



AGENDA  
City of Milton  
Policy Ad Hoc Committee  
Wednesday, February 24, 2016  
11:00 AM  
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 - January 20, 2016.**  
Documents: [1-20-2016 Policy Ad Hoc Committee Minutes.pdf](#)
4. **AI Hulick: Overview of New Project - Review of Committees, Commissions, Boards.**
5. **Discussion and Possible Action Regarding Review of Committees, Commissions, Boards.**  
Documents: [2015-2016 Committees and Commissions.pdf](#), [Overview of Municipal Boards and Commissions.pdf](#)
6. **General Items**
7. **Set Future Meeting Date(s)**
8. **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**

1/20/2016 - Minutes

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

Ald. Theresa Rusch called the January 20, 2016 meeting of the Policy Ad Hoc Committee to order at 5:30 p.m.

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

Excused: Alicia Klos.

Also Present: City Clerk Elena Hilby.

**2. Approval of Agenda**

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

**3. Approval of Minutes - Policy Ad Hoc Committee Minutes - December 2, 2015.**

L. Laehn moved to approve the minutes. Ald. Clark seconded, and the motion carried.

**4. AMENDED Discussion and Possible Action Regarding Review of Council Ethics Expectations.**

**5. AMENDED Discussion and Possible Action Regarding Review of Code of Conduct Ordinance.**

There was discussion about narrowing the scope of the ordinance to Council Members, Appointed Officials and Committee/Commission members and/or defining the scope of employees covered by the ordinance.

Section 2-9 (e) - There was discussion about what happens if the City Administrator and City Attorney disagree. There was an opinion that the Chief of Police would be a good third person present reviewing the situation either from the beginning or as a tie breaking vote, if needed.

H. Stinski moved approval of incorporating these changes. Ald. Clark seconded, and the motion carried.

**6. AMENDED Introduction to Upcoming Topic of Discussion.**

Ald. Rusch said that this group will be asked to look at and review committee structure and make-up. The committee asked for information on which committees/commissions are required by state statute to give them a scope within which this committee can operate.

**7. General Items**

**8. Set Future Meeting Date(s)**

The next meeting will be on Wednesday, February 24, 2016 at 11:00 a.m.

**9. Motion to Adjourn**

L. Laehn moved to adjourn the meeting of the Policy Ad Hoc Committee at 6:45 p.m. Ald. Clark seconded, and the motion carried.

Respectfully submitted,  
Elena Hilby  
City Clerk

2015-2016 COMMITTEES AND COMMISSIONS

<b>Common Council</b>		1st and 3rd Tuesdays - Two year terms	
Anissa Welch, Mayor	404 W. Madison Avenue	289-4543	2017
David Adams, Ald.	717 Rainbow Drive	868-2117	2016
Lynda Clark, Ald.	1015 Brown Drive	290-5674	2016
Nancy Lader, Ald.	229 Garden Lane	868-3229	2017
Theresa Rusch, Ald.	376 W. Sunset Drive	295-5468	2016
Maxine Striegl, Ald.	1012 Sue Lane	868-2245	2017
Jeremy Zajac, Ald.	102 Morgan Street	921-5688	2017

<b>Community Development Authority</b>		1st Tuesday after Council- Four year terms	
Nancy Lader, Ald. (Chair)	229 Garden Lane	868-3229	Council Rep.
Maxine Striegl, Ald.	1012 Sue Lane	868-2245	Council Rep.
Amanda Benway (packet to Library)	246 Northside Drive	868-2172 / 868-7672 (W)	2019
Ethel Himmel (packet to Library)	417 E. High Street	868-9180	2016
Dave Schumacher (packet to Library)	101 N. Clear Lake Avenue	868-2234	2019
Mike Sessler (packet to Library)	318 Golden Lane	868-2539	2018
VACANT			2018

<b>Economic Development Commission</b>		4th Tuesday- Two year terms	
Al Hulick, City Adm. (Chair)	710 S. Janesville Street	868-6900	City Rep.
David Adams, Ald.	717 Rainbow Drive	868-2117	Council Rep.
Nancy Lader, Ald.	229 Garden Lane	868-3229	Council Rep.
Dan Honold	323 Parkview Drive	868-7672	2017
Greg Linder	337 Vincent Street	868-8257	2017
Jason Cowley	1011 Park Place	868-7900	2016
Brendon Wilkinson	202 Merchant Row	868-7644	2016
VACANT			2017

<b>Historic Preservation - (Mail packets to members)</b>		1st Wednesday - Three year terms	
Maxine Striegl, Ald. (Chair)	1012 Sue Lane	868-2245	Council Rep.
Don Vruwink	24 W. Ash Lane	868-7035	2018
Marlene Jewell	9106 N. Fairview Avenue	868-2355	2018
Gail Nordlof	8844 N. Dix Drive	868-4036	2017
Eric Stockman	525 College Street	290-7053	2017
Dean Teuscher	392 Fair Way	868-4032	2017
Terry Williamson	501 College Street	868-2470	2016
Cori Olson - Hist. Soc. Rep	P.O. Box 245	868-7772	2016

<b>Joint Fire Commission</b>		3rd Wednesday	
David Adams, Ald.	717 Rainbow Drive	868-2117	Council Rep.
Theresa Rusch, Ald.	376 W. Sunset Drive	295-5468	Council Rep.
Jeremy Zajac, Ald.	102 Morgan Street	921-5688	Council Rep.
Lynda Clark, Ald. (Alt.)	1015 Brown Drive	290-5674	Council Rep.

<b>Library Board</b>		4th Wednesday - Three year terms	
Lynda Clark, Ald.	1015 Brown Drive	290-5674	Council Rep.
Debbie Dean	343 Rogers Street	868-5309	2017
Tim Schigur	448 E. High Street	868-9200	Designate
Jen Schuetz	659 Wildfire Lane	774-2835	2016
Annette Smith	1044 Sunset Drive	346-3673	2016
Rose Stricker	124 Homestead Road	868-9059	2017
Bill Wilson (Chair)	417 E. High Street	868-9180	2016

2015-2016 COMMITTEES AND COMMISSIONS

<b>Parks &amp; Recreation Commission</b>		3rd Monday - Two Year Terms	
Lynda Clark, Ald.	1015 Brown Drive	290-5674	Council Rep
James Bostwick	410 Elm Street	868-6732	2016
Andrea Christianson	710 Campus Street, Apartment #7	868-7630	2017
Jennifer Cramer	1034 Brown Drive	868-4503	2016
Ryan Peterson (Chair)	309 Greenhill Circle	868-9896	2017
Karen Reed	42 W. St. Mary Street	868-2205	2017
Don Vruwink	24 W. Ash Lane	868-7035	2017
Joseph Long	238 Larch Lane	290-0484	2016

<b>Personnel &amp; Finance</b>		3rd Tuesday	
David Adams, Ald. (Chair)	717 Rainbow Drive	868-2117	Council Rep.
Theresa Rusch, Ald.	376 W. Sunset Drive	295-5468	Council Rep.
Jeremy Zajac, Ald.	102 Morgan Street	921-5688	Council Rep.

<b>Plan Commission</b>		1st Tuesday after Council - Three year terms	
Anissa Welch, Mayor (Chair)	404 W. Madison Avenue	289-4543	Virtue of Office
Nancy Lader, Ald.	229 Garden Lane	868-3229	Council Rep.
Ethel Himmel (packet to Library)	417 E. High Street	868-9180	2018
Howard Robinson	430 E. High Street	868-6914	Virtue of Office
Al Hulick, City Admin	710 S. Janesville Street	868-6900	Ex-Officio
David Ostrowski (packet to Library)	1011 Brown Drive	868-4019	2018
Bob Seales	625 St. Johns Avenue	868-3616	2016
Frank Green	164 Northside Drive	868-3749	2017

<b>Police Commission - (Mail packets to members)</b>		4th Wednesday every other month - Five year terms	
Jennie Burt	433 Vernal Avenue	868-5873	2018
Marlys Howe	903 Rainbow Drive	868-1656	2016
Dave Schumacher	101 N. Clear Lake Avenue	868-2234	2017
Jerry Turner (Chair)	29 W. Ash Lane	868-2366 / 4285	2019
VACANT			2020

<b>Public Safety</b>		3rd Tuesday	
Theresa Rusch, Ald.	376 W. Sunset Drive	295-5468	Council Rep.
Maxine Striegl, Ald. (Chair)	1012 Sue Lane	868-2245	Council Rep.
Jeremy Zajac, Ald.	102 Morgan Street	921-5688	Council Rep.

<b>Public Works</b>		1st Tuesday	
Dave Adams, Ald.	717 Rainbow Drive	868-2117	Council Rep.
Lynda Clark, Ald.	1015 Brown Drive	290-5674	Council Rep.
Nancy Lader, Ald. (Chair)	229 Garden Lane	868-3229	Council Rep.

<b>Tourism Development</b>		4th Thursday - Two year terms	
Al Hulick, City Adm. (Chair)	710 S. Janesville Street	868-6900	City Rep.
Lynda Clark, Ald.	1015 Brown Drive	290-5674	Council Rep.
Theresa Rusch, Ald.	376 W. Sunset Drive	295-5468	Council Rep.
Tony Astin	323 Parkview Drive	868-7672	2017
Tami Dosch	613 W. Madison Avenue	868-5555	2016
Beth Drew	880 McEwan Lane	868-5288	2017
Gail Nordlof	232 S. Janesville Street	580-0575	2017
Cori Olson	P.O. Box 245	868-7772	2016

<b>Zoning Board Appeals - (Mail packets to members)</b>		As necessary - Three year terms	
Theron Dosch	330 Rogers Street	868-5454	2017
Ken Holland	419 Plumb Street	868-4903	2016
Tom Kevern	107 W. St. Mary Street	868-6363	2016
James Polarski, (Chair)	720 Parkview Drive	868-2702 (Cell 359-5499)	2017
Carl Schultz	602 Rogers Street	868-2545	2017
Larry Laehn Alt #2	216 N. Janesville Street	580-0357	2016
Bruce Lippincott Alt #1	409 E. High Street	868-2020	2016

# Overview of Municipal Boards and Commissions

From: League of Wisconsin Municipalities

## Municipal Boards and Commissions

The state statutes provide for many different municipal boards and commissions. Some are mandatory while others are optional. Optional boards and commissions may be created at the discretion of the municipal governing body or must be created when the municipality chooses to engage in a particular activity. Typically, boards and commissions are established to supervise and manage special municipal activities. The membership, organization, and powers of municipal boards and commissions are set forth in the statutes authorizing their existence or creation.

Municipalities are not limited to statutory boards and commissions. Municipalities may also establish, by ordinance, other boards and commissions not contemplated by the statutes that are designed to address unique local concerns and interests.

**Mandatory** municipal boards and commissions include:

- Board of Police and Fire Commissioners — Sec. 62.13, Stats.
- Board of Review – Sec. 70.46, Stats.
- Zoning Board of Appeals — (Mandatory for any municipalities that have enacted zoning regulations.) Sec. 62.23(7)(e), Stats.
- Board of Election Officials — Sec. 7.30(4), Stats.
- Local Board of Health – (Required in cities located in counties with population of 500,000 or more.) Sec. 2 51.03(2), Stats.15

**Optional** municipal boards and commissions include:

- Plan Commission — Sec. 62.23(1), Stats.
- Library Board — Sec. 43.58, Stats.
- Board of Utility Commissioners — Sec. 66.0805, Stats.
- Board of Park Commissioners — Sec. 27.08, Stats.
- Board of Public Works — Sec. 62.14(1), Stats.
- Museum Board — Sec. 229.12 & 229.19, Stats.
- Ethics Board — Sec. 19.59(3)(d), Stats.
- Board of Estimates — Sec. 65.01 & 65.02(3), Stats.
- Airport Commission — Sec. 114.14(2), Stats.
- Board of Harbor Commissioners — Sec. 30.37, Stats.
- Civil Service Commission — Sec. 66.0509(4), Stats.
- Board of Public Land Commissioners — Sec. 27.11, Stats.
- Housing Authority Board of Commissioners — Sec. 66.1201(5), Stats.
- Redevelopment Board of Commissioners — Sec. 66.1333(3), Stats.
- Local Exposition District — Sec. 229.42, Stats.

## **POLICE AND FIRE COMMISSION**

All cities having a population of 4,000 or more must have a board of police and fire commissioners.

Villages with their own police department, having a population of 5,000 or more and less than 5,500, according to the last federal census, may have a board of police commissioners or have a village board committee perform the board's function. Villages with a population over 5,500 must have a board of police commissioners, and villages over 5,000 with a joint police department with another municipality must have a joint board. Those villages whose population is 5,500 or more with their own or joint fire departments must have either

a separate or joint board of fire commissioners. At the discretion of the village, these separate boards may be combined into a board of police and fire commissioners.

The composition, method of selection, duties and responsibilities of the board of police and fire commissioners are established by state law and may not be altered by local enactment. The board of police and fire commissioners is a civil service body with exclusive jurisdiction over hiring, promotions, and the discipline (i.e., suspension or reduction in rank, suspension and reduction in rank, or termination) of police officers and fire fighters. Its primary functions are to provide for the selection of police and fire employees, including the chiefs of the departments, and to review disciplinary, discharge and promotional actions of the chiefs of the respective departments. It is autonomous from the governing body and other municipal officers with respect to its area of jurisdiction. However, the PFC does not have authority over the day-to-day operation of the police and fire departments unless it has been granted optional powers by the voters at a referendum.

A commission that has been granted optional powers has the additional authority to:

- \* Organize and supervise the fire and police departments
- \* Prescribe rules and regulations for controlling and managing the departments.
- \* Contract for and purchase all necessary apparatus and supplies for the use of the departments.
- \* Audit all bills, claims and expenses of the fire and police departments before such bill are paid by the municipal treasurer.

Only the electors at a referendum can grant optional powers. Placement on the ballot requires filing of a petition signed by not less than twenty percent of the total vote cast in the municipality for governor at the last general election. About fourteen police and fire commissions statewide have been granted optional powers.

## **BOARD OF REVIEW**

All municipalities must have a board of review. The board is a quasi-judicial (i.e., court like) body that hears and decides appeals by property owners dissatisfied with the value placed upon their property by the municipal assessor for property tax purposes. The general powers, duties and practices of boards of review are described in secs. 70.46 through 70.48, Stats.

Boards of review have the following three primary duties:

- Adjust the assessor's valuation of a parcel when the assessment has been proven incorrect by sworn testimony at hearing before the board.
- Correct any errors or omissions in the descriptions or computations found on the assessment roll.
- Check the assessment roll for omitted property and double assessments.

## **BOARD OF PUBLIC WORKS**

In cities, a department known as the board of public works, consisting of three commissioners, must exist. In second-class cities, commissioners are appointed by the mayor and confirmed by the council at its first regular meeting. In all other cities, the board consists of the city attorney, city comptroller and city engineer. By two-thirds vote the council may determine that the board of public works shall consist of other public officers or persons and provide for the election or appointment of the board members. Alternatively, by a two-thirds vote the council may dispense with the board and provide that the board's duties and powers be exercised by the council or a committee of the council or by such officer, officers or boards as the council shall designate.

No similar provision exists for villages except those that have adopted the alternative method of letting contracts. In these villages, the authority vested in the board of public works shall be exercised by the village board or as delegated by the board.

## **PLAN COMMISSIONS**

Municipalities are allowed by state law to create plan commissions. The organization, powers and duties of plan commissions are set forth in sec. 62.23(1), Stats. (Note: Section 62.23 is made applicable to villages by sec. 61.65, Stats.) Plan commissions have numerous functions and duties relating to land use planning and zoning. They can also be delegated many other related responsibilities. The primary function of a plan commission is developing and recommending the initial adoption or amendment of a comprehensive plan. Plan commissions also play an important role in subdivision regulation. Indeed, the establishment of a plan commission is a prerequisite to the adoption of local subdivision ordinances. At a minimum, plats must be referred to the plan commission for consideration prior to final action by the governing body. In addition, the governing body can delegate to the plan commission the power to approve preliminary and final plats.

Plan commissions are extensively involved in zoning matters. When a municipality chooses to enact zoning regulations, the plan commission is required to prepare the ordinance and recommend adoption to the governing body. Plan commissions are also required to review and provide recommendations on amendments to the zoning ordinance. Plan commissions are also involved in special zoning issues, such as extra-territorial zoning and shoreland and wetland zoning.

With regard to the make-up of the plan commission, the governing body may, by ordinance, provide for any size and membership of the commission that it sees fit to establish. Absent an ordinance establishing a different membership, the statutes state that the plan commission is to consist of seven members appointed by the mayor (or village president in villages) and the mayor (village president) may choose the commission's presiding officer. In addition, the mayor (village president) may appoint himself or herself and other municipal elected or appointed officials to the plan commission. However, the commission must have at least three citizen members who are not municipal officials.

Appointments to the commission are to be made in April for three-year terms that expire in April. Appointments can be made at any other time if a vacancy occurs during the middle of a commissioner's term.

In cities, mayoral appointments to the plan commission are subject to confirmation by a majority vote of all members of the common council. A village president's appointments to the plan commission, however, are not subject to confirmation by the village board unless the village board has adopted an ordinance providing for board confirmation of such appointments.

## **ZONING BOARDS OF APPEAL**

Any city or village that has enacted a zoning ordinance must have a board of zoning appeals. This board consists of five members appointed by the mayor or village president subject to confirmation by the common council or village board for terms of three years. The mayor or president must designate one of the members as chairperson. The mayor or president may also appoint two alternate members who have full power to act when a regular member of the board is absent or has refused to vote because of a conflict of interest.

The organization, general authorities and procedures of boards of appeals are described in sec. 62.23(7)(e), Stats. The zoning board of appeals serves as an appellate and review body for decisions of the municipal zoning administrator or building inspector. The board is authorized to grant variances to the terms of a zoning ordinance. In addition, the board may be granted authority to approve special exceptions or conditional uses in accordance with the provisions of the local zoning ordinance.

## **UTILITY COMMISSION**

Cities and villages owning public utilities, such as water or sewer utilities, may create one or more boards of utility commissioners to manage and administer the utilities. Section 66.0805, Stats., describes the organization and powers of such boards. A board may consist of three, five, or seven commissioners who are elected by the

governing body. The board is authorized to take entire charge and management of the utility, to appoint a manager and determine the compensation of utility employees, and to supervise the operation of the utility under the general control and supervision of the governing body. The board is also authorized to command the services of the municipal engineer.

Municipal governing bodies may provide for the operation of a public utility by the board of public works or by another officer or officers, in lieu of a board of utility commissioners.

## **LIBRARY BOARD**

Municipalities that establish public libraries must establish library boards to administer the libraries. The establishment and operation of public libraries is governed by ch. 43, Stats. The provisions most relevant to municipal library boards are found in sec. 43.52, Stats., (municipal libraries); sec. 43.54, Stats., (municipal library board composition); and sec. 43.58, Stats., (powers and duties of library boards).

Library boards in cities of the second or third class consist of nine members, although the common council may, by a two-thirds vote, reduce the number of members to seven. Library boards in cities of fourth class consist of seven members. Village library boards are composed of five members, although two additional members may be appointed so that the board has seven members. Members of the library board must be residents of the municipality, except that not more than two members may be residents of other municipalities. Up to two additional members may be appointed to a library board.

The mayor or village president, with the approval of the governing body, appoints members of the library board. Members are appointed for three-year staggered terms starting the third Tuesday in April in the year of appointment. One member of the library board must be a school district administrator or his or her representative. No more than one member of the municipal governing body may serve on the library board at any one time.

The library board has exclusive control of the expenditure of all moneys appropriated by the governing body or donated to the library fund. Although the library board has exclusive control of the moneys appropriated for the library fund, the board does not make actual disbursements from the appropriation. Rather, the board audits and approves vouchers for expenditures and forwards these to the municipal clerk, who follows the ordinary procedure for disbursing municipal funds.

The library board is authorized to receive, manage and dispose of gifts and donations for library purposes. When a gift or donation is made to a public library, library board members are considered special trustees of such property.

The library board has exclusive control and custody of all lands, buildings and other property given or granted to, or otherwise acquired or leased by, the municipality for library purposes. The library board may, if authorized by the governing body, have exclusive control over the purchase of a site and the erection of a library building. Otherwise, the municipal governing body, in the absence of a specific grant of authority to the library board, has the sole right to purchase or acquire sites or erect buildings for library purposes. However, in the case of a gift for a library building, the library board has the exclusive right to select and contract for the purchase of a site.

The library board has control over the hiring, firing and fixing of wages of library employees. Municipal governing bodies retain some control over the number of library employees and compensation paid to such employees by virtue of the fact that they control the purse strings. A municipality's ability to control the number of library employees and their salary by a reduction in funding is limited by the need to fund libraries at a level not lower than the average of the previous three years as required by state law to retain membership in a public library system and remain eligible for state funding.