



Village of Bellevue Strategic Plan

FY 2015 – FY 2019

Adopted: June 25, 2014



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Why We Have a Strategic Plan

Strategic planning in the municipal setting prescribes a systematic process that enables Village leadership to understand numerous future conditions in which the Village will exist, establish consensus about how best to achieve a vision and develop actions that will help make it happen – all within the context of available financial and human resources.

A strategic plan can be a complex process involving many months of work and may include community surveys, special committees or work groups, trend and forecast analysis, SWOT analysis and more. The work required however, does not diminish the need for officials and employees to have a guide to achieving our mission.

This plan is organized into five strategic areas that include goals, objectives and actions. These were developed by utilizing the existing planning tools and reports currently used by the Village including the following:

- Comprehensive Plan, 2012-2032
- Comprehensive Outdoor Recreation Plan, 2011-2015
- Pedestrian, Bicycle and Safe Routes to School Plan, 2011
- Comprehensive Annual Financial Reports (CAFR)
- Financial Management Plan, 2011
- Municipal Services Survey, 2009
- Village Administrative & Financial Policies
- Village Municipal Code
- Capital Improvement Plans and Operating Budgets
- Department Annual Reports
- Village Hall Expansion and Facility Studies
- Fire Department Organizational & Salary Study, 2012
- Wage and Compensation Study, 2014
- Department of Public Works Strategic Plan, 2011
- Fire Department Strategic Plan, 2006-2015

Our Mission

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As elected officials and employees of the Village of Bellevue we are dedicated to serving our community by providing quality public services, implementing innovative policies and being responsive to everyone who lives, works and visits our community.

Our purpose is to make Bellevue the best place to raise a family, own a business and enjoy a high quality of life. To accomplish this purpose effectively, we share a commitment to work together to hold ourselves accountable, to maintain the highest integrity and to lead by example.

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The Strategic Plan is a guide and is designed to accommodate changing circumstances while retaining a commitment to primary strategic areas and goals. Performance measures can be used to track our progress and help us determine if reevaluation is necessary. Each department of the Village will use the Strategic Plan to evaluate its mission, goals and objectives of a given year. These are reflected in each department's budget and annual reporting. For example, our Finance Department recognizes that receiving the Government Finance Officers Association annual award for excellence in financial reporting is an important part of being an effective and accountable government. Time and resources will therefore be committed to achieving this objective.

While finding time and resources to plan can be difficult, the Village of Bellevue is committed to making it a priority. With this Strategic Plan we will effectively work together to achieve our mission and make Bellevue a "Great Place to Grow".

Respectfully submitted,

Angela Gorall

Angela Gorall
Village Administrator



Our Values

The Village of Bellevue is guided by the following core values. Each of these values is represented in the Village Mission Statement. These values help guide the long-term and day-to-day actions of our elected officials and all Village employees.

Dedication

Focusing our efforts on the people we serve through our dedicated public service. Providing quality customer service, being accessible to those we serve and maintaining a dedication to the performance of our work.

Quality

Maintaining a standard in the work we perform that is detail oriented, professional, competent, consistent, researched and presented in a quality manner. We support continuing education, professional development and training for all our staff.

Innovation

Providing a culture in which innovative ideas and changes that help us achieve our goals in new ways is supported and encouraged. Supporting risk-taking in a responsible manner that makes the Village a leader in the services we provide.

Responsiveness

Providing timely action to the people we serve and problems we solve through teamwork and dedicated officials and staff. We provide assistance and communication with those we serve beyond expectations.

Accountability

Being open and transparent in the services we provide and how we provide them. Accepting our failures and successes in an open and transparent manner.

Integrity

Encouraging a culture of ethical decision making, honesty and integrity in which all the services we provide and decisions we make are done so in a fair and equitable manner. We strive to inspire trust and confidence in our government.

Leadership

We are a leader in Wisconsin local government and through our teamwork each employee, official and volunteer is also a leader in the service they provide to our community. We provide excellent communications within our organization to encourage teamwork and leadership.

Village Strategic Areas

Our Strategic Plan has five primary strategic areas that reflect our existing plans/reports, our mission and our values. Each theme is followed by a listing of goals and objectives. Understanding how goals and objectives are defined within the context of this plan is important. Goals are big steps towards accomplishing our mission. They are not easily reached and they are aligned with our values. Goals are broad, value-based statements expressing our preferences for the term of this plan. They specifically address key issues, opportunities and desires that affect the community. Objectives are smaller steps that are needed to meet these goals. They should be specific, measurable, attainable, timely and directly related to the goal. For each strategic area, actions are also provided. These actions are specific steps refined by Village staff and officials for achieving objectives.

Periodic review and adjustment will be necessary over the planning period. We will track our progress through regular reporting on our objectives and actions and they will be incorporated over time into our other planning tools including the annual budget report.

2009 Municipal Services Survey Key Findings

In 2009, the St. Norbert College Survey Center conducted a Bellevue Municipal Services Survey on behalf of the Village. The goal of the survey was to gather information from residents to determine how they felt about current municipal services. While an updated survey is recommended, the key findings from the survey, as listed below, continue to serve as a valuable tool for this plan and future decision making.

- The Village of Bellevue has both a long-term population and a fair amount of transition and growth. This population mix indicates that the Village maintains a strong residential base with a growing need for current and future housing expansion. Many list quality of life and affordable housing as the main attractions for the community.
- The vast majority of the survey population considers the Village as a good to excellent place to live. Five percent (5%) feel it is fair and only 1% feel the community is a poor place to live.
- Sixty-three percent (63%) say growth has been the major change over the past five years.
- The overall majority of Bellevue's survey participants felt that all of the services the Village offers are very or somewhat important to Village residents. When rating the importance of municipal services, most participants favored essential infrastructure services (street conditions, collections, etc.) and emergency services more highly than less vital Village offerings (parks, athletics, internet access, etc.).
- A slight majority (53%) of respondents would be willing to pay higher property taxes to maintain important existing municipal services while a plurality (48%) would not be willing to pay higher taxes to increase or add new services. However, if the Village eliminated or reduced



less important services, 33% of respondents would like to see the savings applied to increasing more important services.

- Eighty-five percent (85%) of respondents are satisfied with the quality of information the Village provides regarding its policies and services. Furthermore, the majority of survey participants would likely use a Village web site for various information searches and request applications. A slightly lesser amount would use the site to pay for products or services.
- Among major concerns respondents mention that Bellevue needs to address as well as the one improvement they would make include updating zoning codes to address Smart Growth, stabilize property taxes, and ensure good services along with the addition of sidewalks and road improvements.
- When respondents were asked what types of additional housing or businesses they would like to see in Bellevue, most indicate that they would like to see more single-family homes (90%), community services (82%) (library, post-office, etc.) and restaurants (78%).
- A majority of survey participants (65%) would like to see additional pedestrian trails for recreational purposes and many (57%) would like the addition of sidewalks in new and existing subdivisions to connect neighborhoods, get children to school and to encourage pedestrian travel to commercial areas of the Village.



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Strategic Area 1: Healthy Economy & Development

The following goals, objectives and actions were developed with guidance from the Village Board and the Economic Development Advisory Board in 2014. The Village of Bellevue Comprehensive Plan, 2012-2032 and documents from the Village's first Tax Incremental Finance (TIF) District #1 provided the basis for this Strategic Area. Goals, objectives and actions provided were intended to provide a one to two year strategy; therefore review by year three should be planned.

Goals

- ❖ Broaden the tax base and strengthen the Village's economy and employment base through expansion of the current balance of commercial and industrial activity.
- ❖ Promote an attractive mixed commercial/industrial/residential area at the interchange of STH 172 & CTH GV.
- ❖ Evaluate and promote the economic development opportunities of the CTH EA corridor (South Huron Road).



Healthy Economy & Development Objectives

Goal 1: Broaden the tax base and strengthen the Village's economy and employment base through expansion of the current balance of commercial and industrial activity.

- **Objective 1:** Identify additional areas for industrial and commercial activities compatible with surrounding land uses.
- **Objective 2:** Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific and management industries.

Actions:

- Evaluate the FLUP and identify areas where an alternate land use designation is feasible.
- Identify a list of available commercial and industrial sites that could be maintained for possible new development opportunities.
- Refine our Business Retention Visits with relevant questions and identify businesses that are a priority for retention visits.
- Identify how other committees/groups/associations could play a role in retention and attraction.
- On a semiannual basis, evaluate the need for a professionally developed market study/evaluation for defined areas of the Village or the Village as a whole to assist in the achievement of economic goals and objectives.

Goal 2: Promote an attractive mixed commercial/industrial/residential area at the interchange of STH 172 & CTH GV.

- **Objective 1:** Work with regional economic development partners and realtors to market a development plan for the STH 172/CTH GV area.
- **Objective 2:** Maintain adequate utilities and transportation infrastructure so new businesses can begin construction in a timely manner.

Actions:

- Partner with brokers in the GV/172 area to identify a vision for area.
- Identify possible improvements that could be made in regard to infrastructure that would open up development opportunities and engage key players to have open discussions on timing.

Goal 3: Evaluate and promote the economic development opportunities of the CTH EA corridor (South Huron Road).

- **Objective 1:** Further define areas of the corridor best suited to capture economic growth and any challenges to implementing desired land uses.

Actions:

- Continue to evaluate the FLUP for the corridor and proceed with any recommended changes to achieve desired land uses.
- Evaluate any challenges to infrastructure development within the corridor and develop options for consideration by the Village Board.
- Refine current Village promotional materials and the website to further promote and market the area for opportunities once further defined.

The following goals, objectives and actions were primarily developed from guidance in the Village of Bellevue Comprehensive Plan, 2012-2032; Financial Management Plan, 2011; Village Administrative & Financial Policies; Village External Communication Plan, 2014; Village operational budgets and the guidance of the Village Board.

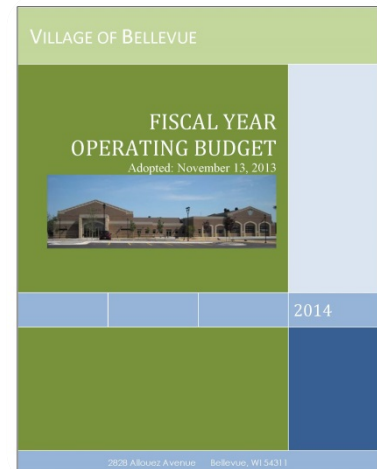
- ❖ Provide the highest quality fiscal management and accountability with a focus on tax rate stability and maintenance of a high bond rating.
- ❖ Quality and effective customer service shall be of the highest standards with an emphasis on communication and transparency.
- ❖ Expand and improve our performance reporting that focuses on results, performance measures, goal achievement and annual reporting.



Goal 1: Provide the highest quality fiscal management and accountability with a focus on tax rate stability and maintenance of a high bond rating.

- **Objective 1:** Ensure financial reports, annual operating budgets and capital improvement plans are of high quality and detail to improve decision making and long-term planning.
- **Objective 2:** Continually evaluate opportunities for alternative funding sources, internal efficiencies and technology improvements to maintain tax rate goals in a sustainable manner while focusing on the strategic goals for our community.

- Develop Comprehensive Annual Financial Reports (CAFR) and annual budget reports that qualify for and are recognized by the Government Finance Officers Association (GFOA) for excellence.
- Improve the annual Capital Improvement Plan to include higher levels of detail, a focus on long-term debt planning, consensus on priorities and thorough evaluations of potential alternative funding options. Any major capital projects (>\$100,000) must include an analysis of potential grant funding availability.





- Prior to the initiation of any new services, provide an analysis that evaluates impacts to current staffing, operations and fiscal impacts.
- Annually select a minimum of two current Village services for a review of efficiency, cost-effectiveness, performance, lean management, etc.
- Achieve consensus on a plan to address building and facility needs (including 3100, 2828, 1811, Josten Park enclosed shelter, salt storage, cold storage and a potential community center) due to their significant impact on long-term borrowing.
- Within the term of this plan, complete an updated Financial Management Plan.
- Actively participate and seek opportunities to cooperate and partner with other municipalities and Brown County to help us achieve our goals.

Goal 2: Quality and effective customer service shall be of the highest standards with an emphasis on communication and transparency.

- **Objective 1:** Continually evaluate and adapt our communication tools to meet the needs of our customers and encourage informed and educated customers knowledgeable about the services we provide.
- **Objective 2:** Encourage opportunities to further engage our customers in future Village strategic planning and decision making.

Actions:

- Recognizing that our website is one of our best communication tools, evaluate our current website for its effectiveness, ease of use, content and ability to grow with the Village. Make recommendations as necessary for improvements.
- Continue to implement and monitor the effectiveness of the Village External Communication Plan (social media strategy) launched in March of 2014.
- Every other year, provide all Village employees a refresher on Village values with an emphasis on ethical decision making and desired customer service practices.
- Establish a defined procedure for providing resident communication on Village special assessments with clear deadlines and expectations established by the Village Board for staff to implement.
- Establish a defined file structure for Village electronic files (on Village servers) and records management systems to improve employee efficiency and collaboration to better meet customer needs.





- Determine the use of Village surveying (similar to the 2009 survey) or other methods to assist in future strategic planning.
- Continue to provide a Village of Bellevue Citizens Academy.

Goal 3: Expand and improve our performance reporting that focuses on results, performance measures, goal achievement and annual reporting.

- **Objective 1:** Identify performance measures for each Strategic Area as identified in this plan and promote the development of department level performance measures.

Actions:

- Within six months of the adoption of this Strategic Plan, create a detailed list of each action and or objective and a means to report our performance. Integrate as appropriate into the annual budget process.
- Review annual reports currently created by Village departments and establish a more formal process for completing such reports, deadlines, distribution and reviews by the Village Board.
- Working with Department Directors and Village employees, develop goals and a timeline for how to implement a Village wide performance management system. Identify data needs, resources required and obstacles to achieving such a system.



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Strategic Area 3: Quality Infrastructure & Asset Management

The following goals, objectives and actions were primarily developed from guidance in the Village of Bellevue Comprehensive Plan, 2012-2032; Village Administrative & Financial Policies; Village operational budgets and the guidance of the Village Board.

Goals

- ❖ Provide the highest quality water, dependable sanitary service, effective sanitation services and quality stormwater management at reasonable rates for our customers that directly pay for such services.
- ❖ Provide a system of asset management for all Village infrastructure and facilities that provides for improved decision making and efficient maintenance and replacement.
- ❖ Provide new infrastructure that allows developable land to meet market demands while being constructed to standards that will serve the community with a safe, healthy and functional systems for the long-term in a cost-efficient manner.



Quality Infrastructure & Asset Management Objectives

Goal 1: Provide the highest quality water, dependable sanitary service, effective sanitation services and quality stormwater management at reasonable rates for our customers that directly pay for such services.

- **Objective 1:** Ensure the Village maintains and updates as necessary plans, policies and procedures for each utility to meet regulatory requirements, demands for services and maintenance requirements.
- **Objective 2:** Continually identify opportunities for improving efficiencies within each utility by analyzing services provided, reviewing available technology and utilizing staff skills and experience.

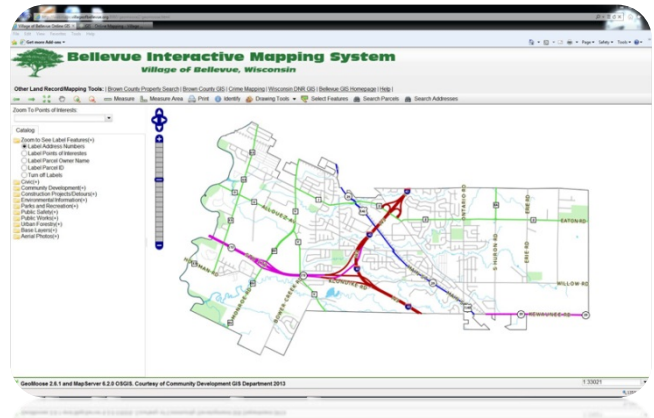
Actions:

- During the planning period, develop a strategic plan that identifies all current regulatory requirements, mandates and other key goals/policies of each major utility and/or public works service area and identify existing deficiencies in meeting such requirements and a plan to address them.
- Set annual goals for reducing water losses and clear performance measures to achieve such goals.

- Implement an infiltration and inflow inspection program and create performance measures for monitoring effectiveness.
- Actively participate in the Northeast Wisconsin Stormwater Consortium (NEWSC) to stay informed on changing stormwater regulations.
- Develop key measures for evaluating the successful implementation of new water meters.

Goal 2: Provide a system of asset management for all Village infrastructure and facilities that provides for improved decision making and efficient maintenance and replacement.

- **Objective 1:** Inventory all Village assets and identify the means and methods in which they are currently assessed, managed and measured.
- **Objective 2:** Maintain and continually improve the Villages GIS systems, mobile integration and availability to Village employees and our customers.



Actions:

- Develop an asset management system for buildings and grounds management.
- Develop an improved asset management system for our Village fleet.
- Continue to evaluate and recommend options for a more comprehensive Village asset management system.
- Work to develop performance measures for each Village asset.
- Develop a strategic plan for the GIS system identifying how existing data will be maintained and updated and what new information will be added.

Goal 3: Provide new infrastructure that allows developable land to meet market demands while being constructed to standards that will serve the community with a safe, healthy and functional systems for the long-term in a cost-efficient manner.

- **Objective 1:** Assess current Village policies and procedures for working with developers on the implementation of new infrastructure development and recommend changes necessary to best meet the goals of the Village.





- **Objective 2:** Ensure the Village provides permitting, review, and inspection programs that encourage desired growth within the Village while ensuring those benefitting are paying for such services.

Actions:

- Evaluate the current Village process of special assessments and confirm such procedures will meet the road improvement needs of the Village in a manner acceptable to elected officials.
- Annually review and update the Village fee schedule.
- Assess two to three previous development projects (that required Village infrastructure installation) and recommend changes as necessary to the Village Board to ensure the goals of this plan are being achieved.
- Pre-plan for any areas within the Village in which the establishing of a new TIF district to assist with infrastructure development would be recommended should future conditions warrant.



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Strategic Area 4: Great Neighborhoods & Quality of Life

The following goals, objectives and actions were developed from guidance in the Village of Bellevue Comprehensive Plan, 2012-2032; Pedestrian, Bicycle and Safe Routes to School Plan, 2011; Comprehensive Outdoor Recreation Plan, 2011-2015 and the guidance of the Village Board and Park Commission.



Defining “Quality of Life” for the Village of Bellevue will be an on-going effort with future plans. Providing a high quality of life for the Village is not an independent metric, it involves all other strategic areas as identified in this plan. It effects our economic development, the services we provide and why residents and businesses choose Bellevue over other locations. This key decision that property owners, developers, business owners, etc. make is more and more tied to a community’s quality of life than location or other factors. Quality of life is often defined as including seven key indexes which include: vitality, earning, learning, after hours, around town, cost of lifestyle and social capital.

Goals

- ❖ Maintain the Village’s existing parks and recreation facilities to high quality standards and plan for improvements and new facility needs of the community in a collaborative and sustainable manner.
- ❖ Provide a pedestrian and bicycle transportation system that effectively connects points of destination; such as schools, parks, businesses, public facilities and places of worship and recognize the value such facilities provide to the community.
- ❖ Through Village regulations, policies and good planning; provide neighborhoods that maintain property values, meet housing demands, enhance the character of the Village and maintain a competitive cost of living.

Great Neighborhoods & Quality of Life Objectives

Goal 1: Maintain the Village’s existing parks and recreation facilities to high quality standards and plan for improvements and new facility needs of the community in a collaborative and sustainable manner.

- **Objective 1:** Update the Village’s existing Comprehensive Outdoor Recreation Plan (CORP) and implement resulting recommendations and priorities.
- **Objective 2:** Through Capital Improvement Planning and operational budget development, identify and thoroughly evaluate and plan for all maintenance needs, replacements, new projects and available funding opportunities.

Actions:

- Continue the process to complete a Needs Assessment for the Parks & Leisure Services Department in 2014 and utilize information to update the CORP document.
- Identify any grant opportunities and collaborative relationships that can assist the Village in meeting its goals and evaluate their feasibility.
- Identify the long-term staffing and/or contractual needs to meet the desired standards of quality and amount of facility and recreational needs in the future.
- Update the Village Urban Forestry Strategic Plan and/or create a Village Emerald Ash Borer (EAB) Management Plan.

Goal 2: Provide a pedestrian and bicycle transportation system that effectively connects points of destination; such as schools, parks, businesses, public facilities and places of worship and recognize the value such facilities provide to the community.

- **Objective 1:** Through Capital Improvement Planning, identify and thoroughly evaluate and plan for new facilities.
- **Objective 2:** Maintain the pedestrian and bicycle transportation system in a cost effective manner.



Actions:

- Update as necessary and incorporate sidewalk and trail projects (and any aesthetic or lighting features) into the annual Capital Improvement Plan as identified in the Pedestrian, Bicycle and Safe Routes to School Plan.
- Update and implement Village regulations and policies for winter maintenance of sidewalks and trail facilities.
- Develop an inspection and maintenance program for existing facilities to ensure their proper maintenance and safety.
- Develop a communication plan for working with residents on facility maintenance, new facility planning and promotion of existing facilities in the Village.
- By 2015, initiate the process for updating the existing Village Pedestrian, Bicycle & Safe Routes to School Plan originally adopted in November, 2009.

Goal 3: Through Village regulations, policies and good planning; provide neighborhoods that maintain property values, meet housing demands, enhance the character of the Village and maintain a competitive cost of living.



- **Objective 1:** Provide special assessment policies, fees schedules, impact fees, utility costs, etc. in a fair and equitable manner that meet Village goals and continue to make the Village a desirable place to live and develop.
- **Objective 2:** Work with developers to provide neighborhood and multi-family designs that meet the identity and aesthetic goals of the Village while also meeting high Village standards for infrastructure development and installation.

Actions:

- Evaluate the Village special assessment policies, communications and financing procedures and implement any changes as supported by the Village Board.
- Annually review and update the Village fee schedule.
- Identify the availability of existing residential development opportunities and the ability of such inventory to meet market demand. Identify any issues (external or internal) that limit the Village's ability to attract residential development opportunities.
- Identify and standardize the process for the infrastructure installation required for development (particularly developer agreements, design requirements, engineering, bidding processes, inspection processes, fees, etc.).
- Identify opportunities to differentiate Bellevue neighborhoods from other municipalities through design, access, public spaces, urban forestry, aesthetics, etc.
- Monitor existing land use acreages/percentages to ensure a desired proportion or mix of uses is being implemented.



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Strategic Area 5: Responsive & Quality Public Safety

The following goals, objectives and actions were developed from guidance in the Village of Bellevue Comprehensive Plan, 2012-2032; Fire Department Organizational & Salary Study, 2012; Department Annual Reports and the guidance of the Village Board and Fire Commission.

Goals

- ❖ Provide quality and responsive services in the areas of law enforcement, fire prevention, fire suppression, emergency medical services and emergency management and ensure services are provided in a sustainable, efficient and well planned manner to meet the demands of a growing community.



Responsive & Quality Public Safety Objectives

Goal 1: Provide quality and responsive services in the areas of law enforcement, fire prevention, fire suppression, emergency medical services and emergency management and ensure services are provided in a sustainable, efficient and well planned manner to meet the demands of a growing community.

- **Objective 1:** Continue MABAS and cooperative efforts with other departments, municipalities and agencies and continually evaluate new opportunities for cooperation to achieve goals.
- **Objective 2:** Continually evaluate available information on public safety services and demands to ensure responsiveness goals are being achieved and develop strategies as necessary to meet long-term demands.
- **Objective 3:** Ensure current and future staffing, facility and equipment strategies meet desired levels of service.

Actions:

- Implement the recommendations of the Fire Department Organizational & Salary Study, 2012 and update as necessary as the Village grows.
- Re-evaluate the number of needed Paid-on-Call (POC) firefighters by station and identify any obstacles to maintaining a high quality POC system.
- Adopt an updated Village Emergency Operations Plan (EOP) and implement necessary on-going training and preparedness planning.
- Establish key performance/statistical measures to be used in evaluating the need for additional contracted law enforcement services. Consider benchmarking to other communities.

- Upon completion of the 2014 Needs Assessment process being conducted by the Parks & Leisure Services Department, create a plan for the utilization of Fire Station No. 2.
- Provide an analysis of current and future Village emergency medical services and achieve a consensus on how such services will be provided in the short and long-term.
- Through the Capital Improvement Plan, continue to evaluate and plan for the establishment of fire training facilities in the Village.
- Complete a review and update as necessary all Fire Department Standard Operating Procedures and Guidelines.
- Maintain or improve the current Village ISO rating.

