

CITY OF FRANKLIN  
COMMITTEE OF THE WHOLE MEETING\*  
FRANKLIN CITY HALL – COMMON COUNCIL CHAMBERS  
9229 WEST LOOMIS ROAD, FRANKLIN, WISCONSIN  
AGENDA

MONDAY, JANUARY 6, 2020 AT 6:30 P.M.

- A. Call to Order and Roll Call.
- B. Presentation by Wisconsin Policy Forum on Its Report Entitled “Got Your Back: Exploring Fire and EMS Service Sharing Opportunities in Franklin, Greenfield, Greendale and Hales Corners – December 2019.”
- C. Presentation by Waste Management on Metro Landfill Operations and Expansion; Report From JSA Environmental and Waste Facilities Monitoring Committee on 2019 Complaints and Results. Referral to Staff Re: Complaint Monitoring and Tracking Procedures (Engineering).
- D. Adjournment.

\*Notice is given that a majority of the Waste Facilities Monitoring Committee may attend this meeting to gather information about an agenda item over which the Waste Facilities Monitoring Committee has decision-making responsibility. This may constitute a meeting of the Waste Facilities Monitoring Committee, per State ex rel. Badke v. Greendale Village Board, even though the Waste Facilities Monitoring Committee will not take formal action at this meeting.

[Note: Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information, contact the City Clerk's office at (414) 425-7500.]

<p><b>APPROVAL</b></p> <p><i>slw</i> </p>	<p><b>REQUEST FOR COUNCIL ACTION</b></p>	<p><b>MEETING DATE</b></p> <p><b>1/6/2020</b></p>
<p><b>REPORTS &amp; RECOMMENDATIONS</b></p>	<p><b>Presentation by Wisconsin Policy Forum on their Report Entitled "Got Your Back: Exploring fire and EMS service sharing opportunities in Franklin, Greenfield, Greendale, and Hales Corners – December 2019</b></p>	<p><b>ITEM NUMBER</b></p> <p><i>B.</i></p>

On December 10, 2019, the Wisconsin Policy Forum released its new report titled "Got Your Back: Exploring fire and EMS service sharing opportunities in Franklin, Greenfield, Greendale, and Hales Corners" (attached). Rob Henken, President of the Wisconsin Policy Forum, will attend the January 6, 2020 Committee of the Whole Meeting to present their findings of this report.

**COUNCIL ACTION REQUESTED**

Further direction as determined by the Common Council.

# GOT YOUR BACK

*Exploring Fire and EMS Service Sharing  
Opportunities in Franklin, Greenfield,  
Greendale and Hales Corners*



WISCONSIN

**POLICY FORUM**

## **ABOUT THE WISCONSIN POLICY FORUM**

The Wisconsin Policy Forum was created on January 1, 2018, by the merger of the Milwaukee-based Public Policy Forum and the Madison-based Wisconsin Taxpayers Alliance. Throughout their lengthy histories, both organizations engaged in nonpartisan, independent research and civic education on fiscal and policy issues affecting state and local governments and school districts in Wisconsin. The Wisconsin Policy Forum is committed to those same activities and to that spirit of nonpartisanship.

## **PREFACE AND ACKNOWLEDGMENTS**

This report was undertaken to provide citizens and policymakers in the cities of Franklin and Greenfield and the villages of Greendale and Hales Corners with analysis of possible service sharing and consolidation options that might improve the quality and cost effectiveness of fire and emergency medical services in their communities. The intent was to lay out a series of options for their consideration, but not to make recommendations on the future of those services in the respective communities.

We would like to thank Franklin, Greenfield, and Hales Corners for providing partial financial support of this research and the fire chiefs, mayors, and administrators of the four municipalities for providing information and patiently answering our questions.



# **GOT YOUR BACK**

*Exploring fire and EMS service sharing  
opportunities in Franklin, Greenfield, Greendale,  
and Hales Corners*

December 2019

**Report authors:**

**David Amenta, Researcher**

**Rob Henken, President**

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# BACKGROUND AND INTRODUCTION

In May 2012, the Wisconsin Policy Forum (then known as the Public Policy Forum) released a detailed analysis of possibilities for shared or consolidated fire and emergency medical services (EMS) in southern Milwaukee County. The report was undertaken at the request of municipal leaders from the five communities it covered: the cities of Franklin, Greenfield, and Oak Creek and the villages of Greendale and Hales Corners. It was precipitated by a variety of challenges facing those communities with regard to maintaining service levels and meeting increased demand, as well as a collective desire to explore the potential benefits of tackling those challenges together.

The report focused initially on consideration of enhanced cooperation and service sharing in various areas of fire department operations that could occur within existing administrative and operational frameworks. It then modeled three increasingly comprehensive approaches, which could be implemented either on a step-by-step basis or independently:

- A **Coordinated Support Services** model, which would have created unified bureaus to conduct training, vehicle maintenance, and fire inspection services for the five departments collectively.
- An **Operational Consolidation** model, which envisioned a unified operations framework under which the “closest unit responds” regardless of municipal boundary, but which retained the five departments as separate entities.
- A **Full Consolidation** model, under which the five departments would merge into a unified Southern Milwaukee County Fire Department with its own governance structure, budget, personnel, equipment, and operational framework.

While the report received considerable attention and deliberation by each of the five communities, no action was taken to implement any of the enhanced sharing/consolidation options. A primary factor was financial – while the Forum’s analysis estimated up to \$1 million of annual operations savings across the five communities and almost \$4 million in collective capital savings over five years, how those savings might be distributed was unclear. In the end, several of the communities determined that potential financial savings and other potential benefits were not attractive enough to justify a potential loss of local control over the precise nature and scope of fire and EMS operations in their communities.

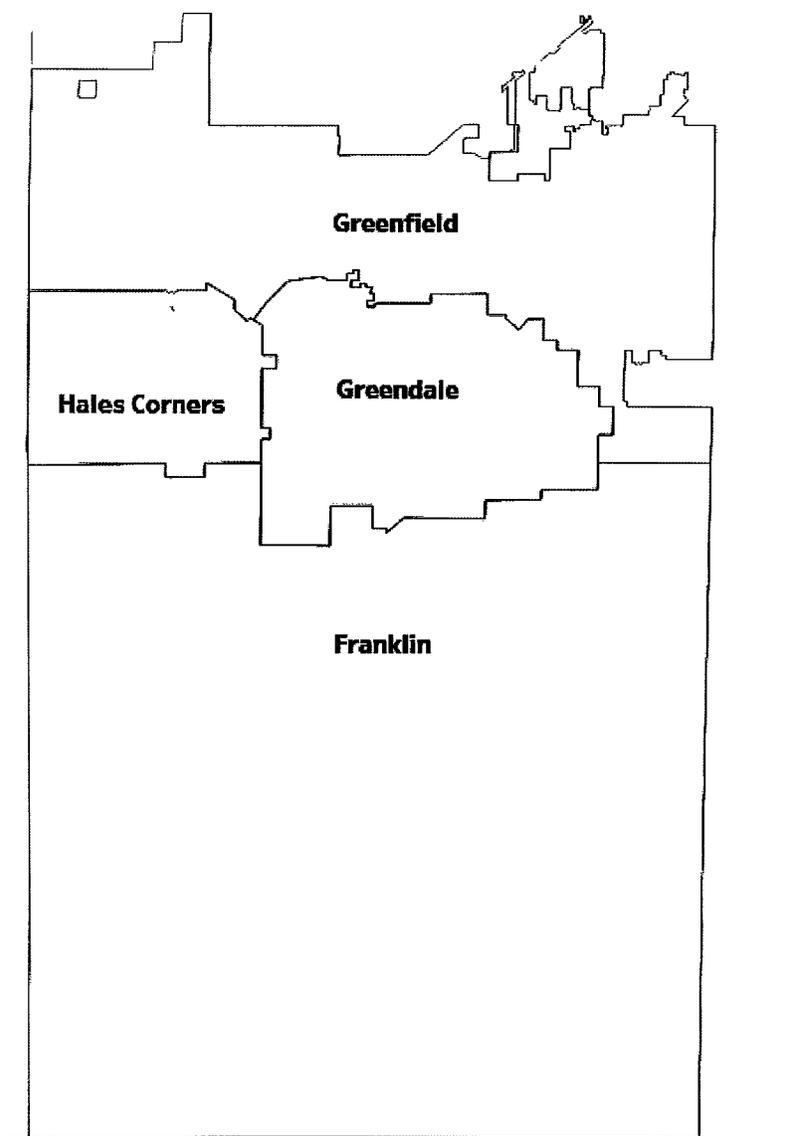
Seven years later, each of the five municipalities retains independent fire and rescue departments with roughly the same responsibilities and capacity as in 2012 (though Greendale has now become a full advanced life support (ALS) provider and handles public safety dispatching by contract for Hales Corners). Some of the staffing and service-level challenges that prompted the 2012 analysis have been addressed, but others have intensified. Meanwhile, new challenges have emerged as demand for EMS services in particular has increased.

In response to those challenges, voters in Greenfield approved a referendum in November 2018 that allows the city to exceed state-imposed property tax levy limits to hire a new battalion chief (to head up training) and a new EMS case manager. The referendum also allows the city to add five police officers. Officials in Franklin recently considered a similar referendum to add fire department staffing

but preliminary analysis indicated insufficient voter support. A referendum to add police personnel in that community was rejected by voters.

In the spring of 2019, the mayors of Greenfield and Franklin and their fire chiefs asked the Forum to update its 2012 analysis and consider anew the fire and EMS service sharing possibilities that may exist for those two communities. After subsequent discussion, it was determined that Greendale and Hales Corners also should be part of the analysis given their geographic location between the two larger cities (see **Map 1**) and the fact that the four communities comprise Emergency Management Zone D in Milwaukee County. The legislative bodies in each of the four communities agreed to participate in the study, with three of the four (Greenfield, Franklin, and Hales Corners) providing financial support. Oak Creek was not approached given its lack of interest in pursuing recommendations from the previous study.

**Map 1: Franklin, Greendale, Greenfield, and Hales Corners**



The Forum launched the analysis in April 2019. It was conducted with the participation of the fire chiefs from the four municipalities and input from their administrators. While not endorsing any specific approach, the chiefs met several times with Forum researchers to share information and discuss operational details of various service sharing options.

In the pages that follow, we lay out the results of our analysis. It is important to note that its purpose was not to recommend a specific service sharing or consolidation approach and implementation plan. Instead, the intent was to develop a range of potential options and to provide sufficient fiscal and programmatic analysis to allow decision-makers to determine which (if any) paths they believe are most viable for more detailed analysis and implementation.

Early in our research process, it became apparent that a consolidation of the four municipal departments into a single department would not be supported by some municipalities. Nevertheless, we believed it was important to include such a consolidation model in our “menu” of potential options as a means of illustrating the potential costs and benefits and allowing readers to benchmark less comprehensive options against that approach. In addition, given that Franklin and Greenfield initiated the analysis and expressed the most interest in collaboration, we include a series of options that would apply only to those two municipalities.

Finally, it is important to point out that while this report provides useful context for local leaders to understand the strengths and weaknesses of their current service models, it does not suggest there is an immediate need for action. On the other hand, the report details some significant challenges that likely will impact all four departments in both the near term and long term, including enhanced growth and demand for fire and rescue services and a more competitive labor market. This study offers an opportunity to consider how each department might respond to those challenges on its own versus in a collaborative manner with its Zone D neighbors.

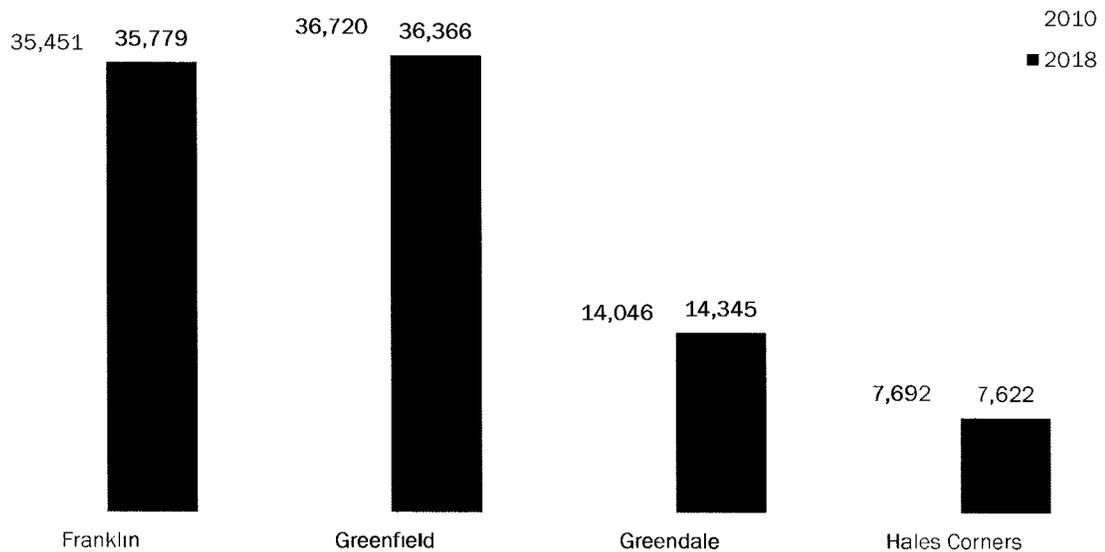
# DEMOGRAPHICS

An initial glimpse of the characteristics of the four communities shows that the two cities – while roughly equal in population – have noticeable demographic differences. Greenfield has much higher population density, while Franklin is far less dense with significant room for future growth and development. The villages of Greendale and Hales Corners are more typical suburban areas, and they fall somewhere between Greenfield and Franklin on some demographic indicators.

## GENERAL DEMOGRAPHIC CHARACTERISTICS

**Chart 1** shows population trends between 2010 and 2018 for each municipality. Population has been relatively steady during this period, with change at one percent or less in Franklin, Greenfield, and Hales Corners. Greendale has shown slightly more growth in population, at 2.1% since 2010.

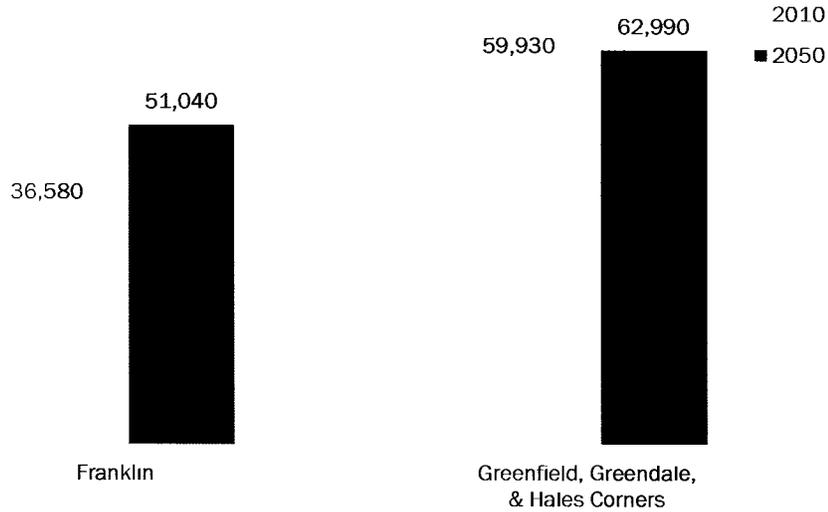
**Chart 1: Population trends, 2010 to 2018**



Source: Wisconsin Department of Administration, Historical Population Estimates

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) develops population projections for planning purposes. Updated projections after the announcement of the Foxconn development in nearby Racine County anticipated a substantial increase in population and employment in nearby communities, although these projections may be revisited given changes to the Foxconn project scope. As shown in **Chart 2**, Franklin was forecast to experience a 40% increase in population between 2010 and 2050. The other three more densely developed and northern communities together are forecast to grow by 5%.

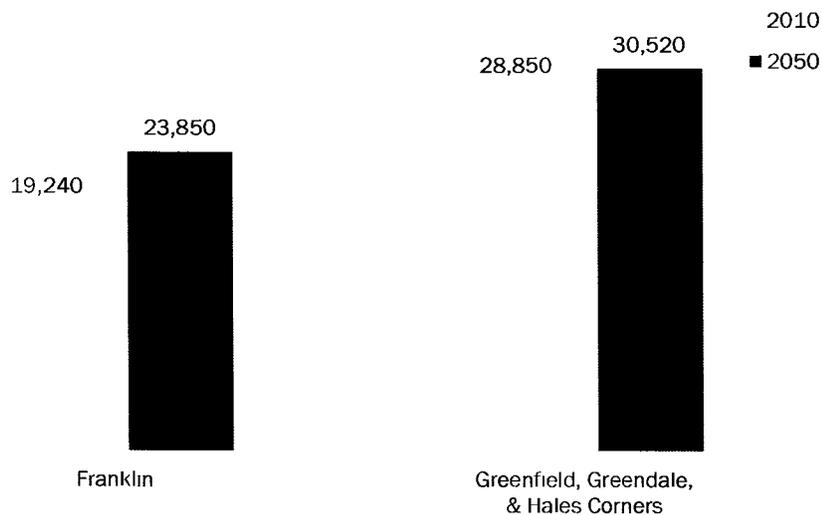
**Chart 2: SEWRPC population projections, 2010 to 2050**



Source: Second Amendment to Vision 2050, Land use Changes and Transportation Improvements Related to the Planned Foxconn Manufacturing Campus, SEWRPC

Franklin also is expected to add more than twice the number of jobs by 2050 than the other three municipalities combined, although the 24% growth in employment in Franklin is expected to lag the 40% growth in population (see **Chart 3**). The growth in employment in the other three municipalities is projected to be more in line with population growth.

**Chart 3: SEWRPC employment projections, 2010 to 2050**



Source: Second Amendment to Vision 2050, Land use Changes and Transportation Improvements Related to the Planned Foxconn Manufacturing Campus, SEWRPC

In addition to population and employment numbers and trends, population density is a consideration in determining appropriate levels of fire and EMS capacity. Density is one factor that may affect calls for service, resulting in a need for higher staffing levels and more apparatus at station locations. On the other hand, more densely populated communities may be able to effectively serve their populations with fewer stations.

**Table 1** shows that Greenfield has the highest density while Greendale and Hales Corners have somewhat lower and similar densities. Franklin has the lowest density by far, indicating large undeveloped areas that may be ripe for future development.

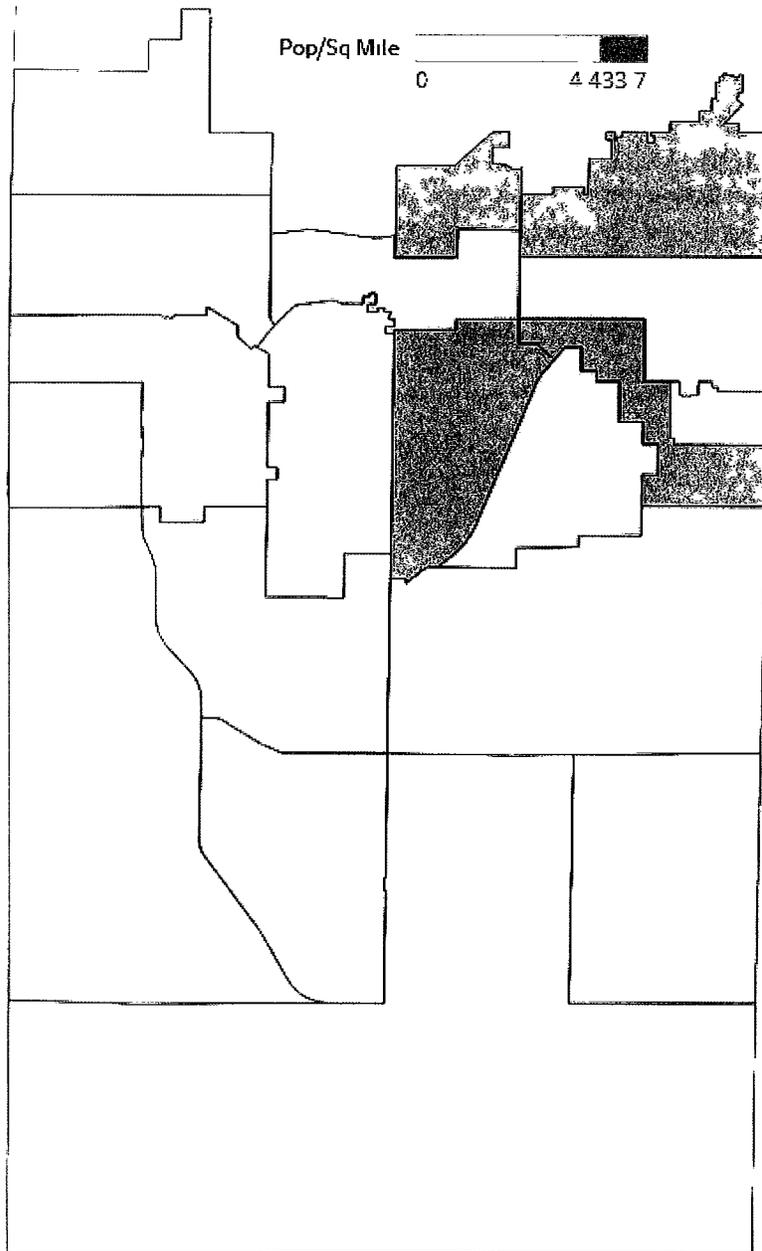
**Table 1: Population density, 2017**

	Square Miles	Population (1,000)/Sq Miles
Franklin	34.68	1.05
Greenfield	11.52	3.22
Greendale	5.57	2.57
Hales Corners	3.20	2.41

Source: Wisconsin Policy Forum calculations

**Map 2** shows population by square mile by census tract for the study area. Greenfield and Greendale have the areas with the highest population densities, although average densities for Greendale, at 2,570 persons/square mile, are closer to Hales Corners (2,410/square mile) than to Greenfield (3,220/square mile). The southern portion of the study area, including much of Franklin, is basically a rural density at 1,050/square mile.

Map 2: Population density by census tract



Another significant demographic indicator, specifically in relation to EMS services, is the percentage of the population older than age 65. **Table 2** shows that while the four communities do not show large differences in median age, Greenfield and Greendale have higher percentages of residents who exceed 65 years of age.

**Table 2: Median age and population age 65+**

	Total Population		% 65+	Median Age
	2017	65+		
Franklin	36,295	5,902	16.3%	42.4
Greenfield	37,082	7,690	20.7%	43.3
Greendale	14,293	3,337	23.3%	43.8
Hales Corners	7,704	1,313	17.0%	43.9

Source: US Census, American Community Survey, 2017

Similarly, EMS services are impacted by the number of nursing homes and senior residential complexes housed within a community (including residential care facilities and apartment complexes). **Table 3** shows a breakdown of such facilities in each of the four municipalities.<sup>1</sup>

**Table 3: Nursing homes and senior residential care facilities**

	Nursing Homes	Other Senior Residential Care Facilities
Franklin	0	15
Greenfield	2	18
Greendale	1	6
Hales Corners	1	4

Source: Wisconsin Department of Health Services

## RELEVANT HOUSING AND OTHER CHARACTERISTICS

In considering fire protection, the prevalence of medium and high rise apartment buildings is an important factor and especially affects the need for a department to maintain a ladder truck. **Table 4** shows the number of residential buildings in each community that exceed both three and 20 units, as well as the percentage of housing that is comprised of three or more units in each. Greenfield has by far the highest percentage of multifamily housing, followed by Hales Corners.

**Table 4: Type of housing, 2017**

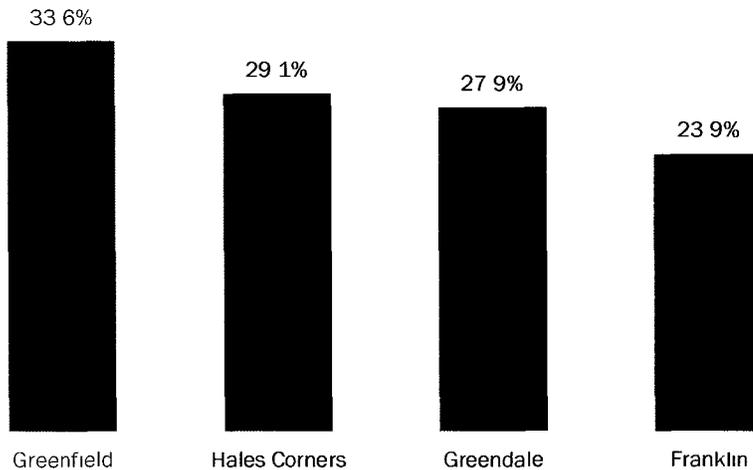
	Total	3 to 19 units	20+ units	Total 3+	3+ as a % of total
Franklin	13,951	1,979	1,638	3,617	25.9%
Greenfield	17,737	4,329	2,832	7,161	40.4%
Greendale	6,232	1,171	391	1,562	25.1%
Hales Corners	3,360	691	417	1,108	33.0%

Source: US Census, American Community Survey, Housing Characteristics, 2017

<sup>1</sup> While the number of nursing homes and senior residential facilities impacts the volume of EMS calls, the number of beds in such facilities also plays a role. Unfortunately, data on numbers of beds were not readily available.

Commercial buildings also can present unique challenges in terms of fire protection. **Table 8** shows commercial property value as a percentage of each community's total assessed value to give a sense of the relative presence of commercial properties in each municipality. Greenfield has the highest percentage of commercial property value, while Franklin has the lowest.

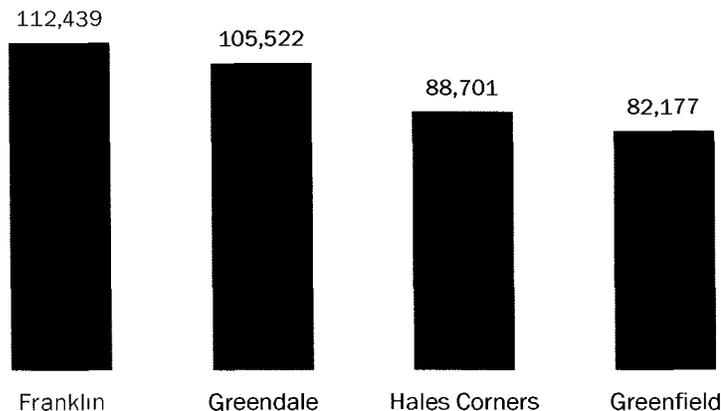
**Chart 4: Commercial assessed value as a percentage of total value, 2018**



Source: State of WI, Department of Revenue

Finally, a consideration in determining the compatibility of neighboring communities as service sharing partners is their property wealth, which can be an indicator of their capacity to equally partner in providing fire and EMS service. **Chart 5** shows that Franklin and Greendale have the highest per capita assessed values among the four municipalities. Ability to pay is not necessarily the same as willingness to pay, as demonstrated by the above-mentioned consideration and results of recent referendums in Greenfield and Franklin regarding police and fire services.

**Chart 5: 2018 assessed property value per capita**

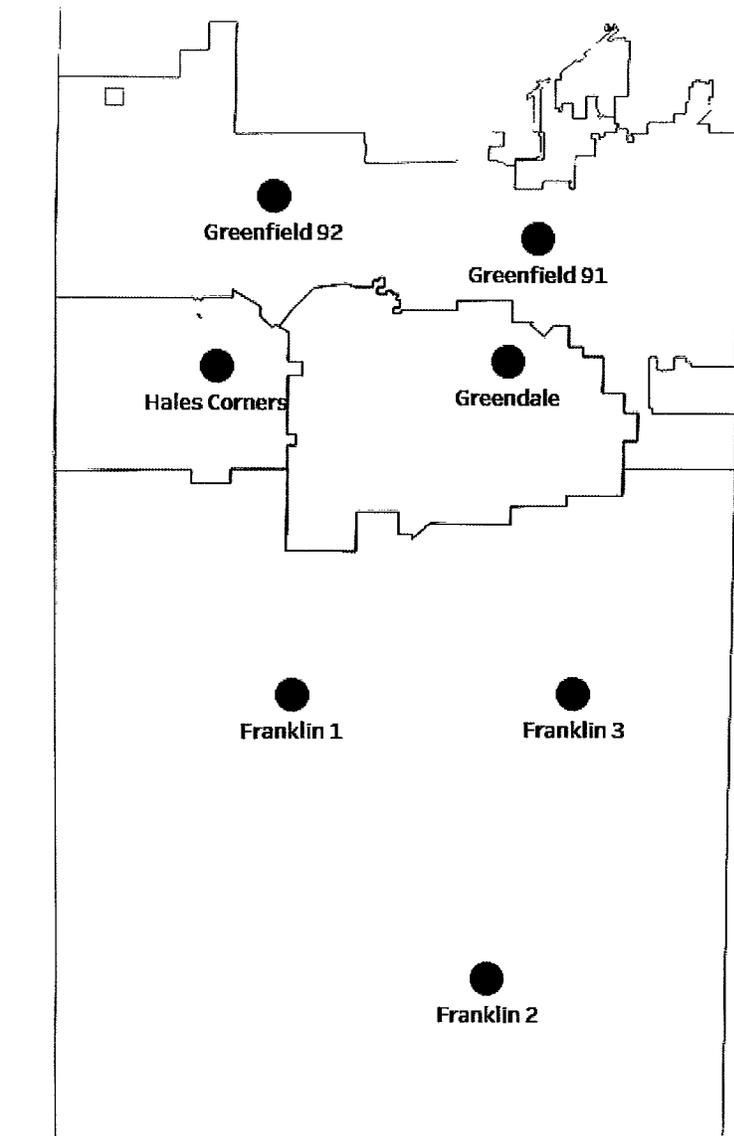


Source: State of WI, Department of Revenue

# SERVICE AND WORKLOAD CHARACTERISTICS

In total, the four departments operate seven full-service stations (see **Map 3**). Each department generally responds to calls both with a fire engine that is capable of providing Basic Life Support (BLS) and a med unit (or ambulance) staffed with paramedics that provides ALS service. The departments respond to incidents in each other's service areas on an almost daily basis through mutual aid agreements (or automatic aid in the case of Greendale and Hales Corners), and they also jointly provide specialized rescue services such as dive rescue and confined space rescue, and educational programs such as the Survive Alive trailer.

**Map 3: Zone D fire station locations**



Franklin, with the largest area to cover, has three stations, although the southernmost station, Franklin 2, is essentially an EMS-only station with only two individuals manning a shift. Greenfield operates two stations. In addition to the chiefs, both the Franklin and Greenfield departments are staffed with assistant chiefs and battalion chiefs, who function as shift commanders. Both Franklin and Greenfield are career departments, meaning that their employees are regular, full-time municipal employees. With very few exceptions, firefighters in both Greenfield and Franklin are all certified as paramedics.

Greendale operates one station and is also a career department that is staffed primarily with paramedics. Hales Corners operates a single station but differs from the other three departments in that its staffing model relies heavily on hourly employees, also referred to as Paid on Premises (POP) employees, who complement the chief and three full-time captain positions (a fourth full-time position of Driver Operator/EMT will be added in 2020). Hales Corners also differs in that its EMS response is limited to BLS rather than ALS.<sup>2</sup> If an ALS ambulance is needed, Franklin dispatches a med unit from its nearest station, Franklin 1. While Franklin is the ALS resource for Hales Corners, the village has an automatic aid agreement with Greendale and is dispatched by Greendale. This means that for structure fires or other identified types of calls, both Greendale and Hales Corners are dispatched simultaneously.

Instead of battalion chiefs, Greendale and Hales Corners utilize captains for shift supervision. Captains are part of a four-person fire crew and participate in fire or EMS response at a scene. Battalion chiefs, on the other hand, generally are assigned a command function at the scene of a structure fire or other complex incident. Greendale and Hales Corners typically request a battalion chief from Franklin or Greenfield through mutual aid when confronting larger incidents.

It is important to note that while fire/EMS activity and effectiveness is most commonly measured by metrics like calls for service and response times (which we utilize here), there are many important fire department functions that happen outside of emergency response. These include training, fire inspections, plan review, fire prevention/public education, emergency planning, etc. While they are not as easy to measure, they are important to the overall functioning of each department and worth examining since each department handles these jobs in a different way.

## SERVICE DEMANDS AND TRENDS

**Table 5** shows trends in calls for service by department, which gives an indication of workload demands and the extent to which they are increasing or decreasing. It is important to note that because these totals reflect the number of calls received by each department, mutual aid calls may be counted in more than one department. Similarly, a single incident in Hales Corners may show up as a BLS call for Hales Corners and an ALS call for Franklin. The table shows that despite that coverage, Franklin's call volume still is significantly lower than Greenfield's even though the two cities have similar populations. That said, call volume in Franklin is growing more quickly than in

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<sup>2</sup> Basic Life Support can be provided by an EMT rather than a paramedic. BLS generally includes non-invasive procedures such as CPR, dealing with wounds, etc. Advanced Life Support is a more intensive level of care that is provided by paramedics and includes providing an airway, injection of medications, etc.

Greenfield, which showed the lowest rate of increase since 2011. Hales Corners has seen a remarkable 40% increase in calls over the past seven years.

**Table 5: Combined calls for service, EMS and fire**

	Franklin	Greenfield	Greendale	Hales Corners
2011	3,261	4,911	1,625	937
2012	3,381	4,758	1,749	875
2013	3,556	4,821	1,897	967
2014	3,586	4,796	2,031	1048
2015	3,782	5,110	2,029	1060
2016	3,652	5,245	2,204	1216
2017	4,099	5,351	2,288	1356
2018	4,062	5,604	2,110	1312
<b>Change</b>	<b>24.6%</b>	<b>14.1%</b>	<b>29.8%</b>	<b>40.0%</b>
<b>2018 calls/day</b>	<b>11.13</b>	<b>15.35</b>	<b>5.78</b>	<b>3.59</b>

Source Fire department data obtained by or provided to WPF

As is typical for most fire departments, the majority of calls in the four communities are for EMS response, not fires. For 2018, fire calls as a percentage of total calls range from 17% for Greenfield and Greendale to 25% of calls for Hales Corners.

**Table 6** shows trends in EMS calls relative to population. As noted in the previous section on demographics, Franklin has a relatively younger population and this likely contributes to its comparatively lower per capita call volume.

**Table 6: EMS calls per 1,000 population**

	Franklin	Greenfield	Greendale	Hales Corners
2011	86.22	118.73	99.81	92.00
2012	89.56	114.53	106.28	89.42
2013	93.72	116.86	116.63	97.13
2014	94.84	115.08	126.56	105.76
2015	100.46	124.69	128.69	109.13
2016	96.58	126.47	138.00	128.99
2017	108.17	127.27	138.40	143.72
2018	107.94	131.44	126.18	137.63
<b>% Change</b>	<b>25.2%</b>	<b>10.7%</b>	<b>26.4%</b>	<b>49.6%</b>

Source Fire department data obtained by or provided to WPF

Note 200 EMS calls per year are deducted from Franklin's call data to account for ALS calls to Hales Corners. It is assumed that Hales Corners is also responding to these calls with BLS service

In combination, Tables 10 and 11 show not only that the number of calls is rising in each of these communities, but that the demand for EMS services, absent any change in population, also is rising. Hales Corners shows this trend to the largest extent. In a community that is gradually aging, we would expect the rate of EMS calls/1,000 population to increase. The location of nursing homes or other senior residences also could affect this rate since paramedics are frequently called to senior facilities. In fact, one chief estimated that 50% of his department's total calls are to senior residence facilities.

Another trend that may increase demand for EMS is higher levels of chronic disease and/or disability. Without active case management, many people with chronic conditions may rely on paramedics (and the emergency room) for their basic health care. This concern led the Greenfield Fire Department to recently create a case manager position to control factors that impact call volumes and connect patients to needed health care resources.

## MUTUAL AID/AUTOMATIC AID

None of the four departments in this study has the resources to attack a major structure fire or other type of large incident on its own.<sup>3</sup> Instead, each depends on surrounding departments through a system of mutual aid. Mutual aid requests are relatively common and exemplify how the four departments already are sharing services.

Mutual aid is designed to expand with the scale of an incident. When additional resources are needed at a scene, dispatchers have instructions that set out a predetermined order for mutual aid, depending on the type of resource that is needed. If the requested department is out on a call or otherwise unavailable, dispatchers go to the next department on the list to find the personnel or truck needed. If the scale of an incident exceeds the resources available in Zone D, then the requesting department will activate the larger MABAS mutual aid system, which reaches all fire departments throughout the county. Mutual aid continues to expand as necessary, even to fire departments outside of the state in the case of a disaster.

Each of the four also provides certain specialized response, such as dive rescue or confined space rescue. When those specialized rescue services are needed, they are provided throughout the region through mutual aid. By sharing these specialized resources, the four departments are able to more effectively manage both personnel and financial resources.

Greendale and Hales Corners go beyond mutual aid with an automatic aid agreement, which means that both departments are dispatched at the same time to larger incidents. The automatic aid agreement is only possible because dispatch services for both departments were recently consolidated in Greendale. Per its 2018 budget, Hales Corners paid \$216,600 to Greendale for dispatch of both police and fire services.<sup>4</sup>

As described above, because Greendale and Hales Corners use a staffing model that involves captains, they request a battalion chief from either Franklin or Greenfield in the case of a structure

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<sup>3</sup> According to a county-wide agreement that all Milwaukee County fire departments have joined, fire response for a full structure fire requires a minimum of 25 personnel, three engines, two trucks, three commanders, and one med unit

<sup>4</sup> 2018 Budget Presentation memo dated November 21, 2017, page iv

fire or other major incident. Battalion chiefs are needed either to act as commander at the scene or to assist the commander by taking responsibility for safety. In some cases, battalion chiefs respond to a scene even when not formally requested (such as a recent two-car fire at Southridge Mall), especially if personnel from the home department are involved in the response.

Another important aspect of mutual aid is the need to backfill a station with additional staff when a crew is called out. Each time a department provides mutual aid, command staff must decide if there is a need to backfill the station. Larger departments have more personnel on duty and can sometimes reallocate resources between stations to cover a busy period, but the two smaller departments are more reliant on calling in full- or part-time staff to backfill a station. That approach may not result in timely backfilling and can be expensive. In cases where Greendale or Hales Corners receives simultaneous calls, they will generally call for mutual aid.

**Table 7** shows the number of times each department received and provided mutual aid for the last year for which complete data are available.<sup>5</sup> Because each department tracks mutual aid responses differently, the data in this table should not be viewed as providing precise comparisons, though they do give a sense of the extent of mutual aid received and provided by each department.

**Table 7: Mutual aid given and received**

	MA Received	MA Given	Total Calls	MA Given as a % of Total Calls
Franklin	100	96	4,062	2.4%
Greenfield	196	210	5,604	3.7%
Greendale	192	178	2,110	8.4%
Hales Corners	123	198	1,312	15.1%

Source: Fire department data provided to WPF

Mutual aid as a percentage of total calls is higher for Greendale and Hales Corners, in part because of their automatic aid agreement and their heavy reliance on each other for support. As we will discuss in a later section, while such cooperation is laudable, it may not result in the closest and most appropriate unit responding given that a station in Greenfield or Franklin may be able to provide a closer mutual aid response in certain parts of both villages.

## RESPONSE TIMES

**Table 8** shows average response times for each department measured from time of dispatch to arrival of unit on scene. Again, the departments do not measure response time in exactly the same way, so comparisons between them may not be fully accurate. The National Fire Protection Association suggests that career fire departments set an objective of a six-minute average response time for EMS calls and a 6:20 average response time for fire calls. Hales Corners narrowly exceeds

<sup>5</sup> The data for Franklin, Greenfield, and Greendale are from 2018, while the data from Hales Corners are from 2017. Also, Greenfield provides mutual aid back-up to West Allis and Milwaukee, while the other three departments do not.

the standard for EMS calls and Franklin slightly exceeds it for fire calls, but for the most part each of the departments meets or comes close to meeting these standards.<sup>6</sup>

**Table 8: Average response times for EMS and fire**

	EMS	Fire
Greenfield	5:57	6:01
Franklin	5:28	6:23
Greendale	5:01	6:12
Hales Corners	6:20	6:20

Source Fire department data provided to WPF

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<sup>6</sup> National Fire Protection Association, Standard 1710

# FIRE DEPARTMENT STAFFING AND BUDGETS

In total, the four departments employ about 133 people. That includes 120 individuals who work on 24-hour shifts (one shift every three days). Each department also employs individuals who work regular eight-hour days and generally do not respond to calls.

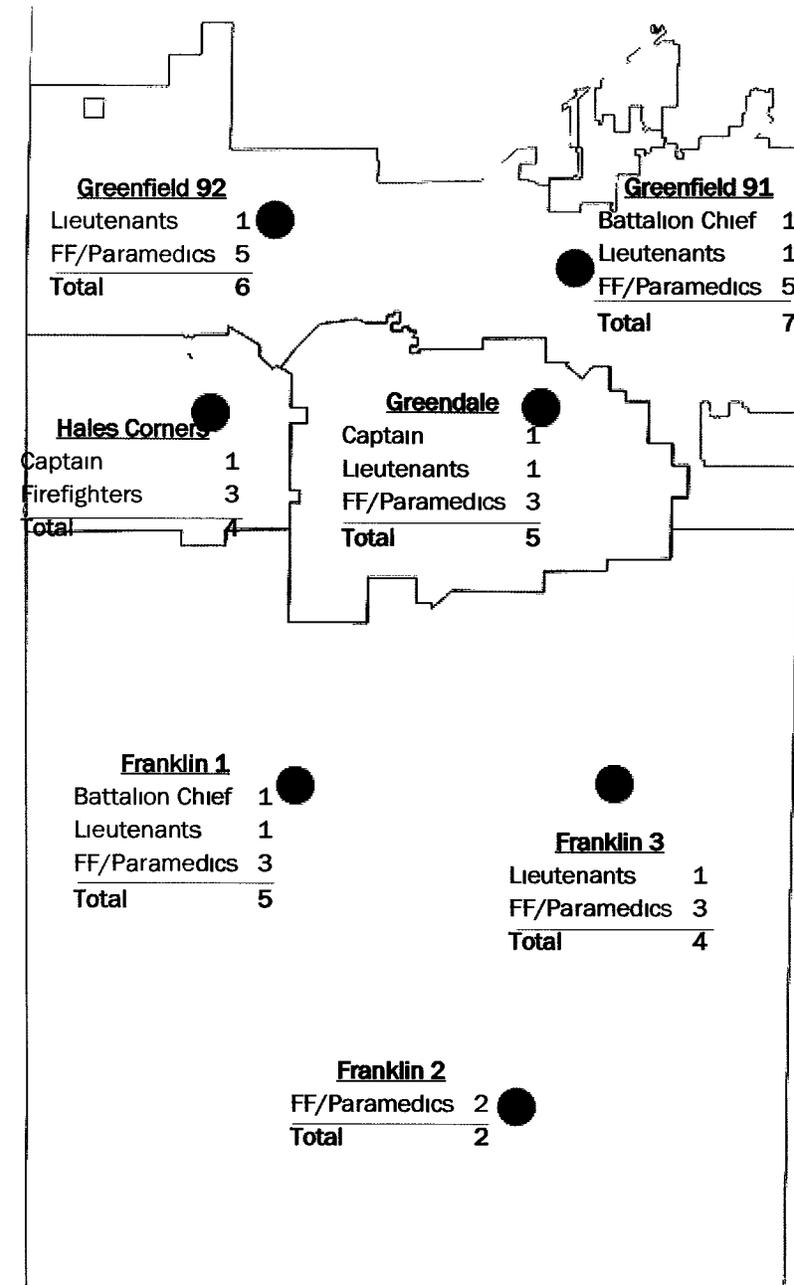
Shift staffing refers to the number of firefighters on shift duty at any one time. It is a good indicator of the amount of resources available to respond to emergencies around the clock. Firefighters have time off for vacation, sick leave, disability, family leave, etc., as well as for training. Consequently, departments must employ more than three firefighters to staff a single shift (i.e. a single on-duty position on a 24/7, 365-days per year basis). In general, the number of full-time, career employees required to staff a single shift ranges from 3.75 to 4.0. When departments use hourly employees or paid on premises firefighters to staff shifts, this ratio can be considerably lower since those employees are paid only for hours they work and do not accrue paid time off.

**Map 4** shows shift staffing at each station in the region, or the number of firefighters/paramedics ready to mobilize in response to calls for service at any time.<sup>7</sup> Combined, under normal working conditions, Zone D is served by 33 individuals on shifts.

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<sup>7</sup> In 2018, Hales Corners had lower shift staffing because of difficulty recruiting and other issues. The department has recently successfully recruited sufficient personnel to staff 4.0 shifts. Also, Greenfield classifies 15 of its firefighter/paramedics as heavy equipment operators or drivers, but for the sake of comparison in this analysis we classify all such positions as firefighter/paramedics.

**Map 4: Station Shifts**



**Table 9** shows non-shift staffing at the four departments. In the two smaller departments (Greendale and Hales Corners), the only non-shift staff are the chiefs. Non-fire and EMS response functions like fire inspections, training, fire prevention, etc. are handled by captains on their regular shifts.

In Franklin, the chief, assistant chief, and two other employees – an administrative assistant and community fire prevention specialist – do not work shifts. The fire prevention specialist covers all inspections and also is tasked with fire prevention and public education activities.

Greenfield has the largest contingent of non-shift staffing. In addition to the chief, the department employs a full-time code enforcer who manages two part-time civilian inspectors. As noted earlier, Greenfield also recently added a civilian case manager with the goal of connecting heavy utilizers of EMS to appropriate primary health care. Finally, Greenfield has two battalion chiefs who do not work regular shifts – one who focuses on community risk reduction/EMS and a second who manages and implements training.

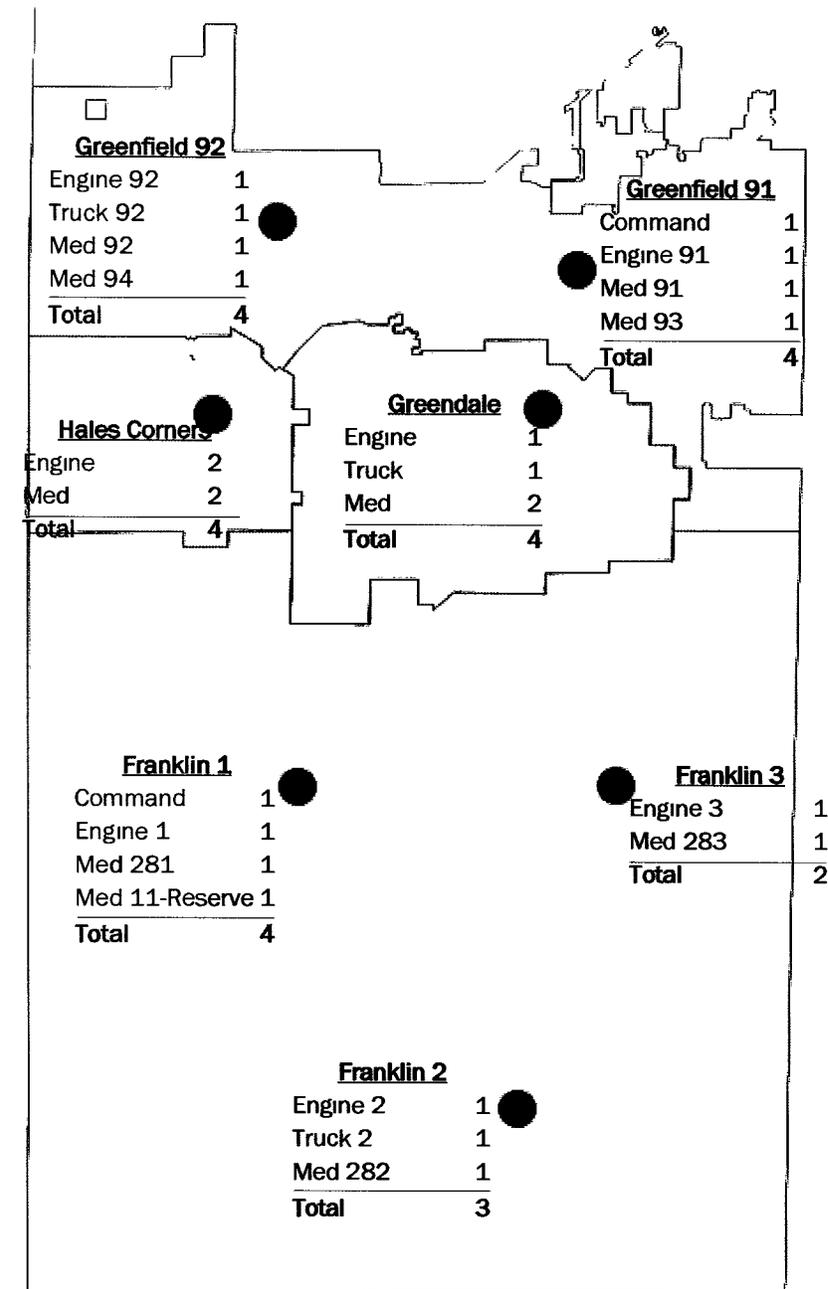
**Table 9: Non-Shift staffing**

	Total	Franklin	Greenfield	Greendale	Hales Corners
Chief	4.00	1.00	1.00	1.00	1.00
Asst Chief	2.00	1.00	1.00		
Battalion Chiefs (non-shift)	2.00		2.00		
Admin Asst	1.00	1.00			
FT Case Manager	1.00		1.00		
FT Fire Marshal - code & inspection	1.00		1.00		
PT Fire Marshal - code	0.50		0.50		
PT Fire Marshal - inspection	0.50		0.50		
Fire Prev Spec	1.00	1.00			
<b>Total FTE</b>	<b>13.00</b>	<b>4.00</b>	<b>7.00</b>	<b>1.00</b>	<b>1.00</b>

## APPARATUS

Map 5 shows the primary response vehicles housed at each station (specifically trucks, engines, med units, and command vehicles, which are also known as apparatus). Each station also garages several other vehicles, primarily pickup trucks and SUVs that are used for a variety of purposes. Specialty vehicles include those used for dive rescue and technical rescue units, Survive Alive Trailer, and similar vehicles.

Map 5: Station Apparatus



## FIRE DEPARTMENT BUDGETS

**Table 10** details 2018 operating budgets for each of the four fire departments. Because Hales Corners staffs its department mainly with hourly employees who do not receive benefits, it shows a much lower net expense per resident. In fact, the cost per shift in Hales Corners (net of revenue) is just under \$200,000, while the cost per shift of the three career departments averages \$412,000.

Similarly, Greenfield has the highest per capita cost, partially because it utilizes the largest number of non-shift personnel. These figures do not account for the impact of the recently passed referendum, which will result in additional investment in fire protection in Greenfield and further increase its per capita spending.

**The divergence in per capita spending on fire and EMS between Hales Corners and the other three communities presents a significant barrier to potential consideration of service sharing and consolidation among the four Zone D communities.** That is because consideration of options that would enhance service levels across the region to approximate those typically expected from a “career” department likely would require Hales Corners to substantially increase its fire and EMS spending. As we will discuss in greater detail below, an important question for Hales Corners officials is whether such spending increases will be desired or required to bring its department up to that level anyway; and if so, whether accomplishing that objective through a collaborative approach would be less expensive than going it alone.

**Table 10: 2018 operating budgets<sup>8</sup>**

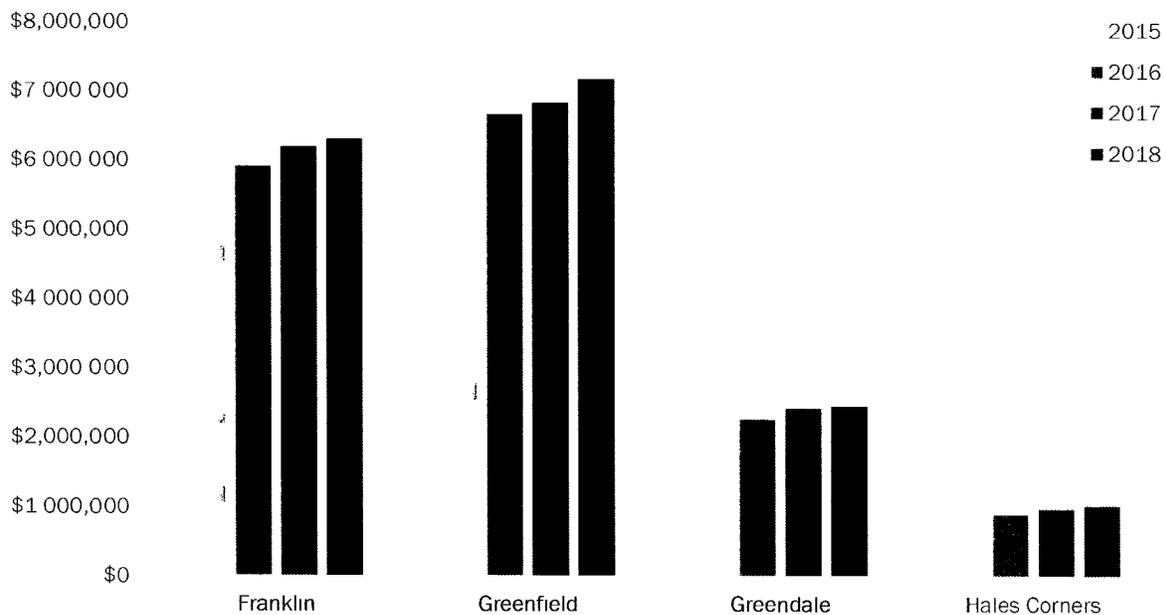
	Franklin	Greenfield	Greendale	Hales Corners
<b>Expenses</b>				
Salaries	\$4,036,406	\$4,585,639	\$1,554,153	\$628,516
Benefits	\$1,792,280	\$1,753,059	\$734,749	\$148,157
<b>Total Personnel</b>	<b>\$5,828,686</b>	<b>\$6,338,699</b>	<b>\$2,288,902</b>	<b>\$776,673</b>
Services/Supplies	\$481,500	\$839,339	\$163,965	\$248,426
<b>Total Operating Expense</b>	<b>\$6,310,186</b>	<b>\$7,178,038</b>	<b>\$2,452,867</b>	<b>\$1,025,099</b>
<b>Revenue</b>				
Ambulance Fees	\$1,175,000	\$1,350,000	\$518,000	\$268,845
Other Revenue	\$256,500	\$319,846	\$85,668	\$59,442
<b>Total Revenue</b>	<b>\$1,431,500</b>	<b>\$1,669,846</b>	<b>\$603,668</b>	<b>\$328,287</b>
<b>Net Operating Expense</b>	<b>\$4,878,686</b>	<b>\$5,508,192</b>	<b>\$1,849,199</b>	<b>\$696,813</b>
Revenue Offset	22.7%	23.3%	24.6%	32.0%
<b>Net Expense per Capita</b>	<b>\$136.36</b>	<b>\$151.47</b>	<b>\$128.91</b>	<b>\$91.42</b>

<sup>8</sup> These figures reflect 2018 budgeted amounts for Hales Corners, 2018 actual projections for Greendale based on mid year estimates, and 2018 actual amounts for Franklin and Greenfield. Also, it should be noted that unlike the other three departments, Greenfield does not include OPEB expenses in its fire department budget but instead budgets those costs centrally; and that Worker’s Compensation insurance is not included in Greendale’s totals but is for the others. Finally, we have removed any equipment replacement and capital expenses included in operating budgets and instead show those in a subsequent table detailing capital expenses.

The revenue offset shown above represents the percentage of departmental expenditures that is offset by revenue, including ambulance fees (the single largest revenue source), inspection fees, and state grants. The revenue offset is relatively consistent between Greenfield, Franklin, and Greendale but is greater in Hales Corners, mainly because its costs are lower.

**Chart 6** shows fire department operating expenditures for each community from 2015 through 2018. Franklin and Greendale saw expenditure increases of about 1% annually, which lagged the rate of inflation. Hales Corners' expenditures increased by almost 4% annually, which corresponds to its substantial increase in calls for service.

**Chart 6: Fire department operating expenditures, 2015-2018**



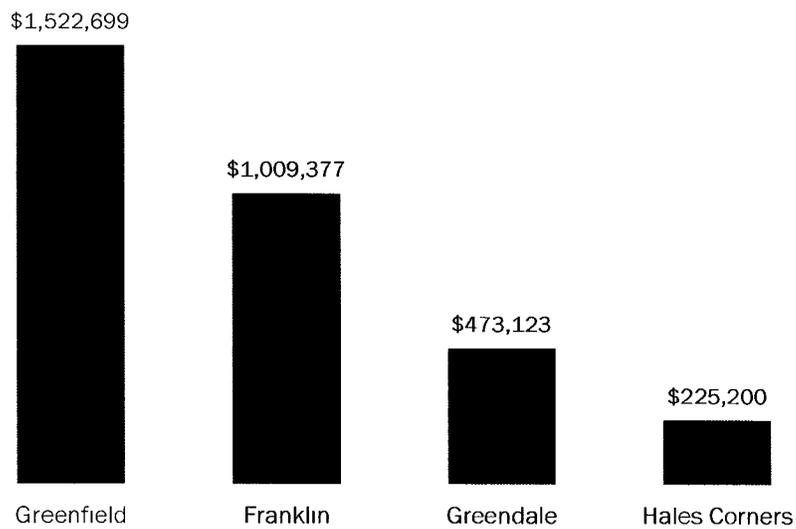
Capital expenditures on apparatus and other equipment also contribute significantly to the cost of fire and rescue services. Comparing capital expenditures between the four departments is difficult because each has a different method for funding apparatus and equipment replacement. Some appropriate dollars annually to special reserves for equipment replacement that are then used for major purchases when that need occurs, while others budget equipment and capital costs in the year the expense is incurred.

One of the largest categories of capital expense is the purchase of new vehicles. The four departments collectively purchased six new medical units in 2015 and 2016. Greendale also built a new fire station during this time period at a cost of \$6.3 million.

Because capital expenses can vary from year to year, **Chart 7** shows the total capital expenditures for 2015 through 2018. The expenditure for the Greendale fire station is not included since it is a

unique expense and not indicative of trends in capital spending. It is important to note that even four-year totals may provide a misleading picture, as a single large vehicle purchase during one of those four years could skew the total.

**Chart 7: Total capital expenses, 2015 through 2018**



# SERVICE SHARING AND CONSOLIDATION OPTIONS

In this section, we probe how enhanced service sharing or consolidation may offer an opportunity to help manage rising demands for service, intensifying budget climates, and other fire and EMS challenges facing the four communities.

Both our original 2012 report and our updated analysis find that the four Zone D departments work well together to provide a relatively high level of fire/EMS service on a regional and municipal level. This cooperation is most evident in the system of mutual aid, as well as in the way the departments share specialized equipment, plan joint training sessions, and meet on service issues and strategic planning.

A larger question is how these departments will be able to weather changes that are anticipated in the next several years. Looking ahead, there are four general areas of concern:

- **Fiscal constraints.** All four are facing steady increases in the cost of services, which are coupled with strict state-imposed property tax levy and expenditure limits, as well as the potential of reduced funding from Milwaukee County for EMS. Thus far, funding challenges have been most prominently discussed in Franklin, as the chief has cited the need for additional resources to accommodate increased call volumes and a referendum to exceed property tax levy limits to hire more fire personnel was considered but not pursued. The chief also noted in the department's 2018 annual report that the issue is not just about *adding* resources to keep pace with increased demand, but also that "there is a point on the horizon where the current level of services are unsustainable with the resources provided."
- **Tightening labor market.** This has less of an impact on career departments as long as they continue to pay competitive salaries and benefits. On the other hand, while Hales Corners has recently had success recruiting for additional POP firefighters, this operating model may not be sustainable in the longer term. Southeast Wisconsin and the state as a whole are enjoying historically low unemployment rates and an aging workforce means that area employers' demand for workers is likely to remain strong well into the future. That, in turn, may negatively impact the pool of potential POP staff. In addition, several departments across the state that rely on hourly firefighters have told us they often see their recruits leave after a short period for career positions at other departments once they have garnered sufficient training as POP staff. Finally, some POP employees in Hales Corners also serve as career staff in neighboring departments, but the pool of those employees also is becoming limited.
- **Increased calls for service.** As the region grows and the population ages, calls for service are likely to continue to increase. As discussed earlier in this report, even with relatively little change in population, the demand for EMS has grown markedly. In addition, as discussed earlier, Franklin in particular faces the potential for considerable additional service demand from new development.
- **Mutual aid challenges.** These pressures ultimately may impact the ability of each department to support the current configuration of mutual aid in the region. For example, if the county phases

out its EMS subsidy and call volumes in Franklin continue to grow, then that department may need to re-evaluate its ability to provide ALS primary response in Hales Corners. Even without that potential occurrence, if call volumes continue to grow in Franklin without a corresponding increase in staff capacity, then its neighbors may not be able to count on Franklin's mutual aid support at levels previously enjoyed.

Below we discuss three broad options for enhanced collaboration among the four departments. The number of options is limited, in part, because substantial service sharing and cooperation already is occurring.

## **OPTION 1: ENHANCED SHARING OF COMMAND/SPECIALIZED STAFF**

In discussing with the chiefs how the four departments might benefit from enhanced coordination and/or capacity, two areas that emerged were training and EMS. Specifically, consideration of **jointly funding specialized battalion chief-level positions to coordinate training and enhance the capacity and quality of EMS for the Zone D region** as a whole was suggested.

Training is crucial to any fire department and is not just a once-a-year activity for fire personnel; instead, it is a continuous process that helps firefighters/paramedics improve their job performance and avoid injury or even death. While the departments occasionally schedule joint training, fully combining the training function under an experienced, dedicated training officer could be beneficial.

One benefit would be to relieve existing command staff or captains in each individual department from the responsibility of coordinating training activities and staying up to speed on new training requirements. Additionally, since the departments frequently work together at the scene of the most complex and challenging incidents, joint training would improve on-scene operations.

In discussing how a training officer position could be shared, the chiefs suggested that each department would still maintain its own staff to conduct training activities (possibly dedicated staff in larger departments but probably not dedicated in smaller departments). However, those individuals would work closely with the shared training officer to ensure the scheduling and coordination of training activities that are uniform and that keep pace with best practices. Because Greenfield has now filled a new battalion chief position for training, it was felt that there may be logic in simply jointly funding that position and having it serve all four departments.

A joint EMS officer could offer similar benefits. In light of the growing volume of EMS calls and frequent advances in EMS practice and technology, a jointly funded position to standardize protocols and training, gather and analyze data, and engage in quality control could benefit each of the four municipalities. A dedicated EMS officer also could help implement service level improvements – such as case management of individuals who make frequent calls for EMS – that could promote more efficient use of resources and could eliminate the need for multiple individuals from multiple departments to attend various meetings. Again, this is a function that the Greenfield department has pursued on its own that might plausibly be jointly funded and provided on a regional level.

The annual cost of either a training or EMS officer is approximately \$141,000, counting both salary and benefits. **Table 12** shows how that cost might hypothetically be distributed by calls for service. It

is important to note, however, that other methodologies also could be used, including factors linked to population and/or equalized property values.

**Table 12: Hypothetical distribution of cost of training officer or EMS officer by calls for service**

	2018 Calls	% Distribution	Allocated Cost
Franklin	4,062	31.0%	\$44,000
Greenfield	5,604	42.8%	\$60,000
Greendale	2,110	16.1%	\$23,000
Hales Corners	1,312	10.0%	\$14,000
<b>Total</b>	<b>13,088</b>	<b>100.0%</b>	<b>\$141,000</b>

One question to consider is how having a shared resource would affect current staffing and possibly the need for future staff. For example, Franklin’s assistant chief position is currently vacant and the department may soon request that a deputy chief position be restored. While these shared positions would not reduce the need for the assistant chief to be filled, the Franklin chief suggested that such sharing could eliminate the future need for the deputy chief.

To Greendale and Hales Corners, the question is similar, namely what benefit would they derive from shared staff dedicated to training and EMS and is that benefit worth the additional cost? In the longer term, if a) these are positions that may need to be funded in each individual department; b) the shared positions free up existing staff time for other needed functions; or c) service level improvements (such as EMS case management) reduce future call volumes or improve service quality, then the investments may be deemed worthwhile.

Finally, irrespective of the options outlined above, **a more formal structure to recognize the sharing of battalion chief positions** could be considered. The preceding discussion of mutual aid described the current practice of calling in battalion chiefs from Greenfield or Franklin at major incidents anywhere in Zone D, which conveys additional responsibility and workload to the Franklin and Greenfield departments. For example, when one of the Greenfield department’s battalion chiefs is called to the scene of an incident in a neighboring community, it may need to call in another battalion chief. Also, the Franklin chief reports that his battalion chiefs have growing administrative responsibilities that impact other tasks. Given the growing call volume in the region, the ability of the two departments to provide this service may grow more challenging in the future and may not be as readily available to the other two communities.

An important point of future discussion could be whether formal cost sharing among all four communities for the existing two battalion chiefs who serve on shifts – accompanied by a formal commitment by Franklin and Greenfield to appropriately serve each of the four – would be in order. If such an arrangement were to be implemented, then a billing mechanism could be developed to charge the receiving community an hourly rate for the cost of battalion chiefs from a neighboring community when they are called to an incident.

## OPTION 2: MODIFYING THE RESPONSE FRAMEWORK

While fire and rescue operations in Zone D generally occur at a relatively high level, a better coordinated operational framework could yield improvements. There are areas of Greendale, for example, that are closer to the Hales Corners station than the Greendale station, yet the initial response comes from Greendale. Similarly, there are parts of Greenfield, especially the southeastern corner, that are closer to the Greendale station than to Greenfield 91. Another challenge involves the growing call volume, which at times leaves some stations under-resourced when there are simultaneous calls, thus requiring staff to be called in and paid overtime.

A “**closest unit response**” framework could address these issues. Under that approach, the closest and most appropriate unit is dispatched to the scene, regardless of whether that unit is housed in the municipality in which the incident occurs. This can apply not only to the examples cited above, where a station in one municipality actually is geographically closest to parts of an adjacent municipality, but also to situations in Franklin or Greenfield where an engine or ambulance from their closest station is occupied, and a station with the appropriate capability from a neighboring community is closer to the incident than a different station from their own community.

Another higher level of coordination would involve **agreements to allow resources from the Zone D departments to be shared to backfill stations when all personnel are called out**. So, for example, if both medical units are dispatched from Greendale, then another department would automatically redeploy resources to cover Greendale’s station or would commit to covering the station from existing locations.

Finally, under the current mutual aid process, dispatchers follow a prescribed order for requesting support. For example, for an incident in Hales Corners, dispatchers first call Franklin, although in many situations a unit from Greenfield would be able to respond more quickly. This practice also could change under a “closest unit” type of approach.

These modifications to the current operational framework only would be possible if dispatch for all four departments is consolidated or at least linked in a virtual fashion to allow dispatchers in any one community to track the resources of all Zone D departments. Milwaukee County is currently working to implement new software that would allow for “virtual” consolidation of dispatch without the actual merger of dispatch operations. However, because dispatch is shared with police departments in each of the region’s three dispatch centers, virtual dispatch would require a change in dispatch operations and may require additional dispatchers.

While closest unit response holds great potential to improve area-wide operations, the fiscal and operational impacts on individual communities is difficult to predict. It is likely that the number of calls within one municipality that would be diverted to a different department would be small and that any redistribution would be relatively equal, but it is possible that some departments would see increased call volumes while those of others would shrink. If those gaining volume were either Hales Corners, which relies on POP staff, or Franklin, which is experiencing capacity challenges, then that may be problematic. In addition, sharing resources to backfill stations could be a more frequent occurrence, and it is difficult to determine how that may play out among the four departments based on their own capacity challenges.

On the fiscal side, significant changes in responses could impact the collection of ambulance fee revenue in individual municipalities, as the department making the transport typically collects the reimbursement revenue. It is possible, however, that agreements could be negotiated to allow for the fee revenue to flow back to the host community.

If there is a desire to seriously consider a closest unit response framework, then additional analysis of call volumes by individual station in Franklin and Greenfield or at the neighborhood level in Hales Corners and Greendale could answer these questions (provided such data are collected and available). Such analysis was beyond the scope of this study.

### **OPTION 3: CONSOLIDATED DEPARTMENT**

As noted above, our discussions with the fire chiefs and administrators of the four municipalities found little interest in immediate consideration of a single consolidated Zone D fire department. That said, there was agreement that it would be instructive to sketch out the potential fiscal and operational impacts associated with such an approach.

It is also important to note that during the course of our analysis, the Greendale chief announced his retirement, while Hales Corners decided to appoint its interim chief as permanent chief. The interim chief – who has already spent 37 years with the department – was appointed after the abrupt resignation of the former chief in April. Also, both the Greenfield and Franklin chiefs are nearing retirement age and it is plausible that each may retire within the next three to five years.

It is unknown what impact the vacancy in Greendale and the appointment of a new chief in Hales Corners might have on the willingness to consider a consolidated department. Regardless, the current and near-term vacancies in chief positions is a new development that should encourage renewed consideration.

The potential benefits of a Zone D consolidated department were detailed in our 2012 report and remain largely the same. They include:

- A larger workforce that could reduce the need for overtime to cover for injury, illness, and vacation, and that might aid in recruitment and retention by providing greater opportunities for career ladders and possibly increased compensation.
- Consolidation of non-response tasks such as planning, finance, and inspections to produce greater cost efficiency.
- Consolidation of training and other specialized functions to produce greater cohesion at the scene of incidents.
- Opportunity to redeploy the existing workforce within Zone D based on actual demand, thus possibly eliminating the need to add staff to serve areas that are currently under-resourced.
- Opportunity to reduce leadership positions while enhancing the effectiveness of command by allowing leaders to strategically manage and deploy staff and apparatus on a regional level.
- Potential cost savings through more efficient procurement and possible reduction of apparatus and backup apparatus.

The potential drawbacks also are the same as those cited seven years ago. Those include, most prominently, a partial loss of local control by each community over fire and EMS operational and financial decision-making; the possibility that some communities would benefit operationally and fiscally more than others; the possibility that some may need to pay more for fire and EMS than they are paying today; and the challenges involved in consolidating labor contracts, staffing frameworks, and other personnel issues.

In the end, both the benefits and drawbacks would be impacted greatly by the nature of any future negotiations and decisions on cost sharing and governance. While it is possible that those negotiations and decisions could appropriately address the concerns of each municipality and create a “win-win” scenario for each, it is also possible that such issues would not lend themselves to amicable resolution.

Our 2015 report, *Come Together: An Analysis of Fire Department Consolidation in Milwaukee County's North Shore*, documented the success of the North Shore Fire Department and the ways in which the differing concerns of the seven municipalities were resolved. In Zone D, however, there are two paramount issues that would make such resolution challenging:

- The first is the **wide divergence in staffing frameworks between Hales Corners and the other three departments**. As discussed above, Hales Corners pays considerably less per capita for its fire services and EMS in light of its use of a POP staffing model. Hales Corners' participation in a consolidated department that uses a career staffing model would inevitably require it to spend considerably more than it is currently spending. While it is clear that Hales Corners leaders have little interest in pursuing such a scenario today, the challenges we have cited with regard to the POP model may require them to consider a career approach at some point in the future. Should that be the case, then the question would become whether moving to a career staffing framework as part of a consolidated department would be more operationally and fiscally advantageous than pursuing that framework independently.
- The second is the **wide divergence in need for increased capacity between Franklin and the other three departments**. Franklin faces an immediate need for additional staffing at its southernmost station and staffing needs will continue to grow (including the possible need for a fourth station) should expected new development materialize. If Zone D was viewed as a region to be served by a single department, then analysis of call volumes and current staffing levels may reveal that it would be appropriate to shift resources from the north to the south in a way that would still allow all parts of the region to receive a high level of service. That might particularly be the case in the future as call volumes in the southern part of Zone D continue to increase at a faster pace than the rest of the region.

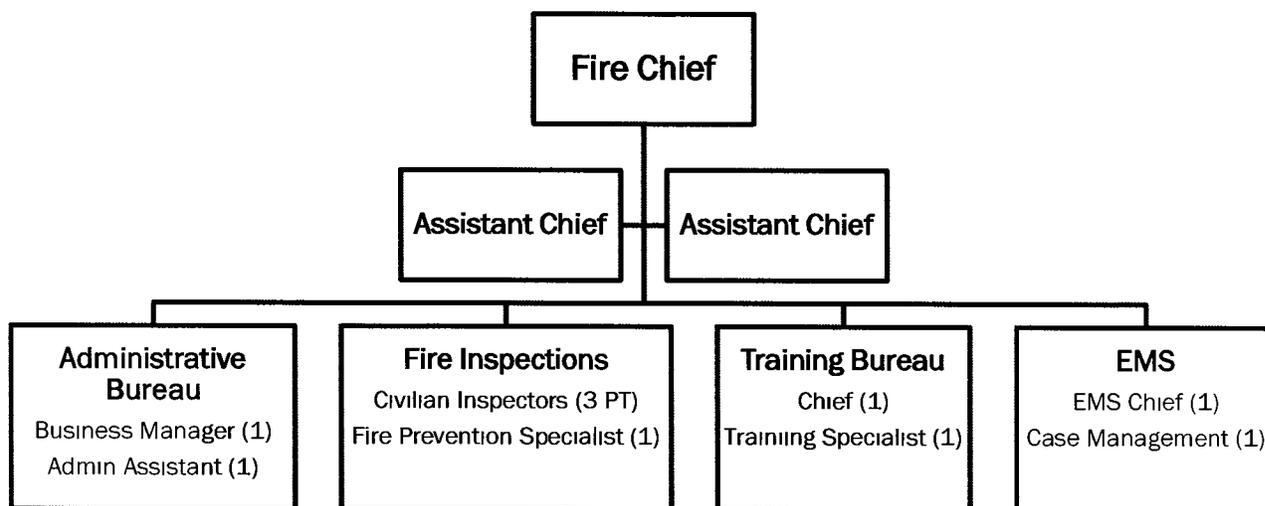
Of course, while being more efficient for the region as a whole, that potential benefit poses a challenge. For example, the other three communities would understandably be concerned about shifting resources from their communities to Franklin and the notion of having their residents subsidize one of the costs associated with Franklin's growth. A potential solution, however, would be to structure the cost sharing formula in a way that takes these factors into account.

Despite the challenging nature of these issues, we believe each of the four municipalities would benefit from considering the potential structure and staffing of a consolidated Zone D department and cost allocation options. We lay out the hypothetical characteristics of such a department below.

## NON-SHIFT STAFFING

As described earlier, the four departments currently house a combined 13 positions that are not assigned to shifts. The combined salary and benefit cost of those positions was \$1,619,173 in 2018. We developed a hypothetical staffing model for a consolidated department that instead would house the equivalent of 11.5 non-shift positions, as shown in **Figure 1**. We estimate that the cost of this model would be \$1,380,538, for a **potential annual savings of about \$239,000**.

**Figure 1: Hypothetical non-shift staffing for a consolidated department**



The consolidated department would reduce the number of chiefs from four to one and retain two assistant chiefs. It would be organized around four bureaus covering administration, inspections, training, and EMS, with training and EMS headed by battalion chief-level positions similar to Option 1 above, and fire inspection/prevention activities overseen by one of the assistant chiefs.

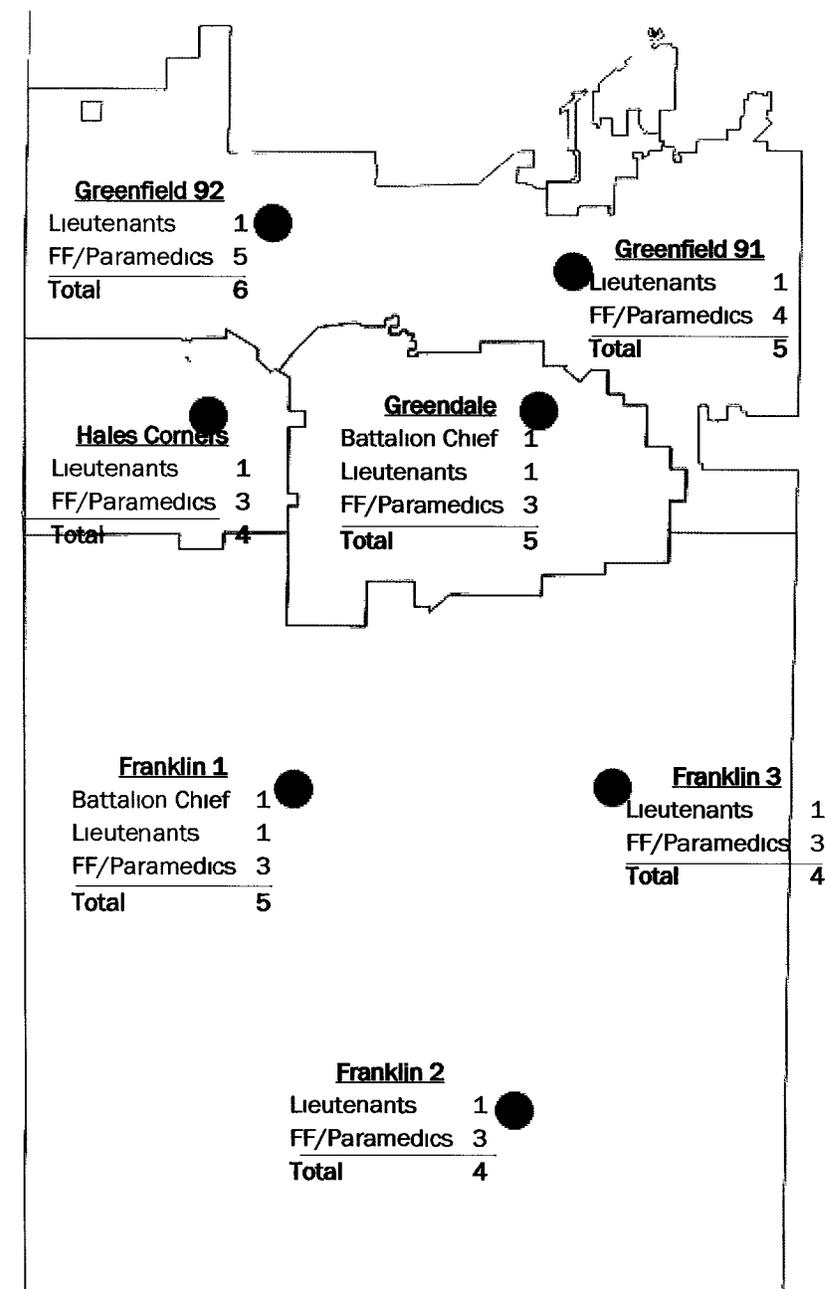
Essentially, **the consolidated department could achieve the goals of enhancing coordination and strategic management of training and EMS as discussed in the previous section but with reduced cost because of the ability to consolidate other administrative positions and tasks.** In addition, while not shown in the table, there could be some additional savings for each municipality by transferring fire department fiscal, human resources, and other administrative functions from the municipalities to the consolidated department’s administrative bureau.

## SHIFT STAFFING

We model the consolidated department with no addition of shifts, which means that a combined total of 33 individuals would be serving in shifts at the seven stations under normal working conditions. However, as shown in **Map 6**, we assume some restructuring of shifts among the stations. Specifically, two positions would move from Greenfield 91 to Franklin 2 to better serve the

growing demand in that part of the region, while a battalion chief would replace a captain at the Greendale station, as that is the most centrally located station and would logically serve as the command headquarters. Consequently, the two battalion chiefs on shifts would be located in Greendale and Franklin, instead of Greenfield and Franklin.

**Map 6: Hypothetical shift staffing for a consolidated department**



Another significant change in the consolidated model is our assumption that it would exclusively employ career staff, thus ending the practice of using POP staff in Hales Corners. We estimate that converting the Hales Corners station from the current mix of career and POP staff exclusively to career staff would produce an **added cost of \$1,053,000**, as shown in **Table 13**.

**Table 13: Added cost of converting Hales Corners POP staffing model to career model**

	Required FTE	Cost/FTE	Total
Captain	3.0	\$128,800	\$386,400
FF/paramedic	12.0	\$109,200	\$1,310,400
<b>Total</b>	<b>15.0</b>		<b>\$1,696,800</b>
<b>Current Expense</b>			<b>\$644,124</b>
<b>Increased Expense</b>			<b>\$1,052,676</b>

When we combine the \$239,000 in non-shift staffing savings under our consolidated model with the \$1,053,000 in additional expenditures from a career shift staffing model, we see a **combined added cost of \$814,000**. However, this is a cost that is not attributed to consolidation, but to addressing a potential need for Hales Corners to shift to a career model. It is also important to note that increased ambulance fee revenues that will correspond with projected increases in EMS call volume are not included in our cost estimate.

While cost will be a primary consideration in any discussion of merging the four departments – and while any decision to bear the added cost cited above likely would be linked to a determination that a POP staffing model is no longer viable for Hales Corners – it is also important to consider the operational benefits that might be realized from a consolidated department:

- It would accomplish the transformation to a full career staffing model in all of Zone D, which not only could produce service-level improvements in Hales Corners, but which also could deliver improvements in the neighboring communities because the centrally located Hales Corners station would have enhanced ability to respond to incidents and provide critical back-up in all of Zone D.
- It would provide opportunity to shift some resources southward to more efficiently deploy combined resources in the region. Yet, at the same time, we anticipate that Greenfield (in the north) would not experience a noticeable reduction in service as its loss of shift personnel from Greenfield 91 would be offset by deployment of resources from the Hales Corners and Greendale stations to respond to calls in the southern portions of the city.
- It would create a unified structure for training, EMS case management, fire inspection, and administration to more efficiently coordinate and provide those functions.
- It would effectuate the principles of closest unit response and dynamic resource deployment across municipal boundaries.

- It would allow for substantial efficiencies in managing shift staffing and time off. Currently, each department struggles to accommodate instances where multiple firefighters who are scheduled for shifts are off duty from circumstances like vacation, illness, or family leave. A larger, consolidated department would allow greater flexibility to manage such time off and potentially enhance daily capacity across the seven stations without adding staff.

## APPARATUS REPLACEMENT

Another benefit of consolidation is that it would allow for a more efficient use of apparatus by eliminating the need for each individual department to replace each piece of existing apparatus. In total, the four departments currently own 25 major vehicles (excluding miscellaneous vehicles and specialty vehicles). **Table 14** shows that under a consolidated model, the ability to maintain a smaller combined fleet would eliminate the need to replace one engine, one truck, and three med units. It should be noted that this is only one possible plan for apparatus discussed with the chiefs; further analysis on the size of the fleet under a consolidated department would need to occur should such an effort move forward.

**Table 14: Current combined apparatus vs. apparatus under a consolidated department**

	Current	Consolidated
Command Vehicles	2	2
Engines	8	7
Trucks	3	2
Med Units	12	9
<b>Total</b>	<b>25</b>	<b>20</b>

We estimate that to maintain the current levels of apparatus, the four departments in total would need to spend \$6.9 million between now and 2040. Franklin holds the largest share of that total liability based on the age of current apparatus. **With the reduction in the fleet shown above, the combined replacement liability could be reduced by about \$2.1 million.**

## POTENTIAL COST ALLOCATION

Despite the operational and fleet-related benefits cited above, a scenario in which three other communities help finance Hales Corners' shift to a career model and three other communities also help finance Franklin's need for additional capacity would not be realistic or appropriate. That issue could be addressed through the cost allocation methodology, however.

We show one such methodology in **Table 15**. If Greenfield and Greendale were held harmless from paying for those needs by maintaining the same spending levels for the consolidated department that they are experiencing today, and if Hales Corners and Franklin split the added cost associated with our hypothetical model, **then per capita costs would be more comparable among the four municipalities and all four could experience a "win:"**

- Greenfield and Greendale would pay no more but would derive other benefits associated with a larger, consolidated department as outlined at the beginning of this section, including an overall higher level of service. That improved service would result from having some parts of Greenfield served by closest units in Hales Corners and Greendale, and some parts of Greendale served by closest units from stations in Greenfield and Franklin.
- Hales Corners would be served by a career department with superior response capabilities compared to current service levels at less than half the cost of transforming to a career model on its own.
- Franklin would have to pay an extra \$407,000 annually but would benefit from two additional positions (including a lieutenant) at Station 2 and the other benefits of being served by a consolidated department, while also eliminating its need to potentially restore a deputy chief position. By point of comparison, we estimate that adding two positions across three shifts on its own – which may be necessary in the near term – would cost \$824,000.
- Each department would benefit from a combined \$2.1 million in one-time savings in apparatus replacement.

**Table 15: Potential cost allocation for consolidated department**

	Current Operating Expense	Additional Cost Due to Consolidation	Total Future Operating Expense	Cost Per Capita
Franklin	\$4,878,686	\$407,000	\$5,285,686	\$147.73
Greenfield	\$5,508,192		\$5,508,192	\$151.47
Greendale	\$1,849,199		\$1,849,199	\$128.91
Hales Corners	\$696,813	\$407,000	\$1,103,813	\$144.82

Another cost allocation issue may be the concern that anticipated growth in Franklin will require a further shift in resources to the south or even the addition of new resources in the future, which would need to be accommodated or financed by all four municipalities. That concern could be addressed, however, by a provision in the intergovernmental agreement that would allow the cost allocation formula to be re-adjusted regularly based on changes in call volumes.

In the end, the question of whether to consolidate the four departments also will be driven by issues like local control – which would be impacted by the composition of a governing board and other issues related to a potential governance agreement – and the extent to which each of the four communities perceives a pressing need to alter the status quo. As discussed at the beginning of this section, we do not detect a great deal of interest among the four communities in immediately pursuing this option, but the above analysis may prove useful if service-level challenges continue to grow and fiscal constraints intensify.

# OPTIONS FOR FRANKLIN AND GREENFIELD ONLY

Because the mayors of Franklin and Greenfield approached the Forum to conduct this analysis and those cities have indicated greater interest in pursuing service sharing opportunities than the two villages, this section considers options that would apply only to the Franklin and Greenfield departments. Our range of options is limited to enhanced sharing and consolidation, as the geographical configuration of the region would preclude consideration of a closest unit response framework for just Franklin and Greenfield.

## ENHANCED SERVICE SHARING

The primary opportunity for enhanced service sharing between the two cities would involve sharing of battalion chief and/or specialized positions. As noted above, Franklin has a chief and assistant chief position as well as three battalion chiefs who serve on shifts. The assistant chief position currently is vacant, which has required the battalion chiefs to take on considerable extra administrative duties. While the department is in the process of filling the assistant chief position, the chief says the department also could benefit from a deputy chief position that may be requested in a future budget.

Greenfield, on the other hand, has considerable battalion chief capacity. Like Franklin, it has three battalion chiefs who work on shifts, but it also has two battalion chiefs who do not work on shifts to handle community risk reduction/EMS and to coordinate training.

The question arises as to **whether the two departments might share the new battalion chief devoted to training** (as described in the earlier discussion of four-way service sharing), **or whether all of the battalion chiefs (including the two non-shift and six who work shifts) might function as a shared unit** who could back up one another during time off and be managed jointly by the two chiefs. It is possible that Greenfield's EMS case management position and perhaps fire prevention positions also could be part of such a shared unit.

For Franklin, there would be an added cost associated with sharing additional positions with Greenfield, but doing so likely could eliminate the need to add a deputy chief position and would relieve the existing battalion chiefs of administrative duties that – combined with growing call volume – are creating substantial capacity challenges. For Greenfield, sharing the positions would reduce costs, but a key question would be whether the benefits envisioned from new positions would be diluted too much by sharing them with another municipality. Any such dilution, however, could be offset by efficiencies gained from a larger overall command and specialty staff to serve the two communities.

An alternative consideration is whether a single battalion chief assigned to each shift could jointly serve the two cities, instead of the current two battalion chiefs on duty at all times (one in Greenfield and one in Franklin). Additional analysis of call volumes and need would be required to determine whether such an arrangement would be viable from an operational perspective. If it is, then this could offer an opportunity for Franklin to redirect the dollars saved by splitting the cost of a single battalion chief shift to at least partially pay for a new firefighter/paramedic shift. While Greenfield

does not have as great a need for the savings, it too could benefit from enhanced firefighter/paramedic capacity in Franklin given the frequency with which the two departments provide mutual aid for one another.

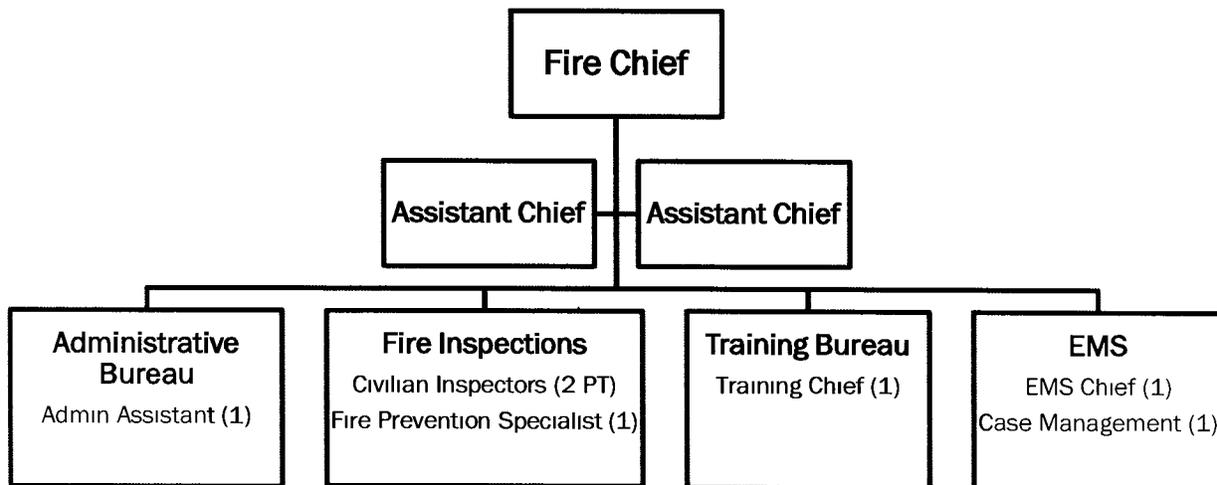
## CONSOLIDATION OPTION

We also explored the potential benefits of consolidating the Franklin and Greenfield departments. Geography would be a significant barrier, as the advantages gained by eliminating municipal boundaries and strategically deploying resources across the five stations would be nullified by having two non-participants situated between the two (except in the small region where the two cities share a boundary). On the positive side, eliminating a chief and assistant chief position and consolidating command and specialty functions could produce a small financial savings and enhance departmental efficiency.

**Figure 2** shows one option for non-shift staffing if Franklin and Greenfield were to consolidate operations. This staffing plan would reduce current combined non-shift staffing of 11 FTEs to 9 FTEs by eliminating one chief and one full-time fire inspection position while maintaining two assistant chiefs and the two non-shift battalion chiefs employed in Greenfield. It is assumed that one of the assistant chiefs would supervise fire inspection/prevention activities.

We estimate that the cost savings from such an approach would total about \$223,000 annually. It is important to note that this staffing framework also would eliminate the need for Franklin to consider creating a new deputy chief position; those costs savings are not included in our estimate.

**Figure 2: Franklin/Greenfield consolidation hypothetical non-shift staffing plan**



A Franklin/Greenfield consolidation potentially could address growing call volumes with no additional shift staffing. Instead, consolidation potentially could delay the need to add shifts in Franklin by moving a shift from Greenfield 91 to Franklin 2. Ostensibly, such a move would not harm response capacity in Greenfield because Franklin 3 could provide greater service to the southeast portion of that city. Of course, as was the case with the four-way consolidation option discussed above, such a

transfer of resources from north to south likely would need to be reflected by a higher payment by Franklin as part of the cost sharing formula.

Finally, we project that a consolidated department could allow for the reduction of two vehicles – a command unit and a med unit – from the existing fleet. This would result in a replacement savings of approximately \$221,000.

Despite these modest savings, both the geographical challenges and the vastly different needs of the two cities going forward – with Franklin needing to add staff to meet growing call volumes and Greenfield already having successfully accomplished that objective – would appear to call into question the efficacy of consolidation. The potential efficiencies to be gained from merging non-shift staffing could be achieved, in part, by sharing battalion chiefs and other specialized positions without consolidating. Meanwhile, other advantages typically gained from consolidation – such as the opportunity to share the cost of moving to a career staffing model and improve service through closest unit response – would not be relevant in this scenario.

Consequently, **unless Greendale and Hales Corners are interested in participating in a consolidation plan, it is questionable whether such a plan would be worthy of pursuit.** On the other hand, if Franklin and Greenfield initiate a two-way merger, then that might enhance interest in Hales Corners and Greendale to participate in a consolidated Zone D department, particularly in light of their respective changes in fire department leadership.

# CONCLUSION

Our updated examination of fire and EMS capabilities and challenges in Franklin, Greenfield, Greendale, and Hales Corners finds some progress in addressing issues and concerns raised during our 2012 analysis, yet continued growth or emergence of other challenges.

On the positive side, Greenfield secured resources through a voter referendum to add two fire department positions while Greendale moved into a new fire station in 2017. Greendale and Hales Corners also merged their dispatch operations since our previous study, thus improving communications between the two communities and facilitating the implementation of an automatic aid agreement.

Still, important concerns remain. Fiscal pressures have intensified for each of the four municipalities in light of several successive years of flat state aids and the impacts of strict state-imposed property tax levy limits. Each of the four also faces growing EMS call volumes. These pressures have been most acute in Franklin, which is projected to grow but lacks the financial wherewithal to keep pace with its need to add firefighting positions.

Meanwhile, the Hales Corners department has experienced alarming challenges with its POP staffing model, though it has recently made several hires and, according to the new chief, has now put those challenges behind it. And, both Hales Corners and Greendale have recently seen chiefs resign or announce their retirement.

While some circumstances have changed, the key question remains the same: **by working more collaboratively, could the four individual departments address their mutual challenges in a more effective fashion than if they did so individually while providing a higher level of service to the region as a whole?**

**We believe the answer is “yes.”** Our analysis and discussion with the chiefs shows that possible benefits could emerge from a range of possibilities:

- Each of the departments could benefit from sharing with Greenfield the positions it has created for EMS case management and training; and from a more formal structure for sharing battalion chiefs that could improve operations and financial equity.
- A “closest unit response” framework and an agreement to deploy back-up resources across municipal boundaries could improve response times in parts of Zone D and enhance overall operational capacity and public safety.
- A fully consolidated department would deliver the benefits of sharing specialized positions and battalion chiefs and ensuring closest unit response/improved back-up while also reducing the cost of command, administration, and apparatus replacement and further enhancing operational efficiency, including more efficient allocation of shift staffing to accommodate time off.

Yet, moving forward with any of these options may not be appropriate in light of the different circumstances facing each municipality. The enhanced service sharing and (especially) consolidation options would require a willingness by Hales Corners to pay more for a higher level of service than it

may not feel it needs. Greendale's additional costs may be non-existent or not as significant but a change to the status quo similarly may be deemed unnecessary. Pursuit of certain options may allow Greenfield to reduce costs, but also may require the movement of fire and EMS resources to the south in a manner deemed undesirable by city leaders. Franklin would appear to have the most to gain in light of its need for enhanced service capacity, but it too may need to shoulder a cost it is not willing to pay.

Closest unit response and deployment of resources across municipal boundaries offer improved operations without clear fiscal impacts, but pursuit of those options also may pose challenges. Specifically, the two larger, better equipped departments may object to such a framework given a concern that they may find themselves more often on the giving end than the receiving end of such a reciprocal arrangement.

It is when we look further under the surface that a more compelling case for action emerges. For example, one could argue that Franklin's capacity challenges are a threat not only to its citizens, but also to the region as a whole given the prominent role it plays in providing mutual aid and battalion chief capacity. Similarly, while Greenfield recently secured additional resources through voter referendum, its growing EMS call volume and continued budget challenges may ultimately compromise its capacity or willingness to provide current levels of assistance to its neighbors. Consequently, a proactive, collaborative effort among the four communities to head off these issues – and to address the challenges posed by Hales Corners' reliance on part-time staff – would appear to be prudent.

In addition, the fiscal analysis presented in this study suggests that “going it alone” may have a much larger price tag for both Franklin and Hales Corners (assuming that Hales Corners eventually needs to implement a career staffing model) than joining in a consolidated department with Greenfield and Greendale.

Should local circumstances not justify such action at this time, then greater collaboration between Franklin and Greenfield would appear to be a logical starting point, both as a means of collectively addressing Franklin's near-term capacity concerns and as a mechanism for demonstrating the benefits of cooperation. While Franklin would appear to have much more to gain from such collaboration than Greenfield, the Greenfield chief recognizes that a joint effort to enhance fire and EMS response capability in Franklin also benefits his city in light of the extent to which the two communities rely on each other for back-up and coordination.

Overall, we hope this analysis sheds further light on the current state and future challenges associated with fire response and EMS in the Zone D region. Going forward, we would be pleased to support any efforts to implement the policy options cited in this report or otherwise assist the four municipalities in pursuing greater intergovernmental cooperation.

<p><b>APPROVAL</b></p> <p><i>slw</i></p>	<p><b>COMMITTEE OF THE WHOLE</b></p>	<p><b>MEETING DATE</b></p> <p><b>1/06/2020</b></p>
	<p>Presentation by Waste Management on Metro Landfill Operations and Expansion; Report from JSA Environmental and Waste Facilities Monitoring Committee on 2019 Complaints and Results; Referral to Staff Re: Complaint Monitoring and Tracking Procedures</p>	<p><b>ITEM NUMBER</b></p> <p><b>C.</b></p>
<p>Representatives from Waste Management Metro Landfill, Waste Facilities Monitoring Committee, and JSA Environmental will be in attendance at the Committee of the Whole meeting to discuss the subject matter.</p>		