

# ***RESOLUTION NO.: 113—2024-25***

TO THE HONORABLE, THE OUTAGAMIE COUNTY BOARD OF SUPERVISORS

LADIES AND GENTLEMEN:

***MAJORITY***

1 In response to the ongoing needs and challenges arising from the COVID-19  
2 pandemic, this resolution proposes to allocate Outagamie County's remaining  
3 American Rescue Plan Act (ARPA) funds to meet essential community and county  
4 objectives. Allocating ARPA funds to the following eligible areas is both timely  
5 and necessary as the County approaches the ARPA obligation deadline of  
6 December 31, 2024. This resolution seeks to fund the following priority areas:

- 7 • CAP Services, Inc., which provides more than two dozen programs aimed at  
8 strengthening social and economic equity within our communities. Their  
9 services align closely with several of Outagamie County's ARPA funding  
10 priorities, including housing support, job skills development, economic support,  
11 and childcare support. Due to the increased demand for their services resulting  
12 directly from the pandemic, this resolution proposes allocating ARPA funds to  
13 CAP Services, Inc. to sustain and enhance their critical support initiatives for  
14 individuals and families in need.
- 15 • Child Care Resource and Referral, Inc. (CCR&R) operates the Child Care  
16 Essential Services Program, which the County initially funded via a competitive  
17 ARPA grant of \$750,000 in 2023. This program, designed based on a County  
18 needs assessment, has successfully provided centralized services to childcare  
19 providers, saving them time and money while enabling financial sustainability  
20 without raising tuition for parents. The substitute teacher funding pool, a  
21 particularly high-demand component of the program, requires additional funding  
22 to ensure its continuation through December 31, 2026. This resolution proposes  
23 allocating ARPA funds to CCR&R to extend this critical program, supporting  
24 childcare providers and families across Outagamie County.
- 25 • The Total Rewards Compensation Study, developed by McGrath Human  
26 Resources Group, provided a comprehensive market analysis of county positions  
27 and introduced a new wage schedule aimed at improving Outagamie County's  
28 ability to attract and retain employees in a competitive labor market. In 2023,  
29 the County Board directed the implementation of the study's recommendations  
30 by approving employee wage adjustments to take effect on December 17, 2023.  
31 This resolution proposes allocating the remaining unobligated ARPA balance as  
32 of December 31, 2024, to fund these wage adjustments. By investing ARPA  
33 funds instead of the County's previously appropriated General Fund dollars, the  
34 County preserves General Fund resources, enabling greater flexibility to address  
35 priority projects in 2025.

36  
37 If, on December 31, 2024, Outagamie County has additional ARPA funding  
38 remaining than required to fund the initiatives outlined above, the remaining  
39 funding will be applied to supplement other existing County obligations that utilize  
40 ARPA funding.  
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1  
2 By strategically directing ARPA funds to these eligible and impactful areas, the  
3 County can ensure compliance with ARPA requirements while addressing  
4 community and County needs in a meaningful and timely manner.  
5

6 NOW THEREFORE, the undersigned members of the Finance Committee recommend  
7 adoption of the following resolution.

8 BE IT RESOLVED, that the Outagamie County Board of Supervisors does approve of the  
9 allocation of \$10,000 of ARPA funds to CAP Services, Inc. through a beneficiary agreement to  
10 support the increased demand for its services, as necessitated by the COVID-19 pandemic as noted  
11 in the attached fiscal note, which by reference is made a part hereof, and

12 BE IT FURTHER RESOLVED that the Outagamie County Board of Supervisors does  
13 approve of the allocation of \$200,000 of ARPA funds to Child Care Resource and Referral, Inc.  
14 through an amendment to their existing sub recipient grant agreement executed on October 12,  
15 2023, to extend their Child Care Essential Services Program through the year 2026, said funding  
16 will support the substitute teacher service and related indirect costs through the extended period as  
17 noted in the attached fiscal note, which by reference is made a part hereof, and

18 BE IT STILL FURTHER RESOLVED, that the Outagamie County Board of Supervisors  
19 does approve of the allocation of the remainder of any unobligated ARPA balance as of December  
20 31, 2024, including funds from both the State and Local Fiscal Recovery Fund (SLFRF) and the  
21 Local Assistance and Tribal Consistency Fund (LATCF), to cover expenses associated with the  
22 county-wide wage adjustments as was recommended in the Total Rewards Study and directed by  
23 the Outagamie County Board of Supervisors, said allocation will offset the need to utilize an  
24 estimated \$4.25 million from Outagamie County’s General Fund resources, thereby preserving  
25 these funds for other priority projects in 2025 as noted in the attached fiscal note, which by  
26 reference is made a part hereof, and

1 BE IT STILL FURTHER RESOLVED, that should there be remaining funding after  
2 completing the other obligations outlined in this resolution, the Outagamie County Board of  
3 Supervisors does approve of the allocation of any remaining ARPA balance to any other existing  
4 obligation that utilizes ARPA funding as noted in the attached fiscal note, which by reference is  
5 made a part hereof, and

6 BE IT FINALLY RESOLVED, that the Outagamie County Clerk be directed to forward a  
7 certified copy of this resolution to the Outagamie County Finance Director, the Outagamie County  
8 Development and Land Services Director, and the Outagamie County Human Resources Director.

9 Dated this \_\_\_\_ day of December 2024

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Respectfully Submitted,  
FINANCE COMMITTEE

\_\_\_\_\_  
Chris Croatt

\_\_\_\_\_  
John Cuff

\_\_\_\_\_  
Karen Lawrence

\_\_\_\_\_  
Dana Johnson

\_\_\_\_\_  
Rick Lautenschlager

Duly and officially adopted by the County Board on: \_\_\_\_\_

Signed: \_\_\_\_\_  
Board Chairperson

\_\_\_\_\_  
County Clerk

Approved: \_\_\_\_\_

Vetoed: \_\_\_\_\_

Signed: \_\_\_\_\_  
County Executive



Department of Development and Land Services  
Planning & Zoning | GIS & Land Information  
320 S. Walnut St. | Appleton, WI 54911  
Outagamie County Government Center, 3rd Floor  
Phone: (920) 832-5255 Fax: (920) 832-4770  
www.outagamie.org

## MEMORANDUM

**TO:** Outagamie County Finance Committee  
**FROM:** Kevin Englebert, Development & Land Services Director  
**DATE:** November 25, 2024  
**RE:** **ARPA Surplus Funding**

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As we approach the conclusion of the American Rescue Plan Act (ARPA) obligation period on December 31, 2024, Outagamie County is experiencing a surplus of ARPA dollars due to planned projects either not materializing or being under budget. In light of this, county leadership explored options to expend the remaining funds in alignment with our needs. These broadly included:

- Examining existing internal projects to invest ARPA surplus funding
- Exploring other eligible options in the County's budget or future budgets
- Adding funding to existing external grants already funded via ARPA funding or funding select new external projects

As a reminder, the county must use all funding for an eligible ARPA purpose unless it is part of our lost revenue amount, which the county may use for any government purpose. With the obligation deadline approaching, the Finance Committee and the County Board need to pass a resolution to direct the remaining funding before year-end.

On November 19, 2024, county staff requested two resolutions for the Finance Committee's consideration to invest the remainder of our ARPA funds in projects that advance Outagamie County. The first resolution intends to obligate the remainder of our ARPA funding to the following purposes:

1. CAP Services - \$10,000
2. Child Care Resource & Referral - \$200,000
3. Outagamie County Employee Wage Study Implementation – Remaining Funds

The second resolution intends to direct the resulting savings of the county's ARPA investment into wage study implementation expenses to support the following projects:

1. Outagamie County Employee Child Care Center
2. Outagamie County Physical Therapy Space
3. Healthcare Stabilization Fund

It is our belief that these investments will take advantage of the federal funding we received to complete impactful initiatives that follow the spirit of the American Rescue Plan Act.

**ARPA Eligibility and Recommended Initiatives**

As mentioned, Outagamie County must obligate or spend all ARPA funding by December 31, 2024. As of November 25, 2024, the amount of ARPA funding surplus that the county will have at year-end is unknown but is estimated to be in the range of \$1.7-\$4.0M. Of that total, the amount of lost revenue funding remaining is also unknown although it is estimated to be less than the available surplus funding. Regardless of whether the funding is required to be used for an eligible purpose or is classified as lost revenue, the primary challenge that the county faces is the year-end obligation/spend deadline.

With this in mind, staff proposes that the county pass a resolution directing remaining ARPA funding toward select projects:

**1. CAP Services – General Operating Support - \$10,000**

CAP Services is a private non-profit formed in 1966 to create opportunities for people experiencing poverty. With offices in Portage, Waushara, Marquette, Waupaca, and Outagamie Counties, CAP Services served over 7,000 people in 2023. They provide the following services:

- Skill Enhancement
- Small Business Assistance and Lending
- Rental Housing
- Small Dollar Loans and Auto Lending
- COVID-19 Housing Counseling and Mortgage Assistance

County leadership suggests directing funding to CAP Services via a beneficiary agreement to compensate them for increased services provided to Outagamie County residents during the COVID-19 pandemic.

**2. Child Care Resource & Referral – Essential Services Program Expansion - \$200,000**

Staff proposes funding year three of the Child Care Essential Services Program. Specifically, staff recommends funding the substitute teacher float pool at no cost to Outagamie County child care providers. This service makes available three substitute child care teachers to child care providers to cover teacher absences, saving providers time and expense. Currently, this program is at-risk to close at the end of 2025. Approximately \$200,000 would be required to fund this program in 2026.

**3. Outagamie County Employee Wage Study Implementation – Remaining Funding**

Additionally, staff recommends that the resolution direct any remaining ARPA balance towards wage study implementation expenses from the wage study adopted in 2023. Directing ARPA funding towards wage study implementation costs would free up corresponding general county revenue, which would have paid for increased wages. The corresponding savings could then be directed towards other funding priorities in 2025. Following this strategy relieves the county of the burden of calculating an exact ARPA remainder while at the same time ensuring that the County is compliant with ARPA regulations. It also frees up funds to invest in other projects of county importance.

**Investment of County Savings**

To follow the spirit of ARPA, staff recommends using savings from investing in the wage study implementation to support the Outagamie County Employee Child Care Center, the Outagamie County Physical Therapy and Wellness Center, and supplementation of the Healthcare Stabilization Fund.

During the summer of 2023, Outagamie County engaged Wipfli to create a survey for county employees ascertaining their desire for an Outagamie County employee child care center. The response from employees was positive. In February, Outagamie County released a Request for Information for Childcare Provider Partners seeking a potential partnership with a provider to create an Outagamie County employee child care clinic. We received three responses and developed an exploratory partnership with the YMCA who operates four group child care facilities in the Fox Cities currently.

In spring, we met with YMCA staff and toured a vacant wing of Brewster Village as well as the current VPI space in our agricultural/extension campus. For a variety of reasons, the VPI space is considered more conducive to a group child care facility. County staff then engaged Martenson & Eisele to develop a design concept for a group child care facility and an estimate of probable cost with the YMCA serving in an advisory capacity. In October, we received the final concept and opinion of probable cost.

At this point, we are still working on finalizing our partnership with the YMCA and all associated details. However, we expect to have a formal partnership established by early 2025. Therefore, we are seeking for the board to appropriate excess ARPA funds toward this initiative. Note that there is some existing funding in the facilities management budget to repurpose the former VPI space (\$582,000) and this would supplement that funding.

The second initiative focuses on the development of the Outagamie County Physical Therapy and Wellness Center, which will be integrated with the County's Employee Health Clinic. Recently, the County contracted with ThedaCare to operate the employee health clinic, and this partnership includes expanding services to offer physical therapy. To support this expansion, the County enlisted Martenson & Eisele to design a dedicated physical therapy space at the County's Downtown Campus. Funding would support the reconstruction costs for this new wellness space.

If funds remain after the completion of both proposed projects, the proposed resolution directs those funds to the Healthcare Stabilization Fund. The County is in the process of transitioning its health plan to a self-funded model. This approach is expected to deliver potential cost savings, greater flexibility, enhanced decision-making, improved population health outcomes, and opportunities to innovate in healthcare delivery—such as fostering consumer-driven healthcare and creating tailored health programs. To ensure stability, it is recommended to maintain a balance in the Healthcare Stabilization Fund equivalent to three months of claims, approximately \$5 million. Currently, the fund balance stands at \$4.15 million.

Staff recommends approving both resolutions to effectively invest the remainder of our ARPA funding.

**OUTAGAMIE COUNTY FISCAL NOTE**

**INTRODUCTION:** This form must be attached to any resolution or ordinance which contains a spending or revenue proposal. The form should be completed by an individual within the department initiating the resolution or ordinance with assistance from the Financial Services Department. Contact the Finance Director (1674), Controller (1675) or Staff Accountant (1681) for assistance. Once completed, forward a copy of the form to the Financial Services Department for their review. Financial Services will forward a reviewed copy of the fiscal note to Legislative Services.

1. **Subject:** ARPA allocations of remaining funds
2. **Description:** This section must be completed for all fiscal notes. Briefly and concisely describe the request. State assumptions used and discuss any current year and long-term fiscal impacts. (A separate attachment can be used)

To align with the ARPA obligation deadline of December 31, 2024 the County is proposing to use any remaining funds for the following purposes:

- \$10,000 to CAP Services
- \$ 200,000 to Child Care Resource and Referral
- Any unobligated funds from the State and Local Fiscal Recovery and the Local Assistance and Tribal Consistency fund to cover the expenses associated with the 2024 wage adjustments as recommended in the Total Rewards Study.

**Current Year Budget Impact (Check one or more of the following boxes)**

- Revenues                       Expenses (Cost)                       None
3. Is the specific cost or revenue included in the current year's budget?      yes ( )    no ( x )    partially ( )
4. If the proposal requests additional spending, can the additional cost be absorbed within the current year's line item?      yes ( )    no ( x )    n/a ( )
5. Is the proposal to accept additional revenues only?      yes ( )    no ( x )
6. Does this request modify/adjust the current year budget?      yes ( )    no ( x )  
If no, skip to question 8 below.

7. Detail current year budget changes. Please list cost center name, line item, account number and either the increase or decrease amount. (Please note that all budget adjustments must balance. For example, an increase in an expenditure account must be offset by a decrease in another expenditure account or the contingency fund or an increase in a revenue account or other funding sources such as fund balance applied.)  
The project on

COST CENTER NAME	LINE ITEM (i.e. Salaries, Supplies, Etc.)	ACCOUNT NUMBER INCLUDING COST CENTER (i.e. 1004100.5100, 1004100.5400, etc.)	INCREASE (DECREASE) AMOUNT
American Rescue Plan	Purchased Services	TO BE DETERMINED	210,000
American Rescue Plan	Intergovernmental Revenue	TO BE DETERMINED	TO BE DETERMINED
American Rescue Plan	Exp. Transfer Payroll	1003605.5922.1.9	TO BE DETERMINED
VARIOUS	Payroll	VARIOUS	TO BE DETERMINED

**Annual and Long-Term Impact**  
8. Is the above increase/Decrease a nonrecurring one-time expense or revenue?      yes ( )    no ( )    n/a ( )

9. What is the anticipated annual and/or long-term cost or revenue impact?      Annual Cost \_\_\_\_\_  
Annual Revenue 0

Fiscal Note Prepared by: Kevin Englebert/Michelle Uitenbroek

**For Financial Services purposes only**

Reviewed By: <i>Michelle Uitenbroek</i>	If expenditures are recorded in the financial system at a level of detail lower than the level 6 as shown above, indicate the specific account numbers and amounts below: <u>Detail Expenditure Account Number</u> <u>Amount</u>
Date: 11/26/2024	
Comments:	