

*****ATTACHMENTS*****

I

Hearing No. _____ - 16 - 17. October 17, 2016.

Pursuant to Chapter 65.90 of the Laws of Wisconsin, notice is hereby given that the annual budget hearing will be held on Monday, October 17, 2016 at 6:00 p.m. in Council Chambers, City Hall, in the City of Sheboygan, at which time any taxpayer or resident of the governmental unit will have the opportunity to be heard on the proposed budget.

Any interested persons may be heard.

1
closed.

NOTICE TO TAXPAYERS AND RESIDENTS OF THE CITY OF SHEBOYGAN, WISCONSIN

Pursuant to Chapter 65.90 of the Laws of Wisconsin, notice is hereby given that the annual budget hearing will be held in the Common Council Chambers, City Hall, in the City of Sheboygan, on Monday, October 17, 2016 at 6:00 p.m., at which time any taxpayer or resident of the governmental unit will have the opportunity to be heard on the proposed budget.

Dated this 24th day of September, 2016

Darrell Hofland, City Administrator

	2016 Revised Budget	2017 Proposed Budget	Percent Change
General Fund			
Revenue:			
Taxes (other than property)	\$194,690	\$199,097	2.26%
Licenses and Permits	705,165	902,990	28.05%
Intergovernmental Revenue	14,306,287	14,487,616	1.27%
Charges for Services	1,436,064	1,537,135	7.04%
Fines and Forfeitures	293,100	284,850	-2.81%
Interest on Investments	190,000	228,500	20.26%
Miscellaneous Revenue	125,527	131,650	4.88%
Other Financing Sources	3,001,625	2,855,572	-4.87%
Total Revenue	\$20,252,458	\$20,627,410	1.85%
Expense:			
General Government	\$4,231,621	\$3,705,213	-12.44%
Public Protection and Safety	20,798,653	20,666,502	-0.64%
Public Works	8,126,712	8,405,579	3.43%
Health/Human Services	247,952	249,821	0.75%
Culture/Recreation	2,596,359	2,483,926	-4.33%
Conservation/Development	254,880	351,149	37.77%
Miscellaneous Expenses	15,000	36,400	142.67%
Contingency	0	173,834	100.00%
Interfund Transfers	3,545	3,367	-5.02%
Total Expense	\$36,274,722	\$36,075,791	-0.55%

2017 BUDGET/FUND BALANCE SUMMARY - ALL FUNDS

	Estimated Fund Balance Dec. 31, 2016	Budgeted Revenue	Tax Levy	Budgeted Expenditures	Estimated Fund Balance Dec. 31, 2017
General Fund	\$21,556,234	\$20,627,410	\$15,233,665	\$36,075,791	\$21,341,518
Special Revenue	1,833,600	7,757,393	2,415,741	10,931,045	1,075,689
Debt Service	7,702,517	4,801,716	2,886,889	7,724,880	7,666,242
Capital Improvements	2,523,680	19,247,109	1,102,507	19,334,271	3,539,025
Enterprise	17,592,419	19,586,694	511,547	17,751,550	19,939,110
Internal Service	16,689,120	11,570,193	0	12,040,662	16,218,651
Fiduciary	2,088,800	20,195	0	2,000	2,106,995
Total	\$69,986,370	\$83,610,710	\$22,150,349	\$103,860,199	\$71,887,230

Long Term Bonds Outstanding - December 31, 2016	\$16,195,000
Long Term Notes Outstanding - December 31, 2016	\$18,639,532
	\$34,834,532

II

R. O. No. - 16 - 17. By CITY CLERK. October 17, 2016.

Submitting various license applications ALREADY ISSUED.

City Clerk

CARNIVAL LICENSE

<u>No.</u>	<u>Name</u>	<u>Address</u>
3223	S. T. Productions	2225 N. 38 th St.

Consent

II

R. O. No. - 16 - 17. By CITY CLERK. October 17, 2016.

Submitting various license applications.

City Clerk

COMMERCIAL OPERATORS LICENSE (December 31, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3222	4T2 Property Services LLC	W2365 River Valley Dr.

TEMPORARY BEVERAGE OPERATOR'S LICENSE

<u>No.</u>	<u>Name</u>	<u>Address</u>
0947	Robertson, Kerri E.	22 North 9 th St., Oostburg

Consent

II

R. O. No. - 16 - 17 . By CITY ATTORNEY. October 17, 2016.

Submitting, as a matter of record, the Easement (mini-storm sewer) dated July 26, 2016 between the City of Sheboygan and Angelo A. Scholten, personal representative for the Estate of James J. Scholten, regarding 3324 South 11th Street, executed in accordance with Res. No. 52-16-17, which has been recorded in the Sheboygan County Register of Deeds Office.

Consent

City Attorney

EASEMENT

THIS INDENTURE, made this 26th day of July, 2016, by Angelo A. Scholten, personal representative for James J. Scholten who resided at 3324 S. 11th Street, Sheboygan, Wisconsin 53081, "GRANTOR," and the City of Sheboygan, a Municipal Corporation of the State of Wisconsin, "GRANTEE";



8 3 9 5 2 4 3
Tx:4117271

2024921
SHEBOYGAN COUNTY, WI
RECORDED ON
08/02/2016 3:18 PM
ELLEN R. SCHLEICHER
REGISTER OF DEEDS
RECORDING FEE: 30.00
EXEMPTION #
Cashier ID: 2
PAGES: 2

Return To:
City Attorney
828 Center Avenue, Suite 304
Sheboygan WI 53081-4442

59281-309180
Tax Parcel No.

WITNESSETH:

KNOW ALL MEN BY THESE PRESENTS, that the said GRANTOR, in consideration of the sum of one (\$1.00) dollar and other valuable consideration in hand paid by said GRANTEE, receipt whereof is hereby confessed and acknowledged, and the covenants hereinafter contained, hereby grants a permanent easement to GRANTEE for municipal purposes, to construct and maintain a mini-storm sewer in, under, and along the north eight feet (8') of the east ninety feet (90') of the following described property:

EDGEVIEW SUBD LOT 10 BLK 3, CITY OF SHEBOYGAN,
SHEBOYGAN COUNTY, STATE OF WISCONSIN

The GRANTOR further grants unto the GRANTEE, its successors and assigns, the right, privilege and easement to enter on said premises for the purposes of laying, patrolling, maintaining, cleaning, repairing and renewing said mini-storm sewer.

GRANTEE shall not specially assess GRANTOR for the mini-storm sewer construction. However, GRANTOR acknowledges and agrees that no site restoration is to be provided by GRANTEE in connection with construction of the mini-storm sewer.

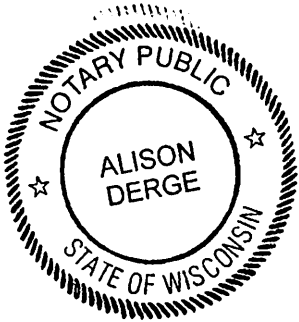
The covenants herein contained shall be binding upon the parties hereto and their successors and assigns.

IN WITNESS WHEREOF, the GRANTOR, has caused the execution of this document on this 13 day of July, 2016.

Angelo A. Scholten (Personal Rep)
Angelo A. Scholten
Personal Representative of James J. Scholten
(Sign in the presence of a Notary Public)

STATE OF WISCONSIN)
) §
SHEBOYGAN COUNTY)

Personally came before me, this 13th day of July, 2016, James J. Scholten, to me known to be the person(s) who executed the foregoing instrument and acknowledged the same.



Alison Derge
Alison Derge
Notary Public - ~~Sheboygan County~~ Dodge County
My commission expires 1-22-19

ACCEPTED BY: CITY OF SHEBOYGAN

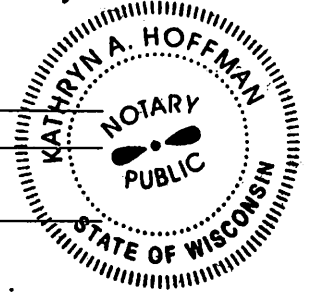
BY: Michael Vandersteen
Michael Vandersteen
Mayor

ATTEST: Susan Richards
Susan Richards
City Clerk

STATE OF WISCONSIN)
) §
SHEBOYGAN COUNTY)

Personally came before me, this 26th day of July, 2016, Michael Vandersteen, Mayor, and Susan Richards, City Clerk, of the above-named municipal corporation, to me known to be such Mayor and City Clerk of said corporation, and acknowledged that they executed the foregoing instrument as such officers of said corporation, by its authority.

Kathryn A. Hoffman
Kathryn A. Hoffman
Notary Public-Sheboygan County
My commission expires 1-27-18



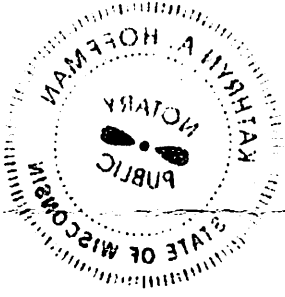
Acceptance is authorized by and in accordance with Res. No. 52-16-17.

This instrument drafted by:

Charles C. Adams
Wisconsin State Bar No. 01021454



Handwritten signature or text, possibly "Henry A. Hoffman"



VII

R. C. No. - 16 - 17. By LAW AND LICENSING. October 17, 2016.

Your Committee to whom was referred, pursuant to R. O. No. 95-16-17 by the City Clerk, submitting license applications for the period ending December 31, 2016, June 30, 2017 and June 30, 2018; recommends granting various licenses:

BEVERAGE OPERATOR'S LICENSE (June 30, 2018)

<u>No.</u>	<u>Name</u>	<u>Address</u>
0603	Kohr, Tina J.	1308 S. 9 th St.

Consent

_____ Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____, _____, City Clerk

Approved _____ 20____, _____, Mayor

VII

R. C. No. - 16 - 17. By LAW AND LICENSING. October 17, 2016.

Your Committee to whom was referred, pursuant to R. O. No. 130-16-17 by the City Clerk, various license applications for the period ending December 31, 2016, June 30, 2017 and June 30, 2018; recommends that the following licenses be granted:

CHANGE OF PREMISE

<u>No.</u>	<u>Name</u>	<u>Address</u>
3150	Craft 30	1015 S. 10 th St. - two-day event to be held 11/11/16 to 11/12/16 to include current premise and the SW corner of grassy lot, just south of existing brick/fenced-in patio area. (between patio and alley).

BEVERAGE OPERATOR'S LICENSE (June 30, 2018)

<u>No.</u>	<u>Name</u>	<u>Address</u>
1494	Cichocki, Ericka M.	2550 Calumet Dr.
*1496	Colvin, Frank M.	1621 Kentucky Ave.
	*grant contingent upon the application being corrected, and with a warning to include all violations on future applications.	
*1511	Donath, Kayla A.	1824 Washington Ave.
	*grant contingent upon the application being corrected, and with a warning to include all violations on future applications.	
*7527	Kropp, Denise F.	707 Clara Ave.
	*grant contingent upon the application being corrected, and with a warning to include all violations on future applications.	
*8230	Lopour, David E.	2129 N. 23 rd St.
	*grant with instructions to correct the application	
1502	Martinez, Forest C.	531 S. 8 th St.
1515	McMurray, Scott J. (Club)	1217 E Channel Park Dr., Waupaca
1507	Regner, Justin J.	456 Clay ST., Kiel
2013	Reif, Sheryl A.	1529 Union Ave.
5062	Rountree, Lisa M.	145 Lexington Ct., Sheb. Falls
0415	Sanchez, Mark A.	N8237 Cty Rd. J, Elkhart Lake
1510	Sawyer, Franki R.	1224 St. Clair Ave.
1506	Testwuide, Chase D.	209 Huron Ave.
7784	Udovich, Ronda L.	1226 Main Ave.

Correct

TAXICAB DRIVER'S LICENSE (December 31, 2016)

No. Name

Address

1509 Gordon, Jody Lynn

741 Acacia, Sheb. Falls

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

VI

R. C. No. - 16 - 17. By FINANCE. October 17, 2016.

Your Committee to whom was referred R. O. No. 126-16-17 by the City Clerk submitting a communication from Carol Lutz of Rockets for Schools requesting three of the City days for the 2017 and three of the City days for the 2018 Rockets for Schools Event at Blue Harbor; recommends that the documents be accepted and placed on file and to approve the request.

Consent

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

II

4.2

R. O. No. 126 - 16 - 17. By CITY CLERK. October 3, 2016.

Submitting a communication from Carol Lutz of Rockets for Schools requesting three of the City days for the 2017 and three of the City days for the 2018 Rockets for Schools Event at Blue Harbor.

*Inmate
Acc File*

City Clerk

SEP 21 '16 AM 8:40



ROCKETS FOR SCHOOLS

Spaceport Sheboygan

Proudly
Sponsored By:



September 14, 2016

Miss Sue Richards, City Clerk
828 Center Avenue, 2nd Floor
Sheboygan, Wisconsin 53081

Dear Miss Richards:

On behalf of the Rockets for Schools Board of Directors, my husband Randy and I along with our co-directors, Kenny Bergschultz and Brian Ewenson, we would like to take this opportunity to thank you Miss Richards, along with Mayor Vandersteen and the City of Sheboygan for all of the support that we so graciously received in the past.

As you know, this program is a unique educational activity designed to foster an interest in math, science and engineering in our students through their intrinsic interest in rocketry and space travel.

At this time, we are requesting three of the City Days for the 2017; and three of the City Days for 2018 Rockets for Schools Event. Blue Harbor gave Rockets for Schools the following days: Thursday, May 11th; Friday, May 12th; and Saturday, May 13th, for the 2017 event; and Thursday, May 10th, Friday, May 11th and Saturday, May 12th, for the 2018 event.

We would like to thank The City of Sheboygan for their continuous support of the Rockets for Schools Program.

If you have any questions or need us to speak to the council, please give us a call at 920.980.7760. Thank you for your help.

Sincerely,

A handwritten signature in black ink that reads 'Carol Lutz'.

Carol Lutz
Rockets for Schools

CC: Mayor Vandersteen

VII

R. C. No. - 16 - 17 . By WHOLE. October 17, 2016.

Your Committee to whom was referred R. C. No. 122-16-17 by Public Protection and Safety submitting various letters and reports by the Fire Chief and the President of Sheboygan Firefighters' Local 483; recommends that the documents be placed on file.

Consent

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

VI

3.2

R. C. No. 122 16 - 17. By PUBLIC PROTECTION AND SAFETY. August 15, 2016.

Your Committee to whom was referred R. O. No. 79-16-17 by the Fire Chief submitting the following:

- Letter from Chase Longmiller, President of Sheboygan Firefighters' Local 483
- Letter from the International Association of Firefighters
- The Economic Impact of Successful Commercial Fire Interventions for the Phoenix Fire Department June-August, 2012
- Geographic Information System Emergency Services Response Capabilities Analysis Final Report for Sheboygan Fire Department dated June 2016;

recommends that the documents be referred to the Committee of the Whole.

C.O. at file

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

II

4.5

R. O. No. 79 - 16 - 17. By FIRE CHIEF. July 18, 2016.

Submitting the following:

- Letter from Chase Longmiller, President of Sheboygan Firefighters Local 483
- Letter from the International Association of Firefighters
- The Economic Impact of Successful Commercial Fire Interventions for the Phoenix Fire Department June - August, 2012
- Geographic Information System Emergency Services Response Capabilities Analysis Final Report for Sheboygan Fire Department dated June 2016

~~PP+S~~
refer to C.O.W.

Fire Chief



SHEBOYGAN PROFESSIONAL FIREFIGHTERS

International Association of Fire Fighters Local 483 A.F.L.-C.I.O.-C.L.C



July 5, 2016

Dear Elected officials, Sheboygan City Administrator and Citizens of Sheboygan

Over the last few years the city of Sheboygan had faced severely limited budgets and tough economic times. During that period of time the city of Sheboygan fire department had been reduced in staffing in both administrative and line firefighters. These reductions in staffing have led to severely understaffed stations and apparatus, a reduced ability to mitigate emergencies and an overall reduction in the capacity to adequately perform the job that the public has come to know and expect. Currently, two of our five fire stations typically deploy only two firefighters per day, leaving the far north and south sides without satisfactory fire protection.

Recently, the city of Sheboygan, faced with the prospect of having to repair or renovate two fire stations that have been neglected for years, has decided that an attractive alternative to repairing these stations was to abandon them and replace them with a fire station yet to be constructed. Sheboygan Firefighters Local 483, although not originally opposed to this idea, was skeptical to the plans efficacy. In response, we commissioned a study to address both the feasibility of station relocation and the overall staffing of our department and apparatus.

After several months of studying station locations, rig assignments and personnel allocation, Sheboygan Firefighters Local 483 can now recommend to the council that it needs to reject any and all proposals related to the reduction of fire stations within the city. Furthermore, the report shows what we have believed for some time: the city of Sheboygan fire department is severely understaffed and is in immediate need of reinvestment.

The study and information provided to the city will show that the city of Sheboygan fire department has little to no ability to adequately arrive to the scene of an emergency with an effective force of firefighters within internationally recognized standards. The ability to arrive on scene quickly, and with adequate resources, is the key to efficiently fighting fires, providing top-notch medical services and mitigating other emergencies. The Sheboygan Fire Department, as it is currently run and staffed, is unable to meet benchmarks for staffing at emergencies in nearly all instances.

In every scenario that the city has proposed for the reallocation of rigs and stations, response times within two of the busiest districts dramatically increase. This delay will have serious

consequences to service delivery and negative impacts that reduce safety and increase the risk of fire and disaster losses.

The study's data demonstrates that there is currently only a small chance that firefighters will arrive within the allotted time and with an appropriate force. Currently, the department's deployment ability is seriously inadequate for all but some fires in low hazard occupancies. Medium and high hazard occupancies, churches, schools, industries, shopping centers, hospitals, apartment complexes, retirement homes, hotels etc., will never have the possibility of an effective fire attack or rescue operation with the department's current staffing model. Businesses and industries have recently chosen to invest in the city of Sheboygan. Included with this study is an analysis from Arizona State University that demonstrates the economic value of fast, effective firefighting. When a home is destroyed by fire, the effects can be, and usually are, devastating for a family. When a home destroys a major business or industry it can be devastating to the entire community. The commitment that these businesses have made to this city necessitates an in-kind investment toward protecting those assets, existing assets, and the valued citizens and visitors of our city.

Sheboygan Firefighters Local 483 recognizes the fact that it may be inconceivable and economically unfeasible to attain the level of service recommended by this staffing study. However, we have proof-of-concept that a restructuring of the department's current assets, along with the reappointment of several positions lost through attrition, would leave an acceptable service delivery model. The proposal we favor would increase staffing on a daily basis, improve certain response times while leaving all other response times within internationally accepted time limits.

The study suggests that the council should, at the very least, expressly authorize the immediate filling of three firefighter vacancies that were budgeted for and approved last year; direct the Fire Chief to place all department Battalion Chiefs back on a 24 hour shifts; allocate additional overtime money to eliminate stations being staffed with only two firefighters; budget monies for the repairs to our two deficient stations; and, work with Local 483 and the fire department administration to develop an operational plan to adjust our current deployment model.

The current situation we find ourselves in has not come in one fell swoop, nor will it be fixed overnight. However, the information we have provided to the city gives us a clear picture of what needs to happen. Sheboygan Firefighters Local 483 is committed to the health, safety and economic viability of the community. We found it necessary to inform the public that although we do our best to protect them and their interests, unfortunately, it might not be enough with the resources we have and even less so with the resources proposed. We look forward to continuing to serve the citizens of Sheboygan.

Signed on behalf of the members of Sheboygan Firefighters Local 483

Chase Longmiller
President



INTERNATIONAL ASSOCIATION OF FIRE FIGHTERS

HAROLD A. SCHAIBERGER
General President

THOMAS H. MILLER
General Secretary-Treasurer

March 7, 2016

Mr. Chase Longmiller, President
IAFF Local 483 - Sheboygan
2611 Rolling Meadows Dr
Sheboygan, WI 53083

Dear Brother Longmiller:

In response to your request, we have reviewed municipal financial documents for the city of Sheboygan, Wisconsin.

Businesses and governments have different objectives and operate in distinct environments. A business enterprise aims to maximize profit, and the profit reported on its income statement usually provides a reasonable measure of its success. A local government aims to provide services to its constituents within budgetary constraints, and while it tries to provide those services in a cost effective way, it is not profit motivated.

Because of these differences, governments use an accounting technique that is unique to governments known as "fund accounting." A fund represents an entity with a separate set of accounting records segregated to carry on a specific activity. Each fund has assets, liabilities, and a **fund balance** or **fund equity** that equals assets minus liabilities. Each fund begins the fiscal year with a beginning fund balance from the previous year, takes in revenue during the current year, pays expenses for the current year, and ends the year with a new fund balance that carries over into the next fiscal year.

The fund balance is significant because it represents the fund's reserves and is an important measure of a local government's fiscal strength. Although the condition of every fund is relevant when analyzing a government's financial health, this analysis focuses primarily on the **general fund** because it finances general government operations, including the day-to-day operations of the fire department, such as salaries. Most cities account for the fire department within the general fund.

Most of the information needed to evaluate a local government's financial condition can be found in its **comprehensive annual financial report (CAFR)** or **audited financial statement**. This document contains two important financial statements each of which calculates the fund balance in a different way, but both of which give the same dollar figure. They are:

1. The **balance sheet** that shows the assets and liabilities of each fund on the last day of the fiscal year. The balance sheet calculates the fund balance as assets minus liabilities, inclusive of deferred inflows of resources, where applicable.
2. The **statement of revenues, expenditures, and changes in fund balance** (often called the **revenue and expense statement**) that shows how much money came in and how much money the government spent during the fiscal year. The revenue and expense statement calculates the fund balance as the old fund balance plus revenue over the year minus expenses over the year.

The balance sheet is a snapshot of what the city owns and owes at a point in time, specifically the last day of the fiscal year. The revenue and expense statement provides a picture of the entire fiscal year and is similar to a profit and loss statement in a corporate report. The fund balance is analogous to owners' or stockholders' equity. The balance sheet and the revenue and expense statement both give the fund balance for each fund, and they usually list each fund individually and often total all funds or certain groups of funds. Although these two financial statements are the usual starting point in a municipal financial analysis, the entire CAFR is important.

What we hope to find in reviewing the financial statements includes an unreserved fund balance in the general fund of over 16.67 percent of the general fund's annual expenditures. There should be sufficient cash and equivalent assets to cover most of the general fund balance. We would also like to see revenue increasing over time and sufficient to meet expenditures, a manageable level of debt, and the other funds in good enough condition so that the general fund (the fund of last resort) is not required to cover the expenses of such other funds. One obvious situation we might not find these conditions is when a local government has little or no discretionary money. There are also instances where a jurisdiction moves or otherwise diverts money to other funds because of changing priorities. While we can usually determine where money is being concentrated, we generally cannot comment on priorities nor on the appropriate level of funding for particular departments or projects because these are political decisions and are unique to the jurisdiction.

The purpose of this analysis is to help you interpret what the financial statements report with the understanding that these statements do not always tell us everything. The reader has no way of knowing, for example, if a jurisdiction has failed to record significant revenue or expenditures that should have been accounted for in the reported fiscal year. The financial reports usually tell us little about local or regional economic conditions, except what is self-reported by the city or county, and it is unlikely that they provide any clues about the local political situation or possible personal agendas of elected or appointed officials. Therefore, while we cannot say with absolute certainty that the city does or does not have sufficient resources, we can tell you what the financial reports say and suggest areas that might require further explanation from the city.

General Fund Assets and Liabilities:

The following table traces the general fund's asset, liability, and balance history over the past three completed and reported fiscal years. We are interested in both the current ratio of assets to liabilities and the trend over the past few years. This ratio can vary widely due to the timing of the receipt of tax revenues, payment of bills, etc., but the report should explain any precipitous drop. We would like to see this ratio increase over time, or if it is already healthy, remain relatively steady. There is no widely accepted threshold number separating a good from a very good or excellent ratio. However, a ratio just barely greater than one, for example 1.03, leaves very little fund balance, and an asset to liability ratio below one means that liabilities are greater than assets, which is clearly a serious problem. The higher the asset to liability ratio the better. We are also interested in the dollar value of the assets, which should tend to increase over time.

Historical General Fund Assets and Liabilities Trend

<u>Date</u>	<u>Total Assets</u>	<u>Cash and Investments</u>	<u>Total Liabilities</u>	<u>Asset to Liability Ratio</u>	<u>General Fund Balance</u>	<u>Unreserved Fund Balance</u>
12/12	\$35,122,667	\$15,319,872	\$18,013,778	1.95	\$17,108,889	\$15,489,844
12/13	\$37,086,741	\$17,334,318	\$18,587,968	2.00	\$18,498,773	\$16,844,288
12/14	\$39,597,929	\$20,438,241	\$18,593,230	2.13	\$21,004,699	\$19,413,858

The city's asset to liability ratio of 2.13 at the end of fiscal 2015 means that the city had general fund assets of \$2.13 for each \$1.00 in general fund liabilities, which is a positive ratio that increased over 9% from FY12 to

FY14. In addition, the general fund balance increased nearly 23% during the three-year period. Cash at the end of fiscal 2014 was sufficient to cover more than 97% of the general fund balance. The percentage of cash is important because to be available for appropriation the fund balance has to be liquid, i.e., available in cash or investments that are easily converted to cash.

General Fund Revenue and Expenses:

Local government financial officers generally make cautious predictions. They tend to underestimate revenue and slightly overestimate expenditures. Exact predictions are impossible, and it is better to build in a margin of error than to underestimate revenue and have unexpected expenses. If we compare budgeted versus actual revenue and expenses over several years, we can get an idea of the city’s ability to forecast revenue and control expenditures and in some cases establish a pattern of over and/or underestimates.

The numbers in the table below may differ from those used elsewhere in the financial statements and in this analysis because they are based on what is called the “budgetary basis” of accounting as opposed to the “GAAP (generally accepted accounting principles) basis,” which is used in most financial statements. The two methods differ as to when revenue and expenditures are recognized. The only reason we use the budgetary basis is that we are comparing to a prediction made using that method. We have included not only revenue and expenditures but also transfers into and out of the general fund(if any).

General Fund Actual Versus Budgeted Revenue and Expenditures Plus Transfers, Budgetary Basis

FY	<u>General Fund Revenue and Transfers In</u>			<u>General Fund Expenditures and Transfers Out</u>		
	Budget	Actual	Actual as % of Budget	Budget	Actual	Actual as % of Budget
12	\$35,616,973	\$36,530,746	102.6%	\$35,086,970	\$32,602,897	92.9%
13	\$35,103,843	\$35,277,894	100.5%	\$35,706,688	\$33,901,218	94.9%
14	\$35,599,018	\$37,935,526	106.6%	\$37,178,913	\$35,932,875	96.6%

Revenues and transfers in to the general fund were ahead of budget predictions and expenditures and transfers out were lower than budgeted for all three years. More important than this comparison, however, is whether general fund revenue was sufficient to fund general fund expenditures. In all three years, actual revenues and transfers in exceeded actual expenditures and transfers out, at least on a budgetary basis.

When expenditures exceed revenue is often referred to as an operating deficit. An operating deficit is not a good indicator, but whether it is cause for serious concern depends on the amount of the deficit, the level of fund balance, and whether it is an isolated case that is unlikely to repeat or part of a trend of insufficient revenue. An operating deficit does not signify that the city or the fund has a negative fund balance but rather that more money went out of the fund than came in during that fiscal year. If the general fund or all the funds combined have a negative fund balance (i.e., liabilities are greater than assets) the city is almost certainly in serious financial difficulty. This has not been an issue in the general fund for at least the last three reported fiscal years.

General Fund Balance:

One very important indicator of financial health is the level of fund balance. As mentioned earlier, the fund balance can be defined as assets minus liabilities. If the general fund is short of cash and/or equity, we could not assume that transfers could be made from other funds to correct the problem because there are usually restrictions on the use of assets of other funds. Even where the equity is sufficient, not all the fund balance is available for appropriation.

First, there are two subdivisions within the fund balance for any fund—reserved balance and unreserved balance. In theory, the reserved fund balance includes money that must be set aside for a specific purpose due to a legal obligation. It is similar to, but not exactly the same as, a liability. The reserved balance includes the nonspendable and restricted general fund balances.

The unreserved fund balance is what remains after the reserved funds have been set aside. The unreserved fund balance also has three subdivisions—committed, assigned, and unassigned. Although the committed and assigned funds are both intended for a particular use, there is no legal obligation to use them for that purpose. The council or other authorized official can change or rescind their designated purpose. The unassigned fund balance is again whatever remains.

Reserved Funds

- Nonspendable fund balance—amounts that are not in a spendable form (such as inventory) or are required to be maintained intact (such as the corpus of an endowment fund)
- Restricted fund balance—amounts constrained to specific purposes by their providers (such as grantors, bondholders, and higher levels of government) through constitutional provisions or by enabling legislation

Unreserved Funds

- Committed fund balance—amounts constrained to specific purposes by a government itself, using its highest level of decision-making authority; to be reported as committed, amounts cannot be used for any other purpose unless the government takes the same highest-level action to remove or change the constraint
- Assigned fund balance—amounts a government intends to use for a specific purpose; intent can be expressed by the governing body or by an official or body to which the governing body delegates the authority
- Unassigned fund balance—amounts that are available for any purpose; these amounts are reported only in the general fund

Second, local governments must maintain a certain level of fund balance to obtain a favorable bond rating. A high bond rating is desirable because it enables a government entity to borrow money at a lower interest rate. It is also simply good management to maintain a reserve to cover emergencies and unforeseen circumstances.

The appropriate fund balance level is related to the level of expenditures. The table below compares both the total general fund balance and the unreserved portion of the fund balance to expenditures.

General Fund Balance as a Percent of Expenditures, Plus Transfers

FY	Total General Fund Balance	Unreserved Fund Balance	GAAP Basis General Fund Expenditures	Total Fund Balance as % of Expenditures	Unreserved Fund Balance as % of Expenditures
12	\$17,108,889	\$15,489,844	\$32,602,897	52.5%	47.5%
13	\$18,498,773	\$16,844,288	\$33,901,218	54.6%	49.7%
14	\$21,004,699	\$19,413,858	\$35,932,875	58.5%	54.0%

As to whether this fund balance is adequate, the Government Finance Officers Association (GFOA) states:

“The adequacy of unrestricted fund balance in the general fund should be assessed based upon a government’s own specific circumstances. Nevertheless, GFOA recommends, at a minimum, that general-purpose governments,

regardless of size, maintain unrestricted fund balance in their general fund of no less than two months, or 16.67%, of regular general fund operating revenues or regular general fund operating expenditures.”

It is reasonable to assume that the 16.67 percent guideline is appropriate during relatively normal non-recessionary economic conditions, and it is understandable that a municipality would want to maintain a higher reserve level in uncertain financial circumstances when the likelihood of drawing on the balance is greater. However, if a local government determines a high reserve is essential, it should be able to justify the level it wants to maintain. Sheboygan’s fund balance is well above the 16.67 percent guideline for the last three years reviewed.

More About Funds Other Than the General Fund:

As of 12/31/14, the total fund balance (assets minus liabilities) of all governmental fund types was \$35,618,176 of which \$38,990,551, or more than 100%, could be covered by cash and cash equivalents. Total fund equity represents the amount by which assets exceed liabilities. For the same funds, the city has total assets of \$81,179,785 and total liabilities of \$45,561,609.

The ratio of assets to liabilities is 1.78; in other words, the city has \$1.78 in assets for every \$1.00 in liabilities, at least for the governmental fund types.

The table below shows the city’s total fund equity for governmental fund types as of 12/31/14:

<u>Fund</u>	<u>Total Fund Equity</u>	<u>% Cash and Equivalents</u>	<u>Asset to Liability Ratio</u>
General	\$21,004,699	97.3%	2.13
Debt Service GO Debt	\$4,522,206	77.1%	1.88
Debt Service TIF Districts	\$2,510,858	>100%	1.47
Other	\$7,580,413	>100%	1.46

We should note that assets are not necessarily transferable between funds. There are often restrictions on the use of cash and other assets. For example, revenue that comes into the capital projects and special revenue funds is often legally restricted to be used for those specified purposes for which the revenue was appropriated. On the other hand, it is not uncommon for a charter or statute to provide for certain amounts of revenue from another fund—the amount often determined by formula—to be transferred into the general fund on a regular basis. Such a transfer is not usually considered revenue by the strict definition, but it serves the same purpose and the city budgets for it as it would a revenue source.

However, even if the charter or governing law prohibits or makes difficult the transfer of money from other funds to the general fund, there is still a purpose in examining the financial health of these operations. We want to determine their potential impact on the general fund because it not only accounts for the day-to-day operations of the city but also serves as payer of last resort should any other city fund be unable to meet its obligations.

If we look at all governmental fund types together, we get another perspective on the fund balance.

Mr. Chase Longmiller, President, IAFF Local 483

March 7, 2016

Page 6

<u>Fund</u>	<u>Total Fund Balance</u>	<u>Fiscal Expenditures</u>
General	\$21,004,699	\$35,932,875
Debt Service GO Debt	\$4,522,206	\$6,561,796
Debt Service TIF Districts	\$2,510,858	\$3,156,915
Other	\$7,580,413	\$14,216,890
Total	\$35,618,176	\$59,868,476
Total Fund Balance as a Percent of Expenditures	59.5%	

Moody's:

As of July 2015, Moody's has assigned a credit rating of Aa2 to Sheboygan's general obligation debt. "Bonds rated Aa are judged to be of high quality by all standards. Together with the Aaa group they comprise what are generally known as high grade bonds. They are rated lower than the best bonds because margins of protection may not be as large as in Aaa securities or fluctuation of protective elements may be of greater amplitude or there may be other elements present that make the long-term risks appear somewhat larger than in Aaa securities....the modifier 2 indicates a mid-range ranking."

Moody's states the following:

"The Aa2 rating is indicative of the city's sizeable and diverse tax base located on the shore of Lake Michigan; below average resident wealth levels; healthy financial profile, characterized by improved liquidity and operating fund reserve levels; manageable debt burden and affordable unfunded pension liabilities."

FY15:

According to the unaudited Historical Actuals Comparison Report, FY15 general fund revenue was \$35,947,563 and general fund expenditures were \$34,304,372. This results in an increase to the general fund of \$1,643,191 in FY15.

General:

Sheboygan's general fund balance increased nearly 23% from FY12 to FY14, while the asset to liability ratio increased over 9% for the same time period. The general fund balance, both total and unreserved as a percentage of expenditures, is well above the GFOA guidelines in all years reviewed. All governmental funds have positive fund balances and asset to liability ratios.

Please contact us if you have any questions or if further clarification is needed.

Fraternally,

Kelley Lopez
Department of Labor Issues and Collective Bargaining

cc: Thomas Thornberg, Vice President, IAFF 5th District

**THE ECONOMIC IMPACT OF
SUCCESSFUL COMMERCIAL FIRE INTERVENTIONS**

***PHOENIX FIRE DEPARTMENT
JUNE – AUGUST, 2012***



**Dr. Anthony Evans
L William Seidman Research Institute,
W. P. Carey School of Business,
Arizona State University**

January 24, 2013

1. Introduction

The City of Phoenix Fire Department is committed to providing the highest level of public safety service for the community, protecting lives and property through fire suppression, emergency medical and transportation services, disaster management, fire prevention and public education.

One of the busiest fire departments in the country, the City of Phoenix Fire Department is responsible for a 519.1 square mile area, and the safety/well-being of almost 1.5 million people. In FY2010-11, it attended 13,893 fires.¹

The City of Phoenix Fire Department currently implements a wide range of key performance indicators (KPIs) to demonstrate its value to City officials and the wider community. However, these methods all overlook the impact of the Fire Department's operations on the local economy.

In August 2011, the Seidman Research Institute conducted an exploratory case study for the City of Phoenix Fire Department, evaluating the economic impact of saving a furniture manufacturer from a major fire. The case study suggested that up to 203 jobs could have been lost in the State of Arizona if the property had not been saved, plus \$20 million gross state product and \$9 million real disposable personal income (2011 \$).

Surprised by the magnitude of these impacts, the Seidman Research Institute therefore agreed to further assess the economic impact of successful fire interventions at commercial establishments over a longer time horizon. The objectives of this study are to:

- Implement a three month aggregate analysis of commercial fire interventions, focusing exclusively on any organization that could have temporarily or permanently lost their production capability and/or operations without the successful intervention of the City of Phoenix Fire Department.
- Quantify the total employment, gross state product (GSP), real disposable personal income (RDPI) and adjusted state/local tax revenue losses in the State of Arizona and Maricopa County if the fires had not been successfully contained.

¹ This is the latest publically-available figure.

The interventions included in this analysis occurred between June 1 and August 31, 2012, and each fire was in a post-incipient phase.²

Estimated impacts include the direct combined effects of every commercial property benefitting from a successful Fire Department intervention, alongside the indirect and induced effects that arise when their incomes and expenditures are recycled within the state's and county's economy. The year of study for this analysis is 2012, and all impacts are expressed in 2012 dollars (2012 \$).

Section 2 summarizes the economic impact method and the primary data used in the calculations. Simulation results for the State of Arizona and Maricopa County are offered in Section 3. Conclusions and recommendations are provided in Section 4.

2. Economic Impact Analysis – Study Method and Scenario Examined

Commercial businesses and organizations exert direct, indirect and induced impacts on a state or county's economy.

The *direct* impacts are generally easy to understand and calculate. They include the initial capital investment when a business or organization is launched, and the people directly employed to supply their products or services.

The *indirect* and *induced* effects are additional, second round expenditures and jobs created as a result of the initial "injection" of capital expenditures and direct employment. Indirect effects arise when a company makes purchases from suppliers to support its operation. Induced effects occur when workers either directly or indirectly associated with commercial businesses or organizations spend their incomes in the local economy, when suppliers place upstream demands on other producers, and when state and local governments spend new tax revenues. The income that a company or employee spends in the

² This means that the fire had progressed beyond the incipient or ignition phase, and was either growing in intensity, or was fully developed (the hottest and most dangerous phase of any fire).

**THE ECONOMIC IMPACT OF
SUCCESSFUL COMMERCIAL FIRE INTERVENTIONS**

***PHOENIX FIRE DEPARTMENT
JUNE – AUGUST, 2012***



**Dr. Anthony Evans
L William Seidman Research Institute,
W. P. Carey School of Business,
Arizona State University**

January 24, 2013

local economy therefore generates revenues/income for a variety of different businesses, which creates induced effects.

The rounds of expenditures are not self-perpetuating in equal measure. Through time, they become smaller as more of the income/expenditures “leak” out of the local economy.³ The cumulative impacts of these rounds of expenditures or “ripple effects” are known as the multiplier effect in economics. Importantly, there is no one “magic” multiplier number for every conceivable scenario. Due to the inter-linked nature of the Arizona economy and its links to the rest of the U.S. (and the world), the eventual ripple effects depend on a variety of different factors.⁴

If a commercial business or organization is adversely affected by fire, causing a temporary or permanent cessation of trade or potentially even relocation, this will also affect the host state or county’s local economy. The potential impacts of fire damage include actual physical structure impairment, falls in sales output, or new production costs such as the purchase of replacement equipment and supplies. This will affect key economic variables such as employment, gross state product, disposable personal income and local/state tax revenues.

Therefore, a full understanding of the total impact that a successful fire intervention at a business will have on the Arizona economy is rather more complex than just an extrapolation of direct impacts.

Please note that this study only considers the potential economic losses if a commercial business or organization is forced to temporarily or permanently close down due to fire. No consideration is given to the potential construction impacts arising from unsuccessful interventions. Residential interventions are also excluded from the analysis.

³ For example, in the form of savings, or as payments for goods and services produced outside of a state.

⁴ In very simple terms, what matters is the size of the direct impact, where it occurs (that is, which county and which sector of the economy) and the duration of the impacts.

2.1. Study Method

This study makes use of an Arizona-specific version of the REMI regional forecasting model, updated at the Seidman Research Institute, to produce economic estimates of commercial businesses and organizations in the State of Arizona and Maricopa County.

Through its dynamic modeling, REMI takes account of variations in the economic impact of a business through time. These estimated impacts are the difference between the baseline economy and the baseline economy augmented with the new enterprise. As a result, the analysis measures the economy *with* and *without* the existence of the fire-stricken business in both the State of Arizona and Maricopa County. The use of a county level model also enables a more detailed disaggregation of results to occur, estimating the “leakage” of economic impacts into other counties in Arizona.

Seidman’s method for estimating the economic impacts involves four fundamental steps:

- 1. Prepare a baseline forecast for the state and county economy:** This baseline scenario provides a forecast of the future path of the local economies in the State of Arizona and Maricopa County based on a combination of the extrapolation of historic economic conditions and an exogenous forecast of relevant national economic variables. This is often referred to as the Business as Usual (BAU) case, and assumes that the commercial businesses and organizations included in the analysis did not require successful fire interventions to continue operating.
- 2. Develop policy scenario:** This describes the *direct* economic impacts generated by the loss of these commercial businesses and organizations for up to one year if the City of Phoenix Fire Department had been unable to successfully intervene.
- 3. Compare the baseline and policy scenario forecasts**
- 4. Produce delta results:** Differences between the future values of each variable in the forecast results estimate the magnitude of the loss of the businesses and organizations for the local economy, relative to the baseline.

The economic impacts measured in this study are:

- **Total Employment:** An estimate of the total number of full-time (or equivalent) jobs in the State of Arizona or Maricopa County, encompassing every sector and industry, including government and farm workers. Total employment therefore includes employees, sole proprietors and active partners, but excludes unpaid family workers and volunteers.
- **Total Private Non-Farm Employment:** An estimate of the total number of full-time (or equivalent) jobs in the State of Arizona or Maricopa County, encompassing all sectors and industries but excluding government and farm workers. This again includes employees, sole proprietors and active partners, but excludes unpaid family workers and volunteers.
- **Gross State Product (GSP):** This is the market value of goods and services produced by labor and property in the State of Arizona or Maricopa County. It represents the dollar value of all goods and services produced for the state or county's final demand, but excludes the value of intermediate goods and services purchased as inputs to final production. It can also be defined as the sum of employee compensation (wages, salaries and benefits, including employer contributions to health insurance and retirement pensions), proprietor income, property income, and indirect business taxes.
- **Real disposable personal income (RDPI):** This is an estimate of the total after-tax income received by any person residing in the state or county, deflated by the Personal Consumption Expenditure (PCE)-Price Index, but available for spending or saving. Technically speaking, real disposable personal income is the sum of wage and salary disbursements, supplements to wages and salaries, proprietors' income, rental income of persons, personal dividend income, personal interest income, and personal current transfer receipts, less personal taxes and contributions for government social insurance.
- **State Tax Revenue:** This is an estimate of general sales tax, selective sales tax, license taxes, individual and corporate income taxes, other taxes, miscellaneous general revenue, utility revenue, liquor store revenue, insurance trust revenue, intergovernmental revenue and current charges.

2.2. Data Inputs

Between June 1 and August 31, 2012, the City of Phoenix Fire Department successfully intervened at thirteen post-incipient commercial fires - that is, fires that were either growing in intensity or fully developed (the hottest and most dangerous phase of any fire).

Two of the interventions were at vacant commercial premises, and therefore excluded from the current analysis. The businesses and organizations at three commercial fire locations declined to participate in the study. The remaining eight interventions directly affected thirteen local businesses. Production capability and business operations could have been lost for at least one year at eleven of these local businesses without the successful intervention of the City of Phoenix Fire Department. Commercial activity at the remaining two local businesses could have been compromised for at least three months if their fires had not been successfully controlled.

Each commercial business or organization was asked to complete a brief survey as part of a follow-up fire incident investigation to supply the following data:

- Industry type
- Industry NAICS code/description
- Number of full-time (or equivalent) employees
- Annual total revenue/sales
- Average employee salary
- Extent of actual disruption to business operations
- Estimated extent of disruption without successful intervention

Anonymity was guaranteed in return for their sharing of commercially sensitive information. The industries directly benefiting from the City of Phoenix Fire Department interventions included construction, manufacturing, retail, finance, administrative and support services, and other services (except public administration).

Cumulatively accounting for 545 employees and annual salaries of almost \$19.6 million, the inputs supplied by each business or organization have been used to estimate the economic impact for the State of Arizona and Maricopa County for one entire year if the City of Phoenix Fire Department had been unable to successfully intervene and extinguish the fires.

3. Simulation Results

Table 1 illustrates the total employment and total private non-farm employment job impacts for one full calendar year if the City of Phoenix Fire Department had been unable to intervene at the eight commercial fires. The distinction between the two employment measures is important. Total employment refers to any job in the public or private sector, including government jobs and farm workers. Total private non-farm employment simply refers to the private sector, and therefore excludes government jobs, and any impacts associated with farming. The unit of measurement for each impact is job years.⁵

This table estimates that approximately 2,173 total private non-farm full-time (or equivalent) jobs could have been lost in the State of Arizona over the course of one year if the City of Phoenix Fire Department had not successfully intervened at the eight commercial fires. If the government and farm sectors are included, this could increase to 2,322 full-time (or equivalent) job losses over the course of one year in the State of Arizona. Approximately 98% of these full-time (or equivalent) job losses could have taken place in Maricopa County – the host county in which the commercial fires occurred.

Table 1: Employment Impacts of the 8 Commercial Fire Interventions for One Year

	Total Employment Losses (Job Years)	Total Private Non-Farm Employment Losses (Job Years)
Arizona	2,322	2,173
Maricopa County	2,280	2,137
Host County as Percentage of Arizona	98.2%	98.4%

Source: L. William Seidman Research Institute, W. P. Carey School of Business, Arizona State University

⁵ A job year is equivalent to one person having a full-time job for exactly one year.

The 2,173 private non-farm jobs saved by the City of Phoenix Fire Department's successful intervention at eight commercial fires consisted of 495 direct jobs⁶ and 1,678 indirect or induced jobs.

Table 2 estimates the distribution of job losses for one year across the private non-farm employment sectors if the City of Phoenix Fire Department had been unable to successfully intervene, resulting in a loss of production or operational capability at the 13 commercial businesses or organizations. This table suggests that the five sectors that could lose the greatest number of jobs are retail trade, construction, manufacturing, administrative and waste services, and health care and social assistance.

Table 3 estimates the gross state product (GSP) and real disposable personal income (RDPI) losses potentially emanating from the non- or unsuccessful intervention of the City Phoenix Fire Department. The table estimates that the State of Arizona could have lost approximately \$196 million GSP (2012 \$) in just one year if the City of Phoenix Fire Department had failed to successfully intervene at the eight commercial fires. Approximately 98.4% of the loss could have taken place in Maricopa County.

Table 3 also estimates that RDPI in the State of Arizona could fall by \$94.6 million (2012 \$) without the successful fire interventions. Maricopa County again could suffer almost all of the loss (95.8%).

Table 4 estimates the adjusted state tax/revenue losses for one year if the City of Phoenix Fire Department had not successfully intervened at the commercial fires. The losses could amount to \$10.56 million in the State of Arizona – that is, 96% in Maricopa County, with the balance in Pinal and Pima Counties.

⁶ This direct job years figure is lower than the total annual direct employment (545 jobs) at the 13 commercial business or organizations saved, because 2 of the companies indicated that they would only close for 3 months. As a result, a pro-rata input for these 2 companies has been used in the total direct calculation for all 13 businesses or organizations.

Table 2: Distribution of Private Non-Farm Employment Losses across Industry Sectors for One Year

Sector	Jobs Lost in Arizona	Jobs Lost in Maricopa County
Forestry, Fishing, Related Activities, and Other	0.53	0.4
Mining	2.99	1.3
Utilities	6	5.9
Construction	486.77	485.2
Manufacturing	248.03	244.48
Wholesale Trade	70.43	69.76
Retail Trade	578.34	574.34
Transportation and Warehousing	26.01	24.77
Information	16.56	15.93
Finance and Insurance	69.09	67.23
Real Estate and Rental and Leasing	50.11	48.49
Professional and Technical Services	114.53	111.57
Management of Companies and Enterprises	10.77	10.53
Administrative and Waste Services	134.7	133.18
Educational Services	19.24	18.59
Health Care and Social Assistance	123.29	119.19
Arts, Entertainment, and Recreation	22.58	21.12
Accommodation and Food Services	70.56	68.27
Other Services, except Public Administration	122.12	116.97
Total	2,173	2,137

Source: L. William Seidman Research Institute, W. P. Carey School of Business, Arizona State University

Table 3: Summary of Gross State Product and Real Disposable Personal Income Impacts for One Year

Impact Type	Initial Year Impact
Gross State Product (Millions 2012 \$)	
Arizona	196.0
Maricopa County	193.0
Host County as Percentage of Arizona	98.4%
Real Disposable Personal Income (Millions 2012 \$)	
Arizona	94.6
Maricopa County	90.6
Host County as Percentage of Arizona	95.8%

Source: L. William Seidman Research Institute, W. P. Carey School of Business, Arizona State University

Table 4: Summary of Adjusted State Revenue Impacts for One Year

	Income Tax (Millions 2012 \$)	General Sales Tax (Millions 2012 \$)	Selective Sales Tax (Millions 2012 \$)	Corporate Income Tax (Millions 2012 \$)	Rest⁷ (Millions 2012 \$)	Total (Millions 2012 \$)
Arizona	1.94	3.50	0.99	0.42	3.71	10.56
Maricopa County	1.85	3.41	0.96	0.41	3.53	10.16

Source: L. William Seidman Research Institute, W. P. Carey School of Business, Arizona State University

4. Conclusions and Recommendations

The goal of this study has been to estimate the impact of the City of Phoenix Fire Department's successful commercial fire interventions on the local economy at a state and county level.

Focusing on eight fire interventions affecting at least thirteen commercial businesses from June 1 to August 31, 2012, the study has estimated the impacts for the local economy in terms of employment, gross state product, real disposable income, and adjusted state tax revenues.

If the City of Phoenix Fire Department had been unable to successfully intervene at these eight commercial fires, the State of Arizona could have lost up to 2,322 full-time (or equivalent) jobs - including government and farm workers - over the subsequent 12 months. The State of Arizona could also have lost approximately \$196 million GSP, \$94.6 million RDPI, and \$10.6 million in adjusted state tax revenues.

Maricopa County, as the host county, could have suffered the most. Estimated losses over the year could include up to 2,280 full-time (or equivalent) jobs for all sectors, including government and farm workers, approximately \$193 million GSP, \$90.6 million RDPI, and \$10.2 million in adjusted state tax revenues.

⁷ Rest includes license taxes, other taxes, miscellaneous general revenue, utility revenue, liquor store revenue, insurance trust revenue, intergovernmental revenue and current charges.

If this three month time horizon is representative of the number and type of City of Phoenix Fire Department commercial fire interventions for a full calendar year, it is reasonable to conclude that the Fire Department exerts a significant impact on the local economy at both a state and county level. Seidman therefore recommends additional economic analysis of commercial fire interventions for other three-month time horizons to ensure the representativeness of the study sample, prior to the inclusion of an economic KPI to further demonstrate the Fire Department's value to City officials and the wider community.

The City of Phoenix Fire Department also offers much more than commercial fire interventions. The sourcing of appropriate data inputs from successful single-family and multi-family residential fire interventions for economic analyses poses greater challenges than commercial interventions. However, if an appropriate solution or way forward can be found, the economic impact of the City of the Phoenix Fire Department's successful interventions could be even greater.

Appendix

A.1. Inputs Provided by Client

The following data was sourced by the City of Phoenix Fire Department’s investigators after their successful commercial fire interventions. The responses from all thirteen businesses and organizations affected by the fires have been grouped by industry or sector. Four of the thirteen businesses and organizations failed to disclose their average salary. REMI’s pre-programmed average salary for those types of company in Maricopa County has therefore been applied to enable quantification of the impacts.

Sector	Annual Direct Full-Time (or Equivalent) Employment	Average Salary per Employee (2012 \$)	Total Revenue/Sales (2012 \$)
Administrative and Support Services	<i>Not available for public disclosure due to the commercially sensitive nature of the data</i>		
Construction			
Food Manufacturing			
Membership Associations and Organizations			
Monetary Authorities			
Personal and Laundry Services			
Primary Metal Manufacturing			
Retail Trade			
Wood Product Manufacturing			
Total			

Source: City of Phoenix Fire Department

A.2. The REMI Model

REMI is an economic-demographic forecasting and simulation model developed by Regional Economic Models, Inc. REMI is designed to forecast the impact of public policies and external events on an economy and its population. The REMI model is recognized by the business and academic community as the leading regional forecast/simulation tool available.

Unlike most other regional economic impact models, REMI is a dynamic model that produces integrated multi-year forecasts and accounts for dynamic feedbacks among its economic and demographic variables. The REMI model is also an "open" model in that it explicitly accounts for trade and migration flows in and out of the state. A complete explanation of the model and discussion of the empirical estimation of the parameters/equations can be found at www.remi.com.

The operation of the REMI model has been developed to facilitate the simulation of policy changes, such as a tax increase for example, or many other types of events – anything from the opening of a new business to closure of a military base to a natural disaster. The model's construction includes a large set of policy variables that are under the control of the model's operators. To simulate the impact of a policy change or other event, a change in one or more of the policy variables is entered into the model and a new forecast is generated. The REMI model then automatically produces a detailed set of simulation results showing the differences in the values of each economic variable between the control and the alternative forecast.

The specific REMI model used for this analysis was Policy Insight Model Version PI⁺ version 1.3.13 of the Arizona economy (at the county level) leased from Regional Economic Models Inc. by a consortium of State agencies, including Arizona State University, for economic forecasting and policy analysis.

A.3. Effects Not Incorporated into the Analysis

No major commercial impacts were omitted.



L. WILLIAM SEIDMAN RESEARCH INSTITUTE
660 S MILL AVENUE, SUITE 300
TEMPE
AZ 85281-4011

Tel: (480) 965 5362

Fax: (480) 965 5458

www.seidmaninstitute.com

GEOGRAPHIC INFORMATION SYSTEM EMERGENCY SERVICES RESPONSE CAPABILITIES ANALYSIS

FINAL REPORT



*International Association of Fire Fighters
1750 New York Avenue, N.W.
Washington, DC 20006*

Sheboygan Fire Department
Sheboygan, Wisconsin

June 2016

Dedication

This Report is Dedicated to the Citizens of Sheboygan, WI who Deserve the Most Efficient and Effective Fire, Rescue, and Emergency Medical Services Available.

< This Page Left Intentionally Blank >

Table of Contents

Executive Summary	1
Key Findings	2
IAFF Recommendations	4
Executive Summary Conclusion	5
Background	7
Fire Suppression Operations	9
Fire Growth	10
The Incipient Phase	10
The Free Burning Phase	10
Figure 1: Fire Growth in a Compartment.	11
Flashover	11
The Importance of Adequate Staffing: Concentration	12
Table 1: Impact of Crew Size on a Low-Hazard Residential Fire	13
The Importance of Crew Size to Overall Scene Time	15
Table 2: The Relationship between Crew Size and Scene Time.	15
Physiological Strain on Smaller Crew Sizes	16
Chart 1: Average Peak Heart Rate of First Engine (E1) with Different Crew Sizes by Riding Position	17
Chart 2: Average Peak Heart Rate of First Truck (T1) with Different Crew Sizes by Riding Position	18
The Importance of a Rapid Response	19
Table 3: The Relationship between Fire Extension and Fire Loss.	20
OSHA’s “2 In/2 Out” Regulation	21
Figure 2: The OSHA “2 In/2Out” Rule.	22
Figure 3: Emergency “2 In/2 Out” Operations.	23
Initial Full Alarm Assignment	24
Table 4: NFPA 1710, §5.2.4.1.1	24
Figure 4: Initial Full Alarm Assignment Deployed Within 8 Minutes.	25
High-Rise Operations	27
Overview of High-Rises	27
High-Rise Firefighting Tactics	28
<i>Search and Rescue</i>	29
<i>Fire Extinguishment</i>	29
<i>Ventilation</i>	30
<i>Support</i>	30
Table 5: Number of Firefighters for an Initial Full Alarm to a High-Rise Fire	32
Fire Department EMS Operations	33
Fire Department Deployment Analysis	37
The Importance of Adequate Resources: Distribution	37
Figure 5: Normal Distribution Model for an Initial 4-Minute Response Area.	39
Distribution vs. Concentration	40

Mapping Analysis of the Sheboygan Fire Department.....	41
Table 6: Current Fire Station Locations.	41
Table 7: Unit Responses Per Year 2013-2015.....	42
Existing Emergency Response Capabilities – Sheboygan Fire Department	44
Map 1: Station Locations	44
Map 2: 2015 Population Density – U.S. Census Bureau Estimates of Sheboygan, WI.....	45
Map 3: Concentration of Emergency Responses in Sheboygan, WI	46
Map 4: Existing 4-Minute Response Capabilities	47
Map 5: Existing Emergency “2 In/2 Out” Capabilities, 4-Minute Response	48
Map 6: Concentration of Emergency Response in Sheboygan, WI and 4- Minute “2 In/2 Out” Regulation with Current Staffing	49
Map 7: Existing 4-Minute Suppression Response (EMS Crews Unavailable).....	50
Map 8: Existing Effective Firefighting Force, 15 Firefighters	51
Proposal #1 Emergency Response Capabilities – New Station (15th St. & Indiana Ave.) Consolidating Station 1 and Station 2	52
Table 8: Proposed Fire Station Locations and Staffing.	52
Map 9: Proposal 1, 4-Minute Response Capabilities.....	53
Map 10: Proposal 1, Emergency “2 In/2 Out” Capabilities, 4-Minute Response.....	54
Map 11: Proposal 1, Emergency “2 In/2 Out” Operations, 4-Minute Response (EMS Crews Unavailable) 55	
Map 12: Proposal 1, Effective Firefighting Force, 15 Firefighters.....	56
Proposal #2 Emergency Response Capabilities – New Station (New York Ave. & Water St.) Consolidating Station 1 and Station 2	57
Table 9: Proposed Fire Station Locations and Staffing.	57
Map 13: Proposal 2, 4-Minute Response Capabilities.....	58
Map 14: Proposal 2, Emergency “2 In/2 Out” Capabilities, 4-Minute Response.....	59
Map 15: Proposal 2, Emergency “2 In/2 Out” 4-Minute Response (EMS Crews Unavailable).....	60
Map 16: Proposal 2, Effective Firefighting Force, 15 Firefighters.....	61
Proposal #3 Emergency Response Capabilities – New Station (19th St. & Georgia Ave.) Consolidating Station 1 and Station 2	62
Table 10: Proposed Fire Station Locations and Staffing.	62
Map 17: Proposal 3, 4-Minute Response Capabilities.....	63
Map 18: Proposal 3, Emergency 2 In/2 Out Capabilities, 4-Minute Response	64
Map 19: Proposal 3, Emergency “2 In/2 Out” Operations, 4-Minute Response (EMS Crews Unavailable) 65	
Map 20: Proposal 3, Effective Firefighting Force, 15 Firefighters.....	66
IAFF Recommended Response Capabilities.....	67
Table 11: IAFF Recommended Fire Station Locations and Staffing.	67
Map 21: Recommended Emergency “2 In/2 Out” Capabilities, 4-Minute Response.....	68
Map 22: Recommended Effective Firefighting Force, 15 Firefighters.....	69
Map 23: Concentration of Emergency Response in Sheboygan, WI and 4- Minute “2 In/2 Out” Response with Industry Standard Staffing	70
Conclusion	71
Appendix	73
Performance Standards	73

Executive Summary

The International Association of Fire Fighters (IAFF) Headquarters was engaged by the Sheboygan Fire Department, IAFF Local 483, to provide information and resources to decision makers of the City of Sheboygan regarding the impact of the reduction in staffing levels and proposed station consolidation on Fire Department capabilities. Currently, the Sheboygan Fire Department maintains five fire stations housing apparatus which are not staffed appropriately to provide for effective, efficient, and safe staffing levels required by industry standards. This document will discuss the importance of maintaining safe and effective staffing levels and the impact on service when these levels are not met.

This computer-based analytical study examines predicted travel times and geographic coverage areas for emergency response units deployed from existing and proposed fire station locations in the Sheboygan Fire Department response jurisdiction under existing and proposed scenarios. It has been proposed that a new fire station be constructed and that this station will effectively consolidate 2 of the current fire stations in Sheboygan. Each proposal features the closure of Stations 1 and 2 and the re-deployment of a majority of those resources to a new station. The City has identified three possible general locations for the new station. This study will examine the possible implications of this consolidation by analyzing response coverage from each of these locations and comparing the results to current capabilities.

Located in Sheboygan, WI, the Sheboygan Fire Department provides fire suppression, vehicle and industrial extrication, ice/water and fast water rescue, hazardous materials response, confined space and low angle rescue, EMS first response, and Advanced Life Support (ALS) and Basic Life Support (BLS) ambulance response and transport. According to the 2010 Census, the City had a population of 49,288.¹ In addition to all-hazard emergency responses, the Department performs other services for the City such as fire prevention and safety education programs, which include fire-safety inspections.

A brief risk analysis was performed on the City of Sheboygan to assess the need for emergency services. An assessment of the 2010 Census revealed that 21.4% of the population were in a vulnerable category. This category consists of persons under the age of 5 (7.5%) and persons 65 years of age and older (13.9%), but does not include the special needs population. Additionally, 14.8% of the population was living at or below the poverty level. There were 20,917 housing units, consisting of single or semi-detached houses (61.5%), multifamily housing structures containing 2 or more apartment units (36.8%), and other dwellings including mobile homes (1.7%). Of these structures, 32.6% were constructed between 1940 and 1970, and 36.2% were

¹ U.S. Census Demographic Profile of Sheboygan, WI: General Population and Housing Characteristics: 2010, <http://factfinder.census.gov/bkmk/table/1.0/en/DEC/10_DP/DPDP1/1600000US5572975> visited May 31, 2016.

built 1939 or earlier. Typically, when there are high numbers of vulnerable citizens and older buildings constructed before current fire codes were developed, there is an increased demand on emergency services. Given these numbers, the Department is likely to have a high and steady call volume now and in the future.

The Sheboygan Fire Department current staffing levels are out of compliance with industry standard performance objectives. Stations 1, 2, and 3 typically supplement on-scene total staffing with firefighter/paramedic assigned to the same station. The department is not in compliance with industry standards by splitting crews, and should appoint permanently assigned personnel. Furthermore, Stations 4 and 5, presently utilize quint apparatus. A quint, is a fire truck apparatus, that serves the dual purpose of an engine and a ladder truck. Normally, these quint trucks take on ladder truck operations when arriving on scene. Although when these quints are first due, they may start engine responsibilities. Delays then may ensue when these roles are shifted to truck as a designated engine truck arrives on scene.

Key Findings

- Analysis of the Sheboygan Fire Department reveals that some suppression companies (including engine companies at Stations 4 and 5) typically deploy with two or three firefighters, out of compliance with industry standards.
- Sheboygan's fire suppression apparatus are staffed with as few as two personnel. Apparatus not staffed with a minimum of four firefighters are not in compliance with the company staffing objectives outlined in National Fire Protection Association (NFPA®) 1500, *Standard on Fire Department Occupational Safety and Health Program*, and NFPA 1710, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*. Because units are not staffed with four, Sheboygan firefighters must rely on supplemental personnel arriving later before making entry into environments that are immediately dangerous to life and health (IDLH), such as structure fires, in order to comply with industry standards and U.S. Occupational Safety and Health Administration (OSHA) rules and regulations.
- The Sheboygan Fire Department typically supplements the engine company crews with staff assigned to the medic units by deploying an engine and ambulance together on all call types, whether it be for suppression incidents or EMS responses. If an EMS call necessitates transport to a medical facility, the engine may be deployed alone and will only have a crew of two firefighters. This practice can create significant delays to the overall emergency response system. This reduces both fire protection and EMS response capabilities within the jurisdiction.

- According to emergency call volume data provided by the Sheboygan Fire Department from 2012 through September 2015, the Department responded to 13,810 emergency incidents. The coverage of emergency incidents with current capabilities to establish “2 In/2 Out” within 4 minutes in Sheboygan is severely insufficient. There are a few areas outside of the 4-minute response capabilities with high incident densities.
- The Sheboygan Fire Department has lost several positions through attrition in recent years, including 3 in 2012. Since January 2016, there have been 3 positions that have not been filled, lowering the daily minimum staffed total from 17 to 16 personnel. The reduction in daily staffing furthers the inconsistency with industry standards.
- Each proposed station location arrangement decreases the response coverage area to which apparatus can arrive within 4 minutes of travel. Currently, firefighters can reach 72.2% of roads within 4 minutes.
- None of the proposed staffing and deployment scenarios will increase staffing on engine companies to the minimum of 4 firefighters required by industry standards. Instead, engine companies will continue to deploy with two to three firefighters on a daily basis.
- NFPA 1710 requires the first arriving company at a structure fire to be on scene within 4 minutes to 90% of incidents. The standard also requires a minimum of four personnel on all suppression apparatus. Currently, these requirements can only be met on 48.7% of roads. The lack of resources in Sheboygan significantly contributes to the fire department’s inability to provide for safe and effective fireground operations.
- A fire department should be designed to adequately respond to a number of emergencies occurring simultaneously. With supplemented staffing between the engines and medic units, as firefighter/paramedic crews are deployed to EMS incidents, the amount of fire response coverage available drastically lowers. When all medic units (3 companies total) are unavailable, Sheboygan Fire Department can only respond with four personnel within 4 minutes on 19.0% of roads.
- Based on this geographic information system assessment of the areas within the Sheboygan city limits, a good measure of area roads are not currently serviced within safe and effective time frames as illustrated in this report. When fully staffed, the Sheboygan Fire Department only provides for the arrival of 15 firefighters on approximately 15.6% of roads within the Sheboygan area within 8 minutes. The arrival of 15 firefighters within 8 minutes is considered to be the standard for safe, effective, and efficient operations at a typical residential structure fire².

² NFPA defines a typical structure fire as a fire occurring in a 2,000 sf. ft. single family home with no exposures and no basement.

- Any reduction of Sheboygan Fire Department resources, especially on-duty and immediately available firefighters, will dramatically worsen performance. This increases the risk of death or injury due to fire for both citizens and firefighters of Sheboygan, as well as significantly increases the risk of considerable property loss for housing units in many areas of the city.
- In Stations 4 and 5, fire truck apparatus are quints and generally perform ladder operations. If the truck company arrives on scene first it may be directed to start engine operations. Once additional apparatus arrives on scene, the truck company will transition to ladder operations. This practice is inefficient as the truck company may have to re-position itself in order to perform ladder operations delaying life-saving fire suppression and rescue tasks.
- Station 5 houses an engine and a ladder truck, where the practice of cross-staffing apparatus is utilized. This requires personnel to move between different apparatus based on the type of emergency to which they are responding. Cross-staffing leaves front-line suppression and EMS resources potentially unstaffed and creates the possibility of personnel being out of the station, but available, with the wrong type of apparatus when an incident occurs. This requires firefighters to first return to the station, move personal protective equipment to another unit, and then respond. This can create significant delays to an emergency response. Cross-staffing reduces fire protection capabilities and creates unnecessary response delays to both fire and EMS incidents.
- Sheboygan Fire Department typically supplements the Battalion Chief (Command) position with previously scheduled firefighter personnel. By not having a permanently assigned Battalion Chief, there is a decrease in fire apparatus staffing. In addition, the Department should also increase staffing to provide the dedicated Battalion Chief with a dedicated staff aide, as required by NFPA 1710.

IAFF Recommendations

Additional staffing is required to bring the Sheboygan Fire Department closer to compliance with NFPA 1710 performance objectives and to enhance firefighter safety and effectiveness. This finding is reflected in the following recommendations:

- Increase staffing on all engine companies to at least four multi-role firefighters at all times in compliance with NFPA 1710 and NFPA 1500 staffing performance objectives.
- Increase staffing on all ladder companies to at least four multi-role firefighters at all times in compliance with NFPA 1710 and NFPA 1500 staffing performance objectives.
- The Department should provide the Battalion Chief with a command aide.

Executive Summary Conclusion

This analysis assessed the existing deployment of the Sheboygan Fire Department as well as 3 proposed plans to merge the resources of two currently existing fire stations into a combined station at a new location. Three separate locations were proposed and analyzed. Each proposal follows these details: Station 1, currently staffed with two firefighters and two firefighter/paramedics that staff an engine and an ambulance, and Station 2, currently staffed with two firefighters and two firefighter/paramedics that staff a rescue truck (engine) and an ambulance, will be closed. A new station will be staffed by four firefighters and two firefighter/paramedics and deploy one engine, the rescue, and one ambulance. One ambulance and two firefighter/paramedics will be relocated to Station 4, which is currently void of ALS resources.

Both current and proposed staffing levels place the Sheboygan Fire Department out of compliance with industry standard performance objectives. Under-staffed units will increase risk to the firefighters, citizens and visitors of Sheboygan. Additional staffing and resources will improve the ability to provide for the arrival of an effective firefighting force within 8 minutes in Sheboygan. Furthermore, additional staffing and resources will improve the ability to respond to medical or fire emergencies in the event that some Department resources are already in service, responding to other calls.

< This Page Left Intentionally Blank >

Background

The International Association of Fire Fighters (IAFF) Headquarters was engaged by the Sheboygan Professional Fire Fighters, IAFF Local 483, to create a data-driven document for decision makers in Sheboygan to assist with informed decisions regarding emergency response.

Since 2008, when Sheboygan Fire Department was tasked with EMS ambulance services, the department has lost several positions through attrition, reducing the total number of personnel available for emergency response performance. Furthermore, there are currently 3 open positions that have not been filled, decreasing the minimum daily staffed personnel from 17 to 16. While Sheboygan Fire department staffing has declined in recent years, the responsibilities involved for effective emergency response has stayed the same, threatening safety and putting the community more at risk.

The high percentage of vulnerability within the population of Sheboygan is reflected in high volume and concentration of incident responses by the Sheboygan Fire Department. The proposed closure of Stations 1 and 2 in two highly concentrated areas of incident volume (ranked 1st and 3rd in incidents, respectively) will only increase the risk to citizens in the community. The Sheboygan Fire Department, currently and in all proposals, supplements engine company personnel with firefighter/paramedic crews. This requirement drains available personnel from front line apparatus companies, resulting in a condition that significantly impacts the overall emergency response system.

Sheboygan also employs quint apparatus in Stations 4 and 5, which serves generally as a ladder truck. In some cases, when arriving first, this quint apparatus may take on engine company duties which can cause delays later when roles change back to those of a ladder company when an engine arrives on scene. Typically, the Battalion Chief position is filled with an already scheduled firefighter, thus reducing the total personnel for fire suppression duties. Station closures and staffing reductions do not address the existing, severely insufficient response effectiveness of the Department.

The provision of fire protection is an essential service that governments must provide. The Department's current and proposed staffing protocols have apparatus staffed with less than 4 firefighters. Apparatus staffed with less than 4 firefighters will have to wait until a second apparatus arrives to initiate effective fire suppression and rescue operations following the Occupational Safety and Health Administration's (OSHA) "2 In/ 2 Out" regulation. Currently, the Fire Department is able to respond with a first-due company in 4 minutes or less on 72.2% of the roads in the City. Moreover, the department can only respond to 48.7% of city roads with a minimum of 4 firefighters within 4 minutes. Each proposal does not significantly improve, and

in some areas negatively impacts, Fire Department capabilities. This analysis will discuss the potential negative impacts of a City proposal to redeploy Fire Department personnel and resources. Furthermore, this analysis will discuss how existing staffing deficiencies can potentially be improved.

The information provided in this document is designed to help decision makers understand the depth of fire department operations and how low staffing levels negatively impact responders and citizens in the City.

Fire Suppression Operations

The business of providing emergency services has always been labor intensive, and remains so today. Although new technology has improved firefighting equipment and protective gear, and has led to advances in modern medicine, it is the firefighters who still perform the time-critical tasks necessary to contain and extinguish fires, rescue trapped occupants from a burning structure, and provide emergency medical and rescue services.

In less than 30 seconds a small flame can burn out of control and become a major fire. During fire growth, the temperature of a fire rises to above 1,000° Fahrenheit (F). It is generally accepted in the fire service that for a medium growth rate fire³, flashover—the very rapid spreading of the fire due to super heating of room contents and other combustibles—can occur. Assuming an immediate discovery of a fire, followed by an un-delayed call to 9-1-1, and dispatch of emergency responders, flashover is likely to occur within 8 minutes of fire ignition. However, due to newer building construction materials and room contents that act as fuel, studies conducted by the Underwriters Laboratory (UL) and the National Institute of Standards and Technology (NIST), it was found that flashover can actually occur in as few as 4 to 5 minutes after ignition.

At the point of flashover, the odds of survival for unprotected individuals inside the affected area are virtually non-existent. The rapid response of an appropriate number of firefighters is therefore essential to initiating effective fire suppression and rescue operations that seek to minimize fire spread and maximize the odds of preserving both life and property. The appropriate number of personnel required for response to what is considered a low-hazard structure fire is 15. A low-hazard structure fire is a fire in a typical, 2,000 square foot, single-family residential home with no basement or exposures.⁴

³ As defined in the *Handbook of the Society of Fire Protection Engineers*, a fast fire grows exponentially to 1.0 MW in 150 seconds. A medium fire grows exponentially to 1 MW in 300 seconds. A slow fire grows exponentially to 1 MW in 600 seconds. A 1 MW fire can be thought-of as a typical upholstered chair burning at its peak. A large sofa might be 2 to 3 MWs.

⁴ NFPA 1710, 2016 ed. Pg. 1710-19 A.4.1.2.5.1

This section will explain fire growth and the importance of fire department response.

Fire Growth

The Incipient Phase

The first stage of any fire is the incipient stage. In this stage, a high heat source is applied to a combustible material. The heat source causes chemical changes to the material's surface which converts from a solid and begins to release combustible gases. If enough combustible gases are released, the material will burn freely.

This process is exothermic, which means it produces heat. The generated heat raises the temperature of surrounding materials, which in turn begin to release more combustible gases into the environment and begins a chemical chain reaction of heat release and burning. At this point, the fire may go out if the first object burns before another fire begins. Otherwise, the fire can progress to the next stage, the Free Burning Phase.

The Free Burning Phase

The second stage of fire growth is the "free" or "open burning" stage. When an object in a room starts to burn, (such as the armchair in Figure 1, following page), it burns in much the same way it would in an open area. In this phase of a fire, oxygen in the air is drawn into the flame and combustible gases rise to the ceiling and spread out laterally. Simultaneously, the burning materials continue to release more heat, which heats nearby objects and materials to their ignition temperature and they begin burning as well. Inside a room, unlike in an open area, confinement begins to influence fire development after a period of time. The combustible gases that have collected on the ceiling will eventually begin to have an adequate mixture of oxygen and combustible gases to begin burning. Thermal radiation from this hot layer will begin to heat the ceiling, upper walls, and all the objects in the lower part of the room. This will augment both the rate of burning for the original object and the rate of flame spread over its surface.

When this occurs, the structure fire reaches a critical point: either it has sufficient oxygen available to move onto the next stage or the fire does not have sufficient oxygen and progresses back to the Incipient Phase. However, since structures are not airtight, there is a low likelihood of the fire depleting all available oxygen. During this stage of fire growth, toxic chemicals released by the fire and high heat are enough to burn anyone in the immediate area and disorient and/or incapacitate others elsewhere in the structure. Without rapid response and aggressive intervention by an adequately staffed fire department, the fire will likely spread to the rest of the structure.

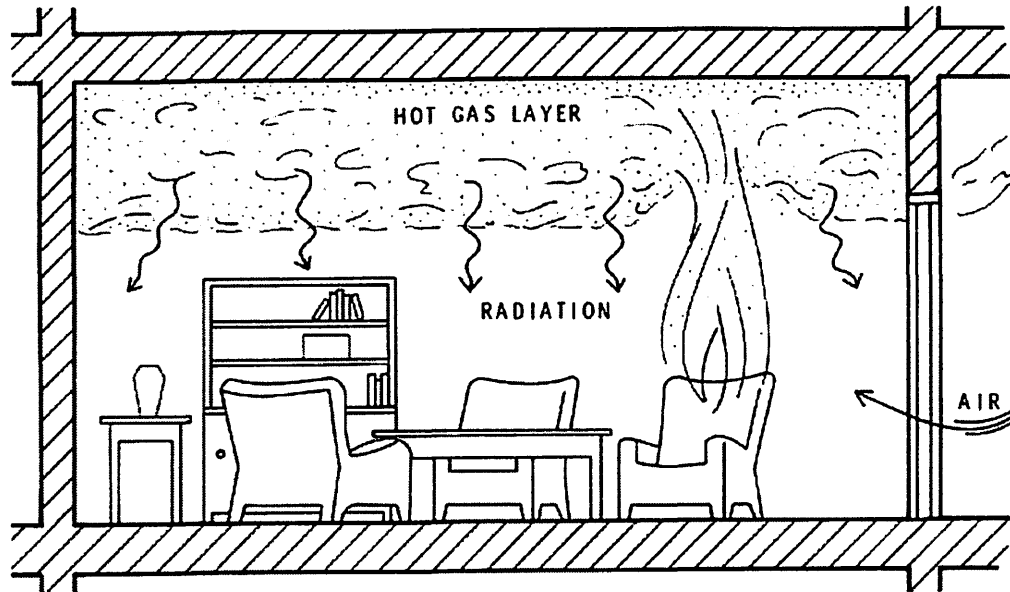


Figure 1: Fire Growth in a Compartment.⁵ The above figure depicts the growth of fire in a compartment, which is an enclosed space or room in a building. In a compartment the walls, ceiling, floors, and objects absorb radiant heat produced by the fire. Unabsorbed heat is reflected back to the initial fuel source, which is depicted by the armchair above. This reflected heat continues to increase the temperature of the fuel source and therefore the rate of combustion. Hot smoke, combustible gases, and super-heated air will then rise to the ceiling and spread at first laterally across the ceiling, but later downward towards other fuel sources and the floor of the compartment. As this toxic, super-heated cloud touches cooler materials, the heat is conducted to them, thus increasing their temperature and eventually leading to pyrolysis, which is the process where a fuel source begins to release flammable vapor. This release of flammable vapor leads to further fire growth and eventually flashover. Flashover is the point at which all exposed fuel sources in a compartment ignite.

If the fire does continue to grow, the heating of the other combustibles in the room will continue to the point where they reach their ignition temperatures more or less simultaneously. If this occurs, all combustible materials in the room will spontaneously ignite. This transition from the burning of one or two objects to full room involvement is referred to as flashover.⁶

Flashover

Flashover, when it occurs, is the most significant event during a structure fire. As combustible gases are produced by the two previous stages they are not entirely consumed and are therefore available fuels. These “available fuels” rise and form a superheated gas layer at the ceiling that continues to increase, until it begins to bank down to the floor, heating all combustible objects regardless of their proximity to the burning object. In a typical structure fire, the gas layer at the ceiling can quickly reach temperatures of 1,200 degrees F. With enough existing oxygen at the floor level, flashover occurs, burning everything in the room at once. The instantaneous

⁵ Image courtesy of University of California at Davis Fire Department

⁶ J.R. Mehaffey, Ph.D., Flammability of Building Materials and Fire Growth, Institute for Research in Construction, 1987.

eruption into flame generates a tremendous amount of heat, smoke, and pressure. The pressure has enough force to push beyond the room of origin and through doors and windows. Usually at the time of flashover, windows in the room will break, allowing for the entry of fresh air. The introduction of fresh air serves to further fuel the growth of the fire by increasing the fire's temperature and spreading the fire beyond the room of origin.

Based on the dynamics of fire behavior in an unprotected structure fire, any decrease in emergency unit response capabilities will correlate directly with an increase in expected life, property, and economic loss.

The Importance of Adequate Staffing: Concentration

NFPA 1500 and 1710 both recommend that a minimum acceptable fire company staffing level should be four members responding on, or arriving with, each engine and ladder company responding to any type of fire.

A prime objective of fire service agencies is to maintain enough strategically located personnel and equipment so that the minimum acceptable response force can reach a reasonable number of fire scenes before flashover is likely.⁷ Two of the most important elements in limiting fire spread are the quick arrival of sufficient numbers of personnel and equipment to attack and extinguish the fire as close to the point of origin as possible, as well as rescue any trapped occupants and care for the injured. Rapid and aggressive interior attack of structure fires, as close as possible to the point of origin, can reduce human and property losses. Sub-optimal staffing of arriving units may delay such an attack, thus allowing the fire to progress to more dangerous conditions for firefighters and citizens. "If the arriving units have adequate resources to handle the situation, then they will fight the fire aggressively and offensively. They will attack the problem head-on and, following department standards, will accomplish their objectives efficiently, effectively, and safely. If they do not have adequate resources to aggressively handle the situation, then they will have to fight the fire in a defensive mode of attack. This mode will continue until enough resources can be massed to then change to an aggressive, offensive attack."⁸

Staffing deficiencies on primary fire suppression apparatus also negatively affect the ability of the fire department to safely and effectively mitigate emergencies and therefore correlate directly with higher risks and increased losses. Continued fire growth beyond the time of firefighter on scene arrival is directly linked to the time it takes to initiate fire suppression operations. As indicated in Table 1 (following page), responding companies staffed with four firefighters are

⁷ University of California at Davis Fire Department website; site visited June 7, 2004.
< <http://fire.ucdavis.edu/ucdfire/UCDFDoperations.htm> >

⁸ National Institute for Occupational Safety and Health, High-Rise Apartment Fire Claims the Life of One Career Fire Fighter (Captain) and Injuries Another Career Fire Fighter (Captain) – Texas, 21 October 2002

capable of initiating critical fire ground operational tasks more efficiently than those with crew sizes below industry standards.

Engine Company Duties				Ladder Company Duties				
Fireground Tasks	Advance Attack Line	% Change	Water on Fire	% Change	Primary Search	% Change	Venting Time	% Change
4 Firefighters	0:03:27		0:08:41		0:08:47		0:04:42	
3 Firefighters	0:03:56	12% Less Efficient	0:09:15	6% Less Efficient	0:09:10	4% Less Efficient	0:07:01	32% Less Efficient
2 Firefighters	0:04:53	29% Less Efficient	0:10:16	15% Less Efficient	0:12:16	28% Less Efficient	0:07:36	38% Less Efficient

Table 1: Impact of Crew Size on a Low-Hazard Residential Fire.⁹ The above table compares and contrasts the efficiencies of suppression companies in the completion of critical tasks for fire control and extinguishment. The smaller the crew size, the more tasks an individual must complete as a team member, which contributes to the delay in initiating fire attack and contributes to diminished efficiency in stopping fire loss. The Department currently staffs two to three firefighters on each suppression apparatus.

First-arriving companies staffed with four firefighters are more efficient in all aspects of initial fire suppression and search and rescue operations compared to two- or three-person companies. There is a significant increase in time for all the tasks if a company arrives on scene staffed with only three firefighters compared to four firefighters. According to the NIST Report on Residential Fireground Field Experiments, four-person crews are able to complete time critical fireground tasks 5.1 minutes (nearly 25%) faster than three-person crews. The increase in time to task completion corresponds with an increase in risk to both firefighters and trapped occupants.

With four-person crews, the effectiveness of first-arriving engine company interior attack operations increases by 12% to 29% efficiency compared to three- and two-person crews respectively. The efficacy of search and rescue operations also increases by 4% to 28% with four-person crews compared to three- and two-person crews. Moreover, with a four-person company, because the first-in unit is staffed with a sufficient number of personnel to accomplish its assigned duties, the second-in company does not need to support first-in company operations and is therefore capable of performing critical second-in company duties.

⁹ Averill, J.D., et al. Report on Residential Fireground Experiments. NIST Technical Note 1661. National Institute of Standards and Technology; Gaithersburg, MD, April 2010.

At the scene of a structure fire, the driver/operator of the first engine company on the scene must remain with the apparatus to operate the pump. This leaves one firefighter to assist the operator in securing a water source from a hydrant and two firefighters to deploy a hoseline and stretch it to the fire. After assisting the operator, the third firefighter should begin to assist the other two firefighters with advancing the hoseline into the building and to the location of the fire. Before initiating fire suppression, the supervising officer of the first arriving engine company is also responsible for walking around the building to assess the situation, determine the extent of the emergency, and request any additional resources necessary to mitigate the fire.

Similarly, the driver/operator of the first arriving ladder company must remain with the apparatus to safely position and operate the aerial device while the other three firefighters also perform critical fireground tasks such as ventilation and search and rescue. Due to the demands of fireground activities, a fire attack initiated by companies with only three or fewer firefighters is not capable of affecting a safe and effective fire suppression and/or rescue operation until additional personnel arrive.

Insufficient numbers of emergency response units or inadequate staffing levels on those units exposes civilians and firefighters to increased risk, further drains already limited fire department resources, and stresses the emergency response system by requiring additional apparatus to respond from further distances. Failing to assemble sufficient resources on the scene of a fire in time to stop the spread and extinguish the fire, conduct a search, and rescue any trapped occupants puts responding firefighters and occupants in a dangerous environment with exponential risk escalation such that it is difficult to catch up and mitigate the event to a positive outcome.

The Importance of Crew Size to Overall Scene Time

Studies have shown that the more personnel that arrive on engine and ladder truck companies to the scene of a fire, the less time it takes to do all aspects of fire suppression and search and rescue. As units arriving with more firefighters increases, the overall time on the scene of the emergency decreases. In other words, the more firefighters available to respond and arrive early to a structure fire, the less time it takes to extinguish the fire and perform search and rescue activities, thus reducing the risk of injury and death to both firefighters and trapped occupants and reducing the economic loss to the property.

Overall Scene Time Breakdown by Crew Size		
Scenario	Total Time	Efficiency
4-Person Close Stagger	0:15:14	
3-Person Close Stagger	0:20:30	25% Less Efficient
2-Person Close Stagger	0:22:16	29% Less Efficient
4-Person Far Stagger	0:15:48	
3-Person Far Stagger	0:21:17	26% Less Efficient
2-Person Far Stagger	0:22:52	31% Less Efficient

Table 2: The Relationship between Crew Size and Scene Time.¹⁰ The above table displays how companies staffed with larger crew sizes will be on the scene of an emergency for a shorter time than smaller sized companies. This lag on scene could be translated to mean that emergency resources will be unavailable longer to address other emergencies that may arise.

As Table 2 shows, units that arrive with only two firefighters on an engine or ladder truck are on the scene of a fire almost 7 minutes longer than units that arrive with four firefighters on each crew. Responding units arriving with only three firefighters on an apparatus are on the scene of a fire 5 to 6 minutes longer than units that arrive with four firefighters on each apparatus. In addition to crew size, the time between the arriving crews matters to overall effectiveness and total on scene time.

In the NIST study on the low hazard residential fire, close stagger was defined as a 1-minute time difference in the arrival of each responding company. Far stagger was defined as a 2-minute time difference in the arrival of each responding company.^{11 12} The results show a consistent pattern of units arriving with four firefighters in a close stagger or far stagger will

¹⁰ Averill, J.D., et al. Report on Residential Fireground Field Experiments. NIST Technical Note 1661. National Institute of Standards and Technology; Gaithersburg, MD, April 2010.

¹¹ Ibid.

¹² One minute and two minute arrival stagger times were determined from analysis of deployment data from more than 300 U.S. fire departments responding to a survey on fire department operations conducted by the International Association of Fire Chiefs and the International Association of Firefighters.

decrease the overall time at the scene of the emergency compared to units that arrive with two or three firefighters, and are more efficient in fire suppression tasks as well.

Physiological Strain on Smaller Crew Sizes

The same NIST study also examined the relationship between crew size and physiological strain. Two important conclusions were drawn from this part of the experiments.

- Average heart rates were higher for members of small crews.
- These higher heart rates were maintained for longer durations.¹³

In 2014 alone, 57% of all firefighter fatalities were related to overexertion.¹⁴ There is strong epidemiological evidence that heavy physical exertion can trigger sudden cardiac events.¹⁵ Smaller crews are responsible for performing a number of tasks that are designed to be performed by multiple people and frequently in teams of two. This means that firefighters on smaller crews are required to work harder than larger crews to accomplish multiple tasks. Additionally, as discussed earlier, firefighters on smaller crews will also be working longer than larger-sized crews. Working harder and longer in high heat and dangerous stressful environments increases the likelihood of firefighters suffering an injury, or worse dying, as a result of overexertion.

Charts 1 and 2, on the following pages, highlight the cardiovascular impact on firefighters based on crew size for the first arriving engine and truck company. The heart rates of firefighters of crew sizes ranging from 2 to 5 firefighters were measured as they participated in the NIST study. The study was able to conclude that not only do smaller crews work harder and longer than larger crews, their heart rates are also more elevated for longer periods of time. This increases the risk of firefighters suffering an injury or death from overexertion. A firefighter suffering a medical emergency on the scene of a working fire, EMS, or rescue incident negatively impacts outcomes and increases the risk to the community, the citizen requiring assistance, and the firefighter.

¹³ Averill, J.D., et al. Report on Residential Fireground Field Experiments. NIST Technical Note 1661. National Institute of Standards and Technology; Gaithersburg, MD, April 2010.

¹⁴ Fahy, R.F., LeBlanc, P.R., Molis, J.L. (June, 2015) Firefighter Fatalities in the United States-2014. NFPA.

¹⁵ Albert, C.A., Mittleman, M.A., Chae C.U., Lee, I.M., Hennekens, C.H., Manson, J.E. (2000) Triggering Sudden Death from Cardiac Causes by Vigorous Exertion. N Engl J Med 343(19):1355-1361

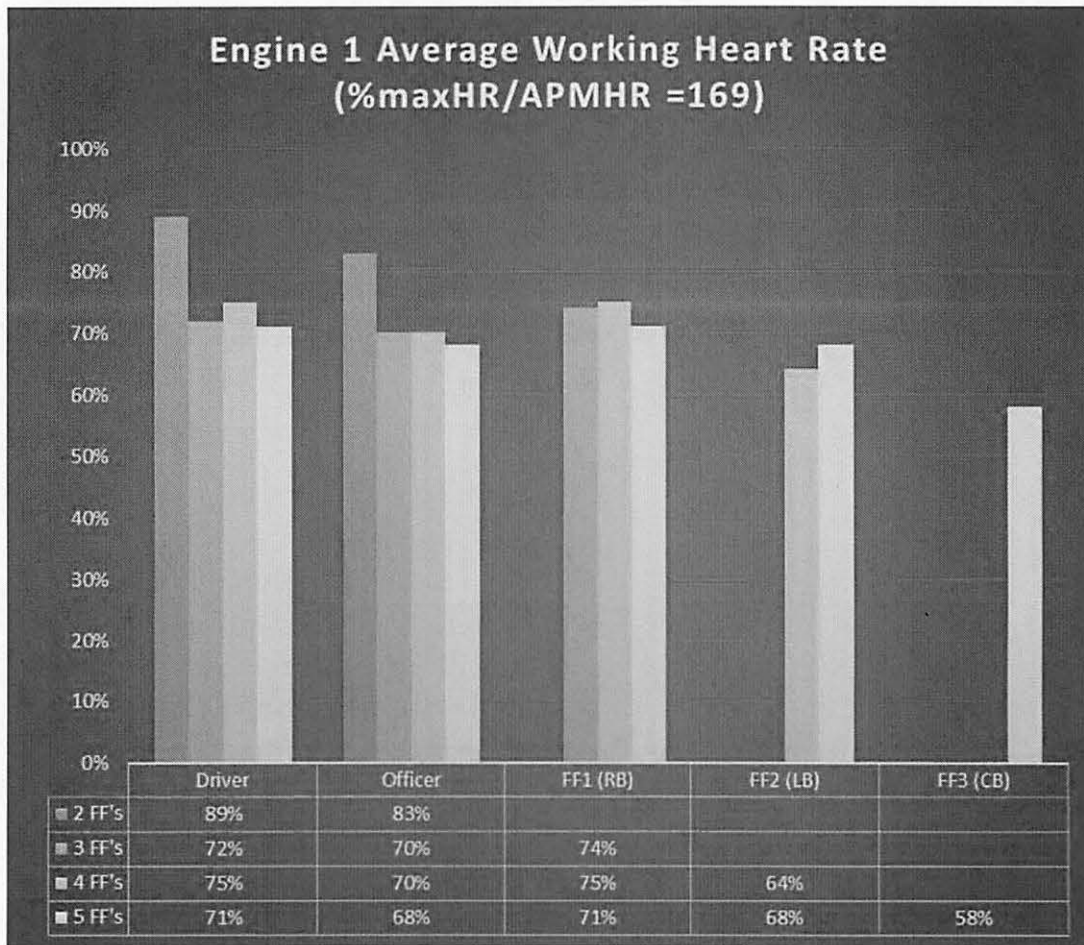


Chart 1: Average Peak Heart Rate of First Engine (E1) with Different Crew Sizes by Riding Position.¹⁶ In Chart 1, heart rates are expressed as a percent of maximal age-predicted maximal HR. The average heart rates for firefighters on the first engine company were above 80% of age-predicted maximum values when only 2 firefighters were working. When staffing was at 2 firefighters, the driver of the apparatus had an average peak heart rate of nearly 90% of the age-predicted maximum. This is largely due to the number of additional tasks the driver must perform to prepare the engine to pump water to the fire and then join the officer to stretch hose to the fire. As can be seen, the larger the crew size, the lower the heart rate.¹⁷ Decision makers could potentially reduce their liability for firefighter injury and death by ensuring staffing is compliant with the minimum recommended industry standards of four firefighters per apparatus.

¹⁶ Riding position for Chart 1 are as follows: Driver, Officer, Firefighter 1-Right Bucket (RB) seat, Firefighter 2-Left Bucket (LB) seat, Firefighter 3- Center Bucket (CB) seat. A fire company that is staffed with 2 will consist of a Driver and an "Officer."

¹⁷ Smith, D.L., Benedict, R. Effect of Deployment of Resources on Cardiovascular Strain of Firefighters. April, 2010. Pp 5-7

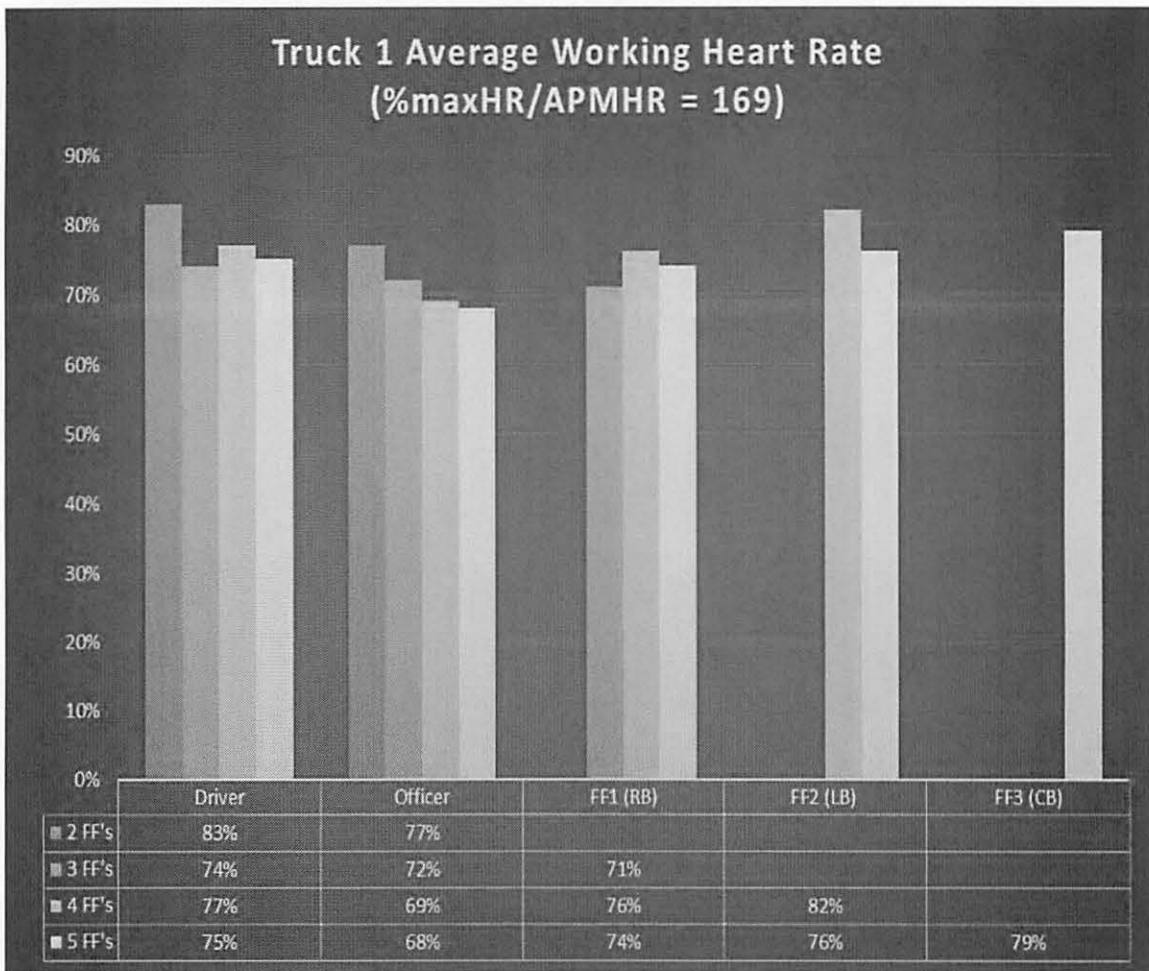


Chart 2: Average Peak Heart Rate of First Truck (T1) with Different Crew Sizes by Riding Position.¹⁸ In Chart 2, heart rates are expressed as a percent of maximal age-predicted maximal HR. The average heart rates for firefighters on the first truck company were above 80% of age-predicted maximum values when only 2 firefighters were working.¹⁹ Decision makers could potentially reduce their liability for firefighter injury and death by ensuring staffing is compliant with the minimum recommended industry standards of four firefighters per apparatus.

¹⁸ Riding position for Chart 2 are as follows: Driver, Officer, Firefighter 1-Right Bucket (RB) seat, Firefighter 2-Left Bucket (LB) seat, Firefighter 3- Center Bucket (CB) seat. A fire company that is staffed with 2 will consist of a Driver and an "Officer."

¹⁹ Smith, D.L., Benedict, R. Effect of Deployment of Resources on Cardiovascular Strain of Firefighters. April, 2010. Pp 5-7

The Importance of a Rapid Response

Uncontained fire in a structure grows with every passing minute. Any delay in the initiation of fire suppression and rescue operations, such as the 5- to 7-minute delay that results from smaller sized crews of firefighters, translates directly into a proportional increase in expected property, life, and economic losses as is shown in Table 3, following page. It warrants emphasizing that if a structure has no automatic suppression or detection system, a more advanced fire may exist by the time the fire department is notified of the emergency and is able to respond. Fires of an extended duration weaken structural support members, compromising the structural integrity of a building and forcing operations to shift from an offensive to defensive mode.²⁰ As with inadequate staffing, this type of operation will continue until enough resources can be amassed to then change to an aggressive, offensive attack.

In the NIST study on the low-hazard residential fire, researchers also used fire modeling to mark the degree of the toxicity of the environment for a range of growth fires (slow, medium, and fast). Occupant exposures were calculated both when firefighters arrive earlier to the scene, and when arriving later. The modeling provided that the longer it takes for firefighters to rescue trapped occupants, the greater the risk posed to both the firefighters and occupants by increasing atmospheric toxicity in the structure.

²⁰ According to the NFPA, “it’s important to realize that every 250 GPM stream applied to the building can add up to one ton per minute to the load the weakened structure is carrying.”

Rate Per 1,000 Fires			
Fire Extension in Residential Structures:	Civilian Deaths	Civilian Injuries	Average Property Damage
Confined fires (identified by incident type)	0.00	10.29	\$212.00
Confined to object of origin	0.65	13.53	\$1,565.00
Confined to room of origin, including confined fires by incident type²¹	1.91	23.32	\$2,993.00
Beyond the room, but confined to floor of origin	22.73	64.13	\$7,445.00
Beyond floor of origin	24.63	60.41	\$58,431.00

Table 3: The Relationship between Fire Extension and Fire Loss.²² The above table displays the rates of civilian injuries and deaths per 1,000 fires, as well as the property damage. Following the far left column from top to bottom, each row represents a more advanced level of fire involvement in a residence. Typically, the more advanced the fire, the larger the delay in suppression. Assuming an early discovery of a fire, companies staffed with larger crew sizes help to minimize deaths, injuries, and property loss. This highlights why a 5- to 7-minute delay in suppression activities by smaller sized crews results in higher economic losses to a residence.

²¹ NFIRS 5.0 has six categories of confined structure fires including cooking fires confined to the cooking vessel, confined chimney or flue fires, confined incinerator fires, confined fuel burner or boiler fires or delayed ignition, confined commercial compactor fires, and trash or rubbish fire in a structure with no flame damage to the structure or its contents. Homes include one- and two-family homes (including manufactured housing) and apartments or other multifamily housing. These statistics are national estimates based on fires reported to U.S. municipal fire departments and so exclude fires reported only to federal or state agencies. National estimates are projections. Casualty and loss projections can be heavily influenced by the inclusion or exclusion of one unusually serious fire. Property damage has not been adjusted for inflation.

²² National Fire Protection Association, NFPA 1710 (2016), Table A.5.2.2.2.1(b) Fire Extension in Home Structure Fires, 2006-2010.

OSHA's "2 In/2 Out" Regulation

The "2 In/2 Out" Regulation is part of paragraph (g)(4) of the United States Occupational Safety and Health Administration's revised respiratory protection standard, 29 CFR 1910.134. The focus of this important section is the safety of fire fighters engaged in interior structural firefighting. OSHA's requirements for the number of firefighters required to be present when conducting operations in atmospheres that are immediately dangerous to life and health (IDLH) also covers the number of persons who must be on the scene before firefighting personnel may initiate an interior attack on a structural fire.

An interior structural fire (*an advanced fire that has spread inside of the building where high temperatures, heat and dense smoke are normally occurring*) would present an IDLH atmosphere and, therefore, require the use of respirators. In those cases, at least two standby persons, in addition to the minimum of two persons inside needed to fight the fire, must be present before firefighters may enter the building.^{23 24} This requirement is mirrored in NFPA 1500, which states that "a rapid intervention team shall consist of at least two members and shall be available for rescue of a member or a team if the need arises. Once a second team is assigned or operating in the hazardous area, the incident shall no longer be considered in the 'initial stage,' and at least one rapid intervention crew shall be required."

NFPA Standard 1710 also supports the OSHA regulation by requiring a minimum of four personnel on all suppression apparatus. Portions of the 1710 Standard recommend that "fire companies whose primary functions are to pump and deliver water and perform basic firefighting at fires, including search and rescue... shall be staffed with a **minimum of four on-duty members**,"²⁵ while "fire companies whose primary functions are to perform the variety of services associated with truck work, such as forcible entry, ventilation, search and rescue, aerial operations for water delivery and rescue, utility control, illumination, overhaul and salvage work... shall [also] be staffed with a **minimum of four on-duty members**."²⁶

For either fire suppression company, NFPA 1710 states that "In jurisdictions with a high number of incidents or geographical restrictions, as identified by the AHJ,²⁷ these companies shall be staffed with a minimum of five on-duty members" and "In jurisdictions with tactical hazards, high-hazard occupancies, or dense urban areas, as identified by the AHJ, these companies shall be staffed with a minimum of six on-duty members."²⁸

²³ According to NFPA standards relating to fire fighter safety and health, the incident commander may make exceptions to these rules if necessary to save lives. The Standard does not prohibit fire fighters from entering a burning structure to perform rescue operations when there is a "reasonable" belief that victims may be inside.

²⁴ Paula O. White, letter to Thomas N. Cooper, 1 November 1995 (OSHA)

²⁵ NFPA 1710, § 5.2.3.1 and § 5.2.3.1.1

²⁶ NFPA 1710, § 5.2.3.2 and § 5.2.3.2.1

²⁷ Authority Having Jurisdiction.

²⁸ NFPA 1710, §5.2.3.1.2, § 5.2.3.1.2.1, § 5.2.3.2.2, and § 5.2.3.2.2.1.

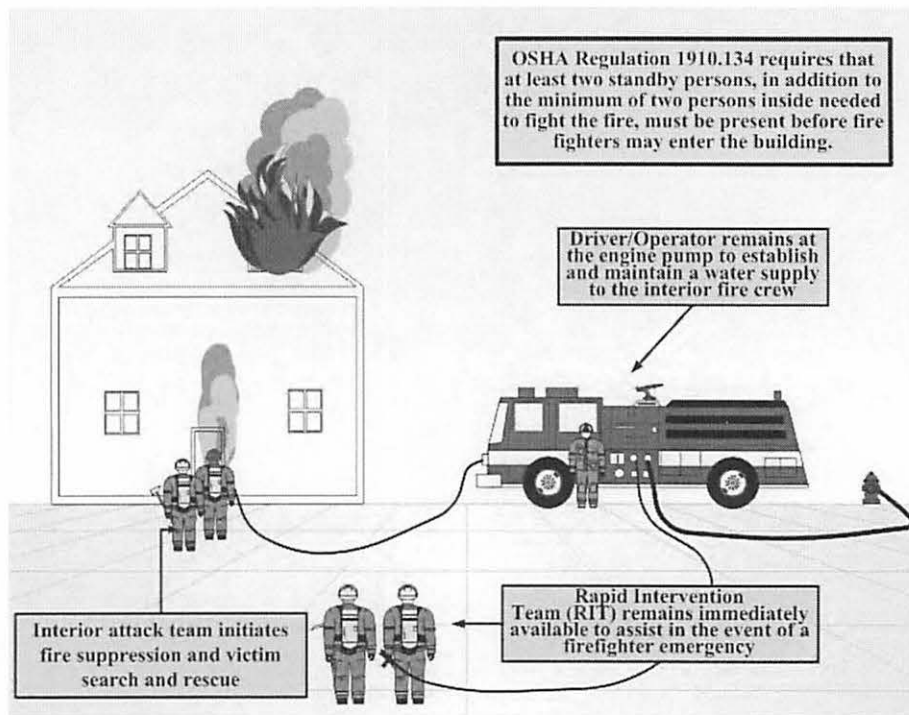


Figure 2: The OSHA “2 In/2 Out” Rule. The above figure depicts the number of firefighters required to meet OSHA regulation 1910.134, which demands one firefighter outside for every firefighter inside. In this sense, the firefighters outside can support a secondary attack line and facilitate the rescue of trapped or disabled firefighters should the need arise. In this scenario, the driver/operator of the apparatus is not counted towards the total number of firefighters.

A number of incidents exist in which the failure to follow “2 In/2 Out” procedures have contributed to firefighter casualties. For example, in Bridgeport, Connecticut in July 2010, two firefighters died following a fire where NIOSH later found that although a “Mayday” was called by the firefighters, it wasn’t responded to promptly as there was no Incident Safety Officer or Rapid Intervention Team (RIT) readily available on scene. In a second case, two firefighters were killed in a fire in San Francisco, California in June 2011. The initial RIT was re-assigned to firefighting duties, and the back-up RIT did not arrive on scene until after the victims were removed.

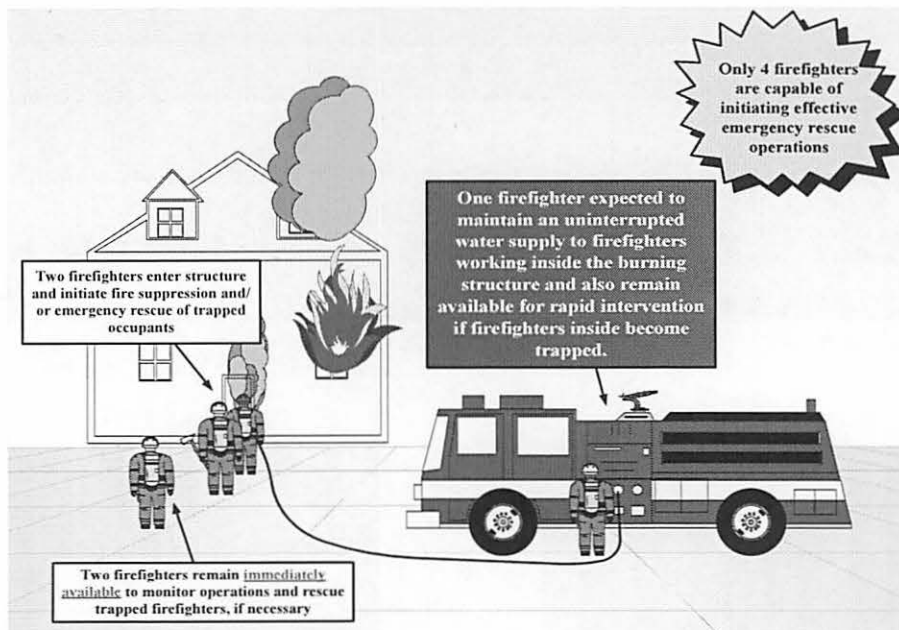


Figure 3: Emergency “2 In/2 Out” Operations. In the emergency model depicted above, the arriving fire apparatus is staffed with a crew of 4 personnel and operates under emergency conditions. In this case the driver/operator of the fire apparatus is also counted as a firefighter, which means that firefighter must be dressed in personal protective equipment (PPE) and be ready to participate in rescue if the need should arise.

When confronted with occupants trapped in a burning structure and a single fire company is on scene, only a company staffed with four firefighters is able to initiate emergency search and rescue operations in compliance with the “2 In/2 Out” Regulation. As indicated in the previous graphic, this requires the complete engagement of every firefighter from the first-in fire company, staffed with four, to participate in the effort, and means that the driver-operator of the apparatus must tend to the pump to ensure the delivery of water to the firefighters performing the initial attack and search and rescue operations and be prepared to make entry with the remaining firefighter should the crew operating inside become trapped.

Regardless, when there exists an immediate threat to life, only a company of four firefighters can initiate fire suppression and rescue operations in compliance with the “2 In/2 Out” regulation, and in a manner that minimizes the threat of personal injury. In crews with fewer than 4 firefighters, the first-in company must wait until the arrival of the second-in unit to initiate safe and effective fire suppression and rescue operations. This condition underlines the importance and desirability of fire companies to be staffed with four firefighters, and stresses the benefit of four-person companies and their ability to save lives without having to wait for the second-in company to arrive.

Initial Full Alarm Assignment

Initial Full Alarm Assignment Capability, as outlined in NFPA Standard 1710, recommends that the “fire department shall have the capability to deploy an initial full alarm assignment within a 480-second travel time to 90 percent of the incidents... [and that the] initial full alarm shall provide for the following:

<u>Assignment</u>	<u>Required Personnel</u>
Incident Command	1 Officer
Uninterrupted Water Supply	1 Pump Operator
Water Flow from Two Handlines	4 Firefighters (2 for each line)
Support for Handlines	2 Firefighters (1 for each line)
Victim Search and Rescue Team	2 Firefighters
Ventilation Team	2 Firefighters
Aerial Operator	1 Firefighters
Initial Rapid Intervention Crew (IRIC)	2 Firefighters
Required Minimum Personnel for Full Alarm	14 Firefighters & 1 Scene Commander

Table 4: NFPA 1710, §5.2.4.1.1.²⁹ This breakdown of the expected capabilities of a full alarm assignment, in compliance with NFPA 1710, requires a minimum contingent of 15 fire suppression personnel. NFPA 1710 also requires that supervisory chief officers shall be assisted by a staff aide which will increase on-scene staffing to 16 personnel required to arrive at the scene of a structure fire within 8 minutes of travel. Although not specifically discussed in the standard, an industry best practice is to have a second uninterrupted water supply which requires a second dedicated engine pump operator. This second, dedicated pump operator brings the total count of firefighters to 17.

²⁹ NFPA 1710, § 5.2.4.1

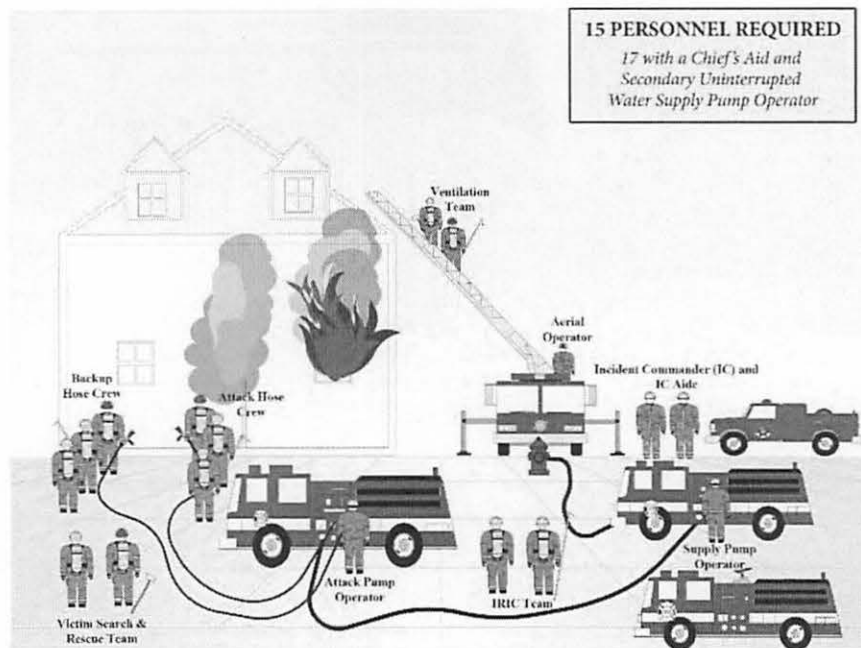


Figure 4: Initial Full Alarm Assignment Deployed Within 8 Minutes. The above figure depicts the full alarm assignment discussed in NFPA 1710, with an additional firefighter to act as an incident commander aide, and another additional firefighter to act as a pump operator for a supply apparatus.

In addition, NFPA 1710, §5.2.4.3.2 states, “The Fire Department shall have the capability for additional alarm assignments that can provide for additional command staff, members, and additional services, including the application of water to the fire; engagement in search and rescue, forcible entry, ventilation, and preservation of property; safety and accountability for personnel; and provision of support activities...” The Sheboygan Fire Department does not have the capability to respond to simultaneous requests for service that require multiple apparatus. Additionally, the Fire Department does not have sufficient resources to respond to medium- or high-hazard incidents.

The ability of adequate fire suppression forces to greatly influence the outcome of a structural fire is undeniable and predictable. Data generated by the NFPA provides empirical proof that a rapid and aggressive interior attack can substantially reduce loss of life and the loss of property associated with structural fires. Each stage of fire extension beyond the room of origin directly increases the rate of citizen fatalities, injuries, and property damage.

Fire growth is exponential, growing in a non-linear manner over time. Extending the time for crew assembly by waiting for additional crews to arrive causes on-scene risk to escalate. The higher the risks at the time firefighters engage in fire suppression, the greater the chance of poor outcomes including civilian injury or death, firefighter injury or death, and increased property loss.

< This Page Left Intentionally Blank >

High-Rise Operations

Although this section specifically addresses fire response to high-rise buildings, it is important to note that the discussion can be extrapolated to large area buildings such as manufacturing centers, warehouses, grocery stores, schools, and other structures with a high fire load and populations.

Overview of High-Rises

High-rise buildings were once found exclusively in urban cities. However, today they are commonly found in small and mid-sized suburban communities as well. Many high-rise buildings in suburban areas are newer, shorter, and protected by automatic sprinkler systems, although this is not always a guarantee. NFPA 101, Life Safety Code, 2012 Edition and the International Code Council's International Building Code both define a high-rise structure as a building more than 75 ft. (23 m) in height, measured from the lowest level of fire department vehicle access to the bottom of the highest occupied floor. High-rises, which are described in NFPA 1710 §A.3.3.28 as high-hazard occupancies, represent an extraordinary challenge to fire departments and are some of the most challenging incidents firefighters encounter.

High-rise buildings may hold thousands of people above the reach of fire department aerial devices and the chance of rescuing victims from the exterior is greatly reduced once a fire has reached flashover. The risk to firefighters and occupants increases in proportion to the height of the building and the height of the fire above grade level.³⁰ This is especially true once firefighters are operating above the reach of aerial ladders on truck companies. In these situations, the only viable means of ingress or egress is the interior stairs. Therefore, a sound fire department deployment strategy, effective operational tactics, and engineered fire protection systems cannot be separated from firefighter safety. As in any structure fire, engine company and truck company operations must be coordinated.

High-rise buildings present a unique threat to the fire service. Multi-floor fires such as the Interstate Building Fire, One Meridian Plaza Fire, World Trade Center collapse, Cook County Administration Building Fire, and Deutsche Bank Building Fire each represented serious challenges to the operational capabilities of a modern fire department. According to the NFPA, between 2007 and 2011, there were an estimated 15,400 reported high-rise structure fires per year that resulted in associated losses of 46 civilian deaths, 520 civilian injuries, and \$219 million in direct property damage. Office buildings, hotels, apartment buildings, and health care facilities accounted for nearly half of these high-rise fires.³¹

³⁰ Klaene, B. and Sanders, R. (2007). Structural Firefighting: Strategies and Tactics- High-Rise. Jones and Bartlett 2007.

³¹ Hall, J.R. (2013), High-Rise Building Fires. NFPA.

Although the frequency of fires in high-rise structures is low, they pose a high consequence of loss with regards to injury, loss of life, and property damage. Even if a department does not respond to high-rise buildings at present, it may in the future as urban sprawl continues and/or jurisdictional border restrictions and population growth require taller buildings to meet residential needs.

High-Rise Firefighting Tactics

As has been stated, in a high-rise fire the risk to firefighters and occupants increases in proportion to the height of the building and the height of the fire above ground level. As the level of the fire floor gets higher, firefighters are required to carry more equipment further and must rely more on the building's standpipe system. A standpipe system is a piping system with discharge outlets at various locations usually located in stairwells on each floor in high-rise buildings that is connected to a water source with pressure supplemented by a fire pump³² located in the building and/or a fire apparatus with pumping capabilities.

A fire in a high-rise building can threaten occupants and responding firefighters. Because of the amount of time it takes firefighters encumbered with equipment to access the involved floors, the fire may have expanded well past the area of origin. This means that firefighters can encounter a large volume of fire and darkened conditions when they arrive on the involved floors. This can be further complicated if the building is not equipped with a sprinkler system. Additionally, open-layout floor plans such as office buildings with cubicle farms can challenge both the standpipe's flow capacity and fire department resources in regards to search, rescue, and hoseline deployment. The most effective way to extinguish a high-rise fire is by mounting an offensive attack as early as possible, because in the vast majority of historic high-rise fires, the best life safety tactic is extinguishing the fire. Good high-rise firefighting tactics and firefighter/occupant safety cannot be separated. As with a residential structure fire, the first arriving suppression apparatus should be on the scene within four minutes of travel time. However, when responding to any high-hazard buildings or structures, which include high-rises, first responding fire apparatus should be staffed with five to six firefighters per NFPA 1710, upon the determination of the Authority Having Jurisdiction (AHJ).

Similar to residential structure fires, there are several critical tasks that must be accomplished. However, unlike residential firefighting in a 2,000 square foot residence, firefighters working at a high-rise fire must travel upwards of more than three stories and carry additional equipment beyond the normal requirements. Additionally, as it takes longer to assemble an effective firefighting force and to access the fire floor, firefighters are likely to encounter a large volume of fire and will therefore have an extended fire attack. Because of this, it is necessary to establish an equipment supply chain to transport equipment and resources up and down the building.

³² Structural Firefighting Strategy and Tactics 2nd Edition. Klaene B., Sanders R. NFPA 2008

Search and Rescue

Search and rescue are critical fireground tasks that comprise a systematic approach to locating possible victims and removing those victims from known danger to a safe area. In a residential structure fire, searches are normally conducted by a crew of two firefighters, supplemented by an attack or ventilation crew. However, high-rise structures pose challenges regarding search and rescue that are not typically encountered in residential housing. For commercial high-rises and wide-area structures, large open areas and cubicle farms require additional search and rescue teams so that thorough searches can occur over a larger area than found in most residences. In addition to these larger areas, search and rescue can be further complicated because conscious victims may retreat to areas in an attempt to find shelter from heat and smoke. These areas may differ from places where they are typically seen by coworkers, making locating them difficult if they are unaccounted for.

In residential high-rises, apartments typically lack two exits and usually share a common hallway for egress. Doors left open by victims fleeing fire can allow fire and smoke to spread into the hallway and impact escape attempts. Firefighters will be slowed in their search since they will be required to force their way into numerous apartments to search for victims. For this reason, regardless of commercial or residential, it is essential for there to be multiple search and rescue teams operating per involved floor to quickly locate victims in large surface areas. It is also necessary for additional search and rescue teams to search the floors above the fire and the highest floor of the building, due to how fire and smoke spread to the rest of the building. Search and rescue teams should also be supplemented with evacuation management teams to assist injured or disabled victims down the stairwells so searching can continue. Because of the larger search area, NFPA 1710 requires a minimum of four firefighters for searching and a minimum of four firefighters for evacuation management teams.

Fire Extinguishment

Fire extinguishment is a critical factor, since the intensity and size of the fire will determine the extent to which combustion gases are heated and how high they will rise inside the building. Building suppression systems, both active and passive, can impact fire growth, occupant safety, and firefighter safety and effectiveness. Such features include active fire detection and automatic sprinkler systems that are designed to either extinguish the fire or contain it until firefighters arrive.

Once firefighters are on scene, they will complete a series of fire confinement and extinguishment tasks. Firefighters access the structure, locate the fire, locate any avenues of spread, place hoselines, and establish a water supply. Once a water supply is established, water should be placed at the seat of the fire or in the compartment containing the fire to extinguish it. Unlike residential structure fires where hoselines can be stretched from the fire apparatus into the

structure, high-rise structures require the use of standpipe systems to combat fire. This requires firefighters to carry multiple sections of hose to the affected floors and connect into the system to fight fire. Minimally, firefighters must deploy two hoselines to the involved floor and one hoseline to the floor above the fire. The third hoseline supports a number of critical tasks in the suppression effort. Principally, it is used to protect search and rescue teams, but also to stop the spread of fire as a result of conduction and convection through exposed pipes, metal framing, and ventilation systems.

Ventilation

Ventilation affects both search and rescue and fire extinguishment. Coordinated ventilation may be implemented at any time during the operation, but it should be coordinated with suppression and interior rescue activities. Ventilation is used to channel and remove heated air, smoke, fire gases, and other airborne contaminants. Applying proper ventilation at the right time and place is key to firefighter and occupant safety. Venting at the wrong time or place can draw active fire toward fresh air, which will injure or kill anyone in its path. In instances of high-rise fire suppression, adequate and appropriate ventilation is important to keep stairways free of smoke and noxious gases for victims who are evacuating.

Because of the size of high-rise buildings and high-hazard structures in general, a larger number of firefighters is required for a ventilation team than would be for a residential structure. NFPA 1710 recommends a minimum of four firefighters to be assigned to ventilation.

Support

As has been discussed, fire suppression in a high-rise or high-hazard structure requires the establishment of a supply chain to shuttle equipment to different locations. Additionally, with increased resources and personnel, there is an increased need for additional supervision and accountability.

One critical support variable in high-rise fire operations is the availability of reliable elevators. If firefighters can safely use the elevators to move people and equipment, fire-ground logistics may be significantly improved. When the fire is located several floors above ground level, there is a strong inclination to use the elevators. However, fire service access elevators³³ may not be available in all buildings. Therefore, adequate stairways are necessary for firefighters to transport equipment and reach the fire floor for suppression.

Moving supplies and staff up 10, 20, 30, or more stories is an arduous task. If it is not properly managed, firefighters may be exhausted and unable to fight the fire or rescue trapped occupants.

³³ A fire service elevator is engineered to operate in a building during a fire emergency and complying with prescriptive building code requirements and the American Society of Mechanical Engineers (ASME) A 17.1 safety standard for elevators.

Additionally, joint use of stairways by firefighters moving upward and occupants attempting to evacuate may increase the overall evacuation time of the occupants, as well as delay the firefighters' efforts to begin critical tasks such as fire suppression or search and rescue operations. As such, it is important to have multiple firefighters to help carry equipment upstairs and manage resource distribution.

To accomplish the critical fireground tasks associated with high-rise firefighting and meet the minimum staffing objectives for task completion, NFPA 1710 recommends the following company sizes for the first arriving unit(s) on the scene within four minutes of travel time for response to high-hazard structure:

- In jurisdictions with a high number of incidents or geographical restrictions, as identified by the AHJ, these companies shall be staffed by a minimum of five on-duty members.³⁴
- In jurisdictions with tactical hazards, high-hazard occupancies, or dense urban areas, as identified by the AHJ, these fire companies shall be staffed with a minimum of six on-duty members.³⁵

As indicated by the tasks that must be accomplished on a high-rise fireground, understanding the required resources is critical. The number of firefighters needed to safely and effectively combat a high-rise fire may be large. Although an offensive fire attack is the preferred strategy whenever conditions and resources permit, a defensive attack that limits operations to the outside of a building and generally results in more property damage must be considered when risks to firefighter safety are too great and benefits to building occupants are negligible. The offensive vs. defensive decision is based on a number of factors: fireground staffing available to conduct an interior attack, a sustained water supply, the ability to conduct ventilation, and risk vs. benefit analysis regarding firefighter and occupant safety. Table 7, on the next page, displays the minimum number of firefighters required to arrive in the first full alarm assignment to a high-rise fire.

³⁴ NFPA 1710. §5.2.3.1.2

³⁵ NFPA 1710. §5.2.3.1.2.1, §5.2.3.2.2, and §5.2.3.2.2.1.

<i>Assignment</i>	<i>Required Personnel</i>
Incident Command	1 Incident Commander 1 Incident Command Aide
Uninterrupted Water Supply	1 Building Fire Pump Observer 1 Fire Engine Operator
Water Flow from Two Handlines on the Involved Floor	4 Firefighters (2 for each line)
Water Flow from One Handline One Floor Above the Involved Floor	2 Firefighters (1 for each line)
IRIC/RIC Two Floors Below the Involved Floor	6 Firefighters
Victim Search and Rescue Team	4 Firefighters
Point of Entry Accountability	1 Officer 1 Officer's Aide
Evacuation Management Teams	4 Firefighters (2 per team)
Elevator Management	1 Firefighter
Lobby Operations Officer	1 Officer
Trained Incident Safety Officer	1 Officer
Staging Officer Two Floors Below Involved Floor	1 Officer
Equipment Transport to Floor Below Involved Floor	2 Firefighters
Firefighter Rehabilitation	2 Firefighters (1 must be ALS)
Vertical Ventilation Crew	1 Officer 3 Firefighters
External Base Operations	1 Officer
2 EMS ALS Transport Units	4 Firefighters
Required Minimum Personnel for Full Alarm	36 Firefighters 1 Incident Commander 6 Officers

Table 5: Number of Firefighters for an Initial Full Alarm to a High-Rise Fire. Fighting fire in high-rise structures poses many unique obstacles and challenges other than are found in a residential structure fire. Hose cannot be deployed directly from fire apparatus and needs to be carried, with other equipment, to the location of the fire. Search and rescue is impacted by large areas and accessibility concerns. Additionally, because of delays in access, firefighters are likely to encounter a high volume of fire which will necessitate a supply chain to equip ongoing suppression efforts. A single alarm response to a high-rise building minimally requires 43 responders, consisting of 36 firefighters, 1 incident commander, and 6 officers.

Fire Department EMS Operations

In recent years, the provision of emergency medical services has progressed from an amenity to a citizen-required service. More than 90% of career and combination fire departments provide some form of emergency medical care, making fire departments the largest group of prehospital EMS providers in North America. In many fire departments that deliver prehospital care, EMS calls can equate to over 75% of total call volume.

In an analysis of data from over 300 fire departments in the United States, first responder units, which are typically fire engines, arrived prior to ambulances approximately 80% of the time.³⁶ This is likely due to the fact that fire stations housing first responder units, which are equipped and staffed with dual-role firefighter/emergency medical service technicians and supplies, are more centrally located and are able to effect a quicker response and provide life-saving procedures in advance of an ambulance. This reinforces why it is in the best interest of the public good for the fire department to provide EMS transport as well as first response.

The benefit of supporting EMS transport within fire department operations is that fire departments are already geared towards rapid response and rapid intervention. Strategically located stations and personnel are positioned to deliver time critical response and effective fire suppression and are therefore equally situated to provide effective response to time critical requests for EMS service. Both fire suppression and EMS response are required by industry standards to have adequate personnel and resources operating on scene within 8 minutes.³⁷ In both fire suppression and EMS incidents, time is directly related to the amount of damage, either to the structure or the patient. By providing EMS patient transport to the residents and visitors of the City, the Sheboygan Fire Department has been able to provide a value-added service to the community. Fire-based EMS in Sheboygan is dedicated to providing care to the citizens while they are at their most vulnerable.

When ambulance response is prolonged, a patient will be further delayed in reaching a medical facility to receive definitive care. This is especially dangerous for incidents of chest pain, stroke, and survivable cardiac arrest. Many times, patients experiencing symptoms associated with these events may not recognize the onset indicators and immediately call for assistance.^{38,39,40,41}

³⁶ Lori Moore-Merrell and others, Report on Residential EMS Field Experiments, (September, 2010); pp. 10.

³⁷ NFPA 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments

³⁸ American Heart Association, *Heart Disease and Stroke Statistics-2005 update*, Dallas, TX: AHA 2005

³⁹ Time from Symptom Onset to treatment and outcomes after thrombolytic therapy. Newby LK, et al. *J Am Coll Cardiol*. 1996;27:1646-1655

⁴⁰ An International Perspective on the Time to Treatment of Acute Myocardial Infarction. Dracup, K. et al. *J Nurs Scholarsh* 2003;35:317-323

⁴¹ Prehospital and In-hospital Delays in Acute Stroke Care. Evanson, KR, et al. *Neuroepidemiology* 2001;20:65-76

Acute Coronary Syndrome (ACS), or heart attack, is the number one leading cause of death in the United States. Experts agree that an ACS event should receive definitive care from a hospital within one hour of onset of symptoms. One study found that definitive care for ACS within one hour of onset improves survivability by 50% and 23% if definitive care was given within 3 hours.⁴²

Strokes, which are the number three cause of death in the U.S., as well as a leading cause of disability, also benefit from expedient treatment in definitive care. Ischemic stroke, which is a stroke caused from a blood clot, can be effectively treated if definitive care is received within 3 to 4.5 hours⁴³ of onset of symptoms. The sooner a patient receives definitive treatment from onset of symptoms, the less likely a patient is to suffer disability from this type of stroke. However, it is important to emphasize that before the time critical treatment can be administered to the patient in the hospital, there is a time intensive assessment that must be performed to ensure the patient is qualified to receive the treatment.

The current benchmark for an ischemic stroke patient “door to needle”⁴⁴ is less than or equal to 60 minutes. However, Steps Against Recurrent Stroke (STARS) registry shows that the median door to needle time is 96 minutes or 1 hour and 36 minutes.⁴⁵

When fire departments provided EMS it is typically reserved for emergency responses and there is an increased likelihood that a patient will receive an ambulance and a first responding fire apparatus in not only a timely manner, but also frequently at the same, or close to the same time. This is extremely beneficial to the patient as most EMS responses, particularly the previously mentioned conditions, are labor intensive. Patients suffering from ACS should not perform any form of exertion as to minimize any damage that is occurring. Patients suffering from strokes are frequently unable to exert due to physical disabilities caused by the incident. A large crew is able to provide simultaneous interventions while assessment is being performed thereby reducing the on-scene time. Following completion of critical tasks, the crew can then facilitate a safe removal of the patient to the ambulance and minimize the risk of injury to patient and provider.⁴⁶

One of the most labor intensive and time critical requests for EMS response is cardiac arrest, which globally affects 20-140 out of every 100,000 people. Traditionally, the American Heart Association (AHA) taught a method of cardiac resuscitation that involved single rescuer

⁴² Association of patient delays with symptoms, cardiac enzymes, and outcomes in acute myocardial infarction. Rawles, JM. Et al. *Eur Heart J.* 1990; 11:643-648.

⁴³ Thrombolysis with Alteplase 3 to 4.5 Hours after Acute Ischemic Stroke. Hacke, W. et al. *N Engl J Med.* 2008;359:1317-1329

⁴⁴ “Door to Needle” is an industry specific term that refers to the time the patient entered the emergency department to the time the received the treatment. A drug named recombinant tissue plasminogen activator (rt-PA) is utilized to dissolve the thrombosis causing the stroke. Current FDA approvals limit this drug’s use to 3-4.5 hours from initial symptoms and require a CT scan and labs before administration.

⁴⁵ Improving Door-to-Needle Times in Acute Ischemic Stroke: The Design and Rational for the American Heart Association/American Stroke Association’s Target: Stroke Initiative. Fonarow, Gregg, et al. *Stroke* 2011;42:00-00

⁴⁶ National Institute of Standards and Technology Report on Residential EMS Field Experiments September, 2010

performance of prioritized action.⁴⁷ However, there was a gap between instruction and practice which led to confusion and may have potentially reduced survival. In reality, providers respond and function in teams larger than two.

The AHA's guidelines for cardiac resuscitation focuses on a team-centric approach. Evidence-based research suggests that the manner in which CPR was being performed was inherently inefficient and only provided 10-30% of the normal blood flow to the heart and 30-40% to the brain.^{48,49} This was linked to provider fatigue from administering chest compressions, and as such, these studies indicate that providers should be rotated to ensure effective depth and rhythm of chest compressions. Consensus documents from the AHA recommend that providers should rotate with every two-minute cycle of CPR. It was also recommended that requests for EMS service for cardiac arrest also have a team leader to organize priorities and direct resources as they arrive or are needed. The team leader would also be responsible for identifying symptoms of fatigue and making appropriate assignment adjustments to ensure maximally efficient CPR.

Although the AHA and other researchers have not identified what an optimally sized crew for effective team-centric CPR should be, some consensus literature from the AHA has mentioned that five providers were best suited to perform resuscitation. However, providers may be required to perform multiple tasks. Industry best practices, through the guidance of Medical Directors, have suggested six providers would be most successful in minimizing confusion and redundancy.

An EMS crew consisting of six personnel would require four personnel arriving with the first responding fire apparatus and two with the ambulance.⁵⁰ For an all-ALS system, two of the six should be Paramedics, with a minimum of one assigned to each of the responding apparatus. Some ALS systems require two Paramedics on the ambulance and a minimum of one on the first responding fire apparatus. However, these deployment options are determined by State directive or Medical Director's discretion. Regardless of the make-up of the EMS certification level of the providers on scene, an ALS integrated cardiac arrest response should provide for the following: a lead provider, an airway manager, two providers to interchangeably deliver chest compressions, a provider to establish an intravenous medication line and administer medications, and a provider to operate the monitor.

⁴⁷ Highlights of the 2010 American Heart Association Guidelines for CPR and ECC

⁴⁸ Determinants of Blood Flow during Cardiac Resuscitation in Dogs. Halperin, HR et al. *Circulation* 1986;73:539-550

⁴⁹ Increased Cortical Cerebral Blood Flow with LUCAS, a New Device for Mechanical Chest Compressions Compared to Standard External Compressions during Experimental Cardiopulmonary Resuscitation. Rubertson S, et al. *Resuscitation*. 2005;65:357-363

⁵⁰ NFPA 1917: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments

In Sheboygan, the ambulances and engine companies respond together on all incidents. If ambulance crews are assisting on a fire response, EMS patients will wait longer for medical care, which has the potential to exacerbate the underlying condition. Additionally, if outside agencies are being used to pick up some of these calls, the City may be losing revenue generated by transports. The City should review all call data to determine the amount of calls that are responded to outside of adopted response time goals. The City should then make the determination to increase staff and apparatus utilization to ensure all citizens receive expedient and appropriate care.

Fire Department Deployment Analysis

Before discussing the staffing and deployment analysis of Sheboygan Fire Department resources, it is imperative to understand the intricacies of distribution and concentration. Although adequate staffing is a key element contributing to positive outcomes, fire station location and apparatus deployment are equally important.

The Importance of Adequate Resources: Distribution

Distribution involves locating geographically distributed, ideal first-due resources for all-risk initial intervention. Distribution describes first due arrival. Station locations are needed to assure rapid deployment for optimal response to routine emergencies within the response jurisdiction. Distribution can be evaluated by the percentage of the jurisdiction covered by the first-due units within adopted public policy service level objectives.⁵¹ In this case, distribution is measured by the percentage of roads that are covered from each fire station within 4- and 8-minute travel times to adhere to NFPA 1710 standards.

Distribution study requires geographical analysis of first due resources. Distribution measures may include:⁵²

- Population per first due company
- Area served per first-due company (square miles)
- Number of total road miles per first-due company (miles)
- Dwelling unit square footage per first due company
- Maximum travel time in each first-due company's protection area
- Catchment areas (4-minute road response from all fire stations) to determine gap areas and overlaps of first-due resources
- Areas outside of actual performance
 1. Population not served
 2. Area not served (square miles)
 3. Road miles not served (miles)

⁵¹ Commission on Fire Accreditation International, 5th Edition. 2008. Page 52.

⁵² Commission on Fire Accreditation International, 5th Edition. 2008. Page 52.

4. Dwelling unit square footage not served

- First-due unit arrival times (Engine, Truck, ALS unit, etc.)

A major item to be considered in the distribution of resources is travel time. It should be a matter of public policy that the distribution of fire stations in the community is based on the element of travel time and the response goal. Travel time should be periodically sampled and analyzed to determine whether or not the fire department is achieving a reasonable response performance to handle emergencies.⁵³

Evaluating a small number of incidents for response time performance does not reflect the true performance of the Department. Analyzing incident demand measured over a 3-5 year period will provide a more accurate assessment of the delivery system performance. Completing the same analysis over a period of time will allow for trend analysis as well.⁵⁴

⁵³ Commission on Fire Accreditation International, 5th Edition. 2008. Page 53

⁵⁴ Commission on Fire Accreditation International, 5th Edition. 2008. Page 53

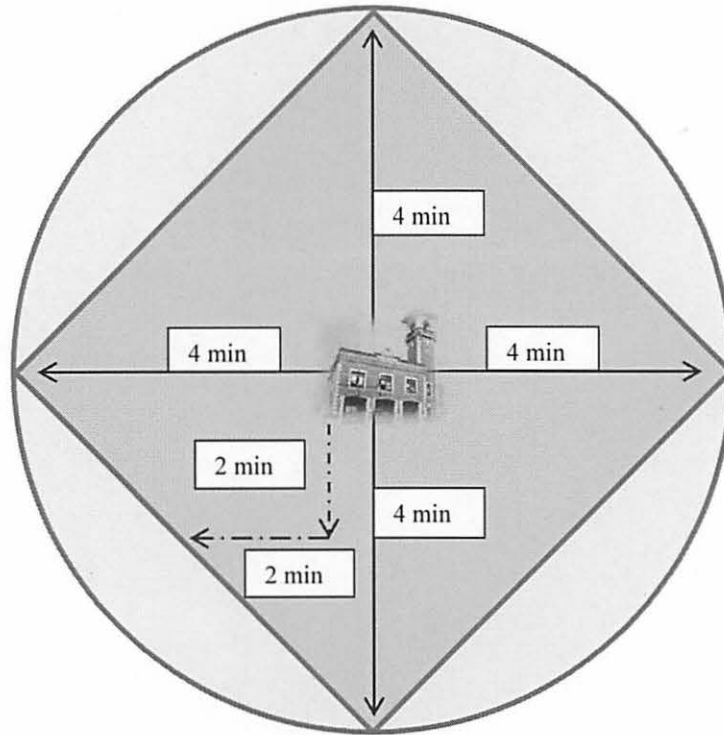


Figure 5: Normal Distribution Model for an Initial 4-Minute Response Area.⁵⁵ As depicted in the above figure, fire stations and emergency resources should be distributed throughout a community so that citizens receive equitable coverage and protection. However, there are additional points of concern when modeling a response district such as road network, traffic patterns, and building occupancies.

Distribution strives for an equitable level of outcome: Everyone in the community is within the same distance from a fire station. Distribution is based on probabilities that all areas experience equal service demands, but not necessarily the same risk or consequences as those demands for service in other areas. For example, suburban communities in the City may have the same service demand as an industrial factory area, but the level of risk is very different. This can have an impact on fire station locations as placement would probably put the stations near high risk areas with shorter travel times. Additionally, EMS response times based on medical emergencies will drive equal distribution in the community and negate distribution based on risk, as the risk is equal.

First unit arrival times are the best measure of distribution. It should be noted that if an area experiences fire unit arrival times outside the adopted performance measure, in this case 4-minute travel time per NFPA 1710, it does not necessarily mean it has a distribution issue.⁵⁶

⁵⁵ Derived from Commission on Fire Accreditation International, 5th Edition. 2008. Page 53

⁵⁶ Commission on Fire Accreditation International, 5th Edition. 2008. Page 55

Other issues occur such as reliability, call processing times and turnout times, and traffic which can affect the overall performance of response times.

An effective response force for a fire department is impacted not only by the spacing of fire stations but also by the type and amount of apparatus and personnel staffing the stations. To assemble the necessary apparatus, personnel, and equipment within the prescribed timeframe, all must be close enough to travel to the incident, if available upon dispatch. The placement and spacing of specialty equipment is always challenging.⁵⁷ Specialty units tend to be trucks, rescue units, hazmat, or Battalion personnel. Most often there are less of these types of equipment and personnel compared to the first-line response of engines and medic units. Selecting where to put specialty units requires extensive examination of current and future operations within the fire department and a set goal of response time objectives for all-hazards emergencies within the City.

Distribution vs. Concentration

Major fires have a significant impact on the resource allocation of any fire department. The dilemma for any fire department is staffing for routine emergencies and also being prepared for the fire or emergency of maximum effort. This balancing of distribution and concentration staffing needs is one that almost all fire agencies face on an ongoing basis.

The art in concentration spacing is to strike a balance with respect as to how much overlap there should be between station areas. Some overlap is necessary to maintain good response times and to provide back-up for distribution when the first-due unit is unavailable for service or deployed on a prior emergency.

Concentration pushes and pulls distribution. Each agency, *after risk assessment and critical task analysis*, must be able to quantify and articulate why its resource allocation methodology meets the governing body's adopted policies for initial effective intervention on both a first-due and multiple-unit basis.⁵⁸

⁵⁷ Commission on Fire Accreditation International, 5th Edition. 2008. Page 62

⁵⁸ Commission on Fire Accreditation International, 5th Edition. 2008. Page 62-63

Mapping Analysis of the Sheboygan Fire Department

In creating this document, it was important to ascertain where stations were located and if they were located to provide safe and effective coverage to the citizens. In order to make this assessment, the IAFF created maps of Sheboygan Fire Department response area and plotted the fire station locations.

Computer modeling was then used to determine the distance apparatus could travel in 4 and 8 minutes. The following table specifies the current locations of the five stations.

Station	Address	Apparatus	Staffing
1	833 New York Ave.	Engine 1 Med 1	2 FF 2 FF/Paramedic
2	2413 S. 18th St.	Rescue 2 Med 2	3 FF 2 FF/Paramedic
3 (Command)	1326 N. 25th St.	Engine 3 Med 3 Command	2 FF 2 FF/Paramedic Battalion Chief
4	2622 N. 15th St.	Ladder 4	3 FF
5	4504 S. 18th St.	Ladder 5 Engine 5	2 FF Cross-Staffed

Table 6: Current Fire Station Locations. The above table displays where apparatus are housed and the typical on-duty staffing. The Department deploys the engines and medics together on all call types in order to supplement the engine company staff. This can create significant delays to the overall emergency response system. If the engine is assisting on a medical call, the engine crew will be unavailable to respond to a suppression incident. Likewise, if the EMS crew is assisting the engine with a fire call, patients may be delayed in receiving medical treatment until another unit becomes available. This reduces both fire protection and EMS response capabilities within the jurisdiction. Ladder 4 and 5 apparatus are quints and generally perform ladder operations. If the truck company arrives on scene first it may be directed to start engine operations. Once additional apparatus arrives on scene, the truck company will transition to ladder operations. This practice is inefficient as the truck company may have to re-position itself in order to perform ladder operations, thus delaying life-saving fire suppression and rescue tasks. Station 5 also employs cross-staffing to staff an engine and a ladder truck which can further create delays in response.

Responses Per Year				
Station	2013	2014	2015	Total
1	1,451	1,470	1,170	4,091
2	1,007	962	689	2,658
3	1,219	1,257	937	3,413
4	808	768	628	2,204
5	490	538	416	1,444
				13,810

Table 7: Unit Responses Per Year 2013-2015. The above table displays the number of runs per station each year for the years 2013, 2014 and 2015 (thru 09/30/2015). Station 1 and Station 2 (proposed stations for closure), rank 1st (29.6%) and 3rd (19.25%) respectively, in the number of responses per year.

Travel times were modeled using ESRI ArcGIS version 10.3. Fire stations were identified on Geographic Information System (GIS) maps as starting points with vehicles traveling at posted road speeds.

When generating the maps, a number of assumptions needed to be addressed prior to drawing conclusions from the analysis. These assumptions are as follows:

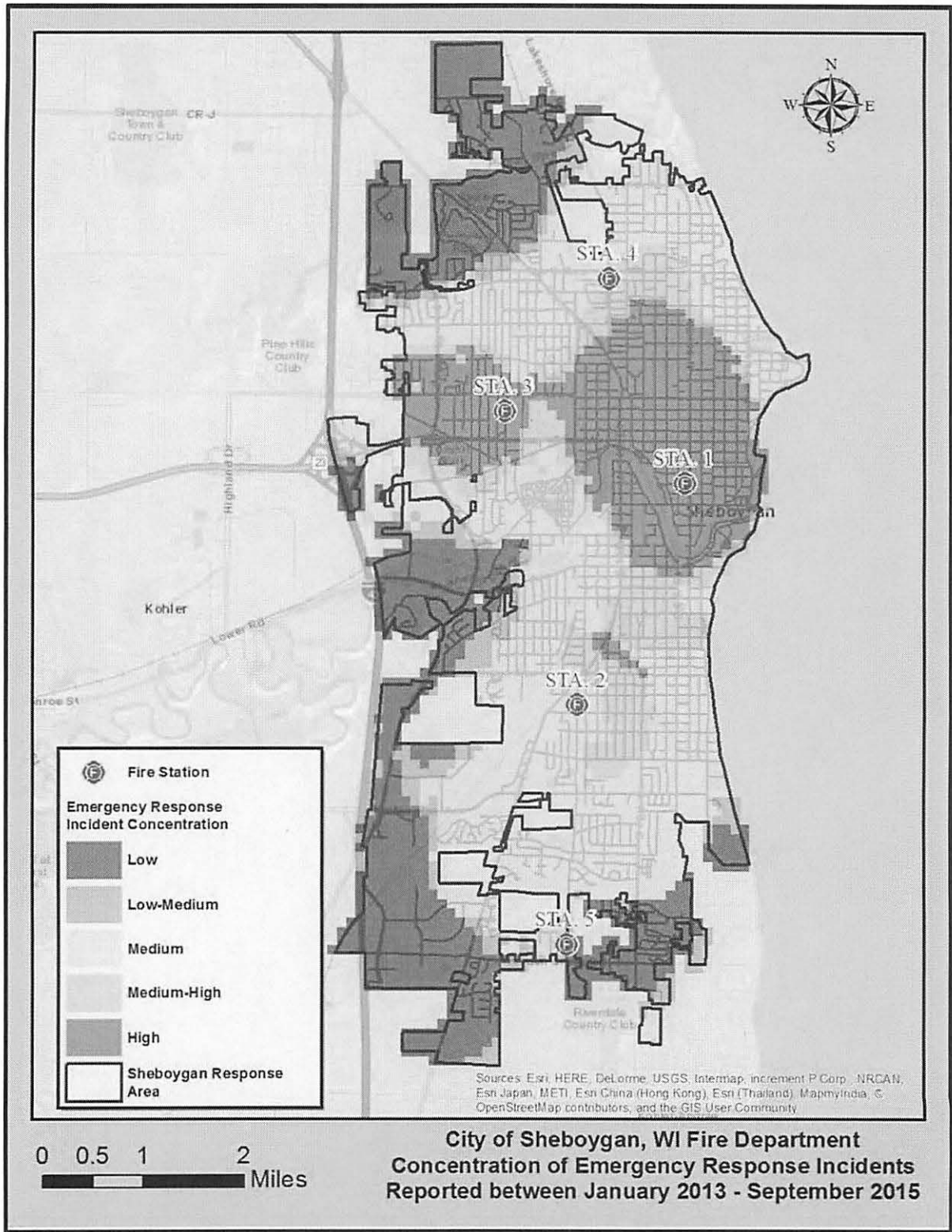
- Modeled travel speeds are based on reasonable and prudent road speeds. Actual response speeds may be slower, and the associated travel times greater, with any unpredictable impedances including, but not limited to:
 - Traffic Incidents: Collisions and vehicle breakdowns causing lane blockages and driver distractions.
 - Work Zones: Construction and maintenance activity that can cause added travel time in locations and times where congestion is not normally present.
 - Weather: Reduced visibility--road surface problems and uncertain waiting conditions result in extra travel time and altered trip patterns.
 - Special Events: Demand may change due to identifiable and predictable causes.
 - Traffic Control Devices: Poorly timed or inoperable traffic signals, railroad grade crossings, speed control systems, and traveler information signs contribute to irregularities in travel time.
 - Inadequate Road or Transit Capacity: The interaction of capacity problems with the aforementioned sources causes travel time to expand much faster than demand.⁵⁹

⁵⁹ David Shrank and Tim Lomax, The 2003 Urban Mobility Report, (Illinois Transportation Institute, Illinois A&M University: September 2003).

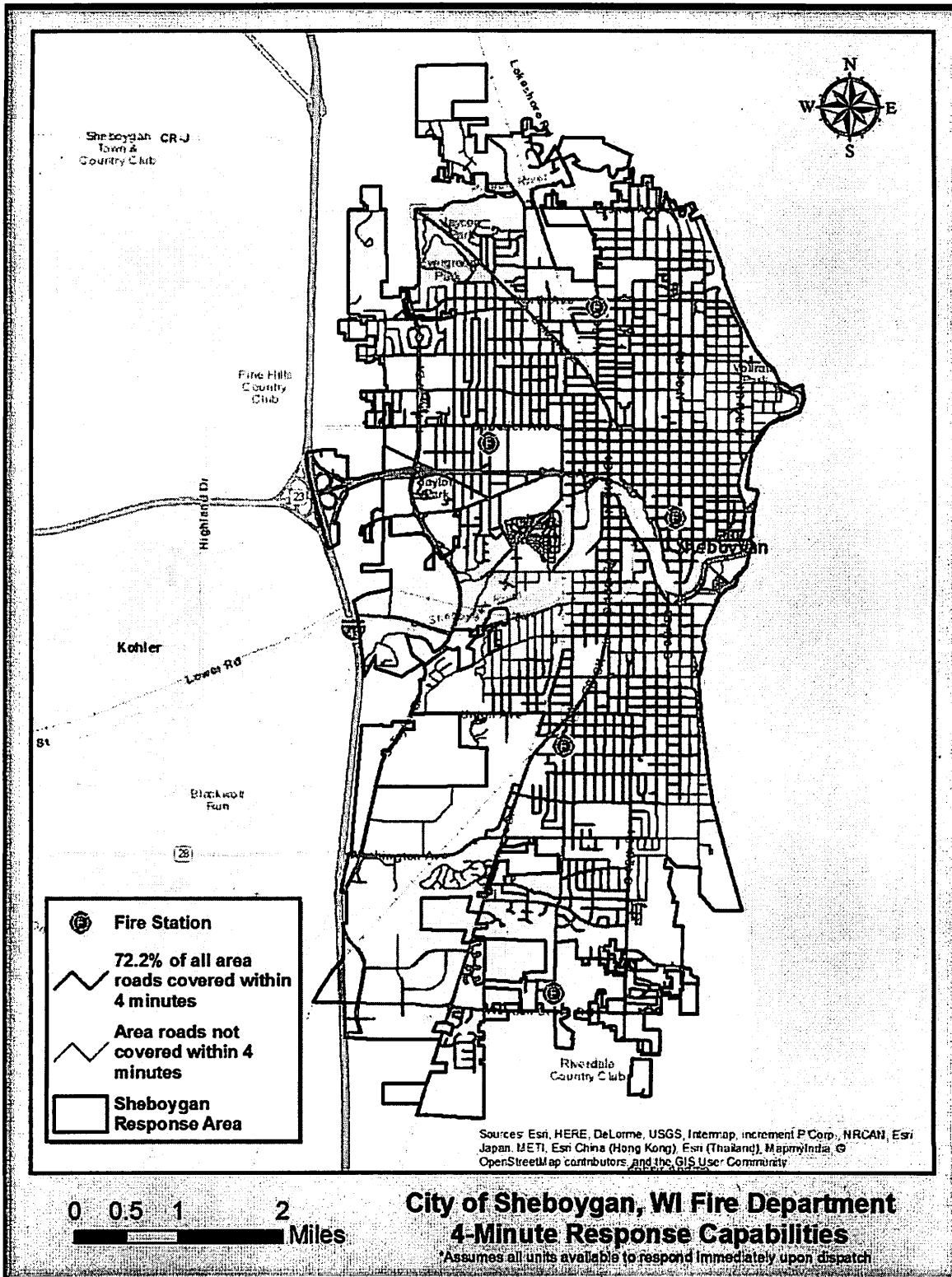
In addition, it is reasonable to suggest that because larger emergency vehicles are generally more cumbersome and require greater skill to maneuver, their response may be more negatively affected by their weight, size, and in some cases, inability to travel narrow surface streets.

As discussed, computer modeling only considers travel time of apparatus. Decision makers should understand that once apparatus and personnel arrive on the incident scene there are other essential tasks that must be completed which require additional time before access, rescue, and suppression can take place. Tasks such as establishing a water supply, forcible entry (access), and deployment of an attack line are not considered in the computer modeling. Other additional factors also include:

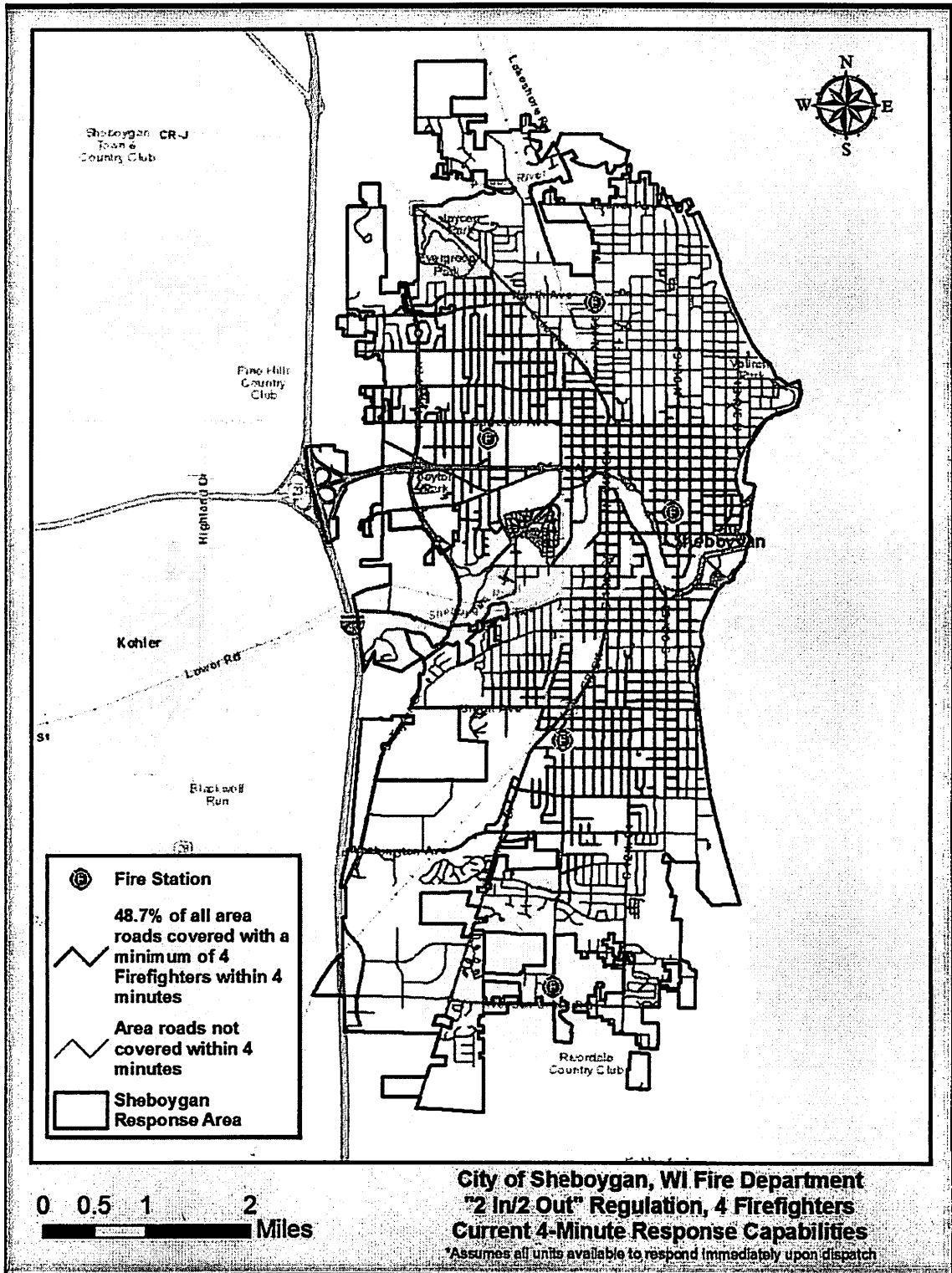
- The time from arrival of the apparatus to the onset of interior fire operations (access interval) must be considered when analyzing response system capabilities.
 - The access interval is dependent upon factors such as distance from the apparatus to the task location and the elevation of the incident and locked doors or security bars which must be breached.
 - Impediments like these may add to the delay between discovery of a fire and the initiation of an actual fire attack.
- The reliability of a community's hydrant system to supply water to fire apparatus.
- Weather conditions



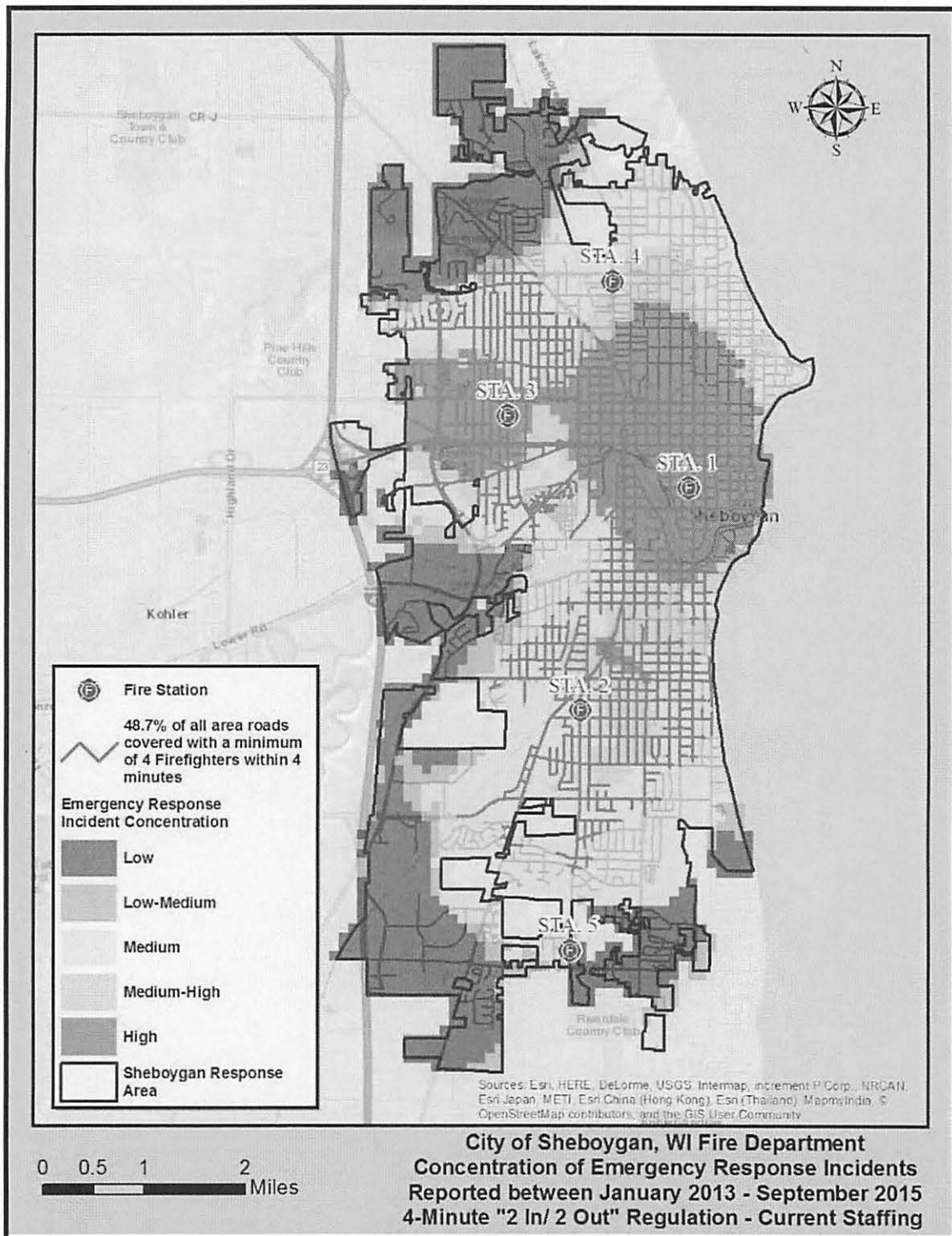
Map 3: Concentration of Emergency Responses in Sheboygan, WI. Map 3 models the concentration of emergency response incidents during the period of Jan. 2013 to Sept. 2015 in Sheboygan. Using computer aided dispatch (CAD) location-based incident data (refer to Table 7), geographic statistical analysis maps areas of incident concentration.



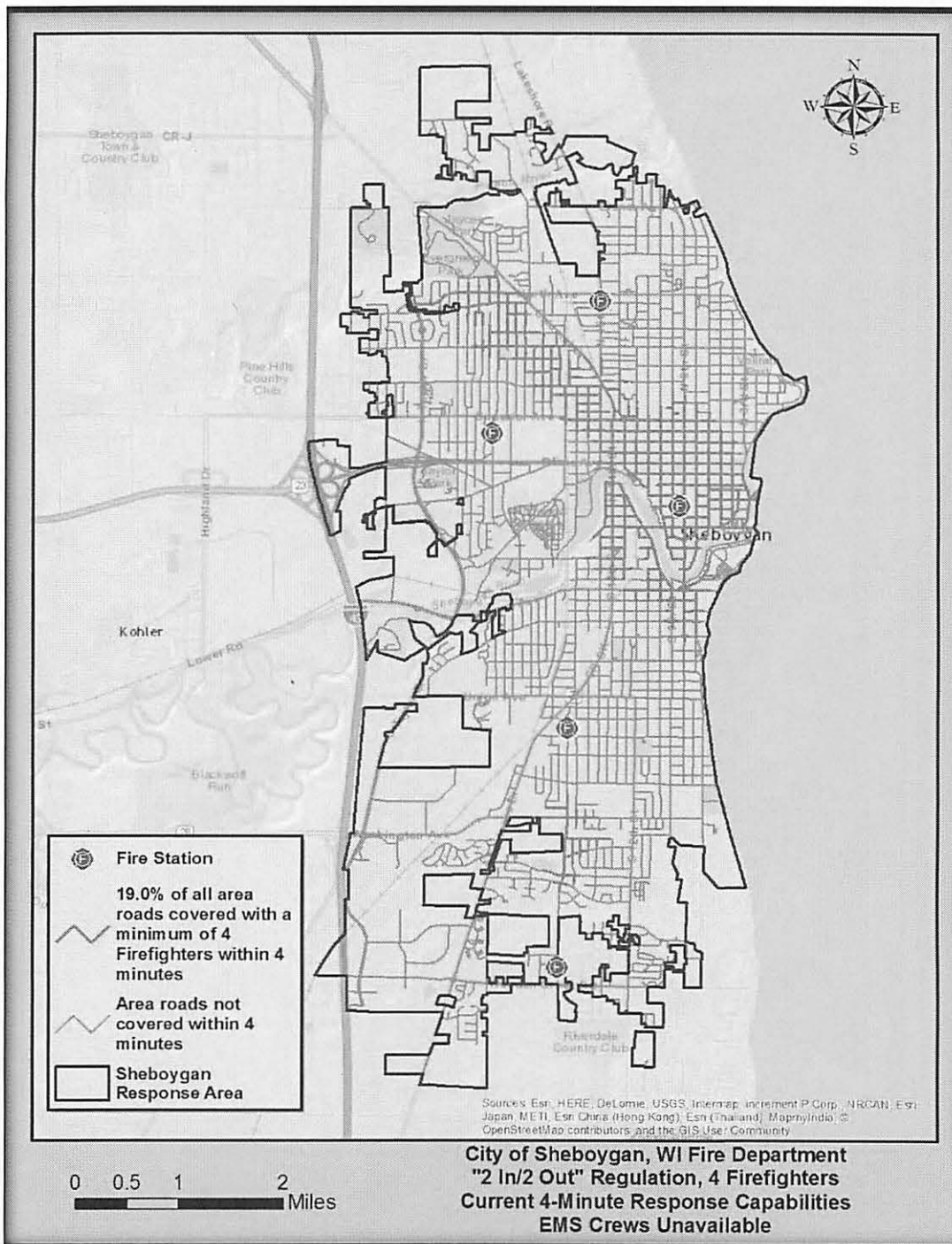
Map 4: Existing 4-Minute Response Capabilities. Map 4 identifies those roads where fire companies can reach within 4 minutes of travel. Currently, engine companies are capable of responding on 72.2% of roads within the Sheboygan Fire Department's Response Area within 4 minutes.



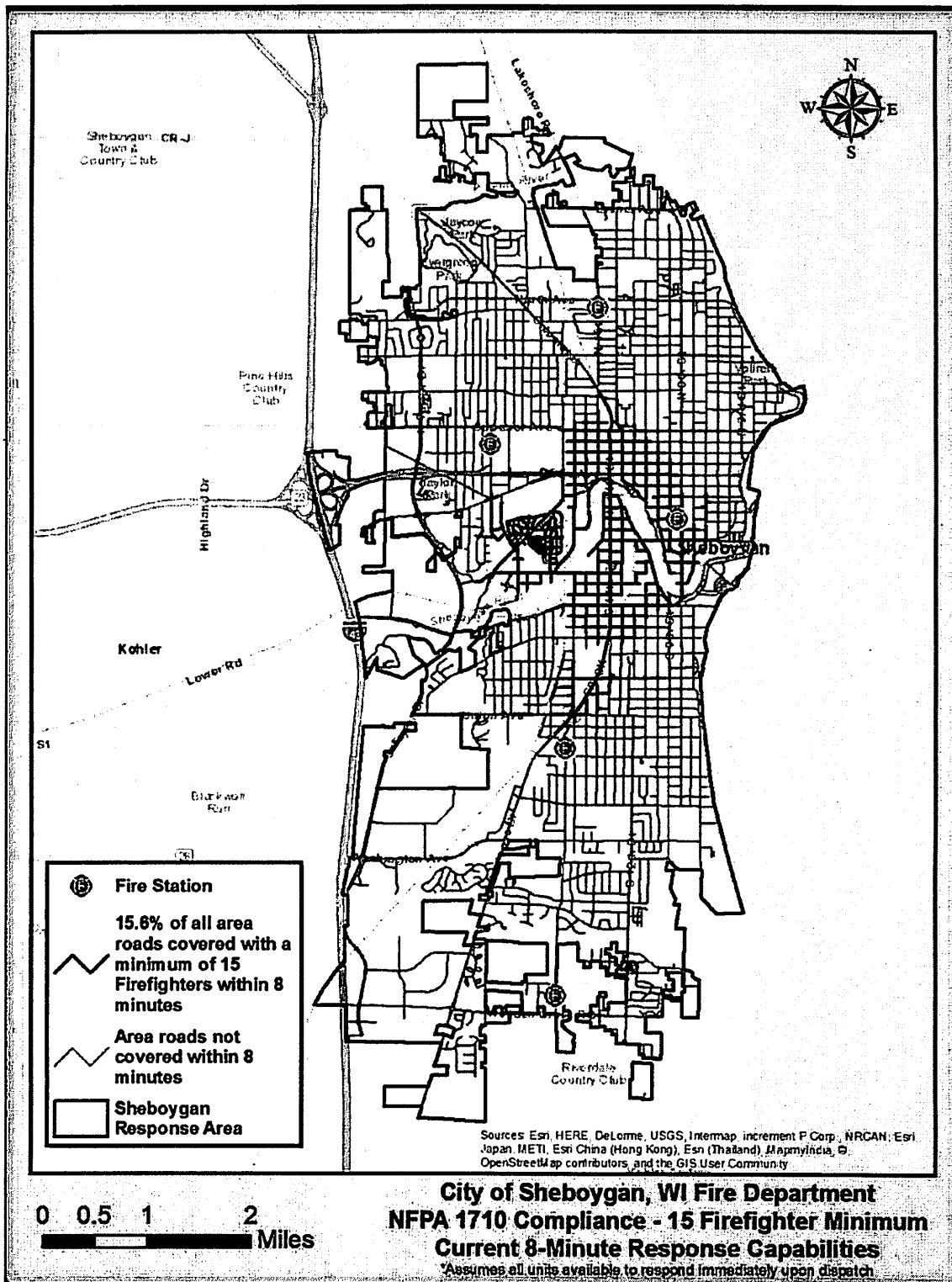
Map 5: Existing Emergency "2 In/2 Out" Capabilities, 4-Minute Response. Map 5 identifies those roads where a minimum of 4 firefighters can assemble on scene within 4 minutes of travel. Currently, the Fire Department is capable of assembling at least 4 firefighters on 48.7% of roads within the Sheboygan Fire Department's Response Area within 4 minutes.



Map 6: Concentration of Emergency Response in Sheboygan, WI and 4- Minute "2 In/2 Out" Regulation with Current Staffing. Map 6 depicts the concentration of emergency incidents during the period of Jan. 2013 to Sept. 2015 in Sheboygan overlaid with the current coverage in accordance with the industry standard "2 In/2 Out" regulation. Firefighters can respond with a minimum of 4 firefighters within 4 minutes to 48.7% of City roads. There are a few areas outside of the 4-minute response capabilities with high incident densities.



Map 7: Existing 4-Minute Suppression Response (EMS Crews Unavailable). If EMS crews are unavailable to assist engine companies due to transport or other obligations, engines may be deployed alone with a staff of two or three. Due to the volume of responses by Sheboygan EMS companies, as reflected in Table 7 of this report, this scenario is quite likely. Map 7 identifies those roads where suppression companies can assemble 4 personnel within 4 minutes. Currently, the Department is capable of reaching 19.0% of roads within the Sheboygan Fire Department's Response Area within 4 minutes. This translates to a 60.9% decrease in response capabilities compared to all apparatus being available.



Map 8: Existing Effective Firefighting Force, 15 Firefighters. Map 8 identifies those roads where a minimum of 15 firefighters are able to assemble on scene within 8 minutes of travel. Currently, the Sheboygan Fire Department is capable of assembling a minimum of 15 firefighters on 15.6% of roads within the Sheboygan Fire Department's Response Area within 8 minutes.

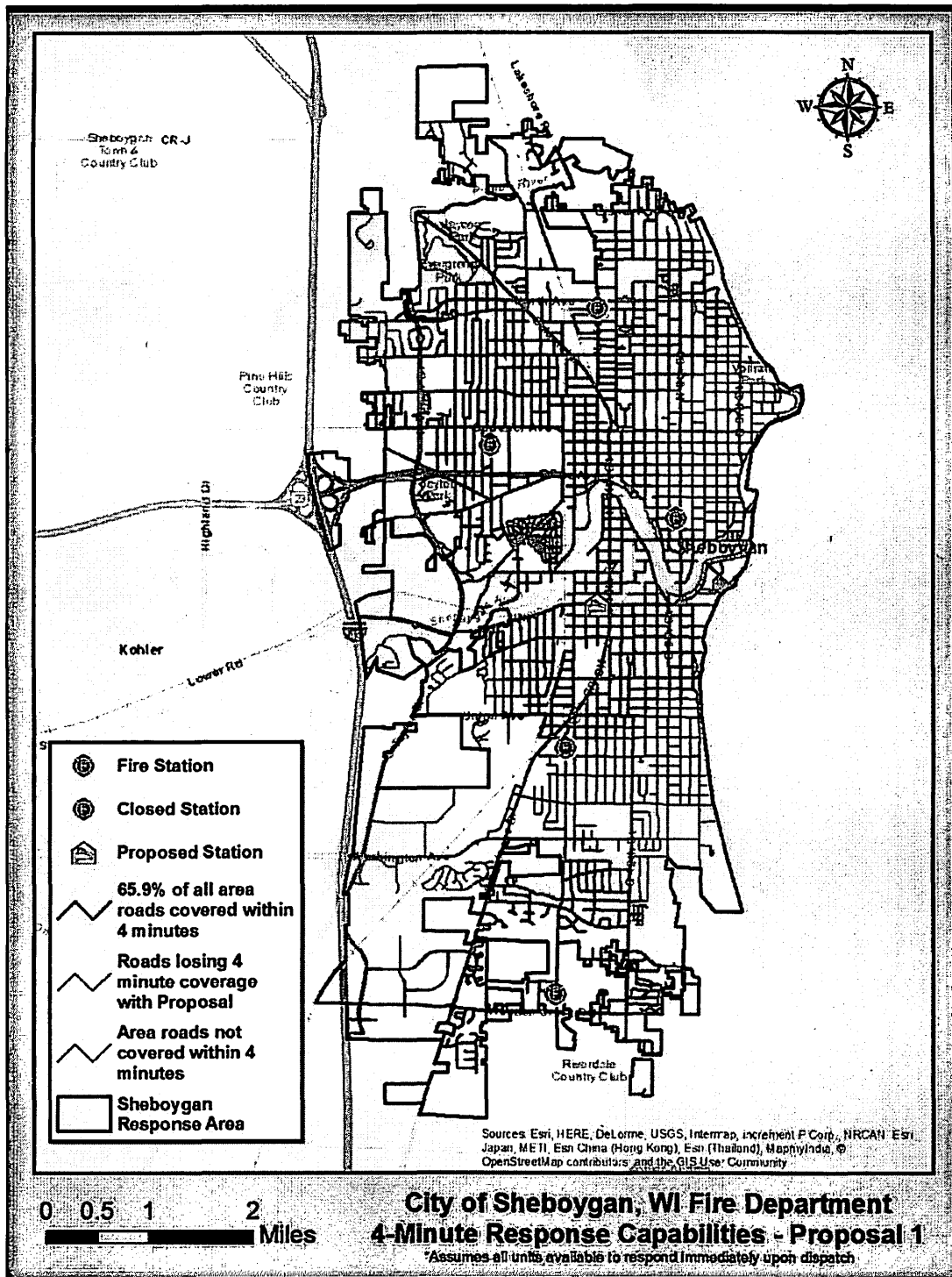
Proposal #1 Emergency Response Capabilities – New Station (15th St. & Indiana Ave.)
Consolidating Station 1 and Station 2

For this portion of the study, an alternate (first of three proposed locations) staffing and deployment scenario was examined. This plan will effectively close Stations 1 and 2 and re-deploy a majority of resources currently in those stations from a new station located at the cross-section of 15th Street and Indiana Avenue in Sheboygan, WI. The proposed staffing and deployment configuration is detailed in Table 8, below. The maps in this section display the results of a 4- and 8-minute travel time analysis representing potential response capabilities of the department which would likely result pursuant to the implementation of this proposal.

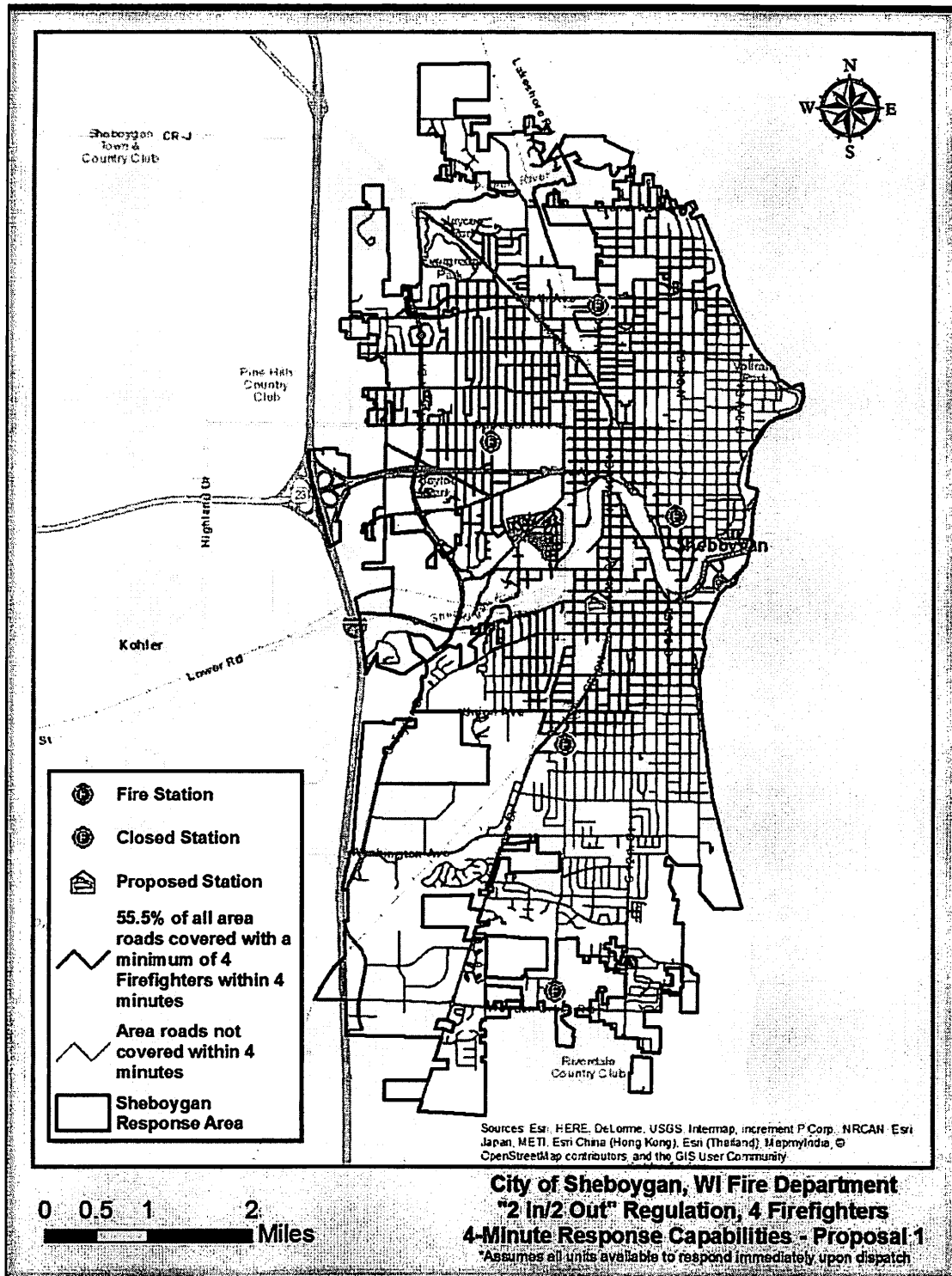
Station	Address	Apparatus	Staffing
3 (Command)	1326 N. 25th St.	Engine 3 Med 3 Command	2 FF 2 FF/Paramedic Battalion Chief
4	2622 N. 15th St.	Ladder 4 Med 4	3 FF 2 FF/Paramedic
5	4504 S. 18th St.	Ladder 5 Engine 5	2 FF Cross-Staffed
Proposed Station #1	15th St. & Indiana Ave.	Engine 1 Rescue 1 Med 2	2 FF 2 FF 2 FF/Paramedic

Table 8: Proposed Fire Station Locations and Staffing. The above table displays where apparatus will be housed and the proposed typical on-duty staffing. Under this consolidation proposal, the department would continue to supplement engine/ladder company personnel with firefighter/paramedics assigned to the medic units which would further compound existing staffing deficiencies and could significantly impact the overall emergency response system. Station 5 also utilizes cross-staffing of apparatus which can create response delays. As can be seen in the table, and will be discussed in the following section, the proposed staffing in the department is below industry standards.

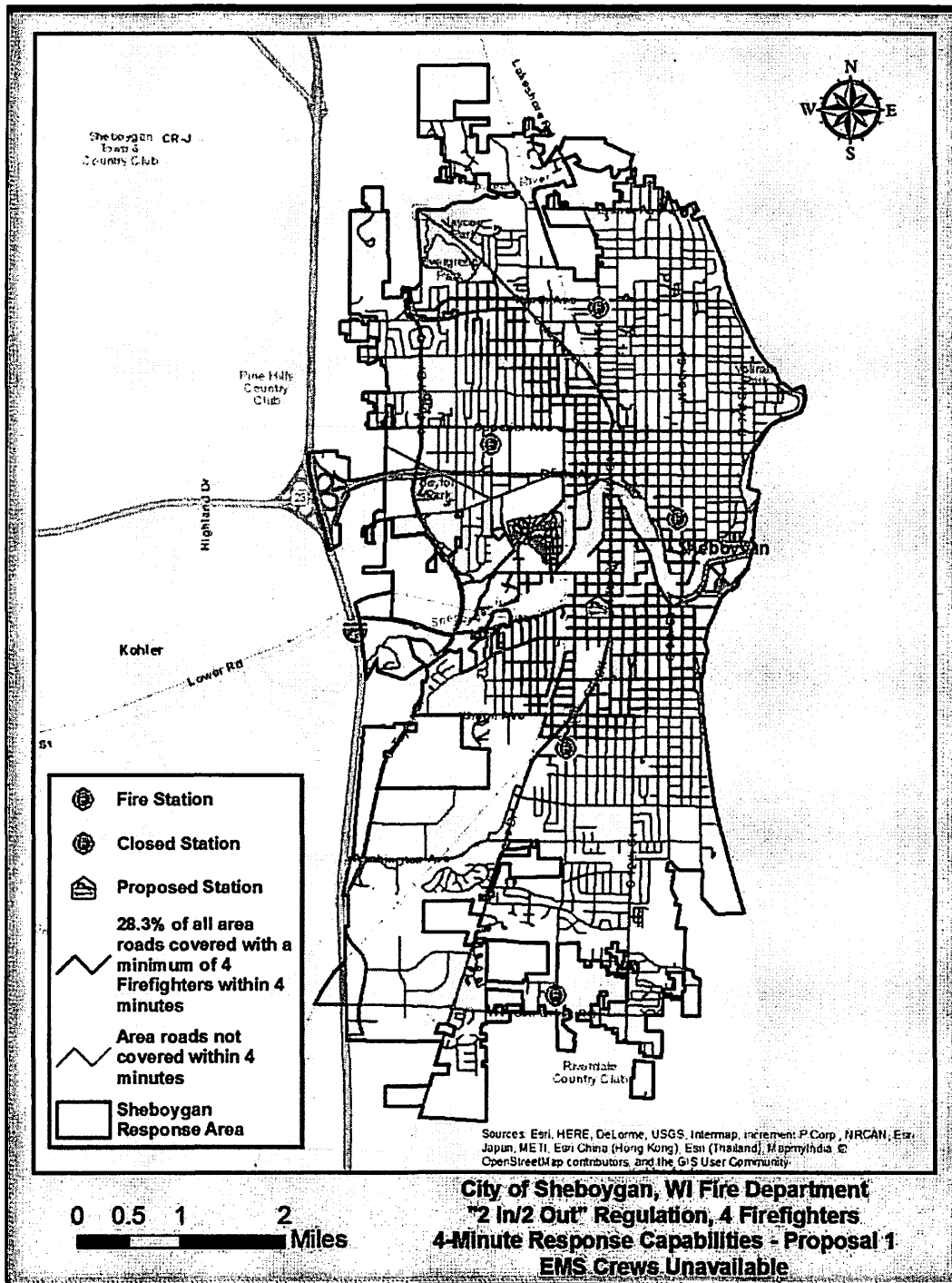
The following Geographic Information System (GIS) maps present an anticipated response capabilities analysis of the Sheboygan Fire Department pursuant to staffing according to the proposed configuration described in Table 8 above.



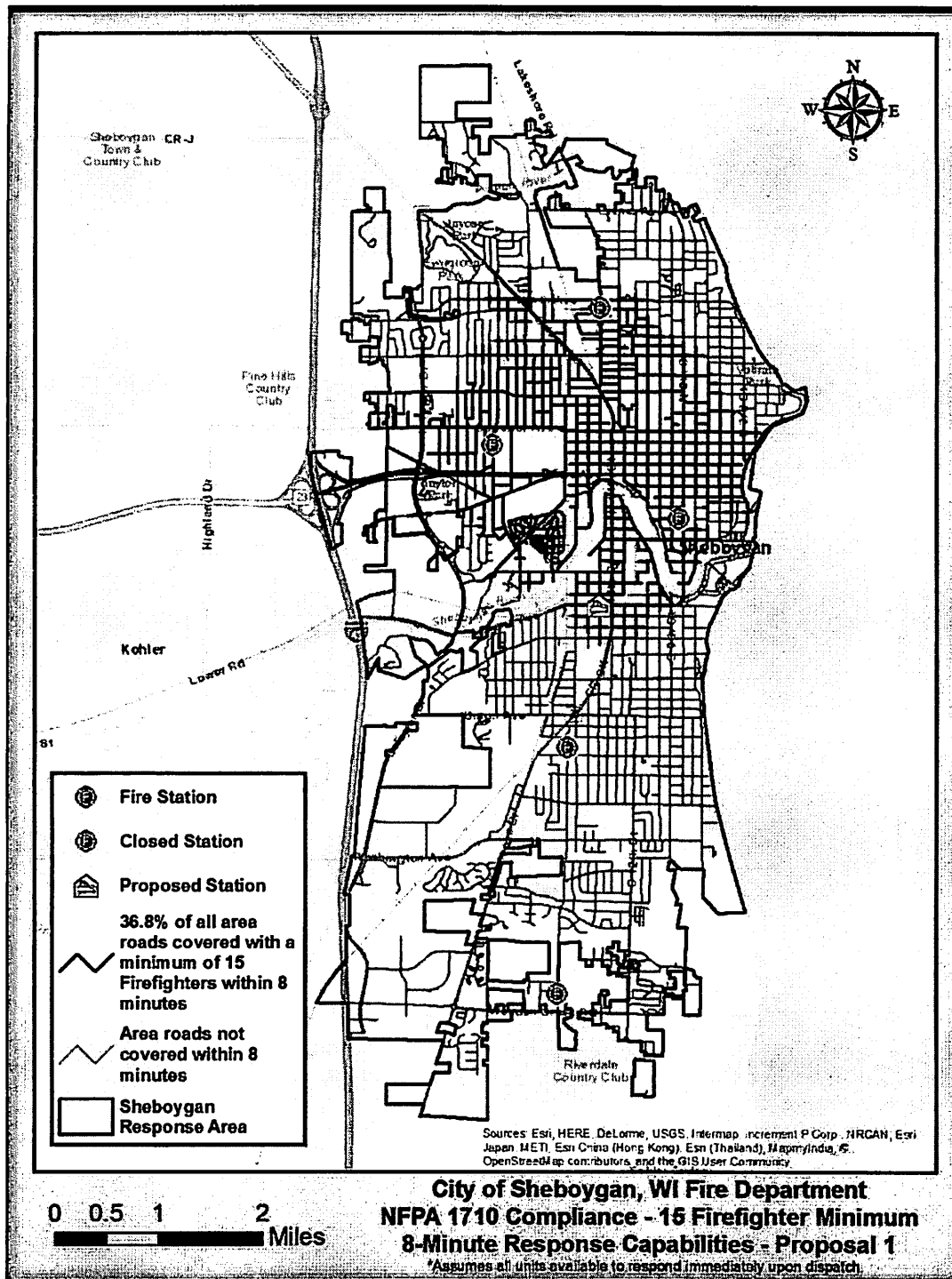
Map 9: Proposal 1, 4-Minute Response Capabilities. Map 9 identifies those roads where fire companies will likely be able to reach within 4 minutes of travel. Pursuant to relocating 2 engine companies (4 firefighters) and an ambulance crew (2 firefighter/paramedics) to the proposed Consolidated Station and an ambulance crew (2 firefighter/paramedics) to Station 4, fire companies will likely be capable of responding on 65.9% of roads within the Sheboygan Fire Department's Response Area within 4 minutes. This translates to an 8.8% decrease in response capabilities from existing conditions. (Roads losing coverage indicated in red roads on Map 9.)



Map 10: Proposal 1, Emergency "2 In/2 Out" Capabilities, 4-Minute Response. Map 10 identifies those roads where a minimum of 4 firefighters will likely be able to assemble on scene within 4 minutes of travel. Pursuant to relocating existing personnel to the proposed Consolidated Station and Station 4, the Fire Department will likely be capable of assembling 4 firefighters on scene on 55.5% of roads within the Sheboygan Fire Department's Response Area within 4 minutes. This translates to a 14.0% increase in response capabilities from existing conditions.



Map 11: Proposal 1, Emergency “2 In/2 Out” Operations, 4-Minute Response (EMS Crews Unavailable). If EMS crews are unavailable to assist suppression companies due to transport or other obligations, apparatus may be deployed alone with a staff of two or three. Due to the volume of responses by Sheboygan EMS companies as reflected in Table 7 in this report, this scenario is quite likely. Map 11 identifies those roads where suppression companies can assemble 4 personnel within 4 minutes for Proposal 1. The Department will be capable of reaching 28.3% of roads within the Sheboygan Fire Department’s Response Area. This translates to a 49.1% decrease in response capabilities compared to all apparatus being available.



Map 12: Proposal 1, Effective Firefighting Force, 15 Firefighters. Map 12 identifies those roads where a minimum of 15 firefighters will likely be able to assemble within 8 minutes of travel. Pursuant to relocating 2 engine companies (4 firefighters) and an ambulance crew (2 firefighter/paramedics) to the proposed Consolidated Station and an ambulance crew (2 firefighter/paramedics) to Station 4, the Fire Department will likely be capable of assembling a minimum of 15 firefighters on 36.8% of roads within the Sheboygan Fire Department's Response Area within 8 minutes. This translates to a 135.5% increase in response capabilities from existing conditions.

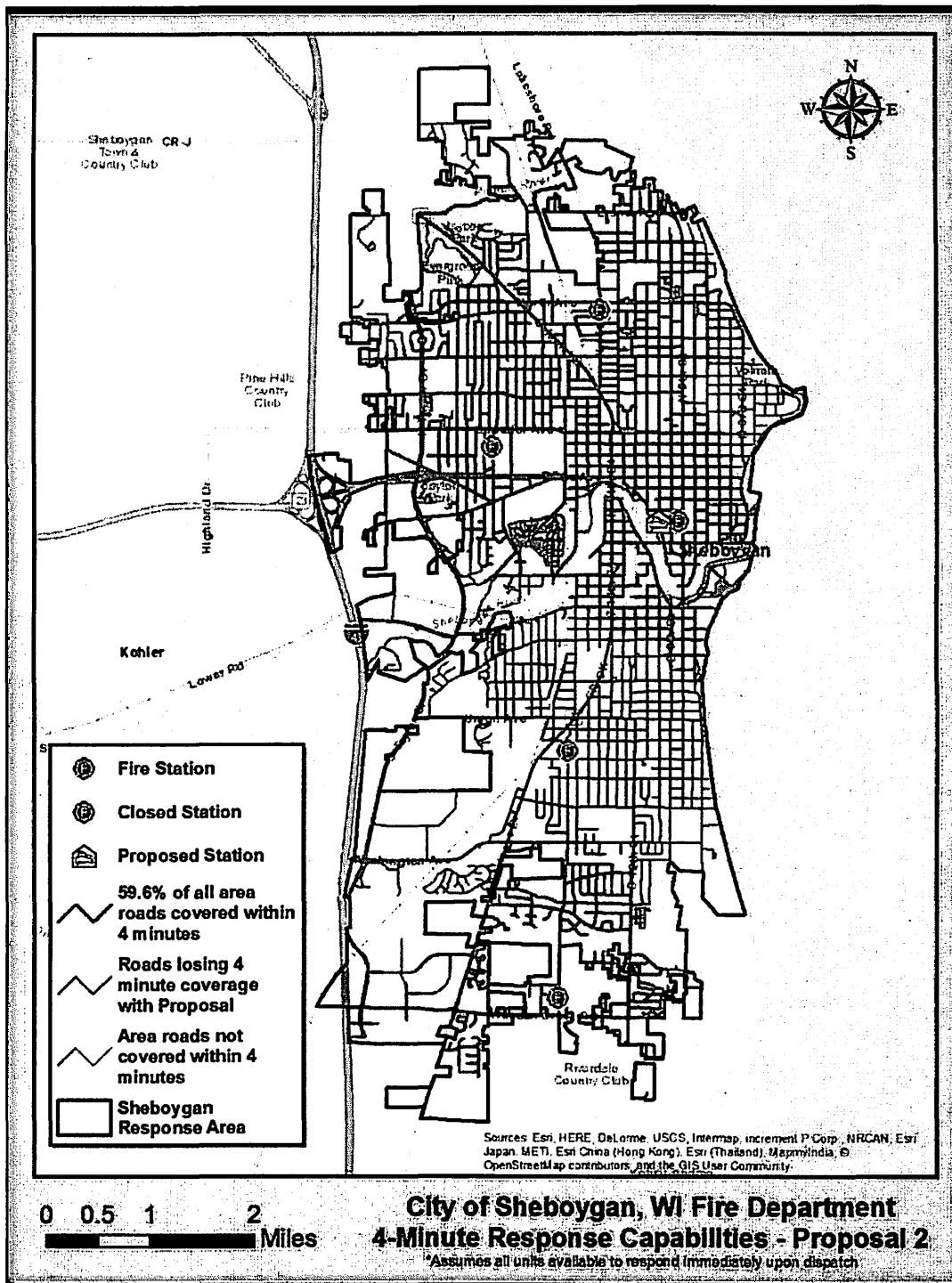
Proposal #2 Emergency Response Capabilities – New Station (New York Ave. & Water St.)
Consolidating Station 1 and Station 2

For this portion of the study, an alternate (second of three proposed locations) staffing and deployment scenario was examined. This plan will effectively close Stations 1 and 2 and re-deploy a majority of resources currently in those stations from a new station located at the cross-section of New York Ave. & Water St. in Sheboygan, WI. The proposed staffing and deployment configuration is detailed in Table 9, below. The maps in this section display the results of a 4- and 8-minute travel time analysis representing potential response capabilities of the department which would likely result pursuant to the implementation of this proposal.

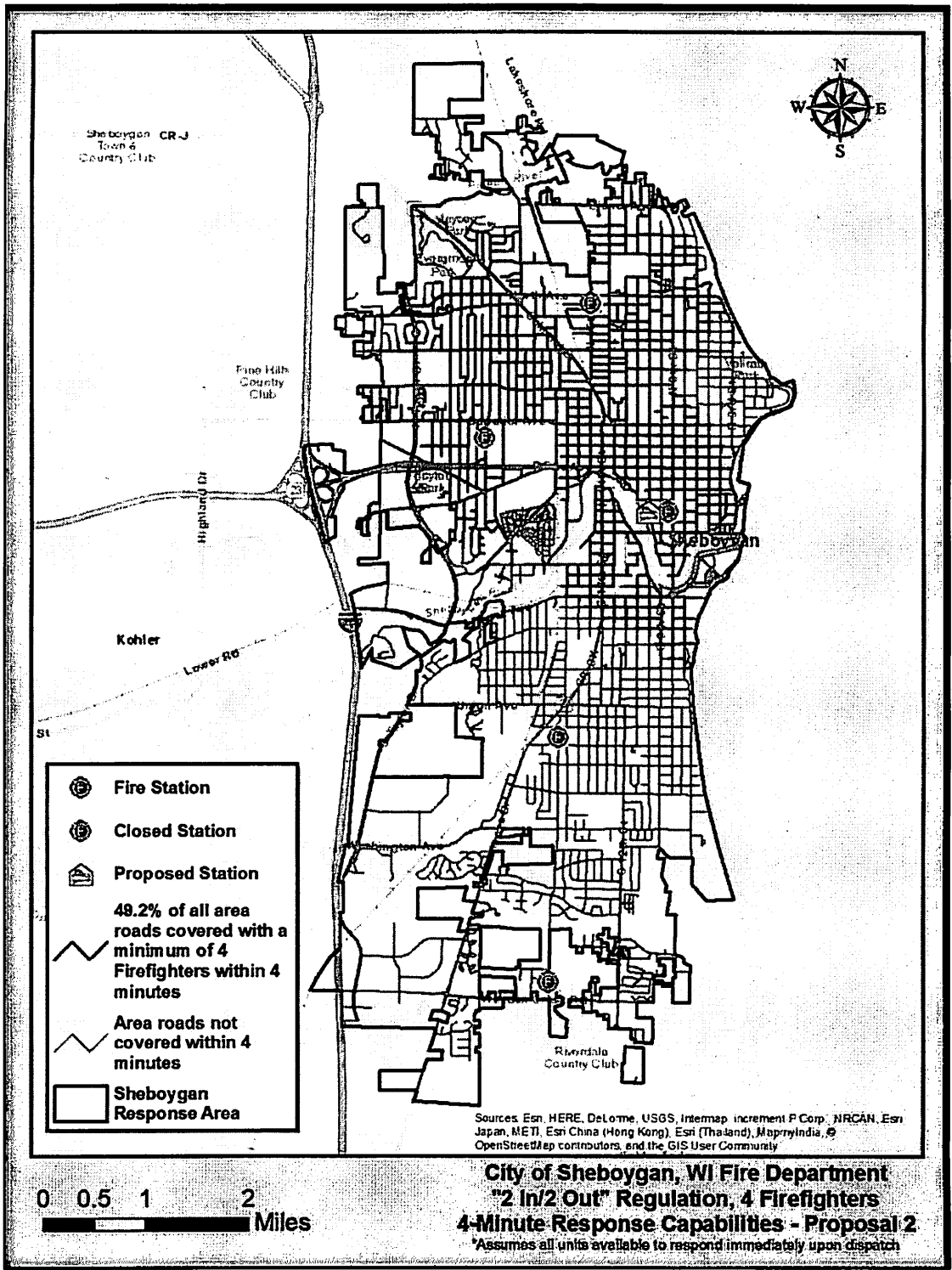
Station	Address	Apparatus	Staffing
3 (Command)	1326 N. 25th St.	Engine 3 Med 3 Command	2 FF 2 FF/Paramedic Battalion Chief
4	2622 N. 15th St.	Ladder 4 Med 4	3 FF 2 FF/Paramedic
5	4504 S. 18th St.	Ladder 5 Engine 5	2 FF Cross-Staffed
Proposed Station #2	New York Ave. & Water St.	Engine 1 Rescue 1 Med 2	2 FF 2 FF 2 FF/Paramedic

Table 9: Proposed Fire Station Locations and Staffing. The above table displays where apparatus will be housed and the proposed typical on-duty staffing. Under this consolidation proposal, the department would continue to supplement engine/ladder company personnel with firefighter/paramedics assigned to the medic units which would further compound existing staffing deficiencies and could significantly impact the overall emergency response system. Station 5 also utilizes cross-staffing of apparatus which can create response delays. As can be seen in the table, and will be discussed in the following section, the proposed staffing in the department is below industry standards.

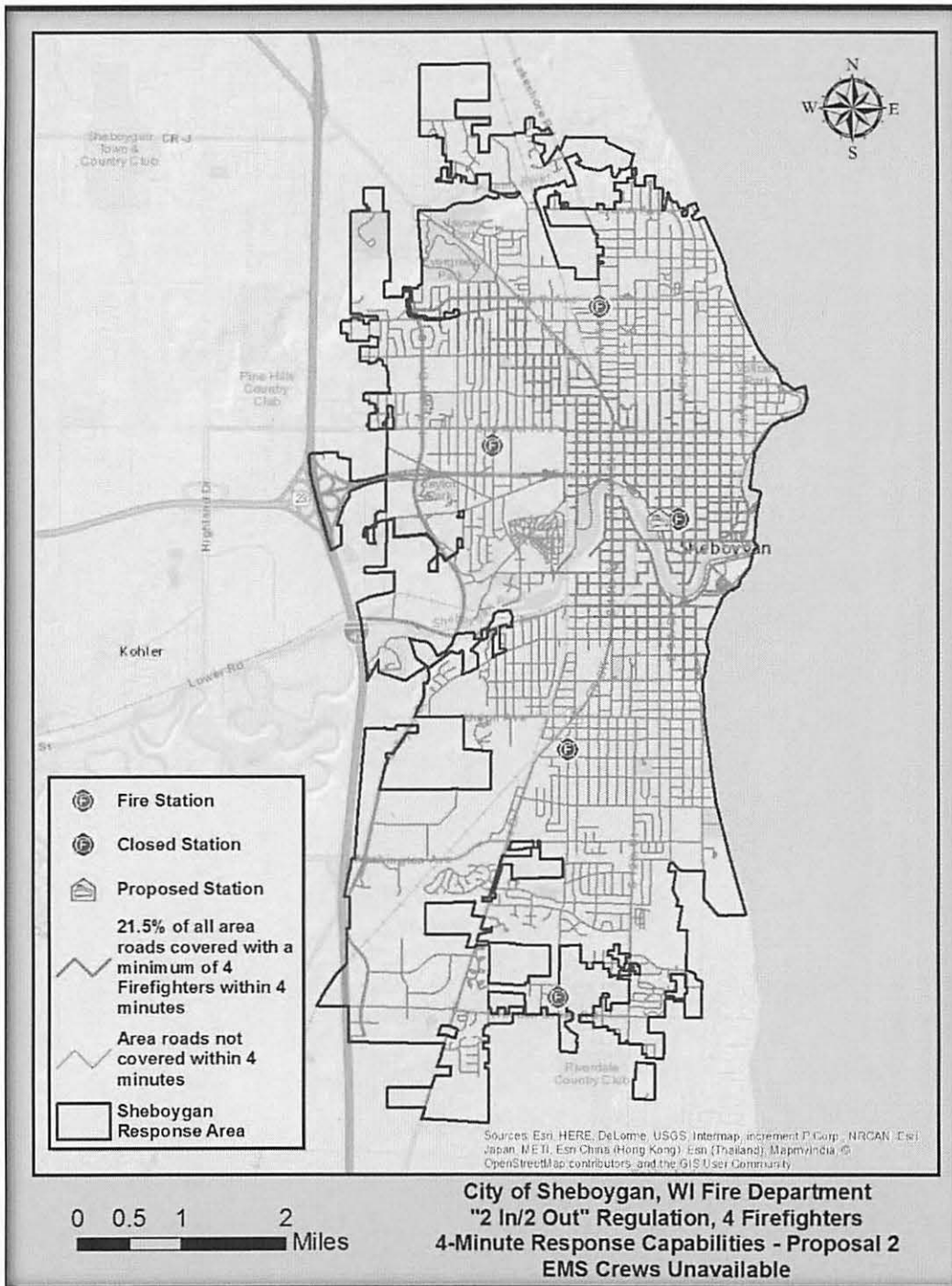
The following Geographic Information System (GIS) maps present anticipated response capabilities analysis of the Sheboygan Fire Department pursuant to staffing according to the proposed configuration described in Table 9 above.



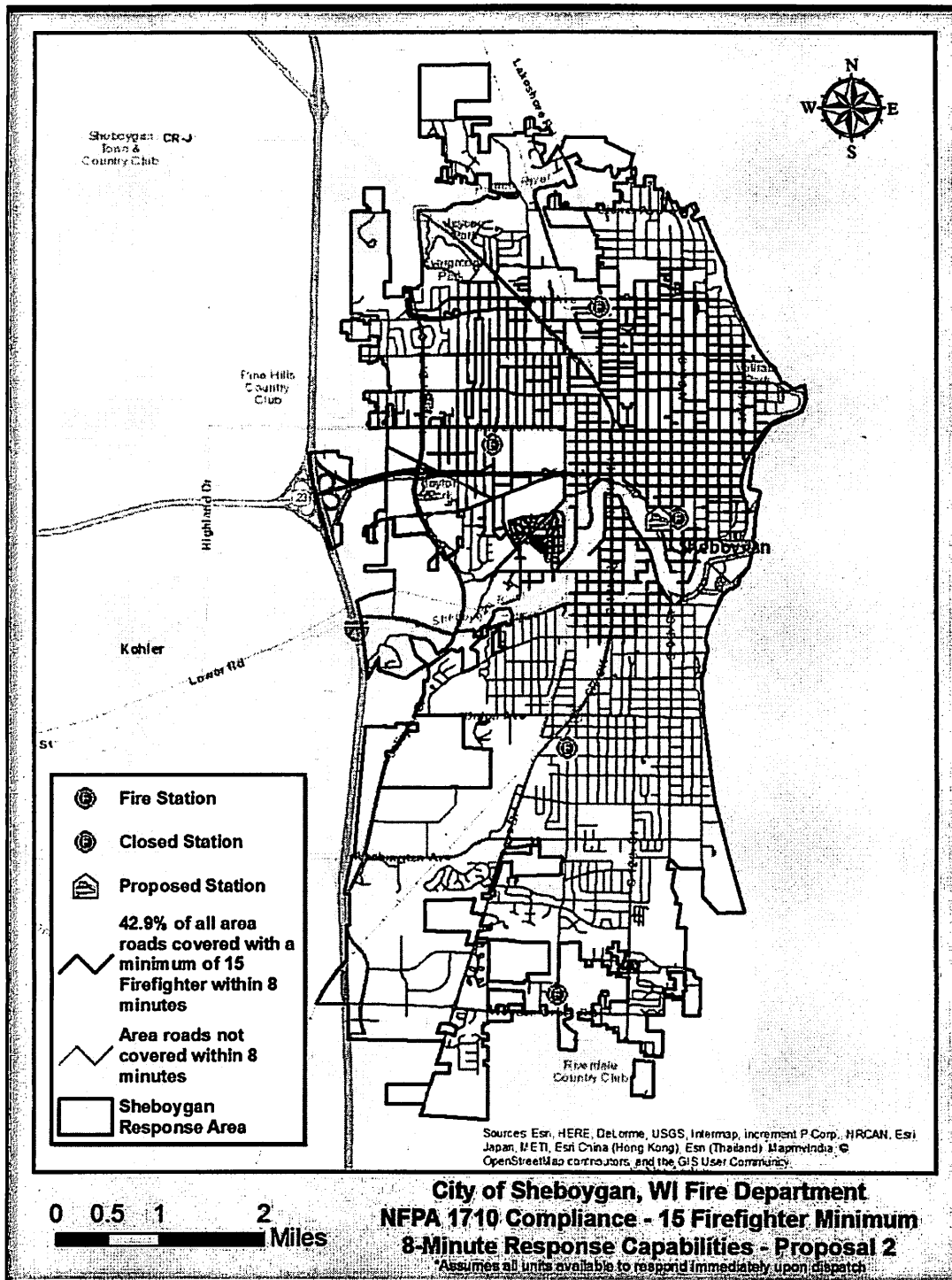
Map 13: Proposal 2, 4-Minute Response Capabilities. Map 13 identifies those roads where fire companies will likely have the capability to reach within 4 minutes of travel. Pursuant to relocating 2 engine companies (4 firefighters) and an ambulance crew (2 firefighter/paramedics) to the proposed Consolidated Station and an ambulance crew (2 firefighter/paramedics) to Station 4, fire companies will likely be capable of responding on 59.6% of roads within the Sheboygan Fire Department's Response Area within 4 minutes. This translates to a 17.5% decrease in response capabilities from existing conditions. (Roads losing coverage indicated in red on Map 13.)



Map 14: Proposal 2, Emergency “2 In/2 Out” Capabilities, 4-Minute Response. Map 14 identifies those roads where a minimum of 4 firefighters will likely be able to assemble within 4 minutes of travel. Pursuant to relocating existing personnel to the proposed Consolidated Station and Station 4, the Fire Department will likely be capable of assembling 4 firefighters on scene on 49.2% of roads within the Sheboygan Fire Department’s Response Area within 4 minutes. This translates to a 1.1% increase in response capabilities from existing conditions.



Map 15: Proposal 2, Emergency "2 In/2 Out" 4-Minute Response (EMS Crews Unavailable). If EMS crews are unavailable to assist suppression companies due to transport or other obligations, apparatus may be deployed alone with a staff of two or three. Due to the volume of responses by Sheboygan EMS companies as reflected in Table 7 in this report, this scenario is quite likely. Map 15 identifies those roads where suppression companies can assemble 4 personnel within 4 minutes for Proposal 2. The Department will be capable of reaching 21.5% of roads within the Sheboygan Fire Department's Response Area. This translates to a 56.3% decrease in response capabilities compared to all apparatus being available.



Map 16: Proposal 2, Effective Firefighting Force, 15 Firefighters. Map 16 identifies those roads where a minimum of 15 firefighters will likely be able to assemble within 8 minutes of travel. Pursuant to relocating 2 engine companies (4 firefighters) and an ambulance crew (2 firefighter/paramedics) to the proposed Consolidated Station and an ambulance crew (2 firefighter/paramedics) to Station 4, the Fire Department will likely be capable of assembling a minimum of 15 firefighters on 42.9% of roads within the Sheboygan Fire Department's Response Area within 8 minutes. This translates to a 174.6% increase in response capabilities from existing conditions.

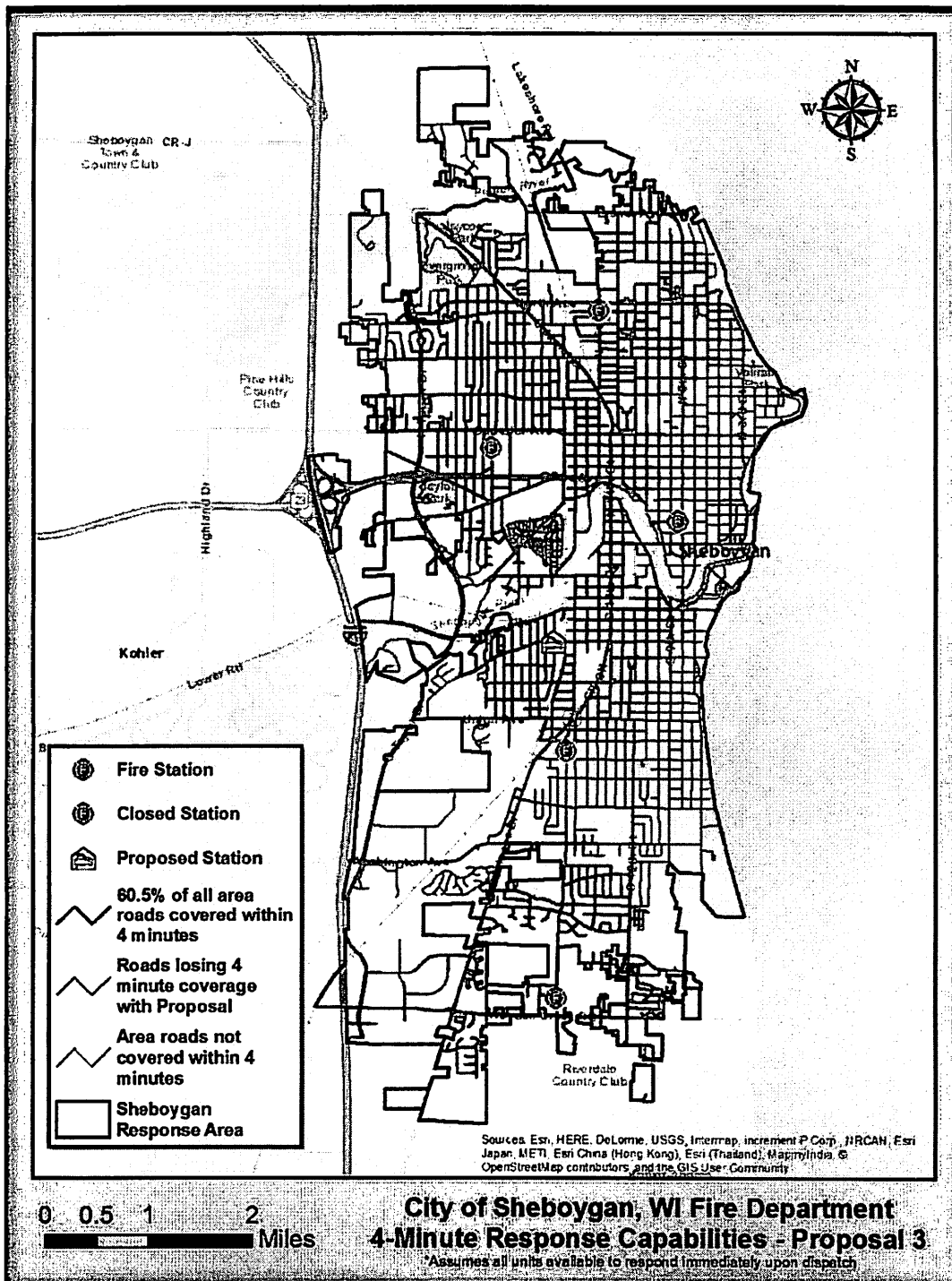
Proposal #3 Emergency Response Capabilities – New Station (19th St. & Georgia Ave.)
Consolidating Station 1 and Station 2

For this portion of the study, an alternate (third of three proposed locations) staffing and deployment scenario was examined. This plan will effectively close Stations 1 and 2, and re-deploy a majority of resources currently in those stations from a new station located at the cross-section of 19th St. & Georgia Ave. in Sheboygan, WI. The proposed staffing and deployment configuration is detailed in Table 10, below. The maps in this section display the results of a 4- and 8-minute travel time analysis representing potential response capabilities of the department which would likely result pursuant to the implementation of this proposal.

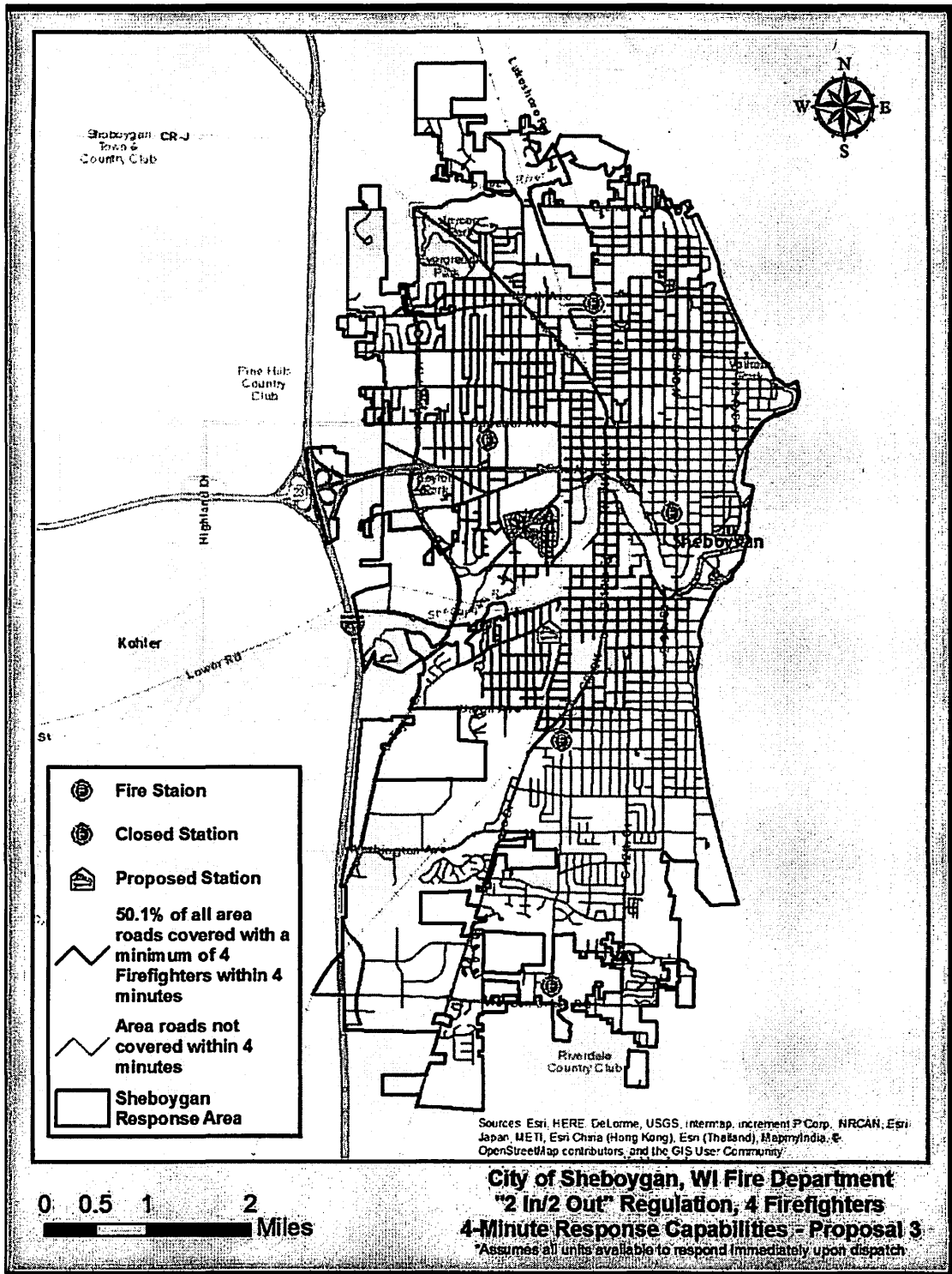
Station	Address	Apparatus	Staffing
3 (Command)	1326 N. 25th St.	Engine 3 Med 3 Command	2 FF 2 FF/Paramedic Battalion Chief
4	2622 N. 15th St.	Ladder 4 Med 4	3 FF 2 FF/Paramedic
5	4504 S. 18th St.	Ladder 5 Engine 5	2 FF Cross-Staffed
Proposed Station #3	19th St. & Georgia Ave.	Engine 1 Rescue 1 Med 2	2 FF 2 FF 2 FF/Paramedic

Table 10: Proposed Fire Station Locations and Staffing. The above table displays where apparatus will be housed and the proposed typical on-duty staffing. Under this consolidation proposal, the department would continue to supplement engine/ladder company personnel with firefighter/paramedics assigned to the medic units which would further compound existing staffing deficiencies and could significantly impact the overall emergency response system. Station 5 also utilizes cross-staffing of apparatus which can create response delays. As can be seen in the table, and will be discussed in the following section, the proposed staffing in the department is below industry standards.

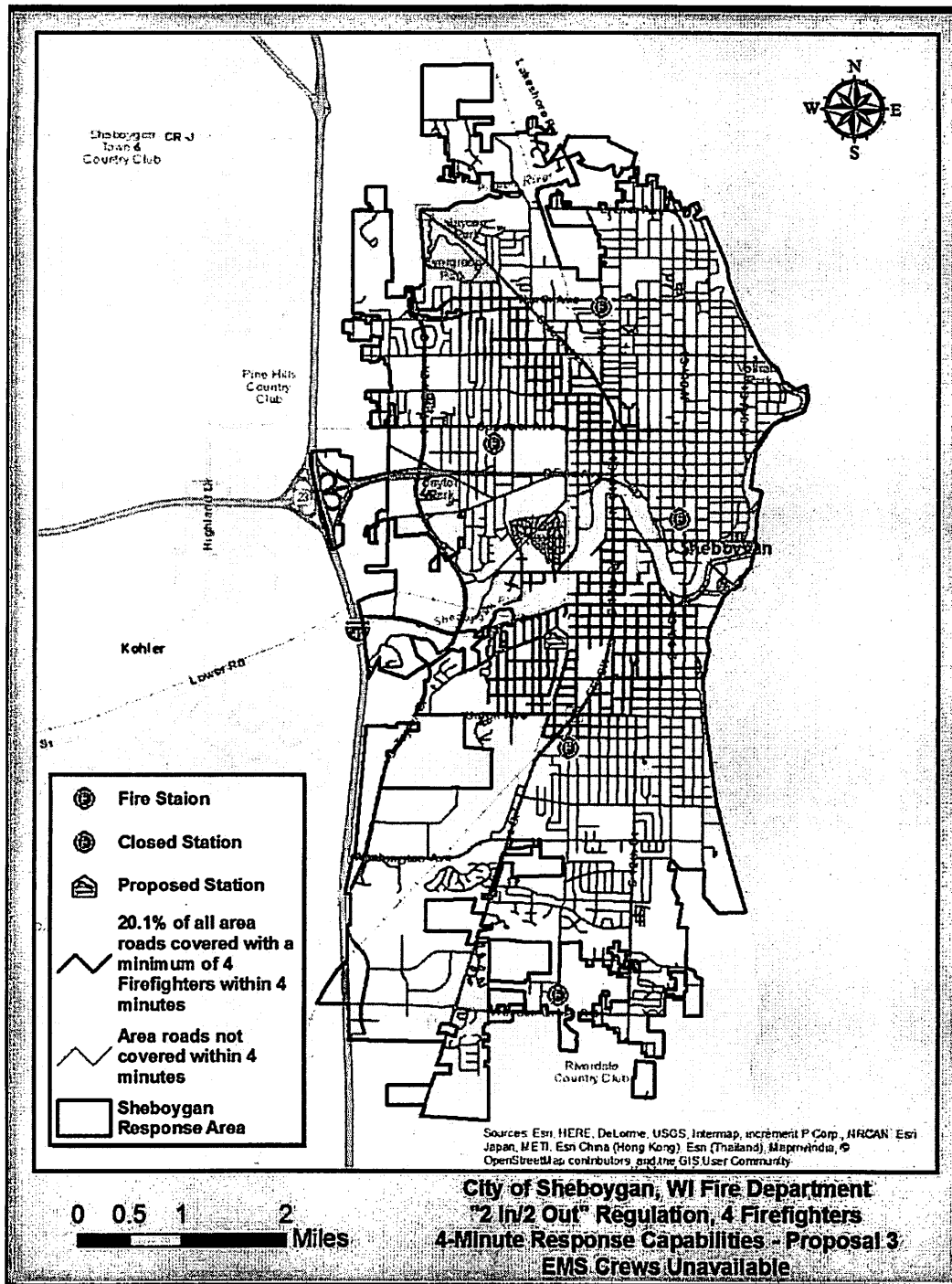
The following Geographic Information System (GIS) maps present anticipated response capabilities analysis of the Sheboygan Fire Department pursuant to staffing according to the proposed configuration described in Table 10 above.



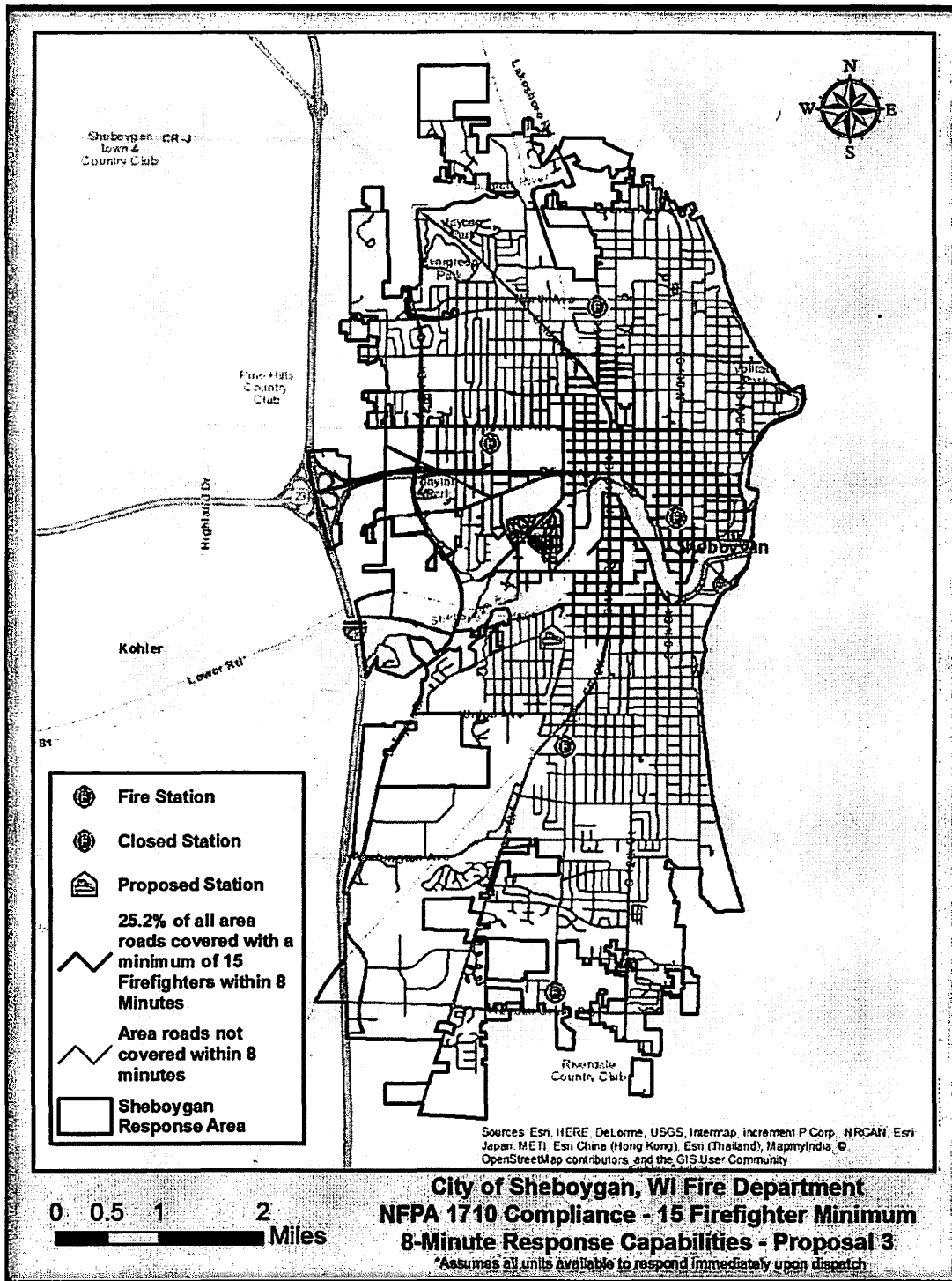
Map 17: Proposal 3, 4-Minute Response Capabilities. Map 17 identifies those roads where fire companies will likely have the capability to reach within 4 minutes of travel. Pursuant to relocating 2 engine companies (4 firefighters) and an ambulance crew (2 firefighter/paramedics) to the proposed Consolidated Station and an ambulance crew (2 firefighter/paramedics) to Station 4, engine companies will likely be capable of responding on 60.5% of roads within the Sheboygan Fire Department’s Response Area within 4 minutes. This translates to a 16.3% decrease in response capabilities from existing conditions. (Roads losing coverage indicated in red on Map 17.)



Map 18: Proposal 3, Emergency 2 In/2 Out Capabilities, 4-Minute Response. Map 18 identifies those roads where a minimum of 4 firefighters will likely be able to assemble on scene within 4 minutes of travel. Pursuant to relocating existing personnel to the proposed Consolidated Station and Station 4, the Fire Department will likely be capable of assembling 4 firefighters on scene on 50.1% of roads within the Sheboygan Fire Department's Response Area within 4 minutes. This translates to a 2.9% increase in response capabilities from existing conditions.



Map 19: Proposal 3, Emergency “2 In/2 Out” Operations, 4-Minute Response (EMS Crews Unavailable). If EMS crews are unavailable to assist suppression companies due to transport or other obligations, apparatus may be deployed alone with a staff of two or three. Due to the volume of responses by Sheboygan EMS companies as reflected in Table 7 in this report, this scenario is quite likely. Map 19 identifies those roads where suppression companies can assemble 4 personnel within 4 minutes for Proposal 3. The Department will be capable of reaching 20.1% of roads within the Sheboygan Fire Department’s Response Area. This translates to a 60.0% decrease in response capabilities compared to all apparatus being available.



Map 20: Proposal 3, Effective Firefighting Force, 15 Firefighters. Map 20 identifies those roads where a minimum of 15 firefighters will likely be able to assemble within 8 minutes of travel. Pursuant to relocating 2 engine companies (4 firefighters) and an ambulance crew (2 firefighter/paramedics) to the proposed Consolidated Station and an ambulance crew (2 firefighter/paramedics) to Station 4, the Fire Department will likely be capable of assembling a minimum of 15 firefighters on 25.2% of roads within the Sheboygan Fire Department’s Response Area within 8 minutes. This translates to a 61.0% increase in response capabilities from existing conditions.

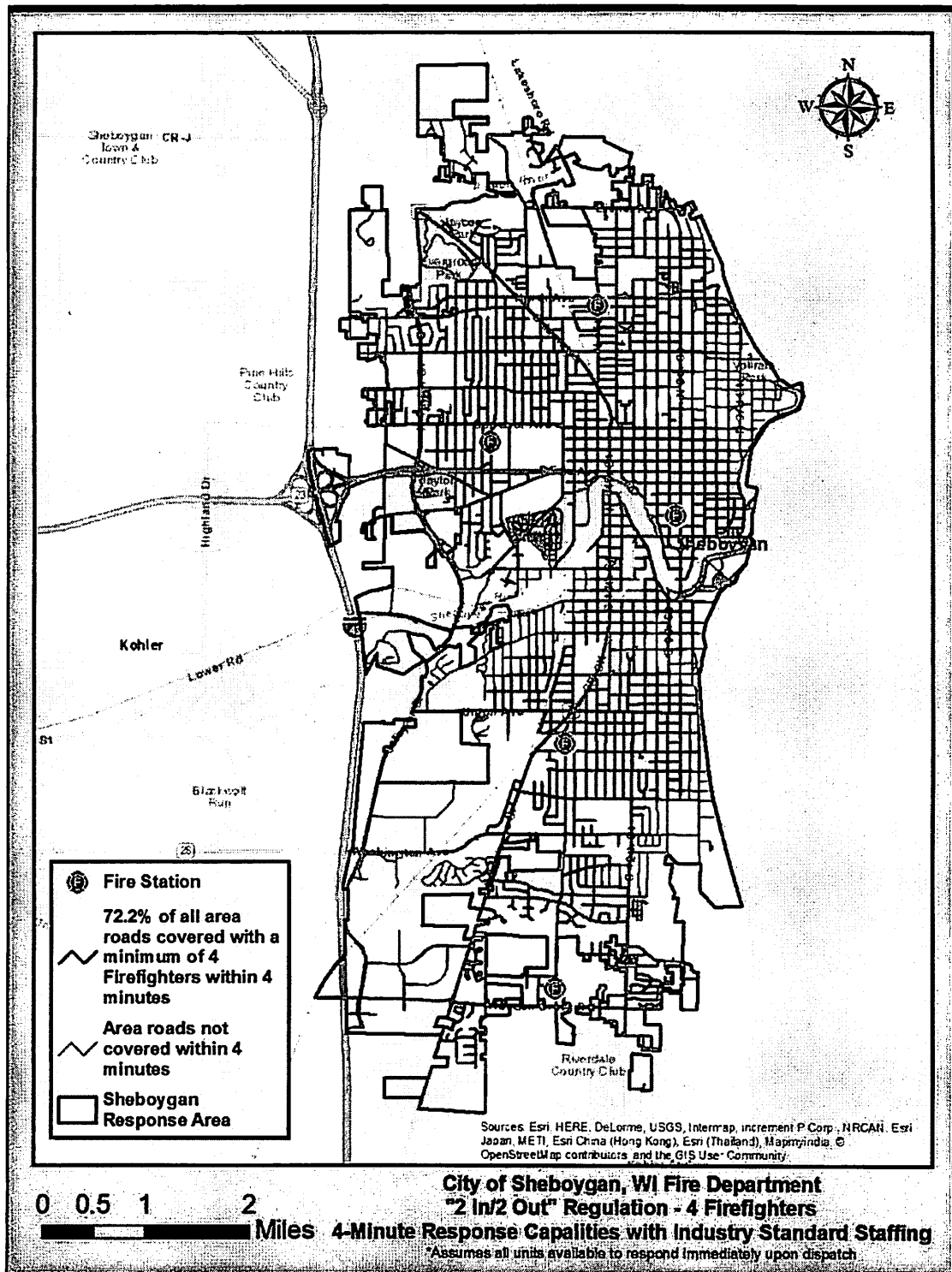
IAFF Recommended Response Capabilities

Additional staffing is required in order to bring the Sheboygan Fire Department closer to compliance with industry performance objectives and to allow for safer and more effective firefighting operations. It is recommended that all current stations remain open and that all suppression apparatus be staffed with a minimum of 4 firefighters at all times. Furthermore, it is recommended that the practice of supplementing the engines with EMS personnel be eliminated. It is all recommended to eliminate cross-staffing operations of fire apparatus at Station 5. All engines should be staffed with 4 personnel and the medics would be consistently staffed with 2 personnel. In this scenario, typical on-duty staffing would increase by 8 firefighters, plus a dedicated Battalion Chief and Chief's aide.

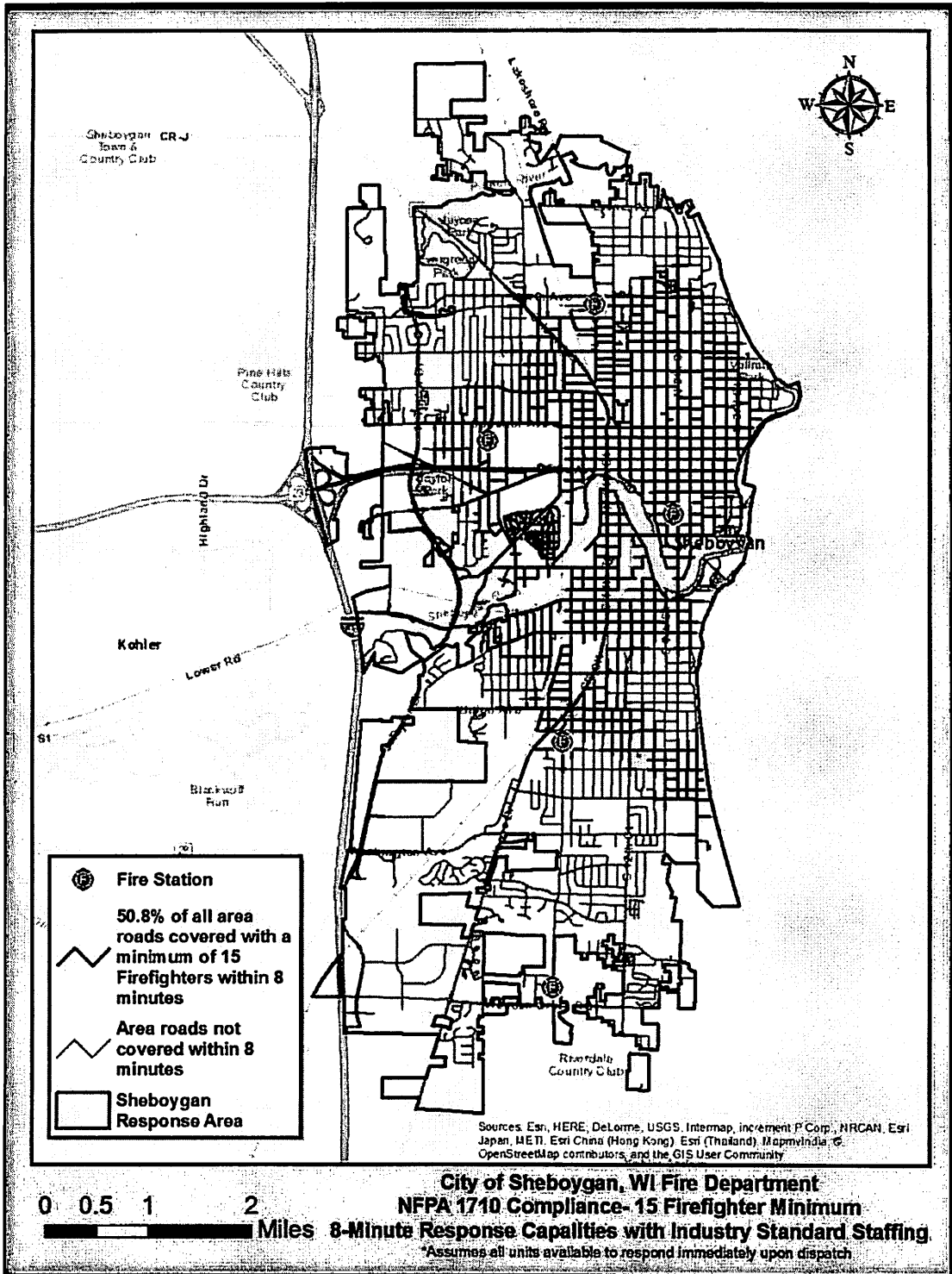
Station	Address	Apparatus	Min. Staffing
1	833 New York Ave.	Engine 1 Med 1	4 FF 2 FF/Paramedic
2	2413 S. 18th St.	Rescue 2 Med 2	4 FF 2 FF/Paramedic
3 (Command)	1326 N. 25th St.	Engine 3 Med 3 Command	4 FF 2 FF/Paramedic Battalion Chief & Chief Aide
4	2622 N. 15th St.	Ladder 4	4 FF
5	4504 S. 18th St.	Ladder 5 Engine 5	4 FF 4 FF

Table 11: IAFF Recommended Fire Station Locations and Staffing. The above table displays where apparatus are housed and recommended minimum on-duty staffing. The Department should also assign a Battalion Chief and a Chief's aide to every shift.

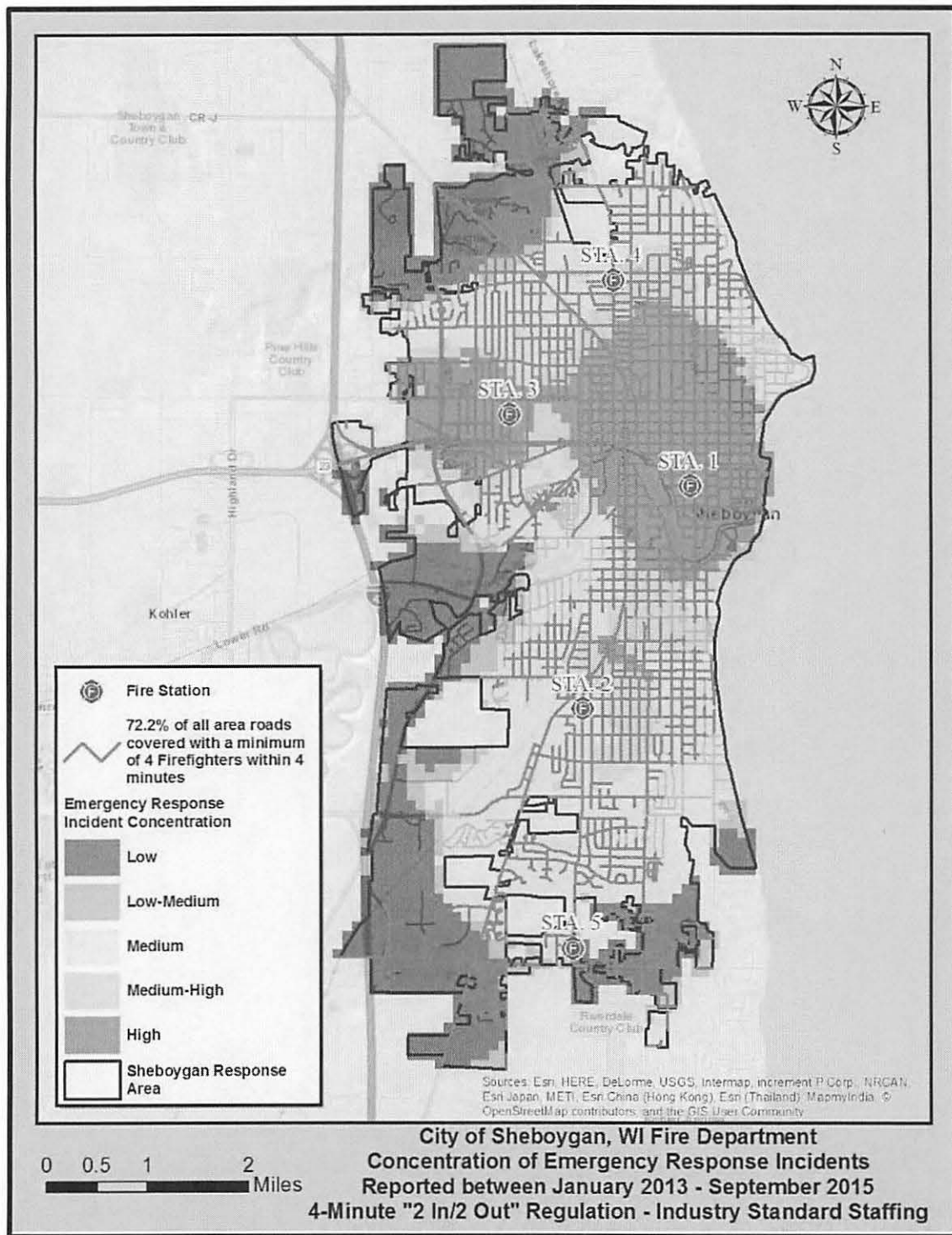
The following Geographic Information System (GIS) maps present anticipated response capabilities analysis of the Sheboygan Fire Department pursuant to implementation of the staffing and deployment configuration described in Table 11 above.



Map 21: Recommended Emergency "2 In/2 Out" Capabilities, 4-Minute Response. Map 21 identifies those roads where a minimum of 4 firefighters will likely be able assemble on scene within 4 minutes. Pursuant to the additional staffing, the Sheboygan Fire Department will likely be capable of assembling at least 4 firefighters on 72.2% of roads within the Sheboygan Fire Department's Response Area within 4 minutes. This translates to a 48.3% increase in response capabilities from existing conditions.



Map 22: Recommended Effective Firefighting Force, 15 Firefighters. Map 22 identifies those roads where a minimum of 15 firefighters will likely have the ability to assemble on scene within 8 minutes of travel. Pursuant to the additional staffing, the Sheboygan Fire Department will likely be capable of assembling a minimum of 15 firefighters on 50.8% of roads within the Sheboygan Fire Department’s Response Area within 8 minutes. This translates to a 361.9% increase in response capabilities from existing conditions.



Map 23: Concentration of Emergency Response in Sheboygan, WI and 4- Minute "2 In/2 Out" Response with Industry Standard Staffing. Map 23 depicts the concentration of emergency incidents during the period of Jan. 2013 to Sept. 2015 overlaid with the 2 In/2 Out coverage if staffed in accordance with industry standards. This allows firefighters to respond with a minimum of 4 firefighters within 4 minutes to 72.2% of the city roads. Many areas with medium to high concentrations of incidents would likely be covered if recommendations were implemented.

Conclusion

In conclusion, regardless of the type of response, fire suppression companies are not compliant with industry standards for safe, efficient, and effective response to fires or rescue situations. The Department staffs most suppression apparatus with 2 or 3 firefighters rather than with 4, which is the minimum number required for efficient and effective fireground operations. Additionally, the Department uses the practice of supplementing engine companies with personnel assigned to the medic units. The Department also implements the method of cross-staffing apparatus located in Station 5. These practices contribute to delays in suppression, rescue, and response. The Department should increase staffing to improve response and enhance service to the citizens.

The City has put forward a plan proposing to consolidate the personnel and resources of two existing stations into a new location and the existing Station 4 that will not address the above mentioned problems. This decision will likely place the citizens and firefighters in a more precarious position, as this would result in a more limited distribution of Department resources as reflected in reduced 4-minute response capabilities. If the goal is safer, more efficient, and more effective response to fires or rescue situations, then the plan to merge the two fire stations is likely not the path to that objective.

While it is impossible to predict where most of a jurisdiction's fire and medical emergencies will occur, the Sheboygan Fire Department should examine where emergencies have typically occurred in the past and make efforts to ensure these areas continue to enjoy the same level of coverage, while adjusting resources and deployment in an effort to achieve complete compliance with NFPA Standard 1710. Areas with accelerated development and population growth will require additional coverage in the future. Any projected increase in emergency response demands should also be considered before changes are implemented, focusing on associated hazard types and planned response assignments.

As explained by the Commission on Fire Accreditation International, Inc. in its Creating and Evaluating Standards of Response Coverage for Fire Departments manual, "If resources arrive too late or are understaffed, the emergency will continue to escalate... What fire companies must do, if they are to save lives and limit property damage, is arrive within a short period of time with adequate resources to do the job. To control the fire before it reaches its maximum intensity requires geographic dispersion (distribution) of technical expertise and cost effective cluttering (concentration) of apparatus for maximum effectiveness against the greatest number and types of risks." Optimally, there needs to be a balance between both elements.

It is generally accepted that a municipality has the right to determine the overall level of fire protection it wants. However, regardless of the level of fire protection chosen by the citizens, neither they nor their elected representatives have the right to jeopardize the safety of the employees providing those services. Citizens pay for protection of life and property through their tax dollars, and they assume that their elected and appointed officials will make informed decisions regarding that protection. Too often, however, that decision-making process has been based solely on budgetary expedience. Irrespective of the resources provided, citizens continue to believe that firefighters are prepared to provide an aggressive interior assault on fires, successfully accomplishing victim rescue, fire control, and property conservation. They do not expect firefighters to take defensive actions- to simply surround and drown a fire- because to do so would be to concede preventable loss of both life and property

Considering the ramifications of station closures and staffing reductions as they pertain to the loss of life and property within a community, is essential when considering modifications to a fire department's deployment configuration. A fire department should be designed to adequately respond to a number of emergencies occurring simultaneously in a manner that aims to minimize the loss of life and the loss of property that the fire department is charged to protect. Any proposed changes in staffing, deployment and station location should be made only after considering the historical location of calls, response times to specific target hazards, compliance with departmental Standard Operating Procedures, existing industry standards, including NFPA 1500 and NFPA Standard 1710, and the citizens' expectation of receiving an adequate number of qualified personnel on appropriate apparatus within acceptable time frames to make a difference in their emergency.

Appendix

Performance Standards

The National Fire Protection Association (NFPA) produced NFPA 1710 *Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*. NFPA 1710 is the consensus standard for career firefighter deployment, including requirements for fire department arrival time, staffing levels, and fireground responsibilities.⁶⁰

Key Sections included in the 1710 Standard that are applicable to this assessment are:

- 4.3.2
 - The fire department organizational statement shall ensure that the fire department's emergency medical response capability includes personnel, equipment, and resources to deploy at the first responder level with AED or higher treatment level.
- 5.2.3
 - **Operating Units.** Fire company staffing requirements shall be based on minimum levels necessary for safe, effective, and efficient emergency operations.
- 5.2.3.1 & 5.2.3.1.1
 - Fire companies, whose primary functions are to pump and deliver water and perform basic firefighting at fires, including search and rescue... shall be staffed with a minimum of four on-duty personnel.
- 5.2.3.2 & 5.2.3.2.1
 - Fire companies whose primary functions are to perform the variety of services associated with truck work, such as forcible entry, ventilation, search and rescue, aerial operations for water delivery and rescue, utility control, illumination, overhaul and salvage work... shall be staffed with a minimum of four on-duty personnel.

⁶⁰ NFPA 1710, 2010

- 5.2.3.1.2 & 5.2.3.2.2
 - In jurisdictions with tactical hazards, high hazard occupancies, high incident frequencies, geographical restrictions, or other factors as identified by the AHJ⁶¹, these companies shall be staffed with a minimum of five or six on-duty personnel.

- 5.2.3.4.1
 - A fire company that deploys with quint apparatus designed to operate as either an engine company or a ladder company, shall be staffed as specified in 5.2.3.

- 5.2.3.4.2
 - If the company is expected to perform multiple roles simultaneously, additional staffing, above the levels specified in 5.2.3, shall be provided to ensure that those operations can be performed as required.

- 5.2.4.1.1
 - The fire department's fire suppression resources shall be deployed to provide for the arrival of an engine company within a 240-second travel time to 90 percent of the incidents.

- 5.2.4.2.1
 - The fire department shall have the capability to deploy an initial full alarm assignment within a 480-second travel time to 90 percent of the incidents.

⁶¹ AHJ- Authority Having Jurisdiction

- 5.2.4.1.1
 - The initial full alarm assignment to a structure fire in a typical 2000 ft² ... two-story single-family dwelling without basement and with no exposures shall provide for the following

<u>Assignment</u>	<u>Minimum Required Personnel</u>
Incident Command	1 Officer
Uninterrupted Water Supply	1 Pump Operator
Water Flow from Two Handlines	4 Firefighters (2 for each line)
Support for Handlines	2 Firefighters (1 for each line)
Victim Search and Rescue Team	2 Firefighters
Ventilation Team	2 Firefighters
Aerial Operator	1 Firefighters
Initial Rapid Intervention Crew (IRIC)	2 Firefighters
Required Minimum Personnel for Full Alarm	14 Firefighters & 1 Scene Commander

- 5.2.4.2.1
 - The initial full alarm assignment to a structure fire in a typical open-air strip shopping center ranging from 13,000 ft² to 196,000 ft² (1203 m² to 18,209 m²) in size

And

- 5.2.4.3.1
 - The initial full alarm assignment to a structure fire in a typical 1200 ft² (111 m²) apartment within a three-story, garden-style apartment building shall provide for the following:

<i>Assignment</i>	<i>Minimum Required Personnel</i>
Incident Command	1 Incident Commander 1 Incident Command Aide
Uninterrupted Water Supply (2)	2 Firefighters
Water Flow from Three Handlines	6 Firefighters (2 for each line)
Support for Handlines	3 Firefighters (1 for each line)
Victim Search and Rescue Teams	4 Firefighters (2 per team)
Ladder/Ventilation Teams	4 Firefighters (2 per team)
Aerial Operator	1 Firefighter
Rapid Intervention Crew (RIC)	4 Firefighters
EMS Transport Unit⁶²	2 Firefighters
Required Minimum Personnel for Full Alarm	27 Firefighters 1 Incident Commander

⁶² The Standard further states, "Where this level of emergency care is provided by outside agencies or organizations, these agencies and organizations shall be included in the department plan and meet these requirements."

- 5.2.4.4.1
 - Initial full alarm assignment to a fire in a building with the highest floor 75 ft. (23 m) above the lowest level of fire department vehicle access shall provide for the following:

<i>Assignment</i>	<i>Required Personnel</i>
Incident Command	1 Incident Commander 1 Incident Command Aide
Uninterrupted Water Supply	1 Building Fire Pump Observer 1 Fire Engine Operator
Water Flow from Two Handlines on the Involved Floor	4 Firefighters (2 for each line)
Water Flow from One Handline One Floor Above the Involved Floor	2 Firefighters (1 for each line)
IRIC/RIC Two Floors Below the Involved Floor	6 Firefighters
Victim Search and Rescue Team	4 Firefighters
Point of Entry Accountability	1 Officer 1 Officer's Aide
Evacuation Management Teams	4 Firefighters (2 per team)
Elevator Management	1 Firefighter
Lobby Operations Officer	1 Officer
Trained Incident Safety Officer	1 Officer
Staging Officer Two Floors Below Involved Floor	1 Officer
Equipment Transport to Floor Below Involved Floor	2 Firefighters
Firefighter Rehabilitation	2 Firefighters (1 must be ALS)
Vertical Ventilation Crew	1 Officer 3 Firefighters
External Base Operations	1 Officer
2 EMS ALS Transport Units	4 Firefighters
Required Minimum Personnel for Full Alarm	36 Firefighters 1 Incident Commander 6 Officers

- 5.3.3.2.2
 - EMS staffing requirements shall be based on the minimum levels needed to provide patient care and member safety.

- 5.3.3.2.2.2 & 5.3.3.2.2.3
 - Units that provide BLS (ALS re: 5.3.3.2.2.3) transport shall be staffed and trained at the level prescribed by the state or provincial agency responsible for providing EMS licensing.

- 5.3.3.3.3
 - When provided, the fire department's EMS for providing ALS shall be deployed to provide for the arrival of an ALS company within a 480-second travel time to 90 percent of the incidents, provided a first responder with AED or BLS unit arrived in 240 seconds or less travel time as established in Chapter 4.

VIII

R. C. No. - 16 - 17. By PUBLIC WORKS. October 17, 2016.

Your Committee to whom was referred Res. No. 111-16-17 by Alderperson Belanger authorizing the appropriate City Officials to enter into a revised State/Municipal Agreement for design and construction for the Superior Avenue Reconstruction Project from N. Taylor Dr. to N. 29th St.; recommends that the Resolution be passed.

Consent

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

5.4

Res. No. III - 16 - 17. By Alderperson Belanger. October 3, 2016.

A RESOLUTION authorizing the appropriate City officials to enter into a revised State/Municipal Agreement (dated April 11, 2016), I.D. 4996-01-72/73 for design and construction for the Superior Avenue Reconstruction Project from N. Taylor Drive to N. 29th St. scheduled for 2019 construction.

RESOLVED: That the Mayor and City Clerk are hereby authorized and directed to enter into the State/Municipal Agreement with the Wisconsin Department of Transportation for the design and construction of the Superior Avenue Reconstruction Project from N. Taylor Drive to N. 29th St. for the proposed sum of \$1,137,106 of which the Federal/State share is \$848,545 and of which the City of Sheboygan's share is \$288,561.

BE IT FURTHER RESOLVED: That the appropriate City officials are hereby authorized to draw orders on the future capital improvements program for street improvements.

*Pub works
approved*

J. Lyane Nowlin

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

CITY OF SHEBOYGAN

REQUEST FOR PUBLIC WORKS COMMITTEE CONSIDERATION

ITEM DESCRIPTION: Resolution Authorizing City Officials to Execute a Revision to the State Municipal Agreement (WI DOT Project 4996-01-72/73) for the Superior Avenue Reconstruction Project from North Taylor Drive to North 29th Street between the City of Sheboygan and the State of Wisconsin, Department of Transportation.

REPORT PREPARED BY: Ryan Sazama, City Engineer

REPORT DATE: September 28, 2016

MEETING DATE: October 3, 2016

FISCAL SUMMARY:

Budget Line Item: N/A
Budget Summary: N/A
Budgeted Expenditure: N/A
Budgeted Revenue: N/A

STATUTORY REFERENCE:

Wisconsin Statutes: N/A
Municipal Code: N/A

BACKGROUND / ANALYSIS:

As a project of this magnitude is going through the design process, the estimated cost is constantly being revised. The revised State Municipal Agreement reflects the updated cost for all entities participating in the project.

STAFF COMMENTS:

This project is the reconstruction of Superior Avenue from North Taylor Drive to North 29th Street. This project is to be constructed in 2019.

ACTION REQUESTED:

Motion to recommend the Common Council approve a resolution to execute a Revision to the State Municipal Agreement between the City of Sheboygan and the State of Wisconsin, Department of Transportation.

ATTACHMENTS:

- I. Res. ___-16-17
- II. Revised State Municipal Agreement



**1ST REVISION
STATE/MUNICIPAL AGREEMENT
FOR A STATE- LET URBANIZED
AREA STP-URBAN PROJECT**

This agreement supersedes the agreement signed by the Municipality on November 12, 2014 and signed by DOT on November 18, 2014.

Program Name: STP-Urban
Population Group: 50,000 - 200,000
Sub-program #: 206

Revised Date: APRIL 11, 2016
Date: JUNE 6, 2014
I.D.: 4996-01-72/73
Road Name: C SHEBOYGAN, SUPERIOR AVE
Limits: N TAYLOR DRIVE – N 29TH STREET
County: SHEBOYGAN
Roadway Length: 0.3 MILES
Functional Classification: MINOR ARTERIAL
Project Sponsor: CITY OF SHEBOYGAN
Urbanized Area: SHEBOYGAN MPO

The signatory, City of Sheboygan, hereinafter called the Municipality, through its undersigned duly authorized officers or officials, hereby requests the State of Wisconsin Department of Transportation, hereinafter called the State, to initiate and effect the highway or street improvement hereinafter described.

The authority for the Municipality to enter into this agreement with the State is provided by Sections 86.25(1), (2), and (3) and Section 66.0301 of the Statutes.

NEEDS AND ESTIMATE SUMMARY:

All components of the project must be defined in the environmental document if any portion of the project is federally funded. The Municipality agrees to complete all participating and any non-participating work included in this improvement consistent with the environmental document. No work on final engineering and design may occur prior to approval of the environmental document.

Existing Facility - Describe and give reason for request: The existing facility has 2-12 foot lanes with an urban cross section. The existing pavement is concrete and has transverse, longitudinal cracking, and rutting; it was last improved in 1980. There is existing curb and gutter and sidewalk. There is existing spot lighting.

Proposed Improvement - Nature of work: The proposed construction is for a reconstruction of the urban cross section. New concrete pavement, curb and gutter, and sidewalk will be installed. Spot lighting will be improved. Permanent and temporary pavement marking and signing will be installed. Lateral and trunk storm sewer lines will be constructed.

Describe non-participating work included in the project and other work necessary to completely finish the project that will be undertaken independently by the Municipality. Please note that non-participating components of a project/contract are considered part of the overall project and will be subject to applicable Federal requirements: None

The Municipality agrees to the following 2013-2018 / 2015-2020 Urbanized Area STP-Urban project funding conditions:

Project design and construction costs are funded with 74.6% federal funding up to a maximum of \$848,545 for all federally-funded project phases when the municipality agrees to provide the remaining 25.4% and all funds in excess of the \$848,545 federal funding maximum, in accordance with the STP Urban program guidelines for projects in urbanized areas. Non-participating costs are 100% the responsibility of the municipality. Any work performed by the Municipality prior to federal authorization is not eligible for federal funding. The Municipality will be notified by the State that the project is authorized and available for charging.

This project is currently scheduled in State Fiscal Year 2018. In accordance with the State's sunset policy for Urbanized Area STP Urban projects, the subject 2013-2018 / 2015-2020 Urbanized Area STP-Urban improvement must be constructed and in final acceptance within six years from the start of State Fiscal Year 2015, or by June 30, 2020. Extensions may be available upon approval of a written request by or on behalf of the Municipality to WisDOT. The written request shall explain the reasons for project implementation delay and revised timeline for project completion.

The dollar amounts shown in the Summary Funding Table below are federal maximum amounts unless explicitly identified otherwise. The final Municipal share is dependent on the final Federal participation, and actual costs will be used in the final division of cost for billing and reimbursement.

PHASE	SUMMARY OF COSTS				
	Total Est. Cost	Federal Funds	%	Municipal Funds	%
ID 4996-01-72					
Design	\$106,605	\$79,526	74.6%*	\$27,079	25.4% + BAL
State Review	\$35,533	\$26,508	74.6%*	\$9,025	25.4% + BAL
ID 4996-01-73					
Participating Construction	\$888,370	\$662,961	74.6%*	\$225,409	25.4% + BAL
Non-Participating Construction	\$0	\$0	0%	\$0	100%
State Review	\$106,598	\$79,550	74.6%*	\$27,048	25.4% + BAL
Total Est. Cost Distribution	\$1,137,106	\$848,545	N/A	\$288,561	N/A

*The percentage of project costs covered by federal funding at approval, 74.6%, is based on TIP Committee Action. Due to the federal funding cap, which is \$848,545 for all federally-funded project phases, this percentage may change over the life of the project.

This request is subject to the terms and conditions that follow (pages 3 – 7) and is made by the undersigned under proper authority to make such request for the designated Municipality and upon signature by the State and delivery to the Municipality shall constitute agreement between the Municipality and the State. No term or provision of neither the State/Municipal Agreement nor any of its attachments may be changed, waived or terminated orally but only by an instrument in writing executed by both parties to the State/Municipal Agreement.

Signed for and in behalf of: City of Sheboygan (please sign in blue ink.)

Title _____ Date _____ Name _____

Signed for and in behalf of the State:

Name _____ Title _____ Date _____

GENERAL TERMS AND CONDITIONS:

1. All projects must be in an approved Transportation Improvement Program (TIP) or State Transportation Improvement Program (STIP) prior to requesting authorization.
2. Work prior to federal authorization is ineligible for federal funding.
3. The Municipality, throughout the entire project, commits to comply with and promote all applicable federal and state laws and regulations that include, but are not limited to, the following:
 - a. Environmental requirements, including but not limited to those set forth in the 23 U.S.C. 139 and National Environmental Policy Act (42 U.S.C. 4321 et seq.)

- b. Equal protection guaranteed under the U.S. Constitution, WI Constitution, Title VI of the Civil Rights Act and Wis. Stat. 16.765. The municipality agrees to comply with and promote applicable Federal and State laws, Executive Orders, regulations, and implementing requirements intended to provide for the fair and equitable treatment of individuals and the fair and equitable delivery of services to the public. In addition the Municipality agrees not to engage in any illegal discrimination in violation of applicable Federal or State laws and regulations. This includes but is not limited to Title VI of the Civil Rights Act of 1964 which provides that "no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." The Municipality agrees that public funds, which are collected in a nondiscriminatory manner, should not be used in ways that subsidize, promote, or perpetuate illegal discrimination based on prohibited factors such as race, color, national origin, sex, age, physical or mental disability, sexual orientation, or retaliation.
- c. Prevailing wage requirements, including but not limited to 23 U.S.C 113 and Wis. Stat. 103.50.
- d. Buy America Provision and its equivalent state statutes, set forth in 23 U.S.C. 313 and Wis. Stat. 16.754.
- e. Competitive bidding requirements set forth in 23 U.S.C 112 and Wis. Stat. 84.06.
- f. All applicable DBE requirements that the State specifies.
- g. Federal Statutes that govern the Surface Transportation Program, including but not limited to 23 U.S.C. 133.
- h. General requirements for administering federal and state aid set forth in Wis. Stat. 84.03.

STATE RESPONSIBILITIES AND REQUIREMENTS:

- 4. Funding of each project phase is subject to inclusion in Wisconsin's approved 2013-2018 / 2015-2020 Urbanized Area STP-Urban program. Federal funding will be limited to participation in the costs of the following items, as applicable to the project:
 - a. The grading, base, pavement, and curb and gutter, sidewalk, and replacement of disturbed driveways in kind.
 - b. The substructure, superstructure, grading, base, pavement, and other related bridge and approach items.
 - c. Storm sewer mains necessary for the surface water drainage.
 - d. Catch basins and inlets for surface water drainage of the improvement, with connections to the storm sewer main.
 - e. Construction engineering incident to inspection and supervision of actual construction work (except for inspection, staking, and testing of sanitary sewer and water main).
 - f. Signing and pavement marking.
 - g. New installations or alteration of street lighting and traffic signals or devices.
 - h. Landscaping.
 - i. Preliminary Engineering and design.
 - j. Management Consultant and State Review Services.
- 5. The work will be administered by the State and may include items not eligible for Federal participation.

6. As the work progresses, the State will bill the Municipality for work completed which is not chargeable to Federal funds. Upon completion of the project, a final audit will be made to determine the final division of costs. If reviews or audits show any of the work to be ineligible for Federal funding, the Municipality will be responsible for any withdrawn costs associated with the ineligible work.

MUNICIPAL RESPONSIBILITIES AND REQUIREMENTS:

7. Work necessary to complete the 2013-2018 / 2015-2020 Urbanized Area STP-Urban improvement project to be financed entirely by the Municipality or other utility or facility owner includes the items listed below.
 - a. New installations of or alteration of sanitary sewers and connections, water, gas, electric, telephone, telegraph, fire or police alarm facilities, parking meters, and similar utilities.
 - b. Damages to abutting property after project completion due to change in street or sidewalk widths, grades or drainage.
 - c. Detour routes and haul roads. The municipality is responsible for determining the detour route.
 - d. Conditioning, if required and maintenance of detour routes.
 - e. Repair of damages to roads or streets caused by reason of their use in hauling materials incident to the improvement.
 - f. All work related to underground storage tanks and contaminated soils.
 - g. Street and bridge width in excess of standards, in accordance with the current WisDOT Facilities Development Manual (FDM).
 - h. Real estate for the improvement.
 - i. Other 100% Municipally funded items:
8. The construction of the subject improvement will be in accordance with the appropriate standards unless an exception to standards is granted by WisDOT prior to construction. The entire cost of the construction project, not constructed to standards, will be the responsibility of the Municipality unless such exception is granted.
9. Work to be performed by the Municipality without Federal funding participation necessary to ensure a complete improvement acceptable to the Federal Highway Administration and/or the State may be done in a manner at the election of the Municipality but must be coordinated with all other work undertaken during construction.
10. The Municipality is responsible for financing administrative expenses related to Municipal project responsibilities.
11. The Municipality will include in all contracts executed by them a provision obligating the contractor not to discriminate against any employee or applicant for employment because of age, race, religion, color, handicap, sex, physical condition, developmental disability as defined in s. 51.01 (5), sexual orientation as defined in s. 111.32 (13m), or national origin.
12. The Municipality will pay to the State all costs incurred by the State in connection with the improvement that exceed Federal financing commitments or are ineligible for Federal financing. In order to guarantee the Municipality's foregoing agreements to pay the State, the Municipality, through its above duly authorized officers or officials, agrees and authorizes the State to set off and withhold the required reimbursement amount as determined by the State from any moneys otherwise due and payable by the State to the Municipality.
13. In accordance with the State's sunset policy for Urbanized Area STP-Urban projects, the subject 2013-2018 / 2015-2020 Urbanized Area STP-Urban improvement must be constructed and in final acceptance within six years from the start of State Fiscal Year 2014, or by June 30, 2020. Extensions

may be available upon approval of a written request by or on behalf of the Municipality to WisDOT. The written request shall explain the reasons for project implementation delay and revised timeline for project completion.

14. If the Municipality should withdraw the project, it will reimburse the State for any costs incurred by the State on behalf of the project.

15. The Municipality will at its own cost and expense:

- a. Maintain all portions of the project that lie within its jurisdiction (to include, but not limited to, cleaning storm sewers, removing debris from sumps or inlets, and regular maintenance of the catch basins, curb and gutter, sidewalks and parking lanes [including snow and ice removal]) for such maintenance through statutory requirements in a manner satisfactory to the State, and will make ample provision for such maintenance each year.
- b. Regulate [or prohibit] parking at all times in the vicinity of the proposed improvements during their construction.
- c. Regulate [or prohibit] all parking at locations where and when the pavement area usually occupied by parked vehicles will be needed to carry active traffic in the street.
- d. Assume general responsibility for all public information and public relations for the project and to make fitting announcement to the press and such outlets as would generally alert the affected property owners and the community of the nature, extent, and timing of the project and arrangements for handling traffic within and around the project.
- e. Provide complete plans, specifications, and estimates.
- f. Provide relocation orders and real estate plats.
- g. Use the *WisDOT Utility Accommodation Policy* unless it adopts a policy, which has equal or more restrictive controls.
- h. Provide maintenance and energy for lighting.
- i. Provide proper care and maintenance of all landscaping elements of the project including replacement of any plant materials damaged by disease, drought, vandalism or other cause.

16. It is further agreed by the Municipality that:

- a. The Municipality assumes full responsibility for the design, installation, testing and operation of any sanitary sewer and water main infrastructure within the improvement project and relieves the state and all of its employees from liability for all suits, actions, or claims resulting from the sanitary sewer and water main construction under this agreement.
- b. The Municipality assumes full responsibility for the plans and special provisions provided by their designer or anyone hired, contracted or otherwise engaged by the Municipality. The Municipality is responsible for any expense or cost resulting from any error or omission in such plans or special provisions. The Municipality will reimburse WisDOT if WisDOT incurs any cost or expense in order to correct or otherwise remedy such error or omission or consequences of such error or omission.
- c. The Municipality will be 100% responsible for all costs associated with utility issues involving the Contractor, including costs related to utility delays.
- d. All signs and traffic control devices and other protective structures erected on or in connection with the project including such of these as are installed at the sole cost and expense of the Municipality or by others, will be in conformity with such "Manual of Uniform Traffic Control Devices" as may be adopted by the American Association of State Highway and Transportation Officials, approved by the State, and concurred in by the Federal Highway Administration.

- e. The right-of-way available or provided for the project will be held and maintained inviolate for public highway or street purposes. Those signs prohibited under Federal aid highway regulations, posters, billboards, roadside stands, or other private installations prohibited by Federal or State highway regulations will not be permitted within the right-of-way limits of the project. The municipality, within its jurisdictional limits, will remove or cause to be removed from the right-of-way of the project all private installations of whatever nature which may be or cause an obstruction or interfere with the free flow of traffic, or which may be or cause a hazard to traffic, or which impair the usefulness of the project and all other encroachments which may be required to be removed by the State at its own election or at the request of the Federal Highway Administration, and that no such installations will be permitted to be erected or maintained in the future.

LEGAL RELATIONSHIPS:

17. The State shall not be liable to the Municipality for damages or delays resulting from work by third parties. The State also shall be exempt from liability to the Municipality for damages or delays resulting from injunctions or other restraining orders obtained by third parties.
18. The State will not be liable to any third party for injuries or damages resulting from work under or for the Project. The Municipality and the Municipality's surety shall indemnify and save harmless the State, its officers and employees, from all suits, actions or claims of any character brought because of any injuries or damages received or sustained by any person, persons or property on account of the operations of the Municipality and its sureties; or on account of or in consequence of any neglect in safeguarding the work; or because of any act or omission, neglect or misconduct of the Municipality or its sureties; or because of any claims or amounts recovered for any infringement by the Municipality and its sureties of patent, trademark or copyright; or from any claims or amounts arising or recovered under the Worker's Compensation Act, relating to the employees of the Municipality and its sureties; or any other law, ordinance, order or decree relating to the Municipality's operations.
19. **Contract Modification:** This State/Municipal Agreement can only modified by written instruments duly executed by both parties. No term or provision of neither this State/Municipal Agreement nor any of its attachments may be changed, waived or terminated orally.
20. **Binding Effects:** All terms of this State/Municipal Agreement shall be binding upon and inure to the benefits of the legal representatives, successors and executors. No rights under this State/Municipal Agreement may be transferred to a third party. This State/Municipal Agreement creates no third- party enforcement rights.
21. **Choice of Law and Forum:** This State/Municipal Agreement shall be interpreted and enforced in accordance with the laws of the State of Wisconsin. The Parties hereby expressly agree that the terms contained herein and in any deed executed pursuant to this State/Municipal Agreement are enforceable by an action in the Circuit Court of Dane County, Wisconsin.

PROJECT FUNDING CONDITIONS

22. **Non-Appropriation of Funds:** With respect to any payment required to be made by the Department under this State/Municipal Agreement, the parties acknowledge the Department's authority to make such payment is contingent upon appropriation of funds and required legislative approval sufficient for such purpose by the Legislature. If such funds are not so appropriated, either the Project Sponsor or the Department may terminate this State/Municipal Agreement after providing written notice not less than thirty (30) days before termination.
23. **Maintenance of Records:** During the term of performance of this State/Municipal Agreement, and for a period not less than three years from the date of final payment to the Project Sponsor, records and accounts pertaining to the performance of this State/Municipal Agreement are to be kept available for inspection and audit by representatives of the Department. The Department reserves the right to audit and inspect such records and accounts at any time. The Project Sponsor shall provide appropriate accommodations for such audit and inspection.

In the event that any litigation, claim or audit is initiated prior to the expiration of said records maintenance period, the records shall be retained until such litigation, claim or audit involving the records is complete.

24. The Municipality agrees to the following 2013-2018 / 2015-2020 Urbanized Area STP-Urban project funding conditions:
- a. ID 4996-01-72: Design is funded with 74.6% federal funding, when the municipality agrees to provide the remaining 25.4%. This portion of the project is subject to the cumulative project federal funding cap (see sub-item d). This phase includes Plan Development, Management Consultant Review, and State Review. The work includes project review, approval of required reports and documents and processing the final PS&E document for award of the contract. Costs for this phase include an estimated amount for state review activities, to be funded 74.6% with federal funding and 25.4% by the Municipality.

 - b. ID 4996-01-73: Construction:
 - i. Costs for roadway reconstruction are funded with 74.6% federal funding when the municipality agrees to provide the remaining 25.4%. This portion of the project is subject to the cumulative project federal funding cap (see sub-item d).

 - ii. Costs for this phase include an estimated amount for state review activities, to be funded 74.6% with federal funding and 25.4% by the Municipality. This portion of the project is subject to the cumulative project federal funding cap (see sub-item d).

 - c. Project Cap: In accordance with STP-Urban program guidelines for projects in urbanized areas, State action and TIP Committee action, this project has a federal funding cap of **\$848,545**. This federal funding cap applies to all federally funded project phases.

[End of Document]

VIII

R. C. No. _____ - 16 - 17. By PUBLIC WORKS. October 17, 2016.

Your Committee to whom was referred Res. No. 112-16-17 by Alderperson Belanger authorizing the appropriate City Officials to enter into a revised State/Municipal Agreement for design and construction for the North Avenue Reconstruction Project from Calumet Drive to N. 15th St.; recommends that the Resolution be passed.

Consent

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

5.5

Res. No. 112 - 16 - 17. By Alderperson Belanger. October 3, 2016.

A RESOLUTION authorizing the appropriate City officials to enter into a revised State/Municipal Agreement (dated April 11, 2016), I.D. 4630-01-78/79 for design and construction for the North Avenue Reconstruction Project from Calumet Drive to N. 15th St. scheduled for 2019 construction.

RESOLVED: That the Mayor and City Clerk are hereby authorized and directed to enter into the State/Municipal Agreement with the Wisconsin Department of Transportation for the design and construction of the North Avenue Reconstruction Project from Calumet Drive to N. 26th St. for the proposed sum of \$3,758,656 of which the Federal/State share is \$2,785,851 and of which the City of Sheboygan's share is \$882,175, and Union Pacific share is \$90,900.

BE IT FURTHER RESOLVED: That the appropriate City officials are hereby authorized to draw orders on the future capital improvements program for street improvements.

*Pub. works
approve*

[Signature]

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

CITY OF SHEBOYGAN

REQUEST FOR PUBLIC WORKS COMMITTEE CONSIDERATION

ITEM DESCRIPTION: Resolution Authorizing City Officials to Execute a Revision to the State Municipal Agreement (WI DOT Project 4996-01-78/79) for the North Avenue Reconstruction Project from Calumet Drive to North 15th Street between the City of Sheboygan and the State of Wisconsin, Department of Transportation.

REPORT PREPARED BY: Ryan Sazama, City Engineer

REPORT DATE: September 28, 2016

MEETING DATE: October 3, 2016

FISCAL SUMMARY:

Budget Line Item: N/A
Budget Summary: N/A
Budgeted Expenditure: N/A
Budgeted Revenue: N/A

STATUTORY REFERENCE:

Wisconsin Statutes: N/A
Municipal Code: N/A

BACKGROUND / ANALYSIS:

As a project of this magnitude is going through the design process the estimated cost is constantly being revised. The revised State Municipal Agreement reflects the updated cost for all entities participating in the project.

STAFF COMMENTS:

This project is the reconstruction of North Avenue from Calumet Drive to North 15th Street. This project is to be constructed in 2019.

ACTION REQUESTED:

Motion to recommend the Common Council approve a resolution to execute a Revision to the State Municipal Agreement between the City of Sheboygan and the State of Wisconsin, Department of Transportation.

ATTACHMENTS:

- I. Res. ___-16-17
- II. Revised State Municipal Agreement



**1ST REVISION
STATE/MUNICIPAL AGREEMENT
FOR A STATE- LET URBANIZED
AREA STP-URBAN PROJECT**

This agreement supersedes the agreement signed by the Municipality on November 12, 2014 and signed by DOT on November 18, 2014.

**Program Name: STP-Urban
Population Group: 50,000 - 200,000
Sub-program #: 206**

Revised Date: APRIL 11, 2016
Date: JUNE 6, 2014
I.D.: 4996-01-78/79/80/81
Road Name: C SHEBOYGAN, NORTH AVE
Limits: CALUMET DRIVE – 15TH STREET
County: SHEBOYGAN
Roadway Length: 0.6 MILES
Functional Classification: MINOR ARTERIAL
Project Sponsor: CITY OF SHEBOYGAN
Urbanized Area: SHEBOYGAN MPO

The signatory, City of Sheboygan, hereinafter called the Municipality, through its undersigned duly authorized officers or officials, hereby requests the State of Wisconsin Department of Transportation, hereinafter called the State, to initiate and effect the highway or street improvement hereinafter described.

The authority for the Municipality to enter into this agreement with the State is provided by Sections 86.25(1), (2), and (3) and Section 66.0301 of the Statutes.

NEEDS AND ESTIMATE SUMMARY:

All components of the project must be defined in the environmental document if any portion of the project is federally funded. The Municipality agrees to complete all participating and any non-participating work included in this improvement consistent with the environmental document. No work on final engineering and design may occur prior to approval of the environmental document.

Existing Facility - Describe and give reason for request: The existing facility is 2-4 lanes that are 12 feet wide. The cross section is urban. The pavement is a combination of PCC and HMA on PCC which has transverse and longitudinal cracking and depressions. The facility was last improved in 1952 and 1983. It has curb and gutter, sidewalk, and bicycle accommodations. There is spot lighting. There is sub-standard horizontal alignment. There is a railroad facility within 1000 feet of the project limits.

Proposed Improvement - Nature of work: The proposed project is a reconstruction of the urban cross section. New concrete pavement, sidewalk, and curb and gutter will be constructed. Signals will be installed. Railroad improvements are proposed. Spot lighting will be installed. Permanent and temporary pavement marking and signing will be installed. Lateral and trunk storm sewer lines will be installed.

Describe non-participating work included in the project and other work necessary to completely finish the project that will be undertaken independently by the Municipality. Please note that non-participating components of a project/contract are considered part of the overall project and will be subject to applicable Federal requirements: None.

The Municipality agrees to the following 2013-2018 / 2015-2020 Urbanized Area STP-Urban project funding conditions:

Project design and construction costs are funded with 74.1% federal funding up to a maximum of \$2,785,581 for all federally-funded project phases when the municipality agrees to provide the remaining 25.9% and all funds in excess of the \$2,785,581 federal funding maximum, in accordance with the STP Urban program guidelines for projects in urbanized areas. Non-participating costs are 100% the responsibility of the municipality. Any work performed by the Municipality prior to federal authorization is not eligible for federal funding. The Municipality will

be notified by the State that the project is authorized and available for charging.

This project is currently scheduled in State Fiscal Year 2019. In accordance with the State's sunset policy for Urbanized Area STP Urban projects, the subject 2013-2018 / 2015-2020 Urbanized Area STP-Urban improvement must be constructed and in final acceptance within six years from the start of State Fiscal Year 2015, or by June 30, 2020. Extensions may be available upon approval of a written request by or on behalf of the Municipality to WisDOT. The written request shall explain the reasons for project implementation delay and revised timeline for project completion.

The dollar amounts shown in the Summary Funding Table below are federal maximum amounts unless explicitly identified otherwise. The final Municipal share is dependent on the final Federal participation, and actual costs will be used in the final division of cost for billing and reimbursement.

SUMMARY OF COSTS							
PHASE	Total Est. Cost	Federal Funds	%	UNION PACIFIC	%	Municipal Funds	%
ID 4996-01-78							
Design	\$356,839	\$267,629	75%*			\$89,210	25% + BAL
State Review	\$89,203	\$66,902	75%*			\$22,301	25% + BAL
ID 4996-01-80 Railroad							
Crossing Surface	\$101,000	\$8,080	8%	\$90,900	90%	\$2,020	2%
ID 4996-01-81 Railroad							
Signals	\$252,500	\$202,000	80%			\$50,500	20%
ID 4996-01-79							
Participating Construction	\$2,632,035	\$1,993,270	75.7%*			\$638,765	24.3% + BAL
Non-Participating Construction	\$0	\$0	0%			\$0	100%
State Review	\$327,079	\$247,700	75.7%*			\$79,379	24.3% + BAL
Total Est. Cost Distribution	\$3,758,656	\$2,785,581	N/A	\$90,900	N/A	\$882,175	N/A

*The percentage of project costs covered by federal funding at approval, 74.1%, is based on TIP Committee Action. Due to the federal funding cap, which is \$2,785,581 for all federally-funded project phases, this percentage may change over the life of the project.

This request is subject to the terms and conditions that follow (pages 3 – 7) and is made by the undersigned under proper authority to make such request for the designated Municipality and upon signature by the State and delivery to the Municipality shall constitute agreement between the Municipality and the State. No term or provision of neither the State/Municipal Agreement nor any of its attachments may be changed, waived or terminated orally but only by an instrument in writing executed by both parties to the State/Municipal Agreement.

Signed for and in behalf of: City of Sheboygan (please sign in blue ink.)

Title	Date	Name
-------	------	------

Signed for and in behalf of the State:

Name	Title	Date
------	-------	------

GENERAL TERMS AND CONDITIONS:

1. All projects must be in an approved Transportation Improvement Program (TIP) or State Transportation Improvement Program (STIP) prior to requesting authorization.
2. Work prior to federal authorization is ineligible for federal funding.
3. The Municipality, throughout the entire project, commits to comply with and promote all applicable federal and state laws and regulations that include, but are not limited to, the following:
 - a. Environmental requirements, including but not limited to those set forth in the 23 U.S.C. 139 and National Environmental Policy Act (42 U.S.C. 4321 et seq.)
 - b. Equal protection guaranteed under the U.S. Constitution, WI Constitution, Title VI of the Civil Rights Act and Wis. Stat. 16.765. The municipality agrees to comply with and promote applicable Federal and State laws, Executive Orders, regulations, and implementing requirements intended to provide for the fair and equitable treatment of individuals and the fair and equitable delivery of services to the public. In addition the Municipality agrees not to engage in any illegal discrimination in violation of applicable Federal or State laws and regulations. This includes but is not limited to Title VI of the Civil Rights Act of 1964 which provides that "no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." The Municipality agrees that public funds, which are collected in a nondiscriminatory manner, should not be used in ways that subsidize, promote, or perpetuate illegal discrimination based on prohibited factors such as race, color, national origin, sex, age, physical or mental disability, sexual orientation, or retaliation.
 - c. Prevailing wage requirements, including but not limited to 23 U.S.C 113 and Wis. Stat. 103.50.
 - d. Buy America Provision and its equivalent state statutes, set forth in 23 U.S.C. 313 and Wis. Stat. 16.754.
 - e. Competitive bidding requirements set forth in 23 U.S.C 112 and Wis. Stat. 84.06.
 - f. All applicable DBE requirements that the State specifies.
 - g. Federal Statutes that govern the Surface Transportation Program, including but not limited to 23 U.S.C. 133.
 - h. General requirements for administering federal and state aid set forth in Wis. Stat. 84.03.

STATE RESPONSIBILITIES AND REQUIREMENTS:

4. Funding of each project phase is subject to inclusion in Wisconsin's approved 2013-2018 / 2015-2020 Urbanized Area STP-Urban program. Federal funding will be limited to participation in the costs of the following items, as applicable to the project:
 - a. The grading, base, pavement, and curb and gutter, sidewalk, and replacement of disturbed driveways in kind.
 - b. The substructure, superstructure, grading, base, pavement, and other related bridge and approach items.
 - c. Storm sewer mains necessary for the surface water drainage.
 - d. Catch basins and inlets for surface water drainage of the improvement, with connections to the storm sewer main.
 - e. Construction engineering incident to inspection and supervision of actual construction work (except for inspection, staking, and testing of sanitary sewer and water main).
 - f. Signing and pavement marking.

- g. New installations or alteration of street lighting and traffic signals or devices.
 - h. Landscaping.
 - i. Preliminary Engineering and design.
 - j. Management Consultant and State Review Services.
 - k. Other eligible rail items: Crossing surface and signals
5. The work will be administered by the State and may include items not eligible for Federal participation.
 6. As the work progresses, the State will bill the Municipality for work completed which is not chargeable to Federal funds. Upon completion of the project, a final audit will be made to determine the final division of costs. If reviews or audits show any of the work to be ineligible for Federal funding, the Municipality will be responsible for any withdrawn costs associated with the ineligible work.

MUNICIPAL RESPONSIBILITIES AND REQUIREMENTS:

7. Work necessary to complete the 2013-2048 / 2015-2020 Urbanized Area STP-Urban improvement project to be financed entirely by the Municipality or other utility or facility owner includes the items listed below.
 - a. New installations of or alteration of sanitary sewers and connections, water, gas, electric, telephone, telegraph, fire or police alarm facilities, parking meters, and similar utilities.
 - b. Damages to abutting property after project completion due to change in street or sidewalk widths, grades or drainage.
 - c. Detour routes and haul roads. The municipality is responsible for determining the detour route.
 - d. Conditioning, if required and maintenance of detour routes.
 - e. Repair of damages to roads or streets caused by reason of their use in hauling materials incident to the improvement.
 - f. All work related to underground storage tanks and contaminated soils.
 - g. Street and bridge width in excess of standards, in accordance with the current WisDOT Facilities Development Manual (FDM).
 - h. Real estate for the improvement.
 - i. Other 100% Municipally funded items: None
8. The construction of the subject improvement will be in accordance with the appropriate standards unless an exception to standards is granted by WisDOT prior to construction. The entire cost of the construction project, not constructed to standards, will be the responsibility of the Municipality unless such exception is granted.
9. Work to be performed by the Municipality without Federal funding participation necessary to ensure a complete improvement acceptable to the Federal Highway Administration and/or the State may be done in a manner at the election of the Municipality but must be coordinated with all other work undertaken during construction.
10. The Municipality is responsible for financing administrative expenses related to Municipal project responsibilities.

11. The Municipality will include in all contracts executed by them a provision obligating the contractor not to discriminate against any employee or applicant for employment because of age, race, religion, color, handicap, sex, physical condition, developmental disability as defined in s. 51.01 (5), sexual orientation as defined in s. 111.32 (13m), or national origin.
12. The Municipality will pay to the State all costs incurred by the State in connection with the improvement that exceed Federal financing commitments or are ineligible for Federal financing. In order to guarantee the Municipality's foregoing agreements to pay the State, the Municipality, through its above duly authorized officers or officials, agrees and authorizes the State to set off and withhold the required reimbursement amount as determined by the State from any moneys otherwise due and payable by the State to the Municipality.
13. **In accordance with the State's sunset policy for Urbanized Area STP-Urban projects, the subject 2013-2018 / 2015-2020 Urbanized Area STP-Urban improvement must be constructed and in final acceptance within six years from the start of State Fiscal Year 2015, or by June 30, 2020.** Extensions may be available upon approval of a written request by or on behalf of the Municipality to WisDOT. The written request shall explain the reasons for project implementation delay and revised timeline for project completion.
14. If the Municipality should withdraw the project, it will reimburse the State for any costs incurred by the State on behalf of the project.
15. The Municipality will at its own cost and expense:
 - a. Maintain all portions of the project that lie within its jurisdiction (to include, but not limited to, cleaning storm sewers, removing debris from sumps or inlets, and regular maintenance of the catch basins, curb and gutter, sidewalks and parking lanes [including snow and ice removal]) for such maintenance through statutory requirements in a manner satisfactory to the State, and will make ample provision for such maintenance each year.
 - b. Regulate [or prohibit] parking at all times in the vicinity of the proposed improvements during their construction.
 - c. Regulate [or prohibit] all parking at locations where and when the pavement area usually occupied by parked vehicles will be needed to carry active traffic in the street.
 - d. Assume general responsibility for all public information and public relations for the project and to make fitting announcement to the press and such outlets as would generally alert the affected property owners and the community of the nature, extent, and timing of the project and arrangements for handling traffic within and around the project.
 - e. Provide complete plans, specifications, and estimates.
 - f. Provide relocation orders and real estate plats.
 - g. Use the *WisDOT Utility Accommodation Policy* unless it adopts a policy, which has equal or more restrictive controls.
 - h. Provide maintenance and energy for lighting.
 - i. Provide proper care and maintenance of all landscaping elements of the project including replacement of any plant materials damaged by disease, drought, vandalism or other cause.
16. It is further agreed by the Municipality that:
 - a. The Municipality assumes full responsibility for the design, installation, testing and operation of any sanitary sewer and water main infrastructure within the improvement project and relieves the state and all of its employees from liability for all suits, actions, or claims resulting from the sanitary sewer and water main construction under this agreement.

- b. The Municipality assumes full responsibility for the plans and special provisions provided by their designer or anyone hired, contracted or otherwise engaged by the Municipality. The Municipality is responsible for any expense or cost resulting from any error or omission in such plans or special provisions. The Municipality will reimburse WisDOT if WisDOT incurs any cost or expense in order to correct or otherwise remedy such error or omission or consequences of such error or omission.
- c. The Municipality will be 100% responsible for all costs associated with utility issues involving the Contractor, including costs related to utility delays.
- d. All signs and traffic control devices and other protective structures erected on or in connection with the project including such of these as are installed at the sole cost and expense of the Municipality or by others, will be in conformity with such "Manual of Uniform Traffic Control Devices" as may be adopted by the American Association of State Highway and Transportation Officials, approved by the State, and concurred in by the Federal Highway Administration.
- e. The right-of-way available or provided for the project will be held and maintained inviolate for public highway or street purposes. Those signs prohibited under Federal aid highway regulations, posters, billboards, roadside stands, or other private installations prohibited by Federal or State highway regulations will not be permitted within the right-of-way limits of the project. The municipality, within its jurisdictional limits, will remove or cause to be removed from the right-of-way of the project all private installations of whatever nature which may be or cause an obstruction or interfere with the free flow of traffic, or which may be or cause a hazard to traffic, or which impair the usefulness of the project and all other encroachments which may be required to be removed by the State at its own election or at the request of the Federal Highway Administration, and that no such installations will be permitted to be erected or maintained in the future.

LEGAL RELATIONSHIPS:

- 17. The State shall not be liable to the Municipality for damages or delays resulting from work by third parties. The State also shall be exempt from liability to the Municipality for damages or delays resulting from injunctions or other restraining orders obtained by third parties.
- 18. The State will not be liable to any third party for injuries or damages resulting from work under or for the Project. The Municipality and the Municipality's surety shall indemnify and save harmless the State, its officers and employees, from all suits, actions or claims of any character brought because of any injuries or damages received or sustained by any person, persons or property on account of the operations of the Municipality and its sureties; or on account of or in consequence of any neglect in safeguarding the work; or because of any act or omission, neglect or misconduct of the Municipality or its sureties; or because of any claims or amounts recovered for any infringement by the Municipality and its sureties of patent, trademark or copyright; or from any claims or amounts arising or recovered under the Worker's Compensation Act, relating to the employees of the Municipality and its sureties; or any other law, ordinance, order or decree relating to the Municipality's operations.
- 19. Contract Modification: This State/Municipal Agreement can only modified by written instruments duly executed by both parties. No term or provision of neither this State/Municipal Agreement nor any of its attachments may be changed, waived or terminated orally.
- 20. Binding Effects: All terms of this State/Municipal Agreement shall be binding upon and inure to the benefits of the legal representatives, successors and executors. No rights under this State/Municipal Agreement may be transferred to a third party. This State/Municipal Agreement creates no third- party enforcement rights.
- 21. Choice of Law and Forum: This State/Municipal Agreement shall be interpreted and enforced in accordance with the laws of the State of Wisconsin. The Parties hereby expressly agree that the terms contained herein and in any deed executed pursuant to this State/Municipal Agreement are enforceable by an action in the Circuit Court of Dane County, Wisconsin.

PROJECT FUNDING CONDITIONS

- 22. Non-Appropriation of Funds: With respect to any payment required to be made by the Department under this State/Municipal Agreement, the parties acknowledge the Department's authority to make such payment is contingent upon appropriation of funds and required legislative approval sufficient for such purpose by the

Legislature. If such funds are not so appropriated, either the Project Sponsor or the Department may terminate this State/Municipal Agreement after providing written notice not less than thirty (30) days before termination.

23. Maintenance of Records: During the term of performance of this State/Municipal Agreement, and for a period not less than three years from the date of final payment to the Project Sponsor, records and accounts pertaining to the performance of this State/Municipal Agreement are to be kept available for inspection and audit by representatives of the Department. The Department reserves the right to audit and inspect such records and accounts at any time. The Project Sponsor shall provide appropriate accommodations for such audit and inspection.

In the event that any litigation, claim or audit is initiated prior to the expiration of said records maintenance period, the records shall be retained until such litigation, claim or audit involving the records is complete.

24. The Municipality agrees to the following 2013-2018 / 2015-2020 Urbanized Area STP-Urban project funding conditions:

- a. ID 4996-01-78: Design is funded with 75% federal funding, when the municipality agrees to provide the remaining 25%. This portion of the project is subject to the cumulative project federal funding cap (see sub-item e). This phase includes Plan Development, Management Consultant Review, and State Review. The work includes project review, approval of required reports and documents and processing the final PS&E document for award of the contract. Costs for this phase include an estimated amount for state review activities, to be funded 75% with federal funding and 25% by the Municipality.
- b. ID 4996-01-80: Costs for railroad crossing surface are funded with 8% federal funding when the municipality agrees to provide 2% and railroad agrees to provide the remaining 90%. This portion of the project is subject to the cumulative project federal funding cap (see sub-item e).
- c. ID 4996-01-81: Costs for railroad signals are funded with 80% federal funding when the municipality agrees to provide the remaining 20%. This portion of the project is subject to the cumulative project federal funding cap (see sub-item e).
- d. ID 4996-01-79: Construction:
 - i. Costs for roadway reconstruction are funded with 75.7% federal funding when the municipality agrees to provide the remaining 24.3%. This portion of the project is subject to the cumulative project federal funding cap (see sub-item e).
 - ii. Costs for this phase include an estimated amount for state review activities, to be funded 75.7% with federal funding and 24.3% by the Municipality. This portion of the project is subject to the cumulative project federal funding cap (see sub-item e).
- e. Project Cap: In accordance with STP-Urban program guidelines for projects in urbanized areas, State action and TIP Committee action, this project has a federal funding cap of **\$2,785,581**. This federal funding cap applies to all federally funded project phases.

[End of Document]

VIII

R. C. No. _____ - 16 - 17. By PUBLIC WORKS. October 17, 2016.

Your Committee to whom was referred Res. No. 113-16-17 by Alderperson Belanger authorizing entering into contract for the testing of incoming and distribution of electrical power systems for the Regional Wastewater Treatment Plant and three outlying lift Stations; recommends that the Resolution be passed.

Consent

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

Res. No. 113 - 16 - 17. By Alderperson Belanger. October 3, 2016.

A RESOLUTION authorizing the Purchasing Agent to enter into contract for the testing of incoming and distribution of electrical power systems for the Regional Wastewater Treatment Plant and three outlying lift Stations.

WHEREAS; The Director of the Regional Wastewater Treatment Plant recognizes the importance of the quality of incoming electric power with regards to safety, efficiency and the overall uninterrupted operation of the facility and;

WHEREAS; The Regional Wastewater Treatment plant directed the purchasing agent to let bids on their behalf for the inspection and maintenance of their facilities and;

WHEREAS; Upon issuance of Request For Bids #1737-16 and receipt and review of said bids, the low bid has been found to be deficient in meeting all of the specifications required for the proper inspection and testing of incoming electrical switchgear and related systems in a timely manner;

RESOLVED: That the Purchasing Agent is hereby authorized to enter into contract with Electrical Testing Solutions Inc. of Sheboygan WI for the provision and completion of testing and services as specified in the Request For Bids to the satisfaction of the Director of the Wastewater treatment facility;

BE IT FURTHER RESOLVED: That the appropriate City Officials are hereby authorized to draw orders on the Wastewater Treatment Facility fund # 601.38300.521900 in the amount of \$26,000.00 and 60138310-524115 in the amount of \$1800.00

*Submits
approve.*

John Berg

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

IX

R. C. No. - 16 - 17. By SALARIES AND GRIEVANCES. October 17, 2016.

Your Committee to whom was referred Gen. Ord. No. 23-16-17 DIRECT REFERRAL by Alderperson Donohue amending the supplement to Section 82-33 of the Sheboygan Municipal Code so as to amend the positions in the Engineer Division and the Buildings and Grounds Division in the Department of Public Works Table of Organization; recommends that the Ordinance be passed.

Consent

_____	_____
_____	_____
_____	_____

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor



DIRECT REFERRAL

Gen. Ord. No. 23 - 16 - 17. By Alderperson Donohue. October 10, 2016.

AN ORDINANCE amending the supplement to Section 82-33 of the Sheboygan Municipal Code so as to amend the positions in the Engineering Division and the Buildings and Grounds Division in the Department of Public Works Table of Organization.

THE COMMON COUNCIL OF THE CITY OF SHEBOYGAN DO ORDAIN AS FOLLOWS:

Section 1. Section 82-33 of the Sheboygan Municipal Code entitled, "List of Classes and Class Specifications," is hereby amended so that Section B.2. and B.6. of the supplement are amended as follows:

Class Title	Class	NO. of Employees
B. DEPARTMENT OF PUBLIC WORKS		
DELETE:		
2. Buildings & Grounds		
Superintendent Buildings/Grounds Electric/MVD	10	0
Supervisor Buildings/Grounds and Electric	09	1
6. Engineering Division		
Engineering Technician	09	2
ADD:		
2. Buildings & Grounds		
Superintendent of Facilities and Traffic (title change)	10	1
6. Engineering Division		
Assistant City Engineer Surveyor	09	1
Engineering Technician	09	1

*Sae + Gried
approve*

Section 2. All ordinances or parts thereof in conflict with the provisions of this ordinance are hereby repealed to the extent of such conflict, and this ordinance and attached job descriptions shall be in effect from and after its passage and publication.

I HEREBY CERTIFY that the foregoing Ordinance was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

VI

R. C. No. - 16 - 17. By PUBLIC PROTECTION AND SAFETY. October 17, 2016.

Your Committee to whom was referred R. O. No. 134-16-17 by the City Clerk submitting a communication from Alderperson Lewandoske on behalf of Betsy Metscher requesting a street light to be installed in the block on 25th St. between Erie Ave. and Ontario Ave.; recommends that the document be placed on file.

Consent

_____	_____
_____	_____
_____	_____
	Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

II

Other Matters

8.4

R. O. No. 134 - 16 - 17. By CITY CLERK. October 3, 2016.

Submitting a communication from Alderperson Lewandoske on behalf of Betsy Metscher requesting a street light to be installed in the block on 25th St. between Erie Ave. and Ontario Ave.

Pub. Prot
& Safety
file

City Clerk

Richards, Susan

From: Alderperson Scott Lewandoske
Sent: Monday, October 03, 2016 11:18 AM
To: Richards, Susan

Sue,

Could you add this to the agenda for tonight's common council meeting to be referred to Public Works/ Thank you.

I received a phone call from Betsy Metscher (921 North 25th Street) asking for a street light to be installed in the block on 25th Street between Erie and Ontario Avenues. She stated that the only street light in the area is north of Ontario Avenue and it does not give off much light because of the leaves on the trees around it. She said that, some of the residents do not feel safe because it is so dark and they cannot see if anyone is hiding in the area at night. It is also difficult to see if there is anything to cause them to trip on the sidewalk and some people walk over to Pick & Save which is about two blocks away. To try to get more light in the area at night, many people leave their porch lights on at night.

I checked that block out on Sunday evening, October 2 and it is indeed very dark. If a child ran out into the street, that child would probably not be seen until it was too late because of how dark it is.

Scott Lewandoske
5th District Alderman

II

R. O. No. _____ - 16 - 17. By CITY CLERK. October 17, 2016.

Submitting various license applications for the period ending December 31, 2016, June 30, 2017 and June 30, 2018.

Law & Ru

City Clerk

FERMENTED MALT BEVERAGE (June 30, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3225	Saap Lai	1402 S. 8 th St.

CLASS "C" WINE (June 30, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3225	Saap Lai	1402 S. 8 th St.

BEVERAGE OPERATOR'S LICENSE (June 30, 2018)

<u>No.</u>	<u>Name</u>	<u>Address</u>
1542	Anderson, James C.	1014 Dillingham Ave.
6087	Benirschke, Barbara J.	910 N. 10 th St., #328
1536	Bresser, Joel M.	3142 S. 17 th St.
1525	Harris, Shantae N.	1515A Alabama Ave.
1519	Joshi, Bashudev	1418 Wisconsin Ave.
1517	Mason JR., Charles W.	1528 Main Ave.
1528	Moan, Chad R.	2607 N. 8 th St.
1550	Outland, Brenda J.	516A S. Water St.
1534	Patnode, Kasey L.	924 Ashland Ave.
1523	Presley, Wendi J.	530 N. 15 th St.
7214	Semsch, Daniel L.	924 Logan Ave.
7565	Sievers, Fred A.	4257 Honeysuckle Ct., #I203
5650	Soerens, Donna M.	1113 N. 10 th St.
1548	Sommerfeld, Adrian M.	2307 Hillshire Dr., 1D
1533	Vandenberg, Brenda L.	508 S. 13 th St.
0661	Vanic, Patrick R.	3732 N. 12 th St.

TAXICAB DRIVER'S LICENSE (December 31, 2016)

No. Name

Address

1532 Fiedler, Randy Bruce

40 Selma St., Plymouth

II

R. O. No. _____ - 16 - 17. By CHIEF OF POLICE. October 17, 2016.

Pursuant to section 54-65 of the Municipal Code, I herewith submit my quarterly report showing the activities of my department for the period commencing July 1, 2016 and ending September 30, 2016.

Part I Crimes	JUL		AUG		SEP		2016 TOTAL 3rd QTR Actual Offenses	2015 TOTAL 3rd QTR Actual Offenses
	Actual Offenses	Cleared	Actual Offenses	Cleared	Actual Offenses	Cleared		
Homicide	1	1	0	0	0	0	1	0
Rape	0	0	3	1	1	0	4	8
Robbery	1	1	3	3	0	0	4	1
Aggravated Assault	12	10	6	9	9	8	27	38
Burglary	20	6	18	4	8	2	46	47
Theft	81	33	104	38	85	35	270	324
Vehicle Theft	1	1	6	4	2	0	9	10
Arson	0	0	1	0	0	0	1	1
Total Part I Crimes	116	52	141	59	105	45	362	429
Total Current Actual Offenses		362	Total Current Cleared			156		
Same Quarter Last Year		429	Same Quarter Last Year			180		

pp & S

Traffic Arrests	
JUL	158
AUG	170
SEP	167
Current Quarter	495
Same Quarter Last Year	445

Other Arrests	
JUL	317
AUG	300
SEP	278
Current Quarter	895
Same Quarter Last Year	989

Accidents Investigations	
Current Quarter	480
Same Quarter Last Year	429

Total Arrests	
Current Quarter	1390
Same Quarter Last Year	1434

Property	JUL	AUG	SEP	Current Quarter	Same Quarter Last Year
Value Property Stolen	40,747	53,818	93,250	187,815	229,716
Value Property Recovered	5,432	15,704	8,048	29,184	43,679
Percent Recovered	13	29	9	16%	19%

Chief of Police Christopher D. Domagalski

II

R. O. No. - 16 - 17. By CITY CLERK. October 17, 2016.

Submitting a communication from Dale Bieringer requesting a waiver from the Sex Offender Residency restrictions in order to live at 1434 Mehrtens Ave.

pp 5.

City Clerk

OCT 4 '16 PM 2:43

Date: 10/2/2016

My name is: Dale Bieringer

I am requesting a waiver to the Sexual Residency Requirements so I may live at:

1434 Mehrkens Ave.
Sheboygan WI 53081

Signature: Dale Bieringer

Phone Number: (920) 331-2148

Any applications for a waiver from the Sex Offender Residency restrictions received by Noon on the Thursday prior to the following Monday's Council meeting will be submitted to that Council for referral to Public Protection and Safety. Anything after Noon on Thursday will not go to Council until the next Council meeting.

This will allow the Police Department to complete the necessary work they do to prepare for the Public Protection and Safety meeting.

Thank you for all your cooperation in the matter.

II

R. O. No. - 16 - 17. By CITY CLERK. October 17, 2016.

Submitting a communication from Basudev Adhikari, Sheboygan Liquor Depot, requesting an extension for the license due to certain delays with construction issues.

Law + Lic

City Clerk

OCT 13 '16 PM 1:15

October 13, 2016

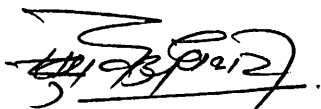
TO WHOOM IT MAY CONCERN

I would like to inform you that the construction project at the Tidy store located at 810 N 14th St, Sheboygan may get delayed due to certain construction issues. The liquor license issued in the name of company ANANDA MARKETING LLC (SHEBOYGAN LIQUOR DEPOT: License no. 3187) will expire in the 2nd of November, 2016.

I am requesting you (The law and licensing committee) to grant an extension for the above mentioned liquor license for the Ananda Marketing LLC. (SHEBOYGAN LIQUOR DEPOT)

I hope you will take my request into consideration.

Thank you



Basudev Adhikari

Member: Ananda Marketing LLC

810 N 14th St.

Sheboygan, WI-53081

920-226-1786

III

Res. No. _____ - 16 - 17 By Alderperson Thiel. October 11, 2016.

A RESOLUTION authorizing the Purchasing Agent to enter into contract for the purchase of Two (2) Police Department Patrol Duty Ford Police Interceptor all-wheel drive vehicles.

RESOLVED: That the Purchasing Agent is hereby authorized to enter into contract with Ewald's Hartford Ford of Hartford WI for the purchase of two (2) 2017 Ford Utility Police Interceptors at a cost of \$60,958.00 as per the State of WI Contract and;

BE IT FURTHER RESOLVED: That the vehicles to be replaced will be sold by the City of Sheboygan and the proceeds from which will be returned to the appropriate fund and;

BE IT FURTHER RESOLVED: That the Common Council Suspend the rules and pass the Resolution in order to allow the vehicles to be ordered prior to the end of October and enjoy a savings of 3%-4% on the cost of the vehicles with the stipulation that the vehicles will not be received or invoiced prior to January 2, 2017.

BE IT FURTHER RESOLVED: That the appropriate City Officials are hereby authorized to draw orders on the Police Department Account Number 10121140-994000 in the amount of \$ 60,958.00 in payment of same.

*I suspend
Res pass*

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

Res. No. _____ - 16 - 17. By Alderperson Belanger. October 17, 2016.

A RESOLUTION authorizing the Purchasing Agent to enter into contract for the complete replacement of Ash trees affected by the Emerald Ash Borer along and in the vicinity of South Pier Drive.

WHEREAS: The Emerald Ash Borer has impacted all of the (85) Ash trees bordering South Pier Drive. A Request for quotes was issued for complete replacement of the affected trees and;

WHEREAS: The quotes were reviewed with the low quote from Johnson's Nursery Inc of Menomonee Falls WI and the quote includes complete removal and disposal of the affected trees and a two year warranty, and;

WHEREAS: The funding for this project will is being provided by the TID # 6 Capital Fund with the new trees to be planted in Early Spring of 2017. The TID # 6 Expenditure period is slated to end on December 31, 2017.

RESOLVED: That the Purchasing Agent is hereby authorized to enter into contract with Johnson's Nursery Inc. of Menomonee Falls, WI in the amount of \$50,407.21 including removal and disposal of the affected trees.

BE IT FURTHER RESOLVED: That the appropriate City Officials are hereby authorized to draw orders on the TID #6 Capital Fund Account # 41161100-530295 in payment of same.

J.W.

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

Res. No. _____ - 16 - 17. By Alderperson Wolf. October 17, 2016.

A RESOLUTION establishing the 2017 Budget appropriations and the 2016 Tax Levy for use during the calendar year.

WHEREAS, Section 2-905 of the Municipal Code of the City of Sheboygan requires an annual budget appropriating monies to finance activities of the City for the ensuing fiscal year, and

WHEREAS, the Common Council Committees have duly considered and discussed a budget for 2017 as proposed by the City Administrator, and

WHEREAS, a public hearing on the budget was held on October 17, 2017 as required, and

WHEREAS, the 2017 garbage fee is set at \$5 per equivalent residential unit per month, and

WHEREAS, the 2017 budget requires a tax levy to partially finance the appropriations.

NOW, THEREFORE, BE IT RESOLVED: by the Common Council of the City of Sheboygan that:

Budgeted revenue estimates and expenditure appropriations for the year 2017 for the City's General Fund; Special Revenue Funds - MEG Unit, Block Grant, Housing Revolving Loan, Business Revolving Loan, Mead Library, Tourism, Park, Forestry and Open Space, Cable TV, Municipal Court, Ambulance, Special Assessment, Harbor Centre Marina, Redevelopment Authority, Storm Water; Debt Service Funds - G O Debt Service, TID 5, TID 6, TID 10, TID 11, TID 12, TID 13, TID 14, TID 15, TID 16, Environmental TID; Capital Project Funds - Capital Projects, Capital Improvement, Industrial Park, TID 12 Capital, TID 16 Capital; Internal Service Funds - Motor Vehicle, Health Insurance, Liability Insurance, Workers Compensation Insurance, Information Technology; Enterprise Funds - Water Utility, Wastewater Utility, Transit Utility, Parking Utility, Boat Facilities; and Fiduciary Funds - Cemetery Perpetual Care, Everhard/Forerr Trust be and are hereby adopted as set forth in the attachment and established in program category detail in the budget document.

Finance

BE IT FURTHER RESOLVED: That the Personnel Schedule as presented in the 2017 budget be approved, and

BE IT FURTHER RESOLVED: That the property tax levy required to finance the 2017 Budget is \$22,150,349.

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

2017 BUDGET SUMMARY

GOVERNMENTAL FUNDS

	General Fund	Special Revenue	Debt Service	Capital Improvement	Fiduciary Funds	Proprietary Funds	2017 Recommended
Revenue							
Property tax levy	\$15,233,665	\$2,415,741	\$2,886,889	\$1,102,507	\$0	\$511,547	\$22,150,349
Taxes other than property tax levy	199,097	1,412,000	2,995,754	803,950	0	0	5,410,801
Licenses and Permits	902,990	625,000	0	0	0	31,000	1,558,990
Intergovernmental	14,179,401	1,644,183	521,297	1,225,000	0	2,630,628	20,200,509
Intergovernmental Charges for Services	254,000	0	0	600,000	0	8,116	862,116
Charges for Services	1,537,135	2,067,350	0	0	9,400	27,632,614	31,246,499
Fines and Forfeitures	284,850	825,000	0	0	0	0	1,109,850
Miscellaneous Revenue	360,150	833,860	36,498	5,785,375	10,795	847,407	7,874,085
Interfund Transfers	2,855,572	350,000	1,397,667	1,119,688	0	7,122	5,730,049
Other Revenue Sources	0	0	0	9,000,000	0	0	9,000,000
Total Revenue	\$35,806,860	\$10,173,134	\$7,838,105	\$19,636,520	\$20,195	\$31,668,434	\$105,143,248
Expenditures							
General Government	\$3,705,213	\$549,043	\$47,699	\$4,000,000	\$0	\$9,576,919	\$17,878,874
Public Safety	20,666,502	751,048	0	1,177,945	0	0	22,595,495
Public Works	8,405,579	991,080	0	5,113,858	0	9,457,670	23,968,187
Health and Human Services	249,821	0	0	0	750	0	250,571
Culture and Recreation	2,483,926	3,920,984	0	5,631,617	0	198,435	12,234,962
Conservation and Development	351,149	1,400,565	741,572	1,820,000	0	0	4,313,286
Transfers and other expenses	183,083	3,405,013	6,860,575	1,218,289	1,250	10,559,188	22,227,398
Total Expenditures	\$36,045,273	\$11,017,733	\$7,649,846	\$18,961,709	\$2,000	\$29,792,212	\$103,468,773
Excess of revenues over (under) expenditures	-\$238,413	-\$844,599	\$188,259	\$674,811	\$18,195	\$1,876,222	\$1,674,475
Fund Balance, January 1	\$21,556,234	\$1,440,422	\$11,034,270	\$3,352,883	\$2,088,800	\$0	\$39,472,609
Fund Balance, December 31	\$21,317,821	\$595,823	\$11,222,529	\$4,027,694	\$2,106,995	\$0	\$39,270,862
Net Position, January 1	\$0	\$0	\$0	\$0	\$0	\$84,636,859	\$84,636,859
Net Position, December 31	\$0	\$0	\$0	\$0	\$0	\$86,513,081	\$86,513,081
Net Property Tax Required	\$15,233,665	\$2,415,741	\$2,886,889	\$1,102,507	\$0	\$511,547	\$22,150,349

III

Res. No. _____ - 16 - 17. By Alderperson Wolf. October 17, 2016.

A RESOLUTION amending the Capital Improvement Program, for the program period of 2017 - 2021 and adopting the program for implementation.

WHEREAS, the Common Council amended Res 81-16-17 to issue new General Obligation debt in 2017 in the amount of \$5 million, and

WHEREAS, the Capital Improvements Commission recommendation had been to borrow \$6,334,909, and

WHEREAS, the City Administrator reviewed the Capital Improvement Program and recommend changes including the approved \$5 million of General Obligation Debt in 2017.

RESOLVED: That the Common Council approve the Capital Improvement Program as amended which includes \$5 million of General Obligation Debt in 2017.

Finance

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

Amendment to Capital Improvement Program									
	2017		2018		2019		2020		2021
	<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>
City Buildings									
Roof Replacement (moved from 2020 to 2019)					10	\$1,525,000			
Fire Department									
Technology/Traning Upgrades (reduce from \$55,000 to \$30,500)	4	\$30,500							
Station 1 Tuck Pointing	10	\$51,000	10	\$637,800	10	\$114,800		10	\$299,500
Station 2 Permanent Roof Repairs (Amendment included future years)	10	\$142,000	10	\$196,500	10	\$38,000		10	\$6,500
Public Works									
Ashland Ave (S 10th to S 7th St) (Reduced - DPW project)	10	\$130,279							
Washington Ave (S 18th St to Lakeshore Dr) (Move from 2017 to 2018)			9,10,13	\$1,250,000					
N. 10th St (Superior Ave to Geele Ave) (Reduced - DPW project)	9	\$286,562							
Wilson Ave (Lakeshore Dr to S 18th St) (Move from 2018 to 2019)					9,10,13,14	\$2,000,000			
Broughton Drive (Move from 2019 to 2017, DPW Project)	9	\$125,000							
Lakeshore Dr (Mead Ave to Greenfield Ave) (Move from 2019 to 2020)							9,13,14	\$1,500,000	
Indiana Ave (Taylor Dr to S 17th St) (Move from 2020 to 2021)									13,14 \$2,500,000
Taylor Dr (Saemann Ave to North Ave) (Move from 2021 to 2022)									
City Development									
Land - Future development	3,14	\$500,000							
Motor Vehicle									
1/2 Ton Pickup Trucks (3)	10	\$80,000							
1/2 Ton 2wd Pickup Trucks (3) (Move from 2018 to 2017)	10	\$78,000							
Mead Library									
Emergency Generator Replacement (Remove - donated)		\$0							

	2017	2018	2019	2020	2021	Total
	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>
REVENUES						
Property Tax Levy: Capital Project Fund						
Police Projects	\$332,945	\$162,250	\$179,825	\$240,850	\$162,300	\$1,078,170
Street Improvement and Sidewalks	\$170,500	\$577,000	\$156,500	\$589,000	\$735,000	\$2,228,000
General Government Projects	\$439,562	\$0	\$0	\$0	\$60,000	\$499,562
Fire Equipment	\$64,500	\$0	\$0	\$0	\$0	\$64,500
Park and Open Space Fund / Forestry	\$205,000	\$370,000	\$172,000	\$285,000	\$155,000	\$1,187,000
Impact Fees / Room Tax	\$670,000	\$0	\$0	\$10,000	\$150,000	\$830,000
Vehicle Sales	\$28,058	\$159,000	\$142,000	\$145,000	\$139,500	\$613,558
State / Federal Grants	\$7,266,024	\$1,528,000	\$4,142,762	\$1,230,000	\$1,020,000	\$15,186,786
Other Municipality Contributions	\$1,011,000	\$411,000	\$411,000	\$1,161,000	\$411,000	\$3,405,000
G. O. Borrowed Funds	\$9,000,000	\$7,344,042	\$5,012,752	\$4,972,542	\$5,210,750	\$31,540,086
Other Borrowed Funds	\$3,550,000	\$6,179,000	\$6,600,000	\$7,000,000	\$7,000,000	\$30,329,000
Donations	\$4,022,875	\$1,075,000	\$1,095,900	\$75,000	\$500,000	\$6,768,775
User Fees	\$2,983,514	\$3,692,000	\$2,626,200	\$4,435,000	\$3,140,000	\$16,876,714
Special Assessment	\$388,688	\$175,000	\$675,000	\$675,000	\$675,000	\$2,588,688
Vehicle Registration Fee	\$791,750	\$791,750	\$791,750	\$791,750	\$791,750	\$3,958,750
Other/CDBG	\$677,029	\$24,275	\$350,000	\$0	\$0	\$1,051,304
Fund Balance	\$1,484,000	\$300,000	\$592,000	\$2,069,000	\$512,000	\$4,957,000
TOTAL REVENUE	\$33,085,445	\$22,788,317	\$22,947,689	\$23,679,142	\$20,662,300	\$123,162,893
Total Property Tax Levy	\$1,212,507	\$1,109,250	\$508,325	\$1,114,850	\$1,112,300	\$5,057,232
Police	\$332,945	\$162,250	\$179,825	\$240,850	\$162,300	\$1,078,170
Public Works	\$170,500	\$577,000	\$156,500	\$589,000	\$735,000	\$2,228,000
General Government	\$439,562	\$0	\$0	\$0	\$60,000	\$499,562
Fire	\$64,500	\$0	\$0	\$0	\$0	\$64,500
Parks and Forestry	\$205,000	\$370,000	\$172,000	\$285,000	\$155,000	\$1,187,000

		2017		2018		2019		2020		2021	Total	
		Recommended		Recommended		Recommended		Recommended		Recommended	Recommended	
EXPENDITURES												
City Buildings												
Municipal Service Buildings												
	Security Camera Surveillance System	10	\$46,000								\$46,000	
	Air Conditioner Roof Top Replacement						10	\$60,000			\$60,000	
	Emergency Generator Replacement						10	\$79,800			\$79,800	
	Roof Replacement				10	\$1,525,000					\$1,525,000	
	Locker Room Renovation	10	\$27,000	10	\$27,000	10	\$27,000				\$81,000	
	Harbor Centre Marina Building Repairs	17	\$350,000								\$350,000	
	City Hall Renovations	10	\$4,000,000	10	\$4,000,000						\$8,000,000	
	Senior Center Roof Replacement	3	\$53,250								\$53,250	
	Total - City Buildings		\$4,476,250		\$4,027,000		\$1,552,000		\$139,800		\$0	\$10,195,050
Finance												
	City-wide Revaluation								3	\$60,000	\$60,000	
	Total - Finance		\$0		\$0		\$0		\$0		\$60,000	\$60,000
Police												
	Dictation Reporting System Replacement	1	\$47,150								\$47,150	
	Body Camera System (65)	1	\$107,995								\$107,995	
	Automated External Defibrillators (20)	1	\$26,000								\$26,000	
	Radio Technician vehicle	1.7	\$36,000								\$36,000	
	Mechanic vehicle	1.7	\$33,000								\$33,000	
	CSO vehicle	1.7	\$30,500								\$30,500	
	Unmarked squad replacement	1.7	\$41,900								\$41,900	
	Marked squad replacement	1	\$24,400								\$24,400	
	Training Room Furniture	1	\$5,000								\$5,000	

		2017	2018	2019	2020	2021	Total
		<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>
Speed Measurement Devices (10)	8	\$14,000					\$14,000
Marked squad replacement (5)			1,7	\$165,750			\$165,750
Unmarked squad replacement			1,7	\$36,500			\$36,500
Boiler replacement			1	\$18,000			\$18,000
Marked squad replacement (4)				1,7	\$134,400		\$134,400
Marked squad K-9 replacement				1,7	\$42,300		\$42,300
Handgun replacement (95)				1	\$45,125		\$45,125
Marked squad replacement (3)					1,7	\$134,850	\$134,850
Unmarked squad replacement (2)					1,7	\$78,000	\$78,000
In squad computers (22)					1	\$66,000	\$66,000
Marked squad replacement						1,7	\$42,000
Marked squad K-9 replacement						1,7	\$42,300
Unmarked squad replacement						1,7	\$30,000
Unmarked squad replacement						1,7	\$42,000
Unmarked squad replacement						1,7	\$36,000
Total - Police		\$365,945	\$220,250	\$221,825	\$278,850	\$192,300	\$1,279,170
Fire							
Fire Station	7,10	\$0					\$0
Fire Engine	7,10	\$500,000					\$500,000
Technology/Training Upgrades	4	\$30,500					\$30,500
Station 1 Tuck Pointing	10	\$51,000	10	\$637,800	10	\$114,800	\$1,103,100
Station 2 Permanent Roof Repair	10	\$142,000	10	\$196,500	10	\$38,000	\$383,000
Extrication Equipment	4,7	\$35,000					\$35,000
Quint Ladder/Engine			7,10	\$1,000,000			\$1,000,000
Pick-up Truck with Fire Pump				10	\$80,000		\$80,000
3/4 Ton Pick-up Truck				7,10	\$50,000		\$50,000
Battalion Chief Car				7,10	\$50,000		\$50,000
Regional Fire Training Facility					9	\$750,000	\$750,000
Ambulance						7,10	\$300,000

		2017		2018		2019		2020		2021	Total
		Recommended		Recommended		Recommended		Recommended		Recommended	Recommended
Total - Fire & Rescue		\$758,500		\$1,834,300		\$332,800		\$ 750,000		\$ 606,000	\$4,281,600
Public Works											
Civil Defense											
Siren & Controllers	2	\$43,500									\$43,500
Traffic Control											
Electrical Upgrade/Replacement			2	\$14,000	2	\$15,000					\$29,000
Fiber Optic Cable/Interface Synchronization			8,10	\$191,000	10	\$26,000	10	\$26,000			\$243,000
Conflict Monitor Test Equipment					2	\$14,500					\$14,500
Traffic Control											
LED Upgrade-City Wide Replace Program	2	\$30,000	2	\$30,000	2	\$30,000	2	\$50,000	2	\$60,000	\$200,000
LED Upgrade-Eighth Street Downtown	2	\$97,000	2	\$97,000	2	\$97,000	2	\$97,000	2	\$97,000	\$485,000
Streets											
Mini-Storm Sewer Program	13	\$50,000	13	\$50,000	13	\$50,000	13	\$50,000	13	\$50,000	\$250,000
Sidewalk Repair/Replacement Program	14	\$100,000	14	\$100,000	14	\$100,000	14	\$100,000	14	\$100,000	\$500,000
Downtown Holiday Decorations	16	\$45,816	16	\$24,275							\$70,091
Ashland Ave (S 10th to S 7th St)	10	\$130,279									\$130,279
Camelot Blvd (S Business Dr to S 18th St)	8,10	\$425,000									\$425,000
Georgia Ave (S Business Dr to Horace Mann)	9,13,14	\$900,000									\$900,000
Michigan Ave (N 3rd St to N 4th St)	10	\$300,000									\$300,000
Washington Ave (S 18th St to Lakeshore Dr)			9,10,13	\$1,250,000							\$1,250,000
N 10th St (Superior Ave to Geele Ave)	9	\$277,750									\$277,750
N 12th St (Superior Ave to Geele Ave)	10	\$325,000									\$325,000
N 15th St (Eisner Ave to Mayflower Ave)	9,10	\$1,424,782									\$1,424,782
S 9th St (High Ave to Kentucky Ave)	16	\$400,000									\$400,000
N 3rd St (Michigan Ave to Park Ave)			3, 10	\$500,000							\$500,000
Wilson Ave (Lakeshore Dr to S 18th St)					9,10,13,14	\$2,000,000					\$2,000,000
Broughton Dr (Ontario Ave to Park Ave)	9	\$125,000									\$125,000
Lakeshore Dr (Mead Ave to Greenfield Ave)							9,13,14	\$1,500,000			\$1,500,000

		2017		2018		2019		2020		2021	Total
		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>	<u>Recommended</u>
N 5th St (St Clair Ave to Superior Ave)					16	\$350,000					\$350,000
Indiana Ave (Taylor Dr to S 17th St)									13,14	\$2,500,000	\$2,500,000
Taylor Dr (Saemann Ave to North Ave)											\$0
North Ave (Calumet Dr to N 15th St)	10	\$50,000	10	\$50,000	8,10,12	\$3,312,614					\$3,412,614
Calumet Dr (Main Ave to N 26th St)	8,10	\$3,097,920									\$3,097,920
Superior Ave (Taylor Dr to N 29th St)					8,10	\$994,968					\$994,968
N 17th St (Niagara Ave to Saemann Ave)							3,10,13	\$760,000			\$760,000
S 13th St (Indiana Ave to Union Ave)							10	\$740,000			\$740,000
Clara Ave (S 7th St to S 14th St)							10	\$630,000			\$630,000
Kentucky Ave (S 7th St to S 15th St)							10	\$733,000			\$733,000
Geele Ave (N 3rd St to N 23rd St)									9,10	\$1,300,000	\$1,300,000
N 25th St (Frontage Rd to North Ave)									10	\$1,020,000	\$1,020,000
North Ave (Taylor Dr to N 24th St)									3,10	\$900,000	\$900,000
Bridges											
Pennsylvania Ave Bridge	8,10	\$279,400			8,10	\$1,497,490					\$1,776,890
Eighth St Bridge Painting	8,10	\$3,369,151									\$3,369,151
Docks											
River dock modernization/replacement	17	\$300,000	17	\$300,000							\$600,000
Harbor Centre Marina Ice Control Measures	17	\$150,000									\$150,000
Park & Forestry Division											
Shaw Family Playground - Evergreen Park	12	\$530,000									\$530,000
Playground Renovation/Replacement			5	\$50,000	5	\$50,000	5	\$50,000	5	\$50,000	\$200,000
Skate Park Renovation/Replacement	5,12,16	\$457,588									\$457,588
Splash Pads (Hard Surface Water Feature)			5	\$110,000			5	\$110,000			\$220,000
Quarry Swimming Area - Revitalization	13	\$10,000	13	\$100,000	13	\$100,000	13	\$300,000			\$510,000
Wildwood Softball Concession Stand	12	\$10,000							5,12	\$530,000	\$540,000
Deland Park Bath House							10	\$10,000	8,10	\$300,000	\$310,000
Deland Performance Shelter/Band Shell							6	\$10,000	6,8	\$300,000	\$310,000
Tennis Courts Resurfacing (Deland,Veterans,Vollrath)	5	\$20,000	5	\$60,000	5	\$27,000	5	\$50,000			\$157,000
Evergreen Park Area Five Shelter							8,10,12	\$300,000			\$300,000
Evergreen Park Area Two Shelter			3,8,12	\$300,000							\$300,000

		2017		2018		2019		2020		2021	Total
		Recommended		Recommended		Recommended		Recommended		Recommended	Recommended
Comfort Station remodel (Vollrath Park)	5	\$35,000									\$35,000
Wildwood Baseball (Sheboygan A's)	6,12	\$300,000	12	\$1,000,000	12	\$1,000,000					\$2,300,000
Butzen Sports Complex	6,12	\$3,549,000									\$3,549,000
Urban Forest Management	5,14	\$150,000	5,14	\$150,000	5,14	\$150,000	5,14	\$150,000	5,14	\$150,000	\$750,000
Halprin Fountain Repairs/Sidewalks/Bollards	11	\$145,000									\$145,000
Lakefront Maintenance & Supply Garage	11		11	\$30,000							\$30,000
ADA Certified Canoe/Kayak Launch					5,8	\$30,000					\$30,000
Evergreen Park Bike/ Ski Trail Revitalization	12	\$20,000									\$20,000
Pigeon River Dog Run (Fenced Area)	5,12				5,12	\$10,000					\$10,000
Total - Public Works		\$17,147,186		\$4,406,275		\$9,854,572		\$5,666,000		\$7,357,000	\$44,431,033
City Development											
Lot 14 Parking Lot Modifications	8,11	\$150,000									\$150,000
Entrance Signage	12	\$97,500									\$97,500
Downtown Parking Study	11,12	\$40,000									\$40,000
Downtown Parking Structure			11	\$1,400,000	11	\$6,600,000					\$8,000,000
Municipal Armory Demolition	11	\$500,000									\$500,000
Land Purchase	3,14	\$500,000									\$500,000
Evergreen Park Bridge	5,8	\$400,000									\$400,000
Total - City Development		\$1,687,500		\$1,400,000		\$6,600,000		\$0		\$0	\$9,687,500
Wastewater Utility											
Raw Wastewater Influent Pumps	17	\$684,000									\$684,000
Raw Wastewater, Influent Channel & Material Hdg							17	\$580,000			\$580,000
Anaerobic Digestion Improvement Digester #6					17	\$592,000	17	\$689,000			\$1,281,000
Electrical Distribution System Reconstruction	11	\$300,000	11	\$3,140,000							\$3,440,000
Microturbine Replacements (10 - 30 kW)							13	\$40,000	17	\$512,000	\$552,000
Biogas Storage Improvements			11	\$1,609,000							\$1,609,000
Sewer Line Reconstruction/Relining Program	13	\$575,000	13	\$575,000	13	\$575,000	13	\$575,000	13	\$575,000	\$2,875,000
Total - Wastewater Utility		\$1,559,000		\$5,324,000		\$1,167,000		\$1,884,000		\$1,087,000	\$11,021,000

		2017	2018	2019	2020	2021	Total
		<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>
Motor Vehicle Fund							
1/2 Ton Pickup Trucks (2)	10	\$80,000					\$80,000
1/2 Ton 2wd Pickup Trucks (2)	10	\$78,000					\$78,000
Forestry Bucket Truck	10	\$150,000					\$150,000
Track Type Skidsteer	10	\$60,000					\$60,000
Utility Service Vehicle	10	\$11,000					\$11,000
Asphalt Tack Machine	10	\$25,000					\$25,000
Asphalt Paver Machine	10	\$350,000					\$350,000
Zero Turn Mowers (2)	10	\$22,000					\$22,000
Tractor	10	\$60,000					\$60,000
Smithco Groomer	10	\$15,000					\$15,000
Blitzscreed	10	\$13,000					\$13,000
Slope Cutter	10	\$45,000					\$45,000
Fork Lift	10	\$40,000					\$40,000
Sewer TV Truck	13	\$100,000					\$100,000
3/4 Ton 2wd Pickup Trucks (5)			7,10	\$150,000			\$150,000
1/2 Ton 4wd Pickup Truck			7,10	\$30,000			\$30,000
Medium Duty Step Van			7,10	\$40,000			\$40,000
Tandem Axle Dump Truck			7,10	\$225,000			\$225,000
Utility Service Vehicle			7,10	\$12,000			\$12,000
Lawn Tractor			7,10	\$20,000			\$20,000
Smithco Super Rake			7,10	\$18,000			\$18,000
Wheel Loader			7,10	\$225,000			\$225,000
Tar Kettle			7,10	\$50,000			\$50,000
Bandit Wood Chipper (2)			7,10	\$115,000			\$115,000
Zero Turn Mowers (2)			7,10	\$22,000			\$22,000
Turfcut Mower			7,10	\$30,000			\$30,000
3/4 Ton 2wd Pickup Truck				7,10	\$30,000		\$30,000
3/4 Ton 4wd Pickup Trucks (4)				7,10	\$120,000		\$120,000
Tandem Axle Dump Truck				7,10	\$225,000		\$225,000

		2017		2018		2019		2020		2021	Total
		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>		<u>Recommended</u>	<u>Recommended</u>
Chipper Truck					7,10	\$50,000					\$50,000
1 Ton 4wd Pickup Truck with Dump					7,10	\$100,000					\$100,000
Bucket Truck					7,10	\$225,000					\$225,000
Wheeled Excavator					7,10	\$225,000					\$225,000
Zero Turn Mowers (2)					7,10	\$23,000					\$23,000
Split Hopper Garbage Truck (4)							7,10	\$1,400,000			\$1,400,000
Park Style Garbage Trucks							7,10	\$300,000			\$300,000
Single Hopper Garbage Trucks (2)							7,10	\$600,000			\$600,000
1/2 Ton 2wd Pickup Truck (1)											\$0
3/4 Ton 2wd Pickup Truck									7,10	\$30,000	\$30,000
3/4 Ton 4wd Pickup Trucks (1)											\$0
Single Axle Dump Trucks (2)									7,10	\$420,000	\$420,000
1 Ton 4wd Dump Truck									7,10	\$50,000	\$50,000
1 Ton Utility Box Trucks (3)									7,10	\$120,000	\$120,000
Tractor Backhoe									7,10	\$120,000	\$120,000
Street Sweeper									7,10	\$180,000	\$180,000
Zero Turn Mowers (2)									7,10	\$25,000	\$25,000
Total - Motor Vehicle Fund		\$1,049,000		\$937,000		\$998,000		\$2,300,000		\$945,000	\$6,229,000
Mead Library											
Upgrade Internal Security System	10	\$25,000									\$25,000
Phase 3 Boiler Replacement	10	\$285,000									\$285,000
Carpet Replacement	10	\$40,492	10	\$40,492	10	\$40,492	10	\$40,492			\$161,968
Two Cooling Towers			10	\$100,000							\$100,000
Emergency Generator Replacement		\$0									\$0
Total - Mead Library		\$350,492		\$140,492		\$40,492		\$40,492		\$0	\$571,968
Parking Utility											
Utility Pickup Truck	13	\$35,000									\$35,000
All-Terrain XUV			13	\$25,000							\$25,000

		2017	2018	2019	2020	2021	Total
		Recommended	Recommended	Recommended	Recommended	Recommended	Recommended
Utility Pickup Truck				13	\$35,000		\$35,000
Riverfront Parking Lot					17	\$600,000	\$600,000
Parking Lot 2						13	\$50,000
All-Terrain XUV						13	\$20,000
Total - Parking Utility		\$35,000	\$25,000	\$35,000	\$600,000	\$70,000	\$765,000
Transit Utility							
Fixed Route Buses (2)	8,10	\$900,000					\$900,000
Transportation Development Plan	8,13	\$50,000					\$50,000
Fixed Route Buses (3)			8,10	\$1,350,000			\$1,350,000
Forklift			8,13	\$40,000			\$40,000
GFI Farebox Replacement			8,10	\$150,000			\$150,000
Paratransit vehicle (1)				8,10	\$75,000		\$75,000
Replace Office/Dispatch/Maint Computers				8,13	\$6,000		\$6,000
Bus Wash				8,10	\$200,000		\$200,000
Fixed Route Buses (3)					8,10	\$1,350,000	\$1,350,000
Fixed Route Buses (2)						8,10	\$900,000
Total - Transit Utility		\$950,000	\$1,540,000	\$281,000	\$1,350,000	\$900,000	\$5,021,000
Cable TV Fund							
Mobile Equipment Update - Bus	13	\$36,480					\$36,480
LED Studio Lights			13	\$54,000			\$54,000
Total - Cable TV Fund		\$36,480	\$54,000	\$0	\$0	\$0	\$90,480
Information Technology Fund							
Backup Device Replacements	7,13	\$47,592					\$47,592
Network Switch Replacements	13	\$22,500					\$22,500
VM Host Server Replacements				13	\$45,000		\$45,000
Network SAN Replacement					17	\$200,000	\$200,000
Network Switch Replacement						13	\$25,000

		2017	2018	2019	2020	2021	Total
		<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>	<u>Recommended</u>
Total - Information Technology Fund		\$70,092	\$0	\$45,000	\$200,000	\$25,000	\$340,092
Water Utility							
AMR (radio meter system)	13	\$330,000					\$330,000
Southside elevated storage tank	11	\$2,500,000					\$2,500,000
GAPS vertical pumps/generator	13	\$250,000					\$250,000
Retaining wall stablization	13	\$250,000					\$250,000
Water main projects	13	\$1,270,000					\$1,270,000
AMR (radio meter system)			13	\$330,000			\$330,000
Low life VFD			13	\$350,000			\$350,000
EE tank coating			13	\$600,000			\$600,000
Georgia tank coating			13	\$650,000			\$650,000
Water main projects			13	\$950,000			\$950,000
AMR (radio meter system)				13	\$340,000		\$340,000
Plant master PLC upgrade				13	\$180,000		\$180,000
Taylor Hill coating and roof repairs				13	\$800,000		\$800,000
Water main projects				13	\$500,000		\$500,000
AMR (radio meter system)					13	\$340,000	\$340,000
Plant generator					13	\$750,000	\$750,000
Intake pipeline/well phase I					11	\$7,000,000	\$7,000,000
Water main projects					13	\$2,380,000	\$2,380,000
AMR (radio meter system)						13	\$100,000
Accounting software upgrade						13	\$120,000
Intake pipeline/well phase II						11	\$7,000,000
Water main projects						13	\$2,200,000
Total - Water Utility		\$4,600,000	\$2,880,000	\$1,820,000	\$10,470,000	\$9,420,000	\$29,190,000
TOTAL EXPENDITURES		\$33,085,445	\$22,788,317	\$22,947,689	\$23,679,142	\$20,662,300	\$123,162,893

III

Res. No. _____ - 16 - 17. By Alderperson Wolf. October 17, 2016.

A RESOLUTION establishing a Debt Management Policy to maintain the City's outstanding General Obligation Debt at 60 percent of the City's debt limit.

WHEREAS, the Common Council approved Res. 347-96-97 in April, 1997, and

WHEREAS, the policy does not take into account inflation and has not been reviewed for 19 years, and

WHEREAS, a Debt Management Policy will provide general guidelines for debt management structure of the City, and recommends review of the policy every five years to ensure the policy continues to meet the long term debt objectives of the City.

RESOLVED: That the Debt Management Policy of the Common Council is implemented upon passage and publication.

Finance

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

CITY OF SHEBOYGAN, WISCONSIN DEBT MANAGEMENT POLICY

The City of Sheboygan recognizes the foundation of any well-managed debt program is a comprehensive debt policy. A debt policy provides the financial management tools to guide the Council with the City's overall debt financing structure. Primary objectives of the policy are to:

- Establish the appropriate use of debt.
- Find alternative methods to pay debt service costs other than property tax.
- Minimize the City's debt service and issuance costs.
- Retain the highest practical credit rating.
- Provide complete financial reporting and disclosure.
- Maintain level and affordable annual debt service payments.

The Common Council has adopted this policy, by resolution, to provide general guidelines for the debt management structure of the City. Situations and conditions may occur requiring a variation from the policy. These variations must be clearly communicated to the Council and citizens prior to deliberation on such debt policy changes. In addition, these policies should be reviewed every five years to ensure the policy continues to meet the long term debt objectives.

POLICY GUIDELINES

CAPITAL IMPROVEMENT PLAN

The City's long term capital and financing plan will be documented in a five year Capital Improvement Plan. The plan will be submitted to the Common Council for consideration and adoption prior to the annual budget process. Individual departments will prepare an annual five year plan, and assist in the coordination of the overall city wide plan. The Capital Plan Improvement will represent a one year, capital improvement budget and a five year, long term capital plan. The capital plan will contain a comprehensive description of the sources and uses of funds, and a forecast of future debt issuance. The plan will examine the long range implications of future debt issues on debt outstanding, annual principal and interest requirements and the general property tax levy required for debt service payments.

USES OF DEBT AND OTHER FORMS OF BORROWING

The City may use long term financing for the acquisition, maintenance, replacement, or expansion of capital assets and infrastructure. The City will not issue long term debt to fund current operations. Financing options allowed under State of Wisconsin Statutes, including but not limited to: general obligation bonds and notes, State Trust Fund Loans, revenue bonds, capital or secured equipment leases, tax increment bonds, special obligation bonds and bond anticipation notes may be considered.

DEBT CAPACITIES

Utilizing the City's debt capacity will be used only after other financing options have been reviewed. Such debt issuance must comply with all other requirements of the debt policy. The planned use of debt will be reviewed for impact on the City's credit rating.

LENGTH OF DEBT AND TIMING OF BOND ISSUES

Debt will be structured to provide for the shortest repayment period, while minimizing large fluctuations in property tax or other revenue requirements for debt retirement. The amortization period will be based upon a fair allocation of costs to current and future beneficiaries of the capital and infrastructure assets, and to revenue streams used to finance the annual debt service payments. Generally, the City issues promissory notes with a ten year amortization for capital improvement projects. Tax increment financing projects, and significant facility projects may warrant a longer term debt schedule, but in most cases not to exceed a 20 year repayment schedule. Call features may be included if appropriate and financially feasible. Under no situations will the financing term exceed the useful life or average useful lives of the assets to be financed. To help protect the City's bond rating, bond sales will be scheduled in an orderly schedule to assure the markets of the stability of the City's financial decisions.

CAPITALIZED INTEREST

The City will generally not capitalize interest on its general fixed assets and infrastructure assets. Capitalized interest will be considered an increased cost of the project for proprietary fund assets for which borrowing is used as a financing mechanism. Bond issues for Tax Increment District projects may utilize capitalized interest dependent upon the project plan.

CONDUIT FINANCING

Conduit financing is debt issued by the City of Sheboygan to finance a project of a non-City third party. The City may sponsor conduit financing for those activities (economic and industrial development, housing, health facilities, etc) that have a general public purpose and are consistent with the City's overall goals. Unless a compelling public policy rationale exists, such conduit financing will not in any way pledge the City's faith and credit. Information regarding the financial feasibility of the project and financial capacity of the company may be reviewed by the City prior to the approval of such financing.

CREDIT RATING

The City of Sheboygan seeks to maintain the highest possible credit rating for all categories of debt that can be achieved without compromising the City's operational objectives. The City recognizes that its credit rating can be impacted by conditions of the economy which are out of its control.

FINANCIAL DISCLOSURE

Every financial report and bond prospectus will follow the City's commitment to complete and full disclosure in conformance with industry requirements. The City's intent is to provide necessary information to constituents, council members, investors, departments, financial institutions, rating agencies, grantors, governmental agencies, and other interested parties. This includes, but is not limited to, meeting the Securities and Exchange Commission Rule 15c12-12 Secondary Disclosure Requirements.

DEBT LIMITS

The City will maintain outstanding debt in an amount not exceeding 60 percent of the City's aggregate statutory borrowing limit prescribed by State Statute 67.03(1)(a), in order to maintain a borrowing appropriate with our credit rating objectives, and the City's desire to preserve its financial flexibility by maintaining an adequate unused margin to be available for extreme emergencies.

INDEPENDENCE, METHOD AND AWARD OF SALE

The City will select a method of sale that is most appropriate in light of the City's financial position, the market environment, project specific needs and other related conditions. Unless specific situations exist, the City will issue its debt obligations through a competitive sale. Award of the sale will be based on the True Interest Cost Method (TIC). Under certain situations, it may be appropriate to seek financing through other methods such as negotiated sale or private placement. All such alternative methods of sale will receive prior approval from the Finance Committee and Common Council. The financial advisor shall maintain complete independence from the underwriting process.

REFUNDING PRACTICES

Periodic reviews of all outstanding debt will be performed to determine refunding opportunities. Refunding will be considered when there is a net economic benefit of the refunding (as measured in "present value"), to improve restrictive debt covenants or to improve debt structure.

ARBITRAGE

The City's bond counsel will prepare a no arbitrage certificate with tax-exempt issue. It is the responsibility of the Finance Department to assure compliance with the most current arbitrage regulations. The City will segregate bond fund investments or, at a minimum, maintain monthly allocations of commingled bond investments. The City will plan projects carefully in advance to determine the applicability of the rebate exceptions and, if necessary, will have rebate calculations performed annually during the

construction period, and no less often than on a five year basis thereafter, until the bonds mature.

IX

R. C. No. _____ - 16 - 17. By WHOLE. October 17, 2016.

Your Committee to whom was referred Gen. Ord. No. 22-16-17 by Alderpersons Holzschuh, Belanger, Bohren, Draughon, Heidemann, Hou-Seye, Schneider, Thiel and Trester repealing Sec. 2-138 of the Municipal Code, entitled "Remote attendance at meetings"; recommends that the Ordinance be passed.

reg

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

~~X~~

6.3

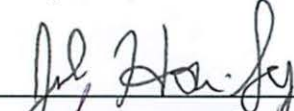
Gen. Ord. No. 22 - 16 - 17. By Alderpersons Holzschuh, Belanger, Bohren, Draughon, Heidemann, Hou-Seye, Schneider, Thiel and Trester. September 19, 2016.

AN ORDINANCE repealing Section 2-138 of the Municipal Code, entitled "Remote attendance at meetings."

THE COMMON COUNCIL OF THE CITY OF SHEBOYGAN DO ORDAIN AS FOLLOWS:

Section 1. Section 2-138 of the Sheboygan Municipal Code is hereby repealed.

Section 2. All ordinances or parts thereof in conflict with the provisions of this ordinance are hereby repealed to the extent of such conflict, and this ordinance shall be in effect from and after its passage and publication.





*C.OWT.
approve.*

I HEREBY CERTIFY that the foregoing Ordinance was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

VII

R. C. No. _____ - 16 - 17. By LAW AND LICENSING. October 17, 2016.

Your Committee to whom was referred R. C. No. 185-16-17 by Law and Licensing to whom was referred, pursuant to R. O. No. 104-16-17 by the City Clerk submitting various license applications; recommends that "Class A" Liquor License application No. 3220 - J Mart (Basudev Adhikari, Agent) be denied based upon the Law and Licensing Committee's guidelines used for granting and denying liquor licenses.

Reg

_____ Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

VII

6.3

R. C. No. 185 - 16 - 17. By LAW AND LICENSING. October 3, 2016.

Your Committee to whom was referred, pursuant to R. O. No. 104-16-17 by the City Clerk submitting various license applications for the period ending December 31, 2016, June 30, 2017 and June 30, 2018; recommends that "Class A" Liquor License application No. 3220 for J Mart Liquor be sent back to the Common Council with no recommendation.

*Reg.
re-refer to L&L
Holzochul / Donohue
to refer to L&L
Ayres - 11 says - 3
10/17/16 deny Jmart's license*

Susan Holzochul
Rosemarie Lester

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the 3rd day of October, 2016.

Dated October 4 2016. _____, City Clerk

Approved October 4 2016. _____, Mayor

VI

6.3

R. C. No. _____ - 16 - 17. By LAW AND LICENSING. October 17, 2016.

Your Committee to whom was referred R. O. No. 95-16-17 by the City Clerk submitting various license applications; recommends that Beverage Operator's License application No. 1906 be denied based upon his criminal record which makes him ineligible for the license.

*Reg.
Hobgood/
Ac + Ad*

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

II

Other matters

7.1

R. O. No. 95 - 16 - 17. By CITY CLERK. August 15, 2016.

Submitting various license applications for the period ending December 31, 2016, June 30, 2017 and June 30, 2018.

Law & Lic
 9/16/16 - grant all lic
 except hold Cruisers
 Jerguson, Johnsons,
 Koke, Koke, Murray,
 Wallin, McKinney, Morton
 9/16/16 - deny Morton, grant Jerguson,
 hold Koke, Murray, Wallin, McKinney
 10/3/16 - grant Koke, hold Murray
 deny Wallin & McKinney
 10/17/16 - deny Murray
 City Clerk

CHANGE OF PREMISE

<u>No.</u>	<u>Name</u>	<u>Address</u>
2742 8 th	Street Ale Haus	1132 N. 8 th St. - two-day event to be Held 9/16/17 & 9/17/16 to include parking lot/alley between 8 th and 9 th St., Erie & St. Claire Ave.
1040	Brennan's on Michigan	1101 Michigan Ave. - two-day event to be held 9/24 -9/25, 2016 to include current premise and the west & south parking lots.

"CLASS B" LIQUOR LICENSE (June 30, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3218	Lakeview Wine Bar	802 Blue Harbor Dr.
3217	Parker Johns BBQ & Pizza	705 Riverfront Dr.

"CLASS B" FERMENTED MALT BEVERAGE (June 30, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3216	Cruisers	3740 S. Taylor Dr.

"CLASS C" WINE (June 30, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3216	Cruisers	3740 S. Taylor Dr.

BEVERAGE OPERATOR'S LICENSE (June 30, 2018)

<u>No.</u>	<u>Name</u>	<u>Address</u>
1428	Allard, Kyle P.	1415 N. 7 th St.
1384	Aschenbach, Marc R.	817 Z Ct.
8611	Basler, Katlin R.	261 Osthoff Ave., Elkhart Lake
1332	Beardsley, Amber L.	4543 S. 16 th St.
6455	Behnke, Barbara J.	1006 N. 16 th St.
9830	Butcher, Brandi A.	163 Rochester Dr., Sheb. Falls
1343	Doyle, Margaret E.	N2035 Pine Beach Rd. S, Oostburg
1351	Ferguson, Steve L.	1834 N. 27 th St.
1392	Fricke, Stephanie Ania	910 New York Ave.
1391	Hanson, Savannah June	930 Pershing Ave.
1388	Her, Mai C.	1607 Illinois Ave.
1356	Johannsen, Danielle F.	3924 Country Place, #D
0603	Kohr, Tina J.	1308 S. 9 th St.
1377	Krump, Cheryl A.	2133 Bollmann Dr., #2C
4094	Kummer, Lynn M.	W2931 Pine Tree Circle, Sheb. Falls
1411	Lohse, Joshua J.	2106 S. 14 th St.
1765	Loiselle, Timothy L.	2025 Folger Ct.
1406	Miler, Tara A.	1415 N. 7 th St.
1906	Murray, Troy J.	515 S. 15 th St.
1387	Negrete, Vanessa M.	927 Dillingham Ave.
5690	Schaefer, Tammy L.	1519 Fieldstone Ln., Howards Grove
0414	Schwinn, Samantha L.	1627 Saemann Ave.
1371	Stumpy, Brianna R.	3516A S. 12 th St., #21
1407	Wollin, Devin P.	1610A Maryland Ave.

TAXICAB DRIVER'S LICENSE (December 31, 2016)

<u>No.</u>	<u>Name</u>	<u>Address</u>
1439	McKinney, Michael	1927 N. 7 th St.
1682	Morton, Patricia A.	3114 N. 9 th St.

IX

R. C. No. - 16 - 17 . By WHOLE. October 17, 2016.

Your Committee to whom was referred Charter Ord. No. 2-16-17 by Alderpersons Holzschuh, Heidemann, Hou-Seye, Schneider, Thiel and Trester (being subject to the home rule provisions of sec. 66.0101 of the Wisconsin Statutes) to maintain the number of alderpersons in the City of Sheboygan at 16; recommends that the Charter Ordinance be passed.

reg

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

~~II~~

6.4

Charter Ord. No. 2 - 16 - 17. By Alderpersons Holzschuh, Heidemann, Hou-Seye, Schneider, Thiel and Trester. September 19, 2016.

AN ORDINANCE (being subject to the home rule provisions of sec. 66.0101 of the Wisconsin Statutes) to maintain the number of alderpersons in the City of Sheboygan at 16.

WHEREAS, in 2015, the Common Council approved a charter ordinance reducing the number of alderpersons from sixteen (16) to ten (10), doing so following a schedule that allowed the reduction to be carried out via modifications to the terms of those alderpersons scheduled for re-election in 2017, the election of ten alderpersons in 2018, and the staggering of terms so that five alderpersons would be elected each year, beginning in 2019; and

WHEREAS, as required by state law, the charter ordinance did not take effect until sixty (60) days after its passage and publication in order to give the electors of the city the opportunity to object via a referendum petition as provided in sec. 66.0101 of the Wisconsin Statutes; and

WHEREAS, no such petition was filed, meaning the ordinance went into effect; and

WHEREAS, concerns have arisen among members of the Common Council about the 2015 change, and the Common Council desires to reverse the decision; and

WHEREAS, the Common Council wishes to reverse the decision because it believes sixteen (16) alderpersons are needed to provide adequate representation and because it believes having two alderpersons enables alderman to provide better coverage for their constituents; and

WHEREAS, the Common Council does not wish to put this matter to referendum first, as it is not the size of the council, but the performance and responsiveness of their representatives that is the real issue to Sheboygan citizens; and

WHEREAS, the Common Council, desirous of taking the advice of its City Attorney regarding potential timing issues, defeated a proposal to simply repeal the 2015 Charter Ordinance, and instead desires to make the change in a manner compliant with election laws.

THE COMMON COUNCIL OF THE CITY OF SHEBOYGAN DO ORDAIN AS FOLLOWS:

Section 1. The City of Sheboygan hereby elects, pursuant to the provisions of Sec. 62.09(1)(b) of the Wisconsin Statutes and the home rule provisions of Sec. 66.0101 of the Wisconsin Statutes, to retain the number of alderpersons in the City of Sheboygan at sixteen (16), but to do so in the following manner:

*C.O.W.
approve*

- A. In the Spring election of 2017, the eight (8) aldermanic positions up for election for the 2017-2018 council year (one from each district) shall be elected for a term of one (1) year.
- B. In the Spring election of 2018, all sixteen (16) aldermanic positions shall be up for election for the 2018-2019 council year. The eight (8) aldermanic positions that had been elected for a one (1) year term in 2017 shall be elected for a term of two (2) years, while the remaining eight (8) aldermanic positions shall be elected for a term of one (1) year.
- C. Thereafter, each alderperson shall be elected for terms of two (2) years.

Section 2. Section 2-224(c) of the Sheboygan Municipal Code, relating to terms of office for alderpersons, shall be repealed and recreated to read as follows:

"Sec. 2-224. *Terms.*

. . .

(c) *Alderpersons.*

- (1) The term of alderperson shall be two years, with the following exceptions:
 - a. The eight alderpersons elected in 2017 shall serve terms of one year; and
 - b. The eight alderpersons elected in 2018 from the seats that were not up for election in 2017 shall serve terms of one year.
- (2) The alderpersons shall be residents of the aldermanic district from which they are elected, and except as provided in (1), eight of their number, representing one alderperson from each aldermanic district, shall be elected each year."

Section 3. All ordinances or parts thereof in conflict with the provisions of this ordinance are hereby repealed to the extent of such conflict.

VIII

R. C. No. _____ - 16 - 17. By WHOLE. October 17, 2016.

Your Committee to whom was referred Res. No. 107-16-17 DIRECT REFERRAL by Alderpersons Donohue, Wolf and Draughon regarding an advisory referendum question related to the size of the Common Council of the City of Sheboygan; recommends that the Resolution be passed.

Reg

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

DIRECT REFERRAL

Res. No. 107- 16 - 17. By Alderpersons Donohue, Wolf and Draughon.
October 3, 2016.

A RESOLUTION regarding an advisory referendum question related to the size of the Common Council of the City of Sheboygan.

WHEREAS, in 2015, the Common Council approved a charter ordinance reducing the number of alderpersons from sixteen (16) to ten (10), doing so following a schedule that allowed the reduction to be carried out via modifications to the terms of those alderpersons scheduled for re-election in 2017, the election of ten alderpersons in 2018, and the staggering of terms so that five alderpersons would be elected each year, beginning in 2019; and

WHEREAS, as required by state law, the charter ordinance did not take effect until sixty (60) days after its passage and publication in order to give the electors of the city the opportunity to object via a referendum petition as provided in sec. 66.0101 of the Wisconsin Statutes; and

WHEREAS, no such petition was filed, meaning the ordinance went into effect; and

WHEREAS, concerns have arisen among members of the Common Council about the 2015 change; and

WHEREAS, the Common Council desires to obtain the opinion of the citizens of Sheboygan regarding the size of the Council via an advisory referendum.

NOW, THEREFORE, BE IT RESOLVED: That the following advisory referendum question shall hereby be submitted to the electorate of the City with the proviso that the question is not binding on the Common Council, but it is merely advisory.

BE IT FURTHER RESOLVED: That the non-binding referendum question shall be stated as follows:

"Shall the City of Sheboygan repeal its charter ordinance which reduces the size of the Common Council from 16 to 10?"

*C.O.W.
approve.*

BE IT FURTHER RESOLVED: That the City Clerk is directed to place this non-binding advisory referendum question to the electorate of the City at the next regular non-partisan election held within the City subject to meeting all necessary notification requirements to conduct such a referendum.

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk
Approved _____ 20____. _____, Mayor

VIII

R. C. No. _____ - 16 - 17. By SALARIES AND GRIEVANCES. October 17, 2016.

Your Committee to whom was referred Res. No. 114-16-17 by Alderperson Donohue adopting the 2017 City of Sheboygan Compensation Program for Non-Represented Employee; recommends that the Resolution be passed along with the amended 2017 City of Sheboygan Compensation Program for Non-Represented Employees.

reg

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

Other Matters

8.5

Res. No. 114 - 16 - 17. By Alderperson Donohue. October 3, 2016.

A RESOLUTION adopting the 2017 City of Sheboygan Compensation Program for Non-Represented Employees.

RESOLVED: That the Common Council hereby adopts the 2017 City of Sheboygan Compensation Program for Non-Represented Employees, a copy of which is attached hereto and incorporated herein.

*Sal & Grace
approve*

McLynne / Novak

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor



CITY OF SHEBOYGAN

COMPENSATION

PROGRAM

FOR

NON-REPRESENTED

EMPLOYEES

Resolution to Amend to Council: October 3, 2016

Agenda Item Salaries & Grievance Committee: October 10, 2016

Approval by City Council:

(Replaces 2016 Non-Rep Comp Plan adopted by way of Res. 114-16-17)

TABLE OF CONTENTS

	PAGE
I. Executive Summary	3
II. City of Sheboygan General Compensation Philosophy	3
III. General Program Definitions	3
Department Head	3
Department Head Advisory Committee.....	3
Employee(s)	3
Employer.....	4
Market Survey.....	4
Pay Grade.....	4
Performance Appraisal Review	4
Program.....	4
Salary Range	4
IV. Role of the Human Resources Department in Compensation Administration.....	4
V. Role of the Individual Departments in Compensation Administration.....	5
VI. Role of the Department Head Advisory Committee in Compensation Administration	5
VII. Role of the Salaries and Grievances Committee in Compensation Administration	6
VIII. Role of the Common Council in Compensation Administration.....	6
IX. Salary Structure	7
Minimum Rate	7
Midpoint Rate	7
Maximum Rate.....	7
X. External Relationships Pay Policy	8
A. Policy.....	8
B. Salary Surveys	8
C. Composition of the Market.....	8
D. Market Analysis Process	9
XI. Assignment of Positions to Salary Grades.....	9
A. Policy	9
B. Process.....	9
XII. Wage and Salary Guidelines	10
A. Policy	10
B. Guidelines	10
1. Salary Offers to New Employees.....	10

2. Salary Upon Promotion	11
3. Salary Upon Demotion	11
4. Salary Upon Transfer	11
5. Salary Upon Change in Pay Grade Due to Market Survey Analysis.....	12
6. Equity Adjustments.....	12
7. Part-Time Employment.....	12
XIII. Compensation Administration	12
A. Policy on Salary Increases	12
B. Performance Evaluations	13
C. Merit Adjustments Based on Performance Evaluations	13
1. Establishment of the Merit Increase Budget.....	13
2. Merit Increases Amount.....	14
3. Merit Adjustment Applied to Current Salary.....	14
4. Frequency of Merit Reviews.....	14
A. Employees Returning from a Leave of Absence or Rehired	14
5. Performance Appraisal Review Procedures.....	15
6. Delayed or Denied Merit Adjustments	15
7. Merit Increases Effective Date.....	15
8. Performance Appraisal Appeal Process.....	15
9. Retroactivity.....	16
10. Employee and Management Training.....	16
XIV. Compensation Program Reporting.....	16
A. Policy	16
B. Process	16
XV. Plan Communication and Management Training	16
Exhibits	
1) Performance Evaluation Process.....	18
2) Employee Questionnaire Form	19
3) Performance Evaluation Form	20
4) Goals Template Sample Form	21
5) Merit Incentive Award Guideline	22
6) Notice of Evaluation/Appeal.....	23
7) 2016 Non-Rep & DPW Wage Scale	24
8) 2017/2018 Department of Public Works Pay Plan	25
9) Revisions Log	26

I. EXECUTIVE SUMMARY

In 2012, the City of Sheboygan's Human Resources Department introduced a performance management system for Non-Represented employees which incorporated a pay for performance (merit based) review system. Employees who perform their job expectations will be eligible to receive a compensation increase provide the budget allows for an increase.

The range in pay for Non-Represented employees is a recommended 2%. In addition, a new pay scale has been developed for the Department of Public Works, introducing a modified step increase for employees under the control point. This will be launch in 2018, but introduced in 2017 in preparation of funding changes for budgeting purposes. This move provides advanced acceleration in pay for those in training and will support the competitive nature of qualified employees.

II. GENERAL COMPENSATION PHILOSOPHY

The salary and benefits provided by the City of Sheboygan to its employees are to attract and retain the most qualified and competent individuals to perform and provide quality public services to the citizens of Sheboygan. For this reason, the City will provide salaries based on internal equity and external competitiveness.

III. GENERAL PROGRAM DEFINITIONS

Department Head: For all purposes defined under this program, department head includes the following officers: City Administrator, Chief of Police, Fire Chief, Director of Public Works, Human Resources Director, Planning Director, and Information Technology Director, Transit Director, and Finance Director.

Department Head Advisory Committee: Depending on the issue needing guidance, this committee will be appointed as needed by the City Administrator and/or the Mayor and may include Department Heads, elected officials or other non-represented departmental leaders.

Employee(s): Any active, permanent full-time or permanent part-time, non-elected, non-represented employee, not including seasonal, temporary, extra help, or permanent employees whose regular work schedules are under 600 hours per year.

Employer: The City of Sheboygan.

Market Survey: The gathering, compilation, and analysis of market pay information by the Human Resources Department, or any agency or service contracted by the Human Resources Department, in order to determine the salary ranges for each pay grade.

Pay Grade: A group of one or more classifications which have been assigned the same pay range for compensation purposes. All jobs in a pay grade have the same range minimum, midpoint, and maximum rates.

Performance Appraisal Review: The procedure used by the employee's supervisor and/or department head to evaluate the employee's performance during the calendar year.

Program: Except where another program is specifically referred to, the compensation program for non-represented employees.

Salary Range: The pay range assigned to a specific pay grade, and which includes either a defined minimum, midpoint and maximum rate of pay, or a progression step and pay range maximum based upon comparable information.

IV. ROLE OF THE HUMAN RESOURCES DEPARTMENT IN COMPENSATION ADMINISTRATION

The Human Resources Department shall be responsible for the following compensation administration activities:

1. Developing, implementing, and monitoring organization-wide compensation policies, procedures and programs, and ensuring adherence to them.
2. Developing and maintaining current job analysis and job description information throughout the organization, continually monitoring changes to the jobs, and revising analyses and job descriptions as appropriate.
3. Providing analysis and recommendations to support the annual compensation policies to be made by the Common Council as described in Section VII.
4. Providing compensation administration reports and data needed for effective program review and control.
5. Developing recommendations for and implementation of approved pay rates, pay structures and pay practices; reviewing market data to determine changes necessary to ensure that the organization is competitive within the relevant municipal and private sector labor markets.
6. Ensuring compliance with wage and hour laws and regulations.
7. Consulting with managers, supervisors, and employees on compensation and performance management problems and issues.
8. Developing, implementing and monitoring performance management policies, procedures and programs. This includes developing and reviewing the effectiveness of performance appraisal activities, and ensuring that employees receive timely and accurate appraisals.
9. Preparing updates to the compensation program document contained herein for council review and approval, and providing this information to all employees covered by the program.
10. Educating employees on the current compensation program.

V. ROLE OF THE INDIVIDUAL DEPARTMENT IN COMPENSATION ADMINISTRATION

The individual departments shall be responsible for the following compensation administration activities:

1. Ensuring that approved compensation administration policies, programs, and procedures are followed in all divisions within the department.
2. Reviewing and approving all job descriptions and ensuring that the Human Resources Department is informed of all new and changed jobs so that jobs can be re-analyzed and new job descriptions can be developed.
3. Reviewing each employee's performance at least once a year and recommending any salary increase deemed appropriate. This task requires discussing the performance review and rating with the individual employee and submitting the required appraisal forms to the Human Resources Department for review and discussion of pay adjustments.
4. Recommending revisions in compensation administration policies, procedures, and practices to the Human Resources Director when deficiencies and problems are identified.

VI. ROLE OF THE DEPARTMENT HEAD ADVISORY COMMITTEE IN COMPENSATION ADMINISTRATION

The role of the Department Head Advisory Committee in compensation is one of providing a broad-based review of, and input into, overall compensation activities. The Department Head Advisory Committee on this issue includes the City Administrator, all Department Heads, the City Attorney, the Mayor, and the City Clerk. The Human Resources Director acts as chairperson.

The Department Head Advisory Committee will perform two (2) specific roles:

1. At the request of the Human Resources Director, provide counsel and assistance with regard to the integrity and effectiveness of the compensation program for non-represented employees;
2. Review and provide input into the annual major pay policy recommendations made by the Human Resources Director, before presentation to the Salaries and Grievances Committee (see Section VII).

All recommendations of the Department Head Advisory Committee shall be non-binding to the Human Resources Director, and for matters which come before them, the Salaries and Grievances Committee.

VII. ROLE OF THE SALARIES AND GRIEVANCES COMMITTEE IN COMPENSATION ADMINISTRATION

The Salaries and Grievances Committee shall be responsible for the overall administration of the compensation plan in coordination with the Human Resources Director, the Department Head Advisory Committee, the Common Council and other appropriate resources.

The Salaries and Grievances Committee performs the following functions:

1. Approves, subject to Common Council approval, annual recommendations made by the Human Resources Director, after input from the Department Head Advisory Committee, regarding major pay policy decisions including:
 - a. range adjustments
 - b. across-the-board increases, (if applicable)
 - c. merit increase annual budget
2. Approves all modifications to the compensation program described herein, for final approval by the Common Council.

VIII. ROLE OF THE COMMON COUNCIL IN COMPENSATION ADMINISTRATION

Each year, the Common Council shall make three (3) major pay policy decisions:

1. How much if any, pay ranges should be adjusted to be externally and internally competitive;
2. How much, if any, should be budgeted for across-the-board adjustments (if necessary to maintain internal equity);
3. How much should be budgeted for merit increases;

These decisions shall be made based on information and recommendations provided by the Human Resources Director, after input from the Department Head Advisory Committee, and approval of the Salaries and Grievances Committee.

In addition, upon recommendation of the Human Resources Director and the Salaries and Grievances Committee, the Common Council shall approve all changes to the overall compensation program described herein.

IX. SALARY STRUCTURE

The City salary structure consists of a specified number of salary ranges for which range minimum, midpoint, and maximum rates of pay are established.

MINIMUM RATE

The salary for any employee shall not be less than the minimum established for their pay grade provided the minimum requirements of knowledge and/or certification of the position are met.

MIDPOINT RATE

The midpoint of a range is typically the comparable market average pay for a position.

MAXIMUM RATE

The maximum rate, the top rate for a pay grade, is the maximum base salary the City will pay a position. The base salary for any incumbent shall not exceed the maximum rate established for his/her pay grade. Upon implementation of this pay plan, an employee

receiving a salary at or in excess of the maximum rate will not be eligible for any pay adjustments until their base rate of pay falls below the maximum for the pay range.

Salary grade 0 was added to account for Library "Pages". In salary grades 1-16, the range is 20% below and above the midpoint. In the DPW job classes 1-5, the maximum pay is 2% above 2016 maximum pay. See attached Exhibit #7, 2017 Non-Rep Pay Scale.

Assignment of classifications to the proper salary range is based on the market analysis results described in Section XI.

The salary structure shall be reviewed once each year, and may be adjusted by the Salaries and Grievances Committee based on recommendation of the Human Resources Director. This recommendation will be based on the following factors:

1. Known or reasonably anticipated range adjustments for the next year reported by comparable employers used in the market analysis;
2. Analysis of economic conditions faced by the City Government (e.g. loss of shared revenues); and
3. Range adjustments occurring in the City's union contracts or reasonably anticipated by the Human Resources Director.
4. The Consumer Price Index (CPI) as determined by WDOR (Wisconsin Department of Revenue)

Achieving consistency with the City's stated pay policy (see Section X. A.) and consideration of the above four (4) factors will be the basis of the recommendation.

X. EXTERNAL RELATIONSHIP

A. POLICY

The City's policy is to place its total salary practice at or near the prevailing market practice for jobs of similar content within the City's chosen market as defined herein. The City's policy includes a desire to provide salary advancement opportunities which recognize changes in the economy, differences in performance, and salary levels which are fair compared to the City's internal market (pay levels in the union groups) and local private sector like positions.

B. SALARY SURVEYS

The City's objective is to maintain a level of pay that is competitive with the level of pay for similar skills in other similar public jurisdictions and private sector for which it competes for employees in the marketplace. The City achieves this competitiveness through a systematic method of determining what other jurisdictions in its market pay.

Specific external relationships shall be determined in general every three (3) years, or for a specific job whenever:

1. A salary range midpoint of a classification is insufficient to attract qualified candidates for employment;
2. A continuing turnover pattern in a classification can be directly linked to established compensation levels; or
3. Management deems that specific external relationships must be examined.

C. COMPOSITION OF THE MARKET

The City of Sheboygan recognizes the importance of correctly surveying the market, in order to:

1. Set pay levels which attract a sufficient quantity of qualified applicants to fill open positions.
2. Retain its high-performing, valuable employees over time, in order to recoup training investments, optimize organizational effectiveness, and minimize unwanted turnover.

Market data shall be gathered directly from other cities through public information requests or as part of a participant or direct consultation of other qualified surveys which include, but are limited to, the following jurisdictions:

Appleton	Beloit	Eau Claire	Fond du Lac	LaCrosse
Janesville	Manitowoc	Oshkosh	Sheboygan County	

These jurisdictions were selected based on one or more of the following criteria: similar populations; similar per capita income; and close proximity to Sheboygan. The City shall periodically re-examine the appropriateness of the market base should circumstances arise which the City believes merit the need for such a re-examination.

D. MARKET ANALYSIS PROCESS

As required, the Human Resources Department will work with the department heads to update position descriptions. At a minimum, the position descriptions will contain the following information:

1. Purpose of position.
2. Description of essential functions of the job.
3. Description of marginal functions of the job.
4. Statement of required education and experience.
5. Description of knowledge, skills, and abilities required for the job.

A survey instrument will be created which includes short descriptions of each job and asks for relevant market data including, but not limited to, range minimums, midpoints, maximums, and actual rates.

The survey will be sent to the market jurisdictions, with follow-up contacts as necessary. Every reasonable attempt will be made to obtain this information.

1. The Human Resources Director will gather pay data from relevant positions within the City's current workforce as a comparable – that is the "internal market".

2. Relevant market data will also be reviewed with both municipal and private industry employers in the area. Wherever possible, the City of Sheboygan will participate in qualified surveys being performed either through other municipalities or will hire an outside agent to perform a survey if necessary. In addition, the Human Resources Department will perform a direct information search, gathering applicable data directly from other municipalities through a public information data request.
3. An adjustment shall be made, if necessary, to the compiled data so that survey information is relevant for the applicable year.

XI. ASSIGNMENT OF POSITIONS TO SALARY GRADES

A. POLICY

It is the intent of the City to provide a compensation program which relates the pay ranges for its classifications to the pay practices in the defined market. Therefore, the assignment of classifications to pay grades within the pay structure shall be based on market data whenever possible.

B. PROCESS

The Human Resources Director shall place positions into the appropriate salary grade where the midpoint of the grade is closest to the "market estimate" pay rate identified through the survey process. The market estimate rate, which could also be referred to as the prevailing rate in the market, is the calculated rate of pay which most closely approximates the worth of that position in the market at the time of the survey.

In an effort to maintain internal equity within the pay structure, the Human Resources Director shall identify the appropriate pay grade for positions for which there are insufficient market data using reasonable comparison of such jobs with other City jobs.

The assignment of classifications to pay grades shall be recommended by the Human Resources Director and approved by the Salaries and Grievances Committee. No employee's salary will exceed the maximum rate in his/her assigned salary range. If assignment to a grade leads to this occurrence, the situation will be resolved as described in Section XII, letter B,7.

At any time, when the applicable criteria indicate the need for a focused market analysis of a specific classification, the relevant market data from the City's market base shall be examined. Should the market data establish the need for a different pay grade assignment, the Human Resources Director make such recommendation to the Salaries and Grievances Committee for their approval.

In some cases, the City may determine that a different market base is warranted, given the specific circumstances of the position and the current market conditions.

XII. WAGE AND SALARY GUIDELINES

A. POLICY

The City recognizes the importance of consistency in determining wages and salaries for its employees. The intent of this policy is to provide guidelines for department heads to follow in the case of a new employee or change in employee status.

B. GUIDELINES

1. Salary Offers to New Employees

Once the best-qualified candidate for the position is identified, the department head and Human Resources Director will determine the starting salary that will be offered to the individual. The Department Head or Human Resources Department shall make a conditional offer of employment to the candidate (conditional offers inasmuch as they are contingent on the City of Sheboygan's verification of reference information, completion of any background check, successful completion of any post-offer medical examination/drug screen, and submission of satisfactory employment eligibility documentation required by law and approval by the Salaries and Grievances Committee).

The Human Resources Director shall have the authority to approve a salary offer up to the midpoint of the salary range. Any recommendation which exceeds this amount must be approved by the Salaries and Grievances Committee. Such recommendations should be based on employment market realities and/or individual qualifications. Because the salary range minimum rate for each grade is linked to the midpoint but does not automatically represent the amount for which individuals can be attracted to public service, some flexibility in setting hiring levels may be necessary to remain competitive.

The following guidelines shall apply to these situations:

- a.) Given the law of supply and demand, once a candidate is chosen, the employee's current rate of pay or most recent rate will be taken into consideration at the time an offer is made.
- b.) Generally speaking, applicants who barely meet or barely exceed the minimum education and experience requirements shall be hired at the range minimum rate for the pay grade in which their position has been placed.
- c.) Applicants who exceed the minimum requirements of the position as specified in the job description by at least two (2) years of experience may be hired at a salary no higher than the upper half of the range between minimum and midpoint (2nd quartile).
- d.) Applicants with five (5) or more years of experience over the minimum requirements may be hired at a salary which is no higher than the lower half of the range between midpoint and maximum (3rd quartile).
- e.) Before an offer is made to an applicant, it must be approved, in consultation with the respective department head, by the Human Resources Director. Any department head desiring to hire an applicant under items a) or b), above, must request special approval from the Human Resources Director who shall, when necessary, forward such request to

the Salaries and Grievances Committee. The maximum of the salary range shall not be exceeded.

Note: Additional years of education that exceed the minimum requirements and are directly related to the position may be used to equate with additional years of experience for determining placement in the range.

2. Salary upon Promotion

A promotion is defined as a change by an employee from one position to another which has a higher salary range. At a minimum, promoted employees shall be placed at either the minimum rate in the new salary range, or their current salary, whichever is greater. Every promotion is unique. A reasonable approach will be taken to provide an appropriate incentive for the chosen candidate. All promotional salary offers must be approved by the Human Resources Director.

3. Salary upon Demotion

When an employee is unable to perform the position they hold, they will either be laid off or demoted. Each situation is unique as it depends on availability of additional positions and/or the employees qualifications. Generally, if an employee is demoted, they will experience a pay reduction. The demoted employee will need to demonstrate the ability to perform the essential functions in a new position and will be paid an appropriate level of pay considering their abilities and the pay scale of the new position.

4. Salary upon Transfer

An employee who transfers or is transferred from one classification to another classification in the same pay grade shall receive no salary adjustment, provided the transferred employee can perform the essential functions of the new position.

5. Salary upon Change in Pay Grade Due to Market Survey Analysis

When, as a result of the market survey analysis periodically undertaken by the City, an employee's classification is placed into a different pay grade, there will be no salary adjustment. If the employee's present salary is at the top pay for the grade or more than the new range maximum, the employee will not be eligible for an increase to his/her base pay while his/her salary equals or exceeds the range maximum. Such employees, however, will be eligible for a lump sum merit bonus (actual amounts are identified on the Merit Adjustment Schedule).

6. Equity Adjustments (This section replaces Compression Adjustments)

The concept of compression will be reviewed based on market data for a position rather than a reporting structure. This allows for increase reporting flexibility while acknowledging that pay is market driven rather than a factor of reporting structure. Equity adjustments are usually a one-time adjustment to realign the employee's salary to market value for the position and takes into consideration the number of direct reports an employee may have, as well as the duties assigned to that position.

7. Part-Time Employment

Part-time employees are those in which the employee is normally scheduled to work less than forty (40) hours in a work week. This includes intermittent positions working up to eight (8) hours per day on an irregular and uncertain schedule which alternately begins, ceases, and

begins again as the needs of the City require. Part-time employees shall be hired at a pay grade which is equivalent to or compatible with the hiring rates established for similar full-time classifications. Permanent part-time employees shall be eligible for salary increases under the same manner as full-time employees (see Section XII, B. 5).

XIII. COMPENSATION ADMINISTRATION

A. POLICY ON SALARY INCREASES

The purpose of the City's pay increase policy is to establish and maintain an appropriate relationship between an employee's performance and pay. The system provides management with a mechanism to recognize individual accomplishments and to relate them to pay increases. The Merit Adjustment Program is intended to reward employee growth in a job as well as to differentiate in levels of performance and contribution.

Generally speaking, temporary and/or seasonal part-time employees may be paid at market rate due to the temporary nature of the position, even with returning employees. The position may or may not qualify for an increase from one year to the next.

The City's pay increase policy is designed to attract and retain high-quality employees, to reward employees in accordance with performance on the job, and to motivate employees to their highest level of performance. Above all else, the City treats its employees as individuals and as members of the team by allowing employees to influence their pay opportunities through performance on the job.

Employees are encouraged at all times to work to the best of their abilities, to find ways to eliminate unnecessary work, and to discuss with their supervisor how tasks can be better performed. The result of employee contribution is a more productive City government -- a City more able to meet its obligations to the citizenry, respond to changes in technology and in the workplace, and a City that understands and satisfies the needs of its customers. The City's success and its ability to support its compensation practices depend on employee efforts and contributions.

B. PERFORMANCE EVALUATION

The City of Sheboygan recognizes the importance of recognizing an employee's efforts and follows a merit increase program where an employee's pay is affected by their performance. Subject to the City Council approved a 2.0% increase to budget for payroll, depending on where an employee falls within their pay scale, an employee has the ability to earn up to a total of 2.0% through exceptional performance in both the completion of their day-to-day activities and in the performance and accomplishments of the goals or special projects they have throughout the year.

Each employee will receive a performance review every 12 months. For 2017, a change is recommended to switch from a review based on one's employment anniversary or their most recent promotional move, to calendar-year based review, effective January 1, 2017. This adjustment is a change from the 2016 Non-Represented Compensation Plan. City Council approval of the 2017 Non-Represented Compensation Plan revises the program and authorizes merit reviews to be performed between October and December, 2016, in preparation for a January 1, 2017 effectivity date.

The review form has 4 categories of performance: Unacceptable, Below, Successfully Achieved and Exceeds. The 2017 paper form is attached (see Exhibit #3), Yearly Performance Evaluation. A mandatory move to an electronic form is anticipated during the 2017 calendar year. The content will remain the same as the paper form. Either electronic or paper evaluation is acceptable for 2017. In addition, the City Administrator may have an evaluation form that is unique to the position, as governed by the Salaries & Grievance committee and the direction and approval of City Council.

Goals are also established during the evaluation process, primarily by the supervisor with input from the employee. Wherever possible, goals are SMART (Specific, Measurable, Attainable, Relevant, and Time-bound). Supervisors and/or Department Heads and the employee need to document the employee's goals for the upcoming evaluation year, and may use one of two goals template listed in Exhibit #4.

C. MERIT ADJUSTMENTS BASED ON PERFORMANCE EVALUATIONS

Merit adjustments are granted to employees to encourage efficiency and to reward performance when the City's economic conditions permit. Merit increases are not automatic; nor does an employee acquire any right to an increase because of length of service or time in a job. Merit adjustments are based upon his/her supervisor's appraisal of the employee's performance in relation to established performance standards and goals. A merit adjustment should reflect a performance level that has been consistently demonstrated over a meaningful period of time, typically 12 months. If merit adjustments are awarded to the employee based on their performance, any pay increase will be issued on January 1, 2017.

1. Establishment of the Merit Increase Budget

The overall funding for the Merit Increase program budget shall be determined by the Common Council on an annual basis, following recommendation by the Human Resources Director with approval of the Salaries and Grievances Committee. The size of the budget will be based primarily on the economic conditions currently experienced by the City and any other factors deemed relevant by the Common Council.

2. Merit Increase Amount

Once the budget has been approved, it is up to each supervisor and/or department head to approve the amount granted to the employee. The City establishes the percentage guidelines in the merit adjustment on an annual basis and the amounts, therefore, are subject to change. A reserve amount will be set aside for merit increases, but the actual amount available as a percent increase will be determined the calendar year.

All merit increase adjustments shall be based on documented performance with higher increase percentages being reserved for performance that has overwhelmingly exceeded performance expectations. The actual size of the merit increase shall follow the percentage guidelines in the Merit Adjustment Schedule found in Exhibit #5. All merit adjustment requests made by department heads for individual employees are subject to appropriate documentation which is reviewed by the Human Resources Director.

The City shall review the merit adjustment amount every year. This review will be conducted by the Human Resources Director with approval with the Salaries and Grievances

Committee. All changes to the schedule shall be subject to the approval of the Common Council.

3. Merit Adjustments Applied to Current Salary

The merit adjustment percentage will be applied directly to the employee's current salary. Salary ranges will be reviewed periodically to insure the City's pay ranges remain competitive while the merit adjustment schedule is reviewed annually. Base wage adjustments provides newer employees and those in the lower part of the wage scale the opportunity to reach the midpoint, or fair market value, at a rate which reflects their job performance. (i.e. the better the performance the faster they reach the midpoint). It also allows above average and outstanding performances to exceed the midpoint which would be expected for employees who constantly perform at those levels, as well as those who either have greater experience levels when starting the position or those who have a greater length of time on the job.

4. Frequency of Merit Reviews

Consideration for merit adjustments shall be once every twelve (12) months. In 2016, the evaluation and merit increase, if any, took place around the employee's work anniversary. This concept is transitioning to a January 1 effectivity date for performance increases. In preparation for this transition, performance reviews will be completed during the last quarter of 2016. Those whose anniversaries are between October and December, 2016 will have a performance review that reflects performance the previous 12 months, and will also be considered the review for calendar year 2016. Identified merit will be considered applicable to their employment or promotional anniversary and a separate merit will be issued on January 1, 2017.

A. Employees Returning from a Leave of Absence or Rehired

If an employee is off work on a qualified Leave Of Absence at the time the performance evaluation and applicable merit or incentive increase is due, upon return from leave to "active duty", the employee will receive any identified increase effective from the first date returned to active duty. Employees not returning to work, that is, employees who do not return to active duty, are not eligible for retroactive pay.

5. Performance Appraisal Review Procedures

All employees shall be evaluated by their department head a minimum of once per year. The employee's supervisor shall evaluate each employee's performance for the period following the employee's last performance appraisal review and recommend a merit adjustment for the employee that is consistent with the established merit adjustment amount, using either a manual performance appraisal process (Exhibit #1) and appropriate form (Exhibit #3), or utilizing the on-line review process in MUNIS. In addition, the employee will be provided a feedback opportunity by completing an Employee Questionnaire Form (Exhibit #2) or completing the on-line questionnaire.

6. Delayed or Denied Merit Adjustments

Department heads may deny or delay merit adjustments if employees are not performing in a fully capable manner. When merit adjustments are delayed or denied, a plan of action for improvement and a target date shall be set by the supervisor. Special performance appraisals are conducted when improvements have been noted or when the target date has been reached. Under no circumstance shall the period of time be shorter than three (3) months or longer

than the employee's next scheduled review date. If the employee is then performing in a fully capable manner, the merit adjustment deemed appropriate by the department head may be granted. No adjustment shall be given on a retroactive basis, however. The decision to grant or deny a delayed merit adjustment must be made within thirty (30) days of the employee's review date. Employees normal review dates are not advanced by this denial/delay.

7. Merit Increases Effective Date

Except in the case of delayed or denied increases, the effective date for application of the merit adjustment increase shall be January 1, 2017.

8. Performance Appraisal Appeal Process

Following a completed Performance Evaluation, the supervisor will notify the employees of the appropriate merit adjustment. If the employee is not in agreement with the merit adjustment identified, the employee may request a meeting with the Department Head. If the employee continues to be dissatisfied, the employee may request a meeting with the Human Resources Director. A final appeal will be allowed in front of the Salaries and Grievances Committee. The employee will need to complete a *Notice of Evaluation Appeal Form* (Exhibit#6) which is then submitted to the Human Resources Director. The Human Resources Director will promptly submit the Notice of Evaluation Appeal Form to the Salaries and Grievances Committee. The Salaries and Grievances Committee will schedule a meeting with the employee and the employee's department head to hear the employee's appeal, after which the Salaries and Grievances Committee will either confirm the recommended merit adjustment or approve a new merit adjustment for the employee based upon additional objective facts. The decision will be confirmed in writing to the employee as indicated on the Salaries and Grievances Committee's Merit Adjustment Form, and this decision shall be final.

The fact that an employee has requested a further review by the Salaries and Grievances Committee shall not, in any way, affect the employee's position within the department or as an employee of the City of Sheboygan.

9. Retroactivity

Employees terminating employment for any reason prior to Common Council adoption of an adjustment to the compensation, employment are not entitled to any retroactive application of that adjustment.

10. Employee and Management Training

The Human Resources Department shall conduct periodic training on the performance appraisal process to all supervisors, managers, and department heads responsible for conducting appraisals. The Human Resources Department will conduct periodic employee training on the performance management program in general, particularly if changes to the program occur.

XIV. COMPENSATION PROGRAM REPORTING

A. POLICY

The interests of the Common Council are best served by management reports which accumulate all costs and related information needed in their role as policy-makers who are ultimately

responsible for the compensation plan. These reports shall be facilitated by the Human Resources Department which will be responsible for compiling, summarizing and presenting the information to the Salaries and Grievances Committee and Common Council.

B. PROCESS

The report shall be done on an as-needed basis, often as part of the budget process for the next year, and will contain the following information:

1. A breakout of requested annual adjustment dollars by component:
 - a. Merit Adjustments
 - b. Equity Adjustments
2. Assurance through Human Resources Department review that all employees have been evaluated.
3. A confidential report on the distribution of performance ratings.
4. Any other information deemed pertinent by Council.

XV. PLAN COMMUNICATION AND MANAGEMENT TRAINING:

The City recognizes the importance of ensuring that all employees are fully knowledgeable about the details of the compensation plan. To that end, the Human Resources Department shall be responsible for the following actions:

1. Preparing and distributing plan information for all new employees as part of the orientation process.
2. As plan changes occur pursuant to Council action, preparing information and holding meetings with employees to review all changes, and preparing and distributing individual notification to employees regarding any changes to their compensation. If minor changes are made, or if the change of the Non-Rep Comp Plan consist primarily to identify differences in the merit adjustment guide and/or pay scale, the Human Resources Department will distribute communication via posting a memo with the changes, either in a department or transmitted through intranet communications.

The City also recognizes the need to provide supervisors, managers, and department heads with details of the compensation plan and their important roles in its administration. To this end, the Human Resources Department shall be responsible for providing new, and updating current supervisors, managers, and department heads thorough training in the areas of:

1. City compensation policies and procedures.
2. Sound pay-for-performance practices and City compensation techniques such as the use of pay increase guidelines.

3. Use of the budgeted merit adjustment and methods for forecasting increases.
4. Use of planning worksheets which include individual employee's past performance rating history, past raises, and timing of these raises, to provide the information to allow increases to be based on long-term performance opposed to short-term changes.

Exhibit #1 Performance Evaluation Process



Performance Evaluation Process

On-going organizational success depends on the intellectual capital within the organization. This program is a critical strategic tool for attracting and retaining qualified employees to sustain our organization and ensure that our employees are achieving their own personal development goals.

- Step 1: Department leaders need to identify current and future needs within their department, as well as needs within other departments they affect. Once that's completed, goals need to filter throughout the department. Employees may utilize either a "Goals Template" or the second page of the Performance Evaluation Form. If MUNIS is utilized, employees may upload their goals in the narrative section of the evaluation process.
- Step 2: Approximately 3 weeks prior to the evaluation, manager should provide employee with an Employee Questionnaire Form. The employee needs to complete the questionnaire and return to the supervisor prior to the performance evaluation.
- Step 3: Performance Evaluation. On a yearly basis, supervisor need to evaluate the performance of the employee. There are 4 general categories to describe the employee's performance:
4. **PERFORMANCE EXCEEDS EXPECTATIONS** - A level of accomplishments that overwhelmingly go beyond reasonable but demanding standards of performance, particularly in the key areas of responsibility. This employee consistently demonstrates an exceptional level of achievement and an demonstrate how this was accomplished.
 3. **PERFORMANCE SUCCESSFULLY ACHIEVED EXPECTATIONS** - A level of performance that clearly achieved all major requirements of the position. It reflects good, solid performance expected of those who possess the necessary education, training, and experience for the job. This rating applies to those employees who consistently perform in an effective and professional manner.
 2. **PERFORMANCE NEEDS DEVELOPMENT / IMPROVEMENT** - Often a rating reflective of a new employee to the organization or the position, this rating reflects the need for development as not all performance fully meets the requirements of the position. The need for further development and improvement is clearly evident.
 1. **UNACCEPTABLE PERFORMANCE** - A level of performance which is clearly below minimum job requirements, even when close supervision has been provided. Performance must significantly improve within a designated period of time if the employee is to remain in the position.
- Step 4: See the Merit Adjustment Schedules to determine what, if any, eligibility the employee has for a pay increase or lump sum payout based on their overall performance for both a merit increase and an incentive bonus. Complete the Merit Adjustment Form, attain appropriate signatures and forward all completed forms to Human Resources.

Throughout the year, Implement the formal and informal development opportunities through a combination of mentoring, coaching, job rotation, traditional educational programs, seminars and on-line learning solutions.

Exhibit #2
Employee Questionnaire Form



Performance Evaluation Process
Employee Self Evaluation Questionnaire

Name _____ Date _____
Print


Position _____ Evaluation Period _____

As a part of the evaluation process, use this form to review, describe, and evaluate your job performance over the past evaluation period. Share this form with your supervisor prior to your evaluation meeting for submittal with your annual performance evaluation for your file.

1. What were your most significant work-related accomplishments? (Include projects, assignments, new skills or knowledge gained.)
2. How do these accomplishments relate to your key responsibilities and goals for you and our department?
3. What goals were identified to be accomplished but you were unable to achieve and why?
4. What are your goals for the next evaluation period?
5. How will you accomplish these goals? And when do you anticipate completing them?
6. What do you need to accomplish these goals?
7. How can your immediate supervisor and/or management do to help you to accomplish your goals or work more effectively and support your position?
8. What additional training or development would help you improve and/or enhance your work performance?
9. What feedback or suggestions do you have to improve our department or City employment?

Exhibit #3

Sample Performance Evaluation Form / Competency Ratings (Form or electronic evaluation in MUNIS)



Shelby County
Tennessee

Yearly Performance Evaluation

Name: _____

Job Title/Grade: _____

Change Rate from _____ to _____

Clock: _____

Dept: _____

Exp. Date: _____

	UNACCEPTABLE Not Competent in Position	BELOW Working toward Competency in Position	SUCCESSFULLY ACHIEVED Competent in Position	EXCEEDS OVERWHELMINGLY EXCEEDED EXPECTATIONS	COMMENTS:
Quality of Work Measures the ability of the employee to meet quality standards.	<u>Many mistakes.</u> Repeated occurrences of careless work and excessive rework/redoing of assignments.	<u>Needs improvement.</u> Higher than normal amount of rework.	<u>Successfully Achieved.</u> Good performance. Work seldom requires rework.	<u>High quality.</u> Consistently produces top-notch quality in all assignments. Able to meet difficult tasks.	
Quantity of Work Measures the ability of the employee to meet production standards.	<u>Fails to meet standards.</u> Very slow or most job assignments. Fails to meet standards of the position.	<u>Below standard.</u> Generally below standard. Requires more time to complete assignments than expected.	<u>Achieved standards.</u> Successfully achieved standards and requirements of the position.	<u>Production high.</u> Employee consistently exceeds production standards or goals.	
Job Knowledge Measures the employee's knowledge of the job and standard work practices.	<u>Unwilling/unable.</u> Has not learned and/or makes the attempt to improve.	<u>Is still learning job.</u> Does not fully understand all job requirements or standard work procedures.	<u>Knows job requirements.</u> Follows standard work methods and procedures.	<u>Good job knowledge.</u> Knowledge of standard work. Keeps up with new developments.	
Work Area/Safety Measures employee's commitment to safety and continuous improvement.	<u>Does not support.</u> Departmental objectives are ignored and/or has minimal regard for safety.	<u>Shows some support.</u> of continuous improvement objectives and safety; areas for improvement needed.	<u>Supports safety objectives.</u> Successfully follows safety rules and procedures.	<u>Leads safety.</u> Keeps work area in excellent condition and follows safety rules. Goes above and beyond.	
Adaptability Measures employee's ability to adapt to changing work environment and support team initiatives.	<u>Resists change.</u> Slow to adapt to new situations or support cross-functional needs of the department.	<u>Slow to adapt.</u> Some resistance to change. Slow to adapt to cross-functional initiatives.	<u>Adaptable.</u> Learns job requirements in a normal amount of time. Supports improvement.	<u>Adjusts readily.</u> Very adaptable to change. Takes ownership of initiatives.	
Cooperation Measures employee's ability to respond positively to assigned tasks and to work with others.	<u>Does not follow instructions.</u> Continual friction with others and is hard to work with.	<u>Reluctant to follow directions or instructions.</u> Periodic friction with others.	<u>Follows instructions.</u> Cooperates with supervisor and co-workers.	<u>Meets needs readily.</u> Responds to unusual or difficult assignments. Excellent team work.	
Attitude/Work and Co. Measures employee's ability to work toward City objectives of higher productivity without excessive rework.	<u>Constantly critical of employer, job assignment, and/or other employees.</u> Has caused dissension among others.	<u>Needs improvement in overall attitude toward the City and/or fellow employees.</u>	<u>Positive Attitude.</u> Has positive attitude toward his/her work and the City. Sets a good example for others.	<u>Very positive attitude.</u> Promotes good will. Held in high esteem by co-workers and supervisors and members of the community.	
Dependability Measures the employee's ability to follow job instructions and complete his/her assignments.	<u>Unable or unwilling to follow job instructions and has repeated trouble completing work assignments.</u>	<u>Needs guidance to insure job instructions are followed and work assignments completed.</u>	<u>Generally dependable.</u> Can be depended upon to do the job correctly and within stipulations.	<u>Completes jobs under any conditions to the best of his/her ability.</u>	
Attendance/Punctuality Measures employee's overall attendance and punctuality.	<u>Unreliable attendance.</u> High absence and tardiness rate. Leaves early. Doesn't respond to emergencies.	<u>Often tardy or absent.</u> Employee is working too and improvement.	<u>Acceptable attendance.</u> Tardy very seldom. Responds to emergency calls. Willing to stay late when needed.	<u>Very good attendance.</u> At work on time. Willing to help out for emergencies calls.	
OVERALL PERFORMANCE Based on ratings above, indicate the employee's overall performance rating.	<u>UNACCEPTABLE.</u> Employee's performance is unacceptable to position. (Not Competent)	<u>BELOW MINIMUM.</u> Employee's performance at times fails to meet minimum job requirements. (Working toward competency)	<u>ACHIEVED.</u> Employee's performance meets all position requirements. (Employee is competent in his/her job)	<u>EXCEEDS.</u> Employee's performance exceeds position requirements. (Employee is very competent in job)	

Supervisor's Signature

Date

Department Head's Signature

Date

Human Resource Signature

Date

8prodccr.01.2013

Review	Recommendation	Evaluation			
Competency	Rating	Score	Comment	<input type="button" value="Eval Comments"/>	
QUALITY	EXCEEDS	4.00	(High Quality) Consistently produces top-notch quality		
QUANTITY	EXCEEDS	4.00	(Production high) Employee consistently exceeds product		
JOB KNOW	EXCEEDS	4.00	(Good job knowledge) Knowledge of standard work. Keep		
WORK AREA	EXCEEDS	4.00	(Leads safety) Keeps work area in excellent condition a		
ADAPTABLE	EXCEEDS	4.00	(Adjusts readily) Very adaptable to change. Takes own		
COOPERATE	EXCEEDS	4.00	(Does not follow instructions) Continual friction with		
ATTITUDE	EXCEEDS	4.00	(Constantly critical) of employer, job assignment, and		
DEPENDABLE	EXCEEDS	4.00	(Needs guidance) to insure job instructions are followe		
ATTENDANCE	EXCEEDS	4.00	(Acceptable attendance) Tardy very seldom. Responds to		

Exhibit #4

Goals Template

Goals can be listed as part of the Evaluation Form or Listed Separately

Communications Review / Feedback Opportunity
(This section must be completed and signed by the employee)

1. Goals for the next year (supr completes / may use Goals Template):

2. Additional comments

Page 2

I have received an explanation of this evaluation and would like to make the following comments:

Next Review Date _____ Employee's Signature _____ Date _____

DEPARTMENT CH: _____ 2015 YEARLY REVIEW		2015
Measurable Goals, Objectives and Results		
Goal:	_____	CAREER
Timeframe:	_____	
Steps:	_____	
Questions:	_____	
Goal:	_____	BUSINESS TRAINING
Timeframe:	_____	
Steps:	_____	
Questions:	_____	
Goal:	_____	SOFTWARE
Timeframe:	_____	
Steps:	_____	
Questions:	_____	
Goal:	_____	PRIMARY DUTY
Timeframe:	_____	
Steps:	_____	
Questions:	_____	
Goal:	_____	OTHER COMMITMENTS
Timeframe:	_____	
Steps:	_____	
Questions:	_____	

Calendar	<table style="display: inline-table; border-collapse: collapse;"> <tr> <td style="border: 1px solid black; padding: 1px;">NOV</td> <td style="border: 1px solid black; padding: 1px;">DEC</td> <td style="border: 1px solid black; padding: 1px;">JAN</td> <td style="border: 1px solid black; padding: 1px;">FEB</td> <td style="border: 1px solid black; padding: 1px;">MAR</td> <td style="border: 1px solid black; padding: 1px;">APR</td> <td style="border: 1px solid black; padding: 1px;">MAY</td> </tr> <tr> <td style="border: 1px solid black; padding: 1px;">JUN</td> <td style="border: 1px solid black; padding: 1px;">JUL</td> <td style="border: 1px solid black; padding: 1px;">AUG</td> <td style="border: 1px solid black; padding: 1px;">SEPT</td> <td style="border: 1px solid black; padding: 1px;">OCT</td> <td style="border: 1px solid black; padding: 1px;">NOV</td> <td style="border: 1px solid black; padding: 1px;">DEC</td> </tr> </table>	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEPT	OCT	NOV	DEC	Notes
NOV	DEC	JAN	FEB	MAR	APR	MAY										
JUN	JUL	AUG	SEPT	OCT	NOV	DEC										

(shade in the months that correspond with the GOAL Timeframe)

Exhibit #5



**MERIT / INCENTIVE AWARD GUIDELINE FOR
NON-REPRESENTED EMPLOYEES**

2017

The City of Sheboygan employees continue to provide quality services for the needs of this community. In an attempt to reward the employees for their service, the City offers employees a merit-based performance program, rewarding employees for successfully achieving or exceeding their performance requirements. Increases in pay are discretionary and based on the evaluation of one's supervisor, both for individual performance on a day-to-day basis, as well as in the accomplishment of goals or additional responsibilities. The following guide is to be utilized for the 2017 discretionary merit program:

Merit Award

Supervisors review employee's performance in the completion of day-to-day tasks throughout the year. This review is completely discretionary on the part of the supervisor, as is the amount of the award. Merit awards are added to an employee's base pay until the employee's pay reaches the maximum pay for the position.

<u>Merit Award Rating</u>	<u>Increase Percent</u>
<u>Overall Performance</u>	<u>Range</u>
Unacceptable	0.00%
Below Minimum	0.00%
Successfully Achieved	Up to 1.25% *
Exceeds	Up to 1.50% *

* An increase to base compensation cannot exceed the pay range.

Incentive Award

Supervisors and employees have the ability to earn additional compensation by either completing goals identified at the beginning of the year and/or being assigned additional duties and/or projects throughout the year. Employees with a salary below the top of the pay grade for their position shall have the increase applied to base wages. Employees at or over the top of their pay scale are not eligible for additional compensation.

<u>Incentive Award</u>	<u>Increase Percent Range</u>
Unacceptable	0.00%
Below Minimum	0.00%
Successfully Achieved	Up to 0.25% *
Exceeds	Up to 0.50% *

To reach the "exceeds" performance level, employees must "overwhelmingly exceed expectations" in the majority of their performance competencies or goal achievement.

* An increase to base compensation cannot exceed the pay range.

Exhibit #6



CONFIDENTIAL

NOTICE OF EVALUATION/APPEAL

TO: Sandy Rolrick
Director of Human Resources & Labor Relations

FROM: _____
Employee

Position

I have reviewed my performance evaluation and my merit adjustment recommendation with my Department Head.

I understand that my performance rating is _____ on a three-point scale yielding an increase of _____ percent based on the midpoint of my pay range.

I understand that if I request a merit adjustment review by the Salaries and Grievances Committee, my decision will not, in any way, affect my position within the department or as an employee of the City.

I do / do not request a further merit adjustment review by the Salaries and Grievances Committee.

Signature of Employee

Date

cc: Department Head

P:\NonRep\comp\plan\2016
Notice of Evaluation Appeal

Exhibit #7
2017 Non-Rep Pay Scale


 2017 City of Sheboygan			
Non-Represented Administrative Salary Ranges			
Grade	Minimum	Midpoint	Maximum
0	\$ 8.00	\$ 9.60	\$ 11.52
	\$ 16,640.00	\$ 19,968.00	\$ 23,961.60
1	\$ 11.92	\$ 14.90	\$ 17.88
	\$ 24,791.15	\$ 30,988.94	\$ 37,186.73
2	\$ 13.65	\$ 17.06	\$ 20.48
	\$ 28,392.10	\$ 35,490.12	\$ 42,588.15
3	\$ 16.20	\$ 20.25	\$ 24.30
	\$ 33,689.65	\$ 42,112.06	\$ 50,534.48
4	\$ 17.61	\$ 22.01	\$ 26.42
	\$ 36,632.73	\$ 45,790.92	\$ 54,949.10
5	\$ 19.08	\$ 23.85	\$ 28.62
	\$ 39,679.69	\$ 49,599.61	\$ 59,519.54
6	\$ 20.53	\$ 25.67	\$ 30.80
	\$ 42,709.34	\$ 53,386.67	\$ 64,064.00
7	\$ 21.99	\$ 27.49	\$ 32.98
	\$ 45,738.98	\$ 57,173.73	\$ 68,608.47
8	\$ 22.88	\$ 28.60	\$ 34.32
	\$ 47,591.39	\$ 59,489.24	\$ 71,387.09
9	\$ 27.43	\$ 34.29	\$ 41.15
	\$ 57,061.20	\$ 71,326.49	\$ 85,591.79
10	\$ 29.60	\$ 37.00	\$ 44.40
	\$ 61,562.38	\$ 76,952.98	\$ 92,343.57
11	\$ 32.93	\$ 41.16	\$ 49.39
	\$ 68,487.28	\$ 85,609.11	\$ 102,730.93
12	\$ 36.26	\$ 45.32	\$ 54.38
	\$ 75,412.19	\$ 94,265.23	\$ 113,118.28
13	\$ 39.59	\$ 49.48	\$ 59.38
	\$ 82,337.09	\$ 102,921.36	\$ 123,505.63
14	\$ 42.97	\$ 53.72	\$ 64.46
	\$ 89,383.18	\$ 111,728.97	\$ 134,074.77
15	\$ 45.54	\$ 56.92	\$ 68.30
	\$ 94,715.35	\$ 118,394.19	\$ 142,073.03
16	\$ 48.14	\$ 60.18	\$ 72.21
	\$ 100,134.09	\$ 125,167.61	\$ 150,201.13
Non-Represented Department of Public Works Labor Workforce			
MWI	\$ 17.34	\$ 19.35	\$ 21.35
	\$ 36,067.20	\$ 40,237.60	\$ 44,408.00
MWII	\$ 19.38	\$ 21.63	\$ 23.87
	\$ 40,310.40	\$ 44,980.00	\$ 49,649.60
MWIII	\$ 21.42	\$ 23.90	\$ 26.38
	\$ 44,553.60	\$ 49,712.00	\$ 54,870.40
MWIV	\$ 23.46	\$ 26.18	\$ 28.90
	\$ 48,796.80	\$ 54,454.40	\$ 60,112.00
MWV	\$ 25.50	\$ 28.46	\$ 31.42
	\$ 53,040.00	\$ 59,196.80	\$ 65,353.60

Exhibit #8
2018 Department of Public Works Labor Workforce Pay Scale

DEPARTMENT OF PUBLIC WORKS PAY PLAN										
2017 & 2018 Non-Represented Temporary / Part-time / Seasonal Pay Schedule										
Grade	Min	Max	Seasonal Staff: Hire as-needed following budget (Pay: DOQ & Department Need)							
Extra Help	\$8.00	\$13.00	Part-Time / Temporary & Seasonal / Bridge Tenders / Misc.							
Seasonal Labor	\$9.00	\$13.00	General buildings & grounds custodial labor (event park cleaners)							
Seasonal Skilled	\$10.00	\$20.00	Fully-trained, skilled labor, seasonal, non-benefited							
2018 DPW Labor Workforce										
Merit Increase Program for "Permanent / Full-time Employees"										
	Step	Step	Step	Step	Step	Step	Step		2017	2018
Grade	1	2	3	4	5	6	7		MAX	MAX
MW I	\$17.69	\$18.44	\$19.19	\$19.94	\$20.69	Merit			\$21.35	\$21.78
MW II	\$19.77	\$20.52	\$21.27	\$22.02	\$22.77	Merit			\$23.87	\$24.35
MW III	\$21.85	\$22.60	\$23.35	\$24.10	\$24.85	\$25.60	Merit		\$26.38	\$26.91
MW IV	\$23.93	\$24.68	\$25.43	\$26.18	\$26.93	\$27.68	Merit		\$28.90	\$29.48
MW V	\$26.01	\$26.76	\$27.51	\$28.26	\$29.01	\$29.76	\$30.51	Merit	\$31.42	\$32.05
Grade 1: Maintenance Worker I *Control Point = Step 5										
Grade 2: Maintenance Worker II *Control Point = Step 5										
Grade 3: Maintenance Worker III *Control Point = Step 6										
Grade 4: Maintenance Worker IV *Control Point = Step 6										
Grade 5: Maintenance Worker V *Control Point = Step 7										
01/01/2018: 1) Newly hired employees and those in steps below the Control Point will be eligible for a yearly step-increase based on a merit review resulting in a "Pass" rating. Exemplary performance may result in a double-step increase. Merit reviews resulting in a "Marginal or Fail" will not receive an increase and may result in a PIP (Performance Improvement Plan).										
2) In 2018, those in the step-progression will move to the next immediate step or two steps, depending on merit.										
3) Pay increases for employees at or above the Control Point in their pay scale, but below the maximum, will be eligible for the budgeted merit increase amount applied to base wages (based on merit).										
4) Future modifications to the wage scale will be reviewed yearly based on CPI and market trend.										
5) No additional compensation, lump sum or otherwise, will be awarded once an employee reaches the maximum.										
6) Promoted employees will move to the step increase that represents a minimum of \$0.75 per hour increase.										
7) Demoted employees, voluntary or involuntary, will move to the step they previously held in a previous position, may be placed in the step appropriate for the skill the employee possesses, or Step 1 if unskilled.										

DWP 2017_2018 Workforce Wage Scale

REVISIONS LOG

REVISION YEAR	DATE INTRODUCED TO SAL & GRIEV	MODIFICATION TO PRIOR NON-REP COMP PLAN	GENERAL ORDINANCE / RESOLUTION / OR OTHER REF DOCUMENT
2014	01-22-2014	<ol style="list-style-type: none"> 1) Modified the merit and incentive adjustment amounts to accommodate the 2014 budgeted increase amount to payroll of 2.5% overall 2) Updated Exec Summary, listed all department head titles (adding changes from 2013 re: appointed and at-will department heads), loosened the evaluation form statement, allowing for a switch to electronic/MUNIS based evaluation process if needed 3) Updated XIII, C, 4 to state that inactive employees out on leave will receive increase upon return to active status 4) Miscellaneous date and/or title changes, replacing 2013 with 2014 5) Removed 6-month "evaluation" period as it is obsolete 6) 2014 Wage Scale ranges were NOT modified from 2013, just the date of the salary range was revised. 	<p style="text-align: center;">Resolution 132-13-14 R.C. 310-13-14</p>
2015		<ol style="list-style-type: none"> 1) Modify the merit amount to accommodate the 2015 budget increase to payroll of 2.0% overall. 2) Increase the mid-point of all salary grades by 2%. 3) Referenced the option to use the MUNIS electronic evaluation process. 	
2016		<ol style="list-style-type: none"> 1) Add one level higher Maintenance Worker (5) to the DFW Labor Workforce. 2) Change Chief Admin Officer title to City Administrator and add reference to a separate evaluation form for the position. 3) Modify percent increases for merit to ranges as a guideline to appropriately identify the discretionary element of the merit increase rather than a possible perceived increase amount. 	
2017		<ol style="list-style-type: none"> 1) Starting in 2017, a reserve account will be made available to determine an appropriate salary increase amount and will be based on a combination of market data and Consumer Price Index. 2) Consistent with Chapter 82 of the Municipal Code, it is possible to hire an employee in a position less than minimum pay if the employee does not possess the minimum qualifications but is either enrolled in a certificate program or has demonstrated the propensity to achieve the appropriate training to achieve the minimum qualifications. 3) 2017 Pay Scale Adjustments: 2017 <ol style="list-style-type: none"> a) Pay Grade 0 added. b) 2% increase to mid-point for grades 1-16. Range remains +/- 20%. c) DFW Pay Grades increased by 2% 4) 2017/2018 Pay Scale introduced for DFW Labor Workforce, seasonal and full-time, including a modified step- 	

		<p>increase program.</p> <p>5) Merit Adjustment Guide modified to provide up to 1.5% for merit on regular work assignments and up to .50% for achievement of goals and other duties. Employees at the top of their pay scale are no longer able to receive an increase in pay, either in the form of an increase to base pay or a lump sum.</p>	
--	--	---	--

VIII

R. C. No. _____ - 16 - 17. By SALARIES AND GRIEVANCES. October 17, 2016.

Your Committee to whom was referred Res. No. 115-16-17 by Alderperson Donohue authorizing the City of Sheboygan to establish and maintain a voluntary term life policy beginning January 1, 2017; recommends that the Resolution be passed.

reg.

_____ Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor



DIRECT REFERRAL

Res. No. 115 - 16 - 17. By Alderperson Donohue. October 10, 2016.

A RESOLUTION authorizing the City of Sheboygan to establish and maintain a voluntary term life policy beginning January 1, 2017.

WHEREAS, the City has an opportunity to establish and maintain a voluntary term life policy to assist its employees and spouses in providing for their family's needs in case of death; and

WHEREAS, the City will not contribute funds towards the policy; and

WHEREAS, minimum participation must be met by the employees on a voluntary basis for the plan to begin; and

WHEREAS, employee costs will be deducted direct from employee payroll checks; and

WHEREAS, the vendor may be authorized, where possible, to withdraw the invoice amount on a monthly or bi-weekly basis; and

WHEREAS, this program is available until such time that either the City withdraws from the program based on the City's discretion, with no requirement for approval from any employee group, including bargaining units.

NOW, THEREFORE, BE IT RESOLVED: That the City of Sheboygan hereby authorizes making available a voluntary, term life insurance program available to employees and, as appropriate, their spouses effective January 1, 2017.

Sally Green approve

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

VIII

6.8

R. C. No. _____ - 16 - 17. By FINANCE. October 17, 2016.

Your Committee to whom was referred Res. No. 110-16-17 by Alderperson Bohren authorizing a transfer of appropriations in the 2016 Budget (establish appropriation for settlement of the NRFC Memorial Holdings, LLC for a refund of excessive 2014 real estate taxes); recommends that the Resolution be passed.

*rec'd
Welf /
Ad + ad
Res pass.*

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

5.3

Res. No. 110 - 16 - 17. By Alderperson Bohren. October 3, 2016.


A RESOLUTION to authorize a transfer of appropriations in the 2016 Budget.

RESOLVED: That the Finance Director be and is hereby authorized and directed to make the following transfers of appropriations in the 2016 Budget for the purposes of:

Establish appropriation for settlement of the NRFC Memorial Holdings, LLC for a refund of excessive 2014 real estate taxes:

<u>FROM</u>	<u>TO</u>	<u>AMOUNT</u>
General Fund Unreserved Fund Balance 101-253000	General Fund Finance Department Tax roll Adjustment 10115100-590250	\$88,000

Finance approve



I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

VIII

R. C. No. _____ - 16 - 17. By FINANCE. October 17, 2016.

Your Committee to whom was referred Res. No. 102-16-17 by Alderperson Wolf authorizing a transfer of appropriations in the 2016 Budget (establish estimated revenue and appropriation for forfeiture funds received by the Police Department); recommends that the Resolution be passed.

reg.

Committee

I HEREBY CERTIFY that the foregoing Committee Report was duly accepted and adopted by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

III

4.3

Res. No. 102 - 16 - 17. By Alderperson Wolf. September 19, 2016.

A RESOLUTION to authorize a transfer of appropriations in the 2016 Budget.

RESOLVED: That the Finance Director be and is hereby authorized and directed to make the following transfers of appropriations in the 2016 Budget for the purposes of:

Establish estimated revenue and appropriation for forfeiture funds received by the Police Department.

<u>FROM</u>	<u>TO</u>	<u>AMOUNT</u>
General Fund Police Department Forfeiture 10121100-451111	General Fund Police Department Program Services 10121100-521800-00040	\$21,582

*Finance
approve*

James A. Bohre

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20__.

Dated _____ 20__, _____, City Clerk

Approved _____ 20__, _____, Mayor

~~V~~

Other Matters

7.1

Gen. Ord. No. - 16 - 17 . By Alderperson Belanger. October 17, 2016.

AN ORDINANCE repealing and recreating Article IV of Chapter 30 of the Municipal Code relating to Sales of Drug Paraphernalia, and repealing and recreating Section 70-8 of the Municipal Code, entitled "Adoption of State Law Regarding Controlled Substances."

THE COMMON COUNCIL OF THE CITY OF SHEBOYGAN DO ORDAIN AS FOLLOWS:

Section 1. Article IV of Chapter 30 of the Municipal Code is hereby repealed and recreated to read as follows:

"ARTICLE IV. - SALES OF DRUG PARAPHERNALIA

Sec. 30-161. Sales of Drug Paraphernalia Prohibited.

(a) *Manufacture, sale or delivery of drug paraphernalia.* No person may sell, deliver, possess with intent to deliver or manufacture with intent to deliver drug paraphernalia, as defined in §70-8(a) of this Code, knowing, or under circumstances where one reasonably should know, that it will be used to plant, propagate, cultivate, grow, harvest, manufacture, compound, convert, produce, process, prepare, test, analyze, pack, repack, store, contain, conceal, inject, ingest, inhale or otherwise introduce into the human body a controlled substance in violation of this chapter.

(b) *Advertisement of drug paraphernalia.* No person may place in any newspaper, magazine, internet advertisement, handbill or other publication or upon any outdoor billboard or sign any advertisement knowing, or under circumstances where one reasonably should know, that the purpose of the advertisement, in whole or in part, is to promote the sale of objects designed or intended for use as drug paraphernalia.

(c) *Exemption.* This section does not apply to manufacturers, practitioners, pharmacists, owners of pharmacies and other persons whose conduct is in accordance with that permitted under the provisions of Wis. Stat. Ch. 961. This section does not prohibit the possession, manufacture or use of hypodermics in accordance with that permitted under Wis. Stat. Ch. 961.

(d) *Penalty.* Any person violating any provision of this article shall be fined not less than \$250.00 nor more than \$1,000.00 for the first offense and succeeding offenses during the calendar year. Each day that such violation continues shall be deemed a separate and distinct offense and, in default of payment thereof, imprisonment in the county jail for a period not to exceed 90 days.

Sec. 30-162. Sale or gift to minors of paraphernalia for use with illegal drugs or controlled substances.

Laura Lee

Delivery of drug paraphernalia to a minor. Any adult, as defined by Wis. Stat. §938.02(1), who violates any provision of this Article by delivering drug paraphernalia, or who sells, gives or delivers any item, effect, accessory or thing which is designed or marketed for use with illegal cannabis, drugs, controlled substances, or controlled substance analogs as defined by the state statutes to a person 17 years of age or under shall be subject to the maximum penalty authorized hereunder."

Section 2. Section 70-8 of the Municipal Code, entitled "Adoption of State Law Regarding Controlled Substances," is hereby repealed and recreated to read as follows:

"Sec. 70-8. Possession of Drug Paraphernalia and Adoption of State Law Regarding Controlled Substances.

(a) *Definitions.* In this section, "drug paraphernalia" means all equipment, products and materials of any kind which are used, designed for use, or primarily intended for use in planting, propagating, cultivating, growing, harvesting, manufacturing, selling, distributing, delivering, compounding, converting, producing, processing, preparing, testing, analyzing, packaging, repackaging, storing, containing, concealing, injecting, ingesting, inhaling or otherwise introducing into the human body a controlled substance or controlled substance analog, as defined in Wis. Stat. Ch. 961. It includes but is not limited to:

- (1) Kits used, intended for use or designed for use in planting, propagating, cultivating, growing or harvesting of any species of plant which is a controlled substance or from which a controlled substance can be derived;
- (2) Kits used, intended for use or designed for use in manufacturing, selling, distributing, delivering, compounding, converting, producing, processing or preparing controlled substances;
- (3) Isomerization devices used, intended for use or designed for use in increasing the potency of any species of plant which is a controlled substance;
- (4) Testing equipment used, intended for use or designed for use in identifying or in analyzing the strength, effectiveness or purity of controlled substances;
- (5) Scales and balances used, intended for use or designed for use in weighing or measuring controlled substances;
- (6) Diluents and adulterants, such as quinine hydrochloride, mannitol, mannite, dextrose and lactose, used, intended for use or designed for use in cutting controlled substances;

- (7) Separation gins and sifters used, intended for use or designed for use in removing twigs and seeds from or in otherwise cleaning or refining marijuana;
- (8) Blenders, bowls, containers, spoons and mixing devices used, intended for use or designed for use in packaging small quantities of controlled substances;
- (9) Capsules, balloons, envelopes or other containers used, intended for use or designed for use in packaging small quantities of controlled substances;
- (10) Containers and other objects used, intended for use or designed for use in storing or concealing controlled substances;
- (11) Hypodermic syringes, needles or other objects used, intended for use or designed for use in parenterally injecting controlled substances into the human body;
- (12) Objects used, intended for use or designed for use in ingesting, inhaling or otherwise introducing marijuana, cocaine, hashish or hashish oil into the human body, including but not limited to:
 - a. Metal, wooden, acrylic, glass, stone, plastic or ceramic pipes, with or without screens, permanent screens, hashish heads or punctured metal bowls;
 - b. Water pipes;
 - c. Carburetion tubes and devices;
 - d. Smoking and carburetion masks;
 - e. Roach clips, meaning objects used to hold burning material, such as a marijuana cigarette, that has become too small or too short to be held in the hand;
 - f. Miniature cocaine spoons and cocaine vials;
 - g. Chamber pipes;
 - h. Carburetor pipes;
 - i. Electric pipes;
 - j. Air-driven pipes;
 - k. Chilams;
 - l. Bonges;
 - m. Ice pipes or chillers.

(b) *Determination of drug paraphernalia.* In determining whether an object is drug paraphernalia, the following shall be considered, without limitation of other considerations a court shall deem relevant:

- (1) Statements by an owner or by anyone in control of the object concerning its use;
- (2) Prior convictions, if any, of an owner or of anyone in control of the object under any village, municipal, state or federal law relating to any controlled substances;
- (3) The proximity of the object in time and space to a direct violation of this chapter;

- (4) The proximity of the object to controlled substances or controlled substance analogs;
- (5) The existence of any residue of controlled substances or controlled substance analogs on the object;
- (6) Direct or circumstantial evidence of the intent of an owner or of anyone in control of the object to deliver it to persons whom the person knows, or should reasonably know, intend to use the object to facilitate a violation of this chapter. The innocence of the owner or of anyone in control of the object as to a direct violation of this chapter shall not prevent a finding that the object is intended for use or designed for use as drug paraphernalia;
- (7) Oral or written instructions provided with the object concerning its use;
- (8) Descriptive materials accompanying the object which explain or depict its use;
- (9) National and local advertising concerning its use;
- (10) The manner in which the object is displayed for sale;
- (11) Whether the owner or anyone in control of the object is a legitimate supplier of like or related items to the community, such as a licensed distributor or dealer of tobacco products;
- (12) Direct or circumstantial evidence of the ratio of sales of the object to the total sale of the business enterprise;
- (13) The existence and scope of legitimate uses for the object in the community;
- (14) Expert testimony concerning its use.

(c) *Prohibited Activities.*

- (1) *Possession of drug paraphernalia.* No person may use, or possess with intent to use, drug paraphernalia to plant, propagate, cultivate, grow, harvest, manufacture, compound, convert, produce, process, prepare, test, analyze, pack, repack, store, contain, conceal, inject, ingest, inhale or otherwise introduce into the human body a controlled substance in violation of this chapter. Possession of drug paraphernalia shall give rise to a rebuttable presumption of prohibited use.
- (2) *Manufacture, sale or delivery of drug paraphernalia.* No person may sell, deliver, possess with intent to deliver or manufacture with intent to deliver drug paraphernalia knowing, or under circumstances where one reasonably should know, that it will be used to plant, propagate, cultivate, grow, harvest, manufacture, compound, convert, produce, process, prepare, test, analyze, pack, repack, store, contain, conceal, inject, ingest, inhale or otherwise introduce into the human body a controlled substance in violation of this chapter.
- (3) *Delivery of drug paraphernalia to a minor.* Any adult, as defined by Wis. Stat. §938.02(1), who violates subsection (c)(1) above

by delivering drug paraphernalia to a person 17 years of age or under shall be subject to the maximum penalty authorized hereunder.

- (4) *Advertisement of drug paraphernalia.* No person may place in any newspaper, magazine, internet advertisement, handbill or other publication or upon any outdoor billboard or sign any advertisement knowing, or under circumstances where one reasonably should know, that the purpose of the advertisement, in whole or in part, is to promote the sale of objects designed or intended for use as drug paraphernalia.
- (d) *Exemption.* This section does not apply to manufacturers, practitioners, pharmacists, owners of pharmacies and other persons whose conduct is in accordance with that permitted under the provisions of Wis. Stat. Ch. 961. This section does not prohibit the possession, manufacture or use of hypodermics in accordance with that permitted under Wis. Stat. Ch. 961.
- (e) *Penalty.* Any person violating any provision of this article shall be fined not less than \$250.00 nor more than \$1,000.00 for the first offense and succeeding offenses during the calendar year. Each day that such violation continues shall be deemed a separate and distinct offense and, in default of payment thereof, imprisonment in the county jail for a period not to exceed 90 days.
- (f) *Effect of changes to State Statutes.* Pursuant to §961.577, Wis. Stats., any amendments that shall be made from time to time after the date of this ordinance to the following statutes regarding possession of drug paraphernalia, exclusive of penalties, are hereby adopted by reference and made offenses punishable as a violation of this Code: §961.573(1) and (2), §961.574(1) and (2), and §961.575(1) and (2), Wis. Stats."

Section 3. All ordinances or parts thereof in conflict with the provisions of this ordinance are hereby repealed to the extent of such conflict, and this ordinance shall be in effect from and after its passage and publication.

I HEREBY CERTIFY that the foregoing Ordinance was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

II

R. O. No. _____ - 16 - 17. By CITY CLERK. October 17, 2016.

Submitting various license applications for the period ending December 31, 2016, June 30, 2017 and June 30, 2018.

Law & Ru

City Clerk

FERMENTED MALT BEVERAGE (June 30, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3225	Saap Lai	1402 S. 8 th St.

CLASS "C" WINE (June 30, 2017)

<u>No.</u>	<u>Name</u>	<u>Address</u>
3225	Saap Lai	1402 S. 8 th St.

BEVERAGE OPERATOR'S LICENSE (June 30, 2018)

<u>No.</u>	<u>Name</u>	<u>Address</u>
1542	Anderson, James C.	1014 Dillingham Ave.
6087	Benirschke, Barbara J.	910 N. 10 th St., #328
1536	Bresser, Joel M.	3142 S. 17 th St.
1525	Harris, Shantae N.	1515A Alabama Ave.
1519	Joshi, Bashudev	1418 Wisconsin Ave.
1517	Mason JR., Charles W.	1528 Main Ave.
1528	Moan, Chad R.	2607 N. 8 th St.
1550	Outland, Brenda J.	516A S. Water St.
1534	Patnode, Kasey L.	924 Ashland Ave.
1523	Presley, Wendi J.	530 N. 15 th St.
7214	Semsch, Daniel L.	924 Logan Ave.
7565	Sievers, Fred A.	4257 Honeysuckle Ct., #I203
5650	Soerens, Donna M.	1113 N. 10 th St.
1548	Sommerfeld, Adrian M.	2307 Hillshire Dr., 1D
1533	Vandenberg, Brenda L.	508 S. 13 th St.
0661	Vanic, Patrick R.	3732 N. 12 th St.

TAXICAB DRIVER'S LICENSE (December 31, 2016)

No. Name

Address

1532 Fiedler, Randy Bruce

40 Selma St., Plymouth