

2023

A publication of Forward Analytics

A Division of the Wisconsin Counties Association

THE GREEN BOOK

A book of county facts, 6th Edition









2023

Prepared by

Forward Analytics

A division of the Wisconsin Counties Association

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Introduction

Wisconsin counties play a critical role in our state's prosperity, performing vital functions on behalf of the state. From road maintenance to protecting the state's most vulnerable citizens, county governments provide a vast array of 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 6th 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.

New this year are two sections on housing. The first provides information on the median sale price of single family homes in the county. The second is a measure of housing affordability.

In addition to the 54 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.

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

Mark D. O'Connell

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, housing, 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, which were drawn by the legislature, are specified in state law. County boundary lines generally 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. Counties that are "self-organized" 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 population. Board size can be changed following the decennial census. The number of supervisors also 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.

County Types

Wisconsin County Map, 2023

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 52,200 in Milwaukee County.

Board Size and Population Per District, 2023 (in thousands)

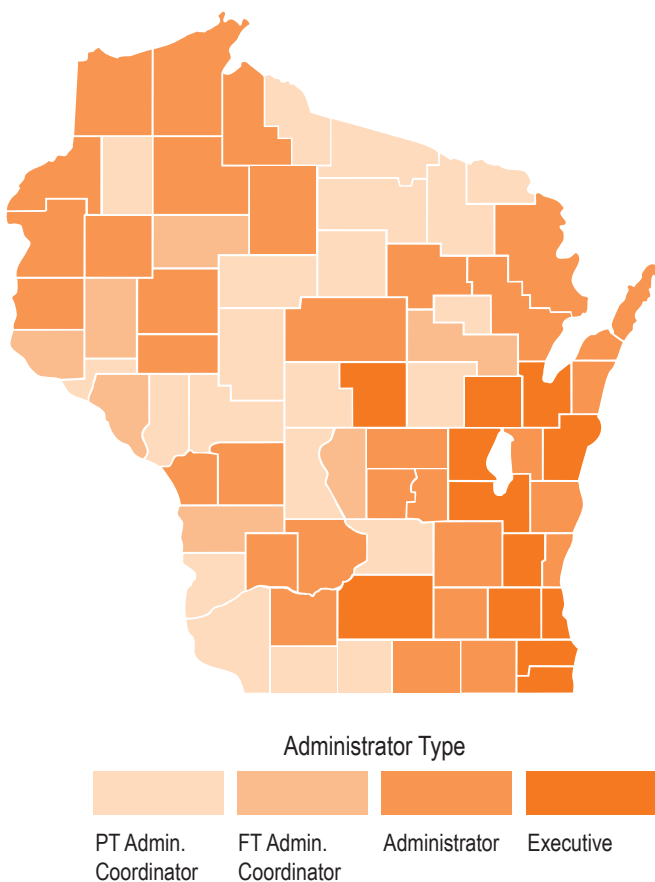
County	Bd. Size	Pop./ Dist.	County	Bd. Size	Pop./ Dist.
Adams	20	1.0	Marathon	38	3.7
Ashland	21	0.8	Marinette	30	1.4
Barron	29	1.6	Marquette	17	0.9
Bayfield	13	1.2	Menominee	7	0.6
Brown	26	10.5	Milwaukee	18	52.2
Buffalo	14	1.0	Monroe	16	2.9
Burnett	21	0.8	Oconto	31	1.3
Calumet	21	2.6	Oneida	21	1.8
Chippewa	21	3.2	Outagamie	36	5.4
Clark	29	1.2	Ozaukee	26	3.6
Columbia	28	2.1	Pepin	12	0.6
Crawford	17	0.9	Pierce	17	2.5
Dane	37	15.7	Polk	15	3.0
Dodge	33	2.7	Portage	25	2.8
Door	21	1.4	Price	13	1.1
Douglas	21	2.1	Racine	21	9.4
Dunn	29	1.6	Richland	21	0.8
Eau Claire	29	3.7	Rock	29	5.7
Florence	12	0.4	Rusk	19	0.7
Fond du Lac	25	4.2	St. Croix	19	5.1
Forest	21	0.4	Sauk	31	2.1
Grant	17	3.0	Sawyer	15	1.2
Green	31	1.2	Shawano	27	1.5
Green Lake	19	1.0	Sheboygan	25	4.8
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	2.9	Vilas	21	1.1
Juneau	21	1.3	Walworth	11	9.6
Kenosha	23	7.4	Washburn	21	0.8
Kewaunee	20	1.0	Washington	21	6.6
La Crosse	30	4.1	Waukesha	25	16.4
Lafayette	16	1.0	Waupaca	27	1.9
Langlade	21	0.9	Waushara	11	2.2
Lincoln	22	1.3	Winnebago	36	4.8
Manitowoc	25	3.3	Wood	19	3.9

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 2023, 12 counties had an elected county executive and 32 had a county administrator. The remaining 28 counties designated either a full-time (8) or part-time (20) administrative coordinator.

Administration Type, 2023



Source: Wisconsin Counties Association, 6/1/23

Administration Type, 2023

<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	Coord.-FT
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.-FT	Winnebago	Exec.
Manitowoc	Exec.	Wood	Coord.-PT

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



There are many angles from which one can analyze county population. The most basic is whether it is growing or declining. However, it is also useful to know the age distribution of county residents, as well as their levels of education.

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.

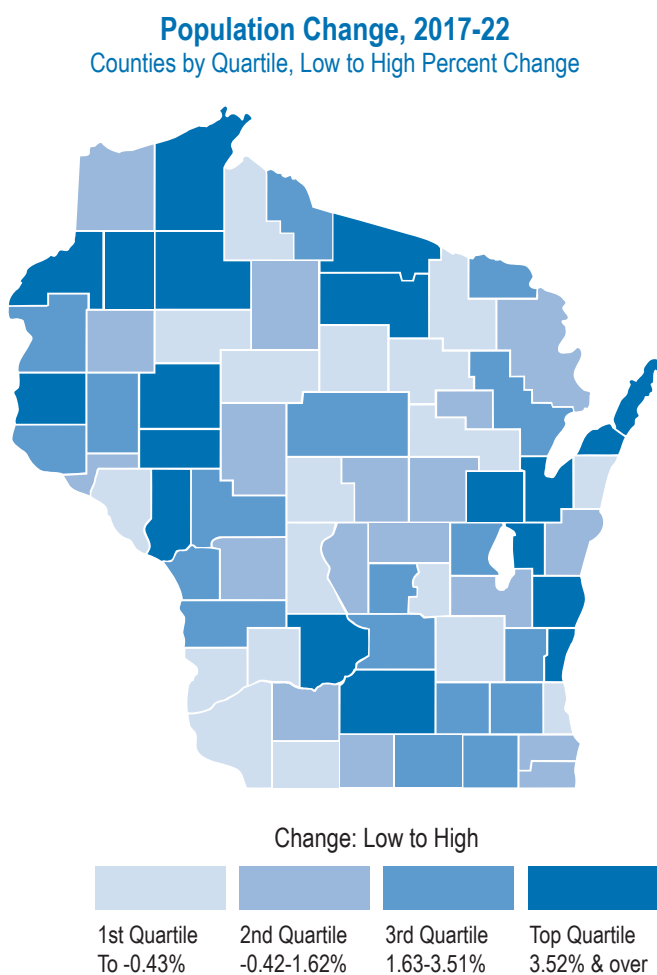
Six demographic measures are provided in this section. Although presented separately, some of these measures are related to each other. For example, the working-age share of the population depends not only on the size of that age group, but also on the size of the school-aged and senior populations.

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

Both internal and external factors affect changes in population. Internally, the number of births, the number of deaths, and the number of people moving out of the county play a large role. 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, 2017-22

County	% Change	County	% Change
Adams	0.93	Marathon	3.16
Ashland	-0.43	Marinette	1.58
Barron	1.39	Marquette	1.71
Bayfield	5.84	Menominee	0.42
Brown	5.28	Milwaukee	-0.63
Buffalo	-2.93	Monroe	1.28
Burnett	7.10	Oconto	2.92
Calumet	5.12	Oneida	4.72
Chippewa	4.22	Outagamie	5.48
Clark	0.15	Ozaukee	4.99
Columbia	2.76	Pepin	-0.37
Crawford	-3.46	Pierce	2.24
Dane	10.93	Polk	2.67
Dodge	-1.21	Portage	0.56
Door	7.01	Price	-0.01
Douglas	0.57	Racine	1.53
Dunn	1.91	Richland	-3.43
Eau Claire	5.55	Rock	3.51
Florence	2.39	Rusk	-3.47
Fond du Lac	0.44	St. Croix	9.61
Forest	-0.71	Sauk	6.84
Grant	-2.95	Sawyer	8.41
Green	1.53	Shawano	-0.86
Green Lake	-0.44	Sheboygan	3.54
Iowa	0.44	Taylor	-3.46
Iron	3.34	Trempealeau	4.86
Jackson	1.66	Vernon	2.83
Jefferson	2.56	Vilas	7.09
Juneau	-0.85	Walworth	3.45
Kenosha	1.31	Washburn	4.95
Kewaunee	-0.78	Washington	2.67
La Crosse	2.91	Waukesha	3.15
Lafayette	-2.08	Waupaca	0.40
Langlade	-3.06	Waushara	0.55
Lincoln	-1.38	Winnebago	2.06
Manitowoc	0.45	Wood	-0.56

Statewide Measures

Average	2.87%	Median	1.63%
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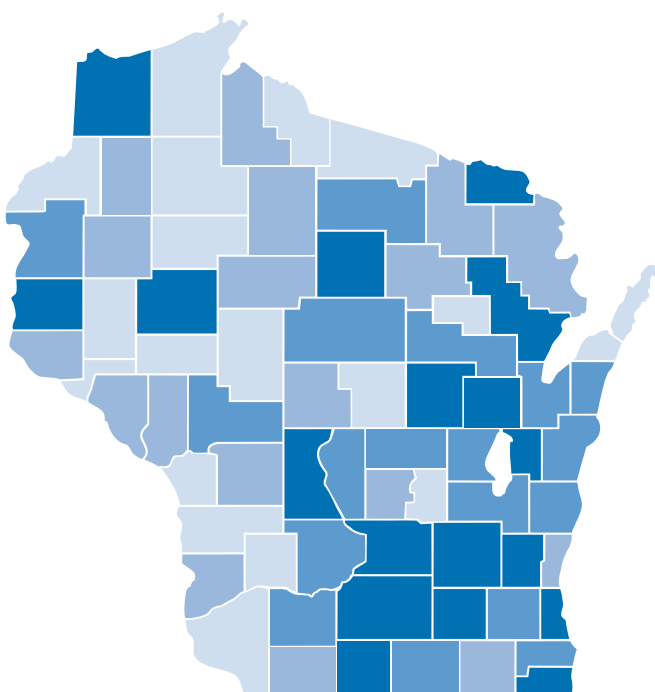
Working-Age Population

Counties with larger working-age populations tend to have higher average incomes. In these counties, there are more wage earners over which to spread the cost of public services and, likely, fewer residents in need of county services.

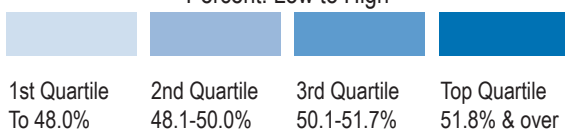
In 2021, just over half (51.1%) of Wisconsin residents were 25 to 64 years of age, down two full percentage points from 2010. As the senior population (see pages 12-13) grows rapidly for the foreseeable future, this percentage will continue to fall.

Percentage of Population 25 to 64, 2021

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage of Population 25 to 64, 2021

County	% 25-64	County	% 25-64
Adams	50.0	Marathon	51.3
Ashland	48.3	Marinette	49.9
Barron	49.1	Marquette	49.3
Bayfield	47.8	Menominee	43.4
Brown	51.7	Milwaukee	52.3
Buffalo	49.9	Monroe	49.9
Burnett	47.8	Oconto	52.3
Calumet	53.1	Oneida	50.0
Chippewa	52.4	Outagamie	52.6
Clark	44.9	Ozaukee	49.6
Columbia	53.1	Pepin	48.0
Crawford	48.5	Pierce	48.2
Dane	52.1	Polk	51.2
Dodge	54.5	Portage	47.5
Door	47.1	Price	48.7
Douglas	52.2	Racine	51.4
Dunn	46.1	Richland	47.1
Eau Claire	47.7	Rock	51.5
Florence	52.5	Rusk	47.8
Fond du Lac	51.1	St. Croix	53.2
Forest	49.5	Sauk	50.5
Grant	44.3	Sawyer	47.9
Green	51.7	Shawano	50.1
Green Lake	47.9	Sheboygan	51.1
Iowa	51.2	Taylor	49.8
Iron	47.6	Trempealeau	49.0
Jackson	51.7	Vernon	46.6
Jefferson	52.2	Vilas	47.0
Juneau	52.5	Walworth	48.3
Kenosha	53.2	Washburn	48.4
Kewaunee	50.5	Washington	52.4
La Crosse	47.4	Waukesha	51.6
Lafayette	48.1	Waupaca	51.8
Langlade	49.0	Waushara	50.5
Lincoln	52.9	Winnebago	51.2
Manitowoc	50.5	Wood	49.8

Statewide Measures

Average	51.1%	Median	50.0%
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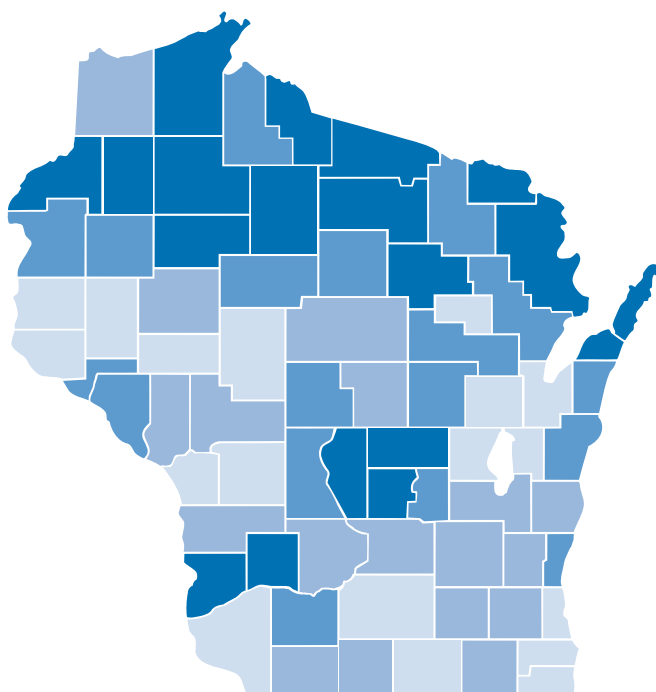
Senior Population

Wisconsin, like the rest of the nation, is experiencing the retirement of the baby boomers. Since 2010, Wisconsin's 65-or-older population has increased by nearly 280,000. As this group leaves the workforce, counties may struggle with worker shortages. Additionally, as this large cohort ages, the demand for assisted living, nursing homes, and various social services will rise.

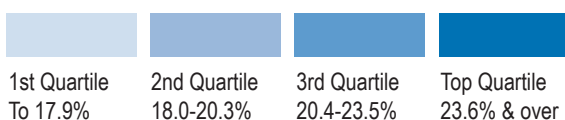
Residents 65 or older accounted for 17.9% of the state's population in 2021, up from 13.7% in 2010. In 54 of 72 counties, the senior share of the population was above the state average. In 15 counties, seniors accounted for more than a quarter of the population in 2021.

Percentage of Population 65 or Older, 2021

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage of Population 65 or Older, 2021

County	% 65+	County	% 65+
Adams	31.0	Marathon	18.6
Ashland	20.7	Marinette	24.9
Barron	22.7	Marquette	25.5
Bayfield	29.6	Menominee	13.3
Brown	15.9	Milwaukee	14.3
Buffalo	22.9	Monroe	17.8
Burnett	30.7	Oconto	21.4
Calumet	16.7	Oneida	27.3
Chippewa	18.8	Outagamie	15.8
Clark	17.1	Ozaukee	20.7
Columbia	18.9	Pepin	23.5
Crawford	24.2	Pierce	15.8
Dane	14.7	Polk	21.9
Dodge	18.4	Portage	18.0
Door	31.1	Price	27.9
Douglas	20.0	Racine	17.5
Dunn	16.4	Richland	24.5
Eau Claire	16.4	Rock	17.3
Florence	29.1	Rusk	25.7
Fond du Lac	19.3	St. Croix	15.3
Forest	23.4	Sauk	19.5
Grant	17.9	Sawyer	27.3
Green	19.9	Shawano	21.6
Green Lake	23.1	Sheboygan	19.0
Iowa	20.3	Taylor	20.4
Iron	31.9	Trempealeau	18.9
Jackson	19.7	Vernon	20.3
Jefferson	18.3	Vilas	30.9
Juneau	21.3	Walworth	19.1
Kenosha	15.2	Washburn	27.5
Kewaunee	21.6	Washington	19.2
La Crosse	17.4	Waukesha	19.6
Lafayette	19.9	Waupaca	21.1
Langlade	25.0	Waushara	25.3
Lincoln	22.6	Winnebago	17.0
Manitowoc	21.8	Wood	21.4

Statewide Measures

Average	17.9%	Median	20.3%
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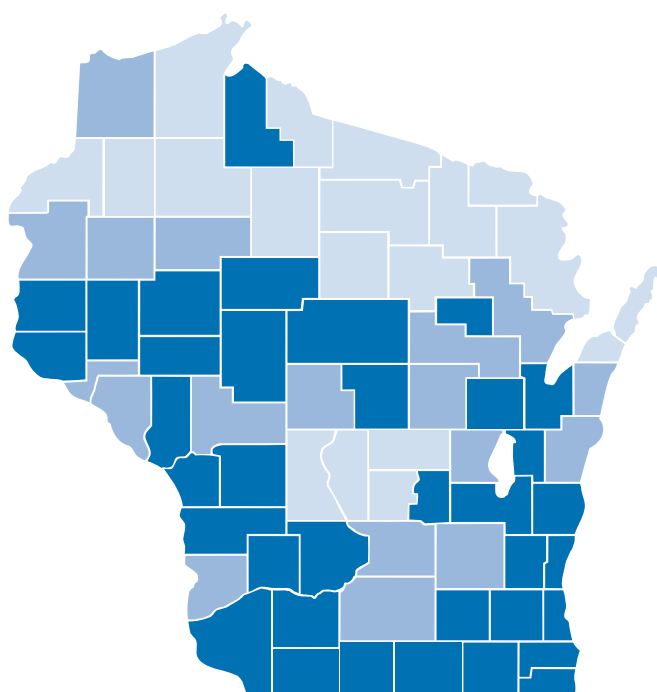
School-Age Population

Wisconsin's school-aged population has been declining for more than a decade. In 2010, the 5-to-19 year old cohort comprised more than 20% of the state population. By 2021, it had fallen to 18.8%.

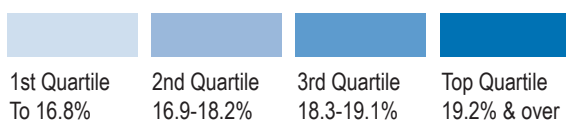
It is often said that the children of today are the workers of tomorrow. For counties, the number of young people represents a potential future workforce. Declines in the size of this cohort will likely lead to future workforce challenges.

Percentage of Population 5 to 19, 2021

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage of Population 5 to 19, 2021

County	% 5-19	County	% 5-19
Adams	12.0	Marathon	19.1
Ashland	19.1	Marinette	16.2
Barron	18.1	Marquette	16.4
Bayfield	14.3	Menominee	28.3
Brown	20.1	Milwaukee	20.1
Buffalo	17.4	Monroe	21.2
Burnett	14.2	Oconto	17.0
Calumet	20.0	Oneida	14.4
Chippewa	18.3	Outagamie	19.8
Clark	24.2	Ozaukee	18.9
Columbia	17.7	Pepin	18.1
Crawford	17.3	Pierce	20.8
Dane	18.0	Polk	17.5
Dodge	16.9	Portage	18.7
Door	14.1	Price	15.2
Douglas	17.1	Racine	19.3
Dunn	20.2	Richland	18.5
Eau Claire	19.1	Rock	19.4
Florence	12.4	Rusk	17.2
Fond du Lac	18.5	St. Croix	20.6
Forest	16.3	Sauk	19.0
Grant	21.0	Sawyer	16.4
Green	18.8	Shawano	18.0
Green Lake	18.5	Sheboygan	18.7
Iowa	18.6	Taylor	19.6
Iron	13.7	Trempealeau	20.2
Jackson	18.0	Vernon	21.8
Jefferson	18.9	Vilas	14.3
Juneau	16.8	Walworth	18.9
Kenosha	19.5	Washburn	16.0
Kewaunee	17.9	Washington	18.5
La Crosse	19.1	Waukesha	18.4
Lafayette	20.2	Waupaca	17.3
Langlade	16.3	Waushara	15.6
Lincoln	15.4	Winnebago	18.1
Manitowoc	17.6	Wood	18.1

Statewide Measures

Average	18.8%	Median	18.2%
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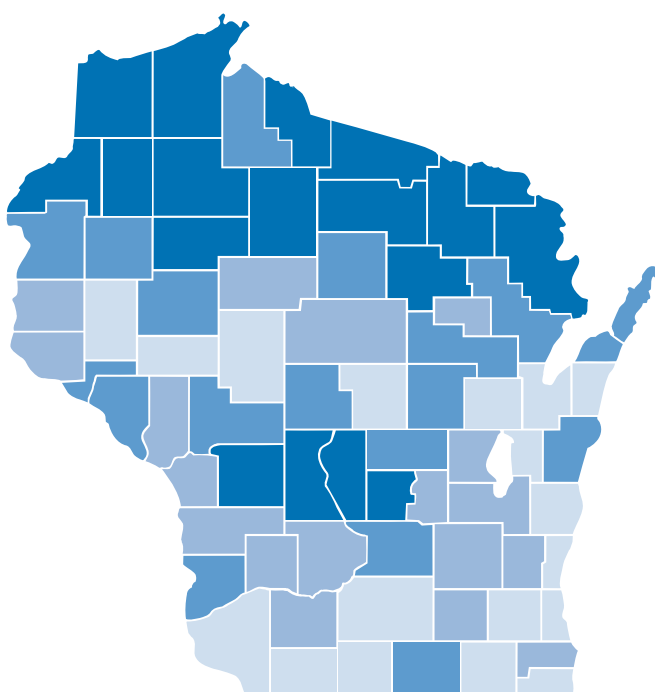
Veterans

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.

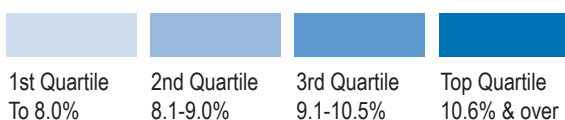
Statewide, veterans comprised an estimated 8.1% of the 18-or-older population in 2020. In 24 mostly rural counties, that percentage was above 10%. The state's two largest counties had significant numbers of veterans, but they comprised a relatively small percentage of the population.

Veterans, Percentage of Adult Population, 2020

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Department of Veterans Affairs, 2020 estimate

Veterans, Percentage of Adult Population, 2020

County	% Veterans	County	% Veterans
Adams	12.1	Marathon	8.2
Ashland	10.5	Marinette	11.7
Barron	10.0	Marquette	11.8
Bayfield	11.3	Menominee	8.6
Brown	7.9	Milwaukee	6.3
Buffalo	9.1	Monroe	14.9
Burnett	14.0	Oconto	9.9
Calumet	6.9	Oneida	11.5
Chippewa	9.5	Outagamie	8.0
Clark	7.7	Ozaukee	6.3
Columbia	9.4	Pepin	9.3
Crawford	9.8	Pierce	8.1
Dane	6.6	Polk	9.9
Dodge	9.0	Portage	7.0
Door	9.0	Price	11.5
Douglas	10.8	Racine	8.8
Dunn	7.7	Richland	8.6
Eau Claire	7.9	Rock	9.0
Florence	14.4	Rusk	10.6
Fond du Lac	8.2	St. Croix	8.8
Forest	12.9	Sauk	8.9
Grant	7.1	Sawyer	11.9
Green	7.7	Shawano	9.3
Green Lake	8.9	Sheboygan	7.9
Iowa	8.5	Taylor	8.4
Iron	11.2	Trempealeau	8.7
Jackson	10.2	Vernon	8.3
Jefferson	8.4	Vilas	12.8
Juneau	11.0	Walworth	7.4
Kenosha	7.4	Washburn	13.2
Kewaunee	7.7	Washington	8.2
La Crosse	9.0	Waukesha	7.1
Lafayette	7.0	Waupaca	10.4
Langlade	10.9	Waushara	10.3
Lincoln	10.1	Winnebago	8.2
Manitowoc	9.0	Wood	9.1

Statewide Measures

Average	8.1%	Median	9.0%
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Educational Attainment

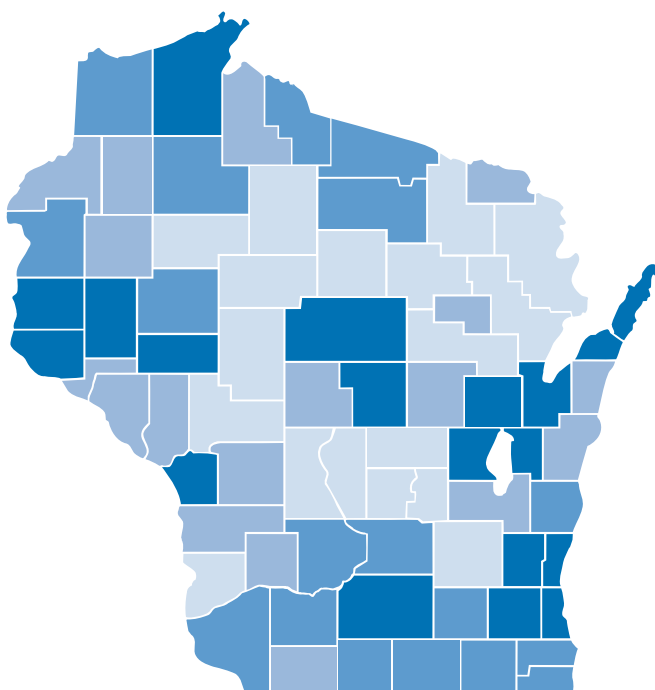
Higher-paying jobs often require a post-secondary degree, be that an associate, bachelor's, or advanced degree. The percentage of a county's 25-or-older population with at least an associate degree indicates a skilled workforce demanded by today's employers.

In 2021, 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.

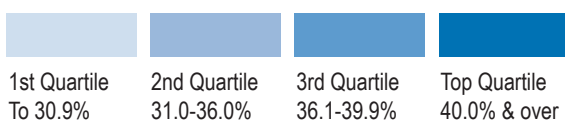
In 11 less-populous counties, residents with at least an associate degree accounted for under 30% of the population.

Percentage with Associate Degree or More, 2021

Counties by Quartile, Low to High Percent



Percent: Low to High



Source: U.S. Census Bureau

Percentage with Associate Degree or More, 2021

County	% Assoc. +	County	% Assoc. +
Adams	23.6	Marathon	40.5
Ashland	32.5	Marinette	30.9
Barron	35.1	Marquette	24.1
Bayfield	46.5	Menominee	31.1
Brown	44.4	Milwaukee	40.5
Buffalo	33.8	Monroe	32.6
Burnett	32.5	Oconto	30.2
Calumet	45.1	Oneida	38.9
Chippewa	38.4	Outagamie	44.2
Clark	23.7	Ozaukee	58.4
Columbia	36.2	Pepin	35.1
Crawford	30.0	Pierce	42.1
Dane	62.2	Polk	36.1
Dodge	30.7	Portage	46.0
Door	43.9	Price	30.0
Douglas	39.9	Racine	37.7
Dunn	41.3	Richland	31.2
Eau Claire	48.8	Rock	36.1
Florence	31.7	Rusk	29.4
Fond du Lac	35.8	St. Croix	50.6
Forest	26.8	Sauk	37.6
Grant	38.6	Sawyer	36.3
Green	37.3	Shawano	29.8
Green Lake	30.7	Sheboygan	38.4
Iowa	38.3	Taylor	26.0
Iron	39.1	Trempealeau	35.8
Jackson	27.2	Vernon	35.2
Jefferson	38.6	Vilas	38.3
Juneau	26.7	Walworth	39.6
Kenosha	39.6	Washburn	35.0
Kewaunee	33.6	Washington	45.5
La Crosse	48.5	Waukesha	56.4
Lafayette	31.9	Waupaca	31.9
Langlade	27.5	Waushara	25.9
Lincoln	30.7	Winnebago	41.0
Manitowoc	34.4	Wood	33.7

Statewide Measures

Average	41.8%	Median	36.0%
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Counties provide many services, from child welfare, 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 \$1,042 per capita in 2021. By county, spending ranged from over \$650 to more than \$3,300 per resident. Counties with relatively small populations and significant fixed costs often have higher per capita costs.

The largest share of county expenditures (35%) paid for health and human service programs delivered to a variety of groups, including children, seniors, veterans, and those with mentally illness. 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.

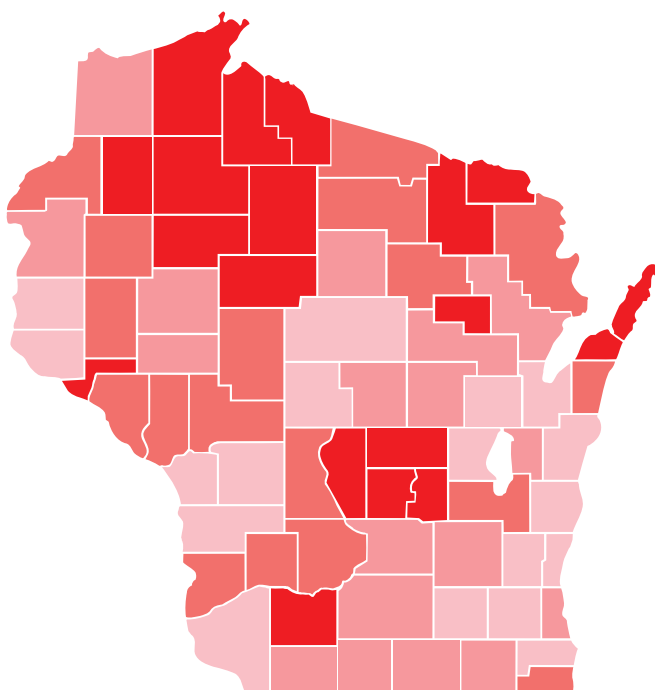
Total Spending

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.

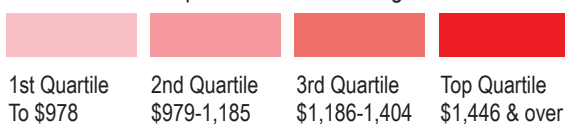
Per capita spending in 2021 averaged \$1,042 per resident statewide and was generally higher in less populous counties.

Total County Expenditures Per Capita, 2021

Counties by Quartile, Low to High Amount



Expenditures: Low to High



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

Total County Expenditures Per Capita, 2021

<u>County</u>	<u>Total Exp.</u>	<u>County</u>	<u>Total Exp.</u>
Adams	\$1,792	Marathon	900
Ashland	1,657	Marinette	1,302
Barron	1,264	Marquette	1,871
Bayfield	1,710	Menominee	2,274
Brown	905	Milwaukee	1,176
Buffalo	1,210	Monroe	947
Burnett	1,446	Oconto	990
Calumet	1,102	Oneida	1,226
Chippewa	1,149	Outagamie	764
Clark	1,192	Ozaukee	751
Columbia	1,180	Pepin	2,543
Crawford	1,209	Pierce	893
Dane	1,129	Polk	1,031
Dodge	1,005	Portage	991
Door	1,828	Price	1,479
Douglas	1,100	Racine	674
Dunn	1,205	Richland	1,349
Eau Claire	1,095	Rock	1,056
Florence	2,458	Rusk	1,994
Fond du Lac	1,186	St. Croix	810
Forest	1,693	Sauk	1,226
Grant	744	Sawyer	1,722
Green	989	Shawano	1,103
Green Lake	1,880	Sheboygan	869
Iowa	1,504	Taylor	1,470
Iron	3,392	Trempealeau	1,370
Jackson	1,408	Vernon	974
Jefferson	909	Vilas	1,358
Juneau	1,399	Walworth	1,014
Kenosha	1,249	Washburn	1,805
Kewaunee	1,237	Washington	668
La Crosse	970	Waukesha	657
Lafayette	1,059	Waupaca	1,181
Langlade	1,206	Waushara	1,616
Lincoln	1,185	Winnebago	739
Manitowoc	916	Wood	978

Statewide Measures

Average	\$1,042	Median	\$1,185
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Highway Expenditures

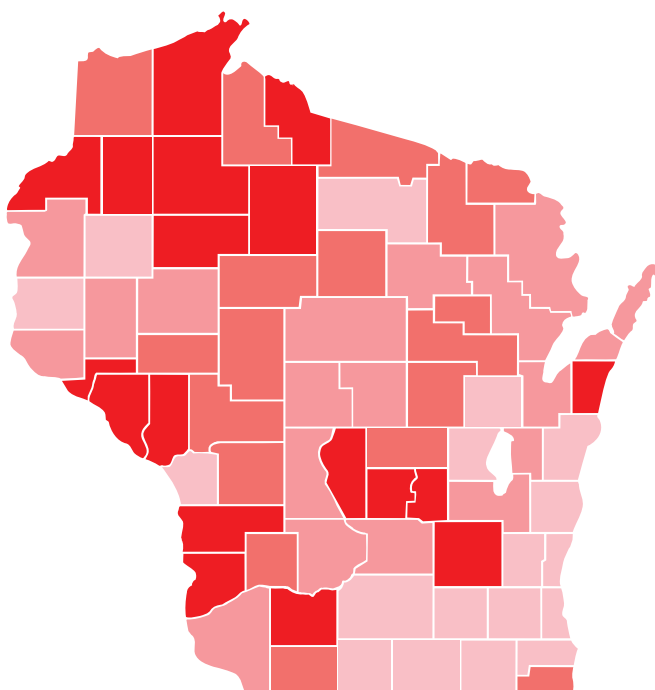
Counties are responsible for maintaining, repairing, and upgrading more than 40,000 miles of county roads. They are also responsible for maintaining any state or interstate highways within their boundaries. Some counties also maintain town roads.

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.

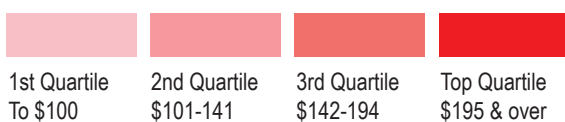
Statewide, county highway spending averaged \$93 per capita in 2021, unchanged from 2020. As counties are responsible for state and interstate highways, expenditures listed here will not correlate perfectly with the county road miles reported on page 59.

Highway Expenditures Per Capita, 2021

Counties by Quartile, Low to High Amount



Expenditures: Low to High



Source: Wisconsin Department of Revenue, CMRE

Highway Expenditures Per Capita, 2021

<u>County</u>	<u>Hwy. Exp.</u>	<u>County</u>	<u>Hwy. Exp.</u>
Adams	\$251	Marathon	107
Ashland	170	Marinette	103
Barron	85	Marquette	238
Bayfield	290	Menominee	182
Brown	102	Milwaukee	32
Buffalo	354	Monroe	148
Burnett	212	Oconto	107
Calumet	109	Oneida	91
Chippewa	140	Outagamie	74
Clark	153	Ozaukee	63
Columbia	102	Pepin	221
Crawford	195	Pierce	125
Dane	54	Polk	133
Dodge	206	Portage	141
Door	131	Price	304
Douglas	149	Racine	34
Dunn	133	Richland	148
Eau Claire	162	Rock	42
Florence	175	Rusk	228
Fond du Lac	122	St. Croix	96
Forest	141	Sauk	103
Grant	102	Sawyer	217
Green	84	Shawano	146
Green Lake	253	Sheboygan	90
Iowa	279	Taylor	188
Iron	265	Trempealeau	251
Jackson	176	Vernon	208
Jefferson	90	Vilas	194
Juneau	126	Walworth	100
Kenosha	162	Washburn	429
Kewaunee	234	Washington	60
La Crosse	68	Waukesha	73
Lafayette	146	Waupaca	162
Langlade	122	Waushara	166
Lincoln	176	Winnebago	57
Manitowoc	80	Wood	101

Statewide Measures

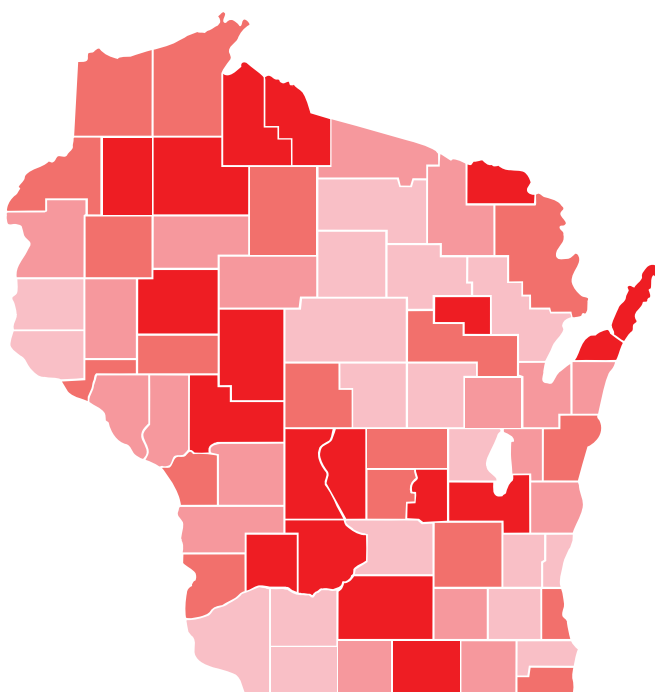
Average	\$93	Median	\$141
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Health & Human Services

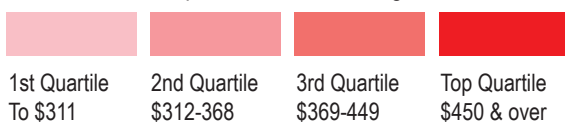
Health and human services (HHS) is largest expenditure category for counties, accounting for 35% of all county spending. According to the Wisconsin Department of Revenue, spending in this area includes “health officers, health inspections, mental health programs, general relief, cemetery, humane shelter, institution care, social programs, aging and veterans programs.” In 2021, HHS spending statewide averaged \$367 per resident. Among individual counties, spending ranged from \$132 to \$1,108 per capita.

HHS Expenditures Per Capita, 2021

Counties by Quartile, Low to High Amount



Expenditures: Low to High



Source: Wisconsin Department of Revenue, CMRE

HHS Expenditures Per Capita, 2021

<u>County</u>	<u>HHS Exp.</u>	<u>County</u>	<u>HHS Exp.</u>
Adams	\$510	Marathon	217
Ashland	656	Marinette	384
Barron	449	Marquette	395
Bayfield	417	Menominee	1,108
Brown	327	Milwaukee	402
Buffalo	325	Monroe	367
Burnett	386	Oconto	306
Calumet	359	Oneida	285
Chippewa	533	Outagamie	326
Clark	465	Ozaukee	207
Columbia	309	Pepin	446
Crawford	398	Pierce	275
Dane	480	Polk	339
Dodge	377	Portage	308
Door	502	Price	410
Douglas	404	Racine	132
Dunn	345	Richland	494
Eau Claire	437	Rock	620
Florence	479	Rusk	322
Fond du Lac	469	St. Croix	259
Forest	315	Sauk	552
Grant	311	Sawyer	515
Green	349	Shawano	368
Green Lake	459	Sheboygan	348
Iowa	189	Taylor	365
Iron	733	Trempealeau	345
Jackson	520	Vernon	317
Jefferson	366	Vilas	312
Juneau	533	Walworth	314
Kenosha	444	Washburn	480
Kewaunee	356	Washington	223
La Crosse	433	Waukesha	219
Lafayette	307	Waupaca	290
Langlade	293	Waushara	438
Lincoln	219	Winnebago	310
Manitowoc	379	Wood	382

Statewide Measures

Average	\$367	Median	\$368
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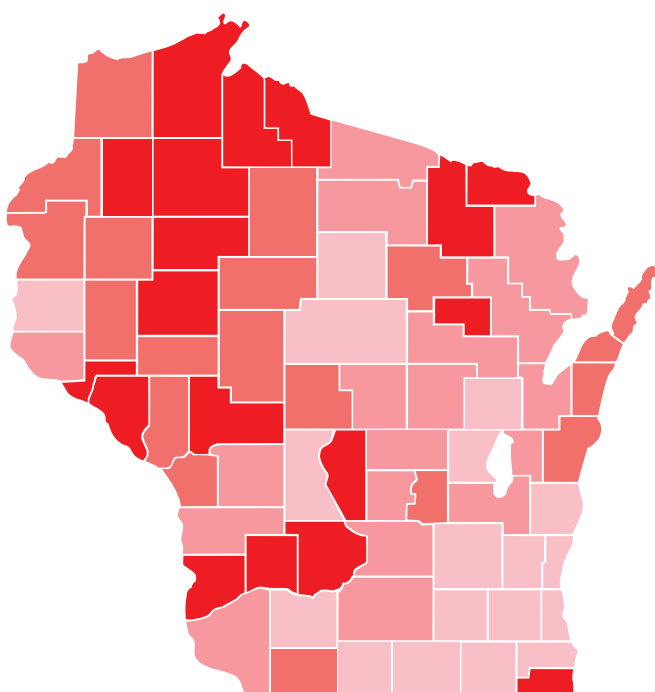
State Aids

State aids fund just over one quarter 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.

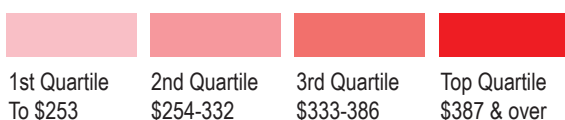
Total state aids to counties averaged \$275 per person across the state in 2021. Generally, per capita aids were highest in the north and lowest in the southeast.

Total State Aids Per Capita, 2021

Counties by Quartile, Low to High Amount



Aids: Low to High



Source: Wisconsin Department of Revenue, CMRE

Total State Aids Per Capita, 2021

County	State Aid	County	State Aid
Adams	\$399	Marathon	195
Ashland	638	Marinette	332
Barron	386	Marquette	315
Bayfield	500	Menominee	1,250
Brown	307	Milwaukee	252
Buffalo	428	Monroe	285
Burnett	376	Oconto	268
Calumet	278	Oneida	268
Chippewa	586	Outagamie	218
Clark	351	Ozaukee	179
Columbia	326	Pepin	537
Crawford	447	Pierce	273
Dane	312	Polk	385
Dodge	222	Portage	264
Door	352	Price	386
Douglas	374	Racine	166
Dunn	340	Richland	577
Eau Claire	354	Rock	110
Florence	695	Rusk	557
Fond du Lac	328	St. Croix	166
Forest	391	Sauk	453
Grant	277	Sawyer	405
Green	253	Shawano	288
Green Lake	350	Sheboygan	228
Iowa	224	Taylor	367
Iron	863	Trempealeau	369
Jackson	496	Vernon	319
Jefferson	233	Vilas	271
Juneau	237	Walworth	168
Kenosha	417	Washburn	394
Kewaunee	348	Washington	186
La Crosse	373	Waukesha	142
Lafayette	343	Waupaca	277
Langlade	357	Waushara	277
Lincoln	221	Winnebago	238
Manitowoc	333	Wood	352

Statewide Measures

Average	\$275	Median	\$332
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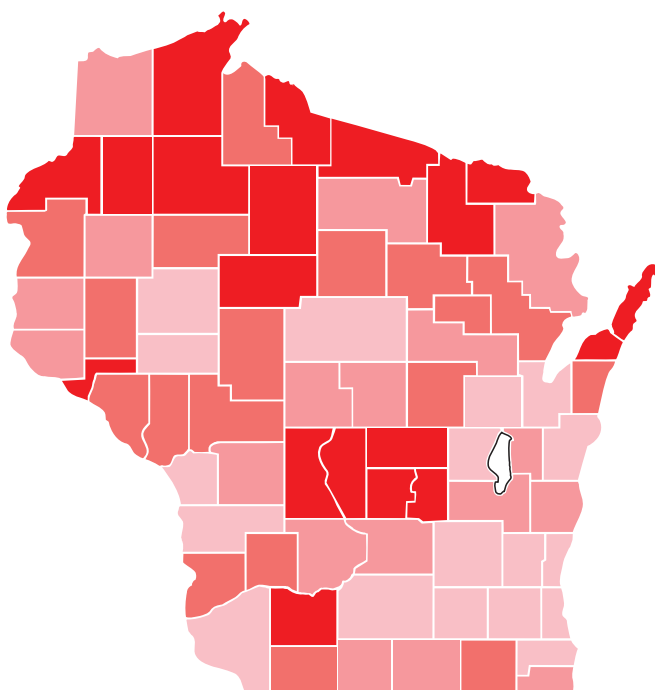
Property Tax Levy

The property tax is the largest local revenue source for counties. On average, property taxes account for more than 40% of county revenues. In 2022, counties levied just under \$2.5 billion in property taxes, or \$413 per capita.

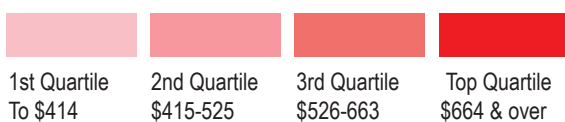
Since 2005, increases in county property taxes have been tied to net new construction in the county (see page 53). The highest property taxes per capita were found primarily in northern and central Wisconsin. Levies were above \$700 per resident in 14 counties and below \$300 per capita in four counties.

County Levy Per Capita, 2022/23

Counties by Quartile, Low to High Amount



Property Tax Levies: Low to High



Source: Wisconsin Department of Revenue

County Levy Per Capita

Levied in 2022, Payable in 2023

County	Prop. Tax	County	Prop. Tax
Adams	\$922	Marathon	394
Ashland	562	Marinette	424
Barron	465	Marquette	915
Bayfield	774	Menominee	663
Brown	339	Milwaukee	334
Buffalo	541	Monroe	462
Burnett	734	Oconto	554
Calumet	432	Oneida	480
Chippewa	312	Outagamie	342
Clark	592	Ozaukee	241
Columbia	491	Pepin	774
Crawford	584	Pierce	488
Dane	385	Polk	530
Dodge	405	Portage	506
Door	1,012	Price	809
Douglas	420	Racine	313
Dunn	536	Richland	605
Eau Claire	384	Rock	427
Florence	1,370	Rusk	608
Fond du Lac	488	St. Croix	454
Forest	676	Sauk	519
Grant	285	Sawyer	774
Green	506	Shawano	431
Green Lake	930	Sheboygan	445
Iowa	702	Taylor	670
Iron	937	Trempealeau	559
Jackson	547	Vernon	391
Jefferson	414	Vilas	750
Juneau	684	Walworth	582
Kenosha	445	Washburn	681
Kewaunee	659	Washington	272
La Crosse	307	Waukesha	283
Lafayette	547	Waupaca	566
Langlade	611	Wausara	858
Lincoln	532	Winnebago	412
Manitowoc	399	Wood	435

Statewide Measures

Average	\$413	Median	\$525
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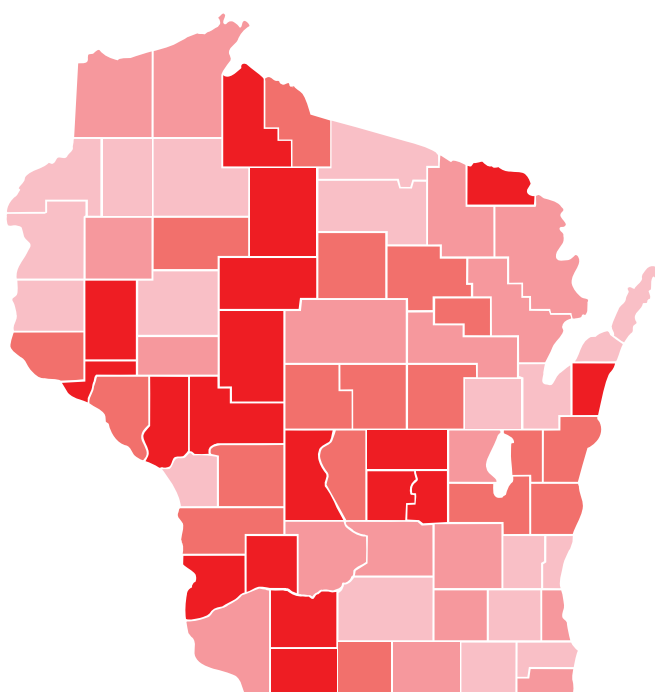
Property Tax Rates

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.

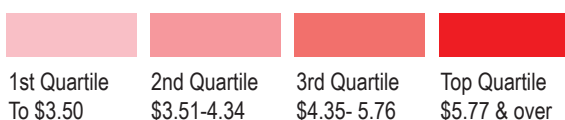
In 2022/23, the statewide county property tax rate averaged \$3.45 per \$1,000 of taxable property value, down from \$3.80 in the prior year. The reason for the decline was a double-digit increase in the value of taxable property in the state.

County Property Tax Rates, 2022/23

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 2022, Payable in 2023

County	Tax Rate	County	Tax Rate
Adams	\$5.63	Marathon	4.19
Ashland	6.00	Marinette	3.56
Barron	3.88	Marquette	6.59
Bayfield	3.81	Menominee	5.47
Brown	3.32	Milwaukee	3.84
Buffalo	5.08	Monroe	5.13
Burnett	3.36	Oconto	4.17
Calumet	4.34	Oneida	2.03
Chippewa	2.72	Outagamie	3.23
Clark	7.53	Ozaukee	1.44
Columbia	3.92	Pepin	7.03
Crawford	6.08	Pierce	4.50
Dane	2.68	Polk	3.50
Dodge	4.17	Portage	4.88
Door	3.11	Price	6.44
Douglas	4.00	Racine	3.06
Dunn	5.80	Richland	6.84
Eau Claire	3.69	Rock	4.33
Florence	7.60	Rusk	5.69
Fond du Lac	5.21	St. Croix	3.08
Forest	4.17	Sauk	3.76
Grant	3.54	Sawyer	3.09
Green	4.51	Shawano	4.34
Green Lake	6.01	Sheboygan	4.37
Iowa	5.98	Taylor	7.89
Iron	4.79	Trempealeau	6.09
Jackson	5.89	Vernon	4.61
Jefferson	3.66	Vilas	1.88
Juneau	6.15	Walworth	2.98
Kenosha	3.70	Washburn	3.33
Kewaunee	6.20	Washington	1.88
La Crosse	2.90	Waukesha	1.58
Lafayette	6.23	Waupaca	5.76
Langlade	5.66	Wausara	6.02
Lincoln	4.89	Winnebago	4.23
Manitowoc	4.48	Wood	4.95

Statewide Measures

Average	Median
\$3.45	\$4.34

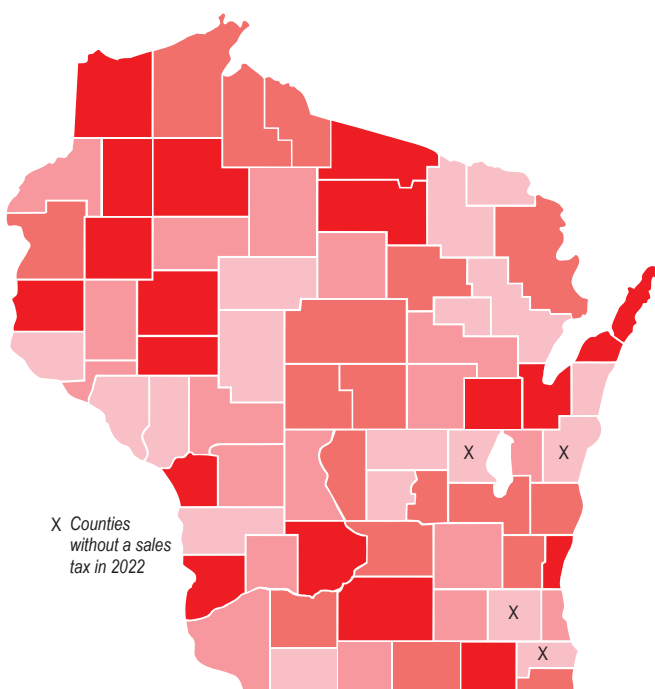
County Sales Taxes

The state allows counties to impose a half-cent sales tax. In 2022, 68 of 72 counties imposed the tax. Counties without the tax are Manitowoc, Racine, Waukesha, and Winnebago.

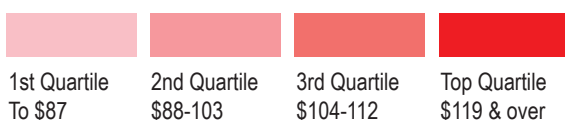
Counties that have regional retail centers collect more sales taxes per capita than others. County collections continued to be strong, rising more than 8% in each of the past two years.

County Sales Tax Revenue Per Capita, 2022

Counties by Quartile, Low to High Amount



Sales Taxes: Low to High



Source: Wisconsin Department of Revenue

County Sales Tax Revenue Per Capita, 2022

County	Sales Tax	County	Sales Tax
Adams	\$119	Marathon	117
Ashland	115	Marinette	109
Barron	127	Marquette	82
Bayfield	110	Menominee	27
Brown	134	Milwaukee	102
Buffalo	81	Monroe	102
Burnett	101	Oconto	74
Calumet	102	Oneida	170
Chippewa	122	Outagamie	129
Clark	81	Ozaukee	120
Columbia	110	Pepin	102
Crawford	121	Pierce	76
Dane	135	Polk	107
Dodge	100	Portage	117
Door	199	Price	95
Douglas	122	Racine	0
Dunn	97	Richland	87
Eau Claire	126	Rock	115
Florence	81	Rusk	88
Fond du Lac	108	St. Croix	124
Forest	86	Sauk	185
Grant	97	Sawyer	158
Green	97	Shawano	91
Green Lake	107	Sheboygan	113
Iowa	112	Taylor	83
Iron	109	Trempealeau	87
Jackson	91	Vernon	82
Jefferson	99	Vilas	169
Juneau	94	Walworth	134
Kenosha	118	Washburn	122
Kewaunee	77	Washington	117
La Crosse	136	Waukesha	0
Lafayette	78	Waupaca	92
Langlade	116	Waushara	83
Lincoln	102	Winnebago	0
Manitowoc	0	Wood	103

Statewide Measures

Average	\$99*	Median	\$103
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**When counties without the sales tax are excluded, the average was \$115.*

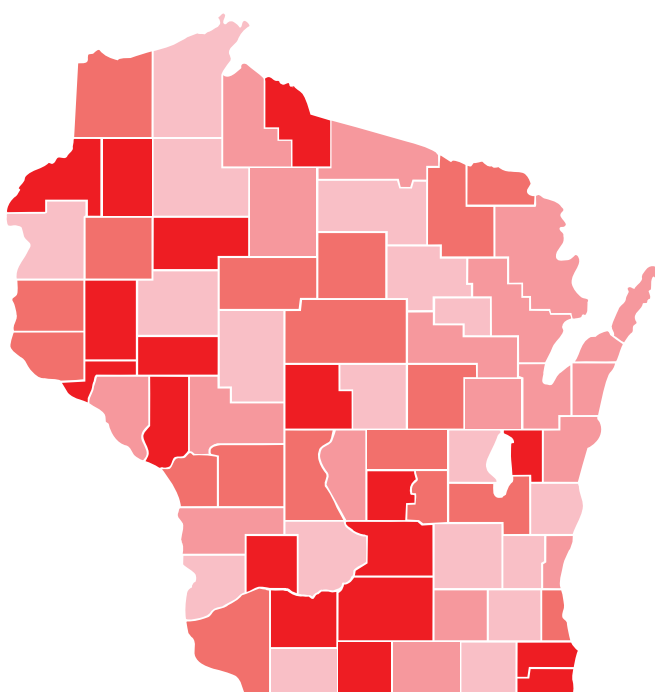
County Debt

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.

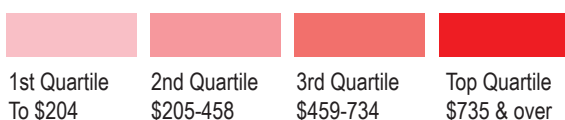
On average in 2021, counties owed \$495 per capita in general obligation debt, up from \$459 in 2020. Walworth was the only debt free county in 2021.

General Obligation (GO) Debt Per Capita, 2021

Counties by Quartile, Low to High Amount



Debt: Low to High



Source: Wisconsin Department of Revenue, CMRE

General Obligation (GO) Debt Per Capita, 2021

<u>County</u>	<u>GO Debt</u>	<u>County</u>	<u>GO Debt</u>
Adams	\$444	Marathon	466
Ashland	238	Marinette	222
Barron	573	Marquette	862
Bayfield	162	Menominee	21
Brown	253	Milwaukee	509
Buffalo	279	Monroe	734
Burnett	2,124	Oconto	447
Calumet	802	Oneida	171
Chippewa	131	Outagamie	342
Clark	181	Ozaukee	282
Columbia	840	Pepin	1,635
Crawford	197	Pierce	516
Dane	783	Polk	165
Dodge	107	Portage	148
Door	330	Price	291
Douglas	553	Racine	834
Dunn	1,061	Richland	1,312
Eau Claire	989	Rock	400
Florence	649	Rusk	878
Fond du Lac	664	St. Croix	589
Forest	508	Sauk	93
Grant	465	Sawyer	170
Green	859	Shawano	391
Green Lake	582	Sheboygan	195
Iowa	1,101	Taylor	663
Iron	1,085	Trempealeau	2,405
Jackson	248	Vernon	451
Jefferson	321	Vilas	397
Juneau	662	Walworth	0
Kenosha	909	Washburn	926
Kewaunee	399	Washington	161
La Crosse	601	Waukesha	204
Lafayette	180	Waupaca	487
Langlade	91	Waushara	725
Lincoln	530	Winnebago	156
Manitowoc	297	Wood	1,084

Statewide Measures

Average	\$495	Median	\$458
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A county's economic health is the result of 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.

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, the rural center, and the north experience 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.

Two new measures of the local economy are included here. Median home prices based on annual sales highlight the variation in the cost of single family homes throughout the state. The home affordability index measures the ratio of home prices to average wage in the county.

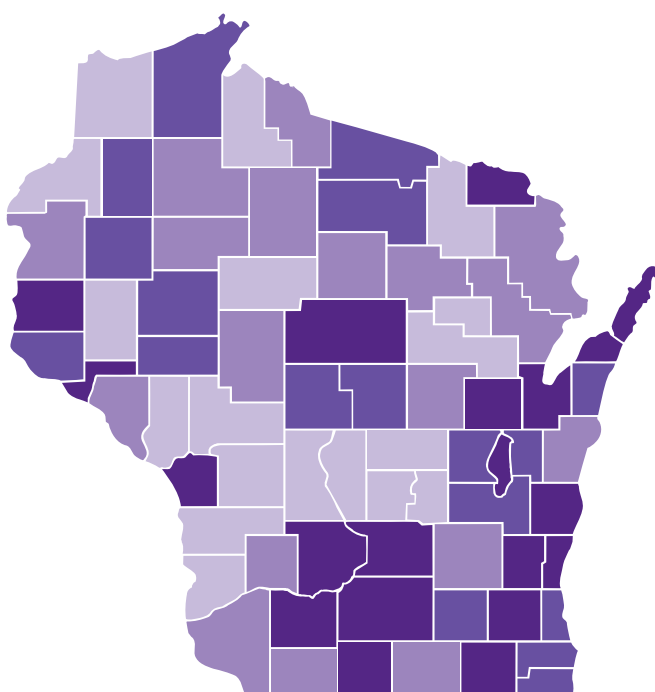
Personal Income

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 2021, Wisconsin's per capita personal income (PCPI) was \$59,626, an increase of 6.6% from 2020. The income gains were driven primarily by a 6.1% increase in earnings and an 11.7% rise in government transfer payments.

Per Capita Personal Income, 2021

Counties by Quartile, Low to High Amount



PCPI: Low to High

1st Quartile To \$49,872	2nd Quartile \$49,873- 53,118	3rd Quartile \$53,119- 57,182	Top Quartile \$57,183 & over

Source: U.S. Bureau of Economic Analysis

Per Capita Personal Income, 2021

County	PCPI	County	PCPI
Adams	\$46,002	Marathon	58,096
Ashland	46,418	Marinette	51,265
Barron	56,898	Marquette	47,885
Bayfield	53,902	Menominee	43,212
Brown	59,279	Milwaukee	55,927
Buffalo	53,031	Monroe	49,000
Burnett	49,108	Oconto	53,114
Calumet	57,182	Oneida	55,861
Chippewa	53,415	Outagamie	58,622
Clark	50,128	Ozaukee	92,719
Columbia	60,708	Pepin	57,620
Crawford	49,273	Pierce	54,429
Dane	71,062	Polk	52,885
Dodge	51,287	Portage	53,435
Door	68,172	Price	51,148
Douglas	49,872	Racine	56,884
Dunn	47,673	Richland	50,749
Eau Claire	55,693	Rock	52,787
Florence	64,600	Rusk	51,844
Fond du Lac	56,378	St. Croix	63,800
Forest	46,139	Sauk	60,631
Grant	51,761	Sawyer	50,445
Green	60,240	Shawano	49,746
Green Lake	49,311	Sheboygan	58,425
Iowa	57,445	Taylor	49,783
Iron	52,673	Trempealeau	49,712
Jackson	49,697	Vernon	49,116
Jefferson	53,863	Vilas	56,041
Juneau	46,040	Walworth	58,208
Kenosha	57,085	Washburn	53,835
Kewaunee	54,422	Washington	66,103
La Crosse	58,301	Waukesha	82,032
Lafayette	52,194	Waupaca	52,622
Langlade	51,008	Waushara	46,929
Lincoln	51,407	Winnebago	55,202
Manitowoc	53,085	Wood	53,122

Statewide Measures

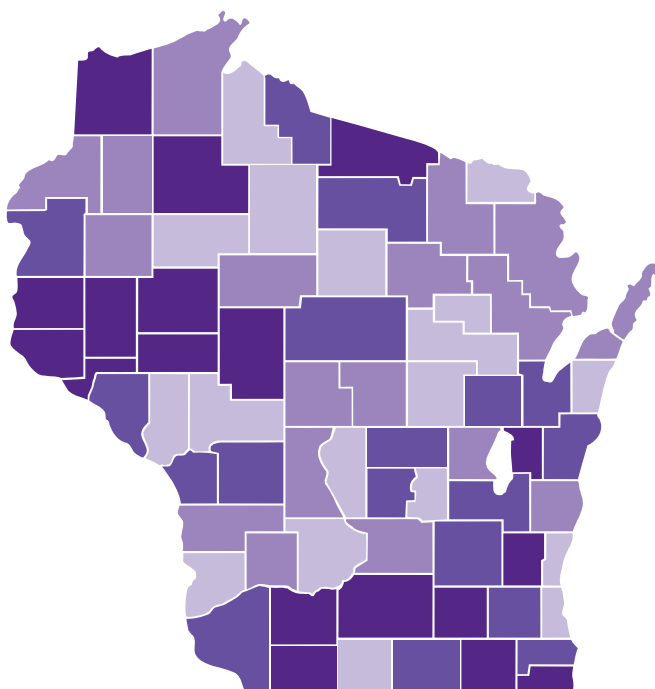
Average	\$59,626	Median	\$53,118
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Employment Growth

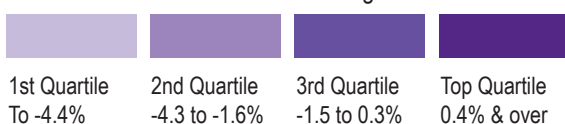
Job growth is important for the economic health of counties. Monthly and annual changes can sometimes be an aberration due to unusual activity. Thus, five-year changes are presented here to smooth those anomalies.

After a significant decline in 2020 due to the pandemic, job numbers rebounded in the subsequent two years. However, five year changes are generally small or declining. During 2017-22, the number of jobs statewide increased just 0.9%. In 51 counties, job numbers in 2022 were less than the number in 2017.

Five-Year Job Growth, 2017-22
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 (%), 2017-2022

County	Job Growth	County	Job Growth
Adams	-12.5	Marathon	-0.3
Ashland	-4.8	Marinette	-2.6
Barron	-2.7	Marquette	0.3
Bayfield	-1.6	Menominee	-6.3
Brown	-0.3	Milwaukee	-4.4
Buffalo	-1.2	Monroe	-0.3
Burnett	-1.7	Oconto	-3.7
Calumet	17.8	Oneida	-1.5
Chippewa	3.9	Outagamie	-1.5
Clark	1.1	Ozaukee	-6.7
Columbia	-3.2	Pepin	0.5
Crawford	-9.8	Pierce	6.5
Dane	3.5	Polk	-1.2
Dodge	-0.2	Portage	-3.5
Door	-2.0	Price	-6.7
Douglas	4.8	Racine	-1.0
Dunn	1.4	Richland	-3.4
Eau Claire	0.3	Rock	0.3
Florence	-7.5	Rusk	-6.1
Fond du Lac	-0.5	St. Croix	5.1
Forest	-2.3	Sauk	-4.8
Grant	-0.7	Sawyer	0.9
Green	-5.7	Shawano	-4.4
Green Lake	-8.1	Sheboygan	-2.3
Iowa	2.2	Taylor	-3.6
Iron	-0.5	Trempealeau	-11.7
Jackson	-10.1	Vernon	-3.2
Jefferson	4.0	Vilas	1.3
Juneau	-1.7	Walworth	2.7
Kenosha	6.9	Washburn	-2.6
Kewaunee	-7.7	Washington	2.6
La Crosse	-0.8	Waukesha	0.2
Lafayette	5.8	Waupaca	-5.7
Langlade	-2.8	Waushara	-1.3
Lincoln	-6.7	Winnebago	-1.8
Manitowoc	-1.5	Wood	-3.6

Statewide Measures

Average	0.9%	Median	-1.6%
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Unemployment

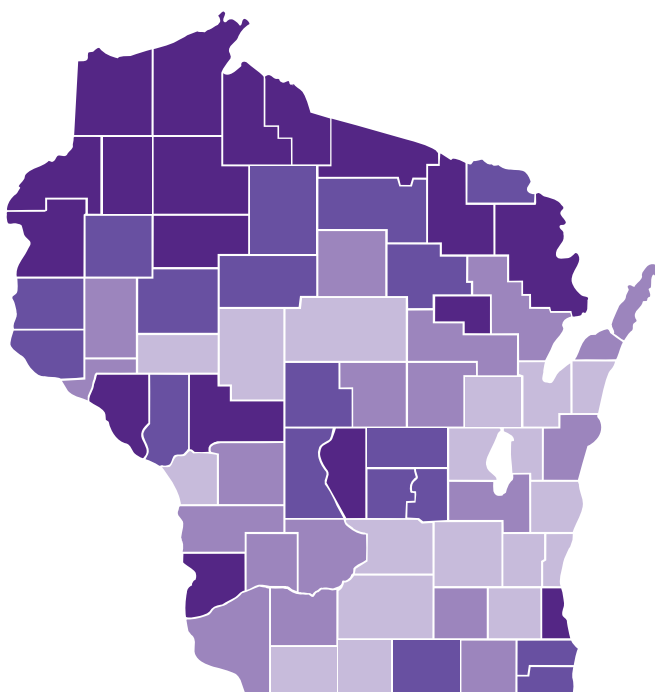
The unemployment rate is another measure of economic health. The rate is calculated as the number of county residents 16 or older who are unemployed and looking for work as a percentage of the total workforce in the county.

The rate spiked from 3.3% in 2019 to 6.3% in 2020 due to the pandemic. It fell in both 2021 and 2022, reaching 2.9%, the lowest rate on record.

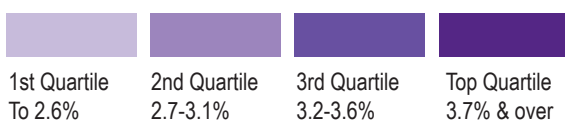
By county, unemployment rates ranged from 2.2% to 5.5%. In 14 counties, the rate was 2.5% or lower.

Unemployment Rate, 2022

Counties by Quartile, Low to High Rate



Unemployment Rate: Low to High



Source: U.S. Bureau of Labor Statistics

Unemployment Rate (%), 2022

County	Rate	County	Rate
Adams	4.8	Marathon	2.5
Ashland	3.9	Marinette	3.8
Barron	3.3	Marquette	3.5
Bayfield	4.8	Menominee	5.5
Brown	2.6	Milwaukee	3.7
Buffalo	3.8	Monroe	2.7
Burnett	4.6	Oconto	3.1
Calumet	2.3	Oneida	3.3
Chippewa	3.3	Outagamie	2.5
Clark	2.6	Ozaukee	2.5
Columbia	2.6	Pepin	3.1
Crawford	3.8	Pierce	3.3
Dane	2.2	Polk	3.8
Dodge	2.6	Portage	2.9
Door	3.1	Price	3.4
Douglas	4.1	Racine	3.5
Dunn	3.1	Richland	2.8
Eau Claire	2.5	Rock	3.4
Florence	3.5	Rusk	3.7
Fond du Lac	2.6	St. Croix	3.1
Forest	4.7	Sauk	2.8
Grant	2.7	Sawyer	4.0
Green	2.4	Shawano	2.9
Green Lake	3.3	Sheboygan	2.4
Iowa	2.6	Taylor	3.4
Iron	5.1	Trempealeau	3.1
Jackson	3.8	Vernon	2.7
Jefferson	2.7	Vilas	3.9
Juneau	3.2	Walworth	2.9
Kenosha	3.3	Washburn	3.7
Kewaunee	2.5	Washington	2.4
La Crosse	2.5	Waukesha	2.5
Lafayette	2.4	Waupaca	3.0
Langlade	3.6	Waushara	3.4
Lincoln	3.1	Winnebago	2.5
Manitowoc	2.8	Wood	3.3

Statewide Measures

Average	2.9%	Median	3.1%
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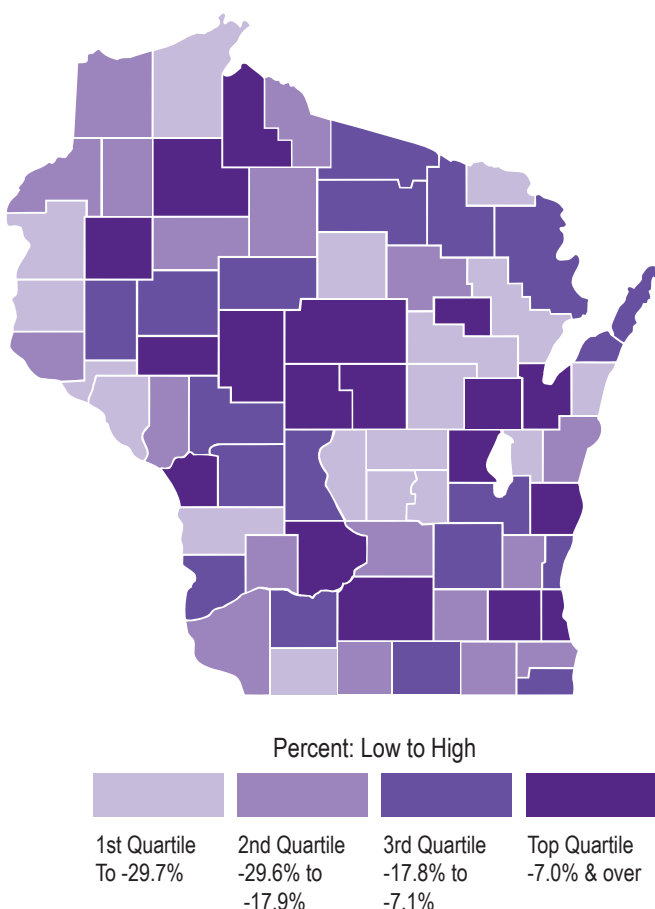
Commuting

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, 2020

Counties by Quartile, Low to High Percent



Source: U.S. Census Bureau

Net In-Commuting, Percentage of Labor Force, 2020

County	% Net In	County	% Net In
Adams	-42.1	Marathon	3.4
Ashland	4.5	Marinette	-11.9
Barron	-6.7	Marquette	-35.8
Bayfield	-37.1	Menominee	16.2
Brown	19.4	Milwaukee	11.3
Buffalo	-57.5	Monroe	-7.3
Burnett	-24.5	Oconto	-52.5
Calumet	-37.5	Oneida	-17.2
Chippewa	-13.0	Outagamie	7.7
Clark	-6.8	Ozaukee	-7.1
Columbia	-29.5	Pepin	-34.5
Crawford	-12.8	Pierce	-25.8
Dane	19.9	Polk	-31.3
Dodge	-17.4	Portage	-1.2
Door	-10.8	Price	-19.9
Douglas	-22.1	Racine	-26.7
Dunn	-13.7	Richland	-23.6
Eau Claire	21.4	Rock	-11.4
Florence	-42.6	Rusk	-21.5
Fond du Lac	-8.6	St. Croix	-34.9
Forest	-16.5	Sauk	-2.2
Grant	-20.7	Sawyer	-5.3
Green	-18.3	Shawano	-38.2
Green Lake	-37.3	Sheboygan	4.2
Iowa	-17.1	Taylor	-7.3
Iron	-27.0	Trempealeau	-18.6
Jackson	-15.6	Vernon	-34.5
Jefferson	-23.1	Vilas	-9.5
Juneau	-16.4	Walworth	-19.8
Kenosha	-17.4	Washburn	-27.0
Kewaunee	-43.6	Washington	-20.8
La Crosse	20.0	Waukesha	20.0
Lafayette	-37.1	Waupaca	-29.7
Langlade	-24.3	Waushara	-46.1
Lincoln	-30.3	Winnebago	12.6
Manitowoc	-19.4	Wood	5.1

Statewide Measures

Average	-1.7%	Median	-17.6%
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Poverty

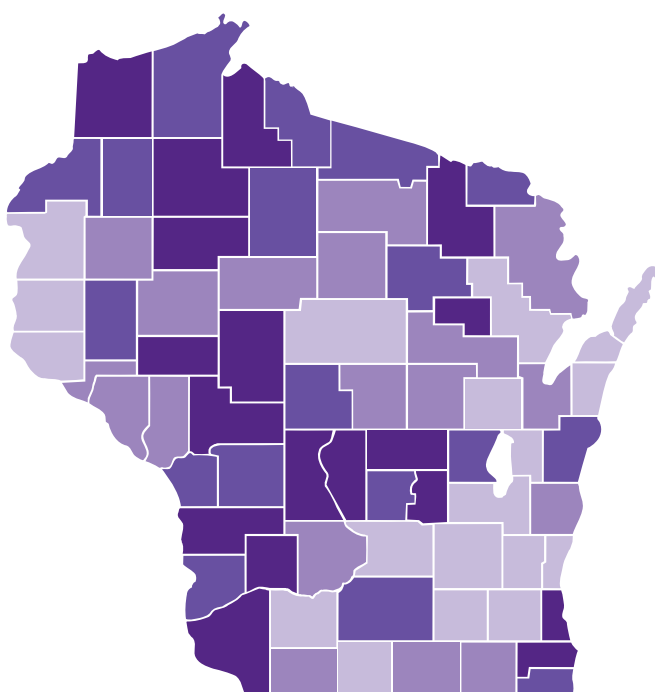
Reducing poverty can limit demand for tax-funded public services. The federal government set the 2021 poverty level for a family of four at \$26,500. Families with incomes at or below that level are considered in poverty.

The statewide poverty rate averaged 10.8% in 2021, up from 10.0% in 2020. Generally, poverty was lowest in southeast Wisconsin and highest in the north and southwest.

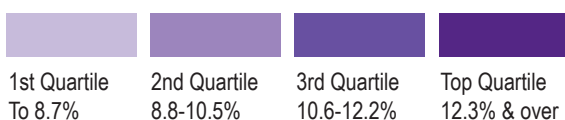
Note: For 2023, the income cutoff for a family of four is \$30,000.

Poverty Rate, 2021

Counties by Quartile, Low to High Rate



Rate: Low to High



Source: U.S. Census Bureau

Poverty Rate (%), 2021

County	Poverty Rate	County	Poverty Rate
Adams	15.2	Marathon	7.6
Ashland	14.6	Marinette	9.3
Barron	9.2	Marquette	12.0
Bayfield	11.6	Menominee	24.2
Brown	9.3	Milwaukee	17.8
Buffalo	8.9	Monroe	11.4
Burnett	12.2	Oconto	8.3
Calumet	5.3	Oneida	9.2
Chippewa	9.9	Outagamie	7.3
Clark	12.4	Ozaukee	4.7
Columbia	7.7	Pepin	9.8
Crawford	11.9	Pierce	8.5
Dane	11.3	Polk	8.5
Dodge	8.5	Portage	10.4
Door	8.7	Price	11.7
Douglas	14.4	Racine	12.4
Dunn	12.2	Richland	13.7
Eau Claire	12.5	Rock	10.1
Florence	10.5	Rusk	13.8
Fond du Lac	8.1	St. Croix	5.4
Forest	13.7	Sauk	9.7
Grant	12.6	Sawyer	14.4
Green	7.1	Shawano	9.7
Green Lake	13.0	Sheboygan	8.7
Iowa	7.5	Taylor	10.3
Iron	12.2	Trempealeau	9.6
Jackson	12.6	Vernon	14.7
Jefferson	7.5	Vilas	11.5
Juneau	13.9	Walworth	10.3
Kenosha	10.7	Washburn	11.8
Kewaunee	7.7	Washington	5.2
La Crosse	12.1	Waukesha	5.0
Lafayette	9.8	Waupaca	10.0
Langlade	12.2	Waushara	12.9
Lincoln	10.2	Winnebago	11.0
Manitowoc	10.7	Wood	11.3

Statewide Measures

Average	10.8%	Median	10.5%
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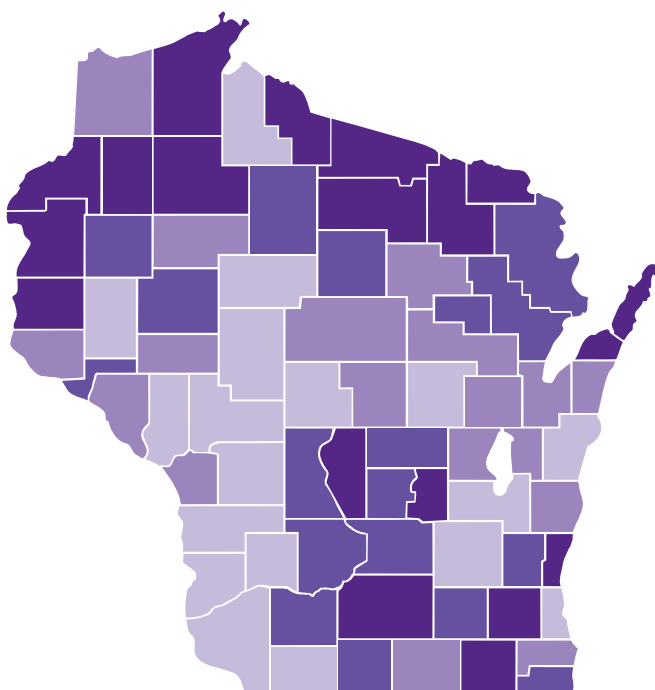
Property Values

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 \$125,255 per capita in 2022, a 13.4% increase from 2021.

Of the 18 counties with the highest equalized value per capita (dark purple on the map), 10 are in the rural north. These are generally sparsely-populated counties with large numbers of vacation homes 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, 2022

Counties by Quartile, Low to High Values



Per Capita Value (\$ Thousands): Low to High

1st Quartile To \$99,786	2nd Quartile \$99,787- 112,152	3rd Quartile \$112,153- 150,408	Top Quartile \$150,409 & over

Source: Wisconsin Department of Revenue

Equalized Values Per Capita, 2022

<u>County</u>	<u>Eq. Value</u>	<u>County</u>	<u>Eq. Value</u>
Adams	\$172,712	Marathon	102,461
Ashland	95,423	Marinette	122,171
Barron	123,235	Marquette	139,263
Bayfield	204,334	Menominee	121,292
Brown	110,292	Milwaukee	92,640
Buffalo	109,411	Monroe	94,833
Burnett	219,069	Oconto	133,260
Calumet	107,732	Oneida	238,322
Chippewa	121,260	Outagamie	110,738
Clark	80,997	Ozaukee	172,517
Columbia	126,983	Pepin	112,598
Crawford	96,286	Pierce	111,982
Dane	152,420	Polk	153,918
Dodge	99,610	Portage	112,107
Door	332,345	Price	127,703
Douglas	106,899	Racine	109,982
Dunn	94,276	Richland	88,867
Eau Claire	109,157	Rock	102,726
Florence	181,934	Rusk	109,617
Fond du Lac	96,215	St. Croix	151,166
Forest	162,519	Sauk	148,651
Grant	83,716	Sawyer	250,674
Green	113,946	Shawano	102,510
Green Lake	157,081	Sheboygan	107,333
Iowa	121,492	Taylor	86,265
Iron	195,702	Trempealeau	96,172
Jackson	94,593	Vernon	88,289
Jefferson	116,566	Vilas	400,028
Juneau	112,198	Walworth	197,931
Kenosha	130,546	Washburn	206,384
Kewaunee	109,439	Washington	150,408
La Crosse	111,790	Waukesha	183,574
Lafayette	91,219	Waupaca	99,786
Langlade	109,318	Waushara	145,291
Lincoln	112,676	Winnebago	101,969
Manitowoc	91,516	Wood	92,359

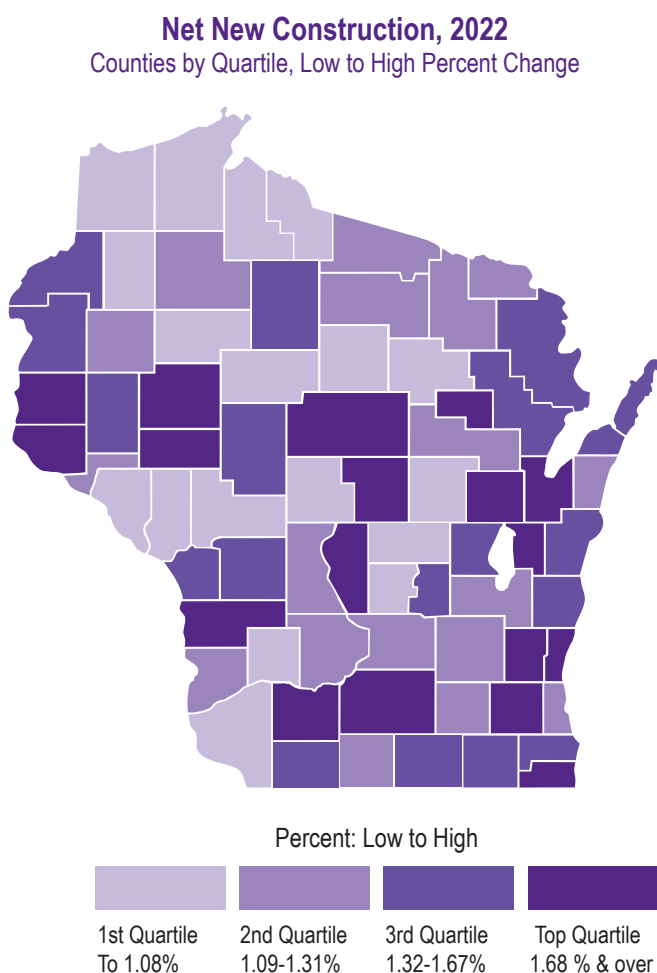
Statewide Measures

Average	\$125,255	Median	\$112,152
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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 2022 (activity during 2021) averaged 1.7% statewide, up from 1.6% in 2021.

In 2022, there was a wide divergence in this measure. In 12 counties, net new construction was less than 1%, while nine counties were above 2%.



Source: Wisconsin Department of Revenue

Net New Construction (%), 2022

County	% NNC	County	% NNC
Adams	2.83	Marathon	1.73
Ashland	0.69	Marinette	1.59
Barron	1.23	Marquette	0.90
Bayfield	0.64	Menominee	1.85
Brown	1.83	Milwaukee	1.14
Buffalo	0.71	Monroe	1.31
Burnett	1.32	Oconto	1.36
Calumet	3.00	Oneida	1.19
Chippewa	2.05	Outagamie	1.98
Clark	1.60	Ozaukee	2.09
Columbia	1.31	Pepin	1.30
Crawford	1.13	Pierce	1.90
Dane	2.52	Polk	1.55
Dodge	1.17	Portage	1.68
Door	1.51	Price	1.33
Douglas	0.94	Racine	1.54
Dunn	1.35	Richland	0.94
Eau Claire	2.71	Rock	1.67
Florence	1.31	Rusk	0.98
Fond du Lac	1.24	St. Croix	2.80
Forest	1.21	Sauk	1.29
Grant	1.06	Sawyer	1.17
Green	1.11	Shawano	1.30
Green Lake	1.55	Sheboygan	1.41
Iowa	2.24	Taylor	0.88
Iron	0.79	Trempealeau	0.93
Jackson	0.93	Vernon	1.70
Jefferson	1.21	Vilas	1.08
Juneau	1.11	Walworth	1.46
Kenosha	3.48	Washburn	1.03
Kewaunee	1.31	Washington	1.79
La Crosse	1.58	Waukesha	1.75
Lafayette	1.35	Waupaca	1.07
Langlade	1.08	Waushara	1.05
Lincoln	1.01	Winnebago	1.38
Manitowoc	1.46	Wood	0.73

Statewide Measures

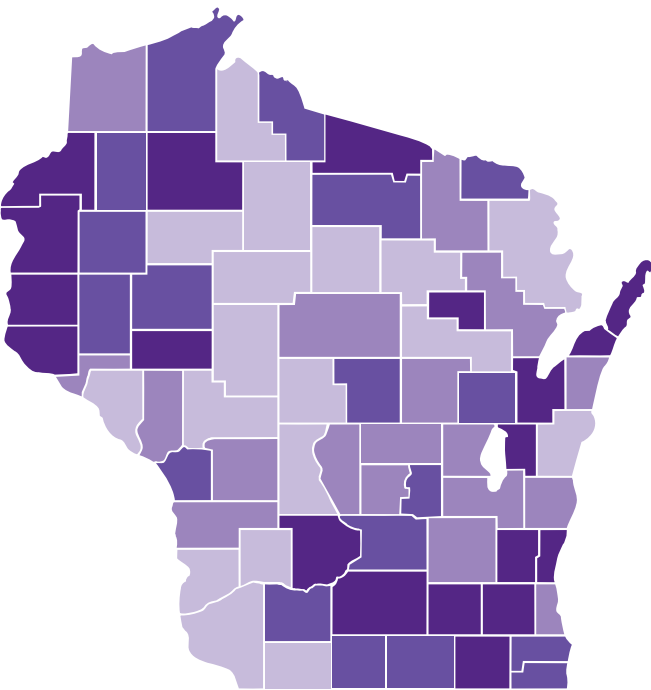
Average	1.71%	Median	1.31%
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House Prices

The selling price of a single family home is determined by a variety of factors including, among others, the size of the house and its location, the number of potential buyers, and mortgage rates.

In 2022, the median selling price of a home in Wisconsin was \$264,875, which was a 10.4% increase over 2021. Selling prices by county varied widely from less than \$150,000 to nearly \$475,000.

Median House Price, 2022
Counties by Quartile, Low to High



Percent: Low to High

1st Quartile To \$183,000	2nd Quartile \$183,001- 223,175	3rd Quartile \$223,176- 269,250	Top Quartile \$269,251 & over

Source: Wisconsin Realtors Association

Median House Price, 2022

County	Price	County	Price
Adams	\$195,000	Marathon	215,050
Ashland	148,500	Marinette	169,910
Barron	238,700	Marquette	213,000
Bayfield	250,397	Menominee	474,612
Brown	270,000	Milwaukee	222,400
Buffalo	177,950	Monroe	212,000
Burnett	275,000	Oconto	210,000
Calumet	285,000	Oneida	265,000
Chippewa	260,000	Outagamie	261,100
Clark	161,250	Ozaukee	406,745
Columbia	267,850	Pepin	201,250
Crawford	165,000	Pierce	290,000
Dane	385,000	Polk	269,500
Dodge	220,000	Portage	242,000
Door	374,950	Price	152,500
Douglas	200,250	Racine	230,000
Dunn	260,000	Richland	183,000
Eau Claire	277,750	Rock	228,789
Florence	250,000	Rusk	173,750
Fond du Lac	194,900	St. Croix	340,000
Forest	190,000	Sauk	270,000
Grant	178,900	Sawyer	292,500
Green	269,250	Shawano	175,000
Green Lake	223,950	Sheboygan	220,000
Iowa	250,000	Taylor	178,500
Iron	240,000	Trempealeau	205,000
Jackson	178,000	Vernon	205,000
Jefferson	296,000	Vilas	340,000
Juneau	174,750	Walworth	316,750
Kenosha	250,000	Washburn	241,000
Kewaunee	219,500	Washington	335,000
La Crosse	265,000	Waukesha	403,169
Lafayette	164,950	Waupaca	195,000
Langlade	155,000	Waushara	200,000
Lincoln	175,000	Winnebago	220,000
Manitowoc	174,900	Wood	175,000

Statewide Measures

State Median \$264,875

Cty. Median \$223,175

Home Affordability

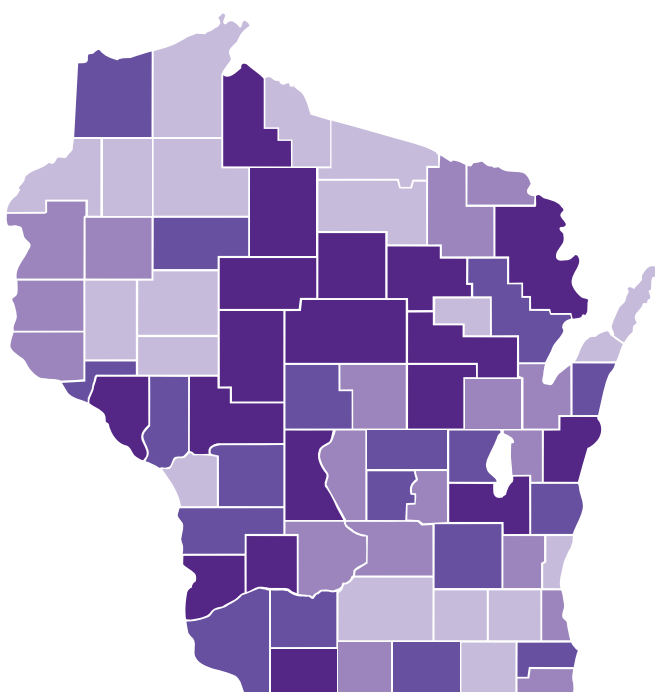
Affordable housing is critical for a growing economy as it can be an effective tool to attract and retain workers.

The affordability index reported here is similar to the one used by the National Association of Realtors.[®] It measures the cost of a 30-year mortgage on the median home price against median household income. An index of 100 indicates the median household has just enough income to afford that home. An index of 120 indicates the median household's income is 20% above what is needed.

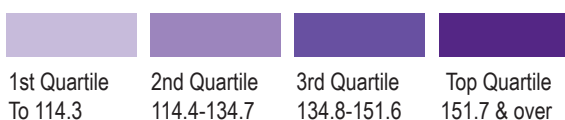
Based on this measure, the least affordable housing was generally in the north and in the southeast. The most affordable as in north central Wisconsin.

Home Affordability Index, 2022

Counties by Quartile, Low (least affordable) to High



Percent: Low to High



Source: Forward Analytics calculations based on data from the Wisconsin Realtors Association, Census Bureau, and Federal Housing Finance Agency

Home Affordability Index, 2022

County	Index	County	Index
Adams	129.6	Marathon	161.6
Ashland	173.5	Marinette	161.9
Barron	121.7	Marquette	135.0
Bayfield	110.5	Menominee	42.9
Brown	117.4	Milwaukee	118.6
Buffalo	164.1	Monroe	137.4
Burnett	99.1	Oconto	149.0
Calumet	134.4	Oneida	109.9
Chippewa	113.8	Outagamie	132.1
Clark	176.5	Ozaukee	105.8
Columbia	132.1	Pepin	151.5
Crawford	161.8	Pierce	127.6
Dane	95.3	Polk	123.1
Dodge	147.1	Portage	127.9
Door	81.5	Price	176.7
Douglas	141.4	Racine	139.7
Dunn	114.3	Richland	153.5
Eau Claire	106.5	Rock	135.7
Florence	116.7	Rusk	146.5
Fond du Lac	170.2	St. Croix	131.4
Forest	130.6	Sauk	122.9
Grant	150.4	Sawyer	83.1
Green	127.3	Shawano	169.5
Green Lake	125.6	Sheboygan	138.0
Iowa	140.9	Taylor	156.7
Iron	98.5	Trempealeau	143.5
Jackson	157.0	Vernon	136.5
Jefferson	108.1	Vilas	86.4
Juneau	155.0	Walworth	105.3
Kenosha	133.3	Washburn	108.2
Kewaunee	151.6	Washington	120.8
La Crosse	110.0	Waukesha	108.8
Lafayette	190.8	Waupaca	155.4
Langlade	175.7	Waushara	138.7
Lincoln	168.4	Winnebago	135.6
Manitowoc	158.4	Wood	150.0

Statewide Measures

Average	119.3	Median	134.7
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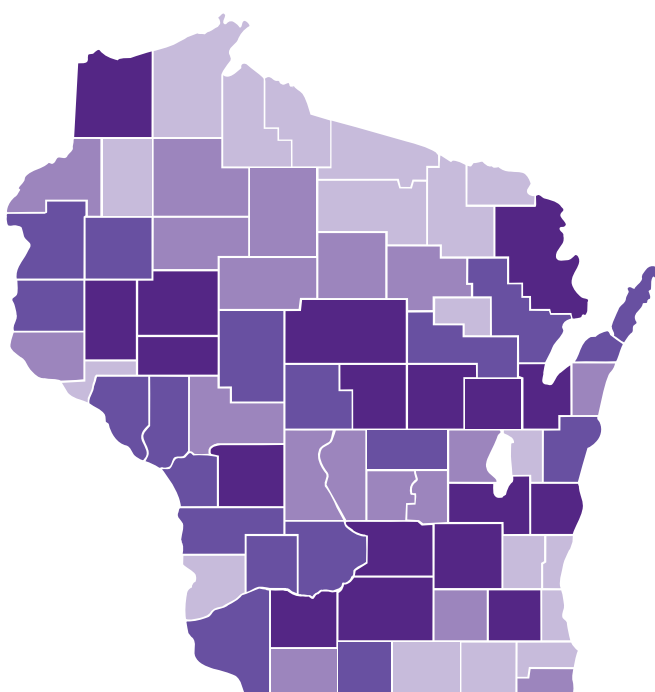
County Highway Miles

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.

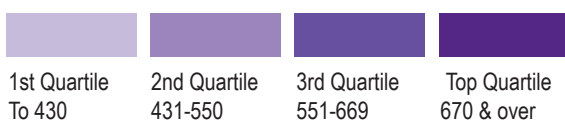
Among many factors accounting for the number of highway miles, geography is among the most important – large counties generally have more county highway miles than small ones.

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
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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: 2021 and 2022.

Population Appendix

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
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Source: Wisconsin Department of Administration, January 1 Estimates

Population, 2022

County	Population	County	Population
Adams	20,836	Marathon	139,205
Ashland	15,937	Marinette	41,912
Barron	46,919	Marquette	15,633
Bayfield	16,194	Menominee	4,266
Brown	273,160	Milwaukee	939,487
Buffalo	13,301	Monroe	46,697
Burnett	16,585	Oconto	39,307
Calumet	54,997	Oneida	37,935
Chippewa	67,082	Outagamie	192,938
Clark	34,801	Ozaukee	92,623
Columbia	58,627	Pepin	7,356
Crawford	16,129	Pierce	42,408
Dane	582,165	Polk	45,348
Dodge	88,822	Portage	71,158
Door	30,328	Price	14,026
Douglas	44,547	Racine	198,138
Dunn	45,454	Richland	17,282
Eau Claire	108,019	Rock	164,959
Florence	4,575	Rusk	14,223
Fond du Lac	104,162	St. Croix	96,269
Forest	9,190	Sauk	66,497
Grant	51,171	Sawyer	18,093
Green	37,445	Shawano	41,190
Green Lake	19,091	Sheboygan	118,776
Iowa	23,936	Taylor	19,976
Iron	6,125	Trempealeau	30,884
Jackson	21,118	Vernon	30,965
Jefferson	86,576	Vilas	23,140
Juneau	26,848	Walworth	106,129
Kenosha	170,272	Washburn	16,655
Kewaunee	20,621	Washington	138,229
La Crosse	122,126	Waukesha	410,769
Lafayette	16,650	Waupaca	52,309
Langlade	19,457	Waushara	24,492
Lincoln	28,431	Winnebago	172,542
Manitowoc	81,442	Wood	74,200

Statewide Measures

Total	5,949,155	Median	41,551
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Source: Wisconsin Department of Administration, January 1 Estimates



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