



The City of Whitewater, Wisconsin

# 2023-2025 Strategic Planning Issues

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

Whitewater Municipal Building

312 West Whitewater Street



Extension

UNIVERSITY OF WISCONSIN-MADISON

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

**Facilitated and compiled by:**

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

# Table of Contents

---

<b>SUMMARY .....</b>	<b>1</b>
<b>PROCESS.....</b>	<b>2</b>
Project Preplanning.....	2
Community Listening Session with Stakeholders – March 6, 2023 .....	2
First Session with Department Heads, Common Council and City Manager – March 8, 2023.....	3
Second Session with Department Heads, Common Council and City Manager – March 16, 2023 .....	5
Conclusion .....	9
<b>APPENDIX .....</b>	<b>10</b>
Appendix 1 – City of Whitewater Strategic Planning Process Participants.....	10
Appendix 2 – City of Whitewater Community Listening Session Summary, March 6, 2023 .....	11
Appendix 3 – Community and Economic Data Presented March 8, 2023 .....	14
Appendix 4 – City of Whitewater SWOC Analysis Summary, March 8, 2023 .....	29
Appendix 5 – Strategic Questions – March 16, 2023 .....	33

# SUMMARY

---

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

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

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

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

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

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

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

# PROCESS

---

## Project Preplanning

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

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

## Community Listening Session with Stakeholders – March 6, 2023

### Goals:

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

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

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

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

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

### **Top Ten issues identified at Community Listening Session:**

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

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

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

### **Goals:**

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

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

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

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

### **Community and Economic Data**

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

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

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

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

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

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

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

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

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

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

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



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

### **Environmental Scan/SWOC Analysis**

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

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

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

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

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

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

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

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

### **Goals:**

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

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

### **SWOC Draft Themes:**

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



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

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

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

### **Top five strategic issues and criteria:**

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

#### **What are the consequences of not addressing this issue?**

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

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

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

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

#### **What are the consequences of not addressing this issue?**

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

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

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

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

**What are the consequences of not addressing this issue?**

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

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

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

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

**What are the consequences of not addressing this issue?**

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

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

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

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

**What are the consequences of not addressing this issue?**

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

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

**GOAL:** Seek input to identify and prioritize

## Conclusion

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

# APPENDIX

---

## Appendix 1 – City of Whitewater Strategic Planning Process Participants

### Community Listening Session Participants

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

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

### City of Whitewater Staff Participants

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

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

### City of Whitewater Common Council Participants

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

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

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

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

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

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

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

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

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

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

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



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

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

## Whitewater by the Numbers

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



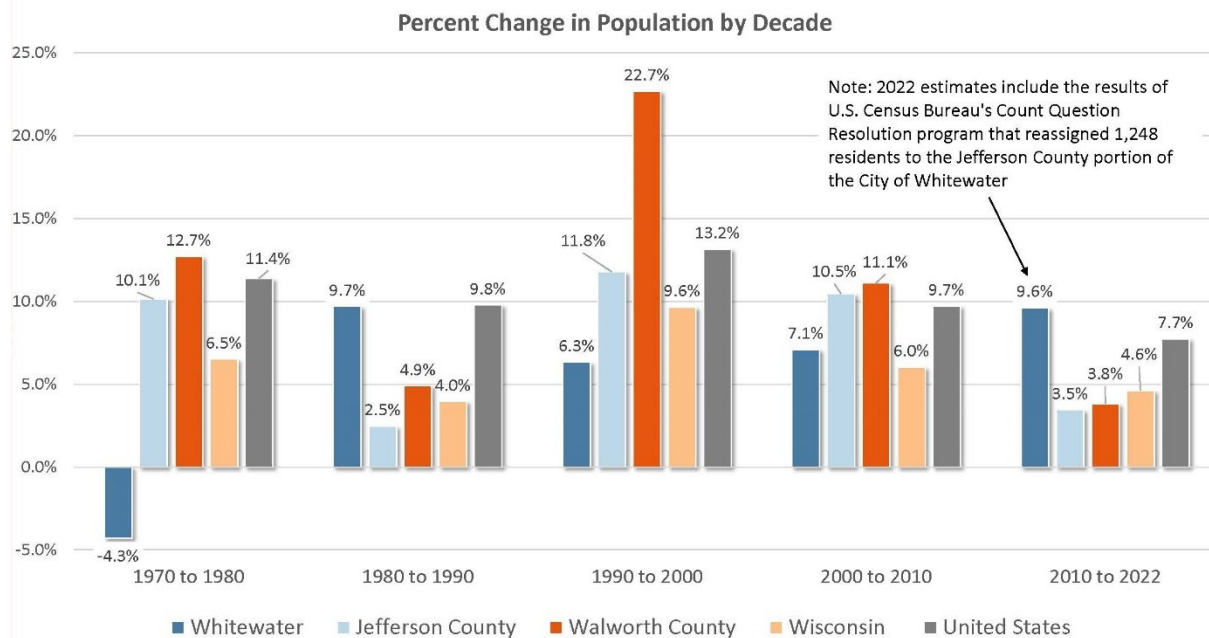
### Why Should we Consider Economic and Demographic Data?

#### ***Uses:***

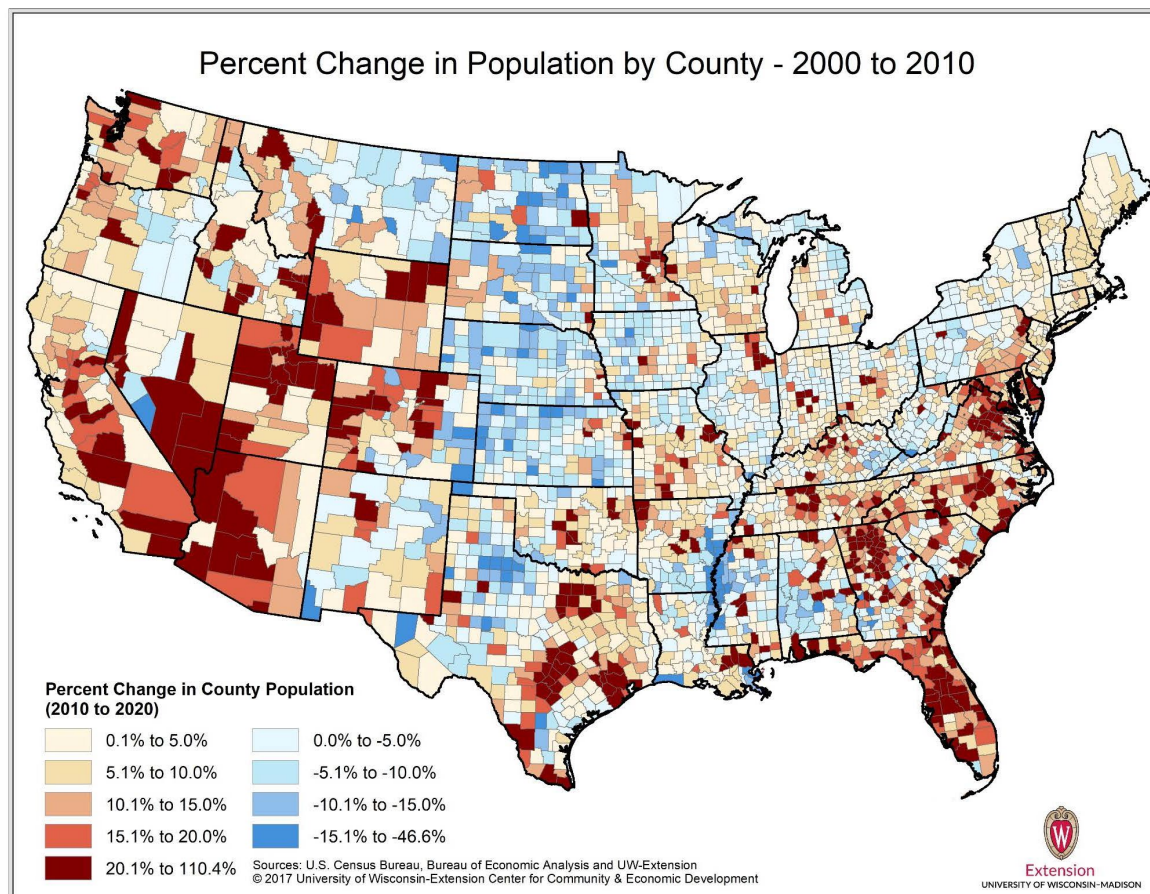
- Stimulate discussion;
- Affirm or challenge current perceptions;
- Identify local strengths and weaknesses;
- Recognize and prepare for change.

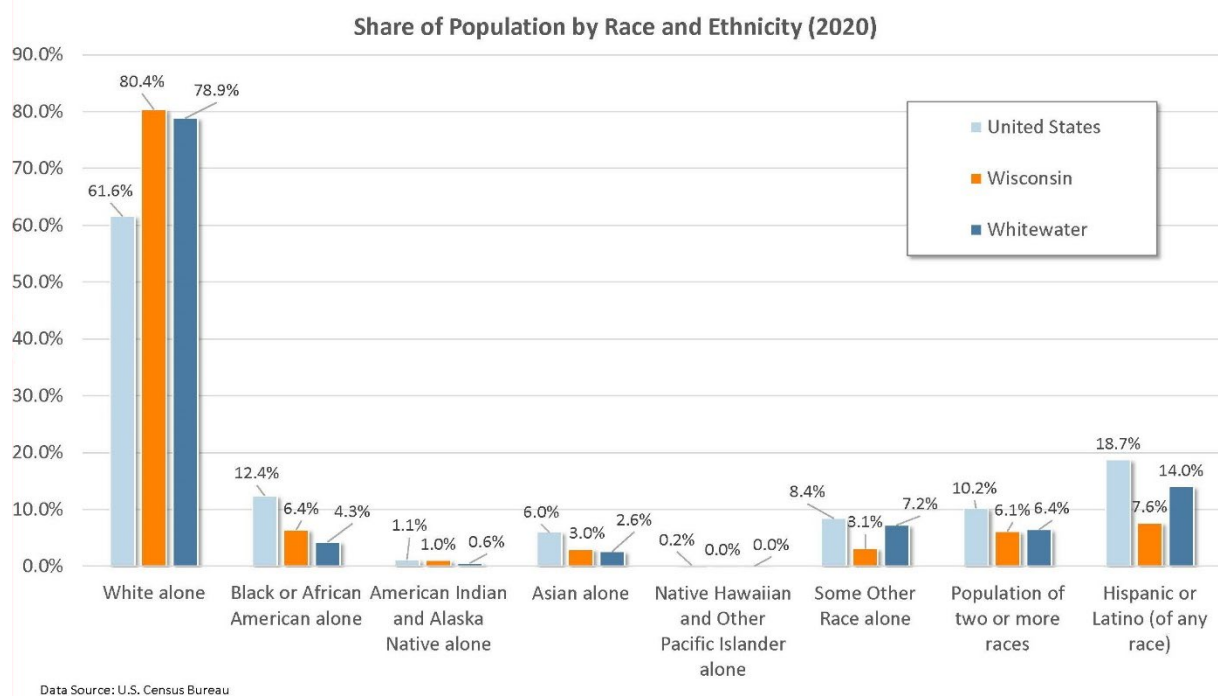
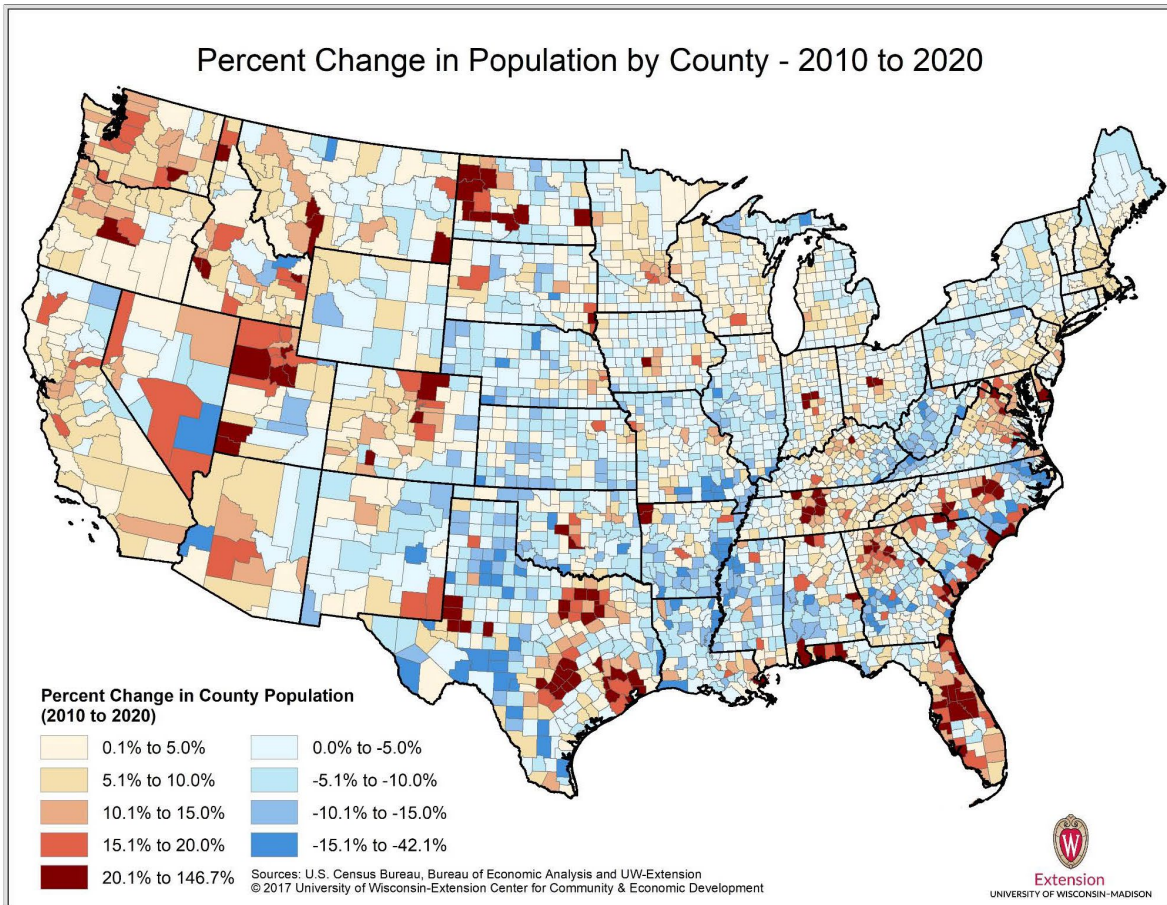
#### ***Considerations:***

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



Data Source: U.S. Census Bureau and Wisconsin Department of Administration





### Worker Flow for City of Whitewater (Q2 2019)

#### Employees Working in the City of Whitewater

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

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

#### Employees Residing in the City of Whitewater

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

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

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

### Worker Flow for City of Whitewater (Q2 2019)

#### Employees Working in the City of Whitewater

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

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

#### Employees Residing in the City of Whitewater

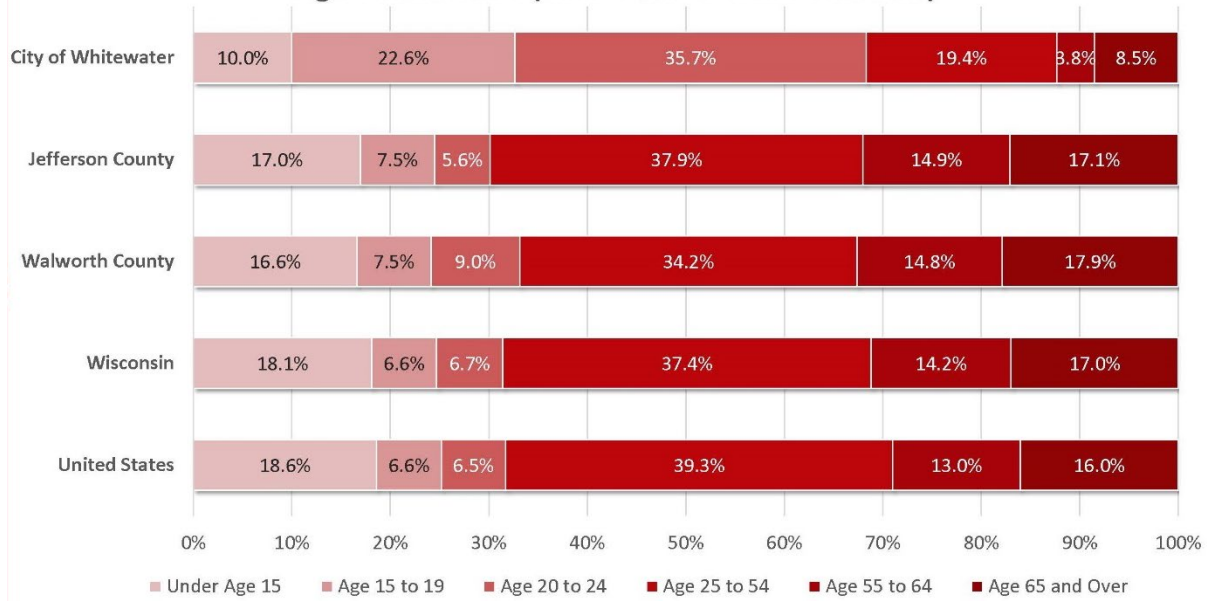
##### Top 10 Counties of Employment (n = 5,831)

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

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

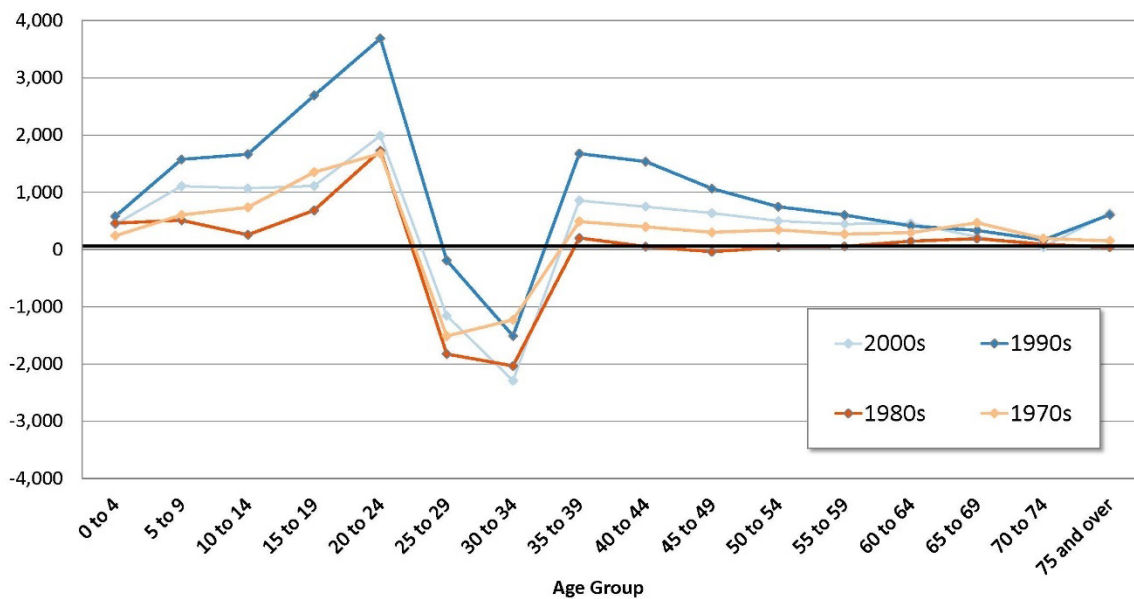


### Age Distribution (2017-2021 5-Year Estimates)



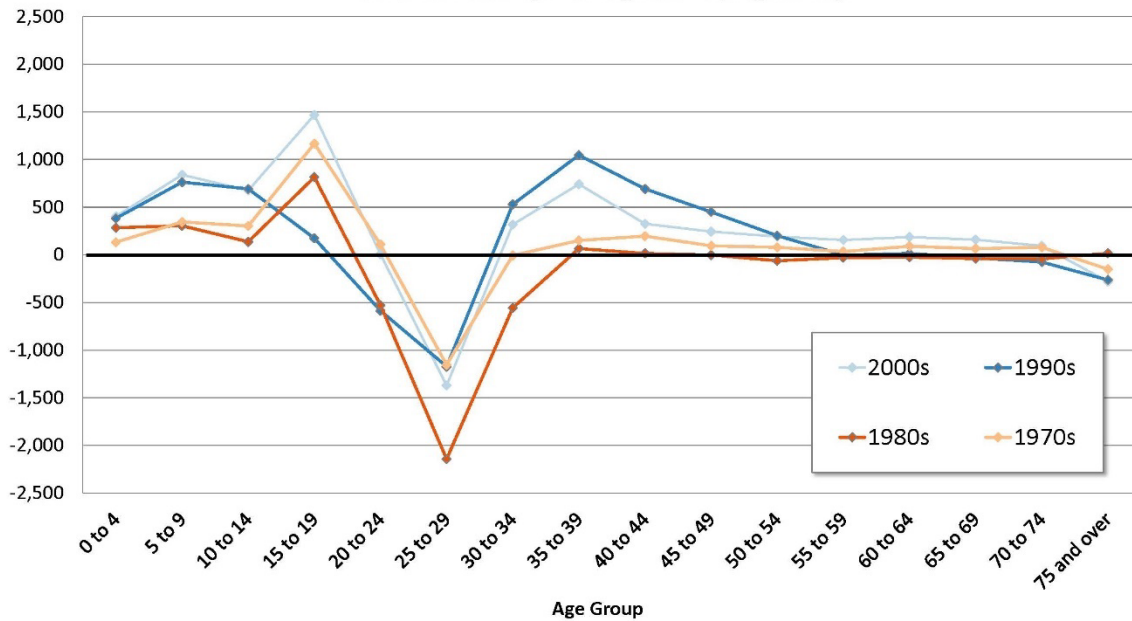
Data Source: U.S. Census Bureau 2017- 2021 American Community Survey

### Walworth County Net Migration by Age Group



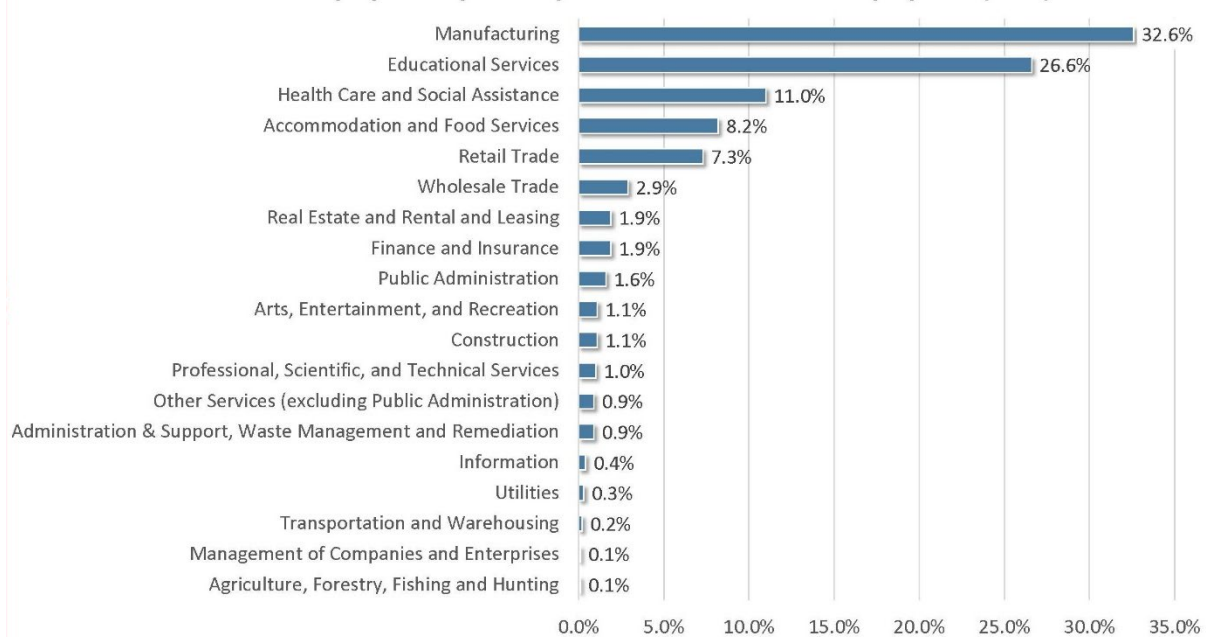
Data Source: Age-Specific Net Migration Estimates for US Counties, 1950-2010. Applied Population Laboratory, University of Wisconsin - Madison, 2013

**Jefferson County Net Migration by Age Group**



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

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



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

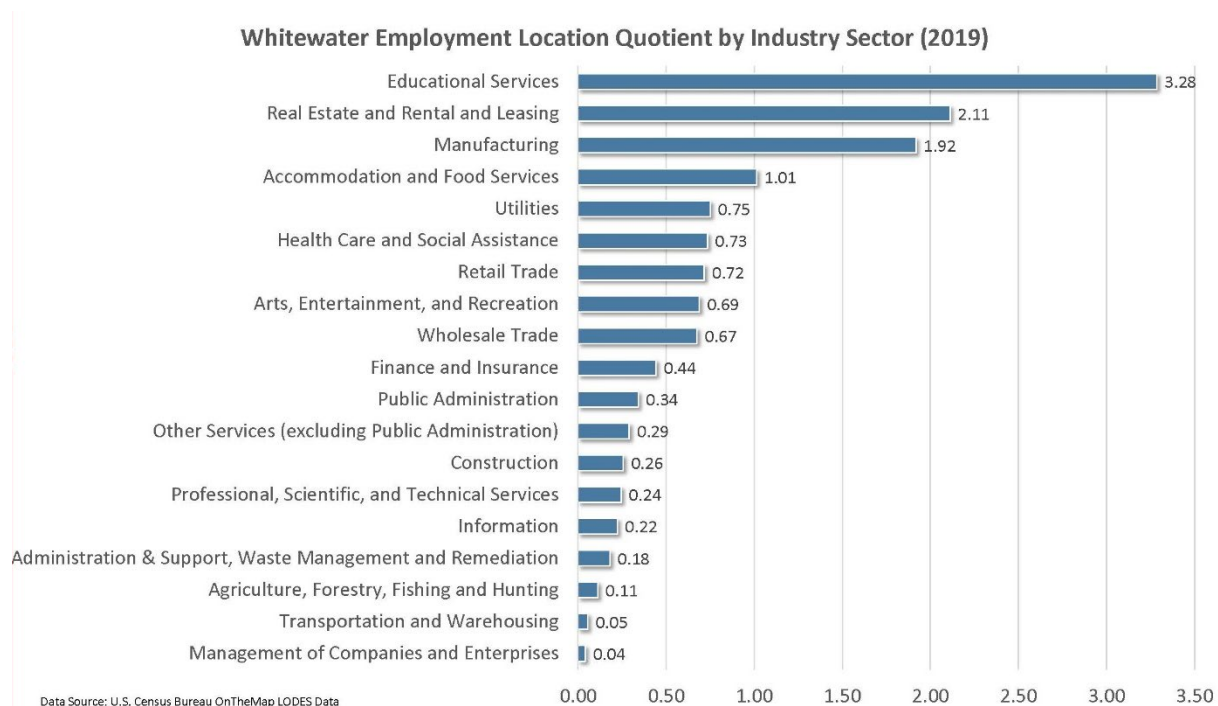


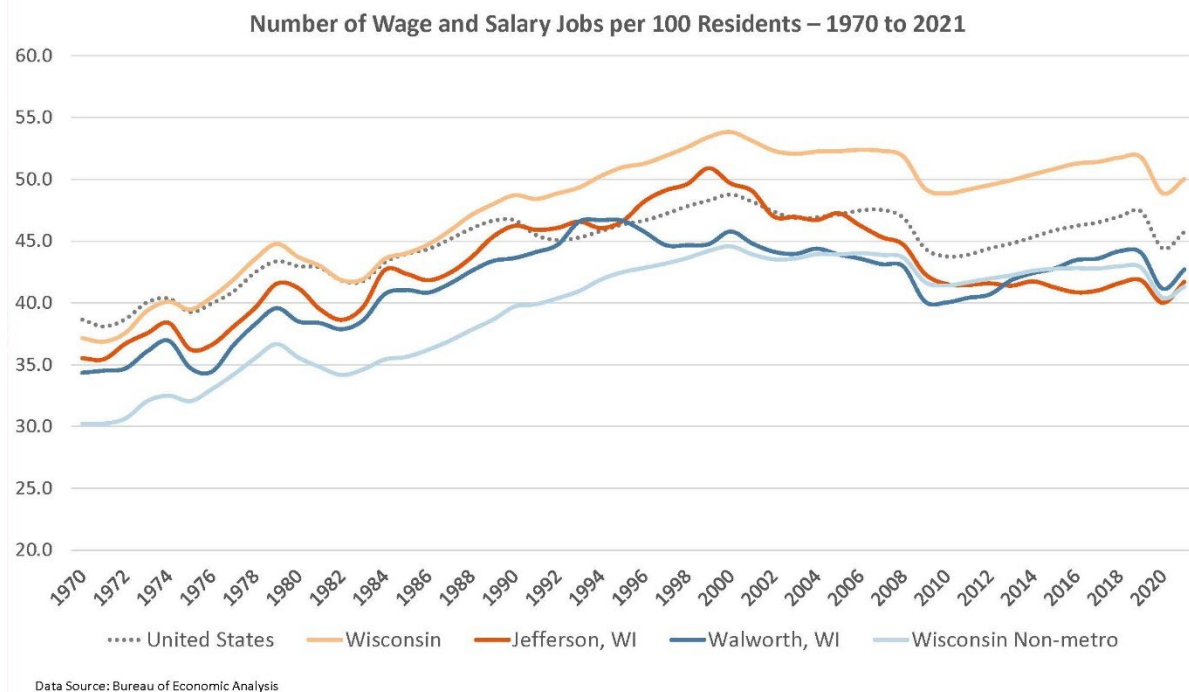
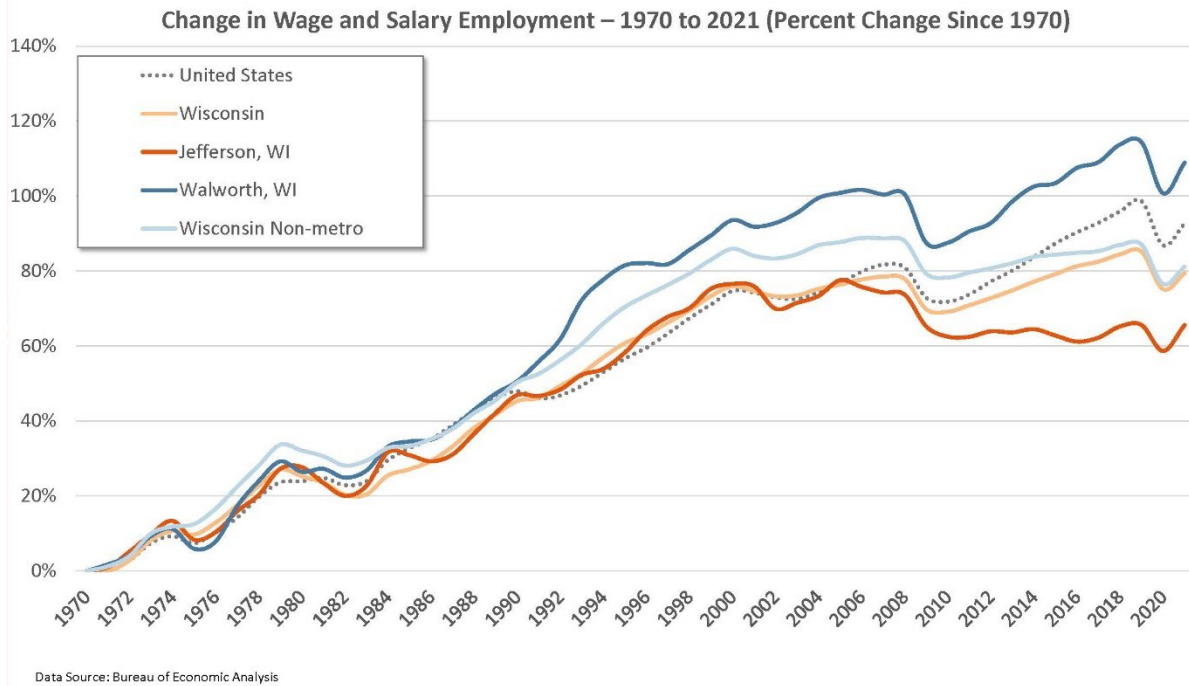
## Location Quotients

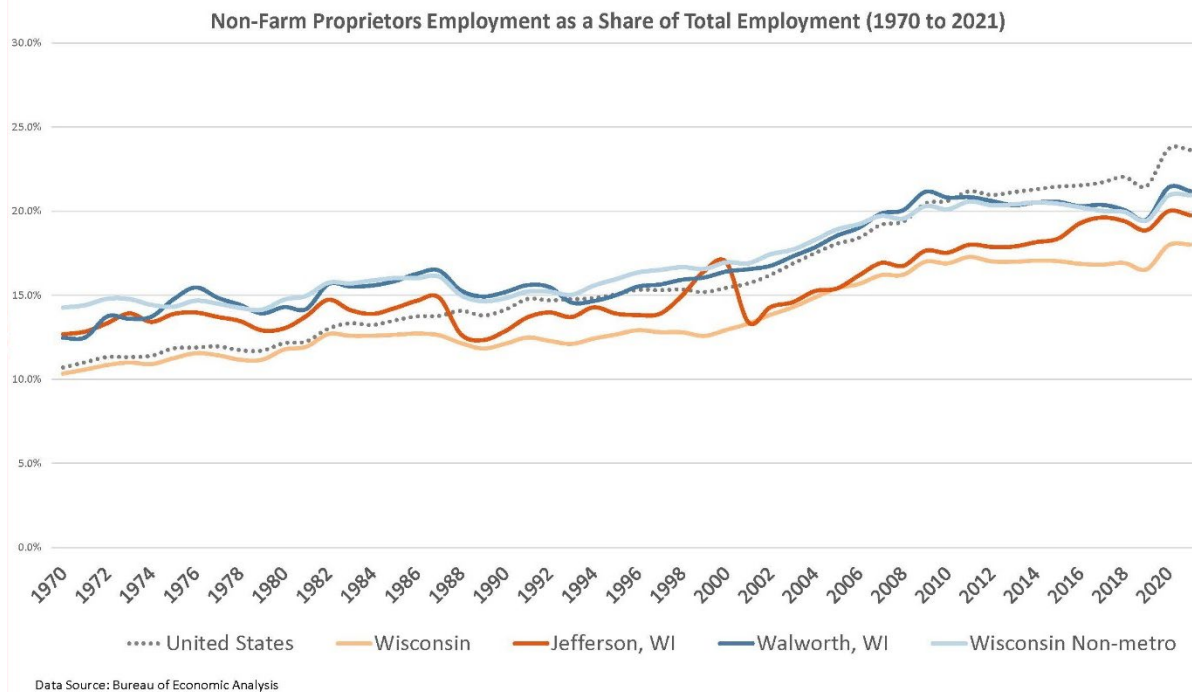
*Location quotients compare employment shares in Whitewater's industries to those of the state of Wisconsin...*

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

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



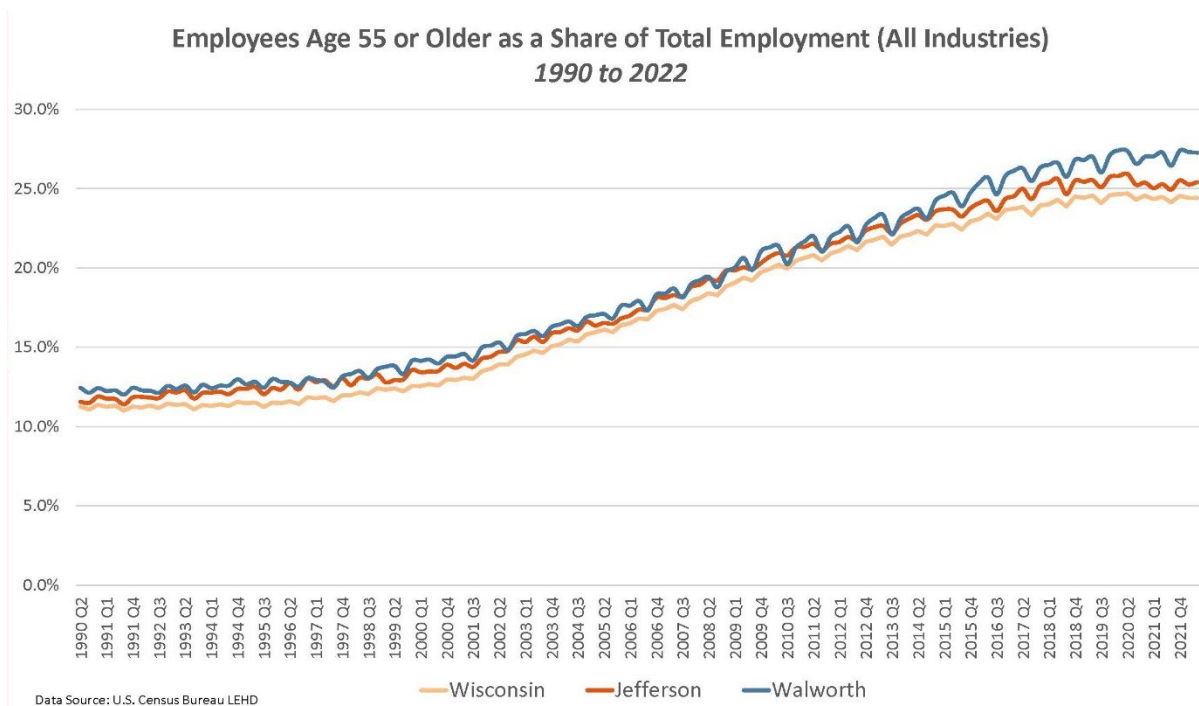
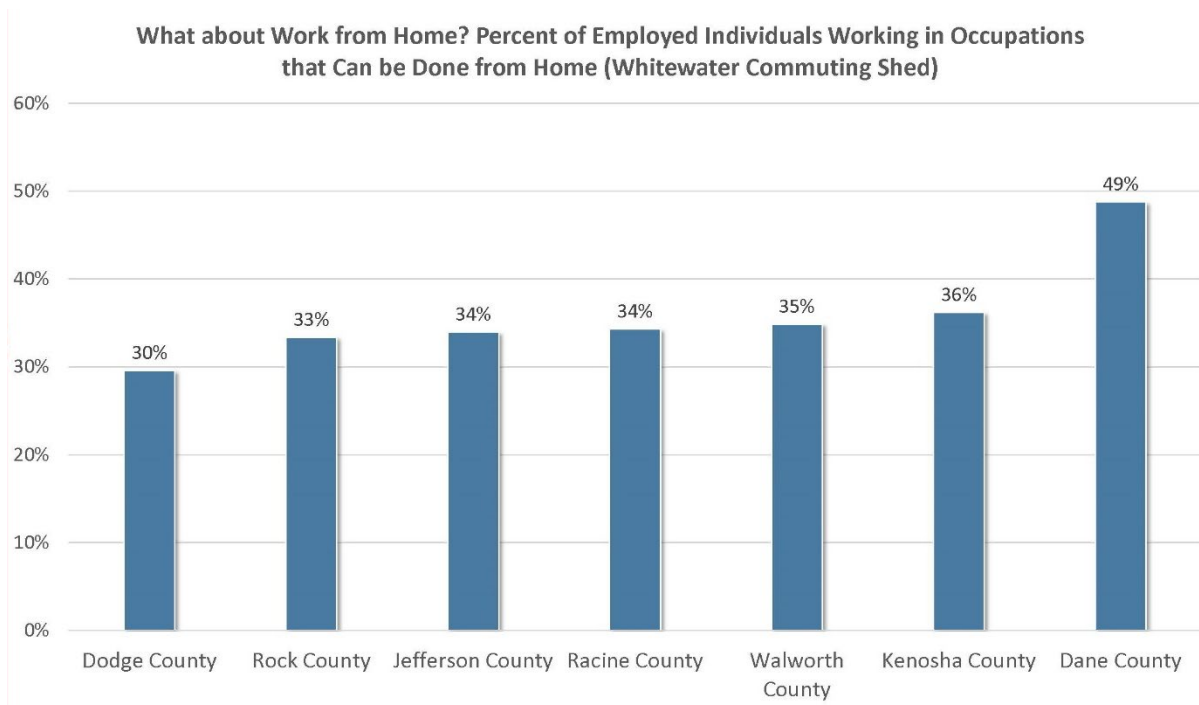




## Do Jobs Follow People or do People Follow Jobs?

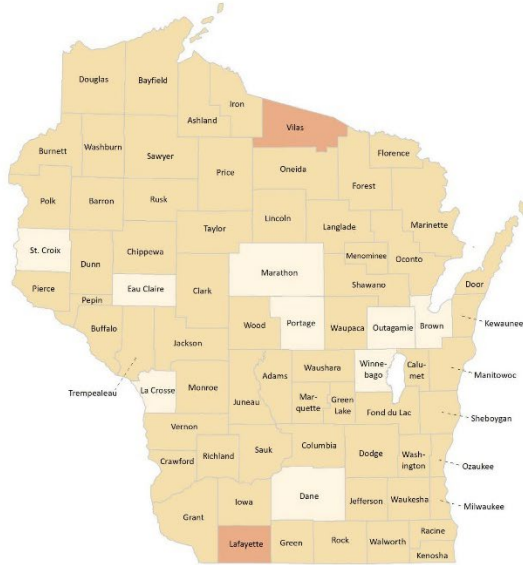


Source: Wyckoff, 2014



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

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

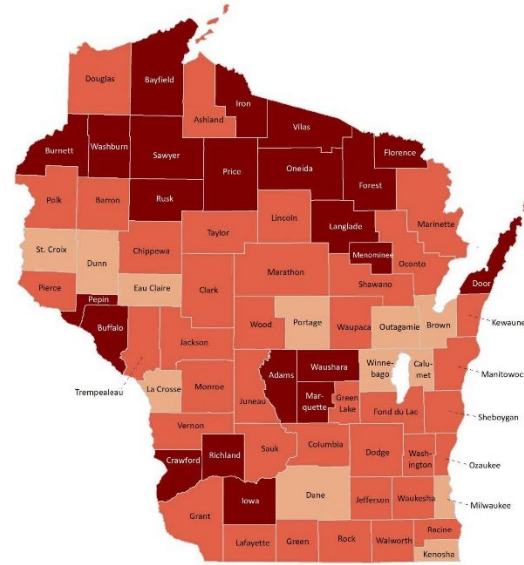


**Percent Age 55 and Over (Q2 2000)**



Data Source: U.S. Census Bureau

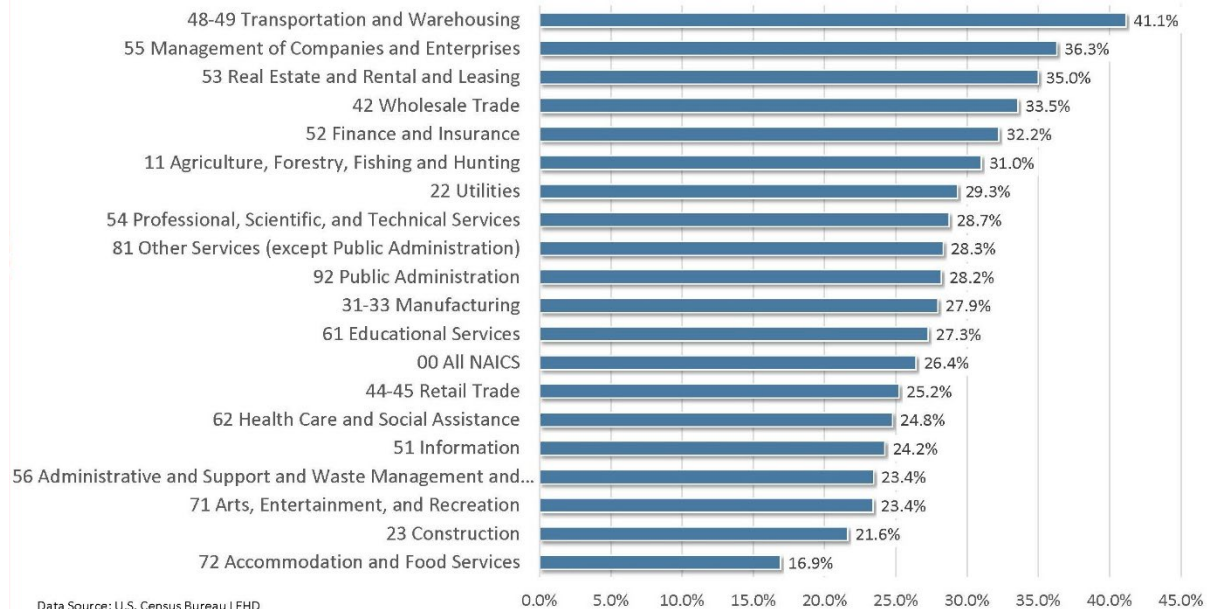
*Employees Age 55 and Over as a Share of Total Employment - Q2 2021*



**Percent Age 55 and Over (Q2 2021)**

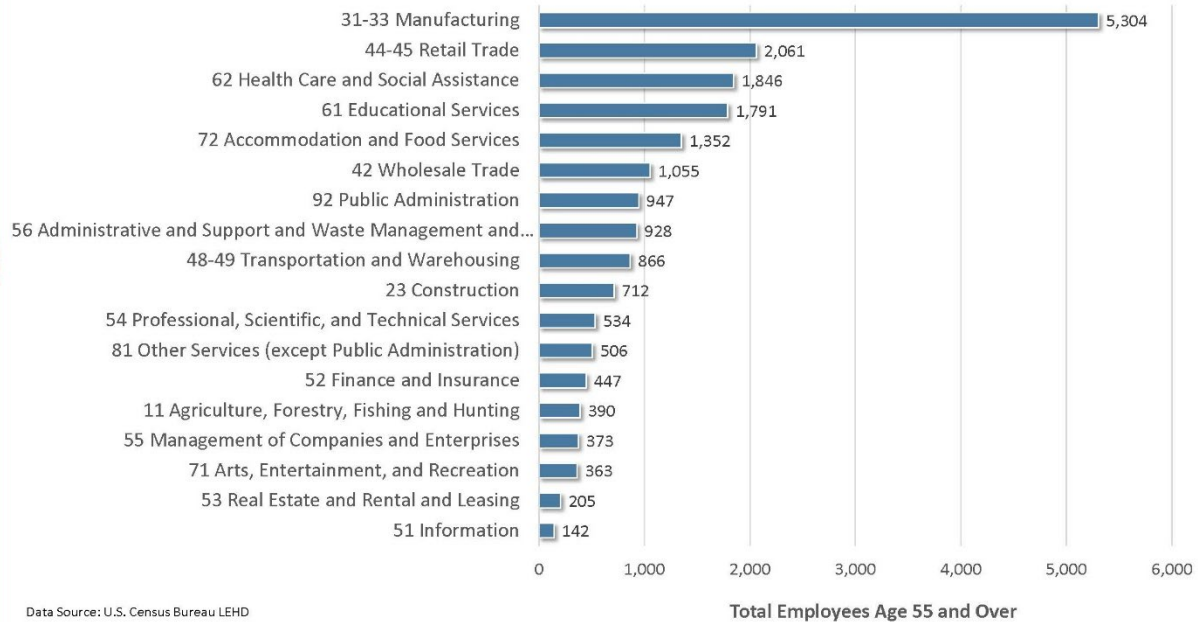


## Walworth and Jefferson Counties - Employees Age 55 or Older by Industry Sector *Share of Employment (Q2 2022)*





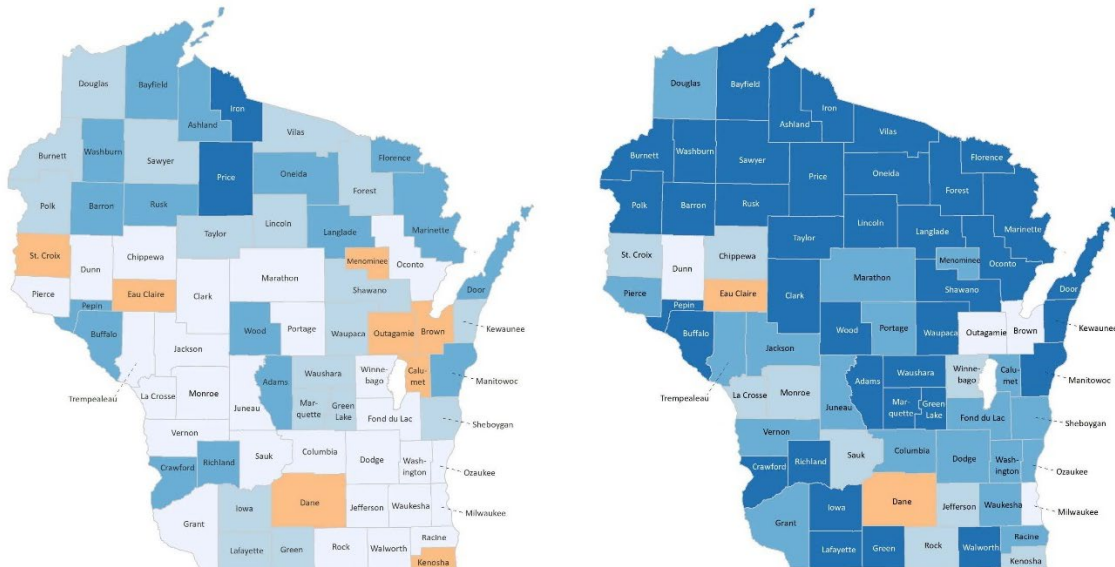
### Walworth and Jefferson Counties - Employees Age 55 or Older by Industry Sector Total Employees (Q2 2022)



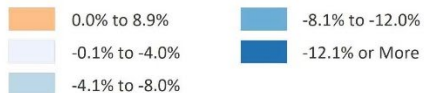
### Changes in Total Working Age and Prime Working Age Population - 2010 to 2020

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

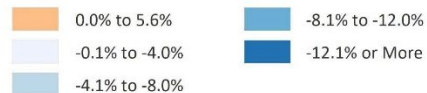
Percent Change in Prime Working Age Population  
(Age 25 to 54) - 2010 Census to 2020 Estimates



Percent Change in Total Working Age Population

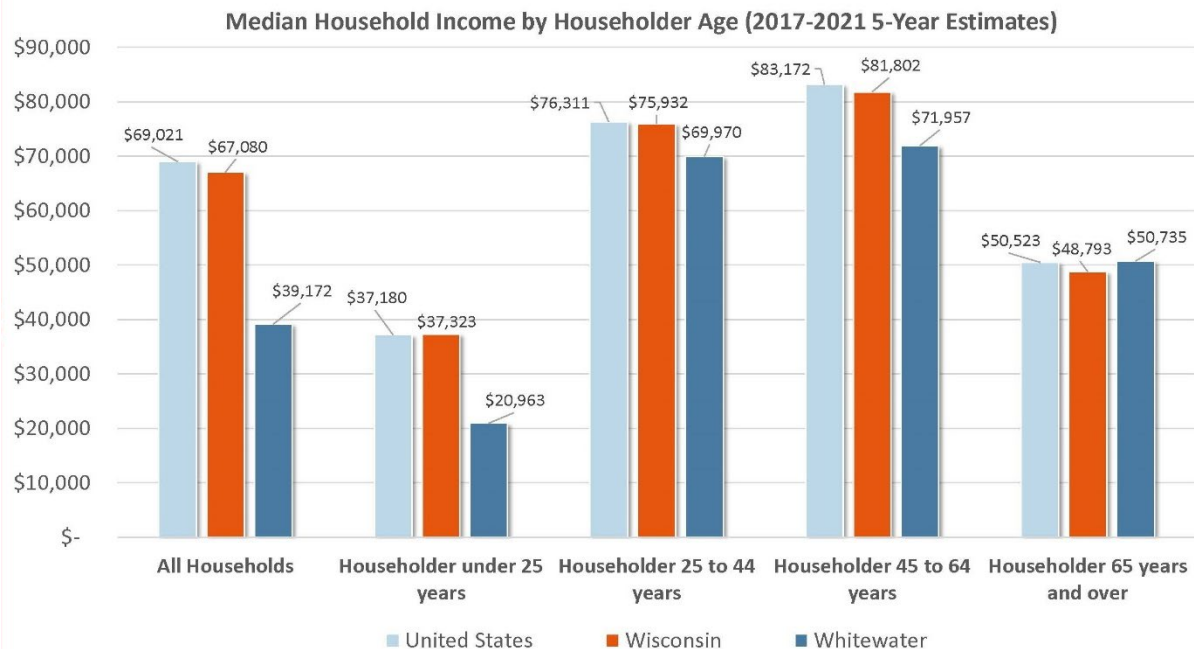
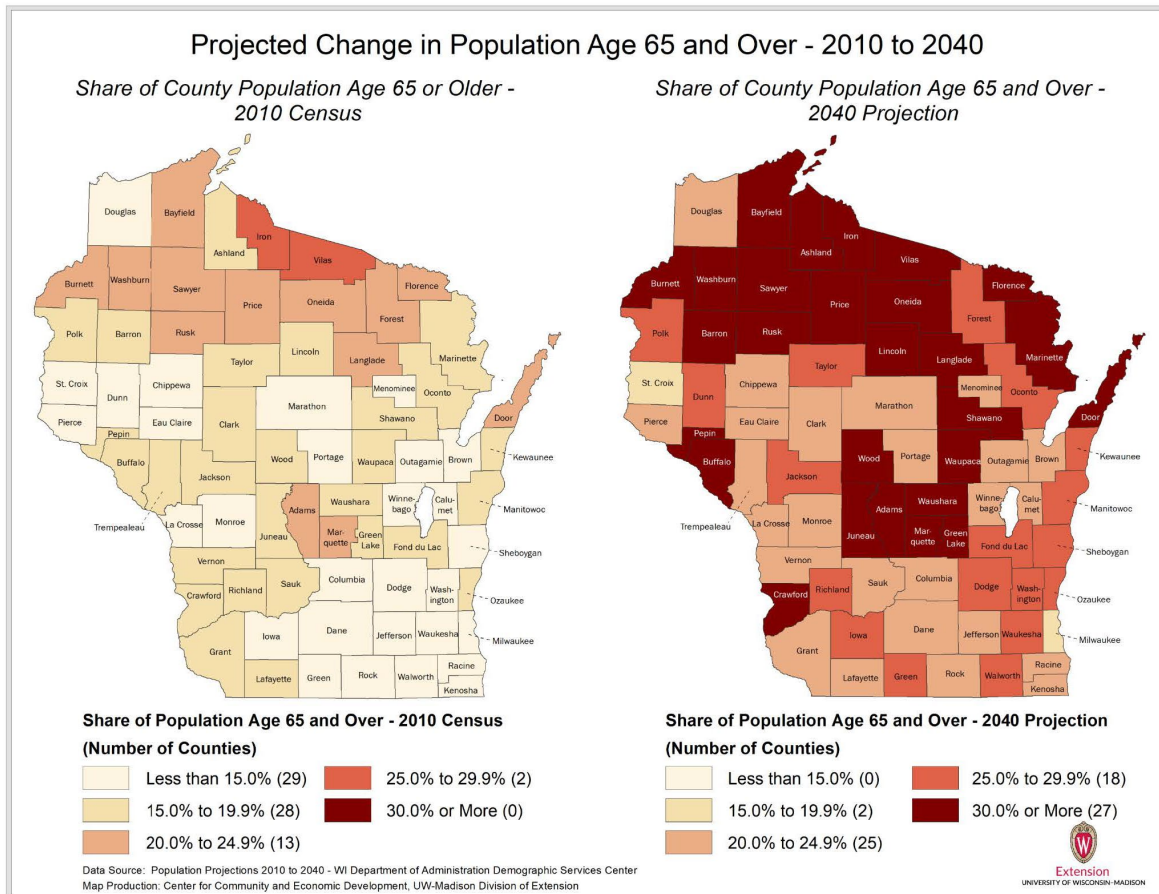


Percent Change in Prime Working Age Population



Data Source: U.S. Census Bureau

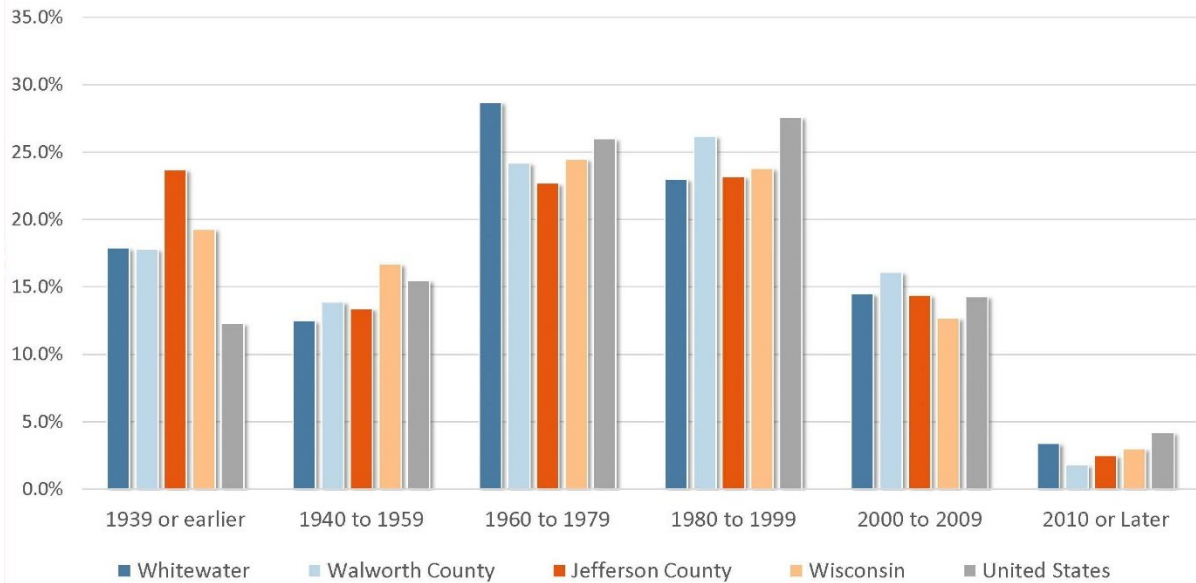




Data Source: U.S. Census Bureau 2017-2021 American Community Survey

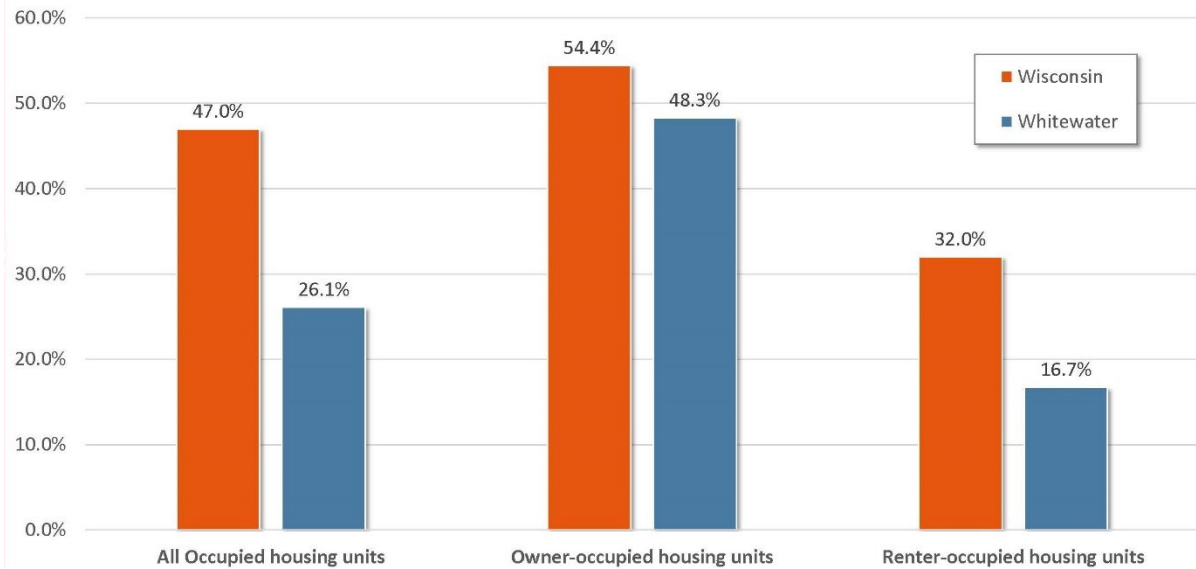


**Year Structure Built – Percent of Occupied Housing Units  
(2017-2021 5-Year Estimates)**



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

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



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

## Questions about the Data?

Matt Kures  
Community Economic Development Specialist

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

## Appendix 5 – Strategic Questions – March 16, 2023

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

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

What are the consequences of not addressing this issue?

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

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

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

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

What are the consequences of not addressing this issue?

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

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

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

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

What are the consequences of not addressing this issue?

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



- Loss of workers
- Declining reputation

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

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

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

What are the consequences of not addressing this issue?

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

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

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

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

What are the consequences of not addressing this issue?

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

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

GOAL: See input to identify and prioritize

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

**What are the consequences of not addressing this issue?**

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

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

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

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

What are the consequences of not addressing this issue?

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

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

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

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

What are the consequences of not addressing this issue?

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

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

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

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

What are the consequences of not addressing this issue?

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

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

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

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

What are the consequences of not addressing this issue?

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

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

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

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

What are the consequences of not addressing this issue?

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

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

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