

## VILLAGE OF GRAFTON

### JOINT VILLAGE BOARD / TOWN BOARD OF SUPERVISORS MEETING MINUTES

OCTOBER 13, 2015

The Joint Village Board / Town Board of Supervisors meeting was called to order by Village President Jim Brunnquell at 6:30 p.m. The Pledge of Allegiance followed.

Village Board members present: President Jim Brunnquell, Trustees Tom Krueger, Dean Proefrock, Sue Meinecke, Dave Liss, and Lisa Uribe Harbeck

Excused: Trustee Dave Antoine

Town Board members present: Chairman Lester Bartel, Supervisors Tom Sykora, Steve Schaefer, and Tom Grabow

Excused: Supervisor Karron Stockwell

Village staff/officials present: Village Administrator Darrell Hofland, Fire Chief Bill Rice, Director of Public Works/Village Engineer Dave Murphy, Police Chief Charles Wenten, and Interim Village Clerk Teri Dylak

Town staff/officials present: Town Clerk Amanda Schaefer, Town of Grafton Attorney Sara MacCarthy

Others present: Members of the press and interested citizens

#### **APPROVAL OF MINUTES**

Motion by Trustee Harbeck, seconded by Trustee Proefrock, to approve the minutes of the 9-2-2015 Joint Town Board of Supervisors/Village Board meeting minutes, as presented. Motion carried.

#### **DISCUSSION AND POSSIBLE ACTION ON INTER-GOVERNMENTAL FIRE PROTECTION AND AMBULANCE SERVICES AGREEMENT BETWEEN THE VILLAGE OF GRAFTON AND THE TOWN OF GRAFTON**

Village President Jim Brunnquell briefly summarized previous discussions between the Village Board and Town Board regarding the renewal of a Fire Protection and Ambulance Services Contract between the two municipalities. He highlighted that previous contracts were based upon a flat 60/40 split of the cost of services. Based upon good feedback from the Town Board a revised agreement has been created and is before the members for review and consideration at this meeting. President Brunnquell commented that staff has contacted area municipalities and found that there is no consistency between contracts for these services.

President Brunnuquell identified that the proposed contract is based upon concerns expressed by Town Board members on the payment percentage of each municipality. The new proposed three (3) year contract uses a funding formula based upon population (33 percent), equalized valuation (34 percent) and calls for service (33 percent). Being able to maintain a fair level of cost sharing is an important factor in creating a service contract.

The new contract takes into consideration not only the Fire Department operating budget but also the costs associated with fire hydrant rental, personnel charges for Public Works and Utility staff who respond to emergency calls and participate in Fire Department related activities, personnel charges of Village Hall staff for Fire Department related activities, and water usage.

President Brunnuquell briefly discussed the Capital Equipment Plan (CIP) for the Fire Department. He informed the members that the CIP identifies the purchase of a Ladder Truck in 2016, as well as the purchase of a new Engine vehicle and the retrofit of two existing Engine vehicles. Fire Chief Bill Rice has agreed to push back the recommended purchase of one replacement Engine (863) and the refurbishment of two Engines (864 and 865) to 2018.

He stated that it is not the intent of the Village of utilize all of the Town of Grafton Capital Equipment Fund reserves. The Village of Grafton is willing to commit to making sure that the Town of Grafton is able to maintain a minimum \$300,000 fund balance. In the event a larger purchase would occur that would drop the balance below the minimum amount, the Village would defer the Town's payment until such time as the funds were available for payment without going below the minimum required balance of \$300,000. President Brunnuquell also stated that in the event a purchase is required that is not identified in the 5-year CIP, the purchase would be reviewed. President Brunnuquell stressed that the funds are not for items that are not planned for.

Fire Chief Rice stated that the Department completes periodic inspections of all Fire Department vehicles. He reviewed the results of a full inspection of the existing Ladder Truck. It was stated that the review of the Ladder Truck included a comprehensive review of the frame repair work that was completed several years ago. It was determined that the previous repair work is in good shape and the vehicle is overall in pretty good condition, but is beginning to show its age. There are no major mechanical or physical concerns with the vehicle, at this time. Chief Rice did indicate that there are several items that will need to be addressed in the future such as the exhaust system and hydraulic lines. He stated that these items can be planned for.

While the Ladder Truck is identified in the 5 year CIP, it should be noted that this is "just a plan" and is subject to change as things change. The replacement of the vehicle will be based upon the results of future inspections of the vehicle and its viability to the Department.

President Brunnuquell stated that as the dynamics of the Village and Town change, the agreement for services will need to change as well. One component reflected in this

agreement is that the Fire Department is now a Village department of the Village and not an independent contractor for fire services.

Town Chairman Lester Bartel thanked President Brunnquell for his leadership and willingness to work with the Town of Grafton on addressing the Boards concerns. He agreed that there will be on-going changes in each community that will require a re-examination of the contract numbers and provisions. As time moves forward, each community will have more accurate data to create a fair distribution of costs and to provide the best possible service to the residents of each community. .

Village Administrator Darrell Hofland briefly summarized the 2015 versus 2016 Fire Department funding by each entity. He identified the individual components utilized to determine the cost breakdown and the resulting percentage of cost for each municipality (copy attached).

He stated that the operating budget for the Fire Department is less in 2016 than in 2015. The Town of Grafton portion of the cost distribution is \$322,709 in 2016 which is approximately \$10,253 less than in 2015.

Chairman Bartel requested a clarification on the fire hydrant rental component of the breakdown of charges. Village Administrator Hofland responded that the water utility is governed by the Public Service Commission (PSC) which reviews short term operating costs and capital needs of the utility to be sure that the utility's rates are fiscally responsible with a small return on investment. The PSC recognizes the investment by the community to maintain and establish the water system including water towers, hydrants, infrastructure, etc. The hydrants are an integral part of the system and not only provide water in an emergency situation such as a fire, but also assist in maintaining water pressure throughout the system. Approximately 15 years ago, the Village Board made a decision not to charge residents the full amount of the cost to maintain the hydrant system. The amount of funds received from the taxpayers of the Village was capped at \$210,000. Fire hydrant rental has a value to the taxpayers and should be included as part of the operating expenses of the Fire Department.

Trustee, and former Utility Director, Tom Krueger stated that the cap amount of \$210,000 is not the full cost. He stated that as the system expands, the amount increases and was estimated at approximately \$285,000 several years ago. Both the taxpayers and the utility customers are picking up this cost.

Chairman Bartel questioned the percentage of the hydrant rental being allocated to the Town of Grafton. Administrator Hofland responded that of the \$210,000 charge, the Town portion is approximately 26.7 percent.

Chief Rice commented that the hydrants are integral to the ability of the Department to fight fires. The Department uses the closest hydrant to the location of the fire, whether the fire is located in the Village or Town of Grafton. In the case of a Town fire, the Department establishes a fill and refill shuttle of trucks to make sure that adequate water is available to

fight the fire. There are instances when only a small amount of water is needed and the tender truck may be adequate; however, protocol indicates that the Department be prepared for a larger fire scene in the event that adjacent structures or other factors impact the fire scene. There may be occasions when hydrants from adjacent municipalities are used, although this is rare. Generally water from the Village of Grafton is used to fight fires in the Town of Grafton.

Supervisor Tom Grabow questioned the number of fire hydrants in the Village of Grafton. Trustee Krueger responded that there are over 500 hydrants in the Village. Supervisor Grabow commented that there are seven hydrants in the Town of Grafton. He stated that the hydrant fund should have a significant fund balance and questioned if the funds in the account have been used for purposes other than fire hydrant maintenance and installation.

Administrator Hofland stated that the \$210,000 the Village receives from its taxpayers is given back to the Utility and is placed in the Utility budget.

Public Works Director/Village Engineer Dave Murphy informed the members that every water main in the Village is oversized. This provides the Village with the ability to successfully provide water service to the residents while utilizing the system for firefighting needs in both the Village and Town.

President Brunnuell questioned if the \$300,000 Town Equipment Fund fund balance cap should be referenced in the agreement. Administrator Hofland responded that the cap provision will need to be added to the proposed agreement.

Chairman Bartel thanked the Village for adding the cap provision. He suggested that for future agreements the Village consider including a provision that would include review of large capital equipment purchases by the Town Board. He expressed concern with Town taxpayers assisting in the payment of equipment without the ability to review the purchase of that equipment. Chairman Bartel stated that the Town and Village are on a journey together and have been able to work together on many matters in the past.

President Brunnuell questioned if the Town wants the equipment review provision in the current proposed contract or a future contract. Chairman Bartel responded that the item can be reviewed for a future contract. He indicated that the proposed contract better identifies the actual costs for fire and emergency services. Significant changes have occurred since the first contract was completed. Adding the equipment review component in a future contract will allow for both entities to review the matter and check policy and legal options.

President Brunnuell reiterated the addition of a paragraph in the proposed contract to reflect the cap on the minimum amount of Town fund balance at \$300,000 for life of contract. In addition, if the balance is below the cap amount, the Village will defer payment until such time that the balance is over the minimum cap and payment can be made without going below the cap amount. In the event there is a need for an item that is not

included in the CIP, the item would be outside of the proposed agreement. Chairman Bartel agreed.

Trustee Meinecke commented that the Town of Grafton does have the ability to review the purchase of Fire Department equipment. She reminded the members that the Public Safety Commission includes two representatives from the Town of Grafton. It is their responsibility to provide information to the Town Board on matters of mutual interest. Trustee Meinecke also stated that ultimately the purchase of equipment rests with the Village, even though the Town may fund a portion of the item. There is the possibility that the Village could decide to purchase an item and the Town could say no which could create a problem for the Fire Department.

Trustee Harbeck stated that the Village of Grafton is ultimately the provider of a service and the Town of Grafton is the customer. As Trustee Meinecke stated there is a concern that the purchase of equipment could be held up because of disagreements between the two municipalities on the purchase. Trustee Harbeck indicated that the Fire Department is the best group to determine what type of equipment is necessary to provide the needed services, such as the need for a front suction apparatus.

Fire Chief Rice agreed stating that modern firefighting practices in rural areas include the ability to maintain road access during an emergency event. The Department currently uses side functioning apparatus which blocks the entire roadway.

Trustee Harbeck confirmed that the Village is trying to work with the Town to provide the best service for all with the equipment needed to do the job properly. She expressed concern that the Town appears to be frustrated with the agreement components. Trustee Harbeck also questioned if the Town has researched the cost of receiving fire and emergency services from another community.

President Brunquell stated that both the Village and Town have adequate fund balance to make the provisions of the agreement work for both communities. The concerns of the Town have been addressed and as things change in the future, the agreement will be adjusted as needed. The Village and Town participate in several inter-governmental agreements for the Library and road maintenance with no problems. It is in the best interest of both entities to continue to work together to provide the best possible services to the residents of each community. We need to continue working together for the betterment of the "community of Grafton". The two communities share a logo and a brand and have proved that we can work together and get things completed.

Chairman Bartel agreed with President Brunquell and commended all involved in the creation of the agreement for being willing to compromise and work together on an agreement that will work for both communities. Chairman Bartel also stated that he is not frustrated with the process; however, when an entity is spending over a million dollars on something that affects another group, discussion on the purchase of that item is a good way to make sure that the purchase is good for all concerned. He stated that he has faith in both Boards that they will continue to do what is in the best interest of all concerned.

President Brunnquell informed the members that the Village will be reviewing its 2016 budget, which includes the Town of Grafton funding component, tomorrow at the annual budget workshop. He questioned if the members were ready to act on the Fire Protection and Emergency Medical Services Agreement presented tonight with the amendment to include the \$300,000 minimum Town Equipment Fund fund balance and the deferring of payment if the balance is below the minimum amount, for the Town of Grafton for the length of the contract.

Trustee Meinecke stated that she would like additional time to review the agreement prior to taking action.

Supervisor Schaefer questioned the funding formula portion of the agreement. Administrator Hofland responded that the formula of using population, property valuation, and calls for service is identical in weighted percentages. The purpose is to equalize the categories so that they are treated the same for funding purposes.

The life expectancy of a fire truck was briefly discussed. Chief Rice stated that, on average, a fire truck will last approximately 20-25 years. There are factors that impact the length of time a truck is viable. In addition to wear and tear, the major factor is changes in technology for fire fighter safety and efficiency. He prefers to work on a 20 year timeline.

The cost of a new Ladder Truck, replacement vehicle and the two retro-fit vehicles was questioned. Chief Rice state that the planned 2016 Ladder Truck purchase and the three other items, now scheduled for 2018, will cost approximately \$1.7 million.

It was the consensus of the members of both Boards that additional time should be allowed to review the proposed agreement and that the Boards are moving in the right direction. The members agreed that the agreement must provide comprehensive services in a fiscally responsible manner for both communities. Another meeting be held in a few weeks to finalize the agreement.

## **DISCUSSION ON MAINTENANCE SERVICES ON BORDER ROADS**

### Pleasant Valley Road

Supervisor Grabow stated that the Village has not completed or paid for any maintenance on Pleasant Valley Road since the area was taken over by the Village in 2005. He indicated that the Town has paid for all improvements and there are currently several sections of the roadway that need attention. He suggested that the area be placed on the Village's listing for road repairs.

Public Works Director/Village Engineer Murphy stated that his Department, on several occasions, was going to fill pot holes on this roadway and was told the work was already completed. He identified that the Village will respond to work that needs to be completed. Mr. Murphy also informed the members that a prior agreement with the developers of the Shady Hollow Subdivision includes a provision that when the northern area of the subdivision is developed, Pleasant Valley Road will be refurbished and the grade

changed. The project has been included in the Village's 5-year Street Improvement Program listing for many years.

Supervisor Grabow commented that the problem with the border road agreement is that Ozaukee County does not pay attention to the limits of the Town and Village sections. He also stated that, in the past, Ozaukee County has worked on an area of roadway that is their responsibility and as they moved along the road they completed work they deemed necessary even though it may not have been their responsibility to do so. Mr. Grabow suggested that an agreement be created for road maintenance similar to the snow plowing agreement already in place.

Director Murphy agreed and stated that on several occasions the Village crews have completed patching on Town roads that were not the responsibility of the Village. He specifically referenced Cheyenne Avenue.

President Brunnuell requested that this matter be placed on a future Board of Public Works agenda for review.

#### **RIVER BEND ROAD JOINT ROAD CONSTRUCTION**

There was no discussion on this agenda item.

#### **ADJOURN**

Motion by Trustee Meinecke, seconded by Chairman Bartel, to adjourn the Joint Village Board / Town Board meeting at 7:25 p.m. Motion carried.