

**LA CROSSE COUNTY BOARD OF SUPERVISORS PLANNING MEETING  
PROCEEDINGS; MONDAY, JUNE 06, 2011**

The La Crosse County Board of Supervisors Planning Meeting was held on Monday, June 06, 2011 in the Administrative Center, Room B410. The Deputy County Clerk, Amy Twitchell, took attendance. 21 supervisors were present when Chair Steven Doyle called the meeting to order at 6:00 P.M. and those otherwise present, excused or absent are noted in the roll call detail:

<b>District Name</b>	<b>Attendance</b>
1 Richmond, Andrea	Present
2 Geary, Ralph	Present
3 Feehan, Bill	Present at 06:05 PM, Excused at 08:14 PM
4 Johnson, Jai	Excused
5 Johnson, Karin	Present at 6:05 PM (after sworn into office)
6 Billings, Jill	Present at 07:21 PM
7 Plesha, Roger	Present
8 Freedland, Maureen	Present
9 Hampson, Sharon	Present at 06:01 PM
10 Wood, Margaret	Present
11 Kader, Audrey	Present at 06:03 PM
12 Flood, Bridget	Excused
13 Brockmiller, Bill	Excused
14 Medinger, John	Present, Excused at 07:45 PM
15 Mach, Beverly	Present
16 Sebranek, Gerald	Present
17 Meyer, Donald	Present
18 Johnson, Tara	Present, Excused at 06:57 PM
19 Keil, Robert	Present
20 Bina, Donald	Present
21 Manthei, Dennis	Excused
22 Ebert, Ray	Present
23 Gamroth, Tammy	Present
24 Pfaff, Leon	Absent
25 Schroeder, Jeffrey	Excused
26 Burke, Vicki	Present, Excused at 07:40 PM
27 Pedretti, Marilyn	Present
28 Doyle, Steve	Present
29 Kruse, Monica	Present
30 Spiker, Charles	Present
31 Ferries, Dan	Present
32 Benrud, Arlene	Excused
33 Berns, Jim	Excused
34 Wehrs, Tina	Excused
35 Bilskemper, Joe	Present, Excused at 08:24 PM

## PLEDGE OF ALLEGIANCE

### COMMUNICATIONS AND ANNOUNCEMENTS:

#### County Board Chair Report - Steven Doyle

- Supervisor Conference Reports
  - Karin L. Johnson was sworn in for the County Board Supervisory District 5 by the Honorable Judge Scott Horne.
  - Jane Klekamp received a prestigious award on April 27, 2011 in Wisconsin Rapids, the Aulik Award. This award is given annual by the Wisconsin Association of Treatment Core Professionals. Jane was recognized for her tremendous contribution to the development of drug court related program here in La Crosse County. She is mainly recognized for being a partner in spreading the word and providing technical assistance throughout the State and throughout the country who are implementing drug treatment courts. La Crosse County is leading the way. Supervisor Burke stated that Jane had the opportunity to present at a national conference related to the transaction from jail to community.
  - The August board meeting will be held at 9:00 a.m. and will be immediately followed by the board picnic at a location to be determined. Motion by T. Johnson/V. Burke to approve passed on a unanimous vote
  - Grace Jones presented the annual report for Couleecap to the Board. Couleecap is a private non-profit corporation that serves 4 counties - La Crosse, Monroe, Vernon, and Crawford. It is made up of 24 board members and 70 staff. Their mission is to help families and communities achieve economic self efficiency. The annual report talks about the agency in whole. The one page report features the Rockland project. There was area in Rockland that was having some issues and Couleecap is happy to announce that there are 4 new homes and they are in the process of doing another 4. Eventually Couleecap will have total of 16 homes completed and 3 duplexes (6 rental units). They are also worked on the Neighbor Stabilization Program, which was new funding as part of the housing recovery of the country. They were awarded \$1.6 million in Federal and SP Funds which allowed them to purchase foreclosed properties, rehabilitate and sell them. In the housing development area they have been working on the community land trusts. Right now they have 7 homes in the land trust and 1 of the homes in Rockland. Within the next 18 months, they will eventually have 17 homes in the land trust. They have a strong homeless program and were able to help 94 families. They also were able to subcontract to the YWCA, Salvation Army, Options Clinic, and Legal Action to help with the homeless families in the community. In Home Rehab they were able to work on 8 homes and in Home Weatherization 349 homes weatherized. In the People Helping People Fund, where they receive private donations and help families with their immediate needs, 50 families were helped. Couleecap employees 19 residents of La Crosse County and programming totaling \$3.4 million plus. They are very grateful for the County Board support. It has been a busy year serving 38,000 people and another 17,000 were served through the Stimulus Funding. They are concerned about the economy recovery. They hope for a good economic recovery so they do not have as many folks coming to their door in need. Grace Jones responded to questions from the Board.
  - Supervisor Tara Johnson reported on Western Wisconsin Cares (WWC). The population that is served is frail, elderly, and adults with mental and physical disabilities. At the end of 2010, there were 3,312 members. As other counties have been added, the program has grown and the numbers have evolved. As of May 31<sup>st</sup> of this year, the membership has grown to 3,527, so family care continues to grow in Western Wisconsin. The offices are in Alma, Tomah, Neillsville, and La Crosse. The provider network managing 900 contracts represent a broad spectrum of providers. Western Wisconsin Cares had a very positive annual quality review. In 2009, they went into that year with a loss and

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- in 2010 they came out in the good. This is very important due to the uncertainty going into the next bi-annual budget. In the proposed bi-annual budget, the government is trying to place a cap for family care, which means WWC cannot continue to grow. This cap causes a burden and concern.
- Supervisor Kruse attended the Western Region WALDAB Board of Health Education event along with other supervisors. Public health concerned with health of community as a whole. It is a cost effective program. For every \$1 spent on prenatal WIC we save \$3; for every \$1 spent on home visits for pregnant women and new mothers we save \$5; \$5 is saved for every \$1 spent on worksite wellness; \$27 saved for childhood immunization; \$3.40 is saved for heart disease prevention and for every \$1 spent on fluoridation \$38 is saved. We received some sobering information regarding funding. Public Health is mostly funded through federal block grants. At the Federal level, the 2011 budget will decrease monies 10-20%. The 2012 budget decreases in most of the block grants and to begin October 2011 and the only money that will be seen is from the Affordable Care Act. At the state level joint finance is reviewing budget proposes and it appears that there will be a 10% across the board cut.
  - Supervisor Bina attended the RC&D meeting and he has a number of issues. Even though they are balancing budget federally and 375 coordinators were released as of last month. Supervisor Bina found out that on the federal level that Senator Kohl's earmark for grazing in state of Wisconsin was thrown out. The grazing coordinator received termination notice as of June 30 and the program will be gone. The Federal and State are taking money away from farming and the farming sector.
  - Supervisor Hampson attended the WALDAB State Conference in Appleton. Margaret Wood was sworn in as the new co-president of the state organization. Supervisor Hampson presented on the Board of Health/Public Health.
  - Supervisor Ebert requested that when individuals speak to give the real names for the abbreviations. WALDAB is Wisconsin Association of Local Health Departments and Board. RC&D is Resource Conservation and Development.
  - Supervisor Wood also attended the WALDAB Conference with Supervisor Hampson and Supervisor Kruse. The future of public health is in the ability of our public health professionals in partnering with others in the community. La Crosse County is already engaging in these programs – Complete Streets Program, Footsteps to Health and Chefs in Schools. Public Health is everywhere. She also attended the first meeting of the Strong Seniors Program which is part of the grant to our health department. It was at the EcoPark and over 110 seniors came to exercise.

**AGENDA ORDER & CHAIR CHANGE:** Chair Doyle asked for unanimous consent to take the appointments out of order. Hearing no objection, Vice Chair T. Johnson took the chair.

#### **APPOINTMENT(S)**

Appoint Tara Johnson, Tina Wehrs, and Jill Billings to the City - County Housing Task Force.

Motion by S. Doyle/A. Kader to approve the appointments passed on a unanimous voice vote with 25 ayes, 1 absent - L. Pfaff, 9 excused - A. Benrud, B. Flood, J. Berns, J. Billings, B. Brockmiller, J. Johnson, D. Manthei, J. Schroeder and T. Wehrs.

#### **CHAIR CHANGE**

Chair S. Doyle resumed the chair.

#### **Administrator Report - Steve O'Malley**

- There were signs posted throughout the buildings over the past 2 weeks for jeans week for the tornado victims. This was the brainchild of our County Clerk, Ginny Dankmeyer to do this Countywide. The County Employees donated over \$4,048 to the work of the American Red Cross.

**PROCLAMATION RE: JUNE 2011 – PARKS AND NATURAL RESOURCES MONTH**

**WHEREAS**, the County Parks system and our Natural Resources are an integral part of the La Crosse County Community; and, **WHEREAS**, the quality of our Parks and Natural Resources provides safe and healthy places for residents and visitors to recreate and enjoy; **WHEREAS**, residents and visitors are encouraged to educate themselves and adopt responsible lifestyles that preserve the beauty and value of our Parks and Natural Resources; and, **WHEREAS**, La Crosse County employees from the Facilities Department and the Department of Land Conservation serve to educate, protect, maintain and enhance the quality of our Parks and Natural Resources; **NOW THEREFORE BE IT RESOLVED**, that the La Crosse County Board does hereby proclaim the Month of June 2011 as La Crosse County Parks and Natural Resources Month and urges all residents to join in recognizing the valuable contribution made by County employees dedicated to the welfare of our Parks and Natural Resources for the benefit of our residents and visitors of La Crosse County.

Motion by M. Wood/D. Meyer to approve passed on a unanimous voice vote with 25 ayes, 1 absent - L. Pfaff, 9 excused - A. Benrud, J. Berns, J. Billings, B. Brockmiller, B. Flood, J. Johnson, D. Manthei, J. Schroeder and T. Wehrs.

- Human Services Director Jason Witt and David Steinberg, Superintendent of the Juvenile Detention Facility presented on the Juvenile Detention Facility Presentation. The purpose of the presentation was to provide the background and time to discuss the changes being recommended for the Juvenile Detention Facility. Health and Human Services will be voting on some of these changes and then it will be brought to the board at the next Thursday County Board meeting. The changes being considered do affect staffing and programming at the facility and how the facility is being used. The changes being recommended would be a significant part in meeting the challenges of the Human Service budget for next year. But, these changes would be recommended despite the budget environment. The Juvenile Detention Facility budget is a major piece of the Human Services Department budget. It is a 24/7 hour facility and the costs are high. Looking at the 2011 budget, about \$1.1 million in costs for the facility. Most of the cost is made up of personnel, 92%, 16.36 FTE, which allows the facility to house and serve up to 26 beds. On average census basis, the facility is only half full. The facility serves both La Crosse youth and youth from the surrounding areas as well. The reason for the decline is due to several different environmental factors. The state has invested in alternative programs for youth. This becomes problematic when there is a decrease in the utilization of the facility. The costs stay the same whether the facility serves 26 youth or none. As the population has gone down against the fixed costs, the average daily cost has gone up. In 2010, they experienced the highest per day cost, \$656 per day. The contract with other counties is \$175 per day and the contract rate cannot be increased. It is at the market rate. The cost factor and decline are the big reasons for the changes. Two big changes are being recommended. The first would be reducing staffing. The staff reduction would be 3.72 FTEs, but still maintaining 15 beds. In next year's budget, this would be annual savings of \$235,000 a year from the staffing changes. The second change being recommended is adding an additional service track for higher need youth requiring longer stays that are currently being sent out to other counties for longer stays at a significant cost. The services being looked at are counseling, alcohol and drug, and reintegration services. The savings of a \$190,000 on an annual basis. For a grant total savings of \$425,000 for next year, which will help preserve services of the department. The ages of youth are 10 years old to 17 years old. With the reduction, during the non-peak hours there will be 2 staff on duty, and during the peak/power time there will be 3 staff on duty. The current staff is made up of 10 full-time and 4 part-time. The recommended staff changes would be 6 full-time and 6 part-time. Three will lose a position, one has already resigned-1 supervisor, 2 direct, and 1 standby. There will be a move from full to part-time for some staff. For 10 people, they may have to change their hours of work, but there will still be 6 full-time or 6 part-time. In the

current track, the facility was intended for a short-term detention for kids 21 years ago. This is for the safety for community, family and child. For safety, they have 72 hours holds for social workers. The average length of stay varies between 3 to 4.5 days which is not enough time to meet the needs of the child. The new track would be adding a therapist, bringing in AODA services and other services, and doing therapy in the community. Then, they are not sending them away and keeping kids in La Crosse and using the tools they have learned in their own community. This would allow the facility to keep the child up to 6 months. There are 4 phases to the program – phase 1 would be intake (assessment of needs), phase 2 would be therapy (individual, family, group therapy – separate boys & girls group), phase 3 would be reintegration (go to school, in-home therapy, take care of community service, go out to workforce development, and earn out visits), and phase 4 would be aftercare (follow the kids by tracking independent living services, mentorship). The capacity would be brought down to 15, however; there still would be room to grow. By keeping the youth in the community, they expect the population to go up from 2010 that would bring the population to 8, but there still would be breathing room. In terms of cost, now there would be a facility less costly and more full, which would bring costs down. The cost of \$656 would go to \$305 a day and by keeping the youth in-house and not sending them out of County would save another \$150 per day. The impact on coverage would be 1 female and 1 male and then 1 supervisor on during power times. Also, looking at moving the control room into the facility, which is more interactive. In terms of safety, the Department of Corrections mandates a 1 staff for every 15 youth. The current ratio is 1 staff to 1 youth and if at full capacity it would be 1 staff to 8.7 youth, which is well under the guidelines. The ratios with the changes would be during power times would be 1 to 2.7 and the maximum would be 1 to 5, and other times the maximum would be 1 to 7.5, which falls under the DOC guidelines. Dave has started a Safety Committee with the JDF staff to look at the transitional issues and making the facility as safe as possible. To summarize the overall rationale, recognizing the current staff levels are hard to justify, achieve an estimated \$425,847 in savings, offer service enhancement by reducing cost, and repositioning for a growing need. It gives the facility a bright future in types of services being offered. The next steps Health and Human Services Board will decide and may or may not bring to Board for approval. They are recommending staffing changes go in effect in October so there is time to prepare the staff and operate before the higher need youth arrive. Jason Witt, Dave Steinberg, and Administrator O'Malley addressed questions by the board throughout the presentation.

- Zoning, Planning, and Land Information Director Jeff Bluske and La Crosse County Planner Charlie Handy presented an update on the Zoning Ordinance. La Crosse County encompasses approximately 500 square miles. This ordinance mainly affects Supervisors 18 through 35. It does not affect Cities and Villages, but has a direct impact on their quality of life. About 80% of the land in La Crosse County has only 20% of the population. About 400,000 acres are affected by the rewrite. Chapter 17 is the zoning ordinance and has been in place since 1952 with some amendments. This Board adopted Chapter 31, which was the County Comprehensive Plan, done in March 2008. With the help of the County Board, a 14 committee member board was formed to put the comprehensive plan together. The 14 members and with citizen input indicated it was time to amend the county zoning ordinance. There were some issues in the last chapter in the comprehensive plan that indicated there are things that they want implemented in the ordinance. They are consistent with the plan and they are trying to continue to make the zoning ordinance consistent with the County plan. State Stat states that every single action the board takes and the municipality takes need to be consistent with the County plan. Their job is to keep everyone on the same page and trying to keep everyone consistent. They have been working since the Comprehensive Plan was put in place in March 2008. They met with a lot of the local municipalities and Corporation Counsel. The Zoning staff has over 300 hours in this. The County has probably

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saved over \$300,000 by keeping it in house and not hiring it out to a consultant. Nathan Sampson, Zoning Supervisor, was also present to answer questions from the Board. The primary focus is the handout "Summary of Zoning District Lot Sizes and Authorized, Conditional and Prohibited Uses. The goal is to simplify and clarify. Zoning Ordinance rewrite, Table 9-1 is the action plan for the County Comprehensive Plan and one of the actions is to do a comprehensive rewrite of the La Crosse County Zoning Code and an update on the sign regulations in the zoning code and who is responsible listed and the schedule was to complete in 2008. La Crosse County has 12 towns and they all currently have adopted the Countywide Zoning Ordinance. At the time of the comprehensive rewrite of a zoning ordinance by a county, the towns will have the opportunity to opt out. In many counties in the state of Wisconsin, they amended their zoning ordinance on piece meal basis, a little bit here and a little bit there, so their towns would not have this opportunity. We have a lot of respect for our towns and that they should have the ability to look at this ordinance rewrite and opt-out if that is a good decision for their town. We currently have a good program in place where the 12 towns work with the County to do zoning. One of the things the town might think about when looking at this comprehensive rewrite, should they stay under the County zoning by approving the revision, should they opt-out and create their ordinance, or do neither and end up with nothing. These are the questions the towns will need to consider. Towns that opt-out will continue to be subject to County shore land, flood plain, and wetland zoning regulations. Each zoning/map amendment will need to be reviewed by the County. Residential A, Residential B, and Residential C are all the same. Agricultural A will be replaced with Rural Residential. Ag A has not really been agricultural for most of the County, but mostly rural residential with the exception of the Town of Medary. Town of Medary never adopted exclusive Ag zoning or transitional; everything in Medary was zoned Ag A or something else. There are some large farms in Medary zoned Ag A and will be able to rezone to the new zoning district, General Agricultural. Exclusive Agricultural replaces Exclusive Agricultural. General Agricultural replaces Agricultural Transition District. Recreational and Natural Resources is a new name for old district Agricultural B. Commercial covers what use to be Commercial Districts A and B. Commercial District A makes up about 5 acres in La Crosse County and there has been no demand for it. Therefore, these districts were closed and made into just Commercial. Light Industrial District replaces Commercial District C. One of the reasons for these changes is because we have seen problems with the old zoning code as far as some of these descriptions and uses. Industrial District is the same as the Industrial District. Mobile Home Courts will be changed to Manufactured Home Community. Manufactured Home Community District places the burden of enforcement on the landowner. The last district is something we do not have now, Public Facilities and Institutional. In the past, we have always put them into conditional uses or in a different district and it is harder to find on the map where the town hall would be located, where a park is, and a public facility is located. The most discussion will be in regards to the changes in the Ag A District, Rural Residential. This change came to us from the recommendation of the Town of Campbell where they have multi-family buildings. A lot of concern from property owners who have invested in a single-family home or a duplex that a large multi-family building could be built next to them. Multi-family was made a conditional use in this drafting change of the Ag A, Rural Residential. The second big drafting change is in the Exclusive Ag Zoning District. Currently, in the Exclusive Ag Zoning District you can build a home for your son, daughter, parent, or employee. What we have seen over the past 30 years of farmland preservation in place and have seen that people are working the loophole. They build a home for their son and sell it, they build a home for their son and sell it, and so forth; however, they only have one son. This is a problem because that was intended for families to keep the farm together as an operating business. In 2009 bi-annual budget, the Working Lands Initiative caps those residential units to 5 lifetime. The number of 5 is intended to keep the farm family unit together. However, if that farm should develop more

residential units, they still have the ability to amend the comprehensive plan and to amend the zoning to a residential developmental standard. We needed a little bit of flexibility for our farmers in La Crosse County. We came up with the proposal that 3% of the farm could be rezoned to Rural Residential District, if they do not have any conditional uses for the 5 without amending the comprehensive plan. We sent out of communications to the Towns and have meet with the Towns to talk about this draft. Also, we have been to several quarterly town units meetings to present and request input on ordinance. There will be a number of public informational meetings during June and July: Town of Holland, June 7<sup>th</sup>; Town of Hamilton, June 14<sup>th</sup>; Town of Farmington, June 21<sup>st</sup>; Town of Washington, July 13<sup>th</sup>. The Public Hearing will be at the County Level in August or September. We also need certification from the State. How to get public to meetings? The responsibility for the implementation of the ordinance is the Board of Supervisors, Planning, Resources & Development Committee, and Zoning Department. The County Board will be approving text and maps. We want people aware, try and to promote the changes. Zoning, Planning, and Land Information Director Jeff Bluske and La Crosse County Planner Charlie Handy addressed questions from the Board. Discussion ensued.

- **State Budget Update** - Administrator O'Malley summarize the state budget. There were 3 positive items: Income maintenance adopted WIC program proposed by Jason & others, Joint Finance Committee changed the requirements of senior care and did not adopt what the Governor proposed, clean sweep funding was unchanged. There are many negative items included in the Joint Finance. They changed the amount of shared revenue that would be cut, but that will not benefit us. However, it will benefit the richer suburbs and surrounding counties of Milwaukee. They still cut youth aids as much as proposed, child support is still underfunded and will lose federal aid. It is still in debate whether or not the budget repair requirements will go through. La Crosse County will have nothing but a 0 operating levy limit for the next 2 years. They have suspended the rate limit for 2 years. The new highway restrictions were proposed not by the Governor, but by the legislature. It is a real mess and the highway commissioners are talking at their conference. Not a lot of good news out of Madison. Chair Doyle addressed questions.

**SUGGESTIONS FOR FUTURE AGENDA TOPICS**

Supervisor Billings announced that there would be several women participating in the Habitat House build on Saturday, June 11<sup>th</sup> and they will be collecting money to donate as a group.

**ADJOURN**

Motion by K. Johnson/D. Meyer to adjourn at 8:34:01 PM passed on a unanimous voice vote with 21 ayes, 1 absent - L. Pfaff, 13 excused - A. Benrud, J. Berns, J. Bilskemper, B. Brockmiller, V. Burke, B. Feehan, B. Flood, J. Johnson, T. Johnson, D. Manthei, J. Medinger, J. Schroeder and T. Wehrs.

**STATE OF WISCONSIN )**

**COUNTY OF LA CROSSE )**

**I, Ginny Dankmeyer , La Crosse County Clerk, in and for the County of La Crosse, Wisconsin, do hereby certify that the foregoing is a true and correct copy of the Journal of Proceedings of the La Crosse County Board of Supervisors at the La Crosse County Board of Supervisors Planning Meeting held Monday, June 06, 2011 and that it is the whole thereof. IN WITNESS THEREOF, I HAVE HEREUNTO SET MY HAND AND AFFIXED THE OFFICIAL SEAL THIS DAY 15 OF JUNE 2011.**