



AGENDA
City of Milton
Policy Ad Hoc Committee
Wednesday, May 18, 2016
3:00 PM
MILTON CITY HALL
Council Chambers, 710 S. Janesville Street

1. Call to Order and Confirmation of Appropriate Meeting Notice.

2. Approval of Agenda

3. Approval of Minutes - Policy Ad Hoc Committee Minutes - May 10, 2016.

Documents: [5-10-2016 Policy Ad Hoc Committee Minutes.pdf](#)

4. Follow-up Discussion Regarding Committees/Commissions from May 10, 2016.

Documents: [092009BYLAWS OF THE MILTON AND MILTON TOWNSHIP JOINT FIRE COMMISSION.pdf](#), [RW Study Chap 2 - Operational Recommendations.pdf](#), [071315LegalMemo Re Milton Township FD .pdf](#), [09152009 Fire Protection Agreement.pdf](#)

5. Create Additional Recommendations Regarding Committees/Commissions as Needed.

6. Set Future Meeting Date(s)

7. Motion to Adjourn

**Please note that upon reasonable notice, at least 48 hours in advance, efforts will be made to accommodate the needs to disabled individuals through appropriate aids and services. For additional information to request this service, please contact the City Clerk's office at 868-6900, 710 S. Janesville Street, Milton, WI 53563.

Notice is hereby given that a majority of the Common Council may be present at this meeting at the above mentioned date and time to gather information about a subject over which they have decision-making responsibility. This constitutes a meeting of the City Council pursuant to State ex rel. Badke v. Greendale Village Bd., 173 Wis. 2d 553, 494 N.W. 2d 408 (1993) and must be noticed as such, although the City Council will not take any formal action at this meeting.

Posted at Dave's Ace Hardware, Piggly Wiggly, Milton City Hall

Posted by: Elena Hilby

**City of Milton
Policy Ad Hoc Committee Minutes**

5/10/2016 - Minutes

1. Call to Order and Confirmation of Appropriate Meeting Notice.

T. Rush called the meeting of the Policy Ad Hoc Committee to order at 3:02 p.m.

Present: Theresa Rusch, Ald. Lynda Clark, Larry Laehn, and Herb Stinski.

Also Present: Ald. Nancy Lader, City Clerk / Deputy Treasurer Elena Hilby, and Assistant to the City Administrator Inga Cushman.

2. Approval of Agenda

Ald. Clark motioned to approve the agenda. H. Stinski seconded, and the motion carried.

3. Approval of Minutes - Policy Ad Hoc Committee Minutes - May 3, 2016.

L. Laehn motioned to approve the minutes with the changes provided by Assistant Cushman. H. Stinski seconded, and the motion carried.

4. Follow-up Discussion Regarding Committees/Commissions from May 3, 2016.

The committee discussed the feedback received from the Common Council at their meeting on May 3, 2016.

The committee is making the following recommendations:

Community Development Authority and Economic Development Commission

- Move the Economic Development Commission under the Community Development Authority.
- No more than two Council members on the committee.
- No more than nine total members on the committee
- No more than one representative from a single organization.

Emergency Medical Services Commission

- Eliminate the Emergency Medical Services Commission.

Historic Preservation Commission

- No recommended changes

Joint Fire Commission

- Modify the current bylaws and the Fire Protection Agreement so they are in conformance with Wisconsin Statutes 62.13.
- The Policy Ad Hoc Committee plans to review the bylaws to recommend changes and review the study done by RW Management.

Parks & Recreation Commission

- Replace Recreation Director in the ordinance with The Gathering Place Executive Director (or

his/her designee) and make a voting member.

Personnel & Finance Committee

- Eliminate the Personnel & Finance Committee

Public Safety Committee

- Eliminate the Public Safety Committee
- Host quarterly Community Forums, and encourage Council attendance.
- Create ad hoc committees as needed.
- Attach monthly reports from the Police Department in the Council packets.

Public Works Committee

- Meet quarterly with additional meetings as needed.
- Add two public citizens to the committee.
- Add recycling, building inspection, and storm sewer to the ordinance.

Tourism Development Committee

- Hold minimum quarterly meetings and additional meetings if needed.
- Remove the need for Council members on the committee from the ordinance.
- Change Administrator to an ex-officio, non-voting member.
- Committee elects chair after annual committee appointments are complete.

General Recommendations

- Update all ordinances related to committees and commissions.

5. Create Additional Recommendations Regarding Committees/Commissions as Needed.

The committee also made the following recommendations:

Board of Review

- Replace Council members with citizen members.

Ethics Board

- No recommended changes.

Library Board

- No recommended changes.

Plan Commission

- No recommended changes.

Police Commission

- No recommended changes.

Zoning Board of Appeals

- Explore making alternates be regular members on the committee. Review member attendance at past meetings and any applicable legislation.
- Reference Wisconsin administrative code in ordinance.

6. Set Future Meeting Date(s)

The next meeting of the Policy Ad Hoc Committee will take place on May 18, 2016 at 3 p.m.

7. Motion to Adjourn

H. Stinski motioned to adjourn the May 10, 2016 meeting of the Policy Ad Hoc Committee at approximately 4:34 p.m. L. Laehn seconded, and the motion carried.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Inga Cushman', written over a horizontal line.

Inga Cushman

Assistant to the City Administrator

BYLAWS OF THE MILTON AND MILTON TOWNSHIP JOINT FIRE COMMISSION

September 2009

Article I Name Authorization and Purpose

Section 1 Name

The name of the commission shall be the Milton and Milton Township Joint Fire Commission.

Section 2 Authorization

The commission is authorized under the agreement of the City of Milton and Town of Milton.

Section 3 Purpose

The purpose of the Milton and Milton Township Joint Fire Commission is;

To advise the Fire Chief concerning fire department matters.

To approve expenditures, and the fire department annual budget.

To be a liaison with contracted municipalities for services rendered by the fire department.

To report to the City of Milton City Council and Town of Milton Board of Supervisors on actions taken by the Commission.

Article II Membership

- A. The commission will consist of six members, three council members from the city, and three town board members. The members will be appointed to the commission by the municipalities. The members will serve at the discretion of the two municipalities. Any openings occurring must be filled within one month.

B. Each municipality will be allowed to have one alternate member assigned to the Commission. The alternate member may attend all meetings, but will only be allowed to participate in a meeting in the absence of a regular Commission member. When acting as a member, the alternate will have full voting rights.

Article III Officers

The commission shall consist of a chairperson which is elected annually at the April meeting. The chair position will alternate from each of the jurisdictions to assure equal representation. The chair will come from the Town on even years, and the City on odd years.

Article IV Meetings

Section 1 Meeting Dates

The commission will be held on a monthly basis. The date and time will be set by the Chair at the end of each meeting. The meetings will generally occur on the third Wednesday of the month at 7:00 P.M. The chair may reschedule regular meetings, or call special meetings as long as Wisconsin Open Meeting laws 19.81 (1) are followed.

Section 2 Meeting Locations

The meeting location will alternate between the City of Milton City Hall, and the Town of Milton meeting room. The meetings in January, March, May, July, September, and November will meet at the City Hall, with meetings February, April, June, August, October, and December at the Town hall.

Section 3 Parliamentary Procedure

The conduct of the meeting shall generally be guided by the rules contained in the latest edition of Robert's Rules of Order.

Section 4 Quorum

A quorum of four members is required to hold a meeting. Adoption of any amendment to these bylaws or acceptance of an annual budget will require a full body of the Commission.

Section 5 Setting the Agenda

- A. The agenda will normally be set seven days in advance of the meeting. Any changes requested after that time shall be made at the discretion of the Chairperson.
- B. The Chairperson will approve the agenda prior to posting.

Section 6 Order of Business

Call to order

Approval of the Agenda

Approval of the prior minutes

Public Participation

Old Business

New Business

Fire Chiefs report

EMS Business

Fire Business

EMS Expenditures

Fire Expenditures

General Items

Set next meeting date

Adjournment

Article V Bylaw review and Changes

- A. The Bylaws shall be reviewed each year at the January meeting.
- B. Any changes must have two readings at two separate meetings and be made effective at the third meeting with a full body vote.

Article VI New Members

New members will be issued the following;

Bylaws of the Commission

Agenda and Minutes of the previous three months

Roster of Commission Members

A copy of Roberts Rules of Order

A copy of Wisconsin Open Meeting Law

A copy of the Handbook for Wisconsin Police and Fire Commissions

A copy of the Standard Operating Guidelines for the Department

A copy of the current budget

A copy of the plan of work for the year

Copies of three, and ten year plans for the Department

A copy of the Department Officers organizational chart and contact information for the Chief Officers

Revised September 2009



MILTON / MILTON TOWNSHIP FIRE DEPARTMENT FIRE EMS SERVICES ANALYSIS

CHAPTER 2 – OPERATIONAL RECOMMENDATIONS

OPERATIONAL RECOMMENDATIONS

Operational Overview and Recommendations

As stated earlier, the objectives of this project were to evaluate the Milton/Milton Township Fire Department (Department) and make recommendations for the Department's short/long term organizational and administrative needs. The Analysis includes findings and recommendations relating to the Governance and Administration, Assessment and Planning, Goals and Objectives, Financial Resources, Programs, Physical Resources, Human Resources, Essential Resources, Training, and External System Relations of the Fire Department. This section evaluates the Department's present Fire/EMS organizational and administrative needs, and makes recommendations relating to the categories listed above. This review was based on the Center for Public Safety Excellence (CPSE), formerly the Commission of Fire Accreditation International (CFAI) categories and criteria.

The Milton/Milton Township Fire Department overall is doing a very good job of maintaining high standards in providing fire and emergency medical services. Department personnel displayed professionalism and were very cooperative throughout the review.

Governance and Administration

Findings

The Milton/Milton Township Fire Department is an organization established by an Intergovernmental Agreement with the Town and City of Milton. The governing authority according to the agreement is the Milton and Milton Township Fire Commission. The Commission Members are governed by Commission By-laws. All Department assets and liabilities are shared equally by both municipalities. There are communication concerns between the Department, Commission, Town Board, City Council and City Administrator. The Fire Chief provides guidance to the Commission in; policy making, planning, compliance with legal requirements, and the department's vision and mission. The City Finance Department provides assistance with payroll, invoices and payments. RW Management has concluded that at times there seems to be inconsistency in communications and miscommunications between the Township Board, City administration and the Department administration when conducting business.

Furthermore, in reviewing Chapters 60 and 62 of the State Statutes, the establishment of the Fire Department does not appear to meet State Statutes. The responsibilities of a Police and Fire Commission (PFC) are limited to the authority granted to the commission by Chapter 62.13 of the Wisconsin State Statutes. The PFC does not have "optional powers" granted by the electors. Statute 62.13 also describes the number of allowed commissioners, description of who is allowed to be a commissioner and how they are appointed.

The Milton Area Emergency Services Association, Inc. is a non-stock, non-profit State of Wisconsin Corporation. This Corporation's By-laws contain mandatory dues, termination standards, 18 month probationary period, cash retirement gifts and dress uniform purchases.



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CHAPTER 2 – OPERATIONAL RECOMMENDATIONS

Recommendations

- The Town and City should receive legal guidance regarding the formation of the Fire Department and the oversight or governance of the Department. The Department has the appearance of a Fire Protection District. A fire protection district is a nonprofit municipal corporation or inter-governmental entity formed for the mutual benefit of providing fire protection and associated services to each governmental entity involved. Generally, the governing body of the fire district is a board or commission consisting of representatives of each municipal entity under the jurisdiction of the fire district. The main advantage of a fire district is administrative representation and financial equity, based upon a predetermined factor. The fire protection district board develops a budget for district operations, which is then procured through tax levy by each municipal entity in the district. The fire district should be supported by an Agreement signed by all member municipal entities and registered or recorded with the Secretary of State. In some cases a municipality, (city or village) may be required to adopt a municipal ordinance to compliment the Agreement. Chapter 66.0301 and 66.03125 (Mutual Assistance) may be used for guidance. There is no statutory reference to “Fire Districts” in Wisconsin.

RW recommends that the establishment of the Department needs to be completed in a legal manner. The authority of the Chief, the Oversight Board, the City Council, the Town Board and the private corporation are all open to concerns relating to civil liability until this is legally determined. The Commission is not covered by State Statutes or Town or Village Ordinances, the Chief was sworn in by the City, and there does not appear to be any ordinances or resolutions creating the Department.

- Establish a more structured communications process between the Town Board, City Administrator, City Council, Commission and the Fire Department that utilizes written reports, regular meetings between the Administrator and Chief, and meetings with the Town Clerk or President as needed. This can be accomplished once the governance of the Department is more clearly defined.
- The Milton Area Emergency Services Association, Inc. by-laws need to be revised. The way the governance and by-laws are currently set up, the independent corporation has By-laws that contain Human Resource functions within the Department and provide personnel policies for the Department. These conflict with the Department Standard Operating Guidelines.

Assessment and Planning

RW reviewed area characteristics, fire and non-fire risk assessments and response strategies, and planning within the Department. The following findings and recommendations are based on planning concerns and risk management criteria that will impact outcomes and provide for the basic needs to complete the mission of the Department.



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Findings

The Department is considered a combination department with a total of two part time positions and fifty-two paid on premise positions. The coverage area includes the City of Milton, the Town of Milton and portions of Harmony, Johnston, Lima and Koshkonong Townships. Approximately 90 square miles with an estimated population of 11,523. The Department responded to a total of 1205 incidents in 2014, with 446 of those being fire related and 759 for emergency medical service (EMS).

The department has approximately 54 part time or paid on premise members which include the Chief, 2 Deputy Chiefs, administrative assistant, 3 Captains, and 3 Lieutenants. The Chief plans to present a new organizational plan to the Commission this month.

The geographic boundaries of the coverage district are established. The Town and City use the appropriate codes, statutes and regulations in their planning process. Water and fire protection systems are reviewed in the planning process.

The Department's current Insurance Services Office, Inc. (ISO) rating is a 4 in the hydrant areas of the district and 8b in the non-hydrant coverage areas. This review took place in 2014. The rating schedule measures the major elements of a Department's fire suppression system. These measurements then are developed into a Public Protection Classification number on a relative scale from 1 to 10, with 10 representing less than the minimum recognized protection. The schedule is a fire insurance rating tool used to determine property insurance premiums that property owners pay to their insurance carrier.

The Department does not have a "standard of cover" for emergency deployment, which outlines response time, pumping capacity and apparatus and equipment deployment objectives. A formal risk assessment has not been completed.

The water supply system is adequate for the City, and is utilized in the planning effort as it relates to development. The department has tenders and relies on mutual aid for water tenders when fighting fires in the Townships.

The Department does have a long-range strategic plan, which includes stations, vehicles and personnel for the next five (5) to (10) years in the development. This analysis will help provide the basis for the long range strategic plan. The City does have a strategic plan in place.

There are no current annexation issues or concerns with neighboring communities.

Recommendations

- RW recommends that the Fire Chief position be changed to a full time position and that the Assistant or Deputy Chief positions are changed to three full time shift commander positions. There is currently a minimum staffing of 4 personnel covering from 6:00 p.m. until 6:00 a.m. and 5 personnel from 6:00 a.m. until 6:00 p.m. The personnel are staffed in 12 hour blocks. There is a need to maintain supervision throughout the entire 24 hour period and that could be accomplished with 3 full time 24 hour shift commanders.



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- The Township's growth plan and the current incident response statistics show no need for improved station coverage, but there is potential to work with the City of Janesville as they look to locate a station near the southern edge of Milton's district. Specific recommendations in these areas are covered in the Physical Resources section, of this chapter.
- A fire risk assessment and response strategy listing the nature and magnitude of the hazards within the City and Townships should be completed. The fire risks in each planning zone, including required fire protection resources and special, routine and isolated hazards need to be identified (pre-plans) so an accurate "standard of cover" strategy can be established. The risk assessment and the recommendations and implementation plan in this report will provide the basis for a comprehensive strategic plan.
- In conjunction with the Town and the City, a long range strategic plan should be developed for the Fire Department.

Goals and Objectives

RW performed an evaluation of the Department's goals and objectives, and has made recommendations for future documentation.

Findings

The Town and City do not have written goals and objectives for the fire department. The Fire Department has written goals and objectives that are in the budget document. This is not seen by the fire department members and there is an unclear process in place to meet these goals and objectives.

The Department's management process is unclear at times, and the fire department organizational structure is confusing at times. For example, with a part-time Chief and part time Deputy Chief Positions, some of the Department members don't know who to report to when seeking information and guidance.

Standard operating guidelines were recently completed by the Chief and approved by the Commission. Department members have not been trained in these guidelines yet.

Recommendations

- RW Management recommends the Department meet with the Town and the City to further define and develop formal written goals and objectives. This can be accomplished by the development of a committee representing the Department, City and Town administration, and governing body in the development of the mission statement, goals and objectives. Once completed, everyone on the Department needs to be familiar with the mission of their fire department and how the Department is going to achieve its goals.



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- Fire department needs to update and re-enforce department goals and objectives with members through a required learning/training program to ensure consistency and compliancy with all Department policies.
- Town, City and Department goals and objectives should be reviewed annually by the Chief and City and Town administration, with any changes necessary brought to the attention of the Town Board and City Council.
- The Department should identify and develop an updated management process (chain of command) that will be responsible for implementing the Town, City and Department's goals and objectives. This can be accomplished by developing a committee of Town, City and fire representatives who through a plan will develop, teach, and ensure that all department employees have a very clear understanding of the chain of command.
- A determination needs to be made on whether the Town, City or Commission have responsibility to determine department organizational structure and reporting responsibility. These relationships should be clarified in the respective municipal codes.

Financial Resources

RW reviewed how the Department handles financial issues.

Findings

The Fire Chief develops the budget with some input and recommendations from the officers and firefighters. The budget then goes to the Commission for review and approval. The approved Commission budget then goes to the Town Board and the City Council for adoption and placement on the tax levy.

Financial reports are provided to the Chief by the Finance Director who reviews them on a consistent basis. Independent audit of the Fire Department finances are not being conducted annually.

The Fire Chief reviews invoices for expenses incurred by the Department on a monthly basis and submits them to the City finance department for processing and payment. There have been concerns related to invoices, vouchers, account overruns and timely payments.

Within the Milton/Milton Township Fire Department is a not-for-profit 501c3 Fire Association that conducts annual fund raising efforts. The funds are used to support the fire department and buy equipment that is not funded by the Town and City tax levy. The Association operates independently from the Town and the City and does not provide any accounting of revenues and expenses to the City or Town. Fundraising is not covered by Town or City policy when using the Department's name and resources.



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Recommendations

- RW recommends that independent financial audits of the Fire Department finances should be included in the annual City audit. Any audit deficiencies should be implemented in the Department. The Department should utilize current financial principals and GAAP.
- The Town, City and Milton Area Emergency Services Association, Inc. should establish fund raising policies and procedures for the Fire Association to follow when fund raising efforts are conducted utilizing the Department's name and resources. These funds should also be subject to independent financial audits and public disclosure.
- The Chief should include officers and line personnel in the budget process, and use it as an opportunity to develop future Chief Officers. An example would be to ask all department employees to submit their own budget requests (wish lists) for the upcoming year, and then organize a Department summit to prioritize the requests.

Programs

This area is defined as the services, activities and responses provided by the department for the communities served, and supported by the mission, goals and objectives of the Milton/Milton Township Fire Department.

Findings

Fire Suppression

The fire suppression performed by the Department is supported by 2 Engines, 1 Quint, 2 Ambulances, 1 Grass Truck, 2 Tenders, 1 Water Rescue, 2 Utility Pickups, 1 Inflatable Boat, 1 ATV, 1 MCI Decon Trailer and 1 Command Vehicle. All responding personnel are familiar with the Incident Command System (ICS), and work well with their MABAS¹ neighbors. All Department Officers are currently receiving the premier command Blue Card training.

Fire Prevention

The department provides the City and Township, in their coverage area, adequate fire prevention and code enforcement programs that totaled 656 inspections in 2015. There is currently no automated process in place for inspection records. Re-inspections are not always being completed and more training is needed. The re-inspection issue was addressed during this analysis and has been corrected.

¹ Mutual Aid Box Alarm System



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Public Education

The Department has a school education program in place. They provide fire extinguisher training, utilize the Survive Alive House, provide CPR training and have an open house during fire prevention week.

Currently there is no written public education program, which includes an effectiveness analysis of their public education program.

Fire Investigations

The Department does currently investigate fire cause and origin, and provides fire investigation services for all fires. Most investigations are completed internally but the Department does not have the related training or certification they should have.

Rock County had an investigation team in the past, but it was disbanded. The State Department of Criminal Investigation (DCI) and Fire Marshall are called in when necessary.

Technical Rescue

The department does provide some Technical Rescue (extrication and water and ice rescue) training, but other services such as elevated rescue, dive, confined space, and Trench Rescue are provided by external resources.

Hazardous Materials

Hazardous materials services are provided by the department up to the operational level. There are several trained technicians on the Department, who are on the Rock County Team. Level B team is provided by Rock County and a Level A team is provided by Madison. This is a practical approach to hazardous materials for a department this size.

Emergency Medical Services

The department provides basic emergency medical services up to EMT-Advanced service level available, with paramedic service available from Janesville and Fort Atkinson Hospital.

An Advanced Life Support – Paramedic feasibility study was recently completed recommending that the Department provide ALS service.

Emergency / Disaster Management

There is a City Emergency Operations Plan in place. This plan designates the City Administrator as the Emergency Management Director for the City.

There is also a Rock County Emergency Operations Plan and Emergency Operations Center located in Janesville.



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CHAPTER 2 – OPERATIONAL RECOMMENDATIONS

There has been limited disaster training and planning for the Department, City and Townships.

Recommendations

- The Fire Department should conduct periodic appraisals for all programs to ensure consistency and compliance with the department's mission.
- Train at least 2 -3 personnel as certified fire investigators and develop a fire investigation program, which includes the ability to investigate all fires as to cause and origin.
- The Department should continue to train on NIMS, MABAS incidents, and EOC, with defined role and responsibilities of internal officers and surrounding departments. All personnel should be trained to the ICS 200 level and officers to the ICS 400 level. All personnel should be familiar with the Emergency Operations Plan of the City and the County.
- RW recommends that the Fire Chief be designated as the Emergency Management Director for the City and Town.
- Establish written fire inspection and public education programs.
- Develop a written paramedic implementation plan for the Town and City approval.

Physical Resources

This section evaluates the Department's fixed facility, apparatus and maintenance and related personnel needs.

Findings

The Department operates 1 fire station which was built in 1976. The facility is maintained and managed to meet the agency's mission. The design of the facility is not conducive to staffing personnel on premise. The station location is adequate for the Department's coverage area. The current location allows for easy access and response for the majority of department personnel and acceptable apparatus response to incidents. This is confirmed by a study completed in 2011. The station needs to be replaced and there has been conflicting information relating to when this will occur.

The ideal standards of coverage for fire and emergency medical responses are 4-6 minutes from the time that the call is dispatched until the unit arrives on the scene. This standard is consistent with the standards of the following agencies;

- Occupational Safety and Health Administration (OSHA)
- National Highway Traffic Safety Administration (NHTSA)
- National Fire Protection Association (NFPA)



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- American Heart Association Guidelines for Defibrillation and CPR
- National Standard of Care for EMS Response
- Journal of American Medical Association
- Commission on Accreditation of Ambulance Services (CAAS)
- American Ambulance Association (AAA)

These established national standards for response have proven to be valid and will be utilized in legal cases as being the benchmark to which services will be judged. The Department generally meets these standards with the current station location, and current staffing levels.

The apparatus are fully equipped for structural firefighting, water supply is adequate for most areas, emergency medical response times are good, extrication and rescue meet standards. The vehicles are checked on a regular basis and have adequate daily maintenance provisions. The current Department apparatus are well designed and meet the Department's goals and objectives.

The Department has outsourced certified vehicle maintenance service and emergency repair for all apparatus. A schedule is established and appears to meet the need for service and reliability of emergency apparatus. The Department equipment resources were adequate and well maintained. There was regular preventive maintenance and repairs on the equipment and an inventory control system was in place.

There is a capital Improvement program set up which outlines the replacement schedule for the apparatus, although the station maintenance or replacement is not part of that plan.

Recommendations

- RW recommends that the Town, City and Fire Department jointly develop a physical resource implementation plan for the new station. This will assure that all interested parties are part of the planning process and moving in the same direction.

Human Resources

RW reviewed the development and utilization of human resources for the Department. The Department's organizational chart, Department policies and standard operating guidelines were examined to provide a basis for the completion of this section.

Findings

There is currently no designated personnel manager for the Fire Department.

There are current job descriptions for all personnel are in place. The Department recently implemented new standard operating guidelines. There were limited human resource policies in place.



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Selection, discipline, and promotion policies are in place. Currently the Commission holds the responsibility for these areas with the Fire Chief providing input.

The Department does have a written new member orientation program. The probationary period is listed in the Association by-laws, the Department Standard Operating Guidelines and job descriptions.

The City has a written Employee Handbook in place, but the Department does not follow this handbook.

A written physical/fitness program is not in place at this time or career development plan in place.

The Department does not have a written risk management program in place.

The Department does not conduct exit interviews when members of the department resign.

Recommendations

- RW recommends that the Fire Chief be designated as the personnel manager for the Department. The Chief should receive Human Resource training. All personnel issues should be coordinated with the City and Town Administration. This will provide the Fire Chief with someone who has human resource knowledge and ability.
- RW also recommends that the Department develop a career development program and a written health and fitness program for the Department. Mandatory physicals should be part of the health and fitness program.
- Establish recruitment, retention, and promotional process committee.
- The Department should develop a Health and Safety Committee, and begin putting together a risk management and safety program for the Department.
- Develop a written risk management process that will provide the City and Town with an analysis of community risk using real world factors. The risk assessment will include determining and defining the differences in risk between single family, multiple family, and commercial dwellings within the coverage area.
- Provide human resource training and review SOGs with all members.
- Solicit constructive feedback by performing exit interviews with personnel who leave the Department.

Essential Resources

RW interviews and document review provided a basis for the completion of this section.



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Findings

The water supply in most of the coverage area is covered by a hydrant system, which is adequate. Mutual Aid Box Alarm System (MABAS) provides for Tender coverage from other departments for the areas that do not have hydrants.

A county wide VHF Communications system is in place and dispatch is provided by a county wide dispatch center. This system provides interoperability with mutual aid departments. The Communication Center does have adequate communication standard operating guidelines in place.

The management information system does support the current needs of the Department. There is limited administrative support and resources available to the Department. The Department server will no longer be supported at the end of July and needs to be replaced. The Department is currently using Firehouse software and has been researching moving over to Imagetrend software. Imagetrend is the State EMS software that the Department interfaces with for EMS records. Currently EMS reports are scanned and sent to the billing company to process.

There is a part time administrative assistant in place.

Recommendations

- RW recommends that the Department replace the Department server with a current version of server software that will be supported.
- Adopt a records management information system that supports all departmental needs. Complete the research on the differences between Firehouse and Imagetrend software and determine which will provide the best overall programming for the entire department.

External Resources

Findings

Rock County has a county wide VHF conventional radio system and mobile data system in place. This radio system is narrow banded and compliant with FCC regulations. The mobile data system is underutilized by the Department.

Recommendations

- There are no additional recommendations in this section.



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CHAPTER 2 – OPERATIONAL RECOMMENDATIONS

Training

Training supports safety and is the backbone for all fire departments when it comes to providing services to their communities in a safe and efficient manner.

Findings

The department has a training schedule.

No performance-based measurements are in place, although NFPA core competencies are followed. EMS core competencies are written out.

The Department is utilizing Fire House software for training records.

The Department's training facilities and facilities that they have access to are very limited. A hose/training tower is part of the plans for the new station.

Recommendations

- The Fire Department should develop a written departmental training program with a twelve month calendar of events. This plan should include needs and skill analysis, core competencies, certification and recertification requirements, training methodology, testing and evaluations, resources and facilities and schedule. This will allow for all department members to plan for and attend training on a regular basis.
- Identify training needs as they pertain to current and potential future risks.
- Expand training with MABAS partners by setting up mock incidents and worse-case scenarios, to better prepare the members for incident types that are low frequency and high risk. Some examples would be; tornado drill, high school shooting, hazmat incident, etc.

External System Relations

This section of the report covers external department relations for fire, EMS and police coverage and their effect on the station and staffing needs of the Department.

Findings

The Department does not have a strategic plan in place that would also address the external relationships and potential for changes in those relationships based on population, economic factors, and county-wide rescue emergency planning efforts.

The MABAS agreement and related auto-aid agreements, box cards and standard operating guidelines are functioning well.



**MILTON / MILTON TOWNSHIP FIRE DEPARTMENT
FIRE EMS SERVICES ANALYSIS**

CHAPTER 2 – OPERATIONAL RECOMMENDATIONS

There are no current consolidation discussions

Recommendations

- RW recommends that the Milton/Milton Township Fire Department develop a Strategic Plan, which includes how external resources are utilized.
- Research potential for consolidations and potential joint staffing of a future Janesville fire station.
- Discuss potential for increased training with external departments including the Milton Police Department and Rock County Sheriff's Department.

Memo

To: Al Hulick
From: MAS
Date: July 13, 2015
Re: Milton Township Fire Department

Pursuant to your request I have reviewed the Milton\Milton Township Fire Department Fire EMS Services Analysis prepared by RW Management Group, Inc. My comments focus on those portions of the report involving the legal aspects of the formation and operation of the entity providing fire protection services for the City and the Town which is named the Milton and Milton Township Fire Department (Department).

On page 2.1 under the heading "Findings", it states that the bylaws for the Department are the Chapter 181 corporate bylaws for the Milton Area Emergency Services Association, Inc. That statement is not accurate, but I understand, after speaking with you, that the author of the report had not been provided with a copy of the Bylaws of the Milton and Milton Township Joint Fire Commission. A copy of the bylaws was forwarded to your attention by my office on July 10.

Also on page 2.1, the author expresses concerns that the Police and Fire Commission (PFC) does not have the optional powers granted by electors. I believe that he is referring to the optional powers of a board of police and fire commissioners as set forth in section 62.13 (6) Wis. Stats. I would note at the outset that the Department is not governed by a police and fire commission but is, instead, governed by the Milton and Milton Township Fire Commission. Secondly, I believe that the author's concerns arise because of his understanding that the Department was created pursuant to the provisions of section 62.13 (2m) Wis. Stats. In that statute it notes that a joint board of commissioners created "... under this paragraph..." is subject to certain other provisions in section 62.13 Wis. Stats. The Department, however, was instead created pursuant to the authority contained in section 66.0301 Wis. Stats., as referenced in paragraph I of the fire protection agreement. That statute authorizes intergovernmental agreements between entities such as the City and the Town to provide for the receipt or furnishing of services or the joint exercise of any power or duty required or authorized by law. Under subpart (3) of that statute, intergovernmental contracts may provide for the proration of expenses, the deposit and disbursement of funds appropriated, submission and

approval of budgets, the creation of a commission and the selection and removal of commissioners. The above was addressed in the fire protection agreement creating the Department.

Even if, however, section 62.13 (2m) was found to apply to the Department, it states in subpart (2m) (b) that a joint board of commissioners created under that paragraph to govern a joint fire department is subject to the provisions of subparts (8) to (12) of the statute. That does not include the provision concerning optional powers of a board addressed in subpart (6) of the statute. Under subpart (8) of that statute, it provides in subpart (b) that the city may enter into a contract for fire protective services with a town. It further provides that a city, such as Milton, that contracts for all of its fire protective services but not for all of its police protective services shall have a board of police and fire commissioners but the board may address only issues related to the police department.

On page 2.2 of the document, it repeats the understanding that the Milton Area Emergency Services Association bylaws govern the commission which, as noted above, is not accurate.

On page 2.5 of the document it states that "A determination needs to be made on whether the town, city or commission have responsibility to determine departmental organizational structure and reporting responsibility. These relationships should be clarified in the respective municipal codes." It currently provides in the intergovernmental agreement establishing the Department that the operation of that entity is to be administered by a board of commissioners. Pursuant to paragraph IV of the agreement, the commission establishes the bylaws of the entity. Although the city ordinances cannot control the operation of the Department, the provisions of section 2-681 and Section 2-683 Code of Ordinances are consistent with the intergovernmental agreement.

As a final comment, on page 2.5 of the report it states that after the budget for the Department is approved by the joint commission, the budget goes to the Town Board and City Council for adoption and placement on the tax levy. In paragraph V. B. of the intergovernmental agreement, it provides that the budget for the Department is to be approved by the joint commission. In checking with Al Hulick, he confirmed that the City does not take action to adopt that budget. The City does place in its budget an amount sufficient to pay its one half share of the budget of the entity.

I realize that the author of the report encountered difficulty in obtaining the information necessary to complete the report. The purpose of my memorandum is to provide everyone with the additional information necessary to conduct a fully informed review of the operations of the Milton and Milton Township Fire Department.

FIRE PROTECTION AGREEMENT MILTON AND MILTON TOWNSHIP FIRE DEPARTMENT

I. Authorization

This Agreement is entered into pursuant to the provisions of Wisconsin Statutes §60.55 and §66.0301.

II. Purpose and Intent

This Agreement is entered into for the purpose of providing fire and EMS protection for the Town of Milton and City of Milton.

III. Name

The name of the Department shall be the Milton and Milton Township Fire Department. The operation of the department shall be administered by a Board of Commissioners. The Commission will be named the Milton and Milton Township Fire Commission and will be the governing body for the Milton and Milton Township Fire Department.

IV. Commission Members

The Commission members shall be defined by the By-Laws attached to this Agreement. The By-Laws of the Commission will be reviewed annually and shall be amended by a majority vote of the full Commission.

V. Fiscal Responsibilities

A. Joint Ownership

All assets are owned and maintained by the Department. The Department is owned equally by the Town of Milton and City of Milton.

B. Annual Budget

The fire department budget shall be established on an annual basis with each municipality responsible for half of the approved budget. Budget approval must be by a majority vote of the full Commission.

C. Fees Collected

Any fees collected for annual contract fees will be used to offset expenses for the two municipalities.

VI. Officers of the Fire Department

The Commission shall appoint the Chief of the Department subject to the approval of the full Milton and Milton Township Fire Commission. The term of the office of the Fire Chief shall be as provided in Wis. Stats. §62.13(3). The Chief will be responsible for appointing all other officers through a procedure established by the Chief and approved by the full Milton and Milton Township Fire Commission.

VII. Contract

This Agreement shall be renewed on a yearly basis unless terminated by written notice. A minimum 180 day written notice must be given to the Clerk of the other municipality by the municipality wishing to terminate the Agreement. At termination there shall be an equal allocation of assets and liabilities of the Department between the City of Milton and the Township of Milton. In the event that the parties are unable to agree to an allocation of assets and liabilities the remaining matters in dispute shall be submitted to arbitration. The City of Milton and Town of Milton shall agree on one individual to serve as arbitrator. The Department shall pay the cost of such arbitration proceedings. In the event the Department does not have sufficient funds to pay for any portion of the arbitration proceedings, the City and Township shall be equally responsible for payment of the costs of the proceedings.

Approved by Resolution of the Common Council of the City of Milton this 6th
day of October, 2009.

By:

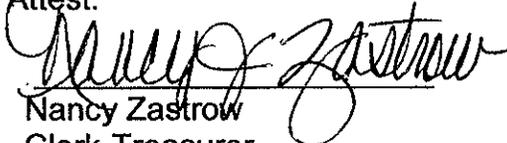


Thomas Chesmore

Mayor

Date: October 24, 2009

Attest:



Nancy Zastrow
Clerk-Treasurer

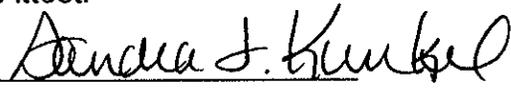
Date: October 7, 2009

Approved by Resolution of the Town Board of the Town of Milton this 26~~th~~ day of OCTOBER, 2009.

By:


Bryan Meyer
Town Chair

Attest:


Sandy Kunkel
Town Clerk