2006 BURNETT COUNTY STRATEGIC PLAN

BURNETT COUNTY BOARD OF SUPERVISORS

Board of Supervisors

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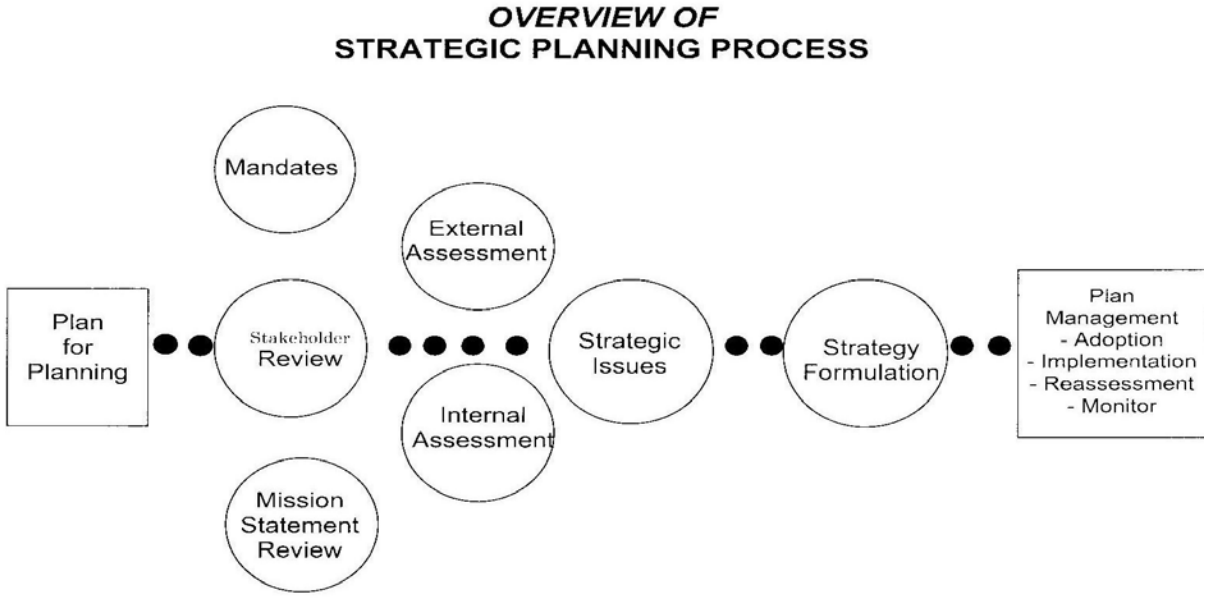
STRATEGIC PLANNING PROCESS

At the March meeting, a presentation was given on strategic planning and several reasons for planning were identified including changing demands and programs, more pressure to be efficient, a need to integrate at many levels, and diminishing resources to name a few. Many of these issues are facing Burnett County today. Lastly, the definition of strategic planning was defined as "a disciplined effort to produce fundamental decisions and actions that shape and guide an organization and what it does" (Bryson, 1995). The Burnett County Board of Supervisors committed to pursuing a strategic plan for the County of Burnett by unanimous vote in March of 2005. The process used for the plan is outlined in the graphic below.



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

Source: Bryson, John M. and Alston, Farnum K. Strategic Planning for Public and Nonprofit Organizations. Jossey-Bass Publishers, San Francisco, 1995.

County Board Appointed by Chairman Clifford Main, the Strategic Planning Committee consisted of the following: Clifford Main (Chair), Phil Lindeman (Vice Chair), Ed Peterson (2nd Chair), Carsten Endresen, David Alderman, Mary Falk, Eldon Freese, Norman Bickford, Gerald Pardun. The group met on a regular basis from April through late fall. Often times the committee met twice a month. Stakeholder involvement included department heads as well as the public. Five public meetings were held throughout the county to collect public input. Also feedback was also collect via the county's web page.

The following pages summarize the proceedings of the process in developing the 2006 Burnett County Strategic Plan. The outcomes that will help guide and shape the decisions and actions of the county are the mission statement, core values, issues, and strategies. However, the process itself is also very valuable. This plan includes the results of exercises that provided insight and learning for the committee members and hopefully also for those who read this plan.

STAKEHOLDERS

EXTERNAL

Taxpayers

Tourists

Youth

School Systems

Businesses

Non-profit organizations

Department of Natural Resources

Polk/Sawyer/Washburn Counties

State of Wisconsin

Townships

Villages

United States Government

St. Croix Tribe

University of Wisconsin

Hospitals

INTERNAL

Airport

Employees

Vendors

Incarcerated

Libraries

Forts Folle Avoine

Natural Resources

Stakeholder Evaluation Criteria

In an effort to understand the stakeholders of Burnett County the committee broke into groups and identified criteria for some stakeholder groups use to evaluate Burnett County Government. Each group also then identified a performance rating on how they thought that stakeholder thought Burnett County was performing according to each criterion. An up arrow was "good," a down arrow was "poor," and a double-sided arrow was "so-so."

Stakeholder Criteria for Evaluating Burnett County Government

Group 1

How does each stakeholder rate Burnett County?

Stakeholder	Criteria	Performance Rating
State of Wisconsin	Delivering services with less funds	⇔
	Providing required services	⇑
	Maintaining State highways	⇑
	Providing tax dollars and revenue	⇑

1. How do we respond to this stakeholder?

Mandates
Support programs
Rules/regulations
Tax levy

2. What do we need from them?

Money
Less regulation
Financial responsibility

Stakeholder	Criteria	Performance Rating
Natural Resources	Managing/creating habitats	⇑
	Provide financial resources	⇑
	Responsible use	⇑
	Environmental integrity – dealing with exotics, watershed protection	⇑

1. ***How do we respond to this stakeholder?***
   Quality of life
   Financing – jobs
   Recreation

Stakeholder	Criteria	Performance Rating
Employees	Quality of workplace (physical)	⇑
	Spirit of cooperation/atmosphere/friendly workplace	⇑
	Fair wages and benefits	⇑
	Elected officials relationship/departmental support	⇑
	Tools/support equipment	⇑
	Travel/infrastructure	⇔

1. ***How do we respond to this stakeholder?***
   Make or break the organization
   Communication

2. ***What do we need from this stakeholder?***
   Performance
   Commitment

Stakeholder	Criteria	Performance Rating
Youth	Providing/offering programs	⇓
	Job opportunities	⇓
	Available facilities	⇓
	Law enforcement	⇓

1. ***How do we respond to this stakeholder?***
   Provide programming – 4H, Superior Days, Conservation Days
   - Budget

2. ***What do we need from them?***
   Finish school

Stakeholder	Criteria	Performance Rating
Businesses	Marketing	⇔
	Fair taxes	⇔
	Infrastructure	⇔
	Development regulations	⇑
	Law enforcement	⇑
	Court system	⇔
	Assistance/education	⇑
	Financing	⇑
	Communication	⇔

1. ***How do we respond to this stakeholder?***
   Tax dollars
   Employees

2. ***What do we need from them?***
   Support of programs
   Sales tax
   Direction

Stakeholder	Criteria	Performance Rating
Incarcerated	Things to do – books and TV	⇔
	Housing and meals	⇔
	Condition of cells/crowded	⇔
	Efficiency of court system	⇔
	Fines and court costs	⇓
	Medical/dental/healthcare	⇑

1. ***How do we respond to this stakeholder?***
   Drains resources – money
   Psychologically

2. ***What do we need from them?***
   Responsibility
   Change of lifestyle

GROUP 2

Stakeholder	Criteria	Performance Rating
Schools	Financial support	⇔
	Road conditions	⇑
	Educational supports – drug, nutrition, history, Youth at Risk	⇓
	Libraries	⇔

Stakeholder	Criteria	Performance Rating
Economic Development Organizations	New Business – (assisting existing business/attracting new)	⇓
	Job base (labor force)	⇑
	Money	⇔
	Products	⇑
	Taxes	⇓
	Programs/services/RLF	⇔
	Flexibility/willingness to change	⇓
	Zoning – should we stay who we are?	⇑

Stakeholder	Criteria	Performance Rating
Taxpayers	Taxes	⇓
	Services	⇔
	Infrastructure	⇔
	Budget management	⇔ w/downward curve
	Public safety – law enforcement	⇔
	Public safety -- fire	⇑
	Public safety – emergency	⇔
	Human resources (social programs/public health, etc.)	⇑
	First responder	⇓

Stakeholder	Criteria	Performance Rating
Towns and Villages	Partnership/collaboration	⇑
	Taxes	⇔
	Zoning	⇑
	Safety	⇔ spotty
	Communication/information sharing	upward curve
	UDC	⇓

Stakeholder	Criteria	Performance Rating
Tourists	Roads (accessibility)	⇓
	Recreational services	⇑
	Available business (retail)	⇔
	Aesthetics	⇔
	Fishing/hunting information (web site)	⇑

MISSION STATEMENT DEVELOPMENT

A mission statement defines the intended purpose of an organization. It can be used a guide for an organization for what it gets involved in and even specific decisions it makes. In developing its mission statement, the committee members answered several questions individually and then wrote their own mission statements. Each statement was then posted on the wall and members underlined key words and phrases they liked from each statement. New versions were created and discussed. Through this process and a consensus-based discussion, the following mission statement was recommended and approved by resolution in June of 2005.

The mission statement of Burnett County Government reads:

"To Provide Vision and Stewardship"

CORE VALUE DEVELOPMENT

Core values also help guide an organization by defining what is most important to the organization. The committee used the same exercise to write the core values statements. To help identify core values, however, an organizational highlights and lowlights exercise and others to identify core value themes. The statements were then drafted and agreed upon by consensus.

- **Quality of life.** We value quality of life meaning friendly communities, wildlife, natural resources, jobs, and education.

- **Efficiency of services.** We value services and work to implement them in financially sound ways that affect both the short and long-term financial health of our organization.

- **Common goals.** We reach out, listen, and develop common goals to focus our work and foster community wide support on issues and programs.

INTERNAL AND EXTERNAL ASSESSMENT

S.W.O.T. Analysis – Committee

Brainstorming strengths, weaknesses, opportunities and threats helps to begin to frame the issues facing an organization or community. The internal strengths and weaknesses are those within Burnett County Government and external opportunities are those outside of the control of Burnett County Government. Two separate lists were made, one by the committee and one by the department heads. The two groups brought their lists together and then discussed them.

Strengths (Internal):

- Professional, skilled employees
- Good leaders in Department Heads
- Good, professional administrative staff
- Willing to embrace new technology
- Excellent benefit package – retirement, leave, health, fair wage
- Major revenue from forest and highway
- Department and County Board work together
- Good place to live
- Ability to process and obtain grants
- Technology mindful people
- Not afraid to be the first one to try something
- Departments fight for departments

Weaknesses (Internal)

- Training grounds for entry-level positions – parks / forestry / airport
- Overlap in services
  Communication between department and other agencies
- Not working as well with Tribe
- Communication with Tribe (Tribe does not respond, Tribe does not have stable leadership, cultural differences)
- Fight for own Department
- Relation with Union

Opportunities (External)

- Work with Tribe on inmate populations and rehabilitation
- Logging museum – Visitors' Center
- Countywide room tax
- Challenges create creative programs
- Water supply
- Greater sharing of Department leadership with County-elected officials without adding costly positions
- Seek programs/cooperation with other counties
- Education of public on County government
- Expanded airport
- Consolidation of County services
- Untapped resources of people (skills to help government)
- County Board dialogue – "less structure"

Threats (External)

- Infrastructure investment (highways and highway building), work in opposite direction by implementing local resources
- Make up of economy -- lack of industry (small diverse economy) not on major highway or access to a major airport, no large spurts of growth, we will see more 40-acre farms
- Unfunded mandates
- Increased taxes on long-time residents. In 1990 census 50% were seasonal residents and now seasonal residents make up 45% of our population. 52% of homeowners are non-resident. Two-thirds of taxpayers have no children in school.
- Change of population – aging population
- How schools are funded at State level
- Population increases
- Misunderstandings

S.W.O.T. Analysis – Department Heads

Strengths (Internal)

Burnett County is a desirable place to live
Employees have a variety of training and skills
County offers a stable work environment
Employees have positive attitudes are loyal to county
County government offers a good benefit package
The managers are forward thinking
People and employees want to be here
The County is advanced with its technology
The County Board of Supervisors is supportive of our department
Department Managers work well together
Managers deal with issues before they get out of hand
County forest offers substantial revenue
The County is not at its maximum levy limit, we are funded by taxes
Nice interior working environment

Weaknesses (Internal)

Reactive/don't plan/change out equipment
Unspoken collusion
Luck of public understanding of county programs
Victims to vendors
Employee training (new skills/maintenance)
Need more communication and leaderships state to county
No long range planning
More demands-unable to keep up
Lack of staff. Lack of resources (space/time to train)
More people coming to county/demand are created
Internal competition for resources
Lack of markets for wood and contractors
Tourism-increased service demands
Managers play good cop/bad cop
Don't (share/know) internal resources or availability of
Generational attitudes of entitlement
Funding from taxes
Lack of pay compared to neighboring counties
Physically divided departments
Lack of communications
Trainings are located far away
Equipment needs
Employee lack of technical skills
Retirement and turnover
Keeping staff motivated with increasing work loads
Elected official turnover

Opportunities (External)

Use the Web-Site to educate the public about county government and our departments
Write grants to offset our cost
Long Range Planning
Evaluate expansion and specialization
To form good policies for the future
To pay more competitive wages
We are funded taxes
Improve our image – make government less of a dirty word
Utilize technology – wireless, DSL, fiber optics, internet
Expand our public lands
New facilities to bring departments together
Licensing of restaurants to bring in revenue
Recreation, wildlife, economics
Memberships in WI Counties and other Professional Organizations
Ability to match State and Federal dollars
Employees are flexible/adaptable to new situations

Opportunities (External) cont.

Our government is small – less people to convince of our needs
Some departments generate revenue doing work for towns and villages
We have the ability to develop/guide/influence the future of the county
Money earned by working for towns/villages is money retained within the county
Specialized treatment programs – drug courts
County receives revenue from other sources (fees, timber harvest, labor and contracts)
Public Land
Tourism

Threats (External)

Lack of public understanding of county govt/services
Loss of revenue (tabor/loss of revenue/spending caps)
Ultra conservative leadership that prohibits long range planning
Requirement to provide more services –do more with same amount
Negativity
Demands for services from weekenders unrealistic
Increased population puts stress on county government
Competitors can make in roads to take ear marked county revenue
Funding-state and federal
Increased mandates
Legislature
Elections-political change
Meth
Fear of change (everybody)
Loss of public lands
Tourism (secondary home owners)-land owners
Diminishing labor force
Gambling expansion
Technology/info revenue loss
Special interest groups
Public perception of govt/services –taken for granted
Increase of costs due to local, state, and global markets
Loss of youth opportunities (reasons to stay)
School position cuts—shift of services to county
Natural disasters

PUBLIC PARTICIPATION

Hopes and Concerns

To assess the external environment, five public meetings were held throughout the county. Meetings were held in Siren, Jackson, Danbury, and Grantsburg (2). Also feedback was collected via the county web page.

At each meeting public participants were asked to identify their hopes and concerns for their community. The combined list follows and helped to identify issues and develop strategies later in the plan.

Hopes

- Businesses along highway 70
- Good paying jobs
- Steady growth
- Better communication between agencies/government
- New businesses taking advantage of local/natural resources
- Housing in the Village of Grantsburg
- Take advantage of training and allocate funding opportunities
- Enforce current laws
- Increase school/vocational partnerships with industry
- Expand cooperation between schools
- Get state information and talk to "Madison" and make them aware of northwest Wisconsin
- Encourage secondary homeowners to move businesses here
- Help existing businesses survive
- Help businesses deal with "smoke free"; start dialogue
- Prevent problems – drug addictions; be pro-active prior to court system
- Support technology think big
- Tap new residents to participate
- Quality of living-add parks, libraries that add economic value
- Make government more efficient and less redundant

Concerns

- Growing too fast
- Growing without a plan
- Closing of Businesses
- Keep Grantsburg airport
- Property taxes
- Lack recognition of local resources
- Lack of community interest
- Drugs – methamphetamine
- Lack of county wide zoning
- Wild fires
- Can't burn leaves at dump
- Junk yards (not salvage yards)
- Shoddy construction
- Exotic species in lakes
- Littering
- Vote/voice of secondary home owners
- Uncontrolled sprawl without zoning regulations
- Ruining of beautiful area
- Lack of businesses
- Businesses can't compete – people drive to regional commercial centers
- Lack of tourists (not secondary homeowners) – antismoking ordnances banning smoking
- Taxes
- Meth
- Gangs are coming
- Lack of snow
- Jobs
- Why are we electing "non-legislative" positions
- County board too big
- Uncoordinated development that raises costs for government and difficulty of service delivery
- High real estate taxes along lakeshore
- Keeping businesses clean and uncluttered
- Public safety – enforcement of recreation laws (example: fireworks and four wheelers)
- Dealing with symptoms rather than problems
- Losing young kids
- Junk along the roads – refrigerators and stoves

STRATEGIC PLAN

Goals – Strategies - Objectives

EVALUATE AND REHABILITATE DRUG AND ALCOHOL OFFENDERS THAT ENTER THE COURT SYSTEM

Strategy: Develop and implement a rehabilitation program

Initiator: County Board Chairman

Component: Create a task force of community

- Identify specific members from groups including but not limited to schools, judge, county, clergy, law enforcement, B.C. Health and Human Services, St. Croix Tribe, Village Boards, Town Boards, UW Extension, B.C. Board of Supervisors, District Attorney…
- Create appropriate committee structure

Component: Determine key program characteristics

- Evaluate possible rehabilitation programs
- Identify outside funding sources
- Identify program cost savings/efficiency strategies
- Identify and develop community support and communication strategies

MAINTAIN THE QUALITY OF LIFE OF BURNETT COUNTY

Strategy: Initiate comprehensive planning activities for the county and its communities

Component: Encourage un-zoned Towns to adopt zoning

- Educate towns on land management tools and county services
  Initiator: Zoning Committee
- Co-apply for comprehensive planning grant with towns, villages and/or St. Croix Tribe
  Initiator: County Board Chairman appointing Ad hoc Committee
- Create and adopt county and municipal comprehensive plans
  Initiator: Municipalities

Component: Preserve agricultural land

- Develop a Purchase of Development Rights Program for Ag Land
  Initiator *(Land and Water Conservation Com.)*
- Promote added value farming
  Initiator: *(UWEX, NWRPC, BCDA)*

Component: Preserve private forestland from conversion

Initiator: *(Ad Hoc Com.-County Board Chairman)*

- Develop a conservation subdivision ordinance and development policy
- Develop education and marketing strategies to encourage its use
- Develop a Purchase of Development Rights Program for Forest Land. **Initiator** *(Land and Water Conservation Com.)*

SUPPORT, PLAN AND PROMOTE APPROPRIATE BUSINESS INCLUDING AGRICULTURE AND TOURISM

Strategy: Business Development

Component: Promote entrepreneurial businesses*

- Ag – Tourism web site *(BCDA)*
- Farmers Market Web site *(BCDA)*
- Promote Business Education Resources *(UWEX)*
- Promote air transportation related industries *(BCDA/NWRPC)*

**All other resources including the Indianhead Community Action Agency will be used in implementing these action items*

Component: Infrastructure *(Parks Recreation and Tourism Committee)*

- Complete a feasibility study of a potential campground on county property
- Complete a feasibility study of a potential ATV Park
- Complete a feasibility study of a campground at Forts Folle Avoine

Component: Financial

- Promote use of room tax by municipalities *(Towns and Villages) (Parks, Recreation, and Tourism Committee)*

PLAN FOR FUTURE DEVELOPMENT AND REPLACEMENT OF COUNTY FACILITIES AND INFRASTRUCTURE

Strategy: Identify Future Needs

- Centralize Committee responsibility for property in the Property Committee including Parks, Courthouse, and Highway (made up of structural committees) *(County Board Chairman)*
- Utilize a capital improvements plan for financial and facilities planning
- Develop reserves for capital improvements fund by depositing the net proceeds of all tax delinquent property sales *(Finance Committee)*
- Consider annual levy percentage to fund capital improvements fund
- Research revenue generating businesses to fund capital improvements fund
- Utilize inmates for making profitable products to fund capital improvements fund
- Research public and private grants to fund capital projects

COMMUNICATE WITH THE PUBLIC AND THE BOARD OF SUPERVISORS

Strategy: Improve communications

- Monthly newspaper column (Chairman or designee)
- Monthly Radio Interviews (Chairman or designee)
- Coordinate activities at Towns Association meetings
- Research use of "Govdocs.com" software to email interested parties for agenda/minute information – for use with county web page
- Utilize ice breakers with full board on semi-annual basis

IDENTIFY COMMON GOALS WITH THE ST. CROIX TRIBE

Strategy: Develop a task force to begin a dialogue with the Tribal Council

Component: Begin a dialogue to identify key issues *(County Board Chairman)*