

Committee of the Whole

Monday, July 23, 2018

5:00 PM

McFarland Municipal Center
Conference Room A

AGENDA

1. CALL TO ORDER.
2. ATTENDANCE/ROLL CALL.
3. PUBLIC APPEARANCES.
4. APPROVAL OF MINUTES.
 - a. Discussion and action regarding minutes of the meeting held July 9, 2018.
5. BUSINESS.
 - a. Discussion and action regarding the creation of a Scope of Services for the study of Public Safety Facility Development.
6. SCHEDULE NEXT MEETING DATE.
 - a. To be determined.
7. ADJOURNMENT.

This meeting notice constitutes an official meeting of the above referenced group and was posted in accordance with all applicable laws related to Open Meetings Law. It is possible that members of and possibly a quorum of members of other governmental bodies of the municipality may be in attendance at the above stated meeting to gather information. No action will be taken by any governmental body at the above stated meeting other than the governmental body specifically referred to above in this notice. Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals. For additional information or to request this service, contact the McFarland Municipal Center at (608) 838-3153 or cassandra.suettinger@mcfarland.wi.us

VILLAGE OF MCFARLAND
Committee of the Whole Minutes

Monday, July 9, 2018 - 5:00 PM

1. CALL TO ORDER.

President Czebotar called the Committee of the Whole to order at 5:00 PM in Conference Room A.

2. ATTENDANCE/ROLL CALL.

Village Board members present: Village President Brad Czebotar, Village Trustees Jerry Adrian, Stephanie Brassington, Carolyn Clow (joined at 5:12 p.m.), Dan Kolk, Mary Pat Lytle, Shaun O'Hearn.

Village Board members not present: (none)

Staff Present: Administrator Matt Schuenke, Clerk/Treasurer Cassandra Suettinger.

3. PUBLIC APPEARANCES.

None.

4. APPROVAL OF MINUTES.

a. Discussion and action regarding minutes of the meeting held June 11, 2018.

Motion by Village President Brad Czebotar, second by Village Trustee Jerry Adrian, to Approve the minutes of the meeting held June 23, 2018. Motion carries 7 - 0 - 0 by acclamation.

5. BUSINESS.

a. Discussion and action regarding the creation of a Facility Concept Development Process.

Administrator Schuenke began to review the Facility Concept Development Process including the work desired to be completed and timeline in which it could be completed. The Committee discussed its questions centering around the need to construct a new Public Safety Facility and its preference to address these prior to undertaking another round of facility planning. Direction was provided by the Committee for Village Staff to prepare a Scope of Services based on the questions the Committee has raised in order to engage someone to conduct a Public Safety Analysis. Staff will also provide a list of possible consultants the Committee can consider providing the Scope of Services to for a proposal.

Trustee Lytle requested the Committee direct the Village Board to consider revising Village Ordinance regarding the requirements to hold a referendum for certain public improvements. The Committee members discussed these requirements as it reflected on the discussions held to date. The Committee provided direction to Village Staff that the Village Board should conduct this discussion following Public Hearing at its meeting on August 13th as might be feasible.

6. SCHEDULE NEXT MEETING DATE.

a. To be determined as needed.

The next Committee of the Whole meeting date will be held on Monday, July 23, 2018 at 5:00 pm.

7. ADJOURNMENT.

Motion by Village Trustee Shaun O'Hearn, second by Village Trustee Stephanie Brassington, to adjourn at 6:19 pm.

Pursuant to law, written notice of this meeting was given to the public and posted on the public bulletin boards in accordance with Open Meetings Law.

Respectfully submitted,
Matthew G. Schuenke
Village Administrator



VILLAGE BOARD SUMMARY SHEET

MEETING DATE: Monday, July 23, 2018

SECTION: Business

DEPARTMENT: Administration

CONTACT: Matt Schuenke, Village Administrator

AGENDA ITEM: Discussion and action regarding the creation of a Scope of Services for the study of Public Safety Facility Development.

PREVIOUS ACTION:

None.

ISSUE SUMMARY:

At the last meeting of July 9th, a process was discussed as a means to address certain questions the Committee had prepared regarding the development of Public Safety facilities. Direction was provided to prepare these questions into a Scope of Services that could be provided to vendors. Enclosed is that draft Scope of Services that has been prepared using the questions for reference but is not specifically the questions themselves. This was done more as a formatting exercise given the audience reviewing the scope will change to vendors rather than the Committee as it has been for a few meetings now.

It should also be noted this was not prepared as a full Request for Proposals. The Scope of Services is an element within an RFP and the direction was to prepare the Scope in order to be specific when approaching vendors regarding the work we are looking to complete.

Included in your packet is the full analysis conducted by Virchow Krause and RW Management from 2007. Possible vendors to assist us with this scope of services include:

1. [RW Management Group, Inc.](#) - Green Bay, WI
2. [Five Bugles Design](#) - Eau Claire, WI
3. [McGrath Consulting Group, Inc.](#) - Wonder Lake, IL

All three entities specialize in public safety in several different capacities. We have some experience with RW Management through the work that was completed in 2007, and after discussing briefly with them our challenges they are interested in helping. Staff also talked with Five Bugles who typically works through these questions as part of a facility design planning process. It is unknown their interest should the facility study aspects not be attached to the scope of services. McGrath would be totally new for us, but is not new to Wisconsin based on their Client list. Staff has not approached them as of yet. A link to each company is included for background.

FINANCIAL/BUDGET IMPACT:



To be determined based on responses received following release of Scope of Services. Best estimate thus far would put this work somewhere in the \$10,000 to \$20,000 range depending on the length of engagement.

VILLAGE PLAN REFERENCE:

None.

ORDINANCE REFERENCE:

None.

BOARD, COMMISSION OR COMMITTEE RECOMMENDATION:

Village Staff recommends the Committee review the Scope of Services and revise as they feel is appropriate in order to ensure it is sufficient to address the questions posed to date.

Consideration should also be given to the list of possible consultants to assist in this effort and how one may be selected if desired.

ATTACHMENTS:

1. McFarland Public Safety Scope of Services 07202018 mgs
2. McFarland Public Safety Organizational Structure Analysis VK 03012007



Scope of Services

Public Safety Analysis

July 23, 2018

Village of McFarland
5915 Milwaukee Street, PO Box 110
McFarland, WI 53558

Village of McFarland Scope of Services

Public Safety Analysis

INTRODUCTION

The Village of McFarland is located adjacent to the southeast side of the City of Madison in Dane County. The current population of McFarland is estimated at 8,200. The Village is serviced by USH 51 serving as the main connection point into the Village. The Village of McFarland has 75 permanent employees supplemented by seasonal, temporary, and part-time employees when necessary. The Village's primary departments include Administration, Community Development, Communications/Technology, Fire and Rescue, Library, Public Works (including Parks and Utilities), Police, and Senior Outreach. More information about the Village is available at www.mcfarland.wi.us.

SCOPE OF SERVICES

The Village has been studying certain facility improvements necessary for service delivery by its Departments. One of the objectives in determining space needs revolves around the future of our Public Safety departments (Fire and Rescue, Police) and the challenges surrounding their ability to provide service to the Community within the spaces presently provided. Prior to engaging in further space needs analysis, several questions have arisen regarding the manner in which Public Safety services are delivered warranting further study prior to conducting future facility designs. The Village Board desires to engage a Consultant to work with the Board, Departments, and the Public on the following issues/challenges regarding ongoing service delivery of our Public Safety Departments.

- Future Service Delivery – The Study should review the current means by which service is provided by our Public Safety Departments and project what the future entails for the delivery of these services. This would include review of Police Department and Fire and Rescue Department. This item should also address the format by which service is provided in order to consider various options such as full-time staffing, district creation, higher license threshold of emergency care, shared/joint department, etc. as applicable to the service listed.
- Operational Alternatives – This item should review current services as a means to make suggestions on operational alternatives that would alleviate some need for facility expansion. Essentially, what are possible changes that could be made to current operations that would remove or lessen the need to construct new facilities.
- Right Size – The Study should bring together necessary data and demographics to objectively demonstrate the facility needs to support Public Safety Services. Types of data to be reviewed would include but not limited to personnel, equipment, consideration of adjacent communities, population, geographic growth, height of buildings, and our service responsibilities in relationship to other jurisdictions both municipal, county, and state.

- Location – This item would assist in trying to figure out what locations are generally feasible and delivery of service in which to locate a Public Safety facility. The desire would be to take into account response times, volunteer response ability, and ISO minute coverage maps as applicable and available. This should also review locations based on the idea that the Public Safety facility would be a joint facility as well as a stand alone fire station and/or police station. This item should also account for the Village's growth pattern as it expands through new development and annexations.
- Operating Costs – Based on what the future may hold for these services, the Study should review and project operating costs based upon the future staffing projections considered.
- Garage Space – This item would review the vehicle and equipment needs for EMS, Fire, and Police services over the course of the next 10 years. This item should further study how these needs coincide with current space availability and possible options for expansion.
- Municipal Center Conversion – The current Municipal Center was constructed in 2000 to house all Village services including Public Safety with the exception of the Library and Public Works. At the time this facility was planned and constructed, it was the future at that time (approximately 20 years ago) that Public Safety would expand and utilize the entire Municipal Center forcing non-Public Safety users elsewhere. Given the needs of these Public Safety services and their future projections, this item would review whether or not that idea remains feasible.
- Shared Facility – This item should review the feasibility of a shared Public Safety facility that houses EMS, Fire, and Police services. Obviously each of the three have different needs regarding their facilities and the Study should consider whether it is realistic of the Village to consider all three within one facility.

PROPOSAL

Consultants shall review this Scope of Services and prepare a proposal for submittal to the Village Board for consideration. The Proposal submitted should reflect the Consultants professional expertise and experience regarding their approach to complete this work to the sole satisfaction of the Village Board. The Proposal shall include a timeline for completion of their work and associated fees for service as is applicable. The Village Board will consider and select the Proposal it feels in its sole discretion best meets the needs of the Village in order to fully address the Scope of Services requested.

Village of McFarland

Fire, Emergency Medical Services and Police Organizational Structure Analysis

Final Report



**Virchow Krause
& company**

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March 1, 2007

**Village of McFarland
Police, Fire and Emergency Medical Services
Organizational Study**

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I. Project Scope and Methodology

The Village of McFarland has a history of proactively planning for anticipated service delivery modifications resulting from position changes, significant community development, population growth, expanded service delivery areas and emerging best practices in municipal governance. In keeping with that proactive philosophy, the Village's management team requested and received authorization to conduct a formal analysis of specific organizational changes necessary to ensure full responsiveness of its public safety services.

Under the direction of the Village Administrator and at the request of the Village Board, Ad Hoc Public Safety Study Committee members are discussing how to best organize and deliver public safety services given the recent resignation of the EMS Director and the potential for other retirements in both the short and long term. While the Village has been fortunate to be under the astute management of talented and experienced Village administration members during a period of rapid growth, several of these individuals will be eligible to retire within the next several years. These impending management changes may impact the ability of the Village to respond to issues in the same fashion as they have in the past. The Village anticipates challenges relative to filling these positions, but also views this change as an opportunity to assess the current organizational structure and to make necessary modifications to meet changing service delivery needs for its police, fire and emergency medical services departments.

Plan Priorities

The Village's EMS Director resigned last August. This was a full-time position which has been filled on an interim basis with a part-time EMS Director. This change, while appropriate in the short term until an organizational analysis is completed, has also resulted in the Village incurring significant overtime expenditures. To both regain control of overtime costs and to provide long-term management stability for the EMS Department, the resolution of these issues is a Village priority.

The Village of McFarland contracted with Virchow Krause & Company, LLP, and its sub-consultant RW Management Group to conduct an analysis of alternative management structures for the Fire, EMS and Police Departments. This analysis is intended to ensure the optimization of Village resources and continuity of service for the delivery of public safety services during a period of leadership transition.

Specifically, the intent of the study is to provide an assessment of Village public safety functions, compare them with other alternative organizational structures, and make recommendations of operational improvements. The Village is seeking to meet the following objectives through this study:

- Identify internal and external factors that have the potential to affect the delivery of public safety services in the near future. These issues will include an analysis of staff workload and availability under the current interdepartmental staffing arrangement for Emergency Medical Technicians (EMT). In addition, assess the potential impacts on the Village's public safety departments from increasing service demands from a growing community and a metropolitan public safety environment that features pending initiatives relative to intergovernmental coordination, cooperation, and service delivery

- Identify feasible alternative approaches to organization and management of the Village's public safety departments, and among these, recommend an "ideal" approach that will allow the Village to deliver services more efficiently and effectively, with a thorough discussion of pros and cons. Identify the pros and cons of each alternative including significant risks, potential impact on expenditures and service, and lessons learned from other municipalities that are operating with similar organizational structures
- As part of identifying the pros and cons of each feasible alternative and the "ideal" approach, comparison communities will be identified for the Study Committee to contact and conduct their own interviews. These comparison communities will be selected, in part, on whether they have implemented an organizational alternative approach being considered by the project team, as well as other factors

As appropriate, we have incorporated benchmark information to highlight similarities and differences between the Village of McFarland, industry standards and other peer communities. This information is intended to be one facet of the information considered in making our recommendations.

Our assessment included several facets and was conducted using the following approach:

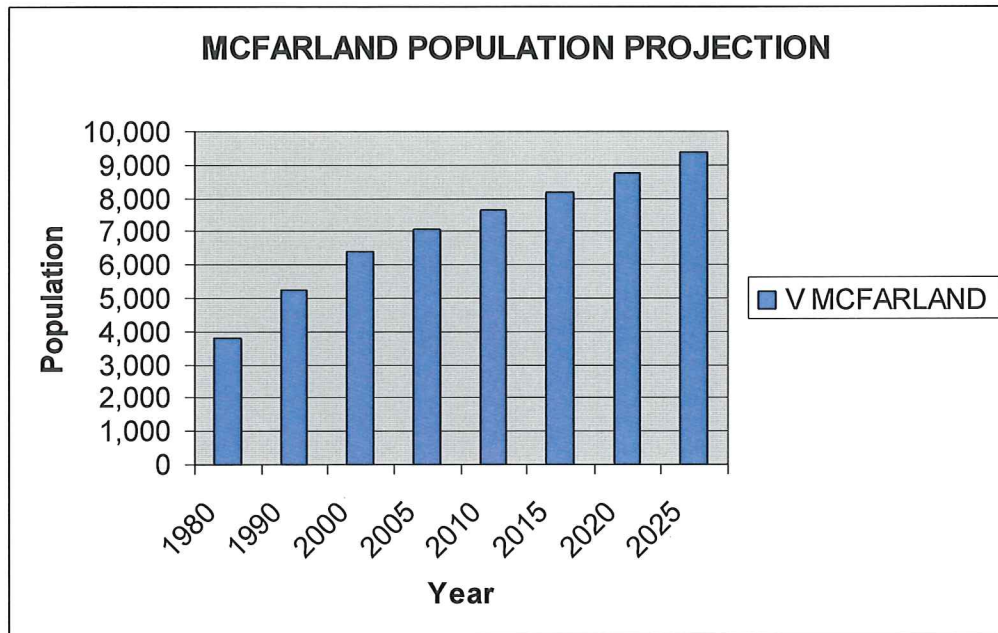
- Review of key management documents (e.g., annual operating budget, demographic information, department annual reports)
- Analysis of position functions and reporting relationships including review of job descriptions
- Interviews with key Village staff allowed us to:
 - Review specific task assignments with emphasis on priorities in service needs relative to these assignments
 - Evaluate staffing levels and allocations
 - Review staffing needs related to anticipated changes in Village demographics, growth patterns and trends in service delivery
 - Analysis of the use of available technology in support of key processes
- Survey other municipalities to determine their comparability to McFarland and to determine their respective public safety organizational structure

II. Background

The Village of McFarland is a growing community with a current population of approximately 7,300 residents. Its population is expected to increase to nearly 10,000 by the year 2025 (see population projections on the next page). The Village shares borders with the City of Madison to the north, the Town of Dunn to the south and southwest, and the Town of Blooming Grove to the east. Due to its close proximity to Madison and excellent highway access, McFarland is located in a rapidly expanding urban area in Dane County. Growth and development has outpaced most other metropolitan areas in Wisconsin and is expected to continue to do so for the next several years. A strong regional economy and higher educational opportunities have spurred much of this growth and expansion during the 1990s. Total population, employment, and development are forecasted to continue growing in the region over the next two decades, with McFarland positioned to accommodate this growth in a balanced,

well-planned manner. With this continued growth pattern is the need to constantly monitor services to ensure that they meet citizen needs. This is especially true with regard to public safety services. Figure 1 shows the projected growth for the Village of McFarland to the year 2025.

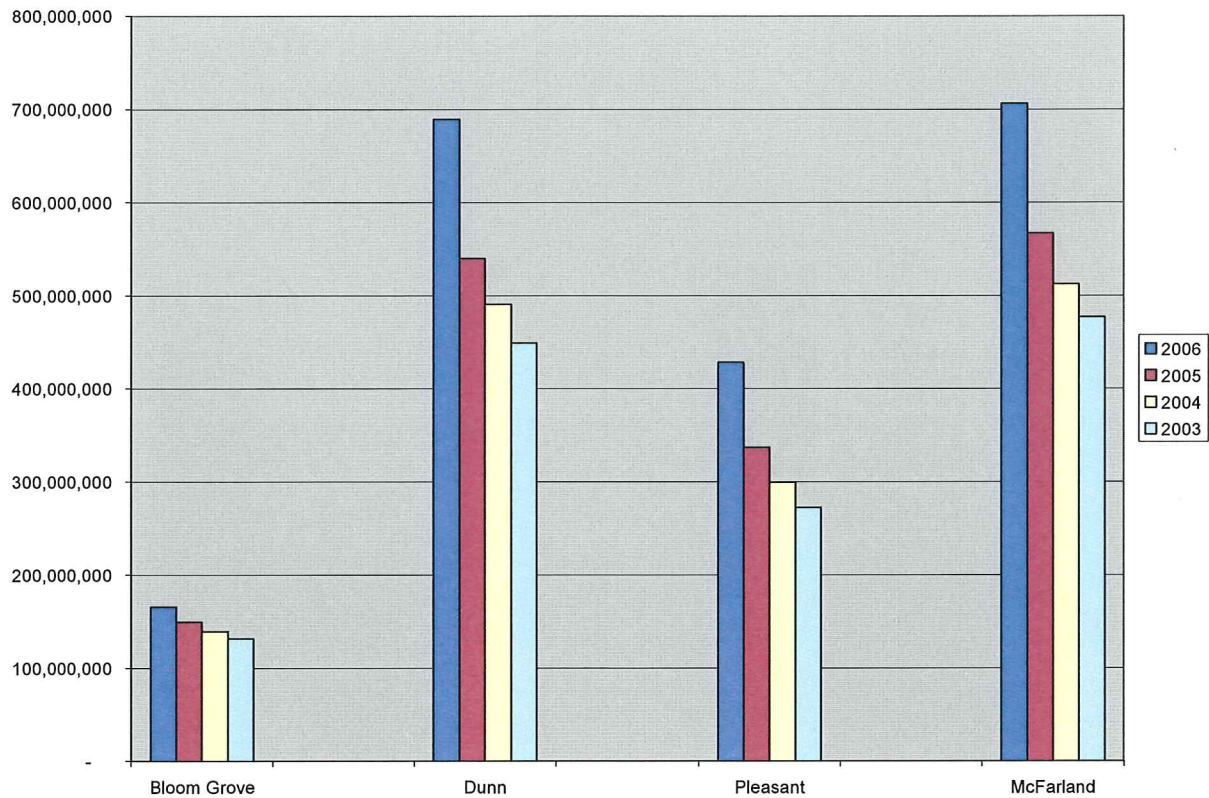
Figure 1
Population Projections for the Village of McFarland



Source: Wisconsin Department of Administration Municipal Population Estimates.

Another measure of growth is the increase in equalized value in a community. While it is difficult to gauge future development with any certainty, historical increases in equalized value offers some insight into development patterns. Figure 2 shows the increase in equalized value from 2003-2006 for the Village and the three towns that are provided with public safety services. The equalized values for the towns are for the entire town, even though only a portion may receive service from McFarland.

Figure 2
Changes in Equalized Value 2003-2006



Source: Wisconsin Department of Revenue, Equalization Reports.

In addition to providing public safety services within its municipal boundaries, the Village also provides fire protection to the Towns of Dunn and Pleasant Springs. Ambulance service is provided to these towns as well as to a portion of the Town of Blooming Grove. These services are provided through formal contracts between the Village and the towns. Including these towns, the fire and EMS department's service area and population are 31 square miles and approximately 9,900 residents. While these towns are also expected to grow, their growth will be at a slower rate than that of the Village.

A review of changes in population and equalized value are important since the primary purpose of public safety services is to protect people and property.

The Towns report a good relationship with the Village and overall are satisfied with the fire and emergency medical service they receive. Representatives of the Towns meet with the Village quarterly as an advisory committee which has improved communication between the parties. It was noted that it would be helpful to have formal minutes prepared and distributed for these meetings to keep a record of discussions. As with any contractual arrangement, costs are always a concern. However, costs do not appear to be a highly significant issue with the Towns at the present time.

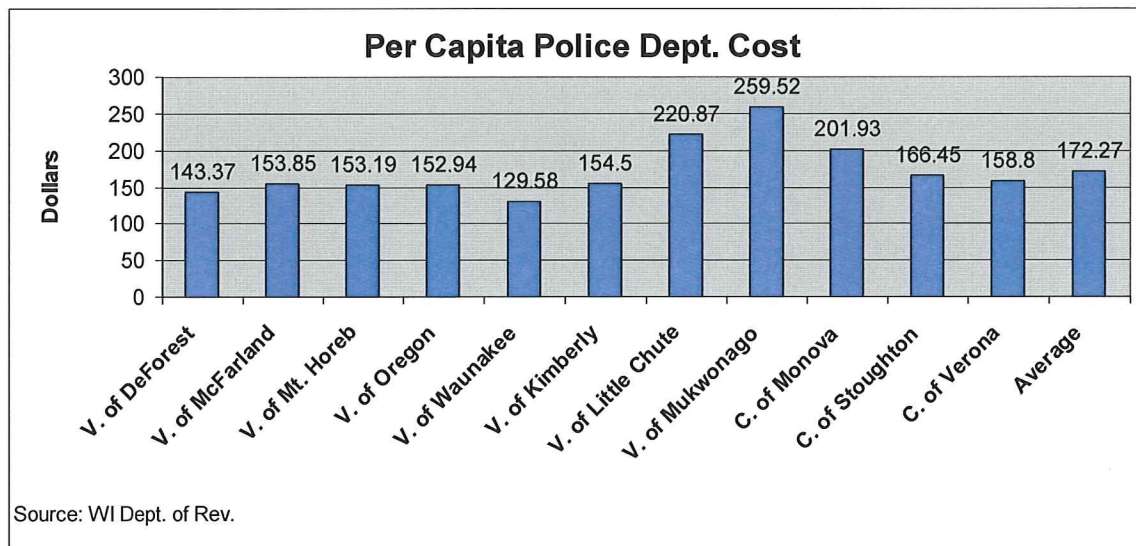
Police Department Organization

The McFarland Police Department is organized in the typical para-military structure found in most police departments. It consists of 13 full-time sworn officers (including the Chief), 6 part-time sworn officers and 2 administrative staff. The officers work a schedule that consists of working 6 consecutive days followed by 3 days off, assigned to one of 4 different shifts (including a "power shift").

The typical number of police officers for municipalities in Wisconsin ranges between 1.5 to 2.25 officers per 1,000 population. Fifty-two percent (52%) of Wisconsin municipalities have between 1.75 and 2.25 police officers per 1,000 population¹. The number of police officers in a municipality is usually determined based on population, development density and crime rates. McFarland has 2.05 officers per 1,000 population, well within the norm for other municipal police departments throughout the State.

The 2007 Police Department Budget is approximately \$1.3 million. In addition to the number of police officers per capita, another often used benchmark of comparison is the cost per capita. The Department of Revenue calculates per capita costs as total cost (excluding off setting revenue) divided by the population of the service area. In McFarland, police services cost citizens \$153.85 per capita per year. This is also well within the normal range for police services in communities with a similar population (see Figure 3).

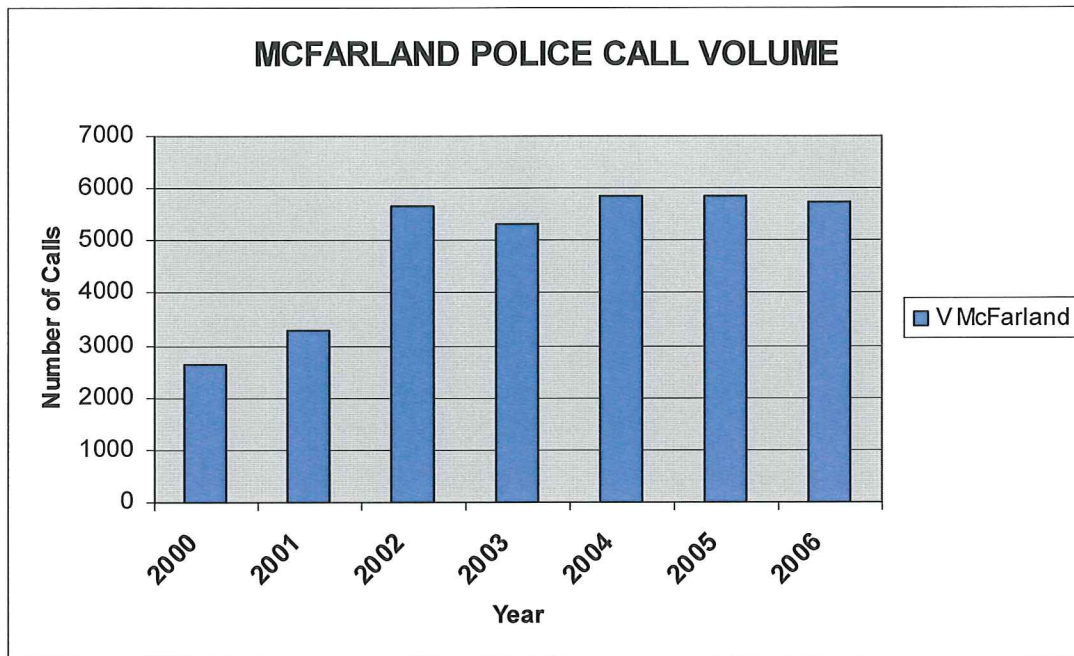
Figure 3



The Police Department call volume grew significantly between 1999 and 2002, but has leveled off since then (see Figure 4).

¹ The Wisconsin Taxpayer. Vol. 1, No. 75

Figure 4



The Department reports that it continues to be impacted by growth within and around the Village and the resulting increased traffic on the major thoroughfares going through the Village. Population and traffic increases have a direct correlation to related traffic enforcement needs and criminal activity that can be attracted to the area. In addition to traffic enforcement and crime prevention/investigation, the Police Department responds to all fire and ambulance calls. The Police Department is often the first department on the scene of such calls.

Fire Department Organization

The McFarland Fire Department can be described as a combination full-time and paid-on-call organization. The Fire Chief is a part-time paid employee. He is paid on the basis of working twelve (12) hours per week, but reports working substantially more hours on a regular basis. The Deputy Fire Chief/Fire Marshall is a full-time employee of the Department. He is responsible for conducting bi-annual fire inspections of 513 commercial buildings in the Village and the two towns being served (commercial properties are inspected twice each year). He is also a licensed EMT. The Village included a part-time fire inspector to work ten hours per week in its 2007 budget.

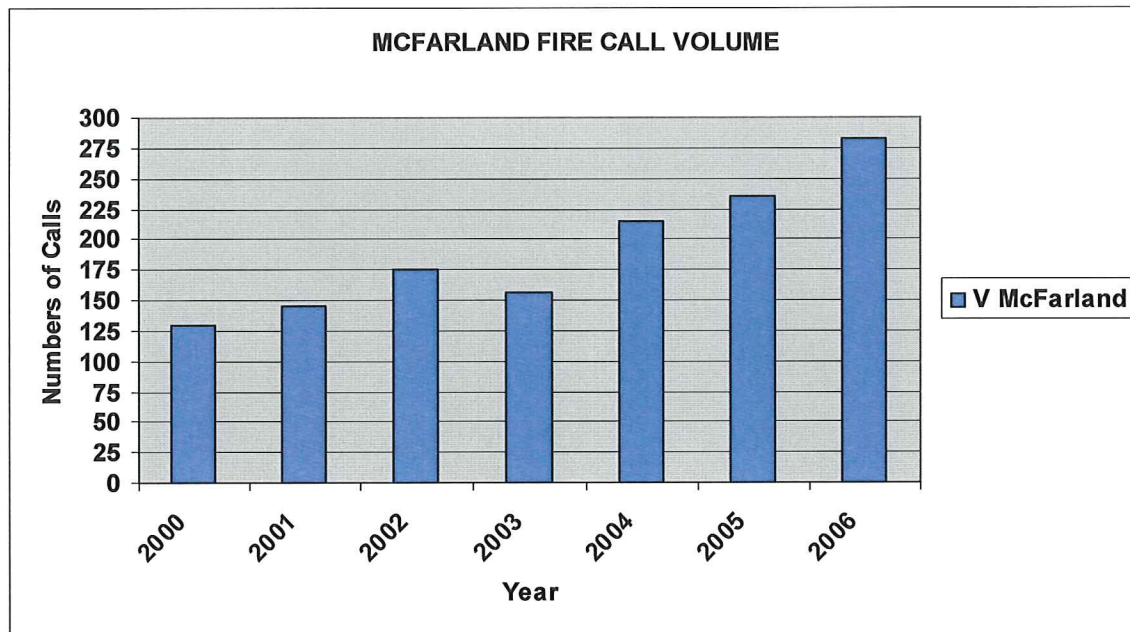
The Fire Department has forty-two (42) volunteers with a waiting list of 4-6 individuals who would like to join the department. Department staffing is relatively stable with recruitment and retention of volunteers not identified as a significant issue. However, there is a lack of volunteers during weekdays. To address this challenge, additional support is provided by some of the Village's Department of Public Works employees who have joined the fire department and respond to calls during their normal work shifts Monday through Friday when fewer volunteers are available to respond to calls. The practice of utilizing DPW employees to respond to daytime fire calls was initiated many

years ago due to the fact that many volunteer firefighters worked outside of the Village during the day and were not available for response to daytime calls.

The Fire Department operates in the typical “top-down” command structure found among most volunteer fire departments, with the fire chief setting policies for the department with input from his command staff. The Department holds training sessions every Monday night, with attendance and participation reported as being quite strong.

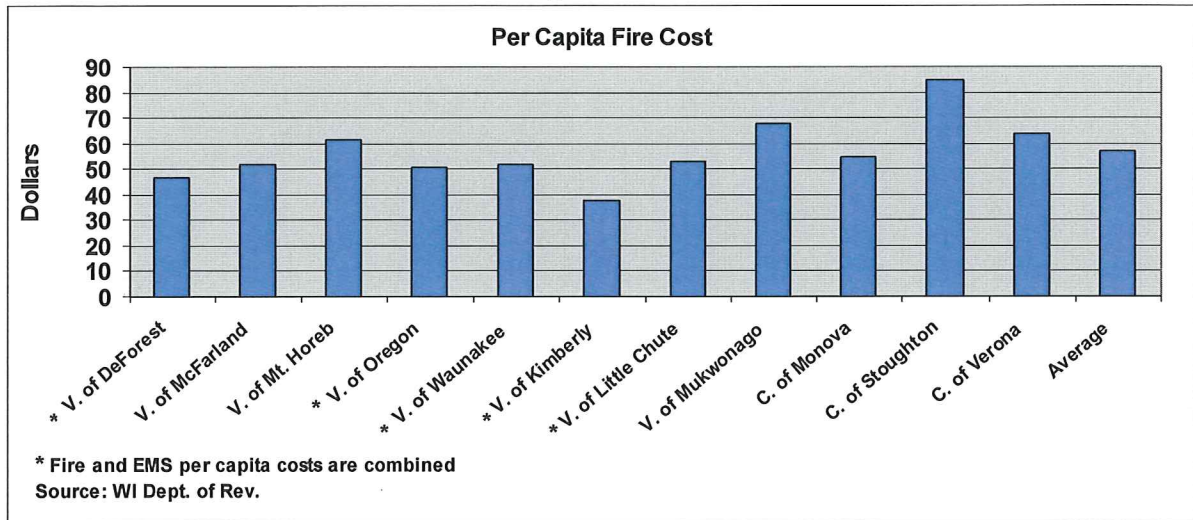
The Department provides fire protection to approximately 9,900 residents, including the Village of McFarland and the Towns of Dunn and Pleasant Springs. The Department responds to approximately 200-250 calls per year (see Figure 5). The number of calls has been increasing in recent years. Much of this increase is related to highway traffic accidents.

Figure 5



In comparison to other municipalities with similar populations, the Fire Department's cost per capita is very competitive. Based on Department of Revenue statistics the per capita cost for fire services in the Village of McFarland is \$51.93, slightly below the average for other comparable communities. A comparison with other communities with a similar population to McFarland's can be found in Figure 6.

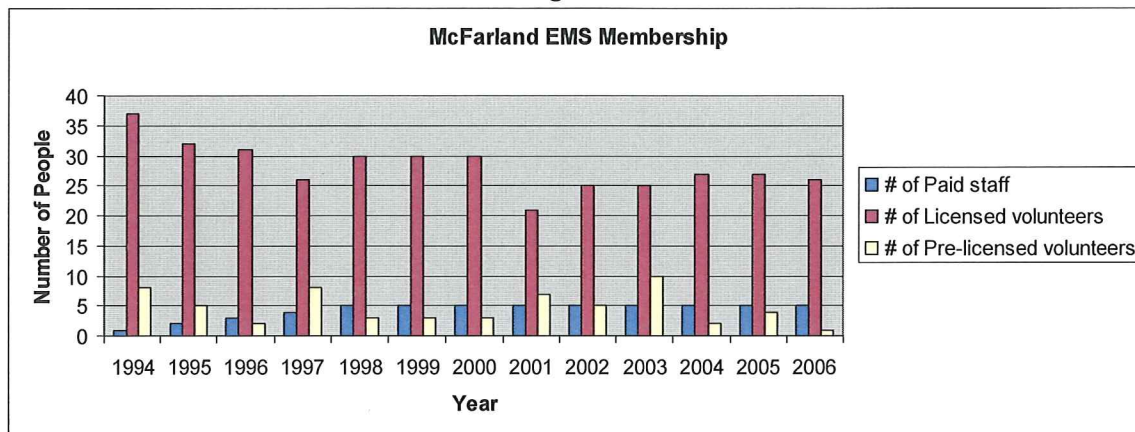
Figure 6



Emergency Medical Services Department Organization

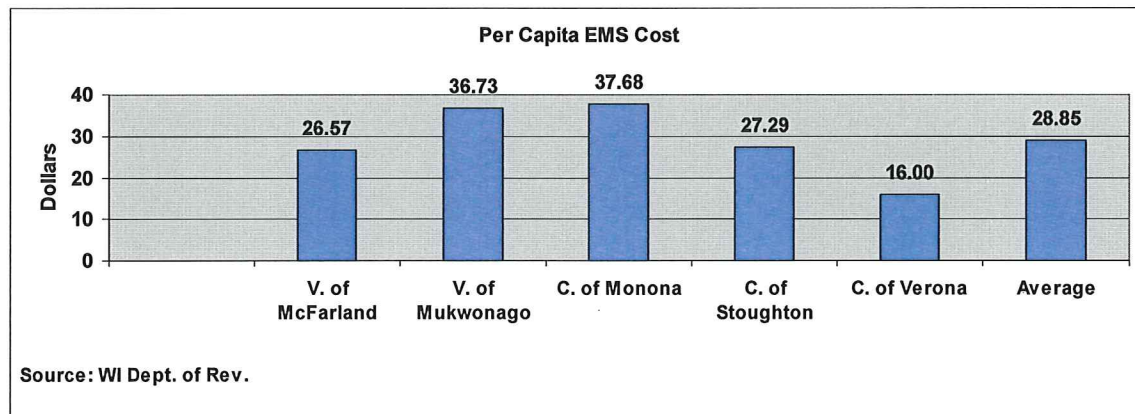
The Emergency Medical Services Department (EMS) currently operates with a combination of four (4) full-time and twenty-seven (27) paid-on-call volunteers. The Department has had as many as forty-five (45) volunteers and five (5) full-time staff on its roster (see Figure 7). EMS, more so than the Fire Department, has struggled to maintain an adequate complement of volunteers. Given the growing call volume in the community, a complement of 33-38 volunteers would be beneficial and/or a change in work shifts for fulltime EMTs would be desirable to ensure adequate coverage.

A recent volunteer drive resulted in several new members scheduled to attend EMT training this spring. Additionally, statistics and annual rosters provided by one of the EMS volunteers demonstrate significant turnover in volunteer personnel from year to year (i.e. names that appear on a roster one year, may not appear the following year). Among the difficulties in recruiting and retaining volunteers are the amount of training required to become an EMT, on-going training to meet recertification requirements and the time commitment required of volunteers (ie: They are on call for two 12 hour weekend shifts every 5 weeks).

Figure 7

The department has been managed by a full-time EMS Director since at least 1990. The most recent full-time Director resigned in August 2006. The Department has been managed by a part-time interim director since that time. This has reduced the number of full-time EMTs from five to four, the result of which has been a significant increase in overtime for the Department during the past 6-8 months.

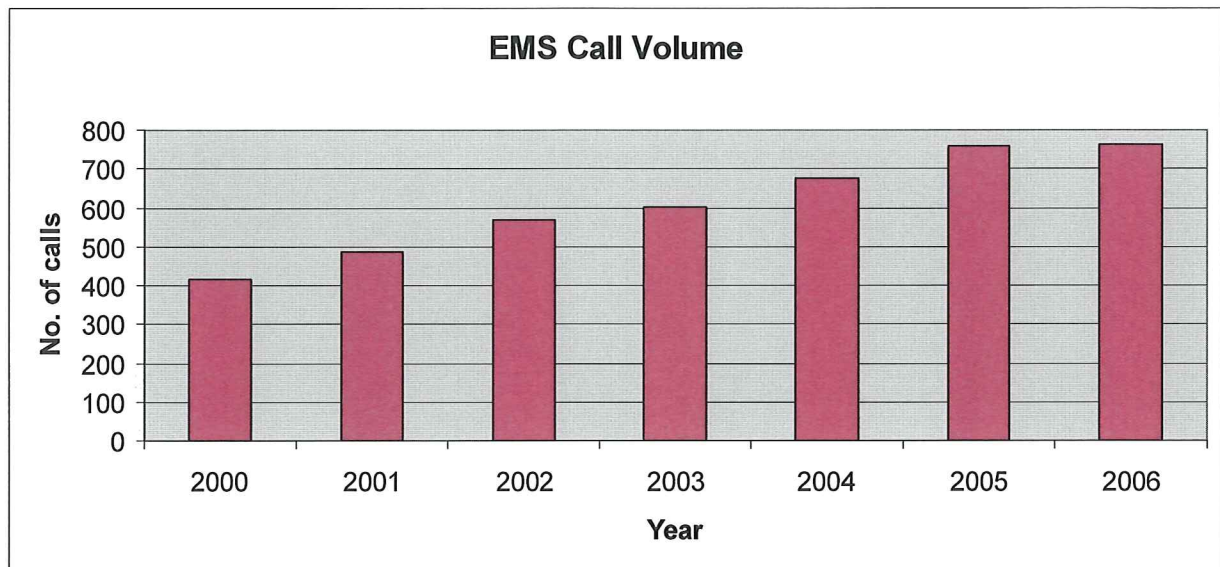
The per capita cost for EMS service in McFarland is \$26.57, which is below the average for comparable communities as shown in Figure 8.

Figure 8

EMS provides an I-V Tech level of service which means that emergency medical technicians (EMTs) can administer certain medications to patients they are treating. All parties interviewed for this study feel this is an adequate level of service at the current time for the Village and surrounding towns. If needed, paramedic service is available from the City of Madison as well as from other nearby paramedic providers through the Dane County mutual aid agreement.

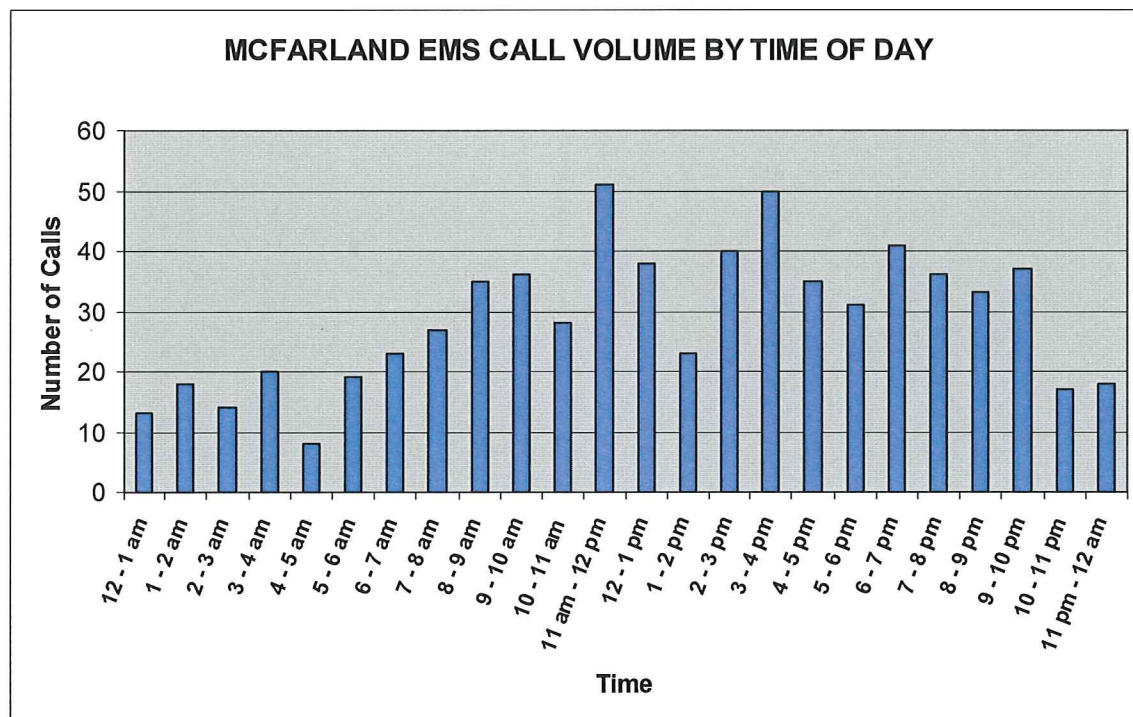
Call volumes for ambulance service is growing at a rapid rate putting pressure on both volunteers and full-time EMTs. In 2006, the Department responded to 761 calls. The increase in calls is shown in Figure 9.

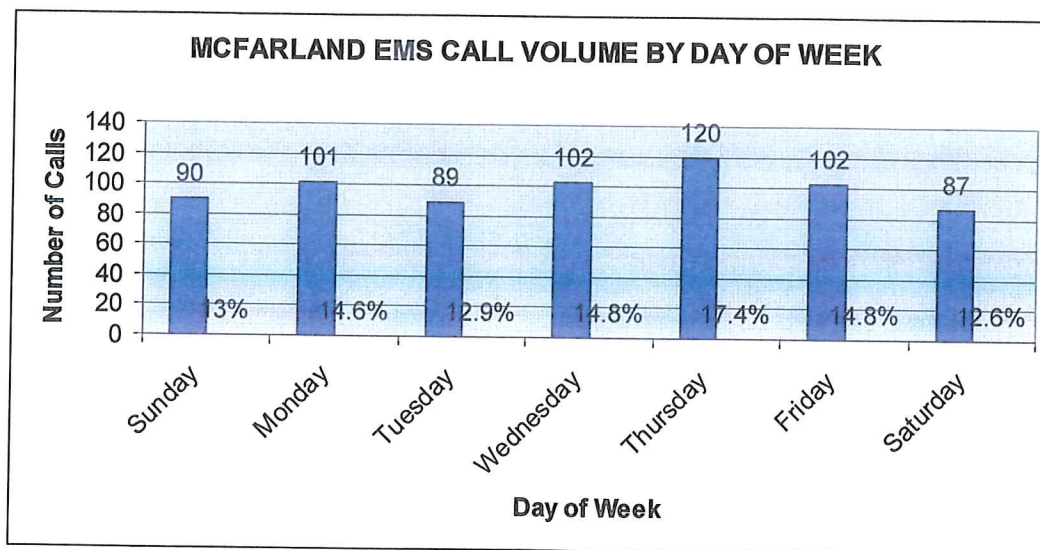
Figure 9



Since many of the volunteer EMTs work outside of the Village, they are often not available to respond to calls during the normal work day. This is a critical issue since sixty-four percent (64%) of calls occur between 4 a.m. and 6 p.m. and seventy-four percent (74%) occur Monday through Friday (see time of day and day of week graphs below). These statistics amplify the need for volunteer and/or full-time EMTs during normal business hours.

Figure 10

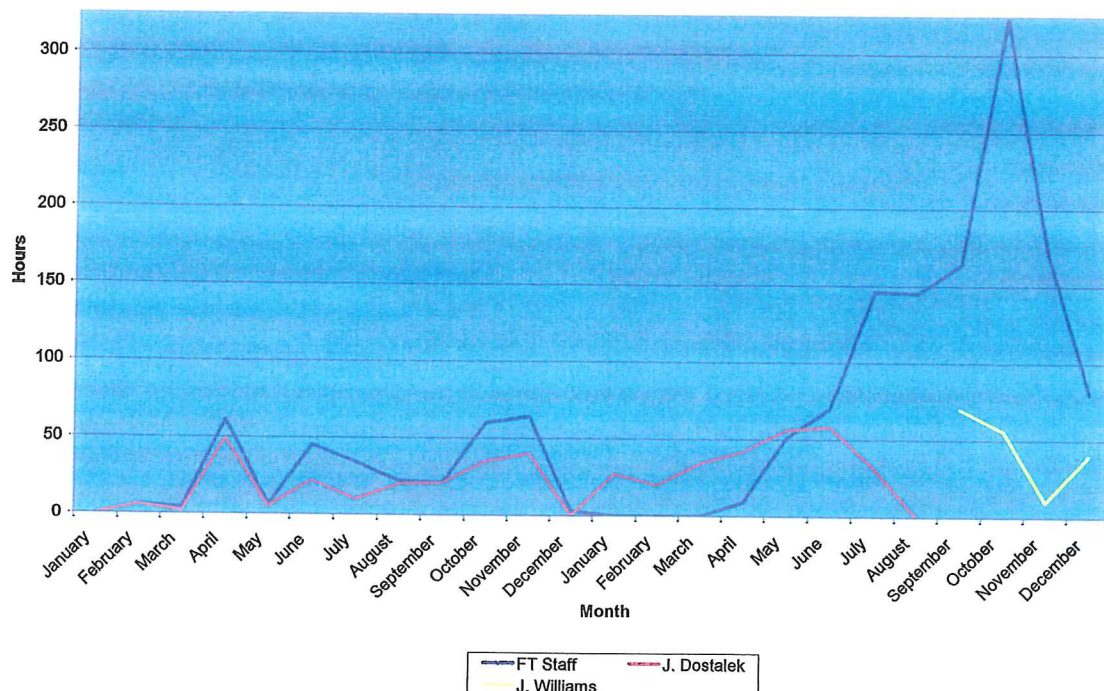




The full-time employees of the EMS Department work dual jobs for the Village. Two perform custodial duties and report to the Public Works Director and two perform clerical duties and report to the Village Clerk/Deputy Treasurer. The custodial employees work from 4:00 am to noon Monday through Friday and in addition to their custodial duties, are responsible to respond to EMS calls during that time period. The clerical employees work from 10:00 am to 6:00 pm Monday through Friday and are responsible for responding to ambulance calls from noon to 6:00 pm in addition to providing a range of clerical duties in the General Government Office. When the full-time EMTs' call volume is heavy, their custodial and clerical duties suffer by necessity.

When a full-time EMT is off work, his/her time is covered by the EMS Director, volunteer EMTs or other full-time EMTs on an overtime basis. Similarly, if insufficient volunteers are available for weekend coverage, it often falls on the full-time EMTs to work weekends on an overtime basis. The use of overtime for the past five years is shown below.

Comparison of Overtime Hours By Month 2005-2006



Comparative Public Safety Data

There are a number of benchmark comparisons that can be used to compare relative costs and efficiencies of public safety services in a community. Most of this information is difficult to obtain and, due to variations in services and methods of service delivery, the interpretation of data is difficult to make it meaningful. One readily available method of comparison is per capita cost data. Figure 12 shows police, fire, EMS and total public safety per capita costs for cities and villages with populations between 6,000 and 10,000 as well as three larger municipalities located in Dane County (Fitchburg, Middleton and Stoughton). As you can see in this table, police per capita expenses are 15% below the average for this group. Fire per capita expenses are 20% above the average. However, when hydrant rental is removed (which is the case in many communities) the fire per capita cost is 46% below the average. EMS per capita expenses are 246% above the average. However, very few of the comparable communities have full-time EMTs as is the case in McFarland. Total public safety costs (police, fire and EMS combined) shows McFarland's per capita cost 3% above the average. However, if hydrant rental is removed, then the per capita cost is 12% below the average for this group of municipalities.

Figure 12

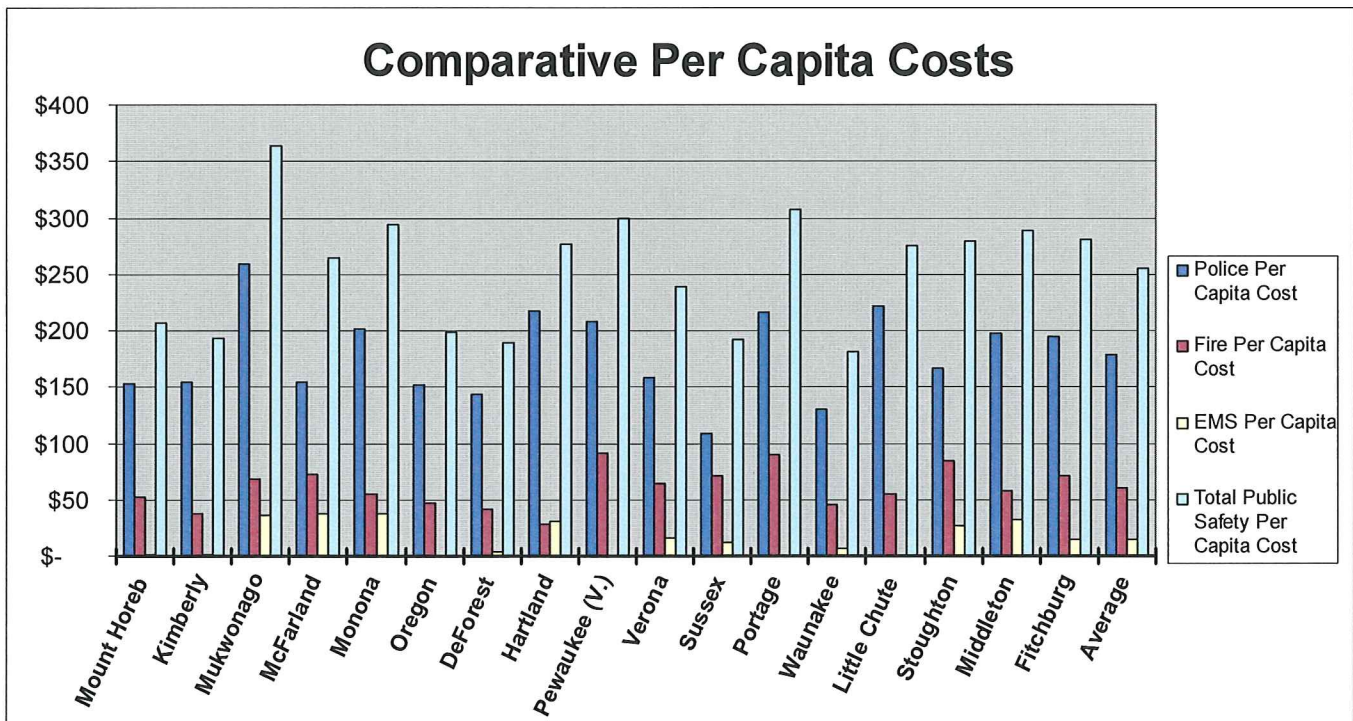
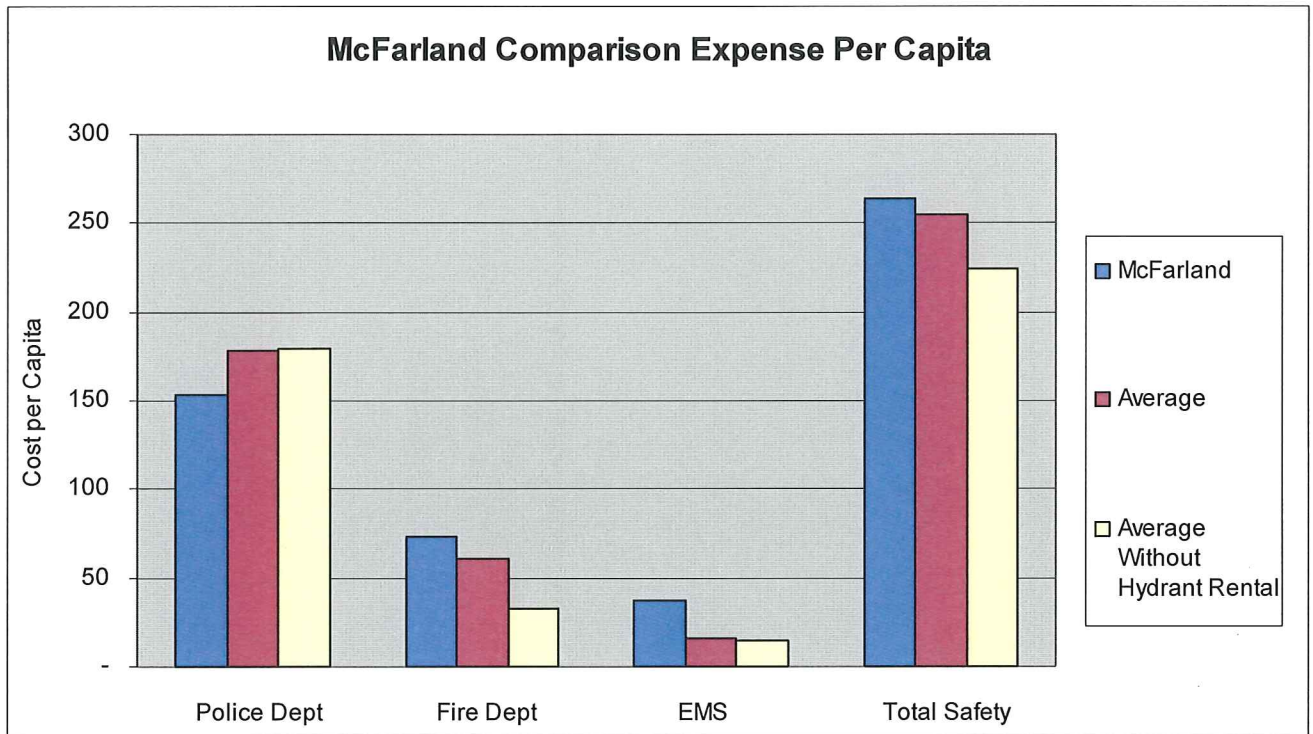


Figure 13



III. Types of Organizational Structures

Included in the scope of work for this study was an analysis of how other like communities organize their public safety departments. Specifically, are there models the Village should consider that are different from the current structure? Are there other structures that are more efficient? Wisconsin law and current practice identify six (6) fire/EMS organizational structures. They include:

Figure 14

Type of Fire/EMS Department Organization			
Type	# of Depts.	Average Pop.	Average Cost/Capita
Full-time	76	56,600	\$ 115.00
Combination Full-time and Vol. (POC)	92	12,270	\$ 60.00
Volunteer (POC)	156	6,740	\$ 32.00*
Contract w/ Neighbor or Private Company	42	8,200	\$ 35.00
Joint Department w/ Multi-municipality	34	7,900	\$ 81.00
Joint Public Safety Department (Combination police, fire & EMS)	1	17,600	Not available

Source: The Wisconsin Taxpayer Report, February, 1999. Volume 67. No. 2.

*McFarland fire per capita cost excluding hydrant rental is \$33.00/capita.

There are several ways to manage the various types of public safety organizations. These organizational and management structures are identified as follows:

Types of Internal Organizational Structures:

- 3 separate departments with 3 chiefs
- 3 separate departments with a police chief and a combined Fire/EMS Chief
- 3 separate departments with 1 public safety director and police, fire & EMS assistants
- 2 departments: 1 police department and 1 combined fire/EMS department
- 1 combined public safety department with a public safety director
- Contract for services with another municipality or a private fire company/private ambulance service

The McFarland public safety services are provided through three separate departments with three separate department heads.

IV. Survey of Other Municipalities

McFarland is interested in determining specifically how other municipalities organize their public safety functions, what seems to work well and what the best practices in other communities are. To address these questions, a survey was sent to 36 municipalities with populations from 6,000-10,000 (plus three larger municipalities located in Dane County). Responses were received from 14 municipalities. They were asked to identify the size of their police, fire and EMS departments so that they could be compared to McFarland (i.e. budget, manpower, etc.). They were also asked to identify how their public safety agencies are organized.

Among those who responded to the survey, the following types of organizations were identified:

- All of the municipalities that responded have a separate full-time police department, except the Village of Sussex which contracts with the Waukesha County Sheriff Department for police protection.
- Several municipalities reported operating with combined fire and EMS departments. They include: Rice Lake, Elkhorn, Sparta, Hales Corners and Sussex. They are all staffed with either paid-on-call personnel or a combination of paid-on-call with some full-time employees.
- Three communities report providing fire and police services only and contract out for EMS. They include Monroe, Shawano and Kimberly. The ambulance service is provided by a local hospital or another municipality.
- One community contracts with its neighbor for fire and ambulance service (Village of Pewaukee).

A tabulation of the survey results can be found in Exhibit A at the end of this report.

Members of the Ad Hoc Public Safety Steering Committee have indicated that they may contact some of these municipalities to discuss best practices within their respective public safety agencies to determine what practices may be adopted and benefit McFarland. This will be done independently of this study, although the results of their inquiries may be included later in this report, if the results are received in a timely manner.

V. Findings and Recommendations

As a part of this study, a great deal of time was spent reviewing department documentation, interviewing personnel in each of the three public safety departments as well as Village management to gain a firm understanding of the public safety management and administration in McFarland. As a result, a number of recommendations have been developed designed to improve the operations of these departments.

Overall, we find all three public safety departments in McFarland are well run agencies, staffed by individuals committed to providing the best possible service to the community they serve (both the Village and towns under service contracts).

The following details the specifics of pertinent findings and recommendations. While the majority of our recommendations relate to organizational modifications, some of the findings deal with necessary changes to culture, practice or stated policy and are aimed at improving service responsiveness and the effective use of staff resources within and between departments.

POLICE DEPARTMENT

Finding #1: The Police Department is typical of departments serving a community the size of McFarland. The Police Chief is responsible for the management of his department and is the Village's Emergency Management Director in the event of a major calamity. The Department has a typical para-military organizational structure. The Chief is well organized and his officers appear to respect him and his position. His management style gives officers substantial decision-making freedom, but he holds them accountable for their decisions. The Department's per capita cost is lower than that of comparable departments.

Recommendation #1: Twenty to twenty-five years ago many municipalities nationally created public safety departments, combining police, fire and ambulance services under one department. Very few municipalities are currently using this model today; in fact there is only one public safety department in Wisconsin. Furthermore, the operating cost of the McFarland Police Department is currently below the per capita average of other police departments similar in size. We recommend no changes in the current police department organizational structure.

Finding #2: The Fire, Police and EMS Departments have traditionally operated as separate departments with a department manager responsible for the day-to-day administration of each department. This appears to have served the Village quite well over the years, given its size and available resources to provide public safety services. However, changes in public safety demands, Homeland Security issues, the complexity of life-saving responsibilities of public safety departments and the need to improve written policies, procedures and protocols suggests a stronger management structure may be warranted for the Village.

Recommendation #2: The creation of an Emergency Management Director, who has administrative oversight for the Fire Department, manages the EMS Department and provides emergency management oversight of the Police Department during severe man-made and natural disasters (and training for such events). He/she would provide the Village with a full-time Director position that could provide administrative assistance, oversight and emergency management coordination of all public safety agencies in the Village when it is most critically needed. This

position would help to alleviate the part-time Fire Chief with administrative issues, provide direct management of the EMS department, respond to ambulance calls and reduce the Emergency Management responsibilities of the Police Chief. A draft job description for this position and a proposed organization chart can be found in Exhibit B at the end of this report.

EMERGENCY MEDICAL SERVICES DEPARTMENT

Finding #3: The EMS Department has had a full-time EMS Director in charge of the Department for several years. His resignation and the appointment of an interim director leaves the Village with a decision to make as to whether or not to appoint an EMS Director fulltime or part-time; whether this person should be in charge of just EMS or EMS and other departments and whether a full-time person is necessary.

Recommendation #3: This administrative and management void in the EMS department would be resolved with the establishment of the Emergency Management Director listed in recommendation #2. This position should be filled with someone who has strong administrative, management, leadership, Fire, EMS and Emergency Management skill sets. This typically means the appointment of someone with several years of progressive public safety management experience.

Finding #4 Some EMS staff noted inconsistencies in procedures and lack of knowledgeable the location of equipment on ambulances and fire trucks. The Department lacks comprehensive and up-to-date policies and procedures. This can result in inconsistent practices and questions in the minds of department members as to what may be expected of them on emergency calls.

Recommendation #4: Once a new Emergency Management Director is hired, one of his/her priorities should be to update the Department's policies and procedures. To save time, he may want to contact other departments to obtain sample policies and procedures, but they should be written to meet McFarland's unique needs.

Finding #5: Having full-time employees working with volunteers often results in an organization with a high degree of internal friction or dissonance. That is not the case with the McFarland EMS Department. Full-time staff seems to work well with the volunteers. However, it is important to constantly demonstrate support for the volunteer service to make it successful over the long term. This may have not been the case in recent years. There are indicators that a volunteer EMS service is not sustainable; therefore, there is an attitude by some of "why should we try".

Recommendation #5: Volunteers have served the Village (and surrounding towns) well for many years. Other communities have been able to sustain a viable volunteer service. McFarland should be able to as well. To do so requires substantial effort on the part of the Department, administration and elected officials by their words, actions and deeds. Volunteer recognition programs are helpful as well as budget support and other overt signs of support. The Federal Emergency Management Agency publishes a book called Recruitment and Retention in the Volunteer Fire Service. It has a number of practical suggestions for recruiting and retaining volunteers. Both the Fire Chief and Emergency Management Director should obtain a copy of this free publication from FEMA.

Finding #6: The Federal Government passed the Health Insurance Portability and Accountability Act (HIPPA). This law has strict confidentiality provisions included in it with significant (and potentially costly) consequences for violations of breeches of confidentiality. There were numerous reports of instances in which employees of other departments made inquiries of a confidential nature regarding ambulance calls. While it is human nature to be curious, responding to these questions is clearly a HIPPA violation.

Recommendation #6: Village Management should issue a written policy to all employees advising them that they should not make inquiries about ambulance calls, explaining that ambulance calls are medical incidents under HIPPA and the release of any information with regard to these calls (including the name of those involved) violates federal law.

Finding #7: The EMS Department operates with a team of 27 paid-on-call (POC) volunteers, augmented by 4 full-time EMTs. The full-time EMTs provide other functions for the Village when they are not responding to ambulance calls. They are responsible for coverage and call response from 4:00 am to 6:00 pm Monday through Friday. It appears that management views these people as "Village" employees of either the Public Works or Administrative Department and the EMS Department as secondary. While their primary responsibility is to respond to ambulance calls when needed, this "attitude" places a priority on their expectations that is a source of conflict between EMS and their other responsibilities. It also diminishes their personal feeling of being professional staff. Serving this dual role also results in their having two "bosses," which can also be a source of conflict and tension.

Recommendation #7: Management should emphasize the value and service full-time EMTs provide to the Village. In particular, if these individuals fall behind in their janitorial or clerical duties (within reason), they should not be made to feel that they are not fulfilling their other duties if it is due to time spent on ambulance calls. It may be necessary to address workloads within the General Government office (such an analysis is outside of the scope of work for this study). It appears that in most instances Village department heads communicate well and the "two boss" issue has not been a significant problem. It is an area that management should continually monitor however.

Finding #8: There is a strong desire on the part of management to have a high level of supervision over employees to insure that employees are providing value to the Village at all times. While this is an excellent management practice, it works better for "rank and file" employees than it does for "professional" staff. Professional staff typically is given more leeway in their jobs. The full-time EMTs are not viewed as professionals and lack this flexibility in their work day, causing conflict.

Recommendation #8: It would be helpful if full-time EMS personnel were utilized for duties related to the public safety service. These personnel should be utilized for fire and EMS related clerical duties and cleaning duties related to the Village Hall building. This may not be possible given the current General Government structure, but could be a long term goal of the Village. The emergency call volume has continued to increase. This may force the Village to begin shifting away from the general clerical and Village wide janitorial duties of the EMS personnel to those duties more closely associated with Fire, EMS and Emergency Management. This could also include fire inspections (to eliminate the need to hire a part time fire inspector) and for initial fire response with the proper training.

Finding #9: There is a perception among many volunteers as well as some full-time employees that the previous EMS Director was "forced" out of his position by one or more elected officials, either directly or indirectly. Since this was a recurring theme during several interviews we felt it important to bring this to the attention of management.

Recommendation #9: The Village of McFarland operates with a Board/Administrator form of government. In its purest sense, this means that the elected officials should make policy and the administrator should carry out policy. In modern government, these lines have become blurred. However, elected officials should strive to work through their appointed administrator to administer day-to-day operations. This does not mean that elected officials should not talk to employees, but rather they should avoid giving directives and orders to employees. These matters should be discussed with the administrator for him to deal with. This is especially true for personnel matters.

Finding #10: The village is experiencing difficulties in staffing on call personnel for EMS calls. Full-time staff has filled these vacancies with overtime, at a large additional cost to the Village. Full-time personnel are often working long shifts and excessive hours per week. Current volunteer staff has been unable to fill the night shifts and weekends adequately.

Recommendation #10: The Village could convert full-time personnel to 12 hour shifts working 2 days on followed by 2 days off or 4 days on and 4 days off. This would result in these employees working 2,190 hours per year. The current full-time staff would be split into two groups, each working from 6:00 a.m. until 6:00 p.m. on alternate days. Their clerical duties and maintenance responsibilities should be regulated to fire and EMS related duties and City Hall maintenance. Full-time EMS personnel could also be trained to assist with fire inspections and Fire/EMS public education. This would provide the Village with full-time coverage from 6:00 a.m. until 6:00 p.m. – 7 days a week. This would lessen the responsibility of the volunteer staff to 6:00 p.m. until 6:00 a.m. - 7 days a week. Full-time vacancies should be filled with the Emergency Management Director, the Deputy Fire Chief and volunteers when needed and available. The Fair Labor Standards Act (FLSA) would require additional hours worked over a 14 or 28 day period, but substantially less than the overtime amount that is currently being paid.

Since hours of work are a mandatory subject of bargaining, a twelve hour per day work schedule would have to be negotiated into the union contract. However, the union may agree to a temporary change in hours of work on a trial basis.

FIRE DEPARTMENT

Finding #11: All municipal departments have exposures to risk and liability that require constant oversight. Volunteer organizations can be especially vulnerable given the fact that the members tend to focus more on their full-time jobs.

Recommendation #11: The Village should periodically review all of its liability and errors and omissions insurance policies. If it has not done so, it should also have written policies with regard to the use of alcohol on Village premises as well as limitations on volunteers responding to calls when they have recently consumed alcohol.

Finding #12: To mitigate risk and reduce potential liability, the Fire Department is in need of more administrative and management time devoted to the development of:

- Policies and procedures
- Standard operating guidelines
- National Incident Management System (NIMS) compliance
- Political and community interaction
- Personnel management

Given the growing complexity of fire fighting it is important to have clear written procedures and protocols in place to respond to all emergencies. This is especially important when responding to major incidents involving other departments.

Recommendation #12: The creation of an Emergency Management Director would provide the fire and EMS departments the assistance needed in these areas (see proposed job description for a definition of Emergency Management Director's duties).

EMS CONSOLIDATION IMPACTS

As this Police, Fire, EMS Study is being completed, eight municipalities in South-Central Dane County (including McFarland) are beginning a study to investigate consolidating EMS services. This raises the question of the impact of a potential consolidation on any changes recommended in this study. Consolidations are relatively complex endeavors that often take several years to implement. The recommendations found in this study are primarily operational in nature and need to be addressed in the short term, regardless of a potential consolidation.

One area that could be impacted by a consolidation is the job security for a new EMS Director, should a full-time director be hired. In other situations where management level people are hired where there is a potential for a consolidation, this matter is often addressed in the employment agreement with the employee. It may involve an extended notice of termination provision, a long term payout provision, re-employment assistance and other means to address this matter. The Village is not obligated to, nor should it make any promises of, permanent or long term employment.

This report took into consideration current conditions as well as the potential for future development. It should be reviewed and updated periodically by the Village as personnel changes, growth occurs and other factors impacting service delivery become apparent. The recommended position of Emergency Management Director should be continually working on inter-department operability and strategic planning to ensure that the three public safety departments are at all times working in concert.

Exhibit A

			FIRE DEPARTMENT ORGANIZATION						EMERGENCY MANAGEMNT DEPARTMENT ORGANIZATION								POLICE DEPARTMENT ORGANIZATION						
		Fire Service Area Population		# of Firefighters	Annual # of Calls	Annual Exp. Budget	Annual Rev. Budget	Describe Organizational/M anagement Structure		# of EMTs	Level of service (Basic/EMT-I or Paramed.)	Annual # of Calls	Annual Exp. Budget	Annual Rev. Budget	Describe Organizational/Management Structure		# of Police officers	Annual # of Police Calls	Annual Exp. Budget	Annual Rev. Budget		Describe Organizational/M anagement Structure	
County	Municipality		FT/Vol/POC						FT/Vol/POC							# of Civilian Staff							
Crawford	City of Prairie du Chien	6,018																					
Marathon	Village of Kronenwetter	6,167																					
Dane	Village of Mount Horeb	6,182																					
Waukesha	Village of Elm Grove	6,250																					
Outagamie	Village of Kimberly	6,292	Vol	26	24	\$269,211	\$269,211	Separate (no EMS)	NONE							3	26	9,500	\$2,661,000	\$2,661,000		Police Structure Only	
Waukesha/Walworth	Village of Mukwonago	6,378																					
Eau Claire	City of Altoona	6,731																					
La Crosse	Village of Holmen	6,793																					
Waukesha	City of Delafield	6,895														2	15	6,685	\$1,865,770	\$20,260		Chief, Inv. Lt., Patrol Lt., 12 officers	
St. Croix	City of New Richmond	6,952	POC	35	200	\$274,188	\$50,000	Fire service only	3 FT, 5 PT 29 POC	37	Paramedic	1,040	\$ 410,000	\$ 410,000	Municipal EMS only	3	16	5,793	\$1,558,549	\$21,400		Quasi-Military	
Dane	Town of Madison	6,952																					
Sheboygan	Town of Sheboygan	7,013																					
Waupaca/Outagamie	City of New London	7,200																					
Dane	Village of McFarland	7,283																					
Jefferson	City of Jefferson	7,395																					
Fond du Lac	City of Ripon	7,630																					
Milwaukee	Village of Hales Corners	7,699																					
Dane	Village of Oregon	7,803																					
Dane	City of Monona	7,981														4 FT Dispatchers, 1 FT Court Clerk, 5 PT Dispatchers	19 (20 in 07)		\$1, 614,388 Law Enforcement \$245,815 Dispatch			Chief, Patrol LT, IU LT, 2 Pat SGT, Senior Ofc as OIC	
Dane	Village of DeForest	7,997																					
Waukesha	Village of Hartland	8,219																					
Walworth	City of Delavan	8,300																					
Langlade	City of Antigo	8,564																					
Ashland	City of Ashland	8,601																					
Barron	City of Rice Lake	8,636	14 / 00 / 13	14 / 00 / 13	451 (05) 360 (06)	\$1,543,066 (2007 Budgeted Amount)	\$255,000 (2007 Budgeted Amount)	Combination Department but separate from any other municipal department	First Responder (EMT certified) ... Paramedic Service is Hospital based.														
Shawano	City of Shawano	8,696	POC	55	50	\$275,000+CIP	\$30,000	Fire Dept. provides basic rescue.	Contracted to Local Amb. Provider				\$63,235			2.5 FTE	19		1,872,270+CIP	\$80,000		Chief, Capt. & 3 Lt's	
Milwaukee	City of St. Francis	8,755																					
Walworth	City of Elkhorn	8,805	POC	45	300 (05)	\$326,190(FY 07)	\$120,523(FY07) T Fees \$24,985(FY 07) Fire Insp.Fees	Fire/EMS Combined	POC	28	EMT-I	1,250 (06)	\$224,847(FY 07)	\$275,000 (FY 07) Direct patient charges.	See Fire	3 Dispatch; 2 CSO	16	8,750 (06)	\$1,799,541 (FY 07)	\$145,000 (FY07)- Fines \$41,000(FY07) School Dist. Services		Separate Department	
Sauk	City of Reedsburg	8,883																					
Monroe	City of Tomah	8,933																					
Monroe	City of Sparta	9,129	POC	30	88	\$97,933	\$50	Only provide fire, police separate chiefs	Paramedics (Contract Service)						Fire Dept. provides basic EMT services, but we contract with ambulance service. We guarantee payment of all ambulance calls as our only contract cost. Varies from year to year between \$5000 - \$15,000	2	17	15,608	\$1,623,006	\$800		Police Chief, PFC	
Waukesha	Village of Sussex	9,351	2.5 FT & 52 POC	2.5	195	\$556,417 (07)	\$44,000 (07)	Combined EMS and Fire under Part Time Fire Chief, and 3 POC Deputy Chiefs	2.5 FT & 52 POC	2.5	EMT-IV, with paramedic intercept trial program underway	439	\$308,000 (07)	\$148,200 (07)	Combined EMS and Fire under Part Time Fire Chief, and 3 POC Deputy Chiefs	1	8	5,525	\$1,148,733 (07)	\$76,000 (07)		Separate from Fire/EMS under Director of Police Services (Lt. from Waukesha County Sheriff)	
Dane	Village of Waunakee	9,739																				1 Chief, 1 Lieutenant, 3 Sergeants, 1 Detective, 1 School Liaison Officer, 9 Patrol Officers, 1 Office Manager, 1 Office Assistant	
Dane	City of Verona	9,846																					
Columbia	City of Portage	9,981																					
Waukesha	Village of Pewaukee	8,954	Contract with City of Pewaukee on a per call basis						Contract with City of Pewaukee on a per call basis							2.5 FTE (including PT Ct Clerk)	17	9,134	\$ 1,815,917	\$ 191,000.00		Stand-alone	

EXHIBIT B

Village of McFarland

Director of Emergency Management & Homeland Security

DRAFT JOB DESCRIPTION

DEFINITION:

Under administrative direction of the Village Administrator, performs work managing the overall operation of the Village Homeland Security and Emergency Management Programs; administers the EMS Department and provides administrative assistance to the Fire Chief ; performs related work as required.

DISTINGUISHING FEATURES OF THIS POSITION:

The employee in this class is responsible for coordinating the Village's involvement in the full range of events within which domestic incident management activities occur, including awareness, prevention, preparedness, response and recovery to emergencies, disasters and other significant events as defined by the National Response Plan. Work involves the ability to plan for and coordinate comprehensive emergency strategies and contingency plans utilizing various Village resources and Village personnel. This position will also have direct administrative responsibility for the Fire and EMS Departments. Administrative direction is received from the Village Administrator and the Village Board and direction is provided to subordinate staff and volunteers.

EXAMPLES OF DUTIES TO BE PERFORMED WITH OR WITHOUT REASONABLE ACCOMMODATIONS:

Develops and updates Village Emergency Management Plan; represents the Village on various regional and state committees, task forces and work groups related to Homeland Security and Emergency Management; reviews and certifies local emergency operations plans and exercises; assures current guidelines are being followed by Village Departments; functions as a director of the Village's management team to resolve issues and implement plans of action; assists Village departments and private agencies in the development of operational procedures to support the emergency management plans; manages the Village's All Hazards Emergency Planning Effort in support of State and Federal guidelines; develops exercises to test emergency plans and procedures; develops and conducts a comprehensive training program to prepare local officials and response personnel and the general public; prepares the department's annual budget; participates in the development of an emergency communications system for the Village and County and provides administrative oversight of the Fire and EMS Departments, which includes recruitment and goals setting. Responds to EMS calls as needed and as available on the schedule for EMS crews.

DESIRABLE KNOWLEDGE AND SKILLS:

Comprehensive knowledge of Federal, State and Local governmental structures and applicable laws; considerable knowledge of State and Federal Homeland Security and Emergency Management Programs; considerable knowledge of the United States EPA Superfund Amendment and Reauthorization Act (SARA) TITLE III Regulations and Implementation Strategies; Considerable knowledge of the National Incident Management System (NIMS).

Comprehensive knowledge of Fire and EMS administration, management and operations.

Considerable skill in developing and implementing Emergency Plans and Procedures; considerable skill in verbal and/or written communications; considerable skill in organizing and leading groups including large numbers of volunteers; considerable skill in coordinating various departmental activities relating to emergency operations and incidents.

SUGGESTED MINIMUM QUALIFICATIONS:

Sufficient education, training and/or work experience to demonstrate possession of the following knowledge, skills, and abilities which would typically be acquired through:

Bachelor's Degree (preferred) in fire, business, or public administration.

Minimum of five years experience in EMS and fire service suppression functions including three years supervisory experience.

Licensed as an EMT-IV.

Knowledge, Skills and Abilities:

Knowledge of laws, ordinances, and regulations affecting the performance of the Fire, EMS and Emergency Management Departments.

Knowledge of principles and practices of supervision, training, safety personnel, and budgetary control.

Ability to express oneself clearly and concisely, both orally and in writing.

Ability to supervise and direct management staff.

Ability to maintain physical condition appropriate to the performance of assigned duties and responsibilities which may include performing life threatening fire fighting activities in an emergency situation; running, walking, crouching, or crawling during emergency operations; moving equipment and injured/deceased persons; climbing stairs/ladders; performing life-saving and rescue procedures; walking, standing, or sitting for extended periods of time, operating assigned equipment and vehicles.

Ability to effectively deal with personal danger which may include exposure to fire encompassed surroundings, dangerous persons, dangerous animals; hazards of emergency driving; hazards associated with traffic control and working in and near traffic; and natural and man-made disasters.

Village of McFarland Public Safety Organization Chart

