ensure that s/he can have no influence on the discussion or final action in any way.

Ex Parte Communications

The Plan Commission Handbook Second Edition 2012, Rebecca Roberts, University of Wisconsin Extension, pages 15 and 16, describes how public officials should avoid ex parte communications regarding quasi-judicial matters pending or that may come before the council, a committee, commission, or board. These decisions often involve application of laws, such as ordinances, (for example a request for a conditional use permit). It states:

"[Public officials] should not have conversations or receive correspondence regarding a quasi-judicial matter that is pending before [the city] or which may come before [the city] except during a noticed meeting or hearing on the matter. Such outside contacts are known as "ex

parte communication.” Ex parte communications may not be considered in decision-making

unless it is disclosed and made part of the official record in the matter. The [body] as a whole can then determine the admissibility of the information and individual members can determine its credibility and weight in deciding their vote on the issue.

The reason for exclusion of ex parte information is that parties are entitled to know and examine the source of information used by [the city] in its decision-making. Outside discussion regarding procedural matters such as scheduling a meeting or explaining how to file an application is permissible. Ex parte communication is not a concern when enacting legislation or making administrative decisions (i.e. issuing simple zoning or building permits).”

In order to avoid ex parte communications, the handbook recommends:

1. Suggesting that members of the public present information in an open meeting or hearing or submit a written comment.
2. Disclosing ex parte communications at an open meeting or hearing and make the information part of the record so that it can be considered in decision making.

Open Meetings and Open Records

Wisconsin has a long history of promoting open government. As a local government conducting business that has a direct impact on residents, the City of Whitewater also values and appreciates the importance of maintaining transparency. For this reason, it is imperative that public officials endeavor to comply absolutely with state laws related to public meetings and public records.

Open Meetings Law

Wisconsin’s open meeting law is found in Wis. Stat. Secs. 19.81 - 19.98. Essentially, the open meeting law requires that all meetings of all governmental bodies be preceded by public notice and be publicly held in places reasonably accessible to the public and open to all citizens at all times unless otherwise expressly provided by law. For the purpose of this manual, it is safe to conclude that, in general, all discussions, deliberations, actions, or inquiries conducted by a governmental body (meaning the common council or any other municipal committee) should be conducted in an open meeting unless otherwise specifically mentioned in Sec. 19.85(1) (a-j). More information regarding open meetings can also be found in chapter 7 of the League of Wisconsin Municipalities publication, *Handbook for Wisconsin Municipal Officials*.

Whitewater Transparency Ordinance

In addition to open meeting rules as established by state law, the City of Whitewater has enacted a Transparency Enhancement Ordinance (Whitewater Ordinance Chapter 2.62) which provides additional open government requirements such as a seventy-two hour in advance meeting notice posting for meetings and adding agenda items. This is greater than the State statutory twenty-four-hour requirement normally applicable to cities. If the seventy-two-hour requirement has not been met, the item can only be taken up by the body by an affirmative vote of the members voting.

Walking and Negative Quorums

There are two important circumstances where a group of committee members, less than a quorum in number, could gather together and still violate the open meeting law. These two situations are referred

to as “walking quorum” and “negative quorum.” The following sections were taken from Chapter 6 of the *Wisconsin Legislator’s Briefing Book for 2017-2018* and provide details regarding court cases wherein walking and negative quorums were defined.

Negative Quorum: The applicability of the Open Meetings Law to a gathering of less than one-half of the members of a governmental body has been addressed by the Wisconsin Supreme Court. The case involved an unannounced, private meeting of four members of the 11-member Milwaukee Metropolitan Sewerage Commission. The subject of the meeting was the commission’s proposed operating and capital budgets. Adoption of these budgets required a 2/3rds vote of the commission (i.e., eight votes), and four members was a sufficient number to block adoption. Such a gathering of enough members that could be sufficient to block an action of the full body was labeled as a “negative quorum.” [State ex rel. Newspapers, Inc. v. Showers, 135 Wis. 2d 77 (1987).]

The court provided a two-part test to determine when a gathering constitutes a negative quorum and triggers the Open Meetings Law. Under the test, such a meeting is subject to the law if: (1) the members have convened for the purpose of engaging in governmental business, whether discussion, decision-making, or information gathering; and (2) the number of members present is sufficient to determine the governmental body’s course of action on the subject under discussion.

Walking Quorum: The applicability of the Open Meetings Law to a series of informal discussions between small numbers of the body’s members has been addressed by the Wisconsin courts and the state Attorney General. This is commonly referred to as a “walking quorum,” and such series of small-group meetings that occur with the implied or express agreement to act uniformly in a sufficient number to reach a quorum may only be held with proper notice and accessibility.

The essential danger identified by the courts with a walking quorum is that it may produce a predetermined outcome and render the public meeting a mere formality. According to an informal opinion by the Attorney General, use of administrative staff to individually poll members regarding how they would vote on a proposed motion is a prohibited walking quorum.

If, however, there is no implied or express agreement to act uniformly in sufficient number to reach a quorum, a series of informal exchanges among separate groups of members may occur without violating the Open Meetings Law.

Open Records Law

Transparency in government in Wisconsin does not relate solely to open meetings, but extends to governmental records as well. The essential takeaway for newly elected or appointed officials is this, unless otherwise specifically identified as an exception by law, all governmental records are public and subject to public examination. It should be noted that all city-related emails, letters and reports produced by, sent from, or received by an elected or appointed official qualify under this broad definition. More detailed information regarding public records can be found in Wis. Stats. Secs. 19.21 - 19.39 and also in chapter 7 of the League of Wisconsin Municipalities publication, *Handbook for Wisconsin Municipal Officials*.

Council Policing (HR)

Committee Policing

In general, the president or chair of each committee is the person responsible for maintaining order and proper decorum at meetings, following the example set by ordinance with the role of the common

council president. If committee members encounter persistent challenges with maintaining order at meetings due to the behavior of specific members of the public or the committee, the city manager may be called upon to address the issue. Any action to remove or reassign a committee member will not take place until the city manager has consulted with the common council president and then with the full common council. If the issue involves a common council member, the issue should first be addressed by the common council president and the city manager is excluded from the process. The president will then bring the matter to the full common council for discussion and action.

Effective Decision-Making

Often the decisions made by municipal committees can have a far-reaching impact on residents of the Whitewater community. This reality can make the role of a committee member both challenging and rewarding. This is especially true for those serving on the common council, but holds true for other municipal committees as well.

When a committee is tasked with making a decision on a particular issue, it is important to keep emotions and political influences out of the discussion as much as possible. This does not mean that committee members should not be sensitive to the needs and desires of those most closely impacted by a particular decision. However, it does mean that committee members should strive to remain open minded, work together and follow an objective process. Following is a list of questions you should consider asking yourself before making a final decision:

Do you have sufficient information?

The saying, “shoot first, ask questions later” helps illustrate the danger of making quick decisions without first confirming the information on the issue is complete. It is likely impossible to know absolutely everything there is to know about a particular issue, but it is possible to gather a reasonable amount of information from multiple perspectives. While committees should deliberate and take action in a timely manner, not all actions need to be taken immediately. In some cases, it may be beneficial to bring an item back for discussion at a future meeting if information on the issue is limited.

Am I separating people and emotions from the issue?

While we like to think we are objective, rational beings, we can often be led by our emotions. It is important to make sure that on committee decisions, emotions are not the basis for decisions made. Be honest with yourself and be sure your own positive or negative feelings about a particular matter or individual take a backseat to the proper weighing of facts related to the issue.

Are you open, honest, and willing to listen?

Examine your own approach to dealing with conflict. Are you really listening to what your colleagues are saying? Are you thinking about the implications? Are you considering them? Don’t be afraid to state your concerns. Be honest by revealing what you see as the options and by explaining what you see as shortcomings in the suggestions of others.

What is the committee’s scope of responsibility?

At times committee members can feel as if they have bogged down and are not progressing on an issue. At such times, it can be helpful to take a step back and review the purpose for which the committee was established or review committee goals. If the discussion has gone off track, focus may need to be redirected. If the problem seems impossible to solve, you may need to come back to it at the next meeting. No matter what action is taken, always remember that everyone on the committee is volunteering their time and shares a common interest in the overall well-being of the City.

Is there a compromise that can be made?

At times when one is wrapped up in a debate on a particular topic, it can be easy to think only in the absolute terms of one's particular position. However, more often than not, win-win solutions exist when committee members are creative enough to discover them. When parties are locked on an issue, take a moment to consider potential routes for a compromise. Think about all that has been said throughout the debate. Can the best aspects of everybody's ideas be incorporated into a plan? Ask your colleagues why a particular approach is not satisfactory and why other approaches are.

Did staff have any thoughts or recommendations?

Most committees have a specific municipal employee assigned to serve as staff support to the committee. Often the person assigned is a department director or manager in the area that most closely associates with the role of the committee. The Neighborhood Services Director, for example, supports and advises the plan and architectural review commission. Assigned staff can be a valuable resource to provide professional guidance and/or recommendations on how to proceed with a decision. Staff can also research the topic under discussion and gather additional information related to the specific case in question. Staff can often also provide insight into best practices used in other communities to address similar issues.

Effective Council, Committee/Staff Relations

People make it all happen. In local government, people are at the heart of the organization, both those that comprise the organization, and those that the organization serves. In the City of Whitewater, cooperation and communication between city employees and committee members is encouraged and can often result in better outcomes and a more rewarding experience for all involved. To ensure that lines of positive communication remain open for all employees and volunteers, it is important to clarify some ground rules regarding communications as well as the role of staff members and committee members.

Everyone is Equal

All committee members are considered equal, including the chair or president of the committee. This means everyone on the committee should receive the same information on a particular matter. When a staff member shares information related to committee business, committee members can be confident the same information is being shared with all committee members. No single member should receive "special" information on an issue. This also means committee members should expect information they request on committee business will be distributed to the entire committee. This is the same for all committees, including the common council.

Use of Staff Resources

Staff time is limited. All positions within the City of Whitewater exist to provide and maintain municipal services, facilities, and infrastructure and to carry out organization priorities as determined by the common council. Committee members, including common council members, should be cognizant of this reality when making requests for information. Requests for information are welcome and encouraged; however, committee members should first consult with the city manager before requesting research that will consume significant staff time or otherwise divert limited resources to a project that falls outside of established common council priorities.

Employee Contact Line of Authority

Unless otherwise established by state statute, city ordinance, or employment agreement, all employees ultimately report to and work for the city manager. The city manager, in turn, works for and reports to the common council.

Common councilmembers as well as committee members are encouraged to learn about the role of each municipal department, to ask the staff questions about municipal operations and get to know employees. As a general practice, employees are expected to copy the city manager on all responses to inquiries made by common council members.

While communication is encouraged, the responsibility to direct the work of municipal employees, as well as prescribing or exacting employee discipline, are strictly the responsibility of the city manager. Therefore, if a committee member, including a common council member, has a concern related to the conduct or performance of an employee, that committee member should address it with the city manager.

However, if the concern were related specifically to the conduct or performance of the city manager, the committee member would be encouraged to bring it to the attention of the common council.

Lobbying Committee Members

Just as committee members should avoid directing work or disciplinary action for employees, employees should refrain from any action or communication that is intended to “lobby” the support of committee members for support of a particular project, budget request, or other initiative. This holds true for department directors, managers, and general employees. If a committee member finds himself or herself in such a position, the committee member is encouraged to direct the employee to his/her immediate supervisor and/or department director to address the issue. Committee members are encouraged to notify the city manager so legitimate issues can be promptly addressed.

Communicating with the Public

The life of a public official is just that, public. Though committee members should feel comfortable speaking their mind and answering questions, what a committee member shares can have an impact on public perception of the entire municipal organization. With that in mind, here are some things to consider when communicating with residents regarding municipal issues.

Representing the Committee

No single committee member, including common councilmembers, can individually commit the city as a whole, or their respective committee to a position on an issue without a vote or consent of that committee. It is inappropriate to commit to things the whole committee may not be aware of or approve. Committee members should refer requests for official positions on an issue to staff for review and recommendation. The matter should then be added to an agenda to obtain the committee’s official position.

Complaints from Citizens

If a committee member receives a complaint not related to employee behavior, s/he is encouraged to share the details of the complaint and complainant contact information with city staff so that any problems can be addressed.

Report or Refer the Complaint: Often the complainant is looking for an understanding ear and agreement from the committee member. While committee members are encouraged to be sensitive to the plight of the complainant, committee members should not attempt to promise a particular outcome or attempt an interpretation of the ordinance or policy related to the complainant's concern. Instead, committee members should commit to passing along the information to the appropriate staff person for resolution.

Avoid Sharing at Meetings: Avoid waiting to bring up citizen complaints until the next committee meeting. While doing so may appear to be a manner of "holding government accountable" the reality is that bringing up complaints at a public meeting can deflate staff, embarrass or annoy other committee members, and ultimately damage the credibility of the organization. This is all in addition to making the complainant wait to have their concern heard thus delaying resolution.

Avoid Private Disputes. Occasionally, a committee member may be asked to get his/her committee involved in what is purely a private dispute. These disputes typically include nuisance complaints, work hours for contractors, boundary line disputes, fence problems, and many, many similar issues. Intercession in such matters will be a drain on resources and will ultimately prove fruitless. If a committee member is unclear as to whether an issue is a private dispute or is within the City's jurisdiction, s/he is encouraged to refer the issue to city staff so that a proper determination can be made and subsequently shared with the complainant.

Complaints Regarding Employee Behavior

Citizen complaints regarding employee behavior or performance should always be referred to the city manager for investigation and resolution.

Media Relations

Common councilmembers, and occasionally other committee members, may be approached by the media and asked for commentary on a council action or position on an issue. To the extent that the common council has taken an official action or position, the city manager, or his/her designee will generally be the spokesperson. Common councilmembers, however, are not prohibited from sharing personal opinions with the media or from referencing previous public actions taken by the common council as a whole. The same applies to other municipal committees.

Represent General Interests

As previously stated in this manual, committee efforts should always focus on what is best for the city as a whole. Common councilmembers and other committee members must be careful to represent the general interests of the City and not special interest groups.

Conclusion

The purpose of this manual has been to provide new committee members, including common council members, with helpful information that clarifies fundamental elements of serving in a public office for the City of Whitewater. Committee members are encouraged to read the manual, *Handbook for Wisconsin Municipal Officials*, produced by the League of Wisconsin Municipalities, and to become familiar with the Whitewater Municipal Code of Ordinances in an effort to gain further knowledge regarding the role of public officials in Wisconsin. As always, feel free to contact the City Manager's office at 262-473-0104 with any additional questions regarding municipal operations or this manual.

Whitewater Municipal Code of Ordinances
Chapter 7.04 Code of Ethics
Appendix A

Sections:

7.04.010 - Declaration of policy.

The proper operation of democratic government requires that public officials and employees be independent, impartial and responsible to the people; that government decisions and policy be made in proper channels of the governmental structure; that public office not be used for personal gain; and that the public have confidence in the integrity of its government. In recognition of these goals, there is hereby established a code of ethics for all city officials and employees, whether elected or appointed, paid or unpaid, including members of boards, committees and commissions of the city. The purpose of this code is to establish guidelines for ethical standards of conduct for all such officials and employees by setting forth those acts or actions that are incompatible with the best interests of the city and by directing disclosure by such officials and employees of private financial or other interests in matters affecting the city. The provisions and purpose of this code and such rules and regulations as may be established are hereby declared to be in the best interests of the city.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.020 - Definitions.

As used in this chapter:

- (a) "Public employee" means any person excluded from the definition of a public officer who is employed by the city.
- (b) "Financial interest" means any interest which shall yield, directly or indirectly, a monetary or other material benefit to the officer or employee or to any person employing or retaining the services of the officer or employee.
- (c) "Official" means all city officers as defined in Section 62.09 under Wisconsin Statutes and all members of boards and commissions and agencies established or appointed by the city manager or common council, whether paid or unpaid.
- (d) "Personal interest" means any interest arising from blood or marriage relationships or from close business or political associations, whether or not any financial interest is involved.
- (e) "Person" means any person, corporation, partnership or joint venture.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.030 - Statutory standards of conduct.

There are certain provisions of the Wisconsin Statutes which should, while not set forth herein, be considered an integral part of any code of ethics. Accordingly, the provisions of the following sections of the Wisconsin Statutes, as from time to time amended, are adopted by reference and shall apply to public officials and employees whenever applicable to wit:

- (a) Sec. 946.10. Bribery of Public Officers and Employees.
- (b) Sec. 946.11. Special Privileges from Public Utilities.
- (c) Sec. 946.12. Misconduct in Public Office.
- (d) Sec. 946.13. Private Interest in Public Contract Prohibited.
- (e) Chapter 11. Campaign Financing.
- (f) Chapter 19. Subchapter IV Open Meetings of Governmental Bodies.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.040 - Responsibility of public office.

Public officials and employees hold office for the benefit of the public. They are bound to uphold the Constitution of the United States and the Constitution of this state; to observe the highest standards of law in the exercise of the powers and duties of their office; to impartially carry out the laws of the nation, state and city; to discharge faithfully the duties of their office regardless of personal considerations; and to recognize that the public interest must be their prime concern.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.050 - Dedicated service.

All officials and employees of the City of Whitewater should be loyal to the objectives expressed by the electorate and the programs developed to attain these objectives. Appointive officials and employees shall adhere to the rules of work and performance established as the standard for their positions by the appropriate authority.

Officials and employees should not exceed their authority or breach the law or ask others to do so, and they should work in full cooperation with other public officials and employees unless prohibited from so doing by law or by officially recognized confidentiality of their work.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.060 - Fair and equal treatment.

(a) Use of Public Property. No official or employee shall request or permit the unauthorized use of city-owned vehicles, equipment, materials or property for personal convenience or profit.

(b) Obligations to Citizens. No official or employee shall grant any special consideration, treatment or advantage to any citizen beyond that which is available to every other citizen.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.070 - Conflict of interest.

(a) Financial and Personal Interest Prohibited. No official or employee, whether paid or unpaid, shall engage in any business or transaction or shall act in regard to financial or other personal interest, direct or indirect, which is incompatible with the proper discharge of official duties in the public interest contrary to the provisions of this chapter or which would tend to impair independence of judgment or action in the performance of official duties.

(b) Specific Conflicts Enumerated.

(1) Incompatible Employment. No official or employee shall engage in or accept private employment or render service for private interest when such employment or service is incompatible with the proper discharge of official duties or would tend to impair independence of judgment or action in the performance of official duties, unless otherwise permitted by law and unless disclosure is made as hereinafter provided.

(2) Gifts and Favors.

(A) No official or employee shall accept any gift whether in the form of service, loan, thing or promise, from any person which may tend to impair his independence of judgment or action in the performance of his duties or grant in the discharge of his duties any improper favor, service or thing of value. EXCEPTION: Advertising or promotional items having a value of ten dollars or less per gift shall be exempt.

(B) No official or employee may solicit or accept, either directly or indirectly, from any person or organization, money or anything of value if it could reasonably be expected to influence the employee's official actions or judgments or be considered a reward for any action or inaction on the part of the official or employee.

- (C) An official or employee is not to accept hospitality if, after consideration of the surrounding circumstances, it could reasonably be concluded that such hospitality would not be extended were it not for the fact that the guest, or a member of the guest's immediate family, was a city official or employee. Participation in celebrations, grand openings, open houses, informational meetings and similar events are extended from this prohibition. This paragraph further shall not be construed to prevent candidates for elective office from accepting hospitality from citizens for the purpose of supporting the candidate's campaign.
 - (D) Gifts received by an official or employee under unusual circumstances should be referred to the ethics board within ten days of receipt for recommended disposition.
 - (3) Representing Private Interests Before City Agencies or Courts. No official or employee shall appear on behalf of any private person (other than him or herself, his or her spouse or minor children) before any city agency, board, commission or the common council if the official or employee or any board, commission or committee of which the official or employee is a member has any jurisdiction, discretion or control over the matter which is the subject of such representation. However, members of the common council may appear before city agencies on behalf of constituents in the course of their duties as representatives of the electorate or in the performance of public or civic obligations.
 - (A) Ad Hoc Committee. EXCEPTION: No violation of this section shall exist, however, where an individual serves on an ad hoc committee charged with the responsibility of addressing an issue or topic in which that individual, or the employee or a client of that individual, has an interest so long as the individual discloses to the ad hoc committee that such interest exists.
 - (c) Contracts with the City. No city officer or employee who, in his capacity as such officer or employee, participates in the making of a contract in which he has a private pecuniary interest, direct or indirect, or performs in regard to that contract with some function requiring the exercise of discretion of his part, shall enter into any contract with the city unless it falls within the confines of Sec. 946.13, Wis. Stats. "Private Interest in Public Contract Prohibited," or the following:
 - (1) The contract is awarded through a process of public notice and competitive bidding or the common council waives the requirement of this section after determining that it is in the best interest of the city to do so.
 - (2) The provisions of this section shall not apply to the designation of a public depository of public funds.
 - (d) Disclosure of Interest in Legislation.
 - (1) Any member of the common council who has a financial interest or personal interest in any proposed legislation before the common council, shall disclose on the records of the common council, the nature and extent of such interest.
 - (2) Any other official or employee who has a financial interest or personal interest in any proposed legislative action of the common council or any board, commission or committee upon which the official or employee has any influence or input or of which the official or employee is a member that is to make a recommendation or decision upon any item which is the subject of the proposed legislative action shall disclose on the records of the common council or the appropriate board, commission or committee the nature and extent of such interest.
- (Ord. 1529A §§ 1, 2, 2003; Ord. 1203(2/5/91) § 2(part), 1991).

7.04.075 - Disclosure of confidential information.

No official or employee shall without proper legal authorization, disclose confidential information concerning the property, government or affairs of the city.

(Ord. 1529A § 1(part), 2003).

7.04.080 - Ethics board.

- (a) There is hereby created an ethics board to consist of five members and one alternate, all residents of the city. Elected officials or employees will not be eligible for appointment. The city manager shall provide necessary staff assistance to the board. The city attorney shall routinely furnish the board whatever legal assistance is necessary to carry out its functions. However, if a possible, apparent, or actual conflict of interest involving the city attorney should occur, legal counsel shall be furnished the board through the city manager's appointment of other legal counsel after consultation with the chair of the ethics board.
 - (b) The members of the ethics board shall be appointed by the city manager subject to confirmation by the common council. Terms of office shall be three years except that when the initial appointments are made, one member shall be appointed for one year, two for two years, and two for three years. The term of the alternate shall be for three years, except that the initial appointment shall coincide with the ending of the terms of the member appointed for one year.
 - (c) The ethics board shall elect its own chair, vice-chair and secretary and shall develop written rules of procedure which shall be filed with the city clerk.
 - (d) The ethics board may make recommendations to the common council with respect to amendments to the code of ethics ordinance.
- (Ord. 1203(2/5/91) § 2(part), 1991).

7.04.090 - Duties of the ethics board.

- (a) Upon receipt at the city clerk's office of a notarized complaint in writing, which shall state the name of the elected or appointed official or employee alleged to have committed a violation of this chapter and which shall set forth the particulars thereof, the city clerk or designee shall distribute a copy of the complaint along with a copy of the code of ethics ordinance to the respondent within ten working days (i.e., Monday through Friday, excluding holidays). The city clerk or designee also shall send a copy of the complaint to each member of the ethics board. The information contained in the verified complaint shall be kept confidential until a proper disposition of the case occurs.
- (b) The board shall meet in closed session and determine whether the complaint, if true, may constitute a violation of the chapter. If four or more of the members of the board vote to dismiss the verified complaint, a formal dismissal action adopted in open session shall be filed with the city clerk and a copy sent to the complainant and the respondent. If four or more members do not vote to dismiss, the action shall proceed as provided in subsection (c) of this section.
- (c) If the action is not dismissed under subsection (b) of this section, the board shall make preliminary investigations with respect to the alleged violation of the ethics chapter. No preliminary investigation of the activities of any elected or appointed official or employee may be initiated unless such official or employee is notified in writing. The notice shall state the nature and purpose of this preliminary investigation. Information gathered during the preliminary investigation shall be kept confidential until a finding is made by the board.
- (d) If, after the preliminary investigation, three or more of the members of the board vote in open session that no probable cause exists, the board shall issue a formal finding to that effect and dismiss the case. A copy of the formal finding shall be filed with the city clerk and a copy distributed to the complainant and the respondent.
- (e) If the board is unable to come to a conclusion on the subject of probable cause, due to abstentions or the voting of "present," the board shall have further discussion and vote again. If the stalemate continues, the board shall treat it as a dismissal and proceed as in subsection (d) of this section.
- (f) If, after the preliminary investigation, three or more of the members of the board vote that there is probable cause that a violation took place, the board shall file formal findings to that effect with the city clerk and proceed toward the conduct of a hearing. The vote shall be taken in open session.

- (g) In the case of a probable cause finding, the board shall send a notice of due process rights and a notice of hearing on the matter to the respondent. The complainant shall also be notified of the hearing.
- (h) The board shall then conduct a hearing on the verified complaint, which hearing shall be held not more than thirty days after such finding of probable cause. The board shall give the respondent at least twenty days' notice of the hearing date. Such hearings shall be at open session unless the respondent petitions for a hearing closed to the public. The rules of criminal evidence shall apply to such hearings. All evidence considered by the board, including certified copies of records and documents, shall be fully offered and made part of the record. Every party shall be afforded adequate opportunity to rebut or offer countervailing evidence.
- (i) During all stages of the proceeding conducted under this section, the elected or appointed official or employee whose activities are under investigation shall be entitled to be represented by counsel of his or her own choosing.
- (j) The respondent or his/her attorney shall have an opportunity to examine all documents and records to be used at the hearing under subsection (g) of this section at a reasonable time before the date of the hearing; as well as during the hearing, to bring witnesses, to establish all pertinent facts and circumstances, and to question or refute any testimony or evidence, including opportunity to confront and cross-examine adverse witnesses.
- (k) The board shall have the power to compel the attendance of witnesses and to issue subpoenas granted other boards and commissioners under Section 885.01(3) of the Wisconsin Statutes.
- (l) Determination. Upon conclusion of the hearing the board shall make a decision agreed to by at least four members. It shall file the decision in writing within ten working days after the vote, signed by at least four participating board members stating findings of fact, conclusions of law concerning the propriety of the conduct of the elected or appointed official or employee, and if appropriate, referring the matter to the city council or other proper authority with a recommendation for censure or other disciplinary action. A member of council censured may be subject to recall pursuant to Section 9.10, Wisconsin Statutes, or any other legal process authorized by law. If four or more members are not able to reach an agreement, the complaint shall be dismissed.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.100 - Applicability of code.

This code shall be operative in all instances covered by its provisions except when superseded by an applicable statutory provision and statutory action is mandatory, or when the application of a statutory provision is discretionary, but determined by the ethics board to be more appropriate or desirable.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.110 - Distribution of the code.

The city clerk shall provide copies of this code to elected and appointed officials covered by this chapter and shall keep at least one copy permanently on file for the use of the public.

(Ord. 1203(2/5/91) § 2(part), 1991).

7.04.120 - Severability.

- (a) If any provision of this chapter is invalid or unconstitutional, or if the application of this chapter to any person or circumstances is invalid or unconstitutional, such invalidity or unconstitutionality shall not affect the other provisions or applications of this chapter which can be given effect without the invalid or unconstitutional provision or application.
- (b) This ordinance shall be in full force and effect from and after its passage and publication.

(Ord. 1203 (2/5/91) § 2(part), 1991).

7.04.130 - Penalty for violations.

In addition to any other provisions relating to disciplinary action or censure, any person who violates any of the provisions of this chapter may forfeit and pay a penalty of not less than twenty-five dollars nor more than two hundred fifty dollars for the first offense, together with the costs of prosecution; and for the second and subsequent offenses, not less than fifty dollars nor more than two hundred fifty dollars, together with the costs of prosecution. If respondent fails to pay the penalty and costs within sixty days of imposition of the penalty, the city may collect the penalty by obtaining a judgment in the circuit court and collecting said judgment as provided by law.

(Ord. 1203(2/5/91) § 2(part), 1991).

Appendix B – Protocol Flowchart (JG)

To: City Council
From: Human Resources
Date: May 28, 2024
Re: Good Governance Suggestions

Listed below are items for your review, sourced from various city and county elected official handbooks, as well as the Progressive Discipline Outline from the January 16, 2024, City Council meeting.

Lafayette County Code of Ethics

The ethical city official, employee and candidate should:

- Properly administer the affairs of the city.
- Promote decisions which only benefit the public interest.
- Actively promote public confidence in city government.
- Keep safe all funds and other properties of the city.
- Conduct and perform the duties of the office diligently and promptly dispose of the business of the city.
- Maintain a positive image to pass constant public scrutiny.
- Evaluate all decisions so that the best service or product is obtained at a minimal cost without sacrificing quality and fiscal responsibility.
- Inject the prestige of the office into everyday dealings with the public employees and associates.
- Maintain a respectful attitude toward employees, other public officials, colleagues and associates.
- Effectively and efficiently work with governmental agencies, political subdivisions and other organizations in order to further the interest of the city.
- Faithfully comply with all laws and regulations applicable to the city and impartially apply them to everyone.

City of Green Bay Code of Conduct for Elected Officials

The Council is composed of individuals with a wide variety of backgrounds, personalities, values, opinions, and goals. Despite this diversity, all choose to serve in public office and, therefore, have the obligation to preserve and protect the well-being of the community and its citizens. In all cases, this common goal should be acknowledged, and the Council must recognize that certain behavior is counterproductive, while other behavior will lead to success.

A. Use Formal Titles

The Council shall try to refer to one another formally during public meetings as City Manager, Council President, or Alderperson followed by the individual's last name.

B. Use Civility and Decorum in Discussions and Debate

Difficult questions, tough challenges to a particular point of view, and criticism of ideas and information are legitimate elements of free democracy in action. Every Council member has the right to an individual opinion, which should be respected by the other Council members. Council members shall not be hostile, degrading, or defamatory when debating a contentious issue. Council members should assume the other members of the Council have the appropriate motives and interest of the public in mind and should not criticize differing opinions because they believe them to be lacking in judgment or improperly motivated.

However, this does not allow Council members to make belligerent, impertinent, slanderous, threatening, abusive, or personally disparaging comments in public meetings or during individual encounters. Shouting or physical actions that could be construed as threatening or demeaning will not be accepted. If a Council member is personally offended by the remarks of another Council member, the offended member should make a note of the actual words used and call for a “point of personal privilege” that challenges the other Council member to justify or apologize for the language used.

C. Honor the Role of the Chair in Maintaining Order

It is the responsibility of the President of the Council, to keep the comments of Council members on track during Council meetings. Council members should honor efforts by the President to focus discussion on current agenda items. If there is disagreement about the agenda or the President’s actions, those objections should be voiced politely and with reason, following commonly recognized parliamentary procedure. Likewise, the same responsibilities vested in the President for Council meetings, are vested in the Committee Chair for Committee meetings.

City of Two Rivers Code of Conduct for Elected Officials

Responsibility to Devote Full Attention to Council and Committee Proceedings

It is the policy of the Council that Council Meetings should be devoted exclusively to the conduct of public business. Council Members should provide their full attention to matters on the agenda, or which otherwise relate to matters within the Council’s jurisdiction and authority, and not engage in private discussions or transact private business during meetings. Electronic devices may be used during meetings as an alternative to printed materials before the Council, to look up information relevant to matters being considered by the Council, or similarly in a manner which contributes to the Council’s considerations and decisions concerning agenda items and can be shared with the Council.

Such devices shall have ringers turned off during meetings and shall not be used during meetings for private entertainment or to transact private business.

Electronic communications (e.g. by text, email or instant messaging) sent or received by Council Members during a meeting may create public records subject to disclosure under Wisconsin’s Public Records Law, and may be attributed to the City and the Council. Therefore, if they relate to matters being addressed by the Council, they must be shared with the Council as a whole. If the need to engage in a private communication not related to the meeting arises, the Councilmember shall step out of the meeting room to communicate.

Do Not Supersede Administrative Authority

Outside of Council meetings, any City Council member who requests information from City staff relative to matters that may come before the Council or its committees shall either direct such request to the City Manager or send that request in the form of an e-mail to a department head, with copy to the City Manager. The purpose of this paragraph is to both recognize the City Manager’s role as the appointed chief executive officer of the City and to assure that all Council members are provided with the same background information on matters that may come before the Council or its committees. In such instances, the City Manager shall provide the requested information to all Council members.

Expression of Positions with the Media or Social Media

When communicating with the media or in social media, Councilmembers should clearly differentiate between personal opinions and the official position of the City. Each Council member represents one vote of seven and until a vote on any issue is taken, Council members’ positions are merely their own.

City of Whitewater Elected Official Progressive Discipline Policy
01/16/2024 – Common Council Meeting

Purpose: The purpose of this Progressive Discipline Policy is to address instances where an elected official fails to adhere to the Code of Conduct, providing a fair and consistent process for corrective action.

- 1. Informal Discussion:* For minor infractions, the Ethics Committee shall engage in an informal discussion with the elected official to address concerns and provide guidance on corrective actions.
- 2. Written Notice:* If the misconduct persists, a written notice outlining the specific violation and expected improvements shall be issued to the elected official.
- 3. Suspension:* For more serious or repeated violations, a suspension may be imposed, with the duration commensurate with the severity of the offense. During suspension, the elected official shall not perform their duties.
- 4. Removal from Committee Assignments:* Continued violations may result in the removal of the elected official from specific committee assignments, limiting their influence and responsibilities within the organization.
- 5. Censure:* In extreme cases, where the misconduct significantly harms the public trust, a censure resolution may be initiated by the appropriate governing body. This formal condemnation serves as a public reprimand.
- 6. Recall Procedures:* If the elected official's behavior continues to undermine public trust, constituents may initiate recall procedures in accordance with state laws.

Council Communication Chart

When to Contact the City Manager vs. Department Directors

Situation	City Manager	Department Director
Major city-wide issues	✓	
Information on city laws or regulations	✓	
Complaints about city services or policies	✓	
Reporting employee misconduct	✓	
City-wide budget inquiries	✓	
City-wide planning or strategic matters	✓	
Specific service or department problems		✓
Information on departmental services or rules		✓
Updates on specific projects		✓
Minor local issues (e.g., potholes)		✓

Examples – Contact City Manager (CM) or Department Director (DD):

1. At the next Finance Meeting, provide a listing of every employee who received a bonus in 2023.
2. I noticed a possible water main break at 452 W Main Street; please send someone to investigate.
3. The east side of the City hasn't been plowed yet. Why is it always plowed last?
4. What is the budget allocation for PC replacement in 2024?
5. I'm having a problem with my City email address, can you help?
6. How much did the City spend on assessment services in 2023?
7. I would like the following placed in an employee file.
8. What employee benefits does the City offer?
9. Over the past 10 years, how many times has the fire department been called to Twin Oaks?
10. I saw a firefighter in shorts. What is the fire department's uniform policy?
11. The report of a citizen complaint regarding the lakes.
12. Department Director-Please provide an update on your goals and accomplishments at the next Council meeting.
13. What happened at the last Landmarks Committee meeting?
14. What is the plan for the Aquatic Center?



Long Term Strategic Goals 2024-2028

- Increase affordable housing for families
- Increase communication without a “newspaper”
- Support thriving businesses and grow the tax base
- Improve the City’s recruitment, retention, and diversity
- Align future expenditures with available resources



1 YEAR ONE

Area of Focus

WHY DO THIS?

Numerous studies demonstrate the need for affordable housing in Whitewater, as well as an available market for family-based single-family attached, detached, and multifamily units.

GOAL

Increase Affordable Housing

COMPLETED

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Using the Affordable Housing Policy and/or other resources, facilitate the application and approval of at least one residential development.

STRETCH GOAL (Ambitious and Challenging Goal)

Three residential projects in the application/approval process.

WORK IN PROGRESS

The Affordable Housing Policy was approved by the Council in 2023. This is a 1.9 million dollar fund that is used to assist first-time home buyers. Since the approval several things have happened:

- 1 Community Member was placed in a home
- 1 Developer (Habitat for Humanity) was given funds for a current development
- On the 3/5 Common Council Meeting the language was changed to allow greater eligibility for future applicants
 - Change in HUD Income Limits from 100% to 150%
 - Remove the current HUD county property value limit (\$271,000) to accommodate new housing developments projected to be priced between \$289,000 and \$318,000.
 - Specify that maximum mortgage payments must not exceed 30% of household gross income at application and loan closing.
- Staff hosted a roundtable discussion with developers, relators, landowners, and government officials- 67 people attended to talk about housing needs in Whitewater

1 YEAR ONE
Area of Focus

GOAL
Increase Communication

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Improve market penetration, frequency, and quality of communication with the public through social media, press releases, and newsletter.

Revamp City website, including online forms, payments.

Re-establish PEG station, including programming, recording, and partnering with other agencies to incorporate other programming.

WHY DO THIS?
By maintaining a strong public engagement, the City widens its pool of people who can be informed about information, resources, and events.

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The Media Services Department has dedicated a considerable amount of resources to creating new content for our Social Media Platforms (Facebook and Instagram)

-June 2023 Staff started to keep track of the analytics of our social media. Our Facebook following increased by 15% from its initial following in June of 2023.

-Views on posts have seen a record high of 19,918 views

-Staff are currently working with Civic Plus for a website refresh that is to be completed by Q3. The refresh covers cosmetic features and translation elements.

-The PEG TV station was re-launched in August of 2023. Content plays 365 days a year.

1 YEAR ONE

Area of Focus

WHY DO THIS?

Assisting to establish thriving businesses and employment opportunities establishes the City as a problem solver and supporter of the private sector.

GOAL

Support Thriving Businesses

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)


Partner with Thrive ED, JCDEC, and the Latino Academy to have a job fair within the next calendar year.

COMPLETED

WORK IN PROGRESS

Establish and conduct business recruitment, retention, and expansion meetings with 25 businesses.

Assist CDA in revamping loan programs and implementing affordable housing policy.



In October of 2023 the City partnered with the Latinx Academy and Thrive ED/ JCDEC and completed a Latinx Job Fair. 8 Businesses were at the fair. Overall there were 47 attendees. The City handed out a total of 52 flyers- 42 Spanish and 10 English.

-Economic Development has completed 15 BRE's in 2024

-The Office of Economic Development has been working with Kristen Fisch-Peterson on updates to our current Loan Program.

-CDA recently funded Whitewater WindUp as a recruitment mechanism to assist entrepreneurs and small businesses. There are currently 20 applicants in the Program. 8 Finalist moved on.

1 YEAR ONE

Area of Focus

WORK IN PROGRESS

WHY DO THIS?

The employee handbook has not been updated since 2011. Updating modernizes the City and sets clear expectations. As the main expenditure and driver of our quality services, it is in the City's financial and operational best interests to focus on the welfare of its staff.

GOAL

Improve Recruitment, Retention, and Diversity

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Finish update of employee handbook by Q2 2024

Establish stay interviews, leadership luncheons, and other programs to support our staff and learn about ways to improve.

COMPLETED

Conduct an analysis of compensation for non-management staff by Q2 2024

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- HR- employee handbook out to City Council May 2024
- Conducted 25 stay interviews and leadership luncheons-staff gave feedback on handbook
- Salary Study completed April 2024

1 YEAR ONE

Area of Focus

WHY DO THIS?

The MSP and ERP payments are projected to return in 2025 and the UWW payment is a permanent reduction. The City needs to adjust for these reductions while maintaining its other commitments to other services and our staff

GOAL

Prioritize Expenditures with Available Resources

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Successfully budgeted for 2024 reductions in revenues totaling over \$500,000 including: Municipal Service Payments (MSP) from the State tied to police services, totaling approximately \$200,000, and from the State for the Expenditure Restraint Program (ERP) totaling approximately \$70,000.

STRETCH GOAL (Ambitious and Challenging Goal)

No reductions in services. Maintain projected 2.25% raises for staff.

COMPLETED

- Merging of roles and outsourced to a 3rd party-
- Code enforcement
- Neighbor Services
- Communications Director
- Executive Assistant
- Total saving- \$70201.14

3

YEAR THREE

Area of Focus

GOAL

Increase Affordable Housing

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

To have one or more housing projects underway or under contract for development through an agreement with the City or CDA or through approved plans by the Plan and Architectural Review Commission (PARC).

WHY DO THIS?

69.31% of the city's single family homes are rentals. Creating single family homes that are affordable allows for single families or growing families to purchase these homes.

WORK IN PROGRESS

- Meadowview Development has began.
- 6 units have been spoken for
- Moraine view Apartment complex has been approved by PARC, CDA and CC. The Development is just waiting on a conditional use of the PARC.

3 YEAR THREE
Area of Focus

GOAL
Increase Communication

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)
Diversify the type of media that the City puts on social media. This goes beyond photos, and focuses on videos, reels, shorts, and other short-form content.

WHY DO THIS?
Diversifying media variety increases engagement and traction to the City website or other media. When videos are posted, engagement can increase up to 54%.

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- Continue to make infographic, videos and animations
- How to Video's are being made
- 4 infographics

3

YEAR THREE

Area of Focus

GOAL

Support Thriving Businesses

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Provide online and in-person informational sessions specific to permits, building codes, fire inspections, water requirements, and street requirements to help residents, entrepreneurs, and developers fully understand how to succeed in Whitewater.

Maintain 25 BRE meetings per year.

STRETCH GOAL (Ambitious and Challenging Goal)

Turn one Business Retention Expansion (BRE) into a new development opportunity.

WHY DO THIS?

Providing informational sessions for local businesses eliminates obstacles and uncertainty regarding best business practices in the City.



- BRE visits started in 2023.

3 YEAR THREE

Area of Focus

WHY DO THIS?

By not only diversifying, but professionalizing how the city posts its job listings, we can increase attraction to the position. Stay interviews help the City shape future retention efforts.

GOAL

Improve Recruitment, Retention, and Diversity

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Promote all job listings on various social media websites in multimedia platforms. Develop recruitment videos for Facebook, Reels, or short form media.

Complete stay interviews with all staff hired 2023 and prior.

Establish metrics for successful retention targets.

Have started to implement findings of compensation study.



3

YEAR THREE

Area of Focus

COMPLETED

WHY DO THIS?

By not only diversifying, but professionalizing how the city posts its job listings, we can increase attraction to the position. Stay interviews help the City shape future retention efforts.

GOAL

Improve Recruitment, Retention, and Diversity

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Promote all job listings on various social media websites in multimedia platforms. Develop recruitment videos for Facebook, Reels, or short form media.

WORK IN PROGRESS

Complete stay interviews with all staff hired 2023 and prior.

Establish metrics for successful retention targets.

Have started to implement findings of compensation study.



- Job posting on Facebook and Instagram, LinkedIn
- HR director process of conducting stay interviews.
- Compensation study is complete.

3

YEAR THREE

Area of Focus

COMPLETED

GOAL

Prioritize Expenditures with Available Resources

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Successfully recover from permanent reduction in revenue from the University of Wisconsin Whitewater (UWW) for dispatch services, totaling approximately \$230,000.

Be in a position to consider targeted increases to staffing based on an analysis of needs.

STRETCH GOAL (Ambitious and Challenging Goal)

Begin planning for a new Public Works garage.

WHY DO THIS?

This payment's projected return in 2025 and beyond needs to be allocated in the most effective way possible. The Public Works garage is the building in the most need of attention.

WORK IN PROGRESS

- MSP payments set to return in 2025. Possible increase Fire/EMS due to increased costs to city for full time operations.
- We are looking into congressionally directed spending to assist with law enforcement expenses as request by Sen. Baldwin

5 YEAR FIVE
Area of Focus

GOAL
Increase Affordable Housing

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)
Facilitated the creation of an additional 50+ new family-style units slated to be constructed within the following 36 months.

WHY DO THIS?
Creating 100 family units helps solve the lack of affordable housing for single families or growing families. The strategy should be reviewed at the 5-year mark.

WORK IN PROGRESS

Re-assess family housing needs in a follow-up study.

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- Approval of Mound Meadows. 38 housed slated.
- Meeting with residential developers on a weekly basis about future development

5 YEAR FIVE

Area of Focus

GOAL

Increase Communication

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Join other social media platforms, specifically TikTok and other social media websites that are geared towards younger people.

Have a catalog of evergreen videos promoting the city and its spaces.

Incorporating AI/ChatGPT into the production of said videos, posts, press releases, etc.

WHY DO THIS?

Due to university students' significant community presence, the City has an opportunity to reach a younger demographic. By committing time and resources to these platforms, we can further reach that new demographic. Utilizing artificial intelligence increases the speed and efficiency of media production.

WORK IN PROGRESS

COMPLETED

- Media-City of Whitewater has focused there media efforts on Facebook and Instagram. We have chosen not use TikTok as a platform.

5 YEAR FIVE

Area of Focus

WHY DO THIS?

Serving as a point of contact to new businesses helps ensure their success in our community and maintains credibility in our organization.

GOAL

Support Thriving Businesses

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Create an onboarding and expansion process for new businesses including points of contact, FAQ, and available resources.

Maintain BRE meetings.

STRETCH GOAL (Ambitious and Challenging Goal)

Turn one BRE into a new development opportunity.

- During a recent BRE visit staff was alerted to a business wanting to expand or move in larger buildings.

5 YEAR FIVE

Area of Focus

WHY DO THIS?

Efficient and tailored onboarding, vigorous retention efforts backed by communication with staff, and competitive wages will position Whitewater as a preeminent and desirable employer.

GOAL

Improve Recruitment, Retention, and Diversity

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Make online onboarding department-specific and available to all new employees.

Hit retention targets established in Year 3

100% of employees have participated in at least one stay interview.

Contingent on approval of the Employee Handbook



- Developing retention targets
- Stay interviews will continue
- Department- specific training and organizational training are tracked in NeoGov's online platform

5 YEAR FIVE

Area of Focus

WHY DO THIS?

These goals not only ensure staff that they are priority, but ensures that the city is financially sound with good working conditions.

GOAL

Prioritize Expenditures with Available Resources

SMART GOAL (Specific, Measured, Attainable, Realistic, Time-Bound)

Develop and fully implement funding strategies or revenue sources to support increased compensation for staff recruitment and retention.

Maintain 25% + fund balance

Have a construction timeline for the Public Works garage.

WORK IN PROGRESS

COMPLETED

- Compensation study completed. Recruitment and retention is begin tracked to develop metrics
- Next step is reviewing annual evaluation process.



The City of Whitewater, Wisconsin

2023-2025 Strategic Planning Issues

- Administration/
Assessor
- Finance
- Public Works/
Planning
- Clerk of Courts
- Fire

Whitewater Municipal Building
312 West Whitewater Street



Extension

UNIVERSITY OF WISCONSIN-MADISON

University of Wisconsin Madison, U.S Department of Agriculture and Wisconsin Counties cooperating. Extension provides equal opportunities in employment and programming including Title VI, Title IX and ADA.

Facilitated and compiled by:

Steve Chmielewski, Community & Economic Development Outreach Specialist and
Ann Wied, Community Development Outreach Specialist with UW-Madison Extension

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SUMMARY

In partnership with the City of Whitewater, UW-Madison Division of Extension facilitated a Strategic Planning Visioning/Goal Setting Process with the City of Whitewater that applied the research of John M. Bryson, author of *Strategic Planning for Public and Nonprofit Organizations*, 5th Edition (2018). Bryson states that Strategic Planning is important for an organization to address/produce “fundamental decisions and actions that shape and guide what the organization is, what it does, and why it does it.” This effort had the following targeted outcomes:

- Community Listening Session will be conducted to include public participation in process.
- Common Council members will be able to explain the importance of strategic issues to constituents along with how they align with the next biennial budget.
- Whitewater Department Heads will increase their understanding of the strategic issues facing their community to inform development of the City’s budget.

Three sessions were planned. First, Extension facilitated a Community Listening Session with City of Whitewater stakeholders. Findings gathered at that session were then applied in a Strategic Planning Goal-setting process (two sessions) with the Common Council, Department Heads, and City Manager. As a result of this process, updated strategic issues were identified and draft goals were developed based on public participation, a review of community and economic data and trends, and an environmental scan. For a complete list of those who participated in the planning process, see Appendix 1.

The five strategic questions below were drafted at the last session. Based on the ranking process, these five were identified as the highest priority for the City to address. These questions helped participants think about strategic issues and how the City can affect the situation. A draft of a strategic goal was also agreed upon by participants and follows each question.

Questions about the Strategic Issues Identified and first draft of Strategic Goals:

1. How will the City use its resources to incentivize developers to build single family houses?
STRATEGIC GOAL: Increase the number of single-family homes by 20 per year for five years.
2. How will the City find ways to communicate without a newspaper (ex: updates about Cravath Park, civic participation opportunities, etc.) STRATEGIC GOAL: Increase understanding of how the community broadly consumes information and become more efficient in sharing information.
3. How will the City support a thriving business community (including business attraction)?
STRATEGIC GOAL: To better understand the underlying issues and then leverage resources.
4. How will the City improve and communicate recruitment and retention efforts with a focus on diversity? STRATEGIC GOAL: To identify metrics to improve retention and evaluate or establish recruitment measures.
5. How will the City navigate the prioritization of its expenditures with available resources? (ex: infrastructure, land use & environment, levy limits, unfunded mandates, landmarks, etc.)
STRATEGIC GOAL: Seek input to identify and prioritize

Following completion of this report, the City Manager, Department Heads, and Common Council will work together to update their biennial budget priorities/objectives and implementation strategies.

PROCESS

Project Preplanning

Extension worked with a small pre-planning team consisting of the City Manager and the Council President to determine details of the process. The Strategic Planning process would include three sessions: a Community Listening Session for the public and the two sessions with Department Heads, Common Council and the City Manager. The pre-planning team developed the public participation component, planned the goals and logistics of each of the sessions, and prepared for visioning with Department Heads, and Common Council. The pre-planning team also developed a communications plan, shared resources, and discussed summative assessments between sessions. The following reports have provided additional background and data for reference through this process:

- Whitewater Police Department 2021 Annual Report
- 2022 Vandewalle & Associates Housing Report
- Whitewater Trade Area Characteristics, 2020
- Community Development Authority Annual Report, 2021
- City of Whitewater 2020 Annual Report and 2021 City Management Plan
- City of Whitewater Small Business Retention and Expansion Strategies Program 2020
- City of Whitewater Brand Book 2022

Community Listening Session with Stakeholders – March 6, 2023

Goals:

- Extension facilitates a discussion around three strategic questions.
- Extension facilitates a discussion to clarify and prioritize strategic issues to share at the next session planned for Department Head, Common Council, and City Manager

In Partnership with the City of Whitewater, UW-Madison/Division of Extension educators facilitated a Community Listening Session on March 6, 2023, with 32 residents and stakeholders to help inform the next steps of the Strategic Planning process. Participants represented nonprofits, residents, the University, Chamber of Commerce, and small businesses of Whitewater. The City of Whitewater promoted and recruited stakeholder participation for this session.

At the Community Listening Session, Extension engaged participants in a community discussion focused around three questions:

- Q1 - What strengths, assets or opportunities does the community have that should be better utilized?
- Q2 - What significant issues or challenges are impacting the quality of life in the City of Whitewater?
- Q3 - What new trends are you starting to see regarding the community and local economy?

Participants prioritized by votes the answers to Question 2. Each participant had five votes. Below are the top 10 answers and the votes they received.

Top Ten issues identified at Community Listening Session:

- Lack of affordable rental housing for families and Lack of single-family housing (27)
- School system declining/under stress (21)
- Lack of an independent grocery store (15)
- Accountability and Entrepreneurial thinking (14)
- Uninviting downtown (beyond and nearby) (11)
- Lack of pre-planning for capital expenses (10)
- Attracting businesses to move here (5)
- Cravath Lake (5)
- Civic participation (lack of) in leadership role and in general (5)
- Lack of 4-Lane highway access - for businesses and visitors (5)

For the full summary of the Community Listening Session, see Appendix 2.

First Session with Department Heads, Common Council and City Manager – March 8, 2023

Goals:

- Extension shares and discusses the results of community listening session
- Extension presents community and economic data
- Extension begins an environmental scan analysis to identify the City's Internal Strengths and Weaknesses, and External Opportunities and Challenges (SWOC)

Extension shared and discussed the results of the Community Listening Session with the City Manager, Department Heads, and Council members. (See above for Community Listening Summary and Appendix 2 for full summary.)

The purpose of the remaining two sessions was for the Department Heads and Council Members to learn about, assess and prioritize current and future issues/opportunities.

At the beginning of the March 8th session with Department Heads, the Common Council and the City Manager, community and economic data sets were shared prior to the start of the environmental scan. A short summary of the community and economic data set is below. For the complete data set, see Appendix 3.

Community and Economic Data

Population and Household. The original 2020 Census count suggested that Whitewater had 14,889 residents, which was an increase of 3.5% since the 2010 Census. In comparison, the United States grew by 7.4% over the same period while Wisconsin grew by 3.6%. However, the U.S. Census Bureau's Count Question Resolution program reassigned 1,248 residents to the Jefferson County portion of the City of Whitewater resulting in a revised population of 16,137 (Source: U.S. Census Bureau Decennial Census).

Not surprisingly, due to the presence of UW-Whitewater, 58.3% of the City of Whitewater's residents are between the ages of 15 and 24 compared to 13.3% in the state of Wisconsin. In contrast, just 12.3%

of Whitewater's population is age 55 and over compared to 31.2% in Wisconsin (Source: U.S. Census Bureau 2017-2021 American Community Survey).

As suggested earlier, the City of Whitewater has a notably smaller share of individuals age 55 or older when compared to the State of Wisconsin. However, an estimated 48.3% of owner-occupied housing units in Whitewater are headed by someone age 55 or older, which is somewhat similar to the Wisconsin average of 54.4% (Source: U.S. Census Bureau 2017-2021 American Community Survey).

Household Income. Whitewater's 2021 median household income of \$39,172 is 58% of the State of Wisconsin's median household income of \$67,080. However, the Whitewater's overall median income is heavily influenced by incomes of individuals under age 25. When considering median household income by different age groups, the incomes of individuals age 25 and over are much closer to those of the state. Specifically, the City of Whitewater's median income for householders ages 25 to 44 years is 92.1% of the state income for the same age group. Similarly, the median income for householders ages 45 to 64 years is 88% of the state median income while householders age 65 years and over have a median income that is 104.0% of the state median (Source: U.S. Census Bureau 2017-2021 American Community Survey).

Workforce. Despite Whitewater's high share of young residents, its dependence on workers from outside the community results in a growing share of employees who are age 55 and over. In 2002, 15.2% of employees working in Whitewater were age 55 and over. By 2019, the share of employees age 55 and over had increased to 24.8% (Source: U.S. Census Bureau LODES).

Almost 6,800 employees work for an employer located in the City of Whitewater. However, Whitewater only has ~5,800 residents with a job. Consequently, there are more jobs located in the City than there are employees living in Whitewater requiring the City to be a net importer of labor (Source: U.S. Census Bureau LODES).

Whitewater depends highly on workers from surrounding communities and counties. Only 20.8% of the employees working in the City of Whitewater also live in Whitewater. Communities that send a notable percentage of workers to Whitewater include Janesville, Fort Atkinson, Madison, Milwaukee, the Town of Whitewater, the Town of Koshkonong and the City of Jefferson (Source: U.S. Census Bureau LODES).

With almost 1,800 employees, the educational services sector is unsurprisingly one of Whitewater's largest industries in terms of total employment. However, the manufacturing sector has almost 2,200 employees and is the largest industry sector in the City of Whitewater (Source: U.S. Census Bureau LODES).

Given that Whitewater draws a significant number of commuters from throughout Jefferson and Walworth counties, it's important to recognize the changing labor market of these areas. Specifically, between 2010 and 2020, Jefferson County's working age population declined by -1.4% and its prime working age population dropped by -6.5%. Similarly, Walworth County's working age population dropped by -1.9% and its prime working age population declined by -12.8% (Source: U.S. Census Bureau Population Estimates Program).

Business Development. A growing share of individuals are business owners in the Walworth County-Jefferson County region. In 1970, just 12.6% of total employment in the two counties was attributed to

non-farm proprietors. By 2021, the region's share of employment arising from non-farm proprietors had increased to 20.6% (Source: Bureau of Economic Analysis).

Environmental Scan/SWOC Analysis

Staff and Common Council then conducted an environmental scan and worked through an analysis of strengths, weaknesses, opportunities, and challenges (SWOC). The purpose is to provide an overall systems view of the organization and the factors that affect it. This helps us to understand the context of the issues, so strategies developed later address the real issues - we want to avoid solving the wrong problems.

Participants split into two groups; each had of a combination of Department Heads and Council Members. Each group then recorded answers to the following:

Internal Strengths: identify the strengths and resources or capabilities that help an organization accomplish its mission and create public value. *Identify high priority strengths and describe them.*

Internal Weaknesses: weaknesses or deficiencies in resources or capabilities that hinder an organization's ability to fulfill its mission and create public value. *Identify the biggest weaknesses and describe them.*

External Opportunities: outside factors or situations that the City can take advantage of to better fulfill its mission and create public value. Identify high-priority opportunities and briefly describe them.

External Challenges: outside factors or situations that can affect the City in a negative way, making it harder to fulfill mission. *Identify high-priority challenges and describe them.*

At the end of the session, each group shared their responses to the above and added to each other lists. To see the full list, see Appendix 4.

Second Session with Department Heads, Common Council and City Manager – March 16, 2023

Goals:

- Extension facilitates a discussion on SWOC results to identify current and upcoming operational and strategic issues.
- Extension facilitates discussion to clarify and prioritize operational and five strategic issues to guide biennial budget development.

The purpose of this session was to review the SWOC analysis and the Community Listening Session Summary and find consensus on the top issues the City of Whitewater should pursue. The group used the top ten Community Listening Session issues (see above) and the draft themes from the SWOC analysis (below) to develop and clarify issues. For full SWOC analysis results, see Appendix 4.

SWOC Draft Themes:

1. Attracting single family houses, including affordable housing...all kinds of housing
2. Attracting a grocery store (challenges and opportunities within industries)
3. Demographic changes

- a. Lack of access to ELL to know services
 - b. Increase in poverty; Diminishing /dwindling private sector support of poverty
 - c. Strain on nonprofits from newcomers
 - d. Workforce challenges (multi-faceted)
 - e. Tight labor market
- 4. Capital access
 - a. Spending more on debt than projects
 - b. Lack of resources for downtown
 - c. Lack of resources
 - d. Unfunded mandates
 - e. Levy limits
- 5. Infrastructure
 - a. Aging infrastructure
 - b. No four-lane road to Whitewater
 - c. Four lane highway to Elkhorn and Cambridge on books for 40 years
 - d. Limited public transportation (sit across 3 counties)
- 6. Mental Health
- 7. Land use and environment
 - a. DNR compliance issues, wastewater
- 8. Community preservation
- 9. City workforce staff (retention and attraction)
 - a. Library needs full time bilingual - staff all departments
 - b. Turnover of staff
 - c. No place for new employees to live and grocery shop
 - d. Quality of work environment
 - e. Some elected officials view staff as dispensable
 - f. Short-staffed in some departments (i.e., public works)
 - g. Overwhelmingly mono-lingual
 - h. Diverse recruitment (expand effort)
 - i. Competitive compensation and benefits
- 10. Need continuous improvement of relationships between staff, council members/committees and the community
 - a. Reputation of being unfriendly = negative perception of doing business in Whitewater
 - b. Engaged Council
 - c. Perception/reputation
 - Perception that Whitewater is not business/developer friendly
 - The perception of the organization and the communication of the organization as broken
 - Public perception that city/local govt is evil (ex: Hard to work with- rules for conditional use?)
 - d. Declining volunteerism
 - Lack of civic involvement
 - Public participation in local election (i.e., not running for office)

- e. Communication
 - Getting communication to front line (Ex: unaware of pay raise)
 - Sub-optimal use of social media
 - Residents not getting enough communications -- Budget extremely tight, 2024 increase levy - Payments from state reduced
- f. Un-organized policies (hot mess) – lack of consistency and clarity of policies and procedures
- g. Reactive not proactive
- h. University unwilling to let City advertise to students and their families

Each issue or challenge was discussed, clarified, and defined resulting in a strategic question to help the group think about updated goals and objectives. After clarifying the question, we asked how this issue relates to the City’s vision, mission, the City’s mandates, internal strengths, internal weaknesses, external opportunities, and external challenges. Finally, the group discussed the consequences of not addressing each issue. A draft strategic goal was developed for the five issues that received the highest votes by those who attended. Below are the top five issues. (To see all Strategic Questions, see Appendix 5.)

Top five strategic issues and criteria:

Strategic Question 1: How will the City use its resources to incentivize developers to build single family houses? (15 votes)

What are the consequences of not addressing this issue?

- Fall farther behind in competitiveness
- Loss of tax base
- Migrating out of City
- Inhibits business to move here or stay here
- Employees who want to live here have no options.

This issue relates to the City’s mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: Increase the number of single-family homes by 20 per year for 5 years.

Strategic Question 2: How will the City find ways to communicate without a newspaper? (i.e., Cravath, civic participation) (12 votes)

What are the consequences of not addressing this issue?

- Perceived lack of transparency
- Misinformation spread by social media and residents
- Could affect retention and recruitment
- Could affect participation in community

This issue relates to the City’s mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: Increase understanding of how the community broadly consumes information and become more efficient in sharing information.

Strategic Question 3: How will the City support a thriving business community, including attracting businesses to move here? (11 votes)

What are the consequences of not addressing this issue?

- Loss of employees
- Loss of tax base
- Loss of residents
- Loss of workers
- Declining reputation

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: To better understand the underlying issues and then leverage resources

Strategic Question 4: How will the City improve and communicate our recruitment and retention efforts (including diversity)? (10 votes)

What are the consequences of not addressing this issue?

- Inability to provide service
- Decrease of quality of service
- Decrease morale
- Decrease tax base

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity and challenge.

GOAL: To identify metrics to improve retention and evaluate or establish recruitment measures.

Strategic Question 5: How will the City navigate the prioritization of its expenditures with available resources (infrastructure, land use & environment, levy limits, unfunded mandates, landmarks)? (10 votes)

What are the consequences of not addressing this issue?

- Failing infrastructure
- Daily fines from DNR
- Loss of confidence in staff (Steve will leave)
- Loss of competitiveness

This issue relates to the City's mission and vision, is a mandate, and is seen as a strength, opportunity, weakness, and challenge.

GOAL: Seek input to identify and prioritize

Conclusion

This effort encompassed a set of concepts, tools and procedures to help the City of Whitewater clarify the strategic issues the organization is facing, and to increase the outcomes in high priority areas while delivering on mission and moving toward the vision. Through the three facilitated Strategic Planning Sessions, participants helped clarify and frame the issues or challenges the City is facing. The City will use these five high priority issues to develop goals and objectives that guide the budget process to create public value.

APPENDIX

Appendix 1 – City of Whitewater Strategic Planning Process Participants

Community Listening Session Participants

Lynn Binnie
Patricia Blackmer
Kellie Carper
Carol Cartwright
Karen Coburn
Virginia Coburn
Julia Danielson
Jessie Dugan
Stephen Fairchild
Robert Freiermuth
Jacob Gildemeister
Elena Gildemeister
Neil Hicks
Stephanie Hicks
Lisa Huempfner
Cole Kallio-Crotteau

Therese Kennedy
Jeff Knight
Joseph Kromholz
Carol McCormick
Bonnie Miller
Chuck Mills
James Olm
Mary Rodgers
Sheryl Rosa
Ryan Rouse
Suzi Schoenhof
Frank Gilbert
David Stone
Patrick Taylor
Elizabeth Thelen
Debra Weberpal

City of Whitewater Staff Participants

Chris Bennett - Neighborhood Services
Eric Boettcher - Park and Rec
Ryan Dion - FD/EMS
Kelly Freeman - FD/EMS
Steve Hatton – Finance
Dianne Jaroch – Library
Derek Johnson - NSO/CSO
Stacey Lunsford – Library

Brad Marcquardt - Public Works
Jonathan McDonell - City Attorney
Wallace McDonell - City Attorney
Dan Meyer – PD
Tim Nuebeck – IT
Michele Smith - City Clerk
Jeremiah Thomas- Finance
John Weidl – City Manager

City of Whitewater Common Council Participants

James Allen - Member
Brienne Brown – Member
Jill Gerber - Member

Carol McCormick - Member
Lucas Schreiber – Member
Lisa Dawsey Smith – President

Appendix 2 – City of Whitewater Community Listening Session Summary, March 6, 2023

At the Community Listening Session, Extension engaged 32 participants in a community discussion focused around three questions.

- Q1 - What strengths, assets or opportunities does the community have that should be better utilized?
- Q2 - What significant issues or challenges are impacting the quality of life in the City of Whitewater?
- Q3 - What new trends are you starting to see in regard to the community and local economy?

At the end of the Listening Session, each participant ranked the challenges identified by the group in Q2 as to what they saw as most important to the City. The results are listed in parenthesis below.

Q1 - What strengths, assets or opportunities does the community have that should be better utilized?

- Generosity of residents NOT underutilized
- Young Auditorium on UW Campus
- Preservation Commission “Landmark Commission” is a certified local government = grant opportunities
- Farmers’ Market
- Centrally located between major cities
- Outside of City limits are destinations for recreation - lakes, kettle moraine, Ice Age Trail
- University summer camps
- Historic resources & historic downtown
 - history of haunted happenings is a tourism driver
- Industrial Park - land available, space for more, attract businesses
- Aquatic fitness center
- Public park land along the lakes, Carvath lakefront
- Access to the University for education, sports, and arts
- Diversity of our Community (i.e., Latino)
 - brings labor force, family values
- Free services for people in need
 - Training, crises intervention, etc.
- Library, arts, cultural arts center
- Largest school of business in the state of WI
 - University services
 - Tech Park
 - Innovation Center

Q2 - What significant issues or challenges are impacting the quality of life in the City of Whitewater? Prioritized by votes with number of votes in parenthesis.

- Lack of affordable rental housing for families and Lack of single-family housing (27)
- School system declining/under stress (21)
 - 50% economically disadvantaged
 - performance measures
 - higher number of English Language Learner students (ESL?)
- Lack of an independent grocery store (15)
- Accountability and Entrepreneurial thinking (14)
 - Stop “we have always done it this way
 - unmotivating
 - not business friendly
 - hurdles for business owners
 - needs to be proactive with the business community
- Uninviting downtown (beyond and nearby) (11)
 - empty buildings (commercial)
 - cleanliness
 - facade
- Lack of pre-planning for capital expenses (10)
 - infrastructure gets put off
 - maintenance delayed
- Attracting businesses to move here (5)
- Cravath Lake!!! (5)
- Civic participation (lack of) in leadership role and in general (5)
- Lack of 4-Lane highway access - for businesses and visitors (5)
- Over reliance on the University (4)
- Population erosion- families not choosing to live here (4)
 - households declining (figure out why)
 - shrinking population
- Public transportation (3)
 - lack of
 - out of county health care, especially for seniors
- Permits-too many needed for events (3)
- Uncertain accountability among City decision makers (1)
- People’s willingness to drive to Janesville and not shop downtown - tough for Whitewater businesses (1)
- What we say both internally and externally about Whitewater (2)

(ex: Negative comments, we don’t like ourselves enough; Marketing done but not with a ‘common voice’)
- Cohesiveness of groups involved in Whitewater- working toward a common goal (1)
- Uncertain accountability among City decision makers (1)
- More youth activities for middle school and high schoolers (1)
- Budget support from State (0)
- Lack of ability to use UW facilities (0)

Q3 - What new trends are you starting to see in regard to the community and local economy?

- Effective entrepreneurialism - support system needed
- “Club” youth teen sport groups - need to get part of it; it is growing & brings people to Whitewater; baseball is happening already
- Whitewater is a “Foodie” location for food, brew, wine, tea, etc.
- Childcare and child health care growing in surrounding communities but not in Whitewater
- Growing influx of new-commers - immigration, refugees, those from Milwaukee
- Not enough money to go around
 - Capital resources are decreasing, and needs are increasing

Whitewater by the Numbers

Community Development Institute
University of Wisconsin-Madison, Division of Extension



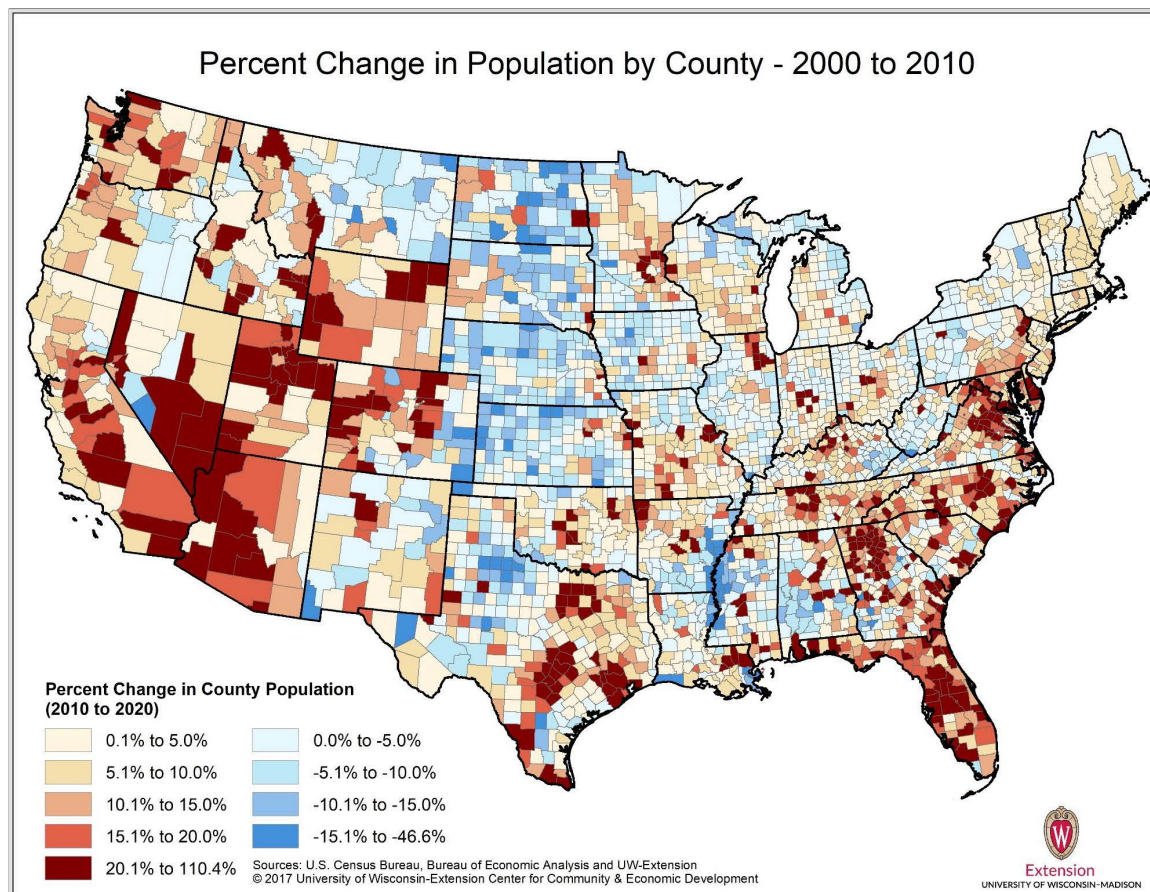
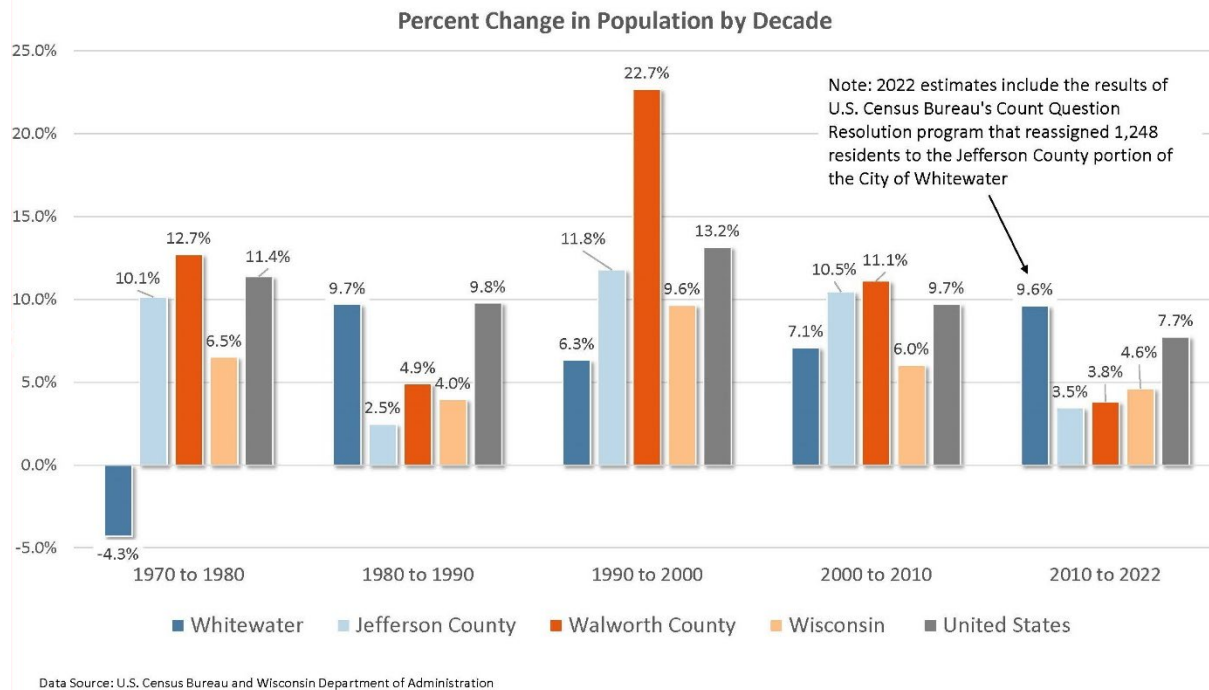
Why Should we Consider Economic and Demographic Data?

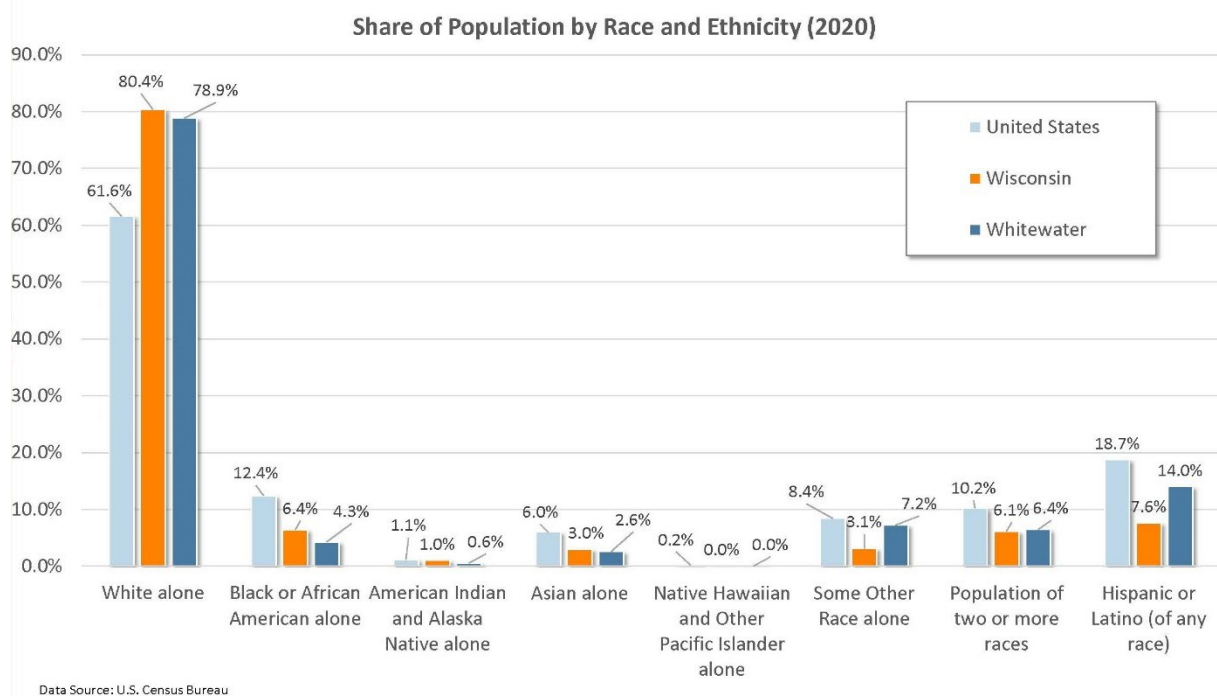
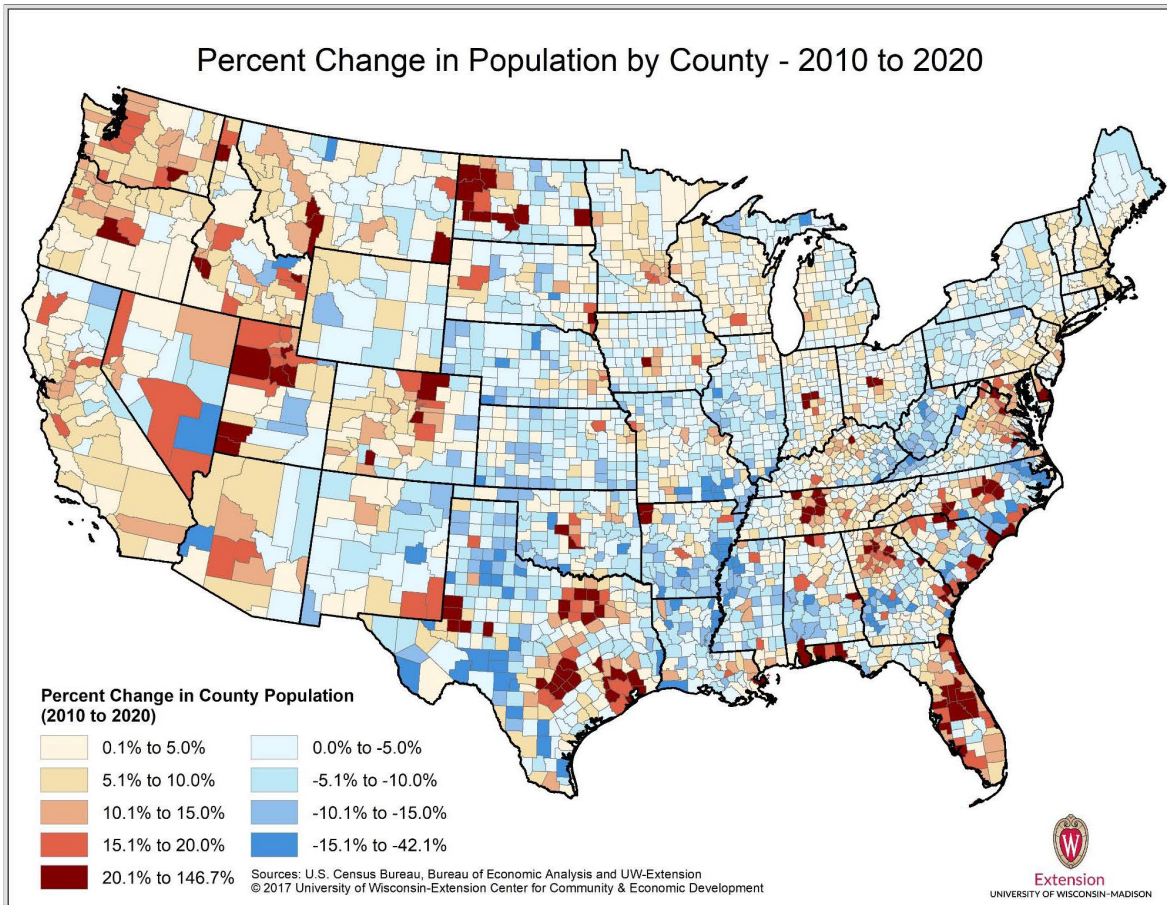
Uses:

- Stimulate discussion;
- Affirm or challenge current perceptions;
- Identify local strengths and weaknesses;
- Recognize and prepare for change.

Considerations:

- Looking for patterns, not a single answer;
- More concerned with trends than precision;
- Focus more attention on comparing figures rather than ranking them.





Worker Flow for City of Whitewater (Q2 2019)

Employees Working in the City of Whitewater

Top 10 County Subdivisions of Residence (n = 6,752)

County Subdivision of Residence	Count	Share
Whitewater city (Walworth, WI)	1,196	17.7%
Janesville city (Rock, WI)	409	6.1%
Fort Atkinson city (Jefferson, WI)	326	4.8%
Whitewater city (Jefferson, WI)	207	3.1%
Madison city (Dane, WI)	163	2.4%
Milwaukee city (Milwaukee, WI)	147	2.2%
Whitewater town (Walworth, WI)	121	1.8%
Koshkonong town (Jefferson, WI)	120	1.8%
Jefferson city (Jefferson, WI)	109	1.6%
Palmyra village (Jefferson, WI)	101	1.5%
All Other Locations	3,853	57.1%

Employees Residing in the City of Whitewater

Top 10 County Subdivisions of Employment (n = 5,831)

County Subdivision of Employment	Count	Share
Whitewater city (Walworth, WI)	1,216	20.9%
Fort Atkinson city (Jefferson, WI)	377	6.5%
Madison city (Dane, WI)	339	5.8%
Janesville city (Rock, WI)	242	4.2%
Milwaukee city (Milwaukee, WI)	237	4.1%
Whitewater city (Jefferson, WI)	187	3.2%
Waukesha city (Waukesha, WI)	132	2.3%
Palmyra village (Jefferson, WI)	106	1.8%
Jefferson city (Jefferson, WI)	84	1.4%
Elkhorn city (Walworth, WI)	80	1.4%
All Other Locations	2,831	48.6%

Data Source: U.S. Census Bureau OnTheMap LODS Data

Worker Flow for City of Whitewater (Q2 2019)

Employees Working in the City of Whitewater

Top 10 Counties of Residence (n = 6,752)

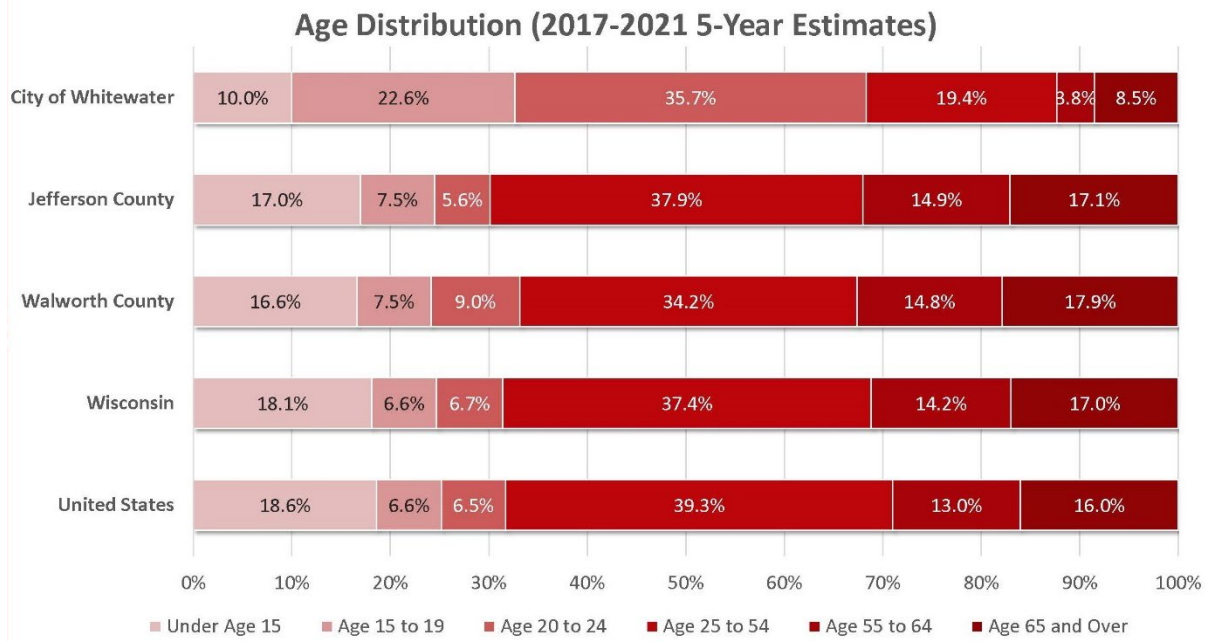
County of Residence	Count	Share
Walworth County, WI	2,089	30.9%
Jefferson County, WI	1,377	20.4%
Rock County, WI	969	14.4%
Waukesha County, WI	542	8.0%
Dane County, WI	372	5.5%
Milwaukee County, WI	300	4.4%
Racine County, WI	131	1.9%
Dodge County, WI	97	1.4%
Kenosha County, WI	89	1.3%
Washington County, WI	48	0.7%
All Other Locations	738	10.9%

Employees Residing in the City of Whitewater

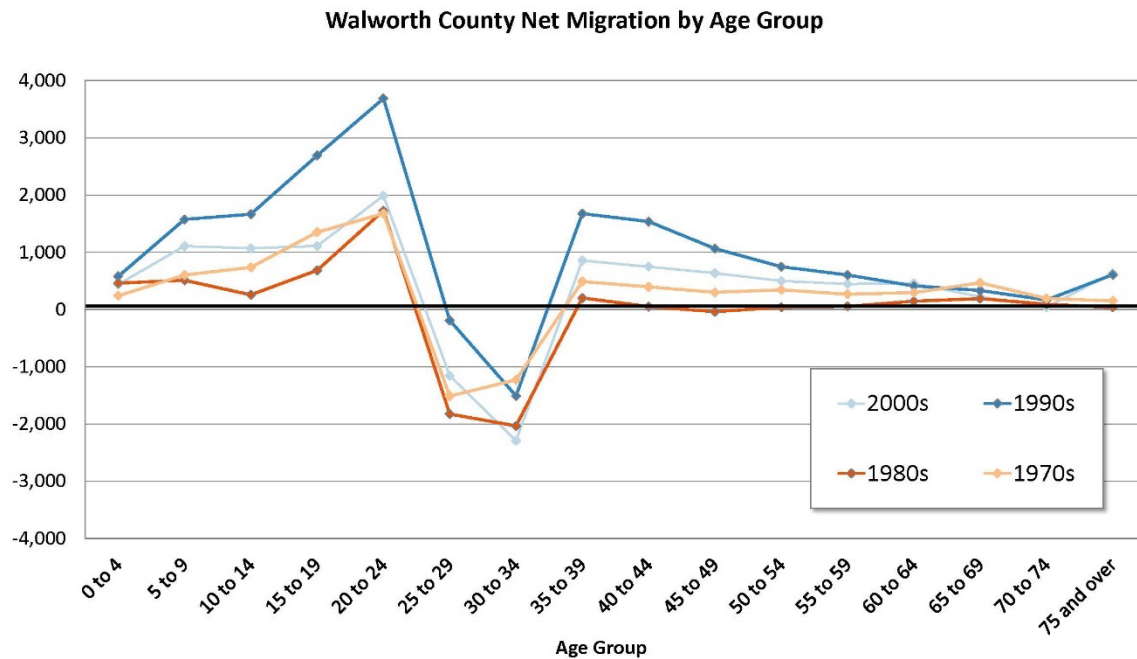
Top 10 Counties of Employment (n = 5,831)

County of Employment	Count	Share
Walworth County, WI	1,599	27.4%
Jefferson County, WI	977	16.8%
Waukesha County, WI	668	11.5%
Dane County, WI	537	9.2%
Milwaukee County, WI	467	8.0%
Rock County, WI	398	6.8%
Racine County, WI	154	2.6%
Cook County, IL	147	2.5%
Kenosha County, WI	117	2.0%
Lake County, IL	78	1.3%
All Other Locations	689	11.8%

Data Source: U.S. Census Bureau OnTheMap LODS Data

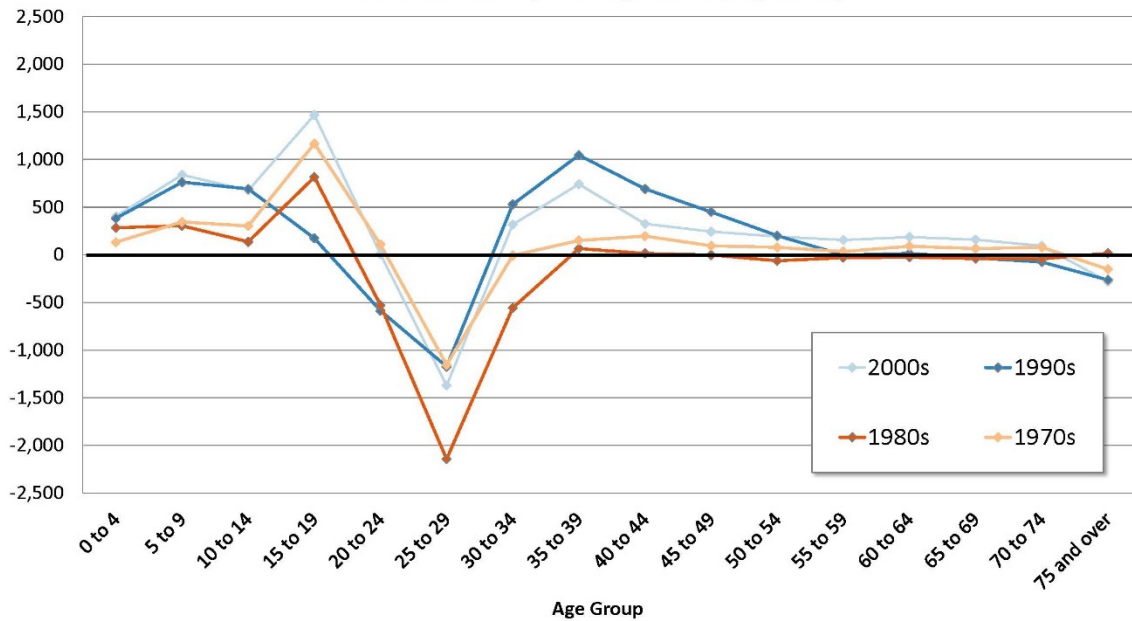


Data Source: U.S. Census Bureau 2017- 2021 American Community Survey



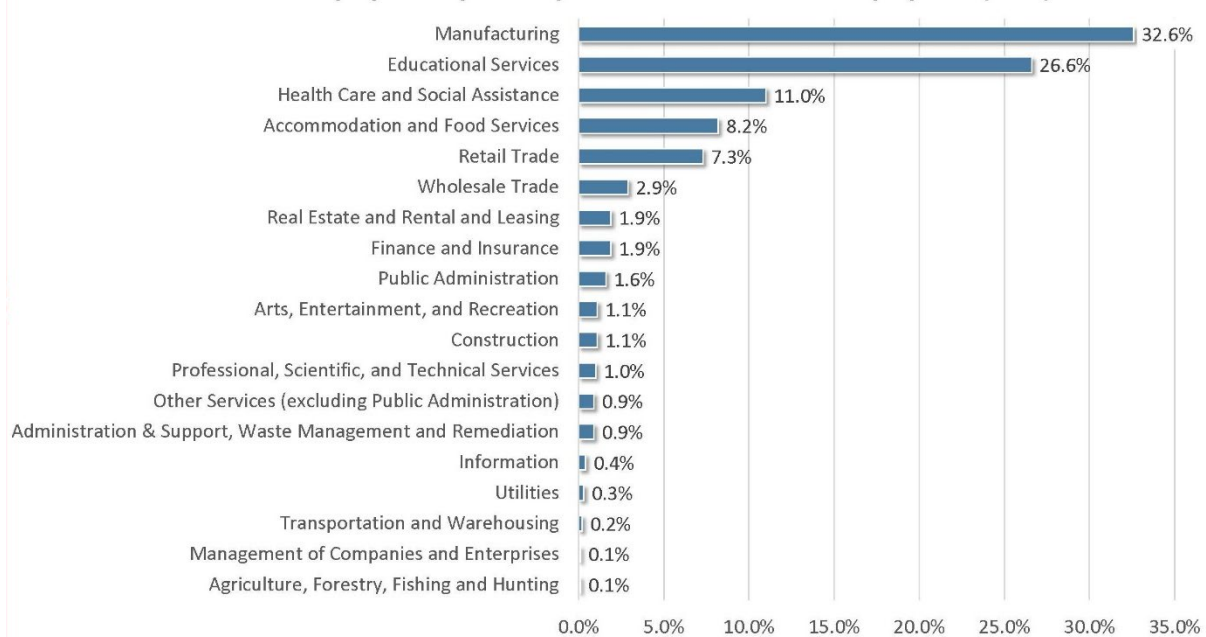
Data Source: Age-Specific Net Migration Estimates for US Counties, 1950-2010. Applied Population Laboratory, University of Wisconsin - Madison, 2013

Jefferson County Net Migration by Age Group



Data Source: Age-Specific Net Migration Estimates for US Counties, 1950-2010. Applied Population Laboratory, University of Wisconsin - Madison, 2013

Whitewater Employment by Industry Sector – Percent of Total Employment (2019)



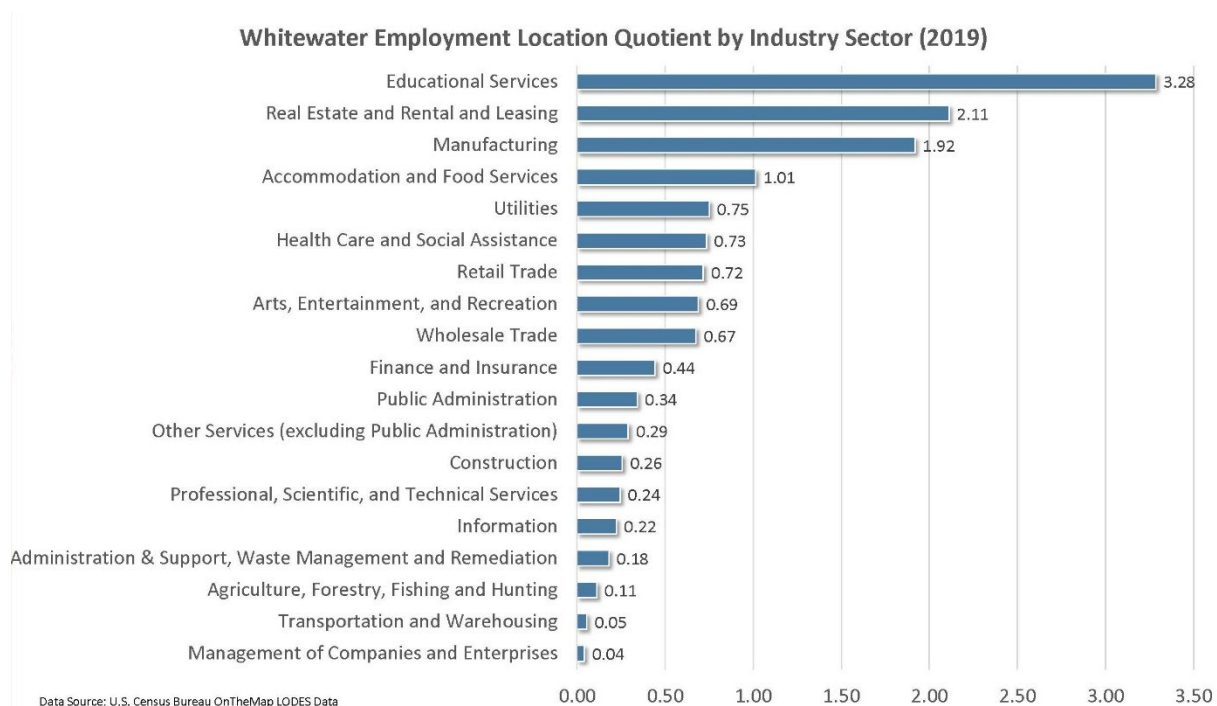
Data Source: U.S. Census Bureau OnTheMap LODS Data

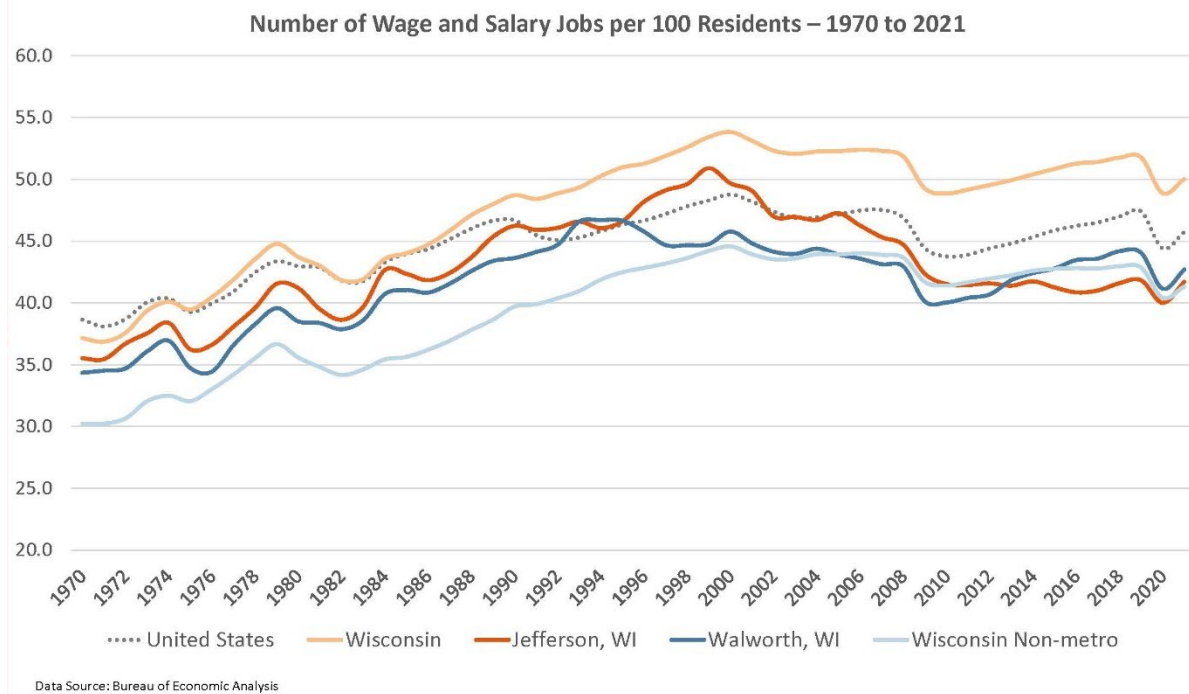
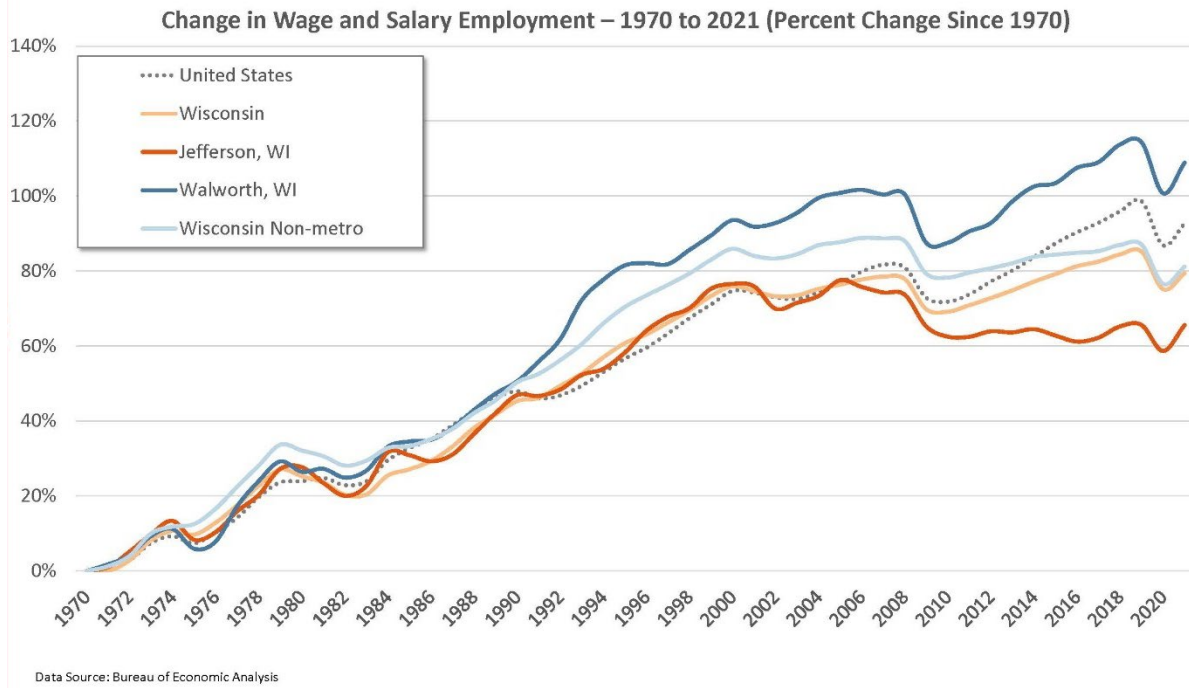
Location Quotients

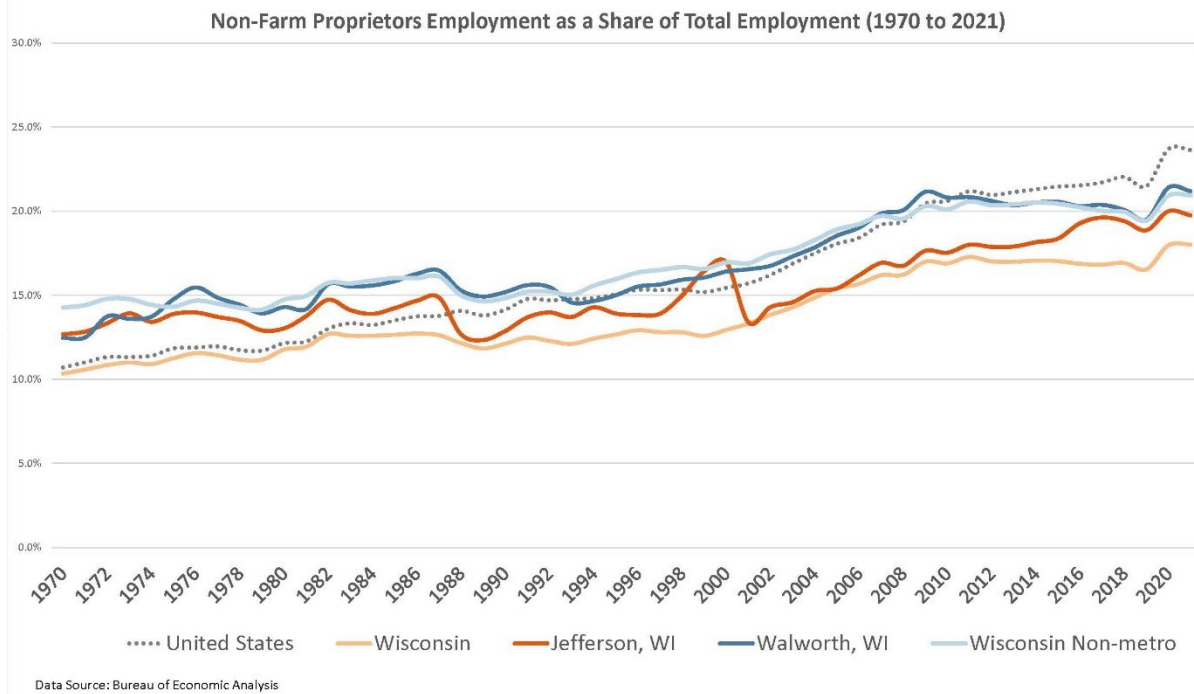
Location quotients compare employment shares in Whitewater's industries to those of the state of Wisconsin...

$$\text{Location Quotient (LQ) for industry (i) in the City of Whitewater} = \frac{\frac{\text{Industry (i) employment in Whitewater}}{\text{Total employment in Whitewater}}}{\frac{\text{Industry (i) employment in Wisconsin}}{\text{Total employment in Wisconsin}}}$$

- Location Quotient greater than 1.0 (1.25) – Suggests an industry is an export activity and is a link to the outside economy (i.e. brings outside \$\$ into the region)
- Indicates industry specialization to some degree



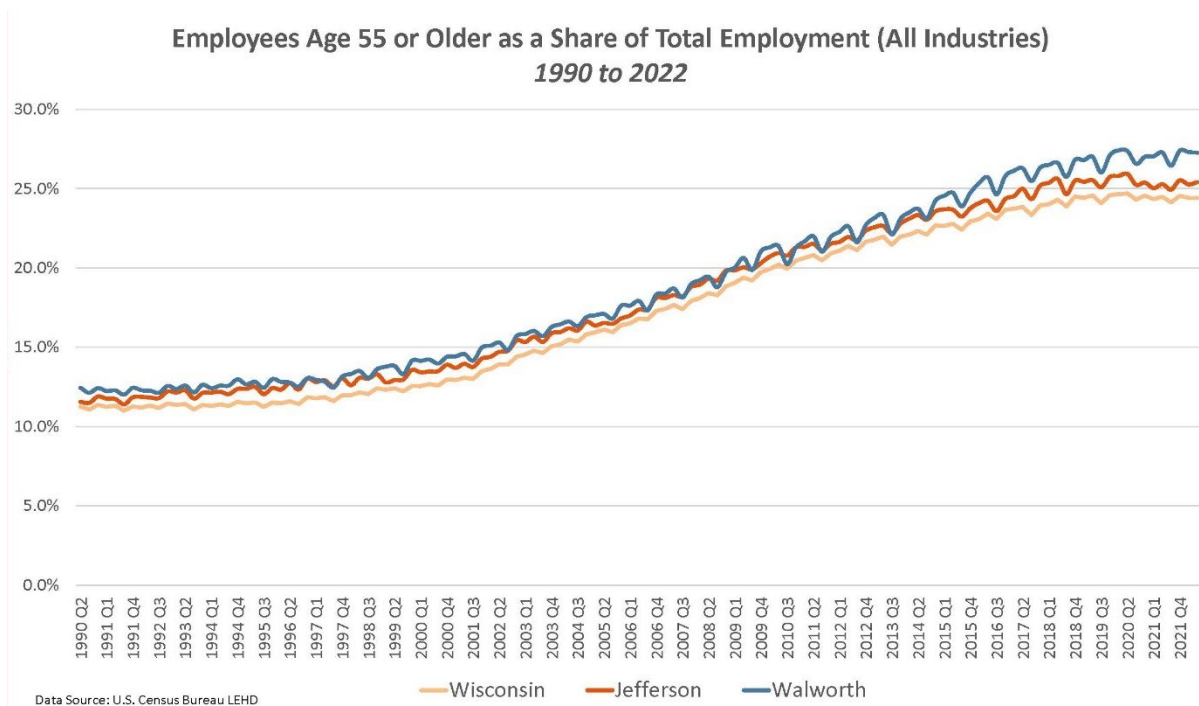
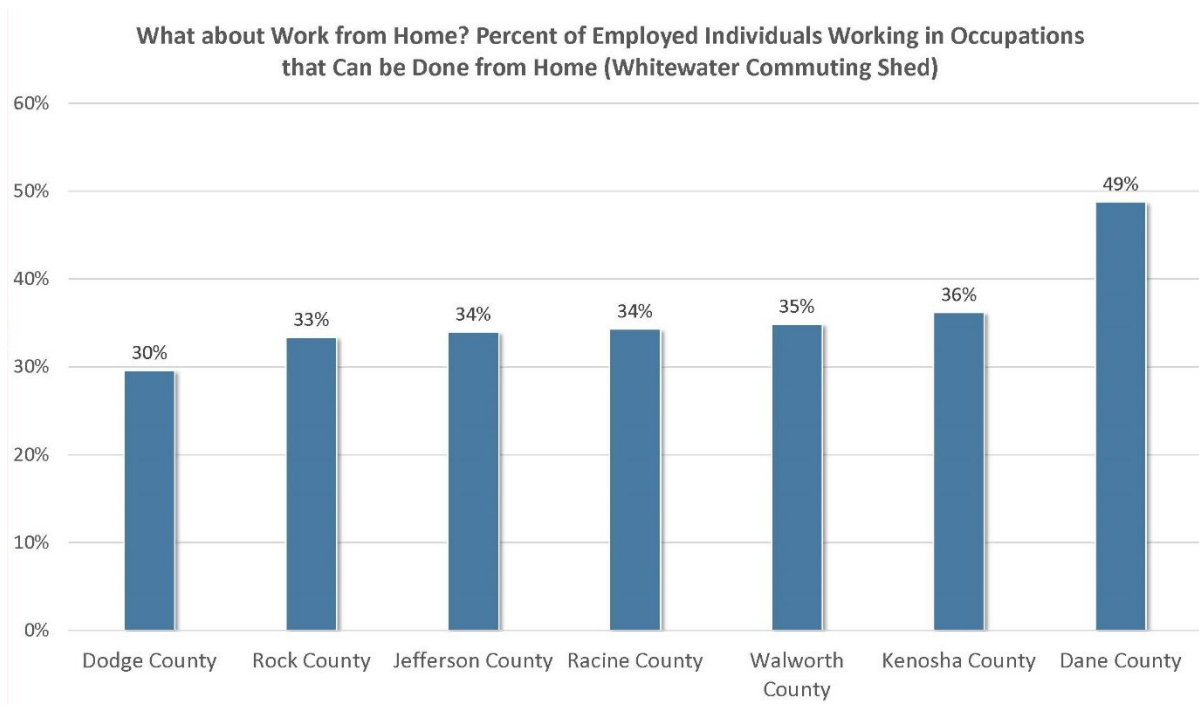




Do Jobs Follow People or do People Follow Jobs?

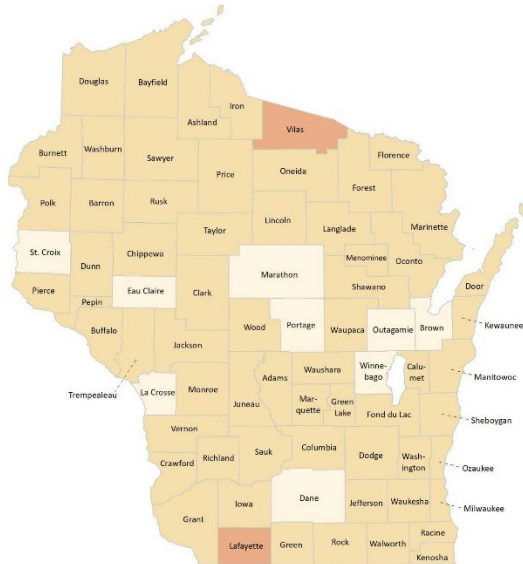


Source: Wyckoff, 2014



Employees Age 55 and Over by County - Q2 2000 to Q2 2021

Employees Age 55 and Over as a Share of Total Employment - Q2 2000

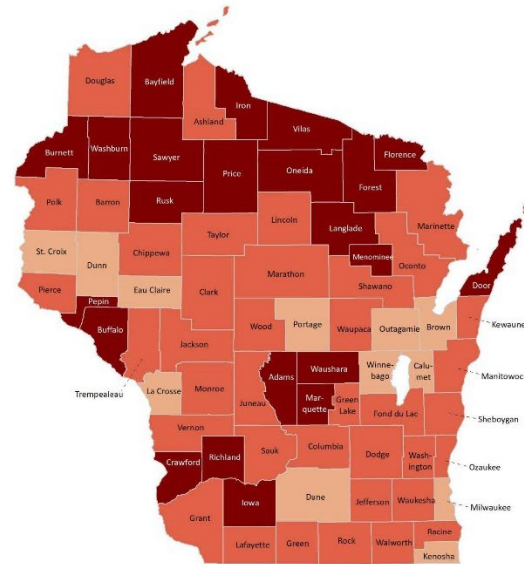


Percent Age 55 and Over (Q2 2000)



Data Source: U.S. Census Bureau

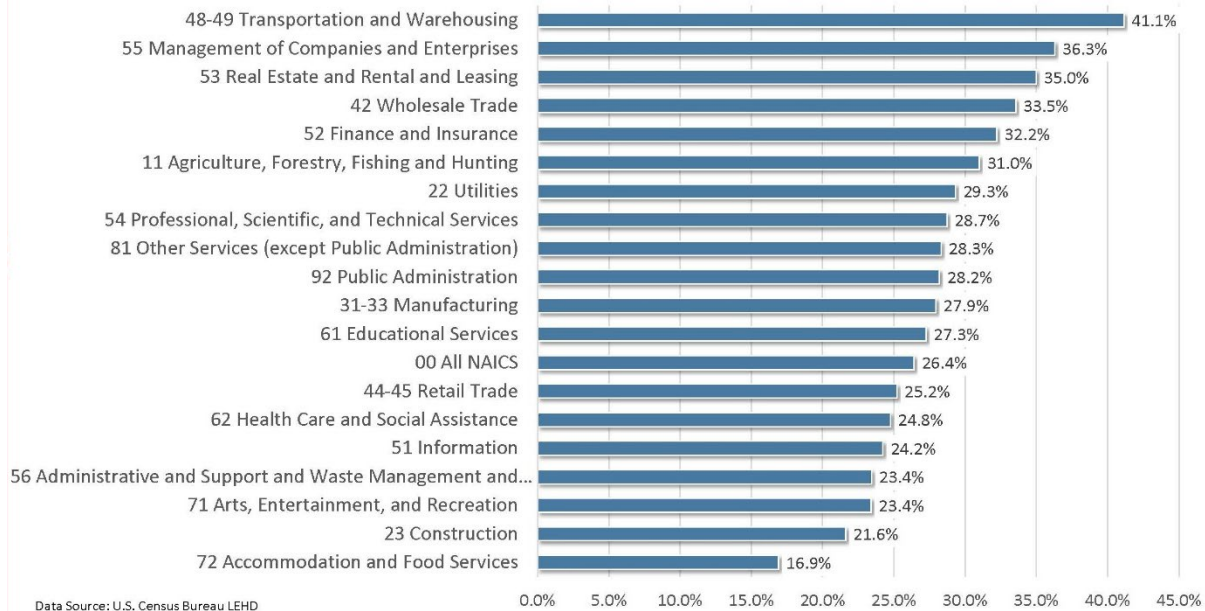
Employees Age 55 and Over as a Share of Total Employment - Q2 2021



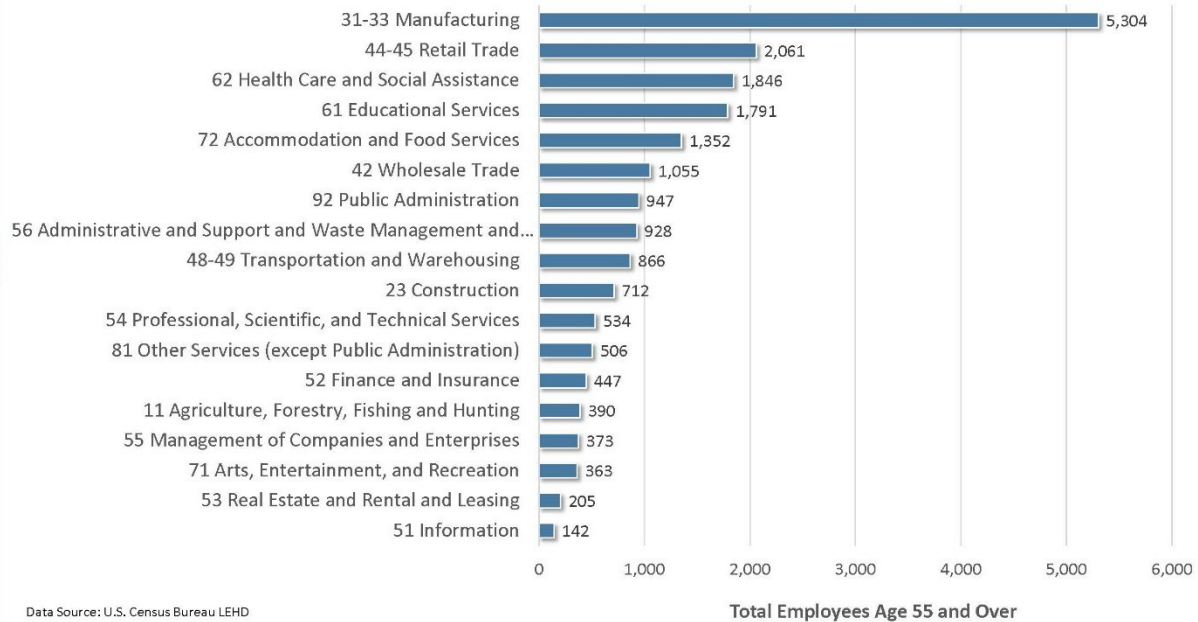
Percent Age 55 and Over (Q2 2021)



Walworth and Jefferson Counties - Employees Age 55 or Older by Industry Sector Share of Employment (Q2 2022)



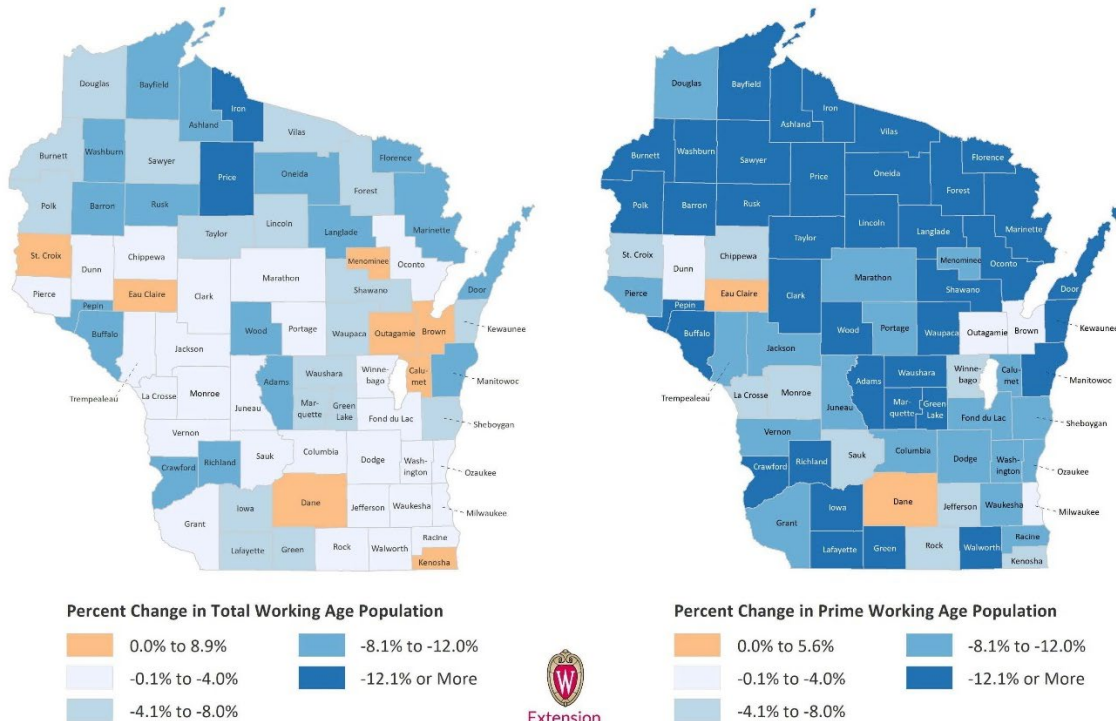
Walworth and Jefferson Counties - Employees Age 55 or Older by Industry Sector Total Employees (Q2 2022)

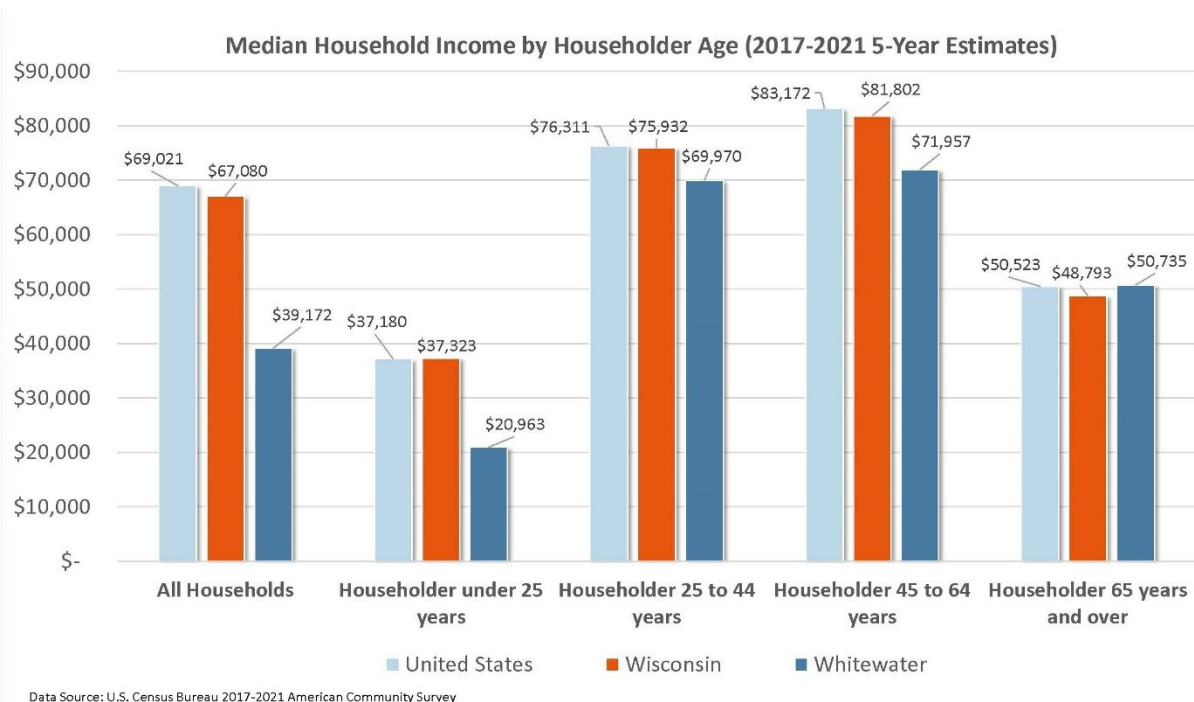
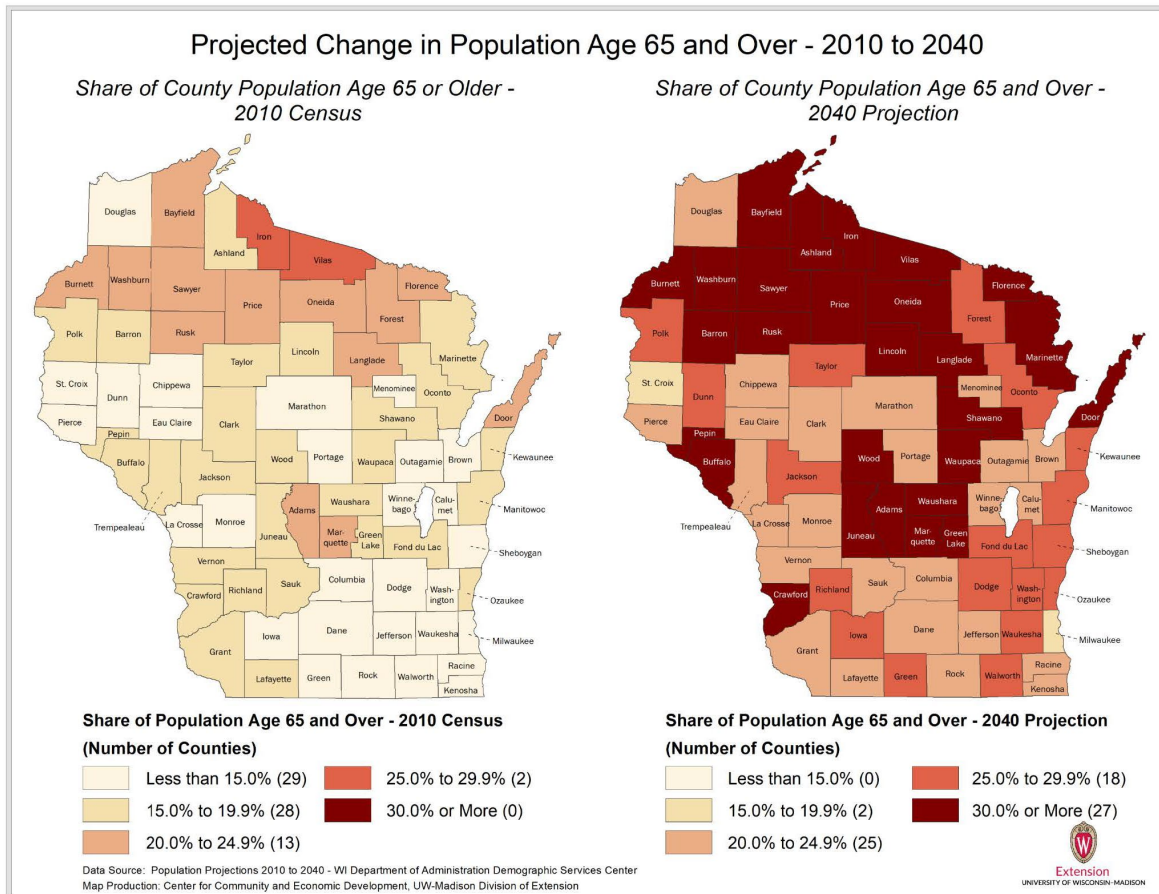


Changes in Total Working Age and Prime Working Age Population - 2010 to 2020

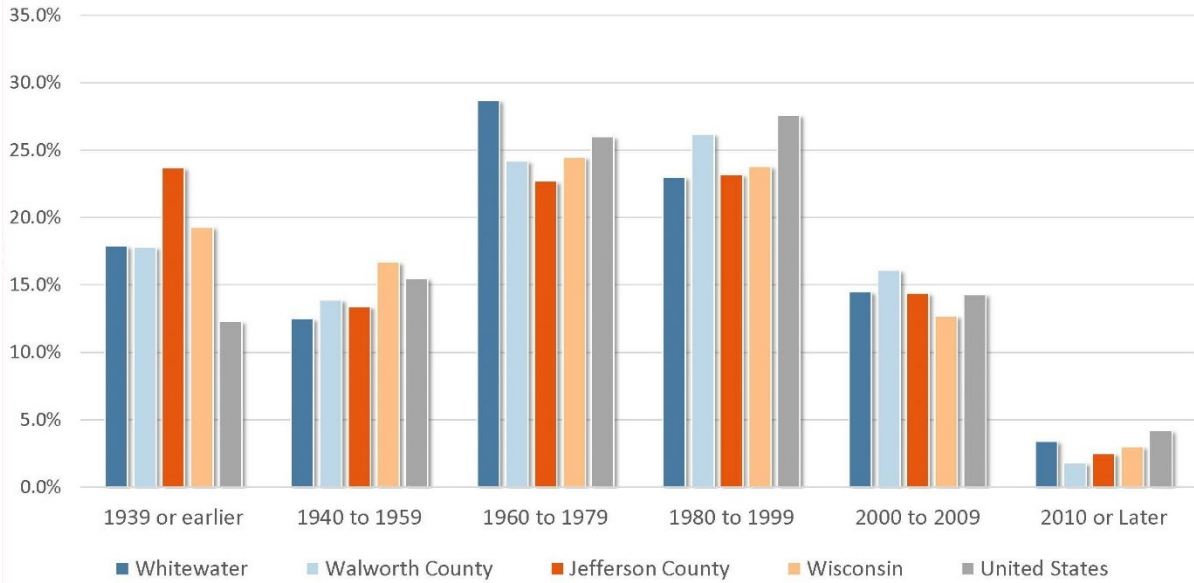
Percent Change in Total Working Age Population
(Age 15 to 64) - 2010 Census to 2020 Estimates

Percent Change in Prime Working Age Population
(Age 25 to 54) - 2010 Census to 2020 Estimates



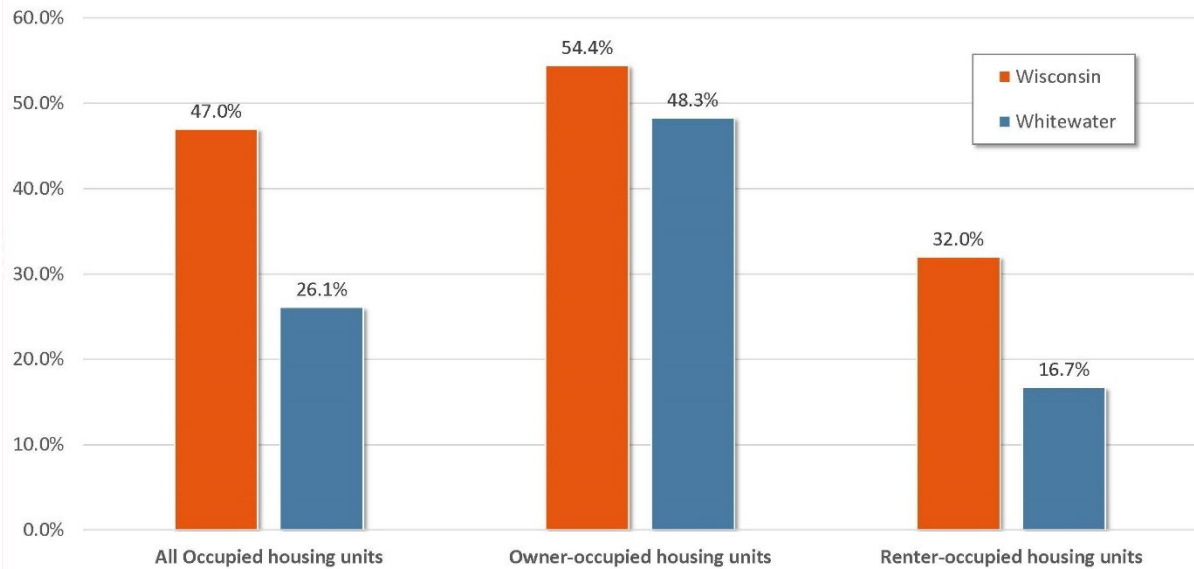


**Year Structure Built – Percent of Occupied Housing Units
(2017-2021 5-Year Estimates)**



Data Source: U.S. Census Bureau 2017-2021 American Community Survey

**Percent of Occupied Housing Units with a Head of Household (Householder)
Age 55 or Over (2017-2021 5-Year Estimates)**



Data Source: U.S. Census Bureau 2017-2021 American Community Survey

Questions about the Data?

Matt Kures
Community Economic Development Specialist

Economic Development Administration University Center
Community Development Institute
Division of Extension
University of Wisconsin-Madison

[https://extension.wisc.edu/community-development/economicdevelopment/
@uwexccd](https://extension.wisc.edu/community-development/economicdevelopment/@uwexccd)

432 N. Lake St, Madison, WI 53706
Phone 608-265-8258 matthew.kures@wisc.edu



Appendix 4 – City of Whitewater SWOC Analysis Summary, March 8, 2023

SWOC: **Internal Strengths** are defined as resources or capabilities that help an organization accomplish its mandates or mission and create public value. Below are the Internal Strengths identified and combined from Groups 1 & 2. Participants were then encouraged to consider some additional options for preserving or enhancing each strength.

- Committed
- Inclusive
- Strong leadership
- Decent facilities (amenities)
- Engaged Council
- Physical location
- Size – biggest City in Walworth County/# of employees
- Reflexive – responsive organization
- Friendly
- Efficient – do a lot with resources that we have
- WAFC
- Robust tool, good resources
- Internal working relationships between departments collaborate with each other
- Promotions and lateral moves – talent retention
- Police – embrace changing demographics, support library; Fire Department volunteer to City service support library
- Flexibility in scheduling for employees, e.g. compressed schedule
- Strong park system, well maintained
- Aquatic center space, baseball program
- Library – trusted source of info City wide support, good for new residents
- Competitive wages and benefits
- Great waste system/testing wastewater and new water tower

Internal Weaknesses are defined as deficiencies in resources or capabilities that hinder an organization's ability to meet its mandates, fulfill its mission, and create public value. Below are the Internal Weaknesses identified and combined from Groups 1 & 2. Participants were then encouraged to consider additional options for minimizing or overcoming each weakness.

- Spending more on debt than projects
- Recruitment of new staff
- Library need full time bilingual - staff all departments
- Lack of access to ELL to know services
- Getting communication to front line – Ex: unaware of pay raise (?)
- Residents not getting enough communications.
 - Budget extremely tight, 2024 increase levy - Payments from state reduced
- Turnover of staff

- No place for new employees to live and grocery shop
- Lack of resources for downtown
- Lack of ordinances and enforcement
- Reputation of being unfriendly = negative perception of doing business in Whitewater
- Quality of work environment – Need continuous improvement of relationships between staff, council members/committees and the community
- Some elected officials view staff as dispensable
- The perception of organization and the communication of the organization is broken
- Sub-optimal use of social media
- Lack of resources
- Short-staffed in some departments (i.e., public works)
- Aging infrastructure
- Un-organized policies (hot mess) – lack of consistency and clarity of policies and procedures
- Reactive not proactive
- Engaged Council
- Overwhelmingly mono-lingual
- Diverse recruitment
- Sizeable portion has retired recently or will retire soon and we lack process documentation
- Onboarding process for not PD positions, - elected and appointed positions as well, - misplaced priorities
- Consistency in record retention
- Competitive compensation and benefits

External Opportunities are defined as the outside factors or situations that the organization can take advantage of to better fulfill its mission, meet its mandates, or create public value. Below are the External Opportunities identified and combined from Groups 1 & 2. Participants were then encouraged to consider what are some options for taking advantage of each opportunity.

- Special events and festivals
- Effigy mounds, white building, water tower
- Community brand
- Town and Gown stigma
 - Not utilizing local foods and services
 - Marketing opportunities to join market
 - Community engagement center
 - Almost commercial kitchen
 - Open to NPOs to use
 - Bring people to town in winter
- \$1.9 M in from TID
- Field of Dreams – state of art field underutilized
- Aquatic Center – can add 300 members with existing capacity
- Acres owned at Business and Tech Park (CDA)

- Cravath Lake to bring in visitors
- Use of amphitheater
- National Guard located attractive to Veteran
- Local builders + expertise + capital + land (ex: near Kwik trip)
- City owned land for smaller lots
- Grocery store
- Change perception that City does not like students
- Students and their families unaware of downtown and what City has to offer and sports
- Celebrate our own diversity
- School District
- College Town
- University resources
- Natural landmarks
- Large workforce that is untapped (newcomers) – so many barriers
- Undeveloped land for housing/businesses/grocery store
- Our location
- There is intent without engagement

External Challenges are defined as the outside factors or situations that can affect your organization in a negative way, making it harder for the organization to fulfill its mission, meet its mandates or create public value. Below are the External Challenges that were identified and combined by participants through a facilitated process. Participants were then encouraged to consider what are some options for overcoming these external challenges.

- Attracting single family houses, including affordable housing
- Attracting a grocery store
- Rapidly changing demographics
- Poverty
- Diminishing /dwindling private sector support of poverty
- Perception/reputation
- Perception that Whitewater is not business/developer friendly
- No 4-lane road to Whitewater
- Disparity of growth University/City
- Declining volunteerism
- Lack of civic involvement
- Strain on nonprofits from newcomers
- Mental health
- Workforce challenges (multi-faceted)
- Limited public transportation (sit across 3 counties)
- Silo
- Communication
- Public perception that City/local govt is evil (es. Hard to work with) *conditional use

- Public participation in local election
- All kinds of housing
- Tight labor market
- DNR compliance issues, wastewater
- Unfunded mandates
- Levy limits
- Supply & demand for materials, equipment (ex., 20 to 30 months for a fire ladder)
- Four lanes – Elkhorn and Cambridge on books for 40 years
- University unwilling to allow advertising to students & families.

Appendix 5 – Strategic Questions – March 16, 2023

At Session #2 with the City Manager, Department Heads, and City Council, participants identified and built consensus around the strategic issues the City is facing. In addition, Strategic questions were developed to identify and prioritize directions to help resolve them. The Strategic Questions that were developed are below. Strategic goals were determined for the five issues that received the highest votes by those who attended.

Strategic Question 1: How will the City use its resources to incentivize developers to build single family houses? (15 votes)

What are the consequences of not addressing this issue?

- Fall farther behind in competitiveness
- Loss of tax base
- Migrating out of City
- Inhibits business to move here or stay here
- Employees who want to live here have no options.

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: Increase the number of single-family homes by 20 per year for 5 years.

Strategic Question 2: How will the City find ways to communicate without a newspaper (i.e., Cravath, civic participation)? (12 votes)

What are the consequences of not addressing this issue?

- Perceived lack of transparency
- Misinformation spread by social media and residents
- Could affect retention and recruitment
- Could affect participation in community

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: Increase understanding of how the community broadly consumes information and become more efficient in sharing information.

Strategic Question 3: How will the City support a thriving business community, including attracting businesses to move here? (11 votes)

What are the consequences of not addressing this issue?

- Loss of employees
- Loss of tax base
- Loss of residents

- Loss of workers
- Declining reputation

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: To better understand the underlying issues and then leverage resources

Strategic Question 4: How will the City improve and communicate our recruitment and retention efforts (including diversity)? (10 votes)

What are the consequences of not addressing this issue?

- Inability to provide service
- Decrease of quality of service
- Decrease morale
- Decrease tax base

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity and challenge.

GOAL: To identify metrics to improve retention and evaluate or establish recruitment measures.

Strategic Question 5: How will the City navigate the prioritization of its expenditures with available resources (infrastructure, land use & environment, levy limits, unfunded mandates, landmarks)? (10 votes)

What are the consequences of not addressing this issue?

- Failing infrastructure
- Daily fines from DNR
- Loss of confidence in staff (Steve will leave)
- Loss of competitiveness

This issue relates to the City's mission and vision, is a mandate, and is seen as an strength, opportunity, weakness, and challenge.

GOAL: See input to identify and prioritize

Strategic Question 6: How will the City use its resources to incentivize developers to build a local grocery store? (8 votes)

What are the consequences of not addressing this issue?

- Basic needs go unmet
- Continued bleed - shop elsewhere (out of Whitewater)
- Less need for single-family homes
- Inability to recruit new businesses

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, weakness, and challenge.

GOAL: (Did not work on this goal at 3-16-23 session)

Strategic Question 7: How will the City educate and find resources for a scope of services for existing and new-comer residents to our current and changing demographics (Including rental market and mental health)? (7 votes)

What are the consequences of not addressing this issue?

- Cannot be proactive (end up being reactive only)
- Staff overwhelmed
- Loss of civil order
- Basic needs go unmet

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: (Did not work on this goal at 3-16-23 session)

Strategic Question 8: How does the City foster an environment that promotes customer service, accountability, and entrepreneurial thinking? (5 votes)

What are the consequences of not addressing this issue?

- Stagnation
- Angry customers
- Absent customers
- Potential criminal activity (i.e., misappropriation of funds)

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, weakness, and challenge.

GOAL: (Did not work on this goal at 3-16-23 session)

Strategic Question 9: How can the elected officials and staff work together to provide consistency and clarity of existing (& new) policies and procedures to promote operational excellence? (3 votes)

What are the consequences of not addressing this issue?

- Chaos and gridlock
- Inefficiency
- Inconsistency of service
- Affects other facets of operations

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, weakness, and challenge.

GOAL: (Did not work on this goal at 3-16-23 session)

Strategic Question 10: How will the City continue to be a good partner with the school district? (2 votes)

What are the consequences of not addressing this issue?

- Jeopardize relationship w/Aquatic Center
- Families leave
- Decrease reputation for community as a whole

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity, strength, weakness, and challenge.

GOAL: (Did not work on this goal at 3-16-23 session)

Strategic Question 11: How will the City create stronger relationships and encourage involvement with staff, elected/appointed officials, community members, businesses, institutions, organizations, and other government institutions? (2 votes)

What are the consequences of not addressing this issue?

- Lack of community
- Disengagement
- Apathy
- Fewer inter government agreements
- Smaller groups of stakeholders making decisions
- Counter to City's Vision
- Affect other strategic issues

This issue relates to the City's mission and vision, is a mandate, and is seen as an opportunity and challenge.

GOAL: (Did not work on this goal at 3-16-23 session)



NON-FINANCIAL STRATEGIES FOR ENHANCING RECRUITMENT & RETENTION

“Do your best until you know better. Then, when you know better, do better” ~Maya Angelou

What is organizational development and why does it matter?

What:

- Ongoing, systematic process
- Involves solving problems
- Enhancing workplace effectiveness
- Behavioral Science based
- Focuses on structures, systems, & processes

Why:

- Enhances adaptability and performance
- Increases employee satisfaction and retention
- Fosters innovation
- Enhances organizational culture
- Builds strong leaders



WHAT INFLUENCES RETENTION?

Why Do People Stay?

- Organizational culture
- Leadership effectiveness
- Compensation & benefits
- Opportunities for advancement
- Work-life balance initiatives
- Recognition & appreciation
- Job satisfaction
- Quality of relationships with colleagues and supervisors
- Alignment of personal values with organizational objectives
- Availability of professional development



**THE SYSTEM PRODUCES WHAT IT'S
DESIGNED TO PRODUCE.**

What is a toxic work environment?

A toxic work environment is characterized by a persistent and pervasive atmosphere that undermines individuals' dignity and well-being.

Examples:

- Discrimination
- Harassment
- Persistent negative communication
- Micromanagement
- Unaddressed conflicts
- Lack of work-life balance

What are the effects?

- Decreased productivity and quality of work
- Increased employee turnover
 - *33% of employees salary*
- Health problems
 - *Increased health premiums and absenteeism*
- Poor team dynamics
- Damage to professional relationships
- Loss of intellectual capital
- Harm to organization's reputation
- Legal and financial repercussions
 - *Lawsuits*

THE GREAT RESIGNATION

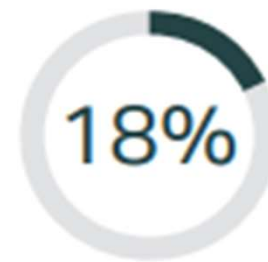
Quiet Quitting



Thriving at work
(Engaged)



Quiet quitting
(Not engaged)



Loud quitting
(Actively disengaged)

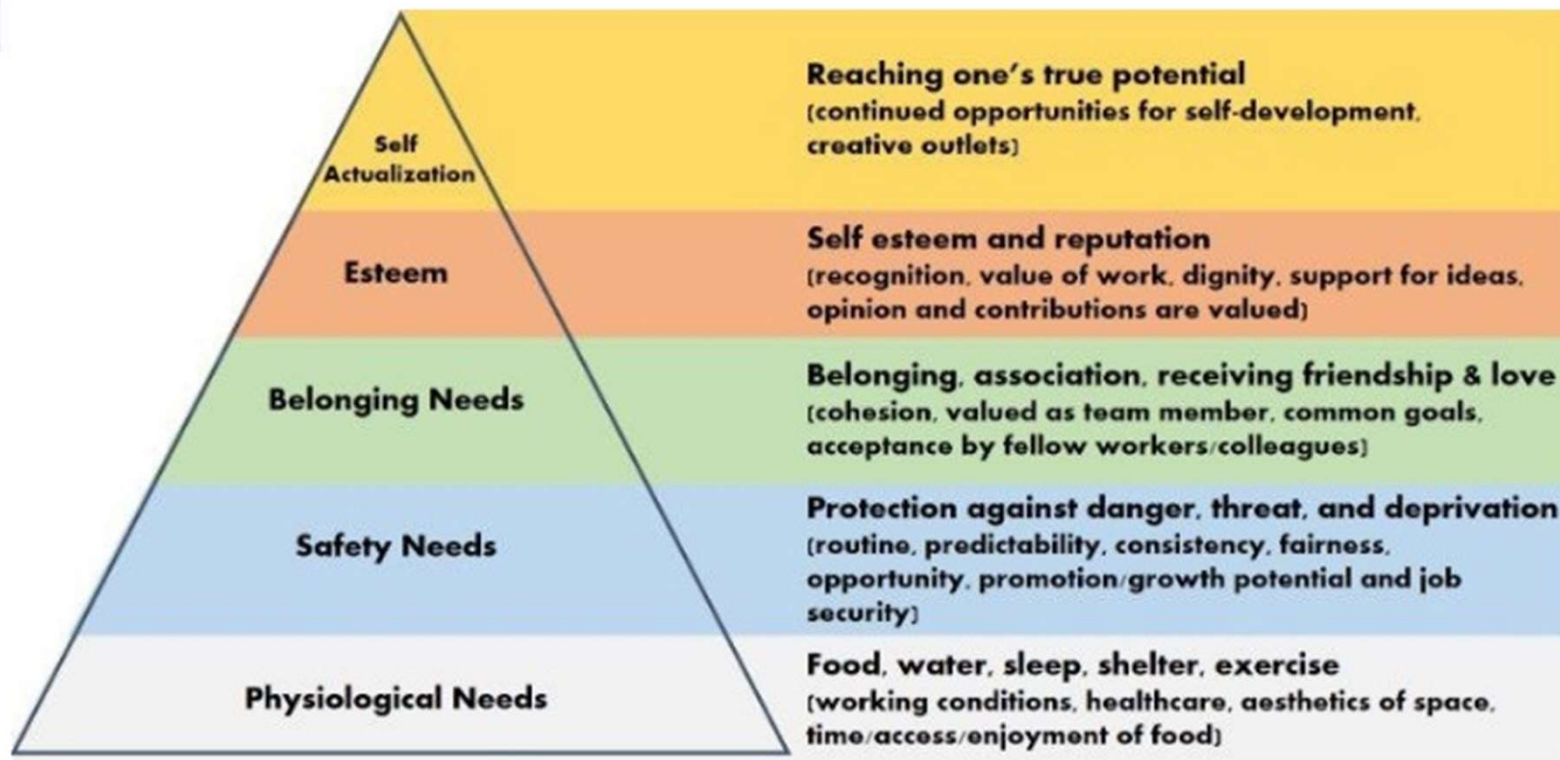
Gallup's State of the Global Workplace: 2023 Report

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REENGINEERING THE WORKPLACE

Where Do We Start?



"The best use of money as a motivator is to pay people enough to take the issue of money off the table." ~Daniel Pink

MOTIVATION VS. ENGAGEMENT

Employee Motivation

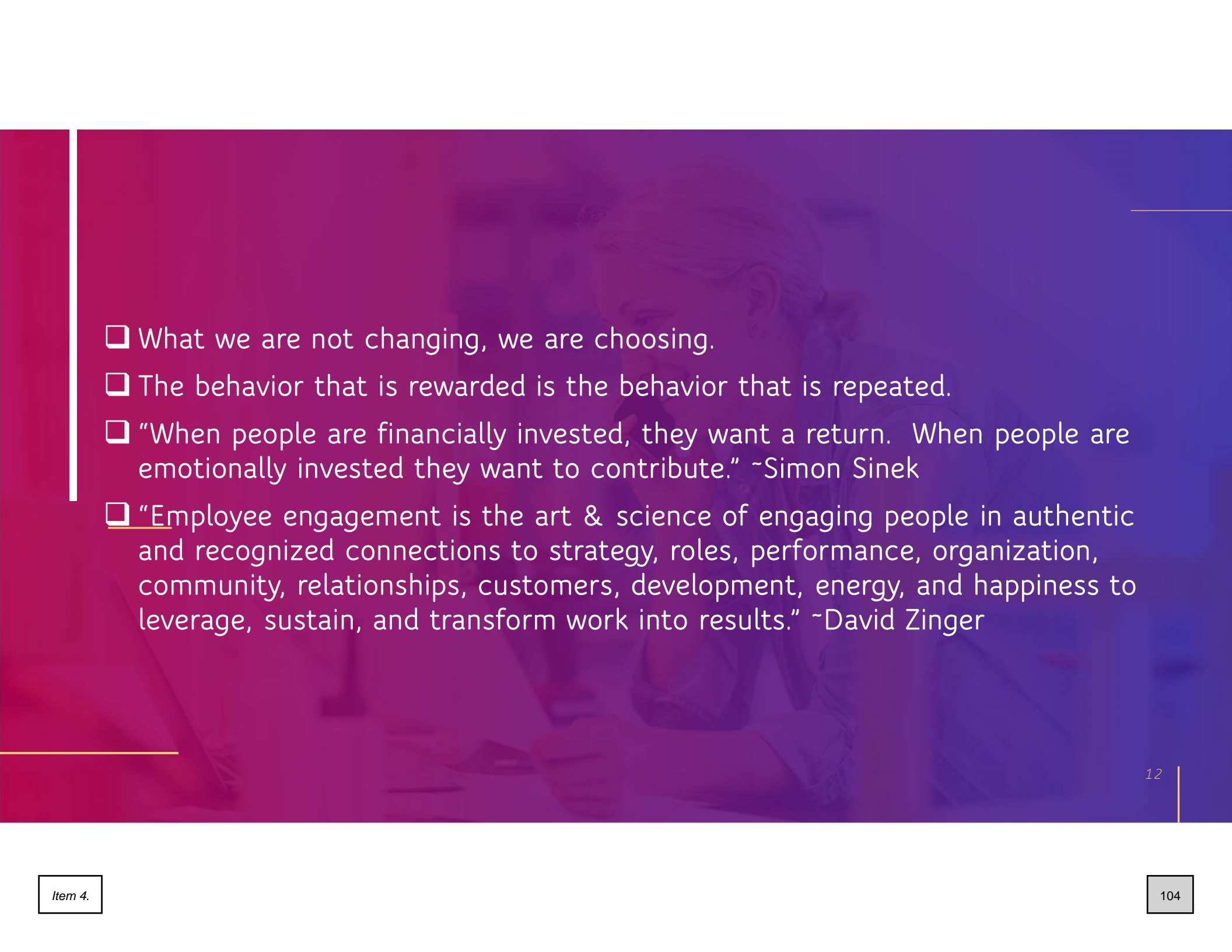
Refers to internal and external factors that stimulate workers to take action towards accomplishing goals.

- Intrinsic
 - Personal growth
 - Fulfillment
 - Satisfaction of achievement
- Extrinsic
 - Pay raises
 - Bonuses
 - Rewards or recognition

Employee Engagement

Refers to the emotional commitment and sense of passion towards one's job, organization, values and goals.

- Low turnover rates
- Increased productivity
- Loyal

- 
- ❑ What we are not changing, we are choosing.
 - ❑ The behavior that is rewarded is the behavior that is repeated.
 - ❑ “When people are financially invested, they want a return. When people are emotionally invested they want to contribute.” ~Simon Sinek
 - ❑ “Employee engagement is the art & science of engaging people in authentic and recognized connections to strategy, roles, performance, organization, community, relationships, customers, development, energy, and happiness to leverage, sustain, and transform work into results.” ~David Zinger

- 
- B – Behavior

What needs to change?

- E – Effect

How does the behavior effect others?

- A – Alternate Behavior

What is the appropriate behavior?

- R – Results of new behavior

What are the benefits?



Thank you

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