

2022

A publication of Forward Analytics
A Division of the Wisconsin Counties Association

THE
GREEN
BOOK

A book of county facts, 5th Edition



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2022

Prepared by

Forward Analytics

A division of the Wisconsin Counties Association



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.

Mark D. O'Connell

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

How to Use This Book

The Green Book is organized into four color-coded sections, each with 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.

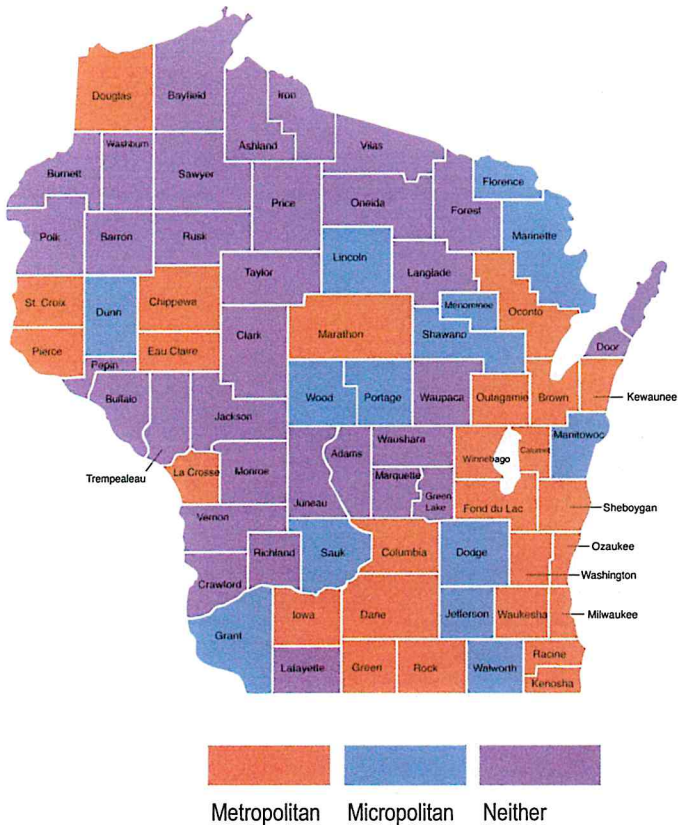
In the back of the book is a county insert that summarizes your county's information on all of the measures in *The Green Book*. For each measure, it also shows the county's rank among the 72 counties, as well as the state average.

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

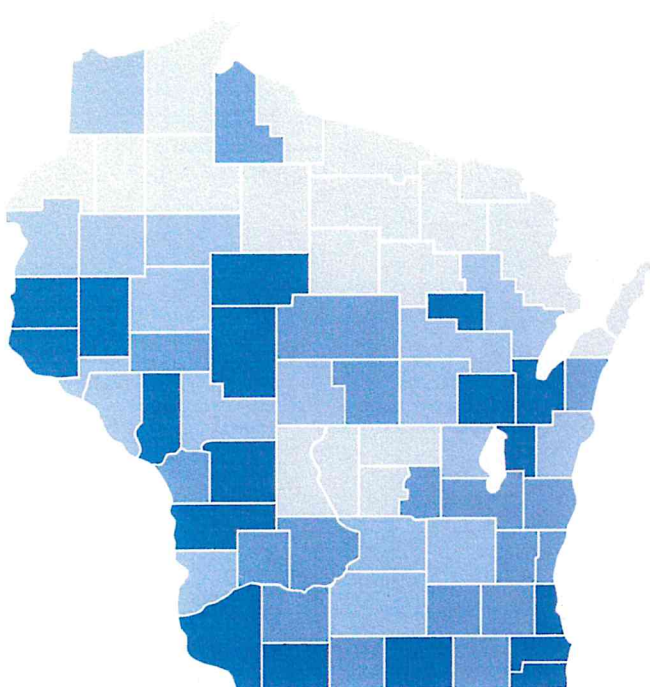
School-Age Population

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



1st Quartile To 16.7% 2nd Quartile 16.8-18.4% 3rd Quartile 18.5-19.1% Top Quartile 19.2% & over

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%

Educational Attainment

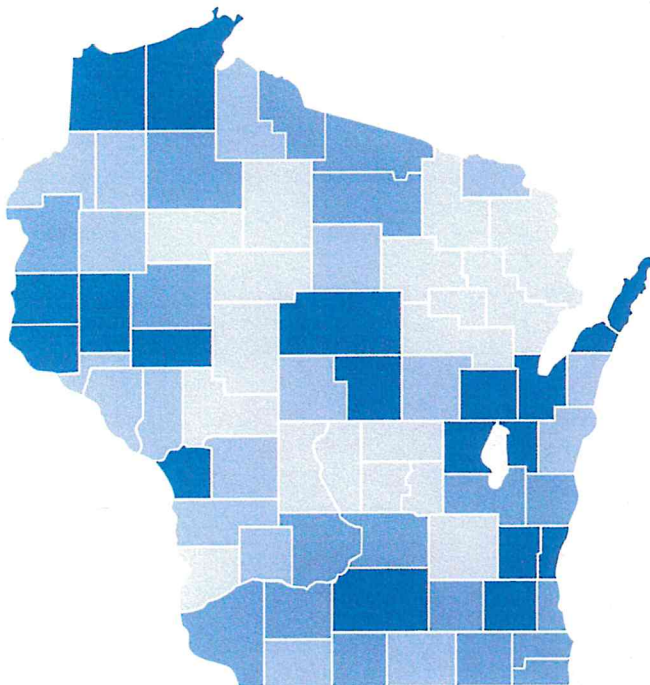
Higher-paying jobs often require a post-secondary degree, be that an associate, bachelor's, or advanced degree. The percentage of a county's 25-or-older population with at least an associate degree indicates the availability of a skilled workforce demanded by today's employers.

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.

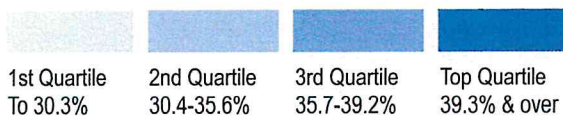
In 14 less-populous counties, residents with at least an associate degree accounted for under 30% of the population.

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%
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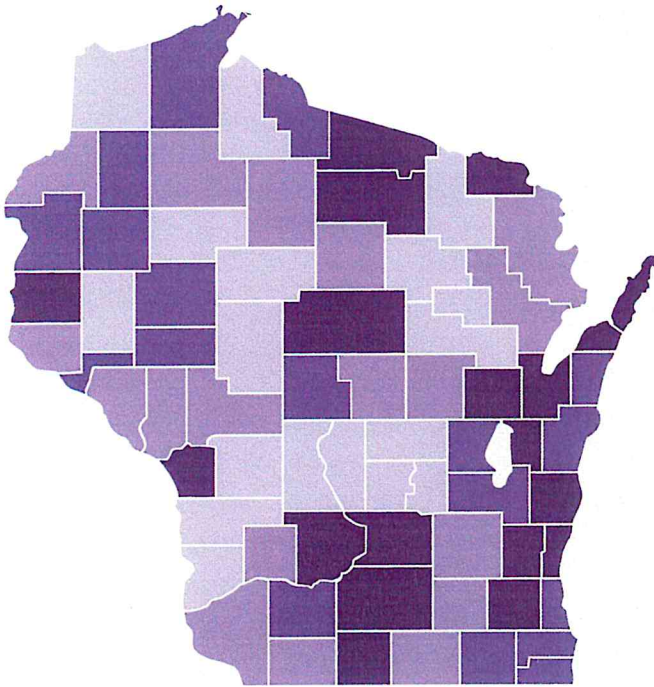
Personal Income

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	2nd Quartile	3rd Quartile	Top Quartile
To \$48,292	\$48,293- 50,579	\$50,580- 54,316	\$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

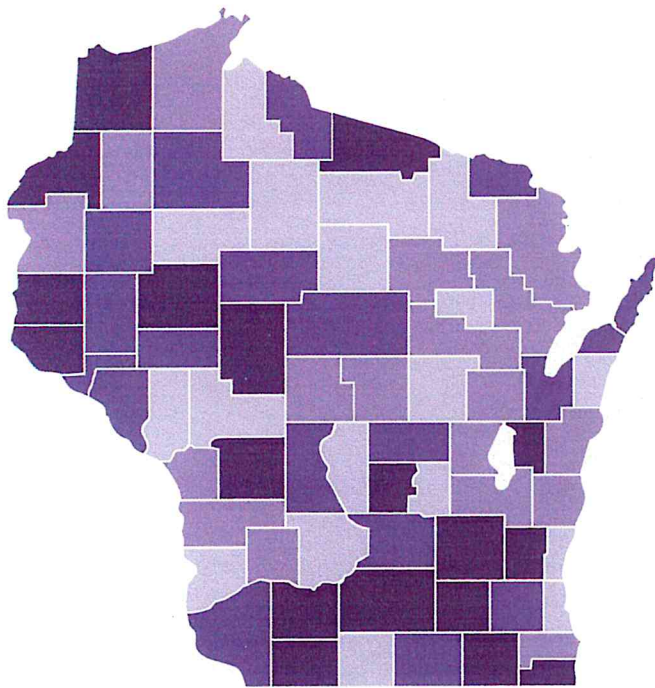
Statewide Measures

Average	\$55,593	Median	\$50,579
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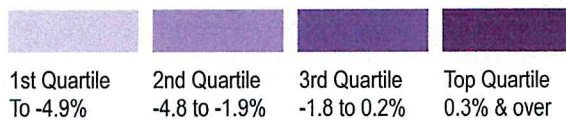
Employment Growth

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 aberrations. However, the pandemic continued to negatively impact job numbers in 2021. During 2016-21, the number of jobs statewide 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

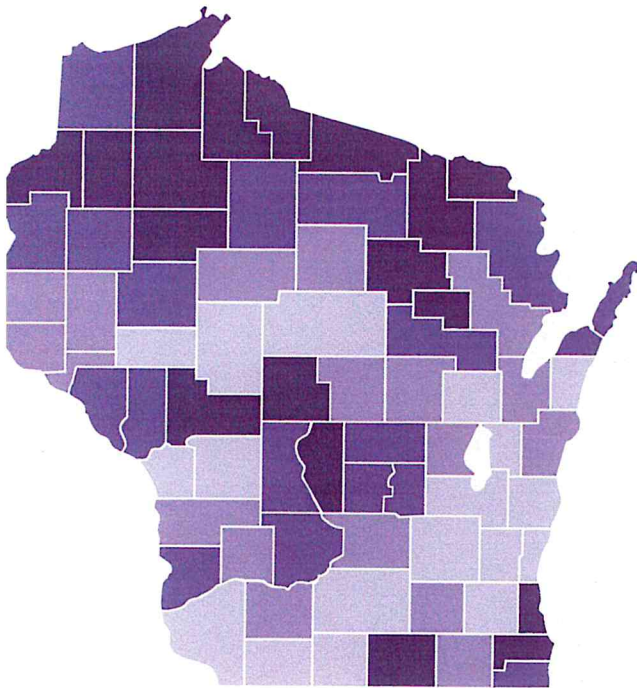
Average	-1.0%	Median	-1.9%
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Unemployment

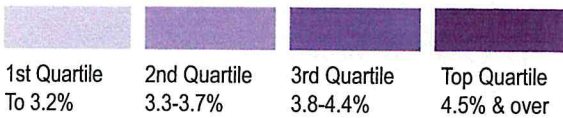
The unemployment rate is another measure of economic health. The rate is calculated as the number of county residents 16 or older who are unemployed and looking for work as a percentage of the total workforce in the county.

The rate spiked from 3.3% in 2019 to 6.3% in 2020 due to the pandemic. 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%
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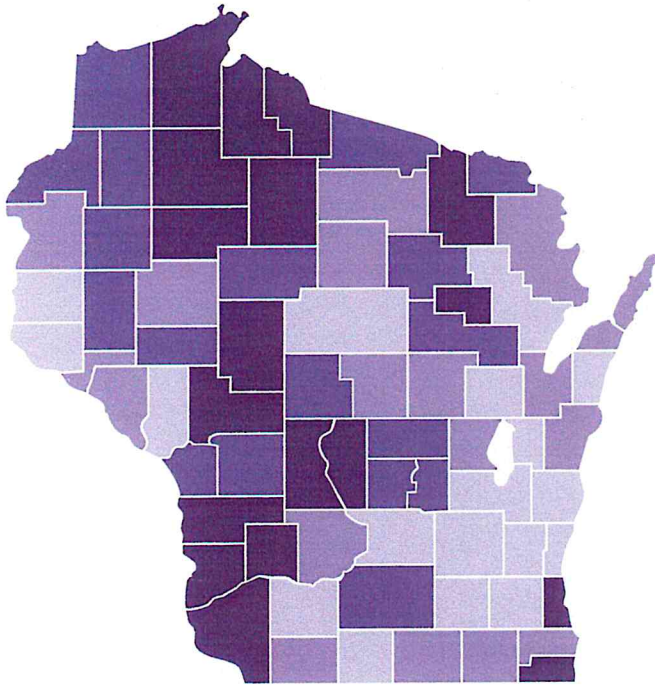
Poverty

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.

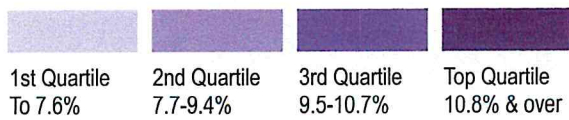
The statewide poverty rate averaged 10.0% in 2020, down from 10.4% in 2019. Generally, poverty was lowest in southeast Wisconsin and highest in the north and southwest.

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%
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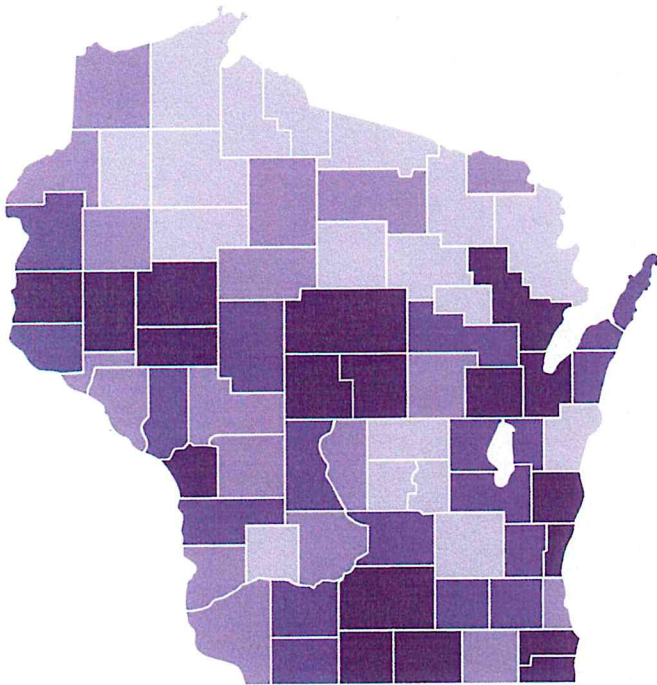
New Construction

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

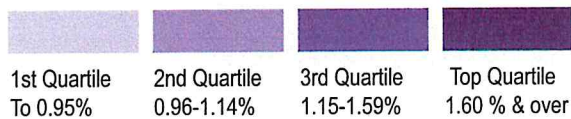
For 2021, 45 counties had net new construction greater than their prior year figure, including eight with increases of 0.5% or more.

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	1.99

Statewide Measures

Average	1.59%	Median	1.14%
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