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TO: Village President John Steinbrink
Village of Pleasant Prairie

FROM: WAME Certification Team for the Village of Pleasant Prairie:
Theresa Estness, Mayor, Wauwatosa
Ronald Hayward, President, West Milwaukee
Steve Nenonen, Administrator, Racine

DATE: September 8, 2005

SUBJECT: Wisconsin Award for Municipal Excellence (WAME)

As the duly appointed Certification Team, we are pleased to report that the Village of Pleasant Prairie has met the requirements to receive the Wisconsin Award for Municipal Excellence.

While not directly part of the WAME program, we want to share with you the summary of our visit that will be printed in *the Municipality*.

- ◆ Village President John Steinbrink, the Village Board, and Administrator Michael Pollocoff have assembled a highly professional and dedicated staff. All village staff members greeted us with enthusiasm and a thorough presentation of the extensive documents required to meet the WAME criteria.
- ◆ Pleasant Prairie's intergovernmental cooperation with neighboring communities is extensive. Indeed, Pleasant Prairie's incorporation was based on a border agreement with the City of Kenosha. After county-wide assessment ended in Kenosha County, Pleasant Prairie established a joint property assessment system with the Village of Twin Lakes and three neighboring towns. Pleasant Prairie purchases sewer and water services from the City of Kenosha and contributes 90% of its room taxes to the Kenosha Area Convention & Visitors Bureau.
- ◆ The Village also faces some uncommon challenges. As a former township, the Village of Pleasant Prairie covers 34 square miles including large areas of agricultural property and approximately seven square miles of wetlands and conservancy areas. The Village has experienced rapid population growth from 12,000 people in 1990 to over 18,000 today. A strong commitment to comprehensive planning and balanced economic development has allowed Pleasant Prairie to handle these challenges very well.
- ◆ Without a doubt, however, Pleasant Prairie's most remarkable achievement is its recreation center, known as the Lakeview RecPlex, which opened in 2000, and the attached ice arena known as Pleasant Prairie IcePlex, which opened last year. The joint facility includes two aerobic studios, a group cycling studio, a yoga studio, a

STRONG COMMUNITIES MAKE WISCONSIN WORK

60,000-square-foot field house, a 17,000-square-foot indoor waterpark, four racquetball courts, and two professional-sized ice rinks with seating for 1,000—as well as a host of changing rooms and other convenience areas for food service, child care, and private parties. On a beautiful site overlooking Lake Andrea, the RecPlex and IcePlex contain more than 260,000 square feet and are staffed by over 200 Village employees. A truly spectacular facility, it is among the largest municipally owned recreation centers in the county, according to *Athletic Business* magazine.

The Certification Team thoroughly enjoyed its visit to Pleasant Prairie and congratulates the village officers and staff on earning the Wisconsin Award for Municipal Excellence. A copy of our full report is attached.

WISCONSIN AWARD FOR MUNICIPAL EXCELLENCE (WAME)

Certification Team Review of the Village of Pleasant Prairie

September 8, 2005

Introduction

WAME Program

The Wisconsin Award for Municipal Excellence was established by the League of Wisconsin Municipalities to encourage and recognize excellence in municipal government.

The WAME program criteria are divided into four Sections: 1) Municipal Organization and Administration, 2) Municipal Services, 3) Municipal Facilities, and (4) Community Development.

Within each Section are six or seven Categories, and within each Category is a series of three to eight Standards. To qualify for a WAME award, a municipality must meet all of the Standards in four Categories (some of them are required) in all four Sections. Qualification for each Standard is based on written documentation and visual inspection specified in the WAME program manual.

Certification Team

The members of the Certification Team for the Village of Pleasant Prairie were:

Theresa Estness, Mayor, Wauwatosa
Ronald Hayward, President, West Milwaukee
Steve Nenonen, Administrator, Racine.

Dan Thompson, Executive Director, League of Wisconsin Municipalities, provided staff assistance to the team.

Findings of the Certification Team

Following are the findings of the Certification Team for the Village of Pleasant Prairie. The report is organized by Section and Category.

SECTION 1 – Municipal Organization and Administration

Category 1.1 – Overall Organization and Administration (required)

The Pleasant Prairie Village Board of Trustees is the governing body organized under state law. It consists of the president and four trustees. The general organization of the Village is president/village board. Overall administration of Village services and operations is under the president, a part-time position, and a full-time administrator. The Village has adopted a comprehensive code of ordinances, which is updated regularly. Legal services are handled through a contract with a local law firm with special counsel retained for more specialized legal matters.

Category 1.2 – Financial Management (required)

The Village Finance Director is responsible for financial matters under the direction of the Administrator. An annual budget is prepared and a public hearing on the budget is held prior to adoption. Pleasant Prairie has a 5-year capital budget for major improvements. The Village's most recent bond issuance received a rating of A+ from Moody's Investors Services. Financial accounting is in compliance with GAAP (Generally Accepted Accounting Principles), developed by the Governmental Accounting Standards Board. Treasury management activities include property tax collections, cash deposits and investments. In property assessment, the Village has a certified assessor on staff; a citizen board of review decides property assessment appeals. A full range of liability and property insurance is carried.

Category 1.3 – Planning and Land Use Management

The Village has established a Plan Commission consisting of one trustee and six citizen members. The Plan Commission meets twice per month due to the extensive development in the Village. The Village's master plan was adopted in 1996 as part of a joint planning effort with Kenosha County, the City of Kenosha, and the Kenosha Unified School District. It includes goals, objectives and policies for community growth and development, commercial and residential development, transportation, community facilities, and recreation and open space. Plan implementation is provided through zoning ordinances. Village staff administer the zoning ordinances, and state-certified employees provide inspection services. The Village provides ample opportunity for citizen participation at Plan Commission meetings and at public hearings related to planning and zoning matters.

Category 1.5 – Intergovernmental and Other Cooperation

Pleasant Prairie is active in a number of intergovernmental programs and makes extensive use of services from the Southeastern Wisconsin Regional Planning Commission (SEWRPC). As specified in other parts of this report, the Village has a joint property assessment system with four other communities. It has prepared a joint comprehensive plan with Kenosha County, the City of Kenosha, and the school district. The Village also has extensive agreements with the City of Kenosha for the purchase of drinking water and sanitary sewerage treatment. Pleasant Prairie is currently a member of the Wisconsin League of Wisconsin Municipalities and village officials frequently attend the League's Chief Executives Workshop, the Annual Conference, and other League events. The administrator serves on the League's Lobbying Corps and the Resolutions Committee.

CERTIFICATION TEAM FINDING: The Village of Pleasant Prairie meets the Standards in these four applicable Categories of Section 1.

SECTION 2 – Municipal Services

Section 2.1 – Law Enforcement (required)

The general provision of law enforcement services is through the Pleasant Prairie Police Department, which provides a full range of law enforcement services on a 24-hour basis. A chief of police heads the department, which is paramilitary in organization. The staffing level of 27 sworn officers matches the 1.5 officers per 1000 population guideline. All police

officers have completed required initial training and are state certified. Each year the officers are required to complete appropriate in-service training. The Village provides 24-hour communication for police, fire, and EMS through its dispatch center staffed with seven employees. Department vehicles include three unmarked squads and nine marked patrol squads, including one for the exclusive use of its K-9 unit. All are equipped with radios and other necessary equipment. The community programs offered through the Police Department include drug abuse education and a School Resource Officer (SRO) assigned full-time to the high school with regular visits to the four elementary schools in the Village. The Village does not have a junior high school within its boundaries.

Category 2.2 – Fire Protection (required)

The general provision of fire protection services is through the Pleasant Prairie Fire and Rescue Department. The department has 16 full-time firefighters and 17 paid on-call and operates from two fire stations. All personnel receive initial and in-service training and are required to become a Wisconsin certified Firefighter I and II. The Village Board recently authorized the purchase of a new pumper-tanker fire engine at a cost of \$403,000. The new engine will replace a 1971 pumper. The Village has three other pumper-tankers, a pumper engine, and a 105' aerial ladder in its fleet. Pleasant Prairie has a dual fire insurance rating from Insurance Services Office (ISO). The ISO rating is Class 4 for areas served by fire hydrants, and Class 5 for areas beyond 1,500 feet from the nearest hydrant. The hydrant system meets and exceeds water supply, pressure, and flow capacity standards and is maintained and tested on a regular basis. The department conducts periodic fire inspections to qualify for state aid. The department conducts ongoing fire prevention and education programs. Specialized protection includes response plans for high-risk property and industrial sites with chemical or hazardous materials

Category 2.3 – Emergency Medical Services

The Village receives emergency medical services from the Pleasant Prairie Fire and Rescue Department described above. The department operates three ambulances with certified paramedics who have completed recertification requirements as applicable. The department has a standard operating procedure that provides for minimum staffing for ambulances of a driver plus two Paramedic attendants. The Village website provides the public with complete information about the emergency medical services available.

Category 2.6 – Recreation and Other Leisure Services

The Village provides extensive outdoor recreational services at Prairie Springs Park, including youth softball tournaments, fishing derbies, archery, volleyball tournaments, kayaking, sailboarding, and sail boating. Specialized indoor recreational services are provided at the year-round facility known as LakeView RecPlex, which opened in 2000, and the attached ice arena known as Pleasant Prairie IcePlex, which opened in 2004. The Village employees 32 full-time staff and over 180 part-time staff to provide health and fitness programs, such as aerobics classes, group cycling, yoga, Pilates, karate, racquetball and dozens of other activities.

CERTIFICATION TEAM FINDING: The Village of Pleasant Prairie meets the Standards in these four applicable Categories of Section 2.

SECTION 3 – Municipal Facilities

Category 3.1 – Street System (required)

Pleasant Prairie has a pavement management plan with 2005 PASER Ratings and a complete inventory of street sections to guide maintenance, repair and reconstruction for its 121 centerline miles of roadway. The Village provides all appropriate maintenance services from crack sealing to complete mill and overlay. Roads are divided into 14 snowplowing routes, which allow all streets to be cleared in four hours after a typical snowfall. Streets with curb and gutter are cleaned with a vacuum sweeper 12 times per year. Catch basins are cleaned biennially. The public works department has appropriate vehicles and equipment with maintenance and repair tracked through the HANSEN Asset Management system. The Village has adequate storm water drainage and has contracted with an engineering firm to develop a storm water master plan to be completed later this year. All street signs and traffic control signs are installed and maintained in accordance with National and State uniform traffic control standards and a uniform property numbering system is in place.

Category 3.2 – Water System (required)

The Village entered into a long-term agreement in 1988 with the City of Kenosha for the purchase of drinking water. The water supply meets Department of Natural Resources standards. The water master plan has been updated as needed. Water service personnel are state certified and participate in regular training. The Village meets State Public Service Commission (PSC) requirements relating to meters, water service installation and billing. An annual financial and operation report is also completed for the PSC. Water rates are charged in accordance with the applicable PSC rate order. The utility division also conducts an active and extensive program for regulation of private wells, including well permitting, cross connection inspections, and well abandonment.

Category 3.3 – Sewerage System

The Village's utility division maintains an extensive sewerage collection network. Treatment is provided under a long-term arrangement with the City of Kenosha, and two wastewater treatment plants in the Des Palines basin of the Village. The utility division handles all appropriate repair and maintenance of the collection system. It also conducts an aggressive program to identify and reduce the infiltration and inflow of groundwater into its system, including major infiltration studies of larger units and televising of mains and laterals. Major industrial areas are evaluated for pretreatment according to regional water quality management plans. All personnel are appropriately trained and licensed by the DNR for wastewater operations. The utility also conducts a significant program of sump pump installation and the elimination of cross-connections of footing drains and sanitary sewers. The Village has in place an equitable rate structure for sewerage treatment based on its annual operating budget and financial statements.

Category 3.5 – Parks and Open Spaces

Pleasant Prairie has contracted with a planning firm to update a park and open space master plan to be completed by January 2006. The village's park and open space system is comprised of active and passive parkland and special use areas. The total park acreage far exceeds the 6.25 acres per 1,000 population minimum criterion established by the National

Recreation and Park Association. Playground equipment is inspected regularly and replaced as needed. The Village works with developers to plan for neighborhood parks in new residential areas and has adopted a schedule of impact fees for parks and recreation purposes. The Village is developing a multi-use trail system in line with the Regional Bike and Pedestrian Facilities System Plan for Southeastern Wisconsin 2010.

CERTIFICATION TEAM FINDING: The Village of Pleasant Prairie meets the Standards in these four applicable Categories of Section 3.

SECTION 4 – Community Development

Category 4.1 – Overall Economic Development Plan (required)

The Village of Pleasant Prairie has a seven-member Community Development Authority chaired by the Village President, which generally meets on a monthly basis. Among other goals, the CDA seeks “the provision and retention of gainful employment opportunities for the citizens of the Village; an increase in the Village’s tax base; and the stimulation of the flow of investment capital into the Village.” The desire to use tax incremental financing for economic development was one of leading factors in the incorporation of the village. Pleasant Prairie has experienced enormous economic development with two tax incremental financing districts as the centerpieces. In TID #1, the Village approved and implemented a project plan with a total cost of \$24 million. TID #1 retired its project costs in ten years. In 1996, the Village created TID #2 and approved total expenditures of \$54 million. Current projections show that TID #2 should retire all project costs well before its mandatory termination date. All development plans were adopted and updated as necessary

Category 4.3 – Business Site Development

The Village of Pleasant Prairie has thriving business parks including areas for commercial, office or industrial development. WISPARK, LLC operates two of the larger industrial parks. LakeView Corporate Park has 600 acres remaining from its origin inventory of 1,500. The smaller Prairiewood Corporate Park has 180 acres available. All areas are zoned for business purposes. Water, sewer, and other utilities are readily available to each property, and the areas to be developed are not located in a flood area. All necessary site information and environmental reports have been compiled.

Category 4.4 – Commercial Development

As a recently incorporated community, Pleasant Prairie does not include a traditional Main Street shopping area. Instead, Pleasant Prairie’s retail activity takes place at the Prime Outlet Center, a large and busy shopping mall located on I-94. The Prime Outlet Center contains over 70 shops including many nationally known brands such as Jones of New York, Brooks Brothers, Banana Republic, Liz Claiborne, and Sony. As a professional manager of shopping centers, Prime Outlet conducts promotions, shopper surveys, and employee training as appropriate, as well as providing information on state and federal regulations.

Category 4.5 – Tourism Development

The Village of Pleasant Prairie has taken an enlightened, regional approach to tourism development by joining with neighboring communities in supporting the Kenosha Area Convention & Visitors Bureau. The Bureau maintains an inventory of restaurants, hotel/motels, historical sites and other attractions. Revenues for tourism-related activities are generated from room taxes in Kenosha, Pleasant Prairie, and two neighboring towns. The Bureau has adopted an aggressive Marketing & Communications Plan, updated in 2004 and 2005. Pleasant Prairie is fortunate to have a Wisconsin Tourism Information Center located within its borders adjacent to I-94. The Bureau publishes an Official Visitors Guide annually plus several specialized promotional brochures and maps for the visiting public. The Bureau offers a full range of services from bus tours to hospitality training of employees. It also supplies and staffs an "Information Desk" at all major events.

CERTIFICATION TEAM FINDING: The Village of Pleasant Prairie meets the Standards in these four applicable Categories of Section 4.

Conclusion

Because each of the Standards in at least four Categories within each of the four Sections have been met, as documented by the required supporting written material, the Certification Team determines that the Village of Pleasant Prairie will be granted the Wisconsin Award for Municipal Excellence at the 2005 Annual Conference of the League of Wisconsin Municipalities.