

**Excelsior Fire District Board
EXFD Governing Board Meeting
Wednesday, January 28, 2026,**

**24100 Smithtown Road
Shorewood, Minnesota
6:00 P.M.**

MINUTES

1. CALL TO ORDER

Chair Maddy called the meeting to order at 6:03 P.M.

ROLL CALL

Present: Excelsior Fire District (EXFD) Boardmembers: Maddy, Gallagher, Jewett (alternate), Caron, Broas, and Jennings

Also present: Excelsior Fire District (EXFD) Chief Mackey; Excelsior Fire District Assistant Chief Basinger; Deephaven Administrator Madsen; Shorewood City Administrator Nevinski; Tonka Bay City Administrator Holl; Excelsior City Manager Luger.

Absent: None

2. APPROVAL OF AGENDA

Chair Maddy noted that a conversation about the roles and responsibilities of the Operating Committee would be added under New Business.

Caron moved, Gallagher seconded, approving the EXFD Governing Board meeting agenda as presented. Motion passed 5/0.

3. APPROVAL OF MINUTES

A. November 2025, EXFD Board Minutes

Caron moved, Gallagher seconded, approving the EXFD Board Work Session Minutes of November 2025, as presented. Motion passed 5/0.

4. CONSENT AGENDA

- A. Monthly Fire District Administrative Reports – November-December 2025**
- B. Report of the Operating Committee Minutes – November-December 2025**
- C. Treasurer Report (Year to Date)**
- D. Dual Services Memo**

Boardmember Caron asked about receiving categories and explanations for items in the Treasurer Report, and the codes on the Fire Administrator Reports. Chief Mackey said those were codes for various items such as suppression, mutual aid, nature of the call, call times, and response times.

Boardmember Caron asked if the Fire District Administrative Report could add a column to indicate time, rather than using the 24-hour clock.

Chair Maddy asked about a heart attack that had 25 Firefighters show up.

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Chief Mackey indicated that it could have been a drill night.

Mr. Carlson noted that the response times are critical and compared to nearby Hennepin County, these are wonderful times.

Chief Mackey said he would look into adding the additional information requested to the Fire District Administrative Report.

Mr. Carlson suggested adding a key or legend up in the top right corner of the report to address those things, rather than adding columns to the report.

Chair Maddy encouraged new members to ask any questions they may have as they go through the meeting.

(9:56) *No sound*

Chair Maddy said he consulted legal counsel regarding legal questions, and there were a lot of inquiries regarding Dual Services. He asked Chief Mackey about expenses, since he sees all the invoices.

Chief Mackey said the last meeting was very expensive.

Chair Maddy explained that the Attorney was there for the entire meeting, and it was a three-hour meeting, which is why it was so expensive.

Chief Mackey said there was a time when members of the Fire Department were reaching out directly to the Attorney as well, but that process has been rectified.

(12:00) *No sound*

Chief Mackey said there is a set model for certain things that come during the course of the year, and the budget did not increase by that much.

(12:42) Boardmember Caron asked about the Dual Services memo *cannot hear her question*

Chief Mackey stated that the first item pertains to a confidential meeting between the Attorney and the Operating Committee.

(13:08) *No sound*

Chief Mackey said there should be no impact on the paid-on-call positions.

Chair Maddy said there would be five and a half fewer employees.

Chief Mackey said it would affect three fewer employees, as two of the employees are hourly or part-time and would be exempt.

Chair Maddy asked about the policy for employees showing up when not scheduled.

Chief Mackey said that would be the paid on-call employee duties, and regular employees that had to come in would get overtime.

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(15:02) *No sound*

Chief Mackey said if somebody retired from the paid-on-call position, the Department would hire one backfill position. He noted that the Department is slated for 50 paid on-call positions, and is currently at 42.

(15:40) *No sound*

Chief Mackey reiterated that if someone retired from the paid on-call, it would reduce that budget.

(16:36) *No sound*

Chief Mackey said all of the employees affected are aware.

Gallagher moved, Caron seconded, approving the Consent Agenda, items A through D, as presented. Motion passed 5/0.

5. MATTERS FROM THE FLOOR

There were no matters from the floor presented this evening.

6. REPORT AGENDA

A. Chiller replacement at station 1 (Update)

Chief Mackey gave a brief update on the chiller replacement at Station 1 and noted that work is 85 percent complete, but they are working through some delays with the contractor, and some of the work has to be done later in the year due to weather.

B. Fire Chief/ Fire District Report/ Major All calls/Staffing update

Chief Mackey gave a brief update on the Fire District Report and said they went to 1,326 calls last year, with 70 percent being EMS-related calls, and this is the most calls they have ever gone to. He noted that they have been receiving calls from individuals who have not eaten due to EBT cards not working, and notified the embedded Social Worker with Hennepin County to get services to those individuals.

Chief Mackey stated that fire engine 21 was involved in an incident in December while responding to a call, when it slid into some mailboxes on an icy road and damaged the pumper and doors on the passenger side. He stated reports were submitted regarding the damage after Firefighters finished responding to two other calls, and they are working through the process of getting it fixed. He noted that a new truck was previously ordered to replace this one, but it will not arrive until 2028.

Chair Maddy said once the numbers come in for the damages to the mailboxes, the District could compensate for them.

Mr. Madsen said the District should consult their insurance agent before setting a precedent on any and all future accidents.

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Mr. Holl asked if they knew what the value of the damages was to the truck.

Chief Mackey said there have not been any estimates given yet.

Chief Mackey gave a brief update on Staffing levels. With upcoming retirements and other circumstances, they will be short eight employees next year, and will work towards getting back to 45 Staff.

C. Communications

Chief Mackey noted that information for C could be found within the packet materials, but highlighted that the Rotary Club received a grant to pay for rescue EMS dummies for training.

Boardmember Gallagher thanked Chief Mackey and EMS after taking care of her daughter when she was in a serious car accident in December.

7. Unfinished Business

A. Engine 21 replacement financing options delivery 2028

Chief Mackey gave a quick update on Engine 21 financing options, which include pre-paying the whole amount up front with some discount options. They would use PNC Bank for financing with a 4.5 percent interest rate. He noted that PNC gave them the option to make an extra payment in 2027 for the truck, or sign up for a payment plan with an effective interest rate that could be lower than the pre-payment rate, or lease the truck for 10 years with the option to buy out the remaining balance on the truck and own it, or turn the truck back and receive equity towards another new truck. He said PNC will want an answer on financing by March, and if the Board needs to think it over, they could arrange a Special Meeting to make the decision in order to secure the truck for 2028.

Chair Maddy asked when the deadline would be and if the Board wanted to discuss all the options now.

Chief Mackey said he would reach out to PNC and find out when the hard deadline is regarding financing.

Boardmember Broas said he needed more time to digest the options.

(51:40) *No sound*

Chief Mackey said he could pull an estimate for truck amounts for the Board, since there is a budget out to 2040, and noted the truck budget and other building items will affect the CIP budget.

Chair Maddy said the Board would have to do its homework and potentially move budget numbers around in order to buy everything needed.

Chief Mackey said last year was tough budget-wise, and added that the Board has two or three years to dial in the budget and purchase what is needed when it is needed.

(57:34) *No sound*

Mr. Carlson said he was under the impression that the latest quote from PNC was from January 14, 2026, but those rates change daily, and they will not know the rate until it is set at closing.

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Chief Mackey said the rates do move, but should be similar to what was given until March, but after that, he cannot guarantee what the interest rate will be.

Chair Maddy said there was a clear direction to revisit this topic at the next meeting.

Mr. Carlson asked if the District previously used their EDA bonding capacity to pay for trucks.

Mr. Nevinski said he did not know.

Mr. Carlson said the City may be able to sell some paper, and said he would bring that up to his City Council to talk about.

Chief Mackey said he had previously looked into bonding with the other cities, but there were street projects happening that they were using their bonding for, so they put it back on the Fire Department.

Mr. Carlson said his City never approaches their bonding limit, despite a number of road projects that have been completed recently, and has helped finance other projects for other cities and charged a fee for it.

(1:00:35) *No sound*

Mr. Carlson said he would discuss bonding with the City Council, but he would have to get the same fees that the City gets from third parties.

Chief Mackey said if anyone else wants to approach their cities regarding bonding, he would put his best effort together to get all the financing information to present.

Chair Maddy said that could be discussed at the next meeting.

Chief Mackey said the next meeting is a Work Session scheduled for March, and there could be a Special Meeting scheduled sooner to finalize the financing. He noted that a preliminary budget is also set in March, and another regular meeting is scheduled in April, but he does not know if the bank will wait that long and give them the same interest rate.

(1:02:33) *No sound*

Chair Maddy said a Special Meeting would have to be added to the schedule.

Chair Mackey said a Special Meeting would have to be added to approve a resolution regarding the financing.

Chair Maddy suggested doing the Special Meeting the same night as a budget session.

(1:03:05) *No sound*

Chair Maddy said there will be two meetings at the March meeting, and if something needs to be decided sooner than that, Chief Mackey can let the Board know.

B. SCBA received an update

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Chief Mackey stated that the SCBAs have been delivered, and the target date to get them on trucks and in service is February 3. He said the 33 new SCBAs are lighter and smaller in profile, and a lot of thought went into the packs that were purchased; the price went up right after they were purchased, which saved the District a lot of money.

8. NEW BUSINESS

A. Any new fire board members appointed for 2026

Chair Maddy welcomed Kevin Brous from Tonka Bay and clarified that Mr. Carlson is an alternate for Boardmember Jewett.

Chief Mackey said he sent out the history of appointments as a reference point since, typically, the Vice Chair moves into the Chair role.

(1:05:29) *Cannot hear the speaker*

Chair Maddy said it is an unwritten rule that the Vice Chair moves into the Chair role.

Chief Mackey said members either have to come or go early, with some continuity in the Chair and Vice Chair.

(1:06:17) *Cannot hear the speaker*

Chief Mackey asked if they should call Jewett and force him to be the Chair.

(1:07:16) *Cannot hear the speaker*

Chair Maddy said he was comfortable pushing Jewett into being Vice Chair.

(1:07:42) *Cannot hear the speaker*

Chair Maddy asked if everyone was in agreement to make a motion to elect Boardmember Gallagher as 326 Chair and Boardmember Jewett as Vice Chair.

Caron moved, Broas seconded, to elect Gallagher as the Chair and Jewett as the Vice Chair. Motion passed by a vote of 4/0/1 (Carlson).

B. 2026 Appointment resolution next meeting (Waiting for Pledge data from Bank of North Dakota)

Chief Mackey stated there is a standard appointment of banks, but currently, the Alerus Bank pledge was not worth anything because they are moving money from one bank to another. He said he would discuss it more at the next meeting in April. He said the bank is not changing, and it is just an administrative resolution.

Chair Maddy asked if the District can still do business without appointing a new bank.

Chief Mackey said they are doing business right now and are working off their line of credit.

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Chair Maddy asked if the Board needs to make the appointment resolution.

Chief Mackey said no, because the Board is effectively working under it right now, and will make the appointment in April.

C. Lexipol Resolution

Assistant Chief Basinger explained that updating and maintaining policies needs an overhaul, and new policies have to be reviewed by attorneys. He said the Board spent a lot of money on attorney fees last year, for policy reviews. He noted that a solution could be Lexipol, which is a cloud-based policy source for Public Safety and is attorney-reviewed and state-specific, that streamlines the process, fosters accountability, uses best practices, and tracks updates and changes in all policies. He has been in the process of mitigating costs elsewhere in order to implement a subscription with Lexipol, and there would be an upfront startup cost to import all of their current policies over several months.

Chief Mackey added that the current policy book was sent to Lexipol, and Lexipol gave them a six-month time frame to go through all of it because it is so dense. He added that several cities have adopted Lexipol for Public Safety, due to all of the changes in policy, especially in Minnesota.

Chair Maddy stated this was a one-time request for \$5,600 for the migration of all the policies and the software, and then the price is negligible moving forward. He asked if Chief Mackey is asking the Board to approve this with a vote, or just moving forward with Lexipol.

Chief Mackey said he would like to get approval to move forward.

(1:17:01) *Cannot hear the speaker*

Mr. Holl said Lexipol was implemented in his City, and it was very helpful to their Police Chief.

Chair Maddy asked about the percentage of reserves to pay for Lexipol.

Chief Mackey said the percentage is at 15.9 percent, or \$35,000, based on the audit meeting yesterday.

Chair Maddy said they are 10 percent shy of their goal to have in reserves.

Caron moved, Broas seconded, to approve the adoption of Lexipole Software. Motion passed by a vote of 5/0.

D. Roles and Responsibilities of the Operating Committee

(1:19:12) *Cannot hear the speaker*

Boardmember Caron said does not think that the Board is utilizing the experience and competencies of the group. She said she would like to have a conversation about responsibilities and oversight of other Staff, and take some of the load off of the Board.

Chair Maddy asked if this could be done by breaking open the JPA and rewriting that, or on the policy level.

Boardmember Caron said maybe it is a simple policy change, or an amendment.

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Boardmember Broas said he reviewed the JPA, where it states the primary authority for City Managers and City Administrators is to approve budgeted expenditures, which is not common, as they normally have more authority.

Chair Maddy said the Operating Committee does function above what it is mandated, and the Board has been leaning on Administrators and the City Manager for their expertise.

Boardmember Broas asked if the City Manager and Administrator's role would be more supervisory as it relates to the Fire Department to help with priorities, and establishing service levels, instead of just approving budgets. He said he did not want to speak out of turn, but not having that help could create some challenges for the Fire Department.

Chief Mackey said that has been one of the challenges since coming on the Board. He said he relies a lot on the Operating Committee for HR related issues.

Boardmember Broas said the Board would better serve Chief Mackey by amending some of the JPA.

(1:26:23) *Cannot hear the speaker*

Boardmember Caron said reopening the JPA is more challenging than anyone ever anticipated. She said she is leaning towards making an amendment to the JPA.

Mr. Holl said the JPA organization is a unique situation, and on the Board, there is a five-headed Operating Committee that acts like the City Administrator but does not have the same authority, and roles are not as clear as they would be within a traditional City.

Mr. Carlson said the Operating Committee is doing things beyond what the JPA states, and the Board could consider having an operational list of additional things the Operating Committee could do as discussion points at the next meeting.

Chair Maddy asked if the Board could give the Operating Committee direction to provide their roles and responsibilities for review.

Boardmember Broas said he does not want to complicate things, and this is to make things simpler.

Mr. Carlson said the Board just wants to know what the Operating Committee's authority is, and provide a list of things the Operating Committee should be doing, and the Board could review.

Chief Mackey said he could get a copy of the League of Minnesota Cities' JPA to review.

(1:31:06) *Cannot hear the speaker*

Boardmember Broas added that this would help align the services with what the cities need.

Mr. Madsen asked if the Fire Department leadership should identify their needs for support and management, because it may be different from what the Operating Committee identifies.

Chair Maddy asked if the Board wanted to look at mid-year revisiting this discussion.

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Mr. Nevinski suggested a check-in at the March meeting regarding the Operating Committee.

Chair Maddy said the Board would provide a check-in at the next meeting and go from there.

Chair Maddy stated that Mr. Holl would be leaving the Board and wished him luck on his next adventure.

Mr. Holl shared he would be heading to Norman County to work in Public Service there as an Administrator.

9. NEXT MEETING

A. EXFD Board Meeting March 25, 2026, 6:00 P.M., Station 1

10. ADJOURNMENT

Chair Maddy adjourned the EXFD Governing Board Meeting of January 28, 2026, at 7:38 P.M.
Motion passed 5/0.