

**JEFFERSON COUNTY
STRATEGIC PLANNING STEERING COMMITTEE**

**Jefferson County Government Strategic Plan
FINAL PLAN REPORT**



Steering Committee

Jim Braugher, County Supervisor, At-Large
Dennis Heling, Director, Economic Development
Richard Jones, County Supervisor, Human Services
Bill Kern, Highway Commissioner
Carol Ward Knox (former County Supervisor, At-Large)
Paul Milbrath, Sheriff
John Molinaro, County Board Chair, Admin./Rules
Steve Nass, County Supervisor, Planning and Zoning
Joe Nehmer, Parks Director

Don Reese, County Supervisor, Solid Waste
Gary Petre, Co. Administrator/Project Manager
Carla Robinson, Clerk of Circuit Court
Pam Rogers, County Supervisor, Finance
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Gail Scott, Health Director
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October 14, 2010

Jefferson County Government Strategic Plan FINAL PLAN REPORT

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Confidential

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

TO: Jefferson County Board of Supervisors
Administration and Rules Committee Members

FROM: Strategic Plan Steering Committee

DATE: October 15, 2010

SUBJECT: Jefferson County Strategic Plan

On March 10, 2009, the County Board adopted a resolution (No. 2008-92) stating that it was in the County's best interest to proceed with the development of a Strategic Plan for Jefferson County government. The resolution further authorized the Administration and Rules Committee to proceed with the Strategic Planning process. The Committee has functioned as the Board's oversight committee to the planning process.

A Strategic Plan Steering Committee, as authorized by the Board, was comprised of seven County Board members and eight County Department Heads, all representing diverse areas of County government functions. In addition, the County Administrator was designated as the Project Manager and the UW Extension's Community Development Agent was the Project Facilitator. The Committee guided the Strategic Planning process, which 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.”

Over the course of a 17 month period, beginning in May, 2009, the Steering Committee held 14 Workshops (approximately 35 hours) in developing the County's Strategic Plan, including identifying the County's mission/purpose, stakeholder's needs, core values and key issues facing the County. The Workshops were all conducted as public meetings and County Board members, County Department Heads and the general public who were not appointed to the Steering Committee were all encouraged to attend and participate in the planning process. Many of them attended various Workshop sessions. In addition to the actual Workshop sessions, the Committee members worked countless hours reading Workshop materials, responding to Committee surveys and requests for comments/suggestions to the planning documents developed during the Workshop. The Committee also had three of its Board Supervisor members and the Project Manager and Project Facilitator function as the Plan Coordinating Workgroup. The Workgroup met on numerous occasions to organize the Committee meetings and agendas, prepare materials and make sure that the Committee completed the work necessary to complete the Plan.

During the course of the planning process, the Committee presented two status reports to the full County Board. The Committee also proactively sought public input through the issuance of a formal and statistically reliable Citizen Survey. The Survey, which provided the Committee with valuable input on County resident's understanding of County government's functions and services and their opinions on service priorities. This Survey was completed in August, 2010 and since then has been prominently posted on the home page of the County's web site.

The Steering Committee presents this Strategic Plan to the Jefferson County Board of Supervisors as a "guide" for the Board to follow in addressing the County's mission and core values, citizen's needs, key issues facing County government and the strategies for addressing all of these. Specific implementation steps will be presented to the County Board through the appropriate Board Committees. Implementation of Plan strategies will be monitored by the Administration and Rules Committee, with periodic reports to the full County Board.

Because this Plan is to be considered as a "guide" for the County, there will be value in updating this Plan in two to three years. An updated Plan would not likely be as rigorous or extensive as this plan. However, a formal reassessment of how the strategies are working would be the foundation of a future strategic plan process.

In conclusion, the Steering Committee entrusts the County Board to encourage many to use and live this Strategic Plan.

Sincerely,

The Strategic Plan Steering Committee

cc: County Department Heads

Introductory Section

OVERVIEW OF THE JEFFERSON COUNTY GOVERNMENT STRATEGIC PLANNING PROCESS

Strategic Planning Defined

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 these specific issues.

Background

In June 2008, Mr. Steve Grabow, our UW-Extension Community Development Educator, made a presentation to the County Board’s Administration and Rules Committee on strategic planning. Based on Mr. Grabow’s presentation, the Committee asked County Administrator Gary Petre to work with Mr. Grabow on developing their ideas on a timeline and structure under which the County could undertake a strategic planning process.

Discussions regarding strategic planning continued during subsequent meetings of the Committee. Mr. Petre and Mr. Grabow shared their ideas on a timeline and structure for the planning process. The Committee asked Supervisors Jim Braughler, Steve Nass and Carol Ward Knox to work with Mr. Petre and Mr. Grabow as members of a Strategic Plan Coordinating Workgroup, to respond to a series of questions in a Profile for the Planning Effort (Plan for Planning) document. Supervisor Greg David assisted the Workgroup in developing the Profile responses. This Profile enabled the Committee to further identify the participants, time commitment and resources necessary to develop a Strategic Plan for County government.

Why do we need a Strategic Plan?

A Strategic Plan is needed so that we gain a clear understanding of what programs and services the citizens want and establish mission and vision statements for county government that will meet the citizen’s needs. The mission statement would define the County’s purpose and core functions. It would also identify the County’s intentions towards serving its citizens. The vision statements would outline what County government wants to look like in the future and how it will function in order to achieve its mission. The strategic plan will put into place a roadmap strategy for addressing those citizen needs and thereby meeting the mission of county government and reaching the vision of what we want to be in the future. A strategic plan can help Jefferson County leaders to think, learn and act strategically through dialogue and strategic conversations. A good strategic planning process can lay an important foundation for addressing complex challenges by moving towards agreement on county government’s

mission/purpose, stakeholders' needs, core values, initial vision ideas of what success looks like, key issues and an initial strategy framework.

What are the steps in this strategic planning process?

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. It is based on John Bryson's work at the University of Minnesota (Bryson, John. Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement, 2004). The process includes specific steps, including:

- Planning the process and stakeholder analysis
- Assessing formal and informal mandates
- Determining core values and the mission of the organization
- Assessing the internal and external environment of the organization
- Identifying strategic issues and the vision of success for the organization
- Formulating strategies and an action agenda
- Reviewing and adopting the strategic plan, implementation activity and reassessment of the plan

A copy of all documents developed during this process as well as "An Overview of Strategic Planning" prepared by Mr. Grabow can be found on the UW-Extension website at:

<http://www.uwex.edu/ces/cty/jefferson/JeffersonCountyStrategicPlanningResources.html>

Who was involved in the planning process?

The process was guided by a Steering Committee comprised of 15 members, including County Board committee chair or chair's designee from major committees and department heads from major departments. The Steering Committee was facilitated by Mr. Grabow. Mr. Petre functioned as the Project Manager. Those County Board members and department heads who are not assigned to the Steering Committee were invited to attend planning workshops and had input into the development of the Plan.

A five-member Coordinating Workgroup comprised of Mr. Grabow, Mr. Petre and three County Board members: Supervisors Jim Braughler, Carol Ward Knox and Steve Nass, was responsible for making sure that the work of the Steering Committee got done and kept the planning process moving forward. Jefferson County community agencies and citizens also had input in the Plan. Public input was also solicited through a Citizen Survey developed in conjunction with the UW River Falls Survey Research Center. All workshops were open to the public.

What was the time-frame for the planning process?

The planning process began with the approval by the County Board of Supervisors in March of 2009. The Steering Committee's first meeting was on May 20, 2009. The Steering Committee participated in 14 workshops with the approval of the plan given at its September 23, 2010 workshop. The Coordinating Work Group was convened on-demand to keep the process moving. The citizen survey was administered during Step 5 of the process and was finalized in July 2010.

How much did this Plan cost?

Since the planning process was facilitated by Mr. Grabow; managed by Mr. Petre and led by the Steering Committee, there was not any cost for staffing the process. There were costs relating to meeting per diems for Steering Committee County Board members. There was also a cost for obtaining public input through the development of a citizen survey administered by the UW River Falls Survey Research Center. Staff time and supplies in preparation for meetings and participation in the planning process were also expended.

What are the resource documents associated with this Plan?

Detailed accounts of each Steering Committee meeting were compiled in a "Proceedings Report" that was updated after each of the workshops. This includes meeting notes on key dialogue and summaries of the rationale used for decision-making. The Final Plan document contains the findings and output from each step of the process. The Executive Summary represents a condensed version of the plan to help communicate key concepts in the plan. The Jefferson County Citizen Survey Report, 2010 is also available. These documents may be found at:

<http://www.uwex.edu/ces/cty/jefferson/JeffersonCountyStrategicPlanningResources.html>

What other context is needed to understand this planning process?

The remainder of this introductory section identifies the key roles of participants in this process. The meeting guidelines used by the Steering Committee are described. Supporting resources are also included to describe the decision-making methods used by the Steering Committee.

ROLES

Listed below are the various roles identified of key participants in this Jefferson County Government Strategic Planning process:

Planning Team/Steering Committee

- Responsible for developing the plan
- Responsible for providing input at each workshop

Coordinating Work Group

- Responsible for providing logistics and keeping the process going in between meetings

Facilitator

- Responsible for leading the workshop processes to enable the Steering Committee to work together, including managing the discussion and tools

Project Manager

- Responsible for overseeing the plan process

Other County Board Members/Department Heads

- Opportunity to make additional input at workshops.
- Department Heads to be updated at Department Head meetings

Administration and Rules Committee

- Responsible for status reports to the County Board

MEETING GUIDELINES

The participants reviewed some prototype meeting guidelines. In addition, some new guidelines were introduced by participants.

- Be open to new ideas by respecting others' opinions.
- Actively participate.
- Avoid only no right or wrong answers/responses.
- Be concise so everyone can participate.
- Talk one at a time.
- Pass if you choose not to speak.
- Activate a level playing field among Steering Committee members. All are of the same status during our workshop time.
- Try to enjoy this.

Additional New Guidelines

- Decision-making:
 - Strive for consensus.
 - Steering Committee (of 15) will be make decision during steps of the process
- Strive not to be parochial
 - Plan is for the whole County
 - Ideas represent the entire County's interest
- Five-minute break towards mid-point of workshop

DEFINITIONS OF CONSENSUS

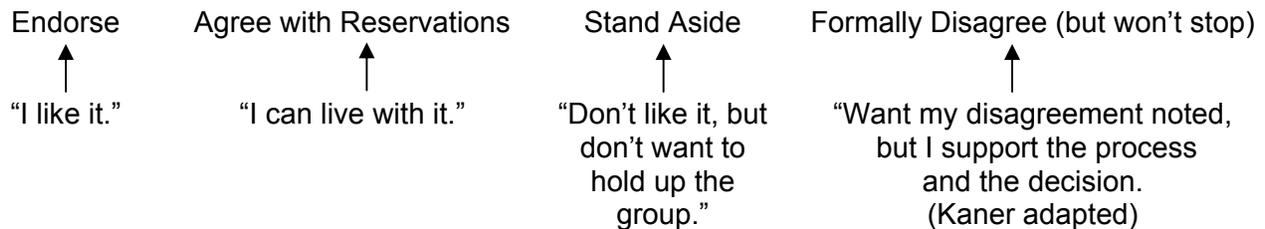
The Steering Committee agreed to use the “consensus” method of decision-making. Definitions and resources on decision-making are provided.

- a. Consensus is a participatory process by which a group thinks and feels together in route to their decision. (Kaner)
- b. Consensus is a state of affairs where communications have been sufficiently open and makes everyone in the group feel they had a fair chance to influence the decision; those who do not agree with the majority alternative nevertheless understand it and are prepared to support it (or live with it). (Trent adapted)

Note:

- This does not mean unanimous agreement.
- There are typically “gradients of agreement”.

Gradients of Agreement



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, AND 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.

Section 1 STAKEHOLDER ANALYSIS

(Those individuals/groups that we affect and that affect us.)

Participants generated a list of external and internal stakeholders. Participants then nominated a shorter list of primary stakeholders and those that may warrant extra emphasis during development of this plan.

External

- ❖ Future Generations
- ❖ Businesses (Present and Future)
- ❖ People of the County
 - Taxpayers
 - Voters
- Families
- Youth
- Federal Government
- State of Wisconsin
 - Rules and Regulations
 - Lawmakers
 - DNR
- Other Units of Government
- Churches/Faith Groups
- Potential Clients (Countryside)
- Realtors
- Broad-based Customer
- Bordering Counties
- Commuters (Work here.)
- Wildlife
- Guests of Residents
- Ag Groups/Farmers/Producers
- Veterans

- Educational Systems
 - School Systems
 - Universities/Colleges/Technical Colleges
 - Parents/Families
 - Students
- Health Care Providers
 - Clinics
 - Medical Professionals
 - Therapists

- Nonprofits
 - Literacy Council
 - PADA
 - Etc.
- Supporters/Advocates of Jefferson County
- Philanthropists
- Environment
 - Tourists
 - Tourism
 - Media
 - Investors
 - Absentee Owners/Landlords
 - Crime Victims
 - Local EMS/Emergency Services
 - Transportation
 - Drivers
 - Airports
 - Railroads
 - Homeless People
 - Transients
 - Non-English Speakers
 - Migrants

Internal

- ❖ Employees
- ❖ Clients of Departments
- Residents of Countryside
- Individual Departments
 - County Board of Supervisors
 - Vendors for Departments
 - Prisoners
 - Volunteers
 - Judicial Staff
 - Unions
 - Boards/Commissions
 - Committees

Note:

- ❖ Primary Stakeholder
- Secondary Stakeholder

PERFORMANCE CRITERIA/HOW WE WOULD BE JUDGED BY STAKEHOLDERS

Participants developed performance criteria for two primary internal and three primary external stakeholder groups. This could be done for additional stakeholder groups or this type of methodology could be informally used when considering key stakeholders.

Clients of Departments/Customers of Our Services

- a. Extent to which we provide safety to our clients/customers
- b. Extent to which we provide accessibility (by phone, etc.) to our clients/customers
- c. Extent to which we are currently providing what our clients/customers want now
- d. Extent to which we provide quality service to clients/customers
- e. Extent to which we are responsive/have turnaround
- f. Extent to which there is effective communication between us and our customers/clients
- g. Extent to which there are satisfactory outcomes for our customers/clients (Did the problem get solved/answers provided?)
- h. Extent to which our customers/clients feel we are fair
- i. Extent to which our customers/clients feel we practice justice/ethics
- j. Extent to which our customers feel we are a good value
- k. Extent to which we learn and extent to which we improve/respond to feedback from our customers/clients
- l. Extent to which we provide a healthy environment (absence of illness/sense of well being) for our customers/clients
- m. Extent to which our customers/clients feel we provide for and protect the common-wealth
- n. Extent to which our customers/clients feel that we enable freedom, sustainability, protection
- o. Extent to which we plan for anticipated future needs.

Employees and Union

- a. Extent to which employees/union feel we are fair
- b. Extent to which we enable trust by employees/union
- c. Extent to which employees have a sense of security/total compensation package/job security and stability
- d. Extent to which employees/union feel we have competent and capable leadership
- e. Extent to which employees feel appreciated and recognized
- f. Extent to which employees feel involved/included
- g. Extent to which we communicate with employees
- h. Extent to which employees' expectations of availability are met
- i. Extent to which employees have a sense of accomplishment (have purpose and meaning)
- j. Extent to which employees' personal values match the organization's
- k. Extent to which employees feel safe
- l. Extent to which employees feel that the organization is open/honest/transparent
- m. Extent to which employees feel they have the "right to organize/negotiate"
- n. Extent to which employees feel challenged/given leadership opportunities
- o. Extent to which employees are given opportunities for continuous learning/proper training/tools
- p. Extent to which employees feel that problems are dealt with in a timely and appropriate manner
- q. Extent to which employees feel that expectations are clear
- r. Extent to which employees feel that there is mutual accountability and mutual responsibility (for employees and employers)

Businesses

- a. Extent to which there is adequate infrastructure (roads, communication, transportation) for businesses
- b. Extent to which there is accessibility for businesses
- c. Extent to which the County has a welcoming business environment
- d. Extent to which businesses feel there is timeliness of response and lack of red tape
- e. Extent to which public safety is provided and health care and mental health are accessible and affordable
- f. Extent to which businesses feel there is consistency (Zoning) and fairness/appropriateness in regulation
- g. Extent to which businesses feel they are able to grow
- h. Extent to which businesses feel that the County is interested in a partnership with them
- i. Extent to which businesses feel there is accountability in government
- j. Extent to which businesses feel there are low taxes, value for taxes and appropriate taxes for value
- k. Extent to which businesses feel that there is a high quality of life that is attractive to their employees
- l. Extent to which businesses feel there are recreational opportunities and a healthy environment in the County
- m. Extent to which there is a strong commitment to education, continuing education and a quality workforce
- n. Extent to which businesses are recognized for their gifts to Jefferson County
- o. Extent to which there is accessibility to County resources for businesses
- p. Extent to which appropriate legal systems are in place
- q. Extent to which business needs are supported
- r. Extent to which there is open communication between businesses and County government

Future Generations

- a. Extent to which future generations will have effective, affordable government
- b. Extent to which future generations will have a healthy environment
- c. Extent to which future generations will have access to resources
- d. Extent to which future generations will have quality of life (clean lakes/ivers)
- e. Extent to which future generations will practice the concept of sustainability (continue what we have in Jefferson County: e.g. food/transportation/public safety/educational opportunity/meaningful jobs/recreational opportunities; and will be able to have energy available and will be able to restore ecological and social resources).
- f. Extent to which future generations are able to accommodate/respond to/provide for the retired and aging
- g. Extent to which future generations have a higher standard of living
- h. Extent to which government responds to expectations for on-demand services from a more mobile society
- i. Extent to which future generations have open, clean government and trust in the government
- j. Extent to which future generations have affordable and high-quality educational opportunities
- k. Extent to which future generations have affordable housing and affordable living
- l. Extent to which future generations have family-supporting jobs
- m. Extent to which future generations respond to increasing diversity

People of the County

The participants suggested that the “People of the County” are of encompassing importance when considering criteria for how government’s performance could be judged. As a reaffirmation, the measures of effectiveness for the three stakeholder groups represent a set of criteria for the “People of Jefferson County”.

Note: We will be paying close attention to this group throughout the process.

Section 2
MANDATES
(Organizational Musts)

Participants first identified, generalized and characterized important formal or codified mandates. In some cases, the source for more detailed identification is cited. This section is organized around County departments and functions, recognizing that not all departments and functions were present.

Participants then identified informal mandates or expectations from stakeholders.

Formal

- A. Human Services (has a six-page list of federal and state mandates)
 - a. Mandated to serve specific populations (elderly, developmentally disabled, mental health, substance abuse, children – abuse/neglect/Birth-3/delinquents, economic support)
 - b. Mandated by state/federal government
 - c. Mandated to protect the vulnerable
 - d. Mandated to provide public assistance and services to all these categories
 - e. Mandated to perform some entitlements
 - f. Mandated by some court-order

(Note: Additional details on Human Services formal mandates are available.)

- B. Sheriff
 - a. Constitutional mandates
 - b. Provide for public safety (but doesn't say how)
 - c. Attendant to the courts (writs, prisoner transfer, court security/protection of courtroom, warrants)
 - d. Some mandates on "pursuit policies"
 - e. Maintain the jail (e.g. health, cleanliness, accountability of inmates)
 - f. Dispatch for the community/telecommunications (some are formal and some are informal)
 - g. Sex offender registration
 - h. Traffic (comes under "provide for public safety")

(Note: There is some discretion on the level of service. Traffic safety is not mandated.)

- C. County Clerk
 - a. Elections
 - b. Licenses

- D. Treasurer
 - a. Collect money
 - b. Invest money

- E. Clerk of Court
 - a. Maintain files
 - b. Provide infrastructure to support State
- F. District Attorney (State employee)
 - a. Mandated State functions for keeping a District Attorney's office
- G. Coroner
- H. Register of Deeds
 - a. Record documents
- I. Highways
 - a. Statutory to maintain highways and bridges
- J. Lake District
 - a. Requires County representation
- K. Parks
 - a. Park gifts and land grants. There are deed restrictions/conditions on how land must be used (Kanow/Indian Mounds/Garman/Dorothy Carnes)
- L. Public Health
 - a. Mandated core group to control communicable disease
- M. Libraries
 - a. Mandated to tax for them and some reimbursement mechanism to other counties
- N. Limits
 - a. State levy limits; debt levy limits; sales tax limits.

Informal Mandates (Expectations)

- A. Professional support among County departments is expected.
- B. There is an expectation of informal working relationships/collaboration among departments and the County Board.
- C. There is an expectation of staff to help decision-makers.
- D. There is an expectation of the County Sheriff to provide additional public safety to local communities
 - a. Jefferson County has water-support expectations.
 - b. There are “mutual aid” expectations: expectations to be able to “count on” each other/among.
- E. There is the expectation the “umbrella service” will be provided. (i.e. Economic Development, UW-Extension/4-H, Fair Park, Countryside, Free Clinic, Women/Infants/Children – WIC, Parks).
- F. County parks are expected (some use City services; some share in operations).
- G. There is an expectation of a high level of service from the Highway Department (but this is a level of service consideration).
- H. Towns expect to have the County Highway Department as a “fall-back”.
- I. Maintenance of State highways is a voluntary contract; not mandated.
- J. There is an expectation of some involvement by the County in oversight of libraries (Library Board).
- K. Citizens appear to want a Board of Public Health, but this is voluntary. (Note: Once we have it, there are mandated functions.)
- L. There is an expectation to share funding for the County Bike Plan among Corporate Partners/Cities/Town/County.
- M. There is an expectation to have Zoning and Smart Growth (blend of formal and informal mandates).
 - a. Zoning
 - b. All 16 Towns have turned this over to the County.
- N. Farmland Preservation has come to be expected..
- O. Umbrella – All governments rely on County Land Information.

- P. There is an expectation for clean sweeps/hazardous waste removal.
- Q. Certain communities have cut back on law enforcement services (Johnson Creek/Palmyra) and this then falls on the County Sheriff (blend of formal and informal).
- R. There is an expectation for passports.
- S. Snowmobile coordination is expected (with revenue).
- T. Emergency Management operations are expected when cities/towns/other are overwhelmed. (Note: Then statute dictates how the function is operated.)
- U. Public Health is expected to address new grant opportunities (i.e. public health preparedness). It is the same with Economic Development. (Note: Some mandates are activated after choosing to perform a function.)
- V. There is an expectation to manage publicly owned farm land (560 acres).
- W. The concept of providing nursing care for the elderly is a high public expectation.
- X. Flood mitigation has been implemented via policy.

Discussion on Implications of Mandates for Future County Direction

Participants shared perspectives on how they viewed the implications of formal and informal mandates for future County direction.

- a. Emphasize collaboration and cooperation among units of government in meeting mandates.
- b. There is constant difficulty in various units working together. Jefferson County can be a coordinating entity, but there are opportunities and challenges in getting cities to share this interest.
- c. There may be a need to have a sense of priority on informal mandates since we cannot do it all.
- d. Informal mandates include functions that are a “safety net”.
- e. It will be important to identify “criteria” in helping to provide priorities.
- f. There is a need for education/clarity on these mandates.
- g. There is a challenge to department heads in providing public education in their leadership roles.

- h. There is an expectation by smaller units of government to turn to the County government for their professional resources on education/planning/safety/health ---- which is a challenge.
- i. We/the County must determine where we are going to be “the expert/the resource”.
- j. Are there ways to meet mandates on a more “regional basis” and on an improved internal/departmental” collaborative basis?
- k. Emphasize the importance of County departments responding to formal/informal mandates by better cooperation.
- l. As revenue is limited, it restricts our ability to move into new directions and may require consolidation/dropping.
- m. How do we meet informal expectations of “continuing education” with limited time and resources?
- n. There is an opportunity to get some mandates changed (at the State level) by partnering with other units of government, possibly sharing lobbying efforts with “like-minded” comparable counties.
- o. Move toward mandate relief through regional planning/regional efforts.

Section 3 VALUES AND MISSION

Values

(Values should articulate how the organization will conduct itself.)

The Steering Committee participated in a “Values Identification Exercise”. The exercise was intended to identify some of the core values in Jefferson County government. The following questions were used to draw out possible core values in Jefferson County government.

- *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?*

This section organizes all of the Values Statements within the broad categories of “Service, Skills and Stewardship”. All statements are retained, and have been arranged and placed in the order as determined by the results of the straw poll exercise. Those values with four or more votes were emphasized at the workshop and have been highlighted in bold.

The Steering Committee saw all these values as important for Jefferson County government. But it also identified those values that should be given more emphasis.

■ SERVICE

A. People Interaction (17 votes)

- a. **Respect:** We respect others and people we come in contact with (including future generations); the “Golden Rule” extended over time. (8 votes)
- b. **Transparency:** We need to abide by open meetings laws and welcome public input and be as open as possible. (5 votes)
- c. **Compassion:** We will understand the needs of others: empathy. (3 votes)
- d. **Collaboration:** We will collaborate within county government, with other units of government and with the public. (1 vote)
- e. **Cultural Diversity:** We have to have an understanding of other cultures - other cultures’ motivation; resources available to all cultures (many races, many cultures, beyond just the classic “Midwest Culture” of independence and resilience).
- f. **Approachable:** People are apprehensive about coming to government because they are fearful of retaliation. People need to feel more at ease with government.
- g. **Subsidiary:** We are servants of the people.

B. Personality-Like Traits (13 votes)

- a. **Honesty:** We will assess cost and value accurately, holistically and honestly. (7 votes)
- b. **Responsibility:** We have equal and binding responsibility for our many rights. We are responsible for ourselves, our nation, our world and future generations. (4 votes)
- c. **Integrity:** We stick to what we say we will do and we will stand by our mission. (2 votes)
- d. **Dependable:** We are here to serve when people need us and they can count on us.
- e. **Realistic:** We are based in science.

- C. Functions (7 votes)
 - a. Service: It is government's job to provide service. We serve the public in police, health care, land usage, highways...all of the entities of government. We serve our clientele somehow. (3 votes)
 - b. Service above Self: We are here to provide the public with services they need and want (not to sustain the bureaucracy). (3 votes)
 - c. Safety: We will provide all aspects of public safety (sheriff, courts, highways, etc.). (1 vote)
- D. Action-Oriented (2 votes)
 - a. Responsive: We can get back to our clients in a responsive way, and not let them "hang". (2 votes)
 - b. Timeliness: We cannot be professional without being timely in our response. Do things as quickly as practicable.
 - c. Simplify.

■ STEWARDSHIP

- A. Trust (20 votes)
 - a. **Stewardship:** We need to be wise stewards of what has been entrusted to us. (financial, timeliness, people resources, natural resources, etc.). (8 votes)
 - b. **Stewardship:** We are stewards of things that are entrusted to us (such as buildings, facilities, equipment, land, vehicles, etc.). (2 votes) (10 votes with a. and b.)
 - c. **Accountability:** We have to be accountable for what we are striving to do; we should have explanations but not excuses. (8 votes)
 - d. System Integrity: We would act as intermediaries for the hopes of our citizens to the extent that county government can do this. (2 votes)
 - e. Frugal: We are spending other people's money and we need to be respectful of that.
- B. Equity (3 votes)
 - a. Equity (2 votes)
 - b. Fairness: All our clients have different problems and we treat them fairly and all at the same level. (1 vote)
 - c. Secular: We approach things in a religious-neutral way.
 - d. Solidarity: All people are equal.
 - e. Fairness: We will treat everybody equally.
- C. Restore/Maintain Over Time (2 votes)
 - a. Sustainable: government can be continued indefinitely. (2 votes)
 - b. Resilience: We are operating in a restorative manner in regards to capital (social and ecological capital).

■ SKILLS

A. Talent/Proficiency (10 votes)

- a. **Competence:** Exercise responsibility in doing my job and having the necessary skill-set. (5 votes)
- b. **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. (4 votes)
- c. **Expert/Leader:** We are counted on to provide the leadership and expertise in a variety of areas. We have to be able to respond in a way that the public is confident that we know what we are doing. (1 vote)
- d. **Quality:** Important to provide quality care and services using many of the five core values that were identified. Caveat: This can only be done up to the level of available resources

B. Thinking/Intellect (9 votes)

- f. **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.” (5 votes)
- g. **Knowledgeable:** We try to get the answers to clients’ questions and we try to do this when people do not know where to turn. We will get the answer promptly, and we will be their “last call.” (3 votes)
- h. **Open-minded:** We are open to the views of others including different views and outlooks. (1 vote)
- i. **Creative:** We are proactive, progressive and not just “cutting”.

Mission Statement

A mission statement is a clarification of an organization's purpose; a purpose is what the organization does; the purpose states the core function of the organization.

The Steering Committee participated in a "Mission Statement Exercise". The exercise was intended to give each member an opportunity to develop a mission statement. The following questions were used to draw out possible mission statements for Jefferson County government.

- *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?*

The Steering Committee recognized that additional work in organizing these suggested mission statements will be needed, but this represents the initial effort by the Steering Committee. Phrases and concepts that appear frequently or capture common themes are underlined.

- A. To provide efficient, responsive, quality service in response to public needs of Jefferson County residents and its future generations.
- B. To provide quality and efficient public services.
- C. To meet the needs of our people, the environment and the economy.
- D. To serve the people with honesty and integrity.
- E. To serve and protect people in Jefferson County efficiently and reliably.
- F. To provide basic government services to allow people to become self sufficient and accountable for themselves.
- G. To meet the needs of the citizens, the environment, the economy while being good stewards of the resources available.
- H. To provide visionary leadership in the delivery of quality governmental services.
- I. To provide quality care and services to County residents and others.
- J. Acting as stewards of the public's resources to protect and serve.
- K. To protect and serve Jefferson County residents to improve quality of life and fulfill government's responsibilities.
- L. Working together for the betterment of the people of Jefferson County now and into the future.
- M. Provide for the health, safety and welfare of Jefferson County today and tomorrow.
- N. To provide initiatives, services and opportunities for the well-being of all citizens of Jefferson County.

- O. To serve and protect, with real integrity, people and commonwealth.
- P. To provide residents and visitors with quality services and maintain our invaluable resources.
- Q. Honest and fair in all we do, to protect and serve, we do that too.

Refined Mission Statement Alternatives

Listed below are alternative mission statements as one way of refining to a shorter list. The alternatives have been placed in order of a “purpose-hierarchy” with the broader purpose as Alternative 1 ranging to a more limited purpose in Alternative 5.

Alternative 1

To meet the needs of our people, the environment and the economy.

Alternative 2

To meet the needs of the citizens, the environment, the economy while being good stewards of the resources available.

Alternative 3

To protect and serve Jefferson County residents, to improve quality of life and fulfill government’s responsibility.

Alternative 4

To meet the County’s responsibilities to (the State?), its citizens, the environment and the economy.

Alternative 5

To provide the services required and expressly granted by the State.

Further Refinement of Possible Mission Statements

The Steering Committee had extensive dialogue around mission and came up with four variations of a preferred mission statement.

Alternative 6: To fulfill County government’s responsibilities and promote the quality of life in Jefferson County.

Alternative 6a: To serve county residents by fulfilling County government’s responsibility and by promoting the quality of life in Jefferson County.

Alternative 6b: To fulfill County government’s responsibilities to its citizens and contribute toward the quality of life in Jefferson County.

Alternative 6c: To fulfill County government’s responsibilities to its citizens and advance the quality of life in Jefferson County.

Approved Mission Statement and Motto

The Steering Committee approved a Jefferson County mission statement and motto based on the following process.

- The Steering Committee reviewed the four final alternative Mission Statements. (All four were slight variations of the generally preferred mission statement.)
- The Steering Committee discussed the evolution and rationale of Alternative 6c which represented the final refinement of the candidate Mission Statements at Workshop 6.
- This Mission Statement reads: “To fulfill County government’s responsibilities to its citizens and advance the quality of life in Jefferson County.”
- A straw poll showed strong agreement with this as our mission.
- There was still interest in a shorter version (i.e. motto) for communication purposes. A variation was proposed: “Jefferson County: Responsible government advancing quality of life.”
- There was consensus on both the mission statement and the motto.

Jefferson County Government Mission Statement

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

(Approved by Steering Committee on 8/25/10)

Motto

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

(Approved by Steering Committee on 8/25/10)

Section 4

STRENGTHS, WEAKNESSES, 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 vision statements for Jefferson County as an overall setting and community as well as an organization.

The input has been organized into theme or possible preliminary issue areas (based in part on the UWEX Governing Body Assessment Tool methodology). This analysis represents individual ideas with varying degrees of agreement and disagreement. For the “Opportunities and Hopes” section, there was an effort to determine if there was consensus (using the “We-Agree” exercise).

➤ Current Condition Assessment

INTERNAL STRENGTHS

Internal strengths are resources or capabilities that help an organization accomplish its mission. (Examples include a professional staff, adequate resources, strong leadership, good teamwork, trust, creative environment, physical plant attributes, etc.).

Culture and Values

- a. Caring culture.
- b. A desire to do the right thing.
- c. We have resilience and humor in the face of difficulty.
- d. We work in a respectful environment.
- e. We have good people. (This lists reflects “good people” over and over again).

Fiscal/Economic

- a. Fiscally conservative.
- b. Fiscal discipline.
- c. Base level of funding guaranteed from property taxes (unlike private sector).
- d. We are good at fiscal management and we have good checks and balances; major purchases go through the finance committee; things are scrutinized.

Group Relationships

- a. Great teamwork.
- b. Good team work and the goal of satisfying the consumer.
- c. Friendly and cooperative.
- d. We have open communication between staff and management and between County Board Committees, County Administrator and staff...we are getting better at this.
- e. We have good relationships between the constitutional officers, County Board and County Administrator, Judges: this is not the case in all counties.
- f. The non partisan reality of the County Board has still worked out well. There are good working relationships even though different partisan positions.
- g. We had unbelievable cooperation among departments during the flood.

Department/Workforce

- a. Competent staff.
- b. The various departments have strong leadership and dedicated employees.
- c. A lot of experienced personnel.
- d. Strong knowledge and expertise of their area.
- e. Experienced, professional managers as department heads.
- f. Strong professional and dedicated staff.
- g. Caring and compassionate departments.
- h. Qualified personnel.
- i. Committed staff.
- j. Employees, especially some of the long term, accomplished staff.
- k. Departments cooperating with one another to serve the public.
- l. Institutional knowledge of long term staff.
- m. Have a strong UW extension staff to guide a lot of processes.
- n. In some departments, there is a very good relationship with the union; when there are problems the union staff looks for solutions (i.e. one union willing to look at a hold on cost of living).

Environment

- a. Wonderful physical environment.

Resources/Facilities/Equipment/Technology

- a. Great equipment and tools to do the job.
- b. Electronically competent – good computer tools to do the job.
- c. The County has very good infrastructure in roads, bridges, parks, trail systems. (these are well maintained).

Organizational Structure

- a. Strong, thorough County Board committees.
- b. We have a good response to emergencies (flood, snow and financial; and health outbreaks).

Leadership

- a. Bright, capable County Board leadership (chair, vice-chairs, committee chairs).
- b. Creative leadership from many department heads.
- c. Energetic and proactive County Administrator.
- d. Leadership by elected officials and staff to plan for the future via: operational audits, the farmland preservation plan, Glacial Heritage partnership, five-year financial planning, corporate strategic planning, bicycle planning initiative and economic development planning.

Board

- a. Diverse and engaged County Board.

Statutory/Rules/Roles/Mission/Plans

- a. Leadership by elected officials and staff to plan for the future via: operational audits, the farmland preservation plan, Glacial Heritage partnership, five-year financial planning, corporate strategic planning, bicycle planning initiative and economic development planning.

- b. We respect the open meetings law even more now due to County Board Chair; we are very cognizant of the law.
- c. There is a good understanding of the role of policy and the role of administration/management.
- d. There is a real respect for the role of policy committees and the importance they play in shaping policy (as opposed to the work at just the County Board level).

Public/Citizenry/Demographics

- a. There is a strong value for public input; there is a willingness to take this seriously; we engage them and try to respond; this is a credit.

INTERNAL WEAKNESSES

Internal weaknesses are deficiencies in resources and capabilities that hinder an organization from accomplishing its mission. (Example areas include flawed organizational structure, participation concern, problematic group relationships, conflicts, facility limitations, etc.).

Culture and Values

- a. Aversion to changing old ways of working and operating.
- b. Uncertainty regarding future.

Fiscal/Economic

- a. Inadequate funding from state and federal governments.
- b. Many unfunded requirements.
- c. Lack of resources in needed personal and money.
- d. Lack of understanding of county's financial structure/budget pressures.

Group Relationships

- a. Lack of trust and some jealousy among departments and supervisors.
- b. County Board members that do not value staff. This was pointed out at the December 10, 2008 Department Head meeting by consultant John Dahle. Mr. Dahle went on to say that the Jefferson County work environment was dominated by fear and retribution. He further stated that we had no chance of moving forward as an organization until these items were successfully addressed. During this meeting, Mr. Dahle stated that the responses from the Department Heads were nearly unanimous in describing our work environment as "troubled" and "disrespectful".
- c. Some departments make a distinction on "what their job is" which means that sometimes the interdepartmental cooperation is not what it could be.
- d. We can always work more on communication.

Departmental/Workforce

- a. Potential burnout of employees as more and more is being asked of them.
- b. Big concern when the experience retires and new people have not been hired to replace those now leaving.
- c. Lack of staff in some departments.
- d. We have a lot of services available, but not a good way of marketing some of them.(in public health and other departments).

Resources/Facilities/Equipment/Technology

- a. We lack a long term capital improvement plan and the commitment to stick with it.
- b. We don't have good physical relationship in some of our infrastructure that limits some operational flexibility (but we are stuck with this infrastructure because it is in too good of shape to redevelop); this forces us to live with this situation.
- c. We lack an understanding of the physical constraints we operate in (peak oil, limited resources).

Organizational Structure

- a. Flawed structure – too much power in the hands of the few.
- b. We have too many “specific job descriptions” instead of some needed general descriptions.
- c. We don't have a central purchasing function; this could add to efficiency.

Leadership

- a. Weak leadership in key positions.

Board

- a. Some micro-management by County Board members.
- b. Unqualified County Board members.
- c. Hard for County Board members to form decisions on County Board floor when not part of the policy committee.

Statutory/Rules/Roles/Mission/Plans

- a. Onerous regulatory environment.
- b. Silo-thinking that leads to a lack of appreciation for the corporate responsibilities of county government.

Public/Citizenry/Demographics

- a. Public mistrust.
- b. Inability to overcome that a previous County Board said they'd lift the sales tax after the jail was paid for.

➤ Future and Desired Condition

CHALLENGES AND CONCERNS

External challenges are outside factors that can negatively affect your organization or community. (Areas to think about may be negative political trends, declining economic conditions, changing demographics, technological challenges, changing conditions, or concerns about competitive forces, etc.)

Culture and Values

- a. Very uncertain future.
- b. Flipping and flopping – Do one thing; say another.

Fiscal/Economic

- a. Economic climate.
- b. Lack of well paying manufacturing jobs.
- c. Economy.
- d. Money and taxes are the only factors used in making decisions.

- e. Challenge of traffic bypassing our community businesses which affects local economy.
- f. Challenge for maintenance of tourism, promotion of area, great parks system and the challenges of getting them off the highway to visit our attractions.

Group Relationships

- a. A rise of intolerance.
- b. Union rigidity.
- c. Accomplished staff leaving because of friction with County Board.

Departmental/Workforce

- a. Sharing levy money equitably between departments.
- b. Challenge of changing face of the workforce: longer work day, more telecommuting, different technological implications of our jobs.

Resources/Facilities/Equipment/Technology

- a. Ecological constraints, peak oil, limited resources, peak energy in general (fossil energy sources).
- b. Challenge to positively address the implications of Highway 26 as an expressway; this will result in considerable changes and pressures on limited resources.
- c. Challenge of the existing Highway 26 study sitting on the shelf.
- d. Challenge of taking care of the expanded Highway 26.
- e. Challenge of more traffic and implications for public safety and enforcement and courts from expanded Hwy. 26.

Board

- a. Term limits for County Board and elected offices.

Statutory/Rules/Roles/Mission/Plans

- a. State and federal mandates.
- b. Med-arb situation.
- c. State/federal regulations without funding to support them.

Public/Citizenry/Demographics

- a. Lack of public support for government at a time when government could be needed most.
- b. General public's distrust of government as a service provider
- c. General public's resentment of government employees because of pay/benefits
- d. General public's anger/distrust of elected officials as the embodiment of the services they don't trust and the employees they resent
- e. Lack of cohesion in public attitudes about the cost and role of government
- f. Lack of engagement by the public in government as seen in low voter turnout and lack of attendance at government meetings.
- g. Need for more education to public.
- h. Need more education on the need for public involvement.
- i. Challenges of aging population and taking care of the people and people not wanting to pay for this change.
- j. Challenge of changing demographics and not enough people to take care of the aging population.
- k. Challenge of changes in minority population. (along with the opportunities of diversity).

- l. Challenge of meeting the needs of people in poverty and people distressed (with services being cut, limited, under-funded).
- m. Challenge of population pressures and how they work against our agricultural qualities and bucolic setting (beautiful and pristine natural and rural setting with good habitat); challenge of location between population centers.

OPPORTUNITIES AND HOPES (including organizational considerations)

External opportunities are outside factors or hoped-for situations that can affect your organization or community. They also provide any descriptors of your hopes or vision ideas for a future Jefferson County governmental organization. (Areas to think about: potential political support, advantageous demographic projections, positive technological trends, opportunities for partnerships, positive workforce trends, possible facility improvements, desired new initiatives, hopes from existing plans, vision ideas about what a “successful or ideal” Jefferson County government could look like, etc.)

*In this section, there was an effort to gauge consensus through a “We-Agree” tool. Those ideas marked with “**” were without consensus.*

■ PHYSICAL

Fiscal/Economic

- a. Economy will improve.

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.

Location

- a. Our location.** Reason - Not a complete thought.
- b. Hope to build on our great location between major metro counties; we have an ideal location and no one as well placed as Jefferson County.** Reason – A fact, but not a hope for the future.

Agriculture

- a. Jefferson County is known for its strong agricultural economy and farmland preservation.
- b. Jefferson County is a leader in new agricultural related industries and clean energy production.** Reason – We should put the idea of energy somewhere else.

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.

Resources/Facilities/Equipment/Technology

- a. Opportunity to take advantage of positive technological trends.** Reason – Not a vision.
- b. Hope for a modern transportation system including high speed rail, human scale transportation/bicycling, interurban links.** Reason – This is too specific; ie. Modern, balanced system but not too much detail.
- c. Hope for high speed electric trains.** Reason – This is too specific.

Public/Citizenry/Demographics

- a. Hope that we have our youth staying or coming back to Jefferson County.
- b. Hope to understand what an “optimum” county population could/should be.** Reason – There was concern on how we can control.

Environment

- a. Hope that we have no loss in the non-human species in our environment.** Reason - Some weeds, snakes and deer will be lost; could be phrased differently.
- b. Hope for ecological improvement and build on what we have rather than see environmental declination.

■ ORGANIZATIONAL

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).

Fiscal/Economic

- a. Hope for lots of money to spend** Reason - Could add wisely; some people might not see the humor; really hope the economy improves; don't want us to look like were grabbing.
- b. Hope that our tax base grows.** Reason - Is this real? Is this what we want? Does it conflict with some livability matters?

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.
- b. Hope for world peace!!!!** Reason - Possibly erase.

Section 5 **ISSUES AND VISION**

List of Possible Issues

Key strategic issues are the most critical and important issues facing the organization. Identification of issues creates useful tension needed to prompt organizational change. A short list of strategic issues (i.e. 2-4 priority strategic issues) will eventually be selected by the Steering Committee in Step 5 of the process. This step initially enabled Steering Committee participants to review all prior steps in the process and identify the issue(s) that they believe should be emphasized in this cycle of planning.

The Steering Committee responded to a worksheet on issues. They were asked to phrase the issue as a question that could have more than one answer. (Examples of question format: What are ways that we could.....? Or How can we?)

Listed below is the Steering Committee's initial list of issues along with an explanation about potential consequences if the issue is not addressed.

- 1. What is the issue? Be sure to phrase the issue as a question that has more than one answer. The issue should be one the organization can do something about.**
 - a. What are ways to increase revenues versus cutting expenditures? Consequences: We cannot just keep on cutting expenditures and programs. We are here for a purpose and to continue to cut the programs that justify our existence makes no sense.
 - b. How does Jefferson County government maximize the quality of services provided while minimizing the cost to taxpayers? Consequences: Inefficient service, low morale, services that aren't valued and high taxes.
 - c. How can we restructure County government to meet the service needs/priorities of County residents within public funding levels? Consequences: Won't be able to provide services if not open to doing differently.
 - d. What is the appropriate level of spending in County government? Consequences: Lost opportunities and further alienating the public.
 - e. How do we protect and preserve our environmental and cultural heritage? Consequences: Loss of our competitive, locational and cultural advantages that we have.
 - f. What are the ways we can improve our image as responsible stewards of our resources? Perception problems. Consequences: Continued distrust of government.
 - g. What is the government of Jefferson County's role in fixing the economic distress we are under? We have cut and cut and can't continue to cut. Consequences: We will lose our good employees or employees will leave; hard to do more with less without skilled employees.

- h. How can we make educated decisions about programs and services based on best practice models? Citizens and leaders look to department heads for info and not just based on feelings. Educated decisions. Consequences: We can lose opportunity because decisions not based on best practice; can't deliver needed services; staff morale plummets when staff not used for their expertise. Will lose experienced staff.
- i. How do we regain the public's trust? Perception that we have ulterior motives; public may try to second guess our decisions. Consequences: Not sure but we spend a lot of time defending decisions which takes away from us moving forward.
- j. How can we communicate with and get cooperation from higher governmental bodies that we are dependent upon? Consequences: We will be expected to do more and more with less. (This will be in the long haul.)
- k. How can County government educate the public about its mission and services? Consequences: Distrust by citizens of employees, elected officials and taxes.
- l. How can we meet the mandated services without funding for these mandated programs? Consequences: They may not get done and this may stress out our employees.
- m. What methods and techniques can be used to cover these increased workloads now that we are expected to do more with less? Consequences: Will not be delivering the services and products to the public.
- n. How do we change citizens' attitudes about our government? Consequences: Dooms us to failure.
- o. How can the cooperative model be used to provide services in partnership with County government (especially applied to Countryside). Consequences: Loss of local control and ownership, loss of social capital, loss of cultural heritage.
- p. What can we do to be energy secure while promoting economic activity? Consequences: When oil and gas are expensive, the whole system breaks down; affects our future if not addressed.

Issues Organized by Preliminary Issue Areas

The identified issues were subsequently organized by theme or preliminary issue areas below. This enabled the Steering Committee to review, discuss and “frame” into meaningful and targeted issues.

- a. **What is the issue? Be sure to phrase the issue as a question that has more than one answer. The issue should be one the organization can do something about.**

Trust/Reputation

- a. What are the ways we can improve our image as responsible stewards of our resources? Perception problems. Consequences: Continued distrust of government.
- b. How do we regain the public’s trust? Perception that we have ulterior motives; public may try to second guess our decisions. Consequences: Not sure but we spend a lot of time defending decisions which takes away from us moving forward.
- c. How can County government educate the public about its mission and services? Consequences: Distrust by citizens of employees, elected officials and taxes. [Note: educate the public and ourselves (everybody)].
- d. How do we change citizens’ attitudes about our government? Consequences: Dooms us to failure.

Financial/Internal

- a. What are ways to increase revenues versus cutting expenditures? Consequences: We cannot just keep on cutting expenditures and programs. We are here for a purpose and to continue to cut the programs that justify our existence makes no sense.
- b. What is the appropriate level of spending in County government? Consequences: Lost opportunities and further alienating the public. [Notes: add notion of revenue generation. What are the appropriate levels of spending and sources of revenue in County Government? (assumes this also deals with ways of being innovative and working with others/partnerships)]
- c. What is the government of Jefferson County’s role in fixing the economic distress we are under? We have cut and cut and can’t continue to cut. Consequences: We will lose our good employees or employees will leave, and hard to do more with less without skilled employees.

Partnerships/Cooperation

- a. How can we communicate with and get cooperation from higher governmental bodies that we are dependent upon? Consequences: We will be expected to do more and more with less. (This will be in the long haul.)
Notes from Workshop 6: How can we foster cooperation with other governmental bodies and groups, and promote public and private philanthropy?

- b. How can the cooperative model be used to provide services in partnership with County government (especially applied to Countryside). Consequences: Loss of local control and ownership, loss of social capital, loss of cultural heritage.

Environmental/Economic/Cultural

- a. How do we protect and preserve our environmental and cultural heritage?
Consequences: Loss of our competitive, locational and cultural advantages that we have.
(Notes from Workshop 6: Combine the two. How do we protect and preserve our environmental and cultural heritage, and become energy secure while encouraging and supporting sustainable economic activity?)
- b. What can we do to be energy secure while promoting economic activity?
Consequences: When oil and gas are expensive, the whole system breaks down; affects our future if not addressed.

Public Services/Quality

- a. How does Jefferson County government maximize the quality of services provided while minimizing the cost to taxpayers? Consequences: Inefficient service, low morale, services that aren't valued and high taxes.
- b. How can we meet the mandated services without funding for these mandated programs? Consequences: They may not get done and this may stress out our employees. How do we align services with draft mission/vision?

(Note from Workshop 6: How do we decide what services we should provide and at what level while responding to quality, quantity and return on investment?)

Decision Making/Techniques

- a. How can we make educated decisions about programs and services based on best practice models? Citizens and leaders look to department heads for info and not just based on feelings. Educated decisions. Consequences: We can lose opportunity because decisions not based on best practice; can't deliver needed services; staff morale plummets when staff not used for their expertise. Will lose experienced staff.
- b. What methods and techniques can be used to cover these increased workloads now that we are expected to do more with less? Consequences: Will not be delivering the services and products to the public.

(Note from Workshop 6: These may inform the issue above. These are technique related.)

Organizational Structure

- a. How can we restructure County government to meet the service needs/priorities of County residents within public funding levels? Consequences: Won't be able to provide services if not open to doing differently.

(Note from Workshop 6: This may also be captured in the service issue.)

Issue Framing: By Issue Area

The Steering Committee looked at each “preliminary issue area” from the preceding section, and initiated an extensive dialogue to assure the framing of the issue that would best characterize the essence of the issue or the dilemma being faced as a result of the issue. In most issue areas, there were multiple suggested issue statements. In most cases, the Committee adapted one of the existing issues after significant dialogue. The Committee was prompted by these questions:

- ❖ *What is the real issue, conflict or dilemma?*
- ❖ *Why is it an issue and what makes it an issue (i.e. what step or prior review provided the clues that this is an issue?)*
- ❖ *What would be the consequences of not doing something about it? (See end of this section for pointers used by the Steering Committee in framing their issues)*

This section presents the issue area, lists the initially proposed issues, presents the re-framed issue, and then includes a narrative that attempts to capture the various points and arguments made during the reframing dialogue. It should be noted that the narrative represents the “stream” of conversation, and there is not necessarily agreement or disagreement on the actual narrative. The narrative only reflects the variety of ideas shared during the attempt to reframe the issue.

A. Education and Communication (formerly labeled Trust/Reputation)

Initially Proposed Issues:

- a) What are the ways we can improve our image as responsible stewards of our resources? Perception problems. Consequences: Continued distrust of government.
- b) How do we regain the public’s trust? Perception that we have ulterior motives; public may try to second guess our decisions. Consequences: Not sure but we spend a lot of time defending decisions which takes away from us moving forward.
- c) How can County government educate the public about its mission and services? Consequences: Distrust by citizens of employees, elected officials and taxes.

[Note from Workshop 6: educate the public and ourselves (everybody)].

- d) How do we change citizens’ attitudes about our government? Consequences: Dooms us to failure.

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

Narrative During Reframing of the Educational Communication Issue

There is mistrust of government especially at “higher levels” of government (especially State and Federal level). People do not understand the role of government, and they mistrust us.

People make assumptions about government and have unrealistic expectations. This goes to the issue of providing education about government. There is a general perception that government squanders their tax dollars. This creates a burden for government to explain government better which is Issue C. Only a small percentage of the population actually cares about county government on any given day. Therefore, how do we educate the public about what we do? If we address Issue C, then Issues A, B and D go away.

At the Finance Committee “Listening Sessions” on the referendum, the public was angry about the proposed language until they were clearly told about the reasons for the proposed language.

We need to get people to come to events to learn about County government. We need to engage people. We need to try to educate in more innovative ways, although we cannot expect citizens to take an evening away from home to come to “County Government School.” Sauk County’s strategic plan also included an issue about the need to reach out to and educate the public. We need to build into our culture the importance of being good with the public. We can never do too much education.

The public needs to be educated about the role that they play in their government. A good time to educate is when an issue is real and when they are impacted. Sometimes we can provide “just-in-time education.”

Interrelated Issue Focus-Trust Between Elected Officials and County Employees:

County employees lose trust and can be hurt when elected officials make offensive or derisive generalizations about public employees (an example was cited). This broadened the issue to include internal considerations of trust.

B. Financial/Internal

- a) What are ways to increase revenues versus cutting expenditures? Consequences: We cannot just keep on cutting expenditures and programs. We are here for a purpose and to continue to cut the programs that justify our existence makes no sense.
- b) What is the appropriate level of spending in County government? Consequences: Lost opportunities and further alienating the public.

[Notes from Workshop 6: add notion of revenue generation. What are the appropriate levels of spending and sources of revenue in County Government? (assumes this also deals with ways of being innovative and working with others/partnerships)]

- c) What is the government of Jefferson County’s role in fixing the economic distress we are under? We have cut and cut and can’t continue to cut. Consequences: We will lose our good employees or employees will leave, and hard to do more with less without skilled employees.

Issue B. Financial/Internal (Reframed): What are the appropriate levels of spending and sources of revenue in County Government? (Assumes this also deals with ways of being innovative and working with others/partnerships)

Narrative During Reframing of the Financial/Internal Issue

This issue can help in determining the appropriate role of service delivery and associated costs. We may be going through some fundamental shifts in how we deal with governmental services and costs. We should look not only at spending options but also sources of revenue. What is the appropriate mix of spending and revenue generation? We should also look at the appropriate size of government.

There was discussion on looking at other sources of revenue in addition to taxes, such as fees. People do not see much difference between taxes and fees. There may be some advantages to tax over fees in that some of the taxes may come back because taxes are deductible on income taxes. An advantage of fees is that the user pays for service.

This is also the issue to look at innovative way to add revenue which is helpful. We should look at financial and other partnerships-public and private. We should look at funding initiatives that are “win-win” to bring new revenue. There can be tremendous gains by these innovative partnerships (example Parks).

Some departments may not be involved in partnerships since the tax levy support is appropriate. (i.e. Courts, Constitutional Officers). Although even for these areas there may be innovation such as the use of Huber inmates for service projects. There are limits to what we can do.

C. Partnerships/Cooperation

- a) How can we communicate with and get cooperation from higher governmental bodies that we are dependent upon? Consequences: We will be expected to do more and more with less. (This will be in the long haul.)
(Note from Workshop 6: How can we foster cooperation with other governmental bodies and groups, and promote public and private philanthropy?)

- b) How can the cooperative model be used to provide services in partnership with County government (especially applied to Countryside). Consequences: Loss of local control and ownership, loss of social capital, loss of cultural heritage.

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

Narrative during Reframing of the Partnerships/Cooperation Issue

The notion of cooperation should be expanded beyond just higher governmental bodies. Issue b. was also incorporated into this issue by including reference to “groups” which would include the cooperative entity being explored for the Countryside initiative.

D. Environmental/Economic/Cultural

- a) How do we protect and preserve our environmental and cultural heritage?
Consequences of not addressing: Loss of our competitive, locational and cultural advantages that we have.

- b) What can we do to be energy secure while promoting economic activity?
Consequences of not addressing: When oil and gas are expensive, the whole system breaks down; affects our future if not addressed.

(Note from Workshop 6: Combine the two issues. How do we protect and preserve our environmental and cultural heritage, and become energy secure while encouraging and supporting sustainable economic activity?)

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

Narrative During Reframing of the Environmental/Economic/Cultural Issue

There was extensive discussion during the development of the “Vision Statements” related to environmental and economic sustainability. These observations were recognized as important and were applied in the development of this issue.

There was a need for clarification of what “cultural heritage” meant. There was a concern that this may imply the stereotypical Jefferson County ethnicity; i.e. the Germanic heritage. This could imply that we are not able to embrace new cultures. Examples were given to clarify notions of culture such as our community events, our festivals and our history. Further elaboration included illustrations that the Jefferson County culture included placing importance on social capital, equity, emphasis on our schools and our functioning governmental systems. This discussion clarified the meaning of culture.

E. Public Services/Quality

- a) How does Jefferson County government maximize the quality of services provided while minimizing the cost to taxpayers? Consequences of not addressing: Inefficient service, low morale, services that aren’t valued and high taxes.

- b) How can we meet the mandated services without funding for these mandated programs? Consequences of not addressing: They may not get done and this may stress out our employees. How do we align services with draft mission/vision?

(Note from Workshop 6: How do we decide what services we should provide and at what level while responding to quality, quantity and return on investment?)

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

Narrative during Reframing of the Public Services/Quality Issue

This issue has linkages with the Financial/Internal (Issue A). Both a. and b. help get at the essence of why we are here. There were concerns raised on the meaning of using the measure term of “maximizing the quality of service”, and whether this is something that could be measured or actually done. We need to incorporate the “notion of quality improvement.” There was clarification that issue b. gets at the notion of needing to align county services with the draft mission and vision statements which provide the desired future direction and guidance for Jefferson County government services.

F. Decision Making/Techniques

- a) How can we make educated decisions about programs and services based on best practice models? Citizens and leaders look to department heads for info and not just based on feelings. Educated decisions. Consequences of not addressing: We can lose opportunity because decisions not based on best practice; can't deliver needed services; staff morale plummets when staff not used for their expertise. Will lose experienced staff.

- b) What methods and techniques can be used to cover these increased workloads now that we are expected to do more with less? Consequences of not addressing: Will not be delivering the services and products to the public.

(Notes from Workshop 6: These may inform the issues above. These are technique related.)

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

Narrative During Reframing of the Decision Making/Techniques Issue

This issue is related to some of the earlier issues. It helps us address how we can get at program evaluation and effectiveness. This is a more focused and specific issue related to government methods.

G. Organizational Structure

- a) How can we restructure County government to meet the service needs/priorities of County residents within public funding levels? Consequences: Won't be able to provide services if not open to doing differently.

(Note from Workshop 6: This may also be captured in the service issue.)

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

Narrative during Reframing of the Decision Making/Techniques Issue

This is also related to the Public Services/Quality issue. The Steering Committee did not take a lot of time to consider the reframing considerations with this issue.

Presented below are the pointers used by the Steering Committee in framing their issues.

The Art of Framing Issues

- ◆ Remain aware that there is an art to framing strategic issues.
- ◆ Considerable discussion and thoughtful revision of first drafts of strategic issues are likely to be necessary in order to frame issues in the most useful way.
- ◆ It is important to critique strategic issues to be sure that they really do usefully frame the fundamental policy questions the organization faces.
- ◆ The members of the strategic planning team should discuss several questions about the issues they have identified before they settle on a set of issues to address. Some useful questions include the following:
 - What is the real issue, conflict, or dilemma?
 - Why is it an issue? What is it about the organization's mission, mandates, or SWOCs that makes it an issue?
 - What would be the consequences of not doing something about it?
 - What issues are missing from the list?
- ◆ Foundation for helping to reframe issues:
 - In revealing and explaining real conditions, leaders are laying the groundwork for framing and reframing issues facing the organization and strategies for addressing them.
 - The framing process consists of naming and explaining the issue, opening the door to alternative ways of addressing it, and suggesting outcomes.
 - The reframing process involves breaking with old ways of viewing an issue or strategy and developing a new appreciation of it.

Excerpts From: Bryson, John M. *Strategic Planning for Public and Nonprofit Organization (3rd Edition)*. San Francisco: Jossey-Bass, 2004. (Adapted by Steve Grabow, University of Wisconsin-Extension, November 17, 2009)

Using the Decision-Matrix to Help Determine Strategic Issues

The Steering Committee used a decision matrix tool to help determine the extent to which each issue was strategic or of fundamental importance. The tool was administered electronically. Each of the seven issues was rated on five criteria. The criteria were used to rate the extent to which each issue was:

- Responsive to the “working mission statement”.
- Responsive to the assessments (including the stakeholder, mandates and S.W.O.C. analysis).
- Of significant impact to key stakeholders.
- Of consequence if not addressed.
- Doable (i.e. the extent to which there will be an ability to do something about the issue).

The worksheet form is included. A form showing the results of this empirical exercise is also included. These results were then used by the Steering Committee in selecting three strategic issues. (Note: A decision matrix is an empirical tool to provide a starting point for dialogue around the strategic nature of issues. The results should not be followed “blindly” without a meaningful discussion and sharing of perspectives.)

Worksheet for Determining How Strategic the Issues Are
Strategic Issue Decision Matrix

Instructions for filling out the Decision Matrix: For each cell of the matrix, rate the extent to which each issue meets each criterion. Then total up the values for each issue which will enable you to rank each issue. Rate according to a 1-5 scale:

Rating Values:

- 1 Barely meets criterion
- 2
- 3 Moderately meets criterion
- 4
- 5 Fully meets criterion

Issues	Criteria						
	Responsiveness to Mission	Responsiveness to Assessment	Impacts to Stakeholders	Consequences of Not Addressing	Ability to Do Something	Total	Rank
Issue A. Trust/Reputation: 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?							

Results From Worksheet for Determining How Strategic the Issues Are
Strategic Issue Decision Matrix

This form includes the results and ranking of issues based on those Steering Committee members who filled out the worksheet.

Rating Values:

1 Barely meets criterion, 2, 3 Moderately meets criterion, 4, 5 Fully meets criterion

Issues	Criteria					By Total		By Ranking		
	Responsiveness to Mission	Responsiveness to Assessment	Impacts to Stakeholders	Consequences of <u>Not</u> Addressing	Ability to Do Something	Total	Rank by Total	Rank Summary	Avg. Rank	Rank by Avg.
<p><u>Issue: Public Services/Quality:</u> How do we decide what services we should provide and at what level while responding to quality, quantity and return on investment?</p>						189	1	1 (5) 2 (2) 3 (1) 4 (0) 5 (1) 6 (1) 7 (0)	3.1	1
<p><u>Issue: Decision Making/ Techniques:</u> How can we make educated decisions about programs and services based on best practice models, methods and techniques?</p>						169	5	1 (0) 2 (1) 3 (2) 4 (4) 5 (2) 6 (1) 7 (0)	5.2	3
<p><u>Issue: Financial/Internal:</u> What are the appropriate levels of spending and sources of revenue in County Government?</p>						189	1	1 (1) 2 (3) 3 (0) 4 (4) 5 (0) 6 (1) 7 (1)	5.1	2
<p><u>Issue: Organizational Structure:</u> How can we restructure County government to meet the service needs/priorities of County residents within public funding levels?</p>						143	7	1 (0) 2 (0) 3 (3) 4 (2) 5 (0) 6 (1) 7 (4)	7.3	6

<p>Issue: Partnerships/Cooperation: How can we foster cooperation with other governmental bodies and groups, and promote public and private philanthropy?</p>					162	6	1 (0) 2 (1) 3 (0) 4 (1) 5 (4) 6 (3) 7 (1)	7.3	6
<p>Issue: 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?</p>					187	3	1 (4) 2 (0) 3 (1) 4 (0) 5 (2) 6 (0) 7 (3)	5.4	4
<p>Issue: Trust/Reputation: How can County government educate both the public and its own internal stakeholders about its mission and services?</p>					175	4	1 (0) 2 (3) 3 (3) 4 (0) 5 (1) 6 (3) 7 (0)	5.4	4

Section 5 THREE STRATEGIC ISSUES

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

Determining the Strategic Issues:

There was consensus that Issue A. Education and Communication is the highest priority and most strategic issue to address. The Steering Committee observed a need to educate our public about what we do in the County. A main conclusion from the Citizen Survey was that many citizens are not familiar with Jefferson County and its many functions. The Committee believes that this issue impacts all the other issues, and is clearly a strategic issue for this cycle of planning. The group changed the label for this issue area from “Trust/Reputation” to “Education and Communication”.

Steering Committee members offered Issue D. Environmental/Economic/Cultural as a strategic issue. A handout was shared to further justify this as a strategic issue.

Steering Committee members endorsed Issue E. Public Services/Quality as another key issue. This was rated highest by those that had completed the electronic survey of the Decision Matrix. Several members said that we need to build on the public survey to further explore service priorities, and there was discussion about the importance of “maximizing the quality of service”, as mentioned in the framing narrative of this issue.

While the other four issues are significant, these three issues (Education and Communication; Environmental/Economic/Cultural; and Public Services/Quality) were agreed to as the Strategic Issues to be addressed in this cycle of planning. 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 chose all three as the strategic issues to further address and develop strategies around. The three selected strategic issues that were selected by the Steering Committee as the most important to address in follow-up strategy formulation are as follows:

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

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?

Section 5 **CONSENSUS VISION STATEMENTS**

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”. For each statement, the prefix of “Jefferson County will...” is assumed. The consensus vision statements are based on the identification of opportunities and hopes for the future. The Steering Committee used a “We-Agree” exercise to determine those “vision ideas” in which there was agreement.

■ PHYSICAL

Fiscal/Economic

- a. Have an improved economy.

Parks/Recreation

- a. Have projects like the Glacial Heritage Area that are a win-win for the future.
- b. Become the center of the Glacial Heritage Area and be known for its recreational opportunities.
- c. Have 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.

Location

- a. Build on our great location between major metro counties.

Agriculture

- a. Be known for its strong agricultural economy and farmland preservation.

Community Livability

- a. Attract new businesses and grow 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. Build community spirit even with challenges; huge potential to get back to a simpler way of community life.
- c. 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. Be our “home place” of nice small towns, nice proximity to urban areas, but retain our rich and diverse base of assets.
- e. Maintain and improve our environment that supports a healthy lifestyle and healthy living.
- f. Have food sufficiency and health care for the future population.

Public/Citizenry/Demographics

- a. Have our youth staying or coming back to Jefferson County.

Environment

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

■ ORGANIZATIONAL (JEFFERSON COUNTY GOVERNMENT)

Public/Citizenry/Demographics

- a. Have a high level of trust in Jefferson County Government in the community.
- b. Have support for those that commute in and out of Jefferson County.

Departmental/Workforce

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

Group Relationships

- a. Recognize that we are not alone. There is potential for synergism with other counties and local units of government.
- b. Have 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. Incorporate ways for a more regionalizing of services (more regional transportation, more regional consortiums like the five county health consortium, more like the HOME consortium, more collaboration).

Organizational Structure

- a. Have a supportive County Board, policy committees and Departments.

Culture and Values

- a. Have no agendas other than what is best for the County in its entirety.
- b. Have optimism about the changes affecting us.
- c. Remain optimistic that change is a good thing for our citizens.

Leadership

- a. Have a qualified and fully supportive Board with true vision and leadership.
- b. Have a succession of leaders to retain our vision.

Community Livability

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

Fiscal/Economic

- a. Have job retention, job attraction and a sustainable expansion of the tax base in all economic sectors. [Note: This vision is more completely developed in the extensive set of Vision Statements for Jefferson County contained in the "Economic Vision & Positioning Framework Initiative." (This is also part of the Jefferson County Comprehensive Plan Update with Economic Development Emphasis.)]

Resources/Facilities/Equipment/Technology

- a. Not always have to say no.

Statutory/Rules/Roles/Mission/Plans

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

Note: The Steering Committee affirmed this as a reasonable “working vision” for Jefferson County (physical considerations) and Jefferson County government (organizational considerations). Also, an extensive set of Vision Statements for Jefferson County are contained in the “Economic Vision & Positioning Framework Initiative.” They are complementary vision statements. These may be found at: http://www.uwex.edu/ces/cty/jefferson/cnred/documents/Storybook_4_13_09.pdf

Jefferson County Citizen Survey Report 2010 - Conclusions

The Steering Committee determined the need to invite citizen input as it developed the County Government Strategic Plan. This was executed during Step 5 of the process after the seven issues were identified and after a draft "Vision of Success" was developed. The Steering Committee postponed the adoption of a mission statement and the selection of its "short list" of strategic issues until the results of the citizen survey were analyzed. The "Conclusions" contained in the citizen survey are provided below.

The primary purpose of this survey was to gather public input for a strategic plan for Jefferson County government. The survey was also intended to determine citizens' opinions about the County's quality of life, their familiarity and experience with County offices and officials, the County residents' perceived importance of various Jefferson County services and functions and to gauge support for a set of vision statements for Jefferson County.

Majorities of Jefferson County residents view most County functions as "important", but the highest importance ratings went to the basic government services of road maintenance, public safety and emergency management. At the same time, residents are only modestly familiar with County operations and are also very concerned about the state of the economy, current taxes and spending. The overall low level of familiarity makes it difficult for residents to know how well their tax dollars are being spent. These findings suggest the need for on-going diligence to ensure tax revenues are used effectively as well as a need to increase the connections between County residents and their government. The latter may be accomplished through information and education outreach efforts. In reviewing these findings, the Jefferson County Government Strategic Planning Steering Committee has determined that "Education and Communication" is one of the most important strategic issues facing the County.

In terms of vision statements, there was fairly strong support for most elements that the Jefferson County strategic planning group has developed. Having broad support for the chosen path forward is important if that vision is to be realized.

The results of this survey should be seen as encouraging on a number of fronts. One important finding is that the residents who profess to know the most about what County government does are more likely to agree that the services provided are a good value in terms of the taxes they pay. A second encouraging result is that citizens who have an opinion (suggesting they have some first-hand experience), tend to feel that County employees and elected officials treated them professionally and in an honest and trustworthy manner. This indicates that the County does not have a significant burden of mistrust to overcome. And third, most people feel that Jefferson County has a high quality of life. Unfortunately, the factors that seem to detract from that assessment, the weak economy and the attendant shortage of jobs, are things over which the County has relatively limited control.

Section 6 STRATEGY FORMULATION

A strategy is defined as a pattern of purposes, policies, programs, projects, actions, decisions and resource allocations that defines what an organization is and does. Strategies respond to the challenges and open-ended question from each strategic issue. The purpose of Section 6 is to create a set of strategies to address the three priority strategic issues that have been identified in Section 5.

Listed below are prompts that helped the Steering Committee respond to the challenges posed in the three strategic issues. The Steering Committee developed strategy ideas based on these questions.

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

The Steering Committee developed strategy ideas for each strategic issue. The issue was presented, and the responses were initially organized using the Major Alternatives, Components and Details tool.

The Steering Committee had extensive dialogue around their initial strategy ideas, and refined their initial work. The Steering Committee gave direction as to which strategy ideas they wanted to emphasize in the plan, and they discussed those strategies that are of larger scope (i.e. the bigger ideas that could have impact in addressing the issue.) The section below conceptualizes these action items as “Major Strategy Initiatives” to pursue. For each Major Strategy Initiative, some of the associated strategy ideas are included as possible “component or more detailed strategy ideas” that could help move the strategy forward. The major strategy initiative along with the highlighted components and details represent a “package” of promising ways to address the strategic issue.

This section also has a listing of “Other Ideas Considered”; but these may or may not be additional ways to address each strategic issue.

The following strategies were approved unanimously by the Steering Committee.

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

I. MAJOR STRATEGY INITIATIVE 1:

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

Components and Details:

- a. Designate some of County Board Chair budget to hiring an intern to lead efforts on communication techniques both internally and externally (look at conventional and technical ways to enhance County communication). (Note: This is already underway.)
- b. Determine which “groups” or “communities” in which we need better communication (i.e. Where will we have the impact?)
- c. Develop the package of ideas that starts moving on this.
- d. Form a “Work Group” to do more homework and work with resources.

Other Ideas for Future Reference:

General County

- a. Develop a “Speakers Bureau” that people would volunteer to visit civic groups, schools, other venues to share about their area of expertise. (i.e. Department Heads volunteer).
- b. Develop Q and A on different County topics.
- c. Develop a two sided sheet for enclosure in the tax bill that has a summary of how the County tax dollars are being spent (like Budget Booklet Summary) and on the other side key contact information (3 bullet points on the most common questions that come up in County government).
- d. Consider ways of working with other jurisdictions in their mailings (towns, others)
- e. Check with other municipalities about the feasibility of placing information in tax bills.
- f. Collaborate with the Sustainability Task Force on the overall initiatives for communication/education.
- g. Look at sponsors for preparing the handout materials.

County Departments

- a. Have Department come of up with the best ways for them to communicate with the public.
- b. Develop a documented list of the many ways that County Departments are already communicating with various clients/citizens.
- c. Find out how the Sheriff’s Department is involved with outreach.
- d. Make further use of the Health Department’s YouTube presentation and Facebook presence.
- e. Share among County Departments what they actually do in each Department.
- f. Use the County Fair and their staff and their marketing ability to look at ways to reach out to the citizenry.
- g. Have Departments develop very specific information about how they are responsive and timely to citizen inquiries. (Very specific information on each County department).
- h. Develop a handy laminated Fact Sheet about all the County Departments.
- i. Develop a summary of what each County Department does.

II. MAJOR STRATEGY INITIATIVE 2:

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

Components and Details:

- a. Develop a package or curriculum or lesson plans for education in schools (both public and private schools).
- b. Work with schools to see if presentations or other approaches could be worked into the classroom or other venues to engage the students.
- c. Invite the School Superintendents to see what they think or work with the Social Studies teachers.
- d. Target the 17 and 18 year old student population.
- e. Develop methods for "Hands On" learning.
- f. Integrate education and communication methods from other organizations such as the Wisconsin Counties Association (WCA) and the UW Extension (UWEX).
- g. Contact the WCA to see if they have some resource materials that could be shared with local schools.
- h. Integrate ideas from the New Supervisors' Training (PowerPoints, other handouts from WCA, UWEX).
- i. Build on some of the lessons learned from Youth Government Day.
- j. Consider education methods that include food and networking/social interactions and is something that is reasonably entertaining.
- k. Have youth leaders actually do the "teaching" to their peers.

Other Ideas for Future Reference:

- a. Work with curriculum directors of local schools to explore a package of information.
- b. Ask the educators in the Schools as to what they think would be a good addition to their curriculum (perhaps the intern could explore this with curriculum directors, other administrators/educators.)
- c. Look into technical school opportunities to teach about local government as an enrichment.
- d. Explore the 1 credit course in tech schools.
- e. Consider ways to hit different age groups of students.
- f. Look at ways that teaching children that would have a pyramid effect on the parents.
- g. Adapt approach of BE SMART program (from Solid Waste) in which an educator was hired to go out to the schools (this was elementary school oriented)

III. MAJOR STRATEGY INITIATIVE 3:

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

Components and Details:

- a. Prepare various communication mechanisms on the content and direction of County government as identified in the Strategic Plan: stakeholders, mandates, values, new mission, new motto, assessments, detailed vision statements, framed issues, 3 strategic issues, major strategy initiatives.
- b. Develop communication methods to let people and elected officials know what is in the Strategic Plan (look at the various packaged ways to communicate the findings in the Strategic Plan and the results of the opinion survey).

- c. Determine the “groups” or “communities” in which we need better communication (i.e. where will we have the greatest impact).
- d. Target examples of important clients such as Chambers of Commerce, Tourism Council, business groups, municipalities, organizational leaders, other community sub-groups, etc. (These groups are always seeking articles and information).
- e. Use the extensive contact lists from the County Economic Development Department and the Health Department.

IV. MAJOR STRATEGY INITIATIVE 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.

Components and Details:

- a. Obtain good marketing expertise to do this right.
- b. Contact UW Madison/Whitewater faculty to see what recommendations they would have for improving our County communication/education.
- c. Contact the Professor of Political Science at UW Whitewater who has expertise in communication and invite this person to speak to this Strategic Planning Steering Committee and/or others.
- d. Use of our pending online survey to get additional information from other communities and officials.
- e. Get guidance on how to manage this and keep the system up to date; need advice on maintenance of the targeted communication materials.
- f. Use a previous “branding of Jefferson County” initiative with faculty and students from the Milwaukee Institute of Art and Design in which professionally designed logos and other marketing materials were developed for Jefferson County. (There was never action or follow-through on this initiative).
- g. Use the professionally prepared “feature insert” about Jefferson County that was included in the County Tourism Guide a couple years back.

Other Ideas for Future Reference:

- a. Look into various direct mail options in response to the survey.
- b. Look at how the Wisconsin Department of Transportation (DOT) has improved their Web site and phone numbers to be responsive to citizens’ inquiries.
- c. Determine how much money should be allocated for enhanced communication.
- d. Look into the UWEX and opportunities for education/communication.
- e. Find out who else does direct mail in Jefferson County.

V. MAJOR STRATEGY INITIATIVE 5:

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

Components and Details:

- a. Build on videos from Youth Government Day (4 or 5) which were done by UWEX and are very good.
- b. Obtain professional consultation and/or production to make sure they are entertaining. (where we do not have the expertise)

- c. Learn from the initiative by Solid Waste Committee which will be looking for help from UWEX to pull together a DVD for schools and other users to communicate and market the Clean Sweep Program and other County solid waste programs.
- d. Build on efforts of the Farmland Conservation Easement Commission which has developed an initial communication plan, and will be developing a logo and will be putting out signs of those participating in the program.
- e. Consider using the City of Jefferson Group who films County Board meetings, and has the ability to do some other filming.
- f. Focus on updating our Web site for the County: this needs to be a major part of the communication package.

Other Ideas for Future Reference:

- a. Work with Cable Access or others to film the presentations to capture them, and enable airing in multiple ways.
- b. Use inserts in newspapers (example is the insert that Solid Waste did for Earth Day)
- c. Put out a newsletter twice a year that has key information (like Watertown) that has recycling, police, compost site, parks events.
- d. Put ads on County newsletter to defray costs.
- e. Look at WFAW for snippets on occasion about County government.
- f. Find out what the “blind spots” are for the radio coverage in Jefferson County.
- g. Added idea: Have a simulation of following one person thru a day, and have them experience the many ways they are actually accessing County-related departments. This could remove the cynicism of the typical citizen. Could be done thru a video.
- h. Added idea: Could have yard signs and posters with the County motto or “Your County Tax Dollars at Work”.
- i. Added idea: Talk to leaders of our media outlets or keep them in mind when we have communication pieces that we want to get out.
- j. Added idea: Media is very willing to work with us and help us get the message out.
- k. Added idea: Come up with a computer “APP” for our work.

Additional Ideas Considered By the Steering Committee

- a. Make better use of parades to hand out information on County government. (This is already used as a means to distribute literature; County Health Department has actually been in parades in the past)
- b. Figure out ways for people to know their districts and their Supervisors.
- c. Have a walking unit of County representatives at parades (but make sure not political)
- d. Develop flyers to hand out at parades that identify Supervisors. (Include pictures and maps---be careful that this is not campaign oriented)
- e. Focus on nonpolitical years for appearances by County Supervisors at various events.
- f. Prepare a “goody bag” on County Government for distribution at the fair. (would be family friendly)

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?

I. MAJOR STRATEGY INITIATIVE 1:

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

Components and Details:

- a. Advance the Glacial Heritage Area project.
- b. Look at the most sustainable and energy efficient ways for the long term (not just upfront costs) for new County building and remodeling projects.
- c. Engage County Fair Park operations which is very interested in alternative energy method demonstrations (i.e. solar and wind energy and bio-digesters) on the grounds at Fair Park.
- d. Empower leadership for this initiative to the Sustainability Task Force.

Other Ideas for Future Reference:

- a. Look into wind turbine opportunities at Fair Park and other County properties using incentives.
- b. Consider community gardens in partnership with County property.
- c. Continue the support of the Hazardous Waste Removal Programs/Clean Sweeps which rated high on the citizen survey.
- d. Consider a Permacultural Park to attract people to our County (Natural Resources and Society/Building Resources---holistic use of land and demonstrations; ecological restorations).
- e. Use the Leadership in Energy and Environmental Design (LEEDS) program/green building compliance criteria.

II. MAJOR STRATEGY INITIATIVE 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”.

Components and Details:

- a. Support the new Sustainability Task Force and their work.
- b. Use the Sustainability Task Force when initiating actual projects in the County system (our County buildings, our County hands-on projects); a role for the Task Force would be useful to other County Committees and the County Board.
- c. Have the Sustainability Task Force oversee the development of “some kind of” County Energy Plan.
- d. Engage this task force when considering the “Green Projects” proposed in the County budget process.
- e. Build on and partner with efforts for the new “Solar Park” sponsored by the City of Jefferson. (See Major Strategy Initiative 3.)

III. MAJOR STRATEGY INITIATIVE 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) .

Components and Details:

- a. Work in partnerships with other organizations and individuals that have complementary initiatives. (Examples of partnerships to build upon are listed in b-j below.)
- b. Work with the DNR in the partnership for the Glacial Heritage Area initiative.
- c. Work with the City of Jefferson on their new "Solar Park" initiative. (One of the largest in the nation.)
- d. Complement the City of Jefferson's "25 x 25" Program (State sponsored program to reduce energy).
- e. Work with Watertown as they are interested in partnering with the County on energy initiatives.
- f. Build on the Jefferson County Economic Development Consortium Board staff's work in which there is already partnering with the "Solar Park" project.
- g. Work with new biomass project on the Kemmeter Farm as a noteworthy project. (A pilot to develop new crops that can be used to create renewable energy.)
- h. Partner with Waterloo as the No. 1 community in US for using green energy (thru leadership at Trek and Crave Brothers)
- i. Explore enhanced business partnerships.
- j. Look at "carrot and stick" approaches to build partnerships with other jurisdictions, towns, etc.

IV. MAJOR STRATEGY INITIATIVE 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.

Components and Details:

- a. Use the Vision from the Jefferson County Economic Development's Economic Vision and Positioning Framework Initiative (JCEDC Storybook) which has been incorporated into the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis). (Note-This includes cultural aspects.)
- b. Use the vision and strategy ideas on economic development and sustainable systems since they are already identified and agreed-upon by many leaders throughout the County. (Agricultural enterprises, small-town living, advanced manufacturing, healthy living, tourism, bioenergy, innovation connections and sustainable systems). This can fuel and feed the responses to this issue.
- c. Put together a transportation plan for the County. The Comprehensive Plan Update recommends the follow-up of a rigorous transportation plan (for all forms of transportation). This should be the next "thrust" of County comprehensive planning.
(Note: Transportation planning is key to environmental and economic considerations in the future. There was an extensive discussion on this by the Steering Committee. There was concern about the implications to sound land use if we do not understand the link between sound transportation planning and sound land use (concerns were

expressed about “leap-frogging” of development beyond the by-pass corridors.) Planning is needed to create incentives and disincentives for sound growth that is consistent with County comprehensive planning. There is a need to help business be competitive in our existing downtowns and in our planned growth areas.)

- d. Build on the Healthy Lifestyles Forum that linked environment and economy and the Glacial Heritage Area project and other initiatives.

IV. MAJOR STRATEGY INITIATIVE 5:

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

Components and Details:

- a. Integrate the concept of Jefferson County’s cultural heritage into major strategy initiatives.

(Note: The Steering Committee had an extensive discussion on whether a major strategy initiative for Jefferson County’s cultural heritage should be included in this strategic plan. The Steering Committee observed that no specific strategies for culture were included. The Steering Committee did recognize that a discussion on culture was included when the issue on Environmental, Economic and Cultural was framed (see Section 5). Culture is also mentioned as part of the Jefferson County Vision and within vision statements (see Section 6 Major Strategy Initiative 4: Other Vision Documents). It was further mentioned that cultural heritage applies to many of the asset areas and vision areas in the County Economic Vision. Culture is deeply included and imbedded in much of the context and concepts in the County Vision. The Economic Development Director described the many places that culture is included in the County Vision. The Steering Committee also noted that there is a current effort for a County Historic Site Preservation Survey which looks at ways to preserve the cultural landscape of Jefferson County.)

The Steering Committee then identified a list of County related efforts and features that relate to Jefferson County’s cultural heritage, including: tourism; Fair Park; farmland preservation, our history of land use planning and zoning; our glacial heritage – drumlins, lakes and rivers; our native/historical sites; our historic/cultural landscape; small town living; our many festivals; and things we all do beyond our individual heritage.

The Steering Committee then discussed how Jefferson County government should be guided by this strategic plan’s new core values (see Section 3) as a part of our emerging County culture. The Steering Committee then reaffirmed that it is very important for this plan to have a major strategy initiative which identifies how important this concept of culture and culture change is to the future of Jefferson County government.

Additional Ideas Looked at By the Steering Committee

Funding/Incentives/Grants:

- a. Increase the funding in the Land and Water Conservation (LWC) Department/Parks Department/Economic Development Department.
- b. Look at incentives to and from business and other sectors to move towards environmental and economic improvement. (Can we help with renewable energy incentives?)
- c. Build on some notions of Tax Incremental Finance (TIF) districts (incentives and infrastructure opportunities)
- d. Look into grants.

Education and Research:

- a. Explain to the entire County Board the importance of sustainable and energy efficient ways.
- b. Develop a “systems perspective” in our thinking and decision-making in increasing social, environmental and economic capital. (Develop principles).
- c. Look into ways to enhance job creation.
- d. Share research on environment and public health.
- e. Send employees/supervisors for trainings on energy and savings.

Healthy Living:

- a. Build on efforts by the Health Department and others to promote community supported agriculture. (including having businesses support)---as a part of Healthy Living and Health Lifestyles.
- b. Work with Healthier Dodge/Jefferson County grant initiatives.

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?

I. MAJOR STRATEGY INITIATIVE:

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

Components and Details of this Initiative:

- a. Determine foundational understanding about the importance and role of County government.
- b. Identify both what has to be done and what should be done to keep the quality of life in Jefferson County.
- c. Identify the importance of our quality of life.
- d. Dialogue in constructive ways on the sensitive topic of needs and wants.
- e. Assure the public that we continue to look into ways to use the tax dollars wisely.
- f. Communicate to our citizens how “lean” Jefferson County actually is.
- g. Use and model the core values identified in this Strategic Plan, and have this become a way of being for the County Board and Departments.

(Note: There was extensive discussion about this initiative by the Steering Committee. This may be the hardest strategy to tackle since so many people are negative about government. The response may fall back to our communication and education strategies. We have the opportunity at the local level to be more “hands-on”. This strategy can be used to “inform” the messages of the strategic issue around communication and education.)

II. MAJOR STRATEGY INITIATIVE 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.

Components and Details:

- a. Determine ways to look beyond just “mandates” and how this relates to flexibility and level of service.
- b. Clarify notions about what mandates mean in various County departments.
- c. Be responsive to informal mandates by the public (including and beyond the Jefferson County Citizen Survey, 2010).
- d. Identify the responsibilities of being good citizens and the “public good” and not just individual demands.

(Note: There was extensive discussion about this initiative by the Steering Committee. The County Board and Departments are the “public servants”. It is important to link the notion of “the public good” and “public service”. There should be emphasis that County officials are taking on the chore of providing public service. The County Board could be framed as a “Citizen Representatives”. The partisan and nonpartisan elected officials need to work together with County departments in the best interests of the taxpayers.)

III. MAJOR STRATEGY INITIATIVE 3:

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

Components and Details:

- a. Use the extensive knowledge of County departments and policy committees to implement strategies on service provision, service level and quality.
- b. Build on the Departments’ operations in which there is already continuous prioritizing of their work product to produce a timely and quality result. (This includes determining their quality standards.)
- c. Empower Departments and policy Committees to be “visionary” in their jobs/roles in order to be flexible, creative and nimble.
- d. Use a “team approach” of County Committees and Departments to monitor and address this strategy area.
- e. Continue to look at ways for the County Departments to work together productively (this has been very good but could be strengthened.)
- f. Build on the strong interdepartmental communication approach that began with the County Administrator’s monthly Department Head meetings.
- g. Incorporate the ideas from the communication and education strategy initiatives to use our resources more wisely. (Note: Departments already understand each other better and are less parochial.)
- h. Get clarity in each Department on how much they can be stretched; some departments are stretched so far that quality is suffering.

Additional Ideas Considered By the Steering Committee

Plans/Assessments/Rationale:

- a. Use our existing plans to help explain the rationale for determining relative importance of services.
- b. Use surveys and scientific assessments to provide rationale for services.
- c. Use our existing plans to help explain the rationale for determining relative importance.
- d. Aim toward "Prevention" initiatives rather than "Reactive" initiatives in looking at priorities.
- e. Provide education to our County Supervisors about our existing plans. (make all aware of plans)
- f. Build on education/communication issues.
- g. Provide summary of existing County plans in package of PowerPoints.
- h. Interpret the "Citizen Survey" with caution since there are people who will argue for most all County services.

Flexible/Resilient:

- a. Look at ways to be "resilient" and build in multiple uses in our systems.
- b. Look at strategies to enable flexibility and being "nimble". (Can't be nimble with deep cuts.)

Section 7 **PLAN MANAGEMENT STEPS**

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”. This section documents the Steering Committee’s action on the important step of “Review and Adoption of the Plan” (Step 7). This steps identifies the desired protocol for plan review in order for Jefferson County to reach the organizational approvals necessary to proceed with the plan. The communication and report formats as well as the approving bodies have been determined by the Committee.

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 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, and strategy evaluation and consideration of timing for doing a new round of strategic planning.

Plan Review and Approval

Steering Committee Approval of Strategic Plan

The Steering Committee engaged in a detailed review of the “Proceedings Report” led by the facilitator. The 154 page report documented Workshops 1-12 of this process. The County Administrator, who served as Project Manager of the plan process, then led a discussion about the approval of this plan. The County Administrator and County Board Chair asked the Steering Committee if anyone had any concerns or comments about the content as well as the strategies in this plan. There were no objections and the plan was approved by the entire Steering Committee as a consensus statement for the work of this group over the past 16 months. The decision to approve the Jefferson County Government Strategic Plan was unanimous.

Other Approvals and Format of Documents

The Steering Committee outlined the additional approvals necessary to proceed with this strategic plan. The format of various associated communication documents is also described.

- Final Plan (shorter than the Proceedings) - To Administration and Rules Committee for approval in October 2010.

- Executive Summary (5 or 6 pages) - To County Board for approval in December 2010.
- Very short message point summary. (Possibly a memo from Steering Committee to Board). - To County Board.
- County Board Resolution for consideration in December 2010.

As has been the practice throughout this plan process, documents will also be posted electronically on the Jefferson County and UW-Extension web sites.

Plan Implementation

Many “lead implementation bodies” will take the lead in plan implementation. This will include multiple County Policy Committees, the County Administrator and Department Heads. By definition, plan implementation will require that the execution of strategies be incorporated throughout the relevant organizational systems of Jefferson County government. The Strategic Planning Steering Committee will conclude its planning work after approval of this strategic plan.

The Steering Committee has stated its intention to empower the implementation of this plan to many different individual and groups. They noted that implementation will need leaders to step up in leadership roles for implementing components of this plan. This will require creative and visionary leaders to make sure this plan moves forward.

This strategic plan has not included “strategy detailing” of specific implementation mechanisms, but has identified some of the probable and promising “lead implementing individuals or bodies”. It is expected that these leaders will follow up with additional detailing, sequencing of tasks and other implementation activities. The expected lead implementation bodies have been identified for the three strategic issue areas and major strategy initiatives. They are as follows:

Communication and Education

- County Supervisors
- Department Heads
- Communication Staff/Intern
- Communication Work Group
- City of Jefferson Video Team
- Individuals/Organizations with Marketing Expertise (Marketing Professionals, UW Resources, Wisconsin Counties Association, other)

Environmental, Economic, Cultural

- Sustainability Task Force (a newly created task force)
- Farmland Conservation Easement Commission
- Jefferson County Economic Development Consortium Board/Staff
- Planning and Zoning Committee and Staff
- Many County Departments (including Highways, Parks, Health, Land and Water Conservation, others)
- Many community partners

Public Service/Quality

- County Supervisors and Policy Committees
- Department Heads
- Community Groups
- Citizen Volunteers

Plan Monitoring, Oversight, Reassessment and Update

The primary purpose of this final step is to review implemented strategies as a prelude to a new cycle of strategic planning. To get to this point, the Steering Committee has provided the following recommendations.

The Administration and Rules Committee will be the “formal” policy committee for periodic check-in to the plan’s progress. This committee will have general “oversight” of this strategic plan. It was concluded that periodic monitoring of this plan is important so that “things don’t get lost”. Other policy committees will likely also have an interest in monitoring plan progress.

The Steering Committee expects that there will be value in updating this plan in two to three years. Since Jefferson County had not previously completed an extensive strategic planning process, this cycle of strategic planning required a major effort. An updated plan would not likely be as rigorous or extensive as this plan. However, formal reassessment of issues and how the strategies are working would be the foundation of a future strategic plan process.

As a final charge to County government, the Steering Committee stated that: “There needs to be encouragement for many to use this plan and live this plan.”

Appendix

Process Resources

Jefferson County Strategic Plan Process Supporting Documents:

<http://www.uwex.edu/ces/cty/jefferson/JeffersonCountyStrategicPlanningResources.html>

Jefferson County Citizen Survey Report, 2010

<http://www.uwex.edu/ces/cty/jefferson/documents/JeffersonCountysurveyreportv4FINAL.pdf>

Jefferson County Comprehensive Plan Update (with Economic Development Emphasis)

Jefferson County Economic Development Consortium Site:

<http://www.jeffersoncountywi.gov/UserFiles/Zoning%20and%20Planning/files/plan2010/Jefferson%20County%20Comprehensive%20Plan%20Update%20with%20Economic%20Emphasis%2009-2010.pdf>

Zoning and Planning Site:

<http://www.icedc.net/pdf/Jefferson%20County%20Comprehensive%20Plan%20Update%20with%20Econo%20Dev%20Emphasis.pdf>