The meeting was called to order by Chair Dale Wilson at 1:07 p.m.

Roll call was conducted and a quorum of members was present: Chair Dale Wilson, Vice Chair John Peters, Denise Pieroni, and Bruce Vander Veen. Dave Nelson, Lowell Hagen, and James Weiss were absent. Others present: Dr. Steven Andrews-Aurora Health Care; Dr. James MacNeal-Mercy Health; Walworth County Administrator David Bretl; County Board Chair Nancy Russell; Chris Schultz, Lake Geneva Regional News

Bruce Vander Veen made a motion, seconded by Vice Chair John Peters, to approve the agenda as presented. Motion carried by voice vote.

Vice Chair Peters made a motion, seconded by Bruce Vander Veen, to approve the May 10, 2018 meeting minutes. Motion carried by voice vote.

Public comment – There was none.

Unfinished Business

- Update on the Emergency Communications Advisory Committee
  County Administrator David Bretl stated this Committee needs to make appointments and schedule a meeting for late September or October. From MABAS Division 103, Vice Chair Peters stated he can give recommendations for appointments to Bretl. Bretl will forward the resolution regarding membership to Peters and the recommendations will go to the County Board for approval.

New Business

- Billing between municipalities for services
  Discussion ensued regarding billing between municipalities for services when other agencies cover calls, and how billing works. Peters said there is currently conversation about an EMS response plan that would fill some of the gaps in the departments and allow for them to have at least a couple agencies assigned as backup. It was discussed at the last EMS Committee meeting and at the Division 103 meeting. Dr. MacNeal added some agencies only have one or two backup agencies for ALS or mutual aid. Peters stated ALS availability is not the major issue. MacNeal disagreed, stating ALS can always fulfill the need for BLS, but BLS can never fill the need for ALS. He added a countywide system would have to be ALS. He stated that local agencies could be a backup for a countywide system for BLS calls, but there is a lack of effort put into EMS in general. Walworth County has ten ladder trucks but Lake Geneva is the only municipality with Paramedic service. Peters stated it has been discussed at Division 103 that EMS needs to be a stronger part in the organization. Dispatchers have an unnecessary amount of stress added to their jobs by the lack of communication across municipalities in Walworth County. Chair Wilson added the County cannot make a recommendation for which municipality bills for calls until we have a plan in place. Peters agreed, adding we need a unilateral sign of support from this Committee, the chiefs, and physicians to get the organization and rules established. MacNeal reminded the Committee of the Rock County model, with a policy that has automatic Mutual Aid dispatching. It needs to be a dispatcher-driven response plan. Bretl added this group needs to make a recommendation as to how long response times should be and how many agencies deep the standard is and submit it to the Sheriff. Wilson agreed this group should make a recommendation to the Sheriff and the Advisory Committee so they can standardize and provide guidelines. Peters added the dispatch center should have a voice in the process as well. Discussion followed regarding how this Committee should proceed in developing recommendations regarding billing issues. Wilson said the topic of billing can be addressed at a later time, but it is up the municipality to bill or not, regardless of this Committee’s recommendation. Vander Veen commented it would be hard to have a countywide agreement because the municipalities have different policies.
Staffing models for fire and EMS departments
Discussion ensued regarding who should be responsible for providing staffing models. Wilson asked if this Committee would recommend a specific model. Dr. MacNeal stated if the County is not paying for departments’ service, then it is not feasible for the County to dictate staffing. Bretl noted it could be the responsibility of this Committee to provide guidelines for what a service should provide; or municipalities could go with a referendum if they chose. Peroni suggested the county could provide support for ALS calls, allowing municipalities to operate on their own, but also providing umbrella coverage for ALS service. Bretl added it is important for this Committee to focus on what the process should be and asked if there were any general statements this Committee could make for recommendations. Dr. MacNeal responded the Committee could provide a standard of adequate staffing. Peters suggested that each agency assess their major issues. He added shared services should be encouraged, as well as partnerships between departments. Discussion ensued regarding how to develop a listing of standards and an assessment that could be used to create a work group among departments, and the possibility of using outside resources to accomplish this. Bretl reminded the Committee of the remaining funds that could be used to do a study of urban and rural communities. Wilson suggested using a beta department to go through the process so other departments can review the results Vander Veen added we could provide three options for departments to look at, allowing them to choose from those options. MacNeal expressed concern that the departments who will embrace what we come up with are most likely the ones coming to meetings already, while the departments with a problem could continue to ignore it. He suggested there needs to be some kind of comprehensive countywide ALS plan and it is better to spend funds on coming up with plans for a dispatch center, plans to provide two or three departments as backup, and how to get poor performing departments to step up. Peroni suggested starting to address the problems with the dispatch centers to get a better idea of where the problem areas are. Peters added one way to address what the Committee has discussed would be to send a summary report of dispatch information and times to fire chiefs and community leaders and set guidelines for how many minutes each step should be. Vander Veen stated the Committee is on the right track with a dispatch center and MacNeal agreed, adding having a standard way of doing things across the county makes sense. The communities in Walworth County are more similar than they are different, and a set of standards would make implementation easier. Andrews stated it would be helpful for the dispatch center to provide monthly reports on response times. Bretl stated the County would like monthly reports as well so problem areas can be identified. MacNeal stated the response times are public record and media could easily put in a request for them. Bretl stated a monthly report of response times should be a goal for this group. Wilson stated this could be a recommendation from this Committee. Discussion then took place regarding the possibility of hiring a consultant. Bretl inquired of Vander Veen about the current collaborative group he is working with. Vander Veen stated the group is called the Southwestern Walworth County Fire/EMS Working Group, and consists of: Town of Sharon, Village of Sharon, Town of Walworth, Village of Walworth, Town of Delavan, City of Delavan, Town of Darien, and Village of Darien. He added the Town of Richmond may join as well. Bretl stated if there was success with that, it could be a model of a solution. Vander Veen stated all municipalities were represented and will meet again in August. He welcomed help for the collaborative group. Peroni added sometimes it is easier to have a third party unrelated to a specific organization that can guide the process. Vander Veen offered the relationship between Whitewater and La Grange as an example for possible solutions within regions of the county. Wilson agreed that if this group were successful, it could solve the problem in a large portion of the County and provide a tangible solution to this Committee for the remainder of the County. Discussion continued regarding creating a tangible model rather than putting resources into a survey. Vander Veen and Peters agreed to find someone to assist with this process.

Additions, deletions or edits to Committee Recommendations document
Wilson found one area that needed clarification on page 1, section 3A: “responsible for,” and suggested the addition of “emergency services dispatch.” to the end of the sentence. Peroni inquired if someone with the county who has a lot experience with dispatch could work with this Committee. Bretl and Wilson agreed to meet with someone with this knowledge. Bretl questioned whether section “B” in the recommendations should
be a subset of “A” and then possibly create possible multiple subsets. Peroni inquired whether both “B” and “C” should be under “A,” and Bretl noted that “C” should most likely be separate even if there was one dispatch. Discussion ensued regarding standards as far as PSAPs (Public Safety Answering Point) and what the optimal requirements would be if possible. Vander Veen suggested providing a guideline for PSAPs. He added the Sheriff needs support from the County, including administration, to back up said guidelines. Peters stated in Lake Geneva there are time limits and then eventually the call goes automatically to the next available township. He added the rules need to be the same for every municipality. Wilson, Peroni, and Vander Veen agreed “A” is a long-term goal and should be kept separate. Bretl summarized: “A” is long-term, “B” is what we are doing until then, and “C” would be a unified dispatch protocol for all PSAPs. Wilson added guidelines should dictate how many layers deep an organization needs to identify for mutual aid, as well as response times before the PSAP would move onto the next appropriate agency. Bretl stated if we give guidelines, then municipalities know what we are expecting and it is up to them to follow said guidelines. Vander Veen said Rock County Advisory Committee would possibly have suggestions and he will contact them to get an idea of their guidelines. Peroni added it is important not to lose what is brought up in this meeting and Bretl agreed, stating the focus should be a change in language before the next meeting. He inquired if there is a monthly report that we should include from all four PSAPs as far as response times. Wilson said this report should go to the Advisory Committee as well. Dr. Andrews said the Waukesha County Fire/EMS Study came out this month and their first order of priority was best practices regarding dispatching. Peroni suggested a copy of this report be reviewed by this Committee. Andrews said the report is on their website. Peters suggested a report that provides report number, date, call for service, average response times, along with benchmark times from dispatch. He said there is a report like this from ProPhoenix called “Instant Response Time Analysis.” Peters said he would send a copy of the report to the Committee members. Wilson added a good recommendation from this Committee would be to review statistics and have every agency do its own self-evaluations as a “Best Practice.” Wilson made a motion, seconded by Peroni, to add a recommendation that states: “Direct every agency to assess their response statistics and ability to meet the NFPA response standards. Assessment should identify their strengths and opportunities and be shared with their leadership and local elected officials.” Motion carried 4-0. Peroni suggested including the NFPA standards in the appendix. Wilson said recommendations will be discussed at the next meeting. Peroni inquired whether this Committee should expand section “E.” Peters responded that the Sheriff’s Office said they would host those on the server and this is still in progress. Peroni asked if “E” could be rephrased to firm up what the costs would be. Discussion ensued regarding using ProPhoenix more effectively for countywide use rather than independently and possible recommendations regarding this issue. Peroni requested this Committee work on the wording of “E” to explain why it is a recommendation with supporting information, such as a justification statement. Wilson inquired if there were any further recommendations for this report and said he will work on rephrasing the recommendations document. Peroni made a motion, seconded by Vander Veen, to approve all changes as discussed. Motion passed 4-0. 

Public comment – County Board Chair Nancy Russell suggested the Committee make recommendations soon, as the best outcome often comes from a local group rather than from the State. She encouraged the Committee to move forward and to get the Advisory Committee engaged. She commended all members for their work this far.

Next meeting date and time: The next meeting was confirmed for Thursday August 30, 2018 at 1:00 p.m. in County Board Room 114 at the Walworth County Government Center.

Adjournment
On motion by Vander Veen, seconded by Peroni, Chair Wilson adjourned the meeting at 2:53 p.m.
COUNTY WIDE DISPATCH - ENHANCED 9-1-1

AN AGREEMENT

BETWEEN ROCK COUNTY AND

____________________
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COUNTY WIDE DISPATCH - ENHANCED 9-1-1

AN AGREEMENT

BETWEEN ROCK COUNTY AND

______________________

The parties to this Agreement, Rock County (County) and (Municipality) believe that their residents deserve the most efficient, cost effective method of providing urgent emergency services; that method is through a Countywide Dispatch System with enhanced 911 services. This Agreement, together with the Joint Powers Agreement separately executed between the parties, sets forth the entire arrangement between the County and Municipality in providing these services.

I. Participation. The County and Municipality will participate in a Countywide Dispatch System with Enhanced 9-1-1 services under the authority of sec. 256.35(9), Wis. Stats.

II. Definitions.

A. Definition of words used in this agreement shall be those found in sec. 256.35(1), Wis. Stats., and as hereinafter provided.

B. "Communications Center facilities" shall mean the physical structure and related equipment for the Public Safety Answering Point operated by Rock County under this Agreement.

C. "Communications Center Policies and Procedures" shall mean any dispatch standards and procedures used by Communications Center and user agency personnel.

D. "County Administrative Policies and Procedures" are all ordinances adopted by the County, including Personnel and Purchasing, and other
Administrative Policies and Procedures applicable to County Departments.

E. "Dispatch Service" means the receipt of a request for service, identification of source and type of request and routing to the appropriate response agency.

F. "Enhanced 9-1-1 Service" shall have the same meaning as "sophisticated system" found at sec. 256.35(1)(i), Wis. Stats.

G. "Rock County Communications Center" (or "Center") shall mean the department of Rock County Government, including the Public Safety Dispatch System operated by it, as described below.

III. **Organization and Powers.** The Rock County Communications Center is a separate and distinct department within the Rock County Government, operating within County Administrative Policies and Procedures. The Dispatch System, with a related 9-1-1 Public Safety Answering Point shall be operated by Rock County and administered by a Communications Director, with the advice of the 9-1-1 Commission.

A. **Director.** The Rock County Communications Center Director shall be appointed and supervised by the County Administrator as provided by 59.18(2)(b), Wis. Stats.

B. **Commission.**

   1. **Membership.** Members of the 9-1-1 Communications Commission shall have the written nomination of the municipality to be represented, be appointed by the County Board Chairperson and be confirmed by the Rock County Board. The Commission shall have 9 members and be composed solely of Communication Center facility users,
representing the following agencies:

- One member from the City of Beloit Fire Department (EMS)
- One member from the City of Beloit Police Department
- One member from the City of Janesville Fire Department (EMS)
- One member from the City of Janesville Police Department
- One member from the Rock County Sheriff's Office
- One Member (At Large) - Small Community Member from Emergency Medical Services
- One Member (At Large) - Small Community Member from Fire Services
- Two Members (At Large) - Small Community Member from Police Services

Each member must be from an administrative level of the group represented. Small community at-large members shall serve two-year terms commencing on date of confirmation of appointment. Small community at-large member appointments shall be rotated among members of the small community users according to a schedule established by the County Board Chairperson. However, no small community may have more than one at-large member on the Commission at the same time. Each member may designate one person from the agency, which he or she represents to attend Commission meetings in their stead when that member is unable to attend, and the designee shall have full voting rights when so serving.

2. **Duties.** The Commission has the responsibility to

   a) approve, amend or deny Communications
Center Operation and Procedure Policies.

IV. Services Provided. The Rock County Communications Center shall provide all dispatch services necessary for police, fire and emergency medical services to the Municipality 24 hours a day, every day of the year. The Center will dispatch services necessary for police, fire and emergency medical services for the Municipality for the geographic areas designated in writing by the Municipality. The Center will collect dispatch data and make it available to the Municipality for planning, billing and other administrative purposes. The Center shall provide an Enhanced 9-1-1 system for Municipality residents according to the terms and conditions of the telephone company contract between local telephone companies and Rock County. All services provided shall be in conformance with communications center operation and procedure policies as established by the 911 Communications Commission.

V. Budget. The operating budget shall be set by the County Board pursuant to County budgeting procedures. The operating budget shall include current operating expenses, plus the current year's allocation of capital account costs. The Director shall seek the advice of the 9-1-1 Communications Commission prior to submittal of the Rock County Communications Center Budget.

VI. Term. This Agreement shall be for an initial period of 8 years, commencing on October 1, 2013 and be automatically renewed for successive 8-year periods upon the same terms and conditions, except insofar as expressly modified by the parties in writing in the same manner as this agreement. During the initial term or successive terms Municipality may terminate this Agreement only "for cause" by
giving notice. For purposes of this paragraph "for cause" is defined as the failure of the County to perform the services required by this Agreement. Municipality must give the County notice of intention not to renew at least one year prior to the expiration of the current 8-year period.

VII. **Title.** Title to all property in, and improvements to, and the Communication Center itself, shall be in the County.

VIII. **Joint Powers Agreements.** County and Municipality shall annually enter into the Joint Powers Agreements required by sec. 256.35(9), Wis. Stats.

IX. **Authorization to Enter Into Agreement.** This Agreement between Rock County and Municipality has been authorized by the respective Board/Councils and the undersigned have been authorized to execute this Agreement.

ROCK COUNTY

________________________________________  __________________________
By County Board Chair  Date

________________________________________  __________________________
By County Clerk  Date

DESIGNEE

________________________________________  __________________________
By Designee, Signature  Date

Name, Please Print
Waukesha County Executive Summary

Recommendation Overview
The following recommendations were established based on the data analysis, site visits, industry best practices and stakeholder input during the study process.

These recommendations can assist in ensuring the greatest return on investment by quantifying the best area within the system to invest to ensure reliable and sustainable service to the community. The study also strives to prolong the use of volunteer firefighters as long as possible while ensuring the departments are meeting the communities’ growing demand. This study can also assist policy makers in establishing a desired level of service while understanding the investments that may need to be made to achieve that desired level of service.

Four prioritized high-level recommendations are offered for consideration. It should be understood that there are some commonalities and overlap in strategies if multiple strategies were adopted.

Overall Recommendations
1) Implementation of a County Wide Dispatch System
2) Regionalization of EMS
   a. Establish and Implement Career Staffing Model
3) Functional consolidation
   a. Training Division consolidation
   b. Fire Prevention Division consolidation
4) Long Term Evaluation of Full Consolidation

Study Overview
In May of 2016, Waukesha County contracted with Fitch & Associates to objectively evaluate opportunities for shared services amongst participating fire departments within the county. Waukesha County provided the funding and support for the interested agencies to evaluate the current response model and seek sustainable efficiencies.

In October of 2016 Fitch & Associates conducted a two-day site visit. During that site visit all 12 participating fire departments were visited. Following the site visit a comprehensive information data request was sent to all participating fire departments. Initially, there was limited participation, as only two of the 12 participating departments completed and returned the information data requests.

Fitch & Associates utilizes a comprehensive data driven process in order to provide objective and best practice recommendations to clients. Data analyses are usually conducted using the computer aided dispatch (CAD) data from the dispatch center and the records management system (RMS) data from the fire departments. Given Fitch & Associates’ experience and the number of participants in this study the CAD data was the most reliable and consistent source
of data to provide an objective analysis. There was some difficulty in obtaining the CAD data from the dispatch center that contributed to an extended study period.

Once the CAD data was obtained, comprehensive data based quantitative and geospatial analyses were utilized to objectively evaluate the 2016 demand for services by type and severity. The County staff assembled a steering committee to work with Fitch & Associates on the remainder of the shared service study. The steering committee was structured to include participating fire department chiefs, municipal managers/administrators, elected officials and citizens. Following the data analysis Fitch & Associates conducted a site visit to review the data with the steering committee in July of 2017.

During the July 2017 site visit the steering committee attendance consisted of one county staff, four of the participating fire chiefs and one citizen. Fitch & Associates was given feedback from some of the participating fire departments that the request for agency information was too intensive to complete. The steering committee also gave feedback that the study should be broken up into four areas/clusters and that data from those agencies not participating should not be included (Brookfield New Berlin, and City of Waukesha). During the site visit Fitch & Associates was informed that five (Lake Country, Oconomowoc, Pewaukee, Ashhipun, and Dousman) of the 12 departments were no longer participating in the study and that four (Big Bend, Town of Waukesha, Vernon and Wales/Genesee) new departments were added to the study.

Following the July 2017 site visit the information data request was modified and significantly reduced. The data request was focused on the number of staff and basic operations of the department. This data request was sent out to all 12 participating fire departments. Ten of the 12 fire departments returned the modified data request with varying degrees of specificity. Follow up was conducted with the departments that had not submitted their data request with several emails and phone calls/voicemails over a 60-day period without success.

Fitch & Associates utilized the available data and information to provide an objective analysis of the participating departments, including the updated participants. The analysis and recommendations provided are based on the information available at the time the report was written. A final site visit was conducted in February of 2018 to meet with departments that were added to the study and provide a draft report presentation to the steering committee.

**Operational Overview**

Overall, units from the 12 agencies made 15,972 unit responses, and the total busy hours were 20,008 hours. The three busiest agencies with the most responses are: Lisbon Fire Department, Hartland Fire Department and Wales Genesee Fire Department. Each of the three agencies provided more than 1700 responses in 2016 and accounted for more than 44.3% of the total responses. The three agencies with the least responses were: North Prairie Fire Department, Big Bend Fire Department, and Merton Community Fire Department. The three agencies combined accounted for 9.2% of the total responses.
### Table 1: Number of Incidents by Jurisdiction

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Number of Calls</th>
<th>Calls per Day</th>
<th>Call Percentage</th>
<th>Duration in Minutes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delafield Town FD</td>
<td>367</td>
<td>1.0</td>
<td>6.5%</td>
<td>59.2</td>
</tr>
<tr>
<td>North Prairie FD</td>
<td>87</td>
<td>0.2</td>
<td>1.5%</td>
<td>72.7</td>
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<tr>
<td>Wales Genesee FD</td>
<td>478</td>
<td>1.3</td>
<td>8.4%</td>
<td>75.7</td>
</tr>
<tr>
<td><strong>Area 1 Total</strong></td>
<td><strong>932</strong></td>
<td><strong>2.6</strong></td>
<td><strong>16.4%</strong></td>
<td><strong>68.9</strong></td>
</tr>
<tr>
<td>Hartland FD</td>
<td>786</td>
<td>2.2</td>
<td>13.8%</td>
<td>67.4</td>
</tr>
<tr>
<td>Lisbon FD</td>
<td>858</td>
<td>2.4</td>
<td>15.1%</td>
<td>85.3</td>
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<tr>
<td>Merton Community FD</td>
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</tr>
<tr>
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<td><strong>Area 2 Total</strong></td>
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<td><strong>7.3</strong></td>
<td><strong>46.7%</strong></td>
<td><strong>72.6</strong></td>
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<td>Okauchee FD</td>
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<td><strong>Area 3 Total</strong></td>
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<td>Big Bend FD</td>
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<td>2.4%</td>
<td>70.2</td>
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<tr>
<td>Vernon FD</td>
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<td>1.4</td>
<td>8.8%</td>
<td>59.8</td>
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<tr>
<td>Waukesha Town FD</td>
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<td><strong>Area 4 Total</strong></td>
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<td>Outside</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>5,689</strong></td>
<td><strong>15.6</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>68.8</strong></td>
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</tbody>
</table>

Performance measurement and benchmarking performance have been consistent themes in public administration for decades. Within fire and EMS services, the most often cited measure is that of response time.¹ Yet problems with “definitional ambiguity” often make comparisons between communities quite challenging.² Across the nation, agencies may utilize any number of response time definitions. In fact, the definition technically involves defining a time interval’s two endpoints – when the response time clock starts and when it stops. The Figure below highlights the generally utilized timestamps along the response time continuum along with the associated time intervals most often evaluated.

Figure 1: Response Time Components & Intervals

- **Call Processing Interval**: Clock Start = Call Received, Clock Stop = Unit Dispatched
- **Turnout Interval**: Clock Start = Unit Dispatched, Clock Stop = Unit Enroute
- **Travel Interval**: Clock Start = Unit Enroute, Clock Stop = Unit Arrival
- **Total Response Interval**: Clock Start = Call Received, Clock Stop = Unit Arrival
The distribution of demand within Waukesha County is primarily focused in and around the identified development areas of the county that were studied. The data analysis shows that the geography is a limiting factor of collaboration in many areas. The workload in Area 2, being the highest of those studied, also shows the highest likelihood of concurrent calls. GIS analyses created a heat map to illustrate the relative distribution and concentration of requests for service in all four areas. It is clear that Area 2 that includes Hartland, Lisbon, Merton, and Sussex has the highest concentrations.

**Staffing, Recruitment, and Retention**
Several staffing models are present within the participating agencies. It appears these staffing models have not provided the stability desired in order to meet the current and future demands of the community. Multiple agencies reported that staff members are working part-time for multiple departments. Almost all departments reported that firefighters do not live in the community they serve anymore, diminishing the ability to rely on those firefighters to respond from home thus relying on the minimal staffing at the fire station. The firefighters working at multiple departments also reduce the ability to rely on those firefighters to return for significant emergency events. Another challenge noted was that these firefighters working part-time at multiple departments eventually get hired full-time at a fire department and now
multiple departments lose a trained firefighter. Departments have also reported finding themselves in a battle between departments for staff based on their pay and benefits.

Recruitment and retention is a common theme in the fire service today. The ability to recruit and retain volunteer firefighters is a difficult task with no single answer to solve the problem. It appears that this same trend is present in Waukesha County. In order to stabilize the workforce coordinating pay rates and benefits between departments may benefit the region. Secondly it is likely that additional investment in career staffing will likely be necessary to provide a reliable response model to meet the current and future community demands for service. This investment in career staff has already been occurring in many of the departments.

**Observations and Recommendations in Order of Priority**

**#1 Dispatch Process Best Practices Including County Wide Dispatching**

In order for the system to adopt performance standards, and maybe more importantly, to be able to uniformly collect, measure, and manage performance and system growth, it is imperative that there is a single source for all dispatching and records management technology, protocols, and processes. The majority of substantive efforts related to growth management, performance management, regionalization, consolidation, and/or shared services are predicated on a unified communication center.

During the study’s timeline, Western Lakes Fire District was created. The District consolidated Dousman and Oconomowoc Fire Districts. This merger created a fire dispatch challenge as the Oconomowoc Fire District was receiving its dispatch services from the City of Oconomowoc center, and Dousman from Waukesha County Communications. Through collaborative efforts, Waukesha County and the City of Oconomowoc created an agreement that allowed for Fire and EMS dispatch services to be provided by Waukesha County. This agreement required a partial percentage, based on the amount of workload being reassigned, of the one-time brick and mortar cost required of community to join the consolidated Waukesha County managed communications center. This model creates an opportunity for the remaining communities with disparate Fire and EMS dispatch centers to replicate making a similar transition and establishing the unified communications center.

The study’s participating agencies can benefit by evaluating and sharing a goal of implementing industry best practices in regard to records management and dispatching processes. The data in this report was analyzed prior to pre-alerting; today the dispatch and turnout times may vary from the 2016 data. Waukesha County is moving towards automated alerting which will likely improve dispatch processing times. It may be prudent to parse call-processing performance and create performance standards based on call priority. Rather than creating one call processing performance standard, parsing the calls for service based on acuity or severity would be appropriate to ensure that emphasis is placed on the high acuity calls. Further, it would be encouraged to consider relaxing the current standards for the low acuity calls where response time is less important. As an example you may set a higher performance standard for
cardiac arrest patients while relaxing the dispatch performance standard for low acuity fall patients.

Fire departments within the county should collaborate with the dispatch center to establish desired performance and outcomes, and the requisite data points to capture. In this manner, a uniform system of quality data is available to assist in objective based decision making for a sustainable future. Greater investment in emergency services may require greater transparency and accountability to ensure sustainability and maximize return on investments.

A third party operational evaluation of the dispatch center may be prudent. This operational evaluation could evaluate the current performance, staffing and scheduling practices, and processes and technology used in comparison to the industry best practices. The evaluation should solicit input from stakeholders and provide recommendations that all stakeholders can rally around to implement.

### #2 Regionalize EMS with Career Staff

Regionalize the EMS system by area using career cross trained Firefighter/Paramedics or EMTs. This investment in the system will likely prolong the viability of the volunteer fire system within these areas. This could realign the reliance on volunteers to being used when there is a need for additional staff on critical medical calls and fire responses. This decreased burden on the volunteers saves their engagement to those calls where their assistance is necessary to accomplish the critical tasks while leaving the less critical emergencies to career staff. For those volunteers that have limited availability, they could decrease their EMS certification level to Emergency Medical Responder (EMR) which decreases their continuing education requirements. Many of the areas studied have varying levels of EMS service to their community. Common service levels, dispatching, communications, and records management would need to be adopted in an area in order to successfully regionalize EMS.

Emergency medical calls are the largest share of the emergency call volume. The demand for emergency medical calls for service continue to increase while the fire demand stays stable or only increases slightly. This trend it is anticipated to continue into the foreseeable future. This regionalization of EMS would increase the reliability of response by utilizing career staffing. Regionalization would also standardize the fees for service in the area. There may also be an opportunity to right size the EMS fleet if stations were staffed as multiple calls would be handled by staffed stations in the area, rather than relying on volunteers to respond to the station to pick up the ambulance. The regionalization also allows for pooling of reserve ambulances.

It is recommended that the EMS regionalization is first implemented in Area 2 and then evaluated in other areas. Area 2 has the highest demand for service, which would provide the best proof of concept. This area already has current formal and informal collaboration creating a culture that is likely to embrace the regionalization. Efficiency is found in reducing the duplication of coverage areas as well as securing paid staffing that is able to respond immediately.
Area 2 Case Study

The demand in Area 2 would likely require at least 2 stations to be staffed with a minimum of 2 Firefighter/Paramedics or EMTs 24/7. A third ambulance would need to be staffed during the peak demand time of the day from 8am until 8pm seven days a week. This third ambulance would assist in handling the concurrent call volume that is experienced in Area 2 ensuring a reliable response system.

For example, Area 2 would have the ability to reduce the number of fire stations and ambulances by 50% half while ensuring the community receives the same level of service as today. By investing in career staff at three fire stations the number of fire stations could be reduced to three and the number of ambulances could be reduced to five while providing similar or improved response experience to the community. The reduction in capital expenditures may help in offsetting some of the increased operational costs of staffing fire stations with career staff. The addition of career staff can ensure a more reliable response model than the current volunteer model while keeping the volunteer staff available for critical and significant events that take additional staff to mitigate.

In order to implement a career cross-trained staff model for Area 2 would require at least 16 career staff. The cost for this program would be between $907,536 - $1,706,992 based on the 2017 Wisconsin Fire Chief salary survey firefighter range and Lisbon Fire Department’s benefit package. Policy makers may want to determine a salary range based on the tolerance for turnover and experience in these positions.

Note that this model does not account for the backfilling of vacation or sick time that can likely be covered with minimal cost using existing administrative staff or qualified volunteer staff. This cost may be offset by using some of the current career staff assigned to the fire departments in Area 2, along with EMS revenue generated from the services being provided. If implemented, Area 2 departments may experience a reduced paid-on-call expenditure for EMS responses, as the on-duty career staff may handle low acuity emergencies.

This model also only accounts for the direct costs and does not account for any soft costs. The direct costs include annual salary and benefits such as retirement contribution, health insurance and dental insurance. Some of the soft costs that may need to be accounted for are administrative oversight such as payroll, human resources, supervision and information technology needs.
#3 Functional Consolidation

Functional consolidation is similar to the recommendation above to regionalize EMS but addresses other areas of the fire department. A functional consolidation may create a more efficient use of limited and specialized staff. This type of consolidation can reduce the burden on the volunteer firefighters, prolonging the viability of the system. A functional consolidation can also create more expertise; for example, a regionalized fire marshal’s office can create expertise in fire plan reviews that may not currently exist, as it is only one of many job duties for a current staff member. Functional consolidation also allows for each department to keep their current identities while reaping the benefits of shared services.

3A - One area of functional consolidation that may be beneficial is the training division. There are many requirements and best practices that departments work to meet through training. The shared training allows for an increased level of compliance and documentation that is not likely to be met as individual departments with limited resources. A shared training division allows for the increase in expertise and consistency. Three of the four departments in Area 2 already share training through their own consortium. This has allowed firefighters to choose a training night that best works for them, rather than forcing all firefighters from a single department to attend one night of the week. The shared training division also creates consistency in emergency scene operations as everyone is trained to the same curriculum, creating an operational efficiency.

3B - A second functional consolidation option is the prevention division or fire marshal’s office. The staff in this area need specialized training and skills that are much different than those of responding to emergencies. Most prevention divisions are responsible for fire permits, building plan reviews for compliance with the fire code, fire inspections and fire investigations. Regionalizing the prevention division may allow an area to create expertise by having dedicated prevention staff while offsetting some or all of the expenses using fees for services. The prevention division is an important part of the fire service as they can prevent emergency incidents from occurring though the use of fire permits, inspections and plan reviews. Many departments reported their community has plans for significant future development which may be an opportunity to regionalize a prevention division as there is a growing workload for a fire marshal during a community’s development.

#4 Long-Term Evaluation of Consolidation

The participating agencies may benefit from evaluating the full consolidation by area. Many times, functional consolidation gets departments very close to full consolidation without losing their identity. Full consolidation is not always the best utilization of political capital as functional consolidation may provide the departments the majority of the efficiency and effectiveness of shared services. There may be a benefit of full consolidation for some areas by reducing capital costs and increasing the reliability of service by increasing capacity. Regionalization usually is the most efficient use of scarce resources such as personnel. The regionalization may assist in stabilizing the workforce long-term given the current job hopping and pay competition that is occurring between departments.
Within the current configuration of all study participants in the 4 areas, 16 stations are utilized to provide services. Similar to the explanation provided for the regionalization of EMS and/or staffing Area 2, the concepts can be applied to all participants.

**Figure 2: All Participant Areas - Marginal Station Contribution for a 10-minute Urban/Suburban and 13-Minute Rural Travel Time**

<table>
<thead>
<tr>
<th>Rank</th>
<th>Station</th>
<th>Address</th>
<th>Class</th>
<th>Station Capture</th>
<th>Total Capture</th>
<th>Percent Capture</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Merton #2</td>
<td>28343 Sussex Rd</td>
<td>U</td>
<td>1507</td>
<td>1507</td>
<td>29.34%</td>
</tr>
<tr>
<td>2</td>
<td>Delfield #1</td>
<td>W302N1208 Maple Avenue</td>
<td>U</td>
<td>807</td>
<td>2314</td>
<td>45.05%</td>
</tr>
<tr>
<td>3</td>
<td>Town of Waukesha</td>
<td>W250 S3567 Center Road</td>
<td>U</td>
<td>675</td>
<td>2989</td>
<td>58.20%</td>
</tr>
<tr>
<td>4</td>
<td>Lisbon #1</td>
<td>N72W24958 Good Hope Rd</td>
<td>U</td>
<td>549</td>
<td>3538</td>
<td>68.89%</td>
</tr>
<tr>
<td>5</td>
<td>Okauchee</td>
<td>W349 N5060 Shady Ln</td>
<td>U</td>
<td>427</td>
<td>3965</td>
<td>77.20%</td>
</tr>
<tr>
<td>6</td>
<td>Vernon #1</td>
<td>W233 S7475 Woodland Lane</td>
<td>U</td>
<td>329</td>
<td>4294</td>
<td>83.61%</td>
</tr>
<tr>
<td>7</td>
<td>Wales Genesee</td>
<td>600 S. Wales Road</td>
<td>U</td>
<td>247</td>
<td>4541</td>
<td>88.42%</td>
</tr>
<tr>
<td>8</td>
<td>Stone Bank</td>
<td>W335 N7107 Stone Bank Rd</td>
<td>U</td>
<td>126</td>
<td>4667</td>
<td>90.87%</td>
</tr>
<tr>
<td>9</td>
<td>Okauchee</td>
<td>W349 N5060 Shady Ln</td>
<td>R</td>
<td>69</td>
<td>4736</td>
<td>92.21%</td>
</tr>
<tr>
<td>10</td>
<td>Vernon #1</td>
<td>W233 S7475 Woodland Lane</td>
<td>R</td>
<td>47</td>
<td>4783</td>
<td>93.13%</td>
</tr>
<tr>
<td>11</td>
<td>Merton #2</td>
<td>28343 Sussex Rd</td>
<td>R</td>
<td>15</td>
<td>4798</td>
<td>93.42%</td>
</tr>
<tr>
<td>12</td>
<td>Wales Genesee</td>
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<td>R</td>
<td>15</td>
<td>4813</td>
<td>93.71%</td>
</tr>
<tr>
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<td>N72W24958 Good Hope Rd</td>
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<td>3</td>
<td>4816</td>
<td>93.77%</td>
</tr>
<tr>
<td>14</td>
<td>Stone Bank</td>
<td>W335 N7107 Stone Bank Rd</td>
<td>R</td>
<td>1</td>
<td>4817</td>
<td>93.79%</td>
</tr>
</tbody>
</table>

GIS analyses were utilized to illustrate the findings above. In the mapping below, the green areas show the ability to cover the geographic territory within 10-minutes travel time and the yellow areas are within the 13-minute travel time.
In addition, for long term planning purposes, analyses were completed to determine optimized locations. Optimized locations would require considerable capital investment, as most stations would need to be relocated over time. However, by utilizing a system view of a consolidated area, services could be improved to 8-minute travel time with only 9 stations as opposed to the currently placed 8 stations for a 10-minute travel time. The optimized locations for a 10-minute travel time would only require 5 stations. GIS mapping for each are provided below for your reference.
Figure 4: All Participant Areas – Optimized Station Locations - GIS Response Polygons for 8-Minute Urban/Suburban and 13-Minute Rural Travel Times
It should be recognized that there is already a culture of collaboration within the county. Much of the current collaboration is accomplished informally. There are already numerous fire departments in various shared service models within the county. The leadership of these departments are working together to ensure they can provide the best service possible with the resources they have. Some departments are providing training together, while others are assisting each other in providing a higher level of EMS service to their community. All of these efforts show a commitment to providing the best service possible. It is recommended that these efforts are encouraged and incentivized when possible. Some of these examples may be replicated in other areas across the county.

When implementing shared services, it is important to address the risk, cost, and governance. The risk includes accounting for community risk being covered, current and future demand for services and the level of service expected. The cost includes both revenues and expenses as well as the source of revenue and expenses. In the case of the participating agencies, most are transporting EMS agencies which can help to diversify the revenue away from a solely tax-
based agency. Lastly the governance can identify representation of stakeholders, decision making authority and the process to enter into and exit from the shared services model.

*Figure 6: Shared Services Model*

Finally, the following broad observations and recommendations were identified in each of the four areas.

**Area 1 Recommendations**
1) Maintain current service level and consolidate the number of stations
2) Eliminate duplicative vehicles
3) Share staff for cost and operational efficiency

**Area 2 Recommendations**
1) 3 departments share training currently. Continuation of functional consolidation will serve the region well
2) Maintain the current service level and consolidate the number of stations
3) Right size fleet with functional consolidation
4) Share staff for cost and operational efficiency

**Area 3 Recommendations**
1) Stone Bank covers Okauchee during the weekday daytime hours. Continuation will ensure a reliable response to Okauchee
2) Lowest demand for service in areas studied leaving limited collaboration opportunity
3) Limited ability to share services based on geographical limitations
Area 4 Recommendations

1) Opportunity may exist to maintain current service level and consolidate the number of stations
2) Eliminate duplicate vehicles
Recommendations of the Walworth County Fire/EMS Study Committee
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I. EXECUTIVE SUMMARY
(Reserved)

II. BACKGROUND
In response to the requests of numerous towns, cities, and villages located in Walworth County, in 2016 the County Board of Supervisors passed Resolution 31-11/16 establishing the Walworth County Fire/EMS Study Committee. Membership of the committee consisted of three fire and EMS professionals and four government representatives; one each representing town, village, city and county government. The following individuals were appointed to the committee: Lowell Hagen, Whitewater town chair; Jim Weiss, who served as both the Linn town chair and administrator for the village of Williams Bay; and Denise Pieroni, administrator for the city of Delavan. The fire and EMS perspective was represented by: Lake Geneva’s Fire Chief John Peters; Bruce Vander Veen, Chief of Sharon Fire and Rescue; and Dave Nelson, an Assistant Chief with the Lauderdale-LaGrange Fire/Rescue department. Dale Wilson, the County’s human resources director, represented Walworth County government. The county board eventually modified the structure of the committee to provide a number of alternate members and to create advisory seats for the county’s emergency medical directors, Doctors James MacNeal and Steven Andrews. County Board Supervisor Ken Monroe was the county government alternate while Dennis Martin, Fontan’s village administrator, was the local government alternate. Fred Schalow, Chief of the Bloomfield-Genoa City Fire and Rescue was the fire service’s alternate member. The Study Committee held its first meeting on March 23, 2017.

III. RECOMMENDATIONS
A. Walworth County should establish a consolidated-unified dispatch center that operates independently of the Sheriff’s Office and which would be responsible for emergency services dispatch.

B. Until Recommendation A is accomplished: the charter of the current 9-1-1 governing board should be modified to include Fire/EMS and law enforcement professionals and the duties of the committee should be changed to include the following:
   i. Review protocols and encourage common protocols;
   ii. Make recommendations to the communications captain;
   iii. Make recommendations on evaluating customer service levels;
   iv. Review data and make recommendations on dispatch staff training and quality assurance.
   v. Develop a unified dispatch protocol for all PSAPS.

C. GPS devices should be installed on all ambulances in the County with the capability to be located in real time by a centralized dispatch center. Protocols should be developed to determine when to dispatch the closest ambulance to respond to the emergency.
D. Since law enforcement is often first on the scene, encourage all law enforcement agencies to ensure that deputies and police officers receive first-responder training and have basic life-saving equipment in squad cars.

E. Encourage fire departments and EMS agencies to support the concept of utilizing the ProPhoenix fire module countywide.

F. Develop protocols regarding response time standards and mutual aid agreements to ensure response.

G. Encourage every agency to assess their response statistics and ability to meet the NFPA response standards. This assessment should identify their strengths and opportunities and be shared with their leadership and local elected officials.