

# Jefferson County

Overview of Planning Documents; Preparation for Strategic Plan update

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## Jefferson County Planning Documents

- **Primary focus documents**
  - **County Comprehensive Plan\***
  - **County Agricultural Preservation and Land Use Plans\***
  - **County Strategic Plan**  
(found in Teams, website & Strategic Plan in Budget)
- **Other plans (not all encompassing) –**
  - Economic Development Strategic Plan
  - Public Health Strategic Plan/Community Health Needs Assessment\*
  - Highway County Corridor Improvement Plan
  - Land & Water Resources Management Plan\*
  - Land Information Plan\*
  - Park, Recreation and Open Space Plans\*/ Glacial Heritage Area (GHA)
  - Transportation Plan (Human Services – ADRC)\*
  - Bridges Library System Strategic Plan and Jefferson County Library Services Plan\*
    - “\*” indicates a required document – often related to grants or other funding sources

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# Comprehensive Plan

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## Goals of Comp Plan and Ag Plan developed together

Put together plans that...

Encourage the majority of new developments in the county to occur in urban service areas that can be served by public utilities

Help preserve access to a high quality of life for Jefferson County residents

Is consistent with the vision, goals, objectives and policies

Complement and support other County plans and efforts

Defines implementation actions that will help the County achieve its vision for the next 10-20 years

Provide a holistic review of the County's systems

**IS BUILT FROM COMMUNITY INPUT**

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## County Comprehensive Plan

- A statutory requirement to complete a plan every 10 years that creates a 20-year vision for future planning and community decision
- The definition of a Comprehensive Plan means a guide to the physical, social and economic development of a local governmental unit (66.1001; county’s plan included in 59.69)
- If county enacts or amends official mapping, subdivision or zoning ordinance, the amendment must be consistent with Comprehensive Plan (and Agriculture Preservation and Land Development Plan)

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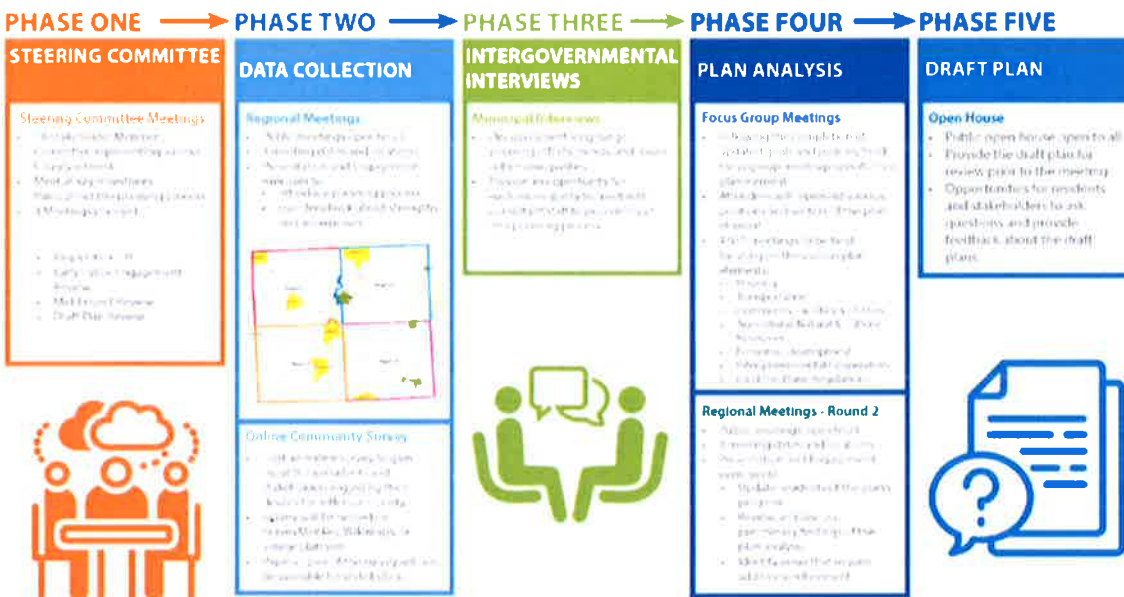
## County Comprehensive Plan

- Nine required elements (66.1001 (2)(a-i))
  - Issues and Opportunities
  - Housing
  - Transportation
  - Community Facilities & Utilities
  - Agricultural, Natural & Cultural Resources
  - Economic Development
  - Intergovernmental Cooperation
  - Land Use Plans & Regulations
  - Implementation



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# Public Engagement Plan



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# Public Engagement Outcomes

<b>Notifications</b>	Project Web Page	<b>Events</b>	<b>1</b> Youth Government Day	<b>6</b> Steering Committee Meetings	<b>Participants</b>	
	Social Media Posts and Ads		<b>1</b> Department Head Meeting	<b>1 on 1</b> Coordination with County Staff		
	Press Releases		<b>7</b> Focus Groups	<b>2</b> Meet with town, village, city staff		
	26,000 Direct Mailings to Households		<b>2</b> Agricultural Preservation Meetings	<b>3</b> Online Surveys		
	QR Code Posters		<b>8</b> Public Regional Meetings/Open Houses			

\* Due to process; point of emphasis to assist in ARPA allocation was to utilize implementation goals of Comp Plan and Strategic Plan

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## What did we hear?



### LAND USE

- Balance Rural Character and Urban Growth
- Preserve Agricultural Foundation
- Collaborate with Local and Regional Jurisdictions
- Educational Opportunities
- Geographic Region
- Preserve Resources
- Modernize Policies



### HOUSING

- Housing Affordability
- Housing Options and Markets
- Available Housing Tools
- Aging Housing Stock
- Aging Resident Housing and Needs
- Urban and Rural Residential
- Workforce Housing Needs



### TRANSPORTATION

- Various Transportation Modes
- Aging Population Mobility
- Rideshare Opportunities
- Transportation Safety
- Agriculture and Freight
- Bicycle Transportation
- Commuting
- Roadway System Planning

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## What changed from the last plan/point of emphasis?

- A much stronger focus on the **relationship and interdependence** of the Comprehensive Plan, Agricultural Preservation & Land Use Plan, and other relevant planning documents
- **Comprehensive approach to planning across the county**, rather than an isolated approach to segmented planning areas; true focus on the “ecosystem” of the county
- **Public participation** was highly prioritized, with over 60 meetings occurring between the project kick-off and today; goal of oversight and input from a cross section of the county
- Plans were created with **future implementation** in mind
  - Directly applicable to strategic planning
  - Builds foundation for a County Implementation Plan
- **Preserve the “rural character”** and aesthetic quality of Jefferson County.
- **Coordinate growth** and development planning between towns and incorporated municipalities and the balance of growth; recognition of location and the opportunities and challenges this entails
- **Collaboration and Cooperation were highlights**
- **Provide equity and fairness** to owners of land with comparable resource and location characteristics.

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## What changed from the last plan/point of emphasis?

- **Expanded Environmental Protections**
  - Protect and preserve the environmental corridor system, consisting of wetlands, floodplains, upland woods, and steeply sloped glacial features.
  - Protect groundwater and surface water quality.
  - Discourage development in areas that possess valuable natural resource characteristics and wildlife habitats
- **Housing and Development**
  - Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.
  - Encourage higher-density residential development in areas along transportation corridors and/or where public utilities will be available.
  - Encourage nonagricultural-related businesses and industries to locate in areas along transportation corridors and/or where public utilities will be available.
- **Agricultural Preservation**
  - Minimize nonagricultural development on prime agricultural soils.
  - Maintain the integrity of agricultural districts allowing for accepted agricultural practices.

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## Agricultural Preservation and Land Use Plan

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## Agricultural Preservation and Land Use Plan

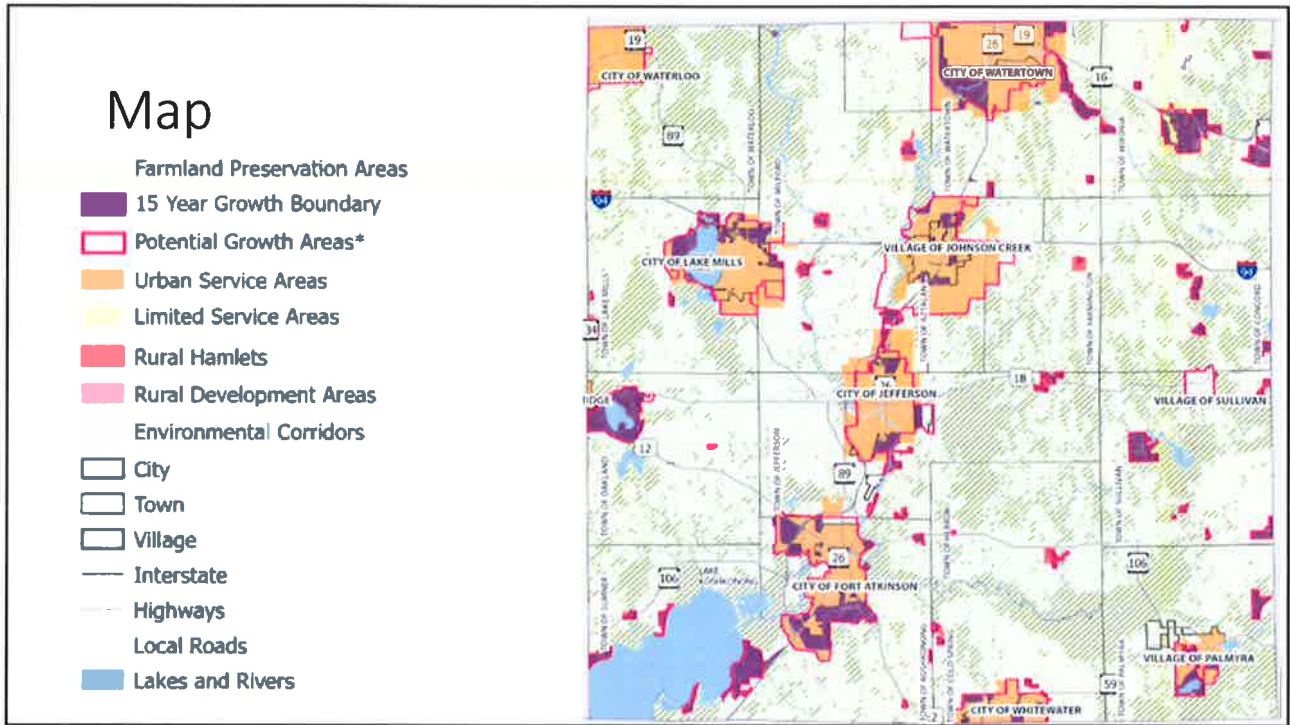
- Farmland preservation is a component of the Comprehensive Plan; it also acts as a standalone planning document.
- Under Wisconsin Working Lands Law, the County is required to create a planning document to outline approach to farmland preservation – to include policy and approach.
- Plan provides vision and guidelines for growth, development and land preservation for next decade
- Having a state certified plan makes certain property owners eligible for tax credits.

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## Sections of Plan

- Executive Summary
- Planning Process
- Preservation Vision
- Planning Framework
- Implementation

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# Strategic Plan

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## Current Plan - Process

- Primary Plan developed in 2017 with update in 2019
- County Board appointed a Strategic Plan Committee (include representative internal and external; represented various stakeholder groups; and demographics)
  - All county board members were interviewed by a consultant; plus other third party
- Approved by Board
- Results are incorporated into budget goals of departments; used as part of priority based budgeting
- Utilization and incorporation is best practice for GFOA Budget award

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## Strategic Plan – what is included

- Jefferson County – The Future
- Our Mission
- The Vision
- Our Guiding Principles
- Jefferson County Goals
- Goal Creation and Actionable Steps

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## Mission and Vision

- **Mission**
  - “To fulfill County government’s responsibilities to its citizens and advance the quality of life in Jefferson County.”
- **Vision**
  - Continue efforts on building and improving quality of life, use of marketing to highlight attributes to include parks, connection of parks/communities, transportation corridors
  - Greater economic contributor to I-94 corridor
  - Balanced growth
  - Best of class/practice of internal operations
- **Tag Line –**
  - Outdoor Recreation Meets Small Town Living
    - Not in plan – from previous efforts; still used.

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## Guiding Principles

Guiding principles are those values that direct an organization throughout its life in all circumstances, irrespective of changes in its goals, strategies, type of work, or leadership. As our population increases:

1. We will work to maintain the “small town feel” that is part of what defines Jefferson County.
2. We will value conservation and our natural resources. We are respectful stewards of our finite natural resources.
3. We will manage County resources in a financially prudent manner.
4. We will make policy decisions in an open and transparent manner.
5. We will manage our human capital with the same amount of responsibility as we do other aspects of our business. Our staff is not just a means to an end but people with ideas and abilities.
6. We will encourage collaboration among departments, in our towns, cities and municipalities and in our region.
7. We will work to find a balance between preserving our agricultural heritage with business and residential development.
8. We will commit to the health and well-being of all our stakeholders

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## Current Plan – Original 10 Goals

- Goal 1 - Promote a culture of growth and services by continuing our positive fiscal history
- Goal 2 - Create an economic environment resulting in strong income levels and above state average educational goals which will attract and retain residents
- Goal 3 - Foster an educational atmosphere that benefits both our youngest and oldest residents
- Goal 4 - Establish a cohesive efficient and cost effective program for protective and public services throughout the county
- Goal 5 - Initiate an ongoing marketing plan to inform and attract a qualified workforce, tourists and new business

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## Current Plan – Original 10 Goals

- Goal 6 - Develop a system where smart growth and natural resources complement each other
- Goal 7 - Institute a transportation plan of conventional and nonconventional means to connect resources and residents
- Goal 8 - Develop a broadband expansion plan to improve the quality and coverage of digital data throughout the county
- Goal 9 - Devise an infrastructure plan to improve our county road system and our building complexes
- Goal 10 - Maintain the key agricultural economic drivers while keeping up with advancing related technology

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## Current Plan – Revised – Top 5 (2019)

- **GOAL 1: JEFFERSON COUNTY IS COMMITTED TO SUSTAINABLE GROWTH THAT IMPROVES THE LIVES OF OUR RESIDENTS AND OTHER STAKEHOLDERS AND CREATES A MORE POSITIVE FISCAL ENVIRONMENT**
- **GOAL 2: JEFFERSON COUNTY HAS DEVELOPED A TRANSPORTATION AND INFRASTRUCTURE PLAN**
- **GOAL 3: ENSURE SAFETY, PUBLIC SERVICE AND WELL-BEING FOR ALL RESIDENTS OF JEFFERSON COUNTY**
- **Goal 4: EXPAND COMMUNICATION ABOUT JEFFERSON COUNTY TO IMPROVE AWARENESS, INCREASE TOURISM AND ATTRACT WORKERS AND NEW RESIDENTS**
- **GOAL 5: JEFFERSON COUNTY IS KNOWN FOR ITS NATURAL RESOURCES AND PARKS AND IS A GREAT PLACE TO LIVE WORK AND PLAY**

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## Thoughts for 2023

- Staff is updating/reviewing Implementation section Comp Plan
  - Validate information/relevancy of tasks
  - Status of task as appropriate
  - Identify clarification of language/tasks identify
  - Identify tasks that may be missing to help move comp plan forward



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### Priority Based Budgeting Scoring Criteria

Safety	Economy	Infrastructure	Health and Well-being	Smart Growth and Natural Resources
Prepares and responds to emergencies	Attracts, retains, and develops businesses	Supports a transportation plan to connect resources and residents	Ensures basic needs of safety, shelter, and food are met for all residents	Develops strategic land-use plans, zoning plans and regulatory policies that are clear and fairly managed
Provides safe travel and mobility	Creates a desirable place to work	Develops a reliable and connected system of roads, trails, and sidewalks	Supports active lifestyles for all residents through access to parks, education, and cultural opportunities	Encourages collaboration with the county government to improve long-term planning coordination, economic development, and overall relations
Supports a safe environment with clean soil, water, and air	Provides infrastructure to support commerce	Supports access to parks and open spaces for recreation	Promotes public health and keeps the community safe from disease	Encourages energy conservation, sustainability, recycling and resource preservation
Enforces the law and protects property	Develops a strong workforce that supports above average educational opportunities	Maintains infrastructure and plans for future development, including broadband expansion	Fosters an educational atmosphere that benefits all residents	Promotes business and residential growth that balances with our agricultural heritage
Protects the most vulnerable (children, elderly, and disabled)	Maintains and advances key agricultural economic drivers	Maintains and improves county roads, highways, and buildings	Preserves the small town feel throughout the County	Preserves historically significant buildings and the agricultural heritage of the County
Resources	Decision Making	Workforce	Collaboration	Compliance
Protects, maintains, manages, and invests in its human, financial, physical and technology resources	Makes policy decisions in an open and transparent manner	Attracts, develops, equips, retains and values an high-quality workforce, dedicated to service excellence	Seeks opportunities for collaboration and shared services with public and private partners	Balances policy, regulation and compliance

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### Administration

#### DEPARTMENT MISSION

The mission of the Administration Department is to oversee the execution of the mission and vision of the County through the coordination and direct administrative and management functions of the County government to include the submission and execution of the annual budget, personnel actions and to provide policy recommendations and analysis to the County Board. The Administration Department also includes the oversight to the Community Justice Collaboration Council (CJCC) and Treatment Courts Coordinator and their operations.

#### DEPARTMENT GOALS

Desired results	Objectives - specific steps	Link to Strategic Plan	Completion Date
Implementation of strategic plan and comprehensive plan	Work with the Executive Committee on prioritizing and execution of action and implementation plan, update the strategic plan as required	Vision and Mission	On-going. Update strategic plan by end of 2 <sup>nd</sup> quarter
	Oversee the execution of action steps funded in the FY 23 Budget. Develop action steps related to Comprehensive Implementation Plan and correspond staffing to implement, provide oversight as needed to broadband projects and capital projects	Strategy 1.3, 1.5, 1.11, 2.2, 2.8, Goal 4, Goal 5, Goal 6, Goal 7, Goal 8, Goal 9, Goal 10	
Internal operations	Update and add internal policies as needed	Guiding Principles, Goal 1	On-going
	Work with Department Heads on operational plans, structure and succession planning efforts; impacts of recovery	Guiding Principles, Vision and Mission, Goal 1 Strategy 2.1	On-going
Maintain and strengthen fiscal health of County	Continuous Quality Improvement of budget process; continue efforts for fiscal forecasting and planning	Goal 1, Strategy 1.3, Guiding Principle	Each Budget Cycle
	Develop and execute approved plan in overseeing use of American Rescue Plan Act Funds	Goal 1	2022-2024
	Maintain and improved bond rating	Strategy 1.3	On-going
	Maintain Priority Based Budgeting	Strategy 1.3	On-going

Intergovernmental Cooperation	Enhance analysis on fiscal forecast	Strategy 1.3	On-going
	Revive Council of Government	Goal 4, Strategy 1.5	1 <sup>st</sup> quarter of 2023 and on-going
	Work to implement plans and studies other local governments	Goal 4	On-going
	Routine engagement of state legislative delegation	Strategy 1.5, 1.9 and 1.10	On-going

#### PROGRAM EVALUATION

Program/Service Description	Output Measures		
	2021	2022	2023 (Est)
Achievement of GFOA Budget Award	Yes	Yes	Yes
Mainman DOJ Grant for CJCC/Treatment Courts	Yes	Yes	Yes
Bond Rating	Aa2	Aa2	Aa2

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## Examples of Past Strategic Plan Implementation

- Update of Comprehensive Plan/Farmland Preservation
  - Recognition changing views, environments; common values
  - Balanced approach
  - Key items called out - Transportation/Housing/Intergovernmental efforts
- Broadband – Successful worked with three companies on PSC grants and other projects (over \$6 million; helped with build out of communication project); Bertram project complete; prepping for Bug Tussel and Edge (and support of others)
- Strategic Marketing Plan – working with Discover Wisconsin on three year plan; worked with stakeholders; variety of media systems to move forward
- Intergovernmental – Worked with Wisconsin Policy Forum on two studies for shared services; one general and one on EMS; worked with partners to adjust vision of JCEDC to include broader efforts related to Community Development/Housing

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## Examples of Past Strategic Plan Implementation

- Revolving Loan Fund – Development a private/public RLF to provide gap financing (\$1 million fund); to replace CDBG Fund
- Facilities/Infrastructure
  - Led to in depth view of facilities and need (South Campus and Courthouse/Sheriff; EAM System, other), financing, planning and implementation.
  - Communication system update/upgrade
  - Interurban Trail
  - Road projects

- Priority Based Budgeting – goal was to identify number of programs and score based on a variety of factors; updated after last plan; will update in 2024 (examples - fleet program, winter operations, call center, TPRs/appointed council; treatment court and insurance; facility layout; duplication/assignment of tasks)

Row Labels	Count of 2020 - Adopted
1	141
2	281
3	255
4	142
Non-Prioritized	8
<b>Grand Total</b>	<b>827</b>

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## Examples of Past Strategic Plan Implementation

- Internal Operations – policy updates, market analysis, staffing reviews
- Housing
  - Heartland Initiative
  - Position
  - Tools/Fund
- Transportation
  - Corridor planning
  - Interurban
  - Greater efforts for service – mobility manager; equipment, coordination with communities and providers
- Other - indirect
  - Clinics Merger/FQHC Process; Health Works Steering Committee
  - Continue efforts of mental health/law enforcement, psychotherapist for schools, youth crisis center, efforts for CJCC, etc...

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## Next Steps for Strategic Plan

- Executive Committee will serve as oversight committee.
- Development Process
  - Review/validation of mission and vision
  - How to develop priorities/capacity
    - Recommendation is to use implementation of Comprehensive Plan to 3-5 year increments
    - Jan /Feb Executive Committee – provide feedback from staff on their review and recommendation on implementation section.
  - Develop goal of timeline for completion
    - Goal prior to Sept Budget Hearings
    - Priority Budgeting update 2024
  - RFQ for outside assistance- especially geared towards “listening” to provide independent source
- Potential Relaunch with new “branding” efforts
- Other Miscellaneous
  - Greater focus as part of updating senior staff evaluation system
  - Update/amend Implementation Section of Comp Plan
  - Utilization of “dashboard”

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**GENERAL FINANCIAL CONDITION  
JEFFERSON COUNTY WISCONSIN  
January 1, 2023**

Available Cash on Hand		
December 1, 2022	\$	264,988.48
December Receipts	\$	<u>9,298,336.52</u>
 Total Cash	 \$	 9,563,325.00
 Disbursements		
General - December 2022	\$	6,508,480.15
Payroll - December 2022	\$	<u>2,778,601.85</u>
 Total Disbursements	 \$	 <u>9,287,082.00</u>
	 \$	 <b>276,243.00</b>
 Cash on Hand (in bank) Jan. 1, 2023	 \$	 790,490.00
Less Outstanding Checks	\$	<u>514,247.00</u>
 Total Available Cash	 \$	 <b>276,243.00</b>
 Local Government Investment Pool - General	 \$	 18,465,318.24
Dana Investments	\$	37,932,809.49
Ehlers Investments	\$	29,707,284.93
Local Government Investment Pool -Clerk of Courts	\$	29,722.03
Local Government Investment Pool -Farmland Preservation	\$	183,031.98
Local Government Investment Pool -Parks/Liddle	\$	87,992.20
Local Government Investment Pool -County Bond	\$	<u>6,016,897.17</u>
	\$	92,423,056.04
 2022 Interest - Super N.O.W. Account	 \$	 533.67
2022 Interest - L.G.I.P. - General Funds	\$	426,393.86
2022 Inerest - Ehlers 2022A	\$	87,907.66
2022 Interest - DANA Investments	\$	637,286.18
2022 Interest - L.G.I.P. - Parks /Carol Liddle Fund	\$	1,389.02
2022 Interest - L.G.I.P. - Farmland Preservation	\$	2,889.30
2022 Interest - L.G.I.P. - Clerk of Courts	\$	469.18
2022 Interest - L.G.I.P. - County Bond	\$	<u>136,784.44</u>
Total 2022 Interest	\$	1,293,653.31

JOHN E. JENSEN  
JEFFERSON COUNTY TREASURER

