

**SPECIAL ORDERS SESSION  
WINNEBAGO COUNTY BOARD MEETING  
TUESDAY, MAY 4, 2010**

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 Lennon.

The following Supervisors were present: Konetzke, Barker, Eisen, Ramos, Miller, Roh, Smith, Widener, Hamblin, Albrecht, Gabert, Swanson, Thompson, Lennon, Hall, Wingren, Jacobson, Norton, Warnke, Robl, Eichman, Neubauer, Kline, Locke, Hegg, Finch, Sievert, Farrey, Diakoff, Brennand, Egan, Ellis, Rengstorf and Reinert.

Excused: Reynolds.

Motion by Supervisor Robl and seconded to approve the agenda for this evening's meeting. CARRIED BY VOICE VOTE.

**PUBLIC HEARING**

No one addressed the Board.

**COMMITTEE REPORTS**

Supervisor Finch reported that the Parks & Recreation Committee has changed their monthly meeting to the 2<sup>nd</sup> Tuesday of the month at 8:30 a.m.

Supervisor Eisen reported on his attendance at the Wisconsin Association of Public Libraries Conference in Sheboygan as a trustee of the Menasha Public Library.

Supervisor Kline reported that there will be a Legislative Committee meeting on Monday, May 24 at 8:30 a.m.

**CHAIRMAN'S REPORT**

Chairman Albrecht announced that Supervisor Reynolds is excused from tonight's meeting.

**RECYCLING PRESENTATION – JENNIFER SEMRAU, RECYCLING SPECIALIST  
WINNEBAGO COUNTY SOLID WASTE DEPARTMENT**

Jennifer Semrau, Recycling Specialist with the Winnebago County Solid Waste Department, gave a presentation that explained the county's recycling program and its positive financial impact on communities. Ms. Semrau stated that in 1994, Winnebago County and 15 of the county's 21 municipalities entered into a recycling program agreement. The agreement, "outlines the duties and responsibilities of each party, including recycling tip fees and rebates of surplus revenue." Ms. Semrau stated the county holds an annual meeting and presents a financial report to the municipalities that indicates the program's net surplus/deficit of that year.

Ms. Semrau also reported on:

- Recycling tip fees –
  - set the by Solid Waste Management Board each year
  - remain the same all year long, despite fluctuations in commodity markets
  - tip for 2008 - \$17.50/ton; 2009 & 2010 - \$15.00/ton
- Surplus Revenues –
  - 2008 surplus revenues were \$425,420 (approximately \$40/ton)
  - 2009 surplus revenues were \$114,231 (approximately \$11/ton)
  - Municipalities vote annually on whether to have the revenues rebated to them or to have the revenues held by the SWMB for tipping fee stabilization.

Ms. Semrau explained that because of low commodity markets in the fall of 2008 through the spring of 2009, the municipalities voted to have the SWMB hold these revenues.

Ms. Semrau then discussed single stream recycling. She explained that single stream recycling, "allows all recyclables—paper, cardboard and cans/bottles—to be mixed for collection." All other trash is disposed of separately. Ms. Semrau stated that municipalities that have switched to single stream recycling have seen an increase in recycling.

The Tri-County Single Stream Processing Facility (jointly owned by Brown, Outagamie and Winnebago Counties) processes approximately 25 tons per hour. The 50,000 square foot facility delivers, “quality, marketable end products.” Ms. Semrau reported that this facility was featured as the “MRF of the Month” in the August, 2009 trade journal Resource Recycling. It also received the 2009 Wisconsin Good Government Award sponsored by Foth in cooperation with the Wisconsin Counties Association, League of Wisconsin Municipalities and the Wisconsin Towns Association.

Ms. Semrau then took questions from the Board.

## **COUNTY JAIL EXPANSION STUDY – SHERIFF MICHAEL BROOKS**

Sheriff Brooks explained that the study will not only look at the jail, but is actually a study of the entire Winnebago County criminal justice system. He stated that studying the entire criminal justice system is important because that’s what determines the number of inmates in the county’s jail, the number of people in the alternatives to incarceration programs and which people are and are not charged with crimes.

Sheriff Brooks stated that this study will look at, “the attitudes of law enforcement” by studying:

- How aggressive officers are when they make arrests?
- How aggressive is the MEG unit in drug investigations?
- What about the charging decisions made by the District Attorney’s Office?
- What about the sentences that the courts impose?
- What about decisions made by Probation and Parole?

Sheriff Brooks stated that all of these things play a large part in the county’s jail population, so all of these things need to be studied to determine the future needs of the county’s jail.

Sheriff Brooks explained that in 1994 the former county jail was overcrowded and it was decided to construct the county’s Huber Center. The Huber Center was an unlocked facility and only prisoners sentenced with Huber privileges could occupy that building. By 1996, the former jail was overcrowded again. A comprehensive study of the safety building and jail situation was completed in 1998 and it was determined that a new Sheriff’s Office and jail was needed.

Sheriff Brooks explained that the differences between the study done in 1998 and the study he is proposing now is that there are different judges, a different District Attorney, different law enforcement work forces, and different sentencing recommendations from the state’s Department of Corrections.

In 1998, the study was to determine the county’s jail space needs for the next fifty years. Sheriff Brooks explained that they planned and built the current jail to allow for expansion to meet that fifty year need. The 1998 study also indicated that if a 347 inmate jail was built, it would be at capacity by 2010. The new jail was not occupied until 2003. The jail has reached capacity and the State of Wisconsin has given the county a variance so they can house up to 355 inmates in the existing jail.

Sheriff Brooks stated that prisoners are housed based on classifications of their crimes, which impacts the jail’s overcrowding situation. Because of these classifications and not being able to put certain inmates with other inmates, they are not able to house 355 inmates in the jail.

As a cost saving measure, in 2005 Sheriff Brooks closed the Huber Center. When the center was closed, the Huber prisoners were put on the electronic monitoring program.

Sheriff Brooks reported that in January, February & March of 2010, they are averaging between 321 and 325 inmates per day. These three months are “traditionally” their slower months. On weekends, however, they peak at the 347 to 355 limit. The busiest time of the year is during the warm months, when they will actually exceed the 355 limit.

In 2006, Sheriff Brooks reported to the Judiciary & Public Safety Committee that the costs to expand the jail needed to be studied. An internal “life cycle cost” analysis was done. This analysis looked at the various costs—labor, food, uniforms, health care, etc.

In 2006, the cost of renovating the Huber Center to a medium security 144-bed facility was determined to be approximately \$2.5 Million. The cost to add two pods (144 beds) to the current jail was more than renovating the Huber Center, but the life cycle costs to operate the jail and the renovated Huber Center far exceeded the cost of the two pods.

Sheriff Brooks explained that other options were also explored at that time—a regional jail with Outagamie County—but nothing worked out. The county is back to the same situation of an overcrowded jail and something needs to be done.

Sheriff Brooks stated that the study he is proposing now must look ahead and fit their needs for years to come. This study and the consultants will look at cost comparisons for renovating the Huber Center or adding pods to the existing jail. They will also widen their scope and consider other possible solutions if they are effective and economical. The

criminal justice system will also be looked at—can we streamline anything? Are there other options for our alternatives to incarceration processes?

Sheriff Brooks explained that ways to reduce recidivism should also be studied. Reducing recidivism will decrease future needs for the jail and increase the quality of life for everyone in the community.

Sheriff Brooks is asking that a committee be formed to look at the Requests for Proposals (RFPs) from the various consulting firms and make a recommendation to the entire Board for one of the firms to do this comprehensive study of the county's criminal justice system. The cost for this type of study will range from \$58,000 to \$154,000.

Following his presentation, Sheriff Brooks took questions from the Board.

### **OSHKOSH B'GOSH BUILDING UPDATE – MIKE ELDER, DIRECTOR OF FACILITIES**

Mike Elder, Director of Facilities reported on the progress of determining which departments will be located at the former Oshkosh B'gosh Building. He explained that the Public Health Department and the Second Chance Program that are still located at the old Park View Health Center site, need to be relocated as soon as possible. The District Attorney's Office also needs to be relocated to a county-owned facility.

Departments that will be relocated to the former Oshkosh B'Gosh building are:

- Public Health/WIC – second floor
- Information Systems – first floor
- Human Resources – first floor
- Conference Rooms – first floor
- Finance – fourth floor
- Second Chance – separate building on the property
- County Executive – fourth floor

Mr. Elder stated that not all the space in the building has been assigned yet. The third floor is still available, as are areas on each of the other floors.

The county has been working with a consultant to determine the best floor plans for these departments in their new location. The county will begin taking bids for renovation work sometime next month.

Work on the location for Second Chance is being bid separately and the work should be completed by the middle of August so they are ready when school starts in the fall.

Mr. Elder then took questions from the Board.

### **INCLUDE, RESPECT, I SELF DIRECT (IRIS) PROGRAM PRESENTATION – KEN STOFFEL, HUMAN SERVICES DEPUTY DIRECTOR**

Ken Stoffel, Human Services Deputy Director, presented information on the county's new family care program and the Lakeland Care District and the IRIS Program.

As of July 1, Winnebago County's Human Services Department will no longer be providing support services to adults with disabilities or the elderly. Those services will then be provided by either the Lakeland Care District (managed care organization) or IRIS (self-directed care program). Mr. Stoffel explained that people currently receiving services will talk to their case managers and receive information on these two options. They will then make their choice based on which program would best fill their needs. Mr. Stoffel explained that the Human Services Department cannot make a recommendation to their clients on which program to use—that decision is up to them.

Mr. Stoffel explained that IRIS is a self-directed program where the person is given a dollar amount that they can spend and then they act as their own case manager. They work with a state-contracted consultant to put together their care plan. They also have a "fiscal intermediary" who pays the bills. Mr. Stoffel explained that there is a lot more control with the IRIS program, but there is also a lot more individual responsibility.

The Lakeland Care District provides a case manager and a registered nurse to work with each individual to determine their care options. Lakeland Care District then authorizes the services the individual will receive.

Mr. Stoffel explained that new people coming into the family care program will go to the Aging and Disability Resource Center (ADRC), where they will go through a "functional and financial screening" to determine their eligibility. If they are eligible then they will participate in enrollment counseling, which helps them decide if they want to go with IRIS or the Lakeland Care District. Mr. Stoffel explained that people are able to switch from one program to the other if at some point in the future they find it isn't a good choice for them.

Mr. Stoffel explained that the Lakeland Care District and IRIS are state operated and monitored programs and that

the county's Human Services Department will not be directly involved with either of them. The county will have representation on the Lakeland Care District Board of Directors. Involvement with IRIS will be limited to referrals made by the ADRC.

Mr. Stoffel then took questions from the Board.

Robert Walduski, 786 Irish Road, Neenah, spoke to the Board about his experiences with family care and the information they are providing for Lakeland Care District and IRIS.

Motion by Supervisor Robl and seconded to adjourn until their tour on Monday, May 17 @ 8:30 a.m. at the Courthouse. The Board's regular board meeting will be held on Tuesday, May 18 at 6:00 p.m. CARRIED BY VOICE VOTE.

The meeting was adjourned at 8:20 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 Session held May 4, 2010.

Susan T. Ertmer  
Winnebago County Clerk