



**ADJOURNED SESSION  
COUNTY BOARD OF SUPERVISORS MEETING MINUTES  
TUESDAY, MARCH 17, 2026**

**A. Call to Order**

*Chairman Thomas Egan called the meeting of the Winnebago County Board of Supervisors to order at 6:00 P.M. from the Winnebago County Courthouse, 415 Jackson Street, Oshkosh, Wisconsin and virtually by TEAMS.*

**B. Roll Call**

*The following Supervisors were present: 35 – Dowling, Laux, Lutz, Holt, Reinke, Hancock-Cooke, Wise, Nussbaum, Stafford, Paterson, Gabert, Binder, Swan, Gilbertson, Mueller, Halbur (arrived at 6:08 pm), Ponzer, Belville (arrived at 6:05 pm), Macho, Hinz, Zellmer, Pluchinsky, Buck, Powers, Hanson, Cox, Gustafson, Bureau, Farrey, Harrison (via TEAMS), Frassetto, Egan, O'Brien, Nelson and Miller; Vacant – 1.*

**C. Pledge of Allegiance**

*The meeting opened with the Pledge of Allegiance.*

**D. Invocation**

*Supervisor Powers thanked all the members who will not be returning after the Spring Election, for all their years of dedicated service.*

*Ms. Powers said a prayer for Supervisor Harrison, for a healthy recovery.*

*Ms. Powers said a few words remembering Supervisor Walt Ulbricht, who passed away a couple of days earlier.*

*The invocation was given by Supervisor Powers.*

*Chairman Egan expressed his condolences to the family and friends of Supervisor Walt Ulbricht. A visitation will be held from 11:00 am until 11:45 am on Saturday, March 21, 2026, at the Westgor Funeral Home, 1140 Appleton Road, Menasha, WI. At 11:45 am, there will be a Words of Remembrance, an opportunity for friends and family to share stories and memories. A luncheon will be served at noon.*

*The County Board will send flowers, but if anyone is interested in donating towards a memorial at the Barlow Planetarium in Supervisor Ulbricht's name, please forward that to the County Clerk's Office.*

**E. Adopt Agenda**

*Motion by Vice-Chairman Farrey, seconded by Supervisor Cox, to adopt the agenda for tonight's meeting as amended. CARRIED BY VOICE VOTE.*

**F. Public Comments**

*The following people voiced their thoughts and concerns regarding Ordinance 256-032026: "Amend Chapter 21 of the Winnebago County General Code":*

- Larry Last, Town of Nekimi*
- Geoff Downey, Lowell, WI*
- Tim Hoversten, Oshkosh*
- Fred Stadler, Oshkosh*
- Jim Cunningham, Oshkosh*
- Brian Eberwein (via TEAMS)*

## **G. Communications from the County Clerk**

*Julie Barthels, Winnebago County Clerk, personally thanked the Highway, Sheriff, Park View departments, and any others that had to work through this past snowstorm.*

*Julie Barthels, Winnebago County Clerk, presented the following communications:*

*The following Resolutions from Other Counties were referred to the Legislative Committee.*

- *Wood County — Resolution #26-2-13 — To request the Wisconsin Counties Association to Lobby the State Legislature and Governor on Legislation for Greater Local Control For Wisconsin Counties over Large-Scale Wind and Solar Projects*
- *St. Croix County Resolution No. 12 (2026) – Resolution Requesting Wisconsin Counties Association Lobby State Legislature and Governor on Legislation For Greater Local Control For Wisconsin Counties Related To Renewable Energy*
- *Green Lake County — Resolution #04-2026 — Requesting Wisconsin Counties Association Lobby State Legislature and Governor on Legislation for Greater Local Control for Wisconsin Counties*
- *Wood County - Resolution #26-2-19 — To Support Wisconsin Establishing a Membership with the Multi-State Information Sharing and Analysis Center (MS-ISAC) to Cover the Cost of Membership for all State, Local, Tribal and Territorial (SLTT) Organizations*
- *Sawyer County - Resolution #2026-8 — To Support Wisconsin Establishing a Membership with the Multi-State Information Sharing and Analysis Center (MS-ISAC)*
- *Trempealeau County - Resolution 2026-02-07 - To Support Wisconsin Establishing a Membership with the Multi-State Information Sharing and Analysis Center (MS-ISAC)*
- *Door County — Resolution 2026-08 — Support Wisconsin Establishing a Membership with the Multi-State Information Sharing and Analysis Center (MS-ISAC)*
- *St. Croix County Resolution No. 13 (2026) — Resolution Supporting Wisconsin Establishing a Membership with the Multi-State Information Sharing and Analysis Center (MS-ISAC)*
- *Green Lake County - Resolution #05-2026 - Resolution in Opposition to Wisconsin Assembly Bill 1033*
- *Vilas County - Resolution #2026-01 - Urging Legislative Action to Address County Funding Challenges Under Wisconsin's Tax Levy Freeze*

*The following claims were referred to the Personnel & Finance Committee.*

- *Notice of Claim from Dylan R. Douglas for Damages and Injuries Occuring at the EAA Exhibit Hangars A & C*
- *Notice of Claim from Town of Algoma for Failure to Perform Ministerial Duties*

## **H. Reports from Committees, Commissions and Boards**

*Supervisor Nussbaum thanked the Highway Committee Crew for all their hard work and long hours during this past snowstorm.*

*Vice-Chairman Farrey informed the board that there would be a Legislative Committee meeting taking place on Monday, March 23, 2026, at 8:30 am at the James P. Coughlin Center.*

*Supervisor Reinke informed the board that they have a couple of handouts on their desks tonight. Mr. Reinke mentioned that April 6–12, 2026 is National Public Health week and it is also Wisconsin Idea week. There is a week of events that are being hosted by UW Extension and Public Health. Among all those events, Mr. Reinke highlighted the event taking place on Thursday, at the Sunnyview Expo Center, where Badger Talks will be presenting "Eyes on the Skies", which will feature the Barlow Planetarium on-the-go shows from 5:30-7:30 pm.*

## **I. County Executive's Report and Appointments**

*Gordon Hintz, County Executive, commented and provided updates on the following topics:*

- *Airport Fees (Chapter 21)*
- *Responsible Bidder Ordinance (Chapter 8)*
- *Highway Facility Design and Engineering*
- *Shoreland Update*
- *Opportunity Fund*

- GO Connect Microtransit

Executive Hintz then took questions from the board.

### **County Executive Appointments**

Gordon Hintz, County Executive, asked for the board's approval of the following appointments:

**Elisha D. Smith Menasha Public Library Board of Trustees** — Appointment of Bob Mittlestaedt of Neenah to a 3-year term expiring June 30, 2027.

Motion by Vice-Chairman Farrey, seconded by Supervisor Powers, to accept.  
CARRIED BY VOICE VOTE.

**Solid Waste Management Board** — Reappointment of Michael Easker of Neenah to a 3-year term expiring April 18, 2029.

Motion by Supervisor O'Brien, seconded by Supervisor Powers, to accept.  
CARRIED BY VOICE VOTE.

**Winnebago County Housing Authority** — Appointment of Michael S. Bonertz of Menasha to a 5-year term expiring on April 20, 2029.

Motion by Supervisor Cox, seconded by Supervisor Buck, to accept. CARRIED BY VOICE VOTE.

### **J. County Board Chair's Report and Appointments**

Chairman Egan reported that Supervisor Harrison was excused from tonight's meeting.

Chairman Egan reminded the Supervisors who are not returning to the Board to return their computer equipment/county devices to the Information Technology (IT) Department by noon on Friday, April 10, 2026, at the very latest.

Chairman Egan, asked for the board's approval of the following appointment:

**Land Conservation Committee** — Bruce Bohn and Daniel Stokes for 2-year terms expiring on April 18, 2028.

Motion by Vice-Chairman Farrey, seconded by Supervisor Hanson, to accept.  
CARRIED BY VOICE VOTE.

Chairman Egan commended, thanked and recognized the County Board members that are retiring with a plaque for their years of service.

- Stephanie Ann Holt, District 5, Winnebago County Board Supervisor 2024-2026
- Donald Nussbaum, District 9, Winnebago County Board Supervisor 2019-2026
- Bryan Stafford, District 10, Winnebago County Board Supervisor 2021-2026
- Thomas Swan, District 14, Winnebago County Board Supervisor 2022-2026
- Christian Mueller, District 16, Winnebago County Board Supervisor 2024-2026
- Joshua Belville, District 19, Winnebago County Board Supervisor 2022-2026
- Douglas Zellmer, District 22, Winnebago County Board Supervisor 2020-2026
- Chuck Farrey, District 30, Winnebago County Board Supervisor 2002-2026
- Ralph Harrison, District 31, Winnebago County Board Supervisor 2022-2026

### **K. Honoring Retiring County Employees**

#### **1. Resolution 242-032026: Commendation for Diane Buchholz**

WHEREAS, Diane Buchholz has been employed with the Winnebago County Child Support Department for the past twenty-one years, and during that time has been a most conscientious and devoted County employee; and

WHEREAS, Diane Buchholz has now retired from those duties, and it is appropriate for the

Winnebago County Board of Supervisors to acknowledge her years of service.  
NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors,  
that sincere appreciation and commendation is extended to Diane Buchholz for the fine  
services she has rendered to Winnebago County.  
BE IT FURTHER RESOLVED that the County Clerk send a copy of this Resolution to Diane  
Buchholz.

Submitted by:  
PERSONNEL & FINANCE COMMITTEE

Motion by Supervisor Cox, seconded by Supervisor Holt to adopt.

**2. Resolution 243-032026: Commendation for James Decker**

WHEREAS, James Decker has been employed with the Winnebago County Park View Health  
Center for the past thirty-two years, and during that time has been a most conscientious and  
devoted County employee; and

WHEREAS, James Decker has now retired from those duties, and it is appropriate for the  
Winnebago County Board of Supervisors to acknowledge his years of service.

NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors,  
that sincere appreciation and commendation is extended to James Decker for the fine  
services he has rendered to Winnebago County.

BE IT FURTHER RESOLVED that the County Clerk send a copy of this Resolution to  
James Decker.

Submitted by:  
PERSONNEL & FINANCE COMMITTEE

Motion by Supervisor Cox, seconded by Supervisor Holt to adopt.

Julie Barthels, Winnebago County Clerk, recognized Diane Buchholz and James Decker for  
their employment with Winnebago County.

Vote on Commendation Resolutions: CARRIED BY VOICE VOTE.

**L. Consent Calendar**

Consent Calendar Items are those items which are voted on by the Winnebago County Board of  
Supervisors in a single roll call vote. Committees recommend approval of all items. Any Winnebago  
County Board of Supervisor may request an Item be removed from the Consent Calendar for  
discussion. Questions relating to items on the Consent Calendar do not require the item be  
removed from the Consent Calendar.

Chairman Egan informed the board that item no. 1 in the consent calendar, Approval of  
Proceedings for February 24, 2026, Adjourned Session of the Winnebago County Board of  
Supervisors, there was a typo in lines 3 and 29 of Ordinance 235-022026, concerning "Special  
Event Fees" (specifically, charging a fee for parking during special events). Reference should be to  
Code section 19.24, not 19.12. The content and substance of the Ordinance is not changed; the  
body of the text is correct.

1. **Approval of Minutes/Proceedings: Approval of Proceedings for February 24, 2026, Adjourned Session of the Winnebago County Board of Supervisors**
2. **Report 0226001 and Zoning Amendatory Ordinance 02/0226001/26: Oshkosh Area School District; Town of Algoma; Rezone from A-2 (General Agriculture District) to B-3 (General Business District) for tax parcel nos. 002-0131-14, 002-0131-09, 002-0131-13**
3. **Zoning Amendatory Ordinance: 03/T004/26 - Joann Strook, Town of Utica, Rezone from A-2 (General Agriculture District) to R-R (Rural Recreational/Residential Mixed Use District) for tax parcel no. 024-0763-02**
4. **Zoning Amendatory Ordinance: 03/T005/26 - John Kulogo & David Hughes, Town of Clayton, Rezone for approximately 1.51 acres from R-1 (Rural Residential District) to**

**A-2 (General Agriculture District) and approximately 0.29 acres of proposed Lot 2 from A-2 (General Agriculture District) to R-1 (Rural Residential District) for tax parcel nos. 006-0420-02; 006-0420-03; and 006-0420-05**

**5. Resolution 244-032026: Disallow Notice of Claim from Dennis C. Strong II for a 1st Amendment Violation of the United States Constitution**

*WHEREAS, your Personnel and Finance Committee has had the claim of Dennis Strong II referred to it for review; and*

*WHEREAS, your Committee has investigated the claim and recommends it be disallowed by Winnebago County.*

*NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that the claim of Dennis Strong II, filed with the County Clerk on January 13, 2026, is hereby disallowed since there is no basis for liability on the part of Winnebago County.*

*Submitted by:*

**PERSONNEL & FINANCE COMMITTEE**

**6. Resolution 245-032026: Disallow Notice of Claim from Dennis C. Strong II for Slanderous Remarks Allegedly Made and Heard at the State Street Facility**

*WHEREAS, your Personnel and Finance Committee has had the claim of Dennis C. Strong II referred to it for review; and*

*WHEREAS, your Committee has investigated the claim and recommends it be disallowed by Winnebago County.*

*NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that the claim of Dennis C. Strong II, filed with the County Clerk on February 5, 2026, is hereby disallowed since there is no basis for liability on the part of Winnebago County*

*Submitted by:*

**PERSONNEL & FINANCE COMMITTEE**

**7. Resolution 246-032026: Disallow Notice of Claim from RJ Gross for Damage to his Mailbox from a Winnebago County Snowplow**

*WHEREAS, your Personnel and Finance Committee has had the claim of RJ Gross referred to it for review; and*

*WHEREAS, your Committee has investigated the claim and recommends it be disallowed by Winnebago County.*

*NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that the claim of RJ Gross, filed with the County Clerk on February 5, 2026, is hereby disallowed since there is no basis for liability on the part of Winnebago County.*

*Submitted by:*

**PERSONNEL & FINANCE COMMITTEE**

**8. Resolution 247-032026: Disallow Notice of Claim from Farmer's Insurance on Behalf of Wet Paint LLC, for Damage to Vehicle from a Winnebago County Snowplow**

*WHEREAS, your Personnel and Finance Committee has had the claim of Farmer's Insurance, on behalf of Wet Paint LLC, referred to it for review; and*

*WHEREAS, your Committee has investigated the claim and recommends it be disallowed by Winnebago County.*

*NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that the claim of Farmer's Insurance on behalf of Wet Paint LLC, filed with the County Clerk on February 17, 2026, is hereby disallowed since there is no basis for liability on the part of Winnebago County.*

*Submitted by:*

**PERSONNEL & FINANCE COMMITTEE**

**9. Resolution 248-032026: Applying for and Accepting, if awarded, the SFY 2026 NG911 GIS Grant, Track 2, administered by the Wisconsin Department of Military Affairs, Office of Emergency Communications**

*WHEREAS, the Wisconsin Department of Military Affairs administers the NG911 GIS Grant program to support GIS data necessary for emergency services; and*

*WHEREAS, the SFY 2026 NG911 GIS Grant provides Track 2 funding for counties maintaining NG911 compliant data; and*

WHEREAS, Winnebago County is eligible for Track 2; and  
 WHEREAS, this grant allows reimbursement for GIS staff time and technology with no local match; and  
 WHEREAS, the application deadline is February 26, 2026.  
 NOW, THEREFORE, BE IT RESOLVED that the Winnebago County Board of Supervisors authorizes application and acceptance of the grant, if awarded.  
 BE IT FURTHER RESOLVED that this authorization does not obligate local funds.  
 Submitted by:  
 PLANNING & ZONING COMMITTEE  
 PERSONNEL & FINANCE COMMITTEE

**10. RESOLUTION 0249-032026: Fund Balance Policy - Opportunity Fund**

Submitted by:  
 PERSONNEL & FINANCE COMMITTEE

Supervisor Farrey requested that this item be pulled from the Consent Calendar.

**11. Resolution 250-032026: Establish Salaries for the Upcoming Terms of Sheriff and Clerk of Courts**

WHEREAS, the next four-year terms of office for the Winnebago County Sheriff and Clerk of Courts will begin in January 2027; and  
 WHEREAS, by April 15, 2026, the Winnebago County Board of Supervisors is required by law to establish the salaries for the elected positions of Sheriff and Clerk of Courts for their upcoming terms of office; and  
 WHEREAS, since the regular April Board meeting will take place after this date, these salaries must be established no later than the March Board meeting; and  
 WHEREAS, reasonable salaries adjusted for considerations including inflation and precedent are necessary to attract well-qualified candidates to these full-time elected positions; and  
 WHEREAS, an annual percentage increase for the term of the Clerk of Courts is appropriate; and  
 WHEREAS, a one-time salary increase of a set dollar amount to the 2027 rate, in addition to an annual percentage increase, for the term of Sheriff will keep these salaries in line with internal comparables.  
 NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that the annual salary rates for the following elected officials of Winnebago County for the terms commencing after January 1, 2027, shall be as follows:

|                 | Annual Salary | Annual Salary | Annual Salary | Annual Salary |
|-----------------|---------------|---------------|---------------|---------------|
|                 | <u>2027</u>   | <u>2028</u>   | <u>2029</u>   | <u>2030</u>   |
| Sheriff         | \$138,092     | \$142,235     | \$146,502     | \$150,897     |
| Clerk of Courts | \$101,704     | \$104,755     | \$107,898     | \$111,135     |

BE IT FURTHER RESOLVED that the above-mentioned officers be provided with County health, dental, life insurance, and long-term disability insurance benefits at the same level and on the same terms and conditions as are provided to the County's appointed department heads, including any modifications which may be made from time to time during the office holders' terms, and that the officers participate in the Wisconsin Retirement System on the same terms as apply to other elected officials.

BE IT FURTHER RESOLVED that funds to cover the cost of this action be included as part of the budgets for the respective years.

Submitted by:  
 PERSONNEL & FINANCE COMMITTEE

**12. Resolution 251-032026: Approve Changes to Policy 19 – Health Benefits of the Winnebago County Human Resources Manual**

WHEREAS, it is necessary to enact multiple changes to the Winnebago County Human Resources Manual's Policy 19 addressing how health benefits are administered, and to update language in the policy, to reflect changes already in place; and  
 WHEREAS, the Human Resources Policy Manual contains a variety of general and

employment-related policies as approved by the Winnebago County Board of Supervisors. NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that it hereby approves changes to the Winnebago County Human Resources Manual's Policy 19 – Health Benefits as attached.

Submitted by:

PERSONNEL & FINANCE COMMITTEE

**13. Resolution 252-032026: Authorization to Apply for and Accept the 2026 AARP Community Challenge Grant for GO Connect Microtransit Expansion Support**

WHEREAS, Winnebago County partners with regional transit providers to support transportation access for residents, including older adults, individuals with disabilities, and transit-dependent populations; and

WHEREAS, the AARP Community Challenge Grant Program provides funding opportunities to support community mobility, transportation access, and livable community initiatives; and

WHEREAS, Winnebago County has identified an opportunity to apply for up to \$15,000 in grant funding to support GO Connect microtransit mobility enhancements serving the Oshkosh–Neenah corridor; and

WHEREAS, the grant does not require a formal local match, but the project leverages existing local transportation funding associated with the GO Connect service; and

WHEREAS, grant funds, if awarded, would offset a portion of contracted transportation service costs and mobility support activities without requiring additional County levy beyond currently budgeted appropriations.

NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that the County is hereby authorized to apply for the 2026 AARP Community Challenge Grant, and to accept and administer the grant funds if awarded.

BE IT FURTHER RESOLVED by the Winnebago County Board of Supervisors that the Human Services Department, County Executive's Office, and Finance Department are authorized to execute all necessary documents related to the grant consistent with County policies.

Submitted by:

PERSONNEL & FINANCE COMMITTEE

**14. Resolution 253-032026: Approve \$129,391.00 Budget Amendment request for the Butte des Morts Boat Landing 2026 Capital Project**

WHEREAS, on February 18, 2026, Winnebago County staff opened bids for the Butte des Morts Boat Landing project; and

WHEREAS, Winnebago County received three bids from qualified contractors including Northeast Asphalt, Ratke Contractors, and Janke General Contractors; and

WHEREAS, the qualified low bidder is Northeast Asphalt with a total project bid of \$2,183,374.00; and

WHEREAS, Winnebago County received a \$964,346.00 grant from the Wisconsin Department of Natural Resources and the County Board approved

\$1,264,307.00 in the 2026 Capital Improvement Plan for the project; and WHEREAS, based on the bids received and the recommended contingency amount going into construction, the Parks Department is requesting an additional \$129,391.00.

NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that it hereby approves a budget amendment request for the Butte des Morts Boat Landing Project in the amount of \$129,391.00.

Submitted by:

PERSONNEL & FINANCE COMMITTEE

PARKS COMMISSION

**15. RESOLUTION 0254-032026: Approve a Budget Amendment Request for #523S Side Mower Replacement Amounting to \$36,200.00**

Submitted by:

HIGHWAY COMMITTEE

PERSONNEL & FINANCE COMMITTEE

Supervisor Nussbaum requested that this item be pulled from the Consent Calendar.

Motion by Supervisor Nelson, seconded by Supervisor Powers to adopt the consent calendar as amended excluding:

10. Resolution 249-032026: Fund Balance Policy - Opportunity Fund

15. Resolution 254-032026: Approve a Budget Amendment Request for #523S Side Mower Replacement Amounting to \$36,200.00

**VOTE ON CONSENT CALENDAR: CARRIED BY VOICE VOTE.**

**ITEMS REMOVED FROM CONSENT CALENDAR**

**10. Resolution 249-032026: Fund Balance Policy - Opportunity Fund**

WHEREAS, Winnebago County's goal in establishing a fund balance policy is to provide both short-term and long-term financial stability by ensuring sufficient funds are available to provide services and maintain infrastructure; and

WHEREAS, a significant amount of the county's funds are held in fund balance accounts and the Fund Balance Policy establishes guidance for the use of said fund balances; and WHEREAS, the Personnel & Finance Committee is proposing additional language within the Fund Balance Policy, specifically addressing the Opportunity Fund and its guidelines. NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that it hereby adopts the proposed revisions to the Fund Balance Policy as follows:

Opportunity Fund – One-time Winnebago County expenditures that do not increase recurring operating costs ~~that~~ **and** cannot be funded through current revenues. Emphasis will be placed on one-time uses of fund balance.

- Allow use of excess reserves immediately when the General Unassigned Funds exceed 30%.
- Focus on one-time uses (capital, technology upgrades, economic development)
- Maintain Board approval and Finance Committee oversight
- Require an annual Opportunity Plan outlining ROI, and projects and community impact

All deposits to and withdrawals from this account will have oversight by the Personnel and Finance Committee prior to Board approval at two-thirds of elected members.

Submitted by:

PERSONNEL & FINANCE COMMITTEE

Motion by Supervisor Buck, seconded by Supervisor Pluchinsky to bring to the floor for discussion.

Motion by Vice-Chairman Farrey, seconded by Supervisor Nussbaum to make an amendment to the current Fund Policy. On the 4th page of the Fund Balance Policy (the attachment), 4th paragraph down strike the words, "One Hundred Percent" and replace with "Eighty Percent". It should read "~~One Hundred Percent~~ **Eighty Percent** of the excess above 30% of the calculation above."

Point of Order called by Supervisor Holt. The Personnel & Finance Committee put forth and approved in their committee a document that has changed from what Vice-Chairman Farrey was describing, and that One Hundred Percent does not exist in the language that they've brought forth to the board.

Paul Kaiser, Finance Director, clarified that the original policy was passed in March 2025 with 100% in it at that time. The only amendment before the board at this time is the redefinition of the opportunity fund for better clarification of how the Opportunity Fund can be used. That is what the resolution is looking to change.

Motion by Vice-Chairman Farrey, seconded by Supervisor Nussbaum, to make an amendment. On line 24 of the resolution, add "80% of" before the word "excess".

Point of Order called by Supervisor Holt.

Mary Anne Mueller, Corporation Counsel, stated that the Finance Director said that by putting that 80% in, it is contradicting the policy.

Supervisor Holt mentioned what the Personnel & Finance Committee was attempting

to do was to not change the entire policy. They established that Opportunity Fund as part of the March 2025 policy approval. What hadn't been discussed is how that money could be extracted from the Opportunity Fund and for what purposes? They said one-time uses, but they were not very clear on what their intentions were, so all this was, was an effort to clarify the Opportunity Fund to make sure it was explicit about how it could be used and for what purposes.

Vice-Chairman Farrey strongly suggested to this board during the next term that they make sure they bring this back and correct this severe mistake.

Vice-Chairman Farrey pulled his amendment.

Supervisor Nussbaum seconded the amendment, but he didn't pull his second.

Chairman Egan announced that the amendment was pulled.

Motion by Supervisor Bureau, seconded by Vice-Chairman Farrey, to refer the Fund Balance Policy back to the Personnel & Finance Committee to rewrite the policy so they do not lose track of it and bring it back to the board separately regarding Vice-Chairman Farrey's pulled amendment.

Mary Anne Mueller, Corporation Counsel, clarified with Supervisor Bureau, that the policy would be referred back to the Personnel & Finance Committee but in terms of the Opportunity Fund definition, the board is leaving that alone.

Discussion continued among board members.

Motion by Supervisor Holt, seconded by Supervisor Ponzer, to vote on the original resolution as it is written. CARRIED BY VOICE VOTE. (Nays: 1 – Farrey)

**15. Resolution 254-032026: Approve a Budget Amendment Request for #523S Side Mower Replacement Amounting to \$36,200.00**

WHEREAS, the Highway Department has a fleet of 6 tractors that have side and rear flail mowers attached to the tractors for mowing operations throughout Winnebago County; and

WHEREAS, a previously purchased tractor was equipped with poor quality side and rear mowers, the latter of which has already been replaced by the Department; and

WHEREAS, if purchase of the new side mower is approved, this tractor will be equipped with matching higher quality mowers that would be interchangeable with any of the other 5 tractors in the County fleet; and

WHEREAS, this piece of equipment was not included in the 2026 budget because upon initial inspection, the mower appeared to be repairable, but after closer inspection it was determined that the mower was not repairable and required replacement; and

WHEREAS, the Highway Committee passed a motion to approve the requested budget amendment by a vote of 4-0 at its meeting on February 23, 2026, as well as the Personnel & Finance Committee approved this budget amendment by a vote of 5-0 at its meeting on March 5, 2026.

NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that it hereby approves a budget amendment request in the amount of \$36,200.00 for the purchase and installation of a Diamond 75-inch side flail mower and add approximately \$25,000 of revenue to the Highway Fund ~~for~~ from insurance reimbursement.

Submitted by:

HIGHWAY COMMITTEE

PERSONNEL & FINANCE COMMITTEE

Motion by Supervisor Nussbaum, seconded by Supervisor Holt, to adopt the resolution with the amendment. The amendment that was added is on lines 29-30 in red print.

There was a typo on line 31. Strike the word "for" and replace it with the word "from".

CARRIED BY VOICE VOTE.

**M. Business Items, Resolutions, and Ordinances**

**1. ORDINANCE 0258-032026: Motion to Amend Ordinance 0206-112025, Adoption of Chapter 27 Winnebago County Shoreland Zoning Ordinance, by Modifying the Effective Date of the Ordinance to July 1, 2026**

WHEREAS, Ordinance 0206-112025 approved revision of Chapter 27, Winnebago County Shoreland Zoning, with an effective date of April 1, 2026; and

WHEREAS, the revised ordinance, among other things, removed Winnebago County General

Zoning from shoreland areas; and  
 WHEREAS, Robert's Rules of Order §35:1 allows for amending something previously adopted; and  
 WHEREAS, some towns are not ready for the April 1, 2026 implementation date for the towns' general zoning in shoreland areas; and  
 WHEREAS, a number of towns would like additional time to prepare for the implementation of town general zoning in shoreland areas or to secure retention of county zoning in those areas; and  
 WHEREAS, adopting an effective date of April 1, 2026 would cause adverse effects to those towns that do not have general zoning or other measures in place.  
 NOW, THEREFORE, BE IT ORDAINED by the Winnebago County Board of Supervisors that it amends lines 31-32 of Ordinance **0206-112025** to read as follows:  
 27 of the Winnebago County General Code shall become effective following the date of signature and publication ~~on July 1, 2026~~ ~~April 1, 2026~~.  
 Submitted by:  
 SUPERVISOR FRANK FRASSETTO, DISTRICT 32  
 CHAIRMAN THOMAS EGAN, DISTRICT 33

*Motion by Supervisor Frassetto, seconded by Supervisor Buck, to adopt.  
 Vote on Motion to Amend Ordinance 206-112025, Adoption of Chapter 27 Winnebago County Shoreland Zoning Ordinance, by Modifying the Effective Date of the Ordinance to July 1, 2026. AYES: 26; NAYES: 7 – Nussbaum, Stafford, Paterson, Gabert, Swan, Hanson, and Farrey; ABSTAIN: 0; EXCUSED: 1 – Harrison; ABSENT: 1 – Halbur; Vacant –1. MOTION PASSED.*

**2. Report 0226002 and Zoning Amendatory Ordinance 03/0226002/26: Winnebago County Planning and Zoning to Establish County General Zoning in the Shoreland Areas for the Town of Winneconne for multiple parcels**

*Motion by Supervisor Miller, seconded by Supervisor Frassetto, to adopt.*

*Motion by Supervisor Nelson, seconded by Supervisor Binder, to refer back to the Planning & Zoning Committee. CARRIED BY VOICE VOTE.*

**3. Report 0226003 and Zoning Amendatory Ordinance 03/0226003/26: Winnebago County Planning and Zoning to Establish County General Zoning in the Shoreland Areas for the Town of Utica for multiple parcels**

*Motion by Supervisor Nelson, seconded by Supervisor Binder, to refer back to the Planning & Zoning Committee. CARRIED BY VOICE VOTE.*

**4. Report 0326001 and Zoning Amendatory Ordinance 03/0326001/26: Winnebago County Planning and Zoning to Establish County General Zoning in the Shoreland Areas for the Town of Black Wolf for multiple parcels**

*Motion by Supervisor Nelson, seconded by Supervisor Powers, to refer back to the Planning & Zoning Committee. CARRIED BY VOICE VOTE.*

*At 8:13 p.m., Chairman Egan announced that the board would take a short recess.*

*Chairman Egan called the meeting back into session at 8:28 p.m.*

**5. Zoning Amendatory Ordinance: 03/T001/26 - Town Zoning Ordinance and Map Amendment to encompass all Shoreland Properties located in the Town of Clayton to establish town zoning districts within the shoreland areas**

*Motion by Supervisor Miller, seconded by Vice-Chairman Farrey, to adopt.  
 CARRIED BY VOICE VOTE.*

6. **Zoning Amendatory Ordinance: 03/T002/26 - Town Zoning Ordinance and Map Amendment to encompass all Shoreland Properties located in the Town of Rushford to establish town zoning districts within the shoreland areas**

*Motion by Supervisor Miller, seconded by Vice-Chairman Farrey, to adopt.  
CARRIED BY VOICE VOTE.*

7. **Zoning Amendatory Ordinance: 03/T003/26 - Town Zoning Ordinance and Map Amendment to encompass all Shoreland Properties located in the Town of Poygan to establish town zoning districts within the shoreland areas**

*Motion by Supervisor Miller, seconded by Supervisor Frassetto, to adopt.  
CARRIED BY VOICE VOTE.*

8. **Ordinance 255-032026: Amend Chapter 8 of the Winnebago County General Code**

*WHEREAS, Winnebago County contracts for millions of dollars' worth of public works projects every year governed by Winnebago County's General Code, internal procurement policies, and state statutes; and*

*WHEREAS, those rules force the county to select the lowest responsible bidder but do not define the criteria for responsible bidder; and*

*WHEREAS, this amendment to Section 8.01 seeks to add definition to "responsible bidder" for public works contracts exceeding \$25,000 in alignment with Wisconsin Statutes § 66.0901 and § 59.52(29); and*

*WHEREAS, when Winnebago County hires contractors who fail to meet quality and compliance standards, taxpayers ultimately bear the cost; and*

*WHEREAS, poor workmanship can lead to projects that require rework or repairs far sooner than expected, driving up long-term expenses; and*

*WHEREAS, when contractors do not fulfill their obligations, the county incurs significant administrative costs including time, staff resources, and legal efforts, to enforce contract terms and compel corrective action; and*

*WHEREAS, these hidden costs undermine the savings from selecting the lowest bidder and highlight why defining "responsible bidder" is essential to protect public funds and ensure durable, high-quality results; and*

*WHEREAS, Wisconsin State Statutes § 66.0901 and § 59.52(29) require that local governments accept the lowest responsible bidder for public works contracts, however, the statutes do not define what a "responsible bidder" is and provide authority for local governments to define that in their general code.*

*NOW, THEREFORE, THE WINNEBAGO COUNTY BOARD OF SUPERVISORS DOES ORDAIN AS FOLLOWS: Section 8.01 of the Winnebago County General Code is amended and replaced as reflected in the attached Ordinance;*

*BE IT FURTHER ORDAINED by the County Board of Supervisors of the County of Winnebago that Section 8.03 is added to the Winnebago County General Code.*

*BE IT FURTHER ORDAINED by the County Board of Supervisors of the County of Winnebago that said amendment to the General Code of Winnebago County shall become effective on the date following the date of publication.*

*Submitted by:*

*SUPERVISOR ANDY BUCK, DISTRICT 24*

*SUPERVISOR JOHN HINZ, DISTRICT 21*

*FACILITIES & PROPERTY MANAGEMENT COMMITTEE*

*Motion by Supervisor Buck, seconded by Supervisor Powers, to adopt.  
CARRIED BY VOICE VOTE.*

9. **Ordinance 256-032026: Amend Chapter 21 of the Winnebago County General Code**

*WHEREAS, in September 2025, a market-based analysis was completed by Airport Business Solutions ("consultant") of hangar rental rates at Wittman Regional Airport; and*

*WHEREAS, the analysis demonstrated that hangar rates have not kept pace with market conditions; and*

WHEREAS, the consultant grouped hangar units within each hangar complex based on utility rather than on unit size to simplify administration of the hangar rental fee rates; and  
WHEREAS, since a portion of the hangar spaces are not individually metered, and in those instances, utilities are the responsibility of the county, it is recommended that the Winnebago County Airport Department perform an annual assessment of the utility costs to determine whether significant increases are being incurred; and  
WHEREAS, the consultant recommends an annual increase equal to 3% or changes in the area's Consumer Price Index, whichever is greater, on a consistent, uniform basis. Further, a reassessment of rates is recommended at 3- to 5-year intervals to ensure that Wittman Regional Airport remains competitive in the region as it relates to hangar rental rates, and supply and demand characteristics; and  
WHEREAS, the proposed set of hangar rental fee increases recommended by the Airport Director closely mirrors the consultant's recommendations, with a few exceptions.  
NOW, THEREFORE, THE WINNEBAGO COUNTY BOARD OF SUPERVISORS DOES ORDAIN that Chapter 21 of the Winnebago County General Code be amended as attached.  
BE IT FURTHER ORDAINED by the Winnebago County Board of Supervisors that said amendments to the Winnebago County General Code shall become effective on the date following the date of publication.

Submitted by:

AVIATION COMMITTEE

FACILITIES & PROPERTY MANAGEMENT COMMITTEE

Motion by Supervisor Gabert, seconded by Supervisor Stafford, to adopt.

Motion by Supervisor Gabert, seconded by Supervisor Holt, to make an amendment. On line 21, strike the words, "the consultant recommends" and on line 22, strike the words, "on a consistent, uniform basis." and add the following verbiage, "to create the hangar rental rate increase for Wittman Regional Airport." after the word, "greater,". Line 21-22 should read, "WHEREAS an annual increase equal to 3% or changes in the area's Consumer Price Index, whichever is greater, **to create the hangar rental rate increase for Wittman Regional Airport.**"

Supervisor Holt withdrew her second from Supervisor Gabert's motion for amendment.

Supervisor Nussbaum seconded Supervisor Gabert's motion for amendment.

Supervisor Gabert withdrew her amendment.

Motion by Supervisor Swan, seconded by Supervisor Gabert, to postpone this item to the next county board meeting.

Supervisor Gabert, Chairman of the Aviation Committee, pulled the ordinance from the agenda.

Supervisor Hinz, Chairman of the Facilities & Property Management Committee, did not want the ordinance pulled from the agenda.

Mary Anne Mueller, Corporation Counsel, clarified that since this ordinance affects both committees, and they don't agree with one another, the County Board Chairman would need to make the decision on whether this ordinance would be pulled from the agenda.

Chairman Egan decided to proceed forward with this ordinance.

Motion by Supervisor Lutz, seconded by Supervisor Pluchinsky to adopt.

Motion by Supervisor Nelson, seconded by Supervisor Lutz to call the question.

Vote on call the question. CARRIED BY VOICE VOTE.

Vote on ordinance. AYES: 24; NAYES: 7 – Nussbaum, Stafford, Paterson, Gabert, Swan, Hanson, and Farrey; ABSTAIN: 2 – Halbur and Cox; EXCUSED: 1 – Harrison; ABSENT: 1 – Gilbertson; Vacant – 1. MOTION PASSED.

**10. Resolution 257-032026: Discussion and Approval of a Funding Request of up to \$2,568,384 from the Spirit Fund for the Design and Engineering of an Addition to the Highway Facility in accordance with the Winnebago County Facility Master Plan**

WHEREAS, in 2024, Winnebago County conducted a Facility Condition Assessment to determine the deferred maintenance and capital improvement needs of Winnebago County buildings; and

WHEREAS, large expenditures were forecasted and, rather than spend limited funds on inadequate facilities, a space needs survey was completed; and

WHEREAS, using the Condition Assessment and Space Needs study, Winnebago County

*developed a Facility Master Plan; and*

*WHEREAS, the Highway Facility is the best candidate to begin the implementation of the Facility Master Plan due to its location and the potential for a future Winnebago County campus in the vicinity; and*

*WHEREAS, because of similarities in operations, the Facilities Department could be added to the Highway Facility site to create efficiencies.*

*NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that it hereby approves a funding request of up to \$2,568,384.00 from the Spirit Fund for the design and engineering of an addition to the Highway Facility in accordance with Winnebago County's Facility Master Plan.*

*Submitted by:*

**FACILITIES & PROPERTY MANAGEMENT COMMITTEE  
ARPA STRATEGY AND OUTCOMES COMMISSION**

*Motion by Supervisor Hinz, seconded by Supervisor Reinke, to adopt.*

*Motion by Supervisor Bureau, seconded by Supervisor Halbur to call the question.*

*Vote on call the question. CARRIED BY VOICE VOTE. (Nayes: 1 – Hanson)*

*Vote on resolution. AYES: 33; NAYES: 0; ABSTAIN: 0; EXCUSED: 1 – Harrison;  
ABSENT: 1 – Gilbertson; Vacant –1. MOTION PASSED.*

## **N. Adjourn**

*Motion by Vice-Chairman Farrey, seconded by Supervisor Stafford, to adjourn until the April 21, 2026, Organizational Meeting of the Winnebago County Board of Supervisors.*

*CARRIED BY VOICE VOTE. The meeting was adjourned at 9:25 p.m.*

*Submitted by:*

*Cassie J. Smith-Gregor*

*Winnebago County Chief Deputy Clerk*

*State of Wisconsin) County of Winnebago) ss*

*I, Cassie J. Smith-Gregor do hereby certify that the foregoing is a true and correct copy of the Journal of the Winnebago County Board of Supervisors for their Business Meeting held March 17, 2026.*

*Cassie J. Smith-Gregor*

*Winnebago County Chief Deputy Clerk*

*The video portion of this meeting is available on the County website:*

*<https://winnebagocowi.portal.civicclerk.com>*