

AGENDA

Task Force on County Operations & Organization

UW Extension
864 Collins Rd, Room 12
Jefferson, WI 53549

April 22, 2015 – 8:30 a.m.

Members

Kathi Cauley, Jennifer Hanneman-Chair, Sue Happ, George Jaeckel, Ron Krueger,
Russell Kutz-Vice Chair, Steve Nass, Joe Nehmer, Timothy Smith-Secretary

1. Call to Order
2. Roll Call
3. Certification of Compliance with Open Meeting Law Requirements
4. Review of Agenda
5. Public Comment (Members of the public who wish to address the committee on specific agenda items must register at this time)
6. Communications
7. Approval of April 9, 2015 Task Force meeting minutes
8. Facilitated Focus Group Dialogue Session (Steve Grabow)
9. Discuss scheduling topics for future agendas
10. Tentative Future Meeting and Agenda Items (May 6, 2015 Room 202)
11. Adjourn

The Committee may discuss and/or take action on any items specifically listed on the agenda

Individuals requiring special accommodations for attendance at the meeting should contact the County Administrator 24 hours prior to the meeting at 920-674-7101 so appropriate arrangements can be made.

**JEFFERSON COUNTY BOARD
COMMITTEE MINUTES**

April 9, 2015

Task Force on County Operations & Organization

1. Call to Order

Meeting was called to order by Hanneman at 10:30 a.m.

2. Roll Call

Task Force Members

Members present: Jennifer Hanneman, George Jaeckel, Ron Krueger, Russell Kutz, Joe Nehmer, Timothy Smith, Kathi Cauley, Susan Happ and Steve Nass.

Others Present: Tammie Jaeger, Administration; Benjamin Wehmeier, County Administrator; Jim Schroeder, County Board Chair; Steve Grabow, Community Development Agent; Brian Lamers, Finance Director; Supervisor Walt Christensen and John Hockhammer, Wisconsin Counties Association.

3. Certification of compliance with Open Meeting Law Requirements

Wehmeier certified compliance with the open meeting law.

4. Review of Agenda

No changes

5. Public Comment

Supervisor Zentner shared his ideas on what he feels the Task Force might look at accomplishing including public input.

6. Communications

- County Board Rules
- Spreadsheet on Jefferson County Committees and Statutory Requirements
- Spreadsheet on Comparison of County Committees
- Forms of Governance – Traditional vs. Policy Governance
- How Our Courts View the Distinction Between Policy and Administration

7. Approval of March 25, 2015 Task Force meeting minutes

Motion by Kutz; Second by Jaeckel to approve the March 25, 2015 Task Force meeting minutes as printed. (Ayes-All) Motion carried.

8. Discussion and possible action on current committee, board and commission responsibilities, size and structure with participation from the Wisconsin Counties Association (WCA)

Several handouts were provided for the Task Force to review. Wehmeier introduced John Hockhammer from WCA. Hockhammer discussed board size in various counties. He explained that a change in leadership or key personnel, number of supervisors on the board or creating a strategic plan can all play a role in the number of committees a county has and their size. He discussed how the State of Wisconsin is different from other states and also talked about Traditional vs. Policy Governance. The idea of organizing intergovernmental meetings was discussed. Hockhammer supported this idea. He suggested coordinating an intergovernmental meeting starting with Jefferson County and expanding from there. Hockhammer addressed questions and comments from the Task Force members. Schroeder would like the Task Force to do some research on reducing the number of standing committees and reducing the number of County Board Supervisors. This will be discussed at a future meeting. No action taken.

9. Discussion and possible action on principle statement

This will be discussed on April 22nd. No action taken.

10. Review information from Department Heads regarding comparable counties

This will be discussed on April 22nd. No action taken.

11. Review information from Department Heads regarding comparable counties

This will be discussed on April 22nd. No action taken.

12. Tentative Future Agenda Items and Meeting Dates (April 22, 2015 8:30 a.m. – UWX & May 6, 2015 at 10:00 a.m. - UWX)

- Approval of April 9, 2015 Task Force meeting minutes (April 22nd)
- Discussion and possible action on principle statement (April 22nd)
- Review information from Department Heads regarding comparable counties (April 22nd)
- Planning Session with Steve Grabow (April 22nd)

Future Agenda Items:

- Discussion and possible action on alternate staffing model to reduce overtime costs in the Sheriff's Office
- Discussion on Jail Assessment Fund
- Discussion and possible action on the county-owned farm
- Review future capital projects
- Report from the Finance Department on future projections – State Levy Caps
- Discussion on shared services:
 - a. Discussion with Mayors & Village Presidents regarding shared services
 - b. Department Head reports including current and potential possibilities for shared services
 - c. Discuss possible shared services with agencies outside of Jefferson County
- Discuss reports from Department Heads regarding their ideas on how things can be done better
- Presentation from other counties on their CQI process
- Information on the barriers and opportunities that may exist with combining services such as Fire and EMS – Krueger
- Possible topics presented by the Wisconsin Counties Association (WCA)
- Discussion and possible action on doing a time study
- Discussion and possible action on agenda format

13. Adjourn

Motion made Jaeckel; Second by Kutz to adjourn at 12:10 p.m. (Ayes-All) Motion Carried.

**Jefferson County Task Force
on
County Government Organization and Operations:
Diagnostic Session with Task Force Core Group
and Follow-up Process Adjustments**

PROCEEDINGS REPORT
April 9, 2015 (9:30-10:30 am)

Core Group Participants:

Jennifer Hanneman, Task Force Chair
Jim Schroeder, County Board Chair
Joe Nehmer, Task Force Member and Parks Director
Ben Wehmeier, County Administrator
Steve Grabow, Facilitator, UW Extension

Proceedings Report Prepared By:
Steve Grabow, Professor and Community Development Educator
UW-Extension, Jefferson County Office
April 13, 2015

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Section 1: Background, Observations, and Discussion Points

The facilitator provided an overview of background, observations and discussion points to help the task force further diagnose the process refinements that might assist their work.

Background

- A. Purpose or Charge of Task Force (from Resolution) to guide the process:
- ❖ Conduct research
 - ❖ Make policy recommendations to the Board
- B. Intended Outcomes/Vision Ideas (from Resolution):
- ❖ Reduce operational costs
 - ❖ Enhance ability of county government to provide and sustain delivery of quality services to its citizens
 - ❖ Quality services as mandated and/or desired by the citizens of Jefferson County
- C. Major processes used in decision-making typically involve these five activities (all which have steps):
- 1) Learning processes (for understanding)
 - 2) Research/assessment processes (for discovery and finding clues)
 - 3) Evaluation processes (to see how we are doing)
 - 4) Operating and supervising processes (to run the operation)
 - 5) Planning and design (to create a new situation or modify an existing situation-usually to make it better)
- D. Typical Steps in Planning (from the presentation on the Jefferson County Government Strategic Plan-2010)
- a) Preliminary Education and Diagnosis of Process
 - b) Determine People to Involve
 - c) Plan for Planning (the process to use)
 - d) Review mandates
 - e) Determine Purpose of the System
 - f) Clarify Values/Principles
 - g) Assessments of the situation (**See the “Research” Charge of the Task Force**)
 - h) Determining and clarifying the issues and challenges
 - i) Describe the ideal vision of success of what the organization wants to look like in the future
 - j) Formulate strategies that address the issues and move towards the vision.
Strategies include:
 - Actions
 - Tasks
 - Programs
 - Policies (**See the “Policy Recommendations” Charge of the Task Force**)
 - Practical initiatives
 - k) Plan Management Steps (Plan review, approval and implementation considerations)

Observations

- The Task Force has worked hard at learning, research and evaluation activities through its review of audits and other work (See the “Research” charge). This is very useful.
- The Task Force appears to be moving into a planning phase and could benefit from some light structure to integrate some of the typical planning steps.
- There are some important steps in planning that should be done (at least touched on) before getting to formulating strategies (and coming up with “policy recommendations” is a form of strategy)
- During our discussion at the last Task Force meeting there was excellent dialogue and ideas being generated on some of the typical planning steps (i.e. on values/principles; on issues and challenges; on vision ideas; and some preliminary strategy ideas, too)***
- There appeared to be interest in having a facilitated session(s) of the Task Force to capture some of the ideas from the members around values/principles, issue framing, vision or desired outcomes as well as a wide variety of potential strategies (not just policy). This could be productive.

Key Question

- ✓ How would the Task Force like to proceed on some of the potential additional planning steps identified?
-

Examples of Ideas on Other Planning Steps at March 25th Task Force Meeting

Possible Issue Areas:

- Capacity building and team building among departments and workforce
- Empowering departments with mechanisms for process and operations improvement
- Refinement of the County Government Vision

Possible Task Force Values Statements/Principles:

- All departments are unique and will have different ideas and needs
- Processes for will include opportunities for engagement by others affected
- Rationale will be established for ideas
- Testing of Task Force findings through engagement mechanisms is beneficial to the process

*Section 1 Prepared By: Steve Grabow, UW Extension, Jefferson County Office, 4/8/15;
Shared with Core Group, 4/9/15*

Section 2: Dialogue, Comments and Reaction by Core Group Members

The facilitator generally captured a few comments during the diagnostic dialogue. There was considerable discussion around refining the Task Force process. There was no testing of the level of consensus among these statements.

Comments and Reaction

- Context of the Task Force charge:
 - The world we live in has changed in the past few years
 - One way of approaching the Task Force exercise is to think about what we should look like if we were starting County government all over.
- Process Considerations:
 - The Task Force has gathered a lot of information and done a lot of listening, but has reached a point where they need some process guidance.
 - The Task Force needs to frame the implications of what they have learned over these past meetings.
 - The Task Force needs some formality and structure in its process
 - The Task Force could benefit from some further guidance in its process.
 - The Task Force needs some input from outside the group right now (Departments)
 - The Task Force recommendations could benefit from broader input later to further test ideas and findings.
 - Communication pieces on the work of the Task Force will be important at some point.
- Operating Principles: The Task Force should have transparency and inclusiveness as operating principles of the group.
- Strategy Option: There is an opportunity to look into organizational options for County government.

Section 3: Follow-up Process Adjustment Considerations

The Core Group and the facilitator discussed possible adjustments to the process. In particular, it was noted that the Task Force may benefit from some typical planning steps (See Section 2-Typical Steps in Planning and Observations). The Core Group agreed to introduce several planning workshop sessions to touch on some of the important planning steps that have not been formally a part of the Task Force charge. Shown below are schematic ways to look at useful adjustments to the Task Force process.

Overview of Possible Task Force Phases

- ❖ Initial Task Force Phase: The first seven meetings from January through early April focused on research, learning, evaluation/assessment with the review of audits, analysis of comparable county data, comparison of other county structure and other work.
- ❖ Lightly Structured Planning Phase: This will consist of several facilitated workshops to build on the work of the initial phase and touch on the planning steps related to: values/principles identification, issue clarification, strategy formulation and plan implementation/management.
- ❖ Task Force Findings and Recommendations Phase: The Task Force will complete its charge and assignment as a special Task Force as outlined in the County Board Resolution (Target Date for Report: May 12, 2015)

Profile the Planning Effort: Possible Components of the “Lightly Structured Planning Phase”

The facilitator agreed to provide the Core Group and Task Force a process path to touch on the typical planning steps discussed at the strategic planning overview session and at the Core Group diagnosis session.

- a) Preliminary Education and Diagnosis of Process
 - The Task Force held a session to learn about the Jefferson County Government Strategic Plan (2010) on March 25th.
 - A diagnosis session with the Core Group was held on April 9th.
- b) Determine People to Involve
 - Task Force will become a “planning team” for this phase
 - The Department Heads will participate in a focus group workshop designed and conducted by the facilitator.
 - The Core Group and Steve Grabow agreed that he will design and facilitate two workshops with the planning team and one workshop with the Department Heads.
 - Future citizen and public official engagement method options have been discussed but not determined.
- c) Plan for Planning (the process to use)
 - This “Profile” represents and outline of the Plan for Planning
- d) Review mandates
 - The County Government Strategic Plan (2010) includes a mandates review.

- e) Determine Purpose of the System and This Effort
 - The County Government Strategic Plan (2010) includes the Jefferson County Mission.
 - This lightly structured planning phase effort addresses multiple purposes:
 - To lightly touch typical planning steps not in the formal Task Force charge
 - To further implement one of the three strategic issues in the County Government Strategic Plan (Strategic Issue 3. Public Services/Quality: See Exhibit 1 Excerpt)
- f) Clarify Values/Principles
 - The County Government Strategic Plan (2010) includes nine core values.
 - The Task Force has started to identify operating principles to guide their process, and operating principles will be refined during the facilitated workshop.
- g) Assessments of the situation (**See the “ Research” Charge of the Task Force**)
 - The County Government Strategic Plan (2010) includes a Strengths, Weaknesses, Opportunities/Hopes and Challenges Analysis (Environmental Assessment)
 - The facilitator will design and facilitate assessment exercises as part of the workshops for the Planning Team and Department Heads.
- h) Determining and clarifying the issues and challenges
 - The County Government Strategic Plan (2010) identified three strategic issues.
 - The facilitator will design and facilitate dialogue exercises to help clarify issues and challenges uncovered as part of the initial Task Force phase.
- i) Describe the ideal vision of success of what the organization wants to look like in the future.
 - The County Government Strategic Plan (2010) contains a Vision Sketch.
 - The facilitator will design and facilitate a vision sketch update exercise as part of the workshops for the Planning Team and Department Heads.
- j) Formulate strategies that address the issues and move towards the vision.

Strategies include:

 - Actions
 - Tasks
 - Programs
 - Policies (**See the “Policy Recommendations” Charge of the Task Force**)
 - Practical initiatives
 - The County Government Strategic Plan (2010) contains major initiatives and strategic for each of the three strategic issue consisting of a pattern of strategies (actions, tasks, programs, policy recommendations and practical initiatives)
 - The facilitator will design and facilitate dialogue exercises to provide general direction for possible major initiatives and strategies(which may include actions, tasks, programs, policy recommendations and practical initiatives)

- k) Plan Management Steps (Plan review, approval and implementation considerations)
- The facilitator will provide educational resources to guide the Task Force on key concepts and processes associated with plan management steps which could occur during the Task Force Findings and Recommendations Phase.
-

Exhibit 1

Strategic Issue 3. Public Services/Quality: How do we decide what services we should provide and at what level while responding to quality, quantity and return on investment?

MAJOR STRATEGY INITIATIVES FOR PUBLIC SERVICES/QUALITY:

1. Understanding about County Government - Determine and develop the foundational understanding about the importance and role of County government.
2. Mandates Interpretation and Public Good - Determine County services that are essential for quality of life, environmental stewardship, economic development and the public good, but are not necessarily formally mandated.
3. County Department and County Committees - Advance the response to service provision and quality through the work of individual County departments and policy committees.

Source: Jefferson County Government Strategic Plan (2010) Executive Summary

Appendix

Also included in this Proceedings Report are a few resources that may be useful to the Task Force including:

- Jefferson County Board Resolution: Establishing Task Force on County Government Organization and Operations
- Executive Summary: Jefferson County Government Strategic Plan (2010)
- Duration of Planning Processes: Extensive and Simplified Approaches
- Dynamics of Group Decision-Making: The Diamond of Participatory Decision-Making
- Jefferson County Consensus Vision Statements
- Terms Used in Strategic Planning (UW Extension Strategic Planning Team)

RESOLUTION NO. 2014-52
Establishing Task Force on County Government Organization and Operations

Executive Summary

Operational costs for Jefferson County government are rising at a faster rate than revenues. One method to address these rising operational costs is to determine how county government can be operated more efficiently without reducing or eliminating services to the citizens of Jefferson County. This can be accomplished by creating a Task Force on County Government Organization and Operations which will work with the County Administrator and staff of county departments. This task force will be charged with conducting research and making policy recommendations to the Board that would reduce operational costs and enhance the ability of county government to provide and sustain delivery of quality services to its citizens as mandated and/or desired by the citizens of Jefferson County.

WHEREAS, Jefferson County government is operating in a fiscal environment where operational costs rise at a faster rate than revenues, and

WHEREAS, Jefferson County government provides services that are mandated by the State of Wisconsin and/or desired by its citizens, and

WHEREAS, the best way to address the rising operational costs is to determine how county government can be operated more efficiently without reducing or eliminating services to the citizens of Jefferson County.

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board of Supervisors hereby establishes the Task Force on County Government Organization and Operations, with support from the County Administrator and respective staff, which is charged with conducting research and making policy recommendations to the Board that would reduce operational costs and enhance the ability of county government to provide and sustain delivery of quality services to its citizens as mandated and/or desired by the citizens of Jefferson County.

BE IT FURTHER RESOLVED that the Task Force shall be comprised of between 7 and 9 members appointed by the County Board Chair consisting of county board supervisors, county employees, elected officials and/or other interested participants. The Task Force may assemble advisory groups and/or working groups to address specific issues and/or functional areas of County Government.

BE IT FURTHER RESOLVED that the Task Force shall report its findings and recommendations to the County Board no later than May 12, 2015, at which time the Task Force shall be dissolved, or if additional research is needed, continued until its mission is complete.

Fiscal Note: Estimated expenses for per diems and mileage will be approximately \$3,000. The actual amount will be determined by the number of Task Force meetings and the number of County Board members appointed to the Task Force. Expenses will be paid using budgeted funds.

Ayes: voice vote Noes _____ Abstain _____ Absent _____ Vacant _____

Requested by Administration & Rules Committee

11-12-14

J. Blair Ward: 09-24-14; 09-29-14; 11-05-14

APPROVED: Administrator: BW; Corp. Counsel: JBW; Finance Director: BL

Jefferson County Government Strategic Plan

EXECUTIVE SUMMARY

Strategic planning is defined as “a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does and why it does it.” The strategic planning process is a powerful approach for helping organizations figure out what is really important and what they should do about it. The strategic planning process helps organizations look at “the big picture”, but also leads to specific, targeted actions.

A strategic plan focuses on organizational dynamics, and typically identifies two to four strategic issues (or fundamental challenges to organizational effectiveness). A strategic plan provides a strategy or action framework to address the specific strategic issues.

The strategic planning process used for the Jefferson County Government Strategic Plan is based on the approach developed by the University of Wisconsin-Extension Strategic Planning Team. The process includes these specific steps:

- Planning the process and stakeholder analysis (Section 1)
- Assessing formal and informal mandates (Section 2)
- Determining core values and the mission of the organization (Section 3)
- Assessing the internal and external environment of the organization (Section 4)
- Identifying strategic issues and the vision of success for the organization (Section 5)
- Formulating strategies and an action agenda (Section 6)
- Reviewing and adopting the strategic plan, implementation activity and reassessment of the plan (Section 7- plan management steps)

Section 1- Stakeholder Analysis

The Steering Committee performed a Stakeholder Analysis in which those individuals or groups that are affected by or affect County government were identified. Over 50 external stakeholders (outside of the County government) were identified. The Steering Committee identified 12 internal stakeholders. These stakeholder groups were organized by “primary stakeholders” and “secondary stakeholders” to help figure out which stakeholders might warrant extra attention for this cycle of planning.

Primary stakeholders groups identified by the Steering Committee include:

- ❖ Employees and Union-Internal
- ❖ Clients of our Departments/Customers of Our Services-Internal and External
- ❖ Future Generations-External
- ❖ Businesses (Present and Future)-External
- ❖ People of the County-Internal and External

The Steering Committee then developed performance criteria for these stakeholder groups. This exercise helped the planning team think about the criteria that stakeholders might use to judge the performance of County government.

Section 2- Formal and Informal Mandates

The Steering Committee identified, generalized and characterized important “formal” or codified mandates. These “organizational musts” were organized around County departments or functions. The Committee used their experience to note these required activities. The Steering Committee also identified “informal” mandates which are those County activities that, over time, have become expected from stakeholders. The Steering Committee then shared perspectives on how they viewed the implications of formal and informal mandates for future County direction.

Section 3- Values and Mission Statement

Core Values:

The Steering Committee generated a list of 37 “core values” in responding to these questions:

- What do we really care about in relating to key stakeholders?
- What is our philosophy as to how we would like to be viewed?
- What are the values that we should have that help indicate how Jefferson County wants to operate?

The Steering Committee identified three broad value categories and seven individual values that they would like to emphasize. These County government values are:

Service:

Respect: We respect others and people we come in contact with (including future generations); the “Golden Rule” extended over time.

Transparency: We need to abide by open meetings laws, welcome public input and be as open as possible.

Honesty: We will assess cost and value accurately, holistically and honestly

Responsibility: We have equal and binding responsibility for our many rights. We are responsible for ourselves, our nation, our world and future generations.

Stewardship:

Trust and Stewardship: We need to be wise stewards of what has been entrusted to us. (financial, timeliness, people resources, natural resources, etc.). We are stewards of things that are entrusted to us (such as buildings, facilities, equipment, land, vehicles, etc.)

Accountability: We have to be accountable for what we are striving to do; we should have explanations but not excuses.

Skills:

Competence: Exercise responsibility in doing my job and having the necessary skill-set.

Professionalism and Efficiency: When we deal with the public we handle it in both a professional and quick manner. We will get the answer right away or get them to the right place.

Innovation: We are willing to approach things differently than they have been done before; get beyond “that’s the way we have always done it.”

Mission Statement:

The Steering Committee also was asked to respond to these questions about County government's purpose or mission:

- ❖ What is our fundamental purpose as a County government organization?
- ❖ What are we here to do?
- ❖ What are the basic social and community needs that we address?

This resulted in 17 potential Mission Statements. The Steering Committee went through several sessions and multiple exercises to refine its Mission Statement. Subsequently, a Mission Statement for Jefferson County government was approved.

Jefferson County Mission Statement:

“To fulfill County government's responsibilities to its citizens and advance the quality of life in Jefferson County.”

There was interest in developing a shorter version of the mission for use in various County communication pieces. A Motto for Jefferson County government was approved.

Jefferson County Motto:

“Jefferson County: Responsible government advancing quality of life.”

Section 4- Strengths, Weakness, Opportunities and Challenges (S.W.O.C.) Analysis

The participants responded to these four elements to help clarify the condition of the organization (Jefferson County government). The strengths and weakness look at the past and present, and are assessments of the internal organization. The challenges and opportunities/hopes look into the future. The S.W.O.C. analysis supplies an overall systems view of the organization, and it brings to the surface clues for identifying key strategic issues and the contours of effective strategies. The opportunities and hopes exercise provides an early foundation for Jefferson County vision statements, and were grouped by “physical ideas” (those described for the physical setting of the County) and by “organizational ideas” (those relating to County government as an organization).

The input was further organized into theme or possible preliminary issue areas. The Steering Committee identified many strengths in the operation of Jefferson County government. The assessment also revealed an honest effort at identifying weaknesses. External challenges or outside factors that could negatively affect the County were also listed. There were varying degrees of agreement and disagreement from the strengths, weaknesses and challenges assessment. Since the “Opportunities and Hopes” section was intended to prompt the future “vision of success” for both the setting of Jefferson County and County government, there was an effort to gauge consensus among the members of the Steering Committee.

The significant assessment work in Section 4 significantly informed the development of possible issues in Section 5. In addition, the results from the “Opportunities and Hopes” became the basis for the Consensus Vision Statements in Section 5.

Section 5- Issues and Vision

The Steering Committee generated a list of 16 issues based on what they believed were some of the fundamental challenges facing Jefferson County. They initiated extensive dialogue sessions to help characterize the essence of the issue or dilemma. The Steering Committee members also provided “explanations” as to why they thought each issue was important to address. Subsequently, each issue was framed as an open-ended question with many ways of responding. Through consensus, the list of potential issues was narrowed to seven issues facing Jefferson County government.

Issues:

Issue A. Education and Communication: How can County government educate both the public and its own internal stakeholders about its mission and services?

Issue B. Financial/Internal: What are the appropriate levels of spending and sources of revenue in County Government?

Issue C. Partnerships/Cooperation: How can we foster cooperation with other governmental bodies and groups, and promote public and private philanthropy?

Issue D. Environmental/Economic/Cultural: How do we protect and preserve our environmental and cultural heritage, and become energy secure while encouraging and supporting sustainable economic activity?

Issue E. Public Services/Quality: How do we decide what services we should provide and at what level while responding to quality, quantity and return on investment?

Issue F. Decision Making/Techniques: How can we make educated decisions about programs and services based on best practice models, methods and techniques?

Issue G. Organizational Structure: How can we restructure County government to meet the service needs/priorities of County residents within public funding levels?

Determining the Strategic Issues:

The Steering Committee selected three strategic issues (representing the most important or fundamental of issues) based on a review of the results from a Decision Matrix tool, findings from a citizen opinion survey, and dialogue around the impacts of issues on the future of County government.

The Committee observed that addressing these three strategic issues would also help make progress on the other four issues because of interrelationships. The Committee did not want to rank these strategic issues separately but instead rated all three as the strategic issues to further address in the strategy formulation phase.

Strategic Issue 1. Education and Communication: How can County government educate both the public and its own internal stakeholders about its mission and services?

Strategic Issue 2. Environmental/Economic/Cultural: How do we protect and preserve our environmental and cultural heritage, and become energy secure while encouraging and supporting sustainable economic activity?

Strategic Issue 3. Public Services/Quality: How do we decide what services we should provide and at what level while responding to quality, quantity and return on investment?

Vision:

The consensus vision statements are based on the identification of opportunities and hopes for the future. A vision statement is a “description of a desired end-state” or a “description of what is desired to be in place at a future point in time”. The Final Plan contains a detailed vision of success for Jefferson County government. Shown below is a selection of five prominent vision statements that were tested in the citizen survey.

Jefferson County will:

- Be known for its strong agricultural economy and farmland preservation.
- Attract new businesses and grow existing businesses because it becomes known as a place with a high quality of life, attractive business sectors and high functioning County government.
- Be our “home place” of nice small towns with proximity to urban areas, but retain our rich and diverse base of assets.
- Maintain and improve our environment that supports a healthy lifestyle and healthy living.
- Become the center of the Glacial Heritage Area and be known for its recreational opportunities.

Section 6- Strategy Formulation

The purpose of this step is to create a set of strategies to address the three priority strategic issues that have been selected. A strategy is defined as a pattern of purposes, policies, programs, projects, or actions initiated by the organization. Strategies respond to the challenges and open-ended question from each strategic issue.

Strategic Issue 1. Education and Communication: How can County government educate both the public and its own internal stakeholders about its mission and services?

MAJOR STRATEGY INITIATIVES FOR EDUCATION AND COMMUNICATION:

1. Staff/Resources - Commit staff and resources to education and communication about County Government.
2. Education/Schools - Integrate County Government matters into existing school curriculum.
3. County Government Strategic Plan - Communicate and educate about the content and direction of County Government based on the County Strategic Plan.
4. Best Practice and Marketing Research - Use expertise of UW Whitewater faculty and/or others in developing a communication system that is based in sound practice and methods.
5. Media - Package a variety of multi-media communication methods such as films, videos, technology assisted mechanisms, web-site updates, print and other innovative methods.

Strategic Issue 2. Environmental/Economic/Cultural: How do we protect and preserve our environmental and cultural heritage, and become energy secure while encouraging and supporting sustainable economic activity?

MAJOR STRATEGY INITIATIVES FOR ENVIRONMENTAL, ECONOMIC, CULTURAL:

1. County and Community Projects - Integrate real County (and community projects) into implementation programs in order to demonstrate County commitment to this issue.
2. Sustainability Task Force - Use the “charge” of the Sustainability Task Force as a way to move forward individual projects (see Major Strategy Initiative 1. above) and other ideas --including the development of a “County Energy Plan”.
3. Partnerships and Relationships - Build on relationships with our large employers and other communities/municipalities to advance this issue (including Trek, Fort Health Care, Standard Process, Custom Shop, Nestle’s, Cities of Jefferson, Watertown, Waterloo, others) .
4. Other Vision Documents, Plans and Transportation Planning - Use the vision ideas from the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis), and follow-up with a rigorous transportation plan.
5. Cultural Heritage - Build on our established cultural heritage and long term values.

Strategic Issue 3. Public Services/Quality: How do we decide what services we should provide and at what level while responding to quality, quantity and return on investment?

MAJOR STRATEGY INITIATIVES FOR PUBLIC SERVICES/QUALITY:

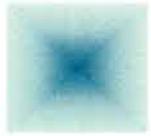
1. Understanding about County Government - Determine and develop the foundational understanding about the importance and role of County government.
2. Mandates Interpretation and Public Good - Determine County services that are essential for quality of life, environmental stewardship, economic development and the public good, but are not necessarily formally mandated.
3. County Department and County Committees - Advance the response to service provision and quality through the work of individual County departments and policy committees.

Section 7- Plan Management

The Steering Committee concluded the strategic planning process by acting on the important plan management steps as they transitioned from “planning” to “management of the plan”. The Committee identified the desired protocol for plan review in order for Jefferson County to reach the organizational approvals necessary to proceed with the plan. The Steering Committee approved this Jefferson County Strategic Plan unanimously.

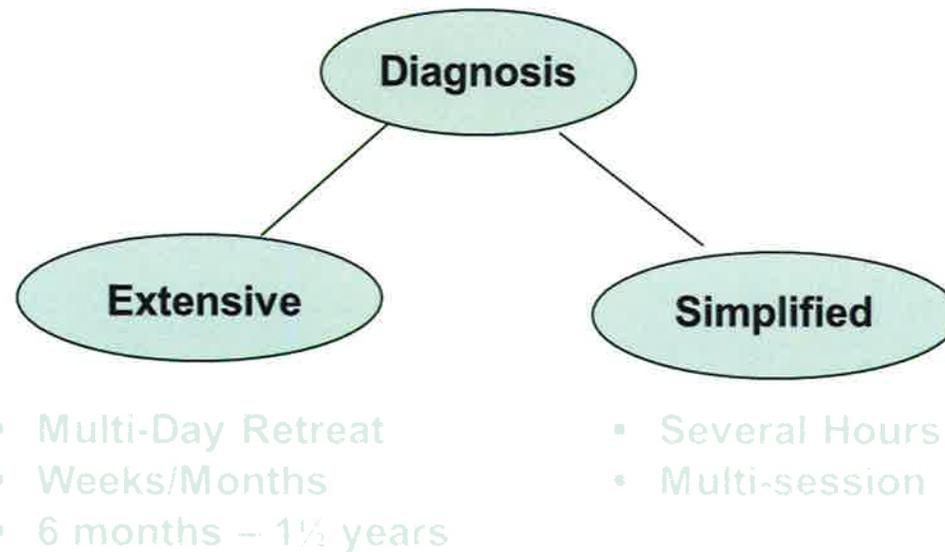
This section also includes the Steering Committee’s guidance for the “Plan Implementation Step”. The plan implementation process step provides the direction as to how the adopted strategic plan will be incorporated into relevant County government organizational systems. The Committee chose to empower various implementation bodies to provide additional detail on the specific actions beyond those major strategy initiatives developed in the strategy formulation section. The Steering Committee identified those key implementation bodies, including County policy committees and departments that will be critical leaders of plan implementation.

And finally, this section describes the Steering Committee’s direction for the last step of a strategic planning process which is “Plan Reassessment”. The purpose of this step is to periodically reassess the effectiveness of the strategies as they are being implemented. This involves periodic monitoring and oversight of the plan, strategy evaluation and consideration of timing for doing a new round of strategic planning. The County’s Administration and Rules Committee will provide plan oversight and a plan update should be considered in two or three years.



Duration of Planning Processes: Extensive and Simplified Approaches

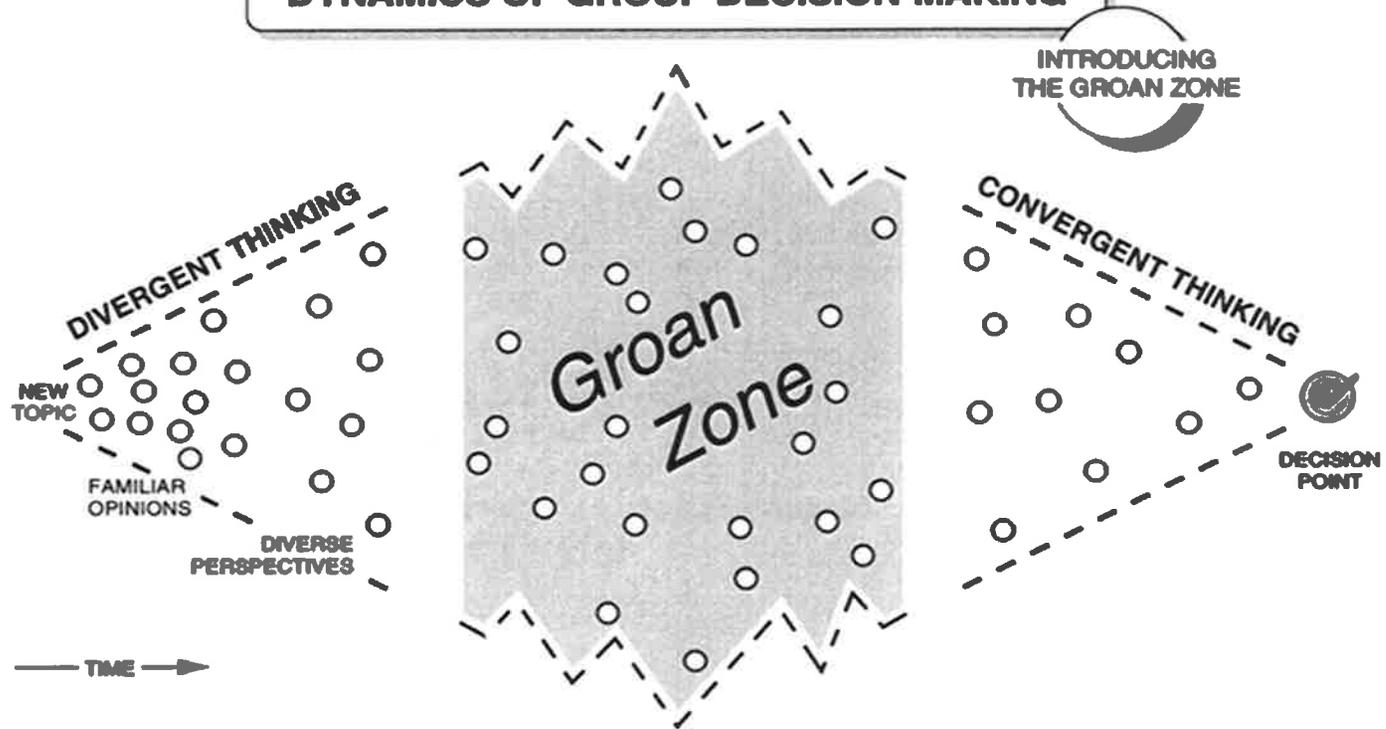
Visioning and Planning



Source: Oregon Vision Project, 1993, p. 14

University of Wisconsin-Extension Strategic Planning Program Team, June 1997

DYNAMICS OF GROUP DECISION-MAKING



Struggling to understand a wide range of foreign or opposing ideas is not a **pleasant experience**. Group members can be repetitious, insensitive, defensive, short-tempered . . . **When this occurs**, most people don't have the slightest notion of **what's happening** to them. **Sometimes the mere act** of acknowledging the existence of the *Groan Zone* can be a **significant step** for a group to take.

COMMUNITY AT WORK © 1996

JEFFERSON COUNTY CONSENSUS VISION STATEMENTS

The consensus vision statements are based on the identification of opportunities and hopes for the future. The Steering Committee used a “We-Agree” technique to determine those “vision ideas” in which there was agreement. The vision statements are organized by two broad categories: PHYSICAL and ORGANIZATIONAL. This separates those vision ideas that address the physical, tangible characteristics of Jefferson County (physical) in contrast to those vision ideas that pertain to Jefferson County government as an organization (organizational).

JEFFERSON COUNTY GOVERNMENT: VISION STATEMENTS

■ PHYSICAL AND IN THE JEFFERSON COUNTY SETTING

Fiscal/Economic

- a. A strong and improving economy.

Parks/Recreation

- a. Projects like the Glacial Heritage Trails should be a win-win for the future.
- b. Jefferson County becomes the center of the Glacial Heritage Area and is known for its recreational opportunities.
- c. A hope for successful implementation of the Glacial Heritage Area proposal. This is a once in a lifetime opportunity to help our people, our environment and our economy.

Agriculture

- a. Jefferson County is known for its strong agricultural economy and farmland preservation.

Community Livability

- a. Jefferson County attracts new businesses and grows existing businesses because it becomes known as a place with a high quality of life (Glacial Heritage) and attractive business sectors (new Agriculture and clean energy sectors) and high functioning county government.
- b. Huge potential to build community spirit even with challenges; huge potential to get back to a simpler way of community life.
- c. Hope that we retain the balance between the natural side of life and the city/urban make-up. (Keep the balance between the urban and rural make-up of our county).
- d. Hope that our “home place” of nice small towns, nice proximity to urban areas, but retain our rich and diverse base of assets.
- e. Hope to maintain and improve our environment that maintains and supports a healthy lifestyle and healthy living.
- f. Hope for food sufficiency and health care for the future population.

Public/Citizenry/Demographics

- a. Hope that we have our youth staying or coming back to Jefferson County.

Environment

- a. Hope for ecological improvement and build on what we have rather than see environmental declination.

■ ORGANIZATIONAL AND GOVERNMENTAL (Jefferson County Vision of Success)

Public/Citizenry/Demographics

- a. Hope the level of trust the community has in Jefferson County Government can improve.
- b. Hope to have support for those that commute in and out of Jefferson County.

Departmental/Workforce

- a. We have a very strong staff and personnel to create a positive vision.

Group Relationships

- a. We're not alone -- potential for synergism with other counties and local units of government.
- b. Hope for a spirit of cooperation among all elected officials and among all our jurisdictions (we are surrounded by public servants that want to do what is best).
- c. Hope to look at ways for a more regionalizing of services (more regional transportation, more regional consortiums like 5 count health consortium, more like the HOME consortium, more collaborative).

Organizational Structure

- a. Supportive Board and department committees.

Culture and Values

- a. No agendas other than what is best for the County in its entirety.
- b. Hope to be optimistic about the changes affecting us.
- c. Hope that we remain optimistic that change is a good thing for our citizens.

Leadership

- a. Qualified and fully supportive Board with true vision and leadership.
- b. Hope for a succession of leaders to retain our vision.

Community Livability

- a. Jefferson County government (in its services, employees and elected officials) is generally viewed by citizens as being better and different than the stereotypical government agency.
- b. Hope that the county retains its safety (low crime, low homicide, overall safe environment).

Resources/Facilities/Equipment/Technology

- a. Hope we don't always have to say no.

Statutory/Rules/Roles/Mission/Plans

- a. Hope for a strategic energy plan to make us carbon-neutral and energy secure.

Definition of a Vision Statement: A description of a desired end-state. Definition of Vision of Success: A statement of what an organization should look like in the future.

Source: Adapted from "Jefferson County Strategic Plan: Final Plan Report". October 2010.
<http://jefferson.uwex.edu/files/2010/09/Final-Plan-Report-2010-w-letter.pdf>

▼ Terms used in strategic planning

Approach—A mode of conduct directed in a given way toward a particular set of circumstances. An approach consists of principles of action and a methodology for operationalizing them. An approach may be comprised of several or many steps, and may employ a variety of tools, techniques and skills to carry out its various steps.

Champion (or process champion)—A person or group who believe in and commit to the planning process. Champions provide the energy and commitment to follow through, and are usually the people who have primary responsibility for managing the strategic planning process from day to day. They model the kind of behavior they hope to get from other participants, and are “cheerleaders” who, with sponsors, keep the process on track and push and encourage the strategic planning team and others through difficult spots. They may or may not be the initiators of the planning process. The role of “champion” is different from the role of “sponsor” (q.v.), even though sometimes champions and sponsors may be the same people.

External environment—The outside environment in which an organization operates, often analyzed in terms of the opportunities and threats present and anticipated in the organization’s environment. External environment factors include forces and trends, key resource controllers, competitors and collaborators. The relationship between what is considered the external environment and what is the internal environment is often fluid.

Facilitate—To free from obstacles and difficulties; make easier; aid, assist or help bring about. More specifically, to make use of appropriate group and individual process skills, techniques and tools to assist or enable a group to implement an approach.

Generate-organize-select—A three step “mini-process” that occurs in many of the steps in the strategic planning approach. A group may use various tools to generate values, ideas, solutions, measures, issues, strategies, etc. Other tools and techniques are used to organize what is generated into meaningful and more useful forms or formats. Tools of a third type are used to choose or select what items or actions actually become parts of the strategic plan.

Goals—The performance levels or amount of an objective to be attained within a specific time and cost limits. Objectives and goals operationalize values for specific situations. (Some organizations interchange the meanings of goals and objectives.)

Implementation—To give practical effect to; to insure actual fulfillment by concrete actions.

Initial agreement (or “Plan for Planning”)—An initial agreement among key internal decision-makers or opinion leaders (and sometimes key external leaders) on the purpose and worth of the overall planning effort, who should be involved in the planning effort and how they should be involved, the specific planning steps to be followed and the timing of reports. As the planning effort gets underway, amendments to the initial agreement or new agreements incorporating new participants, etc. are often needed.

Internal environment—The environment within an organization, often analyzed in terms of strengths and weaknesses. Internal environment factors include resources, current strategy and performance. The relationship between what is considered the internal environment and what is considered the external environment is often fluid.

Mandate—Formal and informal requirements placed on an organization or program. Although some mandates may be imposed internally, through such things as articles of incorporation, the strategic planning approach focuses primarily on mandates, formal and informal, imposed by external sources.

Mission—A clarification of an organization's purpose, or *why* it should be doing what it does. An organization's mission is the foundation of its vision of success.

Mission clarification—Aims to specify the organization's purposes and the philosophy and values that guide it.

Objectives—(1) The "object" of a course of action; something to work or strive toward. (2) The criteria for determining how well a value is achieved. Objectives and goals operationalize values for specific situations. (Some organizations interchange the meanings of goals and objectives.)

Operational—Relating to the operation of an organization. Non-strategic.

Plan—A detailed formulation of a program of action.

Plan for Planning—See *Initial Agreement*.

Purpose—The mission, aim, need, primary concern, function of or results sought from a system. A purpose is *what* the system intends to accomplish, with no emphasis on *how* it is to be accomplished.

Skill—A developed aptitude or ability. The ability to use one's knowledge effectively and readily in execution or performance, especially in the application of techniques.

Sponsor (or process sponsor)—A person or group who legitimize the planning process. Sponsors are typically top leaders. They have prestige, power and authority to commit the organization to strategic planning and to hold people accountable. They are not necessarily involved in the day-to-day details of the planning process (this is the role of "champions"). Sponsors typically have a vested interest in a successful outcome, and are important sources of knowledge about strategic issues and how the planning process should time itself with key decision points. The role of "sponsor" is different from the role of "champion" (q.v.), even though sometimes sponsors and champions may be the same people.

Stakeholder—Any person, group or organization that can place a claim on an organization's attention, resources or output, or is affected by that output.

Strategic—Relating to or marked by strategy. Very important. Relating to an organization's mission, values, mandates and vision.

Strategic issue—Fundamental policy questions or critical challenges that affect an organization's mandates, mission and values; product, service level or mix; clients, users or payers; or cost, financing, organization or management.

Strategic plan—A program of action that addresses an organization's strategic issues. Strategic plans usually incorporate the purposes and values of the organization, sometimes expressed as a mission statement; an identification of strategic issues; a strategy or strategies for addressing the issues, a vision of the organization in the future and an implementation plan.

Strategic thinking—The application of the principles and process of strategic planning to everyday planning and decision-making. Approaching decision-making with regard to the organization's mission, values, mandates and vision.

Strategy—A pattern of purposes, policies, programs, actions, decisions or resource allocations that define what an organization is, what it does and why it does it. Strategies can vary by level, function and time frame. Strategies are developed to deal with strategic issues.

Strategy change cycle—A process for strategic planning and management. It includes: setting the organization's direction, formulating broad policies, making internal and external assessments, paying attention to the needs of key stakeholders, identifying key issues, developing strategies to deal with each issue, planning review and adoption procedures, implementing planning, making fundamental decisions, taking action and continually monitoring and assessing the results.

Strategy reassessment—A review of strategies and the strategic planning process, which is conducted once implementation is underway, often as a part of the implementation process itself. Strategy reassessment is a prelude to a new round of strategic planning.

SWOC analysis (also SWOT where T = threat)—An analysis of an organization's internal and external environments, in which strengths and weaknesses (internal) and opportunities and challenges (external) are identified and assessed.

Tactical—Relating to small-scale actions serving a larger purpose or mission, carried out with a more limited or immediate end in view.

Timeline—A means for allocating, organizing, and inter-relating blocks of time for designated activities. A tool for the same, making use of phases, milestones, deadlines, etc. to guide the planning, implementation, evaluation or other process.

Tool—A means for performing an operation or necessary in the practice or vocation. More specifically, the means, process, by which an individual or group achieves the purposes and accomplishes the tasks necessary to complete a step in the strategic planning process. Tools can be grouped by what they do, e.g. tools for generating ideas, tools for organizing ideas and tools for selecting ideas.

Values—Beliefs; societal, organizational and individual aspirations; and desired end states.

Vision—An object of imagination. A manifestation to the senses of something immaterial. In planning, the perception or imagining of a desired end state, as yet unachieved, and its expression in the form of a narrative description, picture, recording, plan, model, etc.

Vision of success—A statement of what an organization should look like and how it should behave as it fulfills its mission.

Using a strategic planning vocabulary

Selected terms

- Strategic
- Operational
- Issue
- Strategy
- Sponsor
- Champion
- Mission
- Vision
- Objective
- Goal

Rules for using terms

- Each concept in the planning process must be covered by a unique, defined term.
- A term may not be used to describe more than one concept.
- Terms must be used consistently to mean the same thing by all persons involved in the planning effort.