



**JEFFERSON COUNTY  
WISCONSIN**

Explore. Thrive. Belong.

# **JEFFERSON COUNTY STRATEGIC PLAN**



**2023 - 2033**

**Explore. Thrive. Belong.**



# Letter from the County Board of Supervisors

Dear Jefferson County residents, employees, and visitors,

Over the course of the past several months, you have joined us in developing this in-depth strategic plan. This document uses the existing County Comprehensive Plan as a foundation, which along with our mission and values sets the stage for the goals and outcomes outlined herein.

The process for creating this strategic plan has been collaborative and community driven. We are grateful for your participation in our many focus groups, surveys, interviews, and conversations about where Jefferson County is today and where we should be headed in the future.

We intend this plan to be a living document, flexible and adjusted as necessary to meet community needs. We will use the priorities in this strategic plan to guide our budget and policy decisions. We welcome feedback as we work to continually improve the services our county provides.

Thank you to everyone involved in this project – our County Board leadership, our Jefferson County staff, our professional partners, and of course the many engaged members of the community who made this all possible.

Sincerely,  
Jefferson County Board of Supervisors

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# Acknowledgements

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## Jefferson County Board of Supervisors

### Supervisory District 1 - Richard Jones

Wards 1, 2, 3, 4 City of Waterloo

### Supervisory District 2 - Cassie Richardson

Ward 2 Town of Lake Mills, Ward 1 Town of Milford,  
Ward 1 Town of Waterloo, Ward 5 City of Waterloo

### Supervisory District 3 - Robert Preuss

Ward 2 Town of Farmington, Ward 6 Town of Ixonia,  
Ward 2 Town of Milford, Wards 1, 2 Town of Watertown

### Supervisory District 4 - Karl Zaring

Wards 9, 11, 12 City of Watertown

### Supervisory District 5 - James Braughler

Wards 13, 14, 15 City of Watertown

### Supervisory District 6 - Dan Herbst

Wards 18, 19, 20 City of Watertown

### Supervisory District 7 - Dwayne Morris

Wards 16, 17 City of Watertown

### Supervisory District 8 - Michael Wineke

Wards 10, 21, 22 City of Watertown

### Supervisory District 9 - Bruce Degner

Wards 1, 2, 5 Town of Ixonia, Wards 2 Village of Lac LaBelle

### Supervisory District 10 - Mark Groose

Ward 1 Town of Concord, Wards 3, 4 Town of Ixonia

### Supervisory District 11 - Jeff Johns

Ward 2 Town of Aztalan, Ward 2 Town of Concord,  
Ward 1 Town of Farmington, Ward 1 Village of Johnson Creek

### Supervisory District 12 - Jeff Smith

Wards 2, 3, 4 Village of Johnson Creek

### Supervisory District 13 - Anita Martin

Wards 2, 4, 6, 7 City of Lake Mills

### Supervisory District 14 - Kirk Lund

Wards 3, 5, 8 City of Lake Mills

### Supervisory District 15 - Steven J. Nass

Ward 1 Town of Aztalan, Wards 1, 3 Town of Lake Mills, Ward 1 City of Lake Mills

### Supervisory District 16 - Meg Turville-Heitz

Ward 1 Village of Cambridge, Wards 1, 2, 3 Town of Oakland

### Supervisory District 17 - Russell Kutz

Ward 4 Town of Jefferson, Wards 6, 7, 8, 9 City of Jefferson

# Acknowledgements

## Supervisory District 18 - Brandon White

Ward 3 Town of Aztalan, Wards 3, 4, 5 City of Jefferson

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Wards 1, 2, 10 City of Jefferson

## Supervisory District 20 - Curtis Backlund

Ward 3 Town of Farmington, Wards 1, 2, 3 Town of Jefferson,  
Ward 4 Town of Oakland, Ward 4 Town of Sullivan

## Supervisory District 21 - John Kannard

Wards 1, 2, 3 Town of Sullivan; Ward 1 Village of Sullivan

## Supervisory District 22 - Blane Poulson

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## Supervisory District 23 - George Jaeckel

Wards 1 & 2 Town of Koshkonong, Wards 8, 10, 12 City of Fort Atkinson

## Supervisory District 24 - Roger Lindl

Wards 12, 13 City of Whitewater

## Supervisory District 25 - Matthew Foelker

Ward 1 Town of Cold Spring, Ward 1, 2 Town of Hebron, Ward 3 Town of Koshkonong, Ward 2 Town of Palmyra, Ward 11 City of Whitewater

## Supervisory District 26 - Joan Fitzgerald

Wards 1, 2 City of Fort Atkinson

## Supervisory District 27 - Joan Callan

Wards 3, 4 City of Fort Atkinson

## Supervisory District 28 - Anthony Gulig

Wards 7, 9, 13 City of Fort Atkinson

## Supervisory District 29 - Mary Roberts

Wards 5, 6 City of Fort Atkinson

## Supervisory District 30 - Walt Christensen

Wards 4, 5, 6 Town of Koshkonong, Ward 1 Town of Sumner,  
Ward 11 City of Fort Atkinson

## Strategic Plan Core Team

Benjamin Wehmeier, County Administrator

Steve Nass, County Board Chair

Michael Wineke, County Board Vice Chair/Executive Committee Chair

Marc DeVries, Finance Director

Tammie Jaeger, Administrative Assistant

Michael Luckey, Assistant to the County Administrator

Deb Reinbold, Priority Team Lead

Brian Udovich, Priority Team Lead

Kevin Wiesmann, Priority Team Lead

Matt Zangl, Priority Team Lead

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# About Jefferson County

## WHO WE ARE

Jefferson County is the Heart of the Heartland. We offer the best of Wisconsin living with safe, family oriented, vibrant business and civic communities surrounded by picturesque farmland. Jefferson County is proud of our small-town living options and easy access to major urban centers.

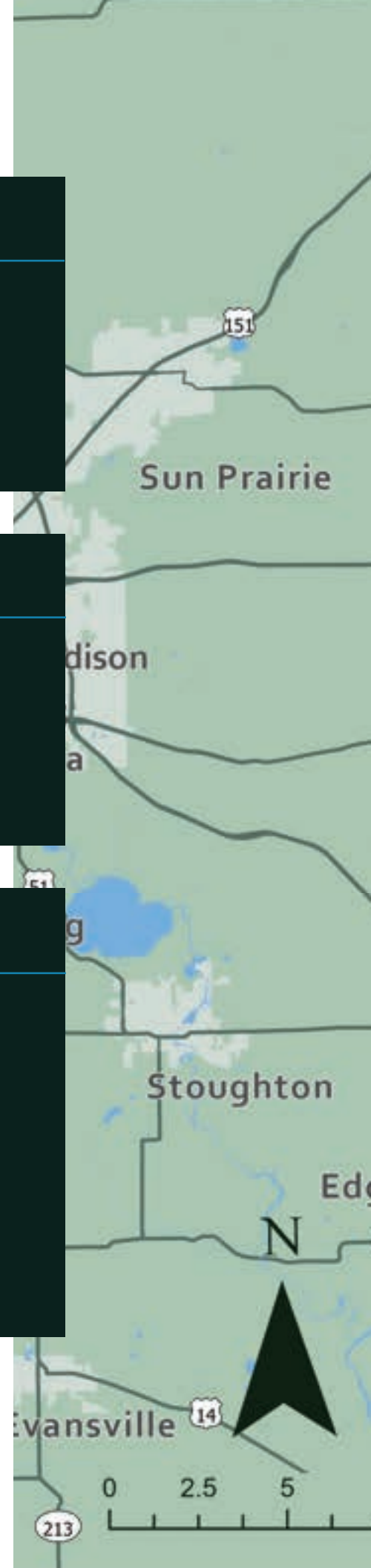
## WHERE WE WANT TO GO

As we continue to plan for the future, we also want to preserve what is most important to our communities. Our ongoing investments into long range planning, sustainable infrastructure improvements, quality of life, recreational opportunities, and thoughtful growth are all based on community input.

## HOW WE WILL GET THERE

We have a specific set of goals when we develop plans. We put together plans that:

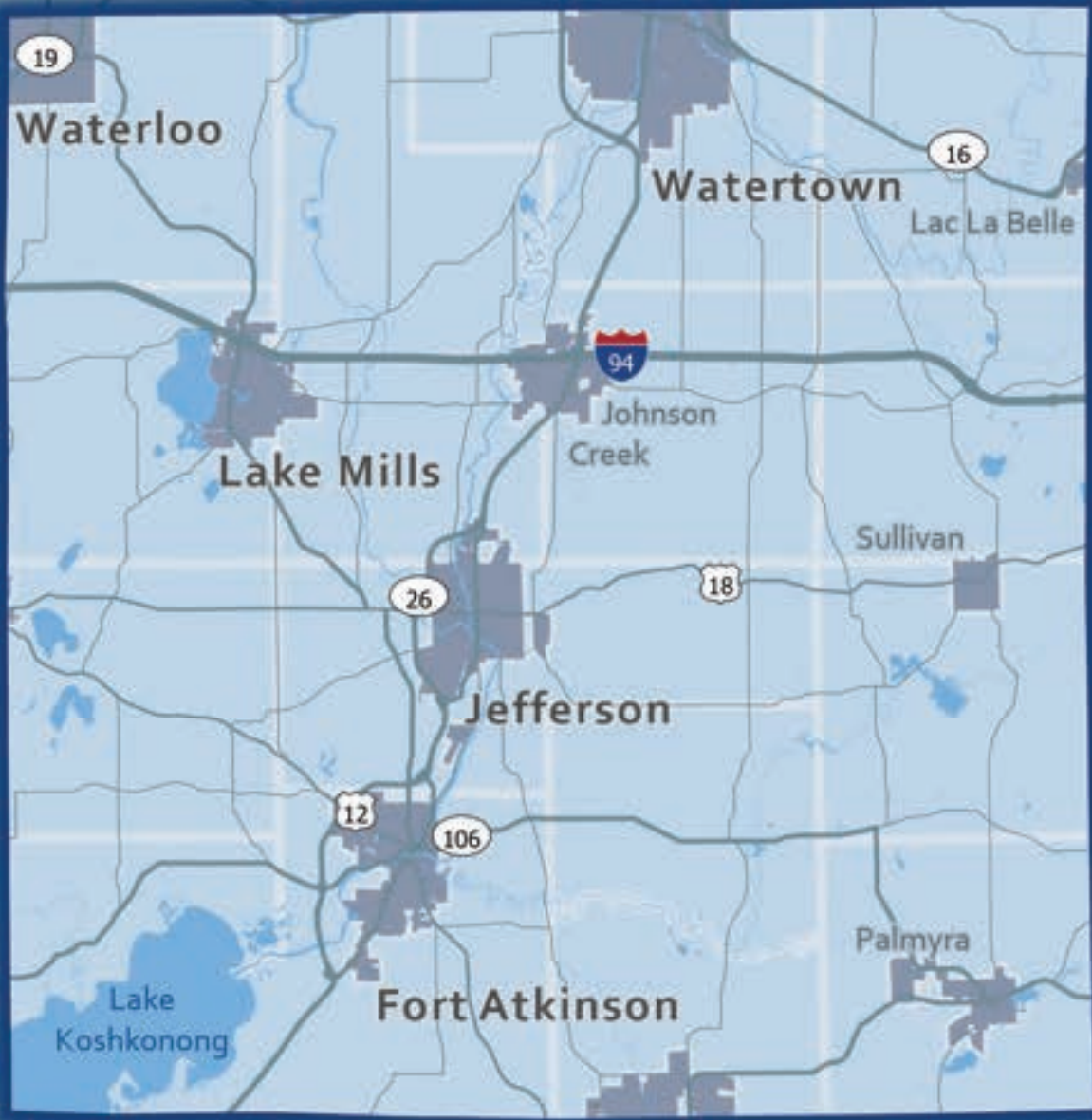
- Are built from community input
- Help preserve access to a high quality of life
- Are consistent with vision, goals, objective, and policies
- Complement and support other County plans and efforts
- Provide a holistic view of the County's systems
- Have specific implementation actions to achieve the vision





Columbus

**Milwaukee**



**Madison**

Explore. Thrive. Belong.

10 Miles

Milton

Janesville

Elkhorn

# Quick Facts



2023 population is  
**86,598**

as estimated by Wisconsin Department of Administration for 1/1/23 at [https://doa.wi.gov/DIR/Prelim\\_Est\\_Co\\_2023.pdf](https://doa.wi.gov/DIR/Prelim_Est_Co_2023.pdf)

Growth rate of



Source:  
worldpopulationreview.com



Labor basin  
of nearly  
**480,000**

Source: Jefferson County General and Economic Information

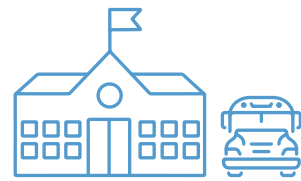


As of **December 2022**,  
the county's  
**unemployment rate** was

**2%**

Source: Jefferson County General and Economic Information

**8**



**School Districts**

Source: Jefferson County General and Economic Information

Jefferson county consists of



**6**

**cities**



**5**

**village**



**16**

**towns**

Source: Jefferson County General and Economic Information

Number  
of Parks

**22**



Acres of Parks

**1,180**



Center Lane Miles in County

**256.30**

# The Process

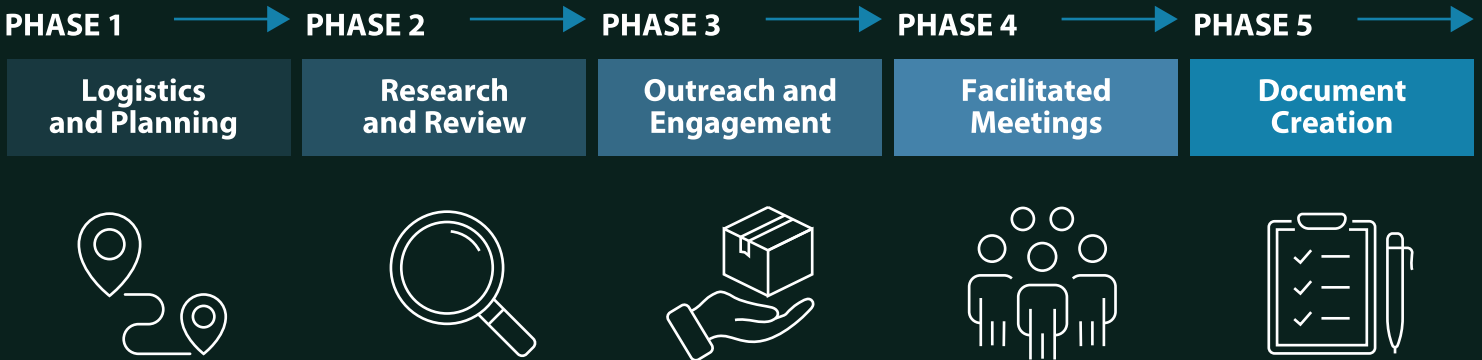
## A Strategic Approach to Meeting Community Goals

### FOUNDATION OF THE PLAN

The foundation for the strategic plan is based on three main components: the Comprehensive Plan, other County plans and documents, and community input. The four main questions answered during the creation of the plan were: Where are We Now? Where Do We Want to Be? How Will We Get There? and How Will We Know We are Successful?



### PHASES OF THE PROCESS



### INPUT INTO THE PLAN

The two phases that provided input into the plan were the Research and Review phase, where the team reviewed county documents and researched information and demographics, and the Outreach and Engagement phase where the team conducted interviews, surveys and meetings to gather feedback and specific ideas for the plan content.



# The Comprehensive Plan

In 2020, Jefferson County conducted a robust community engagement and outreach process to craft the framework for the Comprehensive Plan which was adopted in February of 2021. That outreach and engagement, as well as the final Comprehensive Plan, provide the foundation for the strategic planning process. Below is an overview of the Goals and Key Themes in the Comprehensive Plan, which inform the Priorities and Strategic Goals for the strategic plan.

### Overall Comprehensive Plan Goals

- Utilize the Comprehensive Plan to guide county-wide decision making and update the plan as warranted to respond to changing conditions and trends. Collaborate with other long-range planning documents as needed to inform decision making.
- Plan for resiliency in all systems, considering future changes or trends that may impact services provided by the county.
- Actively seek collaboration and engagement with residents, stakeholders, local jurisdictions, and local and regional partners in all aspects of the planning process.
- Maintain access to a high quality of life for all residents through active and meaningful long-range planning.

### Key Themes

The data analysis and public input gathered throughout the planning process allowed the planning team to identify key themes, goals, issues, and opportunities that would be examined through the Comprehensive Plan. These issues and opportunities were used to develop the specific goals within each Key Theme that the county will work towards over the next 20 years.



Land Use



Agricultural, Natural, and Cultural Resources



Housing



Intergovernmental Cooperation



Transportation

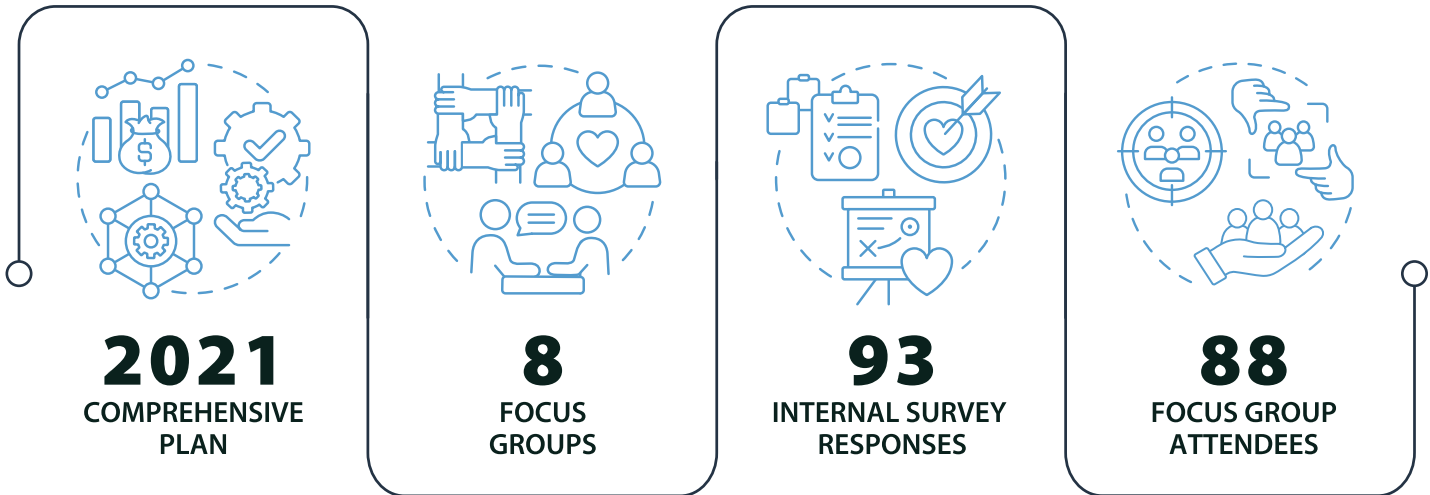


Utilities and Community Facilities



Economic Development, Tourism, and Community Development

# Engagement and Outreach Insights



The **Key Themes** the community shared throughout the process are listed below in alphabetical order. These themes reflect the importance of the Comprehensive Plan and will inform the Priorities and Strategic Goals of the Strategic Plan.



## DIVERSITY OF HOUSING OPPORTUNITIES

Housing opportunities are a shared concern throughout the County. Affordability, location, and types of housing were all comments as well as the shortage of housing stock. This was a clear concern for County workforce in their responses.



## RURAL CHARACTER OF THE COMMUNITY

Preserving the rural character of the County was an important theme shared by the participants. Farmland, agriculture, open space, trees, trails, and parks all contribute to that heritage and character. Preservation was a strategy mentioned in this context of maintaining a sense of being rural.



## **THOUGHTFUL GROWTH MANAGEMENT**

Growth was an often-discussed concept in our outreach, and the need to project, plan for and manage that growth thoughtfully is the common theme. This would include leadership from the County, land use planning and zoning policies, and focusing growth in the more urban areas of the County.



## **TRANSPORTATION AND MOBILITY**

This theme would include not only quick and easy access to major transportation corridors, but also transportation within the communities of the County. Public transportation and accessibility are key components in this theme.



## **TRANSFORMATIVE GOVERNMENT**

This common theme would include elements of financial sustainability, investments in technology, well maintained infrastructure, intergovernmental partnerships, and a dedicated professional workforce.



## **VIBRANT ECONOMIC HEALTH**

Improving the tax base; business attraction, expansion, and retention; increasing light industry; investing in broadband solutions; creating and supporting jobs, and a diversity of economic prospects are all connected in this theme. Marketing the County as a place to do business was often mentioned as a way to support economic health.

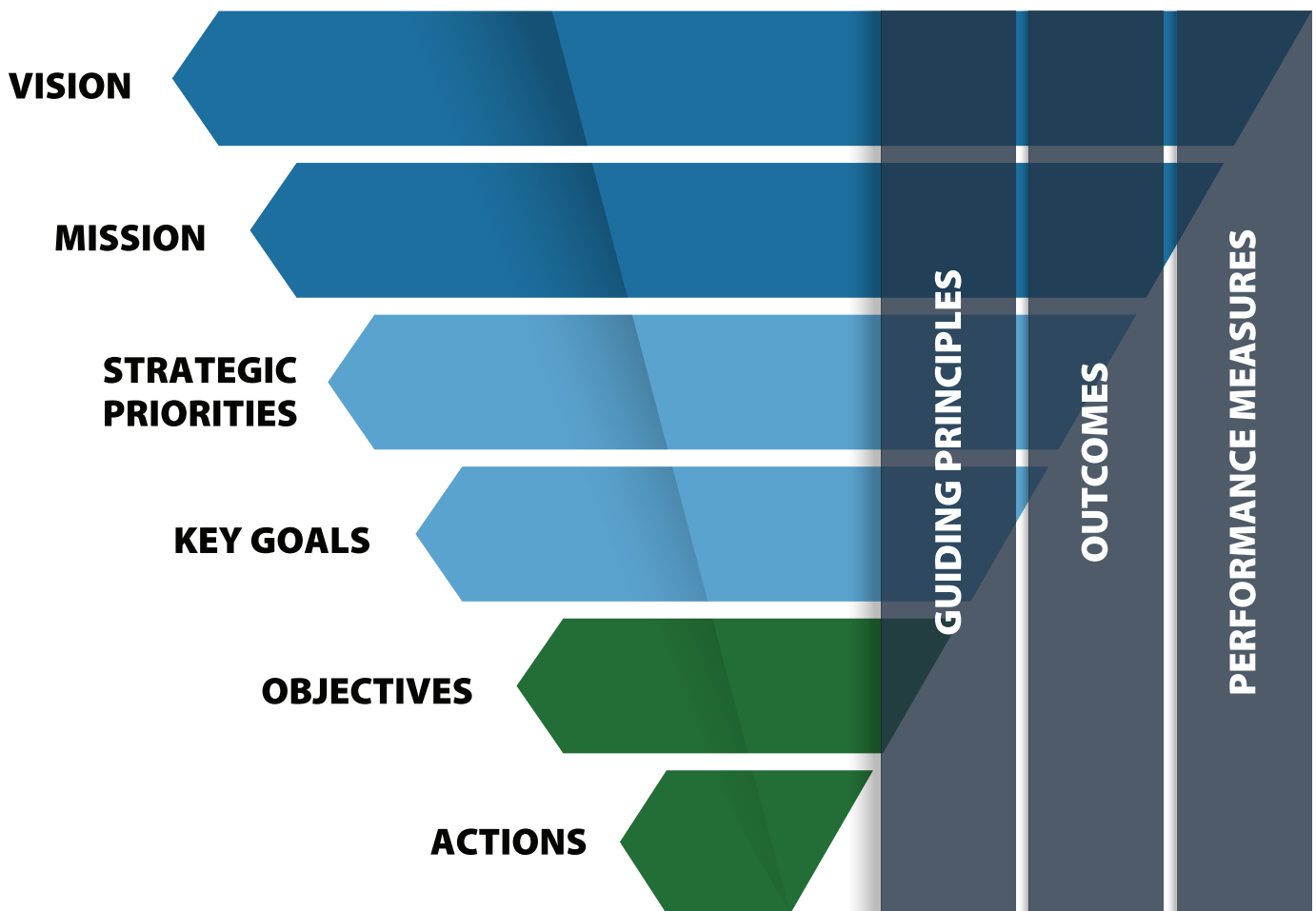
# Strategic Plan Framework

## VISION

We are a place to spend a lifetime: a welcoming community with a thriving economy, cherished roots, and an innovative mindset.

## MISSION

Our Mission is to enhance the quality of life by providing exceptional services and programs to our community.



# Strategic Priorities

Priorities are the most important issues, opportunities or trends facing the County in the next ten years. They are usually broad areas of service that will have the most positive impact on the community. Because they are so important, Priorities should not be changed unless all of the Outcomes have been accomplished and there are no more Goals to achieve.



## DIVERSE HOUSING OPPORTUNITIES

Our multi-generational community members have a wide variety of flexible and adaptable housing options which will be developed in consideration of the social and environmental impacts. Through a focus on attainable housing policies such as mixed-use development, senior housing, and urban redevelopment, the County will protect our prime farmland and environmental assets.



## HIGHLY REGARDED QUALITY OF LIFE

Because of the high quality of life and opportunities to thrive in our County, we attract diverse groups of people looking for a place to call home, primary employers, and travelers. We are known for our rural character, safe communities, commitment to sustainability, friendly and welcoming nature, and strong primary and secondary education systems.



## INTENTIONAL ECONOMIC GROWTH

This strategic priority outlines our commitment to fostering intentional economic growth that harmonizes with our environment, preserves our unique identity and elevates the quality of life for all residents. Our approach results in growth that aligns with the strengths and goals of Jefferson County. Our aim is to avoid overdevelopment that could compromise the natural resources and character that define the county.



## TRANSFORMATIVE GOVERNMENT

We proactively invest in innovation, technology, and our workforce to ensure financial sustainability, efficiently manage resources, proactively prepare for change, and deliver exceptional services. Through strong communication, collaboration, and expertise we work with our partners and community to address challenges and plan for the future with mutual respect, trust, and support.





# 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.

# Diverse Housing Opportunities



## Strategic Goals and SMART Objectives

### Outcomes

Diverse and innovative housing options throughout our community offer a wide range of price points and living options while protecting our prime agricultural land. Seniors, families, active workforce, and remote workers all have opportunities to thrive in housing that matches their needs, is located where most appropriate, and is built with the most innovative and sustainable approach possible.

### Strategic Goals (in order of priority)

Goal 1	Encourage and promote thoughtful planning, diversity, and density in housing stock
Objective 1.1	Identify the County’s role in housing and coordinate with local municipalities, developers and state associations to encourage and promote housing initiatives in Jefferson County by 2025
Objective 1.2	Revise existing housing policies and adopt new policies that are flexible, inviting, and open to attract diverse housing
Objective 1.3	Review and create potential development zones outside of cities and villages that support future housing
Objective 1.4	Review and revise existing county policies, ordinances and plans for housing outside of cities and villages
Objective 1.5	Support innovative housing design that attracts investments and businesses

Goal 2	Increase attainable housing options and all price points
Objective 2.1	Create and implement programs, policies, and tools to encourage housing development within Jefferson County by 2026
Objective 2.2	Establish financial support mechanisms to encourage all types of housing developments by 2025
Objective 2.3	Improve access to a diverse housing stock

# Diverse Housing Opportunities



Goal 3	Plan for the impacts of housing
Objective 3.1	Plan for future technology and infrastructure needs to support housing
Objective 3.2	Identify and plan for the fiscal impact of the housing trajectory
Objective 3.3	Coordinate and collaborate with municipalities on the effects of housing on service utilization
Objective 3.4	Review and revise current policies, ordinances, and regulations to address the impacts of housing

# Highly Regarded Quality of Life



## Strategic Goals and SMART Objectives

### Outcomes

People across the country know where Jefferson County is because of our unique opportunities and high quality of life. We are a destination location for innovative businesses, active outdoor recreation, and people who want to relocate. Recognized nationally for our financial management, we also offer an environmentally sustainable approach to farmland preservation and stewardship of our natural resources. Visitors delight in all we have to offer, including our dedication to community health and our welcoming spirit.

### Strategic Goals (in order of priority)

Goal 1	Deliver accessible, equitable, high-quality services that enhance quality of life
Objective 1.1	Incorporate ADA accessibility and multilingual functions on all county resources, buildings, and online platforms
Objective 1.2	Implement a system of customer/stakeholder surveys to continue to evaluate program effectiveness and desired outcomes
Objective 1.3	Allocate funding to a long-term fund to be used for park resource expansion and Farmland Preservation programs
Objective 1.4	Continue developing recreational, historical, and cultural resources that build on emerging recreational trends and enhance positive user experiences

Goal 2	Maintain and improve public health and safety
Objective 2.1	Establish a full co-response (law enforcement/EMS/mental health professional model for dealing with subjects in crisis)
Objective 2.2	Departmental partnerships to promote recreational programming partnered with community safety initiatives
Objective 2.3	Maintain funding for surface and groundwater monitoring programs to ensure long-term water quality is maintained

# Highly Regarded Quality of Life



Objective 2.4	Anticipate and plan for environmental vulnerabilities, to include drought, zoonotic, heavy storms, and other disaster events
Objective 2.5	Develop a comprehensive flood mitigation plan to evaluate and plan for current and future risk and mitigation strategies

Goal 3	Attract visitors and future residents to Jefferson County
Objective 3.1	Complete a comprehensive branding and marketing plan focused on increasing visitors and visitor spending
Objective 3.2	Promote Jefferson County’s historical, cultural, and natural assets to attract tourists and stimulate local businesses
Objective 3.3	Develop tourism-related infrastructure within the county to increase efficiency and maximize impact
Objective 3.4	Collaborate with state tourism entities and other tourism-focused groups
Objective 3.5	Allocate funding to establish a marketing/PIO initiative to head up outward-facing communications

Goal 4	Foster Community Pride
Objective 4.1	Grow the uniqueness and integrity of our community culture through genuine experiences for both visitors and residents
Objective 4.2	Celebrate accomplishments and awards

# Intentional Economic Growth



## Strategic Goals and SMART Objectives

### Outcomes

By embracing growth with intentionality, we will create a legacy of prosperity that respects our environment, celebrates our culture and offers opportunity to the residents and businesses that have chosen to call Jefferson County home.

### Strategic Goals (in order of priority)

<b>Goal 1</b>	<b>Support a thriving business community through business retention, expansion, and attraction efforts</b>
Objective 1.1	Strengthen support systems for existing businesses, which includes farming/agricultural businesses
Objective 1.2	Tailor attraction efforts to industries that align with our strengths
Objective 1.3	Ensure funding for economic development activities
Objective 1.4	Partner with state groups to leverage resources.
<b>Goal 2</b>	<b>Invest in modern infrastructure to enhance connectivity and competitiveness</b>
Objective 2.1	Support efforts and pursue improvements to our roadways, bike trails and railways to support residents, workforce, and commerce
Objective 2.2	Collaborate with public and private sectors to improve broadband coverage across the county, ensuring digital equity for all residents and businesses

# Intentional Economic Growth



Goal 3	Support and facilitate workforce development and participation
Objective 3.1	Partner with educational institutions and workforce development entities to connect employers with training programs that equip our workforce with the skills needed for current and emerging job opportunities
Objective 3.2	Partner with organizations focused on tapping into underutilized labor pools (i.e., Latino Academy of Workforce Development, Marines for Life)
Objective 3.3	Support efforts designed to remove barriers to employment (childcare, transportation networks)

Goal 4	Foster partnerships and collaboration to serve as a catalyst for intentional economic growth for the county and its towns, cities, and villages
Objective 4.1	Forge strategic partnerships to pool resources and share best practices for maximum impact
Objective 4.2	Explore the feasibility of creating a countywide planning commission and/or joining existing planning commission
Objective 4.3	Provide technical assistance and services to municipalities in Jefferson County to support their economic development goals
Objective 4.4	Research and potentially enhance public transportation/transit opportunities including bike trails

# Transformative Government



## Strategic Goals and SMART Objectives

### Outcomes

Because of our focus on sustainable economic development and our investment into amenities and opportunities for our community, we are nationally recognized as a leader in government. We have the trust and support of our well-informed and engaged community, and we work together to achieve the best possible outcomes. We are focused on making tomorrow better.

### Strategic Goals (in order of priority)

Goal 1	Develop an inclusive, proactive, and efficient government to drive positive change
Objective 1.1	Attract and retain a talented and committed County workforce and Board of Supervisors
Objective 1.2	Invest in professional development opportunities
Objective 1.3	Provide routine general and department specific training on risk management
Objective 1.4	Support health and wellbeing of staff and citizens of all ages

Goal 2	Create a sustainable financial future
Objective 2.1	Data driven budgets and policy management
Objective 2.2	Conduct a staffing & skills analysis to identify current and future staffing needs for each department
Objective 2.3	Explore models for centralized copying and purchasing functions
Objective 2.4	Ensure compliance with cost-saving measures, such as equipment sharing policies
Objective 2.5	Determine how fleet usage should be charged when another department uses a fleet vehicle



# Transformative Government



Goal 3	Achieve a sustainable environmental and energy future
Objective 3.1	For County facilities, explore the use of alternative power sources such as solar, wind, and geothermal with full report of options.
Objective 3.2	Promote and explore the use of sustainable technologies.
Objective 3.3	Continue to provide education on invasive species management.
Objective 3.4	Continue to provide expertise and data to community natural resource organizations.

Goal 4	Strengthen internal, intergovernmental, and community partnerships
Objective 4.1	Establish and support a regional council of governments to work on possible shared resources and other county-wide issues
Objective 4.2	Improve communications and decision-making within County Government
Objective 4.3	Continue to expand public outreach efforts and enhance community engagement
Objective 4.4	Establish a work group to explore the use and benefits of artificial intelligence for efficiencies in county operations
Objective 4.5	Establish offering GIS expertise and project work to partners

# Transformative Government



Goal 5	Enhance safe, efficient, and equitable transportation and infrastructure networks
Objective 5.1	Investigate and advocate for supplemental and innovative funding mechanisms
Objective 5.2	Develop new culverts/bridge road aid program
Objective 5.3	Explore implementation of technology to improve emergency response times
Objective 5.4	Explore the types and locations for electric vehicle charging stations
Objective 5.5	Continue conversations with municipalities regarding jurisdictional transfer of transportation facilities (i.e., road corridors transferred between municipalities)
Objective 5.6	Explore safe routes to school opportunities with community schools

# Critical Success Factors

Critical Success Factors are the approaches, tools or techniques needed to accomplish the outcomes, factored into the everyday work of the County. More than one factor may be used concurrently, but too many different factors all at once could be confusing. These are the Critical Success Factors (CSFs) discussed during the development of this strategic plan – they were part of the foundational work with the Comprehensive Plan, mentioned during engagement and outreach, and brought up during the retreat.

**Investment into Innovative Technology**

**Supported and Valued Workforce**

**Maintaining the Character of the Community**

**Adhering to Adopted Policies and Plans**

**Ongoing Communication about the Future**



# Advantages and Challenges

The community has identified a number of advantages and challenges that could impact the implementation of Strategic Goals described in this document. Advantages are those strengths and attributes that will enable the County to achieve objectives; challenges reflect issues that could impair the ability to achieve objectives. Each of the challenges described below is reflected in one or more Strategic Goals.

## Advantages

- Supportive, engaged, collaborative and innovative community partners
- Well planned growth and infrastructure
- Support for sustainable environmental actions
- A culture of excellence and continuous improvement
- Engaged and committed employees with a strong focus on customer service
- Strong revenue and balance sheet

## Challenges

- Housing that is affordable and available to all income levels
- Balancing competing community desires with available resources
- Increasing awareness of the County nationally
- Aging infrastructure and growth-related needs
- Planning for future technology needs

# The Path Forward

**Our strategic plan will not “collect dust” or “sit on a shelf” – it is a living document.**

We will need to make adjustments to this roadmap based on community feedback, changes in the economy, or unforeseen circumstances. Therefore, our framework is designed to be flexible and adaptable. A key part of that will be the implementation plan as well as a regular reporting process to the County Board of Supervisors. Through various paths such as the budget and daily activities, this plan will come to life and be continuously updated and improved. The County is committed to a process of using the information and lessons learned through the coming years to future decisions about policies, programs, and services, and will report and update the plan accordingly.



**01**

**JANUARY**

Board retreat to review the Strategic Plan year end report, reaffirm Priorities and Goals



**03**

**MAY**

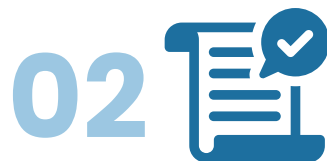
Input updated Goals and Objectives into budget submissions



**05**

**OCTOBER**

Board of Supervisors affirms strategic plan items in the budget submittal



**02**

**MARCH**

Integrate Strategic Plan into Capital Improvement Plan



**04**

**JUNE**

Adjust master plans to match budget requests

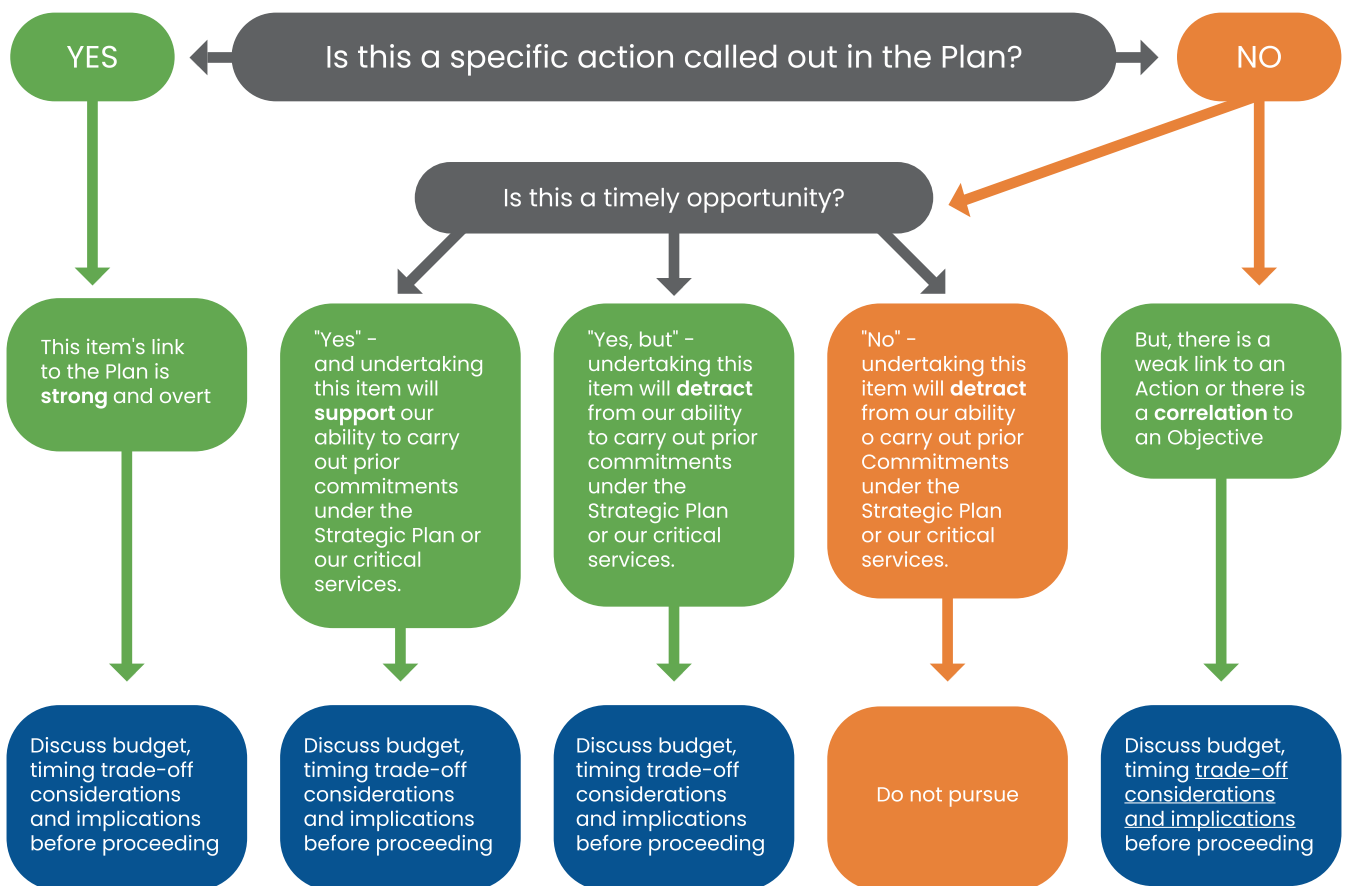
## Description of Annual Schedule

The Strategic Plan is a living document which will be fully integrated into the operations, tactics, and daily work of the County. As a part of that integration, updating the plan on an annual basis is an important process. Below is a graphic that shows the most important steps in creating a culture of strategic planning in Jefferson County. From the County Board of Supervisors to elected officials and department heads to every staff member in the County, the strategic plan can be part of daily work through the Implementation Plan and department specific strategic plans that tie tactics to strategy.



# Process for Applying the Strategic Plan to New Additions

There will often be opportunities to consider whether a specific project, budget request, grant opportunity or community idea should be added to the strategic plan as a Strategic Goal or SMART Objective. This flowchart outlines the process, questions and criteria that will be applied to those requests moving forward.



# Definitions

## Strategic Plan

A strategic plan is a working, living document that reflects the policy direction from the elected body, sets the Vision for the organization, and drives and informs an Implementation Plan which the staff will create to ensure progress and measurable results. The strategic plan will be updated regularly by the team and reported on quarterly by the city staff.

## Action Steps

Action Steps are very specific tasks that need to be completed to achieve the SMART Objectives and Strategic Goals. They are very short term (no longer than 90 – 180 days to complete).

## Critical Success Factors

Think of CSF's as the high-level tools or techniques needed to accomplish the outcomes, factored into the everyday work of the agency. They can be thought of as a broader tool or technique that will allow your organization to have success more quickly or efficiently. More than one factor may be used concurrently, but too many different factors all at once would probably be confusing. As a result, we recommend that a strategic plan identify just a few (4 - 6) critical success factors to work on at any one time.

## Environmental Sustainability

The responsibility of the County to conserve natural resources and protect ecosystems to support health and well-being, now and into the future. Meeting today's needs without compromising the ability of future generations to meet their needs.

## Financial Sustainability

The capacity of the County to fully fund and cover all costs related to providing services including future

operations, maintenance, capital and workforce needs. The goal is to actively balance services and revenues to meet and exceed expectations that positively impact lives.

## Implementation Plan

The Implementation Plan is a spreadsheet or tracking document for the strategic plan that is based on the Priorities, Strategic Goals and Outcomes. The implementation Plan tracks several key issues: the SMART Objectives to accomplish the Goal, the Action Steps that will accomplish the SMART Objective, and the KPI's that will measure success for the Outcomes. Included will be who is responsible, specific timelines, and any resources needed to accomplish the work.

## Key Performance Indicators

Key Performance Indicators are measurable values that demonstrate how effectively the organization is achieving Strategic Goals and Outcomes. KPIs are used to evaluate success at reaching targets metrics in budget, strategic planning, master plans, and more. A great KPI measures not just numbers – it measures what is most important. A short example: if your desired Outcome is to increase community engagement, don't measure the number of people that attend meetings. Instead, measure how engaged they are.



Key Performance Indicators are currently being used by the County in the budgeting process, as well as in reporting documents and information used to support the County's efforts that are state and federally mandated or funded. As the strategic plan continues to be integrated into the work of the County, there will be further Key Performance Indicators chosen to track the success of the strategic plan specifically.

### **Mission**

A Mission Statement is a practical, tangible tool you can use to make decisions about priorities, actions, and responsibilities. A mission describes the purpose of your organization - the reason why it exists. It converts your broad dreams and visions into more specific, action-oriented terms. A mission can explain your goals in a clear and easy to understand manner. It creates focus for your work and accountability to stay on track. Because a Mission Statement is the purpose of the organization (why the organization exists) there should not be much change over the years.

### **Outcomes**

The Outcomes are bigger picture and longer term – what is the organization trying to achieve by focusing on the Priorities? What is the end result if we are successful? The Outcomes are usually explained without specific numbers or data because they are explained in terms of what the organization wants or needs to achieve. An outcome is the change/difference that happens as a result of implementing your strategic plan.

### **Priorities**

Priorities are the most important issues, opportunities or trends facing your organization over the next 5 – 10 years. They are usually broad areas of service that will have the most positive impact on your community. Traditionally, they don't change over the course of several years.

### **Rural**

An area of the county, outside of city limits, that is predominantly land of open space, woodlands and agricultural use, with very light residential and non-agricultural related business. In such a rural area the population would prefer to forego city traits such as congestion, noise, vehicle traffic, and conveniences such as large retail businesses, wide/fast roads, and amenities of development. These residents would not harbor fears of crime or neighbor conflicts, but would rather enjoy wildlife encounters, quiet days and dark nights.

### **Rural Development Area**

A geographic area defining an existing center of development outside of a city, village, or rural hamlet that is over 50 acres in size and is included with a limited-service area where limited public services are available.

### **Rural Hamlet**

A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses. Rural hamlets are not served with public sewer or water systems. Some rural hamlets are appropriate for additional growth, while others are not, often as a result of environmental conditions or local preferences.

### **SMART Objectives**

SMART Objectives are milestones along the road to achieving your bigger picture Strategic Goals. They are accomplishments that can be defined in quantifiable and measurable terms. SMART means Specific, Measurable, Actionable, Realistic and Timebound.

Objectives are specific, actionable targets that need to be achieved within a smaller time frame to accomplish your Strategic Goals. SMART Objectives typically take between 1 – 3 years to complete.

### **Strategic Goals**

Strategic Goals are the larger, broader, often intangible concepts that will need to be accomplished to address the Priorities and be successful in the coming years. Strategic Goals are typically longer term (3 – 5 years) in nature and have milestones along the way to measure success. Goals are big, broad statements that, when accomplished, significantly move the needle on your Priorities. If you are successful at achieving your Goals, you will achieve your Priorities and realize your Vision.

### **Urban**

Our towns and cities within the County that provide a level of service that meets the needs of a high population density including water, sewer, housing, broadband, public transportation and other services.

### **Urban Service Area**

Long Range Urban Service Areas are delineated around existing municipalities over places where a broad range of public sanitary sewer, public water, and other

urban infrastructure and services are either currently available or planned in the future. They are generally located in areas that can cost effectively and efficiently be served by such services and infrastructure now or in the future. Long Range Urban Service Areas are generally located and sized to accommodate a minimum of 15 years of future urban development and are usually sized to incorporate considerable flexibility based on the particular methodology, nuances, and philosophies within associated municipal plans.

### **Vision**

A vision statement is your dream of the future. It is a clear, aspirational statement that inspires long term change. The vision leads your organization - it guides your Strategic Goals, Outcomes, Adaptive Strategies and Work Plans.





# APPENDIX A

## List of Resource Documents

**County Comprehensive Plan**

**County Agricultural Preservation and Land Use Plans**

**County Strategic Plan 2019**

**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**





# APPENDIX B

## Resolution to Adopt the Strategic Plan

### RESOLUTION NO. 2023-41

#### Adopting the 2023-2033 Strategic Plan

##### Executive Summary

In 2023, Jefferson County embarked on a strategic planning process. A strategic plan is a working, living document that reflects the policy direction from the elected body, sets the vision for the organization, and drives and informs an Implementation Plan which the staff will create to ensure progress and measurable results. The strategic plan will be updated and reported on regularly to the County Board. Jefferson County’s Comprehensive Plan and other existing planning documents served as the foundation for the strategic plan process, with the specific intent being the development of priorities for implementation. There was a robust engagement process with the public, consideration of previous public inputs and multiple meetings of the Board of Supervisors and key staff to create this final document for adoption.

The strategic plan process was designed to assess current efforts and status, build upon successes and partnerships, continue momentum in positive growth and services, and identify a path to further accomplishments. The vision and mission created by the County Board of Supervisors will provide policy level alignment, and when combined with the priorities and strategic goals, will give clear direction from the County Board of Supervisors to staff for budgeting, planning, and allocation of resources.

The strategic planning process was overseen and sponsored by the Executive Committee. The County Board held a public board retreat on July 31st and Aug 1st, 2023 followed by public workshop meetings on August 8th and September 12th, 2023. This resolution adopts the enclosed strategic plan based on the feedback and guidance from these meetings.

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WHEREAS, the Executive Summary is incorporated into this resolution, and

WHEREAS, the Strategic Plan adopts the following Vision Statement – **“We are a place to spend a lifetime; a welcoming community with a thriving economy, cherished roots, and an innovative mindset,”** and

WHEREAS, the Strategic Plan adopts the following Mission Statement **“Our Mission is to enhance the quality of life by providing exceptional services and programs to our community,”** and

WHEREAS, the Strategic Plan adopts the following tag line **“Explore. Thrive. Belong,”** and

WHEREAS, the following areas have been determined to be the initial County’s Strategic Priorities as set forth in the Strategic Plan:

- 1) Diverse Housing Opportunities
- 2) Highly Regarded Quality of Life
- 3) Intentional Economic Growth
- 4) Transformative Government

NOW, THEREFORE, BE IT RESOLVED that the 2023-2033 Strategic Plan is hereby adopted in its entirety and the County Administrator is directed to finalize an Implementation Plan with staff, facilitate alignment with the priority-based budgeting system and develop a process for reporting progress to the County Board of Supervisors and public, and

BE IT FURTHER RESOLVED the Executive Committee will continue to provide oversight of the Strategic Plan, which shall include referring any future amendments that may be necessary, for various reasons, including but not limited to, accomplishment of objectives, emerging trends, and/or change in priorities, to the County Board of Supervisors for consideration.

*Fiscal Note: This resolution does not have a direct fiscal impact. This plan will help prioritize and align future budgeting processes with the intent of executing the overall plan. Departments have aligned the FY 2024 Budget goals and outcomes based on the Mission, Vision, Guiding Principles, Priorities and Objectives of the plan. Future budgets will be based on this plan with further refinement based on the priority-based budgeting process.*

Christensen moved to amend the Strategic Plan definition of the word "Rural" as follows:  
An area of the County, outside of city limits, that is predominately land of open space, woodlands and agricultural use, with very light residential and non-agricultural related business. In such a rural area the population would prefer to forego city traits such as congestion, noise, vehicle traffic and conveniences such as large retail businesses, wide/fast roads and amenities of development. These residents would not harbor fears of crime or neighbor conflicts but rather enjoy wildlife encounters, quiet days and dark nights. Seconded by Poulson, discussion followed and passed.

Christensen moved to amend this Resolution by adding the following paragraph:  
BE IT FURTHER RESOLVED that protection of rural areas be of equal or greater priority than rural development in the Strategic Plan, and. Seconded by Guilig, discussion followed.  
Gulig moved to remove the words "or greater" from the above motion. Martin seconded, discussion followed and passed.

Vote on the Amended motion to amend this Resolution. Voice vote was taken and not being clear, roll call vote was taken and motion did not pass. Ayes 10 (Richardson, Smith, Martin, Lund, Nass, Turville-Heitz, Backlund, Callan, Gulig, Christensen), Noes 17 (Jones, Preuss, Zarling, Braughler, Herbst, Morris, Wineke, Degner, Goose, Kutz, White, Drayna, Kannard, Poulson, Jaeckel, Lindl, Fitzgerald), Abstain 1 (Johns), Absent 2 (Foelker, Roberts), Vacant 0.

Vote on Passage of Resolution as drafted. Roll call vote requested by Supervisor Zarling and passed. Ayes 25 (Jones, Richardson, Preuss, Zarling, Braughler, Herbst, Morris, Wineke, Degner, Goose, Johns, Smith, Lund, Nass, Turville-Heitz, Kutz, White, Drayna, Backlund, Kannard, Poulson, Jaeckel, Lindl, Fitzgerald, Callan), Noes 3 (Martin, Gulig, Christensen), Abstain 0, Absent 2 (Foelker, Roberts), Vacant 0.

Referred By:  
County Administrator after review and endorsement  
by the Executive Committee and County Board

10-24-2023

For more information about the Strategic Plan please visit:  
[www.jeffersoncountywi.gov/](http://www.jeffersoncountywi.gov/)

Or contact:  
Jefferson County Administrator  
311 S. Center Avenue  
Jefferson, Wisconsin 53549  
920-674-7101



**JEFFERSON COUNTY**  
**WISCONSIN**

Explore. Thrive. Belong.