

**SPECIAL ORDERS SESSION  
COUNTY BOARD MEETING  
TUESDAY, SEPTEMBER 7, 2004**

Chairman David Albrecht called the meeting to order at 6:00 p.m. in the County Board Room, Fourth Floor, Courthouse, 415 Jackson Street, Oshkosh, Wisconsin.

The meeting was opened with the Pledge of Allegiance and an invocation by Supervisor Rankin.

The following Supervisors were present: Griesbach, Scoville, Maehl, Koziczkowski, Klitzke, Widener, Lauson, Albrecht, Pech, Thompson, Steineke, Lennon, Sundquist, Wingren, Jacobson, Norton, Warnke, Nielsen, Robl, Harris, Kline, Kramer, Schaidler, Farrey, Sievert, Arne, Diakoff, Brennand, Egan, Rankin, Rengstorf and O'Brien. Excused: Weber, Barker and Finch. Absent: Hotynski, Machotka and Lorenz.

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

**COMMUNICATIONS, PETITIONS, ETC.**

A letter was received from State Representative Gregg Underheim thanking the Board for sending him a copy of Resolution No. 78-82004, "Request Public Dialogue with State Legislature Regarding Taxpayers Bill of Rights Amendment" and Resolution No. 84-82004, "Support Consolidation of Law Enforcement Services." Rep. Underheim stated that he appreciates knowing the Board's position on these issues and he will keep those positions in mind if these issues come before the Assembly.

The following resolutions were received from Juneau County and forwarded to the appropriate committees:

- Resolution No. 04-51 – regarding downsizing ICF-MR's (Intermediate Care Facilities for the Mentally Retarded) – forwarded to the Human Services Board
- Resolution No. 04-53 – regarding state highway funding – forwarded to the Highway Committee

**PUBLIC HEARING**

No one addressed the Board.

**RESOLUTION NO. 87-92004:                    Approve Ground Lease Between Winnebago County and M.A. Incorporated (Wittman Regional Airport)**

WHEREAS, M.A., Incorporated, wishes to enter into a lease for a period of twenty (20) years with three (3) additional ten (10) year options granted to the Lessee for the occupancy of approximately 65,160 square feet of property at Wittman Regional Airport for the purpose of constructing a hangar and office building and surrounding accessories; and

WHEREAS, said lease would be at an initial rate of \$.13 per square foot per year for the first three (3) years with said rates to be adjusted every three (3) years thereafter in relationship to the CPI-U plus 1% or the Winnebago County Ordinance rate, whichever is greater; and

WHEREAS, your undersigned Aviation Committee is supportive of entering into said lease agreement.

NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that it hereby approves and authorizes the Winnebago County Executive and the Winnebago County Clerk to enter into a lease with M.A., Incorporated for the lease of approximately 65,160 square feet of property for an initial term of twenty (20) years at a rate of \$.13 per square foot per year, with said rate to be adjusted every three (3) years thereafter as stated above. In addition, said Lessor would grant the Lessee three (3) additional ten (10) year option renewal periods. A copy of said lease is attached hereto and incorporated by reference as part of this Resolution.

Submitted by:  
AVIATION COMMITTEE

Motion by Supervisor Kline and seconded to approve. Ayes: 31. Nays: 0. Excused: Weber, Barker and Finch. Absent: Arne, Hotynski, Machotka and Lorenz. CARRIED.

**WINNECONNE VISION 2004 – PRESENTATION ON FUTURE PLANS FOR THE VILLAGE OF WINNECONNE**

Supervisor Lauson explained that for the past couple of years Winnebago County has been negotiating with the Village of Winneconne to transfer ownership of Lake Winneconne Park to the village. Supervisor Lauson then introduced Rob Way, Winnebago County Parks Director, who stated that he has been working with the Village's

administration to work out the terms for transferring ownership and responsibility of the park to the Village. Both Supervisor Lauson and Mr. Way stated that it will be beneficial to all concerned—the county, the Village of Winneconne and the county's and village's citizens—if this transfer of ownership takes place. Mr. Way then introduced Stephen McNeil, Winneconne Village Administrator; Peter Running, Village Police Chief; and John Rogers, Village President.

Mr. McNeil and Mr. Running then explained and discussed the process and the purpose of the Village's development of "Winneconne Vision 2004."

- Where has the village been? Where is it now and where does it want to go in the future? A clear understanding of these issues allowed them to develop a plan for the direction and growth of the Village.
- The committee working on this project was made up of village administration, village board members and village citizens. They worked to determine the village's strengths, weaknesses, opportunities and threats and from that information identified goals and developed an action plan for the Village.
- Four goals were determined: people, seniors, growth and economic development
  - ◆ People: "greater community involvement through greater use of the parks," as well as more involvement in the schools, with village projects and with the Village's youth.
  - ◆ Seniors: large senior population with limited housing options. Many seniors continue to maintain their large family homes because there are few options in the village for them to downsize. Need to build housing and facilities that are beneficial and appropriate for the elderly as their conditions dictate.
  - ◆ Growth: maintain "village atmosphere" while promoting ties with surrounding communities, specifically with the Town of Winneconne; promote residential and clean commercial growth; create industrial and business centers on the east and west sides of the village.
  - ◆ Economic development: identify land for commercial and residential growth; reorganize the Winneconne Community Development Authority; complete a Main Street "streetscape"; clean up Main Street store fronts and alleys; provide additional parking; sell or rent the old village hall.
- The Village's plan:
  - ◆ Acquire Lake Winneconne Park from Winnebago County.
  - ◆ Encourage use of all of the village's parks—corporate picnics, youth recreation programs, family reunions, weddings, etc.
  - ◆ Lake Winneconne Park will remain a park--there will not be any other type of development at the park. Looking at building a gazebo where weddings can be performed.
  - ◆ Village boat launch area: improve bathroom facilities and possibly add a bathhouse and fish cleaning station.
  - ◆ Village office hours were changed to fit the citizens' needs. Hours were adjusted so village office is open earlier in the morning and until 8:00 p.m. on Thursday evening. Implemented 24-hour telephone answering service. All employees carry pagers making them available if situations arise.
  - ◆ Youth involvement – visioning sessions for the youth. What do they see for the village in the future? They are working on developing the village's website.

Mr. McNeil and Mr. Running described other things that they are in the process of developing: "Ask the Village" column in the Winneconne News newspaper; a village newsletter, re-create the village square, west side "welcome" sign, walking & biking tours, appoint a beautification committee specifically for this vision plan, etc.

After expanding on various points of their plan and completing the presentation, Mr. McNeil, Mr. Running and Mr. Rogers answered questions from the Board.

### **HUMAN SERVICES DEPARTMENT UPDATE – MARK QUAM**

Mark Quam presented information on some of his department's larger programs and the Human Services Department's 2005 Budget. (Copies of this budget are available for viewing in the County Clerk's Office and at the public libraries.)

Mr. Quam explained that in Wisconsin, human service programs are operated at the county level. Most states in the country operate human service programs at the state level. Wisconsin has always involved local governments in the operation and facilitation of various state functions and programs.

Mr. Quam divided his presentation into the two types of program areas that his department oversees: welfare programs such as food stamps, Medicaid, Badger Care; and community care programs.

Mr. Quam explained that welfare programs have changed over the years. The check entitlement programs such as Aid for Dependent Children (AFDC) and other welfare programs are no longer in existence. They have been replaced with the Wisconsin Works (W2) Program which encourages all people to work. To support W2, there are

support programs that help people with child care, medical insurance and food stamps. These programs have grown significantly in Wisconsin over the past two to three years. As Wisconsin shifted away from providing checks and cash support to the needy, the Federal Government determined that Wisconsin hadn't been getting its fair share of federally funded food stamps and medical assistance. Because of this, it has been made easier for Wisconsin citizens to apply for and participate in these programs.

In 2004, Winnebago County will see the largest number of participants in these programs. Approximately 22,000 people in Winnebago County will receive at least one of these benefits. Mr. Quam explained that the typical recipient of these programs is a single mother with one or two children. Mr. Quam further explained that the increase in the Hmong and Hispanic populations has had little to do with these increases. Most of these program recipients are white families who have been county residents for a very long time.

Mr. Quam explained that the, "biggest predictor for poverty for folks is education and stable families." One of the biggest preventatives to keep children from growing up in poverty is to have a two-parent home where both parents work. Hopefully, this next generation of people who haven't grown up with a welfare check will be more dedicated to a work and education ethic.

Mr. Quam explained that the increased use of these medical insurance programs (Badger Care, Medicaid, etc.) has drastically increased the workload for the Human Services Department.

Mr. Quam stated that the State of Wisconsin seems to be heading towards trying to reduce Medicaid spending as it relates to nursing homes and disabled people. At budget time, this will require Mr. Quam's department to discuss various options for the appropriate care of these people in cost effective ways. Mr. Quam stated that Park View Health Center plays a very important role in this area by providing care for people who couldn't be placed in a private nursing home setting.

Mr. Quam then explained the various community programs that his department manages. Like the welfare programs discussed earlier, community programs are also State programs that the counties are required to manage, and for the most part, fund. Mr. Quam explained that problems arise when the state implements and funds a program for counties to manage, and then over time the state can't meet the financial obligations for that program. When that happens, the counties are then left with finding funds to continue those programs.

Mr. Quam explained that the county's three largest areas of community programs are child welfare, behavioral health and long-term support. There are about 8,500 clients in these programs. Unlike the welfare programs discussed earlier, which are mostly funded by state and federal money, community programs are funded by county tax levy.

- Long-term support – this is the most expensive area of care, even though it is serving the smallest number of clients. This program serves the elderly and physically disabled who meet Medicaid poverty and nursing home care levels. Community Options Program and Community Integration Programs fall under this category. People in long-term support are quite disabled. Also included in long-term support are developmentally disabled people of all ages, some who remain the county's responsibility from birth until death. There is significant cost related to their care. Programs under the long-term support category include:
  - ◆ "Birth to Three" is a state-mandated program. Referrals usually come from doctors who examine babies who are not reaching their proper developmental stage progressions. If the child is not progressing, they are referred to the Human Services Department for catch up services. Services they might need include speech or physical therapy, medical assistance, etc. The benefits of these services keep the child from slipping further behind and causing greater disability in the future.
  - ◆ Developmentally disabled children that graduate from the public school system are used to a certain level of services and they need continued support to keep them living in the community. Referrals come to the Human Services Department and an assessment is done to determine what programs they might be eligible for. A plan is worked out with the individual and their family or guardian. Many are referred to the Community Integration Program. Waiting lists for these types of programs are common. Another option for these individuals is employment at Lakeside Packaging in Neenah & Oshkosh, or sheltered employment where an agency takes them into a work site, trains them and then supervises them. Over time, supervision is reduced.
  - ◆ Aging citizens. Adult protective services is active in this area and responds to calls about someone exhibiting signs of dementia, Alzheimer's Disease, etc.
- Child Welfare – includes child abuse, child neglect and delinquency cases. Delinquency cases usually come from police or court intake referrals. The Human Services Department makes an assessment and recommendation to the District Attorney's Office, who makes the final decision on the case's disposition. Child abuse and neglect cases average about 1,500 to 1,800 cases per year. Many turn out not to be true child abuse or neglect cases, but they do require investigation. Many of these cases turn out to be poor parenting or inadequate care situations. In these situations, the Human Services Department can't

take custody of the child, so community agencies such as parenting programs, treatment for drug and alcohol abuse, family court, conflict resolution, etc. are used to help the child and family.

- Behavioral Health – mental health and alcohol and drug abuse cases. Approximately 1,500 Operating While Intoxicated (OWI) cases are referred to the Human Services Department annually. Assessments are done to determine proper treatment or support. “Acute mental health concerns” also fall under this category. Extremely mentally ill or suicidal individuals are referred to the department’s crisis workers who determine the proper immediate treatment and placement for these individuals. Once the emergency placement is done, further assessment of the individual is completed to make sure they are in the proper setting or that insurance coverage is available for that placement. The Corporation Counsel and the courts can get involved in these placements. People who don’t have insurance are on waiting lists for county-provided psychiatric care and medications. A community support program where social workers make home visits to the more extremely mentally ill cases has been extremely successful. The social workers make sure the client is taking their medication, that they have adequate food, keep track of their whereabouts, maintain family contacts, provide transportation, etc.

Mr. Quam commended his department on their dedication and hard work.

At this point, Mr. Quam answered questions from the Board.

### **HIGHWAY DEPARTMENT REPORT – JOHN HAESE, HIGHWAY COMMISSIONER**

John Haese, Winnebago County Highway Commissioner, explained the operations of his department. He stated that they are a “24/7” department—they’re open 24 hours a day, seven days a week. Someone is always on call to respond to various situations that may arise on local highways.

The main Highway Department facility is located at 901 West County Road Y in Oshkosh, with a satellite facility on Steeple Hill Road in the Town of Winchester. Mr. Haese explained that another satellite facility located between Omro and Winchester was recently sold and it is their intention to sell the Steeple Hill satellite facility and consolidate all services at the County Road Y facility. This will be done once a salt shed site has been secured in the northwest corner of the county.

Mr. Haese stated that of the three county highway departments he has been involved in, the Winnebago County Department is one of the best. His staff is very dedicated and professional. They are always willing and able to respond to all situations that come up. There are 68 full-time employees, two part-time employees, 17 bridge tenders (seasonal) and four student seasonal workers (June thru August).

The Highway Department has many pieces of equipment that they use and maintain. There are large trucks, graders, mowers, excavators, snow plows, etc. As a piece of equipment becomes too expensive to maintain or as technology changes, efforts are made to replace them.

The 2004 budget was approximately \$3.4 Million. 2004 transportation aids received from the federal and state governments will be approximately \$2.6 Million. \$300,000 in revenue came from the County Highway Improvement Project fund and \$383,000 in discretionary funds was obtained for the County Road E/Witzel Street project. Revenues are also generated from work that the department does for some county townships, the DNR, and various county departments.

Mr. Haese explained that the Highway Department is divided into three main areas: maintenance, reconstruction and planning. Maintenance on all county and state roads is performed in-house and includes summer and winter maintenance. They are responsible for 210+ miles of county roads, 270 miles of state highways and are involved in the maintenance of approximately 1,000 miles of municipal roads and streets. Summer maintenance includes asphalt paving, mowing, cutting back vision corners, vegetation removal programs and road seal coating.

Mr. Haese explained that as a source of revenue, they out-source some of the larger, more expensive pieces of equipment to other counties. His staff takes the equipment to the other counties and performs the work and his department is reimbursed for the costs. This has been a very effective program and blends well with the county’s study of sharing/combining services with other counties.

The Highway Department is also involved in traffic control at various events around the county, such as EAA and the Ducks Unlimited event on the EAA grounds and at various construction project sites. They are also responsible for centerline painting (contract with Fond du Lac County for this project), litter removal, drainage projects and bridge operations during the boating season.

During the winter months road maintenance is vitally important to the citizens of Winnebago County. Mr. Haese explained that there are very few days during the winter months when drivers can’t get through the snowdrifts or drive on slippery roads in the county. His department is very diligent when it comes to maintaining the roads during the winter months.

The Highway Department provides maintenance for other county departments and some state department

vehicles.

Eleven out of the county's sixteen townships contract with the Highway Department for road maintenance services. In 2004, the Highway Department will be reimbursed over \$10 Million for these services.

The Highway Department is also involved in: removal of underground storage tanks; demolition projects for state highway projects; demolition projects for county departments or cities; storm damage cleanup (they work closely with the Emergency Management Department and Sheriff's Department in these types of projects); access control on county highways (a county ordinance limits the number of access points on county highways—driveways, etc.); issues permits for and follows up on right-of-way restoration; and construction projects.

Mr. Haese explained that many of the large road/highway construction projects are out-sourced. He explained that because right-of-way acquisitions are very complicated and technical, he also out-sources these projects to individuals who are current on these laws.

Mr. Haese explained that planning is also a large part of his department's operations. Whether it be day-to-day planning for smaller projects that he and the Highway Committee discuss, or large projects that require the input from other sources. Mr. Haese introduced Walt Raith of East Central Wisconsin Regional Planning, who has worked with Mr. Haese and the Winnebago County Highway Committee on numerous occasions and on many projects.

One of these projects is County Trunk Highway A, which Mr. Haese and Mr. Raith discussed with the Board. They explained that after studying various options, it is most likely that CTH A will be reconstructed with some realignment, but will remain a two-lane rural road. Mr. Raith presented maps that illustrated projected usage of and property development along CTH A. A timeline for this project has not been determined.

Mr. Haese and Mr. Raith answered questions from the Board.

Motion by Supervisor Robl and seconded to adjourn until Tuesday, September 21. CARRIED BY VOICE VOTE. The meeting was adjourned at approximately 8:15 p.m.

Respectfully submitted,  
Susan T. Ertmer  
Winnebago County Clerk

State of Wisconsin)  
County of Winnebago) ss

I, Susan T. Ertmer, do hereby certify that the foregoing is a true and correct copy of the Journal of the Winnebago County Board of Supervisors for their Special Orders Meeting held on September 7, 2004.

Susan T. Ertmer  
Winnebago County Clerk