



# 2016-2018 Strategic Plan

November 8, 2016

Clinton, Iowa's eighteenth-largest city, is a beautiful community to more than 26,000 people located along the banks of the Mississippi River. The City of Clinton staff is composed of more than 200 full-time and part-time individuals dedicated to improving the quality of life with occupations as diverse as law enforcement, administration, parks and recreation, and public works.

The citizens of Clinton have established the following guiding principles:

- The government of Clinton is a representative form of government directly accountable to its citizens who all share the responsibility for it.
- The government of Clinton and those representing it should be accessible and responsible to the people.
- Each citizen has a right to obtain fair, equal and courteous treatment from each City official and employee.
- The government of Clinton shall promote the health, safety, and general welfare of its residents and encourage the participation of its citizens in their government in order to secure the full benefits of the "Home Rule".

While the elected officials of the City had conducted strategic planning activities in the past, the City has not had an active strategic plan, mission, or organizational values in place for several years. In 2013, the process to put the organizational pillars in place began in earnest and included community feedback forums, retreats with elected officials and staff. The 2014-2015 Strategic Plan is the final product of a new process and was formally adopted by the City Council in May 2014.

A VISION statement indicates how an organization views its ideal, or ultimate, goal. The City of Clinton has established the following vision statement:

***The City of Clinton endeavors to build and grow a community where the potential and opportunity for citizens, business and industry, and guests and visitors is endless.***

A MISSION statement assists an organization in easily communicating to a variety of constituencies what it does, who it serves, and why it does so. The City of Clinton has established the following mission statement:

***The City of Clinton is committed to providing first-class, innovative, and cost-effective leadership and services that enhance the quality of life of citizens and create opportunities for economic development and tourism to thrive.***

Organizational VALUES help clearly identify the principles upon which the organization is based and the way in which it treats its employees and residents. The City of Clinton has established the following values:

**TEAMWORK || HONESTY AND TRANSPARENCY || CONSENSUS AND COOPERATION || INTEGRITY  
COMMITMENT AND LOYALTY || ETHICS || ENVIRONMENTAL STEWARDSHIP || SAFETY**

# City of Clinton Elected Officials

**Mark Vulich**  
Mayor

**Julie Allesee**  
Council Member, 1st Ward

**Lynn McGraw**  
Council Member, 2nd Ward

**Ed O'Neill**  
Council Member, 3rd Ward

**Paul Gassman**  
Council Member, 4th Ward

**Tom Determan**  
Council Member, At-Large

**Cody Seeley**  
Council Member, At-Large

**Sean Connell**  
Council Member, At-Large

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# STRATEGIC PLAN - 2016-18

## OBJECTIVES, DELIVERABLES, OUTPUTS AND OUTCOMES

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*While goals are relatively static in nature, the objectives that assist in accomplishing the goals are likely to change annually. Deliverables are items that give further meaning and substance to an objective. Outputs are specific items of action and outcome indicators are a measure of success, demonstrating the impact of actions conducted to achieve goals and objectives.*

*Prior to setting goals, members of the City Council examined the strengths, weaknesses, opportunities, and threats affecting the City of Clinton as a whole. The items in each category are not ranked by importance, nor is this intended to be an all-inclusive list, however it forms a basis for the development of goals and objectives. In addition, the items identified provide a view of potential issues that may impact the environment in which the City provides services in the near- or long-term future.*

## STRENGTHS

- Volunteerism
- Quality services
- Inclusiveness
- Responsiveness
- Progressive vision
- Departments work well together
- Leadership
- Initiative
- Stability in departments
- Good people in key positions
- CIP process
- City policies
- Safety Manual
- Monthly reports
- Partnerships with other entities
- Maintenance of duties/service
- Maintenance of equipment
- Grant Writing
- Riverview Park
- Pavement Management Program
- Solid legal counsel
- Utility collections (Finance)
- SCATT (Police)
- Parks Master Plan

## OPPORTUNITIES

- Lincolnway Rail and Air Park
- Lyons Business and Technology Park
- Quality schools
- Higher education opportunities
- Strong tourism
- Downtown development & housing
- Mississippi River
- Class 1 Railroads
- River terminals
- Numerous cultural and recreational opportunities
- Willingness to change
- Strong workforce
- Small town values
- New leadership
- Transit service
- Thomson Prison
- Union Pacific bridge project
- Relations with State & Federal legislators
- Ashford Campus
- Homebase Iowa
- Historic restoration
- Liberty Square
- Lyons Neighborhood
- Incentives for development

- Follow-through on ideas
- Reactive rather than proactive
- Inconsistencies between departments
- Outdated technology
- Aging equipment
- Aging infrastructure
- Organizational structure
- Communication with Elected Officials, residents, between departments, & with employees
- Lack of clear goals

- Little trust in City gov't
- Lack of pride in the community
- Lack of groups working together
- Aging population
- Declining tax base
- Unfunded mandates
- Financial stability
- Industrial odors & air quality
- EPA Consent Decree
- Lawsuits
- Lack of upscale rental units
- Uncertain economy
- Age and condition of housing stock

- Lack of progressive leadership
- Overall debt burden
- Lack of staff in needed areas
- Lack of funding to accomplish goals
- Increasing expenses; decreasing revenues
- Partnerships with governmental partners

- Lack of a four lane Highway 30 in Illinois
- Lack of a middle class
- Ashford campus
- Declining population
- Declining number of active volunteers
- Crime rates
- Lack of citizen involvement
- PAAB appeals/assessed values
- State backfill of property taxes
- Increasing abandoned/nuisance properties

## WEAKNESSES

## THREATS

**GOAL 1: MAINTAIN AND IMPROVE THE STRONG FINANCIAL POSITION OF THE CITY.**

Objective 1: Maintain current processes and implement new strategies to retain a **balanced budget**.

- *Receive recommendations from the Finance Committee*
- *Adopt a budget calendar and provide information to the Council necessary to make key financial and operational decisions.*
- *Eliminate operational budget deficits, adopting a balanced budget by the March 15th deadline*
- *Identify financial threats and approve strategies to mitigate those threats.*
- *Continue strategies to contain health benefit costs, including health plan design changes*
- *Determine a system for compensating non-bargaining employees*

- ⇒ Council satisfaction with adequacy/accuracy of financial information provided
  - ⇒ City meets required budget deadlines
  - ⇒ City health costs increase at or below trend levels
- ⇒ Increased employee utilization of preventative care services
- ⇒ Non-bargaining compensation is at the median of comparable cities

Objective 2: Develop proactive long-term financial projections and plans

- *Continue to develop and utilize a Capital Improvement Plan (CIP)*
- *Develop and utilize a five-year Equipment Replacement Plan*
- *Develop and utilize five-year revenue and expenditure projections*
- *Consider a tax levy consistent with comparable cities and the region*
- *Review existing rates and charges with the cost to provide the service*
- *Continue to aggressively pursue collections of past due accounts*

- ⇒ Debt capacity utilized is at or below 75% of legally available capacity
- ⇒ Council satisfaction with the development and use of long term plans/projections
- ⇒ City tax levy, rates and charges are at the median of comparable cities

Objective 3: Maintain or improve **bond ratings**.

- *Maintain a balanced budget with pro-active strategies.*
- *Present high-quality information to bond rating agencies.*
- *Continue to strive for "triple-triple" bond ratings.*

- ⇒ Bond rating is maintained at A2 or improved

WHAT WILL WE DO TO GET THERE?

**GOAL 2: MAINTAIN AND ENHANCE COMMUNICATION WITH CITIZENS, EMPLOYEES, AND OTHER STAKEHOLDERS.**

**Objective 1: Evaluate, improve and better utilize existing communication tools**

- Develop a communications plan
- Enhance the City's website
- Continue to utilize the City's Facebook page
- Promote positive City stories to the media
- Evaluate paperless options for Council packets and other communications
- Review options for improving the phone system city-wide

- ⇒ City website is in the top 3 most utilized communication methods per the Citizen Survey
- ⇒ "Likes" and follows on City Facebook page increase
- ⇒ City spending on paper and printing costs decreases

**Objective 2: Implement new strategies for communicating with citizens**

- Offer a Citizen's Academy annually
- Formalize and advertise a citizen complaint procedure
- Implement a policy regarding the use of closed session meetings
- Utilize Citizen Survey data to better communicate with citizens

- ⇒ Citizen's Academy attendees report a better understanding of the City
- ⇒ Council satisfaction with complaint policy & open meetings policy
- ⇒ Increased citizen image rating

**Objective 3: Implement new strategies to maximize communication with employees**

- Develop an electronic method to communicate to all employees
- Implement an employee recognition program
- Implement brown bag lunches with employees
- Revive the Union-Management Committees
- Expand the membership and continue the meetings of an employee-based health Insurance Committee
- Identify opportunities for Council liaisons to employee committees

- ⇒ Increased satisfaction with employment
- ⇒ Increased feeling of being valued as an employee
- ⇒ Increased perception of City work/life balance
- ⇒ Employee Assistance Program utilization

**Objective 4: Implement methods of communicating with other stakeholders.**

- Provide opportunities for the Library Board and Airport Commission to meet with the Council
- Continue the regional government meetings and quarterly staff meetings with CCSD
- Provide opportunities to meet with the County Board of Supervisors, CRDC Board, & the Lyons Tech Park Board

- ⇒ Council is satisfied with level of communication between the City and stakeholders
- ⇒ Stakeholders are satisfied with level of communication from the City

WHAT WILL WE DO TO GET THERE?

**GOAL 3: CONTRIBUTE TO A HEALTHY PHYSICAL AND ECONOMIC ENVIRONMENT AND QUALITY OF LIFE**

**Objective 1:** Consider initiatives that contribute to the **physical and environmental** health and sustainability of the City and it's residents.

- *Develop a sustainability plan*
- *Continue to fund the Pavement Management Program*
- *Continue to pursue funding alternatives for the Long Term Control Plan for 2020 and beyond.*
- *Continue to address nuisance issues & removal of dilapidated buildings*
- *Explore programs to focus on rehabilitating existing housing stock*

- ⇒ Achieve a total pavement condition index of 60 by 2021
- ⇒ Increased citizen satisfaction rating of Street Maintenance and Engineering
- ⇒ # of annual CSO events
- ⇒ Increased assessed value created from housing programs

**Objective 2:** Consider initiatives that contribute to the **economic** health of the City.

- *Continue to develop & promote the Lincolnway Rail Park*
- *Continue to develop and promote the Lyons Business and Tech Park*
- *Continue to work with existing groups to promote Clinton as the community of choice for Thomson Prison employees*
- *Develop a strategy for redevelopment on Liberty Square*
- *Review and update Urban Renewal Plans of the City*
- *Continue to work with the CRDC on an economic development strategy and marketing*
- *Develop an economic incentive policy*
- *Develop a plan for selling City-owned lots in South Clinton*

- ⇒ Increased growth in the assessed value of the Railpark
- ⇒ Increased growth in the assessed value of the Lyons Tech Park
- ⇒ Parcel occupancy rate and increased growth in assessed value for Liberty Square
- ⇒ Utilization of the Urban Revitalization Plan benefits
- ⇒ # of new jobs and new assessed value created in Urban Renewal areas

**Objective 3:** Consider initiatives that contribute to the enhancement of **quality of life.**

- *Develop a plan for utilizing TIF-LMI dollars*
- *Continue to work with the Downtown Alliance and Lyons Business and Professionals Association to enhance grassroots efforts*
- *Work with Chamber on marketing/image campaign for the City*
- *Continue to offer high quality recreational opportunities and destinations*
- *Continue promotion and refinement of the Fire Code, Building Code and Rental Code*
- *Adopt an Urban Forest Management Plan*
- *Enhance bike-ability and walk-ability of the City*
- *Enhance historic preservation efforts*
- *Enhance ADA accessibility of the City*

- ⇒ Assessed value created through TIF-LMI dollars
- ⇒ Downtown Alliance and LBPA are satisfied with level of City contact/involvement in their organizations
- ⇒ Increased citizen quality of life rating
- ⇒ Increased urban tree canopy coverage
- ⇒ Increased number of bike lane miles

WHAT WILL WE DO TO GET THERE?

**GOAL 4: CONTINUALLY IMPROVE THE CITY'S ORGANIZATION AND SERVICES.**

WHAT WILL WE DO TO GET THERE?

Objective 1: Provide professional development and training for employees and volunteers.

- *Develop a training program for appointed board and commission members*
- *Develop an annual training program for all employees*
- *Encourage elected officials and employees to take leadership positions in state and national organizations.*

- ⇒ Increase in the knowledge of roles and responsibilities of board/commission members
- ⇒ Employee satisfaction with training opportunities available

Objective 2: Identify opportunities for improving the efficiency of the organization.

- *Identify areas where existing technology can increase efficiencies*
- *Review software use and needs by department*
- *Review results of EMS Transfer Service study*
- *Implement position dedicated to identifying, applying & administering grants*
- *Create a system performance measurements*
- *Implement recommendations from the Police staffing study*
- *Review options for improving the efficiency of the Public Works, specifically Solid Waste operations*
- *Review City Assessor position to determine if office should be combined with County*

- ⇒ Council satisfaction with performance measures/indicators
- ⇒ Increase in the # and dollar value of grants received
- ⇒ Increased citizen satisfaction with City departments
  - ⇒ Increased Transit ridership
  - ⇒ Decrease in the cost of solid waste operations
  - ⇒ Increased recycling tonnage

Objective 3: Complete labor negotiations with collective bargaining units.

- *Settle collective bargaining agreements to coincide with the budget process*

- ⇒ Collective bargaining agreements are settled by March 15th

Objective 4: Continue to build a safety-oriented culture

- *Expand the membership and role of the Safety Committee to include risk management*
- *Engage employees in providing safe work environments*

- ⇒ The City's EMF for Worker's Compensation is below 1.0
- ⇒ Increased employee safety rating on the job

Objective 5: Review policies and procedures

- *Review and implement technology policies*
- *Develop & review emergency response/disaster plans for all departments*

- ⇒ Council is satisfied with technology policies
- ⇒ Percent of employees trained on emergency response plans

# ASSIGNED RESOURCES AND DEADLINES

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*Once objectives, deliverables and outputs have been established, it is important to assign deadlines and resources to ensure that the plan activities are completed.*

**City of Clinton**  
**Business Plan: Deadlines and Resources**

	Projected Completion	Resources Assigned
<b>Goal 1: Maintain and Improve the Strong Financial Position of the City.</b>		
<b><i>Objective 1: Maintain current processes and implement new strategies to retain a balanced budget.</i></b>		
Finance Committee continues to meet monthly	Ongoing	Council, Administrator, Finance
Adopt a budget calendar and adhere to established timelines.	Ongoing	Council, Administrator, Finance
Provide budget and financial information to the Council monthly.	Ongoing	Administrator, Finance
Council reviews information and strategies regarding health costs.	6/30/17	Administrator, Finance
Council considers a performance-based compensation/classification system for non-bargaining employees.	2/28/17	Administrator, Finance
<b><i>Objective 2 : Develop proactive long-term financial projections and plans.</i></b>		
The Capital Improvement Plan (CIP) is updated and utilized in the budget process.	Ongoing	Administrator, Finance, All Departments
Create an Equipment Replacement Plan.	11/30/16	Finance, All Departments
Create and update 5-year revenue and expenditure projections.	12/31/16	Finance
Council reviews tax levies of comparable and regional cities.	Ongoing	Finance
Council reviews equity of revenue sources for Parks & Recreation, Administration in FY18 Budget.	12/31/16	Finance
Staff continues aggressive utility collection efforts.	Ongoing	Finance
Develop a plan for repayment of the County for the Railpark loan	12/31/18	Administrator, Finance
<b><i>Objective 3 : Maintain or improve bond ratings.</i></b>		
Council adopts a balanced budget.	Ongoing	Council, Administrator, Finance
Communicate with bond rating agencies as scheduled.	Ongoing	Administrator, Finance

**City of Clinton**  
**Business Plan: Deadlines and Resources**

	<b>Projected Completion</b>	<b>Resources Assigned</b>
<b>Goal 2: Maintain and Enhance Communication with Citizens, Employees, &amp; other Stakeholders.</b>		
<b>Objective 1: Evaluate, improve and better utilize existing communication tools.</b>		
Council considers a Communications Plan.	12/31/17	Administrator
Council considers a social media policy for the City and departments.	12/31/16	Administrator
Council considers a plan to go paperless.	1/31/17	Administrator, Clerk, Finance
Positive City stories are promoted.	Ongoing	Council, Administrator, All Departments
Council reviews proposal for consolidating the City's phone system.	12/31/17	Administrator, All Departments
Enhance use of social media in City communications	Ongoing	All Departments
<b>Objective 2: Implement new strategies for communicating with citizens.</b>		
Continue to offer a Citizen's Academy annually.	Ongoing	Finance
Council utilizes information from Citizen Survey in policy decisions	Ongoing	Administrator
Council considers a citizen complaint policy and procedure.	12/31/16	Administrator
Council considers a policy regarding the use of closed session meetings/closed session records	6/30/17	Administrator, Attorney
Council considers funding of a marketing campaign	7/15/16	Council, Administrator
<b>Objective 3: Implement new strategies to maximize communication with employees.</b>		
An electronic method of communication with all employees is implemented.	12/31/16	IT, Finance
Council utilizes information from Employee Survey in policy decisions	Ongoing	Administrator
Council considers an employee recognition program.	5/31/17	Administrator
Management holds brown bag lunches with employees.	Ongoing	Administrator, All Departments
Union-Management Committees meets regularly.	Ongoing	Administrator, Union Department Heads
The Employee Health Insurance Committee meets regularly.	Ongoing	Administrator
Council members are appointed as liasons to employee committees.	12/31/16	Council, Administrator
<b>Objective 4: Implement methods of communicating with other stakeholders.</b>		
Council meets separately with the Airport Commission and Library Board.	Ongoing	Council, Administrator, Library, Airport
Issue-related regional government meetings are held regularly.	Ongoing	Administrator
Council meets with other stakeholder groups annually.	Ongoing	Council, Administrator
Staff meetings with the School District staff are held regularly.	Ongoing	Administrator, Engineer

**City of Clinton**  
**Business Plan: Deadlines and Resources**

	Projected Completion	Resources Assigned
<b>Goal 3: Contribute to a Healthy Physical and Economic Environment and Quality of Life.</b>		
<b>Objective 1 : Consider initiatives that contribute to the physical and environmental health and sustainability of the City and its' residents.</b>		
Council considers a Sustainability Plan.	12/31/17	Administrator
Pavement Management Program funding continues.	Ongoing	Finance, Engineer
Request for review of the Long Term Control Plan from State officials.	Ongoing	Administrator, Engineer, RWRF
Council reviews report with recommendations for funding Long Term Control Plan beyond 2020.	1/31/18	Administrator, Finance, Engineer, RWRF
Council considers implementation of Best Management Practices for eliminating sewer cross connects.	1/31/17	Finance, RWRF, Engineer
Council considers alternative options for nuisance abatement/building removal.	Ongoing	Administrator, BNS, Neighborhood Imp. Comm.
Council considers a program for the rehabilitation of homes.	Ongoing	Administrator, BNS, Neighborhood Imp. Comm.
<b>Objective 2 : Consider initiatives that contribute to the economic health of the City.</b>		
Council meets to formulate plan for future of Railpark.	12/31/16; Ongoing	Council, Administrator
Council considers urban renewal projects for the Lyons Tech Park.	11/30/16	Administrator
Council supports opportunities associated with the Thomson Prison	Ongoing	Administrator
Council considers a development strategy for Liberty Square.	6/30/17	Administrator
Council reviews Urban Renewal Plans for multiple areas.	12/31/17	Administrator
Council reviews joint marketing materials with CRDC.	Ongoing	Administrator, CRDC
Council considers an economic incentive policy.	11/30/16	Administrator, CRDC, Chamber
Council considers a development strategy for South Clinton.	6/30/17	Administrator
Economic development incentives are promoted to all eligible property owners.	12/31/16	Administrator; BNS
<b>Objective 3 : Consider initiatives that contribute to the enhancement of quality of life.</b>		
Council considers a plan for the utilization of TIF-LMI dollars.	6/30/17	Administrator
Council considers the development of a Master Plan for Downtown Clinton.	3/31/17	Administrator, Planning Specialist
Continue to engage realtors, banks, insurance agents, and other stakeholders in occupancy process	Ongoing	Fire/BNS
Communicate with Alliant Energy regarding the future of their property on the Riverfront.	12/31/16	Administrator
Council adopts an Urban Forest Management Plan.	12/31/16	Administrator, Tree Commission
Council considers a formal plan for enhancing the walk-ability and bike-ability of the City.	9/30/17	Administrator, Engineer, Parks & Rec
Council considers implementation of parking changes in the downtown area.	6/30/17	Administrator
Council considers the adoption of design standards for the Central Business District Overlay Zones.	3/31/17	Administrator
Council considers ordinance changes to enhance historic preservation efforts.	6/30/17	Administrator, Historic Pres. Commission
Council considers the adoption of an ADA Transition Plan.	12/31/17	Engineer
Council considers the development of a Parks Master Plan.	10/31/16	Administrator; Parks & Rec
Council considers a plan for renovating the Showboat.	11/30/16	Administrator; Parks & Rec
Review methods for achieving fire code compliance in a cost effective manner.	Ongoing	Fire; BNS

**City of Clinton**  
**Business Plan: Deadlines and Resources**

	<b>Projected Completion</b>	<b>Resources Assigned</b>
<b>Goal 4: To Continually Improve the City's Organization and Services.</b>		
<b>Objective 1: Provide professional development and training for employees and volunteers.</b>		
All board/commission members attend U of Iowa Board Training by end of first year in position.	Ongoing	Administrator, City Clerk
Council considers an annual training program for employees	1/31/17	Administrator, All Departments
Elected officials and staff hold leadership positions within state/national organizations.	Ongoing	Mayor/Council, Administrator, All Departments
<b>Objective 2: Identify opportunities for improving the efficiency of the organization.</b>		
Council reviews a report on software use and needs.	9/30/17	Administrator, All Departments
Council considers a study of EMS services.	12/31/16	Administrator, Fire
Council considers the implementation of a grant-related position.	11/30/17	Finance
Budget is adopted with performance measurements incorporated.	12/31/17	Administrator, Finance
Council considers ways to implement the results of the Police Staffing Study	Ongoing	Administrator, Police
Council considers Augustana recommendations for improving Transit Service	12/31/16	Transit, Administrator
Council considers solid waste and recycling route efficiency recommendations.	6/30/17	Administrator, Streets/SW
Council considers a report on the use of GPS in City vehicles.	12/31/16	RWRF, Streets/SW, Transit
Staff utilizes GIS nuisance mapping data to enhance nuisance enforcement efforts.	12/31/16	BNS
Staff investigates options to implement single stream recycling.	4/30/17	Administrator, Streets/SW, Finance
Staff investigates options for solid waste and yard waste disposal.	4/30/17	Administrator, Streets/SW, Finance
Council considers a report on the City Assessor position.	12/31/16	Administrator, Attorney
<b>Objective 3: Complete labor negotiations with collective bargaining units.</b>		
Collective bargaining agreements are approved during the budget process.	3/15/18	Mayor/Council, Administrator
<b>Objective 4: Continue to build a safety-oriented culture.</b>		
Safety Committee continues to meet monthly.	Ongoing	Safety Director
Council considers an employee wellness program.	1/31/17	Administrator, Finance, Safety Director
<b>Objective 5: Review policies and procedures</b>		
Council considers technology policies.	12/31/16	IT, Finance
Departments develop emergency response plans	12/31/17	Mayor/Council, All Departments