

**WAUPACA COUNTY
EXECUTIVE COMMITTEE**

Minutes – March 14, 2022

County Board Chair Dick Koeppen called the meeting to order at 11:00 a.m. in room LL42 of the Waupaca County Courthouse.

Roll Call: County Board Chair Koeppen, Supr. Bosquez, P. Craig, Ellis, Federwitz, Johnson, Kussmann, McClone, G. Murphy, Nygaard, Poehlman, T. Murphy and Zaug. Others Present: Amanda Welch, Ted Phernetton, Ryan Brown, Ron Hansen and Kristy Opperman. Diane Meulemans present via Zoom.

Review and Approve Agenda. Motion: Supr. Kussmann moved and Supr. Zaug seconded the motion to approve the agenda. Motion carried without a negative vote.

Review and Approve Minutes. Motion: Supr. Johnson moved and Supr. Nygaard seconded the motion to approve the December 3, 2021 minutes. Motion carried without a negative vote.

Amend Chapter 2 of the Waupaca County Code of Ordinance – Rules of the Governing Body: Ted Phernetton reviewed the changes recommended by the Legislative, Judicial, Ethics, Safety and Security Committee to the Code of Ordinance, Chapter 2, the Governing Body with the committee. It was recommended to add to 2.13 County Board Member and Citizen Member Entitlements: *Definitions: Citizen Member: “Citizen members of all DHHS advisory and program steering committees and commissions shall be considered volunteers and any compensation provided to volunteers shall be at the discretion of the DHHS Board.”* There was further discussion by the committee to amend and change the word “Entitlements” to “Compensation” in 2.13. **Motion:** Supr. Kussmann moved and Supr. Bosquez seconded the motion to approve changes as recommended and amended on the floor to Code of Ordinance, Chapter 2, the Governing Body. Motion carried without a negative vote.

Motion: Supr. Kussmann moved and Supr. Bosquez seconded to adjourn at 11:10 a.m. Chair Koeppen declared the meeting adjourned

Kristy K. Opperman
Waupaca County Clerk

These minutes will be posted to the website prior to approval from the committee and are considered to be in draft form until approved at the next scheduled meeting.

**Waupaca County DHHS
Recommendation for Department Restructuring**

AREA: DHHS

Issue/Subject:	Public Health Separation
Date:	March 2023
Department/Service Affected:	Agency Structure/Human Services and Public Health
Prepared By:	Jed Wohlt and Ted Phernetton

Concept Paper Purpose

The purpose of this paper is to provide a recommendation to separate the DHHS into two separate agencies; the Department of Human Services and the Department of Public Health.

Desired Outcome of Concept

There will be a stand-alone Department of Public Health (DPH) with an accompanying stand-alone Board of Health.

History of Current DHHS Structure

It appears that prior to 1987 Waupaca County operated four separate entities/departments. They were the Department of Social Services, the Waupaca County portion of the Unified Health Services of Shawano and Waupaca Counties, Waupaca County Health Services, and the Waupaca County Commission on Aging. In 1986 it was decided that in 1987, there would be a move to become the Waupaca County Department of Human Services, stepping away from the Unified Health Services of Shawano and Waupaca Counties. This move created a new statutorily recognized program joining entities providing services under chapters 46 and 51 of the Wisconsin State Statutes. Those services included such things as child welfare, economic support, services to the developmentally disabled, and mental health/AODA services.

Due to the creation of the Department of Human Services, it was also decided that beginning in 1987 two additional entities/departments would be integrated into the Department of Human Services. Those were the Waupaca County Commission on Aging and Waupaca County Health Services. Records state that it was anticipated that the Commission on Aging would change little and the Health Services would “essentially operate the same as it did in 1986 and previous years.” Records further state, however, that Health Service may pick up the supervision of some of the other programs in Human Services. It is unclear if that ever occurred. Even with the integration of the two additional entities/departments the agency was known as the Department of Human Services.

In 1994 then Governor Thompson signed into law Chapters 250 through 255 which were commonly referred to as the Public Health Statute revisions. Those changes required counties to establish a county health department as well as a local board of health. Waupaca County passed a resolution renaming the Department of Human Services, the Department of Health and Human Services effective September 1, 1994. At that time, the Human Services board was reconfigured to serve both functions of the board of health and the human services board.

Health Departments Across the State

There are currently 89 county and municipal public health departments. There are 61 stand-alone public health departments and 28 combined with the Department of Human Services creating a Department of Health and Human Services which translates into 39% of Wisconsin Counties.

Separation Opportunities

- Aligns Public Health more directly to statutorily intended health department as WI Statutes and WI Administrative Code for public health requirements are written and structured for independent health department operation: WI Stats [251](#)

[Wis Stats 251.02](#) Local health department; establishment.

(1) In counties with a population of less than 750,000, unless a county board establishes a city-county health department under sub. [\(1m\)](#) jointly with the governing body of a city or establishes a multiple county health department under sub. [\(3\)](#) in conjunction with another county, the county board shall establish a single county health department, which shall meet the requirements of this chapter. The county health department shall serve all areas of the county that are not served by a city health department that was established prior to January 1, 1994, by a town or village health department established under sub. [\(3m\)](#), or by a multiple municipal local health department established under sub. [\(3r\)](#) or by a city-city health department established under sub. [\(3t\)](#).

- Provides a more visible identity and platform for Public Health. Public Health requires the ability to inform, communicate, partner, and at times mediate with residents and businesses. Recognition as a trusted resource and principal agency within the community is important for a local health department. Being combined with Human Services clouds that issue.
- Create a more recognizable and less convoluted source for information, resources, messaging, branding, and leadership - for both Public Health and Human Services (internally and externally).
- Opportunity to right size a single large department to create more responsive, manageable, efficient, focused, transparent, and effective departments. Management would be able to better focus efforts and build community relationships in response to each separate department's issues and concerns and not try to have a one size fits all approach.
- Allows for department policies, procedures, and initiatives to be more strategically fitted for the work of each respective branch, eliminating attempts of trying to make one size fit all.
- Installs an individual, and dedicated, Board of Health - the enormity of business of a combined HHS can make it difficult for a single board to provide a comprehensive understanding and support to departments. Providing separate boards would allow for more focused support and oversight for the different tracts of county business.
- Simplifies budgeting departmentally.
- Budget impact to move back to independent departments would be **neutral**. Outside of the combined oversight board, there is no actual cost savings with combining departments.

Separation Detailed Considerations

Board Structure (DHS and DPH)

- Human Services Board 46.23**

4) County human services board.

(a) Composition.

1. In any single-county or multicounty department of human services, the county human services board shall be composed of not less than 7 nor more than 15 persons of recognized

ability and demonstrated interest in human services. Not less than one-third nor more than two-thirds of the county human services board members may be members of the county board of supervisors. At least one member appointed to a county human services board shall be an individual who receives or has received human services or shall be a family member of such an individual. The remainder of the county human services board members shall be consumers of services or citizens-at-large. No public or private provider of services may be appointed to the county human services board.

- **Board of Health (BOH)**

Wisconsin laws outline Board of Health structure and function:

[Wis Stats 251.03](#) Local board of health; members.

[251.03\(1\)\(1\)](#) A local board of health shall consist of not more than 9 members. At least 3 of these members shall be persons who are not elected officials or employees of the governing body that establishes the local health department and who have a demonstrated interest or competence in the field of public health or community health. In appointing the members who are not elected officials or employees, a good faith effort shall be made to appoint a registered nurse and a physician, except that if the appointing authority is unable to locate a willing registered nurse, physician, or both, it shall make a good faith effort to appoint a physician assistant, advanced practice registered nurse, or both. Members of the local board of health shall reflect the diversity of the community. A county human services board under s. [46.23 \(4\)](#) may act as a county board of health if the membership of the county human services board meets the qualifications specified in this subsection and if the county human services board is authorized to act in that capacity by the county board of supervisors. If a county human services board acts in this capacity, it shall use the word "health" in its title.

The current DHHS board includes membership that meets requirements for a board of health. Board members on the current DHHS board may migrate to a newly created BOH, particularly the two citizen members which help to meet the medical background emphasis of BOH membership. In total it appears that there would need to be an increase of three new citizen members and four to six county board supervisors to accommodate the structure of two separate boards.

Management Structure

Overall there would be no significant changes to the oversight of operations if a split creating DHS and DPH were to occur. Given the statutory powers, duties, and responsibilities of the Human Services Director and Health Officer the day to day management and decisions for operations in both areas rest with those positions that already exist.

- **Human Services**

46.23 4(f) Shall appoint a county human services director on the basis of recognized and demonstrated interest in and knowledge of human services problems, with due regard to training, experience, executive and administrative ability and general qualification and fitness for the performance of the duties of the county human services director. The appointment is subject to the personnel policies and procedures established by each county board of supervisors which participated in the appointment of the county human services board.

- **Health Department**

Wisconsin laws define the Health Officer as the administrator of a local health department. Wisconsin statutes also outline the duties, responsibilities, and authority of the Health Officer within a local (county) government. If separated, the Waupaca

County Health Officer would assume the role of department head of the Public Health Department. The Health Officer would report to a newly created Board of Health.

[WI Admin Code DHS 140.03](#)

(9) "Local health officer" means the person in charge of a local health department who meets the qualifications and is responsible for carrying out the duties established under s. [251.06](#), Stats.

Service Array and Impact

- Returning to separate departments would not change programmatic partnership and interaction (program referrals, case co-work, cross-functional teams, etc.) between the two newly separated departments.

Dollars and Cents of Separation

Input from Finance Director, Heidi Dombrowski and Human Resource, Director Mandy Welch supports the position that a split has no real financial impact other than the costs of the additional newly created Board of Health.

Request/Recommendation

It is requested and recommended that the DHHS be separated into two departments; the Department of Human Services and the Department of Public Health.