

AGENDA

Task Force on County Operations & Organization

Jefferson County Courthouse
311 S. Center Avenue, Room 202
Jefferson, WI 53549

March 25, 2015 – 10:00 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 March 13, 2015 Task Force meeting minutes
8. Overview of the Strategic Plan – Steve Grabow
9. Overview of the Comprehensive Plan – Rob Klotz
10. Discussion and possible action on principle statement
11. Review information from Department Heads regarding comparable counties
12. Discuss scheduling topics for future agendas
13. Tentative Future Meeting and Agenda Items (April 9, 2015)
14. 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**

March 13, 2015

Task Force on County Operations & Organization

1. Call to Order

Meeting was called to order by Hanneman at 8:30 a.m.

2. Roll Call

Task Force Members

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

Others Present: Tammie Jaeger, Administration; Benjamin Wehmeier, County Administrator; Jim Schroeder, County Board Chair; J. Blair Ward, Corporation Counsel; Brian Lamers, Finance Director; Barb Frank, County Clerk; Supervisor Walt Christensen and Bill Kern, Highway Commissioner.

3. Certification of compliance with Open Meeting Law Requirements

Wehmeier certified compliance with the open meeting law.

4. Introductions

Wehmeier shared a short presentation from WCA on what counties do.

5. Review of Agenda

No changes

6. Public Comment

None

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

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

8. Follow-up and discussion on Department Audits

The Committee followed up on the audit presentations that were made by Department Heads and made comments and suggestions.

Human Services Audit: Hanneman supports the CQI efforts that Human Services does on a continuous basis and would like to see other departments use it. Wehmeier explained that a LEAN presentation was done for Department Heads and positive comments were received. Nehmer asked if there was a compilation of audit recommendations that were not completed for the committee to review and consider implementing. No action taken.

Administrative Audit: Hanneman said that the current financial system issues addressed in the Administrative Audit was something that she would like to talk about. The accounting system involves all departments. Staff will reach out to municipalities and other counties to see if there is any interest in purchasing a comprehensive accounting system to share some of the cost.

Motion made by Nass; Second by Smith to endorse a comprehensive accounting system and continue to pursue potential cooperation with other counties and municipalities. (Ayes-All) Motion carried.

Schroeder brought up the idea of combining committees to reduce the number of meetings that senior staff has to attend. Wehmeier suggested doing a presentation on statutory requirements relating to committees and boards. Frank offered to gather some information from other counties related to board size. Nehmer feels that feedback should be solicited from Department Heads regarding board size and agenda format for the Task Force to consider.

No action taken.

MIS Audit: The group addressed the MIS Audit. Jaeckel questioned if we are cutting ourselves too thin in some areas as far as staffing levels. Wehmeier expressed concern about the physical location of the Department and said that one thing that might be looked at in the future would be combining the two divisions into one. The Task Force discussed the issues with the level of security the county has. Cauley would like to see a private entity review our security level. She feels that there is too much downtime related to the level of security the county currently has in place.

Motion by Jaeckel; Second Smith by to look into a private vendor to review remote access and security issues. (Ayes-All) Motion carried.

Highway Audit: Krueger asked whether the workloads for different seasons are considered. Kern explained that they continue to look at these issues as projects and priorities change. The idea of reducing overtime was discussed. The Task Force will review a breakdown of the overtime from the last three years. It was also recommended that the Highway Committee and Finance Committees look into Road Aid.

Motion by Jaeckel; Second by Cauley to have the Human Resources Committee review the overtime for the Highway Department and find ways to reduce it. (Ayes-All) Motion carried.

Sheriff's Audit: Overtime was a concern in the Sheriff's Audit. Hanneman would like to have an analysis of the cost savings of using correctional officers and to understand what other counties are doing. Smith suggested working with students from the area technical colleges to hire correctional officers and provide unpaid internships as part of their schooling. Krueger said that the first step would be to check with the colleges to see if it is in their curriculum. This will be discussed at a future meeting.

Smith questioned whether or not there is more that the county could do to collect money from unpaid tickets. Lamers explained that we use tax intercept program. No action taken.

9. **Further discussion on CQI/LEAN Process**

Motion by Cauley; Second by Jaeckel to adopt CQI as a countywide effort. (Ayes- All) Motion carried.

10. **Discussion and possible action on principle statement**

This will be discussed at a future meeting. No action taken.

11. **Review information from Department Heads regarding comparable counties**

No action taken.

12. **Discuss scheduling topics for future agendas**

See below.

13. **Communications** None

14. **Tentative Future Agenda Items and Meeting Dates (March 25, 2015 10:00 a.m.)**

- Approval of March 13, 2015 Task Force meeting minutes (March 25th)
- Overview Strategic Plan- Steve Grabow (March 25th)
- Overview of Comprehensive Plan – Rob Klotz (March 25th)

Future Agenda Items:

- Discuss current committees, board and commissions and related responsibilities and duties
- Discussion and possible action on county board committee size
- Discussion and possible action on agenda format
- 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
- Review county department structure

- Review County Board Committee structure
- 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

15. **Adjourn**

Motion made by Jaeckel; Second by Kutz to adjourn at 10:33 a.m. (Ayes-All) Motion Carried.

DRAFT

Strategic Planning

An Overview of Strategic Planning: Jefferson County Government Strategic Plan

Jefferson County Taskforce
on County Operations & Organization
March 25, 2015
Prepared by Steve Grabow
UW-Extension, Jefferson County Office

Strategic Planning  University of Wisconsin-Extension • Cooperative Extension



Objectives of This Presentation

- ❖ Sharing of key concepts about strategic thinking and strategic planning
- ❖ Sharing of content and process of the Jefferson County Government Strategic Plan (approved in December 2010)
- ❖ Discuss/share applications of strategic thinking and strategic planning with the task force

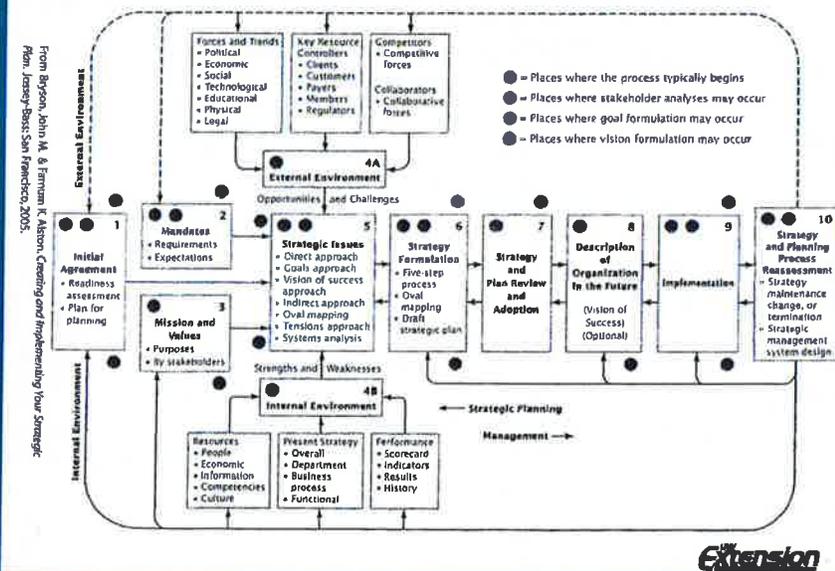
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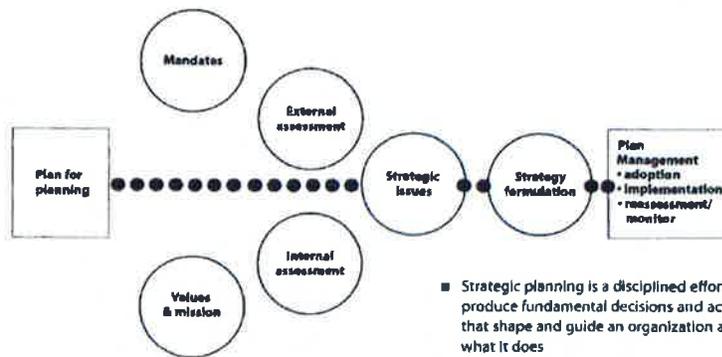
Context for Strategic Planning

- ❖ Determine what is of most importance and what to do about it.
- ❖ Strategic Planning is about “the organization”.
- ❖ Customize the approach with a “plan for the plan”.

Figure 4 ■ The Strategy Change Cycle



Overview of strategic planning process



Adapted from Bryson, etc.

- Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide an organization and what it does
- It's a powerful tool that helps organizations figure out what's really important and what to do about it

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STRATEGIC PLANNING PROGRAM

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Step 1: Plan for Planning

- ❖ Diagnose organization's situation and readiness to plan.
- ❖ Develop the plan process, people to involve, process steps, etc.

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Stakeholder Analysis

- ❖ People to involve and consider.
- ❖ Those affected by or who have an effect on the plan.
- ❖ External and internal.

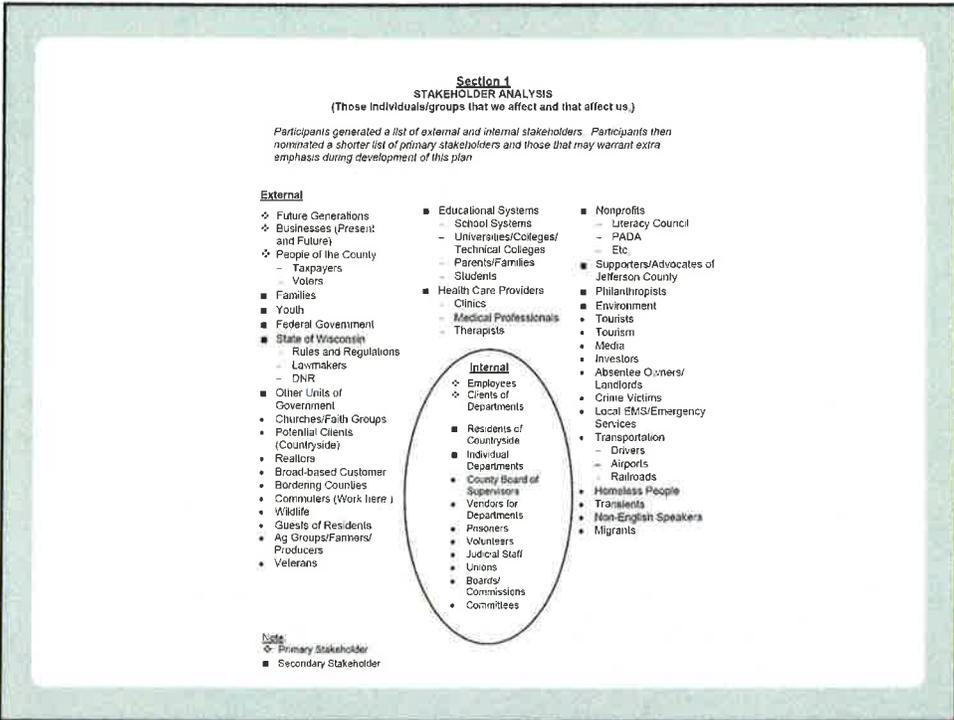


Primary Stakeholder Groups

Jefferson County Government Strategic Plan

Primary stakeholders groups identified by the Steering Committee include:

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



Step 2: Mandates

- ❖ Formal – codified.
- ❖ Informal – community expectations.
- ❖ Informal may be embodied in norms and expectations of key stakeholders.

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Strategic Planning

Step 3 Values and Mission



Definitions and Distinctions

- ❖ **Values** = what an organization believes, reflected in how it acts.
- ❖ **Mission** = what an organization does.
- ❖ **Vision** = what an organization wants to be in the future.



Values

Jefferson County Government Strategic Plan

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.



Values

Jefferson County Government Strategic Plan

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.



Values

Jefferson County Government Strategic Plan

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."



What is a Mission Statement?

- ❖ Purpose of the organization
- ❖ Its core function.
- ❖ The organization's reason for being – the "work" of the organization.
- ❖ What the organization does uniquely well.
- ❖ Mission/purpose should define the organization's intentions toward the clientele it serves.



Mission/Motto

Jefferson County Government Strategic Plan

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.”

Strategic Planning

Step 4 Assessments



Assessments

❖ Purpose for Assessing the Environment

- This exercise alerts an organization or community to conditions that may require a response.
- It provides a “systems view” of clues and prompts for possible issues, vision ideas and strategies.



Assessments

❖ Outputs and Tools

- Four lists comprise the classic Strengths, Weaknesses, Opportunities and Challenges (S.W.O.C.) Analysis
 - Strengths
 - Weaknesses} Internal (past and present)
 - Opportunities/Hopes
 - Challenges
- } External (future)



Assessment

Jefferson County Government Strategic Plan

- ❖ 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.

Strategic Planning

STEP 5 Strategic Issues and Consensus Vision Statements *The Heart of Strategic Planning*



Identifying Strategic Issues

- ❖ All the data generated and process has led to this point.
- ❖ The issues identified during this step represent those the organization believes will significantly affect its future.

A Strategic Issue is...

- ❖ a fundamental challenge affecting the organization.
- ❖ Is different than an *'operational' issue*.



Characteristics of Strategic Issues

- ❖ Extensive impact on key stakeholders.
- ❖ Extensive implications as suggested by the “assessments”.
- ❖ Significant consequences to the organization if not addressed.



Determining the Strategic Issues

Jefferson County Government Strategic Plan

- ❖ The Steering Committee selected 3 strategic issues based on a review of:
 - The results from the Decision Matrix Tool (7 candidate issues)
 - Findings from the countywide citizen opinion survey
 - Dialogue around the impacts of issues on the future of County government



Three Strategic Issues

Jefferson County Government Strategic Plan

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?



Definition of Vision

Jefferson County Government Strategic Plan

- ❖ 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.



Five Prominent Consensus Vision Statements

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.

Strategic Planning

Step 6 Strategy Formulation



Definition of a Strategy

- ❖ Is a pattern of purposes, policies, actions, decisions, and /or resource allocations that address a strategic issue.



Purpose of Step

- ❖ To create a set of strategies for each strategic issue that has been identified in Step 5-Strategic Issues.



Exploring Possible Strategy Ideas

- ❖ What are some practical alternatives or initiatives that we might pursue to address this issue?
- ❖ What are the key actions that must be taken to implement the major initiatives?



Major Strategy Initiatives For Issue 1: Education and Communication

Staff/Resources - Commit staff and resources to education and communication about County Government.

Education/Schools - Integrate County Government matters into existing school curriculum.

County Government Strategic Plan - Communicate and educate about the content and direction of County Government based on the County Strategic Plan.

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.

Media - Package a variety of multi-media communication methods such as films, videos, technology assisted mechanisms, web-site updates, print and other innovative methods.



Major Strategy Initiatives For Issue 2: Environmental, Economic, Cultural

County and Community Projects - Integrate real County (and community projects) into implementation programs in order to demonstrate County commitment to this issue.

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".

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) .

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.

Cultural Heritage - Build on our established cultural heritage and long term values.



Major Strategy Initiatives For Issue 3: Public Services/Quality

Understanding about County Government - Determine and develop the foundational understanding about the importance and role of County government.

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.

County Department and County Committees - Advance the response to service provision and quality through the work of individual County departments and policy committees.



Plan Management and Implementation

- ❖ 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 Steering Committee identified those key implementation bodies, including County policy committees and departments that will be critical leaders of plan implementation.
- ❖ The County's Administration and Rules Committee will provide plan oversight and a plan update should be considered in two or three years.



Follow-Up Resources

- ❖ University of Wisconsin-Extension: Community, Natural Resource and Economic Development Programs and County Offices
 - <http://jefferson.uwex.edu/community-development/community-resource-development/strategic-plannin>
 - <http://www.uwex.edu/ces/cnred/>
- Jefferson County Citizen Survey Report, 2010
 - <http://jefferson.uwex.edu/community-development/community-resource-development/strategic-plannin>

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>

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.

(e) Contract for and purchase all fuel, food, equipment, furnishings and supplies reasonably necessary for the proper operation and maintenance of a hospital.

(f) Audit all accounts and claims against a hospital or against the board, and, if approved, pay the accounts and claims from the fund specified in sub. (10). All expenditures made pursuant to this section shall be within the limits of the ordinance.

(g) Sue and be sued, and to collect or compromise any obligations due to the hospital. All money received shall be paid into the joint hospital fund.

(h) Make studies and recommendations to the county board and city council or city councils relating to the operation of a hospital as the board considers advisable or the governing bodies request.

(i) Employ counsel on either a temporary or permanent basis.

(9) BUDGET. The board shall annually, before the time of the preparation of either the county or city budget under s. 65.90, prepare a budget of its anticipated receipts and expenditures for the ensuing fiscal year and determine the proportionate cost to the county and the participating city or cities under the terms of the ordinance. A certified copy of the budget, which shall include a statement of the net amount required from the county and city or cities, shall be delivered to the clerks of the respective municipalities. The county board and the common council of the city or cities shall consider the budget, and determine the amount to be raised by the respective municipalities in the proportions determined by the ordinance. After this determination, the county and city or cities respectively shall levy a tax sufficient to produce the amount to be raised by the county and city or cities.

(10) HOSPITAL FUND. A joint county-city hospital fund shall be created and established in a public depository to be specified in the ordinance. The treasurer of the respective county and city or cities shall pay into the fund the amounts specified by the ordinance and resolutions of the respective municipalities when the amounts have been collected. All of the moneys which come into the fund are appropriated to the board for the execution of its functions as provided by the ordinance and the resolutions of the respective municipalities. The moneys in the fund shall be paid out by the treasurer of the hospital board only upon the approval or direction of the board.

(11) CORRELATION OF LAWS. (a) In any case where a bid is a prerequisite to contract in connection with a county or city hospital under s. 66.0901, it is also a prerequisite to a valid contract by the board. For this purpose, the board is a municipality and the contract a public contract under s. 66.0901.

(b) All statutory requirements, not inconsistent with the provision of this section, applicable to general county or city hospitals apply to hospitals referred to in this section.

(12) REPORTS. The board shall report its activities to the county board and the city council or councils annually, or oftener as either of the municipalities requires.

(14) POWERS OF VILLAGES. Villages have all of the powers granted to cities under subs. (1) to (12) and whenever any village exercises these powers the word "city" wherever it appears in subs. (1) to (12) means "village" unless the context otherwise requires. Any village participating in the construction or other acquisition of a hospital or in its operation, pursuant to this section, may enter into lease agreements leasing the hospital and its equipment and furnishings to a nonprofit corporation.

(15) POWERS OF TOWNS. Towns have all of the powers granted to cities under subs. (1) to (12) and whenever any town exercises these powers the word "city" wherever it appears in subs. (1) to (12) means "town" unless the context otherwise requires. Any town participating in the construction or other acquisition of a hospital or in its operation, under this section, may enter into lease agreements leasing the hospital and its equipment and furnishings to a nonprofit corporation.

History: 1977 c. 29; 1983 a. 189; 1983 a. 192 s. 303 (1); 1993 a. 246; 1999 a. 150 ss. 262, 480 to 483; Stats. 1999 s. 66.0927.

SUBCHAPTER X

PLANNING, HOUSING AND TRANSPORTATION

66.1001 Comprehensive planning. (1) **DEFINITIONS.** In this section:

(a) "Comprehensive plan" means a guide to the physical, social, and economic development of a local governmental unit that is one of the following:

1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).

2. For a city, village, or town, a master plan that is adopted or amended under s. 62.23 (2) or (3).

3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10).

(am) "Consistent with" means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.

(b) "Local governmental unit" means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.

(c) "Political subdivision" means a city, village, town, or county that may adopt, prepare, or amend a comprehensive plan.

(2) CONTENTS OF A COMPREHENSIVE PLAN. A comprehensive plan shall contain all of the following elements:

(a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

(b) *Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

(c) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

(d) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment

technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

(e) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

(f) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

(g) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

(h) *Land-use element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses

that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

(i) *Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

(2m) EFFECT OF ENACTMENT OF A COMPREHENSIVE PLAN. The enactment of a comprehensive plan by ordinance does not make the comprehensive plan by itself a regulation.

(3) ORDINANCES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLANS. Except as provided in sub. (3m), beginning on January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan:

(g) Official mapping ordinances enacted or amended under s. 62.23 (6).

(h) Local subdivision ordinances enacted or amended under s. 236.45 or 236.46.

(j) County zoning ordinances enacted or amended under s. 59.69.

(k) City or village zoning ordinances enacted or amended under s. 62.23 (7).

(L) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.

(q) Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351, 61.353, 62.231, or 62.233.

(3m) DELAY OF CONSISTENCY REQUIREMENT. (a) If a local governmental unit has not adopted a comprehensive plan before January 1, 2010, the local governmental unit is exempt from the requirement under sub. (3) if any of the following applies:

1. The local governmental unit has applied for but has not received a comprehensive planning grant under s. 16.965 (2), and the local governmental unit adopts a resolution stating that the local governmental unit will adopt a comprehensive plan that will take effect no later than January 1, 2012.

2. The local governmental unit has received a comprehensive planning grant under s. 16.965 (2) and has been granted an extension of time under s. 16.965 (5) to complete comprehensive planning.

(b) The exemption under par. (a) shall continue until the following dates:

1. For a local governmental unit exempt under par. (a) 1., January 1, 2012.

2. For a local governmental unit exempt under par. (a) 2., the date on which the extension of time granted under s. 16.965 (5) expires.

(4) PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS. A local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.

The written procedures shall provide for wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.

(b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in par. (b) (intro.).
4. After September 1, 2005, the department of administration.
5. The regional planning commission in which the local governmental unit is located.
6. The public library that serves the area in which the local governmental unit is located.

(c) No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the political subdivision enacts an ordinance or the regional planning commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the regional planning commission may not adopt a resolution under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. One copy of a comprehensive plan enacted or adopted under this paragraph shall be sent to all of the entities specified under par. (b).

(d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or regional planning commission holds at least one public hearing at which the proposed ordinance or resolution is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or regional planning commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

(e) At least 30 days before the hearing described in par. (d) is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s. 295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing described in par. (d).

(f) A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed ordinance, described under par. (c), that affects the allowable use of the property owned by the person. At least 30 days before the hearing described in par. (d) is held a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

(5) APPLICABILITY OF A REGIONAL PLANNING COMMISSION'S PLAN. A regional planning commission's comprehensive plan is only advisory in its applicability to a political subdivision and a political subdivision's comprehensive plan.

(6) COMPREHENSIVE PLAN MAY TAKE EFFECT. Notwithstanding sub. (4), a comprehensive plan, or an amendment of a comprehensive plan, may take effect even if a local governmental unit fails to provide the notice that is required under sub. (4) (e) or (f), unless the local governmental unit intentionally fails to provide the notice.

History: 1999 a. 9, 148; 1999 a. 150 s. 74; Stats. 1999 s. 66.1001; 1999 a. 185 s. 57; 1999 a. 186 s. 42; 2001 a. 30, 90; 2003 a. 33, 93, 233, 307, 327; 2005 a. 26, 208; 2007 a. 121; 2009 a. 372; 2011 a. 257; 2013 a. 80.

A municipality has the authority under s. 236.45 (2) to impose a temporary town-wide prohibition on land division while developing a comprehensive plan under this section. *Wisconsin Realtors Association v. Town of West Point*, 2008 WI App 40, 309 Wis. 2d 199, 747 N.W.2d 681, 06-2761.

The use of the word "coordination" in various statutes dealing with municipal planning does not by itself authorize towns to invoke a power of "coordination" that would impose affirmative duties upon certain municipalities that are in addition to any other obligations that are imposed under those statutes. With respect to the development of and amendment of comprehensive plans, s. 66.1001 is to be followed by the local governmental units and political subdivisions identified in that section. OAG 3-10

66.10015 Limitation on development regulation authority. (1) DEFINITIONS. In this section:

(a) "Approval" means a permit or authorization for building, zoning, driveway, stormwater, or other activity related to land development.

(b) "Existing requirements" means regulations, ordinances, rules, or other properly adopted requirements of a political subdivision that are in effect at the time the application for an approval is submitted to the political subdivision.

(c) "Political subdivision" means a city, village, town, or county.

(d) "Project" means a specific and identifiable land development that occurs on defined and adjacent parcels of land, which includes lands separated by roads, waterways, and easements.

(2) USE OF EXISTING REQUIREMENTS. (a) Except as provided under par. (b) or s. 66.0401, if a person has submitted an application for an approval, the political subdivision shall approve, deny, or conditionally approve the application solely based on existing requirements, unless the applicant and the political subdivision agree otherwise. An application is filed under this section on the date that the political subdivision receives the application.

Index -- Existing Plans and Reports

Plan Name	Date	Resolution	Element
Jefferson County Agricultural Preservation & Land Use Plan	2/14/2012	Ord. No. 2011-13	Land Use
Jefferson County Agricultural Preservation & Land Use Plan	10/12/1999	99-55	Land Use
Jefferson County Plan 2020 Background Report	4/7/1998	99-55	Land Use
Public Involvement Process Report	2/27/1998	99-55	Issues & Opportunities
Household Survey Tabulation Report	9/3/1996	99-55	Land Use
Chapter 9 of Background Report: Supplemental Farmland Preservation Program Certification Information	12/31/2002		Land Use
Chapter 10 of Background Report: Comprehensive Plan Definition and Wisconsin Smart Growth Compliance Documentation	2002		All Elements
Farmland Preservation Report	12/14/2007		Agricultural, Natural and Resources
Comprehensive Plan - Farmland Preservation & Land Use Plan & Ordinance Recertification/Update	2010-2011	In Progress	Agricultural, Natural and Resources/Land Use
Jefferson County City and Village Master Plans Adopted under s. 62.23(3) or (3) and the official map adopted until s. 62.23(6).			Land Use
Solid Waste Management Plan	4/1/2000		Utilities and Community
Solid Waste and Air Quality Committee: Policy Development Workshops and Plan: Environmentally Preferable Purchasing	4/18/2005		Utilities and Community
Solid Waste and Air Quality Committee: Air Quality Diagnostics Workshop and Committee Guidance Plan	1/24/2006		Utilities and Community
Solid Waste Committee: Solid Waste and Recycling Plan -- Jefferson County Facilities	3/9/2004	2003-138	Utilities and Community
Landfill Technical Guide	1/9/2001	2000-88	Utilities and Community
Jefferson County Countryside Farm Master Plan	3/1/2005	2006-22	Land-Use
Land Records Modernization Plan	6/21/2005	2005-32	Intergovernmental Coop
Flood of June 2008 in Southern Wisconsin	6/1/2008		Agricultural, Natural and Resources
2008 Business Flood Assessment	6/19/2008		Agricultural, Natural and Resources

Web Link:
 Jefferson County Comprehensive Plan
<http://bit.ly/1F4HeOk>

shall, on or before August 1 annually, post a notice in 3 public places in the county, briefly describing the property and stating that the sheriff will sell the property at public auction on a certain date and at a specified physical location or Internet site, which auction shall be held accordingly. Any of the property which is not disposed of at the auction shall be sold for the best price obtainable, and if the property cannot be disposed of by sale, shall be destroyed in the presence of the sheriff. The sheriff shall, on or before September 1 annually, remit the proceeds of the auction or general sale to the treasurer and shall file a verified report of the sheriff's action in connection therewith. The proceeds shall become a part of the general fund of the county.

History: 1995 a. 201 ss. 400, 458 to 462; 1995 a. 225 ss. 171, 172; 1997 a. 35; 1999 a. 93; 2009 a. 253.

A law enforcement agency may not retain unclaimed contraband money for its own use. In the absence of an asset forfeiture proceeding initiated by the state or a judicial determination that the money constitutes contraband, a local law enforcement agency should dispose of the money as unclaimed property under sub. (2). OAG 9-09.

SUBCHAPTER VII

LAND USE, INFORMATION AND REGULATION, ENVIRONMENTAL PROTECTION, SURVEYS, PLANNING AND ZONING

59.69 Planning and zoning authority. (1) **PURPOSE.** It is the purpose of this section to promote the public health, safety, convenience and general welfare; to encourage planned and orderly land use development; to protect property values and the property tax base; to permit the careful planning and efficient maintenance of highway systems; to ensure adequate highway, utility, health, educational and recreational facilities; to recognize the needs of agriculture, forestry, industry and business in future growth; to encourage uses of land and other natural resources which are in accordance with their character and adaptability; to provide adequate light and air, including access to sunlight for solar collectors and to wind for wind energy systems; to encourage the protection of groundwater resources; to preserve wetlands; to conserve soil, water and forest resources; to protect the beauty and amenities of landscape and man-made developments; to provide healthy surroundings for family life; and to promote the efficient and economical use of public funds. To accomplish this purpose the board may plan for the physical development and zoning of territory within the county as set forth in this section and shall incorporate therein the master plan adopted under s. 62.23 (2) or (3) and the official map of any city or village in the county adopted under s. 62.23 (6).

(2) **PLANNING AND ZONING AGENCY OR COMMISSION.** (a) 1. Except as provided under subd. 2., the board may create a planning and zoning committee as a county board agency or may create a planning and zoning commission consisting wholly or partially of persons who are not members of the board, designated the county zoning agency. In lieu of creating a committee or commission for this purpose, the board may designate a previously established committee or commission as the county zoning agency, authorized to act in all matters pertaining to county planning and zoning.

2. If the board in a county with a county executive authorizes the creation of a county planning and zoning commission, designated the county zoning agency, the county executive shall appoint the commission, subject to confirmation by the board.

3. If a county planning and zoning commission is created under subd. 2., the county executive may appoint, for staggered 3-year terms, 2 alternate members of the commission, who are subject to confirmation by the board. Annually, the county executive shall designate one of the alternate members as first alternate and the other as 2nd alternate. The first alternate shall act, with full power, only when a member of the commission refuses to vote because of a conflict of interest or when a member is absent. The 2nd alternate shall act only when the first alternate refuses to vote

because of a conflict of interest or is absent, or if more than one member of the commission refuses to vote because of a conflict of interest or is absent.

(b) From its members, the county zoning agency shall elect a chairperson whose term shall be for 2 years, and the county zoning agency may create and fill other offices.

(bm) The head of the county zoning agency appointed under sub. (10) (b) 2. shall have the administrative powers and duties specified for the county zoning agency under this section, and the county zoning agency shall be only a policy-making body determining the broad outlines and principles governing such administrative powers and duties and shall be a quasi-judicial body with decision-making power that includes but is not limited to conditional use, planned unit development and rezoning. The building inspector shall enforce all laws, ordinances, rules and regulations under this section.

(c) Subject to change by the board, the county zoning agency may adopt such rules and regulations governing its procedure as it considers necessary or advisable. The county zoning agency shall keep a record of its planning and zoning studies, its resolutions, transactions, findings and determinations.

(cm) In addition to the members who serve on, or are appointed to, a planning and zoning committee, commission, or agency under par. (a), the committee, commission, or agency shall also include, as a nonvoting member, a representative from a military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, that is located in the county, if the base's or installation's commanding officer appoints such a representative.

(d) The county may accept, review and expend funds, grants and services and may contract with respect thereto and may provide such information and reports as may be necessary to secure such financial aid and services, and within such funds as may be made available, the county zoning agency may employ, or contract for the services of, such professional planning technicians and staff as are considered necessary for the discharge of the duties and responsibilities of the county zoning agency.

(e) Wherever a public hearing is specified under this section, the hearing shall be conducted by the county zoning agency in the county courthouse or in such other appropriate place as may be selected by the county zoning agency. The county zoning agency shall give notice of the public hearing by publication in the county as a class 2 notice under ch. 985, and shall consider any comments made, or submitted by, the commanding officer, or the officer's designee, of a military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, that is located in or near the county.

(f) Whenever a county development plan, part thereof or amendment thereto is adopted by, or a zoning ordinance or amendment thereto is enacted by, the board, a duplicate copy shall be certified by the clerk and sent to the municipal clerks of the municipalities affected thereby, and also to the commanding officer, or the officer's designee, of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, that is located in or near the county.

(g) Neither the board nor the county zoning agency may condition or withhold approval of a permit under this section based upon the property owner entering into a contract, or discontinuing, modifying, extending, or renewing any contract, with a 3rd party under which the 3rd party is engaging in a lawful use of the property.

(3) **THE COUNTY DEVELOPMENT PLAN.** (a) The county zoning agency may direct the preparation of a county development plan or parts of the plan for the physical development of the unincorporated territory within the county and areas within incorporated jurisdictions whose governing bodies by resolution agree to having their areas included in the county's development plan. The plan may be adopted in whole or in part and may be amended by the board and endorsed by the governing bodies of incorporated

jurisdictions included in the plan. The county development plan, in whole or in part, in its original form or as amended, is hereafter referred to as the development plan. Beginning on January 1, 2010, or, if the county is exempt under s. 66.1001 (3m), the date under s. 66.1001 (3m) (b), if the county engages in any program or action described in s. 66.1001 (3), the development plan shall contain at least all of the elements specified in s. 66.1001 (2).

(b) The development plan shall include the master plan, if any, of any city or village, that was adopted under s. 62.23 (2) or (3) and the official map, if any, of such city or village, that was adopted under s. 62.23 (6) in the county, without change.

(c) The development plan may be in the form of descriptive material, reports, charts, diagrams or maps. Each element of the development plan shall describe its relationship to other elements of the plan and to statements of goals, objectives, principles, policies or standards.

(d) The county zoning agency shall hold a public hearing on the development plan before approving it. After approval of the plan the county zoning agency shall submit the plan to the board for its approval and adoption. The plan shall be adopted by resolution and when adopted it shall be certified as provided in sub. (2) (f). The development plan shall serve as a guide for public and private actions and decisions to assure the development of public and private property in appropriate relationships.

(e) A master plan adopted under s. 62.23 (2) and (3) and an official map that is established under s. 62.23 (6) shall control in unincorporated territory in a county affected thereby, whether or not such action occurs before the adoption of a development plan.

(4) EXTENT OF POWER. For the purpose of promoting the public health, safety and general welfare the board may by ordinance effective within the areas within such county outside the limits of incorporated villages and cities establish districts of such number, shape and area, and adopt such regulations for each such district as the board considers best suited to carry out the purposes of this section. The board may establish mixed-use districts that contain any combination of uses, such as industrial, commercial, public, or residential uses, in a compact urban form. The powers granted by this section shall be exercised through an ordinance which may, subject to sub. (4e), determine, establish, regulate and restrict:

(a) The areas within which agriculture, forestry, industry, mining, trades, business and recreation may be conducted, except that no ordinance enacted under this subsection may prohibit forestry operations that are in accordance with generally accepted forestry management practices, as defined under s. 823.075 (1) (d).

(b) The areas in which residential uses may be regulated or prohibited.

(c) The areas in and along, or in or along, natural watercourses, channels, streams and creeks in which trades or industries, filling or dumping, erection of structures and the location of buildings may be prohibited or restricted.

(d) Trailer or tourist camps, motels, and manufactured and mobile home communities.

(e) Designate certain areas, uses or purposes which may be subjected to special regulation.

(f) The location of buildings and structures that are designed for specific uses and designation of uses for which buildings and structures may not be used or altered.

(g) The location, height, bulk, number of stories and size of buildings and other structures.

(h) The location of roads and schools.

(i) Building setback lines.

(j) The density and distribution of population.

(k) The percentage of a lot which may be occupied, size of yards, courts and other open spaces.

(L) Places, structures or objects with a special character, historic interest, aesthetic interest or other significant value, historic landmarks and historic districts.

(m) Burial sites, as defined in s. 157.70 (1) (b).

(4c) CONSTRUCTION SITE ORDINANCE LIMITS. Except as provided in s. 101.1206 (5m), an ordinance that is enacted under sub. (4) may only include provisions that are related to construction site erosion control if those provisions are limited to sites described in s. 281.33 (3) (a) 1. a. and b.

(4d) ANTENNA FACILITIES. The board may not enact an ordinance or adopt a resolution on or after May 6, 1994, or continue to enforce an ordinance or resolution on or after May 6, 1994, that affects satellite antennas with a diameter of 2 feet or less unless one of the following applies:

(a) The ordinance or resolution has a reasonable and clearly defined aesthetic or public health or safety objective.

(b) The ordinance or resolution does not impose an unreasonable limitation on, or prevent, the reception of satellite-delivered signals by a satellite antenna with a diameter of 2 feet or less.

(c) The ordinance or resolution does not impose costs on a user of a satellite antenna with a diameter of 2 feet or less that exceed 10% of the purchase price and installation fee of the antenna and associated equipment.

(4e) MIGRANT LABOR CAMPS. The board may not enact an ordinance or adopt a resolution that interferes with any of the following:

(a) Any repair or expansion of migrant labor camps, as defined in s. 103.90 (3). An ordinance or resolution of the county that is in effect on September 1, 2001, and that interferes with any construction, repair, or expansion of migrant labor camps is void.

(b) The construction of new migrant labor camps, as defined in s. 103.90 (3), that are built on or after September 1, 2001, on property that is adjacent to a food processing plant, as defined in s. 97.29 (1) (h), or on property owned by a producer of vegetables, as defined in s. 100.235 (1) (g), if the camp is located on or contiguous to property on which vegetables are produced or adjacent to land on which the producer resides.

(4f) AMATEUR RADIO ANTENNAS. The board may not enact an ordinance or adopt a resolution on or after April 17, 2002, or continue to enforce an ordinance or resolution on or after April 17, 2002, that affects the placement, screening, or height of antennas, or antenna support structures, that are used for amateur radio communications unless all of the following apply:

(a) The ordinance or resolution has a reasonable and clearly defined aesthetic, public health, or safety objective, and represents the minimum practical regulation that is necessary to accomplish the objectives.

(b) The ordinance or resolution reasonably accommodates amateur radio communications.

(4g) AIRPORT AREAS. In a county which has created a county zoning agency under sub. (2) (a), the county's development plan shall include the location of any part of an airport, as defined in s. 62.23 (6) (am) 1. a., that is located in the county and of any part of an airport affected area, as defined in s. 62.23 (6) (am) 1. b., that is located in the county.

(4h) PAYDAY LENDERS. (a) *Definitions.* In this subsection:

1. "Licensee" has the meaning given in s. 138.14 (1) (i).

2. "Payday lender" means a business, owned by a licensee, that makes payday loans.

3. "Payday loan" has the meaning given in s. 138.14 (1) (k).

(b) *Limits on locations of payday lenders.* Except as provided in par. (c), no payday lender may operate in a county unless it receives a permit to do so from the county zoning agency, and the county zoning agency may not issue a permit to a payday lender if any of the following applies:

1. The payday lender would be located within 1,500 feet of another payday lender.

2. The payday lender would be located within 150 feet of a single-family or 2-family residential zoning district.

(c) *Exceptions.* 1. Paragraph (b) only applies in the unincorporated parts of the county which have not adopted a zoning ordinance as authorized under s. 60.62 (1).