



SPECIAL TOWN BOARD MEETING MINUTES

May 21, 2026 • 9:00 AM • Winchester Town Hall

Members Present

Joe Discianno (Chair), Nicholas Newton (Supervisor),
Robert Silvis (Supervisor), John Grimmer (Treasurer),
Luke Huybrecht (Clerk)

Members Absent

None

1. Call to Order

Chair Discianno called the meeting to order at 9:03 AM. A quorum was present.

2. Approval of Agenda

Motion: To approve the agenda as presented. *Moved: Newton • Seconded: Discianno • Vote: Carried 3-0*

3. Introduction of Town Attorney

Town Attorney Greg Harold was introduced to sitting and new board members.

4. Review of North EMR Services District Intergovernmental Agreement

The board and town attorney reviewed the current and proposed intergovernmental agreement governing the North EMR Services District (NEMSD). The following points were discussed:

- The current intergovernmental agreement had not been reviewed by town counsel prior to this meeting. Chair Discianno noted he had consulted with the Wisconsin Towns Association (WTA) for clarification on several provisions.
- Per WTA guidance: the district board answers to the town board, as members are appointed by the towns; the town board may reject or request revisions to district actions; capital expenses should be borne by the towns rather than the operating budget; and the towns should appoint an EMS alternate representative in the event a primary representative is unavailable.
- Supervisor Newton acknowledged and commended town attorney Steve Herzberg for his helpfulness and willingness to participate in the process.
- The current agreement combines organizational structure with bylaws in a single document. It was noted that the creation of an organization and its day-to-day operating procedures are typically governed by two separate documents; the attorney agreed that separating the intergovernmental agreement from the bylaws would be preferable.
- The current agreement provides limited reference to the role of member towns and moves quickly from granting powers to establishing the board of directors. The proposed amended agreement provides clearer



direction between the four member towns, establishes explicit budgeting duties on the towns, requires the district to develop a budget subject to town board approval, and offers stronger articulation of the separation of powers between the district board and the member towns.

- District representatives are appointed positions; the towns may appoint or remove individuals at their discretion. It was noted that while the town board should not direct the EMS chief's operational decisions, it has a duty to provide overall program oversight.
- Regarding bylaw amendment authority: the proposed language allows bylaws to be amended by the board of directors at a regular meeting, while preserving the ability of the four member towns to amend the intergovernmental agreement itself.
- A question was raised regarding the extent to which town boards may delegate powers to a district board under Wisconsin law. Discussion also addressed the independent nature of special districts (e.g., lake districts, fire districts), and how the NEMSD's structure and oversight model compares.
- The existing agreement, dated October 30, 2024, remains the sole governing document signed by the member towns. The proposed amendment has not yet been adopted by the four town boards.
- Constituent emails regarding the agreement were read into the record. Discussion covered district revenue sources, including tax levies and donations, and the process by which the district communicates its funding needs to the member towns.
- Board member positions on next steps: Supervisor Newton expressed the view that primary authority should reside with the NEMSD board. Chair Discianno favored separating the intergovernmental agreement and bylaws into two distinct documents to clarify the town's role and simplify future bylaw amendments. The town attorney recommended that the NEMSD board spell out the powers of the member towns within the agreement, and that the intergovernmental agreement be amended separately from the bylaws.

The board agreed to continue supporting the NEMSD board's ongoing work while the town's role in the agreement is further clarified. No formal action was taken on the agreement at this meeting.

5. Approval of Meeting Minutes

Motion: To approve the May 11, 2026 Special Town Board Meeting minutes. *Moved: Newton • Seconded: Discianno • Vote: Carried 3-0*

6. Future Agenda Items

- Board of Review — scheduled for June 8, 2026, 6:00 PM to 6:05 PM.

7. Adjournment

Motion to adjourn. Carried unanimously.

Luke Huybrecht, Town Clerk

Date Submitted: June 8, 2026