

**WINNEBAGO COUNTY BOARD OF SUPERVISORS  
DECEMBER 22, 1998  
SPECIAL ORDERS OF BUSINESS**

Chairman Joseph Maehl called the meeting to order at 6:00 p.m. in the Fourth Floor County Board Room, Winnebago County Courthouse, Oshkosh, Wisconsin.

The meeting was opened with the Pledge of Allegiance and an Invocation by Supervisor Wagner.

Roll call: 33 present: Kollath, Barker, Griesbach, O'Brien, Maehl, Koziczowski, Klitzke, Widener, Lauson, Albrecht, Pech, Leschke, Schwartz, Montgomery, Sundquist, Wingren, Wagner, Warnke, Footit, Troxell, Robl, Payne, Lawson, Kramer, Schaidler, Finch, Sievert, Arne, Diakoff, Brennand, Egan, Rankin, Rengstorf. Excused: 5 – Bertrand, Crowley, Hue, Savas and Metzger.

Motion by Supervisor Robl and seconded to adopt the agenda. CARRIED BY UNANIMOUS VOICE VOTE.

Motion by Supervisor Robl and seconded to approve the minutes of the November 9, 10 and 11, 1998 Budget Session and November 17, 1998 adjourned session. CARRIED BY UNANIMOUS VOICE VOTE.

**COMMUNICATION, PETITION, ETC.**

One of several letters was read in opposition of PCB's in the Landfill. Letters were received from Harold and Audrey Cain 2352 Hickory Ln, Oshkosh; Chuck and Jane Van Densen 4385 Sherman Rd, Oshkosh; Nanette Sellers, 5050 Island View Dr, Oshkosh; Ron and Deb Larson, 2829 Sunset Point Ln, Oshkosh; Catherine Wojahn, Town of Algoma, Oshkosh; Dr Robert and Jean Mitchell, Oshkosh; Dorlis Grubidge, 2975 Sunset Point Ln, Oshkosh; Clinton H. Peters Jr and Joyce Peters, 5047 Tumblebrook Rd, Oshkosh; Harold Reinert, 1929 Indian Pt. Rd., Oshkosh; Marilyn Wojahn, 4685 Plummers Pt. Rd., Oshkosh; Jeff Wojahn, 2675 Chatham Ct., Oshkosh; Frances E. Galow, 4862 Island View Dr., Oshkosh; Robert Terry, 519A Clairville Rd., Oshkosh; Gail Fuhrman Graunke, 4683 Ulman St., Oshkosh; T. Steven Karow, 4710 Island View Dr., Oshkosh; Greg Graunke; Kenneth C. Albrecht, 5033 Tumblebrook Dr., Oshkosh; Luann, Kenneth Rachel Williams; Randy Gilbertson, 5270 Killdeer Ln., Oshkosh; Cindy Hovland, 5201 Bittersweet, Oshkosh; R.C. Schmiedel; Mr. & Mrs. Robert Klapa, 4522 Island View Dr., Oshkosh; Clyde Holmes, 1845 Indian Pt. Rd., Oshkosh; Jay and Sandra Schabloski, 2885 Sunset Pt. Ln., Oshkosh; J.F. Leivian, Oshkosh; Mr. & Mrs. William Gibson; Gary Bucholtz, 2811 Sunset Pt. Ln., Oshkosh; Stephen Kohel, 4544 Island View Dr., Oshkosh; Donna Bucholtz, 2811 Sunset Pt. Ln., Oshkosh; LeRoy and Arvilla Andresen, 5030 Tumblebrook Dr., Oshkosh; Richard Ehlke, 5168 I-Ah-Maytah Rd., Oshkosh; Shirley Beck; Virginia Fraser; Scott Grundy; Wayne Boss; Ralph and Diana Borski, 420 Glendale Ave., Oshkosh; Marjorie Schneider; Gordon and Nancy Russell, 5152 I-Ah-Maytah Rd., Oshkosh; Don and Pat Mason; Mr. & Mrs. Robert Getchel, 1655 Ohio St., Oshkosh; Ivan Werner, 5196 I-Ah-Maytah Rd., Oshkosh; Florence Sarres, 3650 Shangri-La Rd., Oshkosh; Roxanne and Lee Schultz; Mary Muetzel; Dr. Joann Kindt, 1271 Wisconsin St., Oshkosh; James and Carol O'Keane; Suzanne Carman; Karl and Jean Kroepflin; Wilbert and Shirley Heikkinen; Robert Plummer, 5251 Ivy Ln., Oshkosh; Marie Gartman, 3605 Shangri-La Rd., Oshkosh; Marilyn Holmes, 1845 Indian Pt. Rd., Oshkosh; Ted Wojahn, 2695 Badger Ave., Oshkosh; Todd Zak, 2261 Indian Pt. Rd., Oshkosh; Janet Priebe, 5120 Channel View Dr., Oshkosh;

A letter was received from Thomas J. Ziolkowski, 2527 County Road GG, Neenah regarding questioning the accuracy of Chairman Maehl's statement on the tax rate.

**COMMITTEE REPORT**

Supervisor Pech gave the following speech: "Thank you Mr. Chairman. Citizens of Winnebago County and fellow supervisors, in this season of glad tidings and goodwill toward men, women and children I would like to speak tonight about three things. Service, respect and commitment.

First, service. The thirty-eight supervisors of this board were elected by a plurality of voters to serve their district and Winnebago County. We serve the people. Therefore our proceedings, deliberations and actions should, and must, focus on serving and bettering the citizens of Winnebago

County Not only the citizens of today but also those of the future. In so doing, we need to look at the long range impact of the decisions we make and the actions we undertake. We shouldn't let our judgement be clouded by the next election, the next editorial or the next story in the media-we need to concentrate on the future of the county and its citizens.

Respect. All thirty-eight supervisors represent equal numbers of constituents. None of us have more wisdom, none of us have greater insight, none of us have more votes and none of us have more power than any other supervisor. When a fellow supervisor states an opinion, raises a concern or asks a question we must not talk down, talk past, talk over or talk through that supervisor. We must respect that supervisor for his or her service to their constituents and the citizens of Winnebago County. We need to respect any and all citizens that come before this board to speak, contact this board by phone or in person, or by letter. They are expressing their opinion and exercising their rights as a citizen of this county, this state and this country.

So I ask all of my fellow supervisors to join me tonight in burying the past, putting aside our differences and setting aside our pettiness so that we may move Winnebago County into the future. Service, respect and commitment."

### **PUBLIC HEARING**

There were no comments from the public.

### **PRESENTATION OF DENNIS KIMME, KIMME & ASSOCIATES**

Chairman Maehl stated prior the Board had agreed on two things- we need a jail and it would be built on county property. He asked all questions be held until the entire presentation is completed. Dennis Kimme, Kimme & Associates, Inc. and Jim Vander Heiden, HGA Architect were there to assist in the questionnaire. Prior to dealing with the questionnaire, Dennis Kimme gave a presentation to recap the work that was done leading up to this point and to update the findings to help everyone more clearly understand the questionnaire.

#### **MISSION STATEMENT**

1. Solve jail capacity security/functional problems.
2. Solve long-term Sheriff Department needs.
3. Needs should be defined for at least 20 years.
4. Provide long-term expansion capabilities(50years)
5. Select jail concepts that maximize inmate supervision and staff safety with minimum amounts of staff.
6. Build an effective staff efficient and secure facility.
7. Reduce cost of construction and operation

#### **SAFETY BUILDING FINDINGS**

- 80,100 gsf building
- 29,500 gsf Jail outdate, unsafe: (intermittent surveillance)
- Jail overcrowded:  
106 bed design, (85 bed functional capacity)  
1998 ADP = 119, (excludes 16 Huber)
- Sheriff's Department space inadequate:  
has 16,800 sf downtown, needs 31,632 sf now to accommodate growth & re-integrate patrol
- Future Jail/Sheriff Needs alone = 165,000 to 190,000 gsf
- D.A.'s office is extremely short on space:  
has 3,090 sf, needs 7,875 sf now
- Branch 6 Court has space deficiencies:  
has 4,305 sf, needs 5,043 sf today & future
- Court Commissioner space very inadequate

- has 1,812 sf, needs 4,162 sf now & future
- Police Department space extremely inadequate:  
Year 2010 need = 38% of Safety Building total(leaving 50,000 sf available)

#### BED CAPACITY

- 300 or 400 beds?
- Either will work at opening.
- Pro 300: less costly to building now (\$1.8 to \$3.1 million).
- Pro 400: lasts longer, better accommodates unexpected surges in population(due to crime, training, technology, policy, law changes),
- At opening, the staffing will be the same, only heating/cooling costs will be different.

#### BED CAPACITY PROJECTIONS

- Jail ADP 1998 = 119(+4 over '97); 106 bed capacity.
- Jail Population up 86% since 1990.
- Huber facility ADP 1998 = 107(+18); takes jail overflow.
- Jail projections delete 5.5%(for deferred payment program), add 24%(for inmates inappropriately jailed at Huber facility).
- Updated 2010 projections: 246 ADP, 308 beds(with 25% peak & classification factor).
- Updated 2020 projections: 337 ADP, 421 beds.
- New Jail can open in 2001(164 ADP, 205 beds needed).

#### POLICY: NON-WORKING HUBERS HOUSED AT THE JAIL

- Currently housed at Work Release Center because of lack of space at the Jail.
- Inappropriate setting at WRC because:  
Inmates generally Medium to Maximum security classifications.  
Escape Risk in "Unlocked Facility"  
No/Few Consequences for Bad Behavior  
Disruptive to Facility's Management-theft, vandalism

#### HISTORICAL DATA: ARRESTS

- Adult Part I Arrests up 51%, 1986-1996
- Adult Part II Arrests up 92%, 1986-1996
- Juvenile Part II Arrests up 67%, 1986-1996
- Arrests per officer have doubles since 1985  
Mobile Data Terminals  
Arrests for Domestic Violence Calls  
Population growing
- County population up 9% since 1990

#### DRY CELLS

- Innovation consistent with direct supervision concept(Mecklenburg, Contra Costa, Toledo).
- Tentative approval from state.
- PROs:  
less costly, less maintenance than plumbed cells  
secure lockdown at night, more normalized
- ASSUMPTIONS:  
Direct supervision staff 24 hours per day  
can't convert to plumbed cells post-construction
- Cost to change design to Wet = \$300,000

#### SUPERVISION-SURVEILLANCE

- Intermittent-Surveillance(period rounds)-relies on physical security
- Podular Remote; surveillance from a staffed post-mix of physical/staff security
- Direct Supervision; constant supervision by staff in the pod with inmates-reduces reliance on physical security

### POD DENSITY-DIRECT SUPERVISION

- The issue: the Number of Inmates one officer can manage.
- 50 beds selected by sheriff's staff
- Officer also manages exercise, family visiting, meals, laundry exchange, sick call, attorney visits, commissary, pod cleaning, limited programs/counseling.

### HOUSING BREAKDOWN

- About 400 beds total.
- 4 Single Occupancy, Indirect Surveillance Pods
  - Classification/Inmate Worker Pod;
  - 3 Flexible-use Pods; Maximum, disciplinary, medical isolation, protective custody, etc.
- 4 Double Occupancy , Direct Supervision Pods
- Additional 35 person Occupancy in Booking
  - 18 in Open waiting
  - 6 in single cells
  - 10 in group/transport waiting

### VISITING OPTIONS

- Centralized:
  - Inmates move (escorted) to central visiting area
  - Expansion difficult, select right number early
  - Limited square feet
  - Staff needed for escorts, surveillance & visitor reception
- At Pods:
  - Housing officer manages visiting.
  - Extra square feet for separate visitor corridor, stairs, elevator.
  - Expansion of visiting naturally results from added pods, and
  - Easy to expand visiting hours, reduce number of visitors and parking at any one time.
- Video Visits
  - Minimal square footage, minimal inmates & visitor movement
  - Less personalized visiting
  - Flexibility in visiting hours, reduced number of visitors and parking
  - Equipment, programming & maintenance costs
  - Options for facility-to-facility visits.

### KITCHEN OPTIONS

- Questions: should we replicate facilities already in existence within county?
- Opinion of Committees: No.
- Cost savings estimate: \$900,000 on space and equipment.
- Transporting will occur 2 to 3 times per day to receiving and distribution center.
- Kitchen can be added later.

### STAFFING AND NON-HOUSING STAFF EFFICIENCY ISSUES

- Two fundamental staffing calculations:
  1. Housing Areas:
    - Constant vs. intermittent staff presence,
    - Number of inmates managed per housing post
    - Watching vs. interacting and providing services
    - Lock-down at night, removal of fixed-post officer in deference to a rover.
  2. The Rest of the Jail:
    - The hardest and most critical to calculate
- Visiting at pods(or Video Visiting).
- Unescorted inmate movement down simple corridor systems w/CCTV back-up.
- Easy public access directly to staff positions.

- Booking position controlling in-the-round holding. Cash/property window, walk-in access.
- Single public lobby/reception point
- Master Control back-up of Booking, other functions
- Delivery of food, laundry, commissary, mail
- Location & delivery of programs.

#### POTENTIAL RENTAL REVENUE AND RENTING UNUSED BEDS

- Winnebago County's ADP needs plus 25% peak factor accommodated
- Years 1-5 gross revenue:
  - 2001 = \$4.2 million
  - 2002 = \$3.9 million
  - 2003 = \$3.7 million
  - 2004 = \$3.4 million
  - 2005 = \$3.2 million
- Cumulative Total, Years 2001-2020 = \$36.3 million (assumes no increase in \$60 per diem)
- Additional Staff needed at full occupancy
- Food
- Routine Medical Care (sick call)
- Uniforms & supplies
- Even w/additional expenses, the net savings of renting to others is significant.
- Net Annual Gain Years 1-5 (constant \$60 per diem, all costs inflated @ 3%/year)
  - 2001 = \$2.3 million
  - 2002 = \$2.1 million
  - 2003 = \$2.0 million
  - 2004 = \$1.9 million
  - 2005 = \$1.7 million
- Cumulative Total, Years 2001-2020 = \$19.7 million (assumes no increase in \$60 per diem)
- Cumulative total, Years 2001-2020 = \$29.8 million (assumes 3% annual increase in per diem)

#### JAIL SURVEY

1. Number of beds? 300-13      400-13      No response-3  
 Supervisor Arne requested some sort of vote be taken by those present to see who was in favor of a 300 or 400 bed facility. Chairman Maehl requested any further discussion or vote wait until the entire presentation has been made.
2. Do you understand what direct supervision, indirect supervision, and linear supervision are? Yes-21      No-6      No response-2  
 Sheriff Michael Brooks gave a brief description of each type of supervision:
  - Linear is what we have now. There is no interaction between staff and prisoners.
  - Indirect supervision is watching through a glass window and costs more to build.
  - Direct supervision is a design geared for interaction. It helps the officers make prisoners more accountable for their behavior. There is potential for less assaults. This is both a design and a management philosophy.
3. Do you have any questions about the selection process used to select the Architect Construction Manager Team? Yes-14      No-14      No Response-1  
 Dave Schmidt gave a presentation on the selection process.
  - In 1997 the Board requested Judiciary and Public Safety Committee, Property Management and Maintenance and the County Executive to come up with a solution for the Jail. John Bodnar, Corporation Counsel was part of those meetings. They decided to hire an architect and construction manager team. This way the costs could be contained better. Legal notices were published in the Northwestern and Post Crescent for a Law Enforcement Center with a 400 bed jail. Each firm responding was furnished with a packet of information which included a project statement, RFP, project description, insurance qualification, evaluation phase I and

evaluation phase II. They received eight responses, which were ranked by Dave Schmidt, Mike Elder, and Tom Martin of Hoffman Corp. They were narrowed to three which included Boldt, Hunzinger, and Smith. These were recommended to Jane Van De Hey. Dates were set up for interviews. Jane request Dave Schmidt and members of Judiciary and Public Safety and Property Management and Maintenance Committees be present for the interviews. Those present ranked the three companies based on certain criteria. The rankings were Boldt-1184, Hunzinger-878, and Smith-1049. The lowest score was throw out. The remaining two were to be further discussed to determine which would be the best to work on the "team".

4. Do you understand the Architect Construction Manager Team Concept?  
Yes-22                      No-5                      No Response-2
5. Should the County look to generate revenue by housing State prisoners?  
Yes-3                      No-20                      No Response-6  
Chuck Orenstein handed out a Tax Rate Analysis comparing what impact building the Jail would have on the tax rate. He also listed anticipated revenue from renting out a portion of the jail, showing what impact that would also have on the tax rate.
6. Should the County explore the option of building a new jail in conjunction with the State prison?  
Yes-3                      No-20                      No Response-6  
Sheriff Brooks handed out a letter from Marty Ordinans, Director of Office of Detention Facilities regarding this issue. The State is very open to working with the County, but not relating to the prison.
7. Can we expand the Huber Center to meet our needs?    Yes-9    No-12    No Response-8  
Per Sheriff Brooks, only sentenced prisoners can be housed there.
8. Should the 911 be budgeted as part of the jail project?    Yes-11    No-13    No Response-5  
Sheriff Brooks indicated the 911 equipment is out of production. He discussed a handout which showed an estimated cost of components of E911 Center to be \$830,000. This is not the brick and mortar costs. This does not include the Enhanced 911. Any costs for Enhanced 911 is offset on the telephone bills of all those serviced.
9. Would you like information on the tax impact?    Yes-27    No-1    No Response-1  
Many voiced they would like additional information from the Tax Rate Analysis prepared by Chuck Orenstein. They would like different scenerios such as a variety of number of beds, etc.
10. Are you concerned about the options of the Safety Building?  
Yes-21                      No-6                      No Response-2  
Bernie Egan indicated the Property Management and Maintenance Committee is also concerned about this and is waiting for a response from the County Executive's Office.
11. Are you concerned about the final cost of the jail?    Yes-25                      No-2    No Response-2
12. Do you understand why the standard for direct supervision is 50 persons in a pod?  
Yes-21                      No-7                      No Response-1  
Sheriff Brooks indicated although there are other schools of thought, they came up with 50 persons in a pod. They felt this was the maximum number of prisoners so officers could do other work in addition to watching the prisoners.
13. Do you know the difference between wet and dry cells?    Yes-28    No-0    No Response-1  
Per Sheriff Brooks the jail currently has wet cells, with the Huber facility having four individuals in a group sharing a common toilet and shower area. If dry cells are built, it would be impossible to convert them into wet cells.

14. Was it approved to get entrance to highway 45? Yes-6 No-3 No Response-20  
Bernie Egan indicated he had talked to Green Bay and currently there is no approved right-of-way. That had been sold to the State and would have to be bought back. He was assured that would not be a problem, but there would be a cost of \$2,000-\$3,000. The Sheriff has sent in the preliminary paper work necessary.
15. Should we use an on-site kitchen? Yes-10 No-12 No Response-7  
Sheriff Brooks said an on-site kitchen can make meals cheaper. You could use Huber labor. They have had problems with drivers. The Sheriff shared a memo from Charlene Lowe, Administrator of Park View Health Center regarding this issue.
16. Do you understand the difference between centralized visiting and visiting at the pod?  
Yes-21 No-6 No Response-2

During the presentation of the survey, Sheriff Brooks and others referred to an "Understand the Jail Issue" put together by Supervisor Bill Wingren. This gave a comparison of present to future jail issues regarding such things as population, positions needed(300 and 400 bed), staff budget and rental of jail cells.

Following the presentation Chairman Maehl opened up discussion of questions or comments. Supervisor Footit said he felt the meals should be prepared at the jail. It can be done much cheaper. He also felt a 300 bed jail should be built. He also felt the old jail should be used as a receiving jail. Prisoners should be booked and kept there until they had been in court. They then could be transferred to the Jail thereby cutting down transportation costs.

Judge Haase gave each supervisor a handout. He indicated although he knew the jail was a priority, he wanted them to remember there were other important issues and the County only had so much money. They had to consider Courthouse issues such as integration of court services, enhanced security measures and meeting present and future space requirements. Also, Safety Building issues such as the District Attorney's space needs. He feels a master plan is needed now.

Supervisor Arne said he felt after the presentation, this was not a time to take a vote on the size of the jail. He along with Supervisors Leschke and Schaidler asked for further tax rate analysis by Finance Director Chuck Orenstein on options for a 250, 300 and 400 bed facilities. They wanted the costs to include indirect and direct supervision. This should also include the cost analysis of building a smaller jail now and adding cells over a period of time. When the project started, the bench march for beds was 800. The site can hold more than that, so there is not a problem with running out of room.

Discussion ensued for a period of time with Sheriff Brooks along with many Supervisors asking that although an actual number of beds could not be determined that the process move ahead.

Oscar Boldt, from Boldt Construction spoke briefly regarding the process of picking an architect and construction manager team.

Motion by Supervisor Schwartz and seconded to adjourn until Tuesday, January 5, 1999. The meeting was adjourned at 9:24 p.m.

Respectfully submitted,  
Patricia Rabe, Deputy  
Winnebago County Clerk

I, Patricia Rabe, do hereby certify that the foregoing is a true and correct copy of the Journal of the Winnebago County Board of Supervisors for their adjourned meeting held December 22, 1998.

Patricia Rabe, Deputy

Winnebago County Clerk