VILLAGE OF THIENSVILLE

RESOLUTION 2020-07

A RESOLUTION TO ENGAGE THE SERVICES OF THE WISCONSIN POLICY FORUM AND PARTICIPATE IN A JOINT FIRE/EMS STUDY VIA MEMORANDUM OF UNDERSTANDING

WHEREAS, the City of Cedarburg, Town of Cedarburg, Village of Grafton, City of Mequon, City of Port Washington, Village of Saukville and Village of Thiensville provide emergency medical, fire and rescue services (collectively herein "Fire & EMS Services") to their respective residents; and

WHEREAS, the communities provide these services individually, through mutual aid and shared services agreements, and the communities seek to continue to provide effective and efficient Fire & EMS Services to their respective communities; and

WHEREAS, the communities have determined that current and future budget considerations and constraints may become a challenge to providing effective and efficient Fire & EMS Services; and the communities agree to engage the services of the Wisconsin Policy Forum to study ways that Fire & EMS Services may be provided with synergy, reduced duplication and increased flexibility; and

WHEREAS, Wis. Stat. § 66.0301 authorizes municipal governments to enter into intergovernmental agreements to share services and/or otherwise provide for the joint exercise of municipal powers.

NOW, THEREFORE, in consideration of the promises and obligations set forth in the attached Memorandum of Understanding as detailed, it is mutually agreed between the City of Cedarburg, Town of Cedarburg, Village of Grafton, City of Mequon, City of Port Washington, Village of Saukville, and Village of Thiensville that these communities shall engage Wisconsin Policy Forum to conduct research at a cost not-to-exceed $22,000 and to provide guidance and potential options and/or recommendations with respect to sharing Fire & EMS Services on behalf of all of the aforementioned communities. The cost of the Wisconsin Policy Forum work shall be split equally by the communities and billed per the attached Memorandum of Understanding.

PASSED AND ADOPTED by the Village Board of the Village of Thiensville, County of Ozaukee, State of Wisconsin on this 15th day of June, 2020.

_____ _____

Van A. Mobley, Village President

Amy L. Langlois, Village Clerk

WISCONSIN POLICY FORUM

Fire & EMS Service Sharing in Ozaukee County

February 2020

Background

Consideration of shared or consolidated fire and emergency medical services (EMS) has become commonplace in recent years in Wisconsin and across the nation. In the southeast Wisconsin region, the existence of a highly successful consolidated fire department in Milwaukee County's North Shore – which has seen improved response times and reduced administrative overhead since its creation in 1995 – combined with the already substantial cooperation that exists among neighboring fire departments has prompted several communities to explore consolidation. In fact, the Wisconsin Policy Forum (WPF) has conducted five separate fire and EMS service sharing studies for municipalities in Milwaukee, Racine, and Kenosha counties over the past seven years, and we recently launched similar analyses in Jefferson County and La Crosse County.

In light of strict property tax levy limits facing Wisconsin municipalities and the substantial share of municipal budgets devoted to fire and EMS services, many communities are facing difficult decisions regarding their ability to maintain existing service levels. Those that rely on part-time firefighters also face growing problems with recruitment and retention.

Consolidation or enhanced service sharing with neighboring municipalities may offer an opportunity to address both issues. Such strategies not only hold potential for greater cost efficiency with regard to existing service levels, but may also allow the cost of fire and EMS service enhancements to be spread equitably across multiple jurisdictions, thus reducing the impact of increased expenditures for all participants. For smaller communities, sharing or consolidation also may offer an opportunity to secure full-time, professional fire and EMS service capacity at a cost that would not be affordable if pursued independently. Indeed, one of the foremost potential benefits of fire and EMS service sharing or consolidation is the opportunity for multiple municipal departments to achieve desired fire protection and EMS service levels at a lower cost than would be possible by going it alone.

Proposal

WPF proposes a research and facilitation project that would explore how the independent fire departments in Ozaukee County might share or consolidate services and/or jointly redesign the fire and EMS service delivery model in the county as a means of enhancing both service quality and affordability. The analysis would be designed to produce a series of options and lay out the fiscal and programmatic impacts of each.

To assist us in this analysis, we would propose the creation of a work group consisting of fire chiefs and administrators from each of the municipal providers that wishes to participate. The work group

would meet regularly throughout the study period to help collect and examine data, define options, and review sections of the final report.

The analysis would include the following:

1. Data Collection – WPF would collect and synthesize fire and EMS fiscal and service data from each of the existing departments. To the extent that such data already has been compiled by the departments or their municipal governments, WPF would seek to work with such data. Data collected would include the following:

    - Operating budget data from each department, including wage and benefit cost trends and projections for fire personnel; expenditures on indirect expenses (e.g. uniforms and training); and expenditures on related services, such as administration.
    - Capital budget data, including expenditure trends, projected capital needs, and an inventory of major capital assets.
    - Service-related data including calls for service and service activity (broken down by fire and EMS), response times, and dispatch activity.
    - Personnel-related data, including numbers and types of employees and volunteers and a breakdown and comparison of current personnel procedures.

    All data collected for the project would be synthesized and rolled up into a written document that would be shared with the municipalities.

2. Data analysis/development of options – WPF would analyze this data and use it as the basis for developing enhanced service sharing or consolidation options. Options would be developed with the guidance and advice of the work group. Those options ultimately fleshed out would be accompanied by analysis describing potential fiscal and operational impacts and logistics, as well as possibilities for governance and cost sharing. Specific issues to be addressed include:

    - Options for short- and long-term service delivery improvements
    - Current levels of cooperation and potential opportunities for enhanced operational collaboration and/or consolidation
    - Appropriate strategies for providing EMS first response and Advanced Life Support services based on desired and required levels of medical service
    - Mix of staffing under various shared services/consolidation scenarios (e.g. paid-on-call, part-time, full-time) and potential strategies to collaborate on recruitment and retention
    - Possibilities for coordinated equipment purchase, equipment/apparatus sharing, joint training, command staff
    - Role and potential expansion of automatic response and/or "closest unit response" scenarios

3. Final report – WPF would prepare a final report summarizing the collected data, laying out potential coordination/sharing/consolidation options (potentially among different sets of municipalities), and suggesting possible paths toward implementation. This final report would be provided to each of the affected municipalities, and would be released to the public and disseminated with their advice and consent.

Our Credentials

WPF's Board of Directors has committed the organization to conducting research on critical public policy issues facing the state of Wisconsin and its local governments and school districts. In January 2018, we expanded our research capacity and mission via the merger of the Public Policy Forum and the Wisconsin Taxpayers Alliance. Since 1913, PPF had served as a citizen's watchdog organization, conducting analysis of policy and economic issues pertaining to local governments and school districts in southeast Wisconsin. WISTAX was created in 1932 with a similar mission pertaining to state government and local jurisdictions across Wisconsin. The Wisconsin Policy Forum remains committed to both organizations' legacies of nonpartisan, independent research and civic education.

Local government financial analysis and efficiency initiatives have been the "bread and butter" of both organizations. Our role in researching local government finances and service sharing opportunities has received widespread media coverage and praise by policymakers. This is testimony to the talent and experience of our staff resources.

Specific staff assigned to the Ozaukee County project would include:

- WPF President Rob Henken. Mr. Henken has led the organization since 2008. He has held several senior fiscal positions in government, including staff director for a U.S. House of Representatives subcommittee, associate staff for the House Appropriations Committee, and Director of County Board Research, Health and Human Services, and Administrative Services for Milwaukee County.

- WPF Research Director Jason Stein. Mr. Stein joined WPF in May 2018 after 13 years as a reporter for the *Milwaukee Journal Sentinel* and *Wisconsin State Journal*, where he covered state and local government budgets and finance. He has won several national journalism awards and has had two fellowships in financial reporting.

- Contract Researcher Davida Amenta. Ms. Amenta has extensive experience in county government, having held budget, capital planning, and administrative positions at three counties in California and at Milwaukee County. She was the Forum's lead researcher for its analyses of fire/EMS service sharing in southern Milwaukee County, Milwaukee County's South Shore communities, Greater Racine, and Kenosha County.

- WPF Fiscal Researcher Ashley Fisher. Ms. Fisher joined the Forum in August 2018 after working as a budget analyst for the Washington State Employment Security Department and a researcher for the state's Office of Program Research. She is the lead researcher for the Forum's Jefferson County EMS service sharing analysis.

Additional contract researchers and staff also would participate on the project depending on timing and specific areas of expertise required.

Project Timeline and Budget

We anticipate a projected timeline of approximately four to six months, though that timeline is greatly dependent on the availability of staff from the participating municipalities and their responsiveness to our requests for data. The total cost would be $22,000 as detailed in the table below. It should be noted that we have reduced our typical indirect charge of 7.5% to 5% to remain within the previously cited cost estimate.

Total project cost	**$22,000**
Personnel costs	***$20,500***
Executive Staff @$125/hr	$10,000
Research/Contract Staff @$75 hr	$10,500
Non-personnel costs	***$450***
Travel	$250
Printing, design, copying, etc.	$200
Indirect costs (5%)	**$1,050**

LETTER OF AGREEMENT

Parties:

This agreement is between the cities of Cedarburg, Mequon, and Port Washington, the villages of Grafton, Saukville, and Thiensville, and the Town of Cedarburg ("municipalities"), and the Wisconsin Policy Forum (WPF).

Purpose:

The purpose of this agreement is to establish the terms and conditions for work performed by WPF on a research project that will analyze potential options for the municipalities to collaborate on fire and rescue services (see attached project proposal for additional details). WPF will work with the fire chiefs and administrative representatives from the municipalities to identify such options and provide fiscal and service-level analysis that can be used by policymakers to determine their desirability and feasibility.

Services and Payments:

A. WPF shall initiate the research project on or around June 15, 2020, and shall deliver a final report to the municipalities within approximately six months of that date. It should be recognized, however, that mutually agreed upon expansion of the research scope and/or delays on the part of the municipalities in responding to requests for data could expand the estimated timeline.

B. The municipalities shall have input into the research project design and shall have ample opportunity to review the progress of the research and initial research findings. The municipalities understand and acknowledge, however, that WPF is an independent, non-partisan research organization. WPF will conduct its research and analysis in an objective fashion and will report its findings and conclusions based on its own independent analysis of the data.

C. WPF and the municipalities shall jointly agree to a dissemination plan for the final report. The municipalities shall have sole discretion to disseminate the report among their stakeholders and/or to authorize release of the report to the general public for the first 30 days following submission. After the 30-day period has elapsed, WPF may release the report to its members and the general public at its discretion.

D. WPF agrees to provide oral and/or written briefings regarding the progress of its work to the municipalities upon reasonable notice.

E. The municipalities' share of the project cost is $22,000, which shall be apportioned among the municipal participants per a formula determined by them. One half of the project cost ($11,000) shall be paid upon execution of this agreement, and the remaining half shall be paid upon delivery of a draft final report.

F. Should there be any concerns about the quality or completion of this contract by either of the parties, a mediated discussion can be called for upon written notice by any party. The mediation session is to take place within 5 business days of receipt of letter. If necessary, termination of this contract shall be mutually agreed through mediation. The municipalities shall be responsible for securing any mediation services, costs of which shall be divided equally between the parties.

Mikko Hilvo
Administrator, City of Cedarburg

Date:

Will Jones
Administrator, City of Mequon

Date:

Anthony Brown
Administrator, City of Port Washington

Date:

Jesse Thyes
Administrator, Village of Grafton

Date:

Dawn Wagner
Administrator, Village of Saukville

Date:

Colleen Landisch-Hansen
Administrator, Village of Thiensville

Date:

Eric Ryer
Administrator, Town of Cedarburg

Date:

Rob Henken
President, Wisconsin Policy Forum

Date:

MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding ("MOU") made as of this ____ day of June, 2020, by and between the following communities of Ozaukee County, Wisconsin: City of Cedarburg, Town of Cedarburg, Village of Grafton, City of Mequon, City of Port Washington, Village of Saukville, and Village of Thiensville.

WHEREAS, the communities provide emergency medical, fire, and rescue services (collectively herein "Fire & EMS Services") to their respective communities; and

WHEREAS, the communities provide these services individually, through mutual aid, and shared services agreements; and

WHEREAS, the communities seek to continue to provide effective and efficient Fire & EMS Services to their respective communities; and

WHEREAS, the communities have determined that current and future budget considerations and constraints may become a challenge to providing effective and efficient Fire & EMS Services; and

WHEREAS, the communities agree to engage the services of the Wisconsin Policy Forum to study ways that Fire & EMS Services may be provided with synergy, reduced duplication, and increased flexibility; and

WHEREAS, the goal of the Wisconsin Policy Forum is to study the communities to determine if benefits to the communities could exist such that Fire & EMS Services be provided through a yet-to-be-determined group of options that would sustain or improve upon the existing levels of service while controlling costs; and

WHEREAS, Fire Chiefs and Administrators from each participating community will meet regularly with Wisconsin Policy Forum staff during the study in order to have the opportunity to provide advice and feedback on possible new service delivery options; and

WHEREAS, communities agree to openly produce accurate records and data to the Wisconsin Policy Forum during the study; and

WHEREAS, communities may decide at any point during the study if they wish to remove themselves from the study; and

WHEREAS, the results and recommendations of the study are not binding upon the communities, but serve as a starting point for formal discussions should any of the participating communities decide to pursue further discussions; and

WHEREAS, Wis. Stat. § 66.0301 authorizes municipal governments to enter into intergovernmental agreements to share services and/or otherwise provide for the joint exercise of municipal powers;

NOW, THEREFORE, in consideration of the promises and obligations set forth herein, it is mutually agreed between the City of Cedarburg, Town of Cedarburg, Village of Grafton, City of Mequon, City of Port Washington, Village of Saukville, and Village of Thiensville as follows:

1. City of Cedarburg, Town of Cedarburg, Village of Grafton, City of Mequon, City of Port Washington, Village of Saukville, and Village of Thiensville shall engage Wisconsin Policy Forum to conduct research at a cost not-to-exceed $22,000 and to provide guidance and potential options and/or recommendations with respect to sharing Fire & EMS Services on behalf of all of the aforementioned communities.

2. The cost of the Wisconsin Policy Forum work shall be split equally by the communities. Should Wisconsin Policy Forum require only one party to be invoiced directly, the invoiced party shall submit a request for reimbursement to the other communities who shall provide reimbursement for its share of the invoiced cost to the invoiced community within 30 days.

TOWN OF CEDARBURG

_____
David Salvaggio, Chair

ATTEST:

_____
Clerk

CITY OF CEDARBURG

_____
Mike O'Keefe, Mayor

ATTEST:

_____
Clerk

VILLAGE OF GRAFTON

_____
James Brunnquell, President

ATTEST:

_____
Clerk

CITY OF MEQUON

_____
John Wirth, Mayor

ATTEST:

_____
Clerk

VILLAGE OF SAUKVILLE

_____
Barb Dickmann, President

ATTEST:

_____
Clerk

CITY OF PORT WASHINGTON

_____
Martin Becker, Mayor

ATTEST:

_____
Clerk

VILLAGE OF THIENSVILLE

_____

Van A. Mobley, President

ATTEST:

_____

Clerk

Ozaukee County Fire/EMS Study
Wisconsin Policy Forum
May 2020

Wisconsin Policy Forum Proposal: **$22,000**

Participating Municipalites	Responding Agency
City of Cedarburg	Cedarburg
City of Mequon	Mequon
City of Port Washington	Port Washington
Village of Grafton	Grafton
Village of Saukville	Saukville
Village of Thiensville	Thiensville
Town of Cedarburg	Cedarburg
Town of Grafton	Grafton
Town of Port Washington	Port Washington
Town of Saukville	Saukville

Allocation of Contributions:	Equal Split
City of Cedarburg	3,142.86
City of Mequon	3,142.86
City of Port Washington (includes Town of Port Washington)	3,142.86
Village of Grafton (includes Town to Grafton)	3,142.86
Village of Saukville (includes Town of Saukville)	3,142.86
Village of Thiensville	3,142.86
Town of Cedarburg	3,142.86
	22,000.02

Note:
Fredonia is discussing the possibility in participating in the study at their June 4th meeting.
Still waiting on responses back from Belgium and Waubeka.