

**JEFFERSON COUNTY BOARD MINUTES  
TUESDAY, November 12, 2025, 7:00 P.M.**

Chair Steve Nass presiding.

County Clerk Audrey McGraw called the roll, all members being present in person except Truax, who was present via Zoom.

Supervisors Richardson, Herbst, Morris and Foelker were absent. Richardson, Morris, and Foelker, having given prior notice, were excused.

District 1.....	Richard C. Jones	District 2..	Cassie B. Richardson
District 3.....	Robert Preuss	District 4.....	Karl Zarlring
District 5.....	James B. Braughler	District 6.....	Dan Herbst
District 7.....	Dwayne C. Morris	District 8.....	Michael Wineke
District 9.....	Bruce Degner	District 10.....	Mark Goose
District 11.....	Elizabeth Hafften	District 12.....	Matthew Tracy
District 13.....	Amanda Truax	District 14.....	Kirk Lund
District 15.....	Steven J. Nass	District 16.....	Meg Turville-Heitz
District 17.....	Phil Ristow	District 18.....	Brandon White
District 19.....	Dave Drayna	District 20.....	Curtis Backlund
District 21.....	John C. Kannard	District 22.....	Blane Poulson
District 23.....	George Jaeckel	District 24.....	Roger Lindl
District 25.....	Matthew Foelker	District 26.....	Amanda Golson
District 27.....	Joan Callan	District 28.....	Anthony Gulig
District 29.....	Mary K. Roberts	District 30.....	Walt Christensen

Tracy led the Pledge of Allegiance. A moment of silence was observed.

Lucky certified compliance with the Open Meetings Law.

Approval of the Agenda. Backlund moved to approve as drafted. Seconded by Jaeckel and passed.

Wineke, Executive Committee Chair, moved to approve the County Board minutes from October 14, 2025, and October 28, 2025. Seconded by Poulson and passed.

**Communications:**

**County Clerk McGraw presented the following communications:**

1. Notice of Public Hearing from the Jefferson County Planning and Zoning Committee for a hearing to be held on November 20, 2025, at 6:00 p.m.
2. Treasurer’s Monthly Report.

**Public Comment: None**

**Special Order of Business:**

1. Presentation of Fund Balance Reserve Study by Government Finance Officers Association given by Shayne Kavanagh.

**Annual Reports:**

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Fair Park Director, Becky Roberts; Veterans Service Director, Yvonne Duesterhoeft; Planning and Development Director, Matt Zangl; Medical Examiner, Nichol Donovan; and Health Department Director, Elizabeth McGreary. The annual reports were received, placed on file, but not printed in the minutes pursuant to Board Rule 3.03(13).

**Committee Reports, Resolutions, Proclamations, and Ordinances:**

**Wineke, Executive Committee Chair, introduced Resolution No. 2025-53. Amending Supervisory District Boundaries to Reflect Annexations**

NOW, THEREFORE, BE IT RESOLVED by the Jefferson County Board of Supervisors that the Jefferson County Supervisory District Plan is amended as follows:

1. That the Supervisory District Map for District 4 shall be amended to include the annexed territory previously in Supervisory District 3 prior to the annexation above.
2. That the Supervisory District Map for District 26 shall be amended to include the annexed territory previously in Supervisory District 30 prior to the annexation above.
3. That the Supervisory District Map for District 12 shall be amended to include the annexed territory previously in Supervisory District 1 prior to the annexation above.
4. That the Supervisory District Map for District 14 shall be amended to include the annexed territory previously in Supervisory District 15 prior to the annexation above.
5. That the Supervisory District Map for District 12 shall be amended to include the annexed territory previously in Supervisory District 11 prior to the annexation above.
6. That the renumbering of the Wards in the Village of Lac LaBelle due to the Village of Lac LaBelle and Town of Oconomowoc incorporation shall only be a numbering change.

*Fiscal Note: This resolution has no determinable fiscal impact.*

**Wineke moved for the adoption of Resolution No. 2025-53. Seconded by Poulson and passed.**

**Jones, Finance Committee Chair, moved to adopt the non-countywide levy budget, the countywide levy budget, and the functional totals as stated in the 2026 Recommended Budget. Seconded by Jaeckel.**

**No budget amendments received.**

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**Jones, Finance Committee Chair, moved to divide the question on the countywide and non-countywide levy budget.** Seconded by Jaeckel and passed. Ayes 25 (Jones, Preuss, Zarling, Braughler, Wineke, Degner, Hafften, Tracy, Truax, Lund, Nass, Turville-Heitz, Ristow, White, Drayna, Backlund, Kannard, Poulson, Jaeckel, Lindl, Golson, Callan, Gulig, Roberts, Christensen), Noes 1 (Groose), Abstain 0, Absent 4 (Richardson, Herbst, Morris, Foelker), Vacant 0.

**Jones, Finance Committee Chair, introduced Resolution No. 2025-54. Resolution establishing non-countywide levies for health and library services**

NOW, THEREFORE BE IT RESOLVED that the sums listed below be levied upon all property in Jefferson County that is taxable for the purpose listed:

Health Department	\$ 986,766
Library Services	\$ 1,321,622

BE IT FURTHER RESOLVED that the requirement established by Jefferson County's Fund Balance Policy to retain three months of current year budgeted expenditures in the Health Department's Fund Balance is hereby suspended for the 2026 budget year, and that the Health Department's Ending Fund Balance shall exceed an amount greater than three months of the current year's budgeted expenditures; and

BE IT FURTHER RESOLVED that the above amounts be apportioned to equalized values as established by the State Department of Revenue.

*Fiscal Note: The Health Department mill rate is \$0.0900; and the Library mill rate is \$0.2101 per \$1,000 of equalized value. In 2025, the Health Department mill rate was \$0.0965 and the Library mill rate was \$0.2242, for decreases of \$0.0064 and \$0.0141 in the Health Department and Library mill rates, respectively.*

**Jones moved for the adoption of Resolution No. 2025-54. Seconded by Christensen and passed.** Ayes 26 (Jones, Preuss, Zarling, Braughler, Wineke, Degner, Groose, Hafften, Tracy, Truax, Lund, Nass, Turville-Heitz, Ristow, White, Drayna, Backlund, Kannard, Poulson, Jaeckel, Lindl, Golson, Callan, Gulig, Roberts, Christensen), Noes 0, Abstain 0, Absent 4 (Richardson, Herbst, Morris, Foelker), Vacant 0.

**Jones, Finance Committee Chair, introduced Resolution No. 2025-55. Resolution establishing countywide levy and fees**

NOW, THEREFORE, BE IT RESOLVED that the authorized positions, the total appropriation for each Tuesday, November 12, 2025

governmental function as shown below, Fund Balance application and assignments in the Recommended Budget book, and the levy contained in the countywide portion of the 2026 Budget, be levied as a county tax to be raised on the 2025 tax roll as follows:

	Subject to levy limit	Debt levy	Library levy	Total apportioned levy
Countywide Levy	\$29,144,115	\$5,275,783	-	\$34,419,898
Noncountywide levy (previously approved)				
Health	\$986,766	-	-	\$986,766
Library	-	-	\$1,321,622	\$1,321,622
<u>Total</u>	<u>\$29,762,426</u>	<u>\$5,275,783</u>	<u>\$1,321,622</u>	<u>\$36,728,286</u>

BE IT FURTHER RESOLVED that the above amount be apportioned according to equalized values established by the Wisconsin Department of Revenue.

BE IT FURTHER RESOLVED that the fee schedule for various licenses, permits and services used to establish revenue amounts in the budget are hereby approved.

*Fiscal Note: As presented, the countywide levy is proposed at \$34,419,898 which is a mill rate of \$2.3193 for general operations and \$0.4198 for debt service fund for a total of \$2.7391 per \$1,000 of taxable value. In 2025, the countywide levy was \$32,696,383, with a general operations mill rate of \$2.4688 and debt service mill rate of \$0.3361, for a decrease of \$0.1495 per \$1,000 of taxable value for 2026 general operations and an increase of \$0.0838 per \$1,000 per taxable value for 2026 debt service.*

**Jones moved for the adoption of Resolution No. 2025-55. Seconded by Jaeckel and passed.** Ayes 25 (Jones, Preuss, Zarling, Braughler, Wineke, Degner, Hafften, Tracy, Truax, Lund, Nass, Turville-Heitz, Ristow, White, Drayna, Backlund, Kannard, Poulson, Jaeckel, Lindl, Golson, Callan, Gulig, Roberts, Christensen), Noes 1 (Groose), Abstain 0, Absent 4 (Richardson, Herbst, Morris, Foelker), Vacant 0.

**Jones, Finance Committee Chair, introduced Ordinance No. 2025-13. Amending Chapter 8, Article II of the Jefferson County Code of Ordinances regarding the Fund Balance**

NOW, THEREFORE, BE IT ORDAINED by the Jefferson County Board of Supervisors:

SECTION 1: Chapter 8, Article II of the Code of Ordinances, Jefferson, County, Wisconsin entitled "Fund Balance" shall be amended as set forth in the attached.

SECTION 2: This amended ordinance shall be in full force and effect upon passage and publication as

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provided by law.

*Fiscal Note: The adoption of this ordinance will assist the Finance Committee in managing fund balance to a justifiable level and demonstrate stewardship and accountability to its taxpayers.*

**Jones moved for the adoption of Ordinance No. 2025-13. Seconded by Jaeckel and passed.**

**Jones, Finance Committee Chair, introduced Resolution No. 2025-56. Denying Claim for personal injury of Mary Novak**

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board of Supervisors hereby disallows said claim and directs the Corporation Counsel to give the claimant notice of disallowance.

*Fiscal Note: This matter has been referred to Wisconsin Municipal Mutual Insurance Company (WMMIC) and will be resolved in accordance with the terms of the County's policy.*

**Jones moved for the adoption of Resolution No. 2025-56. Seconded by Jaeckel and passed.**

**Jones, Finance Committee Chair, introduced Resolution No. 2025-57. Denying Claim for damages by Erie Insurance a/s/o Cory Jones**

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board of Supervisors hereby disallows said claim and directs the Corporation Counsel to give the claimant notice of disallowance.

*Fiscal Note: This matter has been referred to Wisconsin Municipal Mutual Insurance Company (WMMIC) and will be resolved in accordance with the terms of the County's policy.*

**Jones moved for the adoption of Resolution No. 2025-57. Seconded by Jaeckel and passed.**

**Jones, Finance Committee Chair, introduced Resolution No. 2025-58. Authorizing the Sale of County-Owned Land in the Food & Beverage Innovation Campus to "Project Universe"**

NOW, THEREFORE, BE IT RESOLVED the Jefferson County Administrator is authorized to negotiate and execute a Purchase & Sale Agreement consistent with the terms of the Letter of Intent and the direction of the Finance Committee, and

BE IT FURTHER RESOLVED, the Jefferson County Administrator is authorized to execute all necessary documentation and complete all contingencies related to and in furtherance of this sale, and

BE IT FURTHER RESOLVED the Jefferson County Clerk is authorized to execute all necessary documents as required for the closure of this land transaction, including but not limited to a warranty deed

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transferring the property.

*Fiscal Note: Proceeds from the sale of County property to Project Universe shall be deposited into the Capital Projects Fund. The use of these proceeds will be considered by the Finance Committee and recommended to the County Board at a future date.*

**Jones moved for the adoption of Resolution No. 2025-58. Seconded by Backlund and passed.**

**Jones, Finance Committee Chair, introduced Resolution No. 2025-59. Authorizing Participation and Financial Commitment for the Pre-Disaster Flood Resilience Assessment Grant Program**

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board hereby authorizes participation in the Pre-Disaster Flood Resilience Assessment Grant Program administered by Wisconsin Emergency Management; and

BE IT FURTHER RESOLVED THAT the Director of Emergency Management is hereby authorized to act on behalf of Jefferson County to prepare and submit the application, execute required documents, and administer all aspects of the project as required by the grant; and

BE IT FURTHER RESOLVED THAT the Jefferson County Board, as the body responsible for expending the local governmental unit's funds, commits to provide the required local match and/or in-kind contributions for the project, and further commits to cover any project costs that exceed the estimated budget; and

BE IT FURTHER RESOLVED that Jefferson County, as the applicant, commits to fulfill all program requirements as contained in the state program guidelines, including:

- Submission of all appropriate forms, documentation, and progress reports as required by WEM;
- Ensuring that all project activities meet applicable local codes and standards; and
- Ensuring compliance with all relevant state and federal requirements.

*Fiscal Note: If Jefferson County is awarded funding under the Pre-Disaster Flood Resilience Assessment Grant, a separate resolution accepting the grant award will come before the Board of Supervisors. If the Board accepts the award, there will be a requirement to provide a 25% local match in accordance with the grant's Notice of Funding, and a budget amendment will be necessary to allocate the local share. The local match may be satisfied through a combination of cash contributions, in-kind services, or other eligible local resources as outlined in the grant guidelines. This fiscal impact is contingent upon the County's decision to accept the*

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*grant and may vary depending on the final grant award amount and any allowable project modifications.*

**Jones moved for the adoption of Resolution No. 2025-59. Seconded by Backlund and passed.**

**Braugler, Human Resources Committee Chair, introduced Resolution No. 2025-60. Resolution Amending the 2025 and 2026 Jefferson County Human Services Budgets and Approving the Elimination of a vacant Part-Time Waterloo Nutrition Site Manager Position and Creating a Part-Time Nutrition Program Administrative Assistant I Position in the Human Services Department (ADRC)**

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board of Supervisors hereby amends the 2025 Human Services (ADRC) budget to eliminate the vacant, part-time Nutrition Site Manager position and create a part-time Nutrition Program Administrative Support position in Human Services (ADRC), effective upon adoption.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the Jefferson County Board of Supervisors hereby amends the 2026 Human Services (ADRC) budget effective January 1, 2026, to reflect the same position structure and funding alignment described above, confirming the part-time Nutrition Program Administrative Support position in place of the Waterloo Nutrition Site Manager, with all related wage/benefit and account adjustments made within the adopted 2026 budget, without increasing the tax levy.

*Fiscal Note: The Nutrition Programs are funded by GWAAR contracts, participant donations, MCO billing, and County levy. The adopted 2026 Nutrition Programs budget totals \$707,318.28 (approximately 37% GWAAR, 1% MCO, 18% donations, 43% levy). The position conversion utilizes existing appropriations and is anticipated to be cost-neutral with no increase to the County tax levy. County Board approval requires a two-thirds vote of the entire membership of the County Board (20 votes of the 30-member County Board).*

**Braugler moved for the adoption of Resolution No. 2025-60. Seconded by Wineke and passed.**

Ayes 26 (Jones, Preuss, Zaring, Braugler, Wineke, Degner, Groose, Hafften, Tracy, Truax, Lund, Nass, Turville-Heitz, Ristow, White, Drayna, Backlund, Kannard, Poulson, Jaeckel, Lindl, Golson, Callan, Gulig, Roberts, Christensen), Noes 0, Abstain 0, Absent 4 (Richardson, Herbst, Morris, Foelker), Vacant 0.

**Lund, Human Services Board Chair, introduced**

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**Resolution No. 2025-61. Authorizing State Human Services Contracts, Consortium Agreements, and Professional Service and Care Provider Contracts**

NOW, THEREFORE, BE IT RESOLVED that the Human Services Director or the Administrative Services Division Manager is authorized to execute the state contracts and consortium contract set forth above.

BE IT FURTHER RESOLVED that the Human Services Director or the Administrative Services Manager is authorized to sign addendums or revisions to said contracts during the course of the year as necessary.

BE IT FURTHER RESOLVED that the Human Services Director or Administrative Services Manager is authorized to sign all other contracts with state agencies and consortiums pursuant to section 46.23(6m)(c) of the Wisconsin Statutes, and all professional services and care provider contracts as approved by the Human Services Board in accordance with the Jefferson County Purchasing Ordinance.

*Fiscal Note: The costs associated with these state and consortium contracts have been included as an appropriation in the 2026 budget.*

**Lund moved for the adoption of Resolution No. 2025-61. Seconded by Callan and passed.**

**Turville-Heitz, Land and Water Conservation Committee Chair, introduced Resolution No. 2025-62. Authorizing the Application and Implementation of a Wisconsin Department of Natural Resources Aquatic Invasive Species Surface Water Planning Grant and amending the 2026 budget in the Land and Water Conservation Department**

NOW, THEREFORE, BE IT RESOLVED, by the Jefferson County Board of Supervisors that the Land and Water Conservation Department will meet the financial obligations necessary to fully and satisfactorily complete the project and hereby authorizes and empowers the Land and Water Conservation Department Director to do the following:

1. Sign and submit a grant application and supporting documents to the Wisconsin Department of Natural Resources for financial assistance
2. Enter into a grant agreement/contract with the Wisconsin Department of Natural Resources
3. Submit required reports to the Wisconsin Department of Natural Resources to satisfy the grant agreement/contract, as appropriate
4. Submit reimbursement request(s) to the Wisconsin Department of Natural Resources per

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the grant agreement/contract

5. Sign and submit other documentation as necessary to complete the project per the grant agreement/contract.

BE IT FURTHER RESOLVED that the Land and Water Conservation Department will comply with all local, state and federal rules, regulations and ordinances relating to this project and the cost-share agreement/contract.

*Fiscal Note: The Department of Natural Resources grant will provide \$3,967 which will cover project expenses including \$657 of staff time. The required grant match will consist of staff time that is included in the 2026 budget. A budget amendment is needed to add the grant income and expenses. As a budget amendment, County Board approval requires a two-thirds vote of the entire membership of the County Board (20 members of the 30-member County Board must vote in favor of the budget amendment).*

**Turville-Heitz moved for the adoption of Resolution No. 2025-62. Seconded by Lund and passed.**

Ayes 26 (Jones, Preuss, Zarling, Braughler, Wineke, Degner, Goose, Hafften, Tracy, Truax, Lund, Nass, Turville-Heitz, Ristow, White, Drayna, Backlund, Kan-nard, Poulson, Jaeckel, Lindl, Golson, Callan, Gulig, Roberts, Christensen), Noes 0, Abstain 0, Absent 4 (Richardson, Herbst, Morris, Foelker), Vacant 0.

**Christensen, Parks Committee Chair, introduced Resolution No. 2025-63. Authorizing the Jefferson County Parks Department to Enter into an Agreement with Snyder & Associates to Update the Jefferson County Park and Outdoor Recreation Plan**

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board of Supervisors hereby authorizes the Jefferson County Parks Department to enter into an agreement with Snyder & Associates in the amount of \$47,546.00 to complete the update of the Jefferson County Park and Outdoor Recreation Plan, and

BE IT FURTHER RESOLVED that the Jefferson County Parks Director and County Administrator are hereby authorized to execute the necessary documents to carry out this agreement.

*Fiscal Note: Funds for this project are available in the Jefferson County Parks Department budget.*

**Christensen moved for the adoption of Resolution No. 2025-63. Seconded by Roberts and passed.**

**Jaeckel, Planning and Zoning Committee Chair, introduced the following report:**

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REPORT TO THE HONORABLE MEMBERS OF THE JEFFERSON COUNTY BOARD OF SUPERVISORS by the Jefferson County Planning and Zoning Committee recommending approval of petitions to amend the official zoning map of Jefferson County.

**Jaeckel, Planning and Zoning Committee Chair, introduced Ordinance No. 2025-14. Amending Official Zoning Map**

WHEREAS, the Jefferson County Board of Supervisors has heretofore been petitioned to amend the official zoning map of Jefferson County, and

WHEREAS, Petitions R4631A-25, R4640A-25, R4642A-25, R4643A-25, R4645A-25, R4646A-25, R4647A-25, were referred to the Jefferson County Planning and Zoning Committee for public hearing on August 21, 2025, and October 16, 2025, and

WHEREAS, at its meeting on October 27, 2025, the Planning and Zoning Committee considered the request to amend the Official Zoning Map of Jefferson County after conducting a public hearing regarding the requested amendment, and after receiving a recommendation from the affected Town, hereby make the following recommendation to the Board of Supervisors in open session, and

WHEREAS, the Planning and Zoning Committee has found that the criteria and standards set forth in s. 91.48 of the Wisconsin Statutes and ss. 22-56(b) of the Jefferson County Zoning Ordinance for rezoning out of an A-1 Exclusive Agricultural zone have been met and the petitions are consistent with the Jefferson County Comprehensive Plan and Farmland Preservation Plan as identified in the Decision of the Planning and Zoning Committee, and

WHEREAS, consistent with the recommendations of the Planning & Zoning Committee, the Board of Supervisors finds, where applicable, the standards set forth in s. 91.48 of the Wisconsin Statutes and ss. 22-56(b) of the Jefferson County Zoning Ordinance for rezoning out of an A-1 Exclusive Agricultural zone are met by the proposed amendment to the official zoning map, and

NOW, THEREFORE, BE IT ORDAINED THAT the Jefferson County Board of Supervisors does amend the official zoning map of Jefferson County as follows.

**Jaeckel moved for the adoption of Ordinance No. 2025-14. Seconded by Poulson and passed.**

Kannard abstained from voting due to a potential conflict of interest.

**Appointments by County Board Chair:**

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By virtue of the authority vested in me under Ch. 2, Article II, Division II, Subdivision VI of the Jefferson County Code, I respectfully request confirmation of the following appointment:

Chad Hilstad, Town of Koshkonong, WI, to the Historic Sites Preservation Council to fill an unexpired term ending April 21, 2026

**Christensen moved to confirm the above appointment. Seconded by Poulson and passed.**

**Appointments by County Administrator:**

By virtue of the authority vested in me under Sections 59.18(2)(c) of the Wisconsin Statutes, and Chapter 2, Article II, Division II, Subdivision VI of the Jefferson County Code, I respectfully request confirmation of the following appointment:

Andrea Turke, Town of Lake Mills, WI, to the Lake Mills Library Board to fill an unexpired term ending May 01, 2028.

**Braugher moved to confirm the above appointment. Seconded by Jaeckel and passed.**

**Public Comment: (General) None**

**Announcements:**

Supplemental information presented at the November 12, 2025, Jefferson County Board meeting will be available at the County Clerk's office upon request during regular Courthouse hours or on the County's website at [www.jeffersoncountywi.gov](http://www.jeffersoncountywi.gov).

**There being no further business, Jaeckel moved that the Board adjourn. Seconded by Guilig and passed at 9:00 p.m.**