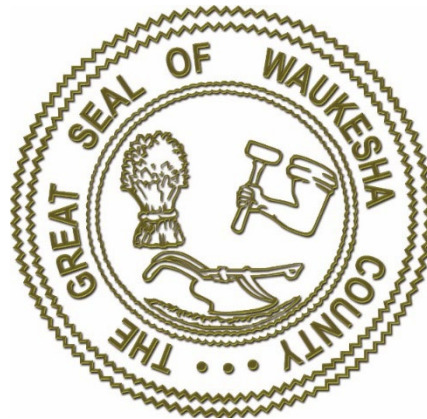


Waukesha County
Department of Public Works

Strategic Plan

2023 - 2025



“Waukesha County Department of Public Works strives to provide quality infrastructure and services that meet or exceed the needs of our customers.”

**-Allison Bussler
Director of Public Works**

Acknowledgements

For their contributions to this project, we recognize and thank the following:

DPW – Engineering Services division

Nate Beth – Civil Engineer
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DPW – Administration

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Allison Bussler – Director, Department of Public Works

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Reader’s Guide: How to Read the Strategic Plan

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Thanks for reading Waukesha County Department of Public Works’ Strategic Plan.

This plan provides an overview of what Waukesha County leadership aims to achieve over the next three years and how this Department aims to meet those goals.

Note: Consider this Strategic Plan a high-level look at problem-solving initiatives. As such, a reader may not encounter data on all departmental activities (as found in an Operational Plan). We [welcome your questions and feedback](#) any time!

What’s an Objective?

In this Strategic Plan, an Objective is a milestone to be reached. It must be **specific**, **measurable**, **attainable**, **realistic**, and **time-bound** (aka **SMART**).

Each objective appears in two places: In a list that shows all of our goals in one place, and on its own page (example below, right).

Owner: The member of our team that is accountable for this Objective.

Feel free to contact Waukesha County to discuss any objective – just ask for the person listed here. We do the very same!

Strategy: What must be accomplished in order to achieve our objective?

A company that sells fruit snacks may set an objective to “increase sales.” One of their strategies is to pioneer new points of sale beyond supermarkets and vending machines, like commercial air travel, pizza delivery, and pro sporting events.

Like each Objective, a Strategy has an **owner** who guides efforts for its completion and success. Find this in the center column.

In the right-hand column, please find the **timeframe** for each strategy. This represents each strategy’s deadline.

Performance measures:

A graphic or image show the progress and status of each Objective’s success.

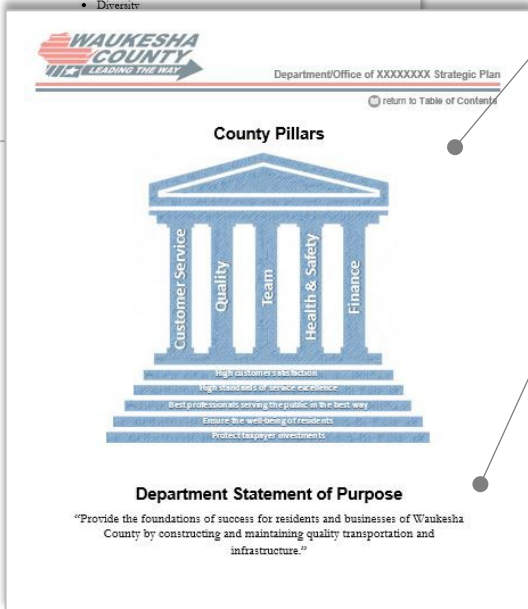
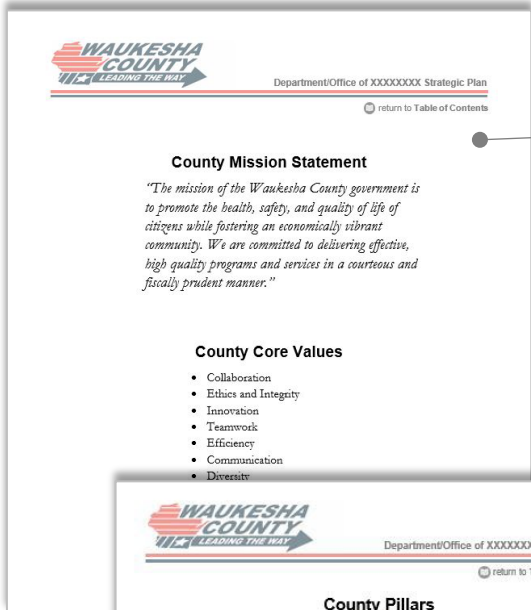
The screenshot shows a page header with the Waukesha County logo and 'Department/Office of XXXXXXXX Strategic Plan'. Below the header is a red bar with the text 'Pillar: Choose an item.' and two links: 'return to Objectives list' and 'return to Table of Contents'. The main content area displays 'Objective 1: Click or tap here to enter text.' with an 'Owner: Click or tap here to enter text.' and a 'Performance Measure: Click or tap here to enter text.' Below this is a large box labeled 'Insert graphic/image here'. To the right of this box is a 'Learn More:' section with three bullet points, each containing a link: 'Type here, update link'. Below the graphic box is a table with three columns: 'STRATEGY', 'STRATEGY OWNER', and 'TIMEFRAME'. Each cell in the table contains the text 'Click or tap here to enter text.'.

Learn More:

Jump to supporting resources found in this Strategic Plan’s appendices, on WaukeshaCounty.gov, or elsewhere!

Reader's Guide Continued

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The origin of each Objective

In each of Waukesha County's Departmental Strategic Plans, a pair of pages bears the principles and promises that guide our Objectives:

- Waukesha County's [Mission Statement](#). The big picture.
- County [Standards of Service Excellence](#), the principles we observe on our path to completing our mission.
- Waukesha County's [Five Pillars of Success](#), our framework for identifying core priorities and establishing program goals.
- Department's [Statement of Purpose](#). Each department completes a Strategic Plan. Each declares its own "mission" here.

How is the objective shaped by the "environmental scan"?

Environmental scan (n): Monitoring of an organization's internal and external environments for detecting early signs of opportunities and threats that may influence its current and future plans.

Find environmental scan data summarized in this document's [Appendix](#) sections.

Transmittal Letter

April 1, 2023

Waukesha County Executive Paul Farrow
Waukesha County Board
Waukesha County residents and visitors

We are pleased to present to you the Waukesha County Public Works (DPW) 2023-25 Strategic Plan. The plan incorporates the Waukesha County planning format shaped around the creation of five countywide Pillars and the creation of Standards of Service Excellence. We have continued the use of surveys to engage our internal and external customers. We have refined our performance metrics and data dashboarding with the focus of communicating results to our stakeholders.

Our department is dedicated to our community and its visitors. We strive to further build communication, advance technology, and aim our revenue to match our community's ever-changing needs. This strategic plan maps out our adjustments which will help us pursue excellent service and build upon our strengths.

The strategic plan is the cornerstone of the organization. It will drive our planning efforts, shape our annual budget, and set employee performance goals. This plan will provide the roadmap for DPW's future success while working within the framework of the County's vision, Standards of Service Excellence, and countywide Pillars.

I sincerely thank our staff, our fellow Waukesha County departments, and our business and community leaders that helped us create this plan. If you have any questions regarding our strategic plan, please feel free to contact me anytime at 262-548-7740.

A handwritten signature in black ink that reads "Allison Bussler".

Allison Bussler, Director
Waukesha County Public Works

Executive Summary: Mission Statement & Standards of Service Excellence

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County Mission Statement

“The mission of the Waukesha County government is to promote the health, safety, and quality of life of citizens while fostering an economically vibrant community. We are committed to delivering effective, high-quality programs and services in a courteous and fiscally prudent manner.”

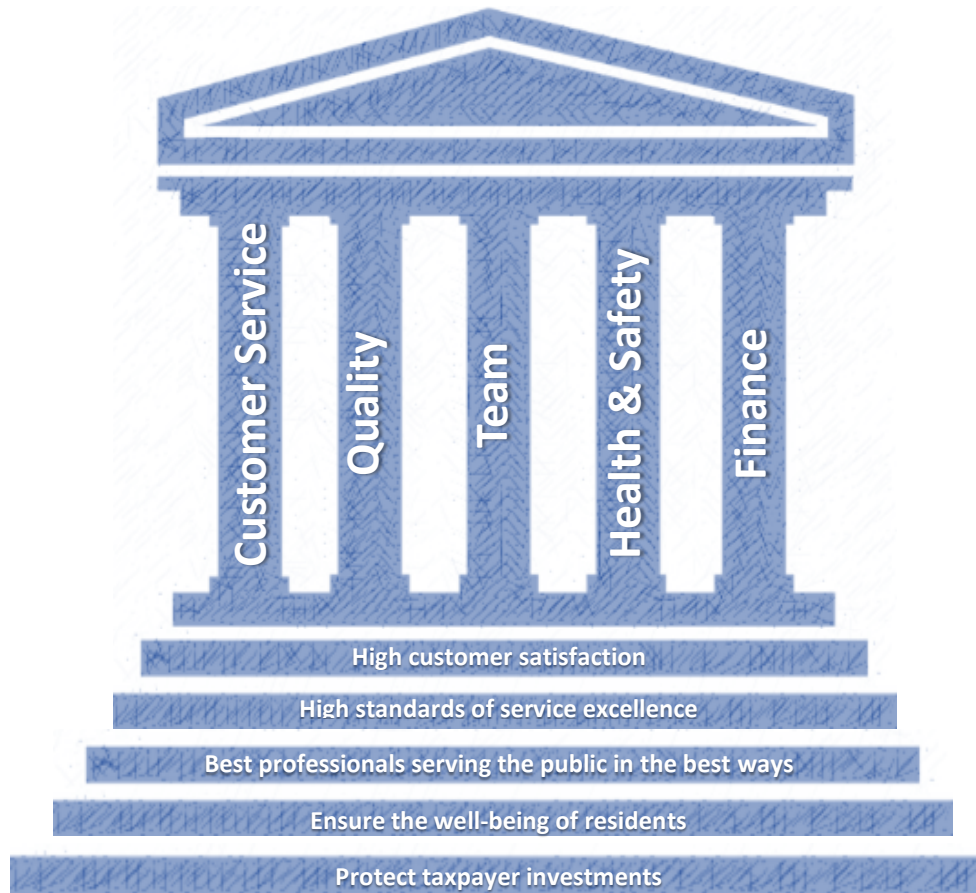
County Standards of Service Excellence

- Teamwork & Collaboration
- Innovation
- Efficiency & Cost Savings
- Communication
- Ethics & Diversity
- Well-being

Executive Summary: County Pillars & Statement of Purpose

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County Pillars



“As chief executive officer of county government, the County Executive serves the citizens of Waukesha County by protecting and promoting their welfare, safety, health, and quality of life. The County Executive is responsible for managing administrative functions of County government, which are not vested in other elected officials. County government policy is established in partnership with the County Board of Supervisors, boards and commissions and the County Executive.”

Department Statement of Purpose

Executive Summary: Overview & Strategic Objectives

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Strategic Planning Overview

Waukesha County has successfully used strategic planning tools for well over a decade. County Departments hold stakeholder focus groups, conduct environmental scans, and work with departmental strategic planning coordinators to perform major updates to their plans on a three-year basis and provide annual updates as needed.

Through strategic planning, the County has established links between our Standards of Service Excellence, business functions, and measurable program outcomes across all departments which results in an atmosphere of continuous improvement and better service delivery.

To help guide our strategic planning process and identify priorities, the County established a cross-departmental Strategic Planning Executive Committee which holds meetings and trainings with planning coordinators and has worked with outside consultants to provide expert guidance to ensure that each new generation of our strategic plan is better than the last.

Strategic Objectives at a Glance:

- **Objective 1** : By the end of 2024, maintain annual regrettable turnover at or below 5% by increasing manager and employee communication regarding training needs and expectations, and pay and benefits.
- **Objective 2** : Improve DPW financial and business process and identify efficiencies by participating in implementation of a new financial, timekeeping, and human resources system by December 31, 2025.
- **Objective 3** : Increase the county wide DPW customer satisfaction rating in housekeeping services by 37% by the end of calendar year 2025.
- **Objective 4** : Increase highway operations efficiency and customer service response by improving the electronic online complaint form to include better location tracking for public requests by December 31, 2023.
- **Objective 5** : Increase revenue generation and reduce expenses to offset increased operating costs.

County Pillar: Teamwork

 [Return to Strategic Objectives](#)

Objective 1: By the end of 2024, maintain annual regrettable turnover at or below 5% by increasing manager and employee communication regarding training needs and expectations, and pay and benefits.

Owner: Airport Manager

Performance Measure: Measure turnover annually tracking regrettable turnover through exit interviews and employee performance evaluations.

Strategy: Research data, budget review, exit interviews, and training plans.

Strategy	Strategy Details	Owner	Timeframe
Research Data	Research competitive pay and benefits offered by comparable employers and update DPW staff on findings.	Director and Departmental Executive Assistant	June 1, 2023
Budget Review	Consider and fund changes in proposed 2024 budget.	Director and Business Manager	July 31, 2023
Exit Interviews	Conduct and document exit interviews.	All Division Managers	Ongoing
Training Plan	Create and execute training plan for all supervisors not receiving 80% on Employee Engagement Survey.	All Division Managers	Ongoing
Training Plan	Create and execute 1 st year training plan for all support staff.	All Division Managers	September 1, 2023

County Pillar: Quality

 [Return to Strategic Objectives](#)

Objective 2: Improve DPW financial and business process and identify efficiencies by participating in implementation of a new financial, timekeeping, and human resources system by December 31, 2025.

Owner: Business Manager

Performance Measure: Implementation of system by 1/1/2026, including current and future state time measurements for common tasks related to financial processing, timekeeping, and human resources related processes.

Strategy: Assessment sessions, time tracking workgroup & plan, implement new software and system, vendor/system selection and RFP development.

Strategy	Strategy Details	Owner	Timeframe
Assessment Sessions	Assemble DPW requirements and wish-list team by topic. Participate in needs assessment sessions.	Business Manager	March 30, 2023
Time Tracking Workgroup	Form time tracking work group for routine fiscal, timekeeping, and payroll tasks.	Business Manager	May 1, 2023
RFP Development	Participate in county RFP development.	Business Manager	May 30, 2023
Vendor/System Selection	Participate in vendor/system selection.	Business Manager	September 30, 2023
Time Tracking Plan	Create, implements, and complete a three-month time tracking plan.	Business Manager	October 1, 2023
Workgroup	Create DPW integration, testing, and implementation team and plan to follow county project team phases, beginning 1/1/2024	Business Manager	December 31, 2023
Implement New Software and System	Full implementation of new system/software.	Business Manager	January 1, 2026
Time Tracking	Compile three months of future state time tracking for comparison (after staff is trained on new system).	Business Manager	May 1, 2026

County Pillar: Customer Service

 [Return to Strategic Objectives](#)

Objective 3: Increase the county wide DPW customer satisfaction rating in housekeeping services by 37% by the end of calendar year 2025.

Owner: Facilities Manager

Performance Measure: County Wide DPW Customer Satisfaction Survey.

Strategy: Building inspections, inter-departmental meetings, and contract review.

Strategy	Strategy Details	Owner	Timeframe
Building Inspections	Bi-weekly building inspections by housekeeping supervisor and contract cleaner manager.	Housekeeping Supervisor	December 31, 2025
Inter-Departmental Meetings	Monthly county department coordination meetings with facilities manager, housekeeping supervisor, and department/division manager.	Facilities Supervisor, and Construction Project Supervisor	December 31, 2025
Contract Review	Bi-annual contract review with contract cleaner.	Facilities Manager	December 31, 2025

County Pillar: Quality

 [Return to Strategic Objectives](#)

Objective 4: Increase highway operations efficiency and customer service response by improving the electronic online complaint form to include better location tracking for public requests by December 31, 2023.

Owner: Highway Operations Manager

Performance Measure: Addition of GIS capabilities, tracking location failure and success rates.

Strategy: Assemble workgroups, data & process tracking, collect & review data, implement testing and coordinate with external departments.

Strategy	Strategy Details	Owner	Timeframe
Assemble Workgroups	Assemble DPW highway operations and DOA-IT workgroup.	Highway Operations Manager	May 1, 2023
Data Tracking	Create and implement data tracking plan to identify failures and rates.	Highway Operations Manager	June 1, 2023
Process Tracking	Complete 90 days of current process tracking.	Highway Operations Manager	September 1, 2023
Reviewing Data	Review data to identify top improvement objectives.	Highway Operations Manager	October 1, 2023
Coordinate with External Departments	Coordination with non-DPW partners (IT/GIS) to build desired new form and process.	Highway Operations Manager	January 1, 2024
Implement Testing	Implementation and testing of new form and process.	Highway Operations Manager	May 1, 2024
Collection of Data	Collect 90 days of new system and new state data to identify improvement.	Highway Operations Manager	September 1, 2024

Learn More:

- View Waukesha County Highway Operations ‘Contact Us’ [Form](#)
- View Waukesha County Highway Operations ‘Deer Pickup’ [Form](#)

County Pillar: Finance and Customer Service

 [Return to Strategic Objectives](#)

Objective 5: Increase revenue generation and reduce expenses to offset increased operating costs.

Owner: Engineering Manager

Performance Measure: Track revenue amounts, track and identify cost saving measures and estimated savings.

Strategy: DPW Forum, identifying grants, starting partnerships, and tracking data.

Strategy	Strategy Details	Owner	Timeframe
DPW Forum	Market opportunities individually and through the biannual County-Municipal meeting for services the county can offer such as fleet maintenance, fueling or road painting.	Highway Operations Manager and Fleet Manager	Biannual starting May 4, 2023
Identifying Grants	Identify grants, programs and alternate funding sources to offset expenses and decrease county levy needs (energy efficiency grants, special funding programs).	Engineering Manager, Highway Operations Manager, Fleet Manager, Airport Operations Manager, and Facilities Manager	October 15, 2024
Starting Partnerships	Identify opportunities for partnerships with agencies, developers, or other entities to decrease project, maintenance, or improvement costs.	Engineering Manager and Highway Operations Manager	Ongoing
Tracking Data	Report and track savings and revenue generation biannually to determine effectiveness and impacts. Create a dashboard to communicate the results.	Business Manager	June 1, 2024

Appendix A: Environmental Scan

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Environmental Scan Overview

COMMUNITY ANALYSIS

Community Analysis Population, Census Data, Demographics

Understanding the trends in growth and change in the population of Waukesha County will allow County Departments to strategically plan by responding to the needs of the population. As of the 2020 Decennial Census, approximately 408,756 people resided in Waukesha County and as of Wisconsin Department of Transportation's 2022 Report, the population is estimated to be over 410,000 residents. The County is made up of 37 municipalities, including 11 towns, 19 villages, and seven cities. There are opportunities to coordinate with these municipalities to work toward greater governmental efficiencies. Cooperation and coordination with these municipalities can reduce duplicative services that come at a cost to taxpayers. When consideration is given to the number of municipalities that our customers work with, it is also important to deliver services in the most efficient and logical way possible. Economic development is vital for communities in Waukesha County to retain optimum paying jobs, maintain municipal infrastructure and essential services, and maintain and expand quality of life.

General population

- The population is projected to increase to 427,721 by 2025 and to 442,476 by 2030. This equates to a 5.6% increase in population between 2020 and 2025 and a 3.2% increase in population between 2025 and 2030.
- The population is projected to grow by 91,500 persons between 2010 & 2050 (24% increase).
- Projections show that through 2050, Waukesha County will continue to be the third largest county in population in Wisconsin.
- Net migration will continue to be the primary source of the population increase. The number of births (natural increase) is expected to increase moderately, but the number of deaths is expected to increase substantially because of deaths from the aging population (baby boomers). Wisconsin DOA Projections show that the number of deaths will exceed the number of births between 2030 and 2040, resulting in a negative natural increase in the County.
- Over the past 60 years, Waukesha County's share of the regional population has increased from 7% to 19.3%, whereas Milwaukee County's share of the regional population has decreased from 70% to 47%.
- Waukesha County's share of the regional population is projected to increase from 19.3% (measured in 2010) to 20.4% by 2050, whereas Milwaukee County's share of the regional population is projected to decrease from 47% to 41.5%.
- The median age in Waukesha County is approximately 44.9 years old. The median age has been increasing since 1970 when it was 25.4 years old.
- People 65 yrs. and older made up approximately 14.3% of the population in 2010 and 17% in 2015, 19.6 in 2020. This population is projected to make up 25.4% of the population by 2040.
- The youngest members of the baby boomer generation will reach age 65 by 2030.

Race

- Approximately 87% of Waukesha County residents are Non-Hispanic White.
- The Hispanic or Latino population has increased from 4.1% in 2010 (16,123) to 5.3% (21,664) in 2020
- The Black or African American population has increased from 1.3% (4,914) in 2010 to 2% (8,175) in 2020.
- The Asian population has increased from 2.7% (10,271) in 2010 to 4.1% (16,759) in 2020, an increase of 5,236 people.
- The American Indian population has continued to be approximately 0.3% of the overall population

Community Analysis: Health and Public Safety

COVID-19 Recovery

Waukesha County engaged in the evaluation of the American Rescue Plan Act – Coronavirus State and Local Fiscal Recovery Funds (ARPA-SLFRF) program’s final rules and selection of projects for which this funding can be used. In addition to using this funding for continued costs related to the pandemic response, the County established teams to analyze the needs of the County against the objectives of the grant while ensuring that program outcomes are achieved in an effective, efficient, and equitable manner.

Projects were submitted by established teams and were reviewed against the objectives of the County including:

- Addressing short-term pandemic related operational impact
- Investing in public health infrastructure (e.g., mental health, substance abuse, community violence interventions)
- Advancing economic recovery and growth
- Investing in productivity, generating return on investment
- Enhancing services
- Leveraging partnerships and collaborations, both internally and with other governments
- Meeting federal timeline restrictions (funding through 2026)
- Mitigating program risks/long-term levy impacts
- Managing total funding availability

Limiting administrative complexity Prior to the release of the final rule, projects were approved based on the interim allowed use guidance. This included continued pandemic response, addressing the impact of the pandemic on the Courts system, investing in Health and Human Services (HHS) technology needs, and administrative costs to manage this grant. After the final rule was released, the projects submitted were reviewed against allowed uses and proposed to the workgroup teams for feedback. Presentations were given on the use of ARPA funding to management teams, the County Executive, the Executive’s Cabinet, department heads and the full County Board. The first projects, after the release of

the final rule, were approved starting in May of 2022, and include projects for law enforcement capacity, mental health services, technology enhancements, and water and sewer infrastructure. To effectively continue to respond to the pandemic and assist in local post-pandemic recovery, Waukesha County has established ARPA Management Response Teams with representatives from countywide functional areas.

Community Health Improvement Plan & Process (CHIPP)

The task of improving the health of Waukesha County is not one that can be done alone but requires the collaboration of the community to make a collective impact. Under the leadership of the Waukesha County Department of Health and Human Services and the Public Health Division, a cross-sector Steering Committee composed of key community leaders formed to participate in a Community Health Improvement Plan & Process (CHIPP), focused on improving community health.

The CHIPP Steering Committee created the following vision that became the guiding framework for community health improvement. The vision for a healthy Waukesha County is strong families, connected communities, healthy environments, and accessible services that promote overall safety, well-being, and quality of life. After conducting several in depth assessments over the course of a 9-month period, the Steering Committee identified three strategic priorities to improve community health in Waukesha County: Opiates, Mental Health, Nutrition & Physical Activity. Action teams were formed around these three strategic health priorities.

The CHIPP engaged a cross-sector of community partners from 2017-2021 and created action plans focused on these critical strategic health issue areas. These community partners included nonprofit, healthcare, education, law enforcement, business, government, and other relevant stakeholders. The CHIPP Steering Committee provided guidance and oversight throughout the entire time frame. The work of the CHIPP supports Waukesha County's mission which is to promote the health, safety, and quality of life of citizens while fostering an economically vibrant community. Improving the health and well-being of Waukesha County citizens correlates directly with strengthening economic opportunities for Waukesha County residents.

Opiate Action Team: As a result of wide-ranging efforts to gather local data to inform the CHIPP process, the citizens of Waukesha County identified that the opioid epidemic was their number one concern relative to community health. The Heroin Task Force (HTF) of Waukesha County began their work in 2014 and integrated their efforts with the CHIPP in 2017.

Today, the HTF of Waukesha County continues to spearhead the continued work of this action team. The HTF has recently been realigned to be more effective and responsive to new opiate trends. Over 175 community partners have re-engaged with the newly formed HTF during 2021. Of those partners, over 60 have committed to serving on action teams. These action teams will be using a data driven collective impact approach to identify specific action to be taken in the areas of Prevention, Harm Reduction, Treatment & Recovery, and Data and Reporting.

Mental Health Action Team: Prior to the pandemic, nearly one in five Americans suffered from mental illness, according to NAMI (National Alliance on Mental Illness). Millions of people are affected by mental illness each year, and the pandemic has only exacerbated this critical health issue. Mental health was ranked as the number two health concern in Waukesha County during the CHIPP assessment process. Suicide is the tenth leading cause of death in the United States and has risen steadily since the 2000's. The Mental Health action team saw the rising suicide rates in Waukesha County and focused their efforts on suicide prevention. This team's overarching focus was to successfully launch the Waukesha County Suicide Prevention Initiative (WCSPi) which is dedicated to reducing the number of deaths by suicide in Waukesha County by scaling up evidence-based mental health practices in prevention, stigma reduction, and access to treatment.

Nutrition & Physical Activity Action Team: Because of the overarching impact of nutrition and physical activity on literally every aspect of overall health for every age group, this concern was chosen as the third health priority during the CHIPP assessment. The goal of this team was to improve physical activity and nutrition for Waukesha County residents. Their approach was to reduce barriers to residents who couldn't access healthy food or physical activity options. This Action team divided their work into two teams and offered incredible opportunities to improve personal well-being in both areas of their focus: Nutrition and Physical Activity.

Opioid Epidemic

In Waukesha County, drug-related deaths became the leading non-natural cause of death for adults ages 18-45 in 2020 and 2021, driven by a rise in fentanyl poisoning. Waukesha County saw a record ninety-five drug-related deaths in 2020. In 2021, at least ninety-two people died from drug-related causes, with ten cases still being pending investigation as of the end of Q3 2022.

From May 2017 to July 23, 2022, more than 305 documented lives have been saved, at least 303 used the overdose reversal drug Naloxone/Narcan, because of the Waukesha County HHS Naloxone Project.

From May 2017 to June 2022, people who are using, their family members and friends, First Responders, and the public have been helped through: 521 Naloxone administration training sessions to 4,918 individuals, which includes 1,048 law enforcement personnel. 7,170 Naloxone kits have been distributed free of charge.

Waukesha County leaders announced new efforts to prevent substance use in the community through allocation of approximately \$200,000 to expand prevention efforts in schools and the community.

On August 1, 2022, Waukesha County Executive Paul Farrow declared fentanyl to be a community health crisis in Waukesha County. Fentanyl, a synthetic opioid up to 100 times more powerful than morphine, is fueling overdose deaths across the US and Wisconsin.

The Declaration provides directives to do the following:

- Distribute opioid settlement money, in partnership with the County Board; to support Narcan training, the District Attorney's pre-trial diversion programming, and other related purposes.

- Implement the Overdose Fatality Review (OFR) initiatives, in partnership with public and private entities and surrounding counties to share data and best practices.
- Launch a local public information initiative utilizing the US Drug Enforcement Agency’s ‘One Pill Can Kill’ campaign.
- Create a set of measurable objectives to track the county’s efforts in the fight against fentanyl that will be evaluated on a quarterly basis.

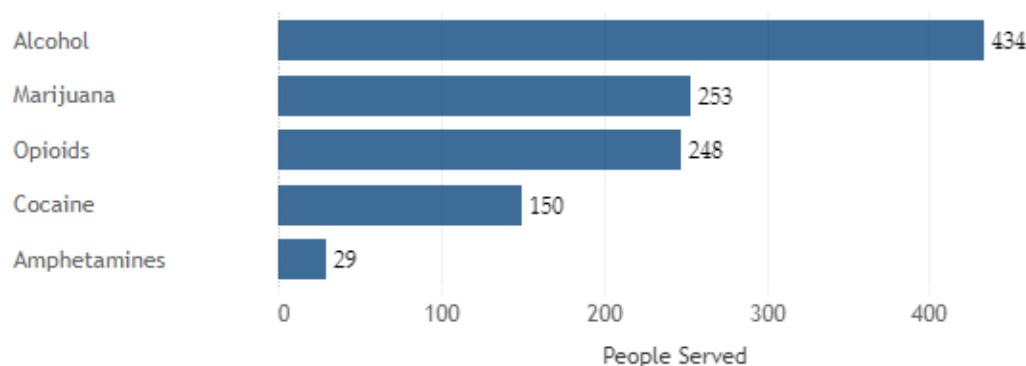
Earlier in Summer 2022, the Waukesha County Sheriff’s Department’s announced that its Metro Drug Unit will transition into a unit of the federal Drug Enforcement Administration (DEA) later this year. As a federal task force, the Metro Drug Unit will have an enhanced ability to continue the reduction of available controlled substances within Waukesha County. They will also be able to pursue investigations that lead to source suppliers outside of Waukesha County. Waukesha County is also working to expand a program that embeds a counselor into the Sheriff’s Department to expedite care for mental health crises.

In 2022, HHS added an additional full-time peer support specialist to its Outpatient Mental Health and Substance Use Services Clinic Staff. The Waukesha County Heroin Task Force has relaunched its collaborative work to reduce the impact of the opioid epidemic in the County. Action Teams of key community stakeholders work collaboratively in three key areas: Prevention, Harm Reduction, and Treatment & Recovery to achieve results within a calendar year.

HHS maintains a strong relationship with the AODA Volunteers of Waukesha County, who provide valuable outreach, education, and support services to individuals in recovery, or who are considering abstinence from drugs or alcohol. The Women’s Health and Recovery Project (WHARP), coordinated by Waukesha County HHS, assists women with substance use disorders, and their children, who have complex needs with issues such as housing, employment, mental health, physical health, transportation, and childcare.

Waukesha County participates in multiple statewide initiatives, such as Drug Treatment Court, National Prescription Drug Takeback Day, and the Wisconsin Injection Drug Use Prevention Project

Top 5 Most Common Substances in 2020



Total Cases Referred to DA's Office

	2019	2020	2021
Cases	8,801	9,768	10,115

In comparing 2019 (pre-pandemic) to 2021, there was approximately a 15% increase in arrests and referrals to the DA's Office for charging decisions.

Community Analysis: Legislative RedistrictingWisconsin's Legislative Redistricting

Every 10 years, following the U.S. Census legislative district lines are redrawn based upon statewide population shifts. The process of redrawing the lines is run by the state legislature and requires approval of the Governor. Following the 2020 Census, the legislature and governor failed to reach an agreement on the proposed redistricting lines, and, therefore, the approval of new legislative districts fell to the Wisconsin Supreme Court. The Court's conservative majority adopted a "least change" approach to the existing districts which favors the State Legislature being in Republican control for the next decade. With adoption of the new district maps Waukesha County lost two Assembly seats, two Senate seats, and is now represented by only one Member of the United States Congress – portions of Waukesha County are now included in 10 Assembly districts, 4 State Senate districts and 1 Congressional district. During the previous ten years, Waukesha County represented in 12 Assembly districts, 6 State Senate districts and 2 Congressional districts. This change will likely result in Waukesha County having less influence over policies and laws adopted in Madison. The County intends to counter this loss of legislative representation with the leveraging of relationships between the County Executive's Office, the County Board legislative staff, and legislative and executive leaders in the State Capitol.

County Board Redistricting

Like statewide redistricting, the Waukesha County Board districts also change following each 10-year U.S. Census. The Waukesha County Board adopted Supervisor districts in 2021 that incorporated new population estimates. As part of the redistricting process the County Board adopted a resolution establishing the County Board size to remain at 25 districts. In 2022, six County Board Supervisors opted not to run for re-election and one resigned from the board prior to the election. Four of the Supervisors that ended their tenure on the Board served as committee chairs and three Supervisors each served more than 20 years on the County Board. The turnover has provided more opportunities for new Supervisors to hold positions of leadership on the County Board. Departments should be prepared to provide more education on issues and policies at the committee level to ensure that all Board members have a thorough understanding of the issues before them.

ECONOMICS

Unemployment/Jobs/Business

Unemployment

- The County's 2022 unemployment rate is lower than the national average (2.9% vs 3.7%).
- County's Unemployment rate Feb 2020: 2.6%
- County Peak unemployment rate during the COVID-19 pandemic: 12.3%
- County Unemployment rate as of July 2022: 2.9%

The county's unemployment rate is back near pre-pandemic levels. The result of the employment rebound is a very tight labor market that is making recruitment of county employees more difficult and is increasing salary demands across many job classifications.

Jobs

- Job growth is projected to increase from 242,001 in 2017 to 338,000 in 2050. (SEWRPC 2020)
- From 2013-2017 medium to large sized business growth outpaced small business growth.
- By 2050 Waukesha County is projected to have 24.4% of the total jobs in the metropolitan statistical area (Milwaukee and Waukesha Counties).

Business Survey

The Waukesha County Business Survey was conducted in cooperation with Waukesha County, the Waukesha County Business Alliance, the Waukesha County Center for Growth, and the Waukesha-Ozaukee-Washington (WOW) Workforce Development Board in September 2021. A total of 203 businesses responded to the survey. Respondents included representatives from 35 of Waukesha County's 37 municipalities, a wide range of business sectors, and companies sized from the self-employed to operations with more than 1,000 employees.

Highlights from the survey include:

- 79% of businesses plan to expand their workforce in the next three years
- 78% of businesses report 'lack of qualified talent' as a primary challenge for staff recruitment.
- Of those hiring:
 - 50% plan to add 1-9 employees
 - 19% plan to add 10-19 employees
 - 14% plan to add 20-49 employees
 - 7.36% plan to add 50-99 employees
 - 4% plan to add 100-249 employees
 - 5.5% plan to add 250 or more employees
- The top five responses to how businesses are planning to expand over the next three years include:
 - 73% plan to increase sales
 - 70% plan to hire employees
 - 51% plan to expand offerings

- 30% plan to add new capital/equipment
- 27% plan to acquire another business

- 49% of respondents have reached 100% capacity at their existing location which is down from 60% in 2017

- 39% of respondents do not own or lease sufficient property to allow for expansion

- When choosing to locate a business, the topmost important factors to respondents are availability of workforce and proximity to customers

COUNTY FINANCIAL ANALYSIS

Housing

Economic development is vital for communities in Waukesha County to retain optimum paying jobs, maintain municipal infrastructure and essential services, and maintain and expand quality of life.

The population in Waukesha County continues to age. As the baby boomer population enters retirement, the county must consider a variety of housing types to accommodate the changing needs of this age group as it relates to household type, income, and location. With the baby boomers leaving the workforce and requiring services, there is also a need to attract a new workforce. The available workforce population, which is younger and more racially diverse than before, requires the same housing considerations as the baby boomers. Locating a variety of housing near job centers helps attract skilled workers to the county and provides a customer base for nearby goods and services, parks, and available public transit. Nationally and locally, there has been an increasing demand for living units located near entertainment venues and workplaces, as millennials and empty nesters look for more dynamic living arrangements within walkable settings.

Household/Family

- There are approximately 160,600 households in Waukesha County. The number is expected to increase about 3% every 5 years. The average persons per household is approximately 3.

- The county is relatively affluent with a median household income of \$92,359, which is above both the state (\$64,901) and national (\$67,340) median, and the highest among all counties in Wisconsin. Similarly, per capita income in Waukesha County is estimated at \$75,958, which is higher than the state (\$55,593) and the nation (\$59,147), and the second highest among all counties in Wisconsin (behind Ozaukee County at \$87,395). The latest data available is from 2020.

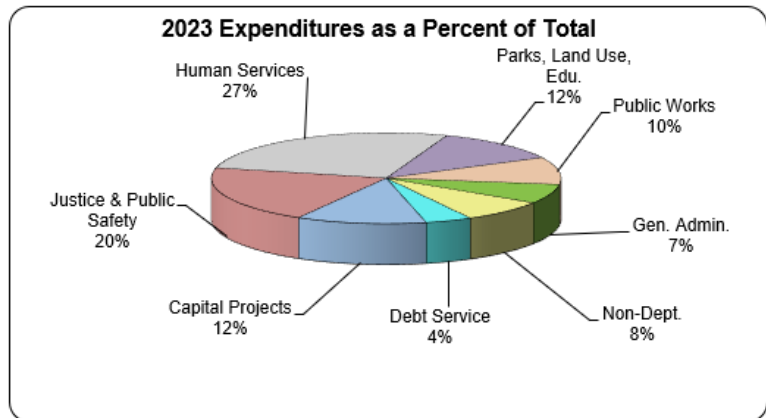
- The county has experienced healthy property value growth in recent years. Following several years of declining property value during the Great Recession, property values began increasing for 2014. Between 2016 and 2021, property value growth increased about 5% on average

annually, with the January 1, 2022, estimate growing 13%. The increase is mostly due to higher value inflation and, to a lesser degree, new development. A realistic assumption for future growth would be about 4% but could be lower or negative if there’s an economic downturn.

- The median home sale price in 2022 was \$312,000, up 5.8% from 2021.
- The county is subject to state-mandated property tax levy limits, with growth in the levy primarily tied to “net new construction.” Net new construction consists of the value of new construction (i.e., development) minus demolition and is divided into the previous year’s total tax levy base (including tax increment districts) to get the growth factor.
- The county has experienced healthy growth recently, averaging over \$900 million in net new construction the last seven years, with its highest year ever in 2021 with nearly \$1.2 billion. However, the county’s tax base is comparatively large (\$66.7 billion for 2023 budget purposes, and \$75.4 billion for 2024 budget purposes), so that this growth results in a relatively small net new construction growth factor, averaging 1.64% the last seven years. Assuming continued property value growth levels like recent years, the net new construction factor is expected to continue to decrease even if high levels of development are maintained.

Waukesha County Budget: Expenditures

The total operating budget (excluding capital projects and debt service) typically increase about 2%-3% and can fluctuate from year-to-year due to state and federal funding awards. Increases for the 2022 adopted and 2023 proposed are higher at about 5% and 7%, respectively, due to additional federal pandemic relief funding. The county provides many labor-intensive services, and



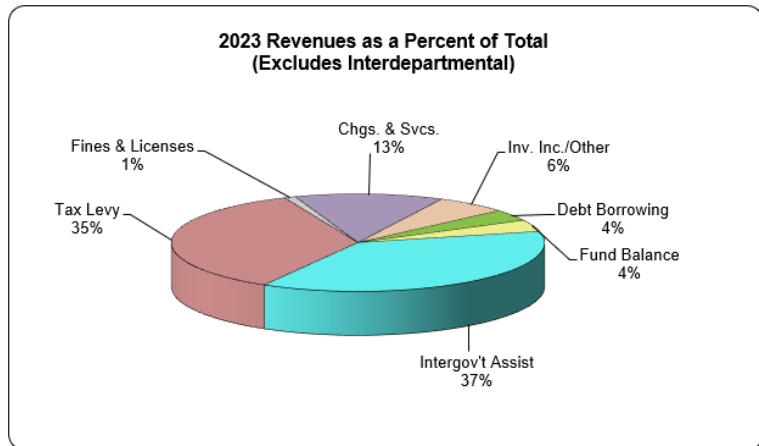
personnel costs consistently make up about half of total operating budget. The two largest functional areas, Justice & Public Safety and Health & Human Services, consistently comprise about 55%-56% of the operating budget (excluding capital and debt). Debt service costs are expected to increase in future years due to additional borrowing needed for the courthouse project and the increasing cost of maintaining infrastructure. The graph above displays expenditures by functional area, including capital and debt.

Due to relatively stable price levels, the cost to continue has been assumed to be about 3% in recent years. Since 2021, there has been an increase in price levels nationwide, with year-over-year increases in the Consumer Price Index exceeding 8% for most of 2022. Higher price levels are due to increased consumer demand following the easing of pandemic restrictions, supply chain disruptions, higher fuel prices, and a competitive labor market. The county typically assumes slower growth in revenues, due to

state-mandated levy limits and minimal increases in ongoing state/federal aid to help cover mandated services, resulting in forecasted gaps between revenues and expenditures. Typically, the gap is between \$3 million and \$5 million, but was forecast at above \$7 million for 2023 due to higher price levels.

Waukesha County Budget: Revenues

The share of total budgeted revenues coming from the property tax has declined from 42% in the 2018 budget to 39% in the 2022 budget, mostly due to state-mandated levy limits and budgeting \$8 million of additional temporary federal American Rescue Plan Act (ARPA) funds (excluding ARPA funds, levy would be 40% of revenues). The tax levy share decreased more significantly to 35% in the 2023 proposed budget; though, that is largely due to budgeting \$28.9

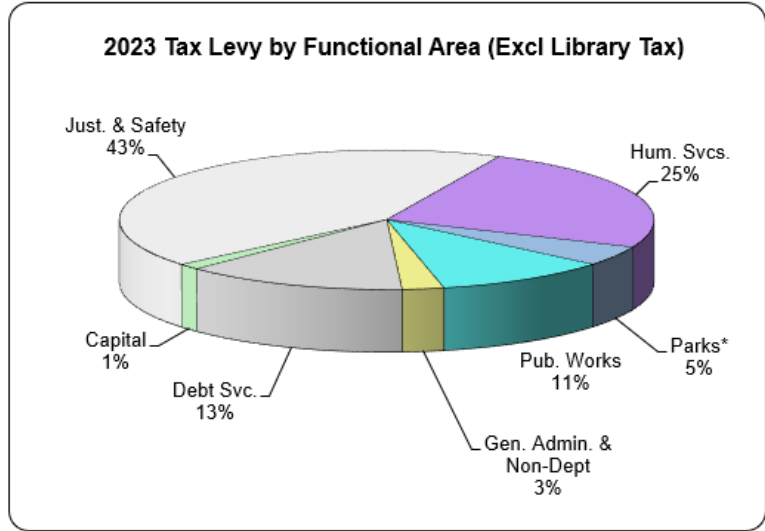


million of ARPA funding (excluding ARPA, would be 39%). The county carries out several programs on behalf of the state and federal government (mostly in Justice & Public Safety and Health & Human Services), so about a quarter of the total revenue budget is typically from state and federal revenue sources (higher in 2023 due to ARPA funding); though growth in these revenue sources is often minimal and insufficient to keep up with the increasing cost of mandated services. Also, the county attempts to maintain a diversified and stable revenue stream, which includes a reliance on user fees where costs can be directly related to the level of service provided and recovered through charges to individuals and organizations that directly benefit from those services. The county’s budget philosophy is to review and adjust user fees where allowable to cover increasing program costs, reducing reliance on tax levy. User fees/charges for service make up about 13% in the 2023 proposed budget.

County Tax Levy

The share of tax levy going to Justice and Public Safety has increased from 41% in the 2014 budget to 43% in the 2023 proposed budget, due in part to it being a priority area for the county and the limited ability for these operations to generate other revenues. Together with Health & Human Services, over 2/3 of tax levy goes to these two functional areas. State imposed tax levy limits continue to put pressure on our county budget. The pace of inflation and the increasing market demand for higher wages that

have accompanied the tight labor market is making living within levy limits increasingly difficult. The county continues to resist imposing the statutorily allowable county sales tax to offset the restrictions of the tax levy cap. The county will continue to monitor actions of the State Legislature that could ease levy limits or support alternative funding sources for counties.



INTERNAL ANALYSIS

County Facilities and Operations:

From 2023 to 2026 the existing Waukesha County Courthouse Building will undergo an extensive renovation to upgrade the facility and prepare the county to serve its citizens for at least the next 50 years. This project will have an impact on county employees working in both the existing 1959 Courthouse Building and the Administration Center, as well as the visiting public. Business operations in both buildings will be affected at various times during the project. Departments should consider how its employees will be impacted by temporary office movements and consider potential changes or modifications to service delivery to customers who visit the two buildings.

Customer Service

Waukesha County is committed to the highest levels of customer service. Our team is dedicated to serving all customers by living our core values, standards of service, and behaviors of excellence. Waukesha County continues to focus its efforts on high levels of customer service, we can measure this using the Waukesha County Customer Service Survey. Waukesha County sets a goal to meet a 4.65 out of 5 for our overall customer service interactions.

	2018	2019	2020	2021	2022 (Jan. through Sept.)
Accessibility	4.64	4.67	4.55	4.49	4.49
Attitude	4.67	4.8	4.61	4.62	4.55
Accuracy	4.63	4.72	4.54	4.48	4.51
Communication	4.61	4.72	4.53	4.5	4.51
Timeliness	4.62	4.71	4.54	4.53	4.49
Overall	4.63	4.73	4.55	4.52	4.51

Employee Survey

Waukesha County received 843 complete responses to its 2021 Employee Engagement Survey, which is one of highest response rates since the survey began in this format 2014.

As in past years, respondents were asked a range of questions about communication, sharing information, professional development, and continuous improvement. This includes four key questions that we have been measuring over time with a goal of meeting an 80% agreement threshold (Calculated by adding the % of ratings of Strongly Agree and Somewhat Agree).

Countywide results of those questions as of 2021 can be found [here](#).

- 89%** I understand that I can be recognized for extra effort while demonstrating the County’s Standards of Service Excellence
- 81%** Information and knowledge is shared openly within my department
- 91%** During my annual performance evaluation with my direct supervisor, I discussed training needs and opportunities for professional development
- 96%** I understand how my work and assigned goals directly contribute to the overall success of the County in meeting its key strategic priorities

Historical Perspective:

<u>2014</u>	<u>2021</u>	<u>Difference</u>
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I understand how my work and assigned goals directly contribute to the overall success of the County in meeting its key strategic priorities

87%	96%	+9%
-----	-----	-----

Information and knowledge is shared openly within my department

64%	81%	+17%
-----	-----	------

During my annual performance evaluation with my direct supervisor, I discussed training needs and opportunities for professional development

73%	91%	+18%
-----	-----	------

I understand that I can be recognized for extra effort while demonstrating the County’s Standards of Service Excellence

61%	89%	+28%
-----	-----	------

I met with my direct supervisor or manager for a 1-on-1 rounding session*

83%	86%	+3%
-----	-----	-----

Comparing the 2014 results with the 2021 shows dramatic improvement in responses. The results are a testament to what a culture of continuous improvement should produce. We should all be proud of our progress and keep working to reach our 80% goal across all categories.

Countywide and Departmental Results using Power BI Dashboarding:

To help understand the survey data and facilitate communication with county teams, Department Heads are provided a link to dashboards visually depicting the survey data in each department. Data may then be shared across Departments and utilized to determine individual or departmentwide performance goals or measure success of key initiatives. The Countywide dashboard data can be found [here](#).

County HR Scan Overview

County Employment Demographics - Years of Service

The charts below outline distribution of employees by years of county service. During the five-year period between 2018 and 2022 the percentage of employees with five or less years of county experience has grown from 38% to 45%. This trend is even more pronounced in comparison to 2012 where county work experience was more evenly distributed and the largest percentage of the workforce having twenty or more years of experience at Waukesha County.

Year-2022		Years of Service					County Total
Department	<5	5-9	10-14	15-20	>20		
Administration	37%	15%	12%	19%	16%	100%	
Circuit Court Services	52%	13%	6%	13%	16%	100%	
Corporation Counsel	45%	18%	13%	13%	13%	100%	
Emergency Preparedness	39%	22%	14%	20%	6%	100%	
Public Works	49%	13%	8%	8%	22%	100%	
District Attorney	43%	7%	11%	14%	25%	100%	
Health and Human Services	48%	19%	11%	11%	11%	100%	
Parks and Land Use	39%	18%	9%	8%	26%	100%	
Sheriffs Department	45%	15%	11%	16%	13%	100%	
Multi Departments	33%	26%	11%	11%	19%	100%	
County Total	45%	17%	11%	13%	15%	100%	

Year -2018		Years of Service					County Total
Department	<5	5-9	10-14	15-20	>20		
Administration	24%	11%	15%	24%	26%	100%	
Circuit Court Services	43%	10%	12%	15%	21%	100%	
Corporation Counsel	36%	23%	15%	13%	13%	100%	
Emergency Preparedness	41%	17%	29%	6%	8%	100%	
Public Works	35%	8%	10%	19%	29%	100%	
District Attorney	24%	6%	9%	32%	29%	100%	
Health and Human Services	45%	16%	14%	12%	13%	100%	
Parks and Land Use	34%	11%	8%	26%	21%	100%	
Sheriffs Department	35%	15%	19%	15%	16%	100%	
Multi Departments	42%	23%	11%	13%	12%	100%	
County Total	38%	14%	15%	15%	17%	100%	

Year 2012		Years of Service					County Total
Department	<5	5-9	10-14	15-20	>20		
Administration	12%	19%	22%	12%	34%	100%	
Circuit Court Services	17%	21%	21%	8%	34%	100%	
Corporation Counsel	8%	23%	23%	8%	38%	100%	
Emergency Preparedness	28%	50%	9%	3%	10%	100%	
Public Works	12%	11%	21%	20%	37%	100%	
District Attorney	6%	13%	31%	19%	31%	100%	
Health and Human Services	24%	19%	16%	13%	28%	100%	
Parks and Land Use	7%	15%	25%	13%	40%	100%	
Sheriffs Department	19%	25%	18%	14%	24%	100%	
Multi Departments	23%	22%	21%	16%	17%	100%	
County Total	18%	21%	19%	13%	29%	100%	

During the past decade, the County emphasized succession planning recognizing that many employees would be reaching retirement age. Training programs such as Standards of Service Excellence (SOSE), Management University, Effective Supervision and Mentoring have been instrumental in employee transitions and in the mitigation of institutional knowledge loss as experienced employees, senior professionals, and managerial staff, have retired.

County Employment – Turnover

As the workforce transitions, it points toward the need for continued emphasis on a county-wide efforts to recruit, develop and retain employees. This is especially clear when reviewing countywide turnover data, which in recent years has been affected by the low unemployment rate and changes in workforce participation coming out of the COVID-19 pandemic. The chart below presents ten years of data and shows an uptick in overall turnover, regrettable turnover, and total resignations during 2021 and 2022.

Year	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022 Aug
FTE--Budgeted Positions	1,366	1,368	1,363	1,354	1,354	1,373	1,381	1,390	1,390	1,404
FTE--Total Turnover	102	123	157	163	133	175	159	156	238	206
% Turnover	7.5%	9.0%	11.5%	12.0%	9.8%	12.7%	11.5%	11.2%	17.1%	14.7%
Regrettable Turnover*						68	66	68	106	135
% Regrettable Turnover						5.0%	4.8%	4.9%	7.6%	9.6%
Separation Type										
Resignation	42	45	74	92	86	101	108	87	146	168
Retirement.	49	67	58	58	38	65	41	52	68	31
Other	11	11	25	13	9	9	10	17	24	8
Total	102	123	157	163	133	175	159	156	238	206

***Regrettable Turnover:** Employees who left County employment that we planned to retain, or voluntary separation by individuals who are top performers, or high-potential employees, or where the separation is from a key position for which a possible successor has not been previously identified

*This turnover analysis does not include employees that transferred to other departments or had job assignment changes within the county

DEPARTMENT OF PUBLIC WORKS ENVIRONMENTAL SCANS OVERVIEW

In the previous section, the Executive Office has provided data and information related to an overview of Waukesha County in its entirety. The included environmental scans will help the Executive's Office to develop concepts and objectives that are determined to be a priority for improvement over the next three years. Conversely, the Department of Public Works has done its own environmental scans and have used this information and data to develop strategic goals relative to our department for 2023-2025.

Census– Environmental Scan Analysis

The latest estimated 2020 Census data is listed below. The Department of Public Works service areas affect the daily travel and business of Waukesha's constituents and visitors. Changes in demographics impact our operations and require consideration while planning for our future.

POPULATION

Waukesha County holds 1% of Wisconsin's land but is home to approximately 7% of the state's population. The County's population has increased by 4.4%. For comparison, the US population grew 7.2% and Wisconsin's population grew 3.5%. Yet, overall rates have been slowed due to the COVID-19 pandemic which exacerbated the slower growth the country has experienced in recent years. The U.S. population grew at a slower rate in 2021 than in any other year since the founding of the nation, based on historical decennial censuses and annual population estimate. COVID-19, declining birth rates and international migration resulted in historically small population gains.

DEMOGRAPHICS

Waukesha County's demographic divisions still vary less than 1% for Veterans, most ethnic groups including mixed race households, and housing units place the County lower than U.S. and State averages. We are predominantly White populace at 87% followed by 5.3% Hispanic and 4.1% Asian. Our constituent's ages are also behind comparable data with only 5.1% under 5 years of ages and 18.4% under 18. We are beating comparable averages, though, as our 65 years of age and older population accounts for 19.6%. This is over a one-half percent increase over the last 3 years.

TRANSPORTATION

Vehicle Miles Traveled has decreased by just under 1% Statewide recently according to the Wisconsin Department of Transportation. County travel has decreased by 1.17%. Waukesha County resident's commute of 23.8 miles sits between the average 22-mile commute by their fellow Wisconsinites and 26.9 miles by their fellow Americans.

Waukesha County Airport continues to see a significant increase in overall traffic counts at 21% from 2020 to 2021. Previous environmental scans had the traffic count being led by corporate aviation.

activity. However, over the last two years, general aviation, including flight school activity, has increased significantly and military aviation operations have held steady.

INCOME

Waukesha's economy outpaces Wisconsin and US households producing median incomes of \$88,985. This is more than \$24,000 above the State and National average. Housing values are also significantly higher at \$293,500 and the percentage of owner-occupied housing beats the state percentage by nearly ten points. Conversely, both the National and State percentages for individuals who fall below the poverty line are down more than a point each. Waukesha County is experiencing a poverty increase of 0.5% and overall poverty level of 4.2%, in comparison to the US poverty rate of 12.8%.

PROJECTIONS

Wisconsin projects growth of 35.5% with 65-year-old and older population. Travel habits and miles traveled will evolve with the population shift but may be bolstered by Waukesha's strong business community and robust economy.

CONCLUSIONS

STRENGTHS: Waukesha County's economy is very strong and increasing. Waukesha County Airport traffic has increased significantly.

WEAKNESSES: Aging populations could stress the available funds for DPW operations. Decreased vehicular travel may result in less roadway maintenance projects.

OPPORTUNITIES: The aging population may require additional or increased services DPW could assist in providing. The Waukesha County Airport could see additional growth.

THREATS: Our rapidly aging population will continue to change the housing needs and car accommodations. Slow population growth could hinder the ability to take care of the aging.

Economic – Environmental Scan Analysis

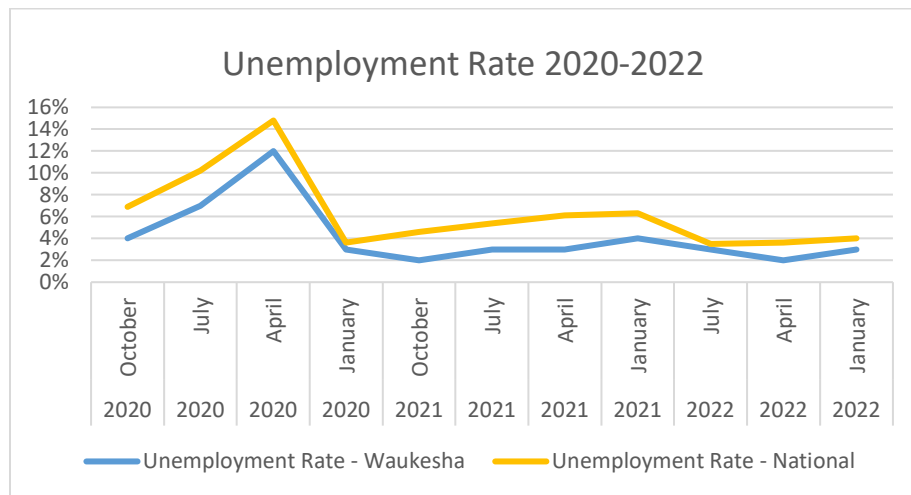
UNEMPLOYMENT RATE

In alignment with the majority of the United States, Waukesha County saw an exponential increase in unemployment starting in April 2020 which peaked at 12.3% during the beginning of the Covid-19 pandemic. However, those numbers have since stabilized with Waukesha County’s current average rate of unemployment standing at 2.6% as of July 2022.

Waukesha County’s unemployment rate has risen slightly since our last strategic plan in 2020. The current number of 2.9% is up from our 2020 rate of 2.6%, but still below the rate in March of 2017 of 3.1%. The chart below represents the unemployment rate for each of the counties bordering Waukesha County.

County	Unemployment Rate as of July 2022
Washington	2.8%
Waukesha	2.9%
Jefferson	2.9%
Dodge	2.9%
Walworth	3.3%
Milwaukee	4.7%
Racine	4.3%
Statewide	3.0%

Source: State of Wisconsin Department of Workforce Development



POVERTY RATE

According to the United States Census Bureau, Waukesha County’s poverty level has slightly decreased from 5.0% in the 2020 economic scan to 4.2% as of October 2022. In addition, Waukesha County is significantly below the statewide average of 10.8%. The chart below represents the percent of persons living in poverty for each of the counties bordering Waukesha County.

The percent of people under the age of 65 living without health insurance in Waukesha County is 4.3%, below the statewide average of 6.4%.

County	Persons in Poverty, percent
Washington	5.1%
Waukesha	4.2%
Dodge	7.2%
Jefferson	7.3%
Milwaukee	19.0%
Racine	9.4%
Walworth	8.3%
Statewide	10.8%

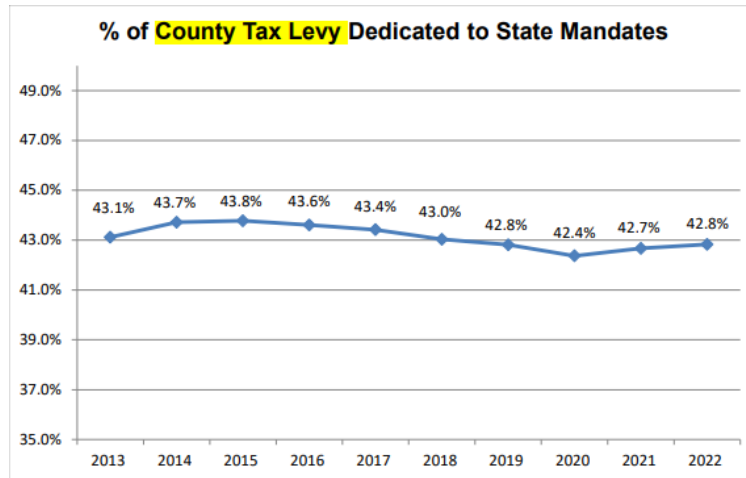
Source: [United States Census Bureau](#)

EQUALIZED PROPERTY VALUE

Equalized property value is a broad measure of the county's tax base. The Wisconsin Department of Revenue annually determines the equalized (i.e., fair market) value of all property subject to general property taxation. Equalized values are reduced by tax incremental district value increments for apportioning the county levy. In 2002-07, the county experienced high levels of growth due to market-based inflation rates ranging from 4.2% -9% on residential properties (more than 75% of total value) and higher levels of new construction. Beginning in 2009, deflation on residential property rates offset by new construction of less than 2% were responsible for most of the valuation decrease. Prior to 2009, the County had not experienced a tax base reduction in more than 30 years. Current equalized property values in Waukesha County for 2022 stand at \$58,082,798,900 which is a 14% increase from the previous year.

TAX LEVY

The share of county tax levy that is required to fund state mandates reduces discretionary spending that is available for non-mandated essential services and programs. Estimated mandated county tax levy includes court services provided by the Clerk of Court and the District Attorney. The Sheriff also provides service to the courts including process serving, warrants, and bailiff services. Mandated law enforcement services include probations/parole holds, corrections, and law enforcement service levels for patrol services required by statute. The largest share of mandates is for federal/state health and human service programs administered by the county.



Source: Waukesha County [2022 Adopted Budget book](#)

The current County Executive was elected for a second term in April 2019, with the next election to be held April 2023. Looking forward, Waukesha County anticipates a continuation of the current stable political environment of the administrative branch of the government during the majority of our next strategic plan. Levy allocation projections for 2023 are 2.2% totaling \$250,000 which is an increase over the previous year. However, increasing operational and personnel costs combined with inflationary pressure will require the department to plan for expenditure reductions through efficiencies, savings, or service reductions; and continue to look for any potential external revenue increases or opportunities.

Although some of the factors discussed above may not have a direct impact on services provided by the Department of Public Works, it is important to understand they may have an impact on other County services, which could result in financial resources being shifted from Public Works to other agencies, such as Health and Human Services; Law Enforcement; and the judicial system. Some of these factors do have a direct correlation to Public Works. Some Public Works programs are reliant on outside financial sources, such as Airport and Central Fleet Maintenance, therefore in an economic downturn may result in a lower demand for service.

Unemployment historically has a direct impact on transit ridership. Increased unemployment can result in fewer riders and loss of service due to routes not reaching benchmark standards. Some State and Federal funding is tied to this level of service, causing a potential loss of revenues. However, higher unemployment in neighboring counties may cause an increase in demand for transit services to bring employees from neighboring counties to jobs in Waukesha County. Currently the transit ridership is quite low due to the lingering effects of Covid-19 pandemic, particularly commuter services. The pandemic may influence and change work patterns for some time to come, and the department will monitor how this affects ridership levels and any needed shifts or changes to our transit system to best serve riders and employers in Waukesha County.

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Although equalized property value has been increasing since 2013, equalized property values took ten years to return to the 2008 level, resulting in low levy increases for the county for the past ten years. This coupled with the political desire to keep the tax levy stable or possibly even decreasing can result in levy increases that may be below an inflationary cost-to-continue rate for services.

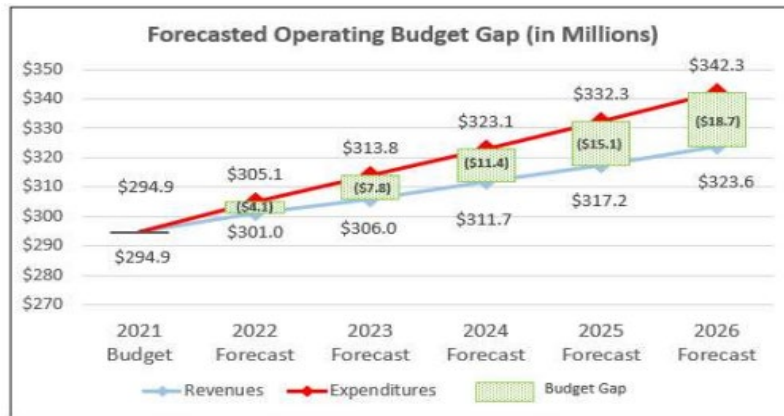
The county uses long-range financial planning to project the cost to continue existing programs by using assumptions about economic conditions, potential strategic objectives, and financial challenges to project revenues and expenditures over a five-year period. The five-year forecast also provides dynamic information for the planning process and assists in providing direction for future actions and planning of resource allocations in a way that links to the county’s strategic planning goals. The five-year financial forecast is developed annually in the early stages of budget development. It includes a review of the prior fiscal year-end results and considers the impacts of various county planning processes, including the capital plan and related debt financing. The Budget Division of the Department of Administration works with staff in other departments to determine key financial assumptions, which are used to project impacts to future expenditures and major revenue sources. The purpose of utilizing a financial forecast is to identify and determine the extent of actions necessary to close the gap between revenues and expenditures to ensure long-term fiscal sustainability and to prepare for impacts identified in future years. Below is a summary of Waukesha County’s financial outlook as it appeared in the current year’s five-year forecast prior to budget development.

Operating Budget (Non-Capital) Five Year Financial Forecast Summary 2022-2026

Operating Budget (in Millions)			
Year	Revenues	Expenditures	GAP
2021 Budget	\$294.9	\$294.9	\$0.0
2022 Forecast	\$301.0	\$305.1	(\$4.1)
2023 Forecast	\$306.0	\$313.8	(\$7.8)
2024 Forecast	\$311.7	\$323.1	(\$11.4)
2025 Forecast	\$317.2	\$332.3	(\$15.1)
2026 Forecast	\$323.6	\$342.3	(\$18.7)

Source: Waukesha County [2022 Adopted Budget book](#)

Closing the structural budget gap each year helps future budgets by reducing the gap in future years. For example, closing the 2019 budget gap resulted in a \$2.5 million reduction to the projected 2020 gap – from \$6.2 million to the current 2020 projection of \$3.7 million. The 2020 budget is balanced, which will again favorably impact the projected gap in future years (as demonstrated in the charts below). This was done by working to reduce expenditures and conservatively increasing revenues (when justified). The use of fund balance and other one-time revenues is limited to the situations described in the county Revenue Policy section of this document.



*The 2022 operating budget is balanced at \$308.9 million, reflecting the elimination of the gap through expenditure reductions and revenue increases.

Source: Waukesha County [2022 Adopted Budget book](#)

Considering that the County is identifying increasing multi-million-dollar gaps between expenditures and revenues for the next 5 years, DPW will need to continue identifying areas to increase efficiency, reduce expenses and analyze levels of service we can provide throughout this 2023-2025 strategic plan and beyond.

Legislative & Regulatory – Environmental Scan Analysis

There's a growing awareness of infrastructure needs among public and elected officials both locally and nationwide. However, it is unlikely that that sentiment will result in a willingness to increase transportation revenue in the next couple of years. Waukesha County DPW is dependent on both federal and state financial support.

FEDERAL

The current surface transportation authorization, the FAST Act, expires September 30, 2020. Under the FAST Act, Wisconsin receives annually more than \$750,000 for highways, \$85 million for transit, and \$16 million for safety. At this time, it is uncertain when a new reauthorization bill will be passed.

Waukesha County is heavily reliant on federal funds assistance in financing many of the road projects included in the County 5-year capital plan (please see 2020 Environmental Scan: Revenue section). The largest funding program is the Surface Transportation Program (STP) program: 80% federal funds, 20% local. We also receive significant funding from the federal bridge program (80% fed, 20% local) and the Highway Safety Improvement Program (HSIP 90% fed, 10% local).

Fall 2020 is a presidential election and we expect to learn more about the candidate's transportation vision as the campaign unfolds.

Waukesha Airport has been the beneficiary of a significant amount of federal funds in recent years. Those funds, coupled with new tenant developments, have allowed the County to reconstruct a runway, add significant ramp space, and remodel our both our tower and terminal. For the first time in the 2020 DPW budget, the airport no longer is dependent on county levy for operating expenses. The current FAA authorization expires September 30, 2023, and has been the longest reauthorization since 1982, which means Waukesha County can continue to plan for future federal funds for a much-needed runway safety area project and other projects that will promote development and increased traffic at our airport.

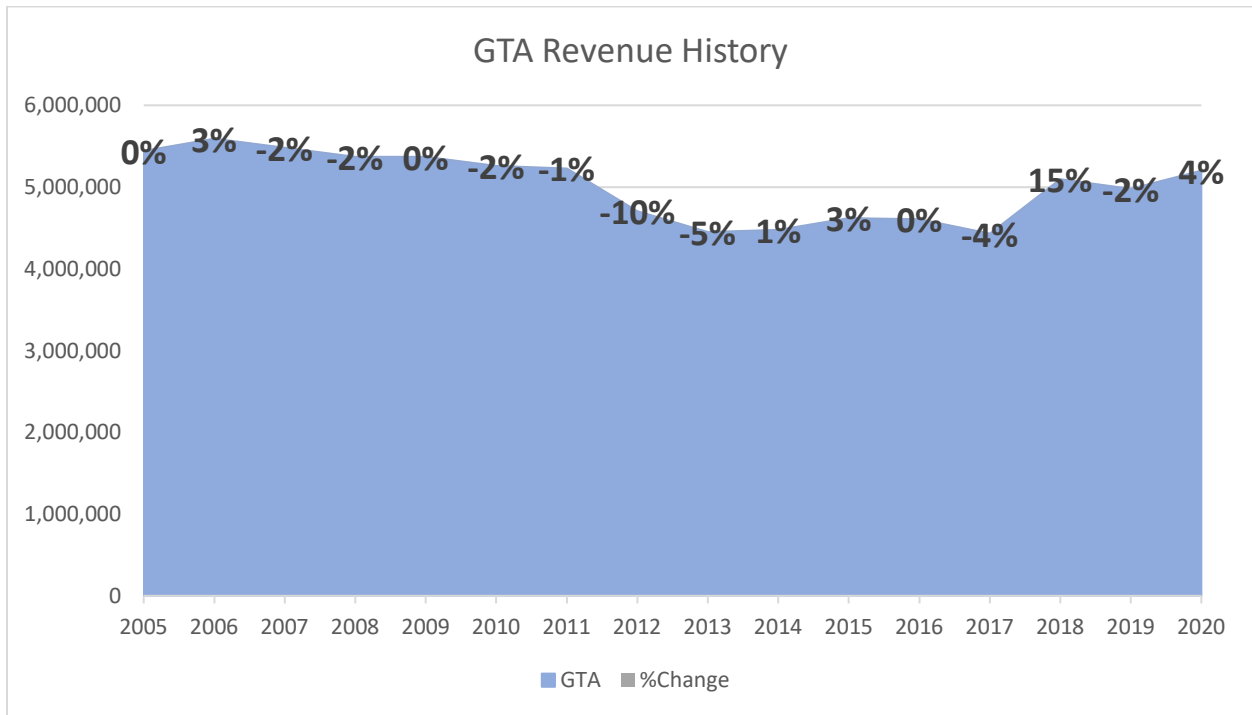
STATE

The Legislature and Governor Evers passed a transportation budget that increased revenues for the state transportation budget by about \$400,000,000. The additional revenue resulted in a 10% increase in General Transportation Aids and a new \$75 million MLS program.

Due to the significant drop in state gas tax revenue related to the COVID-19 pandemic and safer at home order, the department is not anticipating opportunities to significantly increase state funding. Instead, the department will focus on supporting efforts that help reduce oversight costs through programs like the low-risk bridge program.

Keeping our workforce safe is a top priority and the department supports legislation that promotes work zone safety.

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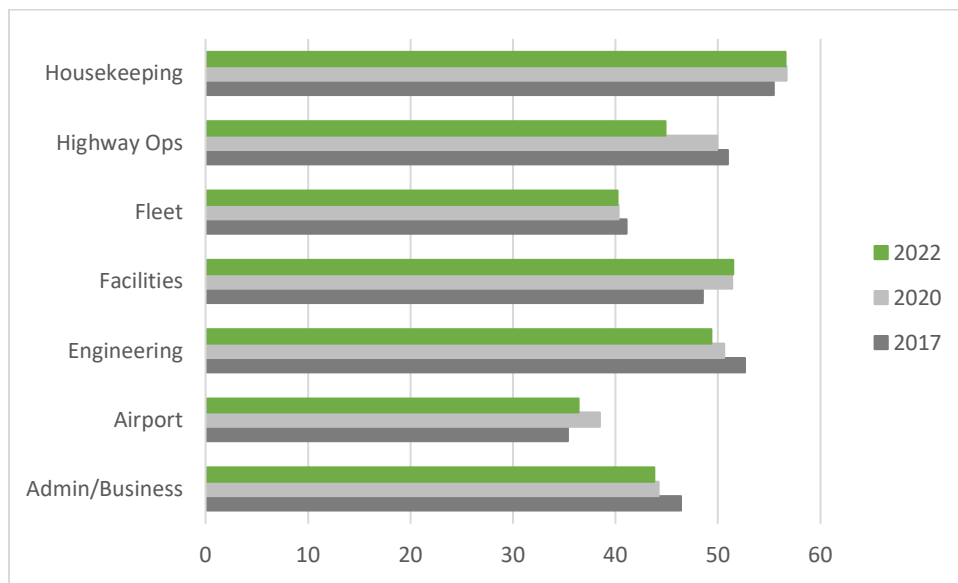


The following chart shows the General Transportation (GTA) totals and year over year percentage of increase or decrease.

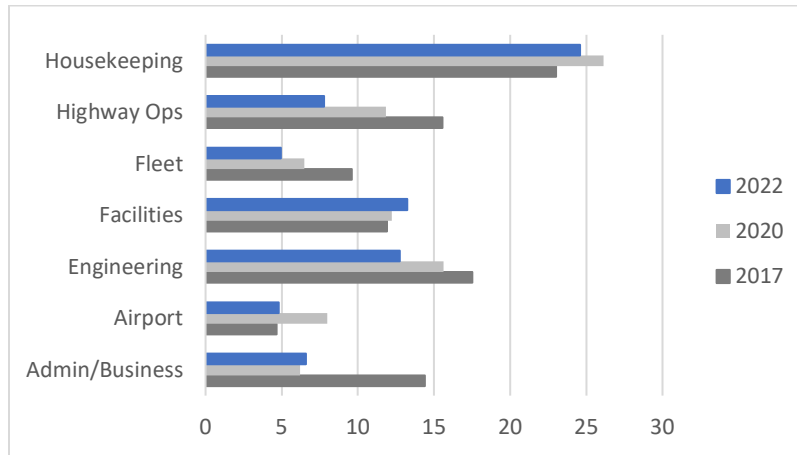
Human Resources – Environmental Scan Analysis

The Human Resources section of this Environmental Scan is intended to review and interpret human resource data to help identify opportunities and threats that may affect the Public Works organization. This information should help the department develop strategies and plans in human resources and staffing. The data presented can provide insights into planning for the possibility of changes in our human resources and staff over the coming years. This information allows the department to proactively plan for, rather than react to the effects staff changes may have on the operations. Effects of staff changes may include need for succession planning and staff development; increased cross-training; transfer of knowledge; consideration for restructuring; designing onboarding/off-boarding procedures; budget impact planning.

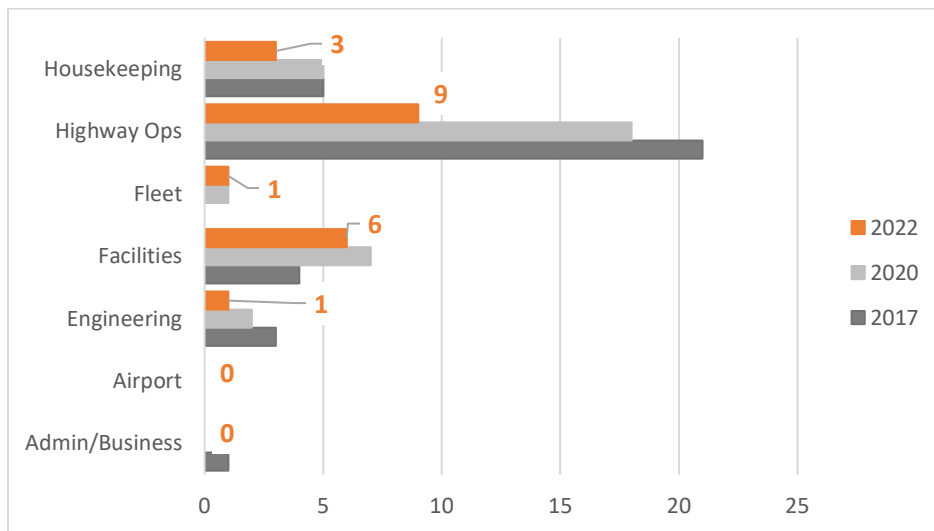
The chart below indicates the change in Average Age by division for the Department of Public Works through our last two HR Environmental Scans. The average age of all DPW employees has dropped slightly from 49 to 46 years of age.



This chart indicates the change in Average Years of Service by type of staff for the Department of Public Works. Due to retirements the department has seen a 50% decrease in average years of service, from an average of 14 years in 2017 to 9 years of service in 2022.



In Waukesha County, eligibility for retirement is considered to begin at age 55 with 20 years of service. The information in our 2022 HR scan indicates that roughly 14% of our employees are retirement eligible, compared to 25% at the time of our last scan. Currently the divisions with the highest amount of retirement eligible employees are Housekeeping at 60% and Facilities at 20%, Engineering at 13% and Highway Operations at 12%.

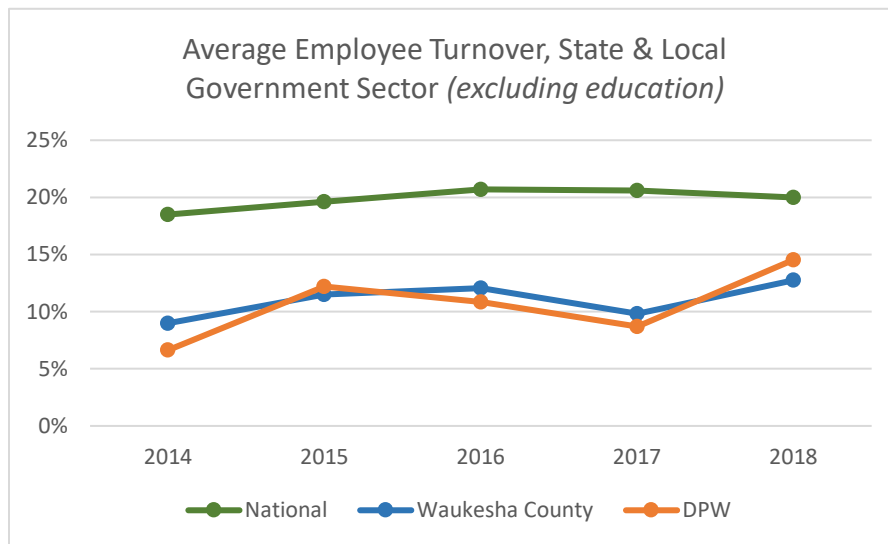


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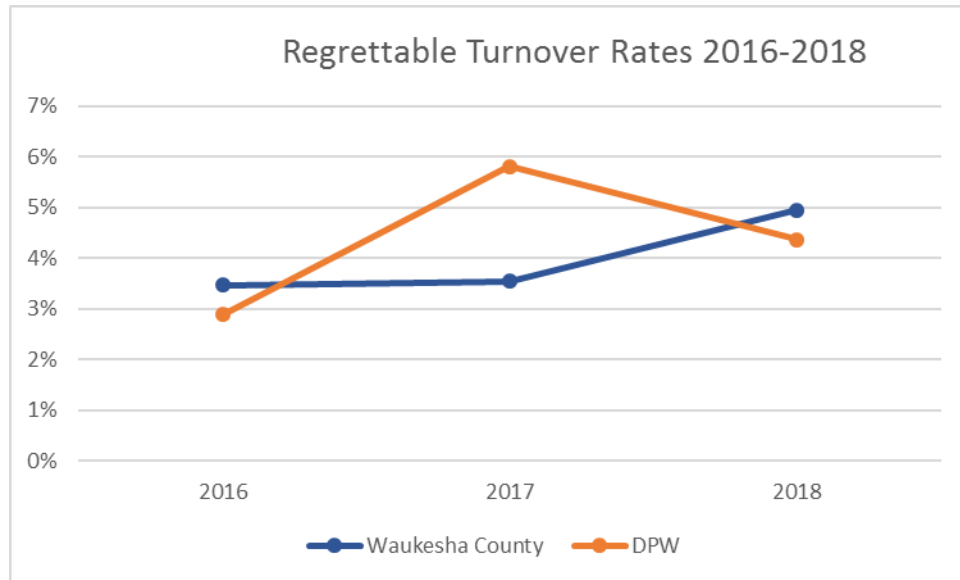
Public Works should consider this information in the strategic plan with a methodology to develop, implement and manage a succession plan; provide cross training or knowledge transfer to prevent a break or lapse of service; consider the opportunities for identifying necessary skills and gaps in the skill set; reviewing organizational restructuring; and plan for the costs of paying out retirement benefits and the cost of training new staff.

An increasing trend related to Human Resources is the rate of employee turnover. It has been anecdotally mentioned in DPW and was noted in the 2017-2020 Strategic Plan to begin tracking this data. The following chart shows the National annual turnover averages for state and local government (excluding education) vs. Waukesha County’s turnover rate and DPW’s turnover rate from 2014-2018.

DPW is on par with Waukesha County for turnover rates, and both DPW and the county have much lower turnover rates than the national average.



Turnover happens for many reasons. As noted above, a quarter of our employees are eligible for retirement. Retirement has accounted for an average of 34% of total Waukesha County turnover in the past few years. Another type of turnover tracked is regrettable turnover, in which case the employee has left not for retirement, but for other employment opportunities and DPW would have wished to retain them if possible. In recent averages, regrettable turnover rate is about 3-6% of our staff.



Source: National [State & Local Government Turnover Rates](#)

Public Works should consider this information in the strategic plan with a methodology to develop, implement and manage a succession plan; provide cross training or knowledge transfer to prevent a break or lapse of service; consider the opportunities for identifying necessary skills and gaps in the skill set; reviewing organizational restructuring; and plan for the costs of paying out retirement benefits and the cost of training new staff.

COVID-19 UPDATE:

The Department of Public Works provides essential government, transportation, and infrastructure services, and most of our employees are deemed essential. Throughout the statewide Safer at Home Order, 87% of our staff performed normal department work on-site and 13% of our staff worked remotely at some point. To ensure continuation of these critical functions, the COVID-19 Exposure Staffing Plan has been made to address any potential staffing shortages in each division.

Performance Measures & Benchmarks – Environmental Scan Analysis

Performance Measure (n): a process of collecting, analyzing, and/or reporting information regarding the performance of organization to see whether output is in line with what was intended or should have been achieved.

Benchmark (n): a standard or point of reference against which things may be compared or assessed.

Highway Operations & Engineering

Pillar	Performance Measure	Outcome
Customer Service	Percentage of County pothole requests responded to within three workdays	90%
*Customer Service	Route optimization and time per “round”	3 Hour Goal
*Customer Service	Bare pavement for snow removal 4 hours after snow completion	90% B-P
Quality	Centerline miles of County Road resurfaced annually	5%
Customer Service	Percentage of drainage/flooding request responded to within 48 hours	95%
Health and Safety	Percentage of County signs measured within the last two years for reflectivity standards (High Intensity Prismatic reflectivity grade)	100%
Quality	Percentage of County centerline miles re-stripped: Within the last three years and within the last five years	3 Year @ 90% 4 Year @ 100%
Pillar	Performance Measure	Outcome
Team	Percentage of Projects Completed on Schedule	90%

Team	Percentage of Projects Completed on Schedule (by phase – planning, construction, etc.)	90%
Finance	Percentage of Project Completed within Budget	95%
Finance	Percentage of Projected Revenue Realized	95%
Team	Percent of staff hours available for project work allocated to projects during prior year	90%
Finance	Change Orders as percent of Project Cost	<10% (for change orders that are not due to scope)

Airport

- **Total annual aircraft operations:** Tracking growth or decline from year-to-year and to identify other airports of similar size for further study
- **Bird Strikes:** Internal and external benchmarking with other airports having similar habitat and wildlife populations
- **Customer satisfaction:** Surveys provide feedback from customers and vendors

Facilities

<u>Standard</u>	<u>Organization</u>	<u>County Sqft</u>	<u>#employee/SqFt</u>	<u>Outcome</u>
National	IFMA	<u>2,000,000</u>	<u>1/49,000 sqft</u>	<u>Recommends 40</u>
County	County	<u>2,000,000</u>	<u>1/80,000 sqft</u>	<u>Staff 25</u>
<u>Standard</u>	<u>Organization</u>	<u>County Sqft</u>	<u>kBTU/Sqft</u>	<u>Outcome</u>
National	IFMA	<u>2,000,000</u>	<u>72</u>	<u>Standard Efficiency</u>
County	County	<u>2,000,000</u>	<u>47</u>	<u>Exceeds Standard</u>

- Latest number account for courthouse expansion and closing of old HHS facility
- IFMA = International Facility Management Association

Revenue & Expenses -- Environmental Scan Analysis

Revenue

Traditional revenue streams have been flat and/or declining over recent years. The Department's allocation of tax levies has only increased an average of 0.6% annually, or 3.6% total over the past six years, and as described further in Expenses, is not keeping up with expense trends.

General Transportation Aides have increased slightly over the past three years but are still not to the level they were in 2005 – 2009. Our growth in GTA is not keeping pace with the statewide GTA fund and it's possible that we are not maximizing our potential for GTA funds and should review our calculations used for estimating GTA entitlements.

Routine Maintenance Agreement funding has remained flat, however over the past couple years, the Department is using more of the budgeted funding than in the past, ensuring that we are using the revenue source to the maximum extent possible.

A notable increase in Airport hangar rentals and leases has enabled the airport to go off levy, a significant achievement.

The Department continues to pursue federal (FHWA) and state funding grants for capital projects and recognized a 33% increase in State Transportation Program funding in 2020. The department also capitalized on the newly offered Multimodal Local Supplement grant, with an award of \$630,000 towards a capital project. The Department continues to successfully utilize these various federal highway funding programs to offset engineering division operating costs. However, in general, FHWA funding is only expected to increase on average 2.5% per year and state contributions to project funding are expected to remain flat per projections by the Southeast Wisconsin Regional Planning Committee (SEWRPC).

Central Fleet is an internal service fund that provides preventative and repair maintenance for internal and external customers including Highway, Sheriff, Parks, and some local governments. Fleet's revenue earned for repairs has remained steady overall and is predicted to stay steady without new sources of revenue. In an individual year, weather can increase or decrease expected revenues.

The Department continues to explore and capitalize on new emerging or alternative revenue streams, many of which have resulted from the needs of other agencies to find more efficient methods of delivering services. An example includes the Focus on Energy grant funding in the construction of new buildings and building equipment, which the Department has used in the past and will look to utilize again in the future. However, there are times when the focus needs to shift from revenue to maintaining County services. For example, Highway Operations has decreased their revenue from municipalities as they shift to focusing more on necessary county highway maintenance.

In summary, the key to effectively capturing alternative revenue streams is a full understanding of staff capability and excess capacity, fully taking advantage of available grant programs, and understanding and maximizing GTA with the goal of increasing the County's annual allocation.

Expenses

In our three major categories of expenses are personnel, operating expenses (external purchases) and interdepartmental expenses. Personnel has steadily risen, showing a 12% increase since 2013. Operating expenses fluctuate annually, but typically increase each year and have increased 7% since 2013. Interdepartmental expenses fluctuate but have increased by 11% since 2013. The following summary provides an overview of key expense trends for each of the Department's divisions.

Pay and benefit costs will continue to be major expense drivers. DPW has seen a 17% reduction in staff in the past 15 years. These are mainly due to shifting business needs, efficiencies gained by utilizing contracted help and other organizational decisions. Though the Department has worked to curb personnel costs, they continue to rise.

Waukesha County was instrumental in the launch of the Waukesha Employee Health & Wellness Center, a shared health clinic between the City of Waukeha, School District of Waukesha and Waukesha County employees. As of 2018, the clinic has saved more than \$20.7 million between the three entities. Worker's comp has trended slightly down the past three years, possibly due to increased education in safety and workforce turnover. However, worker's comp has a long lead time from incident to final expenses, making it tough to predict in the short term.

The addition of a new courthouse tower (step 1 of the project) is anticipated to increase operational expenses, including utilities, housekeeping, and maintenance by approximately \$100,000 annually. Our continued maintenance of the old HHS building continues to place a burden on operating expenses.

Patrol truck prices have increased by 93% between 2007 and 2019 and the trend shows that these will continue to rise in the future. Emission control requirements for our truck fleet will add to the purchase cost of the vehicles. All 2010 and up equipment is required by Federal law to be equipped with Tier IV emissions systems as mandated by the EPA. This cost has been associated with the unit since inception in 2010 and is one of the driving forces behind equipment price increases over the last decade. The replacement of emissions equipment on our older trucks is approaching \$10 – 12K per truck.

Waukesha is in the process of moving to receiving water from Lake Michigan. This change requires rate increases for all water users, including Waukesha County. Water usage rates began to increase in 2018 and will continue to steadily increase as the pipeline from Lake Michigan to the City of Waukesha is built. The use of efficient fixtures has reduced the usage, but the cost continues to rise.

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Energy costs, such as diesel fuel, electricity, and gas have decreased in recent years and are currently relatively stable. However, they are tough to project and could become volatile in the future.

Salt prices were relatively stable between 2014 and 2018 but increased by 15% ahead of the 2018-2019 season. In the beginning of 2020, the Wisconsin Department of Transportation believed that this coming winter's salt price would decrease; however, no predictions were provided beyond that. Material costs such as asphalt, concrete and aggregate remained relatively steady in past years, but there does appear to be significant materials price increases out of Lannon Stone since they purchased Halquist. This reduced competition may affect our future material prices in the northeastern part of the county.

Overall investment in highway capital projects has varied between 2014 and projected to 2024 and doesn't appear to be declining. There is a growing reliance on grant funding over county investment to fund projects. This does help maintain a healthy capital plan without increasing the county expenditures, however; the Department should closely monitor the health of the grant programs that are exceedingly relied upon. The bidding climate has been unpredictable for highway projects over the past couple years, with aggregate and pipe items showing the greatest increase in pricing. There is the possibility that this is part of a so-called Foxconn effect that should dissipate, but some industry experts are predicting steady rises in prices due to labor shortages and difficulty attracting quality labor into the trades.

In conclusion, with levy remaining flat, the Department should look to maximize revenue, as discussed previously, and monitor trends in expenses that can be variable, such as material costs, utility rates, vehicle expenses, and salt prices. If this cannot cover the gap, the Department may have to strategically look at the services provided to see where necessary cuts can be made.

SOURCES

SEWRPC Vision 2050 (Updated): Land Use and Transportation Data

<https://www.sewrpc.org/SEWRPCFiles/Vision2050/2020UpdateReportFinal.PDF>

SEWRPC "The Economy of Southeastern Wisconsin":

<https://www.sewrpc.org/SEWRPCFiles/Publications/TechRep/tr-010-5th-ed-economy-se-wisc.pdf>

Waukesha County Business Alliance Annual Business Survey Summary:

www.waukesha.org/wp-content/uploads/2021/11/Waukesha-County-Business-Survey-Executive-Summary.pdf

Waukesha County Executive Budget 2023 Demographic Information:

<https://www.waukesha-county.gov/globalassets/administration/budget/2023-executive-budget/introduction/6-waukesha-county-community-profile.pdf>

United States Census: Waukesha County 2020 Quick Facts

<https://www.census.gov/quickfacts/waukesha-county-wisconsin>

Waukesha County Demographics and Housing Data:

<https://www.point2homes.com/US/Neighborhood/WI/Waukesha-County-Demographics.html>

Wisconsin Counties Association County Fact Book 2022:

<https://www.forward-analytics.net/wp-content/uploads/2022/09/2022-County-Fact-Book-1.pdf>

Waukesha County Community Health Improvement Plan & Process (CHIPP) 2017-2021 Summary Document. https://www.waukesha-county.gov/globalassets/health--human-services/public-health/chipp/chipp-summary-report_11-2021.pdf

Appendix B: SWOT Analysis

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Appendix B.1

SWOT Analysis: Public Works Staff Survey

The Waukesha County Public Works Internal SWOT scan survey consists of six questions based on SWOT analysis and was sent out to Department of Public Works employees only. Below is a summary of the Survey results.

Question 1: What are the top five accomplishments, significant results, major efforts, or important milestones DPW has achieved?

- Continuation of the Courthouse project
- Road construction projects
- Keeping employees informed/communication
- Continuation of business during the pandemic safely
- Teamwork

Question 2: From your perspective, what are some of the strengths of the department?

- Recruitment of excellent staff
- Great leadership
- Teamwork
- Partnering with municipalities to share resources
- Strong work ethic

Question 3: From your perspective, what are some of the weaknesses of the department?

- Loss of knowledge due to retirements
- Lack of communication between departments
- Budget cuts

- Pay scale

Question 4: What are our greatest opportunities for improvement or increased effectiveness?

- Partnerships with other departments
- Online training
- Updating aging equipment
- Training across the board

Question 5: Is there something customers are asking for that the department doesn't provide, but could add?

- Better road closure communication
- Increase mowing and cleanup on highways
- Online payment system

Question 6: What potential threats, risks, external/internal forces, or areas of concern could become significant issues in the future if not addressed?

- Inflation and lack of resources
- Issues with equipment productivity
- Employee retention with competitive workforces
- Perception of pay inequality

Appendix B.2

SWOT Analysis: **Customer Service**

Strengths

- Road maintenance
- Facilities does more with less
- Responsive to requests
- Communication with other municipalities
- Staff that cares about the community and their job

Weaknesses

- Poor housekeeping
- Lack of project communication

Opportunities

- Communicating project information
- Online payment system

Threats

- Competition with private sector

SWOT Analysis: **Quality**

Strengths

- Quality equipment
- What staff does directly impacts their work

Weaknesses

- Lack of telling our story to the public
- Technology issues to external partners

Opportunities

- Longer life cycle on equipment

Threats

- Technology changing quickly
- Perception of the public having a low opinion of government

Appendix B.3

SWOT Analysis: **Team**

Strengths

- Communication among divisions
- Employee retention
- Strong succession plan
- Staff frequently asked opinions and listened to

Weaknesses

- Lack of communication from supervisors to workers
- Lack of project communication with other departments

Opportunities

- Communicate project information
- Employee retention
- Employee knowledge utilization
- Obtaining new employee perspectives

Threats

- Job market and employment shortage
- Inability to attract and retain young, talented applicants
- New CDL Law

SWOT Analysis: **Health and Safety**

Strengths

- Building safety

Opportunities

- Training/cross-training

Threats

- Deferring maintenance

Appendix B.4

SWOT Analysis: Finance

Strengths

- Airport off tax levy
- Strong tax base (growth and development)
- Competitive wages and benefits

Weaknesses

- High inter-departmental charges
- Budget constraints

Opportunities

- Explore possible cost savings with in-house contract
- More frequent salary studies

Threats

- Budget gap
- Funding sources
- Divisions are dependent on revenue
- Inflation and supply chain issues

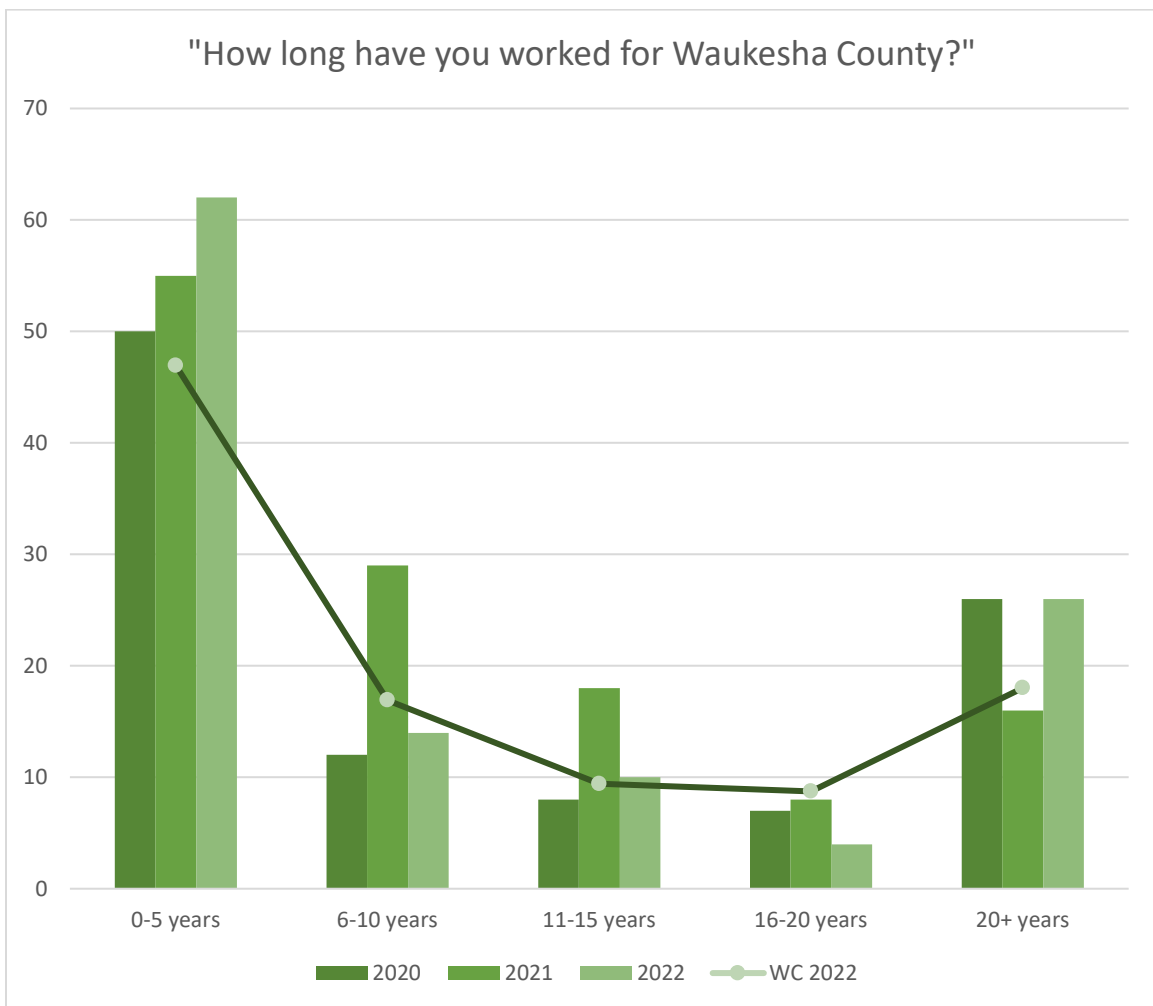
Appendix C: Employee Feedback Groups

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Appendix C

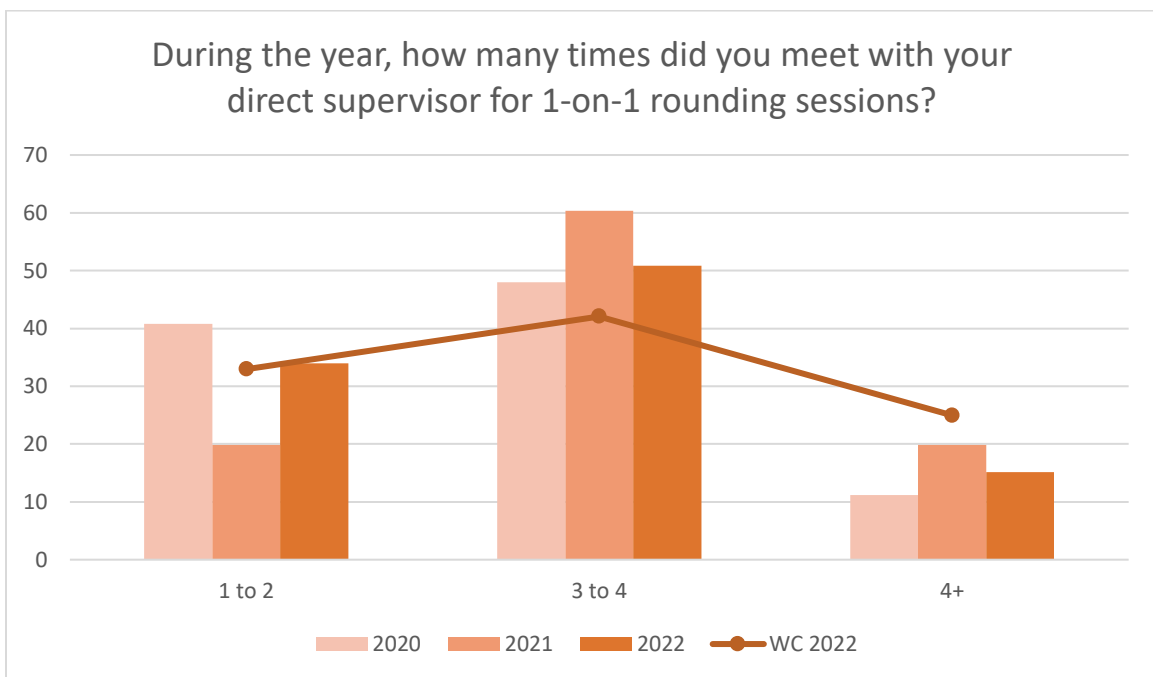
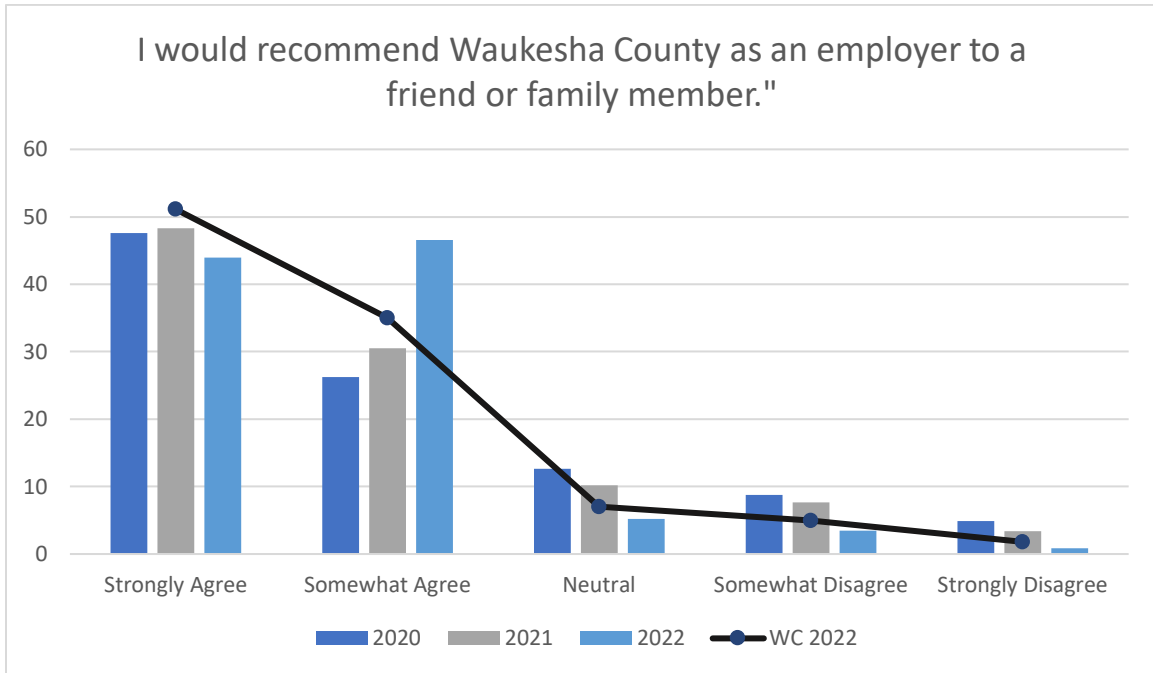
Employee Feedback Groups

Waukesha County Annual Employee Survey 2020-22 – DPW Results



Appendix C

Waukesha County Employee Survey – DPW Results continued



Appendix C

Waukesha County Employee Survey – DPW Results continued



1. I understand how my work and assigned goals directly contribute to the overall success of the County in meeting its key strategic priorities.
2. Information and knowledge are shared openly within my department.
3. During my annual performance evaluation with my direct supervisor, I discussed my training needs and opportunities for professional development.
4. I understand that I can be recognized for extra effort while demonstrating the County's Standards of Service Excellence.
5. My supervisor/manager frequently asks my opinion on how to do things better.
6. I feel empowered by my supervisor/manager to make process improvement changes.