2020

A publication of Forward Analytics

A Division of the Wisconsin Counties Association

THE GREEN BOOK

A book of county facts, 3rd Edition

2020

Prepared by

Forward Analytics

A division of the Wisconsin Counties Association

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Introduction

Wisconsin counties are vital to a growing and prospering state. They help protect the state's most vulnerable citizens and maintain thousands of miles of state and county highways. County governments provide a vast array of other services as well, and they do so in the most efficient and cost-effective manner possible.

To successfully carry out their mission, county officials must employ long range, strategic thinking. Data plays an important role.

To this end, Forward Analytics, a division of the Wisconsin Counties Association, is pleased to present the 3rd edition of *The Green Book, A Book of County Facts*.

Included in the fact book is information on county government structure, county demographics, finances, job growth, and new construction.

New this year is a section with county populations so users can turn the per capita figures into totals when needed. Additionally, at the back of the book is a pull-out that contains all of *The Green Book* data for your county.

Counties can use the data contained in *The Green Book* for a variety of purposes including gauging future service needs, economic development planning, and forecasting revenues and expenditures.

The Green Book is also available online at *www.forward-analytics.net*. If you would like additional copies to share, give us a call at 608-663-7188.

I hope you find this tool useful as you continue to make Wisconsin's counties wonderful places to live, work, and prosper.

Mark D. O'Connell, Executive Director
Wisconsin Counties Association

How to Use This Book

The Green Book is organized into four color-coded sections, each with a variety of measures:

- *Wisconsin's Counties* (orange) has information on county administration and board size.
- *Population* (blue) shows population change, the size of various age cohorts, veteran population, educational attainment, and commuting patterns.
- *Finances* (red) includes information on county revenues, spending, and debt.
- *Economy/Development* (purple) highlights jobs and unemployment, income and poverty, property values, and county highway miles.

Most measures have information on two pages. On the first page is a color-coded map that organizes counties into four groups of 18 (quartiles). For each measure, the 18 counties with the lowest numbers are shown with the lightest color, the 18 with the highest numbers are darkest. The key below the map shows the ranges for each quartile.

The second page displays a table of detailed information for each county. The statewide average and median (half of counties lower, half higher) are shown below the table.

For those unfamiliar with county locations, a map can be found on page 2.

New this year is a county insert found in the back of the book. This handy document summarizes your county's information on all of the measures in *The Green Book*. For each measure, it also shows the county's rank among the 72 counties as well as the state average.

County Government in Brief

Wisconsin has 72 counties whose boundaries were drawn by the legislature and are specified in state law. Generally, county boundary lines run north to south and east to west or follow major physical features.

Counties are governed by a county board of supervisors who are elected for two-year terms. While a "self-organized" county can opt to have supervisor terms concurrent or staggered, none have chosen the latter option. Thus, all supervisors are elected in the spring election of even numbered years. Each county determines the size of its board, subject to a statutory maximum that is based on county population. The number of supervisors can be reduced once between each decennial census by resolution or by citizen petition and referendum.

Counties must have a central administrative officer. A county can create an office of county executive or county administrator, or it can designate an individual holding an existing elective or appointive office (other than county supervisor) to also serve as the administrative coordinator.

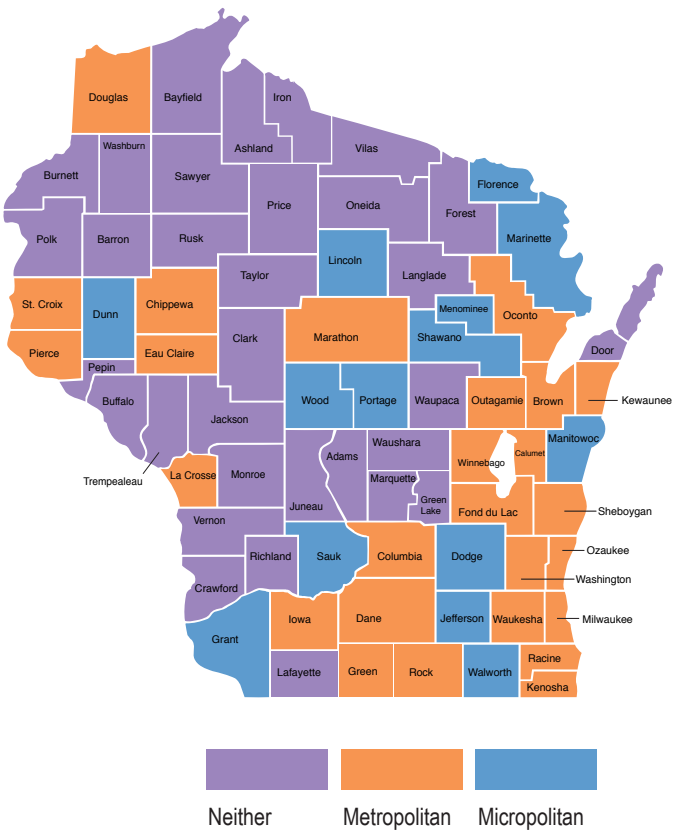
County constitutional officers are elected to four-year terms in the fall partisan general election. These include the county clerk, county treasurer, register of deeds, clerk of circuit court, and sheriff.

Counties provide a variety of services, many of which are state mandated. They enforce the state's criminal laws and incarcerate many violators of those laws. County clerks and registers of deeds maintain state-mandated vital and property records, and the clerks oversee elections. County human services departments administer state family and human service programs, while highway departments maintain both county and state roads.

County Map

One way to characterize Wisconsin counties is by how urban or rural they are. Urban counties can be thought of as part of a metropolitan statistical area, or MSA, which is a group of counties with close economic ties and relatively high population at its core. Twenty-six counties in Wisconsin are part of an MSA. A micropolitan statistical area is a county or group of counties (sometimes from different states) with close economic ties and centered on an core area of 10,000 to 50,000 people. Fourteen counties fall into this category. The remaining 32 counties are neither metropolitan or micropolitan. Most economic researchers consider micropolitan and "neither" counties rural.

Wisconsin County Map, 2020
Metropolitan, Micropolitan, Neither



County Board Size

Maximum county board sizes are set by state law and depend on population. Some county boards are smaller due to board policy or approval by voters in a referendum. The average number of residents per county board member varies widely, from fewer than 1,000 in 14 counties to nearly 53,000 in Milwaukee County.

Board Size and Population Per District, 2019

(in thousands)

County	Bd. Size	Pop./ Dist.	County	Bd. Size	Pop./ Dist.
Adams	20	1.0	Marathon	38	3.6
Ashland	21	0.8	Marinette	30	1.4
Barron	29	1.6	Marquette	17	0.9
Bayfield	13	1.2	Menominee	7	0.6
Brown	26	10.1	Milwaukee	18	52.6
Buffalo	14	1.0	Monroe	16	2.9
Burnett	21	0.7	Oconto	31	1.3
Calumet	21	2.5	Oneida	21	1.7
Chippewa	15	4.3	Outagamie	36	5.2
Clark	29	1.2	Ozaukee	26	3.5
Columbia	28	2.0	Pepin	12	0.6
Crawford	17	1.0	Pierce	17	2.5
Dane	37	14.5	Polk	15	3.0
Dodge	33	2.7	Portage	25	2.9
Door	21	1.4	Price	13	1.1
Douglas	21	2.1	Racine	21	9.4
Dunn	29	1.5	Richland	21	0.9
Eau Claire	29	3.6	Rock	29	5.5
Florence	12	0.4	Rusk	19	0.8
Fond du Lac	25	4.2	St. Croix	19	4.7
Forest	21	0.4	Sauk	31	2.0
Grant	17	3.1	Sawyer	15	1.1
Green	31	1.2	Shawano	27	1.5
Green Lake	19	1.0	Sheboygan	25	4.7
Iowa	21	1.1	Taylor	17	1.2
Iron	15	0.4	Trempealeau	17	1.8
Jackson	19	1.1	Vernon	29	1.0
Jefferson	30	2.8	Vilas	21	1.0
Juneau	21	1.3	Walworth	11	9.5
Kenosha	23	7.4	Washburn	21	0.8
Kewaunee	20	1.0	Washington	26	5.3
La Crosse	29	4.1	Waukesha	25	16.2
Lafayette	16	1.1	Waupaca	27	1.9
Langlade	21	1.0	Waushara	11	2.2
Lincoln	22	1.3	Winnebago	36	4.7
Manitowoc	25	3.3	Wood	19	4.0

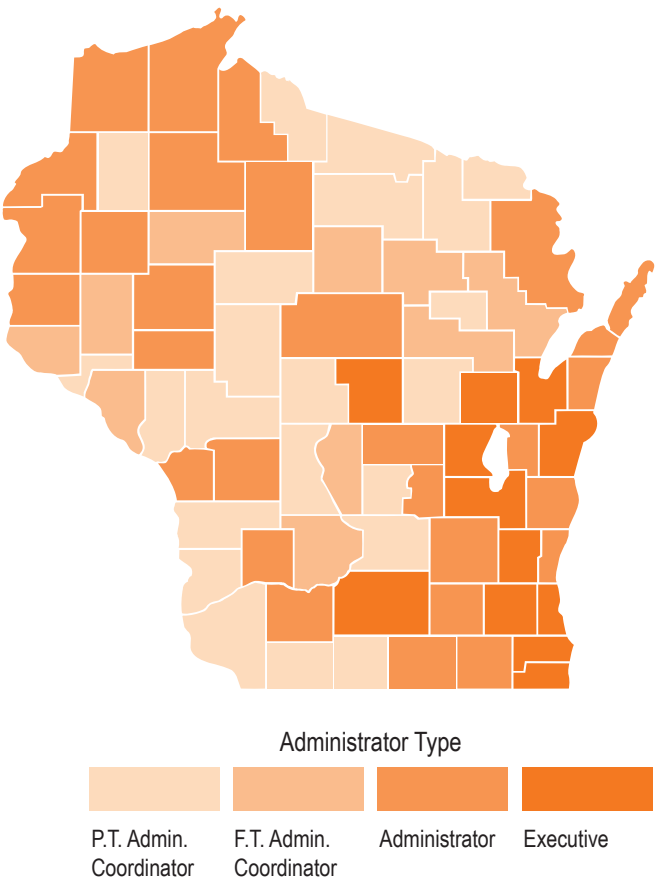
County Administration

Wisconsin provides counties with three options for the daily management of county government. A county executive is elected every four years in nonpartisan spring elections. The executive appoints certain personnel, submits budgets, and exercises veto powers. A county administrator is appointed by the county board and has powers similar to an executive, as determined by the board. Administrators do not have veto power.

Counties not choosing one of these two options are required to designate an administrative coordinator, either on a full-time or part-time basis.

In 2020, 12 counties had an elected county executive and 28 had a county administrator. The remaining 32 counties designated either a full-time (10) or part-time (22) administrative coordinator.

Administration Type, 2020



Source: Wisconsin Counties Association, 5/1/20

Administration Type, 2020

County	Type	County	Type
Adams	Coord.-ft	Marathon	Admin.
Ashland	Admin.	Marinette	Admin.
Barron	Admin.	Marquette	Coord.-pt
Bayfield	Admin.	Menominee	Coord.-pt
Brown	Exec.	Milwaukee	Exec.
Buffalo	Coord.-ft	Monroe	Admin.
Burnett	Admin.	Oconto	Coord.-ft
Calumet	Admin.	Oneida	Coord.-pt
Chippewa	Admin.	Outagamie	Exec.
Clark	Coord.-pt	Ozaukee	Admin.
Columbia	Coord.-pt	Pepin	Coord.-pt
Crawford	Coord.-pt	Pierce	Coord.-ft
Dane	Exec.	Polk	Admin.
Dodge	Admin.	Portage	Exec.
Door	Admin.	Price	Admin.
Douglas	Admin.	Racine	Exec.
Dunn	Coord.-ft	Richland	Admin.
Eau Claire	Admin.	Rock	Admin.
Florence	Coord.-pt	Rusk	Coord.-ft
Fond du Lac	Exec.	St. Croix	Admin.
Forest	Coord.-pt	Sauk	Coord.-ft
Grant	Coord.-pt	Sawyer	Admin.
Green	Coord.-pt	Shawano	Coord.-ft
Green Lake	Admin.	Sheboygan	Admin.
Iowa	Admin.	Taylor	Coord.-pt
Iron	Coord.-pt	Trempealeau	Coord.-pt
Jackson	Coord.-pt	Vernon	Coord.-pt
Jefferson	Admin.	Vilas	Coord.-pt
Juneau	Coord.-pt	Walworth	Admin.
Kenosha	Exec.	Washburn	Coord.-pt
Kewaunee	Admin.	Washington	Exec.
La Crosse	Admin.	Waukesha	Exec.
Lafayette	Coord.-pt	Waupaca	Coord.-pt
Langlade	Coord.-ft	Waushara	Admin.
Lincoln	Coord.-ft	Winnebago	Exec.
Manitowoc	Exec.	Wood	Coord.-pt

Exec. = Executive; Admin. = Administrator
Coord. = Administrative Coordinator; pt = part-time; ft = full-time

POPULATION

County population can be viewed from a variety of perspectives. Is it growing or declining? What is the age composition? What levels of education do residents have? Where do they work?

Understanding the characteristics of county demography can help policymakers gauge a region's social and economic well-being, its potential for growth, and the degree to which current and future service demands will be placed on county government.

Seven demographic measures are provided here. Although presented separately, some of these measures tend to move together and some tend to be clustered geographically.

Counties whose populations are growing the fastest tend to be younger, with a larger portion of their population of working age. In growing areas, more residents tend to have post-secondary degrees, either at the associate or bachelor's level. This, in turn, can attract employers and ensure better-paying jobs that serve as a magnet to attract workers from other counties.

The reverse is also true. Counties with aging populations often grow more slowly and are more likely to face worker shortages. As the maps on the following pages reveal, such counties tend to be located in the north, in the central part of the state, or to the southwest.

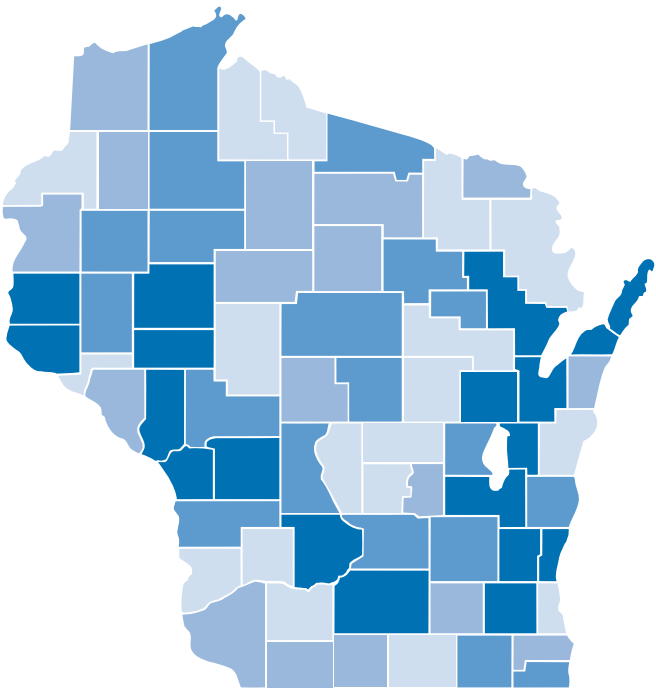
Population Change

For counties, population change has both economic and service implications. Changes in the number of residents can result from both internal and external factors. Natural population change (internal) is the difference between the number of births in a county and the number of deaths.

Migration (external) also affects population. Net migration is the difference between the number of residents moving out of a county and the number moving in. A growing population spurs local businesses and demand for public services. A shrinking population can mean less economic activity and a smaller tax base.

Population Change, 2014-19

Counties by Quartile, Low to High Percent Change



Change: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To 0.40%	0.41-0.84%	0.85-1.83%	1.84% & over

Source: Wisconsin Demographic Services Center

Population Change, 2014-19

County	% Change	County	% Change
Adams	-1.03	Marathon	1.27
Ashland	-0.78	Marinette	-0.49
Barron	0.98	Marquette	-0.06
Bayfield	1.83	Menominee	0.68
Brown	3.67	Milwaukee	-0.36
Buffalo	0.83	Monroe	3.65
Burnett	0.40	Oconto	2.01
Calumet	6.64	Oneida	0.56
Chippewa	2.92	Outagamie	3.93
Clark	0.15	Ozaukee	3.20
Columbia	0.86	Pepin	-0.19
Crawford	0.25	Pierce	2.68
Dane	6.98	Polk	0.68
Dodge	0.93	Portage	1.13
Door	2.41	Price	0.43
Douglas	0.62	Racine	0.52
Dunn	1.60	Richland	0.07
Eau Claire	2.67	Rock	0.21
Florence	0.56	Rusk	0.87
Fond du Lac	1.95	St. Croix	4.62
Forest	-0.63	Sauk	1.91
Grant	0.67	Sawyer	1.30
Green	0.72	Shawano	-0.20
Green Lake	0.58	Sheboygan	1.03
Iowa	0.37	Taylor	0.56
Iron	-0.36	Trempealeau	2.67
Jackson	0.98	Vernon	1.49
Jefferson	0.72	Vilas	1.28
Juneau	1.11	Walworth	1.19
Kenosha	1.68	Washburn	0.50
Kewaunee	0.63	Washington	3.43
La Crosse	2.35	Waukesha	3.37
Lafayette	0.52	Waupaca	-0.13
Langlade	1.20	Waushara	0.02
Lincoln	0.49	Winnebago	1.41
Manitowoc	0.40	Wood	0.66

Statewide Measures

Average	1.93%	Median	0.84%

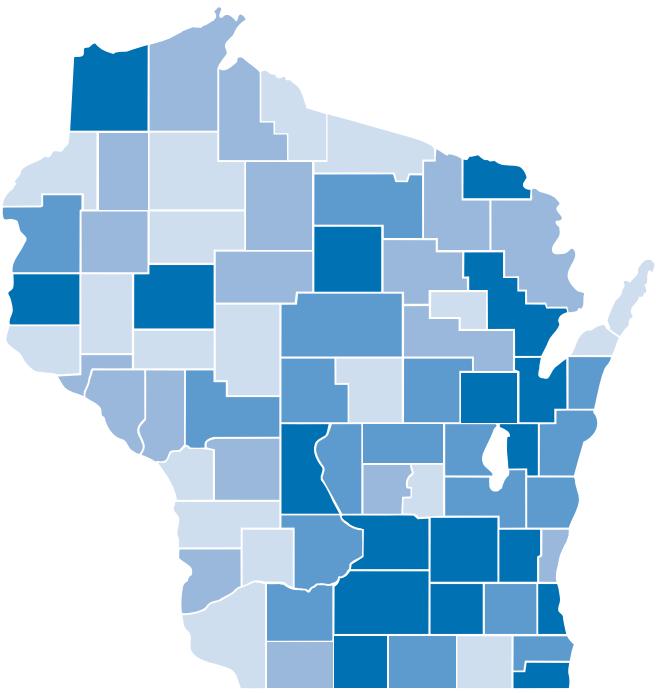
Working-Age Population

Counties with more workers than students and seniors often have higher per capita incomes. This demographic situation generally means there are a greater number of wage earners over which to spread the cost of public services and, likely, fewer residents in need of county services.

In 2018, residents 25 to 64 years of age (prime working ages) accounted for 51.6% of Wisconsin's population, down from 52.7% three years earlier. As the senior population grows rapidly for the foreseeable future, this percentage will continue to fall.

Percentage of Population 25 to 64, 2018

Counties by Quartile, Low to High Percent



Percent: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To 48.8%	48.9-50.7%	50.8-52.1%	52.2% & over

Source: U.S. Census Bureau

Percentage of Population 25 to 64, 2018

County	% 25-64	County	% 25-64
Adams	50.9	Marathon	51.9
Ashland	49.0	Marinette	50.6
Barron	49.5	Marquette	50.4
Bayfield	49.2	Menominee	44.2
Brown	52.2	Milwaukee	52.9
Buffalo	50.2	Monroe	50.5
Burnett	48.1	Oconto	53.0
Calumet	53.6	Oneida	50.7
Chippewa	52.9	Outagamie	53.3
Clark	45.9	Ozaukee	50.2
Columbia	53.4	Pepin	49.9
Crawford	49.0	Pierce	48.6
Dane	52.4	Polk	51.6
Dodge	54.8	Portage	47.7
Door	48.1	Price	50.1
Douglas	53.0	Racine	52.0
Dunn	45.9	Richland	48.2
Eau Claire	47.9	Rock	51.7
Florence	54.1	Rusk	48.8
Fond du Lac	51.7	St. Croix	53.6
Forest	49.0	Sauk	51.2
Grant	44.7	Sawyer	48.4
Green	52.2	Shawano	50.7
Green Lake	48.1	Sheboygan	51.6
Iowa	51.6	Taylor	50.7
Iron	48.7	Trempealeau	50.0
Jackson	51.9	Vernon	47.5
Jefferson	52.7	Vilas	47.0
Juneau	53.0	Walworth	48.8
Kenosha	53.4	Washburn	48.9
Kewaunee	50.7	Washington	52.8
La Crosse	47.8	Waukesha	52.1
Lafayette	49.2	Waupaca	51.9
Langlade	49.8	Waushara	51.2
Lincoln	53.4	Winnebago	51.4
Manitowoc	51.5	Wood	50.7

Statewide Measures

Average	51.6%	Median	50.7%

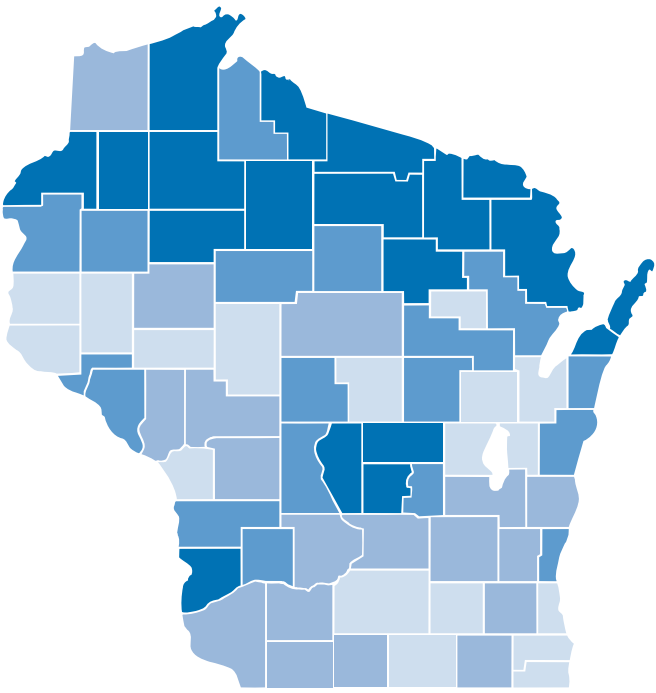
Senior Population

Like the nation, Wisconsin is experiencing the retirement of the baby-boom generation (those born between 1946 and 1964). Their retirement will adversely affect the local labor force. Additionally, as this large group ages, a demand for assisted living, nursing homes, and other social services will rise.

Residents 65 or older accounted for 17.0% of the state's population in 2017 and were located disproportionately in less populous counties. In 55 of 72 counties, the senior share of the population was above the state average. In 11 counties, seniors accounted for more than a quarter of the population.

Percentage of Population 65 or Older, 2018

Counties by Quartile, Low to High Percent



Percent: Low to High

1st Quartile To 17.0%	2nd Quartile 17.1-19.1%	3rd Quartile 19.2-22.9%	Top Quartile 23.0% & over

Source: U.S. Census Bureau

Percentage of Population 65 or Older, 2018

County	% 65+	County	% 65+
Adams	29.1	Marathon	17.7
Ashland	19.6	Marinette	23.8
Barron	21.9	Marquette	24.5
Bayfield	27.7	Menominee	13.2
Brown	14.9	Milwaukee	13.6
Buffalo	22.1	Monroe	17.0
Burnett	28.6	Oconto	20.4
Calumet	15.1	Oneida	26.0
Chippewa	18.0	Outagamie	14.7
Clark	16.6	Ozaukee	19.7
Columbia	17.9	Pepin	22.4
Crawford	23.2	Pierce	14.6
Dane	13.7	Polk	20.6
Dodge	17.6	Portage	16.7
Door	29.8	Price	25.7
Douglas	18.6	Racine	16.5
Dunn	15.7	Richland	22.9
Eau Claire	15.7	Rock	16.6
Florence	26.0	Rusk	24.2
Fond du Lac	18.5	St. Croix	14.1
Forest	23.0	Sauk	18.5
Grant	17.3	Sawyer	25.9
Green	18.7	Shawano	21.1
Green Lake	22.2	Sheboygan	18.0
Iowa	18.8	Taylor	19.1
Iron	30.9	Trempealeau	18.1
Jackson	19.0	Vernon	19.5
Jefferson	17.0	Vilas	30.8
Juneau	20.3	Walworth	17.7
Kenosha	14.1	Washburn	26.3
Kewaunee	20.4	Washington	18.0
La Crosse	16.4	Waukesha	18.7
Lafayette	18.7	Waupaca	20.9
Langlade	24.0	Waushara	24.4
Lincoln	21.5	Winnebago	16.4
Manitowoc	20.5	Wood	20.6

Statewide Measures

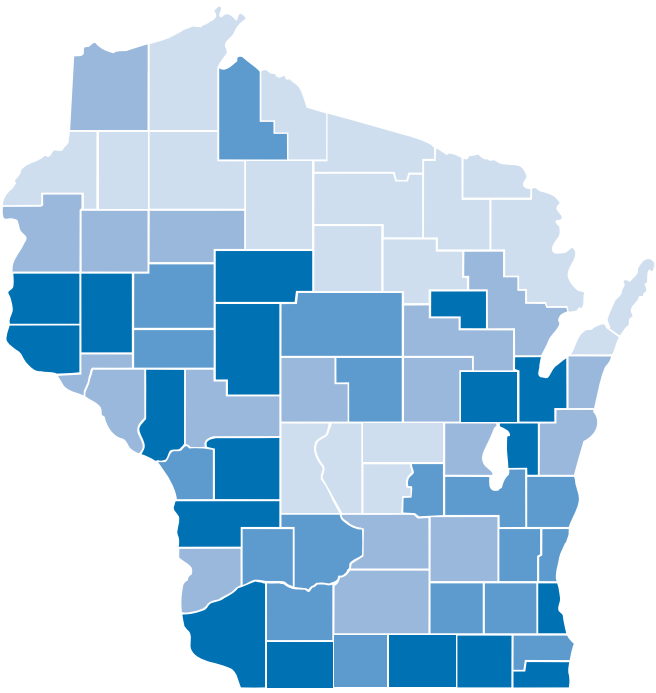
Average	17.0%	Median	19.1%

School-Age Population

It is often said that the youth of today is the workforce of tomorrow. For counties, the number of young people represents a potential future workforce. However, some of them will eventually leave for college and may not return. This has been true in much of rural Wisconsin.

Residents ages 5 to 19 accounted for 18.9% of the state's population in 2018. In 11 rural counties, that percentage was under 16.0%. Moreover, the school-age population is declining in many counties, creating challenges for the schools there.

Percentage of Population 5 to 19, 2018
Counties by Quartile, Low to High Percent



Percent: Low to High

1st Quartile To 16.6%	2nd Quartile 16.7-18.5%	3rd Quartile 18.6-19.3%	Top Quartile 19.4% & over

Source: U.S. Census Bureau

Percentage of Population 5 to 19, 2018

County	% 5-19	County	% 5-19
Adams	12.6	Marathon	19.0
Ashland	19.3	Marinette	16.3
Barron	18.1	Marquette	16.1
Bayfield	14.5	Menominee	26.9
Brown	20.0	Milwaukee	19.9
Buffalo	17.4	Monroe	20.7
Burnett	15.0	Oconto	17.3
Calumet	20.7	Oneida	14.2
Chippewa	18.6	Outagamie	19.7
Clark	23.8	Ozaukee	19.0
Columbia	18.0	Pepin	17.2
Crawford	17.8	Pierce	21.0
Dane	17.9	Polk	17.8
Dodge	17.3	Portage	18.9
Door	14.1	Price	15.5
Douglas	17.4	Racine	19.3
Dunn	20.2	Richland	18.7
Eau Claire	18.8	Rock	19.5
Florence	12.2	Rusk	17.0
Fond du Lac	18.5	St. Croix	20.8
Forest	16.5	Sauk	18.7
Grant	20.9	Sawyer	16.2
Green	18.8	Shawano	18.0
Green Lake	18.9	Sheboygan	18.9
Iowa	19.2	Taylor	19.6
Iron	13.6	Trempealeau	20.0
Jackson	17.9	Vernon	21.4
Jefferson	19.2	Vilas	14.0
Juneau	16.6	Walworth	19.3
Kenosha	20.1	Washburn	16.0
Kewaunee	18.5	Washington	18.8
La Crosse	19.1	Waukesha	18.7
Lafayette	20.5	Waupaca	17.2
Langlade	16.5	Waushara	15.3
Lincoln	15.4	Winnebago	18.1
Manitowoc	17.5	Wood	17.9

Statewide Measures

Average	18.9%	Median	18.5%

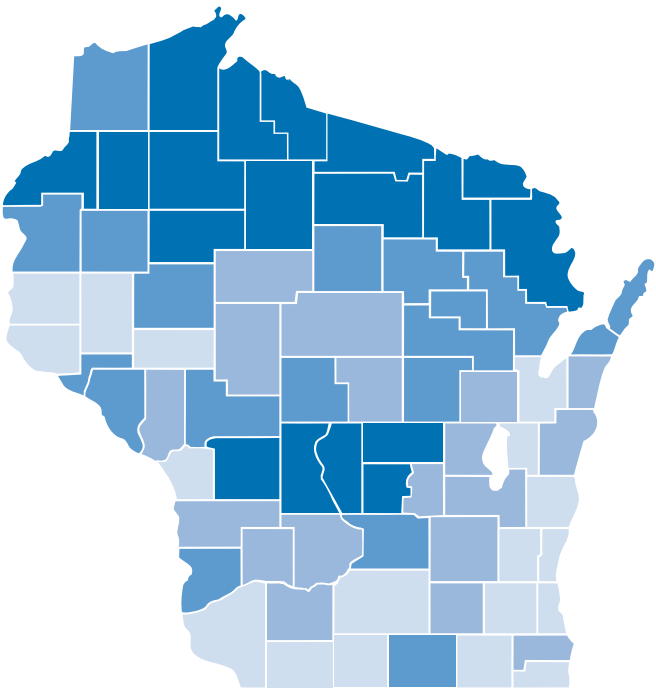
Veterans

Each of Wisconsin's 72 counties has a veterans service office to assist veterans in navigating the complicated network of state and federal benefits. The size of the veteran population varies widely by county.

Statewide, veterans comprised 8.2% of the 18-or-older population in 2018. However, in 29 mostly rural counties, that percentage was above 10%. The state's two largest counties had significant numbers of veterans, but they comprised a relatively small percentage of the population.

Percentage of Adult Population: Veterans, 2018

Counties by Quartile, Low to High Percent



Percent: Low to High

1st Quartile To 8.2%	2nd Quartile 8.3-9.4%	3rd Quartile 9.5-11.0%	Top Quartile 11.1% & over

Source: U.S. Department of Veterans Affairs

Percentage of Adult Population: Veterans, 2018

County	% Veterans	County	% Veterans
Adams	13.32	Marathon	9.17
Ashland	11.06	Marinette	13.69
Barron	10.32	Marquette	12.34
Bayfield	12.41	Menominee	9.59
Brown	8.17	Milwaukee	6.60
Buffalo	9.45	Monroe	15.16
Burnett	14.10	Oconto	10.40
Calumet	7.47	Oneida	12.37
Chippewa	9.72	Outagamie	8.36
Clark	8.21	Ozaukee	7.07
Columbia	9.49	Pepin	9.77
Crawford	9.73	Pierce	7.35
Dane	5.71	Polk	10.30
Dodge	8.38	Portage	8.21
Door	10.17	Price	11.76
Douglas	10.92	Racine	8.46
Dunn	7.87	Richland	9.33
Eau Claire	7.99	Rock	9.58
Florence	15.49	Rusk	11.71
Fond du Lac	8.47	St. Croix	8.01
Forest	12.91	Sauk	9.19
Grant	7.63	Sawyer	12.26
Green	7.87	Shawano	10.08
Green Lake	9.22	Sheboygan	7.94
Iowa	8.41	Taylor	9.18
Iron	14.09	Trempealeau	8.63
Jackson	10.71	Vernon	9.22
Jefferson	8.95	Vilas	12.87
Juneau	11.29	Walworth	7.92
Kenosha	8.01	Washburn	12.74
Kewaunee	8.30	Washington	8.13
La Crosse	8.05	Waukesha	6.97
Lafayette	7.64	Waupaca	11.02
Langlade	10.56	Waushara	11.27
Lincoln	11.03	Winnebago	9.16
Manitowoc	9.34	Wood	10.62

Statewide Measures

Average	8.2%	Median	9.4%

Educational Attainment

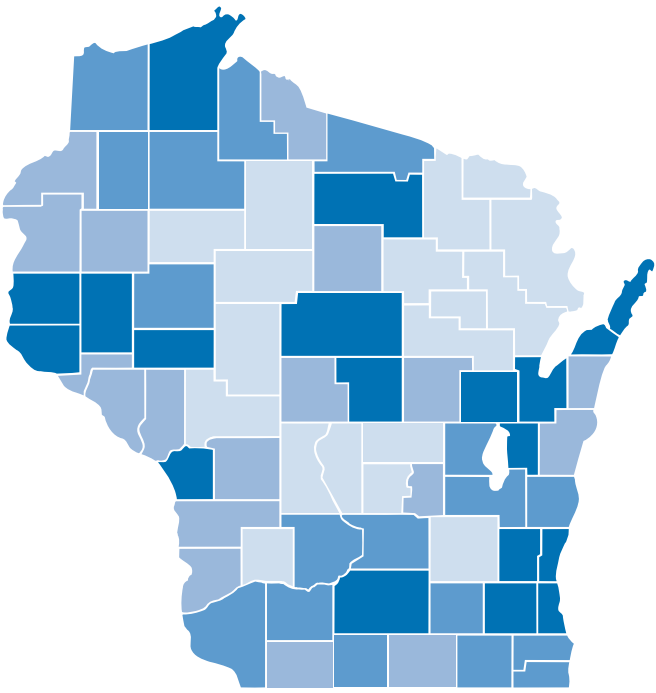
Well-paying jobs increasingly require post-secondary education, be that an associate, bachelor's, or advanced degree. The percentage of a county's 25-or-older population with at least an associate degree indicates the availability of a skilled workforce demanded by today's employers.

Residents with at least an associate degree comprised 40.2% of the population statewide in 2018, up from 36.4% in 2013. They were concentrated in urban counties, often with two- or four-year universities.

In seven less populous counties, residents with at least an associate degree accounted for under 25% of the population.

Percentage with Associate Degree or More, 2018

Counties by Quartile, Low to High Percent



Percent: Low to High

1st Quartile To 29.1%	2nd Quartile 29.2-34.3%	3rd Quartile 34.4-38.1%	Top Quartile 38.2% & over

Source: U.S. Census Bureau

Percentage with Associate Degree or More, 2018

County	% Assoc. +	County	% Assoc. +
Adams	20.7	Marathon	39.0
Ashland	34.3	Marinette	24.8
Barron	33.4	Marquette	24.5
Bayfield	42.7	Menominee	28.2
Brown	42.3	Milwaukee	38.3
Buffalo	30.5	Monroe	30.6
Burnett	31.3	Oconto	27.0
Calumet	42.3	Oneida	38.1
Chippewa	35.9	Outagamie	41.6
Clark	21.5	Ozaukee	56.9
Columbia	36.2	Pepin	30.6
Crawford	29.3	Pierce	40.0
Dane	60.6	Polk	33.0
Dodge	27.4	Portage	42.9
Door	41.4	Price	29.1
Douglas	36.6	Racine	35.1
Dunn	39.8	Richland	29.0
Eau Claire	46.8	Rock	33.0
Florence	27.7	Rusk	27.2
Fond du Lac	34.5	St. Croix	48.2
Forest	26.8	Sauk	35.2
Grant	36.0	Sawyer	35.0
Green	35.3	Shawano	27.7
Green Lake	29.7	Sheboygan	35.0
Iowa	37.0	Taylor	25.1
Iron	34.3	Trempealeau	32.6
Jackson	24.8	Vernon	33.5
Jefferson	36.4	Vilas	36.9
Juneau	23.4	Walworth	36.7
Kenosha	35.7	Washburn	34.7
Kewaunee	31.5	Washington	41.9
La Crosse	47.8	Waukesha	53.4
Lafayette	31.2	Waupaca	30.4
Langlade	27.5	Waushara	23.5
Lincoln	30.4	Winnebago	38.1
Manitowoc	31.7	Wood	34.1

Statewide Measures

Average	40.2%	Median	34.3%

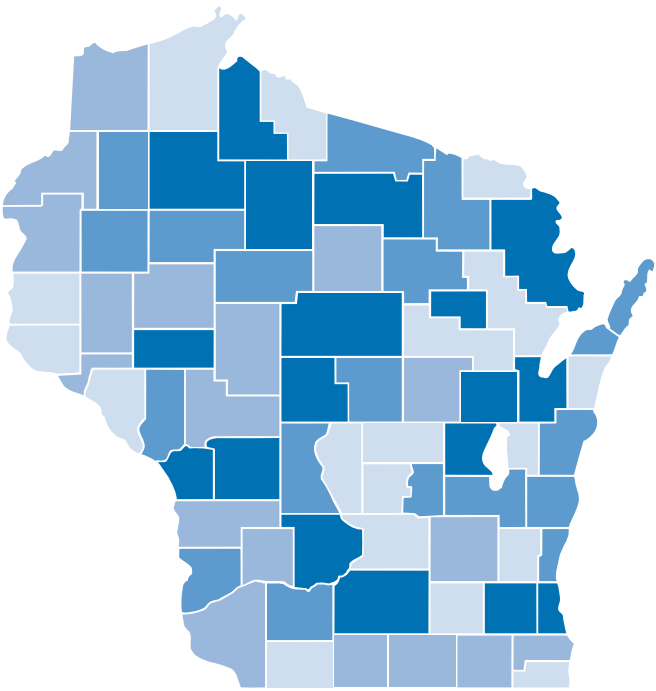
Commuting

Commuting in or out of a county can be the result of many factors. Workers typically seek high-paying jobs. Many also choose to live in locations with particular amenities, e.g., good schools, affordable housing, and parks and recreation. The place with good jobs may be in different from the one with amenities, which results in commuting.

Here, net commuting is measured as the number of commuters into a county minus the number commuting out as a percentage of the total county workforce. A positive figure indicates the county attracts more workers than the number leaving.

Net In-Commuting, Percentage of Labor Force, 2015

Counties by Quartile, Low to High Percent



Percent: Low to High

1st Quartile To -21.0%	2nd Quartile -20.9% to -9.9%	3rd Quartile -9.8% to 2.7%	Top Quartile 2.8% & over

Source: U.S. Census Bureau

Net In-Commuting, Percentage of Labor Force, 2015

County	% Net In	County	% Net In
Adams	-34.2	Marathon	2.9
Ashland	13.9	Marinette	7.0
Barron	0.8	Marquette	-31.6
Bayfield	-27.0	Menominee	65.9
Brown	13.9	Milwaukee	7.2
Buffalo	-37.8	Monroe	6.4
Burnett	-15.2	Oconto	-42.5
Calumet	-41.9	Oneida	3.8
Chippewa	-14.2	Outagamie	4.9
Clark	-13.6	Ozaukee	-8.5
Columbia	-24.9	Pepin	-18.9
Crawford	2.7	Pierce	-44.9
Dane	12.2	Polk	-18.5
Dodge	-14.1	Portage	0.8
Door	-4.0	Price	4.4
Douglas	-13.8	Racine	-12.4
Dunn	-14.1	Richland	-13.8
Eau Claire	11.9	Rock	-13.9
Florence	-33.9	Rusk	-1.6
Fond du Lac	-7.3	St. Croix	-24.1
Forest	-6.1	Sauk	7.6
Grant	-14.2	Sawyer	3.9
Green	-11.5	Shawano	-23.4
Green Lake	-8.4	Sheboygan	1.5
Iowa	-6.9	Taylor	-5.2
Iron	-21.0	Trempealeau	-1.4
Jackson	-9.9	Vernon	-19.0
Jefferson	-22.7	Vilas	-2.3
Juneau	-9.8	Walworth	-10.4
Kenosha	-21.7	Washburn	-2.8
Kewaunee	-21.1	Washington	-21.9
La Crosse	14.1	Waukesha	12.2
Lafayette	-29.8	Waupaca	-10.3
Langlade	-7.2	Waushara	-26.1
Lincoln	-15.7	Winnebago	11.4
Manitowoc	-8.2	Wood	10.3

Statewide Measures			
Average	-1.5%	Median	-9.9%

FINANCES

While often not visible to some residents, counties provide a vast number of local services, from maintenance of both county and state roads, to child welfare services, to aiding veterans and the elderly. Understanding how counties spend their dollars and how they pay for public services is basic to a county official's job.

According to the most recent state figures available, total spending by county government averaged $955 per capita in 2018. This figure ranged from under $600 per person to more than five times that amount. Counties with relatively small populations and significant fixed costs often have higher per capita costs.

The largest share of county expenditures, typically about 40%, pays for health and human service programs delivered to a variety of groups, including children, seniors, veterans, and the mentally ill.

Counties have multiple sources of revenue to fund the services they provide. Property taxes typically account for about 40% of revenues, although that varies by county. State aid, particularly for human services, accounts for more than a quarter of revenues on average.

In recent decades, the 0.5% optional sales tax has been adopted by most counties in Wisconsin. It typically contributes 10% or less of revenues.

Note: Spending figures are self reported using Wisconsin Department of Revenue accounts. Sometimes, counties differ on how to categorize certain spending. Users should be cautious when comparing spending categories.

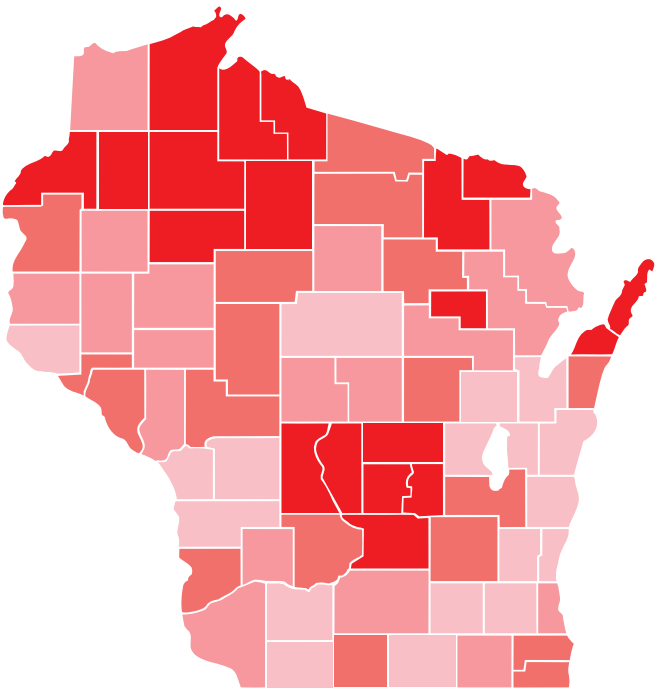
Total Spending

County government spending depends on a variety of factors, including poverty, crime, and miles of county and state roads. Spending figures reported here are provided by counties to the Wisconsin Department of Revenue and include both operating and capital expenditures. They are reported here per capita to adjust for county population differences.

Per capita spending in 2018 averaged $955 per resident statewide and was generally higher in less populous counties.

Total County Expenditures Per Capita, 2018

Counties by Quartile, Low to High Amount



Expenditures: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To $888	$889-1,064	$1,065-1,301	$1,302 & over

Source: Wisconsin Department of Revenue: County and Municipal Revenues and Expenditures (CMRE)

Total County Expenditures Per Capita, 2018

County	Total Exp.	County	Total Exp.
Adams	$1,844	Marathon	737
Ashland	1,438	Marinette	1,060
Barron	899	Marquette	1,387
Bayfield	1,813	Menominee	1,971
Brown	755	Milwaukee	1,048
Buffalo	1,116	Monroe	806
Burnett	1,387	Oconto	929
Calumet	799	Oneida	1,109
Chippewa	980	Outagamie	753
Clark	1,096	Ozaukee	639
Columbia	1,405	Pepin	1,298
Crawford	1,123	Pierce	888
Dane	919	Polk	1,144
Dodge	1,188	Portage	957
Door	1,679	Price	1,686
Douglas	1,055	Racine	1,154
Dunn	1,046	Richland	1,014
Eau Claire	1,016	Rock	852
Florence	2,376	Rusk	1,529
Fond du Lac	1,112	St. Croix	972
Forest	1,371	Sauk	1,120
Grant	944	Sawyer	1,588
Green	1,099	Shawano	1,006
Green Lake	1,302	Sheboygan	877
Iowa	828	Taylor	1,184
Iron	3,284	Trempealeau	1,053
Jackson	1,157	Vernon	767
Jefferson	796	Vilas	1,301
Juneau	1,531	Walworth	1,063
Kenosha	1,143	Washburn	1,678
Kewaunee	1,064	Washington	611
La Crosse	870	Waukesha	560
Lafayette	867	Waupaca	1,209
Langlade	1,146	Waushara	1,397
Lincoln	979	Winnebago	701
Manitowoc	789	Wood	891

Statewide Measures

Average	$955	Median	$1,064

Highway Expenditures

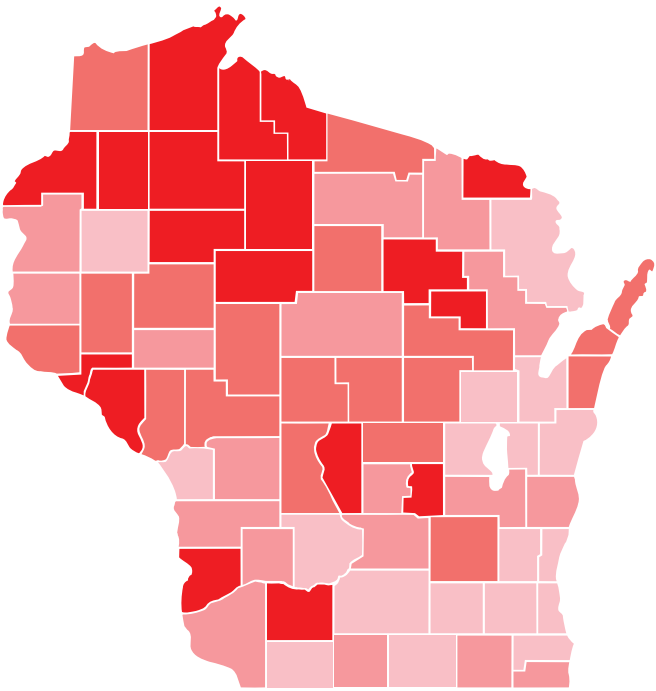
Counties are responsible for maintaining, repairing, and upgrading county highways, as well as maintaining any state highways or interstates within their boundaries. In some cases, counties also maintain town roads.

A county's highway expenditures depend on road miles, as well as pavement condition. Since capital spending is included, annual spending can be volatile due to material and equipment purchases.

Statewide, county highway spending averaged $86 per capita in 2018. As counties are responsible for state and interstate highways, expenditures listed here will not correlate perfectly with the county road miles reported on pages 54-55.

Highway Expenditures Per Capita, 2018

Counties by Quartile, Low to High Amount



Expenditures: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To $91	$92-125	$126-183	$184 & over

Source: Wisconsin Department of Revenue, CMRE

Highway Expenditures Per Capita, 2018

County	Hwy. Exp.	County	Hwy. Exp.
Adams	$426	Marathon	93
Ashland	183	Marinette	84
Barron	69	Marquette	124
Bayfield	337	Menominee	206
Brown	57	Milwaukee	36
Buffalo	231	Monroe	112
Burnett	249	Oconto	124
Calumet	65	Oneida	124
Chippewa	146	Outagamie	79
Clark	133	Ozaukee	72
Columbia	120	Pepin	216
Crawford	225	Pierce	156
Dane	47	Polk	124
Dodge	177	Portage	140
Door	173	Price	204
Douglas	153	Racine	37
Dunn	168	Richland	120
Eau Claire	112	Rock	65
Florence	405	Rusk	270
Fond du Lac	106	St. Croix	96
Forest	117	Sauk	91
Grant	111	Sawyer	212
Green	104	Shawano	161
Green Lake	192	Sheboygan	122
Iowa	196	Taylor	204
Iron	226	Trempealeau	183
Jackson	143	Vernon	112
Jefferson	84	Vilas	125
Juneau	135	Walworth	91
Kenosha	95	Washburn	495
Kewaunee	183	Washington	61
La Crosse	64	Waukesha	54
Lafayette	91	Waupaca	150
Langlade	186	Waushara	141
Lincoln	134	Winnebago	44
Manitowoc	73	Wood	140

Statewide Measures

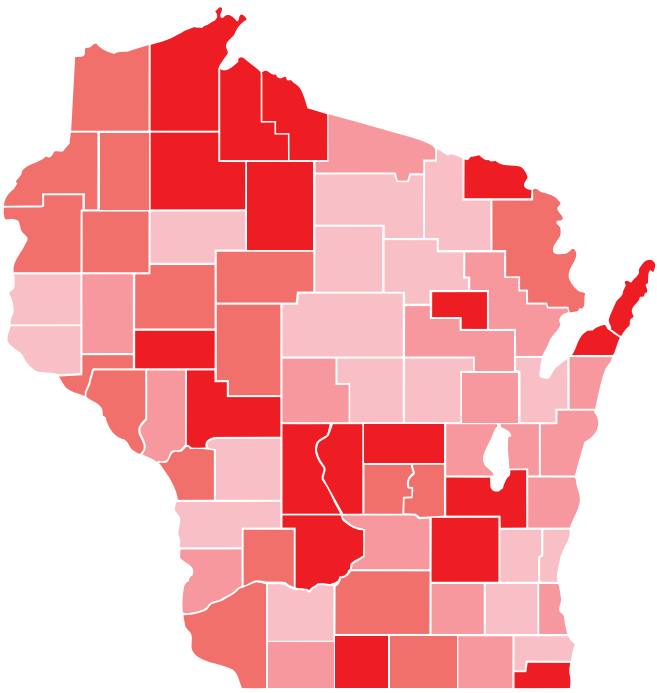
Average	$86	Median	$125

Health & Human Services

Health and human services (HHS) is the largest expenditure category for counties, accounting for over one third of all county spending. According to the Wisconsin Department of Revenue, spending in this area includes "health officers, health inspections, mental health programs, general relief, cemetery, humane shelter, institution care, social programs, aging and veterans programs." HHS spending averaged $320 per capita statewide.

HHS Expenditures Per Capita, 2018

Counties by Quartile, Low to High Amount



Expenditures: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To $286	$287-339	$340-410	$411 & over

Source: Wisconsin Department of Revenue, CMRE

HHS Expenditures Per Capita, 2018

County	HHS Exp.	County	HHS Exp.
Adams	$640	Marathon	223
Ashland	592	Marinette	357
Barron	351	Marquette	369
Bayfield	507	Menominee	855
Brown	255	Milwaukee	317
Buffalo	345	Monroe	286
Burnett	355	Oconto	289
Calumet	314	Oneida	267
Chippewa	389	Outagamie	291
Clark	385	Ozaukee	183
Columbia	286	Pepin	407
Crawford	318	Pierce	253
Dane	385	Polk	347
Dodge	566	Portage	282
Door	418	Price	485
Douglas	361	Racine	163
Dunn	311	Richland	367
Eau Claire	439	Rock	410
Florence	411	Rusk	286
Fond du Lac	453	St. Croix	234
Forest	256	Sauk	449
Grant	339	Sawyer	462
Green	485	Shawano	299
Green Lake	401	Sheboygan	291
Iowa	173	Taylor	344
Iron	692	Trempealeau	295
Jackson	422	Vernon	255
Jefferson	314	Vilas	309
Juneau	514	Walworth	304
Kenosha	417	Washburn	384
Kewaunee	332	Washington	202
La Crosse	392	Waukesha	191
Lafayette	315	Waupaca	279
Langlade	242	Waushara	461
Lincoln	179	Winnebago	300
Manitowoc	303	Wood	338

Statewide Measures

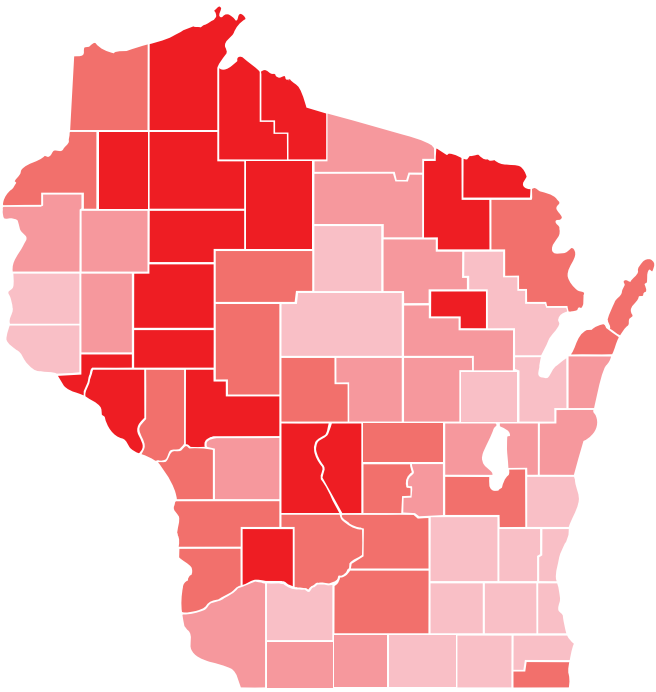
Average	$320	Median	$339

State Aids

Counties receive state aids to help fund the many services they provide. The largest part of these aids helps pay for a variety of human service programs. Counties also receive state assistance for health, highways, and law enforcement, as well as county and municipal aids that can be used for any purpose. Statewide, about 80% of state aids to counties are for human services, health, and county and municipal aids.

Total state aids to counties averaged $234 per person across the state in 2018, about the same as five years earlier. Generally, per capita aids were highest in the north and lowest in the southeast.

Total State Aids Per Capita, 2018
Counties by Quartile, Low to High Amount



Aids: Low to High

1st Quartile To $212	2nd Quartile $213-279	3rd Quartile $280-336	Top Quartile $337 & over

Source: Wisconsin Department of Revenue, CMRE

Total State Aids Per Capita, 2018

County	State Aid	County	State Aid
Adams	$438	Marathon	197
Ashland	431	Marinette	282
Barron	278	Marquette	290
Bayfield	529	Menominee	1,128
Brown	210	Milwaukee	198
Buffalo	402	Monroe	237
Burnett	336	Oconto	212
Calumet	223	Oneida	233
Chippewa	403	Outagamie	181
Clark	318	Ozaukee	161
Columbia	310	Pepin	430
Crawford	336	Pierce	204
Dane	304	Polk	275
Dodge	209	Portage	216
Door	282	Price	415
Douglas	329	Racine	162
Dunn	271	Richland	411
Eau Claire	362	Rock	92
Florence	629	Rusk	472
Fond du Lac	295	St. Croix	152
Forest	415	Sauk	347
Grant	244	Sawyer	363
Green	226	Shawano	253
Green Lake	272	Sheboygan	196
Iowa	192	Taylor	302
Iron	534	Trempealeau	356
Jackson	378	Vernon	306
Jefferson	193	Vilas	277
Juneau	421	Walworth	148
Kenosha	319	Washburn	363
Kewaunee	279	Washington	173
La Crosse	289	Waukesha	122
Lafayette	278	Waupaca	244
Langlade	276	Waushara	294
Lincoln	187	Winnebago	221
Manitowoc	246	Wood	280

Statewide Measures

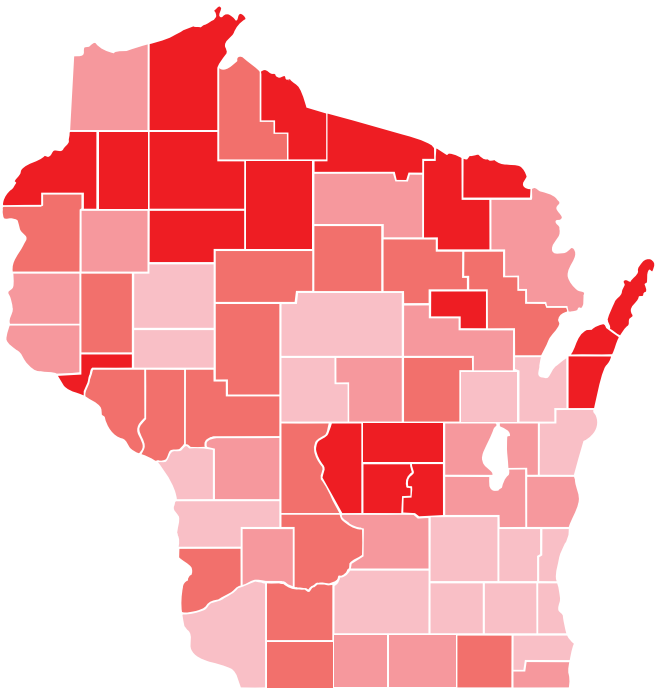
Average	$234	Median	$279

Property Tax Levy

The property tax is the major local revenue source for counties. On average, property taxes account for nearly 40% of county revenues. In 2019, counties levied more than $2.2 billion in property taxes, or $390 per capita.

Property tax levies depend on county spending, state aid, and other county revenues. The highest per capita property taxes were found primarily in northern and central Wisconsin. Levies were above $700 per resident in nine counties and below $300 per capita in six counties.

County Levy Per Capita, 2019/20
Counties by Quartile, Low to High Amount



Property Tax Levies: Low to High

1st Quartile To $384	2nd Quartile $385-496	3rd Quartile $497-576	Top Quartile $577 & over

Source: Wisconsin Department of Revenue

County Levy Per Capita

Levied in 2019, Payable in 2020

County	Prop. Tax	County	Prop. Tax
Adams	$885	Marathon	371
Ashland	506	Marinette	419
Barron	472	Marquette	899
Bayfield	740	Menominee	647
Brown	347	Milwaukee	319
Buffalo	512	Monroe	386
Burnett	659	Oconto	529
Calumet	419	Oneida	465
Chippewa	301	Outagamie	332
Clark	513	Ozaukee	246
Columbia	482	Pepin	602
Crawford	538	Pierce	476
Dane	359	Polk	521
Dodge	384	Portage	435
Door	1,059	Price	657
Douglas	387	Racine	286
Dunn	516	Richland	492
Eau Claire	349	Rock	439
Florence	956	Rusk	592
Fond du Lac	440	St. Croix	406
Forest	615	Sauk	501
Grant	244	Sawyer	695
Green	469	Shawano	414
Green Lake	792	Sheboygan	434
Iowa	562	Taylor	569
Iron	1,011	Trempealeau	511
Jackson	513	Vernon	370
Jefferson	356	Vilas	818
Juneau	502	Walworth	576
Kenosha	413	Washburn	682
Kewaunee	595	Washington	276
La Crosse	300	Waukesha	270
Lafayette	500	Waupaca	542
Langlade	516	Waushara	740
Lincoln	508	Winnebago	406
Manitowoc	378	Wood	366

Statewide Measures

Average	$390	Median	$496

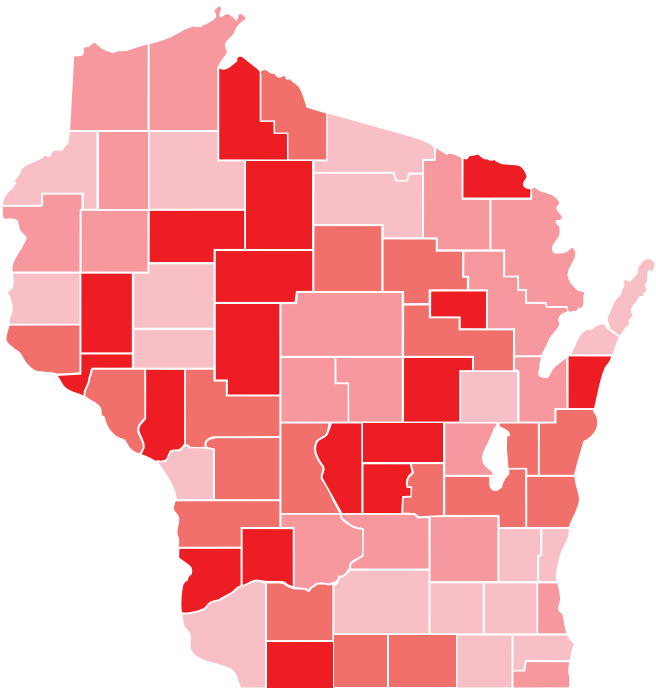
Property Tax Rates

Property tax rates vary widely by county. The tax rate is a ratio of the county levy to the value of all taxable property in the county, excluding the value in tax incremental finance (TIF) districts. In general, counties with higher tax levies have higher rates, while those with more taxable property value have lower rates. The highest rates were mostly in central and north central Wisconsin.

Statewide, the county property tax rate in 2019/20 averaged $4.09 per $1,000 of taxable property value.

County Property Tax Rates, 2019/20

Counties by Quartile, Low to High Amount



Rate: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To $4.09	$4.10-5.20	$5.21- 6.45	$6.46 & over

Source: Wisconsin Department of Revenue

County Property Tax Rate (per $1,000 of Value)

Levied in 2019, Payable in 2020

County	Tax Rate	County	Tax Rate
Adams	$6.81	Marathon	4.71
Ashland	6.58	Marinette	4.43
Barron	4.99	Marquette	8.36
Bayfield	4.20	Menominee	8.43
Brown	4.18	Milwaukee	4.79
Buffalo	5.85	Monroe	5.34
Burnett	3.62	Oconto	5.02
Calumet	5.37	Oneida	2.35
Chippewa	3.43	Outagamie	3.86
Clark	8.04	Ozaukee	1.76
Columbia	4.78	Pepin	7.00
Crawford	7.48	Pierce	5.72
Dane	2.90	Polk	4.72
Dodge	5.15	Portage	5.17
Door	4.09	Price	6.58
Douglas	4.81	Racine	3.50
Dunn	7.10	Richland	7.36
Eau Claire	4.07	Rock	6.00
Florence	6.64	Rusk	7.15
Fond du Lac	5.88	St. Croix	3.51
Forest	4.83	Sauk	4.44
Grant	3.95	Sawyer	3.18
Green	5.43	Shawano	5.32
Green Lake	6.45	Sheboygan	5.22
Iowa	6.36	Taylor	8.14
Iron	6.09	Trempealeau	6.71
Jackson	6.32	Vernon	5.57
Jefferson	4.09	Vilas	2.47
Juneau	6.15	Walworth	3.88
Kenosha	4.64	Washburn	4.22
Kewaunee	7.08	Washington	2.40
La Crosse	3.58	Waukesha	1.88
Lafayette	7.24	Waupaca	6.70
Langlade	5.80	Waushara	6.84
Lincoln	5.94	Winnebago	5.07
Manitowoc	5.50	Wood	5.18

Statewide Measures

Average	$4.09	Median	$5.20

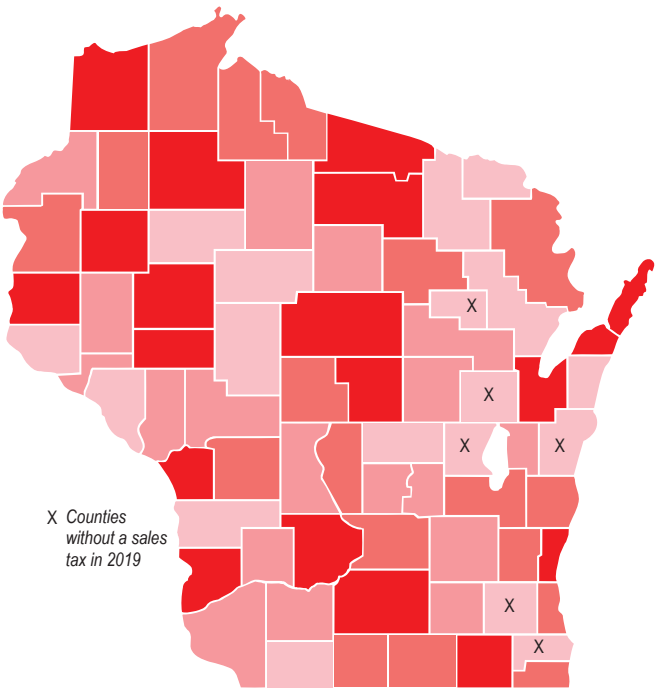
County Sales Taxes

The state allows counties to impose a half-cent sales tax with revenues to be used for property tax relief. In 2019, 66 of 72 counties imposed the tax. In 2020, Menominee and Outagamie counties began imposing the tax.

Counties that have regional retail centers collect more per capita than others. Collections statewide averaged $76 per capita in 2019. When counties without the tax are excluded, the amount rises to $93 per capita.

County Sales Tax Revenue Per Capita, 2019

Counties by Quartile, Low to High Amount



Sales Taxes: Low to High

1st Quartile To $65	2nd Quartile $66-79	3rd Quartile $80-93	Top Quartile $94 & over

Source: Wisconsin Department of Revenue

County Sales Tax Revenue Per Capita, 2019

County	Sales Tax	County	Sales Tax
Adams	$85	Marathon	96
Ashland	93	Marinette	91
Barron	100	Marquette	65
Bayfield	84	Menominee	0
Brown	109	Milwaukee	86
Buffalo	62	Monroe	81
Burnett	75	Oconto	54
Calumet	75	Oneida	133
Chippewa	94	Outagamie	0
Clark	61	Ozaukee	99
Columbia	87	Pepin	73
Crawford	95	Pierce	57
Dane	117	Polk	80
Dodge	77	Portage	97
Door	149	Price	70
Douglas	98	Racine	0
Dunn	75	Richland	66
Eau Claire	108	Rock	93
Florence	65	Rusk	65
Fond du Lac	84	St. Croix	97
Forest	64	Sauk	150
Grant	68	Sawyer	119
Green	79	Shawano	69
Green Lake	76	Sheboygan	89
Iowa	79	Taylor	61
Iron	87	Trempealeau	72
Jackson	73	Vernon	60
Jefferson	79	Vilas	128
Juneau	70	Walworth	104
Kenosha	93	Washburn	86
Kewaunee	59	Washington	91
La Crosse	109	Waukesha	0
Lafayette	58	Waupaca	74
Langlade	90	Waushara	63
Lincoln	76	Winnebago	0
Manitowoc	0	Wood	83

Statewide Measures

Average	$76*	Median	$79

**When counties without the tax are excluded, the average was $93 .*

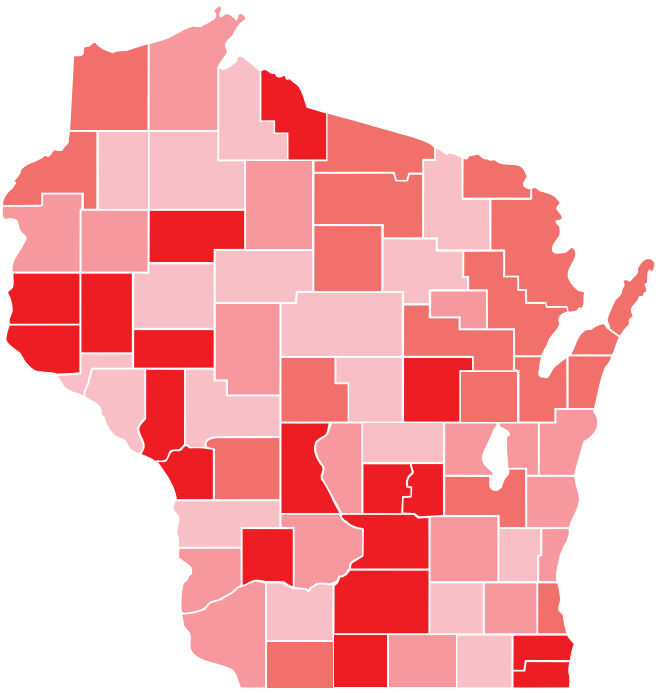
County Debt

Counties usually borrow to pay for long-term capital projects, such as major highway construction, new or expanded jails, and other buildings. Typically debt is repaid over 20 years. General obligation debt is backed by the credit and taxing authority of the county.

On average, counties in 2018 owed $445 per capita in general obligation debt, which is backed by the county's pledge to use available resources, including property taxes, to repay the debt.

General Obligation (GO) Debt Per Capita, 2018

Counties by Quartile, Low to High Amount



Debt: Low to High

1st Quartile To $183	2nd Quartile $184-338	3rd Quartile $339-642	Top Quartile $643 & over

Source: Wisconsin Department of Revenue, CMRE

General Obligation (GO) Debt Per Capita, 2018

County	GO Debt	County	GO Debt
Adams	$304	Marathon	82
Ashland	162	Marinette	612
Barron	201	Marquette	793
Bayfield	235	Menominee	252
Brown	400	Milwaukee	533
Buffalo	157	Monroe	439
Burnett	395	Oconto	554
Calumet	303	Oneida	412
Chippewa	159	Outagamie	379
Clark	275	Ozaukee	277
Columbia	961	Pepin	91
Crawford	332	Pierce	689
Dane	706	Polk	333
Dodge	314	Portage	117
Door	553	Price	307
Douglas	642	Racine	712
Dunn	749	Richland	1,405
Eau Claire	830	Rock	263
Florence	432	Rusk	775
Fond du Lac	568	St. Croix	694
Forest	21	Sauk	224
Grant	258	Sawyer	69
Green	707	Shawano	383
Green Lake	737	Sheboygan	318
Iowa	51	Taylor	144
Iron	1,209	Trempealeau	940
Jackson	155	Vernon	137
Jefferson	170	Vilas	414
Juneau	938	Walworth	0
Kenosha	740	Washburn	183
Kewaunee	581	Washington	125
La Crosse	731	Waukesha	186
Lafayette	369	Waupaca	715
Langlade	174	Waushara	173
Lincoln	572	Winnebago	196
Manitowoc	308	Wood	344

Statewide Measures

Average	$445	Median	$338

ECONOMY/DEVELOPMENT

A county's demography and finances depend to a degree on its economic health and growth. Income, poverty, unemployment, and property values help determine the capacity to prosper and provide public services. They can also point to the need for services, whether it be income maintenance, health care, job assistance, or redevelopment.

Like population characteristics, these economic factors move together. High per capita incomes likely mean less poverty and joblessness, coupled with a larger property tax base. Low incomes are often accompanied by poverty, unemployment, and less property ownership.

The geography of the state reflects these economic factors. Many counties in the southwest, rural center, and north illustrate the combination of modest incomes, above average poverty, and declining workforces.

One way for a county to move from a position of relative disadvantage to one of prosperity is through economic expansion. Employment growth is one indicator. New construction is another measure of economic growth. This is especially important for local governments because it determines allowable increases in the property tax levy.

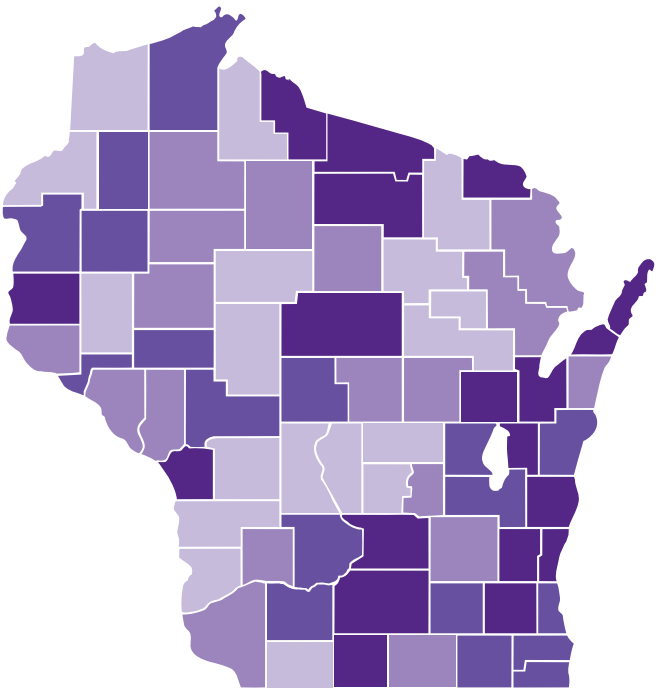
Construction activity has been greatest in counties with ready interstate access – areas that run from Brown County in the northeast, south to the Illinois border, and then northwest through Madison to La Crosse and toward Minneapolis.

Personal Income

Per capita personal income (PCPI) is a broad economic measure that includes wages, dividends and interest, rental income, and government payments, among others. In 2018, Wisconsin's per capita personal income was $51,592.

Per capita income tends to be highest in urban and suburban counties. Average wages and cost of living are generally higher there as well. In four counties, PCPI was above $60,000; in five counties, it was under $40,000.

Per Capita Personal Income, 2018
Counties by Quartile, Low to High Amount



PCPI: Low to High

1st Quartile To $43,223	2nd Quartile $43,224-46,219	3rd Quartile $46,220-50,023	Top Quartile $50,024 & over

Source: U.S. Bureau of Economic Analysis

Per Capita Personal Income, 2018

County	PCPI	County	PCPI
Adams	$38,736	Marathon	50,111
Ashland	41,106	Marinette	44,014
Barron	49,431	Marquette	41,182
Bayfield	48,542	Menominee	30,371
Brown	52,821	Milwaukee	47,589
Buffalo	44,756	Monroe	41,779
Burnett	42,706	Oconto	45,609
Calumet	50,776	Oneida	51,715
Chippewa	46,162	Outagamie	51,230
Clark	40,228	Ozaukee	83,992
Columbia	51,147	Pepin	47,961
Crawford	41,485	Pierce	45,936
Dane	61,304	Polk	46,514
Dodge	44,799	Portage	45,886
Door	63,178	Price	45,320
Douglas	43,004	Racine	49,749
Dunn	39,948	Richland	43,233
Eau Claire	48,240	Rock	44,204
Florence	54,346	Rusk	44,199
Fond du Lac	48,126	St. Croix	55,543
Forest	41,517	Sauk	48,365
Grant	43,310	Sawyer	45,915
Green	51,026	Shawano	42,290
Green Lake	46,152	Sheboygan	52,851
Iowa	48,073	Taylor	39,051
Iron	51,471	Trempealeau	44,698
Jackson	46,528	Vernon	40,356
Jefferson	46,241	Vilas	53,983
Juneau	37,898	Walworth	50,023
Kenosha	46,874	Washburn	47,218
Kewaunee	46,197	Washington	58,601
La Crosse	50,107	Waukesha	72,650
Lafayette	43,042	Waupaca	45,629
Langlade	43,223	Waushara	41,204
Lincoln	45,766	Winnebago	48,101
Manitowoc	47,675	Wood	46,743

Statewide Measures

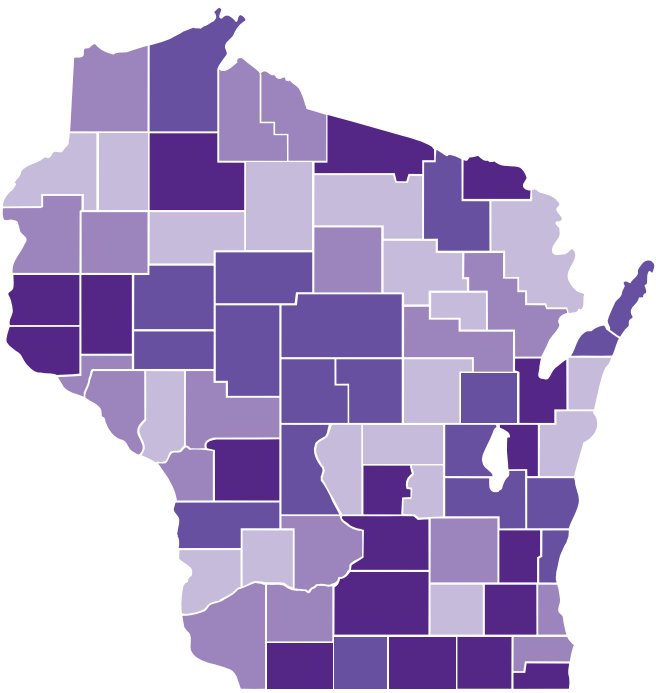
Average	$51,592	Median	$46,219

Employment Growth

Job growth is important for the economic health of counties. Monthly and annual changes can sometimes be an aberration due to unusual activity. Thus, five-year changes are presented here. During 2014-19, the number of jobs statewide increased 4.6%.

The fastest-growing counties were a mix of urban and suburban counties, a shift from prior years when urban counties significantly outpaced rural counties. Growth exceeded 10% in four counties, including a 21% gain in Kenosha County..

Five-Year Job Growth, 2014-19
Counties by Quartile, Low to High Percent



Growth: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To 1.2%	1.3-3.4%	3.5-6.1%	6.2% & over

Source: U.S. Bureau of Labor Statistics, QCEW

Five-Year Job Growth (%), 2014-19

County	Job Growth	County	Job Growth
Adams	-0.4	Marathon	4.2
Ashland	1.6	Marinette	-3.1
Barron	3.1	Marquette	10.7
Bayfield	5.5	Menominee	-4.8
Brown	6.5	Milwaukee	2.0
Buffalo	3.1	Monroe	7.3
Burnett	-1.7	Oconto	2.0
Calumet	11.5	Oneida	-2.9
Chippewa	4.7	Outagamie	5.2
Clark	5.3	Ozaukee	6.1
Columbia	9.4	Pepin	2.0
Crawford	-2.7	Pierce	8.5
Dane	8.8	Polk	1.3
Dodge	3.4	Portage	3.4
Door	5.5	Price	-5.2
Douglas	3.1	Racine	2.8
Dunn	6.6	Richland	-0.3
Eau Claire	4.6	Rock	8.6
Florence	8.9	Rusk	-3.6
Fond du Lac	4.3	St. Croix	6.3
Forest	3.5	Sauk	3.1
Grant	1.9	Sawyer	6.2
Green	5.2	Shawano	1.9
Green Lake	-7.2	Sheboygan	4.9
Iowa	1.8	Taylor	4.4
Iron	1.4	Trempealeau	-4.6
Jackson	3.0	Vernon	4.5
Jefferson	1.2	Vilas	9.4
Juneau	4.9	Walworth	6.8
Kenosha	21.4	Washburn	0.1
Kewaunee	-2.0	Washington	8.3
La Crosse	2.8	Waukesha	6.4
Lafayette	11.2	Waupaca	-4.3
Langlade	0.8	Waushara	-0.8
Lincoln	1.5	Winnebago	3.7
Manitowoc	0.2	Wood	4.9

Statewide Measures

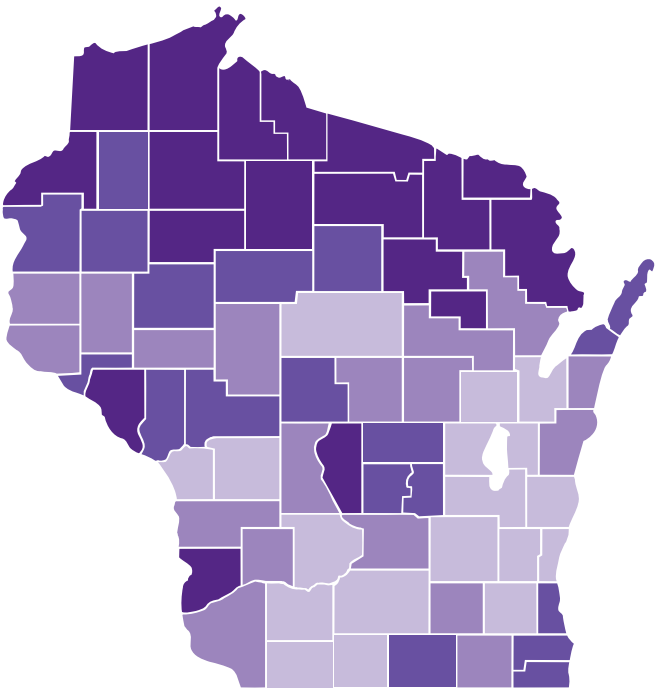
Average	4.6%	Median	3.4%

Unemployment

Another measure of economic health is the unemployment rate. The rate is calculated as the number of county residents 16 or older who are unemployed and looking for work as a percentage of the total workforce in the county.

Statewide, 3.3% of the labor force was unemployed in 2019. That figure was up slightly from 3.0% in 2018. Economists generally consider a rate of approximately 4.5% to be consistent with full employment.

Unemployment Rate, 2019
Counties by Quartile, Low to High Rate



Unemployment Rate: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To 2.9%	3.0-3.4%	3.5-3.9%	4.0% & over

Source: U.S. Bureau of Labor Statistics

Unemployment Rate (%), 2019

County	Rate	County	Rate
Adams	4.8	Marathon	2.7
Ashland	4.5	Marinette	4.3
Barron	3.7	Marquette	3.7
Bayfield	5.3	Menominee	7.6
Brown	2.9	Milwaukee	3.7
Buffalo	3.9	Monroe	2.8
Burnett	5.0	Oconto	3.4
Calumet	2.6	Oneida	4.0
Chippewa	3.6	Outagamie	2.8
Clark	3.1	Ozaukee	2.7
Columbia	2.9	Pepin	3.5
Crawford	4.0	Pierce	3.2
Dane	2.3	Polk	3.8
Dodge	2.8	Portage	3.1
Door	3.5	Price	4.2
Douglas	4.0	Racine	3.8
Dunn	3.3	Richland	3.0
Eau Claire	2.9	Rock	3.5
Florence	4.4	Rusk	4.6
Fond du Lac	2.8	St. Croix	3.2
Forest	4.9	Sauk	2.8
Grant	3.1	Sawyer	4.5
Green	2.7	Shawano	3.0
Green Lake	3.6	Sheboygan	2.6
Iowa	2.7	Taylor	3.5
Iron	5.8	Trempealeau	3.4
Jackson	3.6	Vernon	3.1
Jefferson	2.9	Vilas	3.9
Juneau	3.1	Walworth	3.0
Kenosha	3.7	Washburn	3.9
Kewaunee	3.0	Washington	2.7
La Crosse	2.7	Waukesha	2.7
Lafayette	2.5	Waupaca	3.1
Langlade	3.9	Waushara	3.8
Lincoln	3.5	Winnebago	2.8
Manitowoc	3.2	Wood	3.6

Statewide Measures

Average	3.3%	Median	3.4%

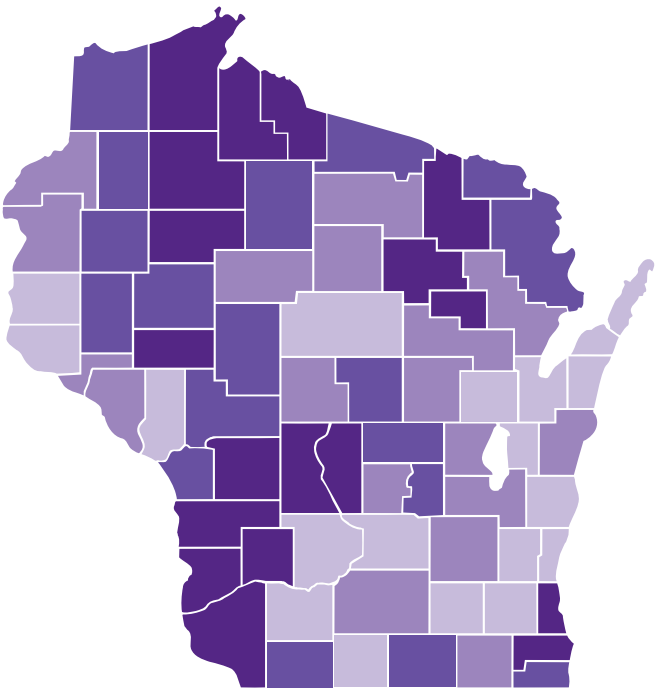
Poverty

Reducing poverty, defined by the federal government for 2018 as having a household income less than $25,100 for a family of four, can limit demand for tax-funded public services. In 2018, the statewide poverty rate averaged 11.1%. Generally, poverty was lowest in southeast Wisconsin and highest in the north and southwest.

Note: For 2020, the income cutoff for a family of four is $26,200

Poverty Rate, 2018

Counties by Quartile, Low to High Rate



Rate: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To 8.6%	8.7-10.9%	11.0-12.5%	12.6% & over

Source: U.S. Census Bureau

Poverty Rate (%), 2018

County	Poverty Rate	County	Poverty Rate
Adams	15.3	Marathon	7.5
Ashland	15.8	Marinette	12.0
Barron	12.3	Marquette	10.8
Bayfield	14.2	Menominee	26.5
Brown	8.6	Milwaukee	19.1
Buffalo	8.8	Monroe	13.2
Burnett	10.7	Oconto	9.2
Calumet	5.3	Oneida	9.4
Chippewa	11.3	Outagamie	7.2
Clark	11.9	Ozaukee	4.2
Columbia	7.6	Pepin	10.3
Crawford	12.9	Pierce	8.5
Dane	10.8	Polk	9.6
Dodge	8.9	Portage	11.3
Door	8.4	Price	12.4
Douglas	11.7	Racine	12.6
Dunn	12.5	Richland	14.3
Eau Claire	12.9	Rock	10.9
Florence	11.9	Rusk	14.3
Fond du Lac	9.5	St. Croix	4.7
Forest	14.7	Sauk	8.6
Grant	14.0	Sawyer	14.5
Green	7.7	Shawano	9.6
Green Lake	11.0	Sheboygan	7.5
Iowa	8.2	Taylor	10.3
Iron	13.2	Trempealeau	8.0
Jackson	12.0	Vernon	13.6
Jefferson	8.1	Vilas	10.9
Juneau	13.4	Walworth	10.1
Kenosha	12.0	Washburn	12.5
Kewaunee	7.3	Washington	4.5
La Crosse	10.9	Waukesha	5.0
Lafayette	11.3	Waupaca	10.4
Langlade	12.7	Waushara	10.9
Lincoln	10.6	Winnebago	10.4
Manitowoc	10.4	Wood	10.1

Statewide Measures

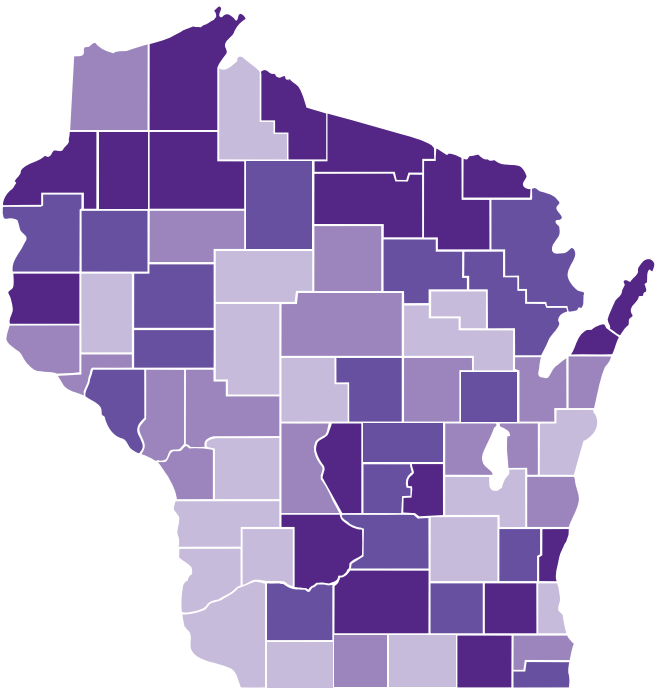
Average	11.1%	Median	10.9%

Property Values

Equalized values are estimates of the current market value of all taxable property in a county. Per capita values tend to be higher in counties with more businesses and in those with more vacation property owned by nonresidents. Statewide, values averaged $99,406 per capita in 2019.

Of the 10 counties with the highest equalized value per capita, eight are in the north. These are generally sparsely-populated counties with large amounts of vacation property.

Equalized Values Per Capita, 2019
Counties by Quartile, Low to High Values



Per Capita Value ($ Thousands): Low to High

1st Quartile To $79,575	2nd Quartile $79,576-88,448	3rd Quartile $88,449-117,379	Top Quartile $117,380 & over

Source: Wisconsin Department of Revenue

Equalized Values Per Capita, 2019

County	Eq. Value	County	Eq. Value
Adams	$136,983	Marathon	85,258
Ashland	78,525	Marinette	96,675
Barron	96,882	Marquette	108,480
Bayfield	177,036	Menominee	76,717
Brown	88,326	Milwaukee	70,991
Buffalo	89,603	Monroe	76,175
Burnett	183,310	Oconto	105,788
Calumet	84,691	Oneida	199,158
Chippewa	93,188	Outagamie	88,569
Clark	65,897	Ozaukee	144,551
Columbia	102,363	Pepin	87,058
Crawford	75,464	Pierce	85,882
Dane	130,140	Polk	114,302
Dodge	77,438	Portage	88,637
Door	262,910	Price	101,363
Douglas	82,175	Racine	83,848
Dunn	75,172	Richland	67,143
Eau Claire	89,381	Rock	77,064
Florence	144,650	Rusk	85,728
Fond du Lac	77,056	St. Croix	118,409
Forest	127,541	Sauk	121,932
Grant	64,415	Sawyer	218,755
Green	87,991	Shawano	79,575
Green Lake	124,188	Sheboygan	87,029
Iowa	91,959	Taylor	72,381
Iron	166,792	Trempealeau	80,170
Jackson	82,733	Vernon	68,981
Jefferson	91,343	Vilas	331,400
Juneau	84,791	Walworth	150,936
Kenosha	98,967	Washburn	164,983
Kewaunee	86,049	Washington	117,379
La Crosse	88,317	Waukesha	146,656
Lafayette	72,065	Waupaca	82,809
Langlade	89,988	Waushara	110,521
Lincoln	87,759	Winnebago	83,263
Manitowoc	70,272	Wood	73,660

Statewide Measures

Average	$99,406	Median	$88,448

New Construction

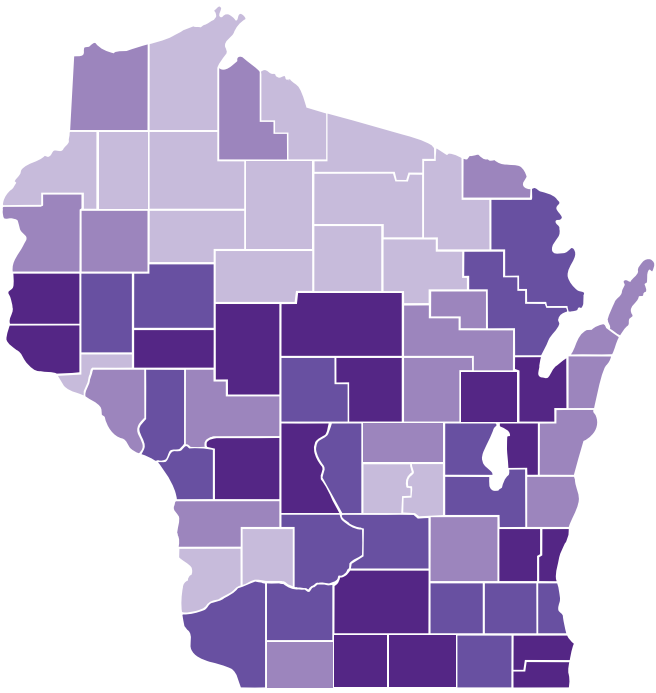
Net new construction measures the value of new taxable buildings in an area. This measure serves a dual purpose. First, it provides a measure of economic activity in a county. Second, the percentages are used in the state levy limit formula to determine the amount by which counties can increase their property tax levies. Net new construction for 2019 (activity during 2018) averaged 1.6% statewide.

New construction was greatest in counties with interstate access – from Brown County south to Kenosha County, and from Rock County running northwest to La Crosse and St. Croix counties.

New construction activity was weakest in the northern third of the state.

Net New Construction, 2019

Counties by Quartile, Low to High Percent Change



Percent: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To 0.86%	0.87-1.27%	1.28-1.59%	1.60% & over

Source: Wisconsin Department of Revenue

Net New Construction (%), 2019

County	% NNC	County	% NNC
Adams	1.35	Marathon	2.16
Ashland	0.91	Marinette	1.28
Barron	1.20	Marquette	0.60
Bayfield	0.56	Menominee	1.00
Brown	1.77	Milwaukee	1.36
Buffalo	0.99	Monroe	2.00
Burnett	0.84	Oconto	1.39
Calumet	2.29	Oneida	0.77
Chippewa	1.35	Outagamie	1.90
Clark	3.69	Ozaukee	1.96
Columbia	1.52	Pepin	0.61
Crawford	0.73	Pierce	1.93
Dane	2.44	Polk	1.13
Dodge	0.90	Portage	2.04
Door	1.16	Price	0.58
Douglas	0.94	Racine	1.64
Dunn	1.36	Richland	0.69
Eau Claire	1.90	Rock	1.60
Florence	0.98	Rusk	0.73
Fond du Lac	1.36	St. Croix	2.74
Forest	0.75	Sauk	1.47
Grant	1.47	Sawyer	0.74
Green	1.71	Shawano	1.07
Green Lake	0.75	Sheboygan	1.26
Iowa	1.56	Taylor	0.86
Iron	0.68	Trempealeau	1.58
Jackson	0.90	Vernon	1.03
Jefferson	1.33	Vilas	0.78
Juneau	1.73	Walworth	1.59
Kenosha	1.84	Washburn	0.66
Kewaunee	1.08	Washington	1.73
La Crosse	1.43	Waukesha	1.47
Lafayette	1.16	Waupaca	0.96
Langlade	0.71	Waushara	1.04
Lincoln	0.84	Winnebago	1.37
Manitowoc	0.91	Wood	1.57

Statewide Measures

Average	1.60%	Median	1.27%

County Highway Miles

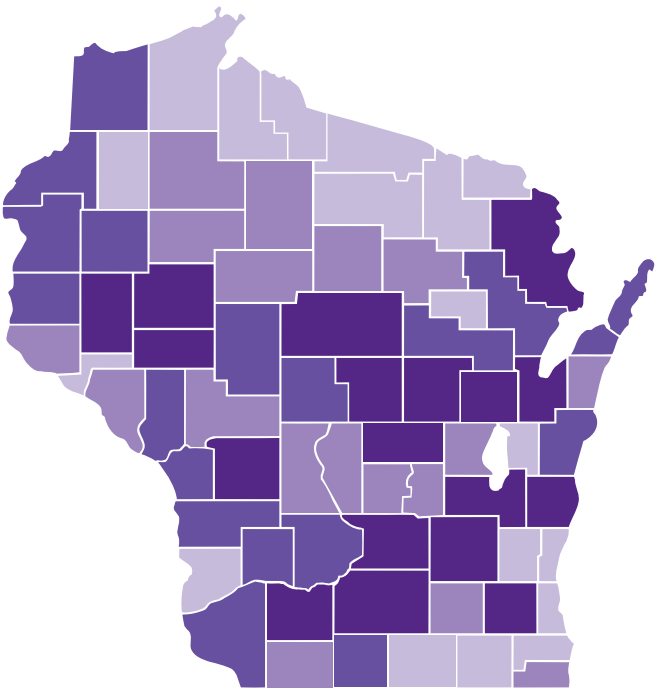
Wisconsin has nearly 40,000 miles of county highways that county governments must maintain. By comparison, total state and interstate highway miles total less than 12,000.

Among many factors accounting for the number of highway miles, geography is among the most important – large counties generally have more county highway miles than small ones.

Caution: Since county highway spending includes expenditures for maintenance of state and interstate highways within the county, it should not be combined with the figures here to calculate spending per mile.

County Highway Miles, 2019

Counties by Quartile, Low to High Miles



Road Miles: Low to High

1st Quartile	2nd Quartile	3rd Quartile	Top Quartile
To 426	427-549	550-665	666 & over

Source: Wisconsin Department of Transportation

County Highway Miles, 2019

County	Miles	County	Miles
Adams	453.6	Marathon	1,228.8
Ashland	182.7	Marinette	668.7
Barron	581.8	Marquette	474.4
Bayfield	345.6	Menominee	73.0
Brown	721.4	Milwaukee	169.2
Buffalo	440.1	Monroe	683.0
Burnett	635.8	Oconto	637.0
Calumet	266.9	Oneida	340.8
Chippewa	975.3	Outagamie	685.4
Clark	601.8	Ozaukee	309.5
Columbia	714.5	Pepin	155.0
Crawford	264.9	Pierce	494.2
Dane	1,049.4	Polk	662.7
Dodge	1,078.5	Portage	868.0
Door	591.1	Price	440.1
Douglas	664.5	Racine	305.7
Dunn	848.4	Richland	592.8
Eau Claire	835.0	Rock	426.2
Florence	98.2	Rusk	510.3
Fond du Lac	767.9	St. Croix	655.8
Forest	218.1	Sauk	610.3
Grant	622.1	Sawyer	457.9
Green	555.8	Shawano	587.9
Green Lake	457.8	Sheboygan	898.3
Iowa	725.2	Taylor	487.3
Iron	133.8	Trempealeau	583.4
Jackson	462.5	Vernon	570.4
Jefferson	510.3	Vilas	408.3
Juneau	468.4	Walworth	386.1
Kenosha	505.6	Washburn	397.5
Kewaunee	431.1	Washington	363.9
La Crosse	564.3	Waukesha	812.6
Lafayette	543.0	Waupaca	666.9
Langlade	542.0	Waushara	666.9
Lincoln	541.4	Winnebago	439.1
Manitowoc	563.1	Wood	648.7

Statewide Measures

Average	548.4	Median	549.4

POPULATION APPENDIX

To provide comparative figures for the state's diverse 72 counties, much of the data contained in this report is presented on a per capita basis. However, there are times when users may prefer totals rather than per capita figures. To facilitate that, the appendix that follows provides two years of population figures: 2018 and 2019.

Population Appendix

Population, 2018

County	Population	County	Population
Adams	20,786	Marathon	135,922
Ashland	16,030	Marinette	41,382
Barron	46,336	Marquette	15,408
Bayfield	15,327	Menominee	4,258
Brown	260,616	Milwaukee	950,381
Buffalo	13,699	Monroe	46,363
Burnett	15,508	Oconto	38,476
Calumet	52,658	Oneida	36,383
Chippewa	64,551	Outagamie	184,541
Clark	34,743	Ozaukee	88,667
Columbia	57,125	Pepin	7,391
Crawford	16,737	Pierce	42,021
Dane	530,519	Polk	44,380
Dodge	89,949	Portage	71,038
Door	28,463	Price	14,046
Douglas	44,443	Racine	196,200
Dunn	44,617	Richland	17,919
Eau Claire	102,816	Rock	160,349
Florence	4,454	Rusk	14,754
Fond du Lac	104,035	St. Croix	88,583
Forest	9,227	Sauk	62,822
Grant	52,615	Sawyer	16,828
Green	36,967	Shawano	41,655
Green Lake	19,174	Sheboygan	115,924
Iowa	23,867	Taylor	20,746
Iron	5,921	Trempealeau	29,767
Jackson	20,800	Vernon	30,248
Jefferson	84,352	Vilas	21,771
Juneau	27,117	Walworth	103,535
Kenosha	168,700	Washburn	15,929
Kewaunee	20,786	Washington	135,970
La Crosse	119,193	Waukesha	401,446
Lafayette	17,010	Waupaca	52,217
Langlade	20,131	Waushara	24,441
Lincoln	28,862	Winnebago	170,025
Manitowoc	81,494	Wood	74,817

Statewide Measures			
Total	5,816,231	Median	41,519

Population, 2019

County	Population	County	Population
Adams	20,630	Marathon	136,517
Ashland	15,946	Marinette	41,401
Barron	46,472	Marquette	15,390
Bayfield	15,335	Menominee	4,265
Brown	262,452	Milwaukee	946,296
Buffalo	13,707	Monroe	46,994
Burnett	15,524	Oconto	38,778
Calumet	53,018	Oneida	36,285
Chippewa	64,881	Outagamie	187,092
Clark	34,748	Ozaukee	89,905
Columbia	57,282	Pepin	7,431
Crawford	16,669	Pierce	42,208
Dane	537,328	Polk	44,536
Dodge	90,032	Portage	71,680
Door	28,650	Price	14,216
Douglas	44,468	Racine	196,487
Dunn	44,621	Richland	18,007
Eau Claire	103,159	Rock	160,444
Florence	4,475	Rusk	14,919
Fond du Lac	104,423	St. Croix	89,692
Forest	9,195	Sauk	63,281
Grant	52,954	Sawyer	16,893
Green	37,086	Shawano	41,775
Green Lake	19,224	Sheboygan	116,547
Iowa	23,896	Taylor	20,849
Iron	5,894	Trempealeau	29,964
Jackson	20,832	Vernon	30,424
Jefferson	84,579	Vilas	21,798
Juneau	27,232	Walworth	104,062
Kenosha	170,071	Washburn	16,027
Kewaunee	20,782	Washington	137,637
La Crosse	119,484	Waukesha	405,991
Lafayette	17,002	Waupaca	52,368
Langlade	20,086	Waushara	24,517
Lincoln	28,957	Winnebago	170,580
Manitowoc	81,643	Wood	75,450

Statewide Measures			
Total	5,843,443	Median	41,588

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