

VILLAGE OF  
MUKWONAGO

ELECTED AND  
APPOINTED  
OFFICIALS  
HANDBOOK

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## **Village of Mukwonago Vision Statement**

“ A safe and enjoyable place to live,  
learn, work and play.”

## **Village of Mukwonago Mission Statement**

“To maintain a village atmosphere with  
city amenities through planned,  
sustainable growth and visionary  
leadership.”

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## INTRODUCTION

This handbook has been prepared to orient you to the functions and activities of the various boards, committees, and commissions. The handbook is designed to increase your knowledge and understanding of public affairs and to aid you in fulfilling the responsibilities you have accepted within the framework of the Village of Mukwonago's government.

As a member of one of the Village's boards, committees, or commissions, you will focus upon community needs that require your understanding, dedication, enthusiasm, vision, and experience.

Your election to the Village Board of Trustees, and/or your appointment to a Committee, Commission or Ad hoc Committee is an honor, which signifies the public's and/or Village President and Village Board's confidence in your wisdom and judgment. It demonstrates the public's and/or Village President and Village Board's desire to have the benefit of your input during the decision-making process.

As Village Trustee and/or an advisor to the Village President and the rest of the Village Board, you must be continually aware that the decisions formed by that body, even after receiving and evaluating your recommendations, are not made easily. The Village President and Board have the ultimate political and legal responsibility for the conduct of local government and the welfare of the entire community. Yours is an important role in assisting the Village President and Board to fulfill its obligations to our citizens.

Participation on a board, committee, or commission can be a satisfying and challenging experience. It provides an opportunity to develop firsthand knowledge of the operating policies and problems of municipal government in general and of a specific departmental unit. It personifies citizen participation in policy determination. It gives you an opportunity to play a vital role in the communication process between citizen and elected representative.

A challenging and meaningful experience awaits you. Immediate satisfaction should come from sharing your thoughts and insights with your fellow committee members or Village Board as you deal with a variety of conditions, problems, and situations in our Village.

It is rewarding to see your interpretations and advice translated into action by the Village President and Board, the Village Administrator, and the Village Departments.

It must be recognized that not all of the recommendations made by the Trustees, Boards, Committees, or Commissions will be accepted. The rejection of advice in a given situation does not imply lack of confidence or disinterest in the body's decisions. Elected officials must weigh all advice against other information and considerations as they reach the decisions for which they are responsible.

# SECTION I - GENERAL INFORMATION ABOUT THE VILLAGE OF MUKWONAGO

## Village of Mukwonago History

“Nestled amid the glacial hills of south west Waukesha County is the semi-rural Village of Mukwonago. One of the early settlers described it as the most beautiful area that he had ever seen.

The Mukwonago River, fed by springs in the surrounding hills waters of Spirit Lake, would provide ample water for a flour and mill. The countryside, a mixture of forest and prairie, would provide an abundance of food and lumber for a growing community.



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Formerly the site of the Bear Clan of the Potawatomi Indians, Mukwonago was the first platted village of what is now Waukesha County. The first brick house in the County (built from brick locally made) is now the home of the local Historical Society. Mukwonago was the junction of roads from Platteville and Janesville to Milwaukee and Green Bay.

The first settlers, mostly New England Yankees, by use of brain and brawn, built a thriving community. Many of their descendants are still living in the community.”

-D. E. Wright, 1990

The Village of Mukwonago was first settled by the Potawatomi Indians in the 1700's. The term “Mukwonago” translates to “Place of the Bear.” In spring of 1836, Sewall Andrews and Henry H. Camp built their homes just northwest of the Indian Village. In 1836, Mukwonago's first plat was made. Soon afterward, more residents would begin developing homesteads and businesses in the area. The Andrew's house still stands today and is now home to the Mukwonago Museum.



For the duration of the 19<sup>th</sup> century, Mukwonago grew as a farming community. In 1885, construction of the Wisconsin Central Railroad, which runs through the Village, provided farmers with transportation and distribution of their crops. During this period milk processing was the main economic activity.

In the early 1900's, the character of Waukesha County began changing from an agricultural-only-region, to include resort and tourist activities. Travelers from Milwaukee, Chicago, and all over the country, came to enjoy the fresh water springs located throughout the Town of Mukwonago. The Village of Mukwonago was incorporated separate from the Town of Mukwonago in 1905.

Throughout the 1970's and 1980's, an influx of new homes began to encompass the Village. Construction of Interstate-43 (the Rock Freeway) from Milwaukee passing through Mukwonago toward Beloit, aided this influx of new residents.



In the mid 1980's, the Village of Mukwonago made the commitment to invest in industrial development. The Mukwonago Industrial Park (176 acres) was established in 1986 and sold its last available lot in 1999. *(This section should probably be updated to include TID #3 and the new Business Park)*

## **Mukwonago Today**

Today, the Village of Mukwonago is a growing community of over 7,300 residents in 2010 located in southern Waukesha County extending into northeastern Walworth County. There are approximately 14,700 people combined living in the Village within 3 miles from the Village Center. The 2010 U.S. Census Bureau reported 19,027 people living within the Mukwonago 53149 zip code area.

Mukwonago is about 30 minutes from Milwaukee, an easy commute to Major League sports, Milwaukee County Zoo, the Mitchell Park Conservatory (The Domes), several shopping malls and General Mitchell International Airport. Highway 83 runs north and south with I-94 being approximately 14 miles to the north and Genesee Depot, the town of Genesee and the town of Delafield lie in-between Mukwonago and I-94.

Going south on Highway 83 will take you to the community of Caldwell, a seven-mile trip will take you to the Village of Waterford and the City of Burlington is just another nine miles south on Highway 83. East and west roadways are I-43 (formerly known as the Rock Freeway).

In a full-blown market analysis, one would also look at the Destination Trade Area. This trade area is based on the purchase of major products and services, such as appliances, furniture, electronics or cars, or those goods where consumers may wish to have a variety of options when shopping, i.e. clothing and shoes. Mukwonago's location adjoining the larger Milwaukee metropolitan shopping and commercial districts (which spread throughout many communities), offers shoppers from within a 30-mile radius a myriad of products and services in a variety of settings. From small specialty stores to super-regional centers, they will always pull an extraordinary amount of sales out of smaller communities into the larger metropolitan area.

Mukwonago offers easy access to airports and major cities in each direction by being located right on state highway 83 and I94. Mukwonago has access to all the major attractions of southeastern Wisconsin, with a small-town atmosphere with big-city attitude for work, education, and recreation.

## **SECTION II - PERTINENT INFORMATION**

### **A. Appointments**

Appointments to the Village's boards, committees, or commissions are made by the Village President subject to confirmation by the Village Board. Applications for board, committee, and commission appointments must be submitted to the Village President, in care of the Village Clerk-Treasurer, and in most cases applicants must be eligible electors of the Village of Mukwonago.

When applying for membership of boards, committees, or commissions, applicants are referred to Wisconsin Statutes 19.59 to determine if the applicant would have a conflict of interest. Assistance from the office of the Village Clerk-Treasurer and/or the Village Attorney is available if applicants have questions regarding this matter.

It is desirable that members of each board, committee, or commission be independent of the Village Board, of other boards and commissions, and of other local governmental units, and that the members of all boards, committees, and commissions exercise free and unbiased judgment in addressing issues and tasks before them.

It should be noted that appointments to a Village board, committee, or commission is recognition of expertise and interest in a specific area as well as an honor bestowed upon a citizen.

### **B. Term of Office**

The terms of office for members of boards, committees, or commissions usually range from one to three years. Appointments made for vacancies created by expired terms are usually made at least two months in advance of the actual beginning of the term so that new members have an opportunity to attend meetings and can become familiar with the advisory body before becoming a voting member. Appointments made to fill vacancies created by resignations are effective upon date of appointment.

### **C. Resignation**

If an appointee resigns from office before the end of the term, a letter announcing the resignation shall be forwarded to the Village President, in care of the Village Clerk-Treasurer's office.

### **D. Attendance**

It should be emphasized that regular attendance at meetings is critical to the effective operation of any board, committee, or commission. Such attendance ensures a steady flow of communication and keeps everyone abreast of current topics under discussion. A member who continuously misses meetings may be subject to removal and/or replacement, at the discretion of the Village Board. The purpose of this policy is to provide a vehicle whereby all boards, committees, or commissions can maintain, to the greatest extent possible, a full complement of active, participating members.

## **E. Legal Basis of Government**

Village government in Wisconsin is based on the Constitutional laws of the State. The power and duties of the Village government are outlined in the Wisconsin State Statutes, Chapters 61 and 62. The power and duties of the Village Board and its Committees are defined in the Village Code of Ordinances. This handbook will provide you with a general understanding of the Village's government. Types of governmental bodies include:

1. Permanent Bodies - Village Board and various committees created in accordance with State law and Village ordinances.
2. Study Committees/Task Force - Created by the Village Board and the appropriate committees.

## **F. Budget Process**

The Village prepares a biennial budget with an opportunity to review allocations in the 2<sup>nd</sup> year of the budget. Expenditure targets are established for each department for the biennium and Department Heads are allowed some leeway in how the funds are split between the two years. The Finance Director issues operating budget targets and worksheets to all Department Heads by the 4<sup>th</sup> week in August. Department Heads are given 3 weeks to submit their initial budgets during which time they should meet with the Finance Director to work out any problems they may encounter.

A budget workshop for the Village Board and open to the public will be held in October to review the summary budgets that have been submitted by the Department Heads. Any items still pending information will be discussed as to their potential impact on the budget. Additional budget workshops will be scheduled as necessary with the goal of finalizing the budget by early-November.

A public hearing on the budget is generally held during the third week in November to adopt the subsequent year's budget.

## **G. Purchasing Policies**

Once the budget is adopted, departments may not begin to purchase items for that budget year prior to January 1 of that year, unless otherwise allowed by the Village Board.

Department Heads are granted authority to purchase items below \$5,000 that were previously approved by the Village Board as part of the budget process.

The Finance Director is granted the authority to approve purchases below \$25,000 that were approved by the Village Board as part of the budget process and that follow the documentation criteria as listed in the Village's adopted Purchasing Policy.

Purchases greater than \$25,000 must be approved by the Village Board.

Unbudgeted purchases must be approved by the Village Board after the Department Head submits a report on the need for the item and how it can be funded within the constraints of the approved budget. Any capital purchases not listed in the 5 year Capital plan specifically for the budgeted year must be presented to the Village Board for approval.

The Village Administrator or Finance Director may approve purchases prior to Village Board approval outside of these restrictions where emergency or continuity of operations (i.e. pump failure at the WWTF) requires purchasing before the next scheduled Village Board meeting. In those cases the Village Board should be made aware of the purchase at the next appropriate meeting.

## **H. Long Range Planning**

Capital budgets are based on the Village's 5-year Capital Plan – which includes both major equipment and infrastructure projects. The plan is reviewed annually in August with the Department Heads and Village Board for any changes in project priority or funding.

## SECTION III - COMMISSION EFFECTIVENESS

Organized groups exist to complete certain tasks and to achieve certain agreed upon purposes and goals. A board, committee, or commission is a set of individuals held together by a web of inter-relationships and feelings. Members have feelings about themselves, about the group, and the group's tasks.

The nature and intensity of these feelings set the "climate" of the advisory body at any given moment. A positive climate encourages member involvement and responsibility to take actions.

Optimum participation is achieved when members experience encouragement for their contributions, freedom to honestly and freely express their feelings, and freedom from internal group strife which interferes with carrying out the body's tasks.

Optimum productivity is achieved when the body's stated tasks are understood. Members should keep tasks visibly and clearly defined.

### A. Functions and Behaviors

Effective boards, committees, and commissions usually pay attention to the following functions and behaviors:

1. Prioritizing tasks.
2. Anticipating problems.
3. Analyzing problems.
4. Setting clear objectives.
5. Developing actions-options.
6. Deciding.
7. Active listening.
  - a. Not interrupting.
  - b. Listening to feelings.
  - c. Not judging others
  - d. Summarizing and feeding-back.
8. Supporting your colleagues.
  - a. Accepting their ideas.
  - b. Showing concern.
  - c. Creating opportunities to involve members.
  - d. Building on members' ideas.
  - e. Encouraging different ideas.
9. Confronting what's happening.
  - a. Questioning your and others' assumptions.
  - b. Dealing directly with conflict.
  - c. Focusing attention on the idea, not the person.
10. Diagnosis skills.
  - a. How are you working together?
  - b. Who is not involved?
  - c. What is not being discussed?
  - d. Where is your help needed?
  - e. When are YOU going to help?

## B. Effective Conflict Management

Public hearings or citizen input meetings are difficult to manage. Participants are usually highly motivated and often nervous. When you have a group of potential adversaries in one room, the possibility of uncontrolled conflict is very high. As board, committee, and commission members, your role is to guide conflict to positive results, not to eliminate it, which is usually not possible.

The following suggestions should help manage conflict and confrontation effectively:

1. Anticipate conflicts by doing your homework so you can concentrate on the dynamics of the meeting rather than learning about the topic at hand.
2. Treat all sides fairly. Set the rules of the hearing early and make sure everyone abides by them without exception.
3. Explain carefully the purpose of the public hearing and what action is expected at the conclusion of the hearing. Insistence on playing by the rules is your best tool for conflict management in public hearings.
4. All persons speaking must clearly identify themselves, not only for the record, but also so that you may address them by name.
5. Set an acceptable time limit for testimony (generally three minutes) and stick to it.
6. Make decisions as promptly as possible. It is all too easy to get so bogged down in procedural distractions, petty details, and endless searches for more information that the issue never seems to get resolved.
7. Try not to overreact to inflammatory comments. Most are expressions of frustration and do not require answers. Try to turn frustration to constructive avenues. Ask questions. Be specific if you can. Refer to the speaker by name. Reinforce areas where you agree. Do not return insult for insult. Your insults can turn the audience against you for your lack of control and perceived unfairness.
8. Try to avoid speaker-to-audience conversation. The purpose of the hearing is to help your board, committee or commission to act, not to engage in debate.
9. If other members have questions of the speaker, permit these questions only during the speaker's time at the podium. Have the speaker write down the questions to be answered after obtaining 56 questions and repeat the process as necessary.
10. Be careful not to prejudge the action of the board, committee, or commission. Use the hearing to gather necessary information about the project and individual desires concerning the proposal. Members should not express their views on the proposal until after testimony has ended. Their comments and questions should not suggest a position one way or the other.
11. Once testimony has ended, each member should be invited to discuss their views on the proposal.
12. View the public hearing as an example of basic democracy in action at the local level. Make it your personal goal to make the public hearing work.

## **SECTION IV - RELATIONSHIPS**

### **A. Relationships with Staff**

The Village's administrative staff works for and is responsible to the Village Administrator and it is, therefore, the Village Administrator's responsibility to allocate staff's time and efforts. Members should not attempt to direct or decide the priority of work for the department or the individual staff person. These bodies should, however, set priorities for their own agendas in order that staff may best use the time available for board, committee, or commission business. If the advisory bodies are in need of staff assistance for a project that is atypical of the normal assistance provided by staff, the request for assistance should be included in the minutes of the meeting.

It is not expected that every staff recommendation will be followed; but, based on the technical knowledge of staff personnel, consideration should be given to their proposals and recommendations. A board, committee, or commission may choose to agree or disagree with a staff recommendation. In the latter case, staff has the option of including its recommendations in the staff report to the Village Board. Any differences in opinion will be discussed at the Village Board meeting.

The Village Board expects that a mutually respectful and professional relationship is maintained between the staff personnel and the board, committee, or commission. The effectiveness of an advisory body is hampered by internal tension and personality conflicts. In the event a conflict does arise between an individual member and the staff, the member should approach the chairperson who will, in turn, try to mediate the conflict. If the problem cannot be solved at that level, the chairperson will approach the Village Administrator. In the event a conflict does arise between an individual member and the Administrator, the member should approach the chairperson who will approach the Village President. However, it should be emphasized that every effort should be made to maintain a respectful and professional relationship with staff in order to facilitate and enhance the body's operation and effectiveness.

### **B. Relationships with Village Board**

With the exception of the Board of Building and Zoning Appeals, Board of Review, Library Board, Police Commission, and Fire Commission, it is the primary responsibility of boards, committees, and commissions to make recommendations to the Village Board. It is the Village Board's role to consider the advice and recommendations offered by numerous sources and to make decisions to the best of its ability. Because the Village Board is in such a position to see the broader context and is aware of other concerns, it may not always follow the recommendation offered by individual boards, committees, and commissions.

Although there may be disagreement with the Village Board on an issue, once the Board has established its position, the board, committee, or commission, or individual members, should not act contrary to the established policies and programs adopted by the Village Board.

Letters from boards, committees, or commissions, addressed to the public or other agencies and concerning official positions being taken, must first be forwarded to the Village

Board for approval before being mailed.

When a member of a board, committee, or commission addresses the Village Board at a public meeting, it should be made clear whether he/she is speaking on behalf of the body or as an individual citizen.

### **C. Board Policy on Legislative or Political Issues**

The Village Board is the body politic for the Village of Mukwonago. Board members are responsible to the electorate to act as a body in establishing Village policy and determining any public position of the Village on legislative or political issues. The Village Board takes the position that public stands by boards, committees, or commissions on legislative or political issues are taken only upon review and approval by the Village Board.

This policy should not be construed to prevent boards, committees, and commissions from discussing regulations, procedures or other similar matters with administrative agencies, nor is it meant to discourage boards, committees, and commissions from carrying out their normal functions publicly and openly. It is assumed that normal responsibilities include making public recommendations to the Village Board on a variety of issues to include those of a legislative or political nature. The purpose of this policy is to ensure that boards, committees, and commissions do not make policy statements or take public positions which fall solely within the realm of the Village Board responsibilities, but which might nevertheless be construed as representing the official position of the Village of Mukwonago.

In the event that a board, committee, or commission wishes the Village Board to take a public position or to approve or endorse a public stand on a legislative or political issue, this request should be clearly reflected on the record of the meeting at which this action is approved. The staff liaison person should be instructed to immediately submit the request or recommendation, in letter form and addressed to the Village Board, to the Village Clerk-Treasurer's office for inclusion on the next Village Board agenda. In the interim, a copy of the request or recommendation will be made available to all Board members so that informal discussion, if deemed appropriate by the Board, can take place at the earliest possible time. The communication should include some indication of the degree of urgency which is perceived as necessary for receiving a response from the Board. This will facilitate the timeliness of policy statements as well as contacts with legislators during those times when they are in session.

Village staff will assist in every way possible to achieve timely and effective communication with the Village Board as it relates to these issues. All such communications will be coordinated through the Village Clerk-Treasurer's office.

### **D. Relationships with the Public**

Members are encouraged to become aware of public opinion relating to their field of influence. They should welcome citizen input at meetings and ensure that the rules and procedures for these public hearings are clearly understood.

Members should conduct themselves at public meetings in a manner that is fair, understanding, and gracious. Members should be considerate of all interests, attitudes,

and difference of opinion. They should also take care to maintain the appearance as well as observe the principle of impartiality.

The State of Wisconsin has set forth a code of ethics for local government officials governing conduct in office, which includes persons appointed to boards, committees, and commissions. No public official “may use his or her public position or office to obtain financial gain or anything of substantial value for the private benefit of himself or herself or his or her immediate family, or for any organization with which he or she is associated.”

Any person who violates this State Statute may be required to forfeit not more than \$1,000.00 for each violation. If you have any questions regarding this matter, please call the Village Attorney (262) 549-8181.

## SECTION V - OPERATING PROCEDURES

### A. Wisconsin Open Meetings Law

The Village Board supports the principles of the open meeting law and its guarantees of citizen access to governmental policy making and decision making processes. Therefore, all boards, committees, and commissions are directed to observe the requirements and constraints of the Wisconsin Open Meeting Law, Section 19.81 through 19.98, Wisconsin Statutes, in the conduct of all boards, committees, and commission meetings.

A notice giving the time, date, and place of each meeting, and its tentative agenda shall be posted at least 24 hours prior to the meeting of any board, committee, or commission. The notice should be posted on the official bulletin board located outside of the north entrance doors (lower level) of the Village Hall and also furnished to the news media.

### B. Executive Sessions (Closed Meetings)

Wisconsin State Statutes, Chapter 19, Section 85, says a closed meeting may be held to discuss the following topics.

1. Deliberate after a judicial or quasi-judicial hearing. (Board of Review, Appeals Board, etc.)
2. Consider dismissal, demotion, licensing or disciplining an employee or person being licensed or investigating charges against such person. If there is a hearing on such dismissal, the employee has a right to be there and the right to demand an open meeting.
3. Consider employment, promotion, compensation or performance evaluation of any public employee.
4. Consider application of probation or parole, strategy for crime detection or prevention.
5. Negotiate or deliberate purchase of public property, investment or public funds or other public business, competition or bargaining reason requiring a closed session.
6. Deliberating by the council on unemployment compensation in a meeting at which all employer members of the council or all employee members of the council are excluded.
7. Deliberating by the council on worker's compensation in a meeting at which all employer members of the council or all employee members of the council are excluded.
8. Deliberating under s. 157.70 if the location of a burial site, as defined in s. 157.70 (1) (b), is a subject of the deliberation and if discussing the location in public would be likely to result in disturbance of the burial site.
9. Consider financial, medical, social, or personal history or disciplinary data of a specific person, preliminary consideration of specific personal problem or the investigation of charges against a specific person, if discussed in public would be likely to have a substantial adverse effect on the reputation of any person referred to in such history or data or investigation.
10. Confer with legal counsel for the governmental body who is rendering oral or written advice concerning strategy to be adopted by the body with respect to litigation in which it is likely to become involved.
11. Consider requests for confidential or written advice from the Ethics Board or any local governmental ethics board.

### **C. Exclusion of Village President or Trustee**

No duly elected member of the Village Board may be excluded from any Board or committee meeting.

### **D. General Rules of Order**

In the absence of a standing rule, the deliberations of the Village Board shall be conducted in accordance with the parliamentary rules as contained in Robert's Rules of Order, Newly Revised 10th Edition (2000), unless contrary to state law. Included in these standing rules, but not limited to this itemization, are the following rules:

1. No person other than a member or Village staff shall address the Board, except by majority vote of the members present.
2. No ordinance, resolution or other motion shall be discussed or acted upon unless it has been seconded.
3. No motion shall be withdrawn without the consent of the person making the same and the person seconding it.
4. No Trustee shall address the Board until he or she has been recognized by the presiding officer. The Trustee shall confine his or her remarks to the question under discussion and avoid all personal remarks.
5. When two or more members simultaneously seek recognition, the presiding officer shall name the member who is to speak first.
6. When a question is under debate, no action shall be in order except to adjourn debate, to lay on the table, to move the previous question, to postpone to a certain day, to refer to a committee, to amend, and to postpone indefinitely. These motions shall have precedence in the order listed.
7. Any member desiring to terminate the debate may move the previous question, or call the question, in which event the President shall announce the question as, "Shall the main question now be put?" If a majority of the members present vote in the affirmative, the main question shall be taken without further debate, its effect being to put an end to all debate and bring the Board to a direct vote, first upon any pending amendments and then upon the main question.
8. A motion to adjourn debate or to lay on the table and a call for the previous question shall be decided without debate.
9. No member of the Board, whether he or she is a Trustee or the President, shall vote on any question involving his or her own character or conduct, the right as a member, or his or her pecuniary interest.
10. These rules or any part thereof may be temporarily suspended in connection with any matter under consideration by a recorded vote of two-thirds of the members present.

### **E. Reconsideration of motions or questions.**

1. When a motion or question has been decided, it shall always be in order for any member of the board who voted on the prevailing side to move for reconsideration at the same or next succeeding meeting of the board. If a motion to reconsider is made at the same or succeeding meeting, then a simple majority of the board members may decide whether a motion or question is to be reconsidered.
2. A motion to reconsider any motion or question shall not be heard if it is not made at the

- same or succeeding meeting at which the original motion or question was proposed.
3. If a motion or question is raised which had previously been decided by the board during the same term, but not at the same or at the succeeding meeting, then the board in order to consider the motion or question must first vote to suspend the rules (as set forth in section 2-32) to allow the question or motion to be brought before it.
  4. If the board votes to suspend the rules to consider a question or motion once, the board shall not vote to suspend the rules to consider the question or motion again until the beginning of a new term.

## **F. Regular Meetings**

All meetings of all boards, committees, and commissions of the Village shall be held in public buildings of the Village or on public grounds, in rooms or chambers which are handicapped accessible, the location designated by such committee by a vote of a majority of members. Regular meetings shall be held at regular times and places and consistent with the necessity for such meetings, shall be at regular days of the week, regular weeks of the month and regular days of the month. The time, date, place and tentative agendas of regular meetings of boards, committees, and commissions shall be made public in accordance with the requirements of the open meeting law.

## **G. Public Meetings**

Any person shall have the right to be present at any meeting of any board, committee, or commission of the Village except when closed meetings are permitted by State Statutes. However, any public agency may make and enforce reasonable rules and regulations for the conduct of persons attending its meetings.

## **H. Informal Public Hearings**

An informal public hearing is one which is not required by law but which is called in order to give the public a chance to comment on a subject. The board, committee, or commission can set rules for notifying the public of any informal hearing, establish a time frame, and conduct the hearing in any fair way it chooses.

## **I. Formal Public Hearings**

A formal public hearing is one that must be conducted according to State Statutes or Village ordinances and is designed to solicit comment from the general public.

An official Notice of Public Hearing must be published in official newspaper.

## **J. Hearing Procedures**

Hearings held by an advisory body should be fair and impartial. If a member is biased or has a personal interest in the outcome of the hearing, that member should recuse (disqualify) himself/herself and not participate.

Persons and/or groups who may be affected by the subject of the hearing should be given sufficient notice of the time and place of the hearing and a reasonable opportunity to be

heard. They may be represented by counsel at their own expense and be permitted to present oral and documentary evidence.

At the appropriate time, the chair should open the hearing and explain to the audience the hearing procedures. If there are numerous persons who would like to participate, and all represent the same views and opinions, the chair may ask that a spokesperson be selected to speak for the group. If this arrangement cannot be made, the chair may restrict each speaker to a limited time (generally three minutes) so all may be heard. Irrelevant and off-the-subject comments should be ruled out of order by the chair.

The usual procedure after the hearing has been opened is for staff to present the staff report, followed by committee members' questions relating to the report. Proponents should be given the opportunity to present their case first. This is followed by an opportunity for opponents to present their case.

After all interested persons have had an opportunity to speak; the hearing is closed, ending audience participation. Board, committee, or commission members may discuss the proposal and take an action on the proposal.

## **K. Motions**

When a member wishes to propose an idea for the body to consider, the member must make a motion. This is the only way an idea or proposal from a member may be presented to the body for discussion and possible action. A motion goes through the following steps:

1. The member asks to be recognized by the chair.
2. After being recognized, the member makes the motion (I move...).
3. Another member seconds the motion.
4. The chair states the motion and asks for discussion (debate).
5. When the chair feels there has been sufficient discussion, the debate is closed (i.e., "Are you ready for the question?" or "Is there any further discussion?").
6. If no one asks for permission to speak, the chair puts the question to vote.
7. After the vote, the chair announces the decision ("The motion is carried" or "The motion fails", as the case may be).

Phrasing a motion is often difficult and corrections may be necessary before it is acted upon. Until the chair states the motion (step 4), the member making the motion may rephrase or withdraw it. After an amendment, the motion as amended still must be seconded and then voted upon. It is particularly important when a motion is amended that the chair restate the motion in order that members are clear as to what they are voting on.

In making a motion, members should try to avoid including more than one proposal in the same motion. This is especially important when members are likely to disagree. If a member would prefer to see proposals divided and voted upon separately, the member should ask the chair to divide the motion. If other members do not object, the chair may proceed to treat each proposal as a distinct motion to be acted upon separately. The request to divide may also be made by motion.

## Script of a motion

1. **Member addresses the Chair.**  
“Mr. /Madam President or Chairperson.”
2. **Chair recognizes the member.**
3. **Member:**  
“I move that \_\_\_\_\_ (states motion).”
4. **Second to motion.**  
“I second the motion.” If the motion comes as a recommendation from two or more members (i.e. Committee), the motion does not need a second.
5. **Chair states motion:**  
“It has been moved by (name) and seconded that \_\_\_\_\_.”
6. **Discussion:**  
If the motion is debatable, every member has the right to debate; the Chair refrains from debate while presiding. The Chair carefully determines the order in which members are recognized to speak, giving first opportunity to the pro poser of the motion. Care should be given to assure that discussion is related to the question.
7. **The Chair says,**  
“If there is no further discussion, the motion is \_\_\_\_\_ (restate motion).”
8. **Vote:**  
The Chair says, “All those in favor of \_\_\_\_\_ (the motion stated) say ‘aye.’ Those opposed say ‘no.’” 9. Result of the vote is stated by the Chair. “The motion is carried” or “the motion is lost.”

## Some most used motions

Some of the most often used motions are these. Their purposes are also explained.

1. **Main Motion** – a motion to bring a matter before the assembly for discussion and action.
2. **Amendments** – primary and secondary amendments are to modify or change a motion.
3. **Postpone Indefinitely** – to reject a motion or question pending without taking a direct vote. The effect is to “kill” the main motion.
4. **Refer to a Committee** – to delay action; to give more time for consideration or study of the matter.
5. **Postpone to a Definite Time** – to delay action on a proposed question to a specified time.
6. **Limit or Extend Debate** – to limit by decreasing the allotted time or to extend by increasing the allotted time.
7. **Call for the Previous Question** – a motion to determine whether the assembly will cut off debate and vote at once on the pending question (requires two-thirds vote).
8. **Lay on the Table** – a motion which enables the assembly to put aside a pending question temporarily; can be brought back by a motion to take from the table (not intended as a killing motion).
9. **Call for Orders of the Day** – a request that the prescribed rules of order be followed.
10. **Questions of Privilege (Personal and General)** – a motion requesting special privilege for an individual or the assembly.
11. **Recess** – to dissolve an assembly temporarily.
12. **Adjourn** – to close a meeting officially.

13. **Fix Time and Place to Which to Adjourn** – to provide for another meeting (called “adjourned meeting”) to continue business that was not completed in present session.
14. **Point of Order** – to request enforcement of the rules of order.
15. **Appeal From the Decision of the Chair** – to question a decision of the Chair; an effort to reverse the decision of the Chair on a point of order.
16. **Objection to Consideration** – to suppress and prevent discussion of an undesirable or sensitive question (must be raised before debate begins).
17. **Withdraw** – to remove a matter for consideration without a vote upon it. (May be made by the mover or by permission of assembly.)
18. **Take From the Table** – to take up a matter which has been laid on the table.
19. **Reconsider** – to consider or bring back a matter previously voted. Motion to reconsider must be made by voter on prevailing side and must be made on the same day or in the same session.
20. **Rescind** – to repeal or annul action previously taken. Requires majority vote with previous notice, two-thirds without notice.
21. **Ratify** – to make legal action taken in an emergency.

## L. Adjournment

When a commission, committee, or board has finished its business, the chair shall call the meeting adjourned. It is the duty of the chair to see that no important business is overlooked.

## M. Minutes

Minutes of all meetings must be kept and will be prepared by appointed secretaries of a board, committee, or commission, or by staff. Written minutes, upon approval by the board, committee, or commission, constitute the official record of its activities.

Additions and corrections of the minutes may be made only in public meetings, with the approval of the body, and not by the private request of individual members.

It is the policy of the Village Board that minutes of boards, committees, and commissions be submitted to be included in the Village Board packet in a timely fashion. The time frame is within 1 week. Minutes may be labeled "Draft" if a meeting to approve the minutes cannot be scheduled within that time frame.

It is the policy of the Village Board that minutes are not verbatim. They are, instead, action minutes, recording the essence of the decisions made and significant action.

Boards, committees, and commissions should use an identical format for minutes. The following is recommended:

1. Members present.
2. Members absent.
3. Staff present.
4. Approval of minutes of the previous meeting.
5. Recommendation to the Village Board.
  - a. Items should be listed as separate agenda items to distinguish them from formal receipt

and filing of minutes.

- b. All recommendations should be accompanied by the appropriate staff report(s). Information pertaining to any alternatives that were considered and the rationale for the recommendation should be included when appropriate.
- c. When items come to the Village Board for which there is a designated board, committee, or commission to which those items should be referred, that board, committee, or commission should consider them and report or comment back to the Village Board.
6. Requests to the Village Administrator for information or staff assistance.
7. List of matters pending commission/board disposition.
8. Summary of discussion and final action(s) taken.

## **N. Agenda Packets**

Agenda packets detailing the items of business to be discussed and any communications to be presented will be prepared by the staff and furnished to the members of the body within a reasonable amount of time before the meeting. In order to be prepared for meetings, members should read these packets and contact the chairperson, the Village administration or the staff liaison if there are any questions regarding information presented in the staff reports.

## **O. Area of Interest**

When a board, committee, or commission is established by the Village Board, the specific duties of that body are set forth in the ordinance, resolution, etc., that creates it. It is implicitly understood that the advisory body is limited to the consideration of those matters which are specifically assigned to its jurisdiction. In special or unusual circumstances, when interest spreads into an area beyond its jurisdiction, the board, committee or commission should formally request specific authorization from the Village Board to consider the matter and to formulate a recommendation in that area.

## **P. Sub-Committees**

In certain instances, a board, committee or commission may determine that it is necessary to form a sub-committee to study a particular matter relating to that body in some detail.

1. A sub-committee may be formed by a majority vote of the board, committee, or commission members taken at a regular meeting but may not be comprised of a majority of the members.
2. Appointments to the sub-committee are made by the consensus of the board, committee, or commission.
3. After the completion of the particular study and presentation of recommendations to the board, committee, or commission, the sub-committee should be disbanded.

## **Q. Role of Chairperson**

It is incumbent upon the chairperson of the board, committee, or commission to ascertain the responsibility of his/her advisory body and to limit the discussion and deliberation to appropriately assigned areas of responsibility.

The chairperson position exists to encourage the input of ideas, to guide discussions in a logical and orderly fashion, and to generally facilitate the decision-making process. The chairperson should clarify ideas as they are discussed and repeat motions made in order that all members fully understand the wording of the item on which they are voting.

The Chairperson is responsible for the setting of the agenda and facilitating the meeting in an orderly and timely fashion. The Chairperson should meet regularly with the Village Administrator to go over goals and objectives, future agenda items and to discuss current or future policy decisions.

Each board, committee, or commission is comprised of a diverse group of people and it is inevitable that not everyone will agree on each issue all of the time; however, all efforts should be made to maintain amicable relations among the individual members. Personality conflicts only hamper an organization's effectiveness. Nevertheless, in the event that a personality conflict does arise between individual members, it is the chairperson's responsibility to try to mediate and resolve the problem. If the conflict cannot be resolved, the chairperson should approach the Village Administrator.

## SECTION VI – VILLAGE GOVERNMENT STRUCTURE

### A. Village Board

The Village of Mukwonago operates under the laws of the State of Wisconsin as a village and uses a village president-board form of government. The Village Board appoints a full-time Village Administrator who directs and coordinates the Village's operations and services on a day-to-day basis.

The Village President, elected at large for a two-year term of office, together with six trustees elected at large for two-year, staggered terms, comprise the Mukwonago Village Board. The Board serves as the legislative branch of village government, enacting ordinances and resolutions, approving the annual budget, setting policies and taking other actions to guide the operations of the Village. Elections are held on a nonpartisan basis in April of each year, preceded by a February primary if there are more than double the candidates running for the seats available.

The Board regularly meets on third Tuesday of each month at 6:30 p.m. in the Mukwonago Village Hall. Special meetings are also held when required. All meetings are open to the general public, although on occasion, the Board may meet in closed session to discuss a subject permitted by the Wisconsin Open Meeting Law to be held in closed session (e.g., personnel evaluations, labor negotiations or other strategic matters).

Public notice is given of all meetings, including closed sessions, with the notice stating the date, time, location and topics to be considered. All meeting notices are posted on the bulletin board located outside the downstairs main entrance of the Village hall, e-mailed to local papers when requested, and posted on the Village website ([www.villageofmukwonago.com](http://www.villageofmukwonago.com)). Along with an agenda, there may be copies of proposed ordinances, resolutions, reports and other supporting documents available for public review at the Village Clerk's office and on the Village website prior to each meeting.

The Board enacts legislation and takes official action in various ways, operating under Robert's Rules of Order:

1. **Motions** are used to approve, reject or postpone/table procedural matters, such as appointing members to boards, committees, and commissions, accepting reports, authorizing contracts, paying claims, giving direction to Village Staff and similar routine business.
2. **Ordinances** are local laws dealing with matters such as traffic, zoning, health and safety regulations, governmental organization, annexation, building and other construction codes, licenses, user fees, etc. Once an ordinance is adopted it can only be amended through enactment of another ordinance. Ordinances that contain fines and forfeitures must be published in the Village's official newspaper before they become effective. In general, ordinances that are three or more pages in length shall be placed on file for two weeks, and a public notice, stating the date, time, and location of the Board consideration and a general description of the ordinance to be considered, shall be published in the Village's official newspaper prior to Village Board action. All current ordinances are compiled in a volume entitled the Municipal Code Village of Mukwonago, or simply the "Village Code".
3. **Resolutions** are used to establish policy, express the opinion of the Board in a more formal manner, direct or authorize administrative action, offer official congratulations or appreciation on behalf of the Village, or to make various ceremonial acts.

## **B. Administration**

### **1. Village Administrator**

The Village Administrator is the chief administrative officer for the Village and is appointed for an indefinite term by the Village President subject to confirmation by the Village Board. The Administrator has administrative powers and responsibilities over all Village staff. The Village Administrator directly supervises the Department Heads and has general oversight of the Police Services and Fire/EMS. The position of Administrator is a full-time position that is responsible for the following duties:

- Coordinates the administrative activities of the Village Departments.
- Effectuates all actions of the Village Board which require administrative action.
- Reviews and presents the Annual Village Budget to the Village Board.
- Acts as Personnel Officer for the Village.
- Evaluates job classifications and, when necessary, formulates and proposes new classifications.
- Reports to the Village Board and President any variations in the operation of the Village Budget.
- Submits recommendations to the Village Board for improving the welfare of the Village.
- Assures proper and efficient business conduct between the Village staff, the Village Board, and the citizens of the Village.
- Recommends to the Village Board the designation of an officer for the transaction of any business which is not of a routine nature.
- Administers the operation and maintenance of all Village owned property.
- Attends all official meetings of the Village Board and its committees, unless otherwise excused.
- Keeps himself/herself informed concerning current state and federal legislation affecting the Village.
- Acts as press officer for the Village.
- Sees that all Village ordinances are efficiently and equally enforced.

### **2. Economic Development Director**

The Economic Development Director develops and implements proactive economic development strategies designed to increase the residential, commercial, and manufacturing tax base, coordinating the efforts of the Village Planner, Zoning Administrator, and other stakeholders as required. The position of Economic Development Director is a full-time position, currently combined with the Village Administrator position, that is responsible for the following duties:

- Promote economic growth in the community, and address economic issues confronting the community.
- Provide professional economic development advice, facilitate the application and permitting process, and serves as an advocate for economic development in line with the Comprehensive Plan, zoning ordinances, and goals as established by the Village Board or designee(s).
- Work with all departments in providing guidance to individuals and companies to establish, relocate, or expand their businesses within the community.

- Lead the development of short and long term economic and community development plans, as well as the gathering of information and preparation of studies, reports, and recommendations to achieve such goals.
- Oversee planning and coordination of community development projects, ensuring business and residential applicants receive assistance with local and State permitting processes, and managing Village-sponsored projects.
- Coordinate and recommend project activities including real estate acquisition and disposition, relocation, demolition, eminent domain actions, building construction and rehabilitation, property management and project improvements.
- Assist potential new businesses in site analysis, including demographic, tax, fee, (re)development, and related information.
- Meet with potential investors and developers to secure participation in redevelopment projects.
- Provide information and/or make presentations to developers, boards, commissions, civic groups, businesses, individuals, and the general public on economic development issues, programs, services, and plans.
- Prepare information for dissemination to potential business clients, including economic, statistical, financial, population, growth, demographic and other information.
- Spearhead the creation and analysis of joint economic development districts, tax incentive financing districts, business incentive programs and cooperative economic development agreements.
- Become familiar with the existing inventory of available buildings and business and residential development sites within the community including both public and private buildings and land areas.
- Oversee preparation of grant proposals and applications, contracts and other necessary documents as may be required for necessary community services.
- Recommend and oversee the use of consultants and outside professional service providers.
- Maintain a liaison to coordinate with various local, State, and Federal agencies as deemed necessary and appropriate.
- Monitor local, state and federal legislation and legislation relating to economic development.
- Administer the Village's Economic Development Loan Program and other development incentive programs.

### 3. Clerk/Treasurer

The Clerk/Treasurer works closely with the Village Administrator and Village President and is responsible for the following duties:

- Supervises and trains office staff.
- Maintains multiple computer systems.
- Handles license issuance for retail alcohol, alcohol operators, dance, pool tables, tobacco and cigarette, amusement devices, weights and measures, dog and cat, taxicab business, and taxicab operators.
- Processes permits for building, electrical, plumbing, HVAC, fire inspections, special events, block party, and right-of-way usage.
- Prepares ordinances and updates the Municipal Code.
- Coordinates and supervises all election activities.

- Attends and takes minutes of Village Board, Plan Commission, and Board of Building and Zoning Appeals meetings.
- Prints reports from the cash register and prepares bank deposits as necessary.
- Acts as Secretary to the Board of Appeals including preparing findings of facts and conclusions.
- Assists in cash collections and telephone inquiries.
- Prepares resolutions, reports, specifications, and letters, as necessary.
- Assists the accountants in times of absence.
- Maintenance of official records.

#### 4. Finance Director

The Finance Director is responsible for the financial management of the Village. The director is supported by two part-time accountants and a full-time administrative clerk. The Village uses an independent auditing firm to conduct an annual audit of its financial records and outsources the processing of ambulance billing and specific payroll functions. The Finance Director is responsible for the following duties:

- Budget preparation & administration
- Manage annual independent audit
- Preparation of internal and external financial reports, including the PSC and State reports
- Oversight of all accounting functions including accounts payable/receivable; payroll preparation; utility billing/collection; purchase order preparation, and ledger reconciliations
- Long term financial and debt planning
- Creation and implementation of financial and internal control policies
- Collection and investment of funds
- Creation and implementation of Human Resources policies and procedures
- Employee Benefit administration
- Personnel and union contract administration
- Finance and Personnel Committee support

#### 5. Village Administrative Staff

The Village's Administrative Staff are responsible for ensuring the smooth day to day operation of all administrative functions and services. The Administrative Office is staffed by the the Deputy Clerk-Treasurer, one full-time Administrative Assistant, two part-time accountants, one part-time Administrative Assistant, and the Administrator Intern. The goal of the department is to execute, responsibly and professionally, assigned duties and responsibilities in a responsive, courteous, and cost-effective manner by ensuring that all administrative requirements are met. Specific staff responsibilities include:

- Issue and administer licenses
- Preparation of purchase orders
- Maintenance of WisVote and other election processes
- Purchasing of supplies
- Preparation of reports
- Bookkeeping and accounting

- Tax calculation and collection
- Utility billing and collection
- Maintenance of official records
- Insurance administration
- Payroll preparation
- Board, committee, and commission support including minutes, agendas, packets, and overall guidance
- Cash collection and telephone inquiries
- Permit processing
- Accounts Payables
- Accounts Receivables

## 6. Assessor

The valuation and assessment of property is the responsibility of the assessor's office. The Village Assessor shall be appointed by the Village President subject to confirmation by the Village Board every even year. The Village subcontracts with Associated Appraisal Consultants, Inc. The current appointed Village Assessor is Nick Laird. The Assessor performs the statutory duties of appraising all newly-constructed buildings and major remodeling of real property, the re-appraisal of land values where a property has been divided or where significant changes in value are indicated, to review and follow-up on personal property statements by April 1st of each year, and to enter real estate and personal property assessments into the assessment roll for delivery to the Village Clerk for the annual Board of Review meeting in late Spring/early Summer.

## 7. Village Attorney/Labor Attorney

The Village Attorney shall be appointed by the Village President subject to confirmation by the Village Board every even year. The Village subcontracts with Hippenmeyer, Reilly, Moodie & Blum, S.C. The current appointed Village Attorney is Mark Blum. The Attorney's duties include attending Board and department head meetings, providing legal advisement to Village Board and staff, representing the Village in an court cases, and assisting in drafting and reviewing proposed ordinances.

The Village subcontracts with Beulow Vetter Builkema Olson & Vliet, LLC to provide labor-related legal services. The Labor Attorney is responsible for labor contract negotiations, collective bargaining, the administration of resulting contracts, and assisting staff with personnel-related issues. Contracts are approved by the Village Board.

## C. Public Works

### 1. Public Works Department

The Public Works Department goal is to provide responsive and cost-effective maintenance of all public property and transportation related public infrastructure and to respond to all citizen complaints and concerns in a courteous, professional, and timely manner. The Public Works Department is staffed by the Public Works Director, a Public Works Crew Supervisor/Mechanic, four full-time public works crewpersons, and two seasonal/summer employees. Specific responsibilities of the Public Works Department include:

- Snow plowing and salting
- Storm sewer system maintenance
- Storm Water Utility District #1 maintenance
- Storm water reporting
- Street sweeping
- Operation and maintenance of the Village dam
- Tree and brush control
- Village plantation and forestry services
- Maintenance of roads and parking areas
- Vehicle and equipment maintenance
- Installation and maintenance of signs
- Maintain all village owned buildings
- Maintain and improve all village park lands
- Does set up and clean up for major events such as Maxwell Street Days, Mukwonago Lions Summerfeste, Fall Fest, Midnight Magic and picnics.
- Supervises the general appearance, repair, and maintenance of all Village Park lands, playgrounds, recreational equipment, fields and athletic surfaces.
- Budgets for programs, equipment, supplies and services.

## 2. Engineering

The Village subcontracts with Ruekert & Mielke for engineering services. The Engineering Department is responsible for providing professional and timely information on matters involving evaluation and improvement of public infrastructure, and for assisting residents, business owners, and developers in solving engineering related problems and gathering information. Specific departmental responsibilities include:

- Planning of larger and more complex Public Works Projects
- Assist Village staff with management of local infrastructure
- Provide project cost estimates when requested
- Provide design, bidding and construction documents for larger and more complex Village Projects
- Review public infrastructure for development projects
- Review storm water management and erosion control submittals for larger projects
- Provide erosion control inspections for larger projects
- Provide construction review services for larger and more complex development projects
- Provide construction review and contract administration services for larger and more complex Village projects
- Provide village GIS system, tools and updates as requested by village staff
- Update and maintain Village maps
- Assist the Village in capital improvement planning and budgeting as requested
- Assist the Village in system planning as requested
- Prepare record drawings of projects
- Review CSMs and plats for land divisions
- Prepare Engineer's Report for special assessments as required
- Prepare and update standard construction details
- Attend Department Head and development meetings
- Attend Village Board meetings as requested

- Provide land survey services as requested

### 3. Wastewater Treatment Plant and Water Utility

The Village of Mukwonago Wastewater Treatment Plant is a 3.75 million-gallon per day, Grade 4 WWTF permitted by the Wisconsin Department of Natural Resources. A Utilities Director and four (4) full-time employees operate, maintain and assure that the WDNR permitted facility meet the requirements prescribed. The staff maintains 43 miles of sanitary sewer main and three lift stations located within the Village.

The Village of Mukwonago Water Utility currently operates 5 groundwater wells to provide water to the Village. The Village Utility operates 2 deep wells, and 3 shallow wells. Deep groundwater wells have great tasting water, but do contain naturally occurring radium. Shallow wells avoid the radium issue, but do contain iron which will cause “rusty water”. The Village Utility blends water from both wells, to provide the best water possible and minimize the issues of each type of well. The Utility supplies water via two 500,000 gallon water towers and one 330,000 gallon reservoir. The Utility maintains 46 miles of water main; with 1,519 system valves and 717 fire hydrants. Accounting and billing is operated by the Administrative Offices.

The Village Board directed that the water and wastewater utilities be combined into one single utility for operating purposes. For accounting purposes, the utilities remain two separate entities. The consolidation of operations enables the utility to serve the residents in a more efficient and cost effective way.

### 4. Storm Water Utility District #1

In response to Federal mandates, the Village of Mukwonago was required to obtain a permit from the Wisconsin Department of Natural Resources to discharge storm water from our municipal storm sewer into area streams. The permit requires the Village to address six specific areas:

- Public education and outreach
- Public involvement and participation
- Elimination of illicit discharges
- Construction site runoff management
- Post-construction site runoff management
- Pollution prevention & good housekeeping

In response to the unfunded federal mandate, the Village Board created a Storm Water Utility District (consisting of the Gateway District properties near I43) to fund the actions required by our permit. The utility is funded by a \$10.31/month per equivalent runoff unit fee that appears on the sewer and water bill for those properties. All fees collected are used exclusively for meeting the permit requirements.

The Storm Water Utility fee structure does include a credit system that provides discounts to property owners that have paid for and maintain measures that improve storm water quality. The system also includes an appeal process for property owners to present justification for a reduced rate.

## 5. Refuse Collection

The Village subcontracts with Johns Disposal Services for garbage, recycling, and yard waste collection services. Garbage collection occurs weekly on Wednesdays. Recycling service occurs bi-weekly on Wednesdays. Bulky Item collection occurs on the first Wednesday of odd numbered months. Yard Waste collection occurs five times throughout the year.

## D. Public Safety and Welfare

### 1. Mukwonago Fire Department

The Mukwonago Fire Department has a proud history of providing emergency response services to the community since 1913. The organization is made up of Full-time, Paid-on-Premise and Paid-on-Call members who have undergone training that enables them to provide professional quality services in a cost-effective manner. There are seven full time positions, the Fire Chief, and six Firefighter/Critical Care Paramedics Our members enjoy a high level of camaraderie and fellowship that few organizations can match. While we develop a high level of proficiency through our training and operations, we also make time for social functions that include the entire family.

The majority of Mukwonago Fire Department members are paid-on call. The Department goals are to minimize the risk of death, injury, and/or property loss from fire, medical emergency, or disaster. In addition to providing a coordinated and timely response to emergencies, the Department attempts to enhance public safety through preventative activities and public education programs.

The Fire Chief is appointed by the Fire Commission, and heads the Mukwonago Fire Department and oversees the day-to-day operation of both the Fire/EMS duties of the department. The department consists of one (1) Fire Chief, one (1) Assistant Chief, one (1) Deputy Chief, one (1) Captain, five (5) Lieutenants and the rest being firefighter/EMT's (approximately fifty (50) total members). The department is responsible for inspecting all commercial, industrial and multi-tenant residential buildings in the Village and Town of Mukwonago to ensure compliance with State and local fire codes.

### 2. Police Department

The Mukwonago Police Department's goal is to make the Village of Mukwonago a place where all citizens can live safely and without fear, protected by a police department with the highest ethical and professional standards.

The Police Department's mission is to provide all residents, businesses and visitors with professional, competent, ethical and compassionate law enforcement services. We pledge to work in partnership with the members of the community to make Mukwonago a better place to live, work and visit. We accomplish this mission by not only working for the community, but working with the community to make Mukwonago safe.

The Police Chief is appointed by the Police Commission. The department currently consists of one (1) Police Chief, two (2) Lieutenants, one (1) Sergeant, ten (10) Police Officers (1) of who serves as the School Liaison Officer for the Mukwonago High School and Parkview Middle School), seven (7) Dispatcher/Clerks, and twelve (12) Police Reserve Officers.

We currently provide police services to the Village of Mukwonago, and dispatch services to the Village and Town of Mukwonago Police Departments, the Mukwonago Fire Department, the Town of Mukwonago Boat Patrol, and the Town of Eagle Boat Patrol.

### 3. Emergency Government

Emergency Government organizes, coordinates and directs operations in the event that a catastrophe occurs in the Village in order to save the maximum number of lives, minimize damage to property, receive and disseminate information and warnings, control affected areas and maintain law and order.

### 4. Planning and Development

The Village subcontracts with BK Planning Strategies for planning services. The Village Planner prepares, implements and updates current and long range Village plans, meets with the general public regarding proposed neighborhood or community plans, and coordinates planning activities with those of neighboring communities and of other levels of government. The Planner provides staff assistance to the Plan Commission, which is responsible for enforcing the Village Comprehensive Plan and ensure orderly growth and development in the Village. The Planner also provides assistance to the Economic Development Committee whose primary responsibility is to promote economic and community development activities in the Village.

### 5. Zoning and Inspections

The Department of Zoning Administration is responsible for policy analysis, development site plan review, zoning code administration, zoning code enforcement, and general information processing relative to development and redevelopment within the community. The Inspection Department provides professional inspection services for all residential and non-residential construction and alteration projects within the Village of Mukwonago, in order to ensure compliance with all required Federal, State and local codes, ordinances and requirements. The department issues all building permits for residential, commercial and industrial buildings. All plumbing, electrical, heating, air conditioning and ventilating permits must be obtained from this department.

The Department is staffed by the Supervisor of Inspections/Zoning Administrator and a full-time Building Codes Official.

## **E. Leisure Services**

### 1. Village Parks

The Village of Mukwonago is proud of the quality of the park sites they provide for their residents. The Village Park sites vary widely in both size and the amenities offered. The Village parks include Field, Miniwaukan, Minor, Indianhead, Phantom Glen, and Washington. There are other Village lands dedicated and/or set aside for future park developments.

## 2. Mukwonago Community Library

There has been library service in Mukwonago since at least 1883 and a municipal village library was established in 1933. The library has an eleven-member board made up citizens from the Village of Mukwonago and the Towns of Vernon and Mukwonago as well as the School District. The library is funded by the municipalities according to a formula based on equalized assessed valuation, which changes every year. It is one of sixteen public libraries in the Waukesha County Federated Library System.

The library has programs and services for every resident: lap sit story time for infants birth through 3, story time for 3-5 year olds, and other special programs for everyone from teens to senior citizens. To publicize its services, the library publishes an email newsletter monthly. It also has its own website ([www.mukcom.lib.wi.us](http://www.mukcom.lib.wi.us)) which has separate homepages for children, young adults and adults, as well as links to hundreds of helpful sites. The library also maintains an active Facebook presence.

At the end of 2014 the library had approximately 80,000 books and more than 20,000 items in various other formats: DVD, audiobooks, compact discs, and more. It checks out more than 325,000 items a year. In addition to two individual study rooms, there is access to the Internet through 31 adult and 8 children's public Internet workstations. The library is also a member of the consortium known as CAFÉ (Catalog Access For Everyone), which enables patrons to easily search and borrow from ten times as many items. All sixteen libraries in Waukesha County are members of this consortium. Your library card is valid at all Waukesha County Libraries.

People can get involved in helping the library through its active Friends of the Library group, which raises money through an ongoing book sale and an annual bake sale, and also by supporting the Mukwonago Community Library Foundation, which has provided substantial funds for renovations and building projects. Volunteers of all ages and skill levels help with summer library programs, shelf reading, gardening and other special projects.

## SECTION VII – BOARDS, COMMITTEES AND COMMISSIONS

The Village Board is assisted by various citizen boards, committees, task forces and commissions. These bodies are charged with the following responsibilities:

- Advise the Village President and the Village Board and the Village Administrator on matters within their area of responsibility and interest, as prescribed by the Village Board and its ordinances.
- Help focus attention on specific issues and problems within their scope of responsibilities and recommend actions and alternatives for Board consideration.
- Act as channels of communication and information between Village government, the general public, and special interest groups.
- Reconcile contradictory viewpoints and provide direction toward achievement of village wide goals and objectives.
- Encourage broad citizen participation in the definition and formulation of village goals and actions for their achievement.

### A. Board of Zoning and Building Appeals

Wis. Stat. §62.23(7)(e)7,8. and Sec. 100-801 of the Municipal Code

The Board of Building and Zoning Appeals has the following powers:

1. To hear and decide appeals where it is alleged there is error in any order, requirement, decision or determination made by an administrative official in the enforcement of this section or of any ordinance adopted pursuant thereto
2. To hear and decide special exception to the terms of the ordinance upon which such board is required to pass under such ordinance;
3. To authorize upon appeal in specific cases such variance from the terms of the ordinance as will not be contrary to the public interest, where, owing to special conditions, a literal enforcement of the provisions of the ordinance will result in practical difficulty or unnecessary hardship, so that the spirit of the ordinance shall be observed, public safety and welfare secured, and substantial justice done. The Village Board may enact an ordinance specifying an expiration date for a variance granted under this subdivision if that date relates to a specific date by which the action authorized by the variance must be commenced or completed. If no such ordinance is in effect at the time a variance is granted, or if the board of appeals does not specify an expiration date for the variance, a variance granted under this subdivision does not expire unless, at the time it is granted, the board of appeals specifies in the variance a specific date by which the action authorized by the variance must be commenced or completed. An ordinance enacted after April 5, 2012, may not specify an expiration date for a variance that was granted before April 5, 2012. A variance granted under this subdivision runs with the land. The board may permit in appropriate cases, and subject to appropriate conditions and safeguards in harmony with the general purpose and intent of the ordinance, a building or premises to be erected or used for such public utility purposes in any location which is reasonably necessary for the public convenience and welfare.

The Board of Building and Zoning Appeals consists of five regular citizen members and two alternate citizen members appointed by the Village President and confirmed by the Village Board. The Board meets on the Thursday after the fourth Tuesday of each month at 6:30 p.m. in the Village Hall Board Room.

## **B. Board of Review**

The Board of Review receives the assessment roll from the Assessor and examines and corrects all apparent errors in description or computation and adds all omitted property. The Board shall schedule a hearing for each written objection to assessment it receives. It is the Board's duty to hear evidence by the property owner and the assessor and to decide if the assessment is correct.

The Board of Review consists of the Village President, the Village Clerk, and three Village Trustees appointed by the Village President and confirmed by the Village Board. The Board meets in the Village Hall Board Room annually at any time during the 30-day period beginning on the second Monday in May in the Village Hall Board Room.

## **C. Economic Development Committee**

The purpose of the Economic Development Committee shall be to advise the village board on matters of economic development, implementing economic development activities that will assist in improving economic conditions in the village and administer the Village's Economic Development Loan Program.

The Economic Development Committee consists of the Village President, the Village Administrator, the Village Finance Director, a member of the Plan Commission, three citizens whose principal occupations shall be business owners or managers of businesses in the village with known interest in local economic development, or residents having general knowledge of the affairs of the village, and interest in local economic development, and three citizens having general knowledge of the affairs of the village, and interest in local economic development who are non-voting members-at-large appointed by the Village President and confirmed by the Village Board. The Committee meets on the Monday before the second Tuesday of even-numbered months at 4:00 p.m. in the Village Hall Board Room.

## **D. Fire Commission**

The Fire Commission has jurisdiction with regard to the hiring, firing, disciplining, or promotion of personnel in the Fire Department.

The Commission is a joint Commission with the Town of Mukwonago and consists of Village citizen appointments, appointed by the Village President and confirmed by the Village Board, and Town citizen appointments, appointed by the Town Chairperson and confirmed by the Town Board. On even numbered years, the Town has three appointments and the Village has two. On the odd numbered years, the Village has three appointments and the Town has two. The Commission also consists of a Village Trustee and the Town Chairperson, both of which are advisory members only. The Commission meets on an unspecified evening every quarter at 6:00 p.m. at the Fire Station #1, 1111 Fox St.

## **E. Library Board (Mukwonago Community Library Board)**

The Mukwonago Community Library Board consist of eleven (11) members. Six (6) citizen members shall be appointed by the Mukwonago Village President, subject to confirmation of the Mukwonago Village Board, one (1) member from the Mukwonago School District

Superintendent or his/her designee shall be appointed by the Mukwonago Village President, subject to confirmation of the Mukwonago Village Board, and four (4) members shall be appointed by the Waukesha County Executive, subject to confirmation by the Waukesha County Board. The term of office of the Mukwonago Community Library Board members shall be three (3) years. A President, Vice-President, Treasurer and Secretary shall be selected by the Board members for two years, with the selection being made annually in the month of July.

Legal responsibilities for the operation of the Mukwonago Community Library is vested in the Board of Trustees. Subject to state and federal law, the Board has the power and duty to determine rules and regulations governing operations and services. The Board shall select, appoint and supervise a properly certified and competent library director, who shall be evaluated on an annual basis. The library director shall determine the duties and compensation of all library employees for the Board to approve. The Board shall approve the budget and make sure that adequate funds are provided to finance the approved budget. The Board shall have exclusive control of the expenditure of all moneys collected, donated or appropriated for the library fund and shall audit and approve all library expenditures. The Board shall supervise and oversee buildings and grounds, as well as regularly review various physical and building needs to see that they meet the requirements of the total library program. The Board shall study and support legislation that will bring about the greatest good to the greatest number of library users. The Board shall cooperate with other public officials and boards and maintain vital public relations. The library director, with Board approval, shall submit the required annual report to the Division for Libraries, Technology and Community Learning, and the village board. The Board meets on the third Thursday of each month at 6:30 p.m. in the Library Community Room.

#### **F. Plan Commission**

The Plan Commission is an advisory body that reviews all commercial and residential development plans, rezoning applications, annexation and attachment petitions, and conditional use, unspecified use and home occupation permits, and recommends to the Village Board any action to be taken on the issues. The Commission also reviews and approves any plans that were reviewed by the Historic Preservation Commission. Changes to the Zoning Code and the Master Plan must also be reviewed by the Commission.

The Plan Commission consists of the Village President, the chairperson of the Public Works Committee, the chairperson of the Health and Recreation Committee, the Supervisor of Inspections, and three citizen members appointed by the Village President and confirmed by the Village Board. The Commission meets on the second Tuesday of each month at 6:30 p.m. in the Village Hall Board Room.

#### **G. Police Commission**

The Police Commission has jurisdiction with regard to the hiring, firing, disciplining, or promotion of personnel in the Police Department.

The Police Commission consists of five citizen members appointed by the Village President and confirmed by the Village Board. The Commission meets when needed.

## H. Committee of the Whole of the Village Board/Standing Committees

A Committee of the Whole has been established as a standing committee. All members of the Village Board are members of this committee with the Village President serving as chair. At the first regular Board meeting following the spring election, the Village President shall designate Trustees as Committee of the Whole standing committee chairpersons. This committee meets on the first Tuesday of the month at 5:30 p.m.

The standing committees within the Committee of the Whole are as follows:

### 1. Finance Committee.

The role of the Finance Committee is:

- a. Review policies and implementation of auditor's recommendations
- b. Review options for borrowing capital funds, outlay expenditures and depositories for village funds
- c. Review claims against the village, accounting procedures, ordinances and resolutions having a fiscal impact on the village.
- d. Receive and review the annual budget from the Village President and Village Administrator and proposes a legislative budget to the Village Board. Reviews budget amendments.
- e. Receive and review accounts payable. Approves purchase requisitions.
- f. Recommendations are made for revenue generation, including investment of village funds and intergovernmental contracts.
- g. All recommendations are made to the Village Board.

### 2. Health and Recreation Committee

The role of the Health and Recreation Committee is:

- a. Review acquisition of any park or recreation lands, facilities and equipment by gift, devise, bequest or condemnation, either absolutely or in trusts; money, real or personal property, or any incorporated right or privilege.
- b. Review Class I special events permits, policies related to usage of Village parks, refuse collection contracts, and policies and contracts related to recreation.
- c. All recommendations are made to the Village Board.

### 3. Judicial Committee

The role of the Judicial Committee is:

- a. Review applications relating to retail fermented malt beverages and intoxicating liquors and other licenses as directed by law.
- b. Review alcohol operator licenses that need further review based upon request by Chief of Police.
- c. Review ordinances regarding environment, public safety and law enforcement.
- d. Conduct appeal hearings on all alcohol licenses pertaining to revocation, suspension, non-renewal or denial of licenses as well as abandoned and junked motor vehicles.
- e. All recommendations are made to the Village Board.

#### 4. Personnel Committee

The role of the Personnel Committee is:

- a. Review all personnel matters, including establishment of wage and salary schedules for management and unclassified employees
- b. Review all labor contracts and labor relations policies of the Village.
- c. All recommendations are made to the Village Board.

#### 5. Protective Services Committee

The role of the Protective Services Committee is:

- a. Provide general oversight to the operation of the Police and Fire Departments except for disciplinary matters.
- b. All recommendations are made to the Village Board.

#### 6. Public Works Committee

The role of the Public Works Committee is:

- a. Review all matters pertaining to the construction and maintenance of streets, alleys, sidewalks, gutters, storm sewers, and other public works projects.
- b. Review policies on all transportation related topics including sidewalks, trails, signage, taxis, bicycles and all forms of public and/or mass transit service
- c. Review amendments or other revisions of the official map of the Village.
- d. Review policies on general operation of all municipal utilities.
- e. All recommendations are made to the Village Board.

## **SECTION VIII – CONCLUSION**

On behalf of the Village, we would like to thank you for accepting this position and for devoting your time and effort to become actively involved in the affairs of this community. It is sincerely hoped that you will enjoy your participation in the governing process in the Village of Mukwonago as a member of one of its boards, committees, or commissions, and that you will feel totally free to call upon any of its representatives for advice, background information, or assistance.

It is with this in mind that this brief handbook has been prepared. Please consider it a guide as you begin your new duties as member of an advisory body and not as an all-inclusive restrictive set of regulations.

Welcome aboard.

## SECTION IX – VILLAGE CONTACTS

Village Hall:	(262) 363-6421	
Village Hall Hours:	8 a.m. to 5 p.m., Monday thru Thursday, 8 a.m. to noon, Friday	
Village Board Meetings:	3 <sup>rd</sup> Tuesday's, 6:30 p.m.	
Websites:	Village Website:	<a href="http://www.villageofmukwonago.com">www.villageofmukwonago.com</a>
	Fire Department Website:	<a href="http://mukwonagofire.org">mukwonagofire.org</a>
	Library Website:	<a href="http://www.mukcom.lib.wi.us">www.mukcom.lib.wi.us</a>
	Museum Website:	<a href="http://www.mukwonagomuseum.org">www.mukwonagomuseum.org</a>
Village President	Fred Winchowky 520 Fox St.	(262) 363-7884 <a href="mailto:president@villageofmukwonago.com">president@villageofmukwonago.com</a>
Trustee	Jason Vermeulen 619 Oldfield Ave.	(414) 807-5006 – Cell <a href="mailto:trustee1@villageofmukwonago.com">trustee1@villageofmukwonago.com</a>
Trustee	James Decker 1138 Eastern Tr.	(262) 363-2245 <a href="mailto:trustee2@villageofmukwonago.com">trustee2@villageofmukwonago.com</a>
Trustee	Darlene Johnson 621 Small Farm Rd.	(414) 916-3876 – Cell <a href="mailto:trustee3@villageofmukwonago.com">trustee3@villageofmukwonago.com</a>
Trustee	Kelly Klemme 710 Stoecker Farm Ave.	(414) 326-0284 – Cell <a href="mailto:trustee4@villageofmukwonago.com">trustee4@villageofmukwonago.com</a>
Trustee	Mark Penzkover 659 Plank Rd.	(262) 363-0665 <a href="mailto:trustee5@villageofmukwonago.com">trustee5@villageofmukwonago.com</a>
Trustee	Karl Kettner 603 Prairie Hill Ave.	(262) 436-0153 <a href="mailto:trustee6@villageofmukwonago.com">trustee6@villageofmukwonago.com</a>
Departments	Administrator	(262) 363-6421
	Clerk-Treasurer	(262) 363-6421
	Finance	(262) 363-6421
	Inspection	(262) 363-6419
	Zoning/Planning	(262) 363-6420
	Police	(262) 363-6435
	Fire	(262) 363-6426
	Public Works	(262) 363-6447
	Water & Sewer	(262) 363-6416
	Library	(262) 363-6411
Administrator	John Weidl	(262) 363-6420 Ext. 2100 (262) 441-0186 – Cell <a href="mailto:jweidl@villageofmukwonago.com">jweidl@villageofmukwonago.com</a>
Clerk-Treasurer	Steven Braatz, Jr.	(262) 363-6420 Ext. 2102 (414) 651-9767 – Cell <a href="mailto:sbraatzjr@villageofmukwonago.com">sbraatzjr@villageofmukwonago.com</a>
Finance Director	Diana Doherty	(262) 363-6420 Ext. 2101 <a href="mailto:ddoherty@villageofmukwonago.com">ddoherty@villageofmukwonago.com</a>

Fire Chief	Jeff Stien	(262) 363-6420 Ext. 3401 (262) 441-0723 – Cell <a href="mailto:chiefstien@mukwonagofire.org">chiefstien@mukwonagofire.org</a>
Library Director	Angie Zimmermann	(262) 363-6420 Ext. 4100 <a href="mailto:azimmermann@mukcom.lib.wi.us">azimmermann@mukcom.lib.wi.us</a>
Municipal Judge	Daniel Smart	(262) 363-6433
Police Chief	Kevin Schmidt	(262) 363-6420 Ext. 1224 (262) 613-1026 – Cell <a href="mailto:kschmidt@mkpd.org">kschmidt@mkpd.org</a>
Public Works Director	Ron Bittner	(262) 363-6420 Ext. 7100 (414) 550-7507 – Cell <a href="mailto:rbittner@villageofmukwonago.com">rbittner@villageofmukwonago.com</a>
Supervisor of Inspections	Robert Harley	(262) 363-6420 Ext. 2110 (414) 399-0271 – Cell <a href="mailto:jhankovich@villageofmukwonago.com">jhankovich@villageofmukwonago.com</a>
Utilities Director	Dave Brown	(262) 363-6416 – Office (414) 550-2509 – Cell
Village Attorney	Mark Blum Hippenmeyer, Reilly Moodie & Blum P.O. Box 766 Waukesha, WI 53187-0766 <a href="http://www.hrmlawfirm.com">www.hrmlawfirm.com</a>	(262) 549-8181 – Office <a href="mailto:mglum@hrmlawfirm.com">mglum@hrmlawfirm.com</a>
Village Assessor	Nick Laird Associated Appraisal Cons. P.O. Box 2111 Appleton, WI 54912 <a href="http://www.apraz.com">www.apraz.com</a>	(800) 721-4157 – Office <a href="mailto:nickl.apraz@gmail.com">nickl.apraz@gmail.com</a>
Court Attorney	Ronald English, III Hippenmeyer, Reilly Moodie & Blum P.O. Box 766 Waukesha, WI 53187-0766 <a href="http://www.hrmlawfirm.com">www.hrmlawfirm.com</a>	(262) 549-8181 – Office <a href="mailto:renghish@hrmlawfirm.com">renghish@hrmlawfirm.com</a>
Labor Attorney	Rob Buikema Buelow Vetter <a href="mailto:rbaikema@buelowvetter.com">rbaikema@buelowvetter.com</a> 20855 Watertown Rd., Ste 200 Waukesha, WI 53186 <a href="http://www.buelowvetter.com">www.buelowvetter.com</a>	(262) 364-0252 – Office

Village Engineer	Kurt Peot Ruekert & Mielke W233N2080 Ridgeview Pkwy Waukesha, WI 53188 <a href="http://www.ruekert-mielke.com">www.ruekert-mielke.com</a>	(262) 953-3060 – Office (262) 894-0476 – Cell <a href="mailto:kpeot@ruekert-mielke.com">kpeot@ruekert-mielke.com</a>
Village Planner/ Zoning Administrator	Bruce Kaniewski BK Planning Strategies 7719 W Coventry Dr. Franklin, WI 53132 <a href="http://www.bkplanning.com">www.bkplanning.com</a>	(262) 363-6420 Ext. 2111 (414) 339-4105 – Cell <a href="mailto:bkaniewski@bkplanning.com">bkaniewski@bkplanning.com</a>
Humane Animal Officer	Humane Animal Welfare Society 701 Northview Rd. Waukesha, WI 53188 <a href="http://www.hawspets.org">www.hawspets.org</a>	(262) 542-8851

**ADMINISTRATIVE HANDBOOK FOR MEMBERS OF BOARDS, COMMISSIONS AND COMMITTEES**

I understand that I am to read the Administrative Handbook and become familiar with and understand the policies and procedures therein. I understand that the handbook may be amended or revised from time to time by the Village.

I have thoroughly read and understand my duties and responsibilities as a Board, Commission or Committee Member.

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**Signature** of Board, Commission or Committee Member

---

**Print Name** of Board, Commission or Committee Member

---

Board, Commission or Committee Name

**Date** of Orientation and /or Administrative Handbook issuance: \_\_\_\_\_

***Please sign and return this page to the Village Clerk.***

# 2016-2018 Strategic Directions

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## The Village of Mukwonago, Wisconsin

**Waukesha County University of Wisconsin-Extension**  
515 W Moreland Blvd AC G22  
Waukesha, WI 53188  
(262) 548-7770

[www.waukeshacounty.gov/uwex/](http://www.waukeshacounty.gov/uwex/)

June, 2016



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

# **Village of Mukwonago Process Report**

## Village Staff Participants

Jeff Belongia, Finance Advisor  
Ron Bittner, Public Works Supervisor  
Steven Braatz, Jr., Clerk-Treasurer  
Dave Brown, Utilities Director  
Diana Doherty, Finance Director  
Joe Hankovich, Supervisor of Inspections/Zoning Administrator  
Bruce Kaniewski, Planner  
Kevin Schmidt, Police Chief  
Jeffrey Stien, Fire Chief  
John Weidl, Administrator

## Board of Trustee Participants

Fred Winchowsky, Village President  
James Decker  
Darlene Johnson  
Kelly Klemme  
Mark Penzkover  
Jay Vermeulen  
Ken Werner

## Facilitated and Compiled By:

Jerry Braatz, Community Development Educator, UW-Extension  
Steve Chmielewski, Community Development Educator, UW-Extension

## **Introduction**

In cooperation with the Village of Mukwonago's Board of Trustees and Department Heads, Waukesha County UW-Extension facilitated two strategic planning sessions. The purpose of these sessions was for the participants to identify three to five strategic directions to build toward future opportunity and assist in budget development. These sessions brought all Village Board of Trustees and Department Heads/Staff together to help identify and build consensus around the strategic issues the Village is facing, as well as to identify and prioritize directions to help resolve them.

## **Outcomes/ UW-Extension Deliverables**

1. Waukesha County UW-Extension Community Development Educators facilitated two strategic planning meetings with Department Heads and Village Board members at Mukwonago Village Hall on May 4, 2016 and June 1, 2016.
2. Village Board and Department Heads identified Village strengths.
3. Village Board and Department Heads utilized strengths to determine three major strategic issues to guide budget development over the next three years.
4. Village Board Members explained to constituents the importance of strategic planning along with how they align with future Village budgets.
5. Participants strengthened professional relationships and teamwork building.
6. Waukesha County UW-Extension developed a strategic issues plan report based on facilitated input from the Village Board and Department Heads.

## **Overview of Process**

During the first session, participants reviewed Environmental Scan demographic data from the Village of Mukwonago, and reviewed population change among neighboring communities along I-43. A small group activity divided up Village Board of Trustees and Department Heads/Staff to identify recent successes, core strengths, and explore opportunities for the Village. Representatives from each small group reported out their discussion topics. All participants then began to frame Village issues. Participants were then asked to discuss these issues with constituents for further input.

At the second session, participants discussed their efforts to reach out to Village constituents for input on the issues identified, and shared the feedback received. Participants then grouped and clarified Strategic Issues. Three themes were then developed to support the overarching vision for a sustainable community. A consequence of no-action was then discussed recorded

for each of the themes. This framework will be used by Village Board of Trustees and Department Heads/Staff to determine objectives for the Village’s next budget cycle.

**Environmental Scan**

A key part of engaging in strategic planning is to gather and analyze important demographics. The following data sets provide a snapshot of demographics in the Village of Mukwonago that are important to understand.

The Village of Mukwonago has experienced considerable population growth over the past 45 years. In 1970, the Village had 2,367 residents and was similar in total population with the Waukesha County villages of Hartland (2,763) and Sussex (2,758). All three villages experienced rapid population growth since 1970. However, Mukwonago’s population growth between 2000 and 2015 was greater than the Village of Hartland and less than the Village of Sussex (see Table 1). During this period, Hartland gained 1,262 residents, Mukwonago grew by 1,467 residents, and Sussex increased by 1,915 residents. Between 2000 and 2015, Mukwonago experienced a 23.8% growth in population, Hartland had a 21.7% increase in population and Sussex recorded a 16% change in population.

**Table 1: Population Growth: Peer Comparison Villages in Waukesha County**

	1970	1980	1990	2000	2010	2015
<b>Hartland</b>	2,763	5,559	6,906	7,905	9,110	9,167
<b>Mukwonago</b>	2,367	4,014	4,464	6,162	7,355	7,629
<b>Sussex</b>	2,758	3,482	5,039	8,828	10,518	10,743

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

**Table 2: Population Change Along Southern Segment of I-43 Corridor**

	2010	2015	Change	Percentage Change
<b>City of New Berlin</b>	39,584	40,195	611	1.5%
<b>City of Muskego</b>	24,135	24,410	275	1.1%
<b>Village of Mukwonago</b>	7,355	7,629	274	3.7%
<b>Village of East Troy</b>	4,281	4,341	60	1.4%
<b>City of Elkhorn</b>	10,084	9,924	-40	-1.6%
<b>City of Delavan</b>	8,415	8,463	-48	-0.6%
<b>Village of Darien</b>	1,693	1,698	5	0.3%
<b>Village of Clinton</b>	2,154	2,121	-33	-1.5%
<b>City of Beloit</b>	36,966	36,792	-174	-0.5%
<b>Total</b>	134,667	135,573	906	0.67%

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

The completion of I-43 between Milwaukee and Beloit (Rock Freeway) in 1987 was a significant asset for economic growth in the Village of Mukwonago. Although growth slowed somewhat due to the start of the “Great Recession in 2007”, the Village of Mukwonago experienced sustainable population growth over the past five years when compared to other villages and cities along the I-43 corridor between Milwaukee and Beloit (see Table 2).

**Growth in Population Diversity**

The Village of Mukwonago’s largest minority population is Latino (see Table 3). Asians make up the second largest minority population in the community. Trends show that the Latino population will continue to grow in the community, however, at a slower rate than other areas of Waukesha County and the State of Wisconsin. Latinos tend to be very entrepreneurial and Latino business growth is an increasing trend across the state.

**Table 3: Village of Mukwonago Race and Ethnicity, 2010**

	Village of Mukwonago	Waukesha County	Wisconsin
<b>White</b>	97.4% (7,161)	93.3%	86.2%
<b>Black</b>	0.2% (18)	1.3%	6.3%
<b>American Indian</b>	0.2% (17)	0.3%	1.1%
<b>Asian</b>	0.9% (66)	2.7%	2.3%
<b>Two or More Races</b>	0.9% (64)	1.3%	1.8%
<b>Hispanic or Latino (Any Race)</b>	3.2% (234)	4.1%	5.9%

Source: U.S. Bureau of the Census

**Median Age**

The Village of Mukwonago has one of the lower median ages in Waukesha County at 37.9 years old. The median age is only slightly younger than the state (38.5 years old), but over 4 years younger than the median age for Waukesha County (42 years old). Over 18 percent of the Village’s population is between the age of 20 and 34 (see Table 4). This percentage is higher than other communities in the County.

**Educational Attainment**

Almost one in three Village of Mukwonago residents of age 25 and over have a bachelor’s degree or higher. This is lower than Waukesha County’ average, but greater than the state average (see Table 5). The Village of Mukwonago has a unique opportunity to market the fact that it has a talented workforce that is highly educated. A challenge for the Village of Mukwonago is engaging this educated population in community leadership volunteer opportunities both within Village government and with service organizations. The highly

educated population in the Village has a higher median income than the state, but is lower than the median income for Waukesha County (see Table 5).

**Table 4: Population Estimates by Age Group, 2015**

Age	Village of Mukwonago	Waukesha County	Wisconsin
0-4	5.7% (420)	5%	5.9%
5-9	6.1% (445)	6%	6.2%
10-14	7.4% (540)	7.1%	6.4%
15-19	6.7% (488)	6.7%	6.6%
20-24	6.7% (490)	5.3%	7.3%
25-34	11.8% (866)	10.3%	12.6%
35-44	12.8% (938)	12%	12.0%
45-54	16.1% (1,181)	15.8%	14%
55-64	12.2% (893)	15.4%	13.8%
65-74	8.7% (640)	9.4%	8.7%
75-84	3.5% (259)	4.8%	4.4%
85+	2.2% (161)	2.3%	2.2%

Source: ESRI Forecast for 2015

### Home Ownership

Mukwonago has a higher percentage of owner occupied homes. This demographic is consistent with communities across Waukesha County with the exception of the City of Waukesha. Mukwonago's home ownership rate percentage is about 8 percent lower than Waukesha County, but higher than the state average (see Table 5).

**Table 5: Socioeconomic Comparisons**

	Village of Mukwonago	Waukesha County	Wisconsin
Bachelor's Degree or Higher, Age 25+	30.7%	41.0%	27.4%
Median Household Income (in 2014 dollars)	\$62,124	\$76,319	\$52,738
Homeownership Rate	69.0%	76.8%	67.7%
Housing Units, April 1, 2010	3,104	160,864	2,624,358
Mean Travel Time to Work, Workers Age 16+	24.8 Minutes	24 Minutes	21.8 Minutes

Source: U. S. Bureau of the Census and American Community Survey (ACS)

## Commuting to Work Time

Mukwonago's average commute time to work of about 25 minutes is similar to the county and state. The I-43 corridor is a major asset for Village residents who commute to work in the region (see Table 5).

## Regional Labor Market

In 2014, Inflow/Outflow Job Counts by County Subdivisions showed that of all jobs in the Village of Mukwonago, 544 employees, or 12 percent of Village's labor force, who lived in the Village also worked in the Village. The remaining 88 percent of labor is imported as the majority of people employed in the Village of Mukwonago (4,658 jobs), live outside the Village of Mukwonago. The largest inflow of workers to Mukwonago was from the Town of Mukwonago, the City of Waukesha and the City of Milwaukee (see Table 6). For workers who live in the Village of Mukwonago and commute for work elsewhere, the largest numbers travel to the City of Waukesha, the City of Milwaukee, the City of Pewaukee, and the City of Brookfield (see Table 7). This workforce flow trend is similar in communities throughout the area due to a regional labor market. This trend is consistent with other communities as southeastern Wisconsin relies on a regional labor force. The key point for sharing this data is to recognize that businesses in Mukwonago are drawing employees from across the region and many residents in Mukwonago are commuting to jobs outside the community with I-43 providing excellent transportation access in the region.

**Table 6: Top Five Communities Where Workers Live who are Employed in the Village, 2014**

Community	Count	Share
Village of Mukwonago	544	11.7%
Town of Mukwonago	404	8.7%
City of Waukesha	273	5.9%
City of Milwaukee	241	5.2%
Town of Vernon	209	4.5%

Source: U.S. Census Bureau, On the Map Application, <http://onthemap.ces.census.gov>

**Table 7: Top Five Communities Where Village of Mukwonago Residents Are Employed, 2014**

Community	Count	Share
Village of Mukwonago	544	16.0%
City of Waukesha	399	11.6%
City of Milwaukee	311	9.1%
City of Pewaukee	187	5.5%
City of Brookfield	180	5.2%

Source: U.S. Census Bureau, On the Map Application, <http://onthemap.ces.census.gov>

**Business and Retail Trade**

In 2012, Mukwonago had 468 businesses with 185 being women owned making up nearly 40 percent of all businesses in the Village (see Table 8). The percentage of women owned businesses in the Village was higher than the Waukesha County average, but much lower than the state average.

**Table 8: Business and Retail Sales Comparisons, 2012**

	Village of Mukwonago	Waukesha County	Wisconsin
<b>All Firms</b>	468	35,566	236,252
<b>Women-Owned Firms</b>	185 (39.5%)	10,082 (28%)	133,859 (56.7%)
<b>Total Retail Sales Per Capita</b>	\$30,860	\$16,867	\$13,656

Source: U.S. Bureau of the Census, 2012 Economic Census: Survey of Business Owners

The Village of Mukwonago had 42 retail establishments identified in 2012 economic census data. Sales to this trade area seem to capture a bigger share of spending that could indicate a larger pull factor where retail opportunities are drawing people in from outside of the Village to purchase. Big sale volumes could be a reflection of Walmart Super Center and Home Depot sales; yet more study is required to know more about the other types of retail establishments to gain a better understanding. Total sales per capita, 2012 (see Table 8), showed that the Village of Mukwonago (\$30,860) was over twice as high as Wisconsin and greater than Waukesha County. The Village of Mukwonago’s Retail Sales per Capita, 2012 were also larger than the City of Brookfield (\$26,930), the City of Waukesha (\$22,580), the Village of Pewaukee (\$19,279) and the National average (\$13,443). Retail sales per capita is derived by dividing total retail sales in Mukwonago by total village population.

**Community Demographic and Economic Strengths Summary**

- The Village of Mukwonago has a younger core workforce population between the ages of 20 and 34. Maintaining this core group will be crucial as baby boomers continue to retire.
- The Village of Mukwonago has a significant population that is college educated. This is important due to the fact that a growing number of jobs require associate and bachelor degrees.
- The Village is in easy commuting distance to southeastern and southcentral Wisconsin due to access to I-43.
- The Village of Mukwonago seems to have a large retail trade pull factor resulting in greater retail spending in the community.

## Recent Success Stories and Core Strengths

Participants shared the following success stories which identified past Village collaborative efforts and highlighted their collective strengths. Participants then identified how the Village Board of Trustees and Department Heads/Staff engaged in interdepartmental collaborative efforts resulting in efficiencies and improvements.

By examining the components of these efforts, participants identified dedicated staff, long term visioning and willingness to collaborate with other departments and organizations as necessary for successful results. Long term thinking was demonstrated by the Board through the strategic infrastructure layout for future growth, which also helped provide the space, direction and support for staff to discover the next possibilities. Operating strategically was also demonstrated as the Village was able to negotiate with commercial development by providing clear expectations.

Trust and shared leadership among the Village Board of Trustees and Department Heads/Staff was demonstrated and greatly appreciated in day-to-day operations. The Village maintains a high level of staff retention, and departments are interested in continuing to work together and partner with each other and with neighboring governments to achieve shared goals.

In order to identify themes, participants broke into two groups and highlighted the Village's recent successes and core strengths.

Successes identified by Group 1:

1. Sidewalk program
2. Road maintenance budget
3. 3-year agreement for engineering services
4. Multi-use trails
5. Pro-Health: Emergency Room and Cancer Center
6. Good Financial Position - Bookkeeping
7. More efficient budgeting process
8. Closed developer loopholes
9. Businesses know that government gets things done
10. Building Inspections, Fire Inspections, Ordinances
11. Succession planning and leadership roles
12. Sewer and Water Department improvements
13. Reactive = putting out fires; instead we are proactive, seeking out opportunities, no longer just reacting
14. Employees more engaged = gave empowerment of department

15. Bi-annual budget = allows flexibility
16. Have 5-year Capital Plan and stick to it

Successes identified by Group 2:

1. Staff implements policy set with mutual trust and respect
2. Added new businesses in Tax Increment District 3
3. Partnership with Pro-Health: Added 3 Fire Fighters
4. Village Board developed Economic Development Team: Responsive at outreaching to businesses in the community, working together toward Economic and business development; a willingness to proactively procure property - land purchased for development
5. Downtown Area improvements, 2012-2013: Addressed older empty buildings; used variances to rebuild and for parking; no more vacancies; healthiest since 2001; Attitude of Board improved to support use of variance
6. Operating budget restructured: Comp/salaries/benefits; remuneration system to retain valued staff; started 5-year capital improvement plan and stuck with it; created 2-year budget cycle
7. Proposal of Apartments: Increased community involvement; steering committee created; updated comprehensive plan; looking at mixed-use development
8. New refinancing of debt
9. Department efficiencies: community service officers; Committee of Whole - everyone receives information on all topics
10. Set up HWY 83 Business Park: \$10 Million business; looking at long-range, rail spurs to the west; seek counsel from outside for informed decision making; community supportive of investing
11. NN Project: County reconstructed road; Village got involved; increased water mains; acts as by-pass for the Village

Strengths identified by Group 1:

1. Community environment attracts people
2. Housing
3. YMCA
4. Festivals engage people, managed by residents
5. Build the next leaders
6. Phantom Lake = capitalize = Village purchased Lynch property = redevelopment asset
7. School System
8. Referendum passed
9. Location on HWY 83 and I-43

10. Safe community
11. We have land for development on South Side

Strengths identified by Group 2:

1. Trust and Respect
2. Teamwork
3. Leadership in Economic Development
4. Supportive Board
5. Decisiveness
6. Enthusiasm
7. Taking advantage of the location (e.g. potential for growth = residential and commercial)
8. Supportive of community
9. Board cohesiveness - not micro managed

### **Strategic Issues**

On May 4, 2016 the Village of Mukwonago Board of Trustees and Department Heads/Staff identified issues and challenges that have an anticipated need to be addressed in the next three years. These identified issues and challenges will help the team to determine and prioritize the Strategic Issues facing the Village, and develop objectives to address them.

John M. Bryson, a strategic planning specialist at the University of Minnesota, defines Strategic Issues as “fundamental policy questions or critical challenges affecting the organization’s mandates, mission and values, product or service level and mix, clients, users or payers, cost, financing, structure, processes, and management.”

Participants generated a list of Strategic Issues. Participants were then encouraged to engage constituents in discussion about the topics prior to the second session, and to consider how the topic is a strategic issue and potential consequence of no action.

The following list were the issues/challenges that the Strategic Planning Team identified. Working with these issues/challenges will help the team to define the Village of Mukwonago’s Strategic Issues.

Issues Identified:

- Personnel: How will future staff handle additional workload with growth? Concern for capacity of inspectors to handle additional development and an unbalanced staffing of Village with growth

- Prioritize Economic Development strategies. How will the Village prioritize Economic Development strategies/efforts (e.g. being flexible and handling change)
- Annexation for future growth
- Levy Limits
- Home Rule and Local Control
- Village/Town Joint Department needs review
- Efficiency: with tax levy limits, how do we become more efficient in our processes?
- Water/sewer gradual fee increases
- Development that makes sense (cents). How do we determine which developments are most beneficial for the Village?
- Comprehensive Plan = needs to provide a vision for development as well
- Greenwald parcels in Village (negotiating procurement?)
- Maintaining neighborhood code enforcement with 'vintage' areas and housing

### **2016-2018 Strategic Vision and Issues**

#### **Vision = Sustainability**

Sustainability was identified as an overarching 'vision' for the Village supported by three strategic issues of focus: Financial, Personnel, and Economic Development and Growth. Components of a sustainable Village were defined as having:

- Controlled, thoughtful and planned growth
- Quality of life
- Environment
- Quality of economic development

Consequences of No Action: Participants discussed the consequence of No Action towards sustainability of the Village, and concluded that this would affect the Village's financial position and identity that could result in the loss of residents and disinvestment in the community.

Further areas identified to address include:

- Greenwald parcels
- Annexation
- Development that makes sense
- Comprehensive plan
- Destination

## **Three Strategic Issues**

### **Issue 1 = Financial**

Participants described the Village's financial position to reflect the following:

- Healthy reserves
- Maintain high bond status
- Capital improvement plan
- Avoid shocks with steep fee increases
- Diversify revenue base
- Lean processes applied for cost savings through enhanced efficiencies

Consequences of No Action: Participants then determined that the consequence of No Action would result in the direct opposite of how they define the Village's financial position.

### **Issue 2 = Personnel**

- Sustain personnel
- Provide and maintain quality services that add value

Consequences of No Action: The Village will not be able to maintain level of services without a dedicated staff collaborating with elected officials and the public.

### **Issue 3 = Economic Development and Growth**

Participants described Economic Development to reflect the following components:

- Proactive
- Balance of residential, job growth and services
- Available infrastructure is maintained
- Support of staff and elected officials in place and working together in a team centered environment
- Partnerships with community and entities continued

Consequences of No Action: Participants discussed the consequence of No Action that the Village will face without supporting Economic Development and growth. The following results were anticipated:

- Loss of businesses
- Property value loss

- Village stagnation (if the Village is not moving forward, it will be moving backwards)

## **Conclusion and Recommendations**

With consideration of the Environmental Scan data and Strategic Issues identified, the next step for the planning team is to formulate objectives to manage the Strategic Issues and to work toward achievement of the vision of a sustainable community. We recommend that the Village considers the questions provided below. These questions/process will help focus the Village's approach to better fulfill its vision, meet mandates, achieve objectives and generate public value.

After the objectives by staff are developed, we recommend the following steps:

- Share the plan to generate internal and external stakeholder support and engagement
- Review and adopt
- Develop an effective process for implementing the plan
- Internal review and evaluation of plan on an annual basis

## **Reference**

Bryson, J. M. *Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement*. (4th ed.) San Francisco: Jossey-Bass, 2011.