Chippewa County 2022 Proposed Budget

Randy B. Scholz, County Administrator



November 4, 2021

County Board of Supervisors

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Approved by the County Board 11-04-2021

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A. Initial 2022 Budget Instructions/Guidelines

Budget information was distributed to Department Heads/Elected Officials in May with instructions to develop their budgets based on the following criteria:

- 1. FY22 challenges before us:
 - a. Levy Limits: We have been under a zero percent levy limit increase or net new construction as imposed by the state for over a decade. This year will be no different. We will need to determine what, if any, levy increase I can justify to the County Board and the citizens of Chippewa County.
 - b. Annual increases associated with Health Care costs.
 - c. Inability to anticipate and control increases in utility and fuel costs, which are currently increasing at an alarming rate.
 - d. Recruitment and retention of employees. No one is sure how COVID-19 will affect recruitment and retention of employees over the next several years.
 - e. The continuing Meth epidemic facing Chippewa County. Despite our best efforts over this last year, it appears this epidemic is still raging strong in Chippewa County.
- 2. Ensure that budget proposals are in line with those of the Chippewa County Board as identified in the strategic goals and objectives and the priority report.
- 3. Departments will generally operate within the 2021 budget parameters. The only tax levy increases will be the net increase in salary/wages and fringe benefits for tax levy positions. Some departments may be required to maintain current levy limits.
- 4. Cuts affecting individual departments will not be spread across the pool of all departments. Non-mandated programs, as analyzed by the priority review process, should receive a high degree of scrutiny when determining interdepartmental budget reductions.
- 5. All revenues must be justified. Provide analysis including source of the revenue (fees, fines, service agreements, grants, fund balance applied, etc.) and why the revenue has been increased or decreased. All funds received should be reflected as revenues. All revenue sources will be reviewed for consistency and sustainability.
- 6. Current County user fees will be reviewed at least every three years. Fees will be reviewed to determine if the full cost recovery for services occurs.
- 7. New positions <u>may</u> be considered for the 2022 budget after review and approval by the County Administrator.
- 8. New programs or services <u>may</u> be considered for the 2022 budget after review and approval of the County Administrator. New program requests need to show a <u>full representation</u> of funding streams and expenses that include a 3-5 year timeframe.
- 9. Normally, if there is any new levy involved, it would be very difficult to approve.
- 10. Pay Grade Evaluations of current positions <u>will not</u> be considered at this time. A market analysis review of all positions was conducted in 2019 and implementation on January 1, 2020.

B. General 2022 Budget Philosophy

The FY21 budget analysis and fiscal philosophy is to follow the goals identified in the strategic plan:

- 1. Effectively communicate information about programs, services, and resources to all residents and county employees.
- 2. Develop additional resources of revenue and funding to meet emerging needs.
- 3. Improve access to mental health and drug treatment options.
- 4. Maintain and proactively address threats to water quality.
- 5. Support economic development in rural areas.

Department of Administration

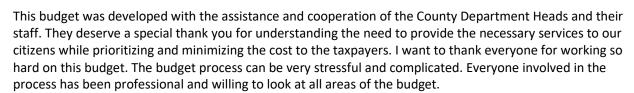
Randy Scholz, County Administrator

October 5, 2021

TO: County Board Supervisors
County Department Heads

FR: Randy Scholz, County Administrator

RE: 2022 Proposed Budget



Each budget has its own set of challenges and opportunities. Challenges include sustaining services to the citizens we serve; opportunities include providing those services in a cost-effective way to the citizens of Chippewa County. The top two challenges facing Chippewa County is the ongoing COVID-19 pandemic and our battle against METH. The number one opportunity for us is to continue to provide a high level of service to the community and to encourage all of the Departments within Chippewa County to continue communicating and working together in order to manage these challenges.

The County has added several positions in the last few budgets to address the meth epidemic, to reduce out of home placements, and to reduce staff turnover. The County also added more positions in an effort to reduce, and hopefully eliminate, waiting lists for Children's Long-Term Support and Comprehensive Community Services. The State mandated that Counties cannot have a wait list in these programs.

TAX RATE

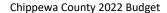
The County Administrator's proposed tax rate for the 2022 Chippewa County budget is \$3.10, which is a reduction from \$3.26 in the 2021 budget. The recommendation is a decrease of 5.10%. Here are the reasons for the recommendation:

- A. The County's Equalized Value for FY22 increased by 8.99% or \$549,810,900;
- B. The labor agreement with WPPA is in place through 2022;
- C. A three percent across the board wage increase for employees. This is to try and stay competitive for recruiting and retaining great employees.

BUDGET HIGHLIGHTS

1. Mental Health and Meth Impacts

One of the most significant challenges facing Chippewa County is the escalating mental health needs and the costs associated with them. The costs have increased considerably due to the lack of available facilities in our area and state. In the last few years, we have seen an increase in cases needing the specialized care, which are not reimbursed by the state. On January 1, 2018, the Human Services Fund had a balance of \$1,000,000. For year-end of 2020, the Human Services fund was showing a loss of \$247,887 so we transferred \$250,000 from the general fund closing funds to the Human Services Fund to address this shortfall. Within the last three years, this fund balance has been depleted of the \$1,000,000. The current fund balance is \$42,972. In this budget, an additional \$200,000 of tax levy was allocated to Department of Human Services to help address some of the financial problems with these placements. We know this isn't addressing the total financial impact with these placements but hopefully it will help mitigate some of the losses.



The Meth Epidemic is still continuing and many of our departments deal with the aftermath of it to the families and the individuals. Our efforts are continuing to educate residents about the effects of meth and how to get help with this addiction.

2. County Aid to Libraries and Bridges (Excluded from Levy Limits)

The Aid to Libraries and the County Aid Bridge allocations have seen large increases, which impacts this budget's total County Tax Levy. The Libraries aid allocation is based on the statutes and circulation calculations. Especially due to the COVID-19 pandemic, the circulations were very low with many of the libraries being closed. However, the libraries had their fixed costs, which increased the cost per circulation, thus causing the large increase of \$115,819 to the tax levy for the 2022 budget. The requests for Bridge and Culvert Aid to the Highway Department increased by \$219,697 to the tax levy for the 2022 budget. Remember that both of these increases are excluded from the levy limit calculation but still impact the total levy increase and our tax rate.

3. Health Insurance Transition from Fully Insured to Self-Funded Program

Our current, fully insured health insurance provider, Security Health Plan (SHP), provided the County with a 2022 renewal increase of 5.6% over the 2021 Health Insurance Plan. That resulted in the decision to transition from fully insured to a self-funded health insurance program for 2022 as approved via Resolution 32-21.

During the budget process all Chippewa County Departments received a Benefit Estimate Report on June 4, 2021, and the reports included a maximum of a 3% increase on the SHP premium renewal. On September 24, 2021, we met with our broker, Hays Companies, Inc. and the final premium recommendation is to fund the County's self-funded health insurance plan and set premiums with a 0% increase for 2022.

The County's Third-Party Administrator (TPA) will be AmeriBen effective January 1, 2022. They will assist us with the administration of our self-funded program. Also the Finance Division has established an Internal Service Fund (703) in the 2022 budget to account for the estimated revenues and expenditures associated with the self-funded activity.

4. <u>Employee Wage Adjustments</u>

In 2021, we transitioned to across-the-board wage adjustments. For 2022, I am recommending a 3% wage adjustment for employees effective on July 1, 2022. Despite the COVID-19 pandemic, we did not see a reduction in the demand for employees. The 3% increase is an effort to try and stay competitive so we can recruit and retain great employees.

5. Adjustments to Wages for Jailers and Jail Sergeants

When I presented the budget to the Executive Committee on October 5, 2021, I talked briefly about a new issue that has come up since the budget was prepared. The issue we are currently challenged with is recruiting for Jailers. Most of the other counties are experiencing the same challenge. I have met with the Sheriff and am implementing a pay grade adjustment, which will result in a wage increase for our Jailers and Jail Sergeants. Those changes are included in the budget that will be presented to the County Board on November 4, 2021. See the memo in the agenda packet for additional details.

6. New Positions and Eliminated Positions

The table below shows the new positions that the County Board approved for incorporation into the FY21/FY22 budgets. All of the new positions listed below are currently included in the County Administrator FY22 Proposed Budget.

Note: The table indicates positions in DHS and CJS that were approved at the October 12, 2021, County Board meeting. These positions were not included in the budget that was presented to the Executive Committee on October 5, 2021, and published in the newspaper. Since then the County Board has approved the resolutions. Therefore the budget has been updated and those changes are highlighted in the presentation and will be explained to the County Board and the public at the November 4, 2021, budget hearing.

Summary of New Positions Recommended by the County Administrator

The positions listed below have already been approved by the County Board or are pending approval for incorporation into the FY21/FY22 budget

Description	Department	Budget Process or Mid-Year	County Board Meeting	Comments
Technical Support Analyst for RWC (Full-time)	DOA-IT	FY22 Budget	Res. 35-21 08/10/21	Funded by Medicaid revenue through 9 county consortium for Comprehensive Community Services (CCS).
Technical Support Analyst (Full-time)	DOA-IT	FY22 Budget	Res. 34-21 08/10/21	Currently partially funded with contracted services dollars in 2021 budget.
Epidemiologist (Increase from PT to FT)	Public Health	FY22 Budget	n/a	Position was added in 2020 as part-time (1500 hours). Effective 1/1/22 position will increase to full-time (2088 hours). CA authority to approve status increase per HR Policy Manual Sec. 35(d)(2)
HR Assistant (Full-Time)	DOA-HR	FY21 Mid-Year	Res. 38-21 09/14/21	Effective 9/20/21 current LTE position is eliminated and replaced with full-time position through 12/31/21 in HR Division.
Human Resources Assistant/Administrative Assistant II (Shared position) (Full-time)	DOA-HR/ DOA-F&P	FY22 Budget	Res. 38-21 09/14/21	Effective 1/1/22 the current HR Assistant position will be replaced with a full-time shared position working 75% (appx 1,560 hrs) in the HR Division and 25% (appx 520-56 hrs) in F&P Division
Community Development Educator (Shared Position) (Full-time)	Extension	FY21 Mid-Year	Res. 19-21(a) 5/11/21	This position was eliminated from the 2021 budget due to the state hiring freeze. On 5/11/21, the County Board approved Res. 19-21 to fill this vacant position for the remainder of 2021 with the 2022 funding in question. For 2022 Chippewa County added \$5,000 of tax levy to fund this position with the remaining funding to come from within the Extension budget.
	BOA 6:5	E1/22 B	D 4: 5:	
Criminal Justice Services Specialist Case Manager (Full-time)	DOA-CJS	FY22 Budget	Res. 41-21 10/12/21	The funding for this is currently in contracted services. The goal is to terminate the current contract with LLS for the Pre-Trial Assessor and Programmer and replaced it with a full-time position.
Social Worker 4 full-time positions (3 in CCS and 1 in CLTS)	DHS	FY21 Budget	Res. 43-21 Res. 44-21 10/12/21	These positions are needed per state requirements to address the current waiting list, which we cannot have. Positions are funded by Medicaid.

TAX LEVY

The property tax levy will increase by \$685,569 or 3.44%. The tax (mill) rate will decrease by 5.10% to \$3.10 as equalized valuation for the County has increased 8.99%.

CA Proposed (Tax Levy by Department)								
09-17-2021 2022 Tax Levy Percentage								
	Tax Levy	Tax Levy	Incr/(Decr)	Change				
ADRC & Aging	35,047	35,047	-	0.00%				
DHS	2,340,636	2,540,636	200,000	8.54%				
CJS	295,606	341,553	45,947	15.54%				
County Admin	332,962	343,647	10,685	3.21%				
County Clerk	189,660	196,424	6,764	3.57%				
Corp Counsel	328,394	370,126	41,732	12.71%				
Courts	701,099	701,099	-	0.00%				
Child Support	73,279	68,540	(4,739)	-6.47%				
District Attorney	632,162	652,763	20,601	3.26%				
Emerg Mgmt	203,047	208,223	5,176	2.55%				
Extension	283,261	290,784	7,523	2.66%				
Facilities & Parks	1,657,566	1,627,892	(29,674)	-1.79%				
Finance	384,561	406,429	21,868	5.69%				
Human Resources	349,793	358,923	9,130	2.61%				
Highway	4,314,286	4,204,498	(109,788)	-2.54%				
Information Tech	824,703	895,304	70,601	8.56%				
Land Conservation	239,538	239,538	-	0.00%				
Public Health	797,220	802,187	4,967	0.62%				
Probate	177,149	183,627	6,478	3.66%				
Register of Deeds	(100,733)	(130,733)	(30,000)	-29.78%				
Sheriff - Admin	947,199	934,364	(12,835)	-1.36%				
Sheriff - Invest	649,264	671,822	22,558	3.47%				
Sheriff - Jail	2,830,217	2,826,721	(3,496)	-0.12%				
Sheriff - Patrol	2,256,088	2,353,807	97,719	4.33%				
Sheriff - Telec	1,318,537	1,314,215	(4,322)	-0.33%				
Treasurer	(219,418)	(159,055)	60,363	27.51%				
Veterans	215,054	215,630	576	0.27%				
Zoning	438,382	428,382	(10,000)	-2.28%				
County Board	181,680	181,680	-	0.00%				
General County	(4,174,581)	(4,285,810)	(111,229)	-2.66%				
Facilities (Other)	45,926	44,374	(1,552)	-3.38%				
Budget Adjust	165,000	175,000	10,000	6.06%				
Insurances	297,400	322,400	25,000	8.41%				
Coroner	106,265	106,265	-	0.00%				
Housing	1,150	1,150	-	0.00%				
Total Operational Levy	19,117,399	19,467,452	350,053	1.83%				
Excluded from Levy Limits:								
Libraries	786,290	902,109	115,819	14.73%				
County Aid Bridge	49,453	269,150	219,697	444.25%				
TOTAL LEVY	19,953,142	20,638,711	685,569	3.44%				

SUMMARY

The FY22 budget before the Chippewa County Board:

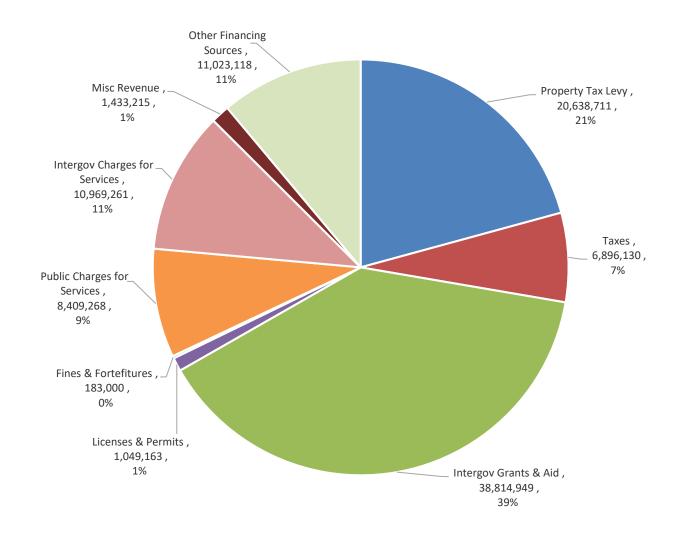
- 1. Is consistent with the Chippewa County Strategic Plan;
- 2. Is sustainable from FY22 to FY23; and
- 3. Allows the current Chippewa County Board to address operational needs.

I am always available to answer any questions you may have on the 2022 recommended budget. If you are considering changes to the budget, please contact me prior to the budget hearing to ensure that I have a full understanding of the proposed amendment. This will give me time to gather information, so the full County Board will understand the impact of the change.

Sincerely,

Randy B. Scholz County Administrator

2022 Revenue Sources

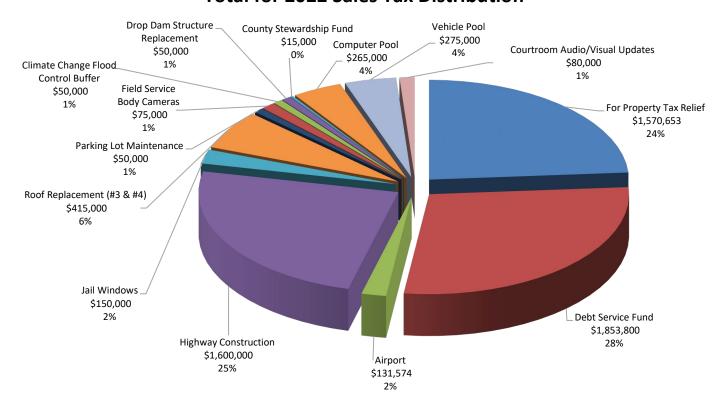


D. Sales Tax Projects Approved

Available Sales Tax Dollars 2021	\$6,581,027
Committed Sales Tax Dollars	
 Property Tax Credit Debt Service Fund Airport Debt Contribution 	1,570,653 1,853,800 <u>131,574</u>
Total Committed Sales Tax Dollars	3,556,027
Non-Committed Sales Tax Dollars Available 2022	<u>\$3,025,000</u>
Total Sales Tax Dollars Available 2022	\$6,581,027

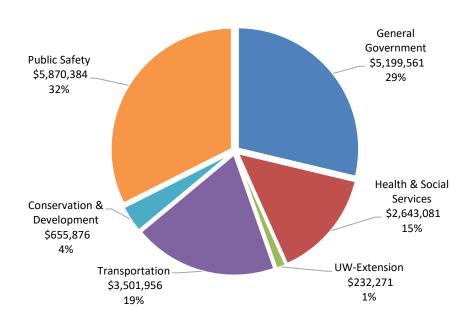
Requested Sales Tax Uses - Approved (CIP)	
F&P Replacement of 1949 Jail Windows — Resolution 23-21	\$150,000
F&P Roof Replacement (#3 and #4) Government Center Campus — Resolution 23-21	\$415,000
F&P Parking Lot Maintenance – Government Center Campus – Resolution 23-21	\$50,000
Highways & Bridges — Resolution 22-21(a)	\$1,600,000
Non-Highway Fleet Vehicles — Resolution 22-21(a)	\$275,000
IT Equipment Replacement & Data Center Equipment – Resolution 26-21	\$265,000
IT Courtroom Audio/Visual Updates – Resolution 26-21	\$80,000
LCFM Climate Change Flood Control Buffer Initiative — Resolution 24-21	\$50,000
LCFM County Forest Drop Dam Structure Replacement – Resolution 24-21	\$50,000
LCFM County Stewardship Fund — Resolution 24-21	\$15,000
Sheriff Field Service Body Cameras — Resolution 25-21	<u>\$75,000</u>
TOTAL	\$3,025,000

Total for 2022 Sales Tax Distribution

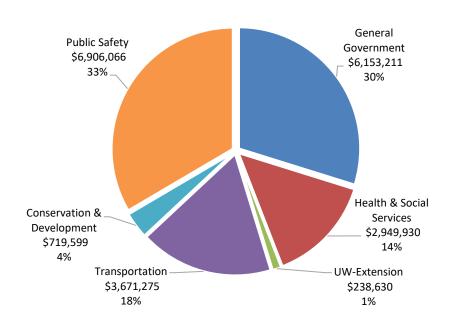


E. Tax Levy Comparison - 2017 Budget vs. 2022 Budget

2017 Budget Tax Levy



2022 Budget Tax Levy



F. 2022 Budget - General Information

I. Equalize	d Valuation					
_	2016 for 2017 \$4,912,661,00		00	Increase of \$169,96	55,80	0 or 3.58%
2017 fc	2017 for 2018 \$5,078,001,000		00	Increase of \$165,340,000 or 3.37%		
2018 fc	2018 for 2019 \$5,251,453,300		00 Increase of \$173,452,300 or 3.42%			
2019 for 2020 \$5,693,384,000					0 or 8.42%	
2020 fc	or 2021	\$6,112,557,40		Increase of \$419,17	73,40	0 or 7.36%
2021 fo	or 2022	\$6,662,368,30	00	Increase of \$549,83	10,90	0 or 8.99%
II. Tax Rat	e					
2016 fo	or 2017	\$3.68 / \$1,00	00	Decrease of .27%	(Am	ended by CB 11/3/16)
2017 for 2018 \$3.69 / \$1,000		00	Increase of 0.2%	(Ame	ended by CB 11/2/17)	
2018 fo	or 2019	\$3.64 / \$1,00	00	Decrease of 1.20%	(Ame	ended by CB 11/1/18)
2019 fo	or 2020	\$3.43 / \$1,00	00	Decrease of 5.80%		
2020 fo	or 2021	\$3.26 / \$1,00	00	Decrease of 4.91%		
2021 fo	or 2022	\$3.10 / \$1,00	00	Decrease of 5.10%		
	s an inverse relations e decreases by the sar				lized	valuation increases,
	w Construction	пе ргорогион анс	i vice versa.			
2016 fc		\$284,84	19	20.85%		
2017 fc		\$254,8		- 10.52%		
2018 fc		\$390,9		53.39%		
2019 fo		\$228,04		- 41.67%		
2020 fo		\$313,43		37.44%		
2021 fo		\$344,20		9.84%		
	ty Tax Levy	γ311,2 0	<i>.</i>	3.0170		
_	or 2017	\$18,103,1	29	Increase of 3.36%	(Ame	nded by CB 11/3/16)
	or 2018	\$18,728,2		Increase of 3.45%		nded by CB 11/2/17)
	or 2019	\$19,136,19		Increase of 2.18%		nded by CB 11/1/18)
	or 2020	\$19,543,812		Increase of 2.13%	(,	
	or 2021	\$19,953,142		Increase of 2.09%		
2021 fo	or 2022	\$20,638,7		Increase of 3.44%		
	e and Proposed				Rate	S
	tate Levy Dollar Lim		-	roved / Proposed		Amount Available
2016 for 2017	\$18,831,395 or \$3.8	33 per \$1,000	\$18,103,12	29 or \$3.68 per \$1,00	0	\$728,266
2017 for 2018	\$19,241,410 or \$3.7	'9 per \$1,000	\$18,728,22	28 or \$3.69 per \$1000)	\$513,182
2018 for 2019	\$19,325,692 or \$3.6	8 per \$1,000	\$19,136,194 or \$3.64 per \$1,000 \$189,4		\$189,498	
2019 for 2020	\$19,713,473 or \$3.4	6 per \$1,000	\$19,543,812 or \$3.43 per \$1,000 \$169,661		\$169,661	
2020 for 2021 \$19,956,580 or \$3.26 per \$1,000		\$19,953,14	12 or \$3.26 per \$1,00	0	\$3,438	
2021 for 2022	\$20,669,806 or \$3.1	.0 per \$1,000	\$20,638,73	l1 or \$3.10 per \$1,00	0	\$31,095
VI. Total Bu	dget					
	017 Budget	\$61,916,126.00				
Total 20	018 Budget	\$68,165,628.00				
	019 Budget	\$77,520,516.00				
	020 Budget	\$78,732,363.00				
Total 20	021 Budget	\$82,162,968.00				
	D22 Budget	\$99,416,815.00				

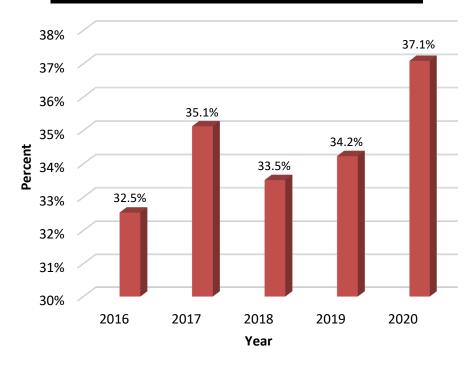
G. Analysis of Audited General Fund Balances 2016 - 2020



A 5-Year General Fund Analysis occurs for bonding events by the bond rating agency. Chippewa County strives to maintain fund balances over 35% to allow for a better (lower) interest rate.

WISCONSIN 201		2017	2018	2019	2020	Per 2020 Audited Numbers Recommended Undesignated	
						Minimum	Maximum
Reserved for Total							
Designated Balances	8,434,583	10,102,560	11,104,597	11,606,627	10,970,679		
Reserved for							
Delinquent Taxes	1,192,002	1,097,437	883,351	979,741	1,116,417		
Reserved for							
Subsequent Year Budget	0	0	0	0	0		
Reserved for Prepayments	91,534	86,244	74,367	88,862	103,321		
Unreserved, Undesignated	9,963,870	10,389,175	10,743,090	11,527,829	12,282,963	9,936,264	13,248,352
Total General Fund Balance	19,681,989	21,675,416	22,805,405	24,203,059	24,473,381		
% of Undesignated							
Fund Balance to							
General Fund Expenditures							
per Executive Summary	32.5%	35.1%	33.5%	34.2%	37.1%	30.0%	40.0%

Percent of Undesignated Fund Balance to General Fund Expenditures (Auditor Recommended 30-40%)



H. 2022 Budget Summary

1. 2022 Budget

Recommended Total 2022 Budget	\$99,416,815	
Recommended Tax Levy	\$20,638,711	Increase of 3.44%
Recommended Tax Rate	\$3.10 / \$1,000	Decrease of 5.10%

2. Past, Current & Future Bond Rating

- * Continuation of current financial position with fund balance between 30% 40% will allow for a better (lower) interest rate should Chippewa County undertake a borrowing effort in the future.
 - Current Bond Rating Aa¹

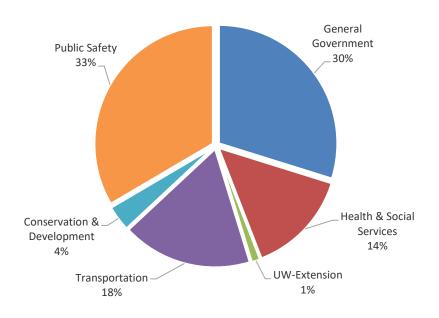
3. The County's Recommended Tax Rate of \$3.10 / 1,000 is low in comparison to other similar Counties.

Yet the County road infrastructure is the 4th largest in the State and demand for all other service(s) is virtually the same in other Counties. The levy rate has maintained minimal changes for the last several years.

4. Comparison - County Tax Impact on Homeowners

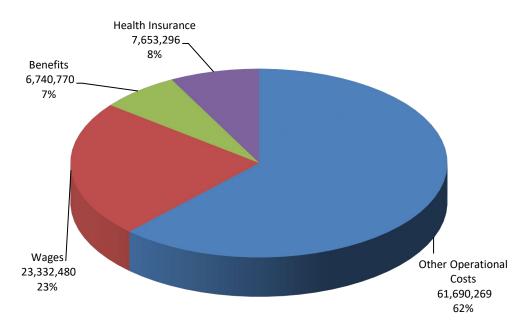
Home Value 2021 Tax Per \$1,000		Proposed 2022 Tax Per \$1,000	Proposed Change Amount
	\$3.26	\$3.10	
\$100,000 Residence	\$326.00	\$310.00	(\$16.00)
\$150,000 Residence	\$489.00	\$465.00	(\$24.00)
\$200,000 Residence	\$652.00	\$620.00	(\$32.00)

Distribution of Proposed Tax Decrease Based on Levy Allocation for a Residence



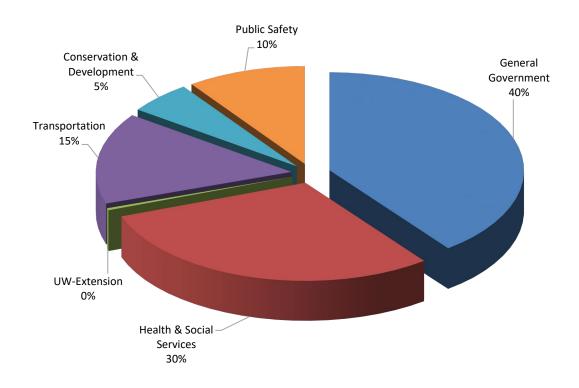
I. Conclusion

Total 2022 Budgeted Expenses



Benefits Include: Employer Share of: FICA Taxes, Workers Compensation, Wisconsin Retirement, Life Insurance Benefit and Disability Benefit

Total 2022 Budget by Function \$99,416,815



J. Chippewa County Strategic Plan



Chippewa County's vision is a thriving and welcoming community that offers an exceptional quality of life for all residents

Our mission is to offer an exceptional quality of life for all who live, work and play in Chippewa County by supporting social and economic opportunities through a transparent, accountable, and fiscally responsible government



Revised: 11/04/2021

Effectively communicate information about programs, services, and resources to all residents and county employees

- Utilize technology to develop user friendly communication tools
- · Identify residents and employees' preference for information dissemination and customize dissemination options
- Explore and use best practices for communicating information to rural communities
- Conduct face-to-face meetings with residents and county employees to listen to their concerns and clarify expectations

Develop additional sources of revenue and funding to meet emerging needs

- Study strategies for revenue generation from other counties and municipalities
- Enhance networking and educate state and federal officials about emerging needs
- · Collaborate with other counties and municipalities to achieve cost savings through shared resources
- Partner with nonprofit organizations and private sector to address community needs

Improve access to mental health and drug treatment options

- · Enhance educational outreach and educate community about available mental health service options
- Collaborate with communities and organizations and educate public about eliminating stigma associated with mental health
- · Enhance networking and educate state and federal officials about emerging needs of Chippewa County
- Collaborate with service providers to integrate services and address issues from a whole person perspective
- Provide training for law enforcement to learn trauma informed strategies and resources

Maintain and proactively address threats to water quality

- Utilize baseline database from groundwater study and embrace cutting edge technology for monitoring water quality
- · Collaborate with and encourage towns to adopt County's comprehensive zoning plan
- Coordinate with neighboring counties, DNR, and communities to develop mechanisms for protecting water quality

Support economic development in rural areas

- Improve and develop infrastructure to support the community and businesses
- Educate communities on economic development opportunities and resources
- Encourage retention of local talent in collaboration with communities
- Identify and promote recreational and tourism opportunities

The Strategic Plan was adopted by the County Board on January 14, 2020 per Resolution 05-20.