

**JULIE BARTHELS**  
Winnebago County Clerk  
112 Otter Avenue, PO Box 2806  
Oshkosh, Wisconsin 54903-2806  
(920) 232-3430

**MEETING NOTICE OF ARPA STRATEGY AND OUTCOMES COMMISSION**

Wednesday, May 3, 2023

1:00 P.M.

*Winnebago County Sheriff's Office  
Deputy Richard Meyer Community Resource Room  
4311 Jackson St, Oshkosh, WI 54901*

**To view this meeting via Zoom, please use this link:**

<https://us06web.zoom.us/j/82465410213?pwd=R2lrZEZ6b05JZjJJWmRnRDRES2t1QT09>

Meeting ID: 824 6541 0213

Passcode: 903156

Call-in: (312) 626-6799

**SUBJECT MATTER OF THE MEETING**

1. Public Comments
2. Approval of minutes of 4/14/2023 meeting
3. Updates on County Government Projects on the Spirit Fund Planning Document
4. Discuss/ Action on Resolution Approving \$150,000 from the Spirit Fund to be Used to improve Meeting Room Virtual Capabilities and other Technology Upgrades to Support Higher Quality Streaming with Paperless Agenda Packet Options
5. Discuss/ Action on Resolution to Allow for Deviation in Spirit Fund Category Requests for Innovation and to Create a Sunsetting Innovation Analyst Position within the County Department of Administration
6. Discuss/Action on request for funding proposals in the Government Identified Community Projects Category
7. Next Meeting Dates: Week of July 10

\*\*This meeting is also being posted as a committee meeting for:

- Park View Health Center Committee
- Highway Committee
- Winnebago County Board of Supervisors

*Upon request, provisions will be made for people with disabilities upon 24 hours prior notice to the Office of the County Clerk. Phone Number: (920) 232-3430*

WINNEBAGO COUNTY  
ARPA Strategy and Outcomes Commission  
Minutes

DATE: Friday, April 14, 2023

TIME: 1:00 p.m.

PLACE: Winnebago County Administrative Building  
112 Otter Ave, Oshkosh WI 54901  
Conference Room 120

PRESENT: Co-Chair Tom Egan, County Board Chairman  
Co-Chair Jon Doemel, County Executive  
Morris Cox, Personnel and Finance Chair  
Chuck Farrey, County Board Vice-chair  
Tom Borchart, County Board Member  
Tom Belter, Public Member  
Beth Oswald, Public Member  
Tim Galloway, Public Member (arrived at 2:19 p.m.)  
Paul Kaiser, Director of Finance (non-voting member)

EXCUSED: Andy Buck, County Board Member

ALSO PRESENT:	Ethan Hollenberger, County Executive Assistant	D Rice (via Zoom)
	Cassie Smith-Gregor, Deputy County Clerk	Doug Gieryn (via Zoom)
	Mary Anne Mueller, Corporation Counsel	Alana Erickson (via Zoom)
	Andrew Kaspar, Corporation Counsel	Sarah Freiberg (via Zoom)
	Brian Harbison, Fox Crossing Fire Department	Michael Heider (via Zoom)
	Frank Frassetto, Town of Black Wolf Chairman	Sadie Olson (via Zoom)
	Alicia Gehrig – Christine Ann Center	
	Emily James – Christine Ann Center	
	Anthony Mach – Neenah Water Utility	
	Kyle – Solutions Recovery – T/Winchester	
	Tony Daley – Journalist	

Co-Chair Jon Doemel called the meeting to order at 1:02 p.m.

### 1. Public Comments

Frank Frassetto, Town of Blackwolf Chairman, thanked the commission for their efforts to provide the additional \$145,000 to the municipalities and towns within Winnebago County and the support of the resolution at the County Board level.

Chief Brian Harbison, Fire Chief, Fox Crossing Fire Department thanked the commission for all their hard work. The Fire Department had previously submitted a proposal and provided members with another copy of that proposal. He reiterated the importance of Public Safety and what it takes for them to do this. Funding is the biggest hurdle. This is a request for the future needs of radio placement as well as a computer software upgrade to the dispatch centers fire dispatch systems. This helps the fire department in every community to lower Insurance Services Office (ISO) rating by having this computer software. Reducing the ISO ratings reduces the cost to the community. The request does include radios for all the fire departments in the county with the exception of Oshkosh only because they have already replaced their radios.

Alicia Gehrig, the Executive Director at Christine Ann Domestic Abuse Services voiced her concerns at the decision by the Winnebago County Board of Supervisors on March 21, 2023 to not allocate any county ARPA funds specifically to non-profits. She asked the ARPA Commission to consider supporting Christine Ann's capital campaign under Government Identified Projects by funding a portion of their purchase of the Beach Building at 240 Algoma Boulevard to expand their services for survivors of domestic abuse that includes transitional housing. In providing essential services, their agency works closely with and takes some of the burden off of government entities. There is a great need for transitional housing programs and affordable housing in our community. Many other organizations are working hard to address this need yet there are still limitations that leave survivors of domestic abuse underserved. For example, some facilities only accept certain clientele which cannot meet the need for everyone. Christine Ann Center is the missing puzzle piece when it comes to the transitional

housing. Our transitional housing program for survivors is only possible in the Beach Building. They will fill the remaining gaps in the community.

Emily James, Grant and Stewardship Specialist at the Christine Ann Domestic Abuse Services voiced her support of ARPA funds for Christine Ann Center. Christine Ann is currently in the capital campaign to purchase, renovate and move into the Beach Building in Oshkosh. Board members, staff and volunteers have been working towards this goal for well over a year. This move will increase the capacity at their emergency shelter from 37 to 60 beds and allow them to offer a new transitional housing program with 11 apartments. The commission's choice to fund Christine Ann has the power to make their vision in the new building a reality and help us serve thousands more survivors there for decades to come. Based on the results of the feasibility study and limitations of the other funding sources, it is unlikely that they will be able to move forward without County ARPA funding. Christine Ann is not the only non-profit negatively impacted by this decision. Without ARPA funds to make these necessary projects possible, multiple organizations in our community will be unable to grow resulting in a continued lack of affordable housing and the inability to expand services to the even more vulnerable people in our community.

Sarah Freiberg, Board President at the Christine Ann Domestic Abuse Services voiced her support and thoughts regarding their center. As both Alicia and Emily stated earlier, this is a huge step forward for the organization. Significantly more beds, transitional housing which is a big need in the whole area, helps us better meet the needs of our consumers and clients. Please reconsider. We are really counting on the ARPA funds to bring this to life for us.

Anthony Mach from the Neenah Water Utility company addressed the commission with his thoughts regarding ARPA funds. He realizes the ARPA funds are making their way to the cities. He also wanted to address the commission to consider other municipal entities that do not receive ARPA funds like the Neenah Water Utility. They are looking at a project to provide better water service to Doty Island, more specifically to the hospital, Theda Clark. One thing they would like to do is replace the existing water mains and run a new water main along oak street bridge. The total cost of that project right now is \$500,000. He was not sure if there is any type of consideration for those types of projects but just wanted to make himself heard.

Beth Oswald spoke in support of Christine Ann services. She stated that costs to do the upgrade in their current building almost mirror the cost of purchasing a finished newly updated Beach Building. At the time she worked in the current building, they wouldn't have been able to add on transitional housing. That was the decision and unfortunately due to all the expenses, the cost of some of the renovation and the purchasing of all the other items went up significantly. It almost increased a million from when they did the feasibility study and the decision.

Kyle from Solutions Recovery, Town of Winchester addressed his concerns regarding the expansion project for Christine Ann. He is looking forward to what these ARPA funds can do for our communities. Their company is the partner working with Christine Ann. Christine Ann is looking to expand Solutions Recovery services. The current facility is simply out of space. They have been the recipients of the Neighborhood Investment Grant and are expanding the facility what they can. They already know funds will be insufficient, with the growing demand they are already seeing. They serve the alcohol and addiction society in our area. Services are in high demand and impact their ability to grow. They will have to change their strategic direction very drastically.

## **2. Approval of 3/09/2023 meeting minutes.**

Motion by Farrey, seconded by Belter to approve the 03/09/2023 meeting minutes. CARRIED BY VOICE VOTE.

## **3. Updates on next steps for approved Spirit Fund Projects:**

- **Facilities Condition Assessment**
  - Underway. McKinstry was awarded the bid. It is possible that they have been on site already. They will be through all of the buildings. A report will hopefully be available by the end of summer or early fall. The report will not say if the buildings are functioning optimally or not. They will only consist of the condition of the building, not space or master planning, just the deferred maintenance of the buildings. The Facilities Condition Assessment will use the Industry Standard for rating the buildings.
- **Priority Based Budgeting**
  - Underway. We have had a couple of launch meetings. We are getting ready to start filling the data into the tool. We had the opportunity for Andrew Kline, the author from "City on the Line", join us via zoom and had a great a discussion with department heads on how he implemented this both in the City of Baltimore and in Montgomery County, Maryland. Hollenberger stated we are in the process of doing the charting of the project plan and merging it with all the other projects. Mainly the budget and how it will affect the budget process from a board member or committee perspective.
- **Subscriber Radios**
  - Doemel took some responsibility on this. The intention was to open up a bid to see what those cost savings would be but the order went out to purchase radios after the County

Board approved the project. Doemel would still like to get a quote to see what the cost savings would have been if a different vendor and radio would have been used. The commission would still like a quote from Nielsen Communications for radios for entities that are not county owned.

- **Funding for municipalities and towns**

- The Winnebago County Board of Supervisors passed Resolution 203-032023; Appropriating Funds in the Amount of \$145,000 for each Municipality or Town Primarily Located within Winnebago County. Doemel stated they are receiving a lot of questions now from the towns, how do they get the funds and when? Administration is working on that. Hollenberger provided some additional information. An agreement needs to be created. We need the framework document because the municipalities have to provide a narrative to say they've complied with the framework the commission has set in place. We will have something in place and ready in about 4-5 weeks for the city and town boards to do their resolutions and check lists to get back to the commission. We are working through this and want to be sure it is organized. Once a decision is made on the framework document, that will give us more direction and to move things forward.

- **Land and Water Conservation Projects**

- Doemel had spoken with the Director of the Department of Natural Resources (DNR). The DNR Director stated we are the only county he knew of that is using these funds towards a Land and Water Conservation Project. Doemel believes this will have a long-term impact even though it is a 10-15 year program and will see results for decades to come.

Farrey thanked the Commission and the Winnebago County Board of Supervisors for their support and approval in this project. The next step now under Chapter 92 will fall to the Land Conservation Committee (LCC) to establish a policy. It will be a written document and then come to the County Board for approval. We will address each project separately. Currently, most of them are funded at 70%. The Committee will determine whether that should go to 90%. When that policy is put together, it will be brought forward to the Winnebago County Board of Supervisors for final approval. We expect that to be hopefully in September 2023 or early October 2023. Once the policy is approved, it is open for land owners to request projects.

- **Sunnyview Expo Center Resiliency Project**

- Out for bid; they are moving forward with this project. Funds will reimburse general fund for work that has already been done. They should have some work starting this year.

The dashboard is still being worked on. This is not ready yet. Once funds begin to go out, the dashboard will be fully activated.

#### **4. Discuss categories approved by the County Board for Spirit Fund Spending**

Ethan Hollenberger discussed the Winnebago County Spirit Fund Allocation Planning Document. The County Board passed Resolution 167-022823 that was amended. The amendment removed the third category, 25% of funds for non-governmental community projects, which eliminated funds for broadband, economic development, small businesses, and non-profit support. That percentage of funds have now been added to the category, County Government Projects. Hollenberger drafted and shared an updated Planning Document spreadsheet showing the approved amount and what has been allocated or spent for each category. It also includes the project names, description, planned allocation, board approved allocation and what percentage has been used for the specific projects. The spreadsheet also shows what is unallocated since the third category was removed and those funds were added into the County Government Projects category. This planning document spreadsheet provides a more up-to-date status of where the funds and projects are currently at.

Members discussed alternative ideas on how the commission could still incorporate Spirit funding for non-profit entities.

#### **5. Discuss/Action on framework of outcomes to guide the spending of the county's ARPA State and Local Fiscal Recovery Funds grant.**

This Framework document is a guided document. If it is approved we would give this to towns and other entities to apply for any ARPA funds if they meet the requirements of the category.

Motion made by Oswald, seconded by Belter to bring the Framework document to floor.

Motion made by Belter, seconded by Cox to amend Framework document; remove and replace verbiage under Government Identified Community Projects (50% of funds). Remove "government" and replace with "the commission" in first line under the title of category. Should state, "These are projects which are identified by ~~government~~ the commission and are intended to be a partnership between county departments and community. Projects are administered by county departments and could be granted to sub-recipients or county projects. This was pulled so a new amendment could be made.

Motion made by Oswald, seconded by Egan to amend Framework document; remove and replace verbiage under Government Identified Community Projects (50% of funds). Remove "government" and replace with "the commission" and remove "partnership" and replace with "collaboration" in first line under the title of category. Should state, "These are projects which are identified by ~~government~~ the commission and are intended to be a ~~partnership~~ collaboration between county departments and community. Projects are administered by county departments and could be granted to sub-recipients or county projects. CARRIED BY VOICE VOTE.

Motion made by Egan, seconded by Belter to amend Framework document; remove the entire "ARPA Final Rule", the first paragraph of the document. CARRIED BY VOICE VOTE. (Nay: Cox)

Motion made by Oswald, seconded by Belter to vote on Framework document as amended. CARRIED BY VOICE VOTE.

#### **6. Set next meeting date and time.**

The next meeting date will be Wednesday, May 3, 2023 at 1:00 p.m. at the Winnebago County Sheriff's Office, Richard Meyer Community Resource Room.

#### **7. Adjournment.**

Motion made by Egan, seconded by Cox to adjourn at 2:56 p.m. MOTION CARRIES.

Submitted by:  
Cassie Smith-Gregor  
Winnebago County Deputy Clerk

## **Framework of the Spirit Fund Spending**

*Prepared by the ARPA Strategy and Outcomes Commission*

*Reviewed at the March 9, 2023, meeting*

*Approved unanimously at the April 14, 2023, meeting*

### **Overarching Requirements**

**Legacy:** *projects are to be ones which can be looked at as multi-generational or used to improve the quality of life within our county for years to come*

**One-time-funds:** *projects which require on-going or future costs should be mitigated as much as possible. To achieve this requirement, projects should generally be capital in nature, revolving funds, or endowments.*

**Geographic Assortment of Funds:** *projects should be spread out as much as possible to impact different geographic areas of the county*

**Enhancing Funding Opportunities:** *Frequently, other funding opportunities require matching funds. Using Spirit Fund dollars as local match should be encouraged to allow the dollars to go further.*

### **Project Types to Base Decisions**

**Debt Avoidance:** *When a local government issues debt, typically, it is done so under the debt levy; therefore, debt raises property taxes. As much as possible, projects should avoid Winnebago County's issuance of debt to avoid future tax increases.*

**Sustainability Planning:** *As these are one-time funds, planning for the future and preparing for potential fiscal cliffs is essential. Projects of this type should look to efficiency, consolidation, and reform.*

**Emergency Response:** *The original ARPA legislation called for improving resiliency in response to emergencies. Improvements to our emergency response system are essential to this goal.*

**Water Quality & Sustainability:** *Winnebago County is covered by 25% water and has about 10% of the state's inland surface water.*

**Quality of Life:** *Parallel with water, Winnebago County's people are an important resource. Projects which improve our quality of life including enhancements to tourism, health, and human services are appropriate. The wellbeing of our citizens ensures we can recruit and maintain our workforce. Projects should especially consider that basic needs are met.*

### **Categories to Divide the Funds**

*Percentages could be changed by the commission as projects and priorities are more clearly defined.*

#### **County Government Projects (~50% of funds)**

*These projects are proposed by the County Executive and his department head team. The projects are also led and complete by the county. Projects should be balanced between already planned and projects which would not otherwise be completed without the infusion of investment.*

#### **Government Identified Community Projects (~50% of funds)**

*These are projects which are identified by the commission and are intended to be a collaboration between county departments and community. Projects are administered by county departments and could be granted to sub-recipients or county projects.*

Changes to this document may be made from time-to-time by a majority vote of the ARPA Strategy and Outcomes Commission.

## Winnebago County Spirit Fund Allocations Planning Document

*Prior to County Board approval, projects may be added or take-off by the ARPA Strategy and Outcomes Commission*

\$ 33,390,000 \$ 10,350,300.00 0.309982

### County Government Projects

**Initial Allocation of 50%**                      \$    16,695,000                      **Amount Approved**                      \$    3,350,000.00    **Percent Approved**                      20%

Project Name	Description	Planned Allocation	Board Approved Allocation	Percent of Category
<b>Digital Rooms</b>	<i>Audio and visual upgrades to meetings rooms to allow for better virtual meeting</i>	\$ 150,000	\$ 150,000.00	0.90%
<b>Facilities Condition Assessment</b>	<i>Review the conditions of the over 100 county owned facilities to outline our potential deferred maintenance.</i>	\$ 300,000	\$ 300,000.00	1.80%
<b>Strategic Planning</b>	<i>Outline roals, goals, and responsibility of County Government. Purchase a priority based budgeting tool which will help us measure outcomes and distinguish between</i>	\$ 175,000	\$ 175,000	1.05%
<b>Radios</b>	<i>Replacement of Motorola Radios for numerous county departments</i>	\$ 2,725,000	\$ 2,725,000	16.32%
<b>Board Room</b>	<i>Improved board room technology for streaming and potentially a dedicated space</i>	\$ 800,000	\$ -	4.79%
<b>Outdoor Recreation</b>	<i>Projects for the parks department to improve trails, parks, and Sunnyview. Two projects may include Boat Launch Pay Stations and improvements to the Waukau</i>	\$ 320,000	\$ -	1.92%
<b>Airport Improvements</b>	<i>Projects to improve the airport to avoid debt and property tax implications. Currently, this includes a Rapid Intervention Vehicle.</i>	\$ 600,000	\$ -	3.59%
<b>Deferred Maintenance</b>	<i>Projects identified by the FCA as deferred maintenance.</i>	\$ 3,284,150	\$ -	19.67%
<b>Jail Refit Project</b>	<i>Instillation of clear wall barriers in specific jail cells.</i>	\$ 251,300	\$ -	1.51%
<b>Innovation Fund</b>	<i>Resources to review effiencies, fund strategic outcomes, and receive other grant funding sources</i>	\$ -	\$ -	0.00%
<b>Park View Support</b>	<i>Resources to determine and improve the long-term financial health of our nursing home.</i>	\$ -	\$ -	0.00%
<b>Unallocated</b>	<i>Not allocated based on board action in March</i>	\$ 8,089,550		48.45%

## Government Identified Projects

**Initial Allocation of 50%**                      \$    16,695,000                      **Amount Approved**                      \$    7,000,300.00    **Percent Approved**                      42%

Project Name	Description	Planned Allocation	Board Approved Allocation	Percent of Category
<b>Land &amp; Water Conservation</b>	<i>Efforts to improve soil and water health in the county</i>	\$    3,030,300	\$    3,030,300.00	18.15%
<b>Expo Center Resiliency</b>	<i>Projecs to improve Sunnyview's ability to be used in an an emergency response</i>	\$        925,000	\$        925,000.00	5.54%
<b>Veterans Housing</b>	<i>Transitional housing for Veterans</i>	\$    1,000,000		5.99%
<b>Health and Human Services</b>	<i>Projects to support the economic and basic needs of our citizens, especially through community partnerships</i>	\$    2,500,000		14.97%
<b>Economic Development &amp; Housing Initiatives</b>	<i>Allocation to improve and increase housing stock in Winnebago County and to encourage economic development</i>	\$    6,120,654		36.66%
<b>Funding to Local Governments</b>	<i>Funding to ensure a Spirit Fund project in every corner of the county</i>	\$    3,045,000	\$    3,045,000.00	18.24%
<b>Unallocated</b>		\$        74,046		0.44%



1 - 2023

2

3 **RESOLUTION: Approving \$150,000 from the Spirit Fund's County Government Projects Category to**  
4 **improve Meeting Room Virtual Capabilities and Provide other Technology Upgrades to**  
5 **Support Higher Quality Streaming including Paperless Agenda Packet Options**

6

7 **TO THE WINNEBAGO COUNTY BOARD OF SUPERVISORS:**

8 **WHEREAS**, in 2022, the Winnebago County Board of Supervisors approved board rule 22.11, which  
9 requires all County Board, Committee, Commission, Board meetings to be held in a hybrid format with all meetings  
10 streamed and made available after the meeting; and

11 **WHEREAS**, the Winnebago County Board Room in the courthouse and many meeting rooms across county  
12 properties lack technology which makes it difficult to follow and hear the meeting via the streaming product; and

13 **WHEREAS**, county staff desire software to improve meeting agenda preparation and this Board approved  
14 funding for such software in the 2023 Annual Budget; and

15 **WHEREAS**, numerous members of the Winnebago County Board of Supervisors have requested agenda  
16 packets be made available to the public on the county's website in a uniform manner; there has also been a request for  
17 paperless agenda packets; and

18 **WHEREAS**, streamlining the agenda packet preparation and posting process will save county staff time and  
19 ensure a more open and transparent county government; and

20 **WHEREAS**, several proposals have been received for agenda preparation software which all require some  
21 investment in technology infrastructure to ensure streaming services can be properly utilized and accessed; and

22 **WHEREAS**, nothing in this Resolution will require agendas to be exclusively paperless or alter Winnebago  
23 County Board rules; and

24 **WHEREAS**, once enacted, Winnebago County will host on its website paperless agenda packets and meetings  
25 which have better quality and are indexed to specific items on each meeting's agenda.

26  
27 **NOW, THEREFORE, BE IT RESOLVED** by the Winnebago County Board of Supervisors that \$150,000 from  
28 the Spirit Fund's County Government Projects category be appropriated to improve meeting room virtual capabilities  
29 and provide other technology upgrades to support higher quality streaming with paperless agenda packet options.

30  
31 Fiscal Note: *This will lower the Spirit Fund County Government Projects category by \$150,000. That category is*  
32 *about 20% appropriated with \$13,345,000 available for appropriation.*

33 Respectfully submitted by:

34 **ARPA STRATEGY AND OUTCOME COMMISSION**

35 Committee Vote: \_\_\_\_\_

36

37 Vote Required for Passage: **Two-Thirds of Membership**

38

39 Approved by the Winnebago County Executive this \_\_\_\_\_ day of \_\_\_\_\_, 2023.

40

41

42 \_\_\_\_\_  
43 Jonathan D. Doemel  
Winnebago County Executive

# Agenda Item Report



**Winnebago County**  
*The Wave of the Future*

DATE: April 26, 2023

FROM: County Executive Jon Doemel

RE: Resolution Approving \$150,000 from the Spirit Fund to be Used to improve Meeting Room Virtual Capabilities and other Technology Upgrades to Support Higher Quality Streaming with Paperless Agenda Packet Options

## **General Description:**

Request of a \$150,000 appropriation to improve the technology in multiple meeting rooms to allow for better recorded committee meetings, virtual access to conference rooms, and to better implement software to allow streamlined and paperless agenda packets

## **Action Requested:**

Motion to Recommend Passage of the Resolution.

## **Procedural Steps:**

Committee of Jurisdiction: ARPA Strategy & Outcomes Commission      Meeting date: May 4, 2023

Action taken: \_\_\_\_\_      Vote: \_\_\_\_\_

County Board

Meeting date: May 16, 2023

## **Background:**

Last year the county board changed board rules to require hybrid (in person and virtual) access to all committee and county board meetings. Additionally, the meetings are to be streamed, archived, and posted for citizens to review later.

Several county board members have requested packets electronically and county staff have requested to have a less manual and seamless committee agenda preparation software to reduce the amount of resources it takes to put a packet together. The county board approved \$25,000 in the 2023 Annual Budget for such software and the county administration is in the process of reviewing several proposals.

In addition to paperless and streamlined agenda preparation, the proposals also allow for higher quality recordings and streaming of meetings. Future videos could include indexing of meetings so that a watcher could skip ahead based on agenda items which interest him or her.

The county's current streaming process is to use OWL conference room cameras, which can be difficult to hear on the "far side." Many committee discussions are inaudible.

Lastly, the county lacks good virtual meeting rooms for day-to-day meetings with outside groups and stakeholders. Winnebago County needs a few conference rooms which could accommodate virtual meetings.

Winnebago County would also have the ability to post agenda packets to the website more effectively.

**Policy Discussion:**

Nothing in this resolution would change how packets are distributed to supervisors. This resolution does not change county board rules or the practice to mail packets. However, supervisors who want to better utilize their iPad would have the ability to go paperless with the already approved Agenda Preparation software.

It is clear Winnebago County needs to improve our streaming and virtual experience for our citizens, board members, and employees. It will be more cost effective to include upgrades to the technology in the agenda prep software project.

This will ensure all technology is uniform across the county and compatible with the software we purchase.

In the end, this project will save staff time and allow for a better paperless product. Most importantly, this project will increase transparency for the public to follow their county government in action.

The appropriation requested is estimated to create quality virtual meeting space in all of the county buildings. The priority would be the county board room, CAB 120, Coughlin Meeting Rooms, Oshkosh Human Services, and other conference rooms.

This complies with the Framework of Spirit Fund Spending approved by the ARPA Strategy and Outcomes Commission because it is one-time-spending, will assist in sustainability planning as it will make the county more efficient, and will assist with the quality of life as citizens can better follow their county government.

**Attachments:**

Draft Resolution w/ fiscal note.

# Agenda Item Report



**Winnebago County**  
*The Wave of the Future*

DATE: April 26, 2023

FROM: County Executive Jon Doemel

RE: Resolution to Allow for Deviation in Spirit Fund Category Requests for Innovation and to Create a Sunsetting Innovation Analyst Position within the County Department of Administration

## **General Description:**

Approval of a deviation of up to 10% of the total Spirit Funds to allow for innovation and to create a sunsetting innovation analyst position within the county Department of Administration.

## **Action Requested:**

Motion to Recommend Passage of the Resolution.

## **Procedural Steps:**

Committee of Jurisdiction: ARPA Strategy & Outcomes Commission Meeting date: May 4, 2023

Action taken: \_\_\_\_\_ Vote: \_\_\_\_\_

County Board

Meeting date: May 16, 2023

## **Background:**

Winnebago County has appropriated about 30% of its Spirit Fund allocation. Most of the funds have gone to subscriber radios, land & water conservation, and allocations to local governments. Other funds have gone to increase resiliency at the Sunnyview Expo Center and begin to plan for the future with Priority Based Budgeting and a Facilities Condition Assessment.

Additionally, the county has accepted \$10.3 million in Neighborhood Investment Funds to five sub-recipients and a county pilot project. The local government allocation increased the number of sub-recipients to 26. With a project to review community projects looming.

The American Rescue Plan Act is just one of several federal pieces of legislation directly sending money to the county. Every couple of weeks the county is receiving notifications from the National Association of Counties about direct funding opportunities from the Bipartisan Infrastructure Law, Inflation Reduction Act, federal budget, and others. Additionally, the county is eligible for competitive grants, yet lacks the staff to quickly apply for these funds which could fix our roads, improve our economic development efforts, and invest in our community.

The Wisconsin State Legislature and Governor Evers are in the final stages of negotiating significant structural changes to Wisconsin's shared revenue allocations for local governments. Part of that package will be an "Innovation Fund" for payments to local governments as an incentive to consolidate services.

Many of our towns and small municipalities lack the staff and expertise to go after these funds. The county is not equipped with an analyst to go after these funds.

Frequently, board members have requested a grant coordinator position in the county. Additionally, for decades, the county board has reviewed and commissioned studies to make our government more

efficient. The reality is those reports have wasted tens of thousands of dollars, countless hours of staff time, and sit collecting dust.

As recently as 2007, the county board passed Resolution 320-112007 asking for efficiency, consolidation, and cost savings recommendations to be implemented. Due to ambivalence and the lack of resources, many of the recommendations remain unchanged.

It is commonplace in local government and business to have management and innovation analysts to do the research and reporting on the viability of projects. Typically, these are individuals who have pursued public administration or data analyst degrees.

**Policy Discussion:**

Without dipping into our Spirit Fund allocation, we propose to use the interest earned on unspent Spirit Fund dollars to hire a sunset position to ensure the adequate and smart spending of our funds. We can work use better analysis and research to fully implement the planning documents we are creating including Priority Based Budgeting, Facilities Condition Assessment, and Strategic Plan. Winnebago County cannot afford not to fully implement these projects. Additionally, this position would work to analyze ways to stretch the funds further through other funding opportunities.

For example, the Bipartisan Infrastructure Law has grants specifically for multi-use trails, bridges and fixed spans, and road improvements. The county could plan to use some level of Spirit Fund dollars for the local match.

With more capacity on the research side, we can look at more projects to improve our county including:

- The 2007 board approved list in Resolution 320-112007
- Space and Use Assessment for County Owned Facilities
- Master Planning of County Owned Property
- Combined Services with other governments to apply for state Innovation Fund dollars
- County Small-Vehicle Fleet Vehicle Management
- Paperless initiatives across the county
- Department Interfund Charges to adequately realize costs
- Grant and Revenue Optimization
- Highway Department Equipment and Fixed Asset Replacement Schedule and Funding
- Smart and cost-effective energy efficiency
- Electronic and mobile job applications and recruiting
- Economic Development and Brownfield Revolving Loan Funds
- Regionalization to impact our quality of life
- Property Tax Rate reduction plan
- Review of the dependence on Bonding and debt levy for the CIP
- Park View Financial Stability and Feasibility
- Program cost recoupment for non-mandated service
- Long term fiscal stability of the parks and Sunnyview Expo Center
- Employee recruiting, retention, and training best practices
- County waste reduction and recycling
- Use of technology for efficiency

The projects above are in addition to our already numerous projects which include county general code recodification and review, strategic plan, priority-based budgeting, migration to Microsoft 365, Facilities

Condition Assessment and deferred maintenance review, merit pay and benefits review, and day-to-day operations of the county. Many of these projects are ambitious and require more implementation time.

We would accomplish a lot more than we can now by the end of 2026, if we had a budget, analytics, and policy researcher ready to take the lead on projects to move the county into the future. There would be no cost on the levy, long term budget impact, and we would not be dipping into the Spirit Fund core investment.

The county board will see better cost benefit analysis on policy items. We would also be able to review multiple options to check the best fit and most cost-effective measure. The board will see reviews of our current processes and procedures to make government more responsive to our citizens and our other government partners.

Other counties have realized success by creating robust research and analytics positions such as Racine, Waukesha, Milwaukee, Dane, and Washington Counties.

This proposal complies with the Framework of Spirit Fund Spending adopted by the ARPA Strategy and Outcomes Commission because it is planned one-time-funds, enhance other funding opportunities, will assist in reviewing how to avoid debt and will work on sustainability planning through efficiency, consolidation, and reform.

Winnebago County can live up to its motto "Wave of the Future" with a dedicated innovation analyst.

**Attachments:**

Draft Resolution w/ fiscal note

Resolution 320-112007

1 - 2023

2

3 **RESOLUTION: To Allow for Deviation of up to 10 percent of the total Spirit Fund into either Spirit Fund**  
4 **Category for Innovation and to Create a Sunsetting Innovation Analyst Position within the**  
5 **Winnebago County Department of Administration**

6

7 **TO THE WINNEBAGO COUNTY BOARD OF SUPERVISORS:**

8 **WHEREAS**, at the March 2023 County Board Meeting, the Winnebago County Board of Supervisors created  
9 the Spirit Fund split evenly between two categories: County Government Projects and Government Identified  
10 Community Projects; and

11 **WHEREAS**, the ARPA Strategy and Outcomes Commission desires to allow for some deviation in its  
12 requests to the board to permit flexibility in planning of Spirit Fund dollars to allow for innovation investment in either  
13 of the two categories; and

14 **WHEREAS**, Congress has authorized several pieces of legislation including the American Rescue Plan Act  
15 (ARPA), the Bipartisan Infrastructure Law (BIL), Inflation Reduction Act (IRA), and the federal budget, which allows  
16 for counties to receive grants and allocations directly or through competitive grants; and

17 **WHEREAS**, numerous grant and allocation opportunities require increased compliance, forms, and review by  
18 current staff. Adding resources will allow for more grant opportunities to come to Winnebago County; and

19 **WHEREAS**, the Governor and Wisconsin State Legislature are in final talks to reform local government  
20 shared revenue aids and will likely create an "Innovation Fund". It is critical for Winnebago County to create an  
21 apparatus to review the new anticipated revenues and potential innovation grants through consolidation; and

22 **WHEREAS**, many of Winnebago County's towns and small municipalities lack staff and resources to pursue the  
23 countless funding opportunities including innovation planning grants which are part of the Wisconsin legislation proposal;  
24 and

25 **WHEREAS**, budget, management, policy, and research analysts are common place in local governments to  
26 ensure sound recommendations backed up with data – yet Winnebago County does not have such a position; and

27 **WHEREAS**, the ARPA Strategy and Outcomes Commission and County Board have allocated resources to  
28 projects and municipalities which need to be expeditiously, judiciously, and professionally executed; and

29 **WHEREAS**, the Winnebago County Board has attempted to reform county government through numerous  
30 studies, most recently in 2007 with Resolution 320-112007, only to collect dust due to ambivalence and lack of resources  
31 allocated to achieve the goals desired. This in turn has resulted in the waste of tens of thousands of dollars in financial  
32 and time resources.

33

34 **NOW, THEREFORE, BE IT RESOLVED** by the Winnebago County Board of Supervisors that it supports the  
35 ARPA Strategy and Outcomes Commission request to submit projects with a deviation of up to 10% of the total Spirit  
36 Fund into either Spirit Fund category which shall follow the spending framework document created by the  
37 commission.

38

39 **BE IT FURTHER RESOLVED** by the Winnebago County Board of Supervisors that an Innovation Analyst  
40 position is created on the Table of Organization for the Department of Administration with a budget transfer in the  
41 2023 Annual Budget in the amount of \$64,000, from the Spirit Fund to the Department of Administration's labor

42 account and \$1,500 in the department's small equipment technology account, with an additional \$365,000 from  
43 interest proceeds reserved in the Spirit Fund for future budgets.

44

45 **BE IT FURTHER RESOLVED** by the Winnebago County Board of Supervisors that the Innovation Analyst  
46 position shall sunset off the Table of Organization on December 31, 2026, unless extended by the Winnebago  
47 County Board of Supervisors through the 2027 Annual Budget or Resolution.

48

49 **BE IT FURTHER RESOLVED** by the Winnebago County Board of Supervisors that the Innovation Analyst  
50 position will perform the following tasks:

- 51 (1) Advising and supporting the ARPA Strategy and Outcomes Commission on its allocation requests
- 52 (2) Ensuring expeditious completion and compliance with Spirit Fund expenditures approved by the Winnebago  
53 County Board of Supervisors
- 54 (3) Maintaining and improving the Spirit Fund dashboard required for all Spirit Fund Spending
- 55 (4) Providing research and analytics on budget and policy reform to create internal efficiencies and reallocation  
56 of taxpayer resources, especially on projects which qualify for Innovation Grants from the State of Wisconsin
- 57 (5) Working to identify and complete funding opportunity requests available to Winnebago County
- 58 (6) Supporting the Director of Administration and County Executive in special project management and analytics  
59 for Winnebago County departments

60

61 Fiscal Note: *This resolution will appropriate \$65,500 this year in labor and technology costs for the new position from*  
62 *interest earnings on the Spirit Fund. Additionally, \$365,000 will be reserved for labor costs in the 2024, 2025, and*  
63 *2026 Annual Budgets, all from Spirit Fund interest proceeds. This will not impact the base allocation in the Spirit*  
64 *Fund.*

65

Respectfully submitted by:

66

**ARPA STRATEGY AND OUTCOMES COMMISSION**

67 Committee Vote: \_\_\_\_\_

68

69 Vote Required for Passage: **Two-Thirds of Membership**

70

71 Approved by the Winnebago County Executive this \_\_\_\_\_ day of \_\_\_\_\_, 2023.

72

73

74

75

\_\_\_\_\_  
Jonathan D. Doemel  
Winnebago County Executive



1 **320-112007**

2  
3 **RESOLUTION: Recommendations of Personnel**  
4 **Function Review Committee**

5  
6 **TO THE WINNEBAGO COUNTY BOARD OF SUPERVISORS:**

7  
8 **WHEREAS**, the Personnel Function Review Committee issued a draft of its  
9 recommendations and goals on September 18, 2007; and

10  
11 **WHEREAS**, said recommendations and goals were presented to the full  
12 Winnebago County Board of Supervisors by said Committee; and

13  
14 **WHEREAS**, your undersigned supervisors believe that it is in the best  
15 interest of Winnebago County that the Winnebago County Board of Supervisors  
16 accept said recommendations and goals of the Personnel Function Review  
17 Committee as a guide to improve efficiency and economy.

18  
19 **NOW, THEREFORE, BE IT RESOLVED** by the Winnebago County Board of  
20 Supervisors that it urges the Winnebago County Executive to accept as a guide to  
21 improve efficiency and economy; and investigate and implement where feasible  
22 the recommendations and goals of the Personnel Function Review Committee  
23 which are herewith attached.

24  
25 **BE IT FURTHER RESOLVED** by the Winnebago County Board of Supervisors  
26 that it requests that the Winnebago County Executive report back to the  
27 Winnebago County Board of Supervisors at least once per year as to what progress  
28 has been made with regard to the implementation of said recommendations and  
29 goals within Winnebago County government.

30  
31 **BE IT FURTHER RESOLVED** by the Winnebago County Board of Supervisors  
32 that it requests that the Winnebago County Executive update the Winnebago  
33 County Board Chairman periodically as to progress made toward meeting and  
34 implementing said recommendations and goals.


35  
36  
37 Submitted by:

38  
39 **BERNARD EGAN, DIST. #35**  
40 **DAVID ALBRECHT, DIST. #11**  
41 **COUNTY BOARD SUPERVISORS**

42  
43 Vote Requirement for Passage:  
44 **Majority of those present**

45  
46 Approved by Winnebago County Executive this 10th day of

47  
48 January, 2008.

49  
50   
51 Mark L. Harris  
52 County Executive  
53  
54

**Personnel Function Review Committee Recommendations/Goals**  
**December 18, 2007**

**Department wide Recommendations:**

- Parks Department gets all lawn maintenance/mowing functions for all departments (except mowing rights of ways for the highway department)
- Conduct a thorough inventory of all equipment and assets (large and small) to look for duplication
- Investigate ability to use prison labor for many of the maintenance and lawn mowing tasks
- Facilities Department takes over all facilities maintenance responsibilities throughout the county. All functions and personnel related to maintenance and scheduling would fall under Facilities. Consequence will be increased challenges in scheduling; more efficiency in communication and utilizing staff; possible contractual issues/concerns.
- Highway department takes on snowplowing functions for all departments.
- Investigate regional opportunities in all Departments

**Veterans Dept**

- Investigate opportunity to combine VA position with another county. Note – there would still be satellite offices, but administration would be shared across county lines. Need to check if this is allowable by statute.
- Close North office, and move this office to Pleasant Acres. Potential consequence will be the reduction of access to services (by closing north office, and moving to Pleasant Acres) as many other services are located in downtown Oshkosh. Most veterans now use computers and can access their benefits/information on line.
- Work with IS to get a “working” computer system (including help with proprietary software)
- Standardize hours

**Planning and Zoning**

- Evaluate the IDB program.
- Share GIS equipment (hardware) with Land and Water.
- Move Department to Pleasant Acres
- Combine stormwater and erosion control functions under one person (not split between LWCD and PZ).
- Combine animal waste permitting functions with LWCD
- Request that the department look for opportunities to hand back responsibilities to the towns (or other municipalities, state etc)
- Change hours for receiving permits to increase customer service (e.g. stay open late one day per week)
- Codify the roles/functions that the Planning Department has (to distinguish from LWCD and Facilities departments).
- Conduct Exit interview with Bob Braun upon his retirement

**Coroner**

- Investigate a hired Medical Examiner that would be shared with other counties. Conduct cost analysis first. This recommendation would increase level of professionalism and ability to address today's changing crimes.

**UW-Extension**

- Evaluate amount of staff (suggest that the state conduct this evaluation).

**District Attorney**

- Investigate pro bono work for prosecution to reduce backlogs
- Move DA office into Orrin King (or other county building)

**UW-Fox Valley**

- Obtain a long-term building plan from the campus
- Encourage Calumet County to pay their share of facilities cost (might be done easiest after next census)

**Clerk of Courts**

- Share courtrooms among judges
- Move all judges offices and courts into one building
- Encourage scheduling changes to reduce wait-times by customers, alleviate crowded parking and enhance security.

**Airport**

- Facilities department takes over responsibility for maintenance on the Terminal building
- Utilize Highway Department to repair and drive the snowplows at the airport
- Evaluate turning over the fire department building to the City of Oshkosh
- Continue to aggressively market hangar space to increase revenues
- Investigate expanding airport property to enable bringing new businesses in with accessibility to the runway.
- Update the economic impact study
- Investigate air-taxi service and regional aircraft maintenance facility capability at the airport

**Treasurer**

- Consider a move to Pleasant Acres

**Facilities**

- Combine all functions and personnel related to maintenance and scheduling (e.g. plumbers, electricians, carpenters) under Facilities
- Turn over parking lot maintenance to the Highway Department (e.g. plowing)
- Investigate using the landfill maintenance shop in the future
- Sell Knapp Street Facility

- Codify functions of this department. Facilities department is responsible for all Building and Use Planning
- Consider budgeting so that utility costs are reflected for each building and/or department to better understand 'true cost' of running a department or building. Currently utility costs are lumped under facilities department.
- Evaluate how stormwater utility charges are allocated to departments, and request credits (currently this is in the works).

#### **Parks**

- Consolidate all lawn cutting functions (personnel, equipment) under Parks. This would also include mowing along Wiowash trail.
- Equipment maintenance would become function of highway department
- Investigate outsourcing mowing in outer reaches of county (e.g. Eurcka, boat landings)
- Evaluate necessity of swim beach
- Investigate sale of under-utilized property (e.g. Lasley point)
- Evaluate Parks staff levels (too top heavy?)
- Enhance marketing of Expo Center
- Move Parks plumbers, electricians etc into Facilities. Consequence could be challenges with moving employees into different unions and changing seniority.

#### **Register of Deeds**

- Double the speed of data imaging (commit more staff time to doing this)
- Investigate ways to make the office more customer-friendly (e.g. move it to Pleasant Acres, move Passports to ROD)

#### **Finance**

- Ensure continuation of cash audits (set a standard, and ensure follow-up occurs)
- Move to Pleasant Acres
- Move departmental finance 'directors' under the Finance Department for improved oversight, accountability and communication
- Change budgeting process to small capital or one-time items. These items should not recur on budget each year. (Note –Mark indicated that budgets are reviewed line by line and these issues are addressed)

#### **Park View Health Center**

- Maintenance functions move to Facilities; snowplowing done by Highway; grass cutting done by Parks
- Investigate options for addressing absenteeism (e.g. incentive programs not to use sick time)

#### **Corporation Counsel**

- Investigate possibility of being paid directly by other counties for representation on mental health compensation.

- Review and rewrite mission statement to reflect actual functions (e.g. should County Exec be included?)

#### **Human Resources**

- Conduct exit interview (not just a form) with all employees to learn of possible efficiencies and enhancements to systems
- Look at potential to extend office hours for certain departments (e.g. by allowing flex time) to enhance customer service

#### **Highway**

- Gain/retain all shop maintenance functions (including equipment and personnel) where possible.
- Evaluate administrative charges for county departments
- Take over all parking lot maintenance and plowing
- Evaluate potential for cooperative efforts between counties

#### **Human Services**

- Investigate "Family Care" as an option for delivering services differently
- Continue to evaluate sharing services across county borders
- Investigate sharing social workers with Park View

#### **Sheriff**

- Outsource prisoner transportation
- Study long term building needs; investigate regionalization with Outagamie county where appropriate
- Manage overtime more tightly
- Investigate community-wide policing

#### **Public Health**

- Investigate county department combining with Cities of Neenah, Oshkosh and Menasha Health Departments. This may better utilized skilled employees and enhance customer service.
- Investigate cross county opportunities

#### **Emergency Management**

- Combine this department (primarily top-level administration) with Outagamie county (when the opportunity arises)
- Investigate locating within the Sheriff's Department
- Investigate combining EOC with City of Oshkosh, Neenah and Menasha.

#### **County Board**

- Look at combining county committees and boards (starting in November 2007)
- Require that Supervisors turn in expense accounts within 90 days of meeting and within 60 days of end of the fiscal year.
- Obtain county email addresses for all county supervisors

- Create county board meeting room at Pleasant Acres

#### **County Clerk**

- Discontinue selling DNR hunting and fishing licenses. This would save money due to need for a dedicated phone line.
- Print directories in-house to reduce cost and add flexibility on making updates.

#### **Solid Waste Management**

- Continue to pursue consolidation of Brown, Outagamie and Winnebago County Solid waste management systems

#### **Information Systems**

- Obtain county board emails for all supervisors and elected officials
- Move to Pleasant Acres
- Investigate Sharing of infrastructure across counties

#### **Land and Water Conservation**

- Investigate combining with Planning and Zoning Department and/or combining the overlapping functions/services of both departments (e.g. stormwater erosion control, GIS, animal waste permitting)

#### **County Executive**

- No recommendations

#### **Child Support**

- Consolidation operations into one area (Orrin King)
- Conduct cross training of current staff
- Bill individuals for situations that require more than 2 DNA tests