

**League of Women Voters
Manitowoc County
LOCAL PROGRAM HANDBOOK
2014**

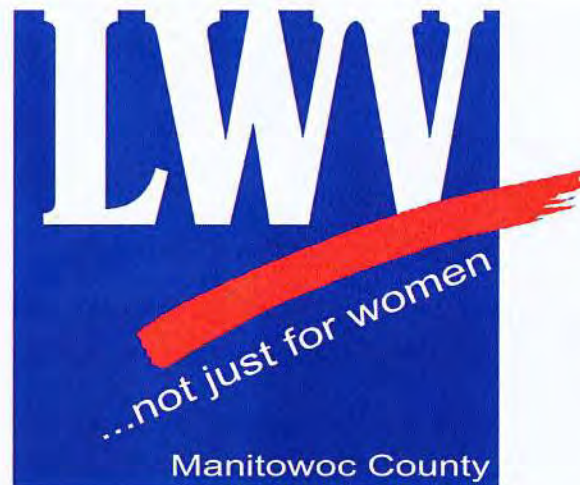
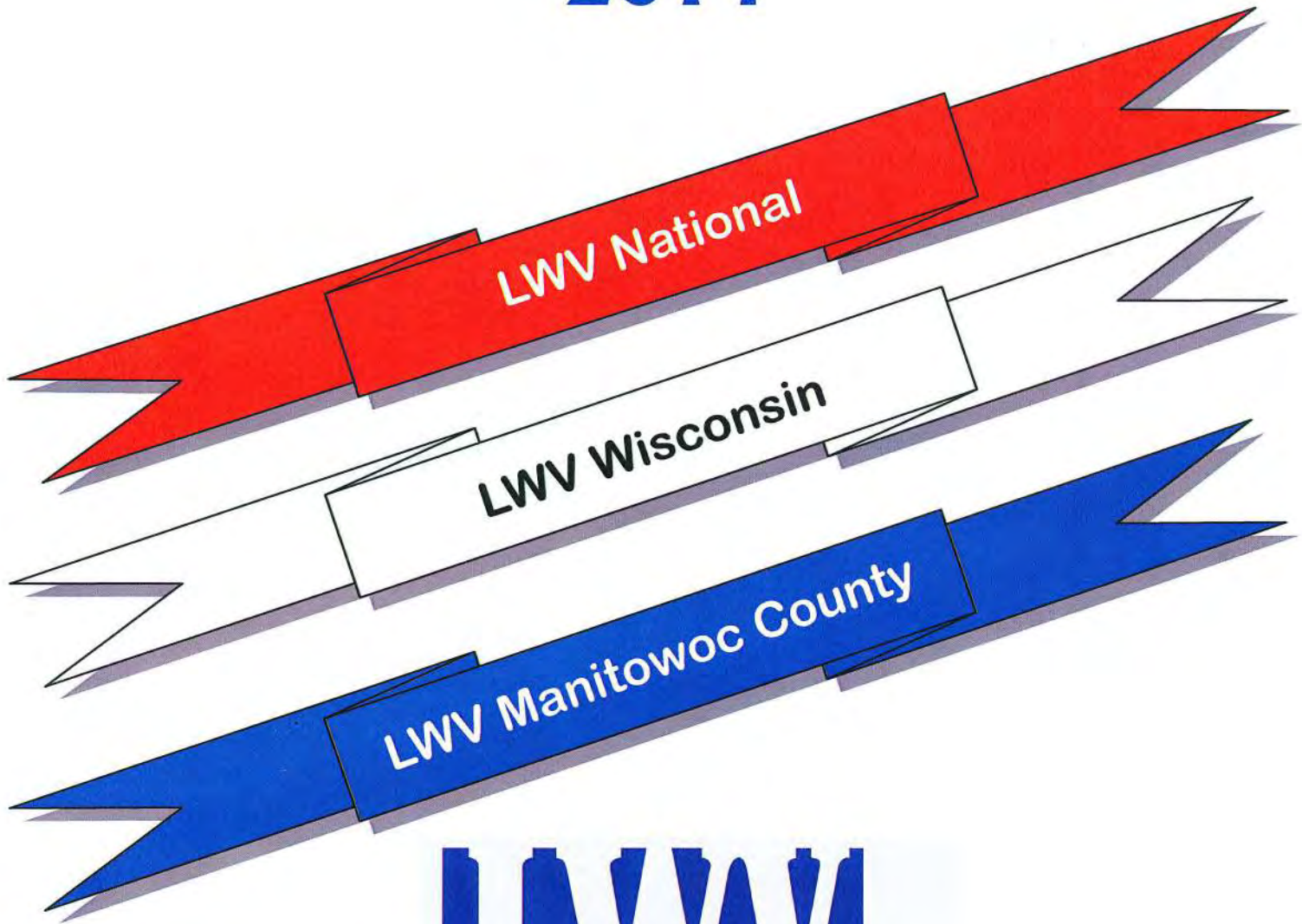


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INTRODUCTION

A common understanding of LEAGUE PROGRAM is important to all League members. Program consists of governmental issues currently under study and issues where study has been completed and agreement has been reached by members. This member agreement, through the process of consensus or concurrence, is the basis of League's POSITION and is the starting point of all League ACTION.

The League Board takes official actions and determines what that action will be based on League positions. Action can take many forms: community education projects, press releases, information sent to governmental officials, appearance at hearings in support or opposition to legislative or administrative proposals and informal meetings with elected officials.

When a League Board decides to act on a League position, it considers the effectiveness of the action, member understanding of the issue, the Board's priorities and the level of community support.

Both the League of Women Voters of the United States (LWVUS) and the League of Women Voters of Wisconsin (LWVWI) have developed Position Papers which define national and state program. These papers are re-evaluated at each annual meeting. Member understanding of our local program is important to league action.

In addition to adopted program items which develop after a local study, this guide contains some of the key action items the League has been involved in. These action items are based on a local study, as well as, national or state League positions. Also included are educational materials developed for the community.

DAY CARE

Child welfare needs have always been a concern of the League of Women Voters at the local, state and national level. In the fall of 1967 the League began a re-evaluation of child health and welfare needs in Manitowoc with a focus on general child welfare services and needs in the community. During this process, the League found there were several unmet child welfare needs in Manitowoc. One need most often mentioned by school personnel, social workers and health officials was the lack of a day care center. Consequently, the League decided to continue the child welfare study with a focus on day care services.

The study culminated after a year of research in day care centers which included a visit to a center in operation, a survey of industries concerning day care needs of employees, and other pertinent information from schools, agencies and individuals about day care needs in the county. The intention of the study was to provide insight into the definition of a day care center, who might benefit from a center, what the center would cost and how money could be raised and whether or not the community needed a center.

In March of 1969 the League of Women Voters of Manitowoc came to the following consensus: We support "establishment of adequate day care services in Manitowoc County with special emphasis on serving the needs of low income children."

League members Darlene Wellner and Marilyn Sontag helped organize the Manitowoc County Day Care Association Board to include representation from people being served including AFDC mothers and other day care parents. They also suggested having some day care fees for AFDC families funded through Social Services; having day care fees charged on a sliding scale in order to make day care available to low income families; and having some day care fees provided through a scholarship fund. League member Marilyn Sontag testified at a city council zoning hearing about having the day care site in a residential zone.

In the spring of 1979, the Manitowoc County Day Care Association established a day care site at the First Congregational Church in Two Rivers. In September of that same year, a day care center was also opened in the Salvation Army Citadel in Manitowoc. The Association raised money for the original day care centers opened and continued financial support until the centers became self-sufficient. In 1977 the Day Care Association established the Lakeshore Day Care Center on the south side of town. Currently the Day Care Association has the funds for opening a center to serve the western section of Manitowoc and it will open when the need is established.

In the late 1970's the League of Women Voters of the United States supported comprehensive child care services to prevent and reduce poverty by lobbying for specific programs and legislation. In 1989 the LWVUS revised all positions on "Meeting Basic Human Needs" based on positions reaching between 1971 and 1988 and continues to support child care programs as a way to prevent or reduce poverty.

POSITION: The League of Women Voters of Manitowoc County supports adequate day care services in Manitowoc County with an emphasis on meeting the needs of low income families.

COUNTY GOVERNMENT

League study of county government began in the 1920's and has focused on strengthened and improved county government. In 1959 the League of Women Voters of Wisconsin adopted a two year study of county government, and in 1961 adopted positions in favor of (1) smaller county boards apportioned by population; (2) the short ballot on which administrative officials should be filled by appointment and policy making officials should be elected; (3) a County Executive or County Administrator to head county government. In 1969 the state legislature defined the difference between a County Administrator (selected by the County Board) and a County Executive (selected by the people and possessing veto powers). Local Leagues in the state could determine whether an Executive or Administrator would be appropriate for their county.

The League of Women Voters of Manitowoc (LWV of Manitowoc) became an advocate for a County Executive for Manitowoc County and spearheaded a campaign to have a referendum on the issue. The referendum was defeated by a narrow margin in 1980.

The LWV of Manitowoc, at the 1982 Annual Meeting, voted to drop its local position on the County Executive. The members felt that the state position was broad enough to allow for local action and that an updated local position could not be developed without an in-depth study of the Manitowoc County Board and Manitowoc County government.

In 1990 the LWV of Manitowoc supported a reduction in the size of the Manitowoc County Board to approximately 15 members. The County Board did pass a resolution to reduce the size of the Board from 30 to 24. At that time, the League supported an appointed County Administrator to head county government based on the results of a survey to all League members. A second referendum to establish the position of County Executive for Manitowoc County was introduced and passed by the voters in 2000.

POSITION: The League of Women Voters of Manitowoc County continues to support initiatives to maintain strong county government responsive to county citizens.

UPDATE 2014

The LWV of Wisconsin's position supporting the establishment of an executive or administrator reflects the agreement of League members that varying kinds of county government will be strengthened by different types of leadership. The LWV of Wisconsin supported the 1985-87 state budget bill which provided that a county board by ordinance can select the administrative model that best suits their needs and population. A local league could determine whether an executive or administrator would be a better choice for its county and a number of local leagues successfully supported establishment of an executive or an administrator.

In 1990 the Manitowoc County Board of Supervisors created the position of Administrative Coordinator and appointed Bam Peterson to that position. After he left, the County Board Counsel, Attorney Mark Hazelbaker, assumed these responsibilities and in 1995 the Manitowoc County Clerk, Dan Fischer, took on the responsibilities of the Administrative Coordinator. After that time the current County Clerk served as the Administrative Coordinator.

In November, 2000, the County Board of Supervisors passed a resolution to create the position of County Executive. They were required by law to place the question on the ballot as a referendum. The LWV of Manitowoc supported this referendum which was passed by the voters. The first County Executive was Dan Fischer who served one four year term from 2002-2006. Bob Ziegelbauer was elected in 2006 and currently serves in that position.

The County Executive is designated the chief administrative officer of Manitowoc County and administers about a \$60 million county budget. The County Executive's budget is \$114,000 with a salary of \$79,000. When the current executive took office, there was a full time position of secretary which was reduced to half-time. Eventually, the position was eliminated. The County Executive has a veto power and has used it five times in seven years. The County Board of Supervisors does have the power to override any veto with a 2/3 vote.

The philosophy of the current County Executive has been to maintain current taxes as a path to fiscal stability. In general, the taxes have not increased in eight years in Manitowoc County with the exception of any new construction. The County Executive has stated that "raising taxes is not an option. It is unwise, unjustifiable and not necessary."

In 2006 the county was faced with a rapid growth of the employee health costs. The county implemented a health care consumerism model, a wellness based, qualified high deductible health plan. This led to health savings for the county.

The Manitowoc County Health Care Center (HCC) was built in 2003 at a cost of \$13.5 million. It was a state-of-the-art facility for fewer patients. There was no longer any land to farm. This new county owned HCC had replaced a county owned HCC built in 1950. The 1950 building and land had been sold for \$3.1 million to a private company to be used for future development. In 2007 the County Executive proposed the county owned HCC built in 2003 be sold. He stated that it was operating at a \$2 million deficit which the county could not afford. The HCC was not self-sufficient. At that time, the LWV of Manitowoc testified in support of the county continuing to operate the new Health Care Center and maintain local services. Many citizens testified in person at County Board meetings or through petitions to have the county maintain the HCC. (*See Historical Background Papers)

In October, 2007 the League sponsored a community meeting on the topic "How to Make the County Health Care Center an Effective Operation". The Vice Chairman of the Eau Claire County Board was the speaker and explained how their county was managing a financially successful Health Care Center. This meeting was well attended by citizens and elected officials. However, after months of listening to people opposed to selling the HCC, the County Board voted in November to sell the new facility to a private health agency for \$6 million. This sale resulted in a substantial decrease in the number of county employees.

In 2008 the Highway Department was downsized and this resulted in a further decrease in the number of county employees. After the Director of the Department of Health and Human Services retired, the County Executive acted as the Director for several years, rather than hiring a person to fill the position. Currently, the Department is being managed by four Co-Directors who fill this role in addition to their regular full time job responsibilities. Manitowoc is the only county in the state without a full-time Director, which is a requirement of the state statutes.

When Act 10 was passed in Wisconsin, it required county employees to contribute to their retirement to the Wisconsin Retirement System. This was an additional savings to the county. In addition the union representing the public employees was eliminated except for the union representing the Sheriff's Deputies. Act 10 also eliminated the collective bargaining ability of employees and this allowed changes in providing health care. Recently, the County Executive suggested additional controversial ways to increase savings to the county regarding health care costs for employees. These ideas were rejected by the County Board.

In 2013 the Juvenile Detention Center at the Manitowoc County Jail was closed and the county pays rent to Sheboygan County to house any juveniles from Manitowoc.

Under the leadership of the county executive, the county has undertaken a multi-million dollar project of restoration of the County Courthouse, a \$15 million update in the county's communication system and the County Health Department has been moved to new offices.

HISTORICAL BACKGROUND

Manitowoc County Hospital (1884)

In 1884 the county built a hospital to serve a capacity of 85 mentally ill residents of the county. It was located in the third ward of the city because the county owned some of the land. The hospital cost less than \$20,000 to build. Additional land adjacent to the hospital was purchased until the county owned 57 acres. Fifty-eight people occupied the hospital when it opened. A year later another building was added to include a laundry, bake shop, smoke house and additional housing for out-of-county patients.

Improvements and additions to the buildings continued and additional acres were purchased. Eventually, this facility grew to 223 acres with 20 milk cows. The hospital generated income from its dairy and produce. "It was considered one of the most comfortable homes for mentally afflicted in the state," according to the Trustees report to the County Board. By 1900 the hospital had grown to house 177 patients and the farm produce was used on site and sold in the community. In 1904 a six room addition was added to the hospital to care for physically ill patients. By 1917 the institution had 202 patients, employed 20 people and showed a farm profit of \$7, 361. Throughout the years of World War I and the Depression, the county continued its commitment to maintaining and expanding the hospital.

In 1941 the county realized a need to build a new facility and had developed plans for construction. World War II delayed those plans, but by 1946, there were 228 patients and plans began again. At that time it cost the county \$76,000 to care for patients and there was a \$27,905 profit realized from the sale of farm produce. Construction began in 1948 with a new county hospital ready to open in 1950.

As of 1950 the existing county hospital had grown into what the county dreamed of as a model Manitowoc County farm which was considered the tops in all of America's Dairyland. It included:

- 500 acres of fertile farmland
- 160 Holstein cattle; 70 of which were pure bred Holstein milk cows
- production of oats, corn and hay to feed livestock
- raising and sale of hybrid corn
- 600 laying hens
- 150 hogs

HISTORICAL BACKGROUND

Manitowoc County Hospital (1950)

“The dream of the county officials and the county board for a modern fireproof institution to house the mentally ill is about to be realized. Out of it all, has come a fine new three story brick and concrete structure, finished with all the latest appliances, and with spacious barns and other buildings closely adjacent,” reported the Herald Times in August of 1950. The newspaper printed a Grand Opening edition with numerous pictures of the new facility which was built for \$1.5 million. The newspaper contained advertizing from all the local contractors that had a part in the design and construction of the hospital. It was clear that the county was proud of the facility devoted to the care of mentally ill and other needy populations in the county. At that time 298 patients were residing at the new hospital.

There was a wing for men and one for women with rooms that included single, double, quads, and wards to accommodate 8-12 patients. Each wing had a day room and patient rooms were decorated in different colors. Nurse’s quarters included bedrooms, sitting rooms and a kitchen.

A large cafeteria was located in the basement with a kitchen complete with updated appliances. The kitchen staff had access to an underground root cellar for produce grown on the hospital grounds. There was a recreation room for movies, activities and church services. Another kitchen and dining room was available for staff use.

The original County Hospital had 500 acres of farmland, woods and orchards. Crops were raised to feed the livestock and any garden produce was used on site or sold in the county. It was considered a model farm for the county. This new location was situated on 87 acres which had 3 acres of orchards... apples, berries, pears and plums. Much of the fruit was used by the hospital and 4000 bushels of apples were harvested with some being sold in the county. The best crop was potatoes and several thousand bushels were sold. The hospital continued to have varied livestock.

By 1959 there were 368 patients and that year the West family provided a green house to be added to the hospital grounds. In 1965 a fire destroyed a livestock barn and 124 registered Holstein cows were sold. In 1966 the county board approved an extensive treatment program be provided in addition to custodial care. The name of the Manitowoc County Hospital was changed to the Manitowoc County Health Care Center in 1973 and two years later, the building was renovated and an additional building was added for \$4.8 million.

In 2000 there were 265 full- and part- time staff to care for 200 patients. Two units specialized in Alzheimers and dementia care; one unit for complex medical issues; one unit for developmentally disabled and one unit for behavior problems.

In 2001 the Manitowoc County Board passed a resolution to borrow \$13.5 million for the purpose of financing the design and construction of a Health Care Center with 150 beds to be located on a parcel of land donated by the city of Manitowoc. In 2003 Dewey Properties purchased the Health Care Center and 74 acres for \$3.1 million with the stipulation that residents may remain in the facility until the new Health Care Center was completed. Later, Dewey Properties demolished the 1950 Health Care Center at a cost of \$550,000.

In 2003 when the new HCC opened on Alverno Road, the facility was licensed for 202 and there were 197 patients with 3 out of county patients.

HISTORICAL BACKGROUND

Manitowoc Health Care Center (2003)

In April, 2001 the Manitowoc County Board passed a resolution to borrow \$13.5 million for the purpose of financing the design and construction of a Health Care Center with 150 beds. The county board had studied whether to remodel or build a new facility to care for the special needs of the residents of the county. They had determined that I.T.P. funding was available to ease the tax burden for the county and had already included the project in the 2000 Capital Outlay and Improvement Plan approved by the committees of the county board.

In 2002 the city of Manitowoc donated a parcel of land on Alverno Road, valued at \$112,000 to the county for the site of the new Health Care Center. In 2003 Dewey Properties purchased the Health Care Center built in 1950 and 74 acres for \$3.1 million with the stipulation residents could remain in the facility until the new HCC was completed in 2003.

The HCC was opened in August, 2003 and was certified to serve a population to include short-term rehabilitation, general medical long-term care, Alzheimer and dementia care, and out-patient therapy. It was certified to participate in Medicare, Medical Assistance and VA programs.

The new Manitowoc Health Care Center raised the bar for nursing homes in Northeastern Wisconsin. The Commons Area featured realistic storefronts reminiscent of vintage downtown Manitowoc situated under a hand painted blue sky. It included a bank (business office), chapel, Clothing Center, beauty shop, coffee shop, gift shop and courthouse (administration office). Activities included music, crafts, cards, gardening in a greenhouse, bingo, chapel services, films, concerts and holiday and birthday parties.

The HCC provided state of the art therapies and treatments to manage behaviors which included Aroma, Pet and massage therapies, whirlpool baths and relaxation rooms, pain management treatment and occupation and speech therapy.

There were six individual neighborhoods, each with its own household dining room and living room. All rooms were private with a private bathroom.

HISTORICAL BACKGROUND

Testimony at County Board Meetings and other viewpoints regarding the sale of the HCC

The county has a legal and moral obligation to serve those in need and a private operator may not fulfill that obligation.

The county is taking a valued asset that five years ago was important and now is not important because it has a deficit.

The sale will have a long-term effect on care in this community.

The sale ends 120 years of the county owning a nursing home to provide for the mentally ill and others in need of care,

There is the potential for the care of our most vulnerable population to slip through the cracks.

Cut other mandated services and direct the money to the Health Care Center.

The HCC currently has a stable work force and quality care and this may change under new ownership.

I have had a negative experience in an out-of-county treatment center and I urge you to keep the HCC county owned.

I have a high regard for the work force at the HCC and we need to keep that.

We have a 100 year history of providing for our citizens in need and we need to continue.

Earning a profit will cause operators to exclude difficult patients now accepted at the HCC.

The county does not want to provide care for the safety net population and will need to still provide care when they are housed outside the county. The county will still be responsible for this population.

Private for profit facilities do not have to accept certain populations and out-of-county facilities owned by other counties have been sold. Options for out- of- county placements are not available.

The County Executive was instructed by the County Board to investigate other solutions to this problem other than the sale of the HCC, but he vetoed that resolution. He never investigated other options and none were provided to the County Board Supervisors.

We should be contacting counties that are successful in owning a county home (such as LaCrosse with 2 facilities, Racine County, Winnebago Count and Ozaukee County) to find out how they are managing to break even or operate in the black.

Health Dimensions will reduce the salary and benefits for any county employees who wish to apply for their old jobs.

A profit motive will eventually force operators to exclude most difficult cases now accepted at the HCC.

The county has said if the HCC is not privatized, the UW-Extension services would be eliminated from the county budget. Those services are needed in the community.

There should be a referendum, but it should ask citizens if they want to keep the HCC operated by the county, not do they want a tax increase.

The County Executive ran on a platform of accountability, respect and customer service. We have not seen that.

The county executive has a conflict of interest since his uncle owns a business that operates health care centers.

Saving money can be done by cutting the pay of the county executive since he has 2 jobs.

Patients will be close to their families.

We have a stable staff with limited turnover.

Other counties will provide for their residents first.

Private means you choose your patients.

Other nursing homes in the county are not certified for special needs but the HCC is.

The HCC is at a turning point financially...wait one year

County Executive's Position which was supported by the County Board of Supervisors

The sale of the Health Care Center is part of the county restructuring and is focused on providing the core services with high quality and at an affordable cost that people depend on in the county. The county has an obligation to see that tax dollars are used to provide mandated services in the most efficient and effective manner. Operating a nursing home is not a mandated service.

The county will continue to provide mandated health care services, if the HCC were to be sold to a private operator. These services will be provided by privately owned facilities. The county can meet the needs of the safety net population by using these facilities. Health Dimensions will serve the safety net population and a six member committee will be set up to monitor the terms of the contract.

Budgets are increasing and it is important to control costs. A 20% tax increase would be needed to maintain the HCC. Raising taxes is not an option. The UW-Extension may have to be eliminated from the budget, if the county does not have the financial resources. It is irresponsible for the county to pass a referendum to ask the citizens to raise taxes to maintain

the HCC. It is the responsibility of the County Board to make decisions in the best interests of the county.

Local AFSCME 1288 position representing County Employees

The Union ratified a concession of \$1.7 million to allow the county to continue to operate the facility without an increase in tax dollars. Studies have shown that the staff in a publically owned facility is more stable than is a privately operated facility. The sale is more expensive than accepting the union concessions.

The county's independent auditors told the county board in June that the county is in good financial health (2007). Moreover, the county employee health insurance changes mean that we go into 2008 with \$2 million in savings. The 20% tax increase is factually incorrect.

The \$3 million losses incurred by the HCC are in reality \$2 million and decreasing significantly.

The county has acquired twice as much money in its contingency fund than is needed to maintain a high bond rating...money that could be used to offset costs elsewhere in the county such as the HCC,

The HCC should report a surplus of nearly \$.3 million by year's end. Recent federal legislation promises to infuse its budget with an additional \$1 million annually starting in 2008.

Citizens Opposed to the Privatization/Sale (COPS)

A non-partisan, non-profit action organization was opposed to the sale of the Health Care Center. This group sent mailings to citizens in the county urging them to contact their county board supervisors to vote to keep the HCC open. The County Board had passed a resolution instructing the County Executive to pursue all possible solutions which had been listed in the resolution. This resolution was vetoed by the County Executive who viewed the sale of the HCC the only solution. COPS urged the County Board to override this veto which they didn't.

COPS maintained that the county was not in a financial crisis as affirmed by the county's independent audit, as well as the outside financial analysis commissioned by COPS. They stated that in less the four years of operation, 37% of the investment principal had been retired and the HCC operation represented only 1.8% of the total county budget. COPS reminded the county that over 85% of the cost of operation was met by Medicare and Medicaid and a new federal ruling will return money to nursing homes with losses. This could bring in \$1/2 to \$1 million to the HCC. This organization expressed concern over the loss of local control of costs and operation and the reality of nursing homes in and out-of-the county refusing to accept some patients now accepted at the HCC. This could affect 100 Medicaid patients.

COPS maintained that the changes in employee health insurance had already saved the county taxpayers \$2 million and employee vacancies, not filled, had saved another \$1 million. They wanted the County Board to wait one year to see how these financial changes would impact the operation of the Health Care Center.

The League of Women Voters of Manitowoc County Position

In June, 2007, the LWV of Manitowoc sent a letter and reminded the county of a 123 year commitment in providing for those citizens who are unable to care for themselves. Residents may have medical needs, but also chronic mental health problems. Many private nursing homes will not provide care for a population requiring more care and supervision than a typical patient. The county needs to have control over patient care and the future use of the facility. The closing of the psychiatric unit at Holy Family Memorial Hospital has caused great hardship for acutely mentally ill individuals and their families, as well as for county social workers and law enforcement officials. A part of the HCC could be used as a hospital setting for acutely mentally ill patients from our county. Finally, one of the elements of good government is to be responsive to the needs and wishes of its citizens. The message has been loud and clear to maintain the HCC as a publically owned and operated facility.

HISTORICAL BACKGROUND

Sale of the Manitowoc County Health Care Center (2008)

Manitowoc County made a commitment to caring for the mentally ill in 1884 when they built a county hospital with 85 beds. The county continued this commitment when a new county hospital was built in 1950 to replace the old hospital which was considered to be a fire hazard. By 1950 the county owned 500 acres of farmland, and grew crops to be used on site for the patients and to sell in the county. Patients were actively involved in the operation of the farm which had 160 Holstein cows, some of which were pure bred. Manitowoc County had created the model Manitowoc farm which was considered the tops in Wisconsin's Dairyland.

The County continued their commitment to serving the mentally ill and other special needs residents when they decided to replace the hospital built in 1885 and open a new hospital in 1950. This hospital was situated on 87 acres and still maintained a working farm. The new facility was improved and enlarged over the years and patients continued to operate the farm and grow food for their needs and additional produce to sell in the county.

In 2001 the County Board decided to replace the 1950 building with a new Health Care Center to meet the needs of the mentally ill and other patients with special needs. They decided to sell the land and 1950 building and construct a new facility at a cost of \$13.5 million. This facility was opened in 2003 and was now located on Alverno Road. It no longer had the capability to operate a farm. It was licensed for 202 beds and was considered a state of the art facility when visited by representatives of private and public aging institutions.

In April, 2007 the County Executive for Manitowoc County suggested that the county sell the Health Care Center as a cost saving measure since the HCC was running a deficit. Residents of the county were vocal in their support of maintaining the HCC as a county operated facility. The union representing the employees ratified a concession of \$1.7 million to allow the county to continue to operate the HCC and this was rejected.

However, the County Executive was adamant about selling the building and having the county provide services to this population by using privately owned nursing homes in Manitowoc and out- of- county placements. The County Board told the County Executive to research a variety of other options which he did not do and he continued to pursue the sale of the HCC as the only viable option. The county board passed a resolution to put the question of the HCC on a referendum for the people to vote on what they wanted done. The County Executive vetoed the resolution saying it was irresponsible of the county board to not take responsibility for this decision.

Many residents testified at the County board meetings, most against the sale. A citizens group was formed against the sale, and other groups were against the sale including the union that represented the workers at the HCC. The LWV of Manitowoc was against the sale and asked the County Board to look at other county owned facilities that were successful.

The League sponsored a community meeting on the topic, "How to Make the County Health Care Center an Effective Operation." The Vice chairman of the Eau Claire County Board was the speaker and explained how their county was managing a financially successful Health Care Center. This meeting was well attended by citizens and elected officials.

The County Board voted to sell the HCC in November, 2007. That night, ten citizens testified against the sale of the HCC. The vote was 12 in favor, 9 against, and 4 absent. There were 3 agencies with proposals to purchase the HCC. Two were from private companies, one at \$7.8 million and the other at \$5.2 million. The third offer was from a non-profit group made up of the HCC employees with an offer of \$2 million. The offer of \$5.2 million was finalized at \$6 million to Health Dimensions effective March 1st, 2008. The county sold short of \$7 million which was the county's debt on the facility. The city of Manitowoc decided to tax the facility at \$6 million until 2009 when it would be taxed at a value of \$7.8 million. In addition to the low selling price, the county had to pay an additional \$300,000 in sick leave benefits to the county employees who were employed at the HCC and had lost their jobs.

Health Dimensions agreed to serve the needs of the safety net population and agreed to have a six- member committee be established to monitor the terms of the contract. At least one member of this committee had to be a family member of a patient at the HCC. This committee functioned for a short time before it was disbanded. The name of the HCC was changed to the Manitowoc Health and Rehabilitation Center. The contract with Health Dimensions specifies their Admission Policy which states the criteria for acceptance into their facility and it was clear that some people may not be accepted who previously would have been served by the Health Care Center owned by Manitowoc County.

SCHOOL LUNCH PROGRAM IN THE MANITOWOC PUBLIC SCHOOLS

In the summer of 1971, the Manitowoc Board of Education voted to abandon the National School Lunch Program which they had participated in for many years. The reasons for withdrawing from the program were due to the fact that in order to continue receiving federal funds for the National School Lunch Program, it was necessary to extend services to the elementary schools. Kitchen facilities were located at Lincoln High School. Also, Dr. Vernon Childs, Superintendent of Schools, cited 20% participation by students as another reason for discontinuing the lunch program.

In May, 1971 a school board committee studied the possibility of contracting with Zaug Vending Machine Company of Appleton to serve our junior and senior high schools. This committee recommended immediate action by the School Board to contract with the vending machine company for three years and abandon the National School Lunch Program. The School Board passed this recommendation in June, 1971.

In responding to this community issue, the League of Women Voters of Manitowoc reviewed the LWVUS Human Resources position favoring equality of opportunity to education for all citizens. The Manitowoc League felt that hungry children could not learn equally well and might never attain their intellectual potential and, therefore, supported the National School Lunch Program.

In December, 1971, the League joined other organizations in creating the Manitowoc Nutrition Education Committee which was to evaluate the need and feasibility of a school lunch program, and determine the public's desire one.

After reviewing information, the Committee determined that a need for a school lunch program was indicated by the large number of bused children, the high percentage of working women in Manitowoc (49% of the women were in the labor force), the number of children eligible for free lunch and the need for all children to have adequate nutrition and nutrition education.

In order to assess the public's feeling, the Committee asked the Board of Education if they could take a survey through the schools at no expense to the Board. Because this request was denied, the Committee decided to assess the community's feelings through two methods: a newspaper coupon survey and a survey letter to every tenth name in the Manitowoc telephone directory. Results of these surveys indicated that over 80% responding desired a lunch program in the schools. More than 200 letters were received with the comments indicating objections to the use of vending machines in the three secondary schools: Lincoln High School, Washington and Wilson Junior High Schools.

In determining whether a program would be feasible, the Committee contacted the Department of Public Instruction for an evaluation. The DPI did a study and determined the most feasible lunch system for the Manitowoc Public School system would be a type in which pre-packaged meals would be purchased from industry, prepared in one school, and distributed

to the various schools in the system. This study did not assume the necessity for any building additions or remodeling costs which the Board of Education deemed essential.

When the Board of Education was reviewing the current contract with the vending machine company in November, 1972, the League urged the Board to consider the possibility of initiating a pilot school lunch program. Federal and state tax dollars supported lunch programs in the county and in Wisconsin, 92% of the public school districts had the program. Although local taxpayers were paying to help children throughout the county, the program was not offered to their own public school system.

The Manitowoc Nutrition Education Committee urged the Board of Education to put a referendum to the voters of Manitowoc asking their preference over the school lunch debate. In September, 1973, the Board voted to request the Fiscal Control Board for the Manitowoc Public School District to have placed on the April election ballot in the form of an advisory referendum question the issue over whether the National School Lunch Program should be reinstated in the district's schools.

During the period prior to the April election in 1974, a total of nine candidates for the Board of Education emerged in the community. Many newspaper articles were printed by the Manitowoc Nutrition Education Committee and the Board of Education. The Board of Education distorted information and figures always conflicted with facts derived by the Manitowoc Nutrition Education Committee in cooperation with a study estimate prepared by the Department of Public Instruction.

In March, 1974 the Board of Education published an article, "Estimated Costs of School Lunch Program Presented". This article was strongly disputed by the Department of Public Instruction as citing false figures. This type of action appeared typical of the Board of Education and Administration at the time of the school lunch controversy.

The referendum was defeated by a margin of 604 votes. Because of the closeness of the defeat, the Nutrition Education Committee felt many people in the Manitowoc Public School System desired a change. Follow-up efforts were made with emphasis put in the areas of nutrition education being included in the curriculum and making milk available to students whenever they wished. Small successes were seen in these areas. Milk machines were put in the elementary schools making milk available to students for lunch at a cost of 6 cents. Pupils in grades K, 1, and 2 continued to be able to purchase milk for consumption during a milk break.

In September, 1971, the Board of Education adopted the American Dairy Council program entitled, "Big Ideas" for use in nutrition education. The program was reviewed by the Nutrition Education Committee and appeared sound although it only covered the elementary grades.

In April, 1975, the Manitowoc Nutrition Education Committee decided that further efforts to seek reinstatement of the National School Lunch Program would not be successful and, therefore, disbanded. It appeared that Manitowoc probably would not have a hot lunch

program in the public schools until such times as it might be mandated by the State of Wisconsin. Further efforts were made individually by Committee members to seek such legislation.

POSITION: The League of Women Voters of Manitowoc County continues to support a school lunch program that includes a breakfast program.

SOLID WASTE IN MANITOWOC COUNTY

In 1971, the League of Women Voters of the United States realized that solid waste was fast becoming a pollutant problem comparable in magnitude to that of air and water pollution. This concern caused them to undertake an extensive two year study of solid waste management and resource recovery. As a result of this study, League members concluded that there existed an urgent need to establish governmental policies and program that encouraged recycling.

As an outgrowth of our involvement in this national study, local League members served on the Manitowoc County Solid Waste Committee which studied problems of solid waste management in Manitowoc County for two years (1972-74). This committee developed a county wide solid waste management plan. In reviewing this committee's preliminary report concerning a plan for county-wide solid waste management, League members noted a negative attitude toward recycling as a part of the total solid waste management solution. The League expressed their opinion on this issue to the Manitowoc County Board of Supervisors in December, 1974:

"A positive move toward establishment of county-wide recycling should not be regarded as futuristic; rather, it should be considered as inevitable as our nation is being faced with every increasing shortages of natural resources upon which the economy and well-being of our country depends."

During the 1970's local League members participated in local paper drives and continued to support the need for a county wide site for recycling.

Solid Waste Position Update 1983

During the past several years, the county has begun to recognize the need for solid waste management. A Manitowoc Solid Waste Management Board was set up and they appointed an advisory Ad Hoc Recycling Committee. This committee has succeeded in setting up and staffing volunteers at a recycling center in Manitowoc.

In 1981 the County Board hired a Solid Waste Management Director. In 1982 an advisory referendum on mandatory recycling was placed on the spring ballot. The referendum stated: "Should Manitowoc County, Wisconsin, institute a mandatory recycling program of solid waste if Manitowoc County, Wisconsin owns or operates a solid waste management site?" The referendum passed by a two to one margin. Manitowoc County is also attempting to develop a county landfill.

POSITION: The League of Women Voters of Manitowoc County continues to support county wide recycling.

UPDATE ON SOLID WASTE IN MANITOWOC COUNTY

Since 1991 Holiday House has operated the Manitowoc County Recycling Facility under contract with the Manitowoc County Public Works Department. This opportunity provided jobs to 28 workers including work for 11 people with disabilities.

The Manitowoc County Recycling Center and Compost Site was built in 1995-96. County residents can dispose of paper, glass, cardboard, yard waste, metal, and plastic at this site at no cost. A fee is charged for disposals of large appliances and electronic items like computers, monitors, and televisions. Approximately 178,460 pounds of electronics were processed in 2013. This site also processed 172,800 pounds of waste tires. Recently, the site is working to recycle cardboard wrappings for foods and beverages. Currently, the county continues to contract with Holiday House to operate the Site.

For 2013 the Center processed and shipped 7.85 million pounds of recyclable material including 6.64 million pounds of paper and cardboard and 588,500 pounds of plastic containers.

In addition, the Recycling Center manages two compost sites. Compost product sales for 2013 included 1,374 cubic yards of sifted compost and 1,965 cubic yards of wood mulch. Incoming brush was high from the greater number of storms in 2013 creating a surplus of wood mulch.

A shingle recycling site was opened as a joint project between the Recycling Center, Department of Public Works and Highway Shop. A company was contracted to operate the site and recycle the shingles. In 2013 the site collected 5.39 million pounds of old shingles.

Local municipalities use the Ridgeview Landfill site in Whitelaw for waste disposal collected by private disposal companies.

MANITOWOC COUNTY JAIL

In 1957 the League of Women Voters of Wisconsin identified the need for improvement of the judicial system in Wisconsin and action was taken on issues in the 1950's and 1960's. In 1971 they began a study (Administration of Justice) of prompt and equal treatment before the law and agreed to positions regarding court structure, appointment of judges, jury selection and the cost of legal services.

In 1973 the LWVWI continued their Administration of Justice study with a focus on decriminalization and operation of county jails. League members believed that the goal of criminal sanctions should be the protection of society using deterrence, incarceration and reform. Jails should develop programs aimed at rehabilitation and alternatives to incarceration should be developed. County jails should have minimum standards for their operation and the state should develop minimum training requirements for jail personnel.

In 1974 the LWV of Manitowoc adopted a two year study of the operation of the Manitowoc County Jail and adopted positions regarding the purpose, funding and administration of the jail. League also studied the training of jail personnel and rehabilitative programs for offenders. A Citizen's Advisory Committee was established in 1981 to advise the sheriff on jail operations and programs. The following position statement was adopted by the LWV of Manitowoc in May, 1976:

Goals of the Manitowoc County Jail should include rehabilitation, protection of society, and enable payment of restitution to the victims of the crime. Punishment should not be a goal except as confinement to an institution, with the limits it imposes, becomes a punishment. Restitution paid to the victims of a crime is an important attribute in the Huber Law incarceration.

The total atmosphere of the jail is significant in fostering rehabilitation and lowering the recidivism rate. A job program officer is necessary to achieve some of the rehabilitative goals of assisting offenders in gaining jobs, developing positive work habits, utilizing community resources to the offender's advantage and maintaining family ties.

The sheriff shall be responsible for policy decisions concerning the jail. The position of sheriff should be strengthened by increasing the term to four years. A civil service qualified jail administrator, responsible to the sheriff, should be in charge of the day to day jail operation. The County board role should be to provide adequate funding of the jail operation and act in a consultive capacity.

A Citizen's Advisory Committee to the sheriff is desirable to encourage community involvement in the jail operation and making recommendations to the sheriff and county board.

The State Division of Corrections should establish and enforce minimum standards for all county jails and assure that training for local jail personnel is available.

The sheriff, Law Enforcement Committee and an informed Citizens Advisory Committee should establish a written policy of rights, rules and responsibilities for inmates and staff to be reviewed at least every three years.

Funding of the jail operation should continue to be primarily local with some state funding of special rehabilitative programs.

A qualified nutritionist should evaluate the diet quarterly and make needed recommendations. The cook should be a county employee. The food budget should be separate from the sheriff's salary. The sheriff should be authorized to purchase necessary food for the jail population and submit vouchers to the Finance Committee of the county board for payment. The sheriff's salary should be increased to reflect this change in the current system. A cost analysis of central purchasing for all county agencies and institutions should be considered.

Qualified, trained and humane jail staff are recognized as essential in developing a jail climate conducive to rehabilitation. Hiring under a civil service system is desirable in recruiting and attracting qualified staff.

Jail staff should complete a minimum of 120 hours of formal correctional training in addition to the jail operations program course sponsored by the U.S. Bureau of Prisons. The state-subsidized training should include such areas as human behavior, correctional law, community resources, use of volunteers, jail security, crisis intervention and minority culture values.

Jail personnel should be compensated with salaries and benefits equal to law enforcement officers in other divisions. Advancement and promotion should be within the jail division. Recruitment and training should be designed to attract jail personnel possessing good judgment, fairness, firmness and have an ability to handle people with problem behavior.

A job is viewed as an important factor in developing a constructive lifestyle and avoiding further criminal activity. A job program officer should work closely with Huber Law inmates, community resources and volunteers to secure and maintain employment for inmates. The possibility of LEAA funding through the East Central Criminal Justice Planning Council for this job program officer position should be investigated.

Whenever possible, inmates should be encouraged to improve their educational skills through individual tutoring in reading, and participating in LTI courses, correspondence courses, etc. The job program officer should assist inmates in this area.

Recreation and exercise are necessary ingredients in developing and in maintaining physical fitness, improving staff and inmate morale and reducing boredom. Efforts should be made to develop a voluntary recreation-exercise program using the cell block, multi-purpose room and jail basement whenever possible. Volunteers should be recruited from interested community organization to develop and supervise a fitness program.

Hobbies and crafts should be encouraged with county financial support provided for the expansion of this program and/or civic organizations should be encouraged to contribute supplies and talents toward the furtherance of these activities.

Huber Law prisoners should continue to be allowed to attend the nearest church of their denomination. All inmates should be granted visits from clergy upon request.

Inmates should be encouraged to exercise their civil rights (i.e. voting). Civic organizations (i.e. LWV) should be requested to provide candidate information, register voters, and obtain ballots for inmates eligible and desirous of voting.

Following the publication of the jail position in May, 1976, a copy of the position and a County Jail publication was presented to Sheriff Wanish, jail staff and members of the county board. No immediate action occurred. However, since that time a number of changes have been made in administration and programming. These changes had been recommended by the League.

The food budget is now completely separate from the Sheriff's salary. Food is prepared by a county employee. Food is purchased in quantity and vouchers are submitted for payment. A nutritionist periodically evaluates the diet.

Perhaps the most important change instituted has been the funding of a job's program officer under LEAA funding through the Wisconsin Council on Criminal Justice. This individual is involved in counseling, providing job training for inmates, recruitment of jobs, library services, and other activities to upgrade the quality of jail life. This position is now funded by the county as federal funding has expired.

In addition, physical fitness has been upgraded since the study with the purchase of a multi-purpose fitness machine and with greater use of the basement area.

Also significant is the establishment of a Citizen Advisory Committee as recommended by the League to advise the sheriff on programs, staffing, rights and responsibilities of the inmates and the staff. This committee was established in 1981. A League member serves on this committee.

POSITION: The League of Women Voters of Manitowoc County continues to support the development of jail alternatives designed to reduce costly jailing of offenders with minor offenses and to change offender behavior patterns.

MANITOWOC COUNTY JAIL CONSTRUCTION

The following statement regarding the building of the proposed new Manitowoc County Jail was sent to 31 Supervisors and the County Administrative Coordinator Mark Hazelbaker on September 11, 1989. Our position on this comes from studies on the local jail in the late 1970's and also state correctional policy positions calling for rehabilitative programming whenever possible. The jail project has been scaled down from \$14.2 million to \$10.5 million. A vote to move ahead with present plans will probably be taken at the County Board meeting on September 26th. Several League members attended the board meeting on September 12th to show support for League's position.

The League of Women Voters hereby wishes to express our members' concerns regarding the construction of the proposed new county jail. Our position is based on a two year study of penal and correctional policy in Wisconsin and a local county jail study in the late 1970's. Both study results called for a rehabilitative approach to be used in conjunction with incarceration and use of community alternatives whenever possible in situations where public safety is not endangered.

It is evident that the present jail facility is inadequate to meet pressures of housing the additional inmates generated from mandatory jail sentence legislation implemented in the last few years. However, in consideration of taxpayer expenses, we urge a scaled down jail version. In our view, availability of jail space also generates more incarceration of people who might be better served by treatment programs. While counties have little control over who is jailed, county officials need to be aware of and react to the push for more and more mandatory jail sentence legislation at the state level. Jails may provide punishment of the offender and protection of society in the short run, but their record of changing offender behavior has been dismal. For those persons not posing a threat to the community, sentencing to drug and alcohol half-way houses (chemical use is a major factor in criminal behavior) and intensive counseling may be more effective alternatives, as well as greater use of probation and parole.

In regard to the juvenile detention facility, the LWV concern is that a center for 18 juveniles is well beyond current or anticipated future need. The tendency again will be to lock up youths in secure detention when, in fact, other alternatives would be less costly and have a chance for a more rehabilitative effect. A true juvenile detention center must incorporate a rehabilitative treatment approach with program staffing that is very costly. More realistic would be to have services such as a home detention program, day services program, and halfway house /group home for drug and alcohol dependent youths. Manitowoc County has none of these currently. Such programs are cost effective and show results in changing behavior. Detention of juveniles, alone, seldom produce behavior changes to deter youths from future crime.

Therefore, the LWV advocates a scaling down of the proposed jail, but also a change in public philosophy regarding jail versus more effective alternatives when protection of the public is not a primary consideration.

In conclusion, we also wish to express the need for apprising the public of what is happening at each step of the way in the jail planning process. The public should be encouraged to attend jail study committee meetings and information should be provided to the media at frequent intervals. A spending project of this magnitude should warrant full citizen participation and input. Where there was a public hearing on the proposed jail and, recently, there has been good media coverage, adequate information was not provided to the public at the early stages of the planning process. We also find it unfortunate that opponents of the proposed jail have been labeled as special interest groups. The opinion of each person speaking on this and other public expenditure projects should be valued and considered seriously. The best decisions are made through maximum citizen participation.

The LWV respectfully urges that these issues be considered as this project moves ahead. Thank you.

Cheryl Greer

Marilyn Sontag

Co-President

Co-President

COUNTY JAIL CONSTRUCTION

The League of Women Voters statement to County Board Supervisors regarding County Jail Construction and Alternatives. (12-19-89)

The League of Women Voters wishes to endorse the need for jail construction to meet present overcrowding problems and the increasing demands of the future. The League would further like to support the creation of a Jail Alternatives Committee with a broad composition of members* (listed below). We understand the issue will be discussed this evening and we strongly support the creation of such a committee. These alternatives to incarceration can be working while the county jail is being constructed. League members believe that alternatives can be cost-effective, rehabilitative, and can have a real impact on reducing future jail population.

Our position is based on local League studies of the Manitowoc Jail in the 1970's which recommended the hiring of a jail program officer. (He worked effectively within the jail in rehabilitative programs until outside funding ran out.) Our position is also based on a League state-wide study of penal and correctional policy calling for community-based rehabilitative programs to correct criminal behavior whenever possible without risking public safety. These findings are also confirmed by the National Council on Crime and Delinquency in the publication League sent to all the County Board members.

The irony of the jail situation is that serious crime in our community from 1981-1988 has actually been on the decline. A recent Crime Prevention ceremony in the city of Manitowoc showed a 21.9% decline in crimes committed from 1987 to 1988. From 1981 to 1988, serious crimes have gone from 4,269 to 2,872 in the city of Manitowoc. Crime prevention measures such as Neighborhood Watch, police school liaison officers and Crime Stoppers, etc. must be credited for this good news. Prevention and treatment do work.

Why then is the jail population going up? A clear statistical evaluation of the situation is not available, but it appears the rise is in driving after revocation, drunk driving, domestic abuse, drug offenses, and people incarcerated for unpaid fines. Nearly all of these offenses are related to substance abuse.

Jail is a revolving door for many of these people and obviously is having little impact. In place of spending vacant hours in costly jail space, these offenders could be in alternate programs that insist on accountability. This is not a soft-on-crime approach.

We would strongly recommend that officials from Dane and Rock Counties, who have developed several successful alternative programs be invited to address a joint meeting of the County Board, the jail construction committee, and the proposed jail alternatives committee. Programs already working in these counties to reduce jail populations are:

- electronic monitoring,
- community service work in lieu of jail for nonpayment of fines,

- intensive supervision,
- drug and alcohol abuse treatment,
- deferred prosecution program.

The key to using alternatives in these counties has been to employ a jail diversion officer to evaluate the jail population at every level. Circuit Court Judges would need to play a key role in developing and utilizing sentencing alternatives.

The League has contacted the National Institute of Corrections in Boulder, Colorado. This Institute would provide, upon request by the county, a consultant at no cost, who would spend from 2-4 days in the county, evaluate the jail population, and make recommendations for alternatives. The consultant would look at such things as reasons for incarceration, length of stay in jail and trends in jail population. The NIC also provides free services in evaluating jail size needs. Although Jeff Beyer spent time with NIC staff earlier this year discussing jail design, alternatives were not the focus of the discussion. However, designing alternative programs for counties, as well as designing jails, is a part of the NIC's free service to counties and would be available to us.

In view of all of these factors, we heartily endorse a Jail Alternatives Committee to develop programs which will be both cost effective and rehabilitative. There are many excellent model programs to consider. Other counties, like Manitowoc, are building new facilities but they are also factoring in alternatives programs to keep the ceiling on continual demands for new construction.

Thank you for this opportunity to address the Board.

*Suggested composition of Jail Alternatives Committee

City and County Law Enforcement	Judicial Representation
Probation and Parole	Alcohol and Drug Treatment
Social Services Agencies	Education
Employment Services	Citizens Representation
County Board	

(Linked to the current Jail Construction Committee by at least three members in common)

ACUTE CARE SERVICES IN MANITOWOC COUNTY

The League of Women Voters of Manitowoc adopted a study of Mental Health services in Manitowoc County at its Annual Meeting in April, 1975. The study discussed the question of acute care psychiatric and alcoholism services for patients in the county and how to best provide state mandated mental health services for patients within the community requiring acute care. There was concern in the community that these services should be available locally even though the Manitowoc County Board of Supervisors voted to close the acute psychiatric and alcoholic care unit at the Manitowoc Health Care Center. This 25 bed unit had been used primarily by county residents who qualified for services of the Unified Board.

The study entitled "The Problems of Acute Care Services in Manitowoc County" was published in April, 1977. It outlined reasons and circumstances leading up to the closing of the unit and events through January, 1977. The study included thirteen interviews and developed these seven issues:

Psychiatric-Alcoholism Acute Care Unit

Relationship of the Unified Board and the Board of Trustees of the Health Care Center

County Board Attitude toward Unified Board Services

Uses of the East Basement at the Health Care Center

Financial Considerations

Northeast Wisconsin Health System Agency

Alternative to a Manitowoc Acute Care Unit

As a result of the study, League members adopted the position that **Manitowoc County have its own Psychiatric-Alcoholism Acute Care Unit within the boundaries of the county and that this facility be located at the Manitowoc Health Care Center.** Members also endorsed the eight recommendations outlined in the study to facilitate an agreeable solution to the problems of providing quality acute care services in Manitowoc County.

With the publication of the League study, the Manitowoc County Advisory Committee of the Northeastern Wisconsin Health Systems Agency became interested in the issue and wanted to follow-up on the study recommendations. An Ad Hoc Committee was formed which included representatives of the County Board, Unified Board, Board of Trustees of the Health Care Center, County Advisory Committee and the League. Besides actively working on the Ad Hoc Committee, League wrote to the County Board asking their support for Unified Board programs:

"The League study illustrates our commitment to quality programs for the care of the mentally ill and drug and alcohol dependent persons. There is a definite

need for a formal treatment program for the alcoholic and for the timely operation of an acute care unit within the county, as well as the maintenance of the various programs for the developmentally disabled. We urge the County Board members to support the Unified Board budget expansion with the allocation of county monies." (9/77)

Although the County Board did comply with the Unified Board budget requests for 1978, it was still apparent that many supervisors were strongly opposed to providing any funds for Unified Board programs

More than a year after the League study was completed, the County Board in May, 1978, at the request of the Unified Board, revised its vote on the acute care unit and concluded that services should not be provided at the county facility. The County Board indicated that the reasons for changing their vote to re-establish the unit at the Health Care Center was that state licensers had notified the county that the acute care unit could not be licensed because of insufficient staffing, budget problems and remodeling needs. In addition, the Unified Board indicated that their average patient load at that time would not warrant use of a fifteen bed unit. Following the County Board vote, the Ad Hoc Committee working on the problems of establishing and administering a unit at the Health Care Center was dissolved by mutual agreement of the committee and the County Board Chairman, James Hendricks.

In view of these developments, League re-evaluated its position on locating the unit at the Health Care Center. In order to facilitate advocacy of the principles of adequate care outlined in the study, League members adopted the following position at the 1979 Annual Meeting: **The League of Women Voters of Manitowoc endorses the concept of adequate care for psychiatric, chronically ill, and alcoholic and drug dependent patients in appropriate, available facilities and continues to urge County Board support for services provided to Manitowoc residents by the Unified Board System."**

Four of the eight recommendations in the League study involved the location of the acute care unit at the Health Care Center and the relationship of the Board of Trustees and the Unified Board. Because of the developments affecting many of the original issues, League realized that the concern was no longer whether our county should operate a unit, but that the necessary care be provided. League maintained its concern for where and how patients were being treated and continued to urge the County Board to support those services both philosophically with the proper respect for patient needs and financially with the necessary county funds to match state grants.

Through the years the issues originally identified by League have evolved into the problem of working out agreeable arrangements with Holy Family Hospital, the difficult task of finding local psychiatrists who would contract with the Community Board (formerly the Unified Board), working out payment guidelines agreeable to the Community Board and the Department of Social Services and the continued inconvenience and hardship for the patients and their families, the sheriff's office, the courts and the Community Board staff when using out-of-town facilities.

The Manitowoc County Community Board has purchased service contracts for 1983 with Holy Family Hospital, Fond du Lac and Brown County Mental Health Centers, St. Agnes Hospital, DePaul Rehabilitation Hospital, Theda Clark Hospital, Marco Manor, the Manitowoc Ambulance Service and two local psychiatrists, Dr. Edgar Stuntz and Dr. Krishna Bhatt.

Community Board drug and alcohol dependent patients who require medical attention are cared for at Holy Family Hospital when necessary and are referred to DePaul Rehabilitation Hospital, St. Agnes Hospital, Theda Clark Hospital and the local facility, Marco Manor. Community Board psychiatric patients continue to be referred to the Brown County and Fond du Lac Mental Health Centers. (Services of the two local psychiatrists are used primarily for medical assistance patients). Though Holy Family Hospital is available to treat these patients, its charge is considerably higher than the Brown or Fond du Lac County facilities. Though the Community Board philosophically continues to endorse the principal of local care at local hospitals, this cost differential virtually prohibits local care. Manitowoc Community Board patients will continue to be placed in one of the out of county facilities contracting with the Community Board according to their individual treatment needs.

In 1986 the LWVWI adopted positions on access and containment of health care. In 1989-91 the LWVWI adopted positions on mental health care which included support for expanding community-based services such as housing and coordinated community-based services for children and adolescents with emphasis on early treatment and prevention. League also supported the prompt identification and treatment of mentally ill persons incarcerated in jails.

POSITION: The League of Women Voters of Manitowoc County continues to support funding for treatment programs and adequate housing for the mentally ill.

UPDATE ON POSITION -2014

At the May, 2010 Annual Meeting, the League of Women Voters voted to begin a study of mental health services in Manitowoc County. The goal of the study was to identify the strengths and gaps in mental health services in Manitowoc County. The committee members interviewed a cross section of local community members including consumers, mental health practitioners, law enforcement personnel, and other stakeholders to learn their opinions on local services and their recommendations to enhance these services. Additional county residents were contacted via two surveys, and agencies in neighboring counties were also contacted to learn what was working well in their communities. The study was completed in three years and the League of Women Voters arrived at a consensus on action to be taken to address top concerns. The League recognized that no single study can capture all the complex issues surrounding mental health diagnosis and treatment, therefore the current report is not meant to be inclusive of all mental health issues in Manitowoc County. The study was printed and widely distributed in the community and to each person or agency interviewed as well as each League member. The results of this study are described later in this booklet.

INTERSTATE 43

In 1973 the League of Women Voters of the United States approved Land Use as a study program item at the national convention. Member agreement was reached and the position was released in March, 1975. The Land Use position addressed land use goals, responsibilities of government, the role of the federal government and coordination of policies and programs.

In April, 1975 the League of women Voters of Sheboygan contacted the League of Women Voters of Manitowoc and Green Bay to secure approval concerning a public statement on I-43 based on the new national Land Use position. They had already secured permission from the League of Women Voters of Wisconsin. This was necessary because when an individual League wishes to take action on an issue that affects other Leagues, policy demands that the League wishing to take action contact other affected Leagues to inform them and obtain their permission to take action.

The Manitowoc League polled its 53 members and only two disagreed with the content of the statement submitted by the Sheboygan League. The Manitowoc League Board accepted the statement with the word moratorium changed to postponement. Both the Manitowoc and Green Bay Leagues supported and joined with the Sheboygan League in releasing the following state on I-43 in May, 1975:

“The League of Women Voters recognizes that land is a finite resource. With a growing recognition that resources are not limitless, we need a commitment to use and conserve them with care.

The Manitowoc League of Women Voters believes that land use management should be implemented with top priority given to preservation of prime agricultural land.

Although past studies of interstate construction considered social and environment costs, these costs have acquired a new emphasis with our awareness of energy limitations, urban sprawl, and pollution.

Consequently, the Manitowoc League of Women Voters urges a postponement of proposed I-43 until available options can be assessed with regard to our changing value structure.”

League continued its action on this issue after studying the Environmental Impact Statement (EIS) on I-43 and talking with both opponents and proponents of the interstate. The Manitowoc League had three major concerns about I-43 and began to inform local and state officials of our views during the summer and fall of 1975.

LOSS OF AGRICULTURAL LAND

League members believed that the road building philosophies of the 1950's and 1960's dominated in the design plan. I-43 should have been planned with more regard for the amount

and type of land used for the interstate. The Department of Transportation should have used minimum median strips and rights-of-way when constructing a highway through prime agricultural land since 80% of the land for I-43 was considered prime agricultural land. The energy and land use awareness of the 1970's had resulted in revised federal standards for construction of interstates. These standards were available during planning of I-43 but these standards were not used.

HIGHWAY HEARING PROCESS

League members felt the highway hearing process did not allow for meaningful public input. During the early public hearings, a majority of people had voiced opposition to the interstate. In later hearings, before the specific route was disclosed, people consistently said to use the existing road bed of US 141. Originally, it appeared the Department of Transportation would use as much of the existing road bed as possible, perhaps as much as 70 miles. Instead, less than three miles were planned for use. This did not become apparent until all the public hearings were over. The Department of Transportation had worked independent of citizens and public input had been inhibited, discouraged and ignored. Because highway officials were not elected officials, accountability was difficult and their responsiveness to the citizens was poor. The Department of Transportation did not answer League letters regarding alternatives except through US elected representatives and Department of Transportation officials spoke publically only to business groups.

ROUTING OF I-43

League believed that the design for I-43 should have incorporated parcels of US 141 that had already been built to interstate standards (25 miles from Sheboygan to Manitowoc and 7 miles from Bellevue to Green Bay). Use of the original right-of-way of US141 would be less expensive than developing a new right-of-way to parallel the existing one. A letter in the Environmental Impact Statement from the US Department of the Interior concurred with the position that the original right-of-way be utilized for I-43.

During the I-43 controversy, League expressed other concerns about the proposed highway. Some League members believed the Interstate would limit access to the city of Manitowoc because the interstate would act as a barrier to travelers and encourage transportation to pass the city rather than drive into the city. Other members questioned whether the population density of northeastern Wisconsin warranted the building of two freeways connecting the same cities of Milwaukee and Green Bay (US 41 and I-43).

In the midst of the I-43 controversy, the Department of Transportation had studied the advantages and disadvantages of freeways (interstates) and expressways (four lane roads with limited access). They determined expressways were less expensive to build and required 35-40% less land than the construction of freeways (interstates). Therefore, a planned freeway in the Madison area had been changed to an expressway. This Department of Transportation decision indicated a change of philosophies regarding road building. With this new information, the League urged that the Department of Transportation consider building a four-lane

expressway using the existing right-of-way of US 141 from Sheboygan to Manitowoc and designing a new roadbed north of Manitowoc bypassing small rural communities.

League continued action on this same issue a year later at a public hearing (July, 1976) concerning the extension of Waldo Boulevard to meet I-43. The League again called attention to the loss of agricultural land required for the extension. The Environmental Impact Statement for the project stated the public had two alternatives available to them regarding linkage to I-43: extending Waldo Boulevard in a straight line, or utilizing county trunk JJ as a link. However, at the hearing, only one alternative was presented. No cost estimates between the two alternatives were presented and, in essence, the decision had been made prior to the public hearings.

Position: The League of Women Voters of Manitowoc County believe that land is a finite resource and we support that the conservation and the use of land should be a priority in the construction of highways.

INTERSTATE 43 UPDATE 2014

An interstate highway along the eastern side of the state was not in the original interstate plan for Wisconsin in 1956. Originally, the Department of Transportation decided against an interstate for two highway alignments between Milwaukee and Green Bay. One alignment was the western route along US 41 and the eastern route along US 141. There was lobbying for both alignments for a new freeway and at one time there was also a proposal to locate a new I-43 midway between the two alignments. It wasn't until the 1960's that the federal government approved a Milwaukee to Green Bay interstate highway with the US 141 route. In 1963 the planning for Interstate 43 began on old US 141 at Port Washington Road. In subsequent years, I-43 followed US 141 from Port Washington Road to Sheboygan but by-passing US 141 from Sheboygan to Green Bay.

By 1975 the LWV of Manitowoc and the LWV of Sheboygan issued a statement calling for the postponement of the proposed I-43 from Sheboygan to Green Bay. The LWV of Manitowoc conducted an extensive study of the Environmental Impact Statement for I-43 and was opposed to the loss of prime agricultural land, the lack of meaningful public input in the hearing process and the routing of the interstate without the use of 33 miles of the US 141 road bed which was already built to interstate standards. The League advocated consideration of a four lane expressway with limited access as a viable alternative to an interstate. I-43 was built by 1981; however the Department of Transportation did consider expressways in future roads in other parts of the state.

The issue was very controversial in Manitowoc County, particularly opposed by farmers and environmentalists because it broke up parcels of highly productive farmland and took the maximum land possible for the roadway. STOP I 43 meetings, demonstrations, and rallies in Madison were all part of the opposition to the building of "the road". Several local League members were involved in the opposition, ultimately leading to the arrest of two League members in a group of about 15 people attempting to stop construction on the first day of clearing the land.

The Manitowoc League was seen as being opposed to the building of the road, when the League was opposed to the (1) disregard for the route planned which gave no regard to the use of agricultural land, (2) nonuse of sections of US 141 roadway that was already built to interstate standards and (3) options to minimize the use of land needed.

NUCLEAR ENERGY

In 1974 the League of Women Voters of the United States established an Energy Task Force and sponsored a League Energy Conservation Conference. The next year they adopted a position to encourage energy conservation and lobbied for legislation to support energy conservation. At that time, the League of Women Voters of Manitowoc sponsored an Energy Fair at the Manitowoc County Expo grounds. Several thousand people visited the Energy Fair that had speakers and demonstrations on saving energy. Many business people rented exhibit booths to show what their business had to offer to save energy for the consumer. Kate Schuette and other League members were instrumental in organizing and operating the Energy Fair.

Two years later, the LWVUS adopted a two year study to "evaluate the sources of energy and the government's role in meeting future needs". After that study, the LWVUS adopted a position to minimize reliance on nuclear fission while recognizing nuclear power's place in the nation's energy mix.

The LWVWI (1976 Position Paper) opposed further licensing and construction of nuclear fission reactors until scientific questions concerning their effects on public health and safety are resolved.

Although both of these positions addressed the further development of nuclear fission reactors, they did not address the health and safety issues of existing reactors. Three nuclear power units were located along Lake Michigan in Kewaunee and Manitowoc Counties. The League of Women Voters of Manitowoc examined such issues in its publication "The Implications of Nuclear Power in Manitowoc County". (1979) Members reached concurrence on nuclear issues which fell into roughly four categories:

- education of the public and government officials concerning plant operation experiences
- transportation of radioactive materials to and from nuclear plants in Kewaunee and Manitowoc counties
- storage and disposal of waste generated at both plants
- improved Emergency Response planning around Point Beach and Kewaunee reactors.

INCREASED EDUCATION OF PUBLIC AND GOVERNMENT OFFICIALS

The Public Documents Room for Point Beach, now located in Steven's Point, should be brought back to the county so that information concerning the Plant's operational experience and industry development will be accessible to county residents.

There should be increased awareness at the state level, especially among those agencies involved in the formulation of state energy policy, and the regulation of the utilities, and of the operational experience of the plants within the state. At least once a year, an appropriate official or agency should review and report on the operational experiences and health and safety issues which have been raised during that year.

The information and data compiled by the Wisconsin Department of Health and Social Services, Radiation Protection Section, for the independent measurement program should be compiled at least yearly and summaries should be placed on file in the Wisconsin Room of the Manitowoc County Library until a Public Documents Room is located in our county.

At the county level, for purposes of education and information, the County Board should establish communications with the resident inspector as soon as he is assigned to Point Beach by the Nuclear Regulatory Commission (NRC). In addition, the County Board Committee on Emergency Government should include in its annual report a yearly review of Point Beach and Kewaunee operational experience. The Committee should also make a verbal report to the County Board.

TRANSPORTATION OF RADIOACTIVE MATERIALS TO AND FROM THE PLANT

To insure speedy and safe transportation of radioactive materials to and from Kewaunee and Point Beach, the County Office of Emergency Government and the Sheriff-Traffic Department should be notified of all incoming and outgoing shipments of radioactive materials to and from Kewaunee and Point Beach. As an added measure of protection for public health and safety, the Sheriff-Traffic Department should work with the utilities-vendor to make certain that the transportation of radioactive materials to and from the plants are made under proper security and without unnecessary delay.

EMERGENCY RESPONSE PLANNING

Additional measures need to be taken to insure that public health and safety is adequately provided for in the event of an accident at the plants.

First of all, the County Board Chairman, either through the County Office of Emergency Government or the Law Enforcement and Emergency Government should arrange formal planning sessions in Manitowoc County. The state should assume leadership for these sessions and include officials of state and county government and representatives from the utilities. A Coordinated Emergency Response Plan should be developed for dealing with accidents at the plant sites or transportation accidents involving radioactive materials. Because nuclear power plant Emergency Response Planning has become a regional problem, it would be desirable to include Kewaunee County in coordinated planning efforts.

To test Emergency Response Plans, the county and state should hold drills at least once a year to test and update these plans. Drills should involve as many of the support groups as

possible such as, members of the State Radiological Response Team, sheriff, hospitals, County Emergency Government, Chairman of the County Board. etc.

The state's Radiological Response Team must be provided with mobile equipment and capabilities. Either the state should provide this and possibly locate it within the two affected counties; or the state should make suitable arrangements with federal agencies that already have this kind of equipment to make it available to the state team.

In addition to equipment, the Radiological Response Team, which is responsible for assessing radiological risks and hazards and ordering protective measures, should be expanded to include at least one other person who is located in the Manitowoc-Kewaunee area. Preference should be given to health professional or individuals with appropriate technical expertise.

Furthermore, the Wisconsin Department of Health and Social Services should work with the Manitowoc County Medical Society and local hospitals to utilize and train local physicians and other medical personnel to insure proper treatment and observation of the public in the event of a nuclear emergency.

Finally, although the utility is presently responsible for making initial decisions that will affect the health and safety of the public, additional effort must be made now to insure that this responsibility is shared with federal, state, and local officials. The reporting requirement within 24 hours should be evaluated and revised to insure notification of proper authorities occurs in the shortest possible time.

Since 35% of Wisconsin's energy is generated by nuclear plants, the State of Wisconsin should assume a leadership role in evaluating Emergency Response planning problems at Three Mile Island to insure any deficiencies do not exist in Wisconsin's plan.

STORAGE AND DISPOSAL OF WASTES GENERATED BY POWER PLANTS

People who benefit from nuclear power generated electricity should pay for the storage of its spent fuel and waste. This would provide a more accurate picture of the economic cost of nuclear energy. Although the citizens of Wisconsin receive benefits from electricity produced at the state's nuclear power plants, Wisconsin should not be responsible for the waste generated by these plants. Neither should the State of Wisconsin encourage the siting of low and intermediate level waste repositories within the state.

It has been suggested that it is immoral to send hazardous, radioactive wastes generated within the state to out-of-state repositories. However, electricity generated within the state becomes part of the utilities grid system which can send and sell electricity out-of-state. Therefore, the use of such electricity is by both in and out-of-state residents.

Furthermore, during the initial development of commercial reactors, the federal government assured the utilities that solutions for radioactive waste and spent fuel existed and could be easily implemented. The utilities, in turn, assured the consumers that waste storage

and disposal were not problems. It appears, therefore, that the original information concerning waste storage was erroneous and misleading. The Wisconsin consumer and the state should not be penalized because of bad judgments and unrealistic assessments made by utilities and by the federal government in the management of radioactive wastes.

Locally, the County Board should determine whether low level radioactive waste has been or is being buried on site or in any landfills in Kewaunee or Manitowoc counties.

Spent fuel storage on site at both plants should be considered an interim solution. Better options must be developed and utilized as soon as they are available.

Finally, Haven Unit I should not be built until a permanent solution to spent fuel storage has been developed.

ACTION POSITION STATEMENT

The League of Women Votes of Manitowoc will maintain a special interest in all nuclear power-related issues at the local, state, and national levels. We will continue to educate our League and sister League members to the problems and issues surrounding nuclear power development and waste disposal. When necessary, we will notify our community local and state officials of our interest and concerns as new and old nuclear power related issues arise.

ADDITIONAL LEAGUE POSITIONS REGARDING NUCLEAR ENERGY

In 1977 the LWVWI supported legislation prohibiting the construction of new nuclear power plants until means of disposal of radioactive waste can be resolved. In 1981 the LWVWI testified in favor of Wisconsin adopting the Midwest Compact which would select a host state for low-level radioactive waste storage. In 1984 the State Legislature passed legislation restricting further development of such energy until waste disposal problems are resolved.

In 1985 the LWVUS expanded its positions of low-level and high-level nuclear waste disposal, transportation of nuclear waste and nuclear plant siting and the disposal of defense waste based on League positions reaching from 1958-1986.

In 1993 the League of Women Voters of Manitowoc County continues to be concerned about nuclear power plant siting and the safe transportation, storage and disposal of radioactive wastes, as well as the nuclear plant emergency planning efforts at the local, state and national levels. In 1994 the League sponsored two public forums on the dry cask storage of nuclear waste at the Point Beach Nuclear Power Plant. Plant officials explained the concrete casks to be used for storage of spent fuel rods and provided information about the money set aside for decommissioning plants in thirty years.

POSITION: The League of Women Voters of Manitowoc County continues to support efforts to insure the safe treatment, transportation, storage and disposal of solid and hazardous wastes in order to protect public health and air, water, and land resources.

NUCLEAR ENERGY UPDATE 2014

The Nuclear Regulatory Commission is the federal agency charged with oversight of America's 104 nuclear plants and ensuring they are operating safely for the sake of the public and their own employees. In preparation for a possible radiological leak, emergency preparedness drills are conducted at every plant at least once every two years. The focus is on preparation for dissemination of information to the public, preparation for evacuation, instruction for sheltering and other actions to protect the residents near nuclear power plants in the event of a serious accident.

It is clear that, since our study (1977) and the incident at Three Mile Island (1977), emergency response planning has become a priority for the country and Manitowoc County. At the Manitowoc County website, there is a Division of Emergency Services site that has topics titled: Sirens, Evacuation, shelters, Children in School, Farmers and Food Processors, Potassium Iodine and a brochure entitled Ingestion Brochure. Each topic has written directions on what is to be done in case of a nuclear accident. A 50 mile radius of the plant is considered an area where people may have been indirectly exposed to radiation and a 10 mile radius is an area where people have been directly exposed.

Kewaunee and Point Beach plants underwrite the annual cost of mailings to nearly 12,000 households in Kewaunee and Manitowoc Counties an annual emergency preparedness calendar. It shows evacuation routes and reception centers that can be used during an evacuation. In addition to this information for citizens, drills are held periodically. For example, in 2009 at drill at the Kewaunee Plant resulted in 1600 students, teachers and staff evacuated to Luxemburg-Casco school district facilities.

Since the Fukushima Nuclear Plant accident in Japan (2011), the Nuclear Energy Institute stated that U.S. nuclear power operators are taking steps to safeguard their facilities and verify that critical safety components, procedures and staffing are in place. Operators were to assess precautions to ensure storage pools for fuel rods were protected including backup power sources for cooling the pools. Plant operators were to assess the plants ability to provide power in the event the plant loses power for 24 hours.

The Nuclear Regulatory Commission has contended the average risk to U.S. reactors from core damage from an earthquake at one accident every 500 years. Both Kewaunee and Point Beach plants are located in the lowest hazard zone for earthquakes.

Over the years, both Kewaunee and Point Beach plants have continued to upgrade their facilities. For example, over the past few years, Point Beach has increased capacity of each reactor and replaced nearly half of the plant's equipment including transformers, piping, pumps and motors and the majority of components in the turbine hall. This improvement has

increased the output of each reactor by 17%. Point Beach spent \$750 million on increasing capacity and other upgrades. Recently, Point Beach's Operating license was renewed through 2033.

Dominion Resources, based in Virginia, bought the Kewaunee Nuclear Power Plant in 2005 for \$220 million in cash which included \$36.5 million for fuel. Originally plants as old as Kewaunee, which went into service in 1974, were to be decommissioned after a period of 30 years. However, Kewaunee's Operating license was recently renewed through 2033.

In 2013 Dominion announced that they would shut down the 556 megawatt plant because they could not find a buyer for the plant and it was not economical to keep it operating. This closing is the first closing of a U.S. nuclear facility since a plant in Connecticut in 1998. The plant employed 650 people and it is estimated that the closure will cost \$86 million annually in direct and indirect income for Kewaunee County. The U.S. Department of Labor gave an \$800,000 National Emergency Grant to be used for training and educational opportunities for 220 employees. Dominion has \$392 million in decommissioning funds that were transferred to Dominion upon sale. This will be needed to shut down the plant and monitor the spent fuel storage on site and in concrete cask storage containers on site for decades. Dominion will use a SAFSTOR method of decommissioning which means that the unit will be kept in a safe non-operating, environmentally sound condition while the radiation decays and until it is ready to be dismantled. The NRC has stated that decommissioning must be completed within 60 years of when the nuclear power plant shuts down. They have estimated that it will cost \$280-\$612 million to decommission a plant.

Both Kewaunee and Point Beach plants store high level spent fuel rods in cooling pools that were designed for temporary storage, but over the years, these pools have been re-racked to cram pools as full as possible. As pools have filled, the NRC has approved the use of dry cask storage systems. After five to seven years in cooling pools, fuel rods can be transferred to concrete casks that can resist severe attacks such as a direct hit by high-powered explosives or a large aircraft. Used reactor rods were to be permanently stored in deep underground repositories away from floods and other natural disasters, but this solution is not available.

The solution to this nation's nuclear waste problem has been elusive for decades. Meanwhile, 65,000 metric tons of spent fuel rods have accumulated with no safe, long-term storage solution. The Department of Energy started studying Yucca Mountain as a possible site for high level nuclear waste in 1978. In 2002 the U.S. Senate and President Bush approved the site for development. An Environmental Statement was completed and the DOE applied for a license in 2008. In 2010 the White House moved to terminate Yucca Mountain as a site and appointed a blue ribbon commission to study how best to dispose of nuclear waste. As it stands today, there is no federally licensed nuclear waste disposal facility in the United States,

nor is it expected that one will be licensed in the near future. As a result, current Wisconsin law operates as a “moratorium” on the construction of new nuclear power plants.

In 1994 the LWV of Manitowoc and the Manitowoc County Board sponsored a public meeting at the University of Wisconsin-Manitowoc on the topic of storage of spent fuel in concrete casks stored on site at Kewaunee and Point Beach Plants. Marilyn Sontag was the moderator of a program that was attended by 70 people. Plant officials participated as well as citizens representing environmental concerns. The Herald-Times sent a reporter, but an article about the meeting never appeared in the newspaper. Jones Inter-cable taped the program, but could not broadcast the program due to technical difficulties. WOMT interviewed representatives of the nuclear plant, but had no time in their schedule to have another point of view represented due to booking schedules two months in advance. At the public hearings in Two Rivers regarding the on-site storage, the public was assured this option would be temporary. In 1995 there was a Nuclear Rally at Point Beach to protest the storage of nuclear wastes.

A May 28, 1996 explosion at the Point Beach reactor in Wisconsin jolted public confidence in the dry cask storage program. While sealing shut a ventilated storage cask, a welding torch ignited pent up hydrogen gas with enough force to dislodge the cask’s 4000 pound shield lid several inches in the air and tilt it ajar on top of the cask. This cask had been certified by the NRC in 1993 and built by Sierra Nuclear Corporation. After the NRC investigation of the facility producing the casks, a three year halt was called on any plant loading this particular cask until the NRC, utilities and cask manufacturers could determine the problem. (Nuclear Information and Resource Service-Washington, D.C.)

The Kewaunee spent fuel pool was originally designed to serve two units instead of the existing one unit. The spent fuel canal that connects the spent fuel pool to the reactor has a “dead end” section extending to where the second reactor was expected to be located. Spent fuel storage racks were placed in this section in 2000. A dry cask storage facility was constructed at Kewaunee and began operation in 2009. (Public Service Commission of Wisconsin, 2013) There are 42 casks at the Kewaunee site to store 900,000 pounds of fuel.

In 1995 the PSCW authorized WEPCO to use up to 12 dry storage casks for spent fuel storage and to construct concrete pads capable of holding another 48 casks. Use of the spent fuel pools and the 48 casks would have allowed Point Beach to operate each of its units until the end of its operating license which would have expired in 2010 and 2013. The extended licenses were authorized by NRC in 2005. (Public Service Commission of WI, 2013) These licenses were recently extended to 2033.

KNOW YOUR SCHOOL-MANITOWOC PUBLIC SCHOOLS

In 1977 the League of Women Voters of Manitowoc adopted a comprehensive study of the total structure of the Manitowoc Public School System with a brief discussion of the private schools. The study covered twelve main areas: History, Plant and Facilities, Governance, School Budget and Finance, Special Programs, Library, Administration, Teaching Staff, Pupils, School Programs, Ancillary Services, Community Relations, and finally, the private schools within the city. School Board members, Administrators, and School Personnel were interviewed for the study.

There was no consensus as the goal of the study was to provide community education about the school system. Issues of concern did emerge from the study. These issues were published as an appendix to the study and were to provide motivation for further research and discussion.

MUNICIPAL COURT

In 1975 the League of Women Voters of Wisconsin continued the Administration of Justice state study with a focus on juvenile justice and positions were developed on detention and treatment of juveniles, prevention programs, and the development of standards and procedures for juveniles in the court system. In 1977 the LWVWI supported the statewide referendum to establish an intermediate Court of Appeals and establish a single level Trial Court. This change was passed by the voters. The League supported the establishment of the public defender program for all counties in Wisconsin. The next year they supported a bill revising the juvenile code which was signed into law.

During these years, the LWV of Manitowoc completed a two year study on the "Feasibility of a Municipal Court for the City of Manitowoc". The League believed a citizen's right to a speedy trial was one of the fundamental principles of the American judicial system. A Municipal Court would help make this a reality in the county whether the matter to be decided is as simple traffic offense or a grave violation of the law.

A municipal court would greatly accelerate the speed with which all cases are heard. Simple traffic and ordinance matters could be tried within a matter of days or weeks in a municipal court. Currently, these violations are scheduled for trial six or more months into the future in the county court system. A municipal court would take approximately 3,000 ordinance and traffic violations out of County Court Branch 2 jurisdiction. This would mean that one day per week of time would be freed for the County Court Branch 2 judge to hear criminal, small claims matters and other violations. The present backlog of over 500 cases in Branch 2 would be significantly reduced and would be kept at a much reduced level by this action.

League members also favored a municipal court for its advantages of convenience and accessibility to the peoples served. Law enforcement officials would also be aided by a municipal court since the officer's recall of details would be fresher and more accurate if cases were heard more swiftly.

League members viewed costs of establishing a municipal court as minimal since the court would generate much of its own financial support from court costs returned to the city. Advantages of swifter and more efficient justice and the impact on reducing the high volume of cases in the county court system outweighed the cost factors involved in establishing a municipal court.

The probable appointment of Judge Allan Deehr as a full-time judge in Manitowoc County was considered. League members felt a municipal court judge in Manitowoc would still be needed since there is a backlog of circuit court cases and the volume of cases handled by all Manitowoc County courts has been steadily increasing. In County Court Branch 2 the figure has risen from 5,277 cases in 1972 to over 9,000 cases processed in 1977.

The quality of justice delivered in a municipal court was thought to be directly related in the caliber of the person serving as the municipal judge. All League members agreed that the

judge should be a practicing attorney familiar with existing laws and rules of evidence and procedure. This requirement should be established by an ordinance.

The conclusions of the League study were presented to the Mayor and Common Council. Considerable media attention was given to the study and the conclusions. A public hearing was held by the appropriate Common Council committee and shortly thereafter the council did vote to institute a municipal court on a one year trial basis effective 12/1/78.

Attorney Steve Alpert ran unopposed for the position of municipal judge. He was elected and has been re-elected to the position. In speaking to Judge Alpert approximately two years after the position was created, he indicated the court was making money for the city. Revenue intake far exceeded the salary for the court judge position and its related expenses. Most importantly the backlog of circuit court cases has cleared up. Justice for minor offenders is considerably swifter than under the previous system of hearing all cases at the county level.

POSITION: The League of Women Voters of Manitowoc County continues to support a Municipal Court for the City of Manitowoc.

UPDATE ON THE MUNICIPAL COURT- 2014

The Municipal Court was established in 1978 shortly after the League published its report on the "Feasibility of a Municipal Court for the City of Manitowoc." The Court is in session every Tuesday afternoon and is required, by the city, to have 50 sessions per year. If there is a backlog of trials that need to be heard, the Court can convene on Thursday afternoons. Currently, Steven Olson is serving a four-year term as Municipal Court Judge.

There were 4119 cases disposed of in 2013. The majority of cases involved adults with Traffic cases numbering 2430 and Adult Ordinance cases totaling 1172. There were 23 parking cases and 494 cases involving juveniles.

In the 2014 Budget, the Expenses of the Court is determined to be \$94, 814,00 and the Revenue of the Court is projected to be \$175,000.00. The court charges court costs of \$33.00 and the rest of the balance is distributed to the Police Department, Manitowoc County and the State of Wisconsin.

DRUG AND ALCOHOL SURVEY

In 1980 the League of Women Voters of Manitowoc voted to survey the students of Manitowoc County to obtain information concerning drug and alcohol use among these young people.

The League administered the STADUS (Student Alcohol and Drug Use Survey) to students in public and private schools in Manitowoc County. The STADUS survey was recommended by both Gary Anderson, Director of the Bureau of Alcohol and Other Drug Abuse of the Department of Health and Social Services in Madison and Dr. Jewett, UWGB. The survey, published in 1979 by Hazelton Literature, had also been used in the Green Bay Public School System. The survey was administered in Manitowoc County during the week of March 23rd, 1981.

The following schools participated: Mishicot, Reedsville, Two Rivers and Valders Public School District; Roncalli and Manitowoc Lutheran High Schools in Manitowoc; St. John's Lutheran and Catholic Central in Two Rivers; Immanuel Lutheran, St Paul's Catholic, and First Lutheran in Manitowoc; JFK Prep and St. Gregory's in St. Nazianz and St. Mary's in Clark Mills. The Manitowoc Public School district chose not to participate in the survey.

Each participating school was responsible for picking a 20% random sample of its student population. This number was considered sufficient for valid survey results. The answer sheets were transferred to key punch cards by Hamilton Industries, Two Rivers, and then compiled by the UWG computer center.

The final results were reviewed by members of the League, Dr. Jewett from UWGB, Frank Judge, the Alcohol and Drug Abuse Coordinator of the Manitowoc County Unified Health Board, and Alice Sebor, the Community Education Services Coordinator for the Unified Health Board.

Survey results were published in a special insert titled "Alcohol and Drug Abuse, What Every Parent Should Know" in the Herald-Times Reporter in July, 1981. Survey results were also given to the participating schools.

The League drew no conclusion nor offered any opinions concerning the interpretation of the survey statistics. It is the League's hope that the information derived from the survey will be of use to the county schools, health professionals, law enforcement agencies and to the parents and the young people in Manitowoc County.

This survey could not have been completed without the cooperation of: Hamilton Industries, Dr. Jewett, University of Wisconsin-Green Bay, the Herald Times-Reporter, and the participating schools.

HAZARDOUS WASTES

In the late 1970's, the LWVUS supported the passage of two laws which provided for hazardous waste management programs and for the regulation of toxic materials that posed an unreasonable risk to public health and the environment. In 1980 they supported the establishment of the Superfund to clean up the nation's toxic waste sites and promoted household hazardous waste collection days in communities.

In 1982 the LWV of Manitowoc began the first Clean Sweep collection day for hazardous household wastes. In 1990 Manitowoc County conducted the first Clean Sweep which was a collection of hazardous household wastes. In 1990 there were 400 participants and the following years there were 800 participants.

In 1984 the LWVWI supported the Solid Waste Act of 1984 which outlined new standards and regulations regarding hazardous wastes. Between 1987-1990, they supported funding for Safe Drinking Water 2000, and a clean-up of the forty worst abandoned waste sites in the state.

In 1993 the LWVUS and the LWV of Manitowoc continued to support efforts to insure the safe treatment, transportation, storage and disposal of solid and hazardous wastes in order to protect public health and air, water, and land resources.

UPDATE ON HAZARDOUS WASTES – 2014

In 2013 Manitowoc County Hazardous Waste Clean Sweep had 590 households, farms, and business participants. They brought a total of 37,381 pounds of hazardous wastes. This Clean Sweep was funded by a grant from the Wisconsin Department of Agriculture, Trade and Consumer Protection. It was held in cooperation with Manitowoc, Calumet, Sheboygan, Fond du Lac, Outagamie and Winnebago Counties. Together our regional Hazardous Waste Clean Sweeps collected 102,787 pounds of hazardous materials like oil paints, solvents and pesticides.

The 2013 Drug Disposal Program for Manitowoc County included four collections throughout Manitowoc County and two permanent drop boxes located at the City of Two Rivers and City of Manitowoc Police Departments. A total of 470 households used the collection events and 1,799 pounds of medication that was turned in included commonly abused substances like OxyContin, Vicodin, Codeine and Aderrall. These collections were partially funded by a grant from the Wisconsin Department of Agriculture, Trade and Consumer Protection and were held in cooperation with Sheboygan and Fond du Lac Counties.

PUBLIC SAFETY DEPARTMENT FOR MANITOWOC

In April, 1983, the League of Women Voters of Manitowoc voted to study the feasibility of a Public Safety Department for the city of Manitowoc. The concept of a public safety department was proposed by several Common Council members as an alternative to the present system of separate police and fire department. It was felt that at a time of federal and state cutbacks with cities being forced to bear the differences, a combined department would possibly be more economical. It was also felt that a public safety department could better utilize the personnel within the two departments and provide better services to the city.

Several League members believed the idea had merit; it was timely; and that it was of interest to the League as well as to the city. Consequently, the League voted to act as an independent organization and to look at the possibility of such a department for the city of Manitowoc. To do this, they researched the concept; contacted cities where a Public Safety Department existed for their plans (Durham, North Carolina and Kalamazoo, Michigan); and interviewed the mayor, council representative, members of both departments and representatives of their unions. The League also interviewed John Konopacki, Director of Public Safety in Ashwaubenon.

League members did not feel it was their responsibility to develop an organizational plan for such a department, but to look at the great number of factors that should be considered in developing such a plan. They also did not believe that it was within their authority to recommend or not recommend the development of the idea. The League wanted to be sure all factors and viewpoints were considered before the city made any decisions and believed it would be of interest to examine what presently exists. The summary of information was provided to the community in December, 1985.

SCHOOL TRUANCY PREVENTION AND INTERVENTION

At their June, 2002, Annual Meeting the League of Women Voters of Manitowoc County adopted a study of school truancy in the Manitowoc County Public Schools. Truancy was viewed by members as an escalating problem needing a community wide approach. The scope of the study included the extent of the problem, the underlying factors influencing truancy, how truancy is being addressed in the county and possible additional solutions. The study was published in 2004 and included information about the economic impact of education, laws regarding truancy, interviews with county and school officials and descriptions of successful intervention programs.

Current Position: The League of Women Voters of Manitowoc County supports the following position regarding truancy:

A variety of approaches to the reduction of truancy have been described to successfully meet the needs of truant youth in connecting them to school. The literature indicates such drastic punitive methods, as out-of-home detention and placement are not effective with this population. Individual causes of truancy must be recognized and addressed in a positive way.

Working with parents at the earliest stages of truancy to identify and rectify the problem is crucial. Policies and programs must be designed to quickly educate parents and students about the significance of truancy and that the school system wants them in school and wants them to succeed. A continuum of increasingly intensive levels of intervention to prevent chronic truancy and to divert truant youth from court intervention, if possible, is essential.

Successful truancy programs have all involved collaboration of the truant youth and the family, the school, outside public and private social service agencies, the police, the courts, and the community. Many of those interviewed have indicated that caring individuals are a key component in success. Youth are moved and motivated by those individuals who they perceive care about them and don't give up on them.

The payoff is enormous in reaching these students. As individuals are helped to reach their potential, our community becomes healthier, stronger, more productive, and more crime free. James Baldwin put it aptly when he said, "These are all our children, we will either profit by or pay for whatever they become."

Position Paper

League of Women Voters of Manitowoc County Truancy Prevention/Intervention June 2002-June 2004 Study

The members of the LWV of Manitowoc County believe that educated youth are essential to a safe well-functioning society. Truancy interferes with a youth's personal fulfillment, healthy relationships, and his or her ability to meet wider responsibilities in our community and country. The League of Women Voters believes that all stakeholders must commit to doing whatever is possible to keep children and youth in school, and to enable them to be successful in school. Truancy, often the forerunner of dropping out of school and disengaging from society, is a concern in our county and indeed our country. We believe that each student is important, that each has a contribution to make to the public good and it serves us as a society to do whatever possible to make sure every student succeeds in school.

The cause and effects of truancy are described in the LWV's "A Study of School Truancy Prevention and Intervention" published in May 2004. Working together, students, family, community agencies, human service personnel, and if necessary, police and the courts must develop creative practical support and services for students who may become or already are truant.

In Manitowoc County all public and private schools have adopted the Asset Building model of fostering as many of the 40 identified assets youth need for a successful future. This pro-active community-wide approach needs to be expanded to involve more of the already "at risk" students. Since statistics show that assets begin to decline at junior high, parents need to be encouraged to be increasingly involved with their children rather than disengaging from their lives in the teen years.

Each school should develop a written comprehensive truancy prevention and treatment program. This program should address truancy consistently at its earliest stages utilizing a continuum of approaches in a positive school climate. Collaborative efforts should involve students, parents, the school, Human Services Department, the courts, police, and community agencies. A continuum of support, services, incentives, and consequences is necessary. However, there should be an emphasis on addressing truancy and other problems that occur in school by the school rather than referral to the Manitowoc County Human Services Department (HSD) unless a serious offense has occurred warranting HSD/Juvenile Court involvement.

A. Some specific school initiatives that may reduce truancy include:

- A truancy officer/counselor to work with elementary and middle school parents and students at the earliest stages of truancy. All work to identify problems, provide guidance and support and make the point that "You are expected to attend school and will not be allowed to get away with truancy."
- Providing transportation may be necessary to sustain attendance.

- Home visits by teachers are recommended to develop a working relationship and understanding between school and family.
- Develop personalized intervention strategy for each “at risk” student in early grades.
- Setting a truancy reduction goal annually. Each staff member should be challenged to do his or her part in achieving the goal.
- Sending annual report to all households in the district, which includes truancy data to foster school/public communication and accountability.
- Communicate directly with parents about truancy of their child; leaving messages that can be erased is an inadequate procedure and needs systemized follow-up procedures.
- Positive staff response to truants returning to school.
- Working closely with students so they do not become credit-deficient. Offer credit alternative if they do get behind.
- Establish a system for students to “catch-up” so they will not wait until next semester or next year to return to school. Consider “incompletes” so student has a chance to satisfy requirement of course.
- Emphasis on addressing truancy and other problems that occur in school rather than referral to HSD unless a serious offense has occurred warranting HSD/ Juvenile Court involvement.
- Involve truant youth in school activities to bond them with school.
- Zero tolerance for bullying, however, consequences should involve minimal use of juvenile detention, suspensions and expulsions that breaks down school connections.
- Work with older truant youth to develop work/career paths focusing on benefits of school attendance, graduating, and further education.
- Inclusion of a day care center at Lincoln High School to enable more teen parents to return to school. Students would participate in caring for their own children and would see, learn, and model good child care practices

B. School/Human Services Department Initiative:

- Development of an alternative education program i.e. a day treatment program for county students who because of mental health issues/ delinquency are unable to respond to conventional education. Incorporate the elements of day treatment i.e. counseling, recreation, independent living skills and include a nutrition component such as the Natural Ovens program in Appleton alternative school to improve behavior and increase learning.

C. Parent and Student Responsibilities:

- Parents need to understand developmental stages and age appropriate behavior. This information may be presented in the parenting sessions, columns in school to home bulletins, or student/parent handbook.

- Students need to understand it is their responsibility to stay in school and graduate and the parent's responsibility to see that this happens. Schools and the community also need to convey this message.

D. School and Community together initiatives:

- Publicize opportunities and recruit the public to become involved with students in reading, mentoring, and other pro-education activities.
- Become a community that promotes reading as important to school success and continued individual growth.
- Develop school/community non-profit agency agreements for truancy conferencing to determine reasons for truancy and mediate issues to achieve a contract between parent, student, and school. Agency staff to monitor attendance and support positive change and hold youth/parent accountable.
- Develop a corps of Community Advocates who connect with truant youth to mentor, provide family and student support and referral assistance.
- Become a community that values and appreciates children and never gives up on them.

“Children are the living message we send to a time we will never see”

THE GREAT DECISION PROGRAM --- THE FOREIGN POLICY ASSOCIATION

The Foreign Policy Association was formed in 1918 with a mission to contribute to a more vibrant democracy through citizen participation in the foreign policy process. The FPA is a private, nonprofit, nonpartisan educational organization "that serves as a catalyst for developing awareness, understanding of and informed opinion on U.S. foreign policy and global issues. It is the nation's oldest organization devoted to citizen education in international affairs."

As President Franklin D. Roosevelt once wrote to the President of the Foreign Policy Association, "In a democracy, the government functions with the consent of the whole people. The Foreign Policy Association is performing high duty in facilitating the lucid presentation of the facts of world problems and their impact on the United States."

In the 1960's The Foreign Policy Association began to offer the Great Decisions Program. "By offering Great Decisions, the leading U.S. grassroots outreach program on world affairs, FPA contributes to expanding citizen engagement in the foreign policy process, as well as to a sustainable foreign policy."

In recent years, FPA has sought to reach young people through its Great Decisions in the Classroom which provides resources for high school teachers. Great Decisions on Campus has introduced materials to over 1000 colleges and universities. Currently, the FPA has partnered with Scholastic, Inc. to bring Great Decisions to 16 million middle school students.

From basic materials in plain language for weekly study and discussion sessions, Great Decisions has flourished into a "multi-dimensional global studies program, adapted to multiple formats, including informal discussion groups, public lectures, and formal secondary and university courses."

THE GREAT DECISIONS PROGRAM IN MANITOWOC

The Great Decisions presentations/discussions are held on eight consecutive Mondays in February and March from 6 PM to 7:30 PM at the Manitowoc Public Library. The idea originated from Meg McLane, LWV leader in Fond du Lac, and was discussed when Darlene Wellner and Meg travelled to the LWV Legislative Committee meetings in Madison. Meg described how the Fond du Lac League, Public Library, and a number of other organizations sponsored the

Great Decisions program annually. It was well received and provided a real service to the community. Scholars from local and state colleges and universities addressed international subjects provided by the Foreign Policy Association. Attendance at these discussions varied from about 70 to 130 each week. The community appreciated the yearly series of eight international subject areas for discussion.

Enthusiastic with the idea of doing a similar program in Manitowoc, Darlene Wellner and Marilyn Sontag met with Allen Engelbert, the Director of the Manitowoc Public Library, and library staff person Rachel Muchin Young to see if the library would be interested in co-sponsoring the Great Decisions program. They were interested and eventually, other co-sponsors included Silver Lake College, University of Wisconsin-Manitowoc, Manitowoc Public Library Foundation, Friends of the Manitowoc Library, Pax Cristi, and Lakeshore Peacemakers.

The night of the first program was a cold and snowy day in February. The local school district had closed for the day, so we did not expect many people would attend. To our amazement over 140 people attended despite the weather.

During the first years, much help was received from the Fond du Lac Library in recruiting presenters, many of whom they used, as well. As we gained experience and learned more about individual professor's areas of expertise, the task became easier. Currently, many presenters are invited to return each year to address a different topic. Several planning meetings are held before the series begins to assign responsibilities to the committee members working on this series.

Speakers are paid a \$250 stipend, mileage, overnight accommodations, if necessary, and are the guests of the sponsors for dinner before the presentation. The Manitowoc Public Library Foundation pays the speaker fees and mileage and the LWV pays for dinner and the overnight accommodations. The Public Library prints colorful brochures for wide distribution. Publicity is everyone's job. Each sponsoring organization is asked for suggestions for speakers and encouraged to publicize the program in their groups and within the community.

Many participants buy the Great Decisions books in advance for \$10 with the remainder of the cost being subsidized by the Library Foundation. In addition, the library provides books and teaching materials to area high schools and some

middle schools have shown an interest in the program. The Library also provides recommended books on the topics covered in the series for further reading.

Great Decisions continues to flourish in Manitowoc. Attendance averages about 100 each week. Both the speakers and audience enjoy the often spirited discussions following the presentation. Great Decisions has increased League visibility in the community, provided healthy partnerships with other organizations, and has brought us new members each year.

Attendees often comment on how much they have learned about US-foreign relations over these seven years, and how this has expanded their knowledge of other countries and their struggles. They have benefited by having access to this international perspective which is not readily available in the media.

The Manitowoc Public Library was awarded the Frank R. Cella Memorial Award in 2012 for providing an outstanding Great Decisions Discussion Program.

If you are interested in bringing Great Decisions to your community, the Manitowoc League would be happy to help. This is a satisfying and much appreciated program. It does wonders for making new friends for League, many of whom become new members.

Our members feel this program has given our League visibility in our community and has been instrumental in bringing us new members and additional financial support from our community. We continue to sponsor Great Decisions every year.

DRUG TREATMENT COURT

At the May, 2005 annual meeting the League of Women Voters of Manitowoc County approved a resolution to study the feasibility of a drug treatment court for Manitowoc County. The study was completed and published in 2008.

Drug Treatment courts are specialized courts designed to handle cases involving offenders who abuse addictive substances. The judiciary, prosecution, defense bar, probation, law enforcement, mental health, social service, treatment communities and interested community members work together to begin to break the cycle of addiction.

Drug Treatment Courts offer offenders charged with crimes of being under the influence, possession of a controlled substance, or drug using offenders charged with a non-drug related crime, the option of entering the drug court system in lieu of serving a jail sentence. Offenders must plead guilty to the charge, agree to take part in treatment and regular drug screenings, and regularly report to the drug court until the offender graduates from the program which can be anywhere from 12-15 months. Should offenders fail to comply with one or more of the requirements, they may receive sanctions, or if noncompliance is severe, be removed from the drug court and incarcerated. If they complete the DTC program, the charges brought against them are dropped.

Current Position: The League of Women Voters of Manitowoc County supports the establishment of a Drug Treatment Court for Manitowoc County.

HISTORICAL BACKGROUND

The League of Women Voters of Manitowoc County and the League of Women Voters of Wisconsin have had a long history of concern about mental health care in Wisconsin. The LWVWI has supported adequate funding for mental health services, community-based care with insurance companies payment for these services equally as they do for other types of in-patient and out-patient services.

In 1975 the LWV of Manitowoc adopted a study of Mental Health Services in Manitowoc County with a focus on acute care psychiatric and alcoholism services for patients in Manitowoc County. It also addressed how to best provide state mandated services for patients within the community requiring acute services. In 1977 the LWV of Manitowoc published the study titled "The Problems of Acute Care Services in Manitowoc County" and later adopted the position that adequate care for psychiatric, chronically ill, and alcohol and drug dependent patients be provided in appropriate available facilities. The current local position for the League is "support funding for treatment programs and adequate housing for the mentally ill."

In 1991, after a two year study, the LWV of Wisconsin adopted positions of mental health care which included support for expanding community based services such as housing, and coordinated community-based services for children and adolescents with emphasis on early treatment and prevention. League also supported early identification and treatment of mentally ill persons incarcerated in jails.

**LEAGUE OF WOMEN VOTERS
OF MANITOWOC COUNTY
MENTAL HEALTH STUDY**

**POSITION PAPER AND RECOMMENDATIONS
MARCH 14, 2013**

Based on the information compiled in this study, the League can conclude that there are many steps that can be taken, many of which are small and/or low cost, to enhance mental health services in Manitowoc County.

The first is to provide information to consumers and providers regarding the services available locally in an updated and easily accessible format. This could include building on what is already available by enhancing the 211 system, and/or maintaining a website that is current and promoted in the community, as well as by having simple written materials such as cards with key information widely available. League members would also support a proposed “No Wrong Door” initiative to enable a consumer to get needed information and referrals no matter which agency is initially contacted.

Although some collaboration occurs in the community, there is a need to provide more opportunities for providers to meet, learn about, and coordinate their services. This would prevent duplication and provide opportunities for private/public collaboration in service provision. One suggestion would be to have a concerted community collaborative focus on prevention and early intervention programming and services. It has been shown that money spent on quality, evidence based, prevention programming saves money down the road when more costly crisis care is needed. Currently, most county mental health dollars are spent on high cost crisis care. In addition, there are many underserved populations in our county, including children, ethnic minorities, the elderly, and adolescents, who need alcohol and drug treatment and mental health counseling services targeted to their individual needs; they could benefit from increased services that such collaboration could address.

There are several concerns regarding consumers being able to access services. Uninsured individuals have added barriers including having to attend several group sessions before seeing a therapist at the Human Services Department. Underinsured individuals face high deductibles and those with Medical Assistance face long waiting lists, although some agencies have tried to reduce these. Once seen, there seems to be some discrepancy among agencies in how individuals with

dual diagnoses (i.e., both mental health and alcohol and drug diagnoses) are served. No inpatient option exists in the county. We are fortunate to have group home beds available to provide safety and supervision, but some counties designate a few hospital beds for mental health patients which reduces the cost of transporting patients to out-of-county facilities. These are all issues for a coordinated county initiative to evaluate and attempt to solve.

We have a very valuable resource in our community--Painting Pathways, which was mentioned over and over by those interviewed. Since this organization is effective, it would benefit the community to help it grow its funding and services. For instance, a warm line was mentioned as a nonthreatening way for people to reach out for help and might be a service that could fit with this organization's mission.

Along with the above item, the idea of peer counselors was widely supported. This is a low cost, but effective way to help individuals in crisis or who are dealing with law enforcement and/or the court system. Painting Pathways has some expertise and interest in this area which could be supported.

Access to psychotropic medications and the means to pay for them is a barrier that has been overcome by other communities with a combination of coordination, accessing free or low cost drug programs, and some additional private or public funding. Some of this is done here now, but not in a coordinated way or in one place which allows access to all in need.

Local mental health providers and consumers may want to support the efforts of the Wisconsin Association of County Corporation Counsels in advocating for revisions to Chapters 51 and 55 of the Wisconsin Statutes to allow for treatment of individuals who may have long term cognitive impairment such as dementia but who could still benefit from therapeutic efforts. This is extremely timely with the recent formation of the Wisconsin Assembly's Mental Health Task Force. Local representative Paul Tittl is a member of this task force and its recommendations are expected in May, 2013.

In addition to these suggestions, there are some bigger steps that could be investigated. The first is the establishment of a community clinic which could serve uninsured and underinsured county residents. There is already a local organization, Community Clinics of Manitowoc County, Inc, which plans to expand the successful Healthy Teeth program to include primary medical care and

eventually mental health care. This is a great beginning which needs support and funding.

As has been noted in this report, other counties such as Eau Claire have had great success with establishing drug treatment and mental health courts and are adding a second mental health court. This specialized court diverts individuals with mental health issues from the jail system by providing treatment, positive reinforcement, and supervision. Although this approach requires a time commitment from key players and some funding, it has proven to be cost effective as well as having a positive impact on the individuals who come before the court. The League of Women Voters plans to host a forum in the fall of 2013 featuring speakers from Eau Claire's Mental Health Court to provide an opportunity for our community to look at the feasibility of such a court which could reduce recidivism and cost to taxpayers.

The League would be remiss if we didn't recommend reconsideration of hiring a director for the Human Service Department. Manitowoc is the only county in the state without a full time director. Although the current four Co-Directors do their best to fill this role while attending to their regular full time job responsibilities, the county would benefit from the vision, leadership, and ability to look at the big picture that a director would provide. A director might also be successful at increasing funding sources as has been done in Jefferson County, which could increase the number of consumers obtaining services while lowering the amount of county tax dollars spent.

In conclusion, in our study, the League highlights several successful model programs which warrant consideration for implementation in Manitowoc County.

LAKE MICHIGAN INTER-LEAGUE GROUP

The Lake Michigan Inter-League Group was founded in 1966 and consisted of the Leagues in the Lake Michigan Basin states of Wisconsin, Illinois, Indiana and Michigan. The League of Women Voters of Manitowoc joined this group shortly after it was formed. Over the years, this group issued position statements regarding **pesticides, effects of power plants, filling and dredging, shoreline erosion, shoreline management, and banning of phosphates**. The name of this group has been changed to the Lake Michigan League of Women Voters.

This group is the largest Interleague Organization in the United States with more than 60 local leagues as members. Leagues representing a four state area educate and advocate on behalf of the Great Lakes at the local, state and federal level. This organization encourages grass-roots participation by our local leagues in water issues of all kinds. The Lake Michigan League of Women Voters is a member of the Alliance for the Great Lakes and the Healing Our Waters Coalition.

Update 2013

Current concerns include:

The consent decree from the Department of Justice for the SS Badger needs to be strengthened (protectourlake.org) The LWVIL signed on to an organizational letter supporting this position and other state leagues are working to address it as well.

Appropriations for various initiatives, including the Great Lakes Restoration Initiative, are in danger. We are working to get the word out to have Senators sign on to the Levin/Kirk letters of support for these important priorities.

Stormwater is a resource that many people wish would go away. We are hoping to develop a series of Stormwater Forums in various parts of our region starting in June in Illinois. Representatives of the Metropolitan Water Reclamation District, the IEPA, the IDNR, and the Center for Neighborhood Technology will present a forum moderated by a League member for the public.

Across the Great Lakes, local Leagues are concerned about how to unify our voices in support of our Lakes. The LMLWV has taken the initiative in asking that State Leagues concur with the excellent Great Lakes Ecosystem Position currently existing in Michigan. If your state has not yet adopted this position, contact Mary Lee Orr (orrma57@yahoo.com)

LOCAL POSITIONS BASED ON POSITIONS OF LWVUS AND LWVWI

HOUSING: In 1965 the League of Women Voters of Wisconsin was instrumental in the passage of the state fair housing law and in gaining open housing ordinances in local communities. Continuing efforts included support for measures to promote low cost housing in all communities, removal of exemptions to fair housing and improvement of migrant worker housing. The League also supported increased enforcement power and responsibility regarding migrant housing conditions.

In the City of Manitowoc League members helped create a coalition of groups from the community to work with the city on an open housing ordinance for the city. This group recognized the availability of low income housing and access to housing was limited. They worked toward getting an ordinance for the city and demonstrated a need for additional housing for low income families. Representatives of public and private agencies still meet periodically to access the housing available in Manitowoc.

POWER PLANT SITING: The aim of the League of Women Voters of the United States is to work constructively for the maximum protection of public health and safety and the environment and for citizen participation in the decision-making process of all issues of government. The LWVUS opposes "increased reliance on nuclear fission" but recognizes its place in the nation's energy mix. State and Local Leagues may oppose licensing for construction of nuclear power plants on the basis of the national position. (1980)

Using this national position, the LWVWI supports the prohibition of further licensing and construction of nuclear fission reactors until scientific questions regarding their effects upon public health and safety can be resolved. (1983)

Based on both national and state positions, the LWV of Manitowoc opposed a proposed site in Haven, Wisconsin until a plan was in place for storage of high-level nuclear waste. (1991) Later, the Public Service Commission in charge of energy planning in Wisconsin determined there was not a need for an additional power plant at the Haven site. The League continues to support energy conservation as a means to limit the need for new construction of power plants.

SEX EQUITY: Measures to prohibit discriminatory practices and provide redress in both the K-12 and post secondary levels were first supported in 1976 when the League of Women Voters of Wisconsin supported a state statute prohibiting sex discrimination in school sports. In 1983 the law was strengthened by the passage of Section 118.13 mandating sex equity in elementary and secondary schools. The same protections in state law were extended to the post-secondary systems in 1990 when the League took the lead in a coalition promoting the bill. The LWVWI continued to work in coalition with other organizations to monitor the enforcement of Sec. 118.13 through the Department of Public Instruction.

DENTAL CARE: The League of Women Voters of the United States believes that a basic level of quality health care at an affordable cost should be available to all U.S. residents. The basic level of care should include the prevention of disease, health protection and education, primary care (including prenatal and reproductive health), acute care, long-term care and mental health care. Dental, vision and hearing care also are important but lower in priority. (1993)

The League of Women Voters of Wisconsin has always supported equal rights for all and action to combat poverty and discrimination. The League has supported active state government financial involvement in programs that promote health and prevent disease. (1986)

As early as 2000, the League of Women Voters of Manitowoc has been working toward getting dental care for Medicaid recipients in Manitowoc County using these state and national positions which promote health education and disease prevention. Four League members Darlene Wellner, Linda Gratz, and Marilyn Sontag were involved in this effort which was led by Beth Satchell, a Family Nurse Practitioner. She had been working with clients with poor oral health and had no dentist to send them to who routinely accepted Medicaid clients. Beth had been lobbying for dental care access for the poor for over 15 years.

In 2001 Manitowoc County began a program called Healthiest Manitowoc County 2010. This program was established when state law required that local health departments, in cooperation with the community, assess health needs and develop community improvement plans. Short-term and long-term planning began to identify ways to improve Access to Primary and Preventive Health Services with one of the objectives improving Access to Oral Health Services.

In 2004 a Dental Health Improvement Sub-Committee outlined a variety of topics to be considered in working toward access to dental care. Some strategies included: a mobile van; a freestanding clinic; providing transportation to the Lakeshore Technical College (LTC) dental site when in operation; writing a grant for "Seal a Smile Project" to help school children; getting dentists involved in the "Give Kids a Smile" day; providing education in programs like "Sip All Day, Get Tooth Decay," "Crying For a Smile"; joining Healthy Smiles for Wisconsin coalition, and continuing lobbying for legislative changes.

Early in 2005 the Dental Health Improvement Committee was working to get local dentists involved in the February "Give Kids a Smile" day which was started in 2003 by the Wisconsin Dental Association. Dental Park, Dr. Chris Hansen's office and Midwest Dental participated in this event. Dr. Egan would treat Medicaid children up to age 12. Dr. William Bero joined the committee to be the link between the committee and the dental community. The committee continued lobbying for legislation and continued educational information in the community including schools, churches and hospitals. They Lobbied for the Dental Health Improvement Act sponsored by Senator Feingold, but was never funded, and for the recommendations of Governor Doyle's Dental Access Task Force.

Also In 2005, the Manitowoc League proposed a state study regarding dental access for low income people at the LWVWI State Convention. Some facts supporting the need for this state study included:

- Only 22% of Medicaid-eligible citizens in Wisconsin were seen by a dentist in 2004
- Dental tooth decay is the most common chronic childhood disease.
- 70% of tooth decay is found in 30% of the nation's children, occurring twice as often in poor and ethnic minorities as their affluent peers. Infection from decay can result in death as happened to a 12 year old child who did not receive dental care.
- Only 15% of the elderly have any type of dental coverage and Medicare does not reimburse for routine dental care.
- Dentists in Wisconsin receive less than 40% reimbursement rate for treating Medicaid clients.
- Wisconsin is among the lowest 5 states in the nation with regard to the percentage of Medicaid funds spent on dental care
- Dentists cite low reimbursement, burdensome paperwork and high "no show" rates as reasons for not accepting and treating Medicaid-Badger Care clients
- By 2010 Wisconsin will lose 10% of its dental force, a net loss of 297 dentists

This study was not adopted by the LWVWI despite the lobbying efforts of both the Manitowoc League and the Beloit League. The LWVWI gave permission to advocate for dental care under the state's health care position.

That year Beth, representing the Wisconsin Oral Health Coalition, testified at the state budget hearing that the recently opened LTC Community Dental Clinic served 528 patients in 6 months. This left 200 people on a waiting list and 6000 Medical Assistance-Badger Care eligible persons without access to dental care. She suggested four recommendations which included increasing the Medical Assistance reimbursement which was currently less than 50%.

In 2006 AB 1168 (Two Cents for Tooth Sense) was introduced in the state Legislature. This bill was suggested by the Wisconsin Dental Association and would generate revenue for a 75% reimbursement for dentists which would encourage dentists to accept MA clients. A two (2) cent tax on soda sold in Wisconsin would generate revenue for Medicaid dental. Senator Leibham and Representative Ziegelbauer did not support this legislation. However, letters were sent to all legislators, churches and other groups to encourage them to support this legislation. A postcard campaign was initiated by the committee for MA clients who could not access dental care to write their stories on postcards to be sent to elected officials. Despite these efforts to educate legislators, the bill did not pass the 2006 legislative session.

Beth and Linda continued the efforts and developed talking points for community education. The Dental Access Facts sheets had information about children, adults, pregnancy, fluoridation, Manitowoc facts and legislative Issues which could be used by committee members to educate their contacts. It was not unusual for a family to share toothbrushes, so another effort was having Manitowoc Area Catholic Schools and some Manitowoc Public Schools collect dental

supplies to be distributed to Medicaid clients. Dental supplies were not covered by Food Stamps.

In 2006 Marty Schaller from Northeastern Wisconsin Area Health Education Center (NEWAHEC) wrote for a Rural Health Grant which would allow for the purchase of dental equipment and supplies to be used in a school-based mobile dental clinic. The grant was funded and allowed for the development and implementation of the mobile clinic to provide dental services. This clinic functioned several times a month in a variety of school locations serving underinsured students in public elementary, junior high and high schools. Non-local dentists were contracted to provide services with some local dentists providing emergency care. Local dentists were reluctant to serve low-income patients because of low reimbursements from the state, a habit of patients not showing up for scheduled appointments, and a general perception that operating a business was the first priority for their services.

League support for this issue continued in 2007 with Beth and Linda serving as Co-Chairs of the Dental Health Improvement Committee, a sub-committee of Healthiest Manitowoc County 2010 with other League members serving on the committee. The postcard campaign continued, as well as, lobbying for the "Two Cents for Tooth Sense" legislation. The Manitowoc League voted to approve the cost of stamps for postcards collected from MA-Badger Care patients. Community education efforts continued and the Herald-Times Reporter published information on the school-based dental clinic, fluoride varnish clinics, and efforts at LTC dental clinic. League members provided rides to LTC dental appointments, and the school clinics to combat the dentist's objections to no-shows. At that time Representative Ziegelbauer indicated support to expand the LTC clinic.

At this time Jessica Hall, a local dentist, began to serve on the Dental Health Improvement Committee. She also scheduled regular office time for dental services to low-income patients.

In mid 2007 the Joint Finance Committee passed a resolution to increase access to dental care by approving pilot projects for three counties and the healthcare reform plan "Healthy Wisconsin: Your Choice, Your Plan" with some dental access passed the Senate.

In 2009 a letter was written by Beth to the Senate Finance Committee Members explaining all that had been done over the years to provide information to the public and the legislators regarding the need for dental care and access to care for low-income families. "After 14 years of trying to lobby for dental care access for the poor, I am asking you, no, I am begging you to include dental care in your health reform policies. This is a time to make a change that will help alleviate a lot of needless suffering and will be more cost effective in the long run." In 2009 Beth wrote to President Obama about the need to include dental care in the proposed Affordable Care Act. That year Healthiest Manitowoc 2010 expanded to begin dental care to adults.

In early 2010 Sara Beaupre approached Healthiest Manitowoc 2010 to determine if her services as a hygienist could be used. With the mobile dental clinic equipment not being used during the summer, the group worked with the Health Department to provide hygiene services to underinsured pregnant moms. Also a grant was written to sustain funding and allow for

expansion of the mobile dental school-based clinic. The grant was not funded. However the team looked at the model that was being used and decided to bring all contracted administrated services in-house to allow for sustainability of the program. Michele Schmit was hired to oversee the administration of the program.

As the summer was ending, the team wanted to find ways to expand the school-based mobile unit to all schools in the county and continue efforts to serve the needs of the adults. A grant was written to United Way of Manitowoc County to help establish a "Give Adults a Smile Day" using the same model as the "Give Kids a Smile Day", but would pay a stipend to the dentists for their services. With some hesitation, five dentists agreed and every Friday adult clinics were set up at the dentist offices.

Seeing the overwhelming need, the team decided even the adults services needed to be brought in-house. They partnered with Bellin Health Center who provided free space to set-up a three day a week adult clinic. In a short time that space was outgrown and space at a very reduced rent was provided by Holy Family Memorial in their York Street Clinic. Mary Schaller from NEWAHEC wrote for another grant from Delta Dental who funded the needed equipment to get York Street operational for the adult clinic and a van to better serve the school-based mobile dental clinic.

With a four day adult dental clinic and "Healthy Teeth, Healthy Kids" mobile dental clinic in all public schools in Manitowoc County, there was a need for a group to manage these clinics. In 2010, a non-profit corporation, "Healthy Teeth, Healthy Communities of Manitowoc County" (HTHCMC) was formed.

Continuing to grow, HTHCMC expanded program services to some nursing homes in Manitowoc County (2011) and started expanding services to low-income residents in Sheboygan County. (2012) Since July, 2010 when Healthy Teeth became a full-time adult/student clinic, 12,164 patients have been served.

In 2013 a federal grant was awarded to establish the Lakeshore Community Health Clinic in Sheboygan as a Federally Qualified Healthcare Clinic to provide medical, dental and behavioral services to residents of Sheboygan County. The dental clinic in Manitowoc provided the needed dental services for the grant. This was the start and continued partnership between the clinics in Sheboygan and Manitowoc County.

In 2013 HTHCMC was renamed Community Clinics of Manitowoc County and added medical services for the underinsured and expanded their Board to include medical experts. In early 2014 Community Clinics re-located to the other side of the building on Buffalo Street which allowed for primary dental and medical services to be provided at one location.

In the spring of 2014 behavioral services for the underinsured are now being provided one day a week. The Board, with the support of Mary Schaller and NEWAHEC, are writing for a federal grant to establish the Community Clinics of Manitowoc County as a "look-alike model" of the Federally Qualified Health Center and later in 2014 will also write to establish the clinics a Federally Qualified Health Center. If funded the Medicaid reimbursement rate would be much

higher and provide greater strength for sustainability of the programs. Currently, adult dental services are offered four days a week, medical services are offered twice a week, behavioral services once a week and the mobile dental clinic is still serving all of the public schools in the county.

After ten years of League advocacy for dental care and almost twenty years of Beth's commitment, low-income children and adults have access to dental health services.

LEAGUE POSITION: Support for access to dental health care services for low-income residents of Manitowoc County.