

NOTICE OF MEETING

SHEBOYGAN COUNTY BOARD OF SUPERVISORS

Sheboygan County Courthouse
615 North 6th Street, 5th Floor
Sheboygan WI

To Observe the Meeting Remotely Dial:
(312) 626-6799
Enter Meeting ID: 838 3286 4933
Passcode: 933849

Join Zoom Meeting

<https://us06web.zoom.us/j/83832864933?pwd=UFBwU0gyVWUzaTg5VjFPQy9Wb09DUT09>

WSCS 24/7 live stream: (Subject to WSCS Availability)

<https://videoplayer.telvue.com/player/Q88UIDYmxPJcLEwBkva9uJNWQzIzRD2W/categories/1222/stream/441?autostart=false&showtabssearch=true&fullscreen=false>.

Persons wanting to observe the meeting are encouraged to listen remotely. Everyone is welcome to wear a face mask in Sheboygan County facilities.

TUESDAY, August 16, 2022 at 6:00 P.M.

In compliance with Rule V under the Rules of Order of the Sheboygan County Board of Supervisors, as County Clerk of Sheboygan County, I herewith submit the following AGENDA.

AGENDA

CALL TO ORDER – Chairperson Vern Koch

CERTIFICATION OF COMPLIANCE WITH OPEN MEETING LAW

PLEDGE OF ALLEGIANCE

ROLL CALL

APPROVAL OF JULY 19, 2022 JOURNAL

PRESENTATIONS - NONE

PUBLIC ADDRESSES

As of the preparation of this Agenda the following persons have requested to speak. County Board rules allow interested persons to register to speak until 5:00 pm on the Monday before the County Board Meeting.

Jim Davies, 221 S. Heritage Drive, Oostburg, WI 53070 – Airport FBO
Gary Gritt, N4473 VanTreeck Trail, Sheboygan Falls, WI 53085 - Airport FBO
Raymond Sievers, 6130 95th Avenue, Kenosha, WI 53142 – Airport FBO
Jacob Smith, 1918 North 9th Street, Unit A, Sheboygan, WI 53081 – Airport FBO

Posted 08/12/2022 @ 3:00 PM

LETTERS, COMMUNICATIONS AND ANNOUNCEMENTS

Items introduced under this heading are either referred to a Committee for action, or received for information. No action is taken at this meeting.

COUNTY ADMINISTRATOR'S REPORT

The County Administrator's Report is a monthly report by the Administrator in which noteworthy activities of County government are highlighted. In addition, the Administrator's Report presents the Administrator's perspective on the Resolutions and Ordinances being considered or introduced at this meeting. The Administrator's Report is not an action item, and no debate or deliberation arises from the Report.

CONSIDERATION OF COMMITTEE REPORTS - EXECUTIVE COMMITTEE

Resolution No. 05 (2022/23) Re: Approving Standard Intergovernmental Agreement for 2023 County Sales Tax Revenue-Sharing

Committee Recommendation: Adopt
Signed in Opposition: None

Resolution No. 06 (2022/23) Re: Designating the Sheboygan County Public Safety Answering Point (PSAP) For Grant Funding Under 2019 Wisconsin Act 26 and Wis. Stat. §256.35

Committee Recommendation: Adopt
Signed in Opposition: None

Ordinance No. 01 (2022/23) Re: Amending Sheboygan County Code Section 61.03(1) and Repealing Section 61.03(2) Related to Fixed Based Operator (FBO) Services at Sheboygan County Memorial Airport

Committee Recommendation: Enact
Signed in Opposition: None

CONSIDERATION OF COMMITTEE REPORTS - FINANCE COMMITTEE

Resolution No. 07 (2022/23) Re: Amending 2022 Budget for Use of General Funds for Airport Fixed Base Operator (FBO) Services

Committee Recommendation: Adopt
Signed in Opposition: None

RESOLUTIONS INTRODUCED

Items introduced under this heading are referred to a Committee for recommendation. No formal action is taken at this meeting unless noted.

Resolution No. 08 (2022/23) (From Finance Committee)
Re: 2023 Five-Year Capital Plan

RESOLUTIONS INTRODUCED - Continued

Resolution No. 09 (2022/23) (From Finance Committee)

Re: Supporting the Principle of Fair Housing and Adherence to the Fair Housing Law

Resolution No. 10 (2022/23) (From Transportation Committee)

Re: Authorizing County Aid for Culvert and Bridge Construction in the Towns of Greenbush, Holland, Wilson, and Lima

ORDINANCES INTRODUCED

Items introduced under this heading are referred to a Committee for recommendation. No formal action is taken at this meeting unless noted.

Ordinance No. 02 (2022/23) (From Law Committee)

Re: Modifying Fee Schedule of Medical Examiner in Chapter 96

ADJOURNMENT

Respectfully submitted this 12th day of August, 2022.



JON DOLSON, COUNTY CLERK

* * * * *

NOTES:

Reminder: Expense sheets for the period ending August 15, 2022 are due in the County Clerk's Office no later than Friday, August 19, 2022.

Persons with disabilities needing assistance to attend or participate are asked to notify the County Clerk's Office at 920.459.3003 prior to the meeting so that accommodations may be arranged.

JOURNAL OF THE MEETING OF THE SHEBOYGAN COUNTY BOARD OF SUPERVISORS

July 19, 2022

Pursuant to Wis. Stat. § 59.11, the July 19, 2022 session of the Sheboygan County Board was called to order by Chairperson Vern Koch at 6:00 p.m. Chairperson Koch noted that the notice of meeting was posted on July 15, 2022 at 12:30 p.m. in compliance with the open meeting law. The meeting opened with the Pledge of Allegiance by all present.

The roll call was taken and recorded with 22 Supervisors present; (1) Supervisor attended remotely: Supervisor Schobert; Absent: 3, Supervisors Coulson, Kulow, and Wegner.

Supervisor Brauer moved for approval of the June 21, 2022 Journal, which was distributed to all supervisors prior to the meeting. The motion was seconded by Supervisor Ellis and carried on unanimous roll call vote of the board.

APPOINTMENTS

The Chairperson announced that the next order of business was the consideration of the following appointments by the County Administrator.

Aging and Disability Advisory Committee

Appointment

Jane Brill, 1500 Douglas Dr., Plymouth

Reappointments

Derek Muench, 608 Commerce Street, Sheboygan

Mary Nowacki, 1513 North 4th Street, Sheboygan

Terese Gessler, 1925 North 12th Street, Sheboygan

Board of Adjustment

Appointments

Kenneth Sonntag, W7442 County Road F, Cascade

(Member-Town of Mitchell)

Marjean Pountain, N8761 Willow Road, Elkhart Lake

(Alternate-Town of Herman)

Reappointments

Mark Pfaller, N7745 Shoreland Road, Elkhart Lake

(Member-Town of Rhine)

BJ Reenders, 941 Center Avenue, Oostburg

(Member-Town of Holland)

Supervisor Goehring moved to concur with the appointments from the County Administrator. The motion was seconded by Supervisor Brauer and carried on unanimous roll call vote of the board.

PRESENTATION

Matt Strittmater, Health & Human Services Director – Public Health Update.

LETTERS AND COMMUNICATIONS

The Clerk presented a resolution from the St. Croix County Board of Supervisors in support of revising the current real estate transfer fees revenue sharing formula. By Chairperson received for information.

DEPUTY COUNTY ADMINISTRATOR'S REPORT

Deputy County Administrator Alayne Krause noted that Administrator Payne and Corporation Counsel Fieber were attending the National Counties Association Conference in Colorado and welcomed Paul Dirkse to the meeting in place of Corporation Counsel Fieber. Deputy Administrator Krause thanked Matt Strittmater for his presentation on Public Health programs and activities. Deputy Administrator Krause touched on Resolution No. 04- Authorizing Application for Fiscal Year 2022 Justice Assistance Grant Program Award (Local Solicitation) and Entering into Memorandum of Understanding with City of Sheboygan that was being voted on and the reasons behind pulling it for immediate action. Deputy Administrator Krause ended with an update on the 2023 Budget Development Process.

COMMITTEE REPORTS

The Clerk read the report of the Executive Committee regarding **Resolution No. 03 (2022/23) Authorizing Director of Emergency Management to Enter Into Mutual Aid Agreement with Other Emergency Management Offices** recommending adoption.

Supervisor Goehring moved to adopt the resolution. The motion was seconded by Supervisor Brauer and carried on unanimous roll call vote of the board.

(Vice-Chairperson Abler presiding)

Pursuant to Rule IV of the Rules of Order, the following resolutions and ordinances were introduced by the Clerk and referred by the Vice-Chairperson as indicated:

Resolution No. 04 (2022/23) Re: Authorizing Application for Fiscal Year 2022 Justice Assistance Grant Program Award (Local Solicitation) and Entering into Memorandum of Understanding with City of Sheboygan.

Supervisor Brauer moved to pull Resolution No. 04 from committee for immediate action. The motion was seconded by Supervisor Jorgensen and carried on unanimous roll call vote of the board.

Supervisor Jorgensen moved to adopt the resolution. Supervisor Brauer seconded the motion which carried on unanimous roll call vote of the board.

Resolution No. 05 (2022/23) Re: Approving Standard Intergovernmental Agreement for 2023 County Sales Tax Revenue-Sharing referred to the Executive Committee.

Resolution No. 06 (2022/23) Re: Designating the Sheboygan County Public Safety Answering Point (PSAP) for Grant Funding Under 2019 Wisconsin Act 26 and Wis. Stat. §256.35 referred to the Executive Committee.

Resolution No. 07 (2022/23) Re: Amending 2022 Budget for Use of General Funds for Airport Fixed Base Operator (FBO) Services referred to the Finance Committee.

Ordinance No. 01 (2022/23) Re: Amending Sheboygan County Code Section 61.03(1) and Repealing Section 61.03(2) Related to Fixed Based Operator (FBO) Services at Sheboygan County Memorial Airport referred to the Executive Committee.

ADJOURNMENT

Supervisor Te Stroete moved to adjourn. Supervisor Brauer seconded the motion which carried on unanimous roll call vote of the board. The meeting was adjourned at 6:29 p.m. **The next scheduled meeting is Tuesday, August 16, 2022 at 6:00 p.m.**

1 **SHEBOYGAN COUNTY RESOLUTION NO. 05 (2022/23)**

2
3 **Re: Approving Standard Intergovernmental Agreement for 2023 County**
4 **Sales Tax Revenue-Sharing**
5

6
7 **WHEREAS**, when Sheboygan County enacted Ordinance No. 2 (2016/17), *Enacting*
8 *One-half Percent County Sales Tax to Maintain Sheboygan County's Transportation*
9 *Infrastructure*, a unique feature of the Ordinance was that it provided that a portion of the
10 revenue received from the Ordinance would be made available to local units of government
11 within Sheboygan County to assist those municipalities in addressing their own transportation
12 needs, and
13

14 **WHEREAS**, Section 7.07 of the Sales Tax Ordinance provided that the distribution to
15 local units of government would be premised upon the municipalities agreeing to be bound by
16 the terms of a standard intergovernmental cooperative agreement, and
17

18 **WHEREAS**, Section 7.07(1) of the Code provided that the terms of the
19 intergovernmental agreement were to be reviewed and approved annually by the County Board,
20 and
21

22 **WHEREAS**, by the adoption of Resolution No. 19 (2016/17), the County Board approved
23 the form of a standard intergovernmental agreement; and
24

25 **WHEREAS**, in the inaugural year of the sales tax revenue sharing, the agreement was
26 accepted by all municipalities and the revenue-sharing has been working satisfactorily under the
27 terms of the standard form that was adopted; and
28

29 **WHEREAS**, the proposed Sheboygan County Sales Tax Revenue-Sharing for
30 Transportation Infrastructure Maintenance 2023 Intergovernmental Cooperative Agreement, a
31 copy of which is on file with the County Clerk, contains terms and provisions consistent with the
32 goals of the County Sales Tax Ordinance;
33

34 **NOW, THEREFORE, BE IT RESOLVED** that the Sheboygan County Board approves
35 the form of the *Sheboygan County Sales Tax Revenue-Sharing for Transportation Infrastructure*
36 *Maintenance 2023 Intergovernmental Cooperative Agreement*, a copy of which is on file with the
37 County Clerk, and authorizes and directs the County Administrator and County Board
38 Chairperson to execute such agreements with each Sheboygan County municipality willing to
39 be bound by the terms of the Agreement.
40

41 **BE IT FURTHER RESOLVED** that the County Administrator and County Board
42 Chairperson are empowered to agree to any minor modifications to the Standard Agreement
43 that may be requested by a particular municipality that may be necessary to accommodate the
44 municipality's individual circumstances, provided the modifications do not, in the opinion of the
45 County Administrator and County Board Chairperson, contain terms and provisions that are
46

47
48 (The rest of this page intentionally left blank.)

inconsistent with the goals of Chapter 7 of the Sheboygan County Code, the County Sales and Use Tax Ordinance No. 2 (2016/17), *Enacting One-half Percent County Sales Tax to Maintain Sheboygan County's Transportation Infrastructure*.

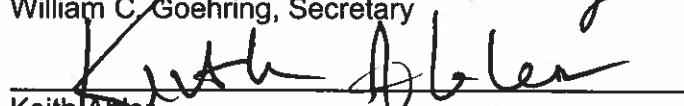
Respectfully submitted this 19th day of July, 2022.

FINANCE COMMITTEE


Roger Te Stroete, Chairperson


Kathleen Donovan, Vice-Chairperson


William C. Goehring, Secretary


Keith Able


Thomas Wegner

Opposed to Introduction:

FISCAL NOTE
July 2022


**Resolution No. 05 (2022/23) RE: Approving Standard Intergovernmental Agreement
for 2023 County Sales Tax Revenue-Sharing**

As part of County Ordinance Chapter 7 – County Sales Tax and Use Tax Ordinance, this agreement outlines the Revenue Sharing Program with the municipalities of the County. Since the inception of the Half Cent Sales tax in 2017, the County will have allocated \$9.3 million to the municipalities by the end of 2022.

Funding:

No additional funding is required at this time. The 2023 amount for the Revenue Sharing Program will be part of the 2023 Budget process.

Respectfully Submitted,



Jeremy Fetterer, Deputy Finance Director
July 19, 2022

SHEBOYGAN COUNTY RESOLUTION NO. 06 (2022/23)

Re: Designating the Sheboygan County Public Safety Answering Point (PSAP)
For Grant Funding Under 2019 Wisconsin Act 26 and Wis. Stat. §256.35

WHEREAS, every municipal and state agency that provides fire suppression, law enforcement, and EMS, may establish a 911 system. Most counties operate their own Public Safety Answering Point ("PSAP") to meet the needs of their citizens; and

WHEREAS, the 2017-19 Wisconsin state budget required the Wisconsin Department of Military Affairs ("DMA") to create an emergency services IP network to be provided to all PSAPs. This digital network is essential in transitioning the state's 911 system from the old and outdated analog system to a current and advanced NextGeneration 911 system; and

WHEREAS, 2019 Wisconsin Act 26 created Wis. Stat. §256.35(3s)(bm) which provides a much needed PSAP grant program aimed to provide grant dollars for advanced training of telecommunicators; equipment or software expenses; and incentives to consolidate some or all of the functions of two or more PSAPs; and

WHEREAS, Wis. Stat. §256.35(3s)(bm)4 provides that only one PSAP per county may receive the grant funds; and

WHEREAS, DMA has created Wisconsin Administrative Code Chapter 2, which requires the county board of supervisors to designate one PSAP per county.

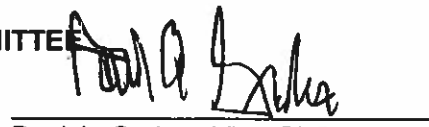
NOW, THEREFORE, BE IT RESOLVED that the Sheboygan County Board of Supervisors does hereby designate the Sheboygan County Sheriff's Department as the Public Safety Answering Point for the purposes of 2019 Wisconsin Act 26 and Wis. Stat. §256.35 grant dollars or federal grant opportunities.

Respectfully submitted this 19th day of July, 2022.

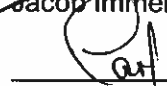
LAW COMMITTEE


Gerald Jorgensen, Chairperson


Wendy Schobert, Secretary


Paul A. Gruber, Vice-Chairperson


Jacob Immel


Carl Nonhof

Opposed to Introduction:

FISCAL NOTE
July 2022

Resolution No. 06 (2022/23) RE: Designating the Sheboygan County Public Safety Answering Point (PSAP) For Grant Funding Under 2019 Wisconsin Act 26 and Wis. Stat. §256.35

Funding:

No funding is required for this resolution.

Respectfully Submitted,



Jeremy Fetterer, Deputy Finance Director
July 19, 2022

SHEBOYGAN COUNTY ORDINANCE NO. 01 (2022/23)

Re: **Amending Sheboygan County Code Section 61.03(1) and Repealing Section 61.03(2) Related to Fixed Based Operator (FBO) Services at Sheboygan County Memorial Airport**

WHEREAS, Section 61.03(1) of the Sheboygan County Code provides that as a general policy, in the operation of the Sheboygan County Memorial Airport, the County shall refrain from engaging in activities or providing services using public employees or funds which can otherwise satisfactorily be provided by private parties through lease arrangements; and

WHEREAS, such Airport services include dispensing of fuels and oils for aircraft, including into-plane delivery of such products, ramp assistance and parking, storage, and tie-down of aircraft, all of which are subject to the standards set forth in Section 64.07 of the County Code; and

WHEREAS, the Airport provides the first impression of Sheboygan County to many visitors, whether they arrive for commercial purposes, recreational air travel, or tourist activities; and

WHEREAS, the Transportation Committee has reviewed the need for increased services and professionalism at the Airport as well as the need to reduce and eventually eliminate the Airport's reliance on property taxes; and

WHEREAS, in lieu of, or in addition to, providing these services through lease arrangements with private parties, the County Transportation Committee believes it would be in the best interests of the taxpayers of Sheboygan County and the aviation community at the Airport to have the County undertake providing the fuel and oil dispensing services using its own employees, equipment, and resources; and

WHEREAS, in the State of Wisconsin approximately 48% of airports and in the United States approximately 47% of airports provide services through the local governmental owners; and

NOW, THEREFORE, the County Board of Supervisors of the County of Sheboygan does ordain as follows:

Section 1. **Amending Section 61.03(1).** Section 61.03(1) of the Sheboygan County Code of Ordinances is hereby amended as follows (additions indicated by redlining, deletions by strikeouts):

(1) ~~The owner shall refrain from engaging in any activity or providing any service excluding Airport maintenance using public employees or funds that can be conducted or provided satisfactorily by private parties through proper lease arrangements. The owner may engage in aviation activities as set forth in Chapter 64 of the County Code.~~

Section 2. **Repealing Section 61.03(2).**

(2) ~~The owner shall refrain from erecting buildings with public funds which are to be used and occupied by private parties. Excluded are the terminal building and such other buildings needed solely for the maintenance and operation of the Airport.~~

Section 4. **Renumbering Subsections (3) through (5).** The current Subsections (3) through (5) of Section 61.03 are hereby renumbered (2) through (4).

Section 5. **Effective Date.** The herein Ordinance shall take effect upon enactment.

Respectfully submitted this 19th day of July, 2022.

TRANSPORTATION COMMITTEE

Thomas Wegner, es
Thomas Wegner, Chairperson

Al Bosma
Al Bosman, Secretary

Roger Te Stroete
Roger Te Stroete, Vice-Chairperson

Jacqueline Veldman
Jacqueline Veldman

Jon Kuhlrow
Jon Kuhlrow

Opposed to Introduction:

Countersigned by:

Vernon Koch, Chairperson
Vernon Koch, Chairperson

FISCAL NOTE
July 2022

Ordinance No. 01 (2022/2023) RE: Amending Sheboygan County Code Section 61.03(1) and Repealing Section 61.03(2) Related to Fixed Based Operator (FBO) Services at Sheboygan County Memorial Airport

Funding:

No additional funding is required. Resolution No. 07 (2022/2023) authorizes the initial investment in the County-operated FBO.

Respectfully Submitted,



Jeremy Fetterer, Deputy Finance Director
July 19, 2022



August 10, 2022

Chairman Vernon C. Koch & Sheboygan County Board
508 New York Ave.
Sheboygan, WI 53081

Dear Chairman Koch and County Board:

Please accept this letter as official support from the Sheboygan County Economic Development Corporation (SCEDC) of the formation of a County-operated Fixed based Operator (FBO) at the Sheboygan County Memorial Airport. The SCEDC is a countywide non-profit that is a private/public partnership to spur development and reduce barriers to growing our economy.

The SCEDC leads community and economic development efforts through collaborative business retention, expansion, formation and attraction efforts. The SCEDC has received input from multiple businesses with operations at the airport on their views of the current situation. Based on that feedback and a presentation from County Transportation staff, the SCEDC Board of Directors (representing over 30 private sector businesses) approved supporting the effort to form a County-operated FBO that would serve the Sheboygan County Memorial Airport.

The effort is anticipated to:

- eliminate the airport reliance on the tax levy, which is currently \$220,000
- provide more competitive fuel price
- improve service to airport customers
- fully utilize the new Customs/General Aviation Terminal to enhance the image of the airport;
- reinvest any profits from FBO operations into airport enhancements.

The SCEDC mission is to improve the long-term prosperity not only of the corporate partners operating within the Airport, but the entirety of Sheboygan County. We are confident that the County's track record of advancing the community forward will continue to grow the approximately \$26 million annual economic output. We support the efforts of Sheboygan County enhance the Sheboygan County Memorial Airport as a critical piece of furthering economic development in the county.

Sincerely,

Brian Doudna
Executive Director

August 11th, 2022

Sheboygan County Board

508 New York, Avenue

Sheboygan, WI 53081

Sheboygan County Board,

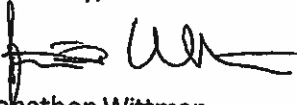
I am writing to you as an Aviator, aviation enthusiast and a Sheboygan County resident. I moved to Sheboygan County over 30 years ago to pursue a career in aviation, since that time I have had the privilege to work at the Sheboygan County Memorial airport as a Flight Instructor, Charter Pilot and Corporate Pilot. Throughout this period, I also stayed in contact with the general aviation community and often rented an aircraft to fulfill the desire to fly for fun.

Over the years, I have seen a transformation at the airport both as a facility and as a community-centric gathering place. While we have seen many improvements at the airport including the fence surrounding the airport, runway extension, Heritage Center, and international terminal to name a few, we have lost many of the offerings that support Sheboygan County based corporations, residents, and aviation enthusiasts.

When I moved to Sheboygan County, the fixed base operator, (FBO) was the focal point for many of these offerings having regular scheduled hours that exceeded the requirements, ample staff, and reasonably priced fuel. Each morning aviation enthusiasts and corporate pilots would gather at the FBO for coffee and share hangar stories. Flight instruction was based at the FBO where the public had easy access to staff that could take them on a scenic flight or walk them through the process of becoming a pilot. The FBO offered shuttle service, courtesy car, or rental options to transient aircraft operators. The FBO also offered aircraft maintenance and charter aircraft service. Most importantly the FBO was focal point for aviation at the airport at a grass roots level working closely with the airport manager to create and grow community outreach programs such as the annual Wings and Wheels celebration on Father's Day each year or the many private pilot grounds schools or seminars they sponsored to garner community interest. It is this type of community outreach that builds interest in the airport and provides value to all who call Sheboygan County home.

My intention in writing this was to illustrate what we had, which will hopefully provide an insight into where we need to go. It is my hope that the County Board supports a similar vision so that we can have a vibrant airport for years to come.

Sincerely,

A handwritten signature in black ink, appearing to read 'Jonathon Wittman', with a stylized, flowing script.

Jonathon Wittman

To Sheboygan County Board

Dear Sir/Ma'am

Thank you for your service for the county.

I have been flying into your airport for almost twenty years. You have a wonderful facility. Perpendicular runways of that length are rare outside of major cities.

When I first started flying into your airport the FBO was by the current EAA building. Since things moved to Burrows prices and fees have escalated beyond market. I have even flown to Fond Du Lac sometimes to avoid them. This particularly effects those of us with smaller planes and budgets. Please consider having the county run the FBO and restore some sanity to the cost of flying into your community. Pilots talk online and your airport is losing business due to costs.

Sincerely



Andre Fodor
Manager of Flight Operations
Johnsonville, LLC
(407) 443-5099 - AFodor@Johnsonville.com

Sheboygan, August 3rd 2022

Sheboygan County Board of Supervisors

It has come to my attention that there is a project to improve the quality and range of services available at the Sheboygan County Airport; specially the ones provided to corporate and private aircraft.

Today, the airport has a solid operational infrastructure. The runways are appropriate for the operation of business aircraft and the taxiways and ramps support the weight load required for short and long range operations. There are appropriate instrument approach procedures to allow aircraft to utilize the airport during low weather conditions and the county already does an excellent job maintaining the runways and taxiways operational during winter weather days when contamination becomes an operational issue.

Over the past few years, racing and golfing events provided a greater attraction for aircraft to fly to Sheboygan and increased the number of business jets flight, including charter and fractional operators. And with the addition of U.S Customs and Border services, Sheboygan now has been granted the status of being an airport of international entry.

An improvement in FBO services would be fundamental for the development of the Sheboygan Airport into becoming a regional hub. With an understating that the FBO is the front door to the community, welcoming visitors and new business to the county, It should be representative of a modern, economically healthy and welcoming community. Improvements to the facilities, including a modern reception area, clean, updated and well lit bathrooms for passengers and crew and the addition of ground support equipment such as potable water service and De-Icing capabilities will provide valued services to meet Sheboygan's transportation potential.

I look forward to utilizing the services of an improved FBO at Sheboygan. I further ask that the board, in its project furtherance, consider that the existing employees at the FBO are members of our community and deserve credit in keeping the facility operational. They have vested interest in our community and bring valuable know-how which could be integrated to your project.

Respectfully,

Andre Fodor
Manager of Aviation,
Johnsonville, LLC

August 11, 2022

Sheboygan County Board of Supervisors
508 New York Ave
Sheboygan, WI 53081

Dear County Board,

We are writing to express our support for the County to explore options to ensure Sheboygan County Airport tenants and users have access to competitively priced fuel and airport use fees.

Community members join the Sheboygan Flying Club with the goal of learning to fly, expanding their ratings, or having access to general aviation airplanes without the significant expense of purchasing an airplane independently. The Flying Club prides itself on offering a fleet of well-equipped and well-maintained airplanes at reasonable prices. Many members have started as student pilots in high school and pursue an aviation career through university programs or the military. Members make their dream to fly a reality because of the reasonable expenses charged in a club environment.

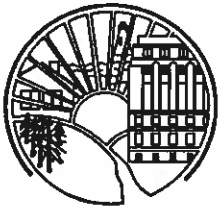
Fuel is one of the largest expenses for the Flying Club; each \$1 increase in fuel prices translates to a \$10 per hour direct operating cost increase which much be passed on to Club members, and this has a material impact on the total cost of obtaining a pilot's license. We purchase a substantial volume of general aviation fuel at the Sheboygan County Airport as many of our flights are local training flights. However, the high cost of local fuel has forced us to purchase a disproportionate amount of fuel at other airports in the area, reducing revenue for the local operator and fees the County collects on fuel sales. Our preference is to purchase as many goods and services locally as we can to support the broader airport community, but the disparity in pricing locally compared to other nearby airports makes this difficult.

Competitive fuel offerings, requiring the current operator to price competitively with comparable airports in the region, or providing a discount program for locally-based airplanes would ensure Flying Club members and all airport tenants and users are not captive to fuel prices which recently have been some of the highest prices of any airport in the state. For this reason, we encourage the County to explore options to ensure competitively priced fuel and services at Sheboygan County Airport.

We appreciate the support and responsiveness Matt and the County staff have whenever any issues arise at the airport. We hope to work with all airport tenants in creating a vibrant aviation community in eastern Wisconsin by ensuring that aviation is financially accessible for all.

Sincerely,

Sheboygan Flying Club



SHEBOYGAN COUNTY
Matthew Grenoble, Superintendent
Sheboygan County Transportation Department – Airport Division

SHEBOYGAN COUNTY MEMORIAL AIRPORT FACT SHEET AND PROPOSAL

Airport overview

- Sheboygan County owns the Sheboygan County Memorial Airport, which is comprised of 1,094 acres and two runways, one of which is just over a mile long and capable of handling aircraft as large as a 737
- The County leases space to over 70 private tenants and 6 corporations
- 5th busiest general aviation airport in WI (of 85 GA airports), 8th busiest overall in WI (of a total of 93 airports)
- About 40,000 aircraft operations annually, consisting of takeoffs and landings
- Airport provides \$25.9M in annual economic output, supports \$6.8M in labor income, and \$8.7M in value added to local economy (Wisconsin DOT BOA, 2018 study)
- New US Customs and terminal facility opened in Spring 2021 as a partnership with Kohler Company, the WI Bureau of Aeronautics, and Sheboygan County
- Over \$36M of County, State, and Federal resources have been invested in Airport infrastructure enhancements over the past 20 years
- Total County Airport operational budget is \$800,000 per year, \$220,000 of which is property tax levy subsidy

Local and Statewide arrangements and concerns

- The FBO is the first thing visitors see & first people they talk to when entering Sheboygan County
- Pilots and passengers often rate their experience at an airport as a whole by their experience at the FBO. A poor FBO experience reflects poorly on the airport and the county
- 47% of airports in the United States have publicly-owned FBOs (i.e. County, municipality, public airport commission)
- Nearly half of the airports in WI (45 out of 93) have publicly-owned FBOs
- Burrows Aviation is consistently among the top three in fuel prices in the State of WI
- As of July, 2022:
 - Average 100L prices in Great Lakes region: \$7.31 (Burrows, \$7.49)
 - Average JetA prices in Great Lakes region: \$6.93 (Burrows, \$7.69)
- Average 692,000 gallons of fuel dispensed per year over past 3 years (861,034 gallons in 2021)
- County receives \$0.14/gallon; 3-year average of \$90,000 paid to County (state average \$0.17/gal)

Proposal and minimum standards to establish competing FBO

- Fuel farm
- Minimum of 2,500 sq. ft. hangar
- Expected upfront investment of \$3.2M
- Will use the Customs/General Aviation Terminal for customer service and passenger lobby

Goals

- Provide quality service and professionalism
- Provide fair and reasonable fuel prices
- Eliminate reliance on the property tax levy
- Enhance transparency
- Reinvest any profit margin back into the Airport

July 11, 2022

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Sheboygan County
Transportation Department
Airport Division

Matthew.grenoble@SheboyganCounty.com
www.SheboyganCounty.com

N6193 Resource Drive
Sheboygan Falls, WI 53085

**SHEBOYGAN COUNTY MEMORIAL AIRPORT
FIXED BASED OPERATOR PROPOSAL**

"A FLIGHT FORWARD"



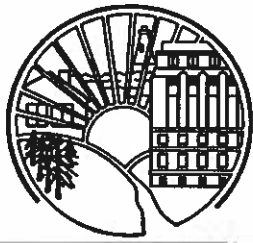
CONTRIBUTING AUTHORS

**ADAM PAYNE, COUNTY ADMINISTRATOR
WENDY CHARNON, FINANCE DIRECTOR
GREG SCHNELL, TRANSPORTATION DIRECTOR
MATTHEW GRENOBLE, AIRPORT SUPERINTENDENT
EMILY STEWART, BUSINESS MANAGER**

TRANSPORTATION COMMITTEE

**THOMAS WEGNER, CHAIRPERSON
ROGER TESTROETE, VICE CHAIRPERSON
AL BOSMAN, SECRETARY
JACKIE VELDMAN, SUPERVISOR
JON KUHLOW, SUPERVISOR**

JULY 5, 2022



SHEBOYGAN COUNTY

Matthew Grenoble, Superintendent
Sheboygan County Transportation Department – Airport Division

EXECUTIVE SUMMARY

ACTION REQUESTED

Sheboygan County serving as a competing Fixed Based Operator (FBO) at the Sheboygan County Memorial Airport.

RATIONALE

Although the Sheboygan County Memorial Airport is a critical asset to the County, one area outside the control of the County Board is the administration of the FBO. FBOs serve valuable roles at airports around the country, providing a range of services for pilots and passengers. They fuel, service, and tow aircraft, along with a wide range of other responsibilities. While the current structure can work seamlessly, that is not the present situation. In the case of the Sheboygan County Memorial Airport, it has become very evident over time that the current FBO is not operating in a way that aligns with the County's high standards of service and professionalism. This reflects less than favorably on Sheboygan County, including its residents and employees. As of May, 2022, the fuel prices charged by the current FBO were the highest in a 50-mile radius, and the second highest in the entire State of Wisconsin. Beyond missing out on the opportunity to leave a great impression on visitors, the County is also missing out on providing more competitive fuel pricing, attracting customers, and other opportunities. Operating an FBO also offers a variety of revenue streams, and the County and its taxpayers could capitalize on this cash flow to enhance services at the Airport and eliminate the reliance on property taxes. Approximately 47% of airports across the U.S. have sponsor-run FBOs, so the approach being requested is not uncommon.

SHEBOYGAN COUNTY MEMORIAL AIRPORT

The Sheboygan County Memorial Airport has served the community for over 60 years. When visitors fly in, the Airport offers them the first impression of Sheboygan County and our community. This encounter can shape the way they feel about the area, whether they want to visit again, and/or conduct business here. Over the years, the Sheboygan County Board and community as a whole have shown a strong commitment to the Airport, most recently by supporting the construction of a new terminal and U.S. Customs facility. Since they take such pride in the communities they serve and in which they live, Board members have a vested interest in seeing the Airport be successful. Recently, the Airport and FBO operations were as visible as ever before. The Ryder Cup at Whistling Straits brought in visitors from around the world, with 80 aircraft parked at one time, and a total of 1,100 aircraft operations during the event. At any given time, six major corporations store their jets at the Airport during normal operations, including Sheboygan County's largest employer. Additionally, according to a report by the Bureau of Aeronautics, the Sheboygan County Memorial Airport provides approximately \$26 million in annual economic output.

CAPITAL INVESTMENTS

The fiscal impact has been carefully analyzed by the County Finance Director and Sheboygan County Memorial Airport Superintendent.

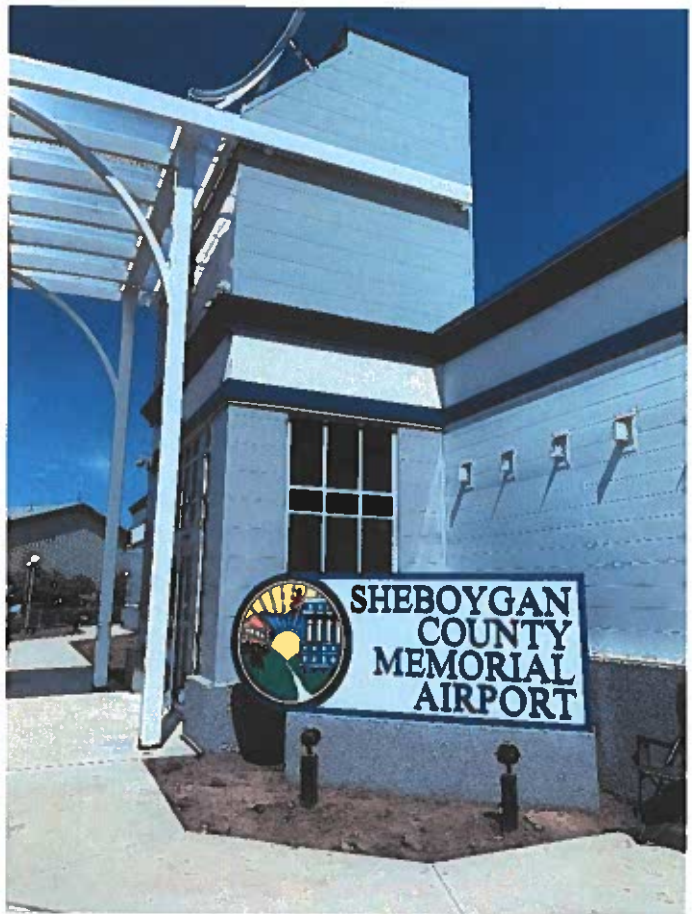
FBO CAPITAL BUDGET		
Hangar	\$	1,200,000
Fuel Farm	\$	1,000,000
Fixtures	\$	200,000
Technology	\$	100,000
Consultant	\$	225,000
Contingency	\$	408,750
7% Cost Escalation	\$	28,600
Initial Investment	\$	3,162,350

INTRODUCTION

The Fixed Based Operator (FBO) is an important component of any airport. It is the face of that airport, just as the airport itself serves as the face of the community. Visitors, whether flying in for personal, business, or recreational purposes, will form a first impression of the County as they fly into our airport. An FBO should provide quality service that reflects the values of the community, and is critical to the airport's business model and success. While objective factors, such as hours of operation and aviation fuel prices need to stay competitive, so do the subjective, more nuanced factors. Offering a professional, hospitable atmosphere sets the stage for the type of community that Sheboygan County is – one that welcomes its visitors and businesses, and offers endless opportunities, both professional and recreational.

FBOs directly influence an airport's desirability by providing services, some standard and some optional. Such essential services include aircraft fueling, hangar storage for airport tenants and external visitors, marshalling aircraft and providing parking accommodations. Beyond these core offerings are the optional ones that play a large role in user experience. Aircraft charter services, flight training, mechanical repairs, and avionics services are all amenities that can drive up – or drive down – the appeal of an airport. A facility that makes pilots' and passengers' lives easier, and one that meets their expectations for interesting or skill-improving opportunities, is a more attractive one.

An airport with more allure to visitors also means an airport that is more competitive and attractive for economic development. The effects to the local economy are considerable, which is why providing the best space to welcome aviation traffic is so important. A 2018 study commissioned by the Wisconsin Department of Transportation – Bureau of Aeronautics determined that the Sheboygan County Memorial Airport provided \$25.9 million in annual economic output, supported 76 jobs and \$6.8 million in labor income, and \$8.7 million in value added to the local economy. It is not just that pilots should have a comfortable lounge in which they can relax and recharge; the people that live and work in Sheboygan County gain from having the Sheboygan County Memorial Airport as a local asset. Outside of the County, from across the country and world, our community has a place on the radar of aviation users and leaders because of all the Airport and County have to offer. Offering the best resources at the best price is a responsibility that the FBO must balance carefully, even when external factors make this challenging.



SHEBOYGAN COUNTY MEMORIAL AIRPORT

Having served the area for over sixty years, the Sheboygan County Memorial Airport is a staple of the community and its transportation network. It is home to more than 70 private tenants and six corporations, with more than 220,000 square feet of public aircraft parking available. The footprint of the Airport property for aviation-related use, including the runways and taxiways, is over two million square feet. Sheboygan County owns the Airport grounds and has made considerable improvements. According to the Bureau of Aeronautics, about \$36 million has been invested into our Airport over the past twenty years from Federal, State, County, and local sources. Capable of handling several classes of aircraft, all the way up to the size of a regional jet, the Airport serves private, flight training, and business users. Pilots and passengers travel to the area from all corners of the country, and from around the world. As the fifth busiest general aviation, non-commercial service airport in the State, and eighth busiest overall, the Sheboygan County Memorial Airport sees about 40,000 aircraft operations on an annual basis. A recent investment is expected to spur aviation traffic at our Airport even more.

In Spring of 2021, years of planning and collaboration culminated in the opening of the United States Customs and Border Protection international arrivals facility. The new facility also included a General Aviation terminal and Airport administration offices. While the Customs office allows international traffic to flow directly into the Sheboygan County Memorial Airport, the other side of the facility is used for County administration and any



general aviation traffic not requiring services from the FBO. It includes a conference room, restrooms, shower facilities, Airport personnel offices, a lobby, waiting area, and office space available for lease and future growth. The building was strategically sited so that Airport staff have a clear view of the airfield, particularly useful when poor weather conditions or heavy traffic are present. A testament to the spirit of collaboration that defines the community, the U.S. Customs facility was made possible because of a strong partnership among Sheboygan County, the Wisconsin Department of Administration – Bureau of Aeronautics, and the Kohler Company.

The Airport property under County ownership consists of 1,094 acres of airside infrastructure, including runways and taxiways, and landside infrastructure, such as buildings and grounds. Its operations are supported by three full time staff members and one casual employee. Airport staff are responsible for responding to incidents and emergencies 24 hours a day, 365 days a year. In order to carry out its mission "...to provide a safe, modern, and efficient transportation facility for our citizens, air travelers, airport

tenants, and clientele,” the County Transportation Department’s Airport Division operates under Chapters 61 through 64 of the Sheboygan County Code of Ordinances.

FIXED BASED OPERATOR MANAGEMENT ANALYSIS

The Sheboygan County Memorial Airport is home to one FBO, whose sole location is this airport. The current tenant began its FBO agreement with the County in 2009, with a base term of 25 years, and three 25-year extension options. Under this agreement, the current tenant is required to administer certain FBO services. Its offerings include tie-downs, heated hangars, de-icing, Jet A and 100LL aviation fuel services, lounge spaces, and a restaurant. It has about eight employees, consisting of both full- and part-time members. The FBO leases an area southwest of the main airport facility, with a 25,000 square foot flagship building. It includes offices, hangar, and a restaurant with a full kitchen and dining room. They also own the original FBO facility on the main terminal ramp, along with the fuel farm.



The level of service that is expected of the FBO has diverged between the current tenant and Sheboygan County. The Airport Division has little recourse when these differences occur, limiting its ability to assure the same high standards as the rest of its operations. There have been instances where the current FBO operator has run out of fuel, negatively impacting our major corporations and tenants. In addition, the County relies in part on a per-gallon surcharge from fuel sales to reduce reliance on property taxes; this means that other cities and counties are capturing funds that could – and should – stay in Sheboygan County. Airports as little as 30 miles away are receiving revenue from Sheboygan County tenants due to an inadequate supply of fuel and high prices charged by the current FBO. Pilots are led to an understandable choice – purchase additional fuel elsewhere so they can avoid filling up at the Sheboygan County Memorial Airport, or simply land elsewhere entirely.

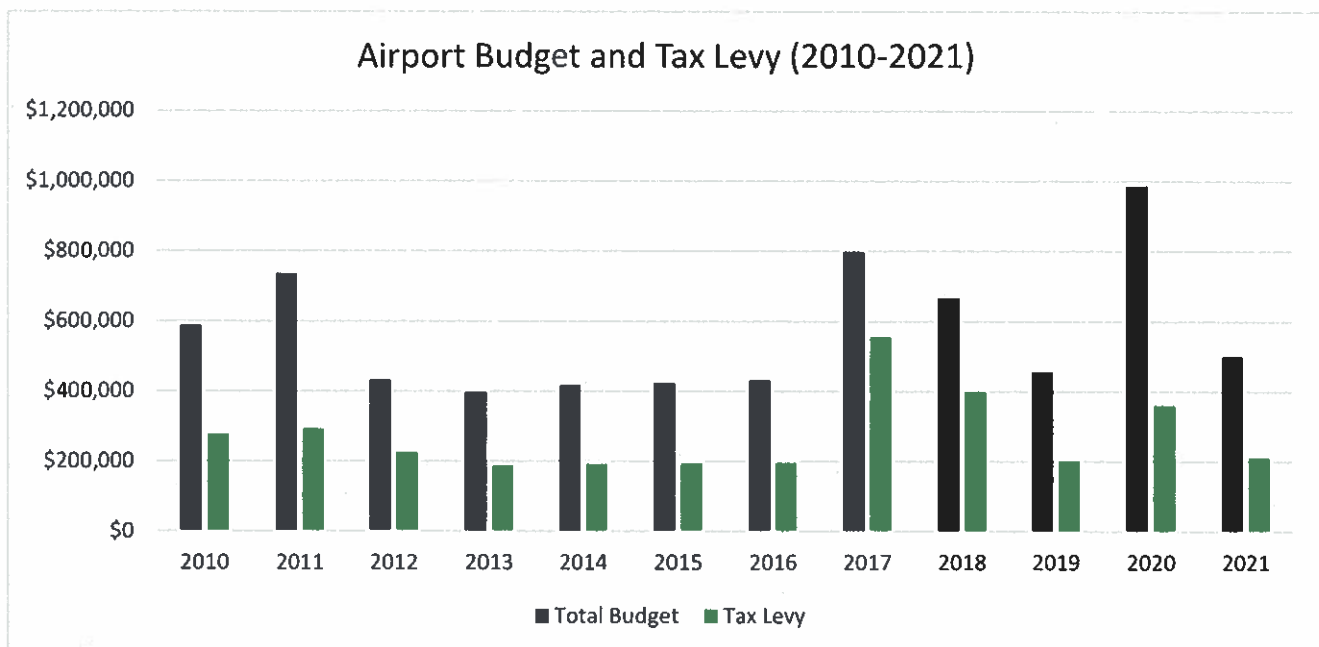
Lacking the latitude to fully control County-owned facilities, all of the contributing authors of this paper want the opportunity to operate its own FBO.

SUMMARY OF TRILLION AVIATION ASSESSMENT

In 2016, the Sheboygan County Transportation Department’s Airport Division commissioned an analysis of FBO management alternatives. According to the report written by Trillion Aviation, “...it is recommended that the County pursue a model that is County owned and managed with County employees.” It outlines the reasons as follows:

1. This is the only true way for the County to be able to influence pricing.
2. Since County employees are non-union, cost and work rules are competitive with a third-party contractor.
3. With employees, the County can invoke the proprietary exclusive right and not have to face competition.
4. The financial return is the greatest.
5. Since there is a current Airport Manager and that person would be directing both sides of the operation, conflict is avoided and cross utilization potential is maximized.
6. Surplus funds can be used for capital project local match needs and to fund ineligible or low Federal Aviation Administration priority projects.
7. Allows for the direct relationship with airport tenants which should ensure an understanding of needs.
8. With the County setting fees, it can balance competitiveness with cash demand requirements.
9. Allows the County to pursue additional services without return on investment being the sole criteria for implementation.

With its ability to control service, pricing, and administration, Sheboygan County can provide better services and foster economic development at the Airport and in our community. In addition, by diversifying its revenue, the County can eliminate the property tax subsidy and more effectively achieve its mission.



PROPOSED FBO ARRANGEMENT

The Federal Aviation Administration allows for multiple FBOs to compete at the same airport, which is not an uncommon scenario. Using this approach, Sheboygan County would facilitate the construction of

needed infrastructure, and perform its own operations management. It would be a parallel setup to the existing FBO, without acquiring it and exercising proprietary exclusive rights.

The user experience with a County-operated FBO would be top notch. Equipment would be maintained and cared for, just as the Airport and Highway Division staff currently take pride in doing. Facilities would be clean, welcoming, and accessible, with maintenance staff and cleaners that take the same pride in a job well done. Staff would be readily available, kind and courteous, positively reflecting on Sheboygan County. County staff would also be held accountable to upholding the high standard of service that would be provided to the pilots, passengers, and crew arriving or departing the Sheboygan County Memorial Airport.



Upfront capital expenditures include the lease of fuel trucks, purchase and development of a fuel farm, and design and construction of a hangar. The Transportation and Finance Departments have developed preliminary cost estimates for this capital infrastructure. The largest revenue generator (and associated expense) is the sale of aviation fuel. The County's strong reputation means it would effectively compete and garner the fuel sales of existing corporations and tenants, including those that have chosen to fuel at other airports because of the uncertainty and high fuel prices set by the current FBO.

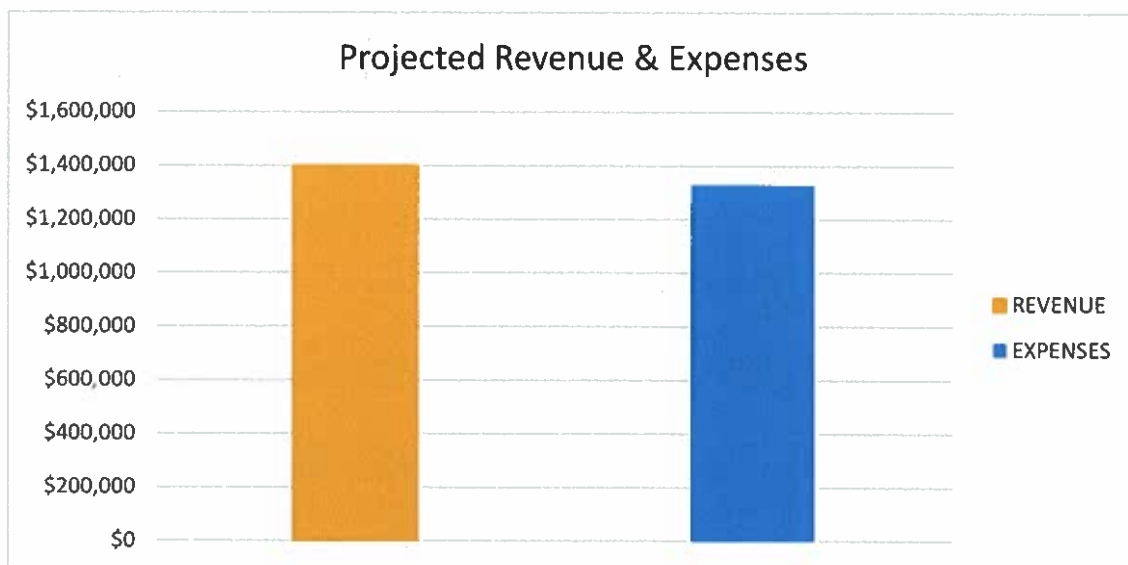
BUSINESS PLAN

The Sheboygan County Transportation and Finance Departments have developed a business plan that illustrates the County's role as an FBO owner and operator. The plan was created based on input and feedback from the contributing authors of this report, other airports, revenue forecasts, staff experience, and extensive research. The primary goals are to enhance service, reduce fuel costs, and eliminate reliance on the property tax levy to subsidize operations. In addition to freeing up property tax levy dollars that could help support other departments, the Airport would no longer rely upon bonding for capital

projects. This would provide additional funds for other County departments to help maintain their infrastructure and invest in capital projects, while the Airport relies on fuel and alternative revenue sources to do the same.

BUDGET

A base budget worksheet for the new FBO structure is shown on the following page. The baseline numbers used were taken from the 2021 Airport Division Budget, which reflected actual performance from a full budget year, rather than using the projections in the 2022 budget. Ultimately, the fiscal objective of County ownership of the FBO is to eliminate the Airport's reliance on the property tax levy. At a time when the County is subject to State-imposed property tax levy caps, and County officials must balance the services it provides with the revenue it takes in, this is a welcome prospect.



FBO CAPITAL BUDGET		
Hangar	\$	1,200,000
Fuel Farm	\$	1,000,000
Fixtures	\$	200,000
Technology	\$	100,000
Consultant	\$	225,000
Contingency	\$	408,750
7% Cost Escalation	\$	28,600
Initial Investment	\$	3,162,350

FBO ANNUAL OPERATING BUDGET		
	70% of fuel sales (with levy)	100% of fuel sales (without levy)
Revenue		
Levy	\$ 230,377	\$ -
Land Leases	\$ 135,532	\$ 135,532
Agricultural Rent	\$ 28,000	\$ 28,000
Parking Fee	\$ 30,100	\$ 30,100
Fees for Services	\$ 12,000	\$ 12,000
New Hangar Rental	\$ 12,000	\$ 12,000
Fuel Flowage (Net Revenue)	\$ 805,704	\$ 1,151,006
Fuel Flowage and De-icing Fees	\$ 29,400	\$ 29,400
Interdepartmental	\$ 2,640	\$ 2,640
Total Revenue	\$ 1,285,753	\$ 1,400,678
Expenditures		
Personnel	\$ 756,155	\$ 893,168
Operating	\$ 217,399	\$ 217,399
Capital Improvements - Maintenance	\$ 30,000	\$ 30,000
Software	\$ 20,000	\$ 20,000
Insurance	\$ 8,000	\$ 8,000
Vehicle Leases	\$ 115,200	\$ 115,200
Interdepartmental	\$ 46,719	\$ 46,719
Total Expenditures	\$ 1,193,473	\$ 1,330,486
Gain/(Loss)	\$ 92,280	\$ 70,192

For the initial capital investment, use of the unassigned fund balance in the general fund is recommended. Presently, the County's unassigned general fund balance is \$25,261,332. This is 28% of the 2022 projected governmental expenses. According to our Fund Balance Policy, the County should maintain a minimum balance of 15% and a maximum balance of 30%. If the County chose to make this investment, the unassigned fund balance is very healthy and can absorb the \$3.1 million allocation. The fund balance would subsequently be at 24% of our governmental expenses, still well within the County's fund balance policy.

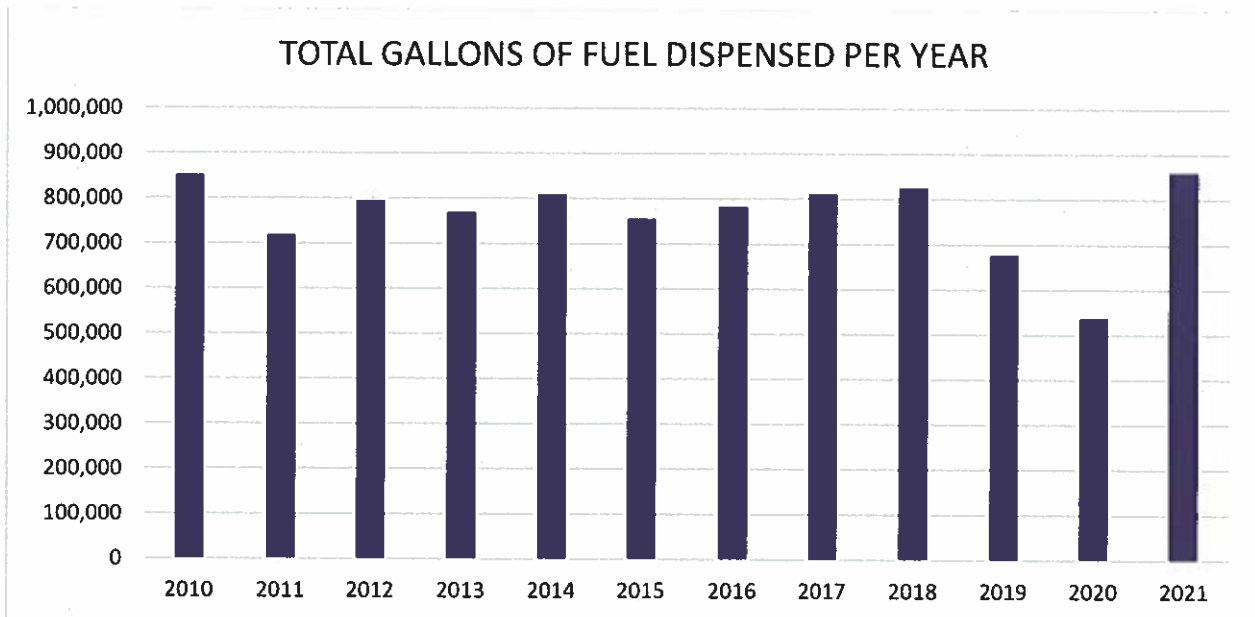
Alternatively, if the County were to include this investment within the Five-Year Capital Plan, an additional burden of approximately \$800,000 in interest expense would be incurred for debt service.

Generally, investments like this have been planned with reimbursements back to the general fund from grants, settlement funds, or prorated revenues to be generated by the venture. However, at this time, the Transportation Committee and County Administrator are proposing not to have these funds reimbursed into the general fund, but rather reinvested into the Airport.

OPERATIONS PLAN

FUEL SERVICE

One of the services required of an FBO is providing aviation fuel and dispensing it into aircraft. Currently, the County only receives a small per-gallon surcharge on the volume of fuel sold. However, by operating as the FBO, the County would capture all of the per-gallon revenue. Even with year-to-year fluctuations in demand, conservative estimates still show a positive gain from the sale of fuel. The umbrella of fuel service consists of several components: a fuel farm, fuel trucks, and employees to refuel aircraft. The number of employees anticipated is discussed as part of the staffing plan.



If the County were to compete as an FBO, it would be responsible for building a new fuel farm. Site preparation and construction of a facility capable of holding at least 20,000 gallons of jet fuel and 12,000 gallons of 100LL fuel would take place. Also, in order to bring the fuel to the aircraft, refueling trucks are

needed. With the County acting as a competing FBO, two refueling trucks would be procured upfront. One 5,000 gallon jet fuel refueling truck and one 1,000 gallon 100LL fuel refueling truck would be leased.

STAFFING PLAN

Based on the experience of Airport management with other FBOs and with comparable airports, the addition of five staff members will be needed. They would be responsible for a range of duties that are necessary to provide the high level of service that the County and customers would expect. Line service technicians would be responsible for fueling, tie-down, servicing, and towing of aircraft. Accounting staff are needed to manage the day-to-day business operations, including invoicing, payroll, inventory, and budgeting. Similar to the line service technicians, customer service staff would need to be available dawn to dusk, seven days a week, since this is the required availability of an airport FBO. They would be the welcoming voice when customers call or walk into the building, directing them to the proper place for the services being requested.



The existing Airport maintenance staff members would be cross-trained to also work with the FBO if relief staff is needed. However, the majority of their duties would remain the same since the the Airport property is expansive and needs a substantial time investment for maintenance. The new staff members hired for the FBO would be subject to the same high expectations of any Sheboygan County employees, including those already working with the Airport. The County has shown a commitment to onboarding high quality, hard working employees through the competitive benefit and incentive package it offers.

The Transportation Department used a conservative number when developing the budget worksheet for the personnel line item. It assumed five staff members at the midpoint of a competitive pay range with family benefits. It is unlikely that all new employees would require family benefits, which would create an actual cost savings. The Airport division would leverage half of an existing full time County employee's time. The budget implications are shown in the budget worksheet.

TERMINAL BUILDING LAYOUT

If the County were to become a competing FBO, it would operate out of the existing Customs/County terminal building in the interim, until the building could be expanded or a new one constructed to the east; this would be a particularly convenient location for the flow of aviation traffic.

TECHNOLOGY AND INSURANCE

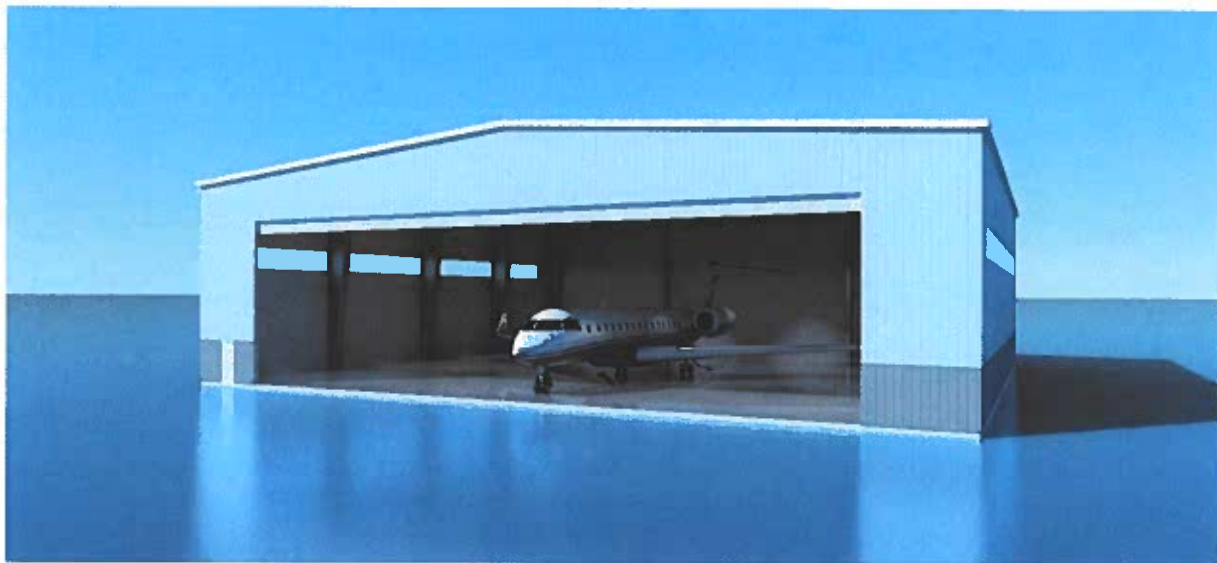
Computers, phones, and software will be needed to support the staff. A standard Information Technology (IT) allocation will be used, just as it is for other County departments. The County's IT Department will be consulted for setup and support of this equipment. Also, an insurance allocation will be required. This number is shown in the budget worksheet, and was arrived at based on consultation with the Finance Department, in addition to other firms with knowledge of the subject.

FEE STRUCTURE

The Transportation Department has developed a fee structure for aircraft handling, which includes tie-down and parking services. Aside from the excellent service and competitive fuel prices that the County will offer as an FBO, the fees it charges will be a valuable selling point to draw in customers. For instance, Airport administration has heard many complaints from customers over the years regarding the fees charged by the existing FBO. In addition, because it will be operated efficiently and effectively, a Sheboygan County FBO will offer incentives, such as reduced or waived fees for transient and based customers. This initiative can be marketed, showcasing the County's commitment to pilots and passengers, whether they are international corporations or recreational pilots.

HANGAR DEVELOPMENT

As part of Sheboygan County's minimum standards requirements, an FBO must support an at least 2,500 square foot hangar for aircraft storage. Sheboygan County will construct or acquire a hangar that exceeds this minimum.



The County has the benefit of being able to leverage the experience of other airports in the State that have successfully built aircraft hangars. A common theme among their management is that the biggest characteristic driving hangar development is demand. Whether local businesses, individuals, or organizations have expressed interest in leasing new or additional hangar space shows a specific need,

one that the County should capitalize on. Sheboygan County Memorial Airport management has tracked this over time, and potential tenants, ranging from individual hobbyists to international corporations based in Sheboygan County, have reiterated strong interest in building or buying hangar space.

CONCLUSION

The Sheboygan County Memorial Airport is one of a few County-owned and operated facilities that can provide a revenue stream. Although innovation is key, the County will not be reinventing the wheel by managing FBO operations. The Airport Division will have the benefit of relying on the FBO experience of current management, but also the successes and lessons learned from other airports. According to the Wisconsin Bureau of Aeronautics, 45 other municipal airports in the State of Wisconsin serve as their own FBOs. Of these, 31 are General Aviation airports, similar to the operational structure and type of aviation traffic occurring at the Sheboygan County Memorial Airport.

The Transportation Department, with the support of the County Administrator and Transportation Committee, recognizes the unique opportunity of being the Fixed Based Operator. For too long, the Airport has not been fully under County control. It is time to manage and operate this critical asset, one that supports numerous jobs and millions of dollars in the Sheboygan County economy, by improving service, offering more competitive fuel prices, and eliminating the property tax subsidy. These benefits are almost unparalleled with other local government opportunities.

Although they are important, financial metrics may not resonate with Sheboygan County residents, businesses, or organizations. What speaks volumes is our community's reputation. Recently, during the Ryder Cup, a video posted online with tens of thousands of views is leaving one, sad takeaway: the Sheboygan County Memorial Airport is a bad apple. The author's concerns lie entirely with the current FBO, but Sheboygan County is taken down with it. In fact, the name of the FBO is not mentioned. Pilots flying small planes as hobbyists, aircraft enthusiasts, pilots with charter companies, or aviation officials representing large corporations have heard the same, dismal, misleading message.¹

We can and will do better. The people we serve – and the County as a whole – deserve better. By operating as the FBO, Sheboygan County will provide the highest level of service, provide more reasonable fuel and services charges, and eliminate reliance on the tax levy, making the Airport self-sustaining. It is time we take a significant flight forward.

¹ <https://youtu.be/XbdqcG4Bq7k>

SHEBOYGAN COUNTY RESOLUTION NO. 07 (2022/23)

Re: Amending 2022 Budget For Use of General Funds For Airport Fixed Base Operator (FBO) Services

WHEREAS, the Sheboygan County Memorial Airport provides the first impression of Sheboygan County to many visitors, whether they arrive for commercial purposes, recreational air travel, or tourist activities; and

WHEREAS, the Transportation Committee has reviewed the need for increased FBO services and professionalism at the Airport as well as the need to reduce and eventually eliminate the Airport's reliance on property taxes; and

WHEREAS, in lieu of, or in addition to, providing these services through lease arrangements with private parties, the County Transportation Committee believes it would be in the best interests of the taxpayers of Sheboygan County and the aviation community at the Airport to have the County undertake providing the fuel and oil dispensing services using its own employees, equipment, and resources; and

WHEREAS, in the State of Wisconsin approximately 48% of airports and in the United States approximately 47% of airports provide FBO services through the local governmental owners; and

WHEREAS, Section 64.07 of the Sheboygan County Code provides the minimum FBO standards for a fixed base operator; such standards include a hangar on not less than 15,000 square feet of ground space and at least two (2) 12,000 gallon fuel storage tanks; and

WHEREAS, it is estimated that the cost to construct, or purchase, the facilities meeting the minimum standards will be \$3.2 million;

NOW, THEREFORE, BE IT RESOLVED, the 2022 County Budget as adopted on November 2, 2021 be amended to provide for capital improvements at the airport to meet the fixed base operator minimum standards of Sheboygan County Code Section 64.07 in an amount not to exceed \$3.2 million to come from the General Fund Unassigned Fund Balance.


Respectfully submitted this 19th day of July, 2022.


TRANSPORTATION COMMITTEE


Thomas Wegner, Chairperson


Al Bosman, Secretary


Roger Te Stroete, Vice-Chairperson


Jacqueline Veldman


Jon Kuhse

Opposed to Introduction:

FISCAL NOTE
July 2022


**Resolution No. 07 (2022/23) RE: Amending 2022 Budget For Use of General Funds For
Airport Fixed Base Operator (FBO) Services**

Funding:

This resolution would approve spending \$3.2 million from the unassigned General Fund, fund balance for the initial investment establishing a County-operated FBO at the Sheboygan County Memorial Airport.

For year ending December 31, 2021, the unassigned fund balance in the general fund is \$25.8 million.

Respectfully Submitted,



Jeremy Fetterer, Deputy Finance Director
August 10, 2022



SHEBOYGAN COUNTY

Wendy A. Charnon
Finance Director

Jeremy J. Fetterer
Deputy Finance Director

TO: Members of the Sheboygan County Board of Supervisors

FROM: Adam Payne, County Administrator *Adam Payne*
Alayne Krause, Deputy County Administrator *Alayne Krause*
Wendy A. Charnon, Finance Director *Wendy A. Charnon*

DATE: August 16, 2022

RE: 2023 Five Year Capital Plan

Greetings,

Attached are Resolution No. 8 (2022/23) and the summary for the 2023 Five Year Capital Plan. This plan, after careful consideration, was approved for introduction by the Finance Committee on August 10, 2022.

The 2023 projects under consideration include the Marsh Bypass/Dam Reconstruction for Planning. Projects for Building Maintenance for Jail and Detention center equipment replacement and remodeling, a new roof at the UW Green Bay – Sheboygan Campus and safety railings at the Courthouse Annex, HVAC controls at Rocky Knoll and UW Green Bay – Sheboygan campus, and remodeling at HHS. A study for the Expansion of the Detention Center. At Rocky Knoll, A and B building ground floor hallway remodels, Woodland Village resident and bathroom floor replacement, Woodland Village dining room area and ground floor activity room remodel, and Woodland Village roofing insulation and ventilation. Network Infrastructure refresh at Rocky Knoll for Information Technology, taxiway reconstruction for Airport, and building improvements and replacement for the North Side Highway Shed.

For 2023, Capital Projects total \$9,618,740, and the offsetting reimbursements total \$3,287,284. The total proposed bonding is \$6,331,456. Reimbursements include IT net position and Capital Projects fund balance from closed projects.

Our two years planned for bonding issuance will be for the Capital Plans of 2023 and 2024 with a planned bonding of \$11,000,000. During 2022 our existing general obligation debt will decrease by \$5.6 million, resulting in an ending general obligation debt at the end of the year of \$24.7 million. Our existing general obligation debt will decrease by \$5.7 million during the fiscal year of 2023.

Thank you for your consideration.

SHEBOYGAN COUNTY RESOLUTION NO. 08 (2022/23)

Re: 2023 Five-Year Capital Plan

WHEREAS, Section 5.06(9)(b) of the County Code requires the Finance Committee to propose a Five-Year Capital Plan for submission to the County Board at its August monthly meeting, and

WHEREAS, the Finance Committee has considered the capital projects of \$100,000.00 or more included in the budget requests of the Liaison Committees and has placed each project which it endorses into the upcoming budget year or into any budget year for the following four (4) years of the Five-Year Capital Plan, and

WHEREAS, pursuant to County Code Section 7.08, in consideration of receiving the sales and use tax revenues, no annual budget of the Transportation Department shall include bonding capital projects or capital equipment related to road and bridge repairs, maintenance, or road and bridge reconstruction unless authorized by the County Board, and

WHEREAS, the attached Exhibit A is the proposed Five-Year Capital Plan of the Finance Committee, which includes bonding capital projects for the Transportation Department at the University of Wisconsin – Green Bay – Sheboygan Campus related to the Parking Lot reconstruction;

NOW, THEREFORE, BE IT RESOLVED, that the attached Exhibit A be adopted as the Five-Year Capital Plan for Sheboygan County and that pursuant to Section 5.06(9)(b)(6) of the County Code of Ordinances, that portion of the Five-Year Capital Plan as adopted by the Board at its September meeting which identifies the capital projects approved for the upcoming budget year shall constitute the capital projects portion of the full budget for 2023.

BE IT FURTHER RESOLVED, that the County Board specifically authorizes the Finance Department to include in the 2023 Five-year Capital Plan bonding for the Transportation Department related to the Parking Lot reconstruction of the University of Wisconsin – Green Bay – Sheboygan Campus.

Respectfully submitted this 16th day of August, 2022.

FINANCE COMMITTEE

Roger TeStroete, Chairperson

Kathleen Donovan, Vice-Chairperson

William C. Goehring, Secretary

Keith Abler

Thomas Wegner

Opposed to Introduction:

County of Sheboygan, Wisconsin
Five Year Capital Plan
Years 2023 through 2027

Project Name	Priority	Five Year Capital Plan Project Title	Proj #	Status	Prior Years		2023		2024		2025		2026		2027		2023-2027
					Budget	Reimbursement	Budget	Reimbursement	Budget	Reimbursement	Budget	Reimbursement	Budget	Reimbursement	Budget	Reimbursement	County Bonded Cost
PLANNING	1	Marsh Bypass/Dam Reconstruction	917	C	\$ 380,500	\$ (96,514)	\$ 2,210,000	\$ (1,200,000)	\$ 200,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,210,000
	2	Multipurpose Storage and Semi-permanent HHW Collection Building		N	\$ -	\$ -	\$ -	\$ -	\$ 80,000	\$ -	\$ 800,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 880,000
	3	Marsh Storage Building	918	P	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 20,000	\$ -	\$ 200,000	\$ -	\$ -	\$ -	\$ 220,000
	4	Crystal Lake to Elkhart Lake Connector	906	P	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 95,000	\$ (47,500)	\$ 400,000	\$ (200,000)	\$ 247,500
BUILDING SERVICES	1	Courthouse Tuckpointing & Window Replacement		C/N	\$ 220,000	\$ -	\$ -	\$ -	\$ 3,473,044	\$ -	\$ 1,579,456	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 5,052,500
	2	Roof Replacements	1040	C	\$ 341,500	\$ (33,493)	\$ 617,000	\$ -	\$ 86,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 703,000
	3	HVAC N4 Controls		N	\$ -	\$ -	\$ 82,000	\$ -	\$ 101,500	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 183,500
	4	Jail/Detention Center Equipment Replacement and Remodel	1065	C	\$ 470,000	\$ (16,372)	\$ 1,143,500	\$ -	\$ 277,000	\$ -	\$ 146,500	\$ -	\$ 318,000	\$ -	\$ -	\$ -	\$ 1,885,000
	5	Elevator Upgrades	1028	C	\$ 744,600	\$ (78,812)	\$ -	\$ -	\$ -	\$ -	\$ 453,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 453,000
	7	Courthouse Parking Lot Replacement	1067	P	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 178,500	\$ -	\$ 136,200	\$ -	\$ 314,700
	8	HHS Remodel Updates		N	\$ -	\$ -	\$ 127,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 127,000
	6	UW - Green Bay - Sheboygan Campus - Parking Lot Reconstruction	1056	P	\$ -	\$ -	\$ -	\$ -	\$ 451,000	\$ -	\$ 360,992	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 811,992
Sheriff	1	Expansion of Sheboygan County Detention Center	1951	P	\$ -	\$ -	\$ 120,000	\$ (120,000)	\$ -	\$ -	\$ -	\$ -	\$ 1,869,000	\$ -	\$ 29,314,000	\$ -	\$ 31,183,000
Rocky Knoll	1	A&B Bldg Ground Floor Hallway Remodel	CDBG	N	\$ -	\$ -	\$ 234,117	\$ (42,284)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 191,833
	2	WV Resident & Bathroom Floor Replacement	CDBG	N	\$ -	\$ -	\$ 143,227	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 143,227
	3	WV Dining Room Area & Ground FL Activity Room Remodel	CDBG	N	\$ -	\$ -	\$ 184,446	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 184,446
	4	WV Roofing Insulation and Ventilation		N	\$ -	\$ -	\$ 142,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 142,000
IT	1	Replace Network Infrastructure	3011	C	\$ 77,764	\$ (77,764)	\$ -	\$ -	\$ 57,620	\$ (57,620)	\$ 67,766	\$ (67,766)	\$ -	\$ -	\$ -	\$ -	\$ -
	2	Rocky Knoll Infrastructure Refresh		N	\$ -	\$ -	\$ 97,854	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 97,854
	3	Microsoft Office Upgrade	3012	P	\$ -	\$ -	\$ -	\$ -	\$ 285,733	\$ (285,733)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	4	Data Center Hardware	3013	P	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 677,238	\$ (677,238)	\$ -	\$ -	\$ -
Highway & Airport	1	Reconstruct Taxiways	289	C	\$ 85,000	\$ (60,000)	\$ 2,396,250	\$ (1,925,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 471,250
	2	Outlying Highway Sheds Building Improvements and Replacement		N	\$ -	\$ -	\$ 2,121,346	\$ -	\$ -	\$ -	\$ 2,629,052	\$ -	\$ -	\$ -	\$ 6,409,665	\$ -	\$ 11,160,063
NET COUNTY BONDED COST					\$ 2,319,364	\$ (362,955)	\$ 9,618,740	\$ (3,287,284)	\$ 5,011,897	\$ (343,353)	\$ 6,056,766	\$ (67,766)	\$ 3,337,738	\$ (724,738)	\$ 36,259,865	\$ (200,000)	\$ 55,661,865

Priority: Established by Department Head and Liaison Committee
Project Status Key:
N - New project
C - Continuation of a funded project
P - Previously included in last year's plan (2022 - 2026)

Bond Issue	\$11,000,000	\$8,602,000
Fund Balance & Net Position Usage 2023		
	Am't	Fund
	1,088,357	IT Net Position
	162,284	Capital Projects Fund Balance
	\$ 1,250,641	

SHEBOYGAN COUNTY RESOLUTION NO. 09 (2022/23)

Re: Supporting the Principle of Fair Housing and Adherence to the Fair Housing Law

WHEREAS, Sheboygan County declared and endorsed the concept of fair and open housing for all persons in Chapter 16 of the Sheboygan County code; and

WHEREAS, the Fair Housing Act of 1968, enshrined into federal law the goal of eliminating racial segregation and ending housing discrimination in the United States; and

WHEREAS, our social fabric, the economy, health, and environment are strengthened in diverse, inclusive communities; and

WHEREAS, acts of housing discrimination and barriers to equal housing opportunity are adverse to a common sense of decency and fairness;

NOW THEREFORE BE IT RESOLVED, the County Board of Sheboygan County endorses the principle of fair housing and adherence to the Fair Housing Law.

NOW THEREFORE BE IT FURTHER RESOLVED that the County Board Chair is authorized to send correspondence to entities engaged in selling, renting, or financing housing, encouraging them to adhere fully to the Fair Housing Law.

NOW THEREFORE BE IT FURTHER RESOLVED the Sheboygan County Clerk is authorized and directed to place a fair housing poster or provide fair housing information at an appropriate public place and through this publication the County Board Chair shall cause owners of real estate, builders, developers, and mortgage lenders to become aware of their respective responsibilities and rights under the Federal Fair Housing legislation, and all other applicable state or local laws or ordinances.

Respectfully submitted this 16th day of August, 2022.

FINANCE COMMITTEE

Roger Te Stroete, Chairperson

Kathleen Donovan, Vice-Chairperson

William C. Goehring, Secretary

Thomas Wegner

Keith Abler

Opposed to Introduction:

FISCAL NOTE
August 2022

**Resolution No. 9 (2022/23) RE: Supporting the Principal of Fair Housing and
Adherence to the Fair Housing Law**

This resolution is part of the County's compliance steps for the Rocky Knoll State Grant reporting.

Funding:

No additional funding is required.

Respectfully Submitted,



Wendy A. Charnon, Finance Director
August 16, 2022

SHEBOYGAN COUNTY RESOLUTION NO. 10 (2022/23)

Re: Authorizing County Aid for Culvert and Bridge Construction in the Towns of Greenbush, Holland, Wilson, and Lima

WHEREAS, state law requires that when Town Boards petition the County Board for bridge or culvert construction aid, the County is required to provide County aid in the amount provided by the statutes [Wis. Stat. § 82.08, Stats.], and

WHEREAS, each township for which Bridge Aid is being requesting has provided for the payment of such costs of replacement of said culvert as required by Wis. Stat. § 82.08(3), and

WHEREAS, the following towns have filed petitions for aid in the replacement of culverts, each of which has a span greater than thirty-six (36) inches:

Township	Culvert or Bridge	Funds Provided by Town	County Aid Required
Greenbush	Glen Road Culvert	\$6,755.00	\$6,755.00
Holland	Risseeuw Road Bridge	\$51,256.00	\$51,256.00
Wilson	Claver Court Culvert	\$4,287.50	\$2,144.00
Lima	Claver Court Culvert	\$4,287.50	\$2,144.00
Total County Bridge Aid Required			\$62,299.00

NOW, THEREFORE, BE IT RESOLVED that the Sheboygan County Board does hereby appropriate the sum of sixty-two thousand two hundred ninety-nine dollars and no cents (\$62,299.00) to defray Sheboygan County's share of the above projects.

BE IT FURTHER RESOLVED that a tax be levied as part of the 2023 County tax levy, but only upon such property in the County as authorized by law.

Respectfully submitted this 16th day of August, 2022.

TRANSPORTATION COMMITTEE

Thomas Wegner, Chairperson

Roger Te Stroete, Vice Chairperson

Al Bosman, Secretary

Jacqueline Veldman

Jon Kuhlow

Opposed to Introduction:

August 9, 2022, draft

FISCAL NOTE
August 2022

Resolution No. 10 (2022/23) RE: Authorizing County Aid for Culvert and Bridge Construction in the Towns of Greenbush, Holland, Wilson, and Lima

This resolution is authorizing appropriation of aid for bridge or culvert construction required by Wis. Stat. §82.08 for Towns filing such petitions. In this instance the Towns of Greenbush, Holland, Wilson, and Lima requested aid and are providing half the cost (\$62,299) for the projects totaling \$124,598.

Funding:

When approved the County Aid match requested is \$62,299 and will be added to the 2023 County tax levy, as required by Wis. Stat. §82.08.

Respectfully Submitted,



Wendy A. Charnon, Finance Director
August 16, 2022

1 **SHEBOYGAN COUNTY ORDINANCE NO. 02 (2022/23)**

2
3 **Re: Modifying Fee Schedule of Medical Examiner in Chapter 96**

4
5
6 **WHEREAS**, Wis. Stat. § 59.36 provides that the County Board may set fees for all services
7 rendered by the Medical Examiner provided that the fees do not exceed the amount reasonably
8 related to the actual and necessary cost of providing the service, and
9

10 **WHEREAS**, Chapter 96 of the Code currently provides for a fee of \$102.30 for death
11 certificates and \$153.45 for cremation permits with the last adjustments having been made on
12 November 3, 2020, when it enacted Ordinance No. 5 (2020/21), and
13

14 **WHEREAS**, the Law Committee has determined that the continuing expenses related to
15 Medical Examiner services require an adjustment be made to the Medical Examiner fees charged
16 in Sheboygan County to amounts more reasonably related to the actual and necessary cost of
17 providing the services;
18

19 **NOW, THEREFORE**, the County Board of Supervisors of the County of Sheboygan does
20 ordain as follows:
21

22 Section 1. **Increasing Medical Examiner's Fees.** Sections 96.10 and 96.11
23 of the Sheboygan County Code of Ordinances are hereby amended as follows (additions
24 indicated by shading; deletions by strikeouts):
25

26 96.10 CERTIFICATIONS OF DEATH. Pursuant to Wis. Stat. §§ 59.36 and 69.18(2)(d)3, except
27 for a medical certification for the cause of death of an indigent, the fee charged by the
28 Medical Examiner for providing a medical certification of death shall be ~~One Hundred Two~~
29 ~~and 30/100 (\$102.30).~~ **One Hundred Nine and 46/100 (\$109.46).**
30
31
32
33
34
35

(The rest of this page intentionally left blank.)

36 96.11 CREMATION PERMITS. Pursuant to Wis. Stat. §§ 59.36, and 979.10, the fee charged by
37 the Medical Examiner for each cremation permit issued shall ~~One Hundred Fifty-three and~~
38 ~~45/100 Dollars (\$153.45).~~ One Hundred Sixty-four and 19/100 (\$164.19).
39

40 Section 3. **Effective Date.** The herein Ordinance shall take effect upon
41 enactment.
42

43
44 Respectfully submitted this 16th day of August, 2022.
45

46
47 **LAW COMMITTEE**
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49 _____
50 Gerald Jorgenson, Chairperson
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52 _____
53 Paul A. Gruber, Vice-Chairperson
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55 _____
56 Wendy Schobert, Secretary
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58 _____
59 Jacob Immel
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61 _____
62 Carl Nonhof
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65 Opposed to Introduction:
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73 Countersigned by:
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76 _____
77 Vernon Koch, Chairperson
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FISCAL NOTE
August 2022

Ordinance No. 02 (2022/23) RE: Modifying Fee Schedule of Medical Examiner in Chapter 96

Funding:

Additional revenue from the proposed increases for Medical Examiner fees would be approximately \$10,000 annually.

Respectfully Submitted,



Wendy A. Charnon, Finance Director
August 16, 2022