

Executive Summary

2015 Department Annual Reports

The mission of Sheboygan County is to provide courteous, responsive, efficient and effective services to those we serve. Our vision is to be recognized as a leader of responsive and cost-effective local government. To this end, annual goals and objectives were established for Departments and the County as a whole and actively pursued.

As the Chief Administrative Officer of Sheboygan County, the *County Administrator* provides executive management and oversight to all operations of Sheboygan County government. This includes supervising department heads, developing and executing the annual budget, recommending organizational changes, assuring policies enacted by the County Board are carried out, and assuring fiscal and program accountability of services to the taxpayers of Sheboygan County.

The County Administrator led a successful 2016 budget process during 2015 that included:

- Completion of the transfer of dispatch services from the City of Sheboygan, including additional supervisory positions and a newly remodeled and equipped dispatch center
- Continued support for the Sheboygan County Economic Development Corporation
- Funding to establish a drug treatment court and provide non-hospital based detoxification services for people struggling with heroin and other drug addictions
- New Highway Department plow trucks and Sheriff's Department squads
- Continued support for road and airport maintenance and improvements
- Funding for ground excavation and design in preparation for consolidating three highway facilities
- Completion of the Ring of Fiber Network
- Funding to establish a data disaster recovery site for system operations
- HVAC upgrades for the University of Wisconsin Sheboygan
- Roof replacement and fire alarm system upgrades
- New Sound System for the five courtrooms
- Sheboygan County Marsh campground upgrades
- Significant Capital Projects for 2016:
 - Over \$1.8 million of roadway improvements
 - Nearly \$2 million in airport reconstruction
 - Over \$1.5 million of building improvements

The 2016 \$128 million budget supports 19 departments, 810 employees, hundreds of contracted service providers and more than 200 programs. The County's tax levy *rate* increased from \$5.64 in 2015 to \$5.77 in 2016 primarily due to combining dispatch services of Sheboygan County and City of Sheboygan. On average, the property tax levy has increased less than 1% per year for the past 10 years.

The County Administrator negotiated the terms for the Amsterdam Dunes Wetland Mitigation Bank and Preservation Area. The County officially took title to the property in July 2015.

This 333 acre parcel located along Lake Michigan in the Town of Holland is one of the last remaining undeveloped shorelines between Sheboygan and Chicago. Amsterdam Dunes is comprised of rare sand dunes, forest and wetlands of various types, bluffs, farmland, streams and diverse plants and wildlife. There is also a Wisconsin DNR Raptor Research Station directly contiguous to the property. Although the entire property will be a preservation area, a portion of the property will be designated a wetland mitigation bank. To mitigate the destruction of wetlands during a public or private project, wetland mitigation credits may be used or purchased from a restored wetland. The sale of the future wetland mitigation credits, along with State Stewardship funds and other grant sources are anticipated to help reimburse the County and fund restoration and enhancement of the property.

The County has continued to be proactive in pursuing cost containment initiatives and is leading by example. Though there is always room for improvement, ongoing challenges associated with State unfunded mandates, and escalating costs associated with providing services and maintaining our transportation infrastructure, Sheboygan County continues to be a leader of providing responsive and cost-effective local government. We have a team and track record we can take pride in.

~~~~~

*The following is a high-end overview of each of the department's annual reports. Full reports are posted on each department's web page – look for the “[Annual Report](#)” link in the box with the department's contact information.*

The **Building Services** Department maintains and improves the physical plant and supporting equipment for Sheboygan County operations. In addition to the ongoing maintenance and custodial responsibilities for 20 buildings (489,000 square feet) in six geographic areas of the county, the Department managed the completion of the construction for Combined Dispatch, University of Wisconsin Engineering lab, and Health & Human Services Lobby addition. In addition, the department has taken over the maintenance of the Historical Museum. Since the County's Energy Team was established by the County Administrator in 2009, the County as saved more than \$940,000 in gas and electric expenses. During 2015, the County realized an \$83,000 savings in natural gas and \$67,000 savings in electricity use.

The **Clerk of Courts** Office provides support to the five Circuit Courts, including jury notification, maintaining a record of all documents filed with the courts, and collecting the various fees, fines and forfeitures ordered by the court or specified by law. The Department processed 14,376 new cases in 2015, an increase of 668 from 2014. During 2015, the department disposed of 14,882 cases. Of the \$2.99 million the Department collected in fines, surcharges and assessments, \$2,042,553 (68%) was forwarded to the State and \$57,350 was distributed to municipalities within the County. The County retained 30% or \$897,687.

The law firm of Hopp, Neumann, Humke LLP provides legal counsel to Sheboygan County, and Attorney Carl Buesing has been the lead **Corporation Counsel** since 2000. Several other attorneys from the law firm also assist intermittently with County business. The principle goals of assisting in the implementation of the new compensation plan for Sheboygan County, the review of the *in rem*. foreclosure process, and the completion of the Amsterdam Dunes acquisition were met. During 2015, Attorney Buesing also prepared numerous resolutions,

ordinances and reviewed contracts as well as provided legal analysis and advice to the County Board, County Administrator and Department Heads.

The office of the **County Clerk** provides support to the County Board including maintaining the records for the Board and all of its Committees, certifying that meetings are posted in compliance with the Open Meeting Law and auditing the County Board expense sheets. The office administered two elections during 2015 and processed Passport applications, and marriage, domestic partnership, and dog licenses. Wisconsin Department of Natural Resources conservation, small boat, snowmobile and all-terrain vehicle licenses are now being administered by the Planning & Conservation Department.

The primary role of the **Court Commissioner** is to aid and expedite the Sheboygan County Circuit Court system. Court Commissioners are attorneys appointed by the Circuit Court judges for the purpose of carrying out certain delegated duties to assist the courts. The Court Commissioner's Department manages a variety of work including conducting pre-trial paternity conferences or initial appearances, temporary and stipulated divorce hearings, mediation referrals, referrals to Remember the Children Program, bail hearings, initial appearances in ordinance cases, and weddings. Following Rebecca Persick's successful election as Branch IV Circuit Court Judge, Ryan O'Rourke was appointed Court Commissioner in August.

The mission of the office of the **District Attorney** is to prosecute all crimes and non-criminal traffic and ordinance citations occurring within the County on behalf of the State of Wisconsin. The office also assists law enforcement in its investigations and prosecutes a variety of juvenile matters. The Department's 2015 caseload included a total of 2,267 criminal cases: 1,104 misdemeanors, 410 criminal traffic and 753 felony charges. In addition, the office prosecuted a total of 1,957 non-criminal cases: 1,569 non-criminal traffic and ordinance and 388 juvenile cases. Total cases prosecuted for the year were 4,224, a decrease of 297 from 2014. Referrals totaling 5,178 were received from law enforcement and related agencies. Each referral was reviewed by one of the prosecutors to determine what, if any, action was necessary.

The **Finance** Department mission is to effectively and efficiently safeguard and account for the County's financial resources and to provide financial services in support of all County departments. A new Finance Director was hired in June, 2015 and Finance and Information Technology were re-established as separate departments. Significant goals and objectives achieved in 2015 included successful completion of the 2016 budget process, continuing to maintain an agreement with the City of Sheboygan to share the services of the County Purchasing Agent, development of a 5-year Capital Plan, and preparation of the County's Comprehensive Financial Annual Report.

The **Health and Human Services** Department's mission is to improve the quality of life and self-sufficiency of Sheboygan County residents. The Divisions of Community Programs and Elder Services, Economic Support, Public Health, and Social Services collectively provide a broad array of services ranging from community based services for mental illness and developmentally disabled treatment, Senior Centers, hotel and restaurant inspection, drug abuse assessment and prenatal care to child protective services and job placements. During 2015, building projects supporting improved reception services were completed, information

and assistance services were added to help the community with service navigational assistance, plans were developed for the establishment of a drug treatment court, and Child Support operations were successfully integrated within the Division of Economic Support

The mission of the **Human Resources** (HR) Department is to create an environment that promotes positive employee relations, encourages equal opportunity and provides quality customer service. The Department's responsibilities include labor relations, administering employee benefits and developing personnel policies and procedures. During the past year, the Comprehensive Compensation Study recommendations were finalized and went into effect January 1, 2016. In addition, the Human Resources Policy Manual was refined, a Wellness Program was initiated at the YMCA and Planet Fitness, and an employee recognition program was introduced. The County's InHealth Clinic, which originally opened in June of 2008, now includes the City of Sheboygan and Sheboygan Area School District as partners.

**Information Technology** became a stand-alone department following the hire of a new IT Director in June. Since then, a number of hardware and software systems that both enhance information security and improve workflow efficiency had been implemented. Information Technology partners and supports other County departments, providing technical expertise and project management oversight. Work continues on the Ring of Fiber optic network which will be completed in 2016. The enhanced speed and reliability of the new network will support the construction of a disaster recovery and data backup site at the Detention Center, vastly improving the security of the County's data assets and its ability to recover from data loss. In addition, this network will form the communication backbone for collaborative projects between the County and City such as the Combined Dispatch Center and Emergency Operations Center.

In March 2014, the County Board abolished the elected Coroner position and replaced it with an appointed Medical Examiner position effective January 5, 2015. The **Medical Examiner** is on call 24 hours a day, 365 days a year and investigates deaths in Sheboygan County as required by Wisconsin Statutes. It is the mission of the Coroner's Office to provide professional death investigation to make a determination into the cause and manner of death. The Coroner's investigations include homicides, suicides, deaths following an accident or injury, deaths due to poisoning, deaths following abortion, deaths involving a motor vehicle, snowmobile, all-terrain vehicle or boat, deaths with no physician in attendance in the past 30 days, deaths of a correctional inmate, deaths when after a reasonable time a physician cannot or will not sign the death certificate or in an emergency situation, or deaths with unexplained, unusual or suspicious circumstances.

The **Planning & Conservation** Department is committed to providing the public with information and knowledge on environmental issues that affect our community, and protecting and enhancing our County's natural resources and recreational facilities. The Department continues to administer the Federal Non-Motorized Transportation Pilot Program and witnessed implementation of all projects planned for the year—nearly \$1 million was invested in the City of Sheboygan. The Department issued 180 sanitary permits—a 2% decrease from 2014—and 94 shoreland permits. Staff also reviewed and approved 46 certified survey maps creating 87 new lots encompassing 1,190 acres—both increases over 2014.

There were no new subdivision plats. The greatest accomplishment of 2015 was the completed purchase of the Amsterdam Dunes property in July.

The **Register of Deeds** Office is the primary source of legal documents which affect virtually every Sheboygan County citizen. The Register of Deeds is responsible for recording and providing a variety of legal documents to the public including birth, marriage and death certificates, real estate ownership, military records, probate instruments and business documents such as corporate filings. Recorded land records are the basis of the real estate property tax. The land records in the Register of Deeds office represent \$8.6 billion in real estate within the borders of Sheboygan County.

**Rocky Knoll Health Care Center** offers a full range of services including short-term rehabilitation and out-patient therapy, traditional long-term care and specialized care for the chronically mentally ill. The state and national rating system features an overall quality rating of one to five stars based on the facility's performance in three areas: Health Inspections, Staffing, and Quality Measures. The goal of the rating system is to help consumers make informed decisions about the skilled nursing facilities they are considering. In addition, the quality rating system helps and encourages nursing homes to strive for continuous improvement. As a result of strong leadership and staff providing excellent quality care, Rocky Knoll has achieved a Five Star Rating, and is among the best health care centers in the state and country.

The **Sheriff's Department** responsibilities include keeping the peace, enforcing the law, administering the jail and providing bailiffs for the Circuit Courts. During 2015 there were 3,854 adults and juveniles booked. On average, the Detention Center housed 214 adult and 11 juvenile inmates each day, and had an average of 33 inmates on electronic monitoring. The Combined Dispatch project continued to move forward. Construction of the new center was completed in July. Installation of radio and electronic equipment will be completed by April, 2016 with the radio system going live after testing in June, 2016.

The **Transportation** Department's **Highway Division** maintains 451 miles of Sheboygan County Trunk Highways, 170 miles of State Trunk and Interstate Highways and 465 miles of local township roads, which equates to a total of 2,172 lane-miles of maintenance responsibility. Their mission is to provide safe and reliable transportation – Today and Tomorrow. Major operations include gravel crushing, blacktop production, grading, bridge maintenance and inspection, roadway marking and signing, and snow removal. The department also performs concrete work, pipe replacements, drainage improvements, engineering services, equipment repair, project consultation, road building and paving. During 2015, major projects included construction of a roundabout at the intersection of CTH EE and CTH A, as well as reconstruction of CTH A from STH 28 to CTH EE.

The **Transportation** Department's **Airport Division** is responsible for the development, maintenance and operation of the airport's over 1,094 acre airside and landside infrastructure. The enhancement and implementation of long-range project planning allows the Airport to qualify for project funding aids under the Federal Aviation Trust Fund which offset 80%-97.5% of capital project costs. Since 1999, forty-two capital improvement projects totaling \$27,038,477 have been completed. Of that total, \$21,208,981 (78.44% of the total cost) was

provided by the Federal Aviation Administration (FAA), \$4,301,821 (15.91%) by the Wisconsin Bureau of Aeronautics, and \$1,527,673 (5.65%) by Sheboygan County. The airport is capable of handling transcontinental range jet aircraft. The 1,094-acre airport grounds are well maintained for use 24 hours a day, 365 days a year with approximately 38,000 arrival flight operations. The Sheboygan County Memorial Airport ranks #7 out of Wisconsin's 16 largest general aviation corporate/transport category airports.

The ***Treasurer's Office*** collects delinquent and second installment real estate tax payments for all 28 municipalities, and provides support for all 28 municipalities during the first installment tax collection period. There were 56,999 tax bills printed for the 2015 first installment tax collection season, and 14,144 printed for the second installment tax collection period. Tax rolls are maintained in a central file and are open to the public and consulted daily by representatives from real estate companies, title insurance and financial companies, and the general public. The Treasurer is also the Real Property Lister and is responsible for maintaining accurate ownership and description information of parcels including parcel numbers, owner's names, legal descriptions, mailing addresses, number of acres, school districts, and special purpose districts.

The ***UW-Extension*** Office's mission is to help the residents of Sheboygan County apply university research, knowledge, and resources to meet their educational needs wherever they live and work. The UW-Extension is the local source of information for the University of Wisconsin system. The professional staff are University educators (faculty and academic staff) jointly employed by Sheboygan County, the State of Wisconsin and the United States Department of Agriculture. The Department provides educational programming in four broad program areas: Agriculture and Natural Resources; Community, Natural Resource and Economic Development; 4-H Youth Development; and Family Living Education.

The mission of the ***Veterans Service*** Department is "To Serve Those Who Served." The office provides access to local, state and federal benefit programs designed specifically for former members of the U.S. Armed Forces, their qualified survivors and dependents. The Department's client base consists of over 8,900 veterans from World War II, Korea, Vietnam, 1st Gulf War, Operation Enduring/Iraqi Freedom, Cold War, Peacetime, and continuing War on Terrorism and their families. The Veterans Service Department also serves qualified survivors and dependents of disabled and/or deceased veterans. In 2015, the Department contributed to nearly \$31 million in state and federal benefits being provided to residents of Sheboygan County.