

2022

A publication of Forward Analytics

A Division of the Wisconsin Counties Association

THE GREEN BOOK

A book of county facts, 5th Edition









2022

Prepared by

Forward Analytics

A division of the Wisconsin Counties Association

Table of Contents

	Forward	ii
	Introduction	ii
	How to Use This Book	iii
	Wisconsin's Counties	1
	County Government in Brief.....	1
	County Types.....	2
	County Board Size.....	3
	County Administration	4
	Population	7
	Population Change.....	8
	Working-Age Population.....	10
	Senior Population	12
	School-Age Population.....	14
	Veterans	16
	Educational Attainment	18
	Finances	21
	Total Spending.....	22
	Highway Expenditures	24
	Health & Human Services	26
	State Aids.....	28
	Property Tax Levy	30
	Property Tax Rates.....	32
	County Sales Taxes.....	34
	County Debt.....	36
	Economy/Development	39
	Personal Income	40
	Employment Growth	42
	Unemployment	44
	Commuting.....	46
	Poverty.....	48
	Property Values.....	50
	New Construction.....	52
	County Highway Miles.....	54
	Population Appendix	57
	Population 2020.....	58
	Population 2021	59

Introduction

Wisconsin counties play a critical role in our state's prosperity. Their leadership was evident during the past two "pandemic" years.



As we move out of pandemic mode, counties will continue to lead the state forward by providing critical health and social services to the state's most vulnerable citizens, providing important law enforcement services, and maintaining both county and state highways. County governments provide these and a vast array of other services in the most efficient and cost-effective manner possible.

Long range, strategic thinking is essential to successfully carry out the county mission, with data playing an important role. To this end, Forward Analytics, a division of the Wisconsin Counties Association, is pleased to present the 5th edition of *The Green Book, A Book of County Facts*.

This fact book provides useful information on county government structure, county demographics, finances, and economic well being.

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

In addition to the 50 pages of data for all counties, a data sheet containing all of *The Green Book* data for your county can be found at the back of the book.

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

A handwritten signature in black ink that reads "Mark D. O'Connell".

Mark D. O'Connell, President & CEO
Wisconsin Counties Association

How to Use This Book

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

- *Wisconsin's Counties* (orange) details county administration type and board size.
- *Population* (blue) shows five-year population change, the size of various age cohorts, veteran population, and educational attainment.
- *Finances* (red) includes information on county revenues, spending, and debt.
- *Economy/Development* (purple) highlights jobs and unemployment, commuting patterns, 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) based on their ranking. For those unfamiliar with county locations, a map can be found on page 2. For each measure, the 18 counties with the lowest data values are shown with the lightest color; the 18 with the highest values 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.

In the back of the book is a county insert that 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

The boundaries of Wisconsin's 72 counties 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 geographic features.

Counties are governed by a county board of supervisors who are elected to 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 in the state 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. Board size can be changed following the decennial census. Additionally, 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. They maintain state-mandated vital and property records, and oversee elections. They also administer state human service programs and maintain both county and state roads.

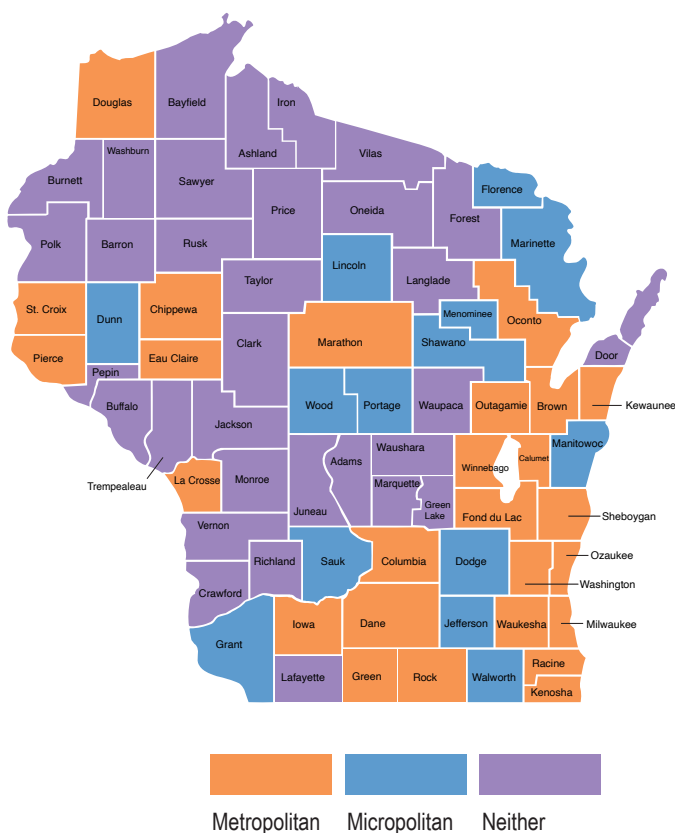
Wisconsin's Counties

County Types

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 a core area of 10,000 to 50,000 people. Fourteen counties fall into this category. The remaining 32 counties are neither metropolitan nor micropolitan. Most economic researchers consider micropolitan and “neither” counties rural.

Wisconsin County Map, 2022

Metropolitan, Micropolitan, Neither



County Board Size

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

Board Size and Population Per District, 2022 (in thousands)

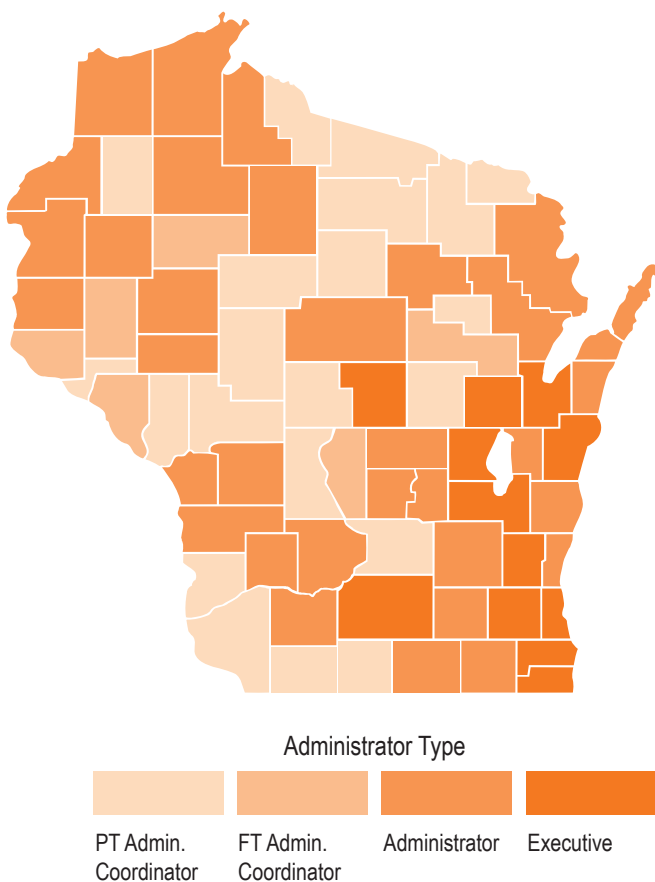
County	Bd. Size	Pop./ Dist.	County	Bd. Size	Pop./ Dist.
Adams	20	1.0	Marathon	38	3.7
Ashland	21	0.8	Marinette	30	1.4
Barron	29	1.6	Marquette	17	0.9
Bayfield	13	1.2	Menominee	7	0.6
Brown	26	10.3	Milwaukee	18	52.6
Buffalo	14	1.0	Monroe	16	3.0
Burnett	21	0.7	Oconto	31	1.3
Calumet	21	2.6	Oneida	21	1.7
Chippewa	21	3.1	Outagamie	36	5.3
Clark	29	1.2	Ozaukee	26	3.5
Columbia	28	2.1	Pepin	12	0.6
Crawford	17	1.0	Pierce	17	2.5
Dane	37	14.9	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	5.6
Florence	12	0.4	Rusk	19	0.8
Fond du Lac	25	4.2	St. Croix	19	4.9
Forest	21	0.4	Sauk	31	2.1
Grant	17	3.1	Sawyer	15	1.1
Green	31	1.2	Shawano	27	1.6
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	19	1.6
Jefferson	30	2.8	Vilas	21	1.1
Juneau	21	1.3	Walworth	11	9.5
Kenosha	23	7.5	Washburn	21	0.8
Kewaunee	20	1.0	Washington	21	6.7
La Crosse	30	4.0	Waukesha	25	16.4
Lafayette	16	1.1	Waupaca	27	2.0
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 many of the same powers as an executive. 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 2022, 12 counties had an elected county executive and 33 had a county administrator. The remaining 27 counties designated either a full-time (6) or part-time (21) administrative coordinator.

Administration Type, 2022



Source: Wisconsin Counties Association, 6/1/22

Administration Type, 2022

<u>County</u>	<u>Type</u>	<u>County</u>	<u>Type</u>
Adams	Coord.-FT	Marathon	Admin.
Ashland	Admin.	Marinette	Admin.
Barron	Admin.	Marquette	Admin.
Bayfield	Admin.	Menominee	Coord.-PT
Brown	Exec.	Milwaukee	Exec.
Buffalo	Coord.-FT	Monroe	Admin.
Burnett	Admin.	Oconto	Admin.
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	Admin.
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	Admin.
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	Admin.	Waushara	Admin.
Lincoln	Coord.-PT	Winnebago	Exec.
Manitowoc	Exec.	Wood	Coord.-PT

Exec. = Executive; Admin. = Administrator
 Coord. = Administrative Coordinator; PT = part-time; FT = full-time



There are many aspects to county population figures. The most basic is whether it is growing or declining. However, it is also useful to know how many school-aged or working-aged people reside in the county. How many retirees live there? What levels of education do adult residents have?

Understanding county demography can help policymakers gauge a region's potential for growth and the degree to which current and future service demands are placed on county government.

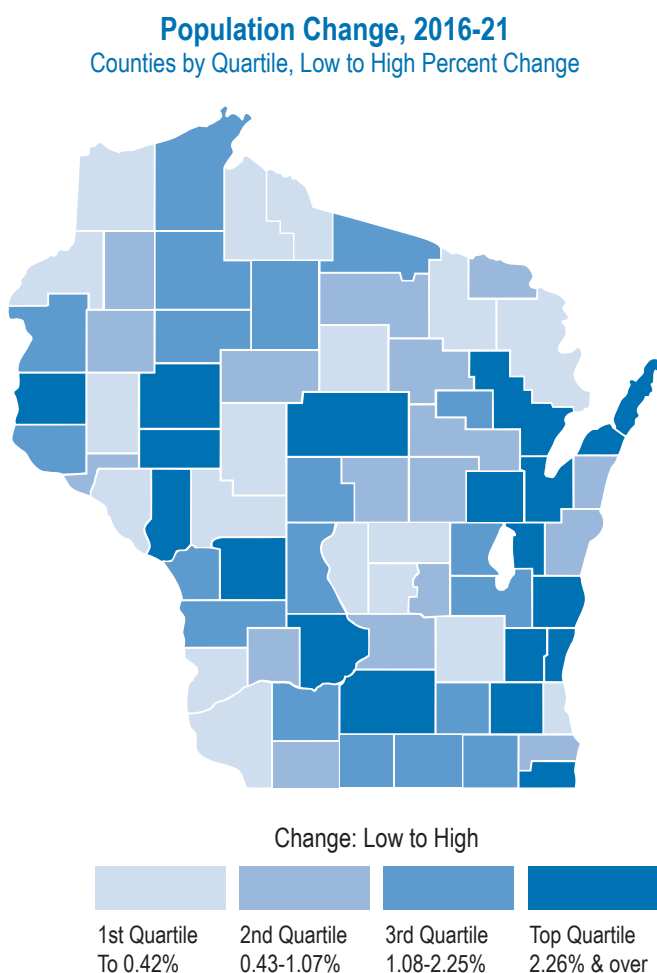
Six demographic measures are provided in this section. Although presented separately, some of these measures are related to each other. For example, the working-age share of the population depends not only on the size of that age group, but also on the size of the school-aged and senior populations.

Over the past two decades, the fastest-growing counties tended to be more urban and have a younger population. Compared to slower-growing counties, a larger portion of their population is of working age. However, that appears to be slowly changing in recent years. After years of minimal growth and at times decline, some rural counties are again adding residents due almost entirely to migration from other counties and from other states.

Population Change

Population change in a county arises from both internal and external factors. Three internal factors affect population: the number of births, the number of deaths, and the number of people moving out of the county. Externally, population is affected by the number of people moving into the county from other states, countries, or Wisconsin counties.

Population change can have both economic and service implications. A growing population spurs local businesses and demand for public services. A shrinking population can mean less economic activity and a smaller tax base.



Source: Wisconsin Demographic Services Center

Population Change, 2016-21

County	% Change	County	% Change
Adams	0.26	Marathon	2.55
Ashland	-0.60	Marinette	0.21
Barron	0.97	Marquette	0.39
Bayfield	1.76	Menominee	1.17
Brown	3.77	Milwaukee	-0.18
Buffalo	0.38	Monroe	3.41
Burnett	0.15	Oconto	2.89
Calumet	5.32	Oneida	0.99
Chippewa	2.65	Outagamie	4.15
Clark	0.42	Ozaukee	4.73
Columbia	0.85	Pepin	0.66
Crawford	0.26	Pierce	1.68
Dane	6.45	Polk	1.92
Dodge	0.08	Portage	1.05
Door	3.42	Price	1.30
Douglas	-0.23	Racine	1.00
Dunn	-0.80	Richland	0.57
Eau Claire	3.56	Rock	1.26
Florence	0.69	Rusk	1.27
Fond du Lac	1.60	St. Croix	7.24
Forest	-0.30	Sauk	3.35
Grant	-2.17	Sawyer	1.78
Green	1.47	Shawano	0.44
Green Lake	0.52	Sheboygan	2.99
Iowa	1.33	Taylor	1.03
Iron	0.29	Trempealeau	3.04
Jackson	0.17	Vernon	2.25
Jefferson	1.10	Vilas	1.97
Juneau	1.48	Walworth	2.11
Kenosha	2.26	Washburn	1.00
Kewaunee	0.78	Washington	4.41
La Crosse	1.94	Waukesha	3.59
Lafayette	1.02	Waupaca	0.68
Langlade	0.72	Waushara	0.34
Lincoln	0.30	Winnebago	0.81
Manitowoc	0.48	Wood	1.28

Statewide Measures

Average	1.48%	Median	1.07%
---------	-------	--------	-------

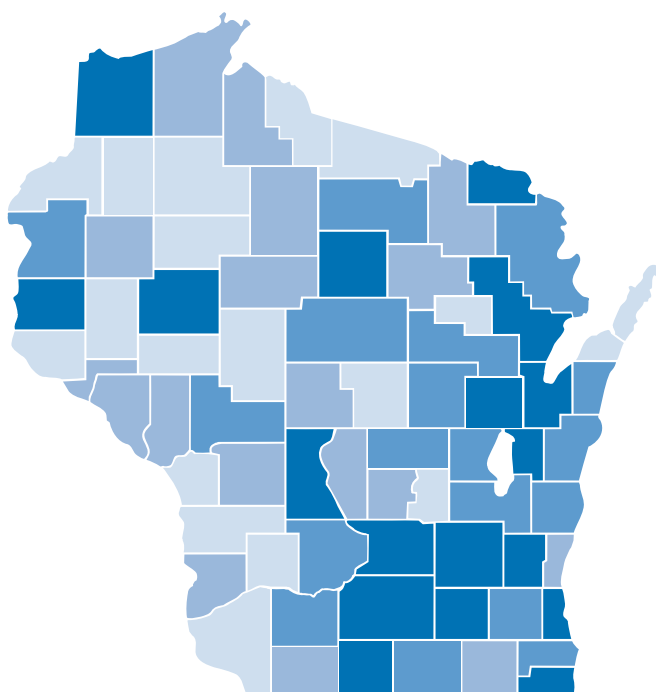
Working-Age Population

Counties with larger working-age populations often have higher average incomes. These counties have a greater number of wage earners over which to spread the cost of public services and, likely, fewer residents in need of county services.

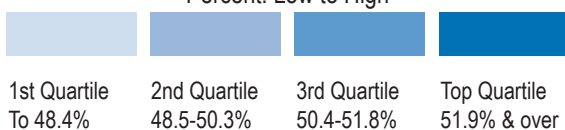
In 2019, residents 25 to 64 years of age (prime working ages) accounted for 51.4% of Wisconsin's population, down from 52.7% four years earlier. As the senior population grows rapidly for the foreseeable future, this percentage will continue to fall.

Percentage of Population 25 to 64, 2019

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage of Population 25 to 64, 2019

County	% 25-64	County	% 25-64
Adams	50.3	Marathon	51.6
Ashland	48.7	Marinette	50.3
Barron	49.2	Marquette	49.9
Bayfield	48.8	Menominee	43.8
Brown	51.9	Milwaukee	52.7
Buffalo	49.8	Monroe	50.3
Burnett	47.6	Oconto	52.7
Calumet	53.6	Oneida	50.4
Chippewa	52.5	Outagamie	53.1
Clark	45.3	Ozaukee	49.8
Columbia	53.2	Pepin	49.0
Crawford	48.7	Pierce	48.3
Dane	52.3	Polk	51.5
Dodge	54.5	Portage	47.7
Door	47.6	Price	49.5
Douglas	52.8	Racine	51.7
Dunn	45.9	Richland	47.8
Eau Claire	47.9	Rock	51.6
Florence	53.8	Rusk	48.4
Fond du Lac	51.3	St. Croix	53.3
Forest	49.0	Sauk	50.9
Grant	44.3	Sawyer	48.1
Green	51.9	Shawano	50.4
Green Lake	48.1	Sheboygan	51.4
Iowa	51.5	Taylor	50.2
Iron	47.8	Trempealeau	49.6
Jackson	51.7	Vernon	47.2
Jefferson	52.5	Vilas	46.7
Juneau	52.7	Walworth	48.5
Kenosha	53.3	Washburn	48.1
Kewaunee	50.5	Washington	52.7
La Crosse	47.8	Waukesha	51.8
Lafayette	49.0	Waupaca	51.5
Langlade	49.2	Waushara	50.6
Lincoln	52.8	Winnebago	51.2
Manitowoc	51.2	Wood	50.3

Statewide Measures

Average	51.4%	Median	50.3%
---------	-------	--------	-------

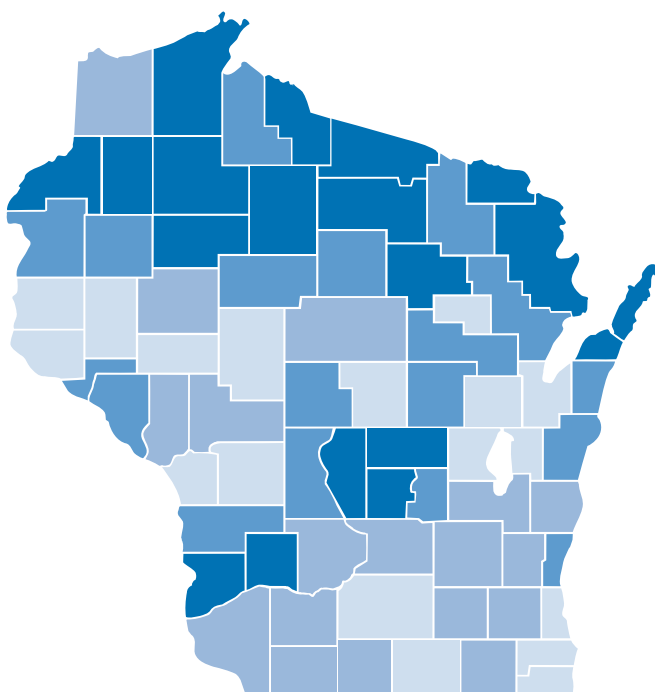
Senior Population

Wisconsin, like the rest of the nation, is experiencing the retirement of the large baby-boom generation. Since 2010, Wisconsin's 65-or-older population has increased by nearly 240,000. As this group leaves the workforce, counties may struggle with worker shortages. Additionally, as this large group ages, the demand for assisted living, nursing homes, and various social services will rise.

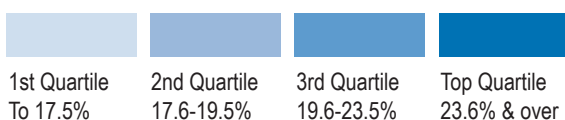
Residents 65 or older accounted for 17.5% of the state's population in 2019, up from 13.7% in 2010. In 55 of 72 counties, the senior share of the population was above the state average. In 13 counties, seniors accounted for more than a quarter of the population.

Percentage of Population 65 or Older, 2019

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage of Population 65 or Older, 2019

County	% 65+	County	% 65+
Adams	30.2	Marathon	18.2
Ashland	20.2	Marinette	24.5
Barron	22.6	Marquette	25.1
Bayfield	28.2	Menominee	14.0
Brown	15.4	Milwaukee	14.0
Buffalo	22.8	Monroe	17.5
Burnett	29.4	Oconto	20.9
Calumet	15.7	Oneida	26.7
Chippewa	18.4	Outagamie	15.3
Clark	17.0	Ozaukee	20.4
Columbia	18.4	Pepin	23.5
Crawford	24.0	Pierce	15.3
Dane	14.2	Polk	21.3
Dodge	18.2	Portage	17.3
Door	30.5	Price	26.5
Douglas	19.2	Racine	17.1
Dunn	16.1	Richland	23.6
Eau Claire	16.2	Rock	17.1
Florence	27.1	Rusk	24.8
Fond du Lac	19.0	St. Croix	14.7
Forest	23.1	Sauk	19.1
Grant	17.7	Sawyer	26.7
Green	19.3	Shawano	21.6
Green Lake	22.8	Sheboygan	18.5
Iowa	19.5	Taylor	19.6
Iron	32.1	Trempealeau	18.4
Jackson	19.3	Vernon	20.0
Jefferson	17.7	Vilas	31.0
Juneau	20.8	Walworth	18.4
Kenosha	14.6	Washburn	27.4
Kewaunee	20.9	Washington	18.5
La Crosse	16.9	Waukesha	19.2
Lafayette	19.4	Waupaca	21.3
Langlade	24.7	Waushara	25.0
Lincoln	22.2	Winnebago	16.8
Manitowoc	21.1	Wood	21.1

Statewide Measures

Average	17.5%	Median	19.5%
---------	-------	--------	-------

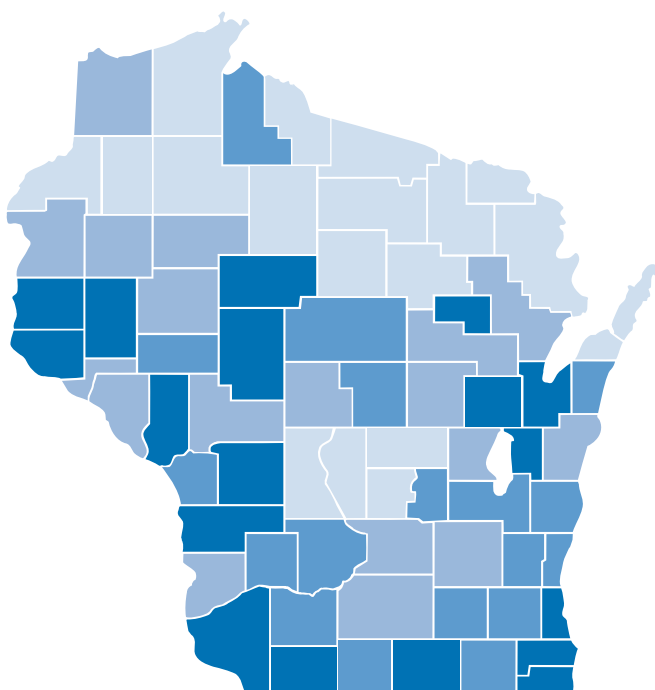
School-Age Population

Since 2010, Wisconsin's school-aged population has declined by more than 50,000. In 2010, the 5-to-19 year old cohort comprised more than 20% of the state population. In 2019, it was down to 18.7%.

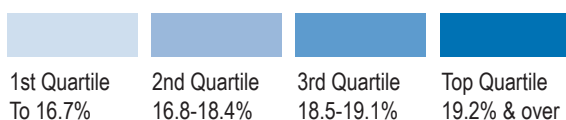
It is often said that the children of today are the workers of tomorrow. For counties, the number of young people represents a potential future workforce. Declines in this cohort will likely lead to future workforce challenges.

Percentage of Population 5 to 19, 2019

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage of Population 5 to 19, 2019

County	% 5-19	County	% 5-19
Adams	12.3	Marathon	19.0
Ashland	19.0	Marinette	16.1
Barron	17.9	Marquette	16.2
Bayfield	14.5	Menominee	26.8
Brown	19.9	Milwaukee	19.8
Buffalo	17.0	Monroe	20.6
Burnett	14.8	Oconto	17.0
Calumet	20.4	Oneida	14.1
Chippewa	18.3	Outagamie	19.6
Clark	23.8	Ozaukee	18.8
Columbia	17.7	Pepin	17.2
Crawford	17.4	Pierce	20.9
Dane	17.9	Polk	17.5
Dodge	17.0	Portage	18.6
Door	14.0	Price	15.5
Douglas	17.2	Racine	19.1
Dunn	20.0	Richland	18.8
Eau Claire	18.6	Rock	19.3
Florence	12.3	Rusk	17.0
Fond du Lac	18.4	St. Croix	20.7
Forest	16.7	Sauk	18.8
Grant	20.9	Sawyer	16.3
Green	18.7	Shawano	17.9
Green Lake	18.4	Sheboygan	18.6
Iowa	18.9	Taylor	19.8
Iron	13.5	Trempealeau	20.0
Jackson	18.1	Vernon	21.4
Jefferson	19.0	Vilas	14.0
Juneau	16.5	Walworth	19.1
Kenosha	19.9	Washburn	16.0
Kewaunee	18.4	Washington	18.6
La Crosse	18.9	Waukesha	18.5
Lafayette	20.0	Waupaca	17.1
Langlade	16.5	Waushara	15.4
Lincoln	15.3	Winnebago	18.0
Manitowoc	17.5	Wood	17.8

Statewide Measures

Average	18.7%	Median	18.4%
---------	-------	--------	-------

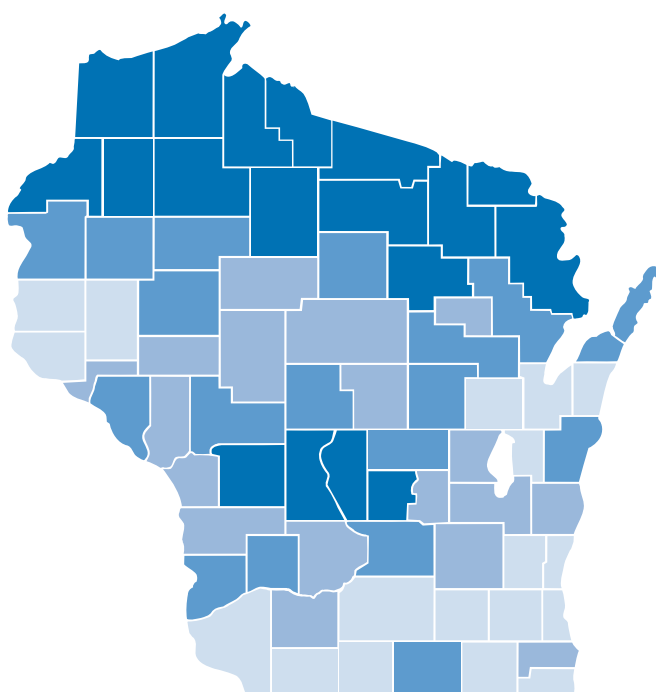
Veterans

Every Wisconsin county 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.

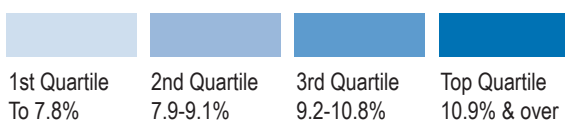
Statewide, veterans comprised an estimated 7.9% of the 18-or-older population in 2019. In 26 mostly rural counties, that percentage was above 10%. The state's two largest counties had significant numbers of veterans, but they comprised a relatively small percentage of the population.

Veterans, Percentage of Adult Population, 2019

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Department of Veterans Affairs, 2019 estimate

Veterans, Percentage of Adult Population, 2019

County	% Veterans	County	% Veterans
Adams	12.2	Marathon	7.8
Ashland	10.9	Marinette	12.0
Barron	10.1	Marquette	11.8
Bayfield	11.5	Menominee	8.9
Brown	7.7	Milwaukee	6.2
Buffalo	9.5	Monroe	14.1
Burnett	14.1	Oconto	9.6
Calumet	6.5	Oneida	11.8
Chippewa	9.2	Outagamie	7.4
Clark	8.0	Ozaukee	6.5
Columbia	9.2	Pepin	9.0
Crawford	10.2	Pierce	7.6
Dane	5.9	Polk	9.9
Dodge	8.2	Portage	8.2
Door	9.9	Price	12.2
Douglas	11.0	Racine	8.2
Dunn	7.6	Richland	9.1
Eau Claire	8.3	Rock	9.2
Florence	14.3	Rusk	10.8
Fond du Lac	8.6	St. Croix	7.3
Forest	13.4	Sauk	8.6
Grant	7.3	Sawyer	11.8
Green	7.4	Shawano	9.7
Green Lake	8.7	Sheboygan	8.4
Iowa	8.6	Taylor	8.9
Iron	12.0	Trempealeau	8.4
Jackson	10.4	Vernon	8.5
Jefferson	7.3	Vilas	12.8
Juneau	10.8	Walworth	7.0
Kenosha	7.8	Washburn	12.8
Kewaunee	7.5	Washington	7.5
La Crosse	9.0	Waukesha	7.1
Lafayette	7.3	Waupaca	10.8
Langlade	11.8	Waushara	10.6
Lincoln	10.6	Winnebago	8.6
Manitowoc	9.4	Wood	10.1

Statewide Measures

Average

7.9%

Median

9.1%

Educational Attainment

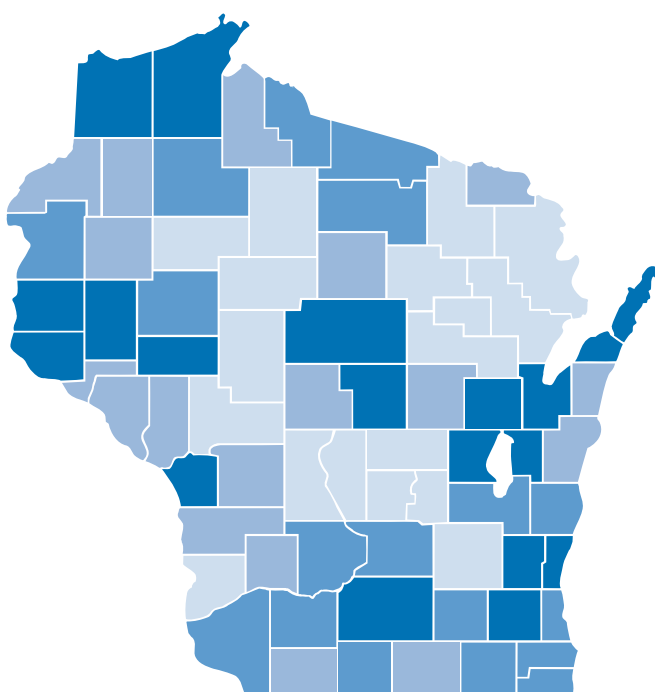
Higher-paying jobs often require a post-secondary degree, be that an associate, bachelor's, or advanced degree. The percentage of a county's 25-or-older population with at least an associate degree indicates the availability of a skilled workforce demanded by today's employers.

In 2020, 41.8% of state residents 25 or older had at least an associate degree. That percentage was less than 37% in 2013. This population was concentrated in urban counties and counties with two- or four-year universities.

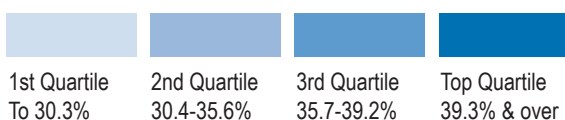
In 14 less-populous counties, residents with at least an associate degree accounted for under 30% of the population.

Percentage with Associate Degree or More, 2020

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage with Associate Degree or More, 2020

County	% Assoc. +	County	% Assoc. +
Adams	23.0	Marathon	39.8
Ashland	32.6	Marinette	28.1
Barron	34.6	Marquette	25.0
Bayfield	44.4	Menominee	28.6
Brown	43.0	Milwaukee	39.2
Buffalo	33.6	Monroe	33.2
Burnett	32.7	Oconto	29.2
Calumet	44.4	Oneida	38.5
Chippewa	38.2	Outagamie	43.4
Clark	23.9	Ozaukee	57.5
Columbia	36.7	Pepin	31.9
Crawford	30.0	Pierce	42.3
Dane	62.2	Polk	36.0
Dodge	30.0	Portage	44.6
Door	43.7	Price	30.1
Douglas	39.4	Racine	36.6
Dunn	41.1	Richland	30.8
Eau Claire	48.6	Rock	35.2
Florence	33.3	Rusk	29.7
Fond du Lac	35.9	St. Croix	51.1
Forest	26.7	Sauk	35.8
Grant	37.2	Sawyer	35.7
Green	36.0	Shawano	29.1
Green Lake	30.3	Sheboygan	37.1
Iowa	37.3	Taylor	26.4
Iron	37.4	Trempealeau	33.8
Jackson	26.8	Vernon	34.7
Jefferson	38.3	Vilas	38.3
Juneau	26.2	Walworth	38.9
Kenosha	37.8	Washburn	35.5
Kewaunee	33.4	Washington	45.0
La Crosse	49.1	Waukesha	54.2
Lafayette	31.4	Waupaca	31.8
Langlade	27.3	Waushara	25.2
Lincoln	31.2	Winnebago	40.1
Manitowoc	34.4	Wood	33.4

Statewide Measures

Average	41.8%	Median	35.6%
---------	-------	--------	-------



Counties provide many local services, from child welfare services, to assisting veterans and the elderly, to maintaining both county and state roads. Understanding where counties spend their dollars and how they pay for public services is an essential part of a county official's job.

According to the most recent state figures available, total spending by county governments averaged just over \$1,020 per capita in 2020. By county, spending ranged from under \$650 to more than \$2,900 per resident. Counties with relatively small populations and significant fixed costs often have higher per capita costs.

The largest share of county expenditures, about a third, paid for health and human service programs delivered to a variety of groups, including children, seniors, veterans, and the mentally ill. That percentage varies by county.

Counties have several sources of revenue to fund the services they provide. Property taxes typically account for about 40% of revenues, although that too differs from county to 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. It should be noted that counties can differ on how spending is categorized. Users should be cautious when comparing spending categories.

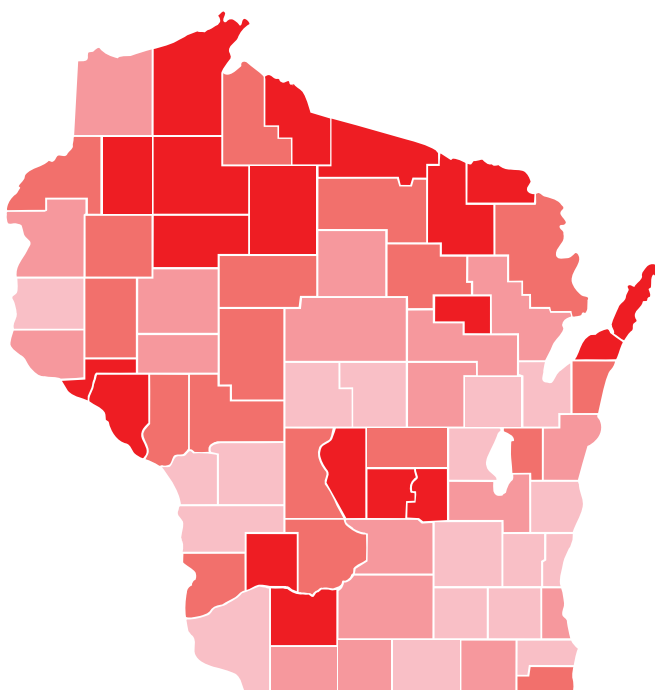
Total Spending

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 presented here on a per capita basis to adjust for county population differences.

Per capita spending in 2020 averaged \$1,021 per resident statewide and was generally higher in less populous counties.

Total County Expenditures Per Capita, 2020

Counties by Quartile, Low to High Amount



Expenditures: Low to High

1st Quartile To \$953	2nd Quartile \$954-1,151	3rd Quartile \$1,152-1,404	Top Quartile \$1,405 & over

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

Total County Expenditures Per Capita, 2020

<u>County</u>	<u>Total Exp.</u>	<u>County</u>	<u>Total Exp.</u>
Adams	\$1,693	Marathon	963
Ashland	1,383	Marinette	1,333
Barron	1,233	Marquette	1,594
Bayfield	1,787	Menominee	2,229
Brown	871	Milwaukee	1,115
Buffalo	1,453	Monroe	851
Burnett	1,360	Oconto	1,050
Calumet	1,300	Oneida	1,236
Chippewa	1,066	Outagamie	755
Clark	1,156	Ozaukee	706
Columbia	1,147	Pepin	1,748
Crawford	1,181	Pierce	971
Dane	1,112	Polk	996
Dodge	929	Portage	934
Door	1,781	Price	1,673
Douglas	1,143	Racine	682
Dunn	1,191	Richland	1,490
Eau Claire	1,021	Rock	953
Florence	2,290	Rusk	1,725
Fond du Lac	1,143	St. Croix	913
Forest	1,514	Sauk	1,215
Grant	759	Sawyer	1,696
Green	1,106	Shawano	1,077
Green Lake	1,489	Sheboygan	924
Iowa	1,488	Taylor	1,259
Iron	2,933	Trempealeau	1,193
Jackson	1,396	Vernon	904
Jefferson	887	Vilas	1,578
Juneau	1,398	Walworth	960
Kenosha	1,353	Washburn	2,262
Kewaunee	1,376	Washington	661
La Crosse	946	Waukesha	646
Lafayette	959	Waupaca	1,109
Langlade	1,284	Waushara	1,404
Lincoln	1,042	Winnebago	729
Manitowoc	975	Wood	942

Statewide Measures

Average	\$1,021	Median	\$1,151
---------	---------	--------	---------

Highway Expenditures

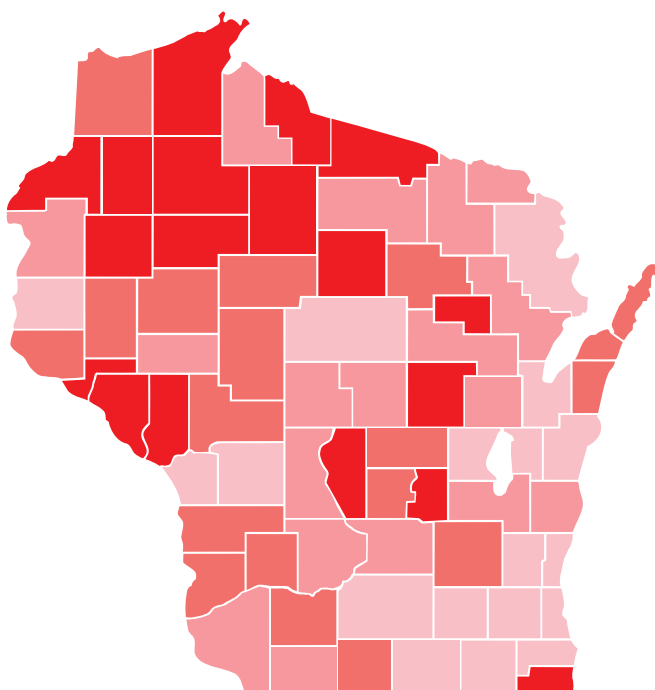
Counties are responsible for maintaining, repairing, and upgrading county highways. They are also responsible for maintaining any state or interstate highways within their boundaries. In some cases, counties also maintain town roads.

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

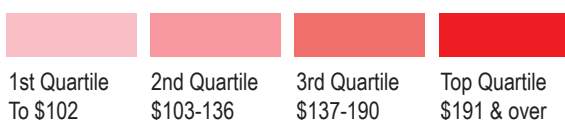
Statewide, county highway spending averaged \$93 per capita in 2020. As counties are responsible for state and interstate highways, expenditures listed here will not correlate perfectly with the county road miles reported on page 55.

Highway Expenditures Per Capita, 2020

Counties by Quartile, Low to High Amount



Expenditures: Low to High



Source: Wisconsin Department of Revenue, CMRE

Highway Expenditures Per Capita, 2020

<u>County</u>	<u>Hwy. Exp.</u>	<u>County</u>	<u>Hwy. Exp.</u>
Adams	\$282	Marathon	83
Ashland	123	Marinette	80
Barron	221	Marquette	175
Bayfield	293	Menominee	228
Brown	73	Milwaukee	30
Buffalo	290	Monroe	85
Burnett	203	Oconto	135
Calumet	102	Oneida	112
Chippewa	137	Outagamie	115
Clark	161	Ozaukee	66
Columbia	117	Pepin	207
Crawford	186	Pierce	178
Dane	60	Polk	117
Dodge	157	Portage	112
Door	175	Price	213
Douglas	148	Racine	37
Dunn	190	Richland	175
Eau Claire	106	Rock	41
Florence	118	Rusk	319
Fond du Lac	113	St. Croix	100
Forest	116	Sauk	109
Grant	134	Sawyer	207
Green	140	Shawano	111
Green Lake	233	Sheboygan	102
Iowa	184	Taylor	188
Iron	238	Trempealeau	255
Jackson	176	Vernon	151
Jefferson	86	Vilas	344
Juneau	118	Walworth	49
Kenosha	230	Washburn	471
Kewaunee	180	Washington	64
La Crosse	68	Waukesha	59
Lafayette	116	Waupaca	208
Langlade	171	Waushara	141
Lincoln	195	Winnebago	47
Manitowoc	75	Wood	118

Statewide Measures

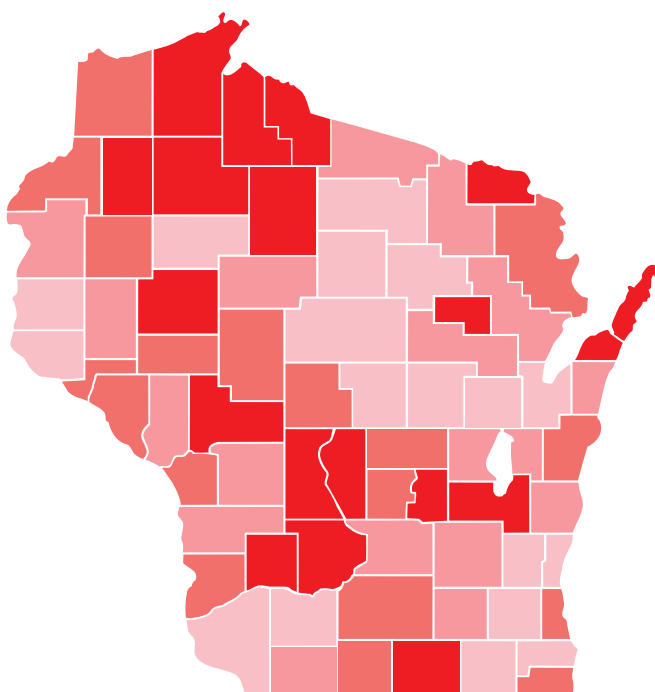
Average	\$93	Median	\$136
---------	------	--------	-------

Health & Human Services

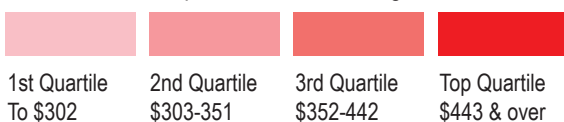
The largest expenditure category for counties is health and human services (HHS), accounting for one-third of all county spending. According to the Wisconsin Department of Revenue, spending in this area includes “health officers, health inspections, mental health programs, general relief, cemetery, humane shelter, institution care, social programs, aging and veterans programs.” In 2020, HHS spending averaged \$341 per capita statewide. Among individual counties, spending ranged from \$119 to \$1,034 per capita.

HHS Expenditures Per Capita, 2020

Counties by Quartile, Low to High Amount



Expenditures: Low to High



Source: Wisconsin Department of Revenue, CMRE

HHS Expenditures Per Capita, 2020

<u>County</u>	<u>HHS Exp.</u>	<u>County</u>	<u>HHS Exp.</u>
Adams	\$517	Marathon	211
Ashland	583	Marinette	376
Barron	425	Marquette	389
Bayfield	505	Menominee	1,034
Brown	271	Milwaukee	352
Buffalo	351	Monroe	345
Burnett	352	Oconto	326
Calumet	349	Oneida	287
Chippewa	453	Outagamie	300
Clark	435	Ozaukee	219
Columbia	308	Pepin	442
Crawford	385	Pierce	294
Dane	430	Polk	318
Dodge	320	Portage	291
Door	455	Price	538
Douglas	375	Racine	119
Dunn	350	Richland	484
Eau Claire	432	Rock	535
Florence	458	Rusk	301
Fond du Lac	458	St. Croix	251
Forest	317	Sauk	516
Grant	294	Sawyer	529
Green	403	Shawano	341
Green Lake	453	Sheboygan	331
Iowa	194	Taylor	351
Iron	688	Trempealeau	327
Jackson	462	Vernon	307
Jefferson	339	Vilas	339
Juneau	546	Walworth	292
Kenosha	430	Washburn	452
Kewaunee	324	Washington	233
La Crosse	432	Waukesha	216
Lafayette	306	Waupaca	302
Langlade	291	Waushara	437
Lincoln	190	Winnebago	313
Manitowoc	351	Wood	365

Statewide Measures

Average	\$341	Median	\$351
---------	-------	--------	-------

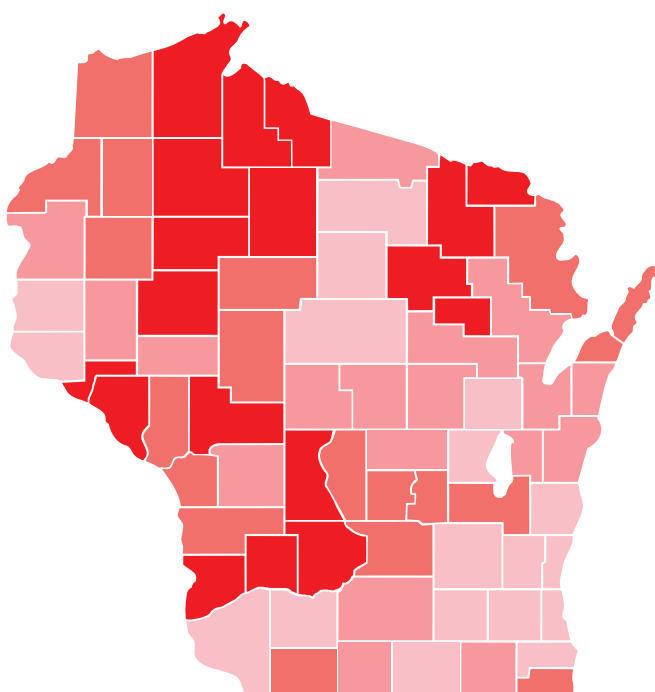
State Aids

State aids fund about 27% of the cost of county services. The largest share 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 (shared revenues) that can be used for any purpose. Taken together, shared revenues and aids for health and human services accounts for about 80% of the total.

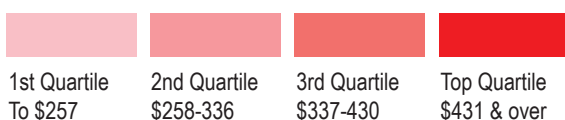
Total state aids to counties averaged \$271 per person across the state in 2020, up from \$240 in 2019. Generally, per capita aids were highest in the north and lowest in the southeast.

Total State Aids Per Capita, 2020

Counties by Quartile, Low to High Amount



Aids: Low to High



Source: Wisconsin Department of Revenue, CMRE

Total State Aids Per Capita, 2020

County	State Aid	County	State Aid
Adams	\$398	Marathon	211
Ashland	487	Marinette	337
Barron	337	Marquette	348
Bayfield	543	Menominee	1,169
Brown	263	Milwaukee	215
Buffalo	611	Monroe	260
Burnett	391	Oconto	261
Calumet	273	Oneida	230
Chippewa	484	Outagamie	224
Clark	365	Ozaukee	195
Columbia	358	Pepin	564
Crawford	510	Pierce	251
Dane	314	Polk	295
Dodge	211	Portage	258
Door	366	Price	515
Douglas	367	Racine	184
Dunn	333	Richland	522
Eau Claire	327	Rock	109
Florence	742	Rusk	599
Fond du Lac	341	St. Croix	173
Forest	431	Sauk	451
Grant	257	Sawyer	446
Green	288	Shawano	297
Green Lake	391	Sheboygan	227
Iowa	218	Taylor	430
Iron	559	Trempealeau	351
Jackson	470	Vernon	360
Jefferson	246	Vilas	286
Juneau	589	Walworth	269
Kenosha	396	Washburn	383
Kewaunee	326	Washington	181
La Crosse	361	Waukesha	160
Lafayette	350	Waupaca	305
Langlade	432	Waushara	286
Lincoln	242	Winnebago	244
Manitowoc	314	Wood	335

Statewide Measures

Average	\$271	Median	\$336
---------	-------	--------	-------

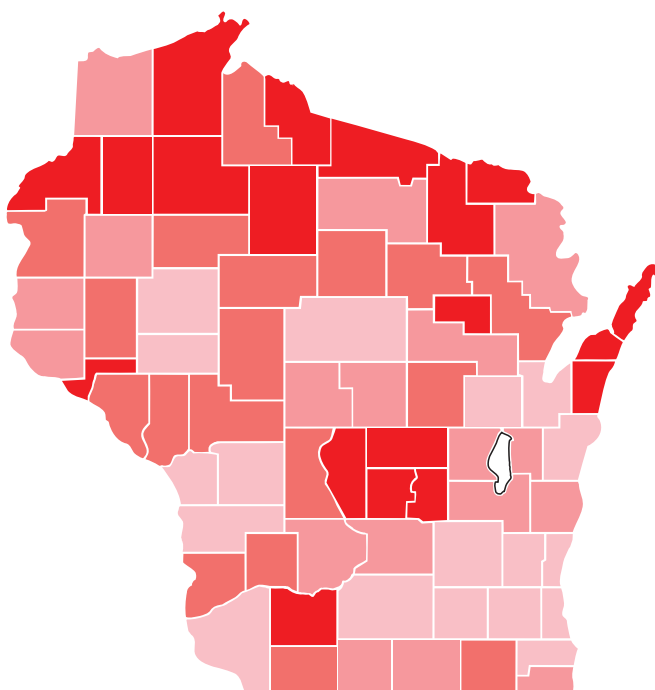
Property Tax Levy

The property tax is the largest local revenue source for counties. On average, property taxes account for more than 40% of county revenues. In 2021, counties levied \$2.4 billion in property taxes, or \$403 per capita.

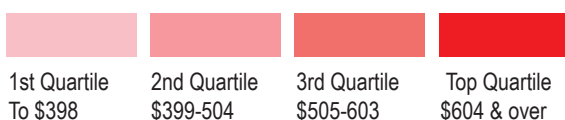
Since 2005, increases in county property taxes have been tied to net new construction in the county (see page 53). The highest property taxes per capita were found primarily in northern and central Wisconsin. Levies were above \$700 per resident in 12 counties and below \$300 per capita in four counties.

County Levy Per Capita, 2021/22

Counties by Quartile, Low to High Amount



Property Tax Levies: Low to High



Source: Wisconsin Department of Revenue

County Levy Per Capita

Levied in 2021, Payable in 2022

County	Prop. Tax	County	Prop. Tax
Adams	\$899	Marathon	385
Ashland	567	Marinette	411
Barron	479	Marquette	917
Bayfield	742	Menominee	639
Brown	345	Milwaukee	328
Buffalo	517	Monroe	391
Burnett	787	Oconto	541
Calumet	422	Oneida	486
Chippewa	314	Outagamie	341
Clark	538	Ozaukee	233
Columbia	495	Pepin	640
Crawford	555	Pierce	485
Dane	380	Polk	528
Dodge	398	Portage	466
Door	1,030	Price	770
Douglas	405	Racine	306
Dunn	529	Richland	579
Eau Claire	381	Rock	455
Florence	999	Rusk	595
Fond du Lac	471	St. Croix	405
Forest	664	Sauk	481
Grant	254	Sawyer	765
Green	490	Shawano	423
Green Lake	903	Sheboygan	439
Iowa	636	Taylor	591
Iron	925	Trempealeau	518
Jackson	529	Vernon	380
Jefferson	393	Vilas	790
Juneau	603	Walworth	583
Kenosha	435	Washburn	694
Kewaunee	617	Washington	272
La Crosse	306	Waukesha	276
Lafayette	513	Waupaca	556
Langlade	566	Waushara	800
Lincoln	521	Winnebago	411
Manitowoc	381	Wood	404

Statewide Measures

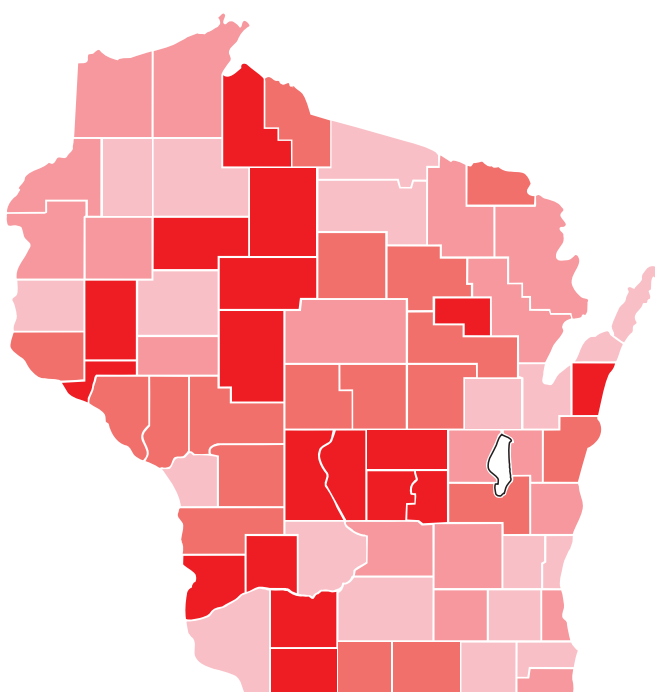
Average	\$403	Median	\$504
---------	-------	--------	-------

Property Tax Rates

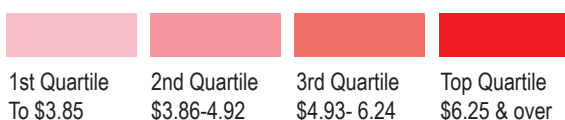
Property tax rates vary widely by county. The tax rate is a ratio of the county levy to the value of all taxable property in the county, excluding the value in tax incremental finance (TIF) districts. Generally, counties with higher tax levies have higher rates, while those with more taxable property value have lower rates. In 2021/22, the highest rates were mostly in central and north central Wisconsin. Statewide, the county property tax rate averaged \$3.80 per \$1,000 of taxable property value, down from \$3.97 in the prior year.

County Property Tax Rates, 2021/22

Counties by Quartile, Low to High Amount



Rate: Low to High



Source: Wisconsin Department of Revenue

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

Levied in 2021, Payable in 2022

County	Tax Rate	County	Tax Rate
Adams	\$6.45	Marathon	4.55
Ashland	7.09	Marinette	4.00
Barron	4.59	Marquette	7.67
Bayfield	3.95	Menominee	6.96
Brown	3.72	Milwaukee	4.29
Buffalo	5.55	Monroe	4.95
Burnett	3.98	Oconto	4.70
Calumet	4.87	Oneida	2.29
Chippewa	3.10	Outagamie	3.55
Clark	8.04	Ozaukee	1.55
Columbia	4.42	Pepin	6.74
Crawford	6.69	Pierce	5.06
Dane	2.90	Polk	4.10
Dodge	4.78	Portage	5.03
Door	3.56	Price	7.41
Douglas	4.45	Racine	3.30
Dunn	6.36	Richland	7.82
Eau Claire	3.97	Rock	5.42
Florence	6.15	Rusk	6.80
Fond du Lac	5.73	St. Croix	3.12
Forest	4.89	Sauk	3.85
Grant	3.56	Sawyer	3.27
Green	5.06	Shawano	4.97
Green Lake	6.81	Sheboygan	4.77
Iowa	6.29	Taylor	8.11
Iron	5.31	Trempealeau	6.19
Jackson	6.06	Vernon	5.16
Jefferson	4.02	Vilas	2.22
Juneau	6.60	Walworth	3.43
Kenosha	4.28	Washburn	3.76
Kewaunee	6.88	Washington	2.16
La Crosse	3.21	Waukesha	1.74
Lafayette	6.67	Waupaca	6.24
Langlade	6.18	Wausara	6.61
Lincoln	5.47	Winnebago	4.65
Manitowoc	5.00	Wood	5.33

Statewide Measures

Average	\$3.80	Median	\$4.92
---------	--------	--------	--------

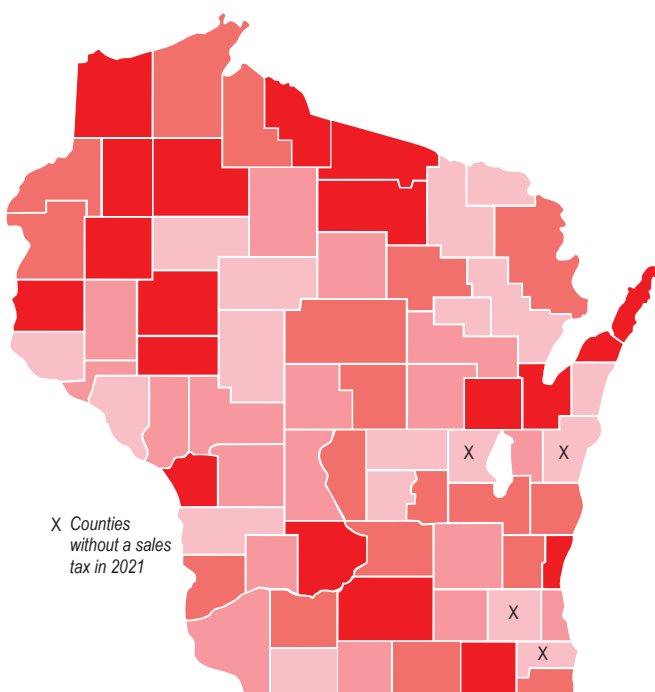
County Sales Taxes

The state allows counties to impose a half-cent sales tax. In 2021, 68 of 72 counties imposed the tax. Counties without the tax are Manitowoc, Racine, Waukesha, and Winnebago.

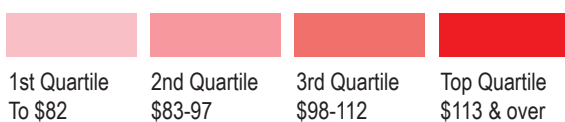
Counties that have regional retail centers collect more sales taxes per capita than others. Retail sales remained strong even through the pandemic. As a result, collections per capita in 2021 were 8.4% higher than in 2020.

County Sales Tax Revenue Per Capita, 2021

Counties by Quartile, Low to High Amount



Sales Taxes: Low to High



Source: Wisconsin Department of Revenue

County Sales Tax Revenue Per Capita, 2021

County	Sales Tax	County	Sales Tax
Adams	\$104	Marathon	112
Ashland	111	Marinette	110
Barron	122	Marquette	79
Bayfield	107	Menominee	26
Brown	123	Milwaukee	95
Buffalo	75	Monroe	94
Burnett	102	Oconto	72
Calumet	92	Oneida	167
Chippewa	115	Outagamie	117
Clark	77	Ozaukee	114
Columbia	108	Pepin	91
Crawford	111	Pierce	72
Dane	125	Polk	103
Dodge	92	Portage	108
Door	194	Price	87
Douglas	121	Racine	0
Dunn	87	Richland	82
Eau Claire	121	Rock	112
Florence	81	Rusk	76
Fond du Lac	98	St. Croix	116
Forest	82	Sauk	177
Grant	83	Sawyer	155
Green	91	Shawano	86
Green Lake	100	Sheboygan	103
Iowa	106	Taylor	78
Iron	112	Trempealeau	83
Jackson	83	Vernon	77
Jefferson	92	Vilas	164
Juneau	88	Walworth	125
Kenosha	110	Washburn	113
Kewaunee	69	Washington	107
La Crosse	128	Waukesha	0
Lafayette	71	Waupaca	87
Langlade	107	Waushara	79
Lincoln	92	Winnebago	0
Manitowoc	0	Wood	95

Statewide Measures

Average	\$92*	Median	\$97
---------	-------	--------	------

**When counties without the sales tax are excluded, the average was \$108.*

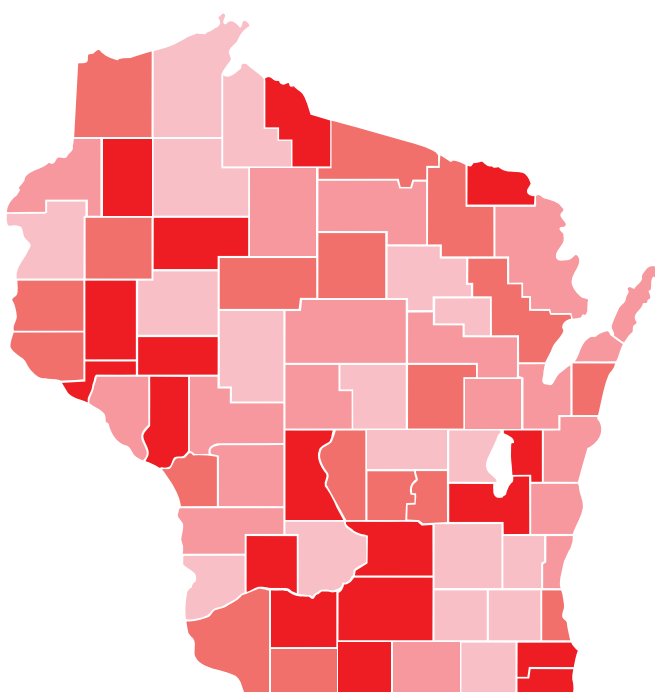
County Debt

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

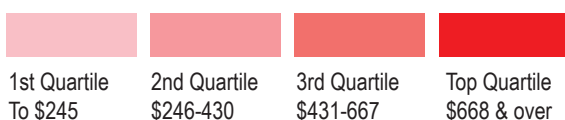
On average in 2020, counties owed \$459 per capita in general obligation debt, up from \$447 in 2019. Two counties, Dodge and Walworth, were debt free in 2020.

General Obligation (GO) Debt Per Capita, 2020

Counties by Quartile, Low to High Amount



Debt: Low to High



Source: Wisconsin Department of Revenue, CMRE

General Obligation (GO) Debt Per Capita, 2020

County	GO Debt	County	GO Debt
Adams	\$502	Marathon	309
Ashland	157	Marinette	407
Barron	638	Marquette	636
Bayfield	188	Menominee	93
Brown	295	Milwaukee	462
Buffalo	334	Monroe	358
Burnett	265	Oconto	485
Calumet	802	Oneida	255
Chippewa	155	Outagamie	353
Clark	216	Ozaukee	249
Columbia	904	Pepin	1,693
Crawford	245	Pierce	568
Dane	778	Polk	241
Dodge	0	Portage	202
Door	406	Price	257
Douglas	651	Racine	855
Dunn	1,100	Richland	1,414
Eau Claire	816	Rock	264
Florence	730	Rusk	762
Fond du Lac	703	St. Croix	652
Forest	544	Sauk	137
Grant	466	Sawyer	139
Green	860	Shawano	414
Green Lake	650	Sheboygan	247
Iowa	1,147	Taylor	489
Iron	1,953	Trempealeau	1,112
Jackson	285	Vernon	288
Jefferson	241	Vilas	498
Juneau	732	Walworth	0
Kenosha	744	Washburn	931
Kewaunee	465	Washington	84
La Crosse	667	Waukesha	208
Lafayette	447	Waupaca	550
Langlade	120	Waushara	81
Lincoln	483	Winnebago	222
Manitowoc	320	Wood	364

Statewide Measures

Average	\$459	Median	\$430
---------	-------	--------	-------



A county's economic health is dependent on many factors including its demography, and is intertwined with county finances. Income, poverty, unemployment, and property values help determine a county's ability to prosper and to provide public services. These factors can also point to the need for services, whether it be income maintenance, health care, job assistance, or redevelopment.

Like some of the other measures in this book, these economic factors are often related. High per capita incomes are correlated with less poverty and joblessness, and often a larger property tax base. The reverse is also true: Low average 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 shrinking labor forces.

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 activity. This is especially important for local governments because new construction determines allowable increases in the property tax levy.

Construction activity has been greatest in counties with easy 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.

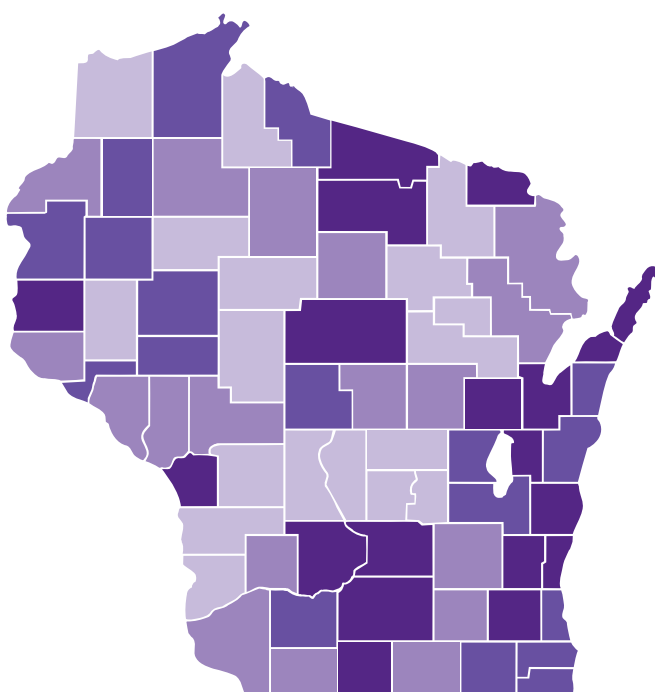
Personal Income

Personal income is a broad economic measure that includes total wages, dividends and interest, rental income, and government payments, among others. To compare large and small counties, we report this measure on a per capita basis.





In 2020, Wisconsin's per capita personal income (PCPI) was \$55,593. This measure was affected by two unusual events in 2020. The pandemic led to massive layoffs in the spring and summer. However, the lost income from those layoffs was partly offset by additional federal unemployment payments and federal stimulus payments.

Per Capita Personal Income, 2020

Counties by Quartile, Low to High Amount



PCPI: Low to High

			
1st Quartile To \$48,292	2nd Quartile \$48,293- 50,579	3rd Quartile \$50,580- 54,316	Top Quartile \$54,317 & over

Source: U.S. Bureau of Economic Analysis

Per Capita Personal Income, 2020

County	PCPI	County	PCPI
Adams	44,159	Marathon	55,136
Ashland	44,520	Marinette	49,557
Barron	53,179	Marquette	45,391
Bayfield	53,369	Menominee	35,082
Brown	56,093	Milwaukee	51,002
Buffalo	50,518	Monroe	45,741
Burnett	48,574	Oconto	50,060
Calumet	55,460	Oneida	54,861
Chippewa	50,639	Outagamie	54,862
Clark	46,154	Ozaukee	87,395
Columbia	56,134	Pepin	54,316
Crawford	46,113	Pierce	48,775
Dane	66,094	Polk	50,730
Dodge	48,547	Portage	49,815
Door	66,516	Price	49,837
Douglas	45,962	Racine	53,094
Dunn	44,626	Richland	48,516
Eau Claire	52,141	Rock	48,836
Florence	56,604	Rusk	48,292
Fond du Lac	52,813	St. Croix	59,602
Forest	44,657	Sauk	55,166
Grant	49,410	Sawyer	50,276
Green	56,620	Shawano	47,067
Green Lake	47,898	Sheboygan	55,616
Iowa	53,603	Taylor	46,070
Iron	53,164	Trempealeau	48,324
Jackson	49,528	Vernon	44,976
Jefferson	49,591	Vilas	55,140
Juneau	42,620	Walworth	53,546
Kenosha	51,229	Washburn	52,457
Kewaunee	52,638	Washington	62,506
La Crosse	54,532	Waukesha	75,958
Lafayette	48,891	Waupaca	49,711
Langlade	48,036	Waushara	44,594
Lincoln	50,216	Winnebago	50,840
Manitowoc	50,829	Wood	50,929

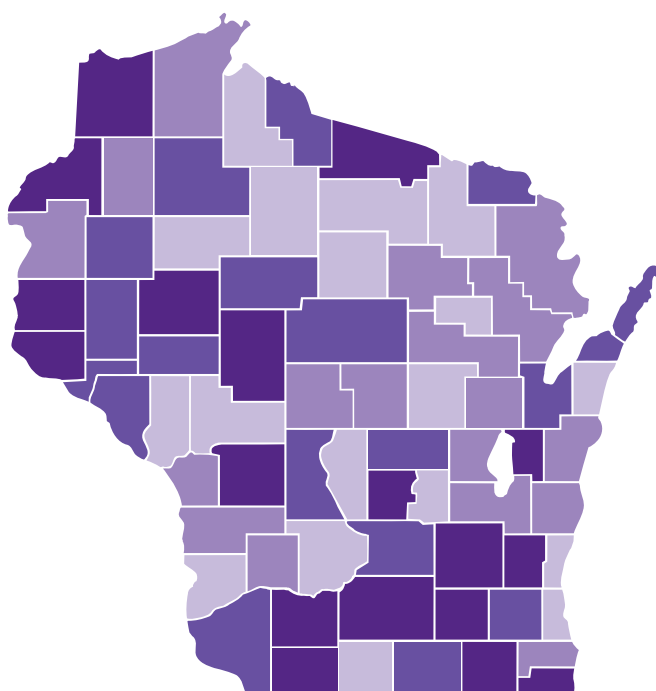
Statewide Measures

Average	\$55,593	Median	\$50,579
---------	----------	--------	----------

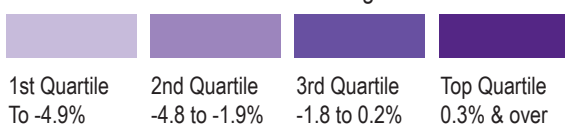
Employment Growth

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 to smooth those aberrations. However, the pandemic continued to negatively impact job numbers in 2021. During 2016-21, the number of jobs state-wide declined 1.0%. In 21 counties, the number of jobs in 2021 was greater than in 2016.

Five-Year Job Growth, 2016-21
Counties by Quartile, Low to High Percent



Growth: Low to High



Source: U.S. Bureau of Labor Statistics, Quarterly
Census of Employment & Wages (QCEW)

Five-Year Job Growth (%), 2016-2021

County	Job Growth	County	Job Growth
Adams	-13.4	Marathon	-1.1
Ashland	-5.4	Marinette	-3.4
Barron	-1.2	Marquette	2.0
Bayfield	-3.3	Menominee	-8.0
Brown	-1.1	Milwaukee	-5.9
Buffalo	0.2	Monroe	2.0
Burnett	0.5	Oconto	-3.2
Calumet	10.0	Oneida	-4.9
Chippewa	2.2	Outagamie	-2.4
Clark	1.6	Ozaukee	-6.7
Columbia	-1.3	Pepin	-0.7
Crawford	-7.5	Pierce	2.7
Dane	1.9	Polk	-2.8
Dodge	0.7	Portage	-4.3
Door	-1.9	Price	-12.6
Douglas	1.9	Racine	-2.5
Dunn	0.1	Richland	-4.7
Eau Claire	-1.3	Rock	0.1
Florence	-1.0	Rusk	-8.8
Fond du Lac	-1.9	St. Croix	2.5
Forest	-5.9	Sauk	-6.2
Grant	-0.9	Sawyer	-0.4
Green	-5.9	Shawano	-2.9
Green Lake	-9.2	Sheboygan	-1.9
Iowa	0.3	Taylor	0.0
Iron	-1.9	Trempealeau	-11.5
Jackson	-10.4	Vernon	-3.0
Jefferson	2.6	Vilas	3.7
Juneau	-1.7	Walworth	0.9
Kenosha	8.8	Washburn	-4.1
Kewaunee	-7.9	Washington	2.8
La Crosse	-2.4	Waukesha	-0.4
Lafayette	7.2	Waupaca	-6.6
Langlade	-2.6	Waushara	-0.8
Lincoln	-6.1	Winnebago	-2.5
Manitowoc	-2.3	Wood	-4.3

Statewide Measures

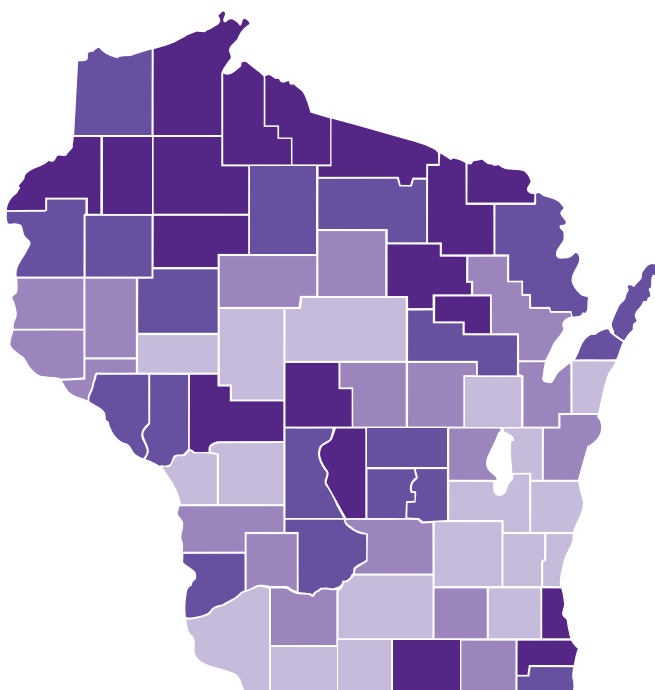
Average	-1.0%	Median	1.9%
---------	-------	--------	------

Unemployment

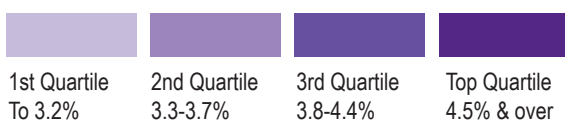
The unemployment rate is another measure of economic health. The rate is calculated as the number of county residents 16 or older who are unemployed and looking for work as a percentage of the total workforce in the county.

The rate spiked from 3.3% in 2019 to 6.3% in 2020 due to the pandemic. In 2021, the average statewide rate fell to 3.8%. Unemployment tends to be higher in the state's rural northern counties.

Unemployment Rate, 2021
Counties by Quartile, Low to High Rate



Unemployment Rate: Low to High



Source: U.S. Bureau of Labor Statistics

Unemployment Rate (%), 2021

County	Rate	County	Rate
Adams	6.2	Marathon	3.0
Ashland	5.0	Marinette	4.4
Barron	3.9	Marquette	4.4
Bayfield	5.7	Menominee	8.6
Brown	3.4	Milwaukee	5.4
Buffalo	4.2	Monroe	3.2
Burnett	5.3	Oconto	3.7
Calumet	2.8	Oneida	4.3
Chippewa	3.9	Outagamie	3.1
Clark	3.2	Ozaukee	3.1
Columbia	3.4	Pepin	3.4
Crawford	4.4	Pierce	3.4
Dane	2.8	Polk	4.2
Dodge	3.2	Portage	3.5
Door	4.4	Price	4.2
Douglas	4.4	Racine	4.7
Dunn	3.6	Richland	3.5
Eau Claire	3.2	Rock	4.4
Florence	4.8	Rusk	4.4
Fond du Lac	3.2	St. Croix	3.4
Forest	6.7	Sauk	4.0
Grant	3.0	Sawyer	5.1
Green	3.0	Shawano	3.7
Green Lake	4.3	Sheboygan	3.1
Iowa	3.4	Taylor	3.3
Iron	6.4	Trempealeau	3.7
Jackson	5.2	Vernon	3.2
Jefferson	3.3	Vilas	4.7
Juneau	4.3	Walworth	3.6
Kenosha	4.3	Washburn	4.5
Kewaunee	2.8	Washington	3.1
La Crosse	3.0	Waukesha	3.1
Lafayette	2.6	Waupaca	3.5
Langlade	4.5	Waushara	4.2
Lincoln	3.7	Winnebago	3.2
Manitowoc	3.4	Wood	4.4

Statewide Measures

Average	3.8%	Median	3.7%
---------	------	--------	------

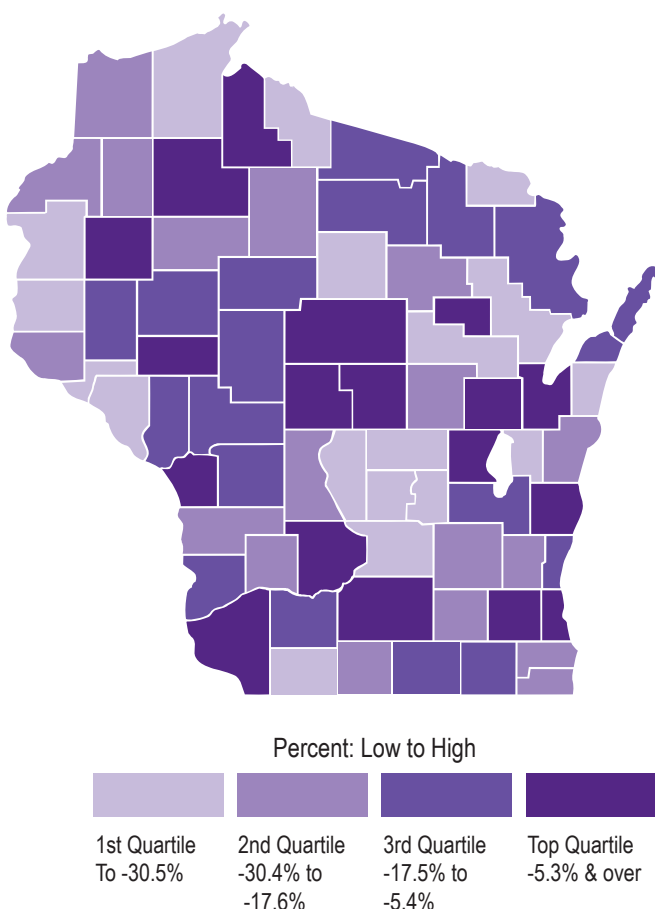
Commuting

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 a different county than 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, a negative number indicates the converse.

Net In-Commuting, Percentage of Labor Force, 2019

Counties by Quartile, Low to High Percent



Source: U.S. Census Bureau

Net In-Commuting, Percentage of Labor Force, 2019

County	% Net In	County	% Net In
Adams	-41.1	Marathon	4.2
Ashland	1.0	Marinette	-13.6
Barron	-3.8	Marquette	-38.5
Bayfield	-33.6	Menominee	25.5
Brown	20.5	Milwaukee	11.4
Buffalo	-56.1	Monroe	-8.1
Burnett	-25.6	Oconto	-54.6
Calumet	-40.3	Oneida	-15.8
Chippewa	-13.8	Outagamie	9.9
Clark	-8.9	Ozaukee	-5.4
Columbia	-31.9	Pepin	-36.1
Crawford	-13.5	Pierce	-27.9
Dane	19.8	Polk	-31.4
Dodge	-19.6	Portage	-1.0
Door	-12.7	Price	-20.9
Douglas	-23.1	Racine	-27.8
Dunn	-12.6	Richland	-24.2
Eau Claire	21.7	Rock	-11.4
Florence	-42.9	Rusk	-22.4
Fond du Lac	-6.6	St. Croix	-32.5
Forest	-15.5	Sauk	3.2
Grant	1.8	Sawyer	-3.4
Green	-18.0	Shawano	-32.4
Green Lake	-37.7	Sheboygan	3.3
Iowa	-17.2	Taylor	-7.8
Iron	-33.2	Trempealeau	-17.1
Jackson	-14.0	Vernon	-28.6
Jefferson	-22.9	Vilas	-10.5
Juneau	-20.3	Walworth	-15.7
Kenosha	-19.3	Washburn	-21.7
Kewaunee	-41.7	Washington	-19.2
La Crosse	20.7	Waukesha	20.4
Lafayette	-36.8	Waupaca	-27.2
Langlade	-26.6	Waushara	-39.6
Lincoln	-30.5	Winnebago	8.8
Manitowoc	-21.3	Wood	4.8

Statewide Measures

Average	-1.7%	Median	-17.6%
---------	-------	--------	--------

Poverty

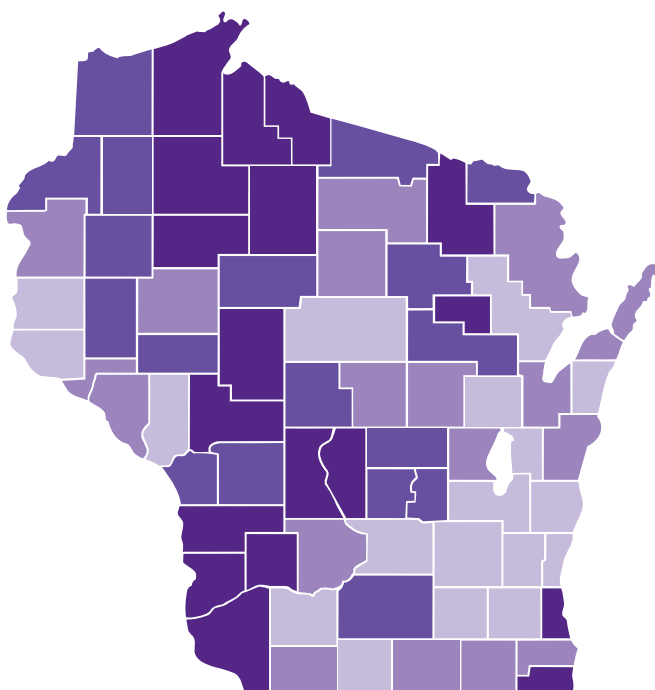
Reducing poverty can limit demand for tax-funded public services. The federal government set the 2020 poverty level for a family of four at \$26,200. Families with incomes at or below that level are considered in poverty.

The statewide poverty rate averaged 10.0% in 2020, down from 10.4% in 2019. Generally, poverty was lowest in southeast Wisconsin and highest in the north and southwest.

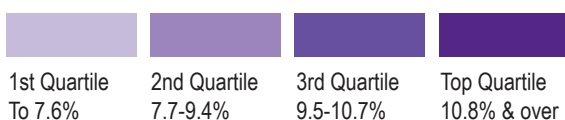
Note: For 2022, the income cutoff for a family of four is \$27,750.

Poverty Rate, 2020

Counties by Quartile, Low to High Rate



Rate: Low to High



Source: U.S. Census Bureau

Poverty Rate (%), 2020

County	Poverty Rate	County	Poverty Rate
Adams	12.3	Marathon	6.7
Ashland	12.5	Marinette	9.4
Barron	10.0	Marquette	10.3
Bayfield	11.0	Menominee	22.6
Brown	8.5	Milwaukee	19.0
Buffalo	8.0	Monroe	10.5
Burnett	10.7	Oconto	7.6
Calumet	4.5	Oneida	7.8
Chippewa	9.4	Outagamie	6.6
Clark	13.1	Ozaukee	4.3
Columbia	6.9	Pepin	9.1
Crawford	13.3	Pierce	7.3
Dane	9.6	Polk	8.9
Dodge	7.2	Portage	8.3
Door	7.8	Price	11.2
Douglas	10.0	Racine	9.4
Dunn	10.1	Richland	13.4
Eau Claire	9.8	Rock	9.3
Florence	10.6	Rusk	11.7
Fond du Lac	7.6	St. Croix	4.9
Forest	12.0	Sauk	8.1
Grant	12.0	Sawyer	12.3
Green	7.4	Shawano	10.3
Green Lake	9.7	Sheboygan	7.6
Iowa	7.2	Taylor	9.6
Iron	11.2	Trempealeau	7.3
Jackson	12.7	Vernon	11.9
Jefferson	7.3	Vilas	9.7
Juneau	11.9	Walworth	8.3
Kenosha	11.0	Washburn	10.4
Kewaunee	6.7	Washington	5.1
La Crosse	10.0	Waukesha	4.2
Lafayette	8.8	Waupaca	8.0
Langlade	10.7	Waushara	10.5
Lincoln	7.7	Winnebago	8.7
Manitowoc	7.9	Wood	9.4

Statewide Measures

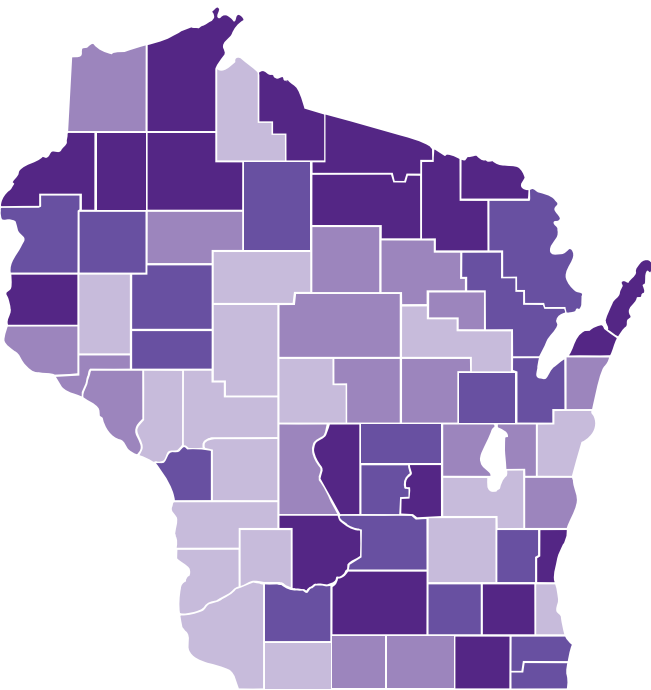
Average	10.0%	Median	9.4%
---------	-------	--------	------

Property Values

Equalized values are state estimates of the current market value of all taxable property in an area, in this case 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 \$110,450 per capita in 2021, a 5.5% increase from 2020.

Of the 10 counties with the highest equalized value per capita, eight are in the rural north. These are generally sparsely-populated counties with large amounts of vacation homes, most of it owned by nonresidents. Also in this group is Door County which is also rural with a large number of vacation properties.

Equalized Values Per Capita, 2021
Counties by Quartile, Low to High Values



Per Capita Value (\$ Thousands): Low to High			
1st Quartile To \$89,001	2nd Quartile \$89,002- 99,176	3rd Quartile \$99,177- 130,669	Top Quartile \$130,670 & over

Source: Wisconsin Department of Revenue

Equalized Values Per Capita, 2021

<u>County</u>	<u>Eq. Value</u>	<u>County</u>	<u>Eq. Value</u>
Adams	\$146,527	Marathon	91,877
Ashland	81,527	Marinette	105,187
Barron	106,970	Marquette	120,727
Bayfield	188,852	Menominee	91,777
Brown	99,804	Milwaukee	81,595
Buffalo	95,655	Monroe	82,957
Burnett	198,853	Oconto	115,614
Calumet	93,415	Oneida	213,238
Chippewa	106,491	Outagamie	100,249
Clark	69,496	Ozaukee	155,263
Columbia	113,647	Pepin	96,683
Crawford	83,867	Pierce	98,740
Dane	139,296	Polk	130,669
Dodge	85,419	Portage	99,103
Door	294,156	Price	105,389
Douglas	93,513	Racine	99,248
Dunn	86,766	Richland	74,658
Eau Claire	100,541	Rock	90,286
Florence	163,621	Rusk	89,644
Fond du Lac	84,847	St. Croix	133,540
Forest	136,122	Sauk	134,415
Grant	74,399	Sawyer	234,321
Green	98,575	Shawano	87,457
Green Lake	133,975	Sheboygan	97,310
Iowa	103,821	Taylor	75,669
Iron	174,343	Trempealeau	88,252
Jackson	89,011	Vernon	77,091
Jefferson	102,445	Vilas	356,924
Juneau	94,736	Walworth	173,225
Kenosha	115,149	Washburn	186,625
Kewaunee	92,403	Washington	130,539
La Crosse	101,709	Waukesha	162,386
Lafayette	79,620	Waupaca	91,271
Langlade	92,668	Waushara	123,343
Lincoln	98,163	Winnebago	92,694
Manitowoc	78,065	Wood	79,719

Statewide Measures

Average	\$110,450	Median	\$99,176
---------	-----------	--------	----------

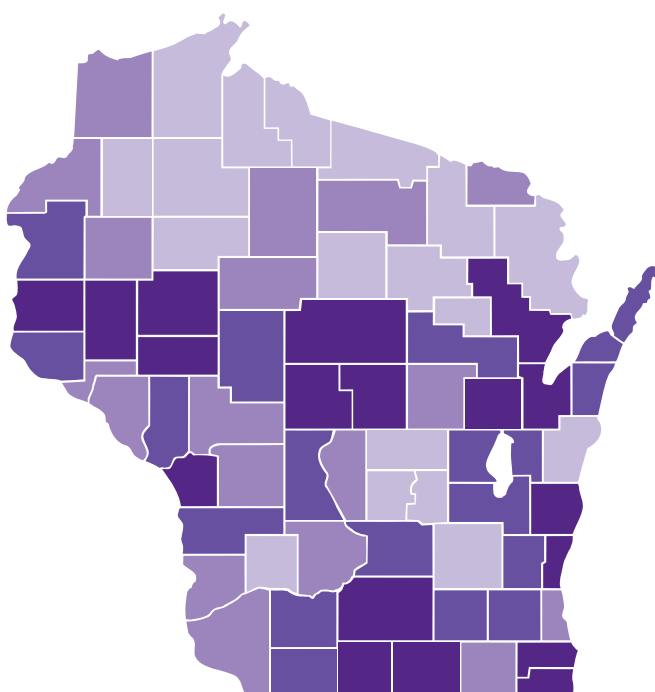
New Construction

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 2021 (activity during 2020) averaged 1.6% statewide, the same as in 2020.

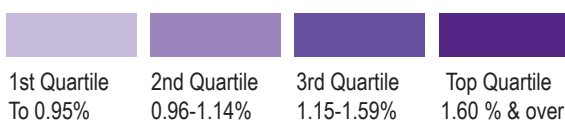
For 2021, 45 counties had net new construction greater than their prior year figure, including eight with increases of 0.5% or more.

Net New Construction, 2021

Counties by Quartile, Low to High Percent Change



Percent: Low to High



Source: Wisconsin Department of Revenue

Net New Construction (%), 2021

County	% NNC	County	% NNC
Adams	1.04	Marathon	1.94
Ashland	0.63	Marinette	0.87
Barron	1.12	Marquette	0.90
Bayfield	0.66	Menominee	-0.03
Brown	1.91	Milwaukee	1.01
Buffalo	0.97	Monroe	0.98
Burnett	1.07	Oconto	1.88
Calumet	1.49	Oneida	1.00
Chippewa	1.98	Outagamie	1.86
Clark	1.49	Ozaukee	1.68
Columbia	1.26	Pepin	1.06
Crawford	0.96	Pierce	1.25
Dane	2.08	Polk	1.35
Dodge	0.86	Portage	1.89
Door	1.20	Price	1.00
Douglas	1.12	Racine	2.74
Dunn	1.65	Richland	0.67
Eau Claire	2.00	Rock	2.60
Florence	1.05	Rusk	0.60
Fond du Lac	1.35	St. Croix	2.16
Forest	0.82	Sauk	0.95
Grant	1.06	Sawyer	0.80
Green	1.69	Shawano	1.52
Green Lake	0.84	Sheboygan	1.95
Iowa	1.27	Taylor	1.13
Iron	0.54	Trempealeau	1.50
Jackson	0.98	Vernon	1.42
Jefferson	1.21	Vilas	0.87
Juneau	1.33	Walworth	1.11
Kenosha	3.25	Washburn	0.81
Kewaunee	1.17	Washington	1.59
La Crosse	1.78	Waukesha	1.54
Lafayette	1.35	Waupaca	1.12
Langlade	0.88	Waushara	0.92
Lincoln	0.95	Winnebago	1.15
Manitowoc	0.86	Wood	1.98

Statewide Measures

Average	1.59%	Median	1.14%
---------	-------	--------	-------

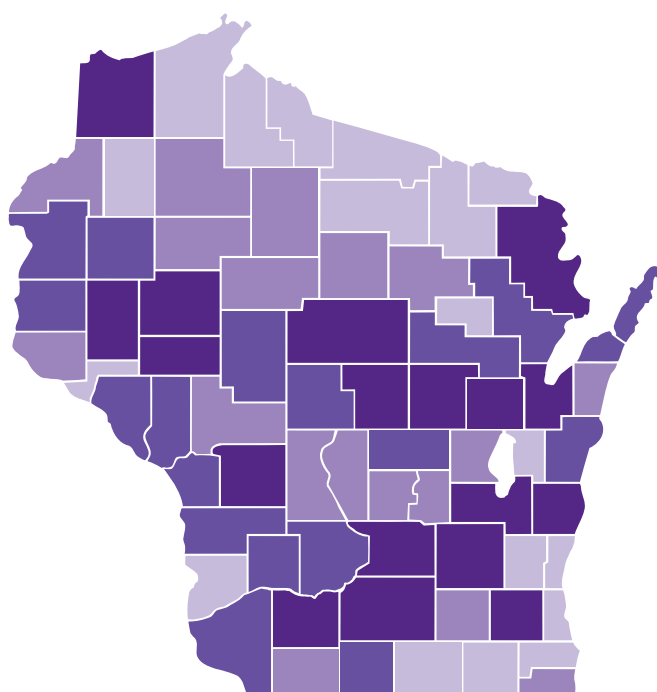
County Highway Miles

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

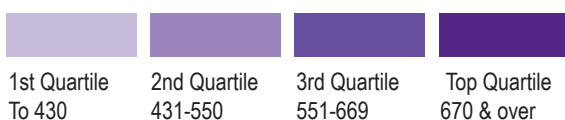
Among many factors accounting for the number of highway miles, geography is among the most important – large counties generally have more county highway miles than small ones.

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, 2021 Counties by Quartile, Low to High Miles



Road Miles: Low to High



Source: Wisconsin Department of Transportation

County Highway Miles, 2021

County	Miles	County	Miles
Adams	453.1	Marathon	1,235.1
Ashland	182.5	Marinette	669.8
Barron	592.6	Marquette	474.4
Bayfield	345.5	Menominee	73.0
Brown	798.2	Milwaukee	409.8
Buffalo	635.7	Monroe	688.0
Burnett	440.1	Oconto	637.2
Calumet	272.2	Oneida	342.5
Chippewa	981.9	Outagamie	743.6
Clark	602.0	Ozaukee	322.1
Columbia	714.4	Pepin	309.4
Crawford	265.0	Pierce	497.4
Dane	1,088.8	Polk	662.7
Dodge	1,077.7	Portage	888.9
Door	590.9	Price	440.1
Douglas	673.7	Racine	338.0
Dunn	851.7	Richland	593.0
Eau Claire	844.4	Rock	429.8
Florence	98.2	Rusk	510.1
Fond du Lac	778.9	St. Croix	668.8
Forest	218.1	Sauk	618.7
Grant	620.7	Sawyer	459.6
Green	555.7	Shawano	588.7
Green Lake	456.5	Sheboygan	910.0
Iowa	734.0	Taylor	496.8
Iron	134.5	Trempealeau	583.2
Jackson	462.2	Vernon	570.4
Jefferson	512.6	Vilas	408.5
Juneau	468.5	Walworth	389.1
Kenosha	501.6	Washburn	397.8
Kewaunee	437.1	Washington	363.9
La Crosse	556.4	Waukesha	885.7
Lafayette	544.5	Waupaca	673.7
Langlade	542.1	Waushara	666.8
Lincoln	542.5	Winnebago	454.4
Manitowoc	571.6	Wood	650.1

Statewide Measures

Average	558.3	Median	550.1
---------	-------	--------	-------

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: 2020 and 2021.

Population Appendix

Population, 2020

County	Population	County	Population
Adams	20,701	Marathon	137,237
Ashland	15,871	Marinette	41,255
Barron	46,522	Marquette	15,387
Bayfield	15,334	Menominee	4,267
Brown	264,821	Milwaukee	944,099
Buffalo	13,671	Monroe	46,882
Burnett	15,486	Oconto	38,853
Calumet	53,338	Oneida	36,268
Chippewa	65,339	Outagamie	187,661
Clark	34,725	Ozaukee	90,630
Columbia	57,134	Pepin	7,393
Crawford	16,679	Pierce	42,413
Dane	543,408	Polk	44,628
Dodge	90,005	Portage	71,670
Door	28,770	Price	14,170
Douglas	44,246	Racine	195,766
Dunn	44,788	Richland	18,034
Eau Claire	103,959	Rock	160,120
Florence	4,467	Rusk	14,879
Fond du Lac	104,370	St. Croix	90,949
Forest	9,183	Sauk	63,343
Grant	52,572	Sawyer	16,903
Green	36,967	Shawano	41,739
Green Lake	19,178	Sheboygan	116,924
Iowa	23,915	Taylor	20,793
Iron	5,909	Trempealeau	30,047
Jackson	20,828	Vernon	30,496
Jefferson	84,692	Vilas	21,769
Juneau	27,250	Walworth	104,086
Kenosha	170,514	Washburn	15,993
Kewaunee	20,746	Washington	138,268
La Crosse	120,447	Waukesha	406,785
Lafayette	17,007	Waupaca	52,155
Langlade	20,063	Waushara	24,436
Lincoln	28,800	Winnebago	169,861
Manitowoc	81,349	Wood	75,381

Statewide Measures

Total	5,854,594	Median	41,497
-------	-----------	--------	--------

Source: Wisconsin Department of Administration, January 1 Estimates

Population, 2021

County	Population	County	Population
Adams	20,784	Marathon	138,934
Ashland	15,879	Marinette	41,502
Barron	46,822	Marquette	15,485
Bayfield	15,474	Menominee	4,306
Brown	267,612	Milwaukee	947,241
Buffalo	13,756	Monroe	47,430
Burnett	15,568	Oconto	39,300
Calumet	54,420	Oneida	36,567
Chippewa	65,832	Outagamie	189,938
Clark	35,034	Ozaukee	92,035
Columbia	57,552	Pepin	7,463
Crawford	16,787	Pierce	42,014
Dane	551,989	Polk	45,086
Dodge	90,033	Portage	71,628
Door	29,090	Price	14,269
Douglas	44,315	Racine	197,249
Dunn	44,218	Richland	18,057
Eau Claire	105,349	Rock	161,899
Florence	4,504	Rusk	14,971
Fond du Lac	104,944	St. Croix	93,150
Forest	9,251	Sauk	64,272
Grant	51,952	Sawyer	17,052
Green	37,448	Shawano	41,937
Green Lake	19,242	Sheboygan	118,495
Iowa	24,146	Taylor	20,955
Iron	5,918	Trempealeau	30,289
Jackson	20,779	Vernon	30,791
Jefferson	85,187	Vilas	22,088
Juneau	27,422	Walworth	104,759
Kenosha	171,455	Washburn	16,088
Kewaunee	20,885	Washington	140,052
La Crosse	120,331	Waukesha	410,666
Lafayette	17,134	Waupaca	52,676
Langlade	20,138	Waushara	24,555
Lincoln	28,873	Winnebago	170,400
Manitowoc	81,792	Wood	75,959

Statewide Measures

Total	5,901,473	Median	41,720
-------	-----------	--------	--------

Source: Wisconsin Department of Administration, January 1 Estimates



22 East Mifflin Street, Suite 900
Madison, Wisconsin
www.forward-analytics.net