ATTACHMENTS

City of Sheboygan
spirit on the lake.

July 26, 2016

The excel spreadsheet below contains comparison information with the two Wisconsin cities above us in population and the two cities below us in population.

	West Allis	LaCrosse	Sheboygan	Wauwatosa	Fond Du Lac
2013 Population	60,697	51,522	48,725	47,134	42,970
Response Times	4M 2S	4M 20S	4M 35S	4M 49S	5M 45S
Fire Stations	3	4	5	3	3
Staffing Total	110	93	69.5	99	67
Total Calls	8,216	5,509	5,034	7,005	6,300
Assigned Staffing Shift	33	28	21	31	21
Minimum Staffing Shift	23	24	16	25	17
Members per Apparatus	4	4	3/2	4	3/2
Squares Miles	11.41	22.54	14.11	13.25	20.11
Apparatus	8	9	8	8	7
City Classification	2	2	2	2	2
Ambulance Service	Yes	No	Yes	Yes	Yes
Budget	$ 12.850	$ 8.780	$ 7.991	$ 12.876	$ 8.441

Sincerely,

Michael T. Romas

Michael T. Romas
Fire Chief
SHEBOYGAN FIRE DEPARTMENT

SHEBOYGAN
FIRE DEPARTMENT

1326 N. 25TH ST.
SHEBOYGAN, WI
53081

920/459-3327
FAX 920/459-0209

CITY OF SHEBOYGAN

REQUEST FOR PUBLIC PROTECTION AND SAFETY COMMITTEE CONSIDERATION

ITEM DESCRIPTION: FIRE 2020 – Sheboygan Fire Department Master Plan

REPORT PREPARED BY: Michael T. Romas, Fire Chief

REPORT DATE: November 22, 2016 **MEETING DATE:** November 30, 2016

FISCAL SUMMARY:

Budget Line Item:	N/A
Budget Summary:	N/A
Budgeted Expenditure:	N/A
Budgeted Revenue:	N/A

STATUTORY REFERENCE:

Wisconsin Statutes:	N/A
Municipal Code:	N/A

BACKGROUND / ANALYSIS:

Between December 31, 2008 and January 1, 2016 the Sheboygan Fire Department (SFD) experienced an 11 percent overall staffing reduction (79.5 to 70.5) including a 40 percent reduction to management staffing (10 to 6). In the same time period, run volume increased from 3,551 to 5,034 (+29 percent). Paramedic capability and ambulance transport services were added, which have net revenue collections exceeding $8,000,000. In addition, the City of Sheboygan is experiencing, and forecasting, moderate population growth and a rise in residential, commercial and industrial building construction, resulting in an increase to our 1850 building inspections and 170 school safety programs. In contrast, SFD net cost (-18 percent) and cost per capita (-14 percent) has decreased since 2007. A recent citizen survey ranked Fire and EMS services as two of the top five most important city functions and the Fire Department ranked number one in customer satisfaction in the top two rating categories.

FIRE 2020 will address the four major topics of; 1) Station Number, 2) Station Location, 3) Response Time and 4) Staffing.

STAFF COMMENTS:

The Mission of the SFD is to provide quality professional services to those who live, work, invest, or visit our community; protecting lives and property from fire and harm through continuous code enforcement, education, emergency services, and non-emergency services.

This Fire 2020 plan was developed to ensure our mission can continue well into the future to serve our citizens and protect our firefighters; while ensuring fiscal responsibility and efficiency. The plan was researched and prepared by the Fire Chief and command staff with over 170 years of fire service knowledge and 140+ years of experience with the City of Sheboygan and SFD operations.

ACTION REQUESTED:
For informational purposes only.

ATTACHMENTS:

I. FIRE 2020 Report
II. Appendix A: 4 Minute Response Capabilities, 4 Stations
III. Appendix B: Capital Improvement, Station 1 and 2 Repairs
IV. Appendix C: Department Comparison Chart
V. Appendix D: Rationale and City Benefits

City of Sheboygan
spirit on the lake.

July 21, 2016

City of Sheboygan Capital Improvements Committee
828 Center Avenue
Sheboygan, WI 53081

RE: Station 1 and Station 2 Repair Costs

Dear Members,

Thank you for our discussion and your questions at the July 19, 2016, Capital Improvement Committee meeting. City Administrator Hofland has informed me that several committee members have questions about repair costs to Stations 1 and 2. This document provides additional information needed to make informed capital decisions.

Information, statistics, and response studies related to the cost benefits regarding repairs to the current fire stations have occurred since the initial submission of the fire department Capital Improvement Projects which recommended a new fire station. Our department and city leaders have considered several alternatives and recommend:

Repairing Station 1 and Station 2 ($1,486,100)

Other Options:

1. Remaining at five stations but building a new Station 1 downtown ($2,250,000)
2. Combining Station 1 and Station 2 into a single station ($3,000,000)

The least expensive alternative is to repair both stations which also keeps the department at five stations, maintains response times, and maintains a station presence downtown where the majority of our runs occur and where population will permanently increase by over 300 living units in the next 18 months.

The cost to execute all 43 work items at Station 1 is $1,103,100. The cost to execute all 12 work items at Station 2 is $383,000 (Please see attachments). The total amount for both stations over a ten-year period comes to $1,486,100. These repairs are divided into the following four time periods: 0 – 1 years, 1 – 3 years, 3 – 5 years and 5 – 10 years.

At the bottom of each column you will see that potential logistical costs are included in the totals. Mobilization and general conditions covers contractor costs such as scaffolding, cranes and permits. Contingency includes unforeseen additional costs such as the discovery of mold or a failed structural member behind a wall or ceiling.

SHEBOYGAN
FIRE DEPARTMENT

1326 N. 25TH ST.
SHEBOYGAN, WI
53081

920/459-3327
FAX 920/459-0209

City of Sheboygan
spirit on the lake.

OPTION 1: $1,027,300

In the City's interest of fiscal responsibility, it is my recommendation that the 2017 CIP should, at a minimum, fund Station 1 and 2 repairs for the 0 – 3 year time period or the first two columns. The $1,027,300 accounts for 70% of the maximum financial costs and 77% of the repairs at Station 1 (33 out of 43 work items) and 75% of the repairs at Station 2 (Nine out of 12 work items).

OPTION 2: $1,180,100

If the committee recommends funding the items in years 3 – 5 for both stations, it would be an additional $152,800 bringing the total cost for years 0 – 5 to $1,180,100.

The remaining items in years 3 – 5 are for the following repairs:

Station 1 – Replace ceiling tiles, replace carpeting, and remodel bathrooms to ADA standards ($114,800)

Station 2 – Install new masonry sealant ($38,000)

OPTION 3: $1,486,100

If the committee recommends funding the items in years 5 – 10 for both stations, it would be an additional $306,000, bringing the total cost for years 0 – 10 to $1,486,100.

The remaining items in years 5-10 are for the following repairs:

Station 1 – replace windows, water heater replacement, gas-fired unit heaters, paging system replacement, new phone system, new security system, and new lighting protection system ($299,500)

Station 2 – Rout and seal cracks in masonry, and grind and tuck point open mortar joints ($6,500)

Sincerely,

Michael T. Romas

Michael T. Romas
Fire Chief
CITY OF SHEBOYGAN FIRE DEPARTMENT

Enclosure

SHEBOYGAN
FIRE DEPARTMENT

1326 N. 25TH ST.
SHEBOYGAN, WI
53081

920/459-3327
FAX 920/459-0209

Appendix A

10 Year Forecast of Costs
Fire Station No. 1 Property Condition Assessment
Sheboygan, WI

Work Item Recommendations	0-1 years	1-3 Years	3-5 Years	5-10 Years
Rebuild NE corner Tower Masonry		$80,000		
Rebuild Masonry Chimney		$30,000		
Repair outdoor deteriorated foundation walls		$5,000		
Replace roof		$122,500		
Remove and replace coping sealant		$1,200		
Reattach disconnected light	$500			
Replace stone sills		$2,000		
Replace corroded lintels		$800		
Remove and replace all window sealant		$10,500		
Replace windows				$148,500
Replace doors on west facade	$1,000			
Replace cracked bricks		$10,000		
Replace loose brick units	$500			
Replace deteriorated brick mortar		$15,600		
Replace deteriorated parging		$10,000		
Crack repair on stone		$1,000		
Repair on spalled stone		$5,000		
Replace stone mortar joints		$7,200		
Out of plane brick movement rehabilitation		$30,000		
Crack repair on basement stone		$1,500		
Repair damaged structural elements	$9,000			
Efflorescence removal		$2,400		
Rebuild deteriorated brick columns		$5,000		
Replace ceiling tiles	$600		$1,800	
Paint interior		$44,100		
Replace floor drains	$1,000			
Install W.P. coating at apparatus bays		$26,400		
Replace carpeting			$18,000	
Remodel bathrooms to meet ADA standards			$60,000	
Reseal concrete floor		$9,600		
Repair deterioration at garage door		$2,000		
Reseal all floor penetrations	$2,400			
Replace hot water boilers				$20,000
Repair damaged/missing pipe insulation		$2,000		
Replace gas-fired unit heaters				$3,000
Replace split system AC units (3)		$18,000		
Replace general exhaust fans		$6,000		
Fire alarm system	$17,000			
Add existing lighting to emergency circuit	$2,000			
Replace Paging System to a digital system*				$10,000
New Phone System*				$18,000
New Security System*				$5,000
New Lightning Protection System*				$6,000
TOTAL	**$34,000**	**$447,800**	**$79,800**	**$210,500**

Potential Logistical Costs (not included in 12 Year Forecast of Costs estimate)

Mobilization and General Conditions	$5,000	$65,000	$12,000	$30,000
Contingency	$7,000	$90,000	$16,000	$42,000
Architect/Engineer Fees	$5,000	$35,000	$7,000	$17,000
Potential Budget	**$51,000**	**$637,800**	**$114,800**	**$299,500**

*These items have an indeterminate remaining life, however, it is possible that these items will require replacement or significant upgrades in the next 10-15 years, therefore possible costs are included in the 5-10 year time frame for reference.

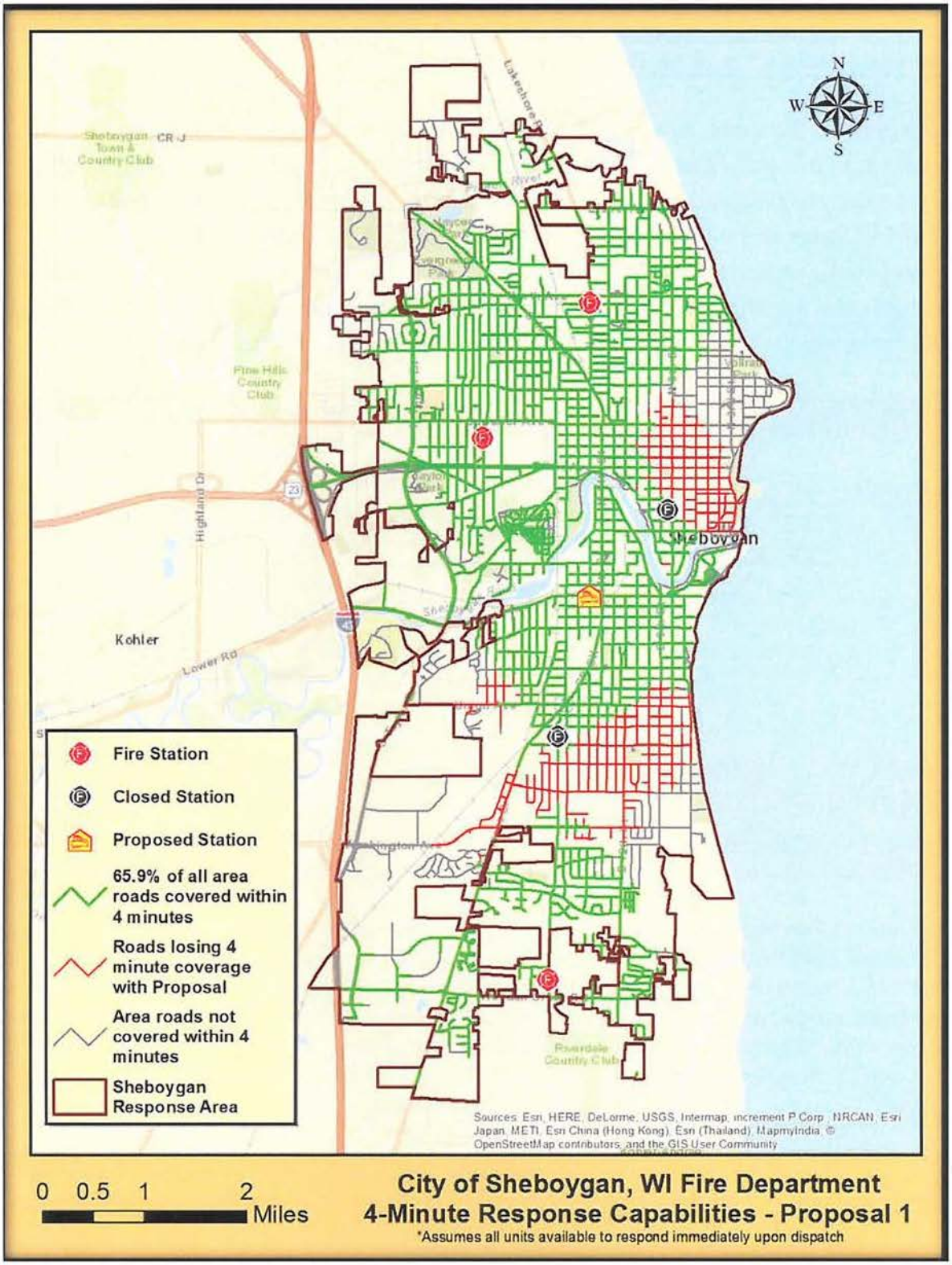
Appendix A

10 Year Forecast of Costs
Fire Station No. 2 Property Condition Assessment
Sheboygan, WI

Work Item Recommendations	0-1 years	1-3 Years	3-5 Years	5-10 Years
Replace Steep Slope Roof		$30,000		
Replace Low Slope Roof		$120,000		
Clear Roof Drains of Debris	$500			
Remove and replace sealant at wall base	$500			
Install new masonry sealant			$25,000	
Remove and replace control joint sealant		$3,000		
Rout and seal cracks in masonry		$2,000		$2,500
Grind and tuckpoint open mortar joints		$1,000		$1,500
Replace garage door trim		$500		
Reconstruct clerestory walls/windows	$70,000			
Replace failed roof trusses	$24,000			
Shoring Allowance	$10,000			
TOTAL	**$105,000**	**$156,500**	**$25,000**	**$4,000**

Potential Logistical Costs (not included in 12 Year Forecast of Costs estimate)

Mobilization and General Conditions	$15,000	$15,000	$4,000	$1,000
Contingency	$10,000	$10,000	$6,000	$1,000
Architect/Engineer Fees	$12,000	$15,000	$3,000	$500
Potential Budget	**$142,000**	**$196,500**	**$38,000**	**$6,500**



Map 9: Proposal 1, 4-Minute Response Capabilities. Map 9 identifies those roads where fire companies will likely be able to reach within 4 minutes of travel. Pursuant to relocating 2 engine companies (4 firefighters) and an ambulance crew (2 firefighter/paramedics) to the proposed Consolidated Station and an ambulance crew (2 firefighter/paramedics) to Station 4, fire companies will likely be capable of responding on 65.9% of roads within the Sheboygan Fire Department's Response Area within 4 minutes. This translates to an 8.8% *decrease* in response capabilities from existing conditions. (Roads losing coverage indicated in red roads on Map 9.)

City of Sheboygan
spirit on the lake.

November 21, 2016

RE: FIRE 2020

The Mission of the Sheboygan Fire Department (SFD) is to provide quality professional services to those who live, work, invest, or visit our community; protecting lives and property from fire and harm through continuous code enforcement, education, emergency services, and non-emergency services.

This FIRE 2020 plan was developed to ensure our mission can continue well into the future to serve our citizens and protect our firefighters; while ensuring fiscal responsibility and efficiency. The plan was researched and prepared by the SFD Chief and command staff. Cumulatively, this team possesses more than 170 years of fire service knowledge and 140 years of experience with the City of Sheboygan and SFD operations.

THREE-YEAR PLAN IMPACT

1) Outlines a three-year plan, develops foundation for the department's future
2) Ensures citizens of continued high level fire services
3) Provides services to cover city expansion and growth
4) Maximizes the efficiency, productivity and safety of current and future SFD members

BACKGROUND

Between December 31, 2008 and January 1, 2016, the SFD experienced an 11 percent overall staffing reduction (79.5 to 70.5) including a 40 percent reduction to management staffing (10 to 6). In the same time period, run volume increased from 3,551 to 5,034 (+29 percent). Paramedic capability and ambulance transport services were added, which have net revenue collections exceeding $8,000,000. In addition, the City of Sheboygan is experiencing and forecasting significant population growth and a rise in residential, commercial and industrial building construction, resulting in an increase to our 1850 building inspections and 170 school safety programs.

In contrast, SFD net cost (-18 percent) and cost per capita (-14 percent) has decreased since 2007. A recent citizen survey ranked Fire and EMS services as two of the top five most important city functions and the Fire Department ranked number one in customer satisfaction in the top two rating categories.

FIRE 2020 will address the four major topics of: 1) Station Number, 2) Station Location, 3) Response Time and 4) Staffing.

SHEBOYGAN
FIRE DEPARTMENT

1326 N. 25TH ST.
SHEBOYGAN, WI
53081

920/459-3327
FAX 920/459-0209

NUMBER OF STATIONS

Sheboygan is approximately 15 square miles with five fire stations. This averages to three square miles per station area and a distance of 1.5 miles per response. Previously the city considered reducing the number of stations from five to four. Since that time, a SFD emergency services response capabilities analysis was completed and published. This computer-based analytical study examined all 13,810 SFD responses from 2012 through September 2015. It was determined that this reduction would result in a 14.2 percent decrease in response capabilities with the greatest effect on our downtown and near south side areas.

A major strength of the SFD is the speed of response throughout the city. **The best option now and into the future is to remain at five fire stations.** City population is increasing in the downtown area and Station 1 is optimally located in the heart of this area. (Please see Appendix A)

FIRE STATION LOCATION

The City's five stations are in ideal locations for optimal fire service now and into the future. Any future expansion to the south, north or west can be managed by Stations 5, 4 and 3, while Station 1 is well placed to serve our most populated area. However, two of our five fire stations are in need of extensive and immediate repair. Past studies and research indicate both Stations 1 and 2 require $1,486,100 to execute repairs identified by ZS Structural/Forensic Engineering. This is the most cost-effective solution to remain at five stations, in the same locations as suggested above. (Please see Appendix B)

RESPONSE TIME

SFD first unit on scene rapid response times are a result of having five stations in the correct locations and eight front-line apparatus. **The faster the department arrives on scene the more positive the results.** Speed directly results in saved lives, reduced fire loss, reduced dollar loss, incident success, customer satisfaction and firefighter safety. (Please see Appendix C)

STAFFING

One opportunity for improvement is our staffing levels. National Fire Protection Association (NFPA) standards and Insurance Services Office ratings are predicated on the number of firefighters per apparatus and the total number of firefighters working per shift.

NFPA Standard 1710 requires all engines and ladders to be staffed with four firefighters. Two members on an apparatus without the assistance of a two-member paramedic crew does not provide the four members required by the standard and this situation occurs 39.84 percent of the time citywide. Stations 4 and 5 on the north and south sides of our City always respond with less than four members.

The Department's 2017 approved budget will fill the three Firefighter/Paramedic positions left open in the 2016 budget and add one Battalion Chief (BC) in charge of Inspection/Prevention/National Fire Incident Reporting System on a 40-hour week.

Station 4 will then be staffed with four firefighters and our daily minimum will be 16. The Table of Organization (TO) will increase by one from 70.5 to 71.5 and each shift will have a maximum staffing of 22 members.

A request will be made in the 2018 budget for three additional firefighters and one BC on a 40-hour week in charge of Maintenance and Repair of stations, apparatus and equipment. Station 5 will then have four firefighters assigned and Ladder 4 will operate with a minimum of three firefighters and our daily minimum staffing will be raised from 16 to 17. The three firefighting BCs will be reassigned to a full 24-hour schedule. The TO will increase by four from 71.5 to 75.5 and each shift will have a maximum staffing of 24 members.

A request will be made in the 2019 budget for three additional firefighters and Station 1 will be staffed with four firefighters and Ladder 5 will operate with a minimum of three firefighters. Our daily minimum staffing will be raised from 17 to 18. The TO will increase from 75.5 to 78.5 and each shift will have a maximum staffing of 25 members. (Please see Appendix D)

This staffing model prepares the Sheboygan Fire Department to meet the City's fire service needs. It takes into account firefighter safety, national standards, increased population, and increased commercial/industrial building construction.

Respectfully submitted,

Michael T. Romas
Fire Chief
CITY OF SHEBOYGAN FIRE DEPARTMENT

FIRE 2020
Sheboygan Fire Department Master Plan

DEPARTMENT STRENGTHS - Minimal Change/Investment Required					
Recommendation	**Rationale**	**City Benefits**	**Table of Organization**	**Cost**	**Timeframe**
Number of Fire Stations					
Remain at five fire stations	A four station response model was studied and it was determined that the downtown area and near south side would adversely suffer delays in response. City population is increasing (estimated 7%) in the downtown area and Station 1 is optimally located to serve this area.	• Sustained rapid response times	N/A	$1.4M	5 Years
Location of Fire Stations					
Current distribution of the five stations is the correct response and service configuration	Any future expansion to the south, north or west can be addressed by Stations 5, 4 and 3 and Station 1 is located centrally in our most populated area.	• Maintain service level for planned city expansion	N/A	N/A	N/A
Response Time					
The faster the department arrives on scene, the more positive the results.	Eight front line apparatus and the location of five stations facilitate the department's rapid response times.	• Speed directly results in saved lives • Firefighter safety • Reduced fire loss • Reduced dollar loss • Increased incident success • Maintain customer satisfaction	N/A	N/A	N/A
DEPARTMENT OPPORTUNITIES - Change/Investment Required					
Recommendation	**Rationale**	**City Benefits**	**Table of Organization**	**Cost**	**Timeframe**
2017 Staffing					
The approved 2017 City of Sheboygan budget restores the three Firefighter/Paramedic positions left open in the 2016 budget	National Fire Protection Association (NFPA) standards and Insurance Services Office ratings are predicated on the number of firefighters per apparatus and the total number of firefighters working per shift. NFPA Standard 1710 requires all engines and ladders to be staffed with four firefighters. Two members on an apparatus without the assistance of a two-member paramedic crew does not provide the four members required by the standard and this situation occurs 39.84% of the time citywide. Stations 4 and 5 on the north and south sides of our City always respond with less than four members.	• Increased safety • Increased on-scene efficiency • Decreased fire loss • $40K reduction in overtime	N/A	- $40K	3/1/2017

FIRE 2020
Sheboygan Fire Department Master Plan

Recommendation	Rationale	City Benefits	Table of Organization	Cost	Timeframe
2017 Staffing (Continued)					
The approved 2017 City of Sheboygan budget adds a Battalion Chief (BC) on a 40-hour week in charge of Inspection/Prevention/National Fire Incident Reporting System	These responsibilities are being executed by an existing BC who will then take over all EMS related management including Federal and State compliance and department accountability and quality control. Station 4 will be staffed with four firefighters and our daily minimum will be 16. The Table of Organization (TO) will increase by one from 70.5 to 71.5 and each shift will have a maximum staffing of 22 members.	• Fulfill state fire inspection requirements. • Compliance increase. • Violation reduction. • An additional chief available for recall resulting in additional leadership in field.	Plus 1	$125K	7/1/2017
2018 Staffing					
Three additional firefighters	Station 5 will have four firefighters assigned and Ladder 4 will operate with a minimum of three firefighters and our daily minimum staffing will be raised from 16 to 17.The TO will increase by three from 71.5 to 74.5 and each shift will have a maximum staffing of 23 members.	• Increased safety • Increased on-scene efficiency • Decreased fire loss	Plus 3	$300K	3/1/2018
One Battalion Chief on 40-hour week	In charge of maintenance and repair of stations, apparatus and equipment. The three firefighting BCs will be reassigned to a full 24-hour schedule. The TO will increase by one from 74.5 to 75.5 and each shift will have a maximum staffing of 24 members.	Three BCs returned to 24-hour shifts will result in: • More firefighters in field • Additional BC available for recall • Decreased overtime • Decreased acting pay • Execution of 25-year apparatus plan	Plus 1	$125K	1/1/2018
2019 Staffing					
Three additional firefighters	Station 1 will be staffed with four firefighters and Ladder 5 will operate with a minimum of three firefighters. Daily minimum staffing will be raised from 17 to 18. The TO will increase from 75.5 to 78.5 and each shift will have a maximum staffing of 25 members. The staffing model and additional staff recommendations for 2017 - 2019 takes into account firefighter safety, national standards, increased population, and increased commercial/ industrial building construction.	• Increased safety • Increased on-scene efficiency • Decreased fire loss	Plus 3 Consistent with 2009 staffing levels	$300K	3/1/2019

CITY OF SHEBOYGAN

REQUEST FOR PUBLIC PROTECTION AND SAFETY COMMITTEE CONSIDERATION

ITEM DESCRIPTION: Resolution to authorize consulting services related to performance of an Operational and Departmental Structure Study of the Sheboygan Fire Department as directed by the City of Sheboygan Common Council.

REPORT PREPARED BY: Bernard R. Rammer, Purchasing Agent

REPORT DATE: November 21, 2016 **MEETING DATE:** November 30, 2016

FISCAL SUMMARY:

Budget Line Item:	N/A
Budget Summary:	N/A
Budgeted Expenditure:	N/A
Budgeted Revenue:	N/A

STATUTORY REFERENCE:

Wisconsin Statutes:	N/A
Municipal Code:	N/A

BACKGROUND / ANALYSIS:
As directed by the Common Council, the Purchasing Agent prepared and issued a Request For Proposals to consulting firms having significant experience working with public safety agencies. The proposals were split into two distinct phases to give the Common Council some latitude in award of a contract with respect to potential fiscal constraints.

STAFF COMMENTS:
Six proposals were received on November 10, 2016 and independently reviewed by a team comprised of the Fire Chief, Deputy Fire Chief, Assistant Fire Chief, the Battalion Chief(s), the City Administrator, and the Purchasing Agent. By design, this review was performed in a cost neutral fashion. The review team subsequently met and reviewed the findings and ultimately identified the top proposal which in the opinion of the team best satisfied all of the requirements including methodology to be used, experience, staff credentials and adherence to the stated specifications. The team next reviewed the cost proposals submitted by the vendors.

Rank	Firm Name & City	Phase I Cost	Phase II Cost	Total Cost
1	Fitch & Assoc., Platte City ,MO	$ 39,995.00	$ 19,995.00	$ 59,990.00
2	Berkshire Advisers, Bay Village, OH	$ 64,500.00	$ 16,640.00	$ 81,140.00
3	Emergency Service Consulting, Wilsonville, OR	$33,707.00	$ 15,252.00	$ 48,959.00
4.	McGrath Consulting Group, Wonder Lake, IL	$ 26,975.00	$ 24,725.00	$ 51,700.00**
5.	Matrix Consulting Group, Edwardsville, IL	$ 16,220.00	$ 42,480.00	$ 63,500.00 including travel
6	RW Management Group, Waukesha, WI	$ 38,500.00	$ 20,000.00	$ 58,500.00

** McGrath proposed a **deduction of $15,500** if both Phase I and Phase II are commissioned together,

It also bears mention that the Fire Chief has proposed that the Sheboygan Fire Department seek additional accreditation from the CPSE (Center for Public Safety Excellence) and that the

study, as proposed, includes many essential elements to help achieve the aforementioned accreditation. As a result, the City could save up to $30,000 of the accreditation cost.

The attached resolution authorizes the purchasing agent to enter into a contract for consulting services with the firm of Fitch and Associates, Platte City, MO for the performance of an Operational and Department Structure study of the Sheboygan Fire Department as directed by the Common Council in Resolution # 72-16-17 (attached for reference).

The Operational and Department Structure Study was not budgeted in the 2017 Fire Department budget. A transfer of funds will be identified by the City Administrator at a later date.

ACTION REQUESTED:
Motion to recommend the Common Council approve the Resolution to authorize entering into contract with Fitch and Associates, Platte City, MO for professional services related to the performance of a Fire Department Operational and Department Structure Study at a Phase I cost of $39,995 and a Phase II cost of $19,995, for a total combined cost of $59,990.

ATTACHMENTS:
I. Res. 72-16-17
II. McGrath Proposal
III. RW Management Proposal
IV. Fitch & Assoc. Proposal
V. Berkshire Advisers Proposal
VI. Matrix Consulting Proposal
VII. ESCI Proposal
VIII. Request For Proposals 1909-16

10 November 2016

Response to Request for Proposals

City of Sheboygan
spirit on the lake.

OPERATIONAL CONSULTING AND FIRE DEPT. STRUCTURE REVIEW

CITY OF SHEBOYGAN, WISCONSIN

Prepared by:

FITCH & ASSOCIATES

2901 Williamsburg Terrace #G ▪ Platte City ▪ Missouri ▪ 64079
P: 816.431.2600 ▪ F: 816.431.2653
www.fitchassoc.com

CONSULTANT PROPOSAL

FITCH
& ASSOCIATES

10 November 2016

Bernard R. Rammer
Purchasing Agent, City of Sheboygan
828 Center Avenue, Suite 2015
Sheboygan, WI 53081

Dear Mr. Rammer:

Fitch & Associates (*FITCH*) is pleased to respond to your Request for Proposal for an Operational Consulting and Departmental Structure Review.

We have reviewed the RFP and incorporated your specific needs into this submission and have organized the information requested for clarity. The *FITCH* team recognizes the importance of this project to the City and Department and will objectively assess and benchmark the performance, structure, functions, and current and optimized station locations with the City limits and/or response areas. With respect to fire/rescue station locations, we will identify implementable opportunities for operational and organizational efficiency, effectiveness, improvement, and long-term sustainability based on modern best practices, community growth, and the unique characteristics of the community. We understand that these efforts must identify opportunities for improvement, including considerations for national recommendations such as NFPA 1710. Activities will include a combination of quantitative, qualitative, and GIS analyses. Finally, where applicable, our analysis will compare, contrast and compliment previous studies such as the IAFF geospatial study so that policy can be established in full transparency.

Our firm is uniquely qualified to submit this response and perform the work required. Our lead fire practitioner, Dr. Steven Knight retired from St. Petersburg Fire & Rescue, FL, a three-time accredited and ISO Class 1 Department. Fitch & Associates has provided similar planning and analysis services for major cities and emergency service agencies throughout its 30-year history. Fitch & Associates has served over 1,000 clients in all 50 states and in 12 countries. Our team has wide ranging technical expertise and Wisconsin specific experience.

We appreciate the opportunity to submit this response and look forward to talking with you more about how we can provide you superior services and value.

Warm regards,

Joseph (Jay) Fitch, PhD
Founding Partner

2901 Williamsburg Terrace Suite G ■ PO Box 170 ■ Platte City, MO 64079 ■ Office: (816) 431-2600 ■ Fax: (816) 431-2653 ■ www.fitchassoc.com

FIRE DEPARTMENT OPERATIONAL AND STRUCTURE REVIEW
CITY OF SHEBOYGAN, WI

TABLE OF CONTENTS

Attachments:

A – Curriculum Vitae's

EXPERIENCE AND QUALIFICATIONS

Organizational History

Fitch & Associates, LLC is a Limited Liability Company. *FITCH* was established as a corporation in 1984 and converted to a Limited Liability Company in 1996. The Firm is located in Platte City, Missouri, a suburb of Kansas City. As the founding partner, Dr. Jay Fitch is authorized to execute any agreement on behalf of the firm. Our physical mailing address and my contact information is:

Jay Fitch, PhD
Fitch & Associates, LLC
2901 Williamsburg Terrace
Suite G, Box 170
Platte City, Missouri 64079
Telephone: (816) 431-2600
Facsimile: (816) 431-2653
jfitch@emprize.net

This location is both the servicing office and the only office location for Fitch & Associates, LLC. *FITCH* was initially established as a corporation converted to a limited liability company in 1996. It is wholly owned by the Emprize Group, LLC. The majority interest in The Emprize Group, LLC remains with the three founding *FITCH* partners.

As proposed, there are no joint ventures and all consultants work exclusively for Fitch & Associates.

Fitch & Associates Federal Employer Identification Number (EIN) is 43-1780744.

Throughout its 30-year history, *FITCH* has earned credibility by implementing innovative customized solutions in both the public safety and healthcare arenas. The Firm has consulted with nearly 1,000 communities in all 50 U.S. states and in 12 countries.

Projects have ranged from objective reviews, analysis and system design issues, communications system design, productivity, and enhancement studies to detailed operational, financial, and transition management services including standards of covers and consolidation studies.

The Firm specializes in Public Safety consulting. Founded by Joseph J. Fitch, PhD. in 1984, partners Richard A. Keller (retired) and Christine M. Zalar joined the Firm in 1985. The principals have managed and developed some of the most innovative emergency service systems in the World. Two additional partners were named in 2013 from among the firm's key staff members.

In addition to its partners, *FITCH* has full-time Senior Associates, research, and support staff members. *FITCH* regularly utilizes more than half a dozen independent consultants that are content

and technical experts. Many of our independent contractors have been affiliated with the Firm for a number of years.

These combined resources provide expertise on matters as diverse as organizational psychology, accounting, economics, healthcare administration, public information and education, marketing research, emergency medicine, fire service administration, law enforcement, safety management and "Just Culture" concepts.

Comparable Contracts

Nearly every fire-based project completed has analyses for the optimization of staffing, deployment, station locations, and resource allocation based on current conditions and projected growth. In addition, it is customary to provide comparative analyses to national best practices and standards such as NFPA, CFAI, and ISO. Multiple references are provided in the references section of this response.

However, with respect to the size and complexity of the agency, the scope of work, and/or specific experience, the following contracts are provided for your convenience:

Burnsville Fire Department – Fire Department Audit (2 Stations)
2014 City of Burnsville, MN – Fixed Price Agreement

Holly Springs Fire Department – Fire Master Plan / Standards of Cover (3 Stations)
2015/2016 Town of Holly Springs, NC – Fixed Price Agreement

St. Petersburg Fire & Rescue – Data, GIS, and Station Location Assessment (14 Stations)
2016 City of St. Petersburg, FL – Fixed Price Agreement
(Accredited Class 1 Agency)

Volusia County Fire Rescue– Data, GIS, and Station Location Assessment (Approx. 35 Career Stations)
2016 Volusia County, FL – Fixed Price Agreement

Clallam County Fire Protection District #3 – Fire Protection Study (3 Career and 4 Volunteer Stations)
2016 Clallam County Fire Protection District #3, WA – Fixed Price Agreement

Bonita Springs Fire & Rescue Control District – Station Location Study (6 Career Stations)
2016 Bonita Springs Fire & Rescue Control District, FL – Fixed Price Agreement

Guilford County Emergency Services– Fire Master Plan (46 Stations – Career and Volunteer)
2016 Guilford County, NC – Fixed Price Agreement

Oakland Park Fire Department – Fire Protection Study (3 Stations)
2016 City of Oakland Park, FL – Fixed Price Agreement

Waukesha County, WI – Fire Feasibility Study (Approx. 20 Combination Stations)
2016 – 13 Municipalities for Feasibility for Enhanced Shared Services – Fixed Price Agreement

Greater Burnsville Area, MN – Shared Services Study (Approx. 12 Stations)
2014/15 – Four Municipalities Partners for a Feasibility Study for Enhanced Shared Services

Qualifications of the *FITCH* Team

FITCH's specific strengths for this project are centered in the ability to objectively conduct research, manage multiple project priorities and blend both expert and local resources while building support for the outcome. Our key strengths include talented and experienced consultants, time-tested methods, quality teamwork, timeliness, and the ability to provide tangible results.

Talent – Each project is managed by a *FITCH* partner who is responsible for bringing together the specific resources necessary to meet the client's needs. Staffing for this project involves six team members. Team members have been selected for their specific areas of expertise that match the requirements of this project.

Time-Tested Methodologies – *FITCH's* experience and that of the individual consultants involved represents an unparalleled base for the tasks at hand. We have worked with more than 1,000 clients including local, state and federal government agencies; municipal and volunteer fire departments; ambulance services and hospitals.

Teamwork – Throughout its history, *FITCH* has stayed true to its core values by accomplishing projects using a collaborative approach. This approach offers high levels of involvement for system participants without compromising the independent or objective nature of the project.

Timeliness – *FITCH* is known for producing its work on or before the scheduled completion date and within budget. Timeliness also involves consultant access and response times. Both are as important in consulting, as they are in emergency services.

Tangibles – Tangible results in consulting mean developing solutions addressing the client's needs and providing recommendations that are implemented. *FITCH* is well known for developing innovative solutions to complex issues. Our recommendations and tangible work products have been implemented with greater frequency than those of any other national public-safety consulting firm.

Members of the *FITCH* project team are highly qualified academically with some serving as faculty members at leading educational institutions. Most importantly, *FITCH* has real-world experience managing large urban services across the nation and a track record of content-specific consulting. Each of the firm's partners and the project director proposed for this project has extensive

emergency services management experience of more than 30 years. The commitment of top-level resources underscores the importance *FITCH* places on this project team.

FITCH has routinely undertaken projects over the last three decades similar in scope to that proposed by the Department. *FITCH* has reviewed systems and processes for nations, states, provinces, regions, and individual departments. Most of our recommendations are implemented due to our real-world approach, matching both the desired outcome with the clear realities in each system.

A project with this level of complexity requires a focused approach by each member of its team. Dr. Steven Knight will ensure the coordination of teams and provide overall leadership resulting in a comprehensive study, completed on time and within budget.

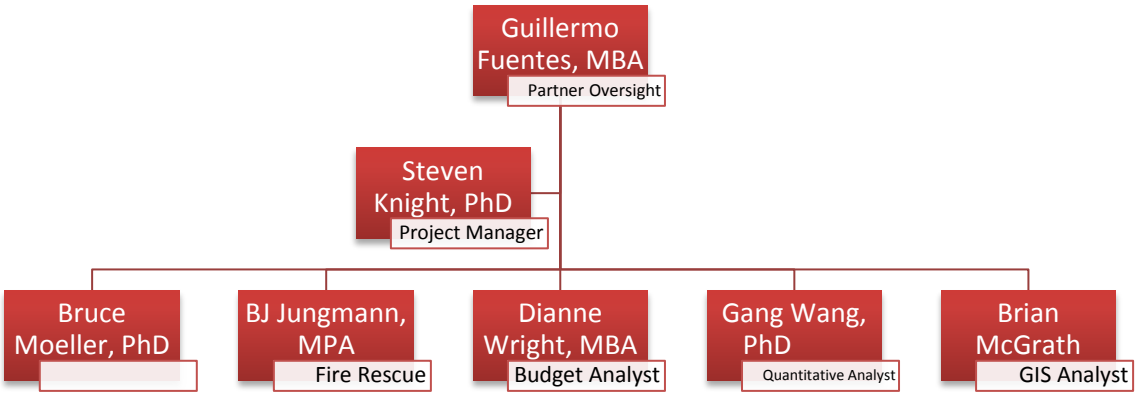
The *FITCH* team will be divided into the following project categories with each category having a specific lead based on areas of expertise:

Figure 1: Projects and Team Members

PROJECT CATEGORIES	TEAM MEMBERS	GEOGRAPHIC LOCATION
Oversight & Governance	Guillermo Fuentes, MBA - Partner	Niagara Falls, Ontario
Project Lead	Chief Steven Knight, PhD	Asheville, NC
Fire/EMS Consultants	Chief Steven Knight, PhD Chief BJ Jungmann Chief Bruce Moeller, PhD	Asheville, NC Burnsville, MN St. Petersburg, FL
Finance	Dianne Wright, MBA	Reno, NV
Quantitative Analyses	Gang Wang, PhD	Miami, FL
Geographic Information Systems	Brian McGrath President and CEO of CAD North	Niagara Falls, Ontario

A hierarchal organization chart of the *FITCH* team is provided for your convenience below:

Figure 2: FITCH Team Organizational Chart



The following biographical profiles highlight the expert qualifications this team brings to Sheboygan Fire's Project.

Project Team Members

Guillermo Fuentes – Partner. Guillermo Fuentes MBA has 25 years of emergency services experience that spans multiple public safety services and jurisdictions. He has held executive positions for more than a decade being named Deputy Chief of Montreal (Canada) EMS in 1999, Montreal EMS is the 5th largest municipal ambulance service in North America answering over 300,000 calls for service, while in Montreal he was responsible for overseeing 1100 field employees. One of his core duties was to manage a 118-person communication center. He subsequently served as Deputy Chief of EMS for Niagara EMS and was responsible for building and staffing a new communications center. He led both center through their NAED accreditation process.

Mr. Fuentes subsequently served as the Chief Administrative Officer for the Niagara Regional Police Service. In this role he was responsible for Information Technology, Human Resources, Records, Communication Center, Fleet and other administrative duties including the finance function. As CAO he also served as the CFO overseeing a 150 million dollar operating budget.

Mr. Fuentes worked with Fitch & Associates on a part time basis for eight years and joined the firm full time in 2011. He routinely is involved in complex projects. His ability to move between field operations, dispatch centers and administrative functions - applying statistical analysis to real life situations makes his contribution to projects both complete and practical. He holds a Masters

Certificate in Management from Tulane University and a Masters in Business Administration from Aspen University.

Chief Steven Knight (Ret.), PhD, Senior Associate – Project Lead. Dr. Knight has nearly 25 years of experience and recently retired as the Assistant Fire/EMS Chief for the City of St. Petersburg, Florida. He has served as a subject matter expert for both the National Fire Academy and the Center for Public Safety Excellence (CPSE). He has also served as a team leader and peer assessor for the Commission on Fire Accreditation International (CFAI) and has held multiple faculty appointments in Fire Science and EMS. Dr. Knight previously served the International City and County Management Association (ICMA), as the Senior Manager for Fire and EMS.

Dr. Knight holds a PhD from the University of South Florida in curriculum and instruction and a minor in research and measurement, a master's degree in public administration from Troy University and a bachelor's in Fire & Safety Engineering from the University of Cincinnati. Chief Knight is also a graduate of and prior approved faculty for the Executive Fire Officer Program (EFO) through the U.S. Fire Administration, Federal Emergency Management Agency. Knight is an accredited Chief Fire Officer (CFO) through the Center for Professional Credentialing. Knight also served as an adjunct professor at St. Petersburg College and the State College of Florida in their Fire Science and Public Safety Administration Programs, is the former program director for Emergency Medical Services at the Manatee Technical Institute, and is an affiliate faculty with the University of Central Florida's College of Medicine.

Bruce J. Moeller, PhD – Senior Consultant. Dr. Moeller joined the firm earlier this year. He most recently served as Executive Director for Safety & Emergency Services in Pinellas County, Florida and as Interim Chief of Staff for the County. Pinellas County is a community of almost 1 million residents, his areas of responsibility include 9-1-1, EMS &Fire Administration, Justice & Consumer Services, Radio & Technology, Emergency Management and Animal Services. Prior to his current role, Dr. Moeller served as city manager in Sunrise, Florida. Moeller's background includes 30+ years of public safety service, culminating as Chief of Department for several fire-rescue agencies, including Broward County, Florida.

Dr. Moeller is active in fire service and public management organizations, having served in committee and leadership roles for the International City County Management Association (ICMA), National Fire Protection Association (NFPA), and International Association of Fire Chiefs (IAFC). He is also an active member of the International Chiefs of Police (IACP).

Dr. Moeller has an undergraduate degree from Western Illinois University and a Master's in Public Administration from Northern Illinois University. He received his Doctor of Philosophy from Florida Atlantic University, a state university, where he remained teaching undergraduate and graduate courses in public administration, management, labor relations, and organizational theory. He is a

frequent speaker and author, and has contributed to the *Disaster Management Handbook* published in 2008 by Taylor & Francis and ICMA's *Managing Fire Rescue Services* published in 2012.

Chief BJ Jungmann, MPA – Senior Consultant – Fire / EMS.
BJ Jungmann brings over 16 years of Fire and EMS expertise with experience in career, combination and volunteer fire departments. He currently holds the position of Fire Chief for the City of Burnsville, Minnesota. He has experience as a front line staff member up through an agency administrator in both public and private EMS service delivery models. BJ has also shared his knowledge and talents through a variety of teaching and regional collaborative opportunities.

BJ earned an Associates Degree from Century College in Paramedic Technology. He then earned his Bachelor of Science from American Military University in Fire Science Management. He has also earned an MPA from Hamline University in St. Paul, Minnesota. He is currently completing the Executive Fire Officer Program through the National Fire Academy.

Gang Wang, PhD – Senior Consultant - Data Analyst. Dr. Wang has completed more than sixty emergency service operational analyses using data-driven analytical techniques to determine the most efficient organizational and operational structures. Gang has a PhD in Industrial Engineering from Wayne State University and a Master's degree in Management Information Systems from Chongqing University. Previously, Dr. Wang worked for the Center for Public Safety Management and the International City/County Management Association.

Dianne G. Wright, MPA – Governmental Financial Project Coordinator. Ms. Wright is the former Assistant Director of Fire-Rescue Services in Miami-Dade County, Florida. In that capacity for 10 years, she was the senior staff executive and Chief Financial Officer for one of the nation's largest and progressive fire-rescue departments. Ms. Wright enjoyed a 17-year career with Metro-Dade County. Her previous assignments were as the Division Chief for Finance/Public Services in the Public Works Department and as a Budget Analyst for the Office of Management and Budget.

In January 1998, Ms. Wright began consulting on a full time basis and has been affiliated with FITCH for fire and EMS projects since that time. She also independently served as a consulting staff member to the Governor's Financial Oversight Board for the City of Miami and consults in the area of business processes and performance improvement.

Brian McGrath – Senior Consultant – GIS and Mapping Analyst. Brian McGrath serves as President of CAD North Inc. His responsibilities include Administration, Marketing, Software Development and Business Analysis/Requirements Documentation. He brings over 18 years experience in Information Systems management and development in the public safety industry including 10+ years Business and Systems Analysis in public safety software development. He has exceptional ability at requirements capture, analysis and documentation and is fully conversant with all aspects of the software product development and implementation life-cycle. He is an experienced

software developer of public safety dispatch applications including software development using TriTech's RAPTOR API. He possesses excellent communications and interpersonal skills, is comfortable at all organizational levels and has a solid base of operational experience in public safety communications.

Complete resumes and/or CVs are provided as addenda.

Specific Expertise of the *FITCH* Team

Fitch & Associates are in a unique position to have several decades worth of expertise in both managing fire and emergency medical services and consulting. All of our fire and EMS consultants spent their career within the services so we understand how to best balance operational concerns within the broader context of city management and fiscal reality. For example, Dr. Knight has served with the Commission on Fire Accreditation International (CFAI) as a peer assessor, peer team leader, and technical advisor for approximately 10 years.

After a career's worth of leading fire and EMS agencies, Dr. Moeller served as both City Manager and as the Assistant County Administrator over public safety services. Therefore, our team strikes a unique balance that has proven successful in navigating clients through the requisite operational concerns as well as the fiscal and political environment. One of *FITCH'S* greatest strengths is providing objective, high quality, data-based decision models so that the policy group can establish policy in a full transparency and accountable to the community.

In addition, *FITCH* has considerable expertise in ambulance billing, rate structures, and compliance management.

The *FITCH* team will utilize nationally recognized guidelines and criteria including the National Fire Protection Association (NFPA) recommended standards, CFAI, and Insurance Services Office (ISO) schedules, federal and state mandates, as well as generally accepted practices within the emergency services.

FIRM EXPERIENCE & REFERENCES

In addition to the intuitive strengths derived from leadership in the emergency services field and more than three decades of consulting, *FITCH* also offers specific expertise gained from multiple projects that required similar expertise to the one proposed. *FITCH* has evaluated numerous communities' needs and provided leadership in a variety of projects that involved collaboration by many different agencies for the common good. We have an ability to keep focused on the final result while keeping the planning process moving.

FITCH is uniquely qualified to conduct Sheboygan's Fire Protection Study. For example, *FITCH* is currently developing Standards of Cover (station location and staffing) analyses for the City of Chico, California; Town of Holly Springs, NC; Clallam County Fire District 3, WA, and Joliet, IL.

FITCH specializes in public safety consulting and has direct experience with assignments similar to yours. We have experience with large systems that have the political and operational complexity of multiple service providers such as Pinellas County, FL; Contra Costa County, CA; Highlands County, FL; Guilford County, NC, Lake County, FL; and Waukesha County, WI.

In addition, *FITCH* has experience with large single agencies such as Dallas, TX and Hong Kong, China.

Below are several projects that demonstrate our experience working in public fire agencies.

Pinellas County, Florida

In late 2012, Pinellas County turned to *FITCH* after multiple previous consultancies left the county without implementable solutions for its 18 fire service agencies and primary ambulance contractor. *FITCH* was retained to evaluate previous deployment models suggested by other consultants, the impact of those models on both EMS response and fire suppression capabilities and to identify an optimal plan. Pinellas is a highly effective system that has sophisticated fire first response and a countywide ambulance transport service. The challenge was the system is not fiscally sustainable. *FITCH* used sophisticated deployment modeling to find $6.9 million in efficiencies while modernizing the approach on response to low acuity calls. This new model responds in a superior way to the population by using the right resource for the right service request. The Board of Supervisors approved the report and directed staff to implement. A copy of the report may be downloaded at www.pinellascounty.org/emsstudy/pdf/Fitch-Report-Pinellas-July-2013-final.pdf.

The contact for this project is Craig Hare, MBA, Interim Executive Director of Public Safety Services, Pinellas County. He can be reached at 727-464-3835 or chare@co.pinellas.fl.us.

The relevance of the Pinellas project is the engagement involved a detailed assessment and future oriented planning process for an emergency response system with implications for both EMS and fire operations. Pinellas has a population of 900,000+ with multiple barrier islands with adverse hurricane/weather factors. It demonstrates the Firm's ability to successfully work in an adversarial climate between the county, municipal fire agencies and a private provider to improve the system.

Contra Costa County, California

In Contra Costa County the *FITCH* team conducted a comprehensive analysis of both fire and EMS services. Each agency was evaluated separately and associated synergies were described. These studies included reviewing all aspects of the operations from dispatch thru administrative functions. The *FITCH* team proposed multiple options for both agencies and some common objectives to both agencies.

The contact for this project is Tim Ewell Senior Deputy County Administrator, County of Contra Costa. He can be reached at 925-335-1036 or Timothy.Ewell@cao.cccounty.us.

Direct relevance is that this project involved working with multiple stakeholders to determine efficiencies and effectiveness in a complex environment.

City of Chico, California

The City of Chico contracted with the firm to complete a Standards of Cover and Strategic Planning process. *FITCH* was retained to facilitate the establishment and adoption of risk-based deployment strategies. The review will identify and quantify risk and provide the operational and fiscal impacts to alternatives to the current service delivery model that best aligns risk, demand, and resource allocations. This project will be completed by October 2016.

The contact for this project is Interim Fire Chief William Hack. He can be reached at 530-897-3400 or bill.hack@chicoca.gov.

The project demonstrates the firm's experience with Standard of Response Coverage Development.

Snohomish Fire District #7, Washington

FITCH was contracted to complete a Standards of Cover process for the Fire District. *FITCH* was retained to facilitate the establishment and adoption of risk-based deployment strategies. The review will identify and quantify risk and provide the operational and fiscal impacts to alternatives to the current service delivery model that best aligns risk, demand, and resource allocations.

The contact for the Fire District is Battalion Chief Ryan Lundquist, project manager/accreditation manager. He can be reached at rlundquist@snofire7.org.

The project demonstrates the firm's experience with Standard of Response Coverage Development and strategic planning efforts.

City of Burnsville, MN

The City of Burnsville, MN was the point agency in a five-city shared services study. The participating cities were the Cities of Burnsville, Eagan, Savage, West St. Paul, and South St. Paul. The Cities of West and South St. Paul entered into a Joint Powers Agreement (JPA) forming the South Metro Fire Department that pre-dated the shared services study.

Two of the fire departments were career departments, one department was entirely volunteer, and one of the departments were a combination of volunteer and duty-crews from 8 am to 4 pm Monday through Friday. In addition, the Cities of West and South St. Paul were not of contiguous jurisdiction with the other participating agencies.

Overall, the study demonstrated that the cost to benefit ratio did not support the formation of an independent fire district at this time. In addition, three different JPA models were evaluated that ultimately found one JPA model that would be mutually beneficial to the region. However, the agencies were provided a framework for long-term success and regional consolidation by including additional regional partners that would assist in more equitably sharing the costs for services, providing similar service levels, and contiguous jurisdictions for seamless and borderless service delivery.

The contact for this project is BJ Jungmann, Fire Chief, City of Burnsville, MN. He can be reached at 952-895-4570 or BJ.Jungmann@ci.burnsville.mn.us.

The relevance of the Burnsville project is to demonstrate that we have expertise in evaluating the feasibility of enhanced cooperative efforts. In addition, this project demonstrates the ability to work with volunteer, combination, and career departments in designing the most operationally and fiscally efficient service delivery models. Finally, this project also demonstrates that Fitch is willing to honestly and candidly demonstrate when mergers are not in the best interest of the participating agencies.

Dallas Fire Department, City of Dallas Texas

FITCH was retained by the City of Dallas to assist in its resolution of complex litigation. Subsequently, the Department retained the firm to develop a documentation-training program for its 1,000+ workforce. The firm provided a high level summary of future trends for response systems and evolution of paramedicine to assist the department's leadership in formulating future strategies. In 2014, the City again retained the firm to conduct a comprehensive review of its communications center and develop a department-wide strategic plan for the enhancement of the EMS services it provides.

The contact for the City is Assistant Chief Norman Seals, Dallas, Texas Fire Department. He can be reached at 214-670-4925 or Norman.seals@dallascityhall.com.

This relevance of this project is that it demonstrates the firm is able to manage complex projects for major cities that vary widely in scope. Specifically, this project demonstrates expertise in strategic planning and fire department based EMS deployment strategies.

City of Vancouver Fire Department, Vancouver, WA

FITCH was retained to complete a review of the City's EMS program and its relationship with the County and EMS District 2. The City made the decision to withdraw and not participate in the upcoming ambulance transport procurement prior to the consultation. In determining the optimal structure for the system, *FITCH* developed a strategy approved by both agencies to reverse roles and have the City lead the procurement process enabling the enhancements the City sought but preserving the economic advantages of procuring a single transport provider and maintaining service availability throughout the City and County. The firm subsequently analyzed coverage requirements, prepared detailed specifications and conducted a national procurement process.

The contact for this project is Chief Joe Molina. He can be reached at 360.487.7201, by cell at 360.553.5385, or Joe.Molina@cityofvancouver.us.

The relevance of the Vancouver procurement project is the engagement demonstrates the breadth of our consulting practice, familiarity with a labor environment and our ability to work with multiple agencies with divergent objectives.

Richmond Fire and Rescue Service, City of Richmond, Virginia

In 2012, the City contracted with *FITCH* to develop a comprehensive fire master plan for Virginia's capital city. The project scope involved a detailed assessment of current operations and administrative functions including the scope of service delivery (i.e., suppression, special operations, EMS, rescue, etc.); Standard of Cover (distribution, reliability); work schedule/platoon structure; station locations, and facilities/equipment replacement requirements. The scope also included developing an optimized resource deployment plan, staffing and apparatus changes for both fire and EMS first response capacity and other changes that will provide for more effective utilization of resources.

The Contact for this project is Fire Chief Robert Creecy. He can be reached at 804-646-5451 or Robert.Creecy@Richmondgov.com.

The relevance of the Richmond project is the ability to objectively document departmental performance, recommend innovative approaches, and conduct the project collaboratively with City staff making nearly 60 improvement recommendations to be considered for implementation over a multi-year period.

Additional client references, case studies, and testimonials are available on the firm's website at www.fitchassoc.com.

Fitch & Associates' Methodology and Plan

Recognizing that each community is unique - our analysis of the City's fire service functions, operations, finances and community expectations must be completed with due regard for local characteristics.

Figure 3: Review Components

This local awareness is balanced with a comprehensive review methodology that incorporates recognized objective benchmarks and international best practices. That information is turned into actionable recommendations incorporating both pros and cons of service delivery changes.

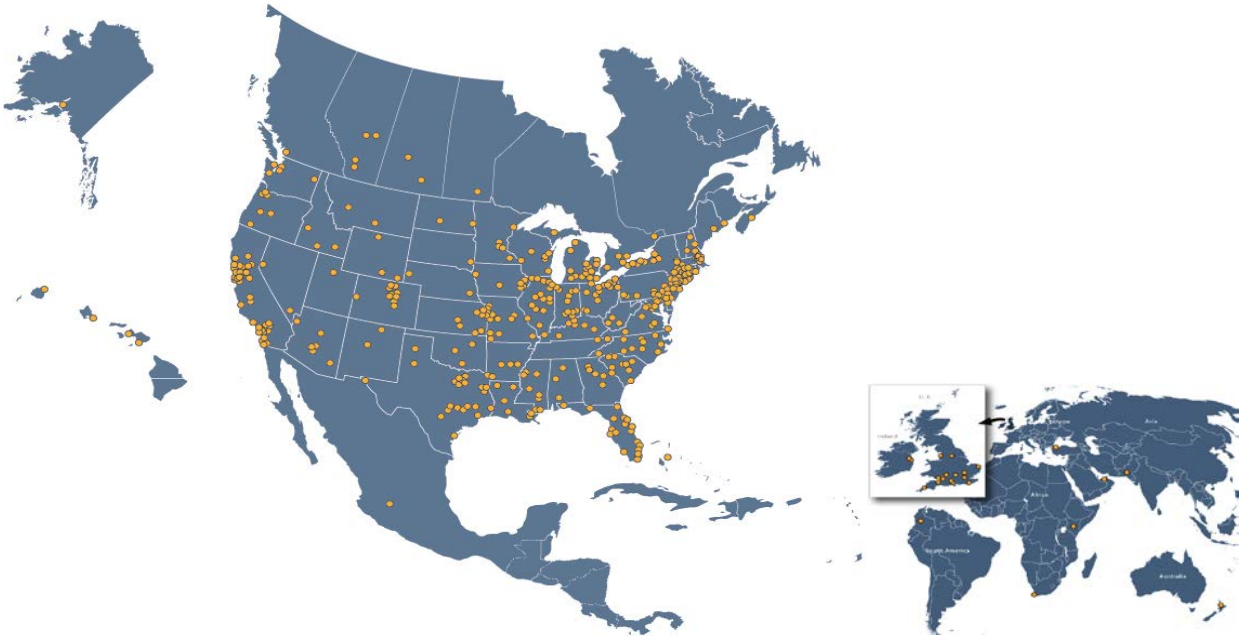
Fitch & Associates (*FITCH*) has over 30 years consulting experience and is internationally recognized as a leader in emergency services development. The project team's leadership has Wisconsin specific experience. The proposal that follows describes why *FITCH* is best suited to tackle the issues and objectives requested.

In order to appropriately tackle each of these complex issues in a meaningful, yet cost effective manner, *FITCH* has put together a multidisciplinary team that combines a senior officer for each service line with a partner to review each one of the areas required. *FITCH* has assigned a partner on the project that will have overarching responsibility to meet the expectations of the Department.

Introduction & Methodology

FITCH is pleased to present a robust response to the City's request for proposals. In over three decades of consulting, our experience spans the globe in evaluating and developing emergency service agency plans. We have worked with over 1,000 clients across all 50 states and 12 countries.

Figure 4: Fitch Client Locations



We have reviewed your request and have analyzed supporting documents. The Consultant's role is to objectively evaluate the organizational and operational efficiency for all fire department operations, management, functions, staffing, station locations, and deployment strategies. This evaluation will include a review of any current studies, such as the IAFF Geospatial and Staffing Analysis.

We propose a team of experts in municipal leadership, fire protection, and emergency medical services to assess performance and explore options for the Department to operate within funding limitations while preparing for the agencies' future service delivery in an operationally effective, efficient, and sustainable manner that is aligned with the specific community risks and expectations for service.

FITCH is uniquely suited for this project. We have reviewed emergency service systems and developed staffing and deployment plans for over 30 years. We have taught multiple approaches for fire and EMS deployment models for more than a decade as part of the Communications Center Manager's (CCM) program and the Ambulance Service Managers program (ASM) we conduct under the auspices of the International Academies of Emergency Dispatch (IAED) and the American Ambulance Association, respectively. We have served as a resource for detailed reports on emergency services and are a Strategic Partner of the International City and County Management Association (ICMA).

PHASE I

Project Initiation and Development of Work Plan

The first step in the process is to conduct a kick-off meeting to finalize the work plan and timeline and is paramount to a successful study and the ability of *FITCH* to maximize the effectiveness of its work teams. At the kick-off meeting an overview to the approach of the project will be provided. Any final logistical issues will be resolved during this phase. It is in this phase that key representatives will review and prioritize items outlined in the RFP and provide an opportunity to refine any specific objectives related to each service area or objective.

Specifically, the following elements will be confirmed:

- Primary tasks to be performed
- Person(s) responsible for each task
- Timetable for each objective to be completed
- Method of evaluating results
- Resource identification
- Identify obstacles or problem areas associated with the accomplishment of each task

Acquisition and Review of Background Information

FITCH will submit an Information Data Request (IDR) that the Department will typically complete within 30 days of project initiation. As a data-driven analysis, the following sources of information have been pre-identified.

- Department RMS Data
    - Department Incident Reporting RMS
    - Department Patient Care Reports (if separate)
    - Department Inspection/Permitting Records
    - Department Pre-fire Planning Records
- Public Safety Answering Point (PSAP)
    - Three Years of Raw CAD Data
- Economic Development / Planning (or equivalent)
    - Identified Planning Areas
    - Projected Growth
    - Census Data
    - Anticipated Annexations
    - Zoning
    - Land Use Plans
- Facilities and Apparatus
    - Access and Observation
    - RMS or Database with maintenance records
    - Replacement Schedules

- Fiscal Services
    - City Budget
    - Fire-Rescue Budgets
    - Capital Improvement Plans
    - Revenue and Taxing Information
    - Grants - Current or Anticipated
- City/Department GIS
    - Station Territories (Shape files)
    - City Boundaries
    - Insurance District Boundaries
    - Major Transportation
    - Critical Infrastructures
    - Growth Boundaries
- County/Department Human Resources
    - Payroll
    - Staffing
    - Scheduling
- Miscellaneous Documents
    - Automatic/Mutual Aid Agreements
    - Contractual Documents for External Services
    - Department Policies and Procedures
    - Strategic Planning Documents
    - Standards of Coverage Document
    - Previous Studies and/or Research

This list is not intended to be all-inclusive as the unique environment in the City of Sheboygan may require the addition or deletion of required information.

Stakeholders Input

During the project initiation and/or first on-site visit, personal interviews will be scheduled with the following key stakeholders to ensure that the *FITCH* team has a comprehensive understanding of the City's and Department's background, goals, expectations, and critical issues.

- City Manager
- Elected officials (as directed by City Manager)
- Fire Chief
- Fire Department Leadership Team
- Labor's Executive Board (as appropriate)

Evaluating Station Locations

Facility Locations

Analyses at the station level will determine the appropriateness of the fire station locations in relation to the risk identified and the geographic limitations for travel time. Factors related to the distribution (station locations) such as geographic size, travel impedance, workload, and risk will be evaluated. Similarly, the station level analyses will also include elements of concentration such as the numbers of apparatus or personnel required at each level of distribution necessary to reliably respond to the demands for service. Elements evaluated for concentration may include the number of risks located in each demand zone or station territory and the capabilities to assemble an effective response force by program area. Station level and/or department level performance and capabilities will be illustrated utilizing GIS mapping and quantitative analyses presented in tabular form. Examples of similar analyses are presented for your review and convenience.

Marginal Utility of Optimized Resource Allocation

We utilize a proprietary marginal utility model to engage communities in their understanding of the balance between response time performance, the community's willingness to assume risk, and the costs associated with comparative service levels. In this transparent dialogue, community policy can be clearly derived that meets the best balance between community expectations for service, costs, and outcomes.

Therefore, in each community at any given response time objective (Minutes), an optimal number of fixed facility fire station locations are identified. Many communities have sited their fire station locations for a wide variety of reasons with the least of them being a specific performance objective. The concept that "faster is always better" passes the common sense test, but in most communities there is a marginal benefit or marginal return on fixed cost investments that may not be providing the desired return on investment. These analyses and continued dialogue with the community provide for a transparent and accountable method to best meet community expectations for service.

In the following example, this community has two fire stations and was meeting their desired performance (minutes). However, the first fire station can capture 97.46% of all of the calls in the community from the current location within the desired performance level. In this case it was eight (8) minutes travel time. The second station only added 0.3% improvement in coverage. A quantitative analysis, such as typically presented in an annual report or Standards of Cover, would report the aggregate performance at 8 minutes 90% of the time, but fall short of illustrating the diminishing return on investment of the second fire station's contribution at a constant fixed cost for each fire station. Please see the figure below.

Figure 5: Example of the Marginal Utility and Optimization of Fire Station Locations

Station Rank in Contribution to System	Existing Station Number	Station Capture	Total Capture (Cumulative)	Percent Capture (Cumulative)	Contribution to the System
1	Station 2	4,562	4,562	97.46%	97.46%
2	Station 1	14	4,576	97.76%	0.3%

Similar results are found in larger jurisdictions as well. In this second example, the community has a total of 19 stations. While several factors, such as potentially transitioning from volunteer services, influence the results, the fact remains that the system could accomplish the desired performance with a total of six (6) stations in comparison with the current capital footprint of 19 facilities. It is important to note that the relative contribution to improved performance from the seventh (7^{th}) station through the 19^{th} station was approximately 6%. Please see figure below.

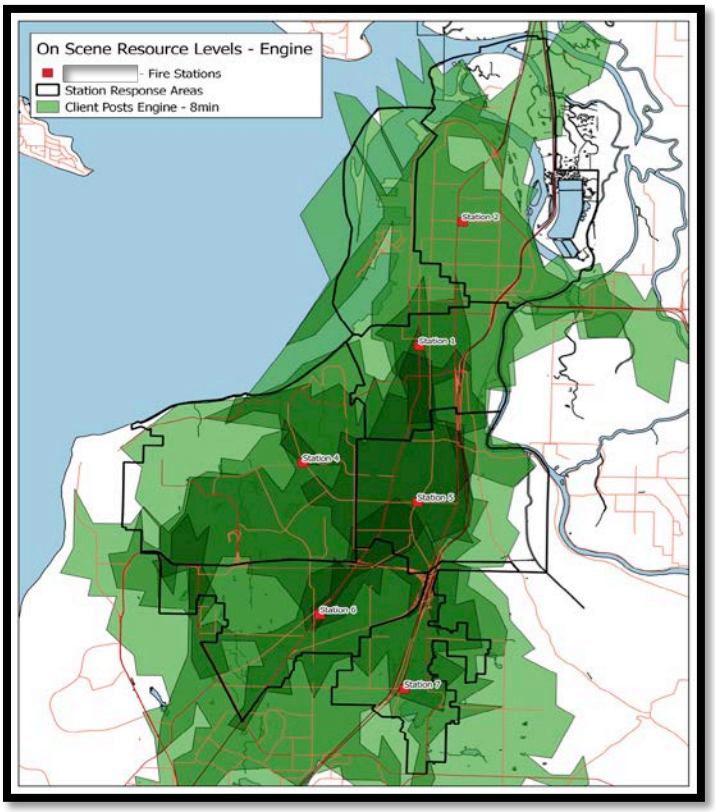
Figure 6: Example of the Marginal Utility and Optimization of Fire Station Locations

Rank	Station Number	Class	Station Capture	Total Capture	Percent Capture
1	F9	U	23431	23431	45.92%
2	E5	U	7937	31368	61.48%
3	E1	U	7856	39224	76.88%
4	E7	U	4723	43947	86.14%
5	E4	U	1308	45255	88.70%
6	F39	U	989	46244	90.64%
7	F24	U	734	46978	92.08%
8	F29	U	418	47396	92.90%
9	E3	U	393	47789	93.67%
10	F41	U	359	48148	94.37%
11	E2	U	262	48410	94.88%
12	F2	U	222	48632	95.32%
13	F30	U	217	48849	95.74%
14	F33	U	149	48998	96.03%
15	F45	U	126	49124	96.28%
16	F25	U	107	49231	96.49%
17	F1	U	10	49241	96.51%
18	F18	U	5	49246	96.52%
19	E6	U	3	49249	96.53%

Our approach to optimizing the fire station locations and utilization is determined by the desired service level and capabilities from each of the facilities. Since an optimal number of facilities exist, some communities may be able to consolidate stations, some may currently have the optimal number of facilities, and some may need additional facilities to meet the desired service levels. However, this analysis is the only method to identify the diminishing return or marginal utility of resource allocation as quantitative analyses alone will not identify "overlapping" predetermined

response areas. For example, in the following GIS mapping, this illustrates the degree to "overlapping" or redundancy of station coverage areas. The darker the shading the more units are able to cover the same area within the desired performance level. Please see the figure below.

Figure 7: Illustration of Overlapping Station Response Capabilities



Analyze Need for New Stations or Identify Opportunities for Consolidating Existing Stations

All previous efforts as outlined in this scope of work will flow seamlessly to identify the need for new stations as well as identify opportunities to consolidate existing stations. The major elements that will contribute to this analysis are the risk assessment, historical demand, workload, system reliability, and geographic limitations of the jurisdiction.

As an objective data-based firm, we let the data resonate with the policy makers, and then design the system that best meets the competing demands of balancing the community's tolerance for risk and their expectations for service with the desire or capability to pay for preparedness.

All results will be provided in both tabular form as well as through GIS mapping. The following two maps are provided as examples of our objectivity for system design. In the first example, the agency has seven (7) EMS stations with a desired performance level that far exceeds current performance.

In this example three years of historical data were analyzed and the optimal station locations were posited. The agency would have to increase from seven (7) stations to 10 stations in order to meet the desired performance. In contrast, the fire services for our example agency has 17 fire stations and could cover 90% of their calls within the desired timeframe within 10 minutes with six (6) stations.

The City will be provided the latitude and longitude coordinates of recommended locations. The GIS mapping for these two examples are provided as Figures 8 and 9 below.

Analyses for Optimal Station Placement

In addition to the previous analyses that leveraged existing station locations for optimal system design, this analysis will recommend optimal station placement without consideration of the existing facilities. Of course, stations that are appropriately sited would continue to be utilized, but this analysis doesn't include any existing assumptions. The value to this process is to validate existing locations as well as provide the City and Fire staff an optimized footprint to include in strategic and capital improvement planning for the future.

Figure 8: Example of Need for Additional Stations and Optimized Locations

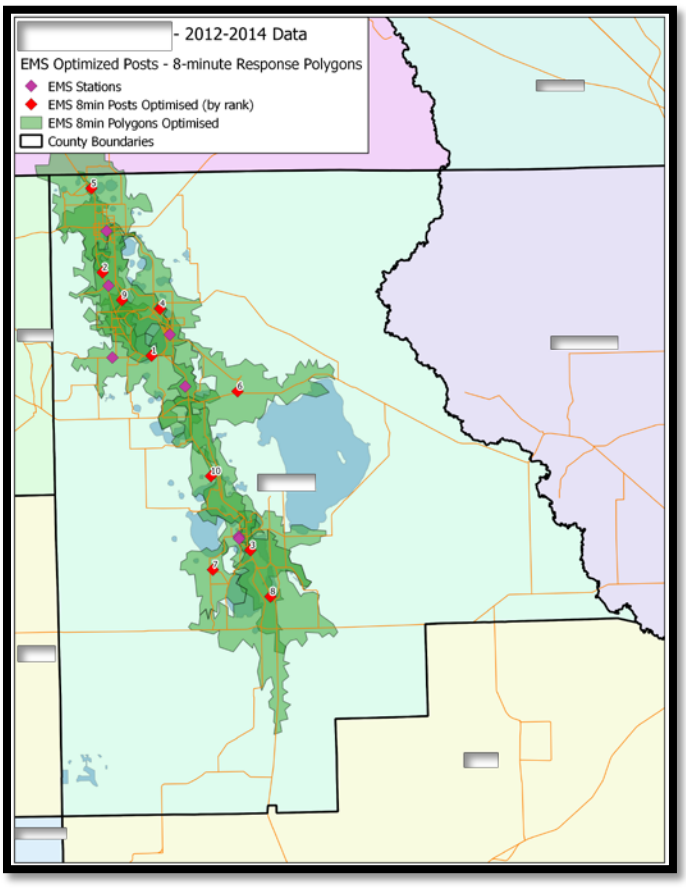
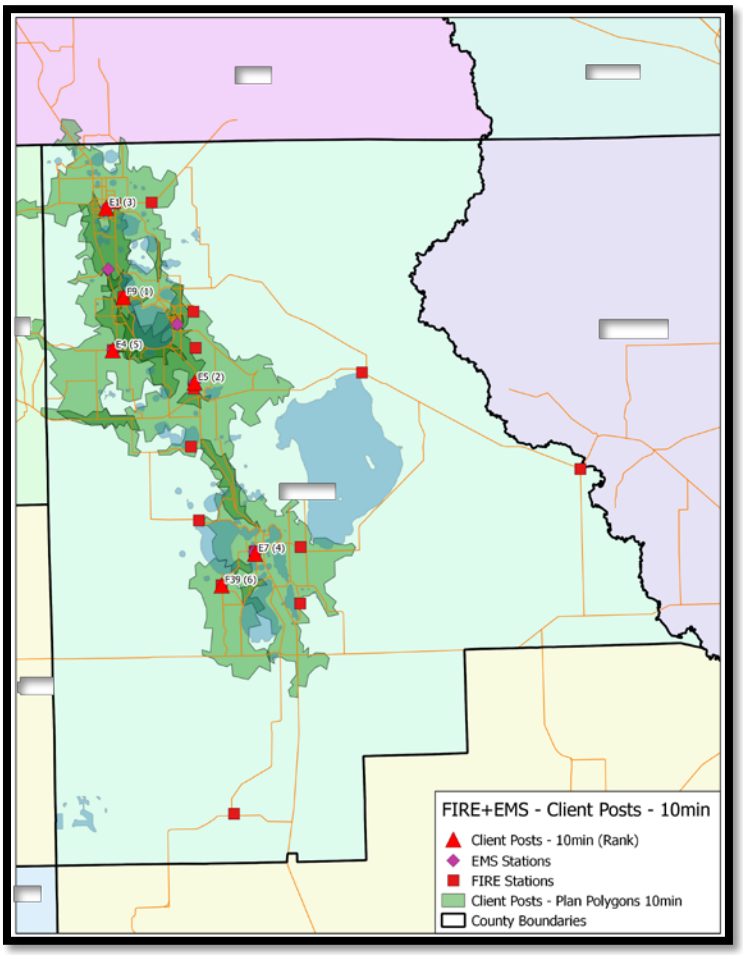


Figure 9: Example of Consolidated Stations



Evaluation of Mutual, Auto, and Reciprocal Aid Agreements

Station capabilities will be evaluated as the status quo and through a systems approach. Therefore, in a systems approach, all auto and mutual aid agreements, as well as municipal capabilities, will be evaluated for the most efficient and effective service delivery for the citizens and the most cost effective for the City.

Opportunities to Align with NFPA 1710 Recommendations

With regards to the deployment strategies recommended by NFPA 1710, a comparison between a NFPA 1710 model and an optimized deployment model will be provided to the City and Department. This analysis will identify any potential opportunities for improved efficiencies between the two strategies and all costs and performance will be demonstrated. The *FITCH* team will discuss the pros and cons of the two models with the Client. The Client will determine the most desirable approach to best meet community expectations, policy commitments, and fiscal realities. Once determined, the analysis will continue to design the system based on local policy.

Similarly, a brief summary that compares and contrasts with the IAFF Geospatial and Staffing Study with the findings of this study will be provided in an effort to provide full objectivity and transparency as appropriate.

Medical First Responder

In tiered or integrated systems, a synergistic relationship is created when designed well and performing as designed. However, as variables affecting the performance of one program area (Fire or EMS) change there is typically a ripple effect experienced by the other program area. At times these dynamic changes in the system performance can shift costs between programs and potentially impact performance capabilities such as system reliability, time on task, and response time.

Detailed analyses will be completed to evaluate the correlation between these programs with respect to response time performance standards, current performance, reliability of each program, and any existing deficiencies. Specifically, the relationship between the response configuration and response time performance will be evaluated to maximize the clinical, operational, and economic efficiency between the programs.

Projected Community Development and Growth

Empirical research concerning the incidence of fire has been correlated with population density and socioeconomic status. United States Census data and community development data will be utilized to make future projections concerning population growth and/or density. Analyses of land use plans, annexation plans, urban growth boundaries, and anticipated changes in community demographics, socioeconomic status, or population will be profiled in preparation of translating community changes to changes in demands for services. Projections will be generated to guide the City and Department into the future. Similarly, a historical review of growth for the previous three years will be utilized to demonstrate the rate and scope of growth in the community as well as the impact to demand for services.

Impacts of Rural Characteristics on Service Delivery (If Any)

US Census data will be utilized to map the City's population density to identify urban and rural densities (if appropriate). In addition, historical demand for services will be mapped as well to illustrate the frequency of incidents across the urban/rural areas. Quantitative data will be utilized to demonstrate current performance by population density and station area as well as utilize GIS planning assessments to determine the response capabilities.

Historical performance and GIS modeling will guide either the validation or adoption of performance objectives by population density with the option of differentiated performance. The marginal utility

analysis will guide a transparent discussion on service capabilities and the associated costs by population density.

Analysis of Historical Demand and Current Response Areas

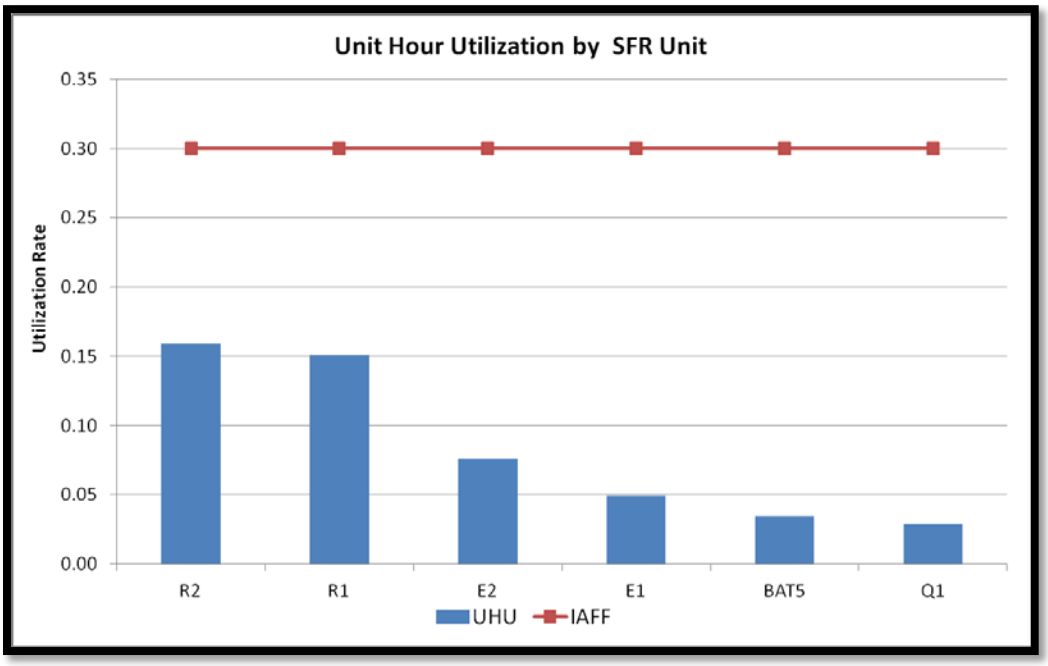
Workload

Workload will be evaluated from multiple perspectives; total unit responses per station, time on task as measured by the Unit Hour Utilization (UHU) for each unit and/or station, workload distribution, and total responses by risk type. Examples of the total responses and annual busy hours are provided in Figure 10 and the UHU is provided as Figure 11 below.

Figure 10: Example of Overall Workload by Station

Station	Avg. Busy Minutes per Unit Response	Annual Busy Unit Hours	Annual Total Unit Responses
11	68.9	136	118
14	35.1	943	1,613
16	35.2	2,217	3,776
18	37.8	1,658	2,630
21	35.3	2,832	4,818
22	43.9	1,817	2,482
23	31.9	2,189	4,120
24	48.7	1,722	2,120
30	31.5	2,600	4,952
32	38.8	1,545	2,387
33	36.5	2,152	3,540
34	27.1	62	137
36	43.4	899	1,243
HQ	29.9	1,749	3,510
Total	**36.1**	**22,519**	**37,446**

Figure 11: Example of Unit Hour Utilization Analysis



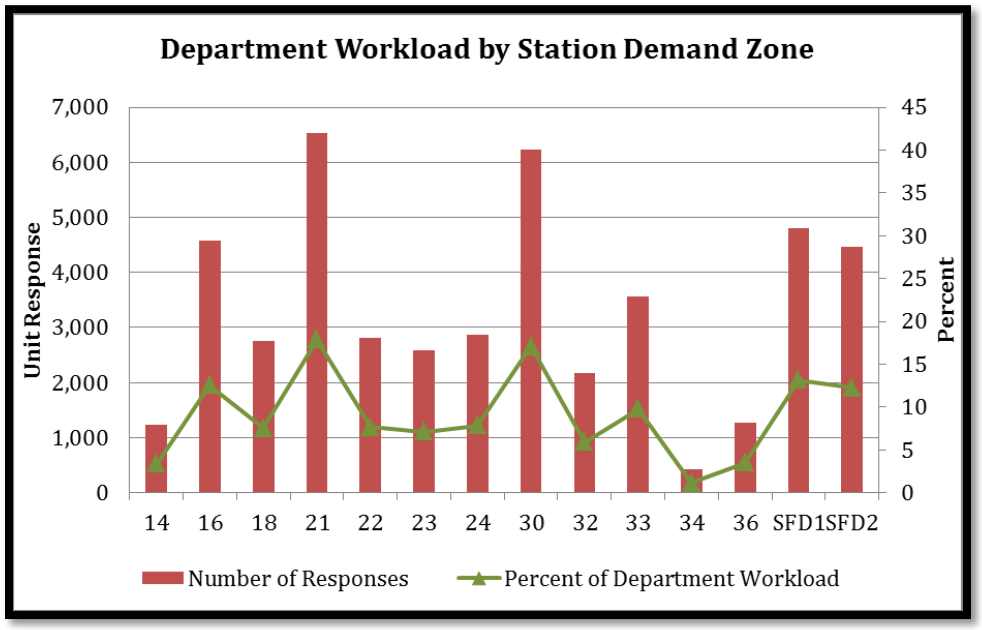
In addition, the type of historical demands for service are examined by each station response area in an effort to validate that the appropriate resources are provided to handle the unique risk profile of the fire station response area. The outcome of these analyses will inform the appropriate staffing, certifications, and apparatus type and quantity, including the efficacy of the Quint Concept.

An example is provided as Figure 12 below. Next, workload is expressed in terms of the total percentage of department workload by each individual station. This is utilized to assist in determining the appropriate staffing and apparatus resource allocation per optimized station. An example is provided as Figure 13 below.

Figure 12: Example of Number of Responses by Station Area and Call Type

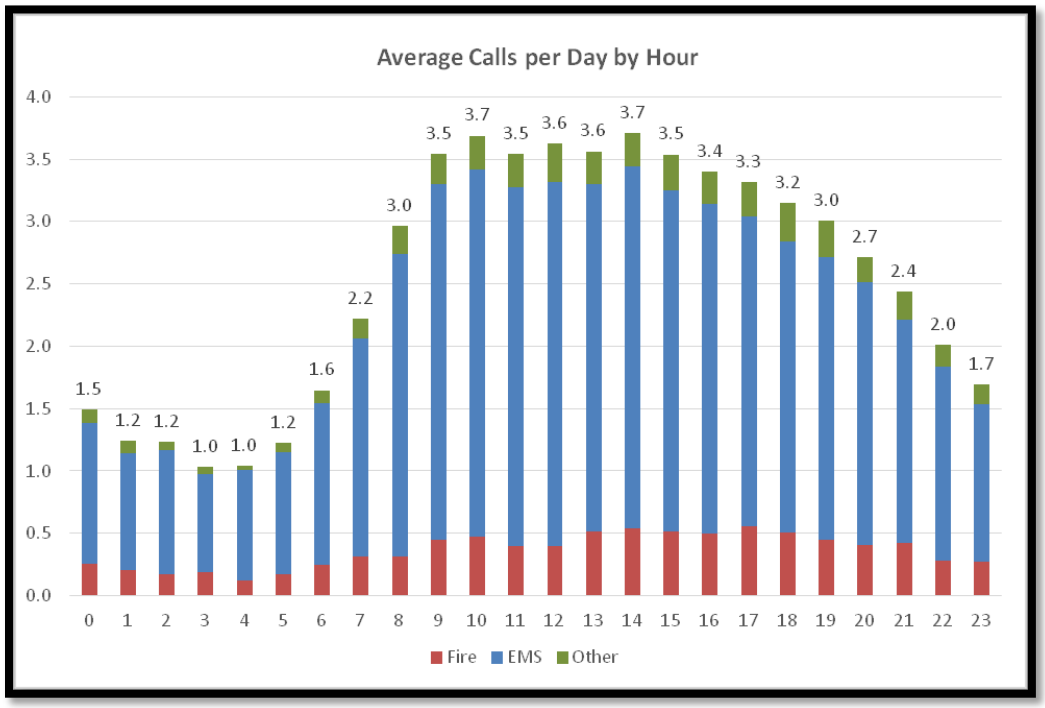
First Due Station	EMS	Fire	Rescue	Hazmat	Mutual aid	Canceled	Total
14	851	283	7	14	0	70	1,225
16	3,679	625	0	27	9	237	4,577
18	2,056	455	3	50	9	177	2,750
21	4,834	1,177	7	43	10	459	6,530
22	1,898	569	0	21	9	306	2,803
23	1,952	428	0	17	33	162	2,592
24	1,840	542	0	40	262	187	2,871
30	4,893	700	0	33	79	533	6,238
32	1,519	514	0	6	28	99	2,166
33	2,951	455	0	32	22	112	3,572
34	296	86	0	14	0	22	418
36	900	294	0	11	9	60	1,274

Figure 13: Example of Department Workload by Station Area



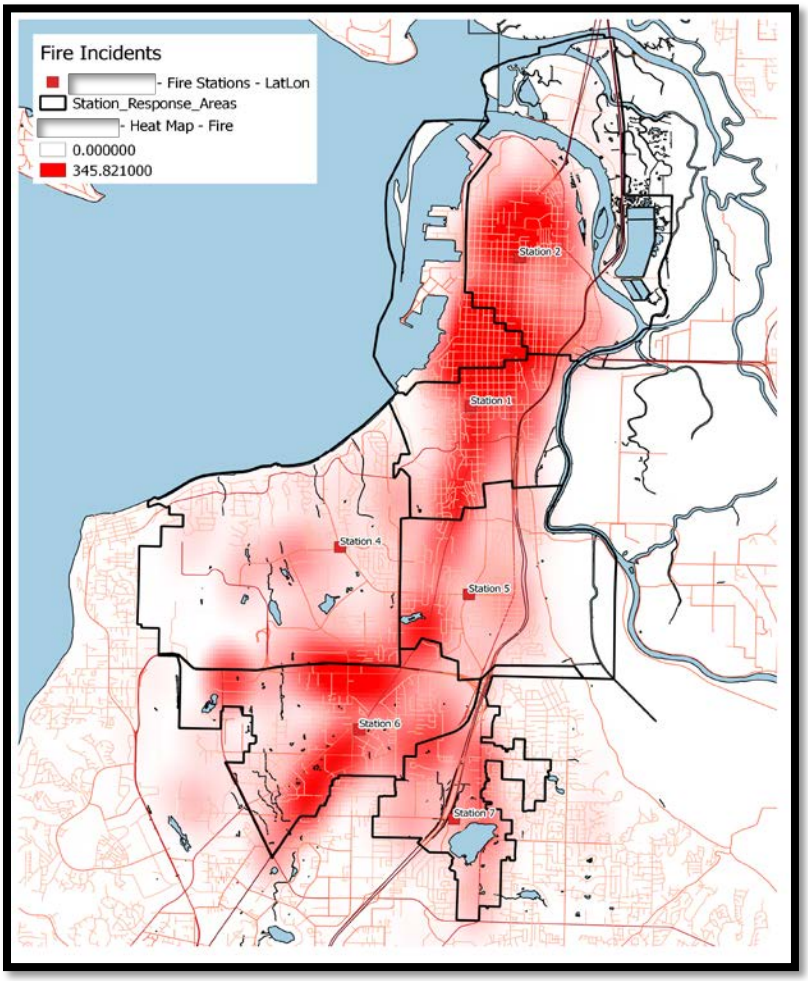
In addition, workload is analyzed by temporal distribution (month, day of week, and hour of day) and mapped by station area utilizing GIS. Examples are provided as Figures 14 and 15, respectively.

Figure 14: Example of Average Calls per Day by Hour of Day



The analysis for this part of the scope of work is a continuation of previous quantitative work for the station locations and response areas as well as the GIS analysis of the location of historical incidents. Therefore, in addition to the previously presented tabular data, all incidents will be geocoded in GIS to generate heat maps as presented in Figure 15. Each major call type will receive a specific analysis and mapped for each of the previous seven years to demonstrate the changes in community demand and growth over the rating period.

Figure 15: Example of Historical Call Location Heat Map for Fire Incidents



Finally, previous projections for changes in population, population density, and growth will be translated into projections for future service demands into the future. Projections will include consideration for both the demand to provide, and ability to receive, mutual/automatic aid. Results will be presented in tabular form and mapped, as appropriate.

Performance and Demand Analyses

Three years of system performance data will be collected from both the Public Safety Answering Point (PSAP) and the available National Fire Incident Reporting System (NFIRS) data and Electronic Patient Care Reporting (ePCR) that may be available in the Department's Records Management Systems (RMS).

Data will be analyzed to determine both the average and 90th percentile performance for call processing, turnout time, travel time, and total response time. Also, elements of time will be examined by major call types, time of day, day of week, and month of year. Similarly, analyses will be completed describing historical performance at the unit/apparatus level that describes the frequency of calls, workload, and call duration by call type. Finally, all of the above historical performance data will be evaluated at the station level.

Analyses at the station level will determine the appropriateness of the fire station locations in relation to the risk previously identified and the geographic limitations for travel time. Factors related to the distribution (station locations) such as geographic size, travel impedance, workload, and risk would be evaluated. Similarly, the station level analyses will also include elements of concentration such as the numbers of apparatus or personnel required at each level of distribution necessary to reliably respond to the demands for service. Elements evaluated for concentration may include the number or risks located in each demand zone or station territory and the capabilities to assemble an effective response force by program area. Station level performance and capabilities will be illustrated utilizing GIS.

In addition, measures of reliability will be utilized to determine the effectiveness and validity of the current deployment strategies. Specifically, the percentage of calls that the primary station territory and/or unit was able to respond to when called will be evaluated. Another measure that may be useful is that of analyzing the frequency of concurrent calls.

Finally, the completion of the objective will include an analysis of the effectiveness of the current deployment strategies for each program area. This will be accomplished through direct observations, structured interviews, and an analysis of available outcome data from the Department's RMS programs for Fire/EMS incident reporting.

In summary, the following elements will be evaluated while completing the review of historical system performance:

- Number of calls
- Call frequency
    - Time of day
    - Day of week
    - Month of year
- Call type

- Fire
- Ems
- Hazmat
- Tech Rescue

- Elements of Time
  - Dispatch time
  - Turnout time
  - Travel time
  - Total response time
- Effectiveness / Outcome Measures
  - Call Type
  - Program Area
- Performance
  - Unit performance
  - Station performance
  - System performance
  - Reliability / Concurrent Calls
- Workload
  - Call duration
  - Unit Utilization
  - Workload Distribution at Unit and Station levels
- Deployment Modeling
  - Effective Response Force (ERF) performance and capabilities
  - Distribution of Resources
  - Concentration of Resources
  - Automatic and Mutual Aid Capabilities

Each station's performance is evaluated by both their response time performance within their respective fire station first due area and the reliability/concurrency of the stations ability to answer the requests for service. An example of the response performance is provided as Figure 16 below.

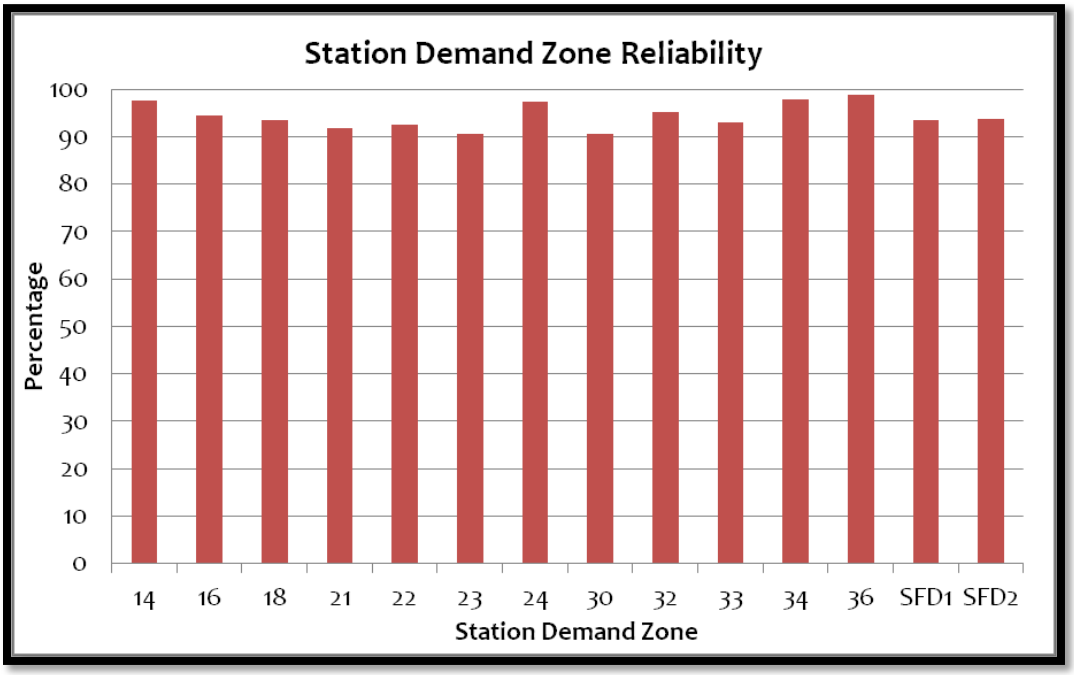
Figure 16: Example of Response Time Continuum by Station and Unit

Station	Unit	Dispatch Time	Turnout Time	Travel Time	Turnout and Travel Time	Response Time	Sample Size
1	ALS3	1.9	1.8	9.0	10.2	11.5	1,488
	ALS6	2.0	2.1	9.4	10.7	12.0	1,364
2	ALS2	1.9	2.1	7.1	8.7	9.9	2,009
3	ALS4	1.9	2.0	8.1	9.3	10.5	2,421
4	ALS7	1.8	2.3	9.0	10.7	11.9	1,640
5	ALS5	1.9	2.2	11.5	12.9	14.2	2,048
6	ALS8	1.7	2.2	12.2	13.4	14.7	1,407
7	ALS1	1.7	2.0	12.1	13.5	14.6	1,530
NA	JAWS	3.0	1.8	9.8	10.8	12.6	73
Total		**1.9**	**2.1**	**9.9**	**11.3**	**12.5**	**13,980**

In addition, measures of reliability will be utilized to determine the effectiveness and validity of the current deployment strategies. Specifically, the percentage of calls that the primary station territory and/or unit was able to respond to when called will be evaluated. Another measure that may be useful is that of analyzing the frequency of concurrent or simultaneous calls. Examples of analyses for station reliability and call concurrency or overlapping calls are provided as Figures 17 and 18, respectively.

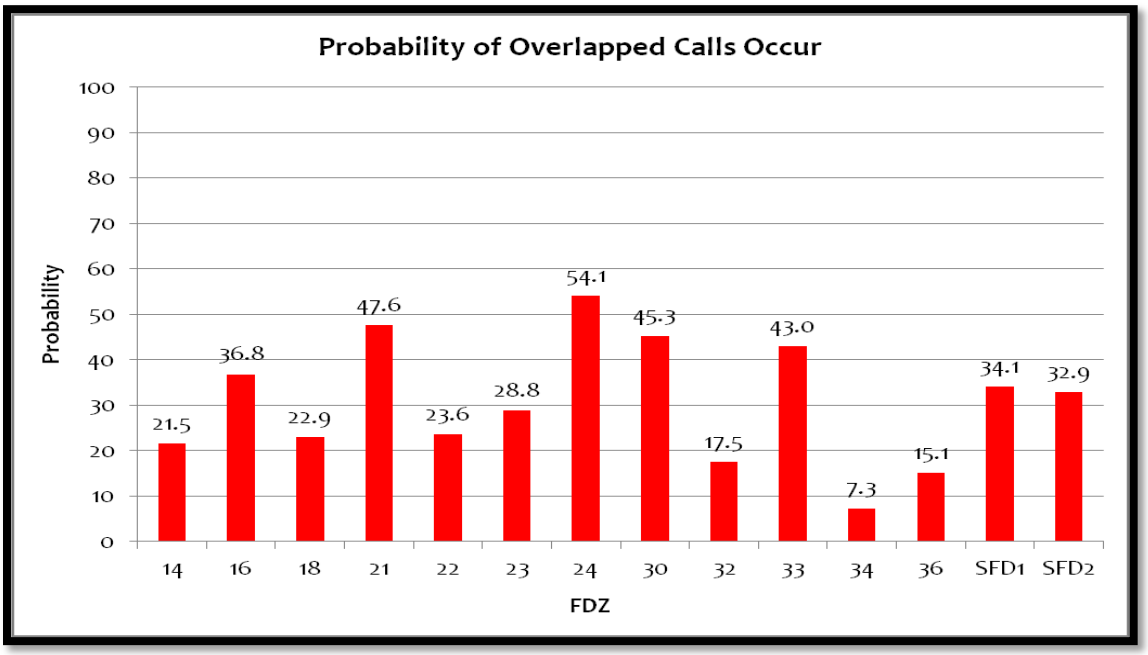
Collectively, these analyses, in conjunction with the GIS analyses previously discussed, will provide a robust assessment of the current station configurations, response areas, unit resource allocation, and the appropriate staffing for each fire station based on objective data specific to the community.

Figure 17: Example of Station Reliability Analysis



Comparisons between the current and/or desired response time performance and recommendations from NFPA, CFAI, and ISO will be provided both quantitatively and with GIS mapping of response time capabilities (travel time).

Figure 18: Example of Probability of Overlapping or Simultaneous Calls by Station Area



Desired Level of Service and Staffing for Each Station Apparatus

A comprehensive staffing analysis will be completed during this phase of the project with respect to the present staffing and deployment as well as for projected future demands. Recommendations for optimal staffing levels will naturally flow from a review of the unique community characteristics, response configurations, expectations for service, and historical demands for service both Department wide and by station/apparatus.

Alternatives to the current model may be identified and provided with the associated cost projections.

Identification of Station Renovations or Modifications Necessary for Efficient and Safe Deployment

Each of the fire stations will be evaluated through direct observation and through the lenses of the current, future, and recommended (if applicable) deployment strategies. An evaluation will be completed to ensure the facilities are capable to adapting to any potential alternative deployment strategies and for the potential for a higher concentration of personnel and/or apparatus in the current facilities to meeting future growth.

Risk Assessment

Risk Analysis for Each Station by Incident Type and/or Severity

FITCH utilizes two perspectives to evaluate community risks. One is the retrospective or historical community demand. As a continuation of the distribution and location of calls sorted by call type (severity) from the previous section, we will complete the review of historical demand and sort by station response area by each call type/severity.

In addition, we can utilize a prospective view to evaluate community risks. Utilizing available data from ISO, we will create a risk matrix that will categorize risks as low, moderate, high, or special risks. This information will be utilized at the occupancy level for the commercial properties within the jurisdiction. ***The Department will participate in the development of the risk matrices utilized, the following are only examples.*** An example of an occupancy level risk matrix is provided below.

Figure 19: Example of Occupancy Level Risk Severity Matrix

Risk Class	Water Flow		Number of Stories		Protection Systems Present (Yes/No)	Occupancy Building Type*	Total Risk Score
	Value	Scale	Value	Scale			
High	3	≥ 1500 gpm	5	≥ 4	-3/0	3	≥ 9
Moderate	2	> 499 and < 1500 gpm	3	> 1 and < 4	-3/0	2	>3 and <9
Low	1	≤ 499 gpm	1	1	-3/0	1	≤ 3

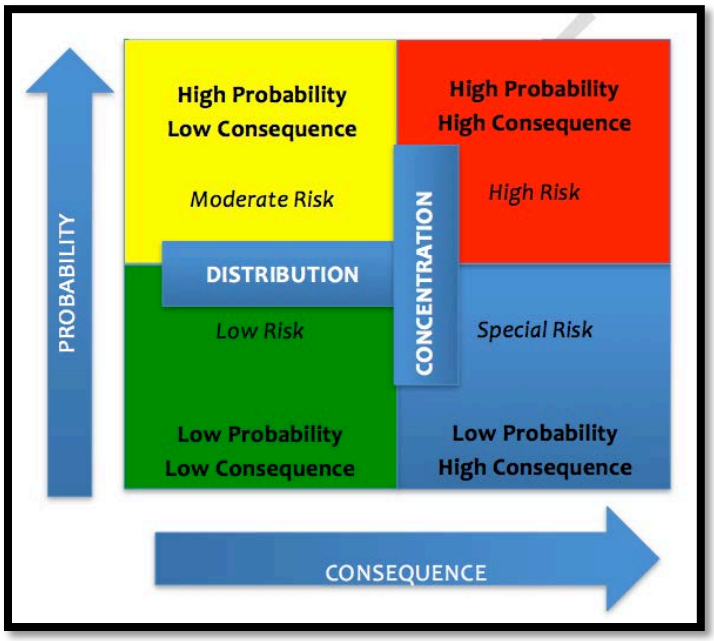
The combination of the prospective risk as defined (in this example) will generate risks that are mapped by station demand zone and quantitatively analyzed within the context of a station level risk matrix. An example of a station level risk matrix that incorporates both the historical demand (risk) and the prospective (potential) risk is utilized to determine the appropriate balance between the distribution and concentration of needed resources and is provided below.

Figure 20: Example of Station Fire Response Area Risk Concentration Matrix

Risk Class	Coverage Area (mi²)		Moderate Risk Occupancies		High Risk Occupancies		Critical Infrastructure Occupancies		Workload (availability)		Total Risk Score
	Value	Scale (mi²)	Value	Scale	Value	Scale	Value	Scale	Value	Scale (%)	
High	3	≥ 9	3	≥ 100	5	≥ 20	5	≥ 20	5	≥ 20	≥ 20
Moderate	2	> 5 and < 9	2	> 50 and < 100	3	> 10 and < 20	3	> 10 and < 20	3	> 10 and < 20	>10 and <20
Low	1	≤ 4	1	≤ 50	1	≤ 10	1	≤ 10	1	≤ 10	≤ 10

While occupancy level data is primarily used for fire protection, ultimately, all of the types of risk (fire and EMS) will be categorized utilizing a probability/consequence matrix to best determine the appropriate number of resources and staffing to respond to or mitigate risks. This is utilized to ensure that there is appropriate balance between preparedness or readiness, for the delivery system and the actual historical demand. An example of the probability/consequence matrix is provided below.

Figure 21: Example of Probability/Consequence Matrix



Finally, an evaluation of the occupancies will be completed, geocoded, and mapped utilizing either the Department's internal records or the most recent ISO Batch Report. In this manner, both prospective risk such as specific building occupancies or concentrations of risk, population growth, future development is included with the historical (retrospective) risk previously identified in a review of three years of historical community demands.

Any potential alternatives to the current policies and practices will be discussed with the Client for their consideration. For example, competing ideologies may be present between a risk-based approach utilized by the Commission on Fire Accreditation International (CFAI), the geographic emphasis utilized by the Insurance Services Organization (ISO), and potential efficiencies in deployment strategies utilizing the community's historical demand for services.

Apparatus and Equipment

Analyses completed for this scope of work will be utilized to inform the *FITCH* team as to the optimal quantity of resources, staffing, and resource configurations to meet both current and future demands for services. As proposed this will be accomplished in conjunction with the optimization of the station locations, staffing, and overall risk-based deployment model.

In addition, to direct observation and inspection of vehicles and equipment, *FITCH* will review compliance with regulations, maintenance practices, replacement schedules, funding strategies and policies, and utilization within the response configurations with respect to unique community service demands and risk profile. A similar process will be completed concerning the equipment carried on each apparatus as they are aligned with community service demands.

The final deliverable for this objective will include a summary of capital assets and resources and an accompanying recommendation for capital improvement planning, replacement schedules, and optimized station deployment strategies (additions or consolidations). Where applicable, results will be a combination of narrative, mapping output, and data in tabular form.

Plan for Implementation

Alternatives will be evaluated through a data based objective lens ensuring optimal utilization and resource allocation. In addition, each alternative evaluated will take into consideration the interconnectedness of the services (Fire and EMS) and provide advantages and disadvantages for each alternative allowing transparency in policy decisions. Prioritized alternatives will also be accompanied with the anticipated costs and implementation strategies.

Finally, additional alternatives that are discovered during the study and data analyses will also be evaluated. As designed, prioritized service delivery options for each program area will be identified, and recommended, as appropriate.

All options will be identified and clearly articulated with cost benefit analyses for implementation. This description in this phase will include the relative degree of benefit against the intended outcome will be provided with both advantages and disadvantages, including consequences, of adoption and implementation. In addition, this evaluation will include sensitivity to the interrelatedness or "ripple effect" of service changes. Finally, all options will be accompanied by projected costs, as appropriate.

Specifically, implementation plans for substantive changes will be developed that will include the responsible parties, schedules and timelines for completion, and methods for evaluating results. In addition, mitigation strategies for known or suspected challenges will be provided.

Development and Review of Draft Project Report

As designed, the project will have incremental milestones where the City/Department will have an opportunity to validate and provide feedback on results. For example, after the draft data report, and the geospatial and temporal analyses the City/Department will be informally presented the material. Therefore, approximately 80% of the final draft report will have been reviewed and validated by the staff prior to completion.

The project is designed to be facilitative and highly collaborative between the *FITCH* team and the City and Department's staffs. The draft report will be provided for further validation, feedback, and discussion prior to finalizing the draft report.

Delivery and Presentation of the Final Report

Once the feedback from the draft review has been incorporated into the revised final report, a formal presentation of the report will be provided to the City Administration, staff, elected officials, and/or the general public as desired.

PHASE I - SCHEDULE AND WORK LOAD

Project Management and Interaction with City and Department

Our project management is a disciplined and structured process. Key activities are clearly outlined and logically organized to produce specific deliverables within the defined period of time. We will review our progress against the work plan on a regular basis to ensure that we are progressing according to plan. Any deviations will be flagged immediately and appropriate action taken, through discussion with you, to address issues. As designed, this project will be transparent and highly collaborative.

This project is proposed as a fixed-price agreement. Within a fixed-price agreement, *FITCH* holds the liability to deliver each of the elements of the scope of work as identified by the Client in the RFP. The following table is representative of the projected hours across each of the *FITCH* team members. It is understood that the actual hours devoted could be more or less and that the completion (outcome) of each of the scope of work points is to be the intended measure. This provides the City with the greatest control over costs.

	Guillermo Fuentes	Dr. Knight	Dr. Moeller	BJ Jungmann	Dr. Wang	Brian McGrath	Dianne Wright	Total Hours
Hours	16	80	40	40	80	40	16	**312**

Proposed team members were selected for their specific expertise for the projects identified scope of work. By design, the team members have a limited number of projects that they work on at any given time to ensure that the firm and consultants are able to deliver on time.

Finally, *FITCH* has the depth and expertise to meet additional needs of the City as required.

Work Plan and Timetable

The process identified in the previous sections will yield the desired results for this project.

The proposed scope of work demonstrates that the consultant understands the desired outcomes and has proposed objectives and tasks to achieve that outcome. A table for each of the proposed objectives and time frames is included to describe the project more clearly.

The only known potential for variation in the proposed timeline and work plan is associated with any delays in receiving requested data. From time to time this occurs when attempting to receive data from the 911 Center (CAD) and if the Department has multiple competing priorities that may impact

their timeliness. Therefore, the project timeline accounts for a 30-day period to acquire all necessary data and background information and any delays beyond 30 days may impact the overall timeline proportionally.

Figure 22: Phase I Proposed Timeline

	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6
Project Initiation and Development of Work Plan						
Acquisition and Review of Background Information						
Stakeholder Input						
Risk Assessment						
Evaluating Station Locations						
Projected Community Development and Growth						
Impacts of Rural Characteristics on Service Delivery						
Analysis of Calls for Service						
Establishing Desired level of Service and Staffing for Each Station						
Identification of Station Renovations and/or Modifications						
Assessment of Apparatus and Equipment						
Plan for Implementation						
Development and Presentation of Draft Report						
Presentations and Delivery of Final Report						
Projected On-Site Meetings	#1			#2	#3	#4

As previously indicated, in addition to the ongoing dialogue, the client will have an opportunity to review and discuss project outcomes during three major project milestones. These milestones will be after the receipt of the draft data report, the draft GIS report, and the draft final report. In addition, a review of the progress of the project will be provided at least monthly. However, as designed there is an ongoing dialogue concerning information and clarification of information as the project progresses.

Finally, any potential alternatives that would impact current practices or have policy implications will be brought forward and discussed with the client in detail and the client will assist in prioritizing any alternatives and recommendations that add the most value to the scope of work within the context of the existing environment.

PHASE II

Project Initiation and Development of Work Plan

The first step in the process is to conduct a kick-off meeting to finalize the work plan and timeline and is paramount to a successful study and the ability of *FITCH* to maximize the effectiveness of its work teams. At the kick-off meeting an overview to the approach of the project will be provided. Any final logistical issues will be resolved during this phase. It is in this phase that key representatives will review and prioritize items outlined in the RFP and provide an opportunity to refine any specific objectives related to each service area or objective.

Specifically, the following elements will be confirmed:

- Primary tasks to be performed
- Person(s) responsible for each task
- Timetable for each objective to be completed
- Method of evaluating results
- Resource identification
- Identify obstacles or problem areas associated with the accomplishment of each task

Review of Financial Viability of Ambulance Services

FITCH is uniquely qualified to complete this portion of the scope of work. Our firm has over 30 years of experience designing and managing high quality and efficient ambulance services. In addition, the firm currently manages several ambulance services across the country through management contracts. The firm also managed and operated an air and ground-ambulance billing firm that was sold and fully transitioned into a compliance audit function of our consulting services.

Therefore, during the completion of this portion of the scope of work will include a comprehensive review of all direct and indirect costs in an effort to establish the relative unit hour costs. The unit hour costs (UHC) will be utilized to demonstrate the requisite deployment capabilities to maximize both performance and financial sustainability.

Similarly, the financial review will include a comprehensive review of all revenues and expenditures, debt, bad debt, and profit/loss. This part of the analysis will culminate in a description of the community's payer mix, comparative rates and fees within the region and the allowable or capitated costs associated with the service delivery model.

Any alternatives will be clearly articulated complete with implications for deployment as well as a full budget impact on both revenues and expenditures.

Evaluation of Training and Qualifications

All staffing strategies, training and qualifications of personnel will be evaluated within the context of the community's historical risk and demand for services, best practices, and guiding recommendations such as NFPA, ISO, and any national, state, or local requirements.

It is common to find that fire organizations are challenged to maintain the required ongoing training, leaving little time and opportunity to provide just-in-time training or maintain flexibility in the training plan to address deficiencies, safety concerns, and emerging trends. The *FITCH* team will evaluate available evidence-based or competency based performance records and processes. Opportunities for improvement will be identified and recommended.

This portion of the evaluation will conduct a full assessment in the context of local conditions. In addition, this portion of the evaluation will seamlessly flow from the review of the viability of the ambulance service program. With this approach, any system design changes will be reflecting in go forward planning for training, qualifications, and overall staffing strategies.

Organizational Analysis, Staffing, Management Functions, and Effectiveness

A comprehensive organizational analysis will be completed for all personnel and management levels in the organization including support staff. A series of on-site structured interviews and direct observations will be completed to determine the reporting relationships, functions, workload, efficiency and effectiveness at each level. We will evaluate opportunities to better align job duties, distribute workload, assignments, and reporting relationships. In addition, where appropriate, we will make recommendations for an updated organizational structure to ensure that the structure supports any adopted changes in functions.

A review of recent changes to the job descriptions will be completed in concert with an evaluation of all staffing, scheduling, and command and control activities. As previously stated, structured interviews will be conducted with a representative sample of line personnel and labor's executive board. As desired, an employee satisfaction/feedback instrument can be created for anonymous feedback to compliment the sample interviews.

Finally, a gap analysis will be completed between current practice and staffing recommendations from NFPA.

Strategies for Cost Containment and Additional Funding

An analysis will be completed to identify the total revenue generated from the various user fees such as false alarms, inspections, permits, plans review, etc. An evaluation will also be completed to

benchmark the fee structures against comparable communities within the region as well as provide recommendations on how to best structure the fees based on program structure, desired performance, and workload.

Although previously discussed, strategies for cost containment and/or improved revenue would be incomplete without the detailed analysis of the EMS patient transportation system design and billing performance. Strategies will be provided on the appropriate balance and debt management for bad debt and other write offs that are increasing with the number of capitated revenue streams.

Finally, in conjunction with the organizational analysis, an evaluation will be completed to examine the appropriate employee groups to complete and/or coordinate "back office" activities such as logistics, maintenance and repair, and procurement. Therefore, these activities will be evaluated in the context of what capacity and expertise exists within the City external to the fire department as well as the potential for outsourcing certain activities and functions.

Enhanced Collaboration, Shared Services, Contracted Services

In an effort to evaluate opportunities for enhanced shared services or collaboration, we would recommend capturing the raw CAD and RMS data from the adjacent fire departments so that a regional "system" approach can be evaluated. The synergies of a borderless service delivery model can have significant benefits to the communities if applicable.

In addition to the adjacent mutual or automatic aid capabilities, an evaluation of the current capabilities and relationship with MABAS and the greater region will be completed as well. In conjunction with the evaluation of the financial and operational components of the ambulance transportation service, the efficacy of model changes such as contracted services will be evaluated. Similarly, an evaluation will be completed for other programs areas such as hazardous materials and technical rescue programs with respect to shared services within the region. Finally, opportunities for shared administrative capacity will be evaluated.

While there is value in understanding how similarly situated communities have addressed their fire and emergency medical service needs in this dynamic fiscal environment, we would suggest that a community centric and risk-based approach is the more appropriate methodology as communities' policy may vary on their level of investment in public safety. For example, some more affluent communities may invest less in their public safety than some less affluent communities.

Implementation, Draft and Final Reports, and Final Presentation

Implementation, draft review, delivery of the final report, and the final presentation will be completed in a similar manner as the completion of Phase I activities.

PHASE II - SCHEDULE AND WORK LOAD

Project Management and Interaction with City and Department

Our project management is a disciplined and structured process. Key activities are clearly outlined and logically organized to produce specific deliverables within the defined period of time. We will review our progress against the work plan on a regular basis to ensure that we are progressing according to plan. Any deviations will be flagged immediately and appropriate action taken, through discussion with you, to address issues. As designed, this project will be transparent and highly collaborative.

This project is proposed as a fixed-price agreement. Within a fixed-price agreement, *FITCH* holds the liability to deliver each of the elements of the scope of work as identified by the Client in the RFP. The following table is representative of the projected hours across each of the *FITCH* team members. It is understood that the actual hours devoted could be more or less and that the completion (outcome) of each of the scope of work points is to be the intended measure. This provides the City with the greatest control over costs.

	Guillermo Fuentes	Dr. Knight	Dr. Moeller	BJ Jungmann	Dr. Wang	Brian McGrath	Dianne Wright	Total Hours
Hours	40	40	80	40	16	16	60	**292**

Proposed team members were selected for their specific expertise for the projects identified scope of work. By design, the team members have a limited number of projects that they work on at any given time to ensure that the firm and consultants are able to deliver on time.

Finally, *FITCH* has the depth and expertise to meet additional needs of the City as required.

Work Plan and Timetable

The process identified in the previous sections will yield the desired results for this project.

The proposed scope of work demonstrates that the consultant understands the desired outcomes and has proposed objectives and tasks to achieve that outcome. A table for each of the proposed objectives and time frames is included to describe the project more clearly.

Figure 23: Phase II - Proposed Timeline

	Month 1	Month 2	Month 3	Month 4
Project Initiation and Development of Work Plan				
Review of Financial Viability of Ambulance Services				
Evaluation of Training and Qualifications				
Organizational Analysis, Staffing, Management Functions, and Effectiveness				
Strategies for Cost Containment and Additional Funding				
Enhanced Collaboration, Shared Services, Contracted Services				
Plan for Implementation				
Development and Presentation of Draft Report				
Presentations and Delivery of Final Report				
Projected On-Site Meetings	#1	#2	#3	

ATTACHMENT A

Curriculum Vitae's

FITCH
& ASSOCIATES

Guillermo Fuentes **2901Williamsburg Terr., Ste G**
Partner, Fitch & Associates, LLC **Platte City, Missouri 64079**

SUMMARY Mr. Fuentes has broad experience in the areas of communications, operations, deployment and administration. He is a leading expert on the analysis, design, and management of EMS system status. Known internationally for his consultant work, he provides statistical and operational analysis, computer modeling, and the development of deployment plans for the Firm's clients.

CAREER

January 2013 - Present ***Partner***
Fitch & Associates, LLC **Platte City, Mo.**

September 2011 – January 2013 ***Senior Consultant***
Fitch & Associates, LLS **Platte City, Mo.**

- Responsible for complex math modeling, system reviews and dispatch builds and reviews
- Assist clients in EMS, Fire and Police with complex operational issues

November 2007 - August 2011 ***Chief Administrative Officer***
Niagara Regional Police Service **St. Catharine, Canada**

- Responsible for Human Resources, (350 civilian employees) Finance, ($125 million operating budget and $84 million capital budget) Information Management, Central Records, Information Technologies, Fleet, Facilities, Quartermasters, and Labor Relations

February- March 2007 ***Interim Director of Niagara Emergency Service Division***
Niagara EMS **Niagara Falls, Canada**

- Responsible for EMS, Fire coordinator, CBRN (Chemical, Biological, Radiological, Nuclear), and Emergency Management

December 2004 - February 2007 ***Associate Director Emergency Medical Services***
Niagara EMS **Niagara Falls, Canada**

- Created a new dispatch centre as a model for the province
- Integrated all the technology and implemented technology that is unique in the world
- Instituted a system of total management at front line supervisor level

August 2004 - December 2004 ***Interim Director Pre-hospital Services***
Urgences- Sante **Montreal, Quebec**

- Responsible for a staff of 1,200 as well as the goal and vision for the 2005 year

2001 -2004 **Deputy Director of Operations Pre-hospital services**
Urgences- Sante **Montreal, Quebec**

- Responsible for field operations, Communication centre, Scheduling department ($63 million budget)
- Implemented specialized field operations including Tactical intervention medics , bike medics and marine medic programs
- Developed a CBRN protocol, CBRN intervention level 2 teams
- Deployed analysis for first response and advanced care tiered response.

May 2002 – September 2002 ***Interim Director of Pre-hospital services***
Urgences –Sante **Montreal, Quebec**

- Executed mid year evaluation of 2002 performance
- Presented performance progress report to the Minister of Health and Social Services

1999-2001 ***Manager of Inter facilities***
Urgences-Sante **Montreal, Quebec**

- Responsible for inter facility transports
- Development and implementation of individual profiling tools

1990-1999 ***Part Time EMT***
Urgences-Sante **Montreal, Quebec**

EDUCATION

Aspen University; Denver, Colo. 2010
Masters in Business Administration - Summa Cum Laude
Inducted as a life member to the Delta Epsilon Tau Society

Tulane University, Freeman Business School; New Orleans, La.
Masters Certificate in Business Administration 2007
Advance management Strategy certificate 2006
Certificate in Business essentials II 2006
Certificate in Business essentials I 2006

Continuing education; Montreal, Canada 2002
Effective Leadership Training
Group Management seminar
Effective communication skills

Ahunsic College; Montreal, Canada 1996
Prehospital Trauma Life Support (Basic and Advanced)
Emergency crisis management

Concordia University; Montreal, Canada 1990 - 1994
Bachelor of Science, Management of information systems (incomplete)
Minor in Political Science (incomplete)

Ahunsic College; Montreal, Canada 1989-1990
Ambulance Technicien

Dawson College; Montreal, Canada 1987-1989
DEC social science

PROFESSIONAL MEMBERSHIPS

APCO (Association of Public-Safety Communications Officials) International
APCO Canada
APPQ Association Proffessionelle des Paramedics du Quebec

Steven G. Knight, PhD. **2901Williamsburg Terr, Ste G**
Senior Associate, Fitch & Associates **Platte City, Missouri 64079**

SUMMARY Dr. Knight has nearly 25 years of experience and recently retired as the Assistant Fire/EMS Chief for the City of St. Petersburg, Florida. He is a subject matter expert for both the National Fire Academy and the Center for Public Safety Excellence. He has also served as a team leader and assessor for the Commission on Fire Accreditation International and has held multiple faculty appointments in Fire Science and EMS. Dr. Knight previously served the International City and County Management Association (ICMA), as the Senior Manager for Fire and EMS.

CAREER

Present ***Senior Associate***
Fitch & Associates, LLC **Platte City, Mo.**

- Provides consulting and turnkey management services to a wide variety of public safety, healthcare, government, and business organizations.
- Designs and implements programs enhancing effectiveness; improving productivity; and maximizing potential for organizations and individuals.
- Serves as an information resource for the professional associations.
- Conducts the management certification programs for the National Academies of Emergency Dispatch and the American Ambulance Association.

1996-2013 ***Assistant Fire Chief***
St. Petersburg Fire & Rescue **Florida**

- Managed metro-sized emergency service agency including fire suppression, fire prevention, public education, community risk reduction, emergency medical services, training, hazardous materials, technical rescue, urban search and rescue, marine rescue, emergency management, and response to natural and man-made disasters.
- Managed over 300 employees during a continuous 24/7 deployment with a $45 million dollar budget.

1992-1996 **Firefighter/Paramedic**
South Pasadena Fire Department **Florida**

- Responded to requests for emergency service for fire suppression, emergency medical services, and fire prevention activities.

2008 ***Subject Matter Expert***
National Fire Academy

- Planning and Information Management Program

2010-Present **Technical Advisor**
Center for Public Safety Excellence

- Provide consulting services for the accreditation process and assist in the development of agency specific community-based strategic planning while representing the Center for Public Safety Excellence.

2005-Present Team Leader/Peer Assessor

Commission on Fire Accreditation International

- Lead accreditation teams on site-visits for candidate agencies and present findings to the Commission. Participated with the following agencies:
    - Aurora, Colorado
    - Salem, Oregon
    - Charlotte, North Carolina
    - Plano, Texas
    - Montgomery County, Maryland
    - Newport News, Virginia
    - Anchorage, Alaska
    - Cobb County, Georgia
    - Las Vegas, Nevada
    - Henderson, Nevada
    - Honolulu, Hawaii
    - Regina, SK, Canada
    - Overland Park, KS

2012-2014 Senior Manager, Fire & EMS

International City/County Management Association

- Provide project management and consulting services for fire and emergency medical services
    - St. Louis, MO (Fire/EMS)
    - Greenville, NC (Fire/EMS)
    - Johnson City, TN (Fire)
    - Washington County, TN (EMS)
    - Mankato, MN (Combination Fire)
    - Ontario, OR (Combination Fire)
    - Grants Pass, OR (Fire/Law Enforcement)
    - East Brunswick, NJ (EMS/Volunteer Fire Districts)
    - Prescott, AZ (Fire)
    - Long Beach, NY (Combination Fire/EMS)

1998-2013 Adjunct Instructor – Fire Science and Public Safety Administration Program

St. Petersburg College and State College of Florida

- Curriculum development, overall course management, and grading

2006-2007 Program Director – Emergency Medical Services

Manatee Technical Institute

- Developed all curriculum, course structure, schedules, faculty hiring and development, and maintenance of accreditation.

1999-2010 Instructor – Minimum Standards and Continuing Education Training
Pinellas County School Board

- Developed syllabi, overall course structure, and administered all grades.

2013-Present Affiliate Faculty College of Medicine
University of Central Florida College of Medicine

- Mentor medical students conducting research in the pre-hospital environment

2013-Present Faculty for Executive Fire Officer Program – USFA/NFA
National Fire Academy

- Faculty for Executive Leadership and Executive Development

EDUCATION

University of South Florida, Tampa FL 2012
Ph.D. in Curriculum & Instruction in Adult Education
Cognate in Research and Measurement
Dissertation: "An Examination of Self-Directed Learning Readiness in Executive-Level Fire Officers"

Troy State University, Troy, AL 2000
M.P.A. in Public Administration
4.0 GPA

University of Cincinnati, Cincinnati, OH, 1998
B.S. Fire & Safety Engineering Technology
Summa Cum Laude

AWARDS AND PROFESSIONAL RECOGNITIONS

- Outstanding Research Award by the National Fire Academy/United States Fire Administration/Federal Emergency Management Agency – 2007
- Chief Fire Officer Designation (CFO) by the Center for Public Safety Excellence – 2008
- Executive Fire Officer Program (EFO) by the National Fire Academy/United Sates Fire Administration/Federal Emergency Management Agency – 2008
- A. Don Manno Award for Excellence in Research by the National Society for Executive Fire Officers - 2007
- Fire Office of the Year presented by St. Petersburg Fire & Rescue - 2009

PRESENTATIONS

- "Setting Organizational Policy: What drives your fire ground, science or tradition?" Presented at the Firehouse World Expo, San Diego, CA (January 2015)
- "Fire Department Imagery: What are we selling?" Presented at the Firehouse World Expo, San Diego, CA (January 2015)

- "Setting Organizational Policy: What drives your fire ground, science or tradition?" Presented at the Nevada Fire Chiefs Association's Reno Fire Show, Reno, NV (October 2014)
- "Fire Department Imagery: What are we selling?" Presented at the Nevada Fire Chiefs Association's Reno Fire Show, Reno, NV (October 2014)
- "Leading from the Middle" Presented at Nevada Fire Chiefs Association's Reno Fire Show, Reno, NV (October 2014)
- "How the Fire Department Needs to Evolve: Expectations from City/County Government." Presented at the Pinnacle Conference, Scottsdale, AZ (July 2014)
- "Setting Organizational Policy: What drives your fire ground, science or tradition?" Presented at the Texas Fire Chiefs Association's Conference, San Antonio, TX (February 2014)
- "In Search of a Culture of Safety: An Exploration in Decision Making" Presented at the Florida Fire Chiefs Association's Fire Rescue East Conference, Dayton Beach, FL (January 2014)
- "In Search of a Culture of Safety: An Exploration in Decision Making" Presented at the Florida Fire Chiefs Association's Health and Safety Conference, Orlando, FL (October 2013)
- "Leading with Vision and Purpose" Presented at the International Association of Fire Chief's Fire Rescue International Conference, Chicago, IL (August 2013)
- "Setting Organizational Policy: What drives your fire ground, science or tradition?" Presented at the International Association of Fire Chief's Fire Rescue International Conference, Chicago, IL (August 2013)
- "Leading with Vision and Purpose" Presented at the Florida Fire Chief's Association's Executive Development Conference, Key West, FL (July 2013)
- "Setting Organizational Policy: What drives your fire ground, science or tradition?" Presented at the Florida Fire Chief's Association's Executive Development Conference, Key West, FL (July 2013)
- "An Examination of Self-Directed Learning Readiness in Executive-Level Fire Officers" Selected to present at the 2013 International Symposium for Self-Directed Learning, Cocoa Beach, FL (February 2013)
- "Leading with Vision and Purpose: How does agency and personal accreditation assist us?" Presented at the Center for Public Safety Excellence's 2013 Excellence Conference, Henderson, NV (March 2013)
- "Leading from the Middle" Presented at Fire Rescue East Conference, Daytona Beach, FL (January 2013)
- "Fireground Tactics: What Does Science Tell Us About Tradition?" Presented at the Florida Fire Chiefs Associations' Safety & Health Conference, Orlando, FL (December 2012)
- "Leading from the Middle: The 360 Degree Accreditation Manager" Presented at the Center for Public Safety Excellence's Excellence Conference, Las Vegas, NV (March 2012)
- "Rank Leadership" Presented at the Florida Fire Chiefs Association's Executive Development Conference, Marco Island, FL (July 2011)
- "Leading from the Middle: The 360 Degree Accreditation Manager" Presented at the Center for Public Safety Excellence's Conference, Orlando FL (March 2011)
- "Help Me, Help Me Not: A Practical Use of the LAP Instrument" Presented at the International Self-Directed Learning Symposium, Cocoa Beach, FL (February 2010)
- "Sink or Swim: Is St. Petersburg Fire & Rescue Doing Enough to Prevent Drowning" Presented at the National Fire Academy EFO Graduate Symposium, Emmitsburg, MD (May 2008)
- "Socio-Economic and Demographic Factors and the Use of the EMS System" Selected to present at the American Society of Public Administration's Southeastern Conference, Atlanta, GA (circa 2003)

RECENT PROFESSIONAL DEVELOPMENT –

- ICMA's "Asking your Police and Fire Chiefs the Right Questions to Get the Right Answers"
- Leadership Development Program with the Center for Creative Leadership
- Leadership St. Pete
- Executive Fire Officer Program with the National Fire Academy
- Executive Fire Officer's Graduate Symposium
- Florida Fire Chiefs Association's Executive Development Conference
- Center for Public Safety Excellence's Excellence Conference
- National Society of Executive Fire Officer's Polishing the Gold Conference
- International Association of Fire Chief's Fire Rescue International Conference
- Florida Fire Chiefs Association's Health and Safety Conference
- Florida Fire Chiefs Association's Fire Rescue East

COMPUTER PROFICIENCY –

- Microsoft Operating System
- Microsoft Office Suite: Word, PowerPoint, Excel, Outlook
- Learning Management Systems: Blackboard, WebCT, Angel
- PASW (previously SPSS) Statistical Software for Social Sciences
- Survey monkey survey building tool

MEMBERSHIPS –

- America Society of Public Administrators – Council Member for Suncoast Chapter (Emergency Management, Public Administration, and Research sections)
- International Association of Fire Chiefs
- National Society of Executive Fire Officers
- Florida Fire Chiefs Association
- Advisory Board Member for St. Petersburg College's Emergency Management Program
- Florida Association Fire Service Instructors
- Florida Fire Chiefs EMS Chief Section
- Florida Fire Chiefs Executive Fire Officer Section Regional Representative
- Southeastern Association of Fire Chiefs
- Pinellas County Emergency Medical Services Advisory Committee
- International Association of Fire Fighters

19421 NORMANDALE ROAD · PRIOR LAKE, MINNESOTA 55372
PHONE 952-447-5045 EMAIL bjjungmann@gmail.com

BERNARD (BJ) JUNGMANN

PROFESSIONAL EXPERIENCE

February 2011 – Present Burnsville Fire Department Burnsville, MN
Fire Chief

September 2016 – Present Hamline University Saint Paul, MN
Guest Lecturer/Public Safety Certificate Instructor

April 2002 – Present Century College White Bear Lake, MN
Adjunct Faculty/Clinical Laboratory Assistant

March 2008 – February 2011 Maplewood Fire Department Maplewood, MN
Assistant Fire Chief/EMS

July 2006 – March 2008 Burnsville Fire Department Burnsville, MN
Fire Fighter/Paramedic

February 2000 – March 2011 Oakdale Fire Department Oakdale, MN
Captain/Paramedic

April 2002 – April 2008 Lakeview Hospital Stillwater, MN
Paramedic

EDUCATION

September 2015 – Present National Fire Academy Emmitsburg, MD
Currently enrolled in the Executive Fire Officer Program

September 2011 – August 2013 Hamline University Saint Paul, MN
Masters in Public Administration
Public Safety Certificate
Leadership Communication Certificate

July 2008 – November 2010 American Military University Charles Town, WV
Bachelor of Science Degree in Fire Science Management

December 2001 – June 2006 Century College White Bear Lake, MN
Associates in Applied Science Paramedic Technology Degree

2004 – June 2008 American Military University Charles Town, WV
Associate of Arts General Studies with an emphasis on Fire Science

August 2000 – December 2001 Century College White Bear Lake, MN
Paramedic Technology Diploma

COLLABORATIVE POSITITIONS HELD

Local Government Information Systems (LOGIS)
Fire Steering Committee Chair
CAD Selection Committee Member

Dakota County Communications Center (DCC)
Fire/EMS Operations Committee Chair
Joint Operations Committee Co-Chair

Metropolitan Emergency Services Board (MESB)
EMS Technical Operating Committee Member
Emergency Preparedness Sub-committee Previous Co-Chair
EMSMACC Member
EMS Strike Team Leader

Minnesota State Fire Chiefs Association
EMS Committee Vice-Chair
Legislative Committee Chair
FAST Team Member

Minnesota Ambulance Association
Legislative Committee Member

Dakota County EMS
EMS Council Member

Minnesota Type 3 Incident Management Team
Team Member

COMMUNITY INVOLVEMENT

December 2011 – Present Burnsville Breakfast Rotary Club
Rotarian
President 2016-2017
Secretary 2014-2015

September 2011 – Present Burnsville Yellow Ribbon
Steering Committee Member

July 2013 – Present Burnsville YMCA Community Board
Community Board Member

April 2008 – Present Century College
EMS and Public Safety Advisory Committee Member

PUBLISHED ACCOMPLISHMENTS

February 2016 Minnesota Fire Chiefs Electronic Magazine Fire Service Day at the Capital Article
January 2016 Minnesota Fire Chiefs Magazine Legislative Update Article
Content Expert Reviewer for 2nd edition of Jones and Bartlett Fundamentals of Fire Fighter Skills
Content Expert Reviewer for Jones and Bartlett Crew Resource Management

Bruce J. Moeller, Ph.D.

200 2nd Avenue South, Suite #431
Saint Petersburg, Florida 33701
(727) 580-0279
bmoeller@juncturegroup.com

ACADEMIC DEGREES:

2001 **Doctor of Philosophy**, Florida Atlantic University; College of Architecture, Urban and Public Affairs; School of Public Administration. Major: Public Administration.

1990 **Master of Arts in Public Administration**, Department of Public Administration; Northern Illinois University.

1986 **Bachelor of Arts**, Concentration: Fire Administration, Western Illinois University.

EMPLOYMENT HISTORY:

Professional Experience

2012 to 2015 **Chief of Staff / Assistant County Administrator**
Pinellas County, Florida

- Held a number of leadership positions largely related to public safety before serving as Chief of Staff
- Served as part of the County's Senior Management Team in an urban county of almost 1 million population.
- Primary areas of responsibility include EMS and Fire Administration; Regional 9-1-1; Emergency Management; Ambulance Billing & Financial Services; Animal Services; Justice & Consumer Services; Human Services and Radio & Technology.
- Significant public policy role collaborating with municipal and county leaders.

2008 to 2012 **City Manager**
City of Sunrise, Florida

- Chief Administrative Officer of a culturally diverse, full service community (approx. pop. 90,000) in South Florida. The City of Sunrise operated with a $439 million budget and a workforce of approximately 1,200 employees. Responsible to a five-member Commission for all facets of municipal administration, the city manager is directly responsible for negotiating with employee unions, is the appointing authority for personnel, and prepares the annual budget. Services include: community & economic development, fire, police, public works, utilities (serving a total population of 220,000), purchasing, finance, information technology, emergency management and leisure services.

- Located in western Broward County, the City was the state's second largest tourist attraction, Sawgrass Mills Mall, which drew over 25 million visitors a year. Also making its home in Sunrise is the 20,000+ seat Bank Atlantic Center, home of the NHL's Florida Panthers.
- The City consistently experienced growth in office and commercial development. Many major corporations relocated to the City and the community was a leading destination for economic development in the metropolitan area.

1977 to 2008 **Public Safety Background**
Sunrise, Florida; Broward County, Florida; Naperville, Illinois; Wilmette, Illinois; Lake Forest, Illinois

A strong public safety background spanning several decades. Initially entered public service as a police officer for several years before entering the fire service. Served in entry-level positions in both disciplines prior to advancing in the fire service. Functioned in increasingly responsible roles, both as a line officer and administrative staff. Served for over 15 years as a fire chief, with experience in large, urban metropolitan-sized agencies and suburban departments. Managed fire suppression, fire prevention, paramedic programs, hazardous material responses, search & rescue teams, 9-1-1 communications and a full array of emergency management functions. Specific experience and last working title include:

- Fire Chief - Sunrise Fire Rescue - Sunrise, Florida 1997-2008
- Director / Fire Chief - Broward County – Fort Lauderdale, Florida 1990-1997
- Fire Captain – Naperville Fire Department – Naperville, Illinois 1982-1990
- Firefighter / Paramedic – Wilmette Fire Department – Wilmette, Illinois 1979-1982
- Police Officer – Lake Forest Police Department – Lake Forest, Illinois 1977-1979

University Teaching Experience

2015 **Adjunct Lecturer**
Fire and Emergency Services Program
University of Florida
Gainesville, Florida

2014	**Adjunct Instructor** School of Public Affairs University of South Florida Tampa, Florida
2001 to 2011	**Adjunct Instructor** School of Public Administration Florida Atlantic University Boca Raton, Florida
1998 to 1999	**Adjunct Instructor** Department of Professional Management Saint Thomas University Miami, Florida

Dr. Moeller has taught at both the graduate and undergraduate level. Courses taught include the following:

PAD 4884: Introduction to Terrorism for Emergency Managers (University of Florida)

The goal of this course is to provide students with a general knowledge about terrorism in our world and the methods used for counterterrorism.

PAD 6934 – Performance Management (University of South Florida)

Performance management involves both science (drawn largely from the field of statistics, business and performance *measurement*) and art (derived in part from organizational behavior and theory). While the theoretical underpinnings are important, this course will emphasize performance management in its practical application.

PAD 6807 – Local Government Administration (Florida Atlantic University)

Examines the various dimensions of local government administration, including methods for improved service delivery. Major areas include the purpose and use of performance measurement in local government; establishing organizational priorities through strategic planning; and implementing change in local government by applying techniques of change management.

PAD 4933 – Capstone Seminar in Public Management (Florida Atlantic University)

An integration of theories and skills in the development of practical strategies designed to help address public problems. The course provides an opportunity to integrate and apply prior learning in order to actually improve public organizations.

PAD 4426 – Public Sector Labor Relations (Florida Atlantic University)

An examination of the historical development in labor relations and collective bargaining for the public sector. Examines the impact of public employee unions on public personnel administration.

FES 3003 – Fire and Emergency Services Public Policy (Florida Atlantic University)
Exposes students to the many facets of policy making and implementation issues in fire and emergency services, including the legal foundations from which agencies operate. Emphasis is placed on the politics of administration.

MAN 701 – Organizational Design and Theory (St. Thomas University)
A course that views organizations from a macro perspective including the domestic and global environment. Both size and technology were explored in determining the structure and processes of organizations while providing students with 'diagnostic skills' needed to effectively manage complex organizations.

PUBLICATIONS & PRESENTATIONS

Moeller B. & Knight, S. (2015, Forthcoming). Critical Questions Every Fire/EMS Chief Should Ask Their City/County Manager. Fire Rescue International. Atlanta, GA.

Moeller, B. Knight, S. & Sheridan, T. (2015, Forthcoming) How to Use 'Fire Freakonomics' to Transform Your Department. Pinnacle, Jacksonville, FL.

Moeller, B. (2015). Political Side of Apparatus Purchasing. FDSOA 27th Annual Apparatus Specification & Vehicle Maintenance Symposium. Orlando, FL.

Moeller, B. (2014). Making Fire Departments Think: Organizational Situational Awareness. Fire Rescue International. Dallas, TX.

Fuentes, G., Knight, S., Moeller B., & Sommers, S. (2014). How the Fire Service Needs to Evolve: Expectations from City & County Government. Pinnacle . Scottsdale, AZ.

Fuentes, G. & Moeller, B. (2014). I Don't Have enough Money – Now What? Pinnacle. Scottsdale, AZ

Moeller B. & Paulison R. (2014). Informed Decision-Making in Real Time. Metropolitan Fire Chiefs Conference. Baltimore, MD.

Moeller, B. (2014). Think. In Goldfeder, B. (Ed.) Pass It On. Tulsa, OK. PennWell.

Moeller, B. (2014). The Role of the Emergency Operations Center. FireRescue – February.

Moeller, B. (2013). P4 – Positive Performance for Politicians & Public. Fire Rescue International. Chicago, IL.

Moeller, B. (2012). Leading Agencies During Periods of Economic Decline. Fire Rescue International. Denver, CO.

Moeller, B. & Krakeel, J. (2012) Using EMS Dollars Wisely. Fire-Rescue Med. Las Vegas, NV.

Moeller, B. (2012). Financial Management. In Jennings, C. & Thiel, A. (Eds.), Managing Fire and Rescue Services. Washington, DC: International City County Management Association.

Moeller, B. (2011). Ten Things Your Boss is Talking About – And You Don't Know. Fire-Rescue International. Atlanta, GA

Moeller, B. (2011). Leading Agencies During Periods of Economic Decline. International Association of Chiefs of Police. Chicago, IL.

Moeller, B. & Nagaraj, R. (2011). Meaningful National Fire Service Data. Metropolitan Fire Chiefs Conference. Charlotte, NC.

Moeller, B. (2010). Lions, Tigers and Bears: Following the Political Yellow Brick Road. Fire-Rescue International – 2010. Chicago, IL.

Moeller, B. (2009). Managing the Manager: Getting What You Want By Giving the Manager What They Want. Fire-Rescue International – 2009. Dallas, TX.

Moeller, B.; Thompson, S.; and Dorsett, A. (2009). The Fire Chief's Role in Tough Times. Florida Fire Chiefs Annual Meeting and Development Conference. Fort Lauderdale, Florida.

Moeller, B. (2009). Issues in Emergency Services. Public Management, 91 (1) 12-15.

Moeller, B.; Dickerhoff, K.; Cohen A. and Cole, H. (2008). Vulnerable Population Registry in Broward County. 22nd Annual Governor's Hurricane Conference. Fort Lauderdale, Florida.

Moeller, B. (2008). National Incident Management System (NIMS): Keeping your disaster from becoming a disaster. In Pinkwoski, J. (Ed.), Handbook of Disaster Management. Boca Raton, Florida: Taylor & Francis.

Moeller, B. (2008). Lies, Damn Lies, and Statistics. Fire-Rescue International - 2008. Denver, Colorado.

Moeller, B. (2007). Keeping Your Disaster from Becoming a Disaster: Establishing and Maintaining Situational Awareness. Fire-Rescue International - 2007. Atlanta, Georgia.

Moeller, B. (2007). Are You Prepared for the Politics? Southeastern Association of Fire Chiefs 79th Annual Conference. Daytona Beach, Florida.

Moeller, B. (2007). Implementing Change While Avoiding the Chaos – Essential Ingredients of Leadership. Fire-Rescue Med - 2007. Las Vegas, Nevada.

Moeller, B. (2007). Answering Big Questions in the Fire Service. International Fire Service Journal of Leadership and Management, 1 (2), 11-16.

Moeller, B. and Mikel R. (2006). Strategies for Success: Getting Your Ideas on the Political Agenda. Fire-Rescue International - 2006. Dallas, Texas.

Moeller, B. (2006). Leaders Do Not Stand Still. On Scene. 20 (11), 6.

Moeller, B. (2006). Leading Change: The Process of Leadership. Florida Fire Service, 14 (3), 7.

Moeller, B. (2005). Apples to Apples. Fire Chief, 49 (8), 82 – 90.

Moeller, B. (2004). Strategies for Success: Managing the Chaos of Change. Fire-Rescue International - 2004. New Orleans, Louisiana.

Moeller, B. (2004). Obstacles to Measuring EMS Performance. EMS Management Journal, 1 (2), 8-15.

Moeller, B. (2002). Benchmark Challenge. Fire Chief, 46 (8), 88-90.

Moeller, B. (2002). Research in the Development of Deployment Standards: Why Can't We Answer 'Big Questions' in the Fire Service. IFE Fire Service Deployment Conference. Indianapolis, IN.

Moeller, B. (2001). Problems of Measuring Performance in the Fire Service: Do We Really Want to Improve or Simply Claim We Have? Deccan Conference. San Diego, CA.

Moeller, B. (1985). Medical Effects of Wearing Self-Contained Breathing Apparatus. Fire Engineering, 138 (10), 43-51.

PUBLIC & PROFESSIONAL SERVICE:

Chair, Patient Protection and Affordable Care Act Task Force of the International Association of Fire Chiefs (2013 – 2015)

Member, Editorial Board of FireRescue Magazine (2012-Present).

Member, ICMA Governmental Affairs & Policy Committee (2010-2012)

Member, FCCMA Disaster Preparedness Committee (2010-2012)

Member, Editorial Board of the International Fire Service Journal of Leadership and Management (2008 – Present).

Member, Board of Directors of the International Fire Service Research Center and Policy Institute (2007 – Present).

Member, University of Florida Advisory Board for Fire and Emergency Services Bachelor's Program (2008 – 2009).

Director at Large, EMS Section of the International Association of Fire Chiefs (2006 – 2008)

Member, National Centers Task Force of the International Association of Fire Chiefs (2006 – 2007)

Member, National Fire Protection Association Technical Committee on Incident Management Professional Qualifications (2006 – Present)

Member, Professional Development Committee of the International Association of Fire Chiefs (2002 – 2007)

Member, EMS Workforce Taskforce of the National Registry of Emergency Medical Technicians (2005 – 2006)

Editorial Board for Fundamentals of Fire Fighter Skills. Jones and Bartlett Publishers: Sudbury, MA. (2004).

President, Fire Chiefs Association of Broward County (2002 – 2004).

Member, National Fire Protection Association Subcommittee on Self-Contained Breathing Apparatus. Responsible for NFPA 1981. (1990-1992).

Member, Broward County Regional Emergency Medical Services Council, (1992- 1997)

PROFESSIONAL MEMBERSHIPS AND HONORS:

International City County Management Association
Florida City County Management Association
Meritorious Service Award – IAFC Emergency Medical Services Section
International Association of Chiefs of Police
International Association of Fire Chiefs
National Fire Protection Association
Metropolitan (Metro) Fire Chiefs
Florida Fire Chief's Association
American Society for Public Administration
Pi Alpha Alpha, National Honor Society for Public Affairs and Administration
Chief Fire Officer Designation – Commission on Fire Accreditation International (CFO)
Nationally Registered Emergency Medical Technician – Paramedic (NREMT-P)
Fellow - Institution of Fire Engineers (FIFireE)
Certified Public Pension Trustee – Florida Public Pension Trustees Association (CPPT)

DIANNE G. WRIGHT, MPA

SENIOR CONSULTANT — FITCH & ASSOCIATES, LLC

Unique Qualifications

Expertise performing financial and operational reviews for public safety organizations
30+ years executive and consulting experience with county and municipal agencies

Senior Consulting Experience

Financial reviews and service funding options development —

Emergency medical service providers including fire departments, city service providers, hospitals, for-profit and volunteer agencies, 1998 to Present.

Financial and operational pre-due diligence valuations —

Non-profit and for-profit ambulance services seeking purchase or sell, 1998 to Present.

Miami Urban Area Security Initiative (UASI) grant project management —

Overseeing project plans, jurisdictional budgets, procedures and administration tasks associated with the multi-year, multi-million-dollar project, 2003 to 2009.

Governor's Financial Crisis Oversight Board staff —

Overseeing City of Miami contracts and budget reviews, 1998 to 2003.

Incorporation and initial budget development —

Develop financial basis, first and second year budgets and service transition negotiations for the Town of Miami Lakes, Florida, 2000 to 2001.

Incorporation and initial budget development —

Develop financial basis, first and second year budgets and service transition negotiations for the Town of Cutler Bay, Florida, 2005.

Employment Positions – Miami-Dade County, FL

Assistant Director, Fire Rescue Department, 1987 to 1998.
Finance Division Chief, Public Works Department, 1984 to 1987.
Budget Analyst, Office of Management and Budget, 1979 to 1984.

Competencies

- Government Budget/Finance
- Project Management
- Technical Writing

Education

- M.P.A. Public Administration
- B.S. Environmental Technology
- B.S. Housing and Design

E-mail: dwright@fitchassoc.com June 2016

GANG WANG, Ph.D. gang.wanggang@gmail.com

17170 SW 49th PL, Miramar FL 33027 313-213-7658

SUMMARY

Studied more than sixty emergency services operations using data-driven techniques to determine the most efficient organizational structures to provide public safety services. Ability to effectively lead teams through complex issues and deliver results to meet project timeline. Excellent and experienced communicator in creating and delivering senior management presentations.

PROFESSIONAL EXPERIENCEF

Fitch & Associates, Senior Associate **2015 – Present**

Primarily responsible for collecting, processing and analyzing data, and writing and presenting findings internally and externally.

Center for Public Safety Management (CPSM), Senior Manager
International City/County Management Association (ICMA), *Senior Manager* **2008 – 2015**

Involved in all phases of projects including initial data collection, on-site interview, large-scale data processing, statistical analysis, creating data reports and final client presentation. Completed more than sixty public safety studies of fire and emergency medical services. The fire and EMS studies focus on analyzing fire department, emergency medical service (EMS) agency, and private ambulance service in terms of workload, deployment, and response time. The results are often used to make major budget decisions and operational process improvements. The studied cities and counties have covered the entire spectrum of size (from population of 10,000 to a million) and location (30 states). The studies face intense public scrutiny and discussion.

Ford Motor Company/Visteon Corporation, *Consultant* **2003 – 2008**

- *Behavior Decision Making and Insights:* Designed and deployed engineering decision making surveys, interviewed Chinese and American automotive engineers to understand the cross-cultural differences in risk preferences, risk perceptions and risk attitudes.
- *Manufacturing Process Improvements:* Assessed manufacturing complexity levels of four Visteon plants. Developed a quantitative system to recommend cost effective methods of handling manufacturing complexity.
- *Product Portfolio Selection:* Investigated U.S. regional differences in customers' vehicle color preferences and developed an optimization model to select the best production portfolio of exterior color mix for any car model.
- *Investment in Focused Factory:* Interviewed key stakeholders and identified cost centers and activities. Developed a simulation based system to estimate the investment cost and associated uncertainty.
- *Supply Chain Sourcing Optimization:* Analyzed hundreds of product and component specifications. Developed web based IT system to implement the product development process and a set covering optimization model to select the most cost effective sourcing portfolio to meet a variety of product requirements.

EDUCATION

Ph.D. (08/08): Industrial Engineering, Wayne State University, Detroit, Michigan
M.E. (08/03): Management Information System, Chongqing University, Chongqing, P.R. China
Dual B.S. (08/00): Management Science, Industrial Design, Chongqing University, P.R. China

PUBLICATIONS

- Wang, G., R. B. Chinnam, I. Dogan, Y. Jia, M. Houston and J. Ockers. 2014. "Focused factories: a Bayesian framework for estimating non-product related investment." *International Journal of Production Research* 53 (13).
- Wang, G., B. Nepal, L. Monplaisir and S. Ponsock. 2011. "Integrated Framework for Component Variety Management: A Case Study." *Integrated Journal of Services and Operations Management* 10 (1) 74-93.
- Chelst, K., G. Wang. 2006. "Good Management: The Missing XYZ Variables of OR Texts." *Perspectives in Operations Research: Papers in Honor of Saul Gass' 80th Birthday*, College Park, Maryland.
- Song, Y., F. Liu, G. Wang and J. Miao. 2004. "A Reference Model of Information Exchange in Networked Manufacturing." *China Mechanical Engineering* 15 (16) 1458-1461.
- Wang, G. and J. Deng. 2002. "Two layered production pattern and its application technologies for mass customization", *Proceedings of the Tenth CUSMA Conference on Manufacturing Automation*, Cheng Du, China,

Brian McGrath
1287 Third Street, RR3, St Catharines, Ontario, Canada L2R 6P9
brianmcg@cadnorth.com
http://www.cadnorth.com
(905) 646-5172

Summary of Qualifications:

- 20+ years Information Systems management and development in the public safety industry
- 15+ years Business and Systems Analysis in public safety software development
- Exceptional ability at requirements capture, analysis and documentation
- Fully conversant with all aspects of software product development and implementation life-cycle
- Experienced software developer of Public Safety Communications applications
- Excellent communications and interpersonal skills, comfortable at all organizational levels
- Solid base of operational experience in Public Safety Communications

Computer Skills:

- Visual Studio 2010, Visual Studio 2008, Visual Basic 6.0, SQL Server, ADO, RDO, CA-Clipper 5.x, C
- TriTech Software Systems RAPTOR Integration with VisiCAD/InformCAD Product Suite
- GIS Analysis, MS MapPoint integration, MapInfo, MapBasic, ESRI ArcEngine/NetEngine
- TCP/IP, Internet, Networking Administration
- Windows Server/Workstation Administration, Novell Netware
- MS Project, Visio, Word, Access, Excel, Outlook, PowerPoint

Professional Experience:

CAD North Inc. **Sept 2005 - Present**
Co-Founder/President
Providing business analysis, project management and software development services to the Public Safety industry

VB/SQL Systems Development
Develop and market an automatic intelligent E911 pre-alert system (HeadStart911) that integrates seamlessly with VisiCAD, advising the dispatcher of caller location and paging the closest available paramedic unit based on real-time analysis of unit availability and street-level routing calculations. Reduces internal call processing times and dramatically improves emergency response times.

Custom Software Design and Development
Develop custom CAD-integrated solutions based on analysis of client systems and operational needs. Conduct business analysis and functional requirements capture based on Public Safety industry best practices.

Geospatial Analysis and EMS System Design
Provide consulting services and analysis related to High Performance Emergency Medical Services. Develop System Status Plans based on geospatial and temporal analysis of emergency incident data.

Manager, CAD and EMS Infrastructure **June 2005 – June 2007**
Regional Municipality of Niagara
Manage day to day support and ongoing development, testing and implementation for the VisiCAD computer-aided dispatch system at Niagara Ambulance Communication Service. Supervise technical staff of contract programmer and data analyst. Develop new applications and interfaces to support the Communications operations.

Brimac Systems Inc. **1999 – June 2005**
Founder/President
Providing business analysis, project management and software development services to the Public Safety industry

VB/SQL Systems Development
Develop and market a Real-Time Adaptive Training Simulator that interfaces with the VisiCAD Command dispatch system to provide an adaptive and compellingly realistic training environment for initial, recurrent and disaster simulation dispatch training. Simulator integrates with VisiCAD, creating incidents and generating AVL updated vehicle locations based on routing calculations, calculates vehicle status changes and generates audio radio messages based on user-defined scripts and scenarios.

Client: Ontario Ministry of Health
Project Lead – VisiCAD Implementation **2004 – June 2005**
Determine, implement and test optimum VisiCAD configuration for Niagara Ambulance Communication Service. Implementation includes ProQA integration, AVL, mobile data and status reporting, Paging, FirstWatch, Bradshaw MARVLIS Suite. Develop and execute acceptance test plans. Develop and maintain project plan and related project documentation.

Client: University of Toronto, Mechanical and Industrial Engineering
VB/SQL Systems Developer **2002 – 2003**
Develop a custom real-time and historic fleet performance display system integrated with the TriTech VisiCAD Computer Aided Dispatching System. Displays most recent incident performance by priority, monitors performance of ongoing responses, current and historic fleet utilization statistics.

Client: TriTech Software Systems,
Business Analyst **1999 – 2004**
Work closely with TriTech's Police, Fire and EMS clients and Project Managers to define and implement software and interface configurations that meet the Client's expectations of the VisiCAD mission critical resource deployment system capabilities. Determine and document client-specific product enhancement and interface requirements.

- Communicate effectively with all levels of the Client, Prime Contractor and Subcontractors to clearly define and document functional requirements, use cases and test cases.
- Analyze Client's operational model and information requirements and determine optimum system configuration.
- Travel extensively to facilitate on-site requirements capture workshops with domain experts and perform system analysis
- Develop complete functional and technical requirements including User Interface prototypes, use cases, test cases, domain and data models, interfaces to other Vendor systems such as mobile data, radio, automatic vehicle locating (AVL), E911, criminal justice records check, records management systems, automated paging, CAD-to-CAD
- Develop and execute Acceptance Test Plans based on documented business and functional requirements.

Toronto Ambulance Service **1981 – 1999**
Manager, Communications Systems **1995 – 1999**
Lead a team of eight programmers, network administrators and system support specialists as they manage the Computer Aided Dispatch System and Business Information Networks.
Full responsibility for:

- Determining business and system IT requirements for all levels of the department
- Developing functional specifications for new systems and system modifications
- Setting system development priorities and timetables
- Identifying and managing resource needs and critical path issues
- Coordinating with Training and Operations to ensure systems and enhancements are brought online smoothly and on schedule
- Reviewing implementations with client users to determine subsequent refinements
- Administrative and Mission-Critical CAD network administration and security.

Highlights:

- Developed Functional Specification Documents and Request for Proposal document for replacement Computer Aided Dispatch (CAD) system for Toronto Ambulance
- Evaluated bids for replacement CAD system and advised Senior Staff during the selection of preferred vendor
- Reviewed and approved Interface Functional Specification Documents relating to Automatic Vehicle Locating, Paging, E911/ANI/ALI, Hospital Emergency Room Status, Vehicle Status Messaging and the Radio/Telephone System
- Project Manager for the implementation of TriTech Software Systems CAD replacement for Toronto Ambulance Service
- Developed and integrated an AVL Display system with the existing CAD System. Displayed Incident and Unit locations in real time.

Coordinator, Information Applications Group **1990 – 1995**

With a staff of three, developed network access to real-time analysis of CAD information and summary databases.

- Conduct statistical analysis of system performance based on data from CAD system
- Develop real time statistical and decision support applications
- Develop functional specifications for CAD system enhancements
- Project management related to Communications Centre

Highlights:

- Developed a Gateway Server application to mirror CAD active incidents on the administration network to support programs that provided detailed real-time information and analysis without impacting the production CAD system.
- Designed and implemented a real-time Quality Assurance Paging system using mirrored CAD data to provide reporting on operational performance exceptions and monitoring of response time and System Status Plan compliance.
- Designed/developed real-time System Status Plan display system for in-house CAD.
- Planned/managed relocation of the 800+ calls/day Communications Centre to new facilities

Communications Supervisor, Quality Assurance **1985 – 1990**

Monitored operational performance of Dispatchers and operational dispatch processes.

- Review Operational Performance and develop proposals for modifications to procedures to ensure that performance results kept pace with performance goals.
- Develop the functional specifications for CAD system enhancements. Ensure that the CAD software project team clearly understands operational requirements. Oversee the testing and release of new versions of CAD software.

Senior Dispatcher, CAD Training **1984 – 1985**

- Trained dispatchers in the operation of the Computer Aided Dispatch system
- Assisted in the development and presentation of CAD related training material
- Provided technical and operational support for CAD system after go-live

Dispatcher **1981 – 1984**

- Received E911 requests for Ambulance Service from the public in both Emergency and Non-emergency situations
- Triaged emergency calls based on Medical Priority
- Assign and track ambulance resources to emergency and non-emergency incidents
- Managed Fleet deployment to ensure rapid response to all incidents and requests for service

References:

Available upon request

Proposal

to

Conduct an Operational Consulting & Departmental Structure Review

for the

City of Sheboygan
spirit on the lake.

City of Sheboygan, WI

Submitted by

McGrath
CONSULTING GROUP, INC.

November 2016

November 1, 2016

Mr. Bernard R. Rammer, Purchasing Agent
City of Sheboygan
828 Center Avenue, Suite 295
Sheboygan, WI 53081

Dear Mr. Rammer,

McGrath Consulting Group, Inc. is pleased to submit a proposal to conduct an operational review and departmental structure study. We are confident we can develop and provide a quality report that addresses the current and future fire/EMS needs for the City of Sheboygan. This proposal outlines the project plan, methodology, the consulting team that would be assigned to this project, and other information.

McGrath Consulting Group, Inc. utilizes consultants who are highly skilled individuals with both educational credentials and work experiences in the areas outlined in this proposal. Our consultants have an extensive understanding of the fire and EMS service and utilize proven study methodologies. The culmination is a comprehensive operational and department structure review and final report that addresses current and future opportunities while ensuring the provision of fire/EMS services in the most cost-effective and efficient manner.

Our consulting team focuses on identifying areas of service excellence and providing opportunities to implement change that will result in improved services while ensuring cost-effective service delivery of those services.

Our firm will partner with our subsidiary company McGrath Human Resources Group to address opportunities/issues related to Human Resource matters. Dr. Victoria McGrath brings her expertise in dealing with the human element of the project. Most organizational assessments result in proposed changes to address new opportunities. Change can be difficult and aligning the needs of those that govern with those that provide the service is essential. Change involves people and her 25 years of experience with employees is a valuable asset to our team.

Our project manager will communicate regularly with your designated individual to ensure a timely response to issues, questions, or requests you might have; as well as meetings during site visits. Our project team will remain intact during the duration of this project.

We understand the importance of this project and look forward to the opportunity of working with leadership officials, fire department, and other identified stakeholders. We have conducted a number of fire and/or EMS assessments including development of master plans and reports that address department operational and structure reviews throughout many states and are eager to learn about the opportunities for the City of Sheboygan.

Sincerely,

Tim McGrath, Ph.D.

Dr. Tim McGrath
CEO

Table of Contents

Firm Background

McGrath Consulting Group, Inc. was founded in May of 2000 with a mission to assist municipal agencies that wish to provide cost-effective, high quality services in public safety.

Address: McGrath Consulting Group, Inc.
P.O. Box 190
Wonder Lake, IL 60097

Office: Wonder Lake, IL

Contact: Phone: (815) 728-9111
Fax: (815) 331-0215
Cell: (815) 307-2780
Web: www.mcgrathconsulting.com
Email: tim@mcgrathconsulting.com

Federal Tax I.D. #: 01-0774070

CEO: McGrath Consulting Group, Inc. - Dr. Tim McGrath
CEO: McGrath Human Resources Group – Dr. Victoria McGrath

Firm Identification & Qualifications

McGrath Consulting Group, Inc. specializes in public sector consulting predominately in the fields of fire, EMS, police, and human resource management. The principals of the company have over 50 years of public sector experience. McGrath Consulting employs approximately twenty four staff members (principals, consultants, and clerical) who may be used on any study depending on the area of expertise required.

McGrath Consulting Group, Inc. has conducted a number of fire department assessments and development of master plans addressing effectiveness, leadership, governance, station location, staffing methodologies, resource deployment, personnel management, and a department's operations in providing quality services within its fiscal capabilities. Our firm prides itself on its innovative recommendations that maximize service in the most cost-effective manner. We address current and future issues regarding service delivery, cost, adequate staffing levels, opportunities to improve services, resource needs, facility needs, exploration of partnerships, and

alignment of the department's operations with the mission, vision, and fiscal ability of those who govern.

Understanding of the Project

The City of Sheboygan is seeking an independent emergency services consultant to conduct an operational consulting and departmental structure review. The services shall result in a professional assessment and study addressing the current level of fire, emergency medical services, and prevention services being provided to the community. The consultants shall conduct a complete assessment and study of the current fire/EMS services including operations and administration of the Fire Department. The review will include the review of operational functions, develop recommendations of core functions, and an analysis of the current structure of the Fire Department. The final study report will provide options for various fire/EMS service levels with recommendations that are relevant to best practices, benchmarks and accepted standards for Fire and EMS services. The project is expected to identify areas of excellence and opportunities for improvement in the current delivery system and assess resources used to meet the demand and the performance of services to the community. The project will evaluate all aspects of service delivery including emergency medical services and prevention activities.

The final master plan will provide recommendations for a future organizational model for the delivery of fire/emergency medical services and prevention activities. The master plan recommendations will include various service delivery options, resources required, cost benefit analysis and potential partnerships for service delivery. The master plan will include an implementation schedule for the recommended service delivery improvement options.

Stakeholder Input

The consultants will strive to obtain input and gather information by conducting interviews with both key external and internal stakeholders. The interviews will be utilized as one method of gathering information from all stakeholders regarding their satisfaction with the current level of fire and EMS services being provided as well as to determine their expectations for future expectations related to the delivery of fire and EMS services.

The consultant project team will interview key stakeholders that may be associated with the outcome of the project and at a minimum will interview appropriate community officials, fire Department officials and other stakeholders identified by the project team as necessary. The purpose of the interviews shall be to obtain from the various stakeholders their perspective of operational, economic, and other policy issues facing the City of Sheboygan.

The purpose of the meetings shall be to evaluate expectations towards potential future fire/EMS service system changes. The discussion will focus on perception of the current level of emergency services, desired level of services, support for the adoption of a fire/EMS services master plan and for general input into the project outcomes.

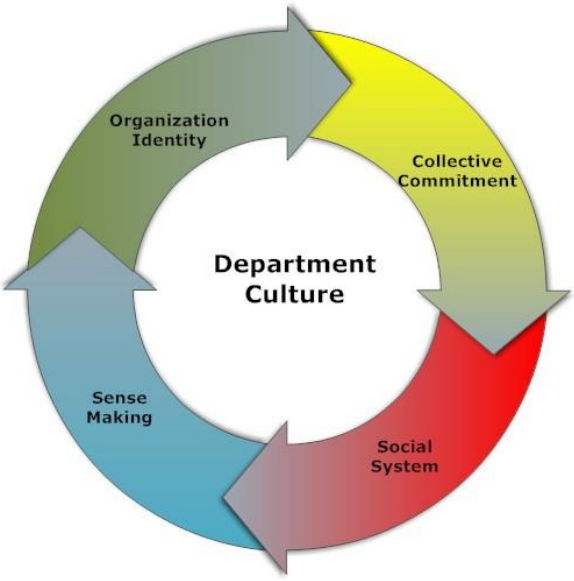
Stakeholder input is critical to the project's success; therefore, considerable amount of time will be dedicated to this endeavor. These meetings and interviews will provide the consulting team the ability to identify the culture of the organization, opportunities to improve existing services, identify service delivery options; and explore opportunities for more cost-effective service delivery.

Unique Approach

Our firm does not utilize a cut-and-paste approach to our clients; rather, we take the time needed to learn the culture of the municipality as well as the service providers. Learning the culture of the services providers sounds nice, but what does it mean and why does it make a difference in the outcome of a study?

Basically, organizational culture is the personality of the organization comprised of the assumptions, values, norms, and tangible signs (artifacts) of organization members and their behaviors. Each department has its own culture, most often both an espoused culture and an enacted culture; which might or might not align with the perceived culture of those who govern and its administration.

Our firm believes that understanding the culture is essential to identifying opportunities for change. We seek to understand the culture by viewing it at different levels:



Source: Svinicki, J. *Wisconsin State Fire Chiefs' Association; Winter 2013. Vol 7, No.4 (P.7)*

Organization Identity – *organizations have an inherent identity which is reinforced Observations of this identity is not always a clear indicator of the culture of the organization; however, by taking the time to listen to the internal stakeholder we can learn the culture of the organization.*

Collective Commitment *– shared perspectives. What are the underlying rules or norms that guide the organization's members? Thus, we take the time to understand how the organization approaches problems and opportunities.*

Social System – *the organization develops a synergy representing the patterned series of interrelationships existing between individuals, groups, and institutions and forming a coherent whole.*

Sense Making *– does the espoused culture align with the enacted culture? We gain an understanding of the stakeholder reality of "this is how we do it here". We determine how strong these assumptions are held by the organization in order to identify the most prudent and successful way to introduce change.*

Thus, our unique approach is to ensure an in-depth understanding the department's culture; thereby, utilizing this information to recommend traditional and innovative approaches in providing cost-effective, efficient services.

Scope of Work

The study will address the following topics, which are described below. Each objective has considerable depth and this outline is intended to illustrate the scope of work – not the breadth of the topic.

Phase I:

Objective - Development of Project Work Plan

- Develop a project work plan based on the scope of work
- Conduct an initial meeting with the City of Sheboygan project team
- Gain an understanding of the organization's background, goals and expectations for the project
- Establish working relationships, make logistical arrangements, determine communication process and finalize contract arrangements
- Identify work plan specifics
    - Primary tasks to be performed
    - Person(s) responsible for each task
    - Time table for each task to be complete
    - Method of evaluating results
    - Resources to be utilized
    - Possible obstacles or problem areas associated with the accomplishment of each task

Objective - Review of Background Information and Data

- Review and analyze pertinent information, data, maps and previous studies
- Assess and evaluate the information provided to the Consultant by the City of Sheboygan Fire Department
- Utilize the appropriate information, data, maps and other information in the development of the Fire/EMS Services master plan

Objective - Fire Station Distribution and Concentration

- Evaluate the current station locations and distribution – utilizing GIS mapping

- Evaluate the current facilities and limitations – both support and emergency appropriateness
- Illustrate travel time/distance utilizing GIS mapping from the current stations
- Identify any gaps in station response coverage
- Determine if the existing fire stations are located in the most advantageous location
- Assess compliance of existing facilities to industry safety standards (i.e. ADA)
- Identify future facility needs (including additional, reduction, or relocation of station(s)
- Analyze the potential for consolidation of the fire stations based on concentration, distribution, reliability and cost benefit
- Review compliance of existing facilities for code compliance and industry safety standards
- Evaluate current station facilities for safety, efficiency and environmental issues
- Determine future viability of current fire stations and identify future facility needs based on response times, historical call volume and future development
- Evaluate staffing patterns of each station and compare to national standards

Objective - Analysis of Current Department Response Areas

Determine trends using data collection for the last three years to determine trends in:

- Emergency responses
    - Fire
    - EMS/Rescue
- Analyze current emergency operations:
    - Types of emergency incidents
    - Response times
    - Time of emergency alarms
    - Day of the week of emergency
    - Calls by month
    - Simultaneous call data
    - Location of responses
- Illustrate travel time/distance utilizing GIS mapping from the current stations
- Identify any gaps, redundancies or overlaps in station response coverage
- Using historical data conduct an analysis of response times for each station and compare to national standards such as the NFPA
- Review current deployment strategy and identify any gaps
- Review alternative station re-location opportunities
- Analyze current workload of individual companies
- Evaluate emergency medical services delivery and support functions
- Assess current mutual aid and automatic response agreement(s) with surrounding jurisdictions

Objective - Analysis of Historical Incidents

- Analyze three years of the quantity, distribution and location of incidents for each station by type and severity
- Identify outlying factors that may contribute to the changes in response time including staffing changes, weather, equipment issues, etc.
- Identify and investigate any anomalies in response data in further detail as necessary

Objective - Apparatus/Equipment

- Assess and evaluate the current condition and limitations of apparatus/equipment
- Assessment of types of apparatus, age, and appropriateness for the Department
- Evaluation of the apparatus replacement plan – if needed develop a replacement plan
- Identification of the Department 's current and future vehicle/apparatus and equipment needs; including reduction of apparatus/equipment if warranted
- Assess the distribution and deployment of apparatus
- Evaluate and assess the Department 's current maintenance operations in terms of costs effectiveness and compliance with regulations
- Evaluate the current support equipment necessary to meet current department needs

Objective - Recommendations for Strategy

- Develop recommendations for resource deployment that will improve the Department 's level of service and system efficiency
- Develop recommendations will include but not limited to the following:
    - Develop optimal number of fire stations and their physical locations
    - Any relocations of existing facilities
    - General locations of existing and future necessary fire stations
    - Selection and deployment of apparatus by number, configuration and location
    - Identify optimal staffing levels and geographical location
    - Identify and future administrative and support personnel
    - Identify recommendations to maximize department efficiency and effectiveness
    - Identify recommendations for the elimination of any duplication

Objective - Draft Review Report

- Develop draft report and produce a PDF document for review by the City of Sheboygan representatives, who will provide feedback
- The report will include:
    - Detailed narrative analysis of each report component structured in easy-to-read sections and accompanied by explanatory support to encourage understanding by both staff and civilian readers
    - Clearly designated recommendations highlighted by easy reference and cataloged as necessary in a report appendix
    - Supportive charts, graphs and diagrams where appropriate
    - Supportive maps, utilizing GIS analysis as necessary

Objective - Final Operational and Departmental Structure Review Report

- Revise draft report as necessary and prove a PDF disk copy of the final versions of the report. Conduct a formal presentation for elected officials, staff and/or general public as necessary
- Assure that the formal presentation includes the following
    - Summary of the nature of the report, the methods of analysis, the primary findings and critical recommendations
    - Supportive audio-visual presentation
    - A review and explanation of primary supportive charts, graphs, diagrams and maps
    - Provide an opportunity for questions and answers
    - Provide all materials, files, graphics and written material to the City of Sheboygan at the conclusion of the presentation

Phase II

Scope of Work

The study will address the following topics, which are described below. Each objective has considerable depth and this outline is intended to illustrate the scope of work – not the breadth of the topic.

Objective - Financial Analysis of Ambulance Service

- Analyze the Fire Department's current fiscal condition including the ambulance service
- Evaluate the operational and capital budget costs for the ambulance service
- Identify and evaluate all direct and indirect costs for the ambulance service
- Review funding, fees, taxation and other financial resources
- Review current capital assets and analyze future needs based on existing conditions
- Review historical data (3-years) of the ambulance service revenue and expenses including profit, loss and bad debt
- Analyze current ambulance service billing system for cost benefit
- Analyze the ambulance service 's fiscal efficiency
- Analyze fees and/or rates associated with the ambulance service
- Conduct comparison of ambulance services fees/rates with other fire based ems services

Objective - Analysis of Training

- Evaluate fire and EMS training records for the past three years
- Assess the training program and professional development opportunities
    - Facilities and Resources
    - Programs/Curriculums
    - Schedules
    - Records
- Assess training and certifications for current personnel and compare to community needs as well as State and National requirements
- Evaluate the training program administration and outcomes
- Evaluate the Department Firefighter Safety Program and develop recommendations as determined
- Assess current training level and compare to NFPA guidelines, state and federal requirements
- Identify any need for additional training and certification requirements

Objective - Organizational Analysis

- Review and evaluate administration and support staffing levels and effectiveness
- Review and evaluate operational staffing levels of department personnel
- Evaluate the appropriateness of staffing methods, numbers, and effectiveness of personnel
    - Front Line Command Staff and Upper Management
    - Administrative and support staff
    - Firefighter staff including shift and fire company levels
    - Emergency medical technician and paramedic staff
    - Fire Prevention staff
- Review staff scheduling methodology for Battalion Chiefs
- Identify and evaluate union concerns
- Assess staffing deployment in station and on apparatus including distribution, concentration and performance for incidents
- Review the changes to the front-line command staff over the past several years and assess if the changes were effective
- Evaluate the effectiveness of the first response assignment
- Evaluate the responsibilities and activity levels of personnel
- Assess span of control of officers
- Evaluate Department staffing levels compared to national standards on a per capita, square mile and land use basis
- Determine adequate staffing and performance standards in response to future workload that includes both emergency response and community needs
- Conduct interviews with staff to gain feedback with the level of satisfaction with the organization

Objective – Recommendations for Fiscal Costs Controls

- Identify future fiscal forecast and associated challenges
- Identify potential savings and costs both short and long term
- Review and Assess current user fees
- Review and Assess current rates for charges such as false alarms, inspection fees, permit fees, etc.
- Identify future funding options for fire and EMS
- Identify cost recovery programs/options
- Review and assess the use of highly trained command staff for day to day operations
- Identify possible other City Staff to coordinate current responsibilities of command staff such as building repairs, maintenance and improvements, purchasing

Objective - Opportunities for Funding or Revenue

- Identify grant funding opportunities
- Identify potential for additional user fees or adjustment of current fees
- Conduct a comparison of current ambulance fees with other similar EMS services
- Conduct an analysis of ambulance revenues, bad debt and develop recommendations on how to improve the write-off ratios of bad debt

Objective – Potential Partnerships and/or Collaboration

- Develop recommendations for improving system delivery and efficiency prior to long-term strategies being implemented in areas such as the following:
    - Department's management and organization
    - Staffing and personnel deployment
    - Service delivery methods
    - Training programs
    - Prevention programs
    - Enhanced cooperative service agreements with other communities or agencies
    - System funding and cost recovery
    - Other areas as determined to be appropriate and necessary

Objective - Draft Review Report

- Develop draft report and produce a PDF document for review by the City of Sheboygan representatives, who will provide feedback
- The report will include:
    - Detailed narrative analysis of each report component structured in easy-to-read sections and accompanied by explanatory support to encourage understanding by both staff and civilian readers
    - Clearly designated recommendations highlighted by easy reference and cataloged as necessary in a report appendix
    - Supportive charts, graphs and diagrams where appropriate

Objective - Final Operational and Departmental Structure Review Report

- Revise draft report as necessary and prove a PDF disk copy of the final versions of the report. Conduct a formal presentation for elected officials, staff and/or general public as necessary
- Assure that the formal presentation includes the following

- Summary of the nature of the report, the methods of analysis, the primary findings and critical recommendations
- Supportive audio-visual presentation
- A review and explanation of primary supportive charts, graphs, diagrams and maps
- Provide an opportunity for questions and answers
- Provide all materials, files, graphics and written material to the City of Sheboygan at the conclusion of the presentation

Project Consulting Team

McGrath Consulting Group, Inc. employs approximately twenty-seven staff members (principals, consultants, and clerical). The following consultants will be assigned throughout the duration of this project.

Dr. Tim McGrath – Project Manager

As CEO of McGrath Consulting Group, Inc. Dr. Tim McGrath is the visionary of the organization. His 33years of experience in Fire and EMS as well as his ability to develop innovative solutions makes McGrath Consulting different than other firms. Dr. McGrath started his career as a volunteer firefighter, and went through the transition of an informal group of civic minded individuals to an integral department within the Village of Gurnee, IL. During his tenure with Gurnee, the Village rapidly grew from a small bedroom community to one that hosts a Six Flag Great America, and at the time, the world's largest shopping center – 2.2 million square feet under one roof. Dr. McGrath was in administrative positions during both of the ventures, so he understands the opportunities and challenges growth brings to the fire service.

Dr. McGrath was part of the first paramedic pilot program in the State of Illinois. Through his leadership, he brought in the first non-education based paramedic training program in the City of Brookfield fire department. Thus, the City of Brookfield Fire Department became a profit center training all paramedic personnel for Waukesha County, WI.

Dr. McGrath's passion is in consolidation of services. This can entail a wide range of relationships from simply sharing resources to full consolidation and integration of services.

Thus, conducting an analysis of each department, Dr. McGrath is able to identify the areas for greater cooperative efforts that continue to provide quality services in a cost-efficient manner.

Through his experience and innovative mind set, Dr. McGrath is able to identify and address key issues – current and future. It is through this combination of education and work experience, as well as working with over 170 organizations in 21 states, he brings a vast amount of first-hand knowledge to the assessment of emergency services.

Education Background

Walden University
- Doctorate – Administrative Management
- Dissertation: Attitudes on Consolidation in the Fire Service

Webster University
- Master of Arts – Public Administration & Management

University of Wisconsin – Stout
- Bachelor of Science – Industrial Education

College of Lake County
- Associate Degree – Fire Science Technology

Chief Paul Guilbert, Jr. – Lead Consultant Fire/EMS

Chief Guilbert has been with the McGrath Consulting Group since 2003 serving in a variety of capacities. He has made significant contributions to our public safety studies. During his career 41 years in the fire/EMS service, Chief Guilbert has worked in a variety of positions: firefighter, firefighter/ EMT, firefighter/paramedic, training officer, fire inspector, fire prevention and code enforcement director; as well as a number of officer level positions. The first half of his professional career was with a volunteer and advancing within a career department to the position of Deputy Chief. During the second half of Chief Guilbert's career, he served as the Chief of a Wisconsin Fire & Rescue Department that experienced explosive area growth. His leadership and administrative skills successfully oversaw an organization of 45 personnel (19 career/ 25 paid-on-call) $3.2 million unionized department.

Chief Guilbert continues to have a passion for instructing firefighters and emergency medical personnel having served as the Chief Instructor for the Connecticut State Fire School. He

continued his instructional endeavors having served as an adjunct faculty member at a Technical College in Fire Protection Technician program.

Amongst his accomplishments has been the ability to develop staffing and resource deployment models resulting in a well-managed, highly productive, and cost efficient fire/EMS department. He has proposed staffing models, which combined and maximize various staffing methodologies including volunteer, paid-on-call, paid-on-premise, career, and contractual members.

While Chief he was able to procure Federal and State grants to address the growing service demands resulting in rapid community growth in residential, commercial, and industrial – ranking as the fifth largest manufacturing municipality (based on property values) in the State of Wisconsin.

He has attended courses at the National Fire Academy and has earned nationally accredited certifications in both fire and EMS. He is a member of the Wisconsin Society of Fire Service Instructors, MABAS-Wisconsin, the Wisconsin State Fire Chiefs Association and the International Association of Fire Chiefs. Has served on the legislative committee of Wisconsin Mutual Aid Box Alarm System (MABAS) and has been instrumental in enhancing the relationship and cooperative efforts between Illinois and Wisconsin MABAS.

Education Background
National Fire Academy
Southern Illinois University
Completed core studies in Fire Science Management
Milwaukee Area Technical College
Associates in Applied Science Degree – Fire Technology

Chief Tim Kluck – Fire/EMS Consultant

Chief Kluck began his career as a volunteer firefighter; while acquiring his associate degree he was hired as a career firefighter/EMT with the City of Marshfield, WI. He was promoted to the position of Deputy Fire Chief. Chief Kluck accepted the Fire Chief position for the City of Antigo Fire Department in Antigo, WI, where he remained until accepting the position of Fire

Chief with the Village of Plover, WI, where he remained until his retirement completing 35 years in the fire/emergency medical services.

Chief Kluck was an adjunct instructor for the State of Wisconsin Technical College System; concurrently, he was a member of the Wisconsin State Fire Chiefs Association, Board of Directors for six years. Chief Kluck was the Wisconsin Representative to the International Fire Chiefs Association of Fire Chiefs, Great Lakes Division, Board of Directors for six years.

Chief Kluck was past member of the North Central Fire Chiefs Association, Langlade County Fire Chiefs Association and Portage County Fire Chiefs Association. In addition, Chief Kluck served as a member of the Portage County Emergency Medical Oversight Board providing expertise and oversight to the county owned and operated EMS program.

Chief Kluck has been responsible for the development and implementation of a department consolidation, several multi-department automatic-aid agreements, and a joint aerial ladder apparatus purchase between two communities. Chief Kluck developed the Metro Fire District automatic-aid agreement, which currently includes the City of Stevens Point Fire Department, Village of Plover Fire Department and Town of Hull Fire Department. Chief Kluck also served as the Emergency Management Director for the Village of Plover responsible for developing emergency planning, preparedness and response initiatives.

Education Background
National Fire Academy Graduate
Executive Fire Officer (EFO)
Fox Valley Technical College
Associate Degree – Fire Science

Larry Pieniazek – Fire/EMS Consultant – Data, Facilities

Battalion Chief Pieniazek has been with McGrath Consulting Group almost since its inception. He has been a critical component to all of our studies, specializing in the development and analyzing of data; station and apparatus evaluation, and assessment of the department's training program. Battalion Chief Pieniazek has spent over 33 years in the fire service starting as a paid-

on-call firefighter and working up the ranks to a career Battalion Chief. Thus, Battalion Chief Pieniazek brings the perspective of a volunteer/combination department as well as a career, unionized department.

Battalion Chief Pieniazek specialized in fire prevention, instructing and ensuring compliance with inspections, pre-plans and all associated records; and was instrumental in achieving an ISO review and ISO class 2 rating, as well as preparing for accreditation through the International Fire Chief Certification Program. Thus, he brings a unique perspective in understanding all of the fundamentals of sound policies, procedures, and best practices.

Battalion Chief Pieniazek was actively involved in the training division for 30 years being the training coordinator for six years. This included training with career, paid-on-call, and combination departments. He was responsible to ensure appropriate training to auto aid departments. Battalion Chief Pieniazek has been the coordinator of EMS disaster drills; coordinator of interdepartmental training at O'Hare International Airport regarding fuselage spill firefighting and passenger rescue.

He was also a team of three, which oversaw maintenance of apparatus and equipment in the department; ISO preparation consultant; and coordinator of a multi-departmental high-rise firefighting scenario. He is also an active member of the Illinois Firefighters Association and the Metropolitan Fire Chiefs Association of Illinois.

Education Background

National Louis University
Masters of Business Administration
Southern Illinois University
Bachelor of Fire Science
College of DuPage
Associate in Applied Science

Dr. Victoria McGrath – Human Resources Consultant

Dr. Victoria McGrath has an extensive background in the field of human resources, predominately in the public sector; but also has a number of years in the private sector having worked in health care, banking, and education. In 2012, due to the ability to serve organizations in human resources beyond public safety, McGrath Human Resources Group was formed and Dr. McGrath serves as CEO of this subsidiary organization of McGrath Consulting Group, Inc. She brings over 29 years of experience in all phases of human resources.

Her professional experience includes the City of Brookfield, WI, which had in excess of 500 employees, including 5 labor unions; the Elmbrook School District, WI – the 2nd largest school district in Wisconsin, also with 5 labor unions; and Citicorp Banks. Thus, she has dealt with labor/employee relations; policy, procedure and labor compliance; benefits and compensation; recruitment and staff development.

As a labor negotiator, Dr. McGrath has represented management while utilizing a consensus style bargaining for a variety of public sector unions. During contract negotiations with the Fire Union, the entire contract was re-written in order to accommodate the first paramedic training center located outside an educational institution.

Through her education and experience in both working and consulting in human resources, she has developed an extensive background in analysis and development of compensation systems, overtime analysis and FLSA compliance, labor contract analysis, and development of integrated human resource systems – recruitment, compensation, policies & procedures, and performance management. In addition to the evaluation of all aspects of a department/organization's personnel systems, she has also worked with department supervisory personnel to ensure efficiency in job responsibilities either within a single department, or across departments within an organization. When called upon, she has then integrated these recommended position changes within the organization's compensation system.

In addition to her role as CEO of McGrath Human Resources Group, Dr. McGrath is an adjunct professor at Northwestern University teaching in the Masters of Public Policy. A member of the

Society for Human Resource Management, Wisconsin City/County Management Association, International Public Management Association for Human Resources; and World at Work.

Education Background

University of Wisconsin – Milwaukee
Ph.D. Administrative Leadership
Dissertation: The Learning Organization: Lessons and implications for municipal government
Cardinal Stritch College
Masters of Management
University of Wisconsin – Milwaukee
Bachelor of Science – Industrial Relations/ Finance
Federal Labor Relations Administration – Labor/Management Relations Training

Mr. Robert Harrison – Fiscal Analysis/Administration

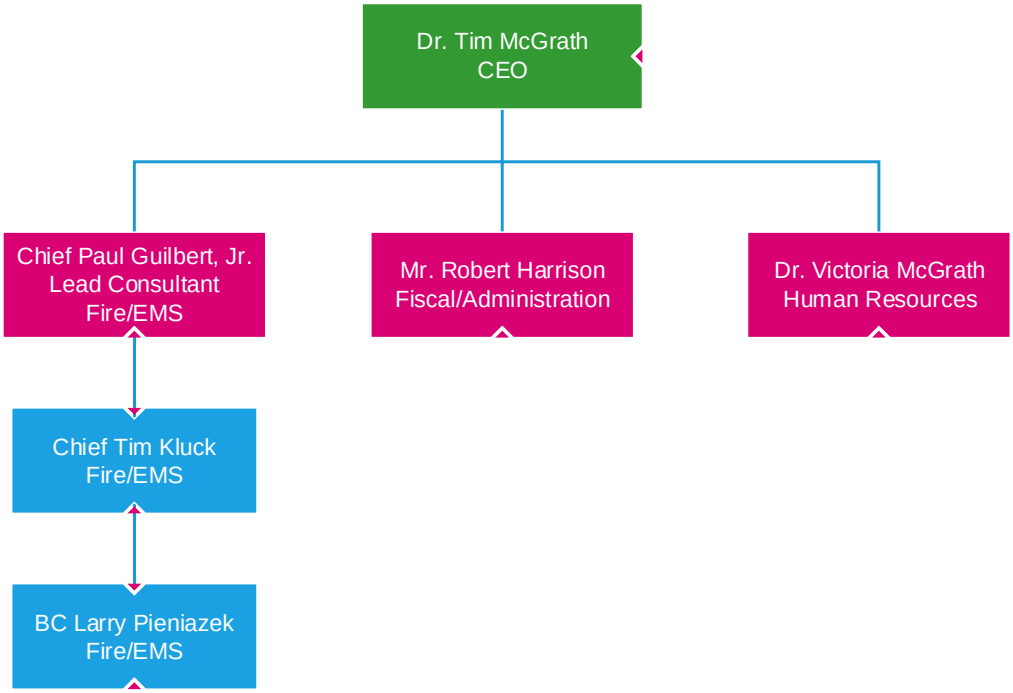
Mr. Harrison is a consultant with McGrath Consulting Group who brings an Administrator/Fiscal perspective to our studies. Mr. Harrison has over 19 years of experience in municipal management. Mr. Harrison is currently the City Administrator of Issaquah, WA which is a full service City that has grown from 4,000 population 15 years ago to 31,500 today. He served as City Manager of Wyoming, Ohio for 12 years, which is a full service residential suburban city on the border of Cincinnati, Ohio. In addition, he has served in City management positions with the City of Mosinee, WI. and City of Wauwatosa, WI.

Through introduction of the Balanced Score Card evaluation, Mr. Harrison has effectively developed strategic plans that have resulted in economic growth to the community, as well as accountability within the organization. He has received GFOA awards as well as the State Auditors Award for excellence in financial reporting. He has implemented a successful LEAN initiative in the City of Issaquah directed at improving service and reducing costs.

Education Background

University of Wisconsin-Milwaukee
Master of Arts – Public Administration
Marquette University
Bachelors of Arts

Consultation Team Organization Chart



References

Sun Prairie Fire Department, WI
Contact: Chief Christopher Garrison – Fire Chief – (608) 837-5066 x1 email: cgarrison@cityofsunprairie.com or Mr. Aaron Oppenheimer – City Administrator (608) 825-1193 – email: aoppenheimer@cityofsunprairie.com
Projects: Comprehensive audit/master plan of the fire department and executive search for Fire Chief position.

City of O'Fallon, IL
Contact: Ms. Pamala Funk – Assistant City Administrator – (618) 624-4500 email: pfunk@ofallon.org or Fire Chief Brent Saunders – (618) 622-1461 email: bsaunders@ofallon.org
Projects: (multiple projects) Comprehensive fire department audit and master plan. Fire station location master plan.

Cloquet Area Fire District, MN
Contact: Kevin Schroeder, Fire Chief, CFO, 218-499-4274, kschroeder@cloquetafd.com.
Project: Comprehensive Fire Department Master Plan, emphasis placed on facilities, resource deployment, staffing, and training.

City of Yukon, OK
Contact: Mr. James Crosby – City Manager – (405) 350-3939 email: jcrosby@cityofyukonok.gov.
Project: Multiple projects including an extensive assessment of the Yukon Fire Department and future service delivery options.

List of Wisconsin Clients

WI	**City of Sun Prairie**	Fire & EMS Funding Formula
WI	**Village of Theresa**	Compensation and Benefit Study
WI	**Winnebago County**	Compensation Study
WI	**Barron County**	Performance Management Evaluation and Training
WI	**Portage County**	Compensation Study
WI	**Eau Claire County**	Development of Job Descriptions
WI	**St. Croix County**	Development of Job Descriptions/Executive Search HR Director
WI	**Sun Prairie VFD Company, Inc.**	Executive Search - Fire Chief
WI	**St. Croix County**	Compensation Study
WI	**Oregon-Area Fire/EMS District**	Executive Search - Fire Chief
WI	**County of Eau Claire**	Compensation and Benefit Study
WI	**City of New Berlin**	Position Classification Study
WI	**City of Eau Claire**	Compensation Study
WI	**Stone Bank Fire Department**	FLSA Personal Assessment
WI	**Franklin School District**	School Secretary and Guidance Study
WI	**City of Sun Prairie**	Fire Department Audit and Staffing Study
WI	**Town of Delavan**	Apparatus Need Assessment
WI	**Village of Mount Pleasant**	Compensation Study
WI	**Town of Plymouth**	Creation of a Public Works Department
WI	**Town of Linn**	Human Resource Projects
WI	**City of Marshfield**	Executive Search Fire Chief
WI	**City of Lake Mills**	Fire Department Staffing Study
WI	**Chippewa County**	Compensation Study, Performance Management System
WI	**City of Beloit**	Compensation Study
WI	**City of Burlington, Town of Burlington, Burlington Rescue Squad**	Greater Cooperative Opportunities
WI	**South Shore Fire Department**	Executive Search Fire Chief
WI	**Edgerton Fire Protection District**	Fire Department Audit
WI	**City of Oshkosh Fire Department**	Performance Management Seminar
WI	**Arcadia-Glencoe Fire Board**	Fire Department Audit
WI	**City of Wisconsin Rapids**	Executive Search Fire Chief
WI	**Town of Maine**	Fire Department Audit
WI	**Stevens Point**	Executive Search – Fire Chief

WI	**Town of Vernon**	Creation of a Fire Department
WI	**City of Delavan, Village of Darien, Town of Darien**	FD Consolidation
WI	**Towns of Linn, Geneva, & Village of Williams Bay**	FD Consolidation
WI	**City of Oak Creek**	FD Station Location & Resource Deployment
WI	**City of Rice Lake**	Fire Department Audit & Master Plan
WI	**Muskego – Wind Lake Animal Hospital**	Employee Handbook
WI	**Mt. Pleasant & Sturtevant (South Shore)**	FD Consolidation
WI	**KC Machining**	Employee Handbook
WI	**Village of Darien**	FD Needs Assessment
WI	**Village of West Milwaukee**	DC Assessment Center, Compensation & Performance
WI	**City of Ashland**	FD Audit, Compensation Study, Handbook, Job Description
WI	**City of Greenfield**	Fire Chief Executive Search
WI	**Greendale School District**	Interim HR & Admin Secretarial Study
WI	**Richfield Volunteer Fire Company, Inc.**	20 Year Master Plan, EE Handbook
WI	**North Shore Fire Department**	Assessment of the Consolidation
WI	**Village of Elm Grove**	Assessment Testing Police Chief
WI	**Froedtert Hospital**	Emergency Preparedness Training
WI	**Town of Richfield**	FD. Railroad Crossing Impact – FD Audit
WI	**City of South Milwaukee**	Assessment Testing –Police & Fire Chiefs Search
WI	**Elmbrook Hospital**	Emergency Preparedness Training
WI	**Waukesha County Technical College**	Hospital Emergency Incident Command System
WI	**South Milwaukee School Dist.**	Interim Human Resource Director
WI	**City of Wisconsin Rapids**	Fire Chief Executive Search, Executive Search Police Chief
WI	**Village of Grafton**	Fire Department Audit, Staffing
WI	**Village of Winneconne**	Station Location
WI	**City of Eau Claire**	Fire Department Assessment Testing
WI	**Franklin School District**	Classification/Compensation Study
WI	**Town of Salem**	FD Audit, Fire Chief Executive Search, Compensation Study, Job Descriptions, Town Administrator Executive Search

Note: a number of the studies have been through the HR division which would include fire departments in most cases.

Services Expected From the Fire Department

The consulting team anticipates cooperation with the Fire Department personnel in obtaining the necessary data. A list of the type of data required will be sent to the appropriate individual well

in advance of the first site visit by the consulting team. In almost all cases, the data requested is readily available from previous Department reports or computer activity logs. Minimum help is required in the initial identification of stakeholders; however, assistance in scheduling interviews will be needed.

Proposed Project Schedule

Task	1st Month	2nd Month	3rd Month	4th Month	5th Month
Contract Completion/Signing					
Data Request to Service Provider					
-Usually Takes 2 to 3 Weeks to Acquire					
First Site Visit					
-Data Review on Site					
-Key Stakeholder Interviews					
-City Council Members					
-City Administrator					
-Fire Leadership					
-Fire Department Stakeholders					
-On Site Observations					
Data Analysis					
2nd Site Visit					
-Stakeholder Interviews					
-Service Providers					
- Other City Department Heads					
-Resource Hospital Project Medical Director					
Data Analysis					
Develop Report Components					
Write Draft Report					
3rd Site Visit - Utilized in Most Studies					
-Stakeholder Meetings for Clarification					
Submit Draft Report					
Address Draft Report Clarifications					
Compose Final Report					
Proofreader					
Submit Final Report					
- Presentation of Final Report					
* Could be shorten if data is provided in a timely manner					

Note the project schedule would include both Phases and if only one Phase would be about 3.5 months.

Insurance

Professional Liability
Admiral Insurance Company

General Liability
State Farm Insurance

Worker's Compensation
State Farm Insurance

Final Word

Our company will develop recommendations tailored to your needs. We are confident we can provide a quality Operational and Departmental Structure Review of the Fire Department for the City of Sheboygan; the plan will include a comprehensive assessment of the City of Sheboygan Fire Department's service delivery system, which will provide opportunities to improve services in the most cost effective manner.

The combined experience and expertise of the consulting team will clearly identify options in providing high quality services within fiscal capabilities; as well as, providing a comprehensive assessment of the Department's current operations and future opportunities and resource needs.

The consulting team consists of fire/EMS professionals who have years of experience in career and combination fire/EMS departments. The expertise of our fiscal and human resource professionals will integrate the abilities of the personnel to the opportunities identified in the study, and bring field experience in dealing with employee issues. The entire consulting team has extensive experience in conducting previous studies and developing Master Plans involving fire/EMS departments.

Please feel free to contact us if you have any questions regarding this proposal.

Sincerely,

Tim McGrath

Tim McGrath, Ph.D.
CEO McGrath Consulting Group, Inc.

Sheboygan, Wisconsin

A PROPOSAL TO CONDUCT AN OPERATIONAL CONSULTING AND DEPARTMENTAL STRUCTURE REVIEW

November 10, 2016

November 10, 2016

Mr. Bernard R. Rammer
Purchasing Agent
City of Sheboygan
828 Center Avenue, Suite 205
Sheboygan, Wisconsin 53081

Dear Mr. Rammer:

Berkshire Advisors is pleased to submit the attached proposal to conduct an operational consulting and departmental structure review for the City of Sheboygan Fire Department.

Berkshire Advisors is well qualified to undertake this engagement. We have considerable experience evaluating the organization, management, and operations of fire and emergency medical operations across North America. Most recently, we completed reviews of fire departments in Philadelphia, Pennsylvania; Dallas, Texas; West Palm Beach, Florida; Hamilton, Ohio; Wilmington, Delaware; Memphis, Tennessee; Thornton, Colorado; Petersburg, Virginia; and Ocala, Florida. These reviews consisted of the full range of operations including staffing levels, shift scheduling, staff deployment, emergency medical services, civilianization, station location, fees and revenues, apparatus needs, training, and alternative service delivery. Many of these engagements included benchmarking and best practices research.

In addition to this consulting experience, our project team combines consulting and managerial perspectives. In particular, our team includes the former fire chief of the Atlanta, Georgia fire department. We strongly believe this combined expertise and range of perspectives will help to ensure that our study recommendations are both sound and capable of being implemented.

We would welcome the opportunity to serve the City of Sheboygan on this important project. We are prepared to answer questions and to provide any additional information you may need.

Sincerely,

Michael H. Walker
President

Enclosures

PROPOSAL TO CONDUCT AN OPERATIONAL CONSULTING AND DEPARTMENTAL STRUCTURE REVIEW

TABLE OF CONTENTS

I – WHY BERKSHIRE ADVISORS SHOULD BE SELECTED TO PERFORM THIS REVIEW

I – WHY BERKSHIRE ADVISORS SHOULD BE SELECTED TO PERFORM THIS REVIEW

We believe that a number of features about our approach and experience set us apart from competing firms which make Berkshire Advisors the right firm to conduct this review.

- **Conducting operational efficiency studies is the core of our consulting practice**. Conducting operational and efficiency studies for local governments (and school districts) is the primary focus of our consulting practice and has been the focus of our consultants for more than 32 years. Over the years we have strived to improve our performance and strongly believe the City of Sheboygan will benefit from these efforts.

- **The analytic approaches we have developed surpass those of our competitors**. Our analysis of staffing needs makes use of operations research techniques that are not used by most (if any) of our competitors. For example, we use queuing analysis to determine the number of apparatus serving an area that will be out of service when considering the resources available to respond to fire and EMS emergencies. Likewise, queuing analysis is also used to determine the number of rescue units needed in a given area to ensure a high probability that units will be available when needed.

- **The deployment and use of resources will be evaluated from a risk management perspective**. The cost a community pays for fire protection and emergency medical response is not unlike an insurance premium. The higher the premium a community pays – assuming a department is appropriately managed, organized, and staffed – the higher the level of protection it will receive. A crucial question that is rarely asked when evaluating fire department performance is how much risk does the community face and what level of premium is it prudent to pay to protect the community from this risk. Our assessment of resource deployment will be structured to address these questions.

- **Community and stakeholder perspectives on the fire department will be gathered**. We will interview the Mayor, the President of the Common Council, members of the Common Council, the City Administrator, managers of other city departments and labor representatives to understand their perspectives on the fire department. In addition we will hold two focus group sessions with community leaders and stakeholders.

- **Alternative approaches to funding services that consider both risks and costs will be evaluated**. As part of this engagement we will work to develop new ways to fund department services that are both equitable and will enhance revenues. Just as in private insurance markets premiums vary depending on the level of risk the insurer protects, this analysis will consider whether funding for selected Fire Department services should also vary based on either the potential risks created by selected hazards or the actual demand for service.

- **Opportunities to strengthen operational efficiency will focus on issues that are the most likely to yield significant results**. For more than 32 years, Berkshire Advisors consultants have successfully performed management studies of local government units of all sizes – ranging from among the smallest to among the largest – throughout North America. We have found that the type of issues most likely to yield significant opportunities to enhance operational efficiency tend to be similar regardless of the size of the organization or its area of responsibility. (The way these issues manifest themselves, of course, varies considerably with the particular organization studied.) To ensure that the Sheboygan study team focuses on issues that are most likely to yield significant results, we will emphasize the following issues during our assessment of the Fire Department's operational efficiency: measuring the right things; calibration of staffing and workload; eliminating capacity in search of need; matching skills with needs; ensuring the right mix of people, facilities, equipment and technology; ensuring cost effective scheduling; addressing inertia; reducing unnecessary specialization; and overcoming cultural barriers to change.

- **Benchmarking and best practices analysis will be used to support study recommendations**. When used selectively and with appropriate care benchmarking (coupled with best practice analysis) can be a powerful tool for improving performance. In our experience, benchmarking is especially helpful when used to make an overall assessment of performance; understand how other organizations have addressed similar challenge, assess the reasonableness of fee schedules and funding approaches; opening the eyes of department managers as to what is possible; and overcoming resistance to change.

- **Systematic approaches to evaluating outsourcing and shared service alternatives will be employed**. We will take a structured approach to identifying areas where outsourcing and shared service arrangements have the potential to be beneficial to the City of Sheboygan. The evaluation frameworks we use to evaluate alternatives weigh the potential benefits against the costs and risks of these alternatives.

- **A systematic approach will be used to evaluate civilianization opportunities**. We will develop an evaluation framework that identifies the criteria that should be considered when determining whether a function should be filled by a uniformed or a civilian department employee. This framework will be used to evaluate civilianization opportunities for all department positions.

- **Considerable attention will be focused on how best to communicate our study findings and recommendations**. In our experience, how study findings and recommendations are communicated can greatly influence the success of Consequently, depending on client needs, alternative approaches to documenting study findings are employed. In addition, we typically ask steering committee members (or other client representatives) to carefully review our study reports to ensure the language and tone are appropriate. Words and phrases in some contexts are "over determined" and are interpreted to mean other than what is intended. Taking care to avoid such over determined language in our reports can help to ensure our recommendations are understood.

- **Practical plans for change will be developed**. We recognize that successfully serving clients requires more than "giving them the right answers." In addition, we provide clients with practical plans for change. The senior management perspective of our key practitioners gives us an appreciation of the difficulty associated with change. The course of action we recommend, and the implementation strategies we propose, are carefully tailored to reflect both the needs of the organization we are serving as well as its capacity for change. We strive to work as partners with our clients in helping them meet their ongoing improvement objectives.

- **Implementation priorities will be systematically assessed**. Instead of providing the City of Sheboygan a "laundry list" of recommendations we will systematically evaluate the priority that should be placed on implementing each recommendation. For recommendations focused on improving operational efficiency we will estimate the "expected value" resulting from implementing the recommendation in determining the implementation priority. For recommendations focused on strengthening organizational effectiveness we will assess the impact implementing the recommendation will have on organizational success and the "degree of difficulty" associated with implementation when evaluating the priority that should be placed on implementing the recommendation.

- **Our study team is experienced and has significant experience working together on similar studies**. Each of the members of the study team that has been assembled for this engagement is an experienced consultant with significant experience performing reviews of fire departments. In addition, the study team has significant experience working together. On recent fire department reviews each study team member has played a role similar to the role they will play on this engagement (e.g., Michael Walker has served as project director and lead consultant, Winston Minor has served as senior advisor, Renee Tinsley has led best practice and benchmarking efforts and provided general support to the study team, and JoEllen Coe has performed GIS and queuing analysis).

II – DESCRIPTION AND QUALIFICATIONS OF THE FIRM

II – DESCRIPTIONS AND QUALIFICATIONS OF THE FIRM

This chapter is divided into three sections. The first section presents a description of Berkshire Advisors, the second section presents brief summaries of relevant client assignments completed by Berkshire Advisors consultants, and the third section presents references who are familiar with the quality of our work.

ABOUT BERKSHIRE ADVISORS

Berkshire Advisors, Inc., a New Jersey corporation, was founded on February 27, 1990. We work exclusively for public sector agencies – primarily local governments and school districts. Berkshire Advisors has extensive experience conducting efficiency studies and performance audits for local and state governments throughout the United States and Canada on issues relating to organizational effectiveness, management process reengineering, resource allocation, needs assessment, best practices, and governance. We have a sound understanding of the factors that affect the cost and quality of services in all areas of local government service but have particular expertise evaluating public safety agencies (e.g., police and fire departments).

RELEVANT BERKSHIRE ADVISORS EXPERIENCE

Presented below are descriptions of fire and EMS studies completed by Berkshire Advisors consultants. We also present a description of our review of the Dane County (Wisconsin) Sheriff's Office use of overtime.

Philadelphia, Pennsylvania Fire Department

Services provided: For the Pennsylvania Intergovernmental Cooperation Authority Berkshire Advisors completed an efficiency and effectiveness study of the Philadelphia Fire Department. Study objectives included establishing a baseline of the department's current performance from which to measure future performance; making recommendations for increasing organizational efficiency and effectiveness that are consistent with applicable NFPA, state, local, and federal standards; and developing mechanisms and strategies to facilitate the necessary change within the department to bring about greater efficiency (including specifying how the recommendations are to be implemented). Four categories of best practices information was researched and benchmarking information was collected from eight jurisdictions.

Study outcomes: Primary study recommendations included modifying the organizational structure to eliminate barriers to improving department performance; focusing consistent attention on fire and EMS prevention activities; designing management information systems; restructuring roles and responsibilities; making strategic investments in training; establishing or increasing quality assurance capacity for EMS, fire suppression, and dispatch operations; deploying civilian EMTs to support ALS and BLS units, to help reduce overtime costs, and to ensure consistency in the level of support provided to paramedics; evaluating alternative service delivery approaches; and modifying dispatch and call prioritization policies.

Hamilton, Ohio Fire Department

The outcomes of the study of the Hamilton Fire Department included assessing the deployment and use of resources from a risk management perspective; using analytic models to assess resource needs; determining if adequate controls are in place in critical areas; identifying alternative approaches to funding services that considered both risks and costs; and making realistic and practical recommendations for increasing the department's effectiveness and efficiency.

Key recommendations. Recommendations included revising staffing allocations to better reflect fire and EMS workload; adjusting the workweek for firefighters and paramedics; modifying the department's organizational structure by reestablishing the administrative captain position and establishing an EMS deputy chief position; strengthening pre-fire planning to ensure plans are updated and reviewed; and modifying dispatch protocols to specify when lights and sirens should be used;

Wilmington, Delaware Fire Department

This comprehensive review included assessing the deployment and use of fire department resources from a risk management perspective; using analytic models to assess resource needs; identifying alternative approaches to funding services that considered both risks and costs; making realistic and practical recommendations for increasing the department's effectiveness and efficiency; and proposing mechanisms to facilitate change within the department to bring about greater efficiency. Individual interviews, briefings, and focus groups were held with elected officials, union representatives, and community stakeholders, and benchmarking and best practices information was gathered in a number of areas.

Key recommendations. Recommendations were made for a number of steps to be taken to improve consistency across the department including how incidents are responded to; negotiating with the union to allow prevention staff to work flexible hours when meeting service needs demands it; redeploying apparatus and staff to eliminate geographic coverage overlaps; taking a number of steps to strengthen the commitment to firefighter fitness and safety; considering shared or regional service delivery for nine functions; and taking a number of steps to build on existing efforts to strengthen training.

Lake County, Florida EMS

Services provided: Berkshire Advisors conducted an operational efficiency review of Lake County's emergency medical services. Project objectives were to review operational and administrative performance requirements; evaluate the number of staff and ambulances that are necessary to provide service in the County, where such ambulances should be located, and shift schedules; review the full range of functions to determine if any are duplicative with other County resources or which could be provided more efficiently by alternative service delivery methods; compare Lake EMS and County compensation to determine whether equivalent positions are receiving similar compensation (when all benefits are included); identify value savings; and provide operational, organizational, and administrative recommendations that will ensure the agency's maximum efficiency and effectiveness.

Study outcomes: Recommendations included combining administrative and support positions where more capacity exists than is needed; reducing an organizational layer in the operations unit's organizational structure; revising the organizational structure after the County assumes responsibility for selected functions currently performed by Lake EMS; entering into shared services arrangements with the County; and privatizing selected functions (that are not provided on a shared services basis) should be considered. Additional recommendations included taking steps to reduce the time spent transferring patients to hospitals; rotating paramedics from less busy stations to busier stations; improving managerial and supervisory consistency across shifts; refocusing the performance evaluation process on helping all employees improve their performance; working with the County to make effective use of space Lake EMS leases; and assessing the impact fatigue has on paramedic performance and, if warranted, adjusting shift schedules to address this issue.

Dane County (Wisconsin) Sheriff's Office

The goal of this engagement was to review the Sheriff's Office overtime policies and practices. The study emphasized future design and direction of overtime policies and practices and took into account the Sheriff's Office organizational climate, community needs and expectations, and the need for innovation, improved efficiency, and effective operations. The study included a review of all services provided, resources allocated to each service area, organizational and managerial structure, communications, and human relations.

Key recommendations. Recommendations were made to take a more conservative approach to calculating relief factors for selected positions; making limited use of part-time employees to address supplemental staffing needs; varying minimum staffing levels by time of day and day of the week rather than by shift only; grouping overtime expenditures to reflect managerial control; and flexing investigator work hours and limiting the overtime paid for call-outs.

Memphis, Tennessee Fire Department

Services provided: Study areas included firefighter scheduling, station location and apparatus deployment, fees charged for services, and fire inspection and plan review workload and staffing. Interviews and briefings were held with the fire director and more than 80 commissioned firefighters and civilian employees; regression analysis determined the correlation between response times and fire loss; and mapping analysis was used to improve the deployment and response time of apparatus to fire and EMS emergencies.

Study outcomes: Recommendations included establishing baseline response expectations for emergency medical and fire suppression vehicles and modifying current deployment to ensure response expectations can be met; coordinating training and certification of emergency operations lieutenants to better support in-service fire crew inspections; relocating fire engines to ensure consistent response times within the department's service level expectations and to eliminate unnecessary coverage overlaps; rescheduling arson investigators to ensure more efficient and productive investigations; and increasing the number of services for which fees are charged.

Ocala, Florida Fire Rescue Department

Services provided: Berkshire Advisors completed a review of the Ocala fire rescue department. Interviews and focus groups were held with city officials, representatives of labor organizations, department employees, leaders of city departments that provide support services, and representatives of community and business organizations, housing, and social service agencies. The study included examination and evaluation of the delivery of current and future services, and an analysis of all aspects of the department's organization, management, and operations. Mapping analysis was used to determine response times and optimal locations for the city's fire stations. A civilization analysis was performed, linear programming and queuing analysis was conducted to determine how firefighters should be deployed and scheduled across shifts, and detailed analysis was also completed to determine what types of inspections could be performed by in-service crews.

Study outcomes: Recommendations included developing a comprehensive approach to ensure consistent management and operational approaches across shifts and stations; establishing a conclave to determine how the city and county can provide a better coordinated response to calls; adjusting the types of calls to which the department responds; requiring firefighters to meet minimum fitness requirements; and making an investment to develop and implement a range of recruiting strategies to help ensure a diverse workforce.

Newport, Rhode Island Fire Department

Services provided: Berkshire Advisors completed a comprehensive review of the Newport, Rhode Island fire department. The study included examination and evaluation of the delivery of current and future services, analysis of all aspects of the department's organization, management, and operations, and a review of its fiscal performance. Mapping analysis was used to determine optimal locations for the city's fire stations. A civilization analysis was performed to assess which positions sworn staff should fill and which positions civilians should fill. Linear programming and queuing analysis was conducted to determine how firefighters should be deployed and scheduled across shifts.

Study outcomes: To help ensure greater accountability, recommendations included establishing concise goals and objectives, clearly articulating expectations, and implementing mechanisms to monitor performance of individuals and of squads. Restructuring the daily shift schedule was recommended to allow sufficient time for training and pre-fire planning. Other recommendations included fire station relocation to make more effective use of the department's emergency response resources; promoting greater collaboration between department managers; and establishing a structured, systematic approach to training.

Dallas, Texas Fire Rescue Department

Services provided: The key objectives of this study were to develop recommendations that will improve organizational effectiveness and efficiency, provide information that will help managers become more effective leaders, develop strategies to facilitate department-wide changes, and establish a baseline from which to measure future performance. Project deliverables included division-specific organization charts and a

management implementation plan. Best practices information was gathered from 25 fire departments nominated by peer departments as best in class. In addition GIS mapping software was used to determine the optimal fire station and apparatus locations; queuing analysis was conducted to ensure the availability of an appropriate number of ALS rescue units based on the volume of calls-for-service; and functions that can be handled by in-service crews were assessed.

Study outcomes: Key recommendations included a revised organizational structure in an effort to foster a more integrated and collaborative environment, decrease duplication of activities, and to streamline overall operations; establishing a tiered approach to responding to medical emergencies; developing and implementing a comprehensive recruiting plan to help address issues of diversity and succession planning; and civilianizing selected position classifications. Other recommendations included rescheduling chaplain positions to provide scheduled seven-day a week coverage, enforcing more rigorous financial management practices, and expanding the department's apparatus replacement policy.

West Palm Beach, Florida Fire Rescue Department

Services provided: Berkshire Advisors completed a study of the West Palm Beach Fire Rescue Department. One of the primary objectives of this study was to help the department address its challenges to reconfigure service delivery while maintaining its high level of service at a much lower cost. Qualitative and quantitative analytic methods included interviews, briefings, and focus groups with city managers and department employees; community drop-in sessions; online employee surveys for both sworn and civilian staff; and review and analysis of operational, organizational, and financial documents. Linear programming and queuing analysis were conducted to determine how firefighters should be deployed and scheduled across shifts.

*Study outcomes***:** The consultants recommended more efficient shift schedules for firefighters and fire inspectors; revising the organizational structure to streamline operations and realign management roles and responsibilities; strengthening information systems to eliminate redundant systems; reconfiguring apparatus deployment and staffing; modifying EMS billing procedures; and adjusting incentive pay. In addition, the consultants identified functions for potential privatization, shared, or regional service delivery.

Petersburg, Virginia Government

Services provided: As part of a study of the entire Petersburg city government, Berkshire Advisors conducted a review of the fire department. The goal for the engagement was to work with city managers and leaders to establish a management vision (consistent with the vision principles that had been established by the city council) that provided an overarching framework to guide the way the city does business. Approaches used to conduct this study included distinguishing core and/or required services from discretionary services; determining the level at which core and/or required services should be provided; developing systematic and consistent approaches to making resource allocation decisions that reflect community priorities and the availability of financial resources; and establishing systems that support integrated financial and management decision-making and accountability. In addition, best practices data was collected.

Study outcomes: Rather than continue its current contracting arrangement, the consultants advised the city to assume responsibility for providing emergency medical services and medical transport services and that the response of fire engines to medical emergencies be limited to life threatening incidents. Because of the close alignment between the planning and building officials functions, the consultants recommended reassigning the building official's division to the city's planning department. Other recommendations included establishing a pool approach to replacing absent firefighters; placing a high priority on implementing the new building code compliance ordinances; using in-service crews to support inspection activities; redefining the role and responsibilities of the fire marshal; and taking steps to make more effective use of firefighter time while they are on duty by focusing more attention on pre-fire planning and in-service training.

Thornton, Colorado Fire Department

Services provided: Berkshire Advisors performed several management reviews of the Thornton Fire Department. The first study addressed a number of issues including staffing requirements, deployment of emergency medical services resources, dispatch requirements, organizational structure, apparatus needs, and fire station location. Berkshire Advisors recently completed an update of this review that focused on assessing the implications of the department's emergency medical response workload on overall department operations. Specific issues included how fire suppression apparatus should be deployed and staffed, how emergency medical apparatus should be deployed and staffed, whether practices relating to the hospitals to which persons receiving emergency medical services are transported should be modified, and whether any existing fire stations should be modified to accommodate ambulances and their crews.

Study outcomes: The consultants found that moving a medic unit from one station to another station would increase the overall populated area of the city that can be reached by a medic unit within eight minutes and that an additional medic unit may be needed during some hours of the day if the department wants to ensure a 99 percent probability that a unit will be available when needed.

Alamogordo, New Mexico Department Of Public Safety

The comprehensive evaluation of the Alamogordo Department of Public Safety included developing an understanding of the department and its vision for the future; evaluating patrol, investigations, communications, and support staffing needs; and assessing organizational and management issues.

Key recommendations. Recommendations were made to more carefully manage the number of officers responding to calls-for-service; develop a plan to address shortcomings in equipment and technology; revise the department's organizational structure; implement alternative approaches to responding to low priority calls; and strengthen training; and modify the model used to deploy police and fire personnel to respond to fires.

REFERENCES

The following references are familiar with the quality of our work.

Mr. Joshua Smith
City Manager,
City of Hamilton
345 High Street
Hamilton, OH 45011
(513) 785-7002

Ms. Tanya L. Washington
Legislative Director
City of Wilmington
800 North French Street
Wilmington, DE 19801
(302) 576-2142

Mr. Uri Monson
(former Executive Director, Pennsylvania Intergovernmental Cooperation Authority)
Chief Financial Officer, Montgomery County
Montgomery County Courthouse, P.O. Box 311
Norristown, PA 19404
(610) 278-3437

III – PROJECT TEAM QUALIFICATIONS

III - PROJECT TEAM QUALIFICATIONS

Berkshire Advisors has assembled a team that is well qualified to undertake this engagement and that allows the City of Sheboygan to benefit from our broad capabilities and perspectives, to tap expertise outside our firm, and to match the skills and experience of individual consultants with the City's needs.

This chapter is divided into two sections. The first section presents a brief summary of the experience and role of the consultants who will be assigned to this project. The second section presents consultant resumes.

PROJECT TEAM EXPERIENCE AND ROLES

Brief summaries of the experience and role of the consultants who will be assigned to this project are presented below.

- **Michael Walker**. Michael Walker brings more than 32 years experience evaluating the organization, management, and operations of local governments. During this period he has conducted management and efficiency reviews for scores of fire departments. Mr. Walker will serve as the project director for this engagement and will be accountable to the city for the quality of our work.

- **Winston L. Minor**. Winston Minor brings to this engagement over 40 years in fire services. He has served as a leader in the Atlanta, Georgia Fire Department for more than 29 years and served as Atlanta's fire chief for over seven years until his retirement. Mr. Minor is a leader within the International Association of Black Professional Fire Fighters and the Black Chief Officers Committee. On this engagement, Mr. Minor will serve as a senior fire consultant and will be an integral member of the project team.

- **Renée Tinsley**. Renée Tinsley has over 25 years experience evaluating the management and operations of fire departments and other public sector agencies. She has extensive experience performing best practices and benchmarking research and analysis and has performed reviews for fire departments in Hamilton, Ohio; Wilmington, Delaware; Dallas, Texas; Philadelphia, Pennsylvania; Ocala, Florida; and Petersburg, Virginia and EMS operations in Lake County, Florida. On this engagement she will lead our benchmarking and best practices research and provide general support to the project team.

- **JoEllen Coe.** JoEllen Coe brings to this engagement more than 15 years experience in quantitative and qualitative data analysis and process improvement. She has extensive experience using GIS databases to evaluate fire and EMS deployment strategies and in using queuing analysis to assess the likelihood that emergency response resources will be available when needed. . She has participated in Berkshire Advisors' reviews for fire departments in Hamilton, Ohio; Wilmington, Delaware; Dallas, Texas; Philadelphia, Pennsylvania; Memphis, Tennessee; West Palm Beach, Florida; Thornton, Colorado; and Ocala, Florida. On this engagement she will assist the project team in performing the GIS and queuing analysis needed to evaluate staffing needs and resource deployment strategies.

PROJECT TEAM RESUMES

Presented below are resumes for the consultants who will be assigned to this project.

Michael H. Walker

Summary. For over 32 years Mike Walker has helped public-sector clients improve their organization, management, and operations. He has conducted studies for more than 100 local and state governments including scores of fire department operations. His areas of expertise include staffing allocation, operational efficiency, strategic planning, and organizational restructuring.

Consulting experience. Mr. Walker has extensive experience reviewing fire department and EMS operations including reviews of the following agencies: Thornton, Colorado; Hamilton, Ohio; Philadelphia and Lancaster County, Pennsylvania; Auburn, New York; West Palm Beach and Ocala, Florida; Dallas, Houston, and Texas City, Texas; Memphis Tennessee; Arlington County, Virginia; Newport, Rhode Island; Ocala, Ottawa, Ontario; Alamogordo, New Mexico; Wilmington, Delaware; and Lake County, Florida.

Mr. Walker has also reviewed fire department operations as part of broader reviews of entire city governments. Such studies have been performed for the following jurisdictions: North Platte, Nebraska; Oxnard and Culver City, California; Pensacola, Florida; Stratford, Connecticut, Marblehead, Massachusetts; Rockingham and Wilson County, North Carolina; Petersburg, Virginia; West St. Paul, Minnesota; and Scranton, Pennsylvania.

Before joining Berkshire Advisors, Mr. Walker was for seven years the leader of Towers Perrin's General Management Services Public Sector Practice. Prior to becoming a consultant, Mr. Walker worked for the U.S. Department of Health and Human Services; the U.S. departments of Energy, Labor and Agriculture; Prince George's County, Maryland; and Philadelphia, Pennsylvania.

Education. Mr. Walker holds a B.A. degree with honors from Williams College and an M.B.A. degree with distinction from the Wharton School of the University of Pennsylvania.

Winston L. Minor

Winston Minor has over 40 years fire services experience as a firefighter, manager, and consultant. He served as a leader in the Atlanta, Georgia Fire Department for more than 29 years and served as Atlanta's fire chief for over seven years.

Fire department experience. As fire chief for Atlanta, Georgia, Mr. Minor implemented the department's first lease-purchasing agreement as an initiative that replaced the department's entire fleet with new state-of-the-art fire apparatus. This agreement was the first successful lease-purchase agreement for a fire department in the southeast. He also facilitated the "Atlanta Fire Department Fire Station Replacement Program." During his term as fire chief there was a 62 percent decrease in Atlanta's fire death rate.

Other experience. Mr. Minor was part of the Berkshire Advisors' team that completed reviews of fire departments in Dallas, Texas; Memphis, Tennessee; Ocala, Florida; West Palm Beach, Florida; Petersburg, Virginia; Wilmington, Delaware; Philadelphia, Pennsylvania; and Hamilton, Ohio.

Mr. Minor acquired international recognition for emergency response command and has lectured for and consulted with municipalities in Johannesburg, South Africa; Queenstown, New Zealand; Port-of-Spain Trinidad and Tobago, and across the United States. Particular areas of expertise include first responders, fire prevention, public fire education, the Olympics, and terrorism. He also established the Atlanta fire department's Port-of-Spain Trinidad and Tobago foreign exchange programs.

Mr. Minor has developed innovative programs including the establishment of the fire cadet program, the citizen's fire academy, the "Breakaway Burglar Bars," and the 10-year lithium battery operated smoke detector program. Mr. Minor is a leader within the International Association of Black Professional Fire Fighters and the Black Chief Officers Committee.

Renée Tinsley

Summary. Renée Tinsley has over 25 years experience conducting organizational and operational studies for public safety agencies. Her areas of expertise include activity analysis, best practices research, community outreach, and communications.

Experience. Ms. Tinsley fire and EMS consulting experience includes reviews for the following agencies: Dallas, Texas, Philadelphia and Lancaster County, Pennsylvania; Memphis, Tennessee; Ottawa, Ontario; Thornton, Colorado; Petersburg, Virginia; Ocala, West Palm Beach and Lake County, Florida; Hamilton, Ohio; and Wilmington Delaware.

Prior to joining Berkshire Advisors, Ms. Tinsley helped to spearhead a major change management initiative for a $1 billion a year consulting firm where she was responsible for communications, competency development and training, and oversight of integrated project teams.

Education. Ms. Tinsley holds a B.A. degree from Marlboro College and has taken graduate courses at the New School and John Jay College of Criminal Justice.

JoEllen Coe

Summary. JoEllen Coe brings to this engagement expertise in quantitative and qualitative data analysis and process improvement.

Experience. Ms. Coe's fire and EMS consulting experience includes reviews for the following agencies: Newport, Rhode Island; West Palm Beach, Florida; Dallas, Texas; Memphis, Tennessee; Ocala and Lake County, Florida; Wilmington, Delaware; Philadelphia, Pennsylvania; Hamilton, Ohio; and Thornton, Colorado.

Prior to joining Berkshire Advisors, Ms. Coe spent nearly 15 years working in Telcordia Technology's Quality Center.

Education/certification. Ms. Coe holds a B.A. degree, *cum laude*, from Hiram College; an M.S. degree from the University of Florida; and an M.B.A. degree from the Wharton School of the University of Pennsylvania.

Ms. Coe is certified by the American Society of Quality as a quality engineer, reliability engineer, and quality auditor.

IV – APPROACH AND WORK PLAN

IV – APPROACH AND WORK PLAN

This chapter describes the approach we will take to conduct this project, outlines our study work plan, and details a timeline for completing the engagement.

A – APPROACH

Our overall approach to this engagement has eight distinctive characteristics:

- The study will focus on how to achieve the department's fundamental goals in a manner consistent with its vision for the future
- The deployment and use of resources will be assessed from a risk management perspective
- Alternative approaches to funding services that consider both risks and costs will be developed
- Analytic models will be used to assess resource needs
- The study team will focus on the efficiency issues that are most likely to yield significant results
- Recommendations will consider how to tailor benchmarking and best practices findings to address the Sheboygan Fire Department's unique needs
- Systematic frameworks will be developed to assess potential outsourcing opportunities
- Systematic frameworks will also be developed to assess potential shared services opportunities
- Implementation issues will be systematically addressed from the very first days of the engagement

A discussion of each of these key characteristics of our approach follows.

Focusing On How To Achieve The Department's Goals In A Manner Consistent With Its Vision For The Future

To use a cliché, there is a danger when conducting an engagement such as this that the consultant will "lose the forest for the trees" because they will focus too much on the individual issues that must be addressed and insufficient effort on how these issues support the department's efforts to achieve its overall objectives. In developing study recommendations, therefore, our focus will be on developing recommendations to improve performance on the issues that are the most important to the department's

success in meeting its objectives as efficiently and effectively as possible. While other issues can and should be included as part of the study recommendations, the report should be structured in such a way that management attention will not be diverted from the key issues that must be addressed.[1]

Assessing The Deployment And Use Of Resources From A Risk Management Perspective

The cost a community pays for fire protection and emergency medical response is not unlike an insurance premium. The higher the premium a community pays – assuming a department is appropriately managed, organized, and staffed – the higher the level of protection it will receive. A crucial question that is rarely asked when evaluating fire department performance is how much risk does the community face and what level of premium is it prudent to pay to protect the community from this risk.

We will approach the question of risk from two perspectives – potential risk and actual demand for service. Using information from the Fire Department and the city planning department we will identify factors that have the potential to affect emergency response needs and will gather information on how these factors affecting risk are distributed across the city. For example, we will identify where different types of hazards are located, how the condition of housing varies across the city, where high rise buildings are located, and where there may be concentrations of residents (e.g., the elderly) who face higher health risks than other residents. We will then review information on fire calls for the past three years to see how the actual demand for fire and emergency services correlates with potential risk.

The results of this analysis will be used to determine, in consultation with the study steering committee, how department resources should be deployed to reflect risk. In particular, we will discuss for what types of risks and hazards, additional resources should be deployed to deal with potential risks even if the demand for services suggests that those risks are rarely realized. (For example, additional resources may need to be deployed to address a high hazard – such as a chemical processing facility – even if no incidents at the facility have been reported.) For other risks, by contrast, actual demand might be the primary determinant of the resources that need to be deployed. (For example, if an area of the city with a higher percentage of vacant housing does not experience a proportionately higher demand for service deploying resources based on actual need may be appropriate.)

We will also use the analysis to consider what service standards should be established in different areas of the city. We will begin by considering how resources would need to be deployed to meet the requirements of NFPA 1710. We will then consider how risks would be affected if these standards were loosened or tightened in selected areas of the city. For example, there may be areas of the city where the department exceeds the response requirements established by NFPA 1710 but for which the risk profile of the area (based on the assessment of potential risk and actual demand) suggests that continuing to exceed the standard may be appropriate. On the other hand, there may be

[1] There is a bureaucratic tendency to focus on addressing relatively trivial issues while avoiding more fundamental issues. Taking this approach gives the illusion of progress while avoiding having to make decisions on the most substantive issues facing the organization.

areas of the city where the department falls somewhat short of meeting response requirements but the risk profile in the area suggests that increasing capacity is not needed.

Developing Alternative Approaches To Funding Services That Consider Both Risks And Costs

As part of this engagement we will work to develop new ways to fund department services that are both equitable and will enhance revenues. Just as in private insurance markets premiums vary depending on the level of risk the insurer protects, this analysis will consider whether funding for selected Fire Department services should also vary based on either the potential risks created by selected hazards or the actual demand for service.

Our approach to addressing this issue will proceed in three steps. First, we will work with the study steering committee to identify functions and services performed by the Fire Department that should be considered "basic" services that should be primarily supported by general fund resources. We will then work to identify functions and activities where either certain uses or behaviors create disproportionate risks and costs on the departments that should not be shared by all taxpayers (that is, should not be supported by the general fund or should only partly be supported by the general fund).[2] Approaches to recovering costs and funding protection needs (that should not be supported by the general fund) will then be developed.

Using Analytic Models To Determine Resource Needs

Once a decision has been made about what overall configuration of resources best reflects the city's risk profile and the costs it is willing and able to assume to address those risks, analytic models will be developed to determine how to most cost effectively deploy those resources. For example, the desired approaches to responding to various types of emergency medical calls will determine the number and level of personnel that are needed for response, the skills these personnel need, and the apparatus, equipment and supplies that are need at the incident scene and desired service levels will determine expectations with regard to how quickly these personnel, apparatus and equipment should arrive at the incident scene after a call for assistance is dispatched. The analytic model will then be structured to ensure that needed resources (staff, apparatus, equipment and supplies) can respond to an incident scene within desired time parameters. At a minimum this analysis includes a geographic analysis – resources need to be strategically located across the service area to ensure response time expectations can be met – and a queuing analysis that is used to determine the number of apparatus and personnel that are needed to ensure that when a call is received a unit will be available for response (and is not busy handling another call).[3] This information is then used to determine the best way to deploy staff, how staff should

[2] Please note that the analysis of how potential risk and actual demand affects service expectations and resource needs will also be used to support this analysis of how these resource needs should be funded.

[3] Queuing analysis also considers how the need for resources varies by time of day and day of week.

be scheduled, and the extent to which staff providing services should be deployed on a straight time or overtime basis. A similar approach will be used to assess how best to deploy fire suppression resources.[4]

Assessing Operational Efficiency

For more than 32 years, Berkshire Advisors consultants have successfully performed management studies of local government units of all sizes – ranging from among the smallest to among the largest – throughout North America. We have found that the type of issues most likely to yield significant opportunities to enhance operational efficiency tend to be similar regardless of the size of the organization or its area of responsibility. (The way these issues manifest themselves, of course, varies considerably with the particular organization studied.)

To ensure that the Sheboygan study team focuses on issues that are most likely to yield significant results, we will emphasize the following issues during our assessment of the Fire Department's operational efficiency:

- **Measuring the right things**. Systems that measure and monitor the efficiency and effectiveness with which services are provided are powerful management tools. Such systems are obviously of great use in monitoring performance and improving accountability. In addition, because employees tend to focus on activities that are measured, the very act of establishing a measurement system can have a strong influence on employee behavior. Many fire departments have no measurement system in place. Where measurement systems have been established, they all too often focus on activities performed rather than results achieved, do not consider such important factors as cost, productivity, and service quality, and are ineffectively linked to performance appraisal.

- **Calibration of staffing and workload**. In some fire departments, selected units simply do not have enough work to justify the existing staffing complement while others have more work than can reasonably be handled by existing employees. This situation may result from any number of reasons. For example, in some units labor saving technological improvements may have been implemented without a concomitant reduction in staffing. In other units, hiring freezes or across the board budget cuts may have been implemented that penalized efficient units while having little impact on units that were over staffed. In addition, changes in environmental factors (for example, increases/decreases in the population served or changes in regulatory requirements) may have greatly affected workload without concomitant adjustments being made to staffing levels.

[4] The analysis of fire suppression and emergency medical response will, of course, be integrated to ensure that sufficient resources are available to perform both functions. In particular, if emergency medical staff also respond to fire incidents, care must be taken to ensure that an analysis of fire suppression needs considers the probability that some resources may not be available because they are occupied providing emergency medical services.

- **Capacity in search of need**. The level of service provided by some fire department units may be based on the number of workers employed rather than on the need for the service. When the level of service is based on the capacity of the unit to provide the service rather than on the need for it, employees can spend a considerable amount of time on unnecessary activities. Costs can generally be reduced in units in which the service level is a function of capacity rather than need.

- **Matching skills with needs**. The skills of employees must be appropriately matched to the work that must be performed. Generally, by assigning employees responsibilities for which they are overqualified, costs increase without a concomitant increase in service quality.

- **Mix of people, facilities, equipment and technology**. Since the primary cost of operating any fire department consists of salaries and benefits, it is essential that department staff have the facilities, equipment and technology they need to be effective. The costs of some fire rescue operations are unnecessarily high because the jurisdiction has failed to adequately invest in these resources, which are essential to improving employee productivity. As a result, some departments employ more workers than necessary.

- **Scheduling**. Ensuring that employees are scheduled to work when they are needed to meet expected workload demands is of central importance in ensuring effective use of resources in a labor-intensive department such as a fire department. We will therefore focus considerable attention on ensuring that scheduling practices ensure employees are working when needed, that strategic use is made of overtime where appropriate to reduce full time staffing needs.

- **Inertia**. In many organizations, the processes that are used to perform work have evolved over time without anyone questioning whether each step in the process is needed. In many of these organizations the same approach is used to perform work that was used years ago because no one has bothered (or thought it was their job) to ask the simple question “Why?” When things are done a certain way because “we have always done them that way” there are often great opportunities for improved efficiency.

- **Culture**. Cultural factors greatly affect the effectiveness of an organization’s operations. In some organizations, for example, the fear of being “called on the carpet” for making a mistake is so great that substantive decisions are rarely made and when they are made, an extraordinarily extensive approval process is required. In other organizations, employees spend excessive time in meetings because the organizational culture demands that all issues – no matter how trivial – be vetted in an open meeting. In such situations using alternative communications approaches (for example, intranet share point sites) can reduce costs without compromising the quality of internal communications.

- **Incentives**. For some types of activities, simply providing employees with an incentive to work harder can increase productivity. For example, in the case of task-oriented activities, substantial increases in productivity can be achieved by allowing workers to go home when they finish a specific number of tasks. Generally, the number of completed tasks can be increased by as much as 20 percent by providing employees with such an incentive.

- **Specialization**. Unnecessary specialization can also increase costs. Clearly, creating a separate unit to perform work for which specialized expertise is not needed is unnecessarily costly if other units have sufficient capacity to do the work.

Using Benchmarking And Best Practices Analysis To Support Effective Management

In our experience, benchmarking can be an effective management tool when used selectively and appropriately. We do not encourage our clients to use benchmarking to determine staffing levels or for developing productivity indices. Our experience indicates that collecting such information is extremely costly and time-consuming and once the information is collected it is subject to criticism for not adequately reflecting the unique circumstances of the department being evaluated. In addition, at times benchmarking does not result in sufficiently aggressive productivity expectations. For benchmarking to be of the most value, comparisons among efficient and productive organizations providing the same level of service must be made. However, it is difficult to determine what organizations are productive when performing benchmarking analysis without performing a detailed analysis of their operations. In addition, we have found that statistical comparisons (for example, of staffing per 1,000 population), while interesting, provide little insight into the strengths and weaknesses of an organization and are of no use in developing practical recommendations to reduce costs or improve services. This is especially true of fire departments where geographic considerations are so important to determining staffing needs.

When used selectively and with appropriate care, however, benchmarking (coupled with best practice analysis) can be a powerful tool for improving performance. In our experience, benchmarking is especially helpful when used in the following ways.

- **Making an overall assessment of performance**. Benchmarking comparisons with other organizations can be useful when making an overall assessment of a particular function or service. Using benchmarking as a diagnostic tool – to understand where efforts to improve should be focused – rather than as a prescriptive tool – to set precise performance expectations – is often quite beneficial. Methodological concerns about whether “apples to apples” comparisons are being made are much less relevant when the purpose of the benchmarking effort is to make an overall assessment of performance rather than to make detailed recommendations for improvement.

- **Understanding how other organizations have addressed similar challenges**. One of the strengths Berkshire Advisors brings to this engagement is that our consultants have years of experience working with fire departments from throughout the nation. The ideas and perspectives we have gained from working with scores of fire departments can be brought to bear in addressing the issues facing the City of

Sheboygan. In the same way, benchmarking can be extremely helpful if focused on specific challenges facing the Fire Department. This type of benchmarking seeks to understand how other organizations have faced similar issues and the lessons learned by these organizations. Benchmarking findings can then be considered and tailored when developing strategies to address similar issues in Sheboygan.

- **Assessing the reasonableness of fee schedules, funding, and revenue sources**. Benchmarking will also be used to understand the funding sources used by other jurisdictions to funding fire and EMS services, to determine what rates are charged by these agencies, and to gather information on what other jurisdictions consider to be acceptable levels of bad debt and write offs.

- **Opening the eyes of department managers as to what is possible**. All persons, regardless of their skills and expertise, are limited somewhat by their experience. Benchmarking can "open the eyes" of managers to fundamentally new, and often better, ways of providing service. In addition, comparisons of productivity with benchmark organizations can also be helpful in getting managers to reach the point where they accept that change is both possible and needed.

- **Overcoming resistance to change**. In our experience, very few managers – whether in the public or the private sector – are willing to accept a new idea (no matter how sound) unless it has been tried and successfully implemented in another organization. From this perspective, most managers are from Missouri, the "show me" state. By identifying where effective practices have been implemented or especially high levels of productivity have been achieved, benchmarking can prove extremely powerful in overcoming resistance to change.

Approach To Evaluating The Role Of Private Contractors In Providing Services

Berkshire Advisors approaches the use of private contractors from a general management perspective. From this perspective the central challenge facing the city is to determine when, from a strategic and management perspective, using private contractors will improve service quality, reduce costs, and/or improve "customer" satisfaction. Only after these strategic and management issues have been addressed, will the financial and market analyses that need to be performed to assess privatization alternatives have an appropriate context.

The approach Berkshire Advisors has used with other organizations to evaluate privatization as a strategic tool for improving government performance has at its foundation three basic precepts:

- Under most circumstances, well-managed governments should be able to out-perform private sector service providers

- Privatization is an important tool that government managers can use selectively to improve performance

- The costs and risks associated with using private contractors should be carefully evaluated before a decision to outsource services is made

These precepts and their implications are discussed in the following paragraphs.

Under most circumstances, well-managed governments should be able to out-perform private sector service providers. Governments have a built-in cost advantage that gives them a significant edge over their private sector "competition." Governments pay no taxes, have no marketing or sales expenses, have no shareholders who expect to earn a profit, and are able to take advantage of tax-exempt financing. Given these advantages, an affirmative case must be made for why outsourcing a function or service makes management sense. If a private firm is able to out-perform a government simply because the government is mismanaged, decision-makers should work first to improve management. On the other hand, if private firms have capabilities that allow them to out-perform a government regardless of the government's built in advantage, using private contractors is almost always the preferred option.

As we evaluate competitive alternatives we consider whether an affirmative case can be made for outsourcing. Our focus is to explain why, given the department's built-in advantages, outsourcing selected services makes sense from a management perspective. Our experience working with other jurisdictions suggests that building a case for using private contractors in this way – rather than focusing exclusively on cost issues – makes the argument for competition extremely powerful.

Privatization is an important tool that government managers can use selectively to improve performance. When evaluating why the use of private contractors may make sense for selected functions and services, despite the department's significant built-in advantages, we will focus particular attention on a number of issues. Our experience suggests that using private contractors can be beneficial if:

- Contracting out non-core services allows managers to focus more attention on improving core service offerings
- Private firms have structural advantages that allow them to out-perform even the best managed governments (for example, private firms may be able to take advantage of economies of scale not available to a government)
- Outsourcing allows a government to manage random fluctuations in workload and seasonal workload peaks more effectively
- Government managers can use private contractors to overcome barriers to change
- By observing contractor operations, government managers can identify ways to improve government performance
- Not enough time is available to improve performance by changing internal operations
- Private firms have more flexibility in acquiring needed equipment and hiring needed staff in a timely manner than governments
- Risks associated with technological change can be shifted to the contractor

The costs and risks associated with using private contractors should be carefully evaluated before a decision to outsource services is made. For functions and services for which an affirmative management case for outsourcing can be made, the costs and risks associated with using private contractors should be carefully evaluated. The costs associated with using private contractors may be grouped into a number of broad categories:

- **Transaction costs**. These costs include the administrative and legal expenditures associated with searching for potential contractors, selecting and contracting with them, monitoring the contract, and re-contracting.

- **Costs associated with loss of synergy**. Staff assigned to different units often helps each other on an informal basis to meet peak workload demands. If the work performed by a unit is transferred to a contractor, staff from other units is much less likely to provide informal assistance without significant management intervention. Likewise, contractors are unlikely to provide informal assistance to other units unless they are paid for doing so. Where synergies are significant, the hidden costs associated with outsourcing services may be large.

- **Organizational costs**. Using private contractors is disruptive. This disruption may manifest itself in the form of political resistance to privatization initiatives. In addition, using private contractors disrupts the lives of workers, many of whom may have been long-time employees of the government. Although these organizational costs are difficult to quantify, depending on the size of the function being privatized, they may not be inconsequential.

The risks associated with using private contractors may also be grouped into a number of broad categories. These categories include:

- **Risks associated with loss of control**. Clearly, when a private contractor is used to perform a function or service a government becomes more vulnerable because it no longer directly controls operations.

- **Non-performance risks**. No matter how carefully a contract is structured, there is always a chance that a contractor will fail to adhere to the terms of the agreement. When this happens, administrative and legal costs are substantially increased. Moreover, the quality of services residents receive may be compromised.

- **Lack of competition**. Lack of competition can also prevent the potential benefits of using private contractors from being realized. A competitive market will not be created unless a critical mass of competitors is willing to bid for the work.

- **Lack of information**. For highly technical functions, a department may not have the "know how" to effectively evaluate contractor service offerings. Without this knowledge, it is difficult for the department to make the best decisions about which contractor to select. Moreover, for highly technical functions, it is difficult to monitor and evaluate contractor performance once a contract has been let.

After systematically evaluating these costs and risks we consider, where appropriate, what strategies might be employed to reduce them. (For example, if the risks associated with "lack of information" are significant we might suggest an outside firm with needed

technical skills be hired to assist in selecting a contractor and monitoring the contract on an ongoing basis.) After considering the implications of implementing these cost- and risk-control strategies, we then consider whether the potential benefits of using private contractors outweigh the costs and risks. Recommendations for what services should be subject to competitive bid will be based on this analysis.

Approach To Assessing Shared Services Alternatives

We will begin this effort by developing a framework for identifying functions and services for which providing these services on a shared services basis has the potential to be beneficial. In preparing this framework we will work with city and department managers to articulate the range of potential benefits that may result from entering into shared services arrangements. Such benefits include, but are not limited to, the following:

- **Operational economies of scale**. Increasing the scope of operations for some functions and services can cause the cost per unit of output to decline. Increasing the scale of operations by entering into shared services arrangements, therefore, may allow governmental units to take advantage of economies of scale not available to either entity individually. Operational economies of scale typically result when either capital costs or fixed costs are high. Where capital costs (including technology related costs) are high and there is insufficient work to justify investments in equipment that can increase productivity, unit costs will decline if entering into a shared service arrangement provides sufficient work to justify additional investments that will result in improved productivity. Alternatively, where investments in capital have been made but this capital is currently underutilized, entering into shared services arrangements will allow an entity to get a greater return on its investment. In addition, economies of scale result when the fixed costs associated with performing a given function is high and entering into shared services arrangements allows organizations to spread those fixed costs over a broader base.

- **Operational synergies**. In some cases operational synergies exist between two service providers that can be leveraged to benefit both participants. Particularly relevant to fire departments are opportunities to enter into automatic or mutual aid agreements that reduce the need for geographic coverage in some areas of the city.

- **Purchasing economies**. By coordinating purchasing arrangements it may be possible for governmental units to negotiate volume purchase discounts greater than the discounts that either entity can negotiate when making independent purchasing decisions.

- **Risk pooling**. Spreading risks over a number of departments may allow governmental entities to lower overall insurance expenditures either through self-insurance or by negotiating with insurance companies for lower rates.

- **Leveraging expertise**. An often-overlooked benefit of entering into shared services arrangements is that they allow organizations to leverage expertise in providing selected services over a broader service delivery network. Organizations tend to do best with activities that are the most closely associated with their core missions. Shared services arrangements can be constructed in ways that allow managers in different organizational units to focus on what they do best while allowing partner organizations to benefit from this expertise. .

- **Addressing intermittent and seasonal service needs**. Some organizations have difficulty addressing intermittent and seasonal service needs because the number of full-time staff employed to meet ongoing service needs is insufficient to meet seasonal or intermittent increases in service requirements. Entering into shared services arrangements to address such needs can be very helpful, especially if the seasonal service needs complement each other (for example, if a seasonal reduction in service needs in one organization is complemented by an increased need for a similar service – or, in any case, a service that can be performed by similar staff – in another organization).

After the evaluation framework has been developed we will use the framework to identify functions and services for which entering into shared services arrangements with other jurisdictions has the potential to be beneficial.

Systematically Developing Implementation Strategies And Priorities

In our experience an organization's success in implementing the recommendations in an engagement such as this depends on three key factors. First, barriers to implementing recommendations must be identified and strategies for overcoming these barriers systematically assessed. Second, implementation process should be structured to reflect research on how change is successfully implemented in organizations. Finally, implementation timelines and priorities should be set to ensure management attention is focused on efforts that will have the most impact on the department's overall performance.

Developing strategies for overcoming barriers to change. The interviews and focus groups conducted throughout the engagement will have two complementary purposes. At the same time we gather the information on department organization, management, and operations needed to develop improvement recommendations we will simultaneously be gathering information on the types of barriers that must be overcome to implement these recommendations. (In our experience, efforts to understand barriers to change must begin early in the study process to ensure adequate time is available to conduct the follow-up fact-finding and analysis needed to fully understand these issues and how they manifest themselves in the department being evaluated.) Once barriers to change are understood specific strategies for overcoming these barriers can be incorporated into implementation plans. Ensuring effective strategies for overcoming barriers to change are incorporated into implementation plans not only increases the likelihood that implementation efforts will be successful but also ensure that implementation timelines and costs adequately reflect the time and resources needed to implement these strategies.

Using research on organizational transformation to structure the implementation process. Change is hard for any organization and is especially hard for fire departments with their unique culture and organizational dynamics. Given these challenges it is important that the implementation plan benefit from the best available thinking on how to bring about change in an organization. As a starting point for how to structure the change process we will draw from the best available research on how to implement change in organization.

Identifying implementation priorities. The likely result of an engagement such as this – especially one that has such clear expectations with regard to the elements that will be assessed – is a myriad of detailed recommendations. The challenge in developing a plan to implement these recommendations will be to focus management attention on the recommendations that will have the most impact on department performance. In short, to be effective, managers need more than a laundry list of areas in which performance needs improvement; in addition priorities in terms of where performance improvement is most needed must be established.

We will take an expected value approach to assessing the priority that should be placed on implementing recommendations. For each recommendation we will estimate the anticipated savings (net of any implementation costs) and will multiply those savings by a factor that reflects the degree of difficulty associated with implementing the recommendation (and the likelihood of implementation success). In general, recommendations that will yield the highest net expected value in terms of savings (or revenues) should be implemented first.[5] A similar approach will be taken to assess the qualitative benefits associated with implementing recommendations. Although the results of the "expected value" assessment for these recommendations will be qualitative the relative priority that should be placed on implementing these recommendations will be articulated.

B – WORK PLAN

Our study work plan consists of 16 interrelated phases, some of which are divided into a number of tasks. Please note that this work plan assumes that both Phase I and Phase II of the engagement will be completed. (There is considerable overlap between the two phases and if separate work plans were prepared for each phase each work plan would contain considerable redundancy.) If, however, only Phase I of the engagement is requested, the work plan will be adjusted to delete tasks and activities that are relevant to Phase II.

- Position the study for success
- Understand the context within which fire and emergency services are provided
- Understand the Sheboygan Fire Department and its vision for the future

[5] Please note that comparisons may be done on an expected net present value basis if the time required for implementation is lengthy. By discounting savings that will be achieved in the future accurate comparisons with initiatives that can be implemented more quickly can be made.

- Conduct risk assessment and evaluate the need for fire and emergency services in Sheboygan
- Understand community and stakeholder perspectives
- Develop a detailed understanding of the department's organization, management, and operations
- Conduct benchmarking and best practices analysis
- Perform initial assessment of privatization opportunities
- Perform initial assessment of shared service/regionalization opportunities
- Model the relationship between service expectations, service demand, and resource needs
- Evaluate revenue enhancement opportunities
- Evaluate the use of uniformed and civilian staff
- Develop recommendations
- Develop strategies for overcoming barriers to change
- Identify implementation priorities and develop implementation plan
- Document and present study findings and recommendations

PHASE I – POSITION THE STUDY FOR SUCCESS

Task 1: Hold Introductory Meetings

Our initial task will consist of achieving an overall understanding of the Sheboygan Fire Department and establishing the groundwork for successful completion of the project. A conference of the City Administrator, other city officials, the Fire Chief, study team leaders, and key Fire Department managers will launch this study. At this meeting, we will review the study approach and timetable and will discuss the central issues to be considered. Later, we will meet individually with each participant in the conference. The focus of these early meetings will be establishing lines of communication between our study team and the department.

Task 2: Establish Project Steering Committee

We will work with the City Administrator and Fire Chief to select members of a project steering committee. The steering committee will meet with us at key points in the study process to provide guidance on policy issues, to review preliminary findings, and to provide needed feedback. After the members of the steering committee are selected, we will meet with the committee to review study objectives, present our preliminary work plan, clarify the committee's role, and discuss the major issues the study will address.

Later, we will meet individually with members of the steering committee who were not interviewed as part of Task 1.

Task 3: Assemble Background Information

During this task we will also begin to assemble background information about the city and the nature and extent of the demand for fire and emergency services. We will gather information on the location and frequency of emergency calls, run times, mutual aid agreements, the age and condition of existing fire stations, and the apparatus located at each station. In addition, we will review maps depicting fire station locations and first due response areas. Moreover, we will review Standard Operating Procedures governing how apparatus are deployed to various types of emergency incidents and information on current safety practices.

Task 4: Develop Communications Strategy

We will work with the steering committee to develop a strategy for introducing this study to employees and for keeping employees, labor representatives, and other stakeholders abreast of its progress. Developing and implementing this strategy will ensure that these stakeholders are kept appropriately informed about the study process and that unreasonable employee concerns are allayed. The overall communications strategy will also help to establish a foundation for implementing the recommended improvement plan. As a first step, we will prepare a draft memorandum for distribution to employees that introduces our study team members, outlines project objectives, and solicits support and cooperation.

PHASE II – UNDERSTAND THE CONTEXT WITHIN WHICH FIRE AND EMERGENCY SERVICES ARE PROVIDED

Task 1: Review General Information About The City

Existing geographic, demographic and economic information will be the primary sources used to understand the characteristics of the City of Sheboygan. In addition, we will meet with city planning staff to understand how the City's profile is expected to change in the foreseeable future.

Task 2: Understand The Network Of Fire And Emergency Services Providers In The Area

Through interviews with the Fire Chief and other department managers we will develop an overall understanding of the network of fire and emergency services providers in Sheboygan and surrounding communities. As part of this process, we will carefully review the City's mutual and automatic aid agreements with neighboring jurisdictions. In addition, we will review information on the location of the fire stations of neighboring jurisdictions and on the apparatus and staff deployed at those stations.

PHASE III – UNDERSTAND THE SHEBOYGAN FIRE DEPARTMENT AND ITS VISION FOR THE FUTURE

Task 1: Understand Current Organization, Staffing And Deployment Of Resources

During this task we will conduct interviews and review organization charts, staffing rosters, schedules and budgets to develop an initial understanding of the department's current organization and how resources are currently allocated, scheduled, and deployed. The objective of this effort will be to develop a "snap shot" of how the department currently uses its resources.

Task 2: Understand The Department's Management Philosophy, Priorities And Vision

The approach that different departments take to providing fire and emergency service can vary significantly based on their history, leadership, priorities, and resources. During this task we will use the "snap shot" of the department's organization and staffing (developed in Task 1) as a starting point for discussions with the Fire Chief and, if appropriate, the steering committee about the department's management philosophy, its priorities, goals and objectives, the strategies it currently employs to achieve its objectives, and its vision for the future.

PHASE IV – CONDUCT RISK ASSESSMENT AND EVALUATE THE NEED FOR FIRE AND EMERGENCY SERVICES IN SHEBOYGAN[6]

Task 1: Assess How Potential Risk Varies In The City Of Sheboygan

During this task we will work with representatives of both the Fire Department and the City planning department to understand how risk varies across the city. We will begin this task by working with the Fire Department to identify factors that have the potential to increase risk in various parts of the City. Such factors might include the age and condition of the housing stock, the percentage of vacant housing, population density, types of uses (e.g., residential, commercial, industrial), occupancy rates, high rise buildings, the location of hazardous materials, the location of airports, the location of waterways, and the location of wild lands). We will then work with both the planning department and the Fire Department to understand how risks created by these potential hazards are spread across the City and within each fire stations' first due area. Typically, the planning department is the best source of information relating to general factors that affect risk (e.g., land use, condition of housing stock, population density) while the Fire Department is the best source of information on specific hazards (e.g., location of hazardous materials, location of high rises).

[6] Please note that the ability of the consulting team to do this analysis will depend on the city and department's ability to provide needed information.

Task 2: Assess How Actual Demand Is Correlated With Potential Risk

During this task we will review information on fire calls by area of the City for the past three years to determine how the actual number of fire and emergency calls handled varies with the risk profile developed in Task 1. Risk factors that are highly correlated with actual demand in each fire stations' first due area will be identified as will risk factors that do not appear to drive actual calls.

Task 3: Consider How Department Resources Should Be Deployed To Reflect Risk

The results of the analysis conducted in the previous two tasks will be evaluated in this task to determine how department resources should be deployed to reflect risk. In particular, we will discuss for what types of risks and hazards, additional resources should be deployed to deal with potential risks even if the demand for services suggests that those risks are rarely realized. For other risks, by contrast, actual demand might be the primary determinant of the resources that need to be deployed. We will review the results of this assessment with the steering committee.

Task 4: Consider How Service Expectations Should Be Adjusted To Reflect Risk

We will also use the analysis to consider what service standards should be established in different areas of the city. We will begin by conducting an assessment of the extent to which the fire department meets the standards set forth in NFPA 1710. We will then assess these extent to which these expectations might be adjusted based on actual and potential risk in Sheboygan. For example, there may be areas of the city where the department exceeds NFPA 1710 response requirements but for which the risk profile of the area (based on the assessment of potential risk and actual demand) suggests that continuing to exceed the standard may be appropriate. On the other hand, there may be areas of the city where the department falls somewhat short of meeting all its response requirements but the risk profile in the area suggests that increasing capacity is not needed.

Task 5: Identify Areas Of Overlapping Coverage

As part of this analysis we will identify areas where first due response areas for pumpers from different stations overlap. A similar analysis will be conducted for ladder companies and emergency medical transport. We will then assess whether there is a justification based on risk for maintaining these overlapping coverage areas.

PHASE V – UNDERSTAND COMMUNITY AND STAKEHOLDER PERSPECTIVES

Task 1: Interview And Conduct Focus Groups With Community Leaders

Through interviews and focus groups we will gain a solid understanding of community perspectives on the Sheboygan Fire Department and the services it provides. During this task we will:

- Interview the Mayor, the President of the Common Council and members of the Common Council

- Hold two focus group sessions with community leaders and stakeholders

In these interviews and focus groups we will discuss the extent to which these community leaders are satisfied with the level and quality of service provided by the Fire Department. In addition, we will discuss with them what fire and rescue services, if any, are needed in Sheboygan that are not being provided by the department. Similarly, we will ask them what services, if any that are currently being provided are of limited value and could be discontinued.

Task 2: Interview Labor Representatives

During this task we will interview labor representatives to understand labor's perspective on the issues facing the department.

Task 3: Interview City Officials And Representatives Of Other City Government Departments

We will interview senior managers of the City of Sheboygan and representatives of other City government departments that interact with the Fire Department on a regular basis. In addition to enhancing our understanding of the nature and type of these interactions we will also use these interviews to discuss ways the Fire Department and various City departments might be able to collaborate more effectively on issues of common concern. In addition, we will identify functions and services that could potentially be provided on a shared services basis.

PHASE VI – DEVELOP A DETAILED UNDERSTANDING OF THE DEPARTMENT'S ORGANIZATION, MANAGEMENT AND OPERATIONS

Task 1: Conduct Detailed Interviewing

During this task we will conduct follow-up interviews to develop a detailed understanding of the department's organization, management, and operations. Particular attention will be focused on evaluating issues our experience suggests are the most important to improving operational efficiency and effectiveness: measuring the right things; calibration of staffing and workload; eliminating capacity in search of need; matching skills with needs; ensuring the right mix of people, facilities, equipment and technology; ensuring cost effective scheduling; addressing inertia; reducing unnecessary specialization; and overcoming cultural barriers to change. In addition, we will focus on evaluating the adequacy of training, the effectiveness of existing recruiting and hiring practices, and the appropriateness of staff certifications. We will also use these interviews to develop an understanding of employee satisfaction with the department, the conduction and functionality of stations, the availability and condition of apparatus, and the availability and condition of equipment.

We will also use these interviews to evaluate existing organizational roles and responsibilities. Particular attention will be focused on assessing whether changes in job

descriptions for selected staff have been beneficial, whether staff are placed in positions and given responsibilities that are most beneficial to the department, and whether staff are scheduled to work when they are most needed.

Task 2: Gather And Evaluate Additional Data

The results of the interviews conducted in Task 1 will be used to develop a list of issues that have the potential to improve the department's performance. During this task we will gather the information needed to deepen our understanding of these issues.

PHASE VII – CONDUCT BENCHMARKING AND BEST PRACTICES ANALYSIS

Task 1: Identify Departments With Which To Compare The Sheboygan Fire Department

We will develop a list of ten cities that are similar in size and demographic profile with Sheboygan. We will review this list of benchmark cities with the steering committee. After finalizing the list of benchmark cities we will work with the Fire Chief to contact these agencies and to solicit their participation in this engagement.[7] Our goal is to have at least six cities agree to participate in the benchmarking process.

Task 2: Develop Data Collection Templates

Using the framework developed in Task 2, we will develop templates to collect information from the benchmark cities. These templates will be designed to gather information on the functions and services performed by the benchmark city, the number of staff who performs each function and service, and any information that is available on the level and quality of services residents receive. In addition, we will gather information in the following areas:

- Response time standards
- Ambulance financial performance (e.g., revenues, profit and loss, and bad debt)
- Fees charged for service (including ambulance fees, false alarm fees, inspection fees, and permitting fees)
- Ambulance collection rates
- Grant revenues received
- Scheduling practices

Task 3: Gather Information From Benchmark Cities And Document Findings

[7] Our experience suggests that other cities are often more willing to participate in an engagement such as this if their participation is solicited by a counterpart in a "sister" city rather than by a consultant.

We will ask representatives of each benchmark city to provide the information required to complete these templates. After receiving the completed forms we will conduct follow-up interviews to gather any information omitted from the form and to clarify responses.

Task 4: Perform Best Practices Analysis

Using the list of study issues developed in Phase VI we will conduct an Internet search to understand how other fire departments address similar issues. We will then contact the organizations that appear to employ promising practices to gain a better understanding of the approaches they take. In addition, we will interview representatives of peer cities from which benchmark information will be obtained to understand the approaches they take to addressing these issues.

Task 5: Assess The Implications Of The Benchmark Comparisons And Best Practices Analysis For The Sheboygan Fire Department

During this task we will review the benchmark and best practices summaries and will discuss their implications with the steering committee. In leading this discussion we will take care to ensure that any conclusions drawn from the analysis is appropriate. Our experience suggests that it is very difficult to make “apples to apples” comparisons among fire departments. Instead of drawing firm conclusions from our analysis we will work with the steering committee to use the benchmark results to develop hypotheses and highlight areas for further review. In addition, we will consider how the improvement strategies identified as part of the best practices review can be tailored to the Sheboygan context.

PHASE VIII – PERFORM INITIAL ASSESSMENT OF PRIVATIZATION ALTERNATIVES

Task 1: Identify Services For Which The Use Of Private Contractors Should Be Considered

Government service providers have many cost advantages over their private sector counterparts – they do not have to pay profits to owners, they have no marketing costs, and capital can be obtained at tax-advantaged rates. Our approach to evaluating privatization alternatives therefore takes as a central premise that well-managed units of government should be able to out-perform private-sector service providers under most circumstances. During this step, we will assess the services provided by the Fire Department to determine whether there are management issues that might enable a private firm to out-perform the city despite its built-in cost advantages for selected services. The results of our review of department management, organization, and operations will also be used to identify additional reasons – other than cost – for considering the use of private contractors. Based on this assessment a list of Fire Department functions and services for which privatization should be considered will be identified.

Task 2: Assess The Costs And Risks Of Using Private Contractors

During this step we will systematically address the costs and risks associated with outsourcing each service that is a candidate for privatization. The costs and risks we evaluate will include: transactions costs; costs associated with loss of synergy; organizational costs; risks associated with loss of control; non-performance risks; risks associated with lack of competition; and risks associated with lack of information.

Task 3: Develop Strategies To Reduce The Costs And Risks Associated With Using Private Contractors

After systematically evaluating these costs and risks we will consider, where appropriate, what strategies might be employed to reduce these costs and risks. For example, organizational costs can be mitigated if the successful contractor is required to hire existing employees. Likewise, risks associated with "lack of information" can be reduced by hiring an outside firm with needed technical skills to assist in selecting a contractor and in monitoring the contract on an ongoing basis.

Task 4: Weigh The Benefits Of Using Private Contractors Against The Costs And Risks

Using the results of the analyses performed in the preceding steps, we will compare the costs/risks and benefits associated with contracting out each function or service with the costs/risks and benefits of continuing to provide the service in-house. We will review the results of this analysis with the steering committee and will recommend specific services that should be put out to bid.

PHASE IX – PERFORM INITIAL ASSESSMENT OF SHARED SERVICES/REGIONALIZATION OPPORTUNITIES

Task 1: Develop Framework For Evaluating Shared Service/Regionalization Opportunities

During this task we will develop a framework for evaluating the potential benefits of entering into shared services/regional service delivery arrangements for the various functions and services performed by the fire department. This framework will articulate the range of potential benefits that may result from entering into shared services/regional service delivery arrangements. We will then review this framework with the steering committee and will make modifications as appropriate.

Task 2: Use The Framework To Assess The Potential Benefits Of Entering Into Shared Services/Regional Service Delivery Arrangements

During this task we will use the framework (developed in Task 1) to assess the extent to which benefits are likely to result from entering into a shared service/regional service delivery arrangement for various functions and services. We will then review the results of this analysis with the steering committee to determine which functions and services should be analyzed in greater detail.

PHASE X – MODEL THE RELATIONSHIP BETWEEN SERVICE EXPECTATIONS, SERVICE DEMAND, AND RESOURCE NEEDS

For each major department function we will, during this phase, model the relationships between service expectations, service demand, and resource needs. The approach we will take to model these relationships will vary significantly depending on the function performed. For example, for functions that are not time sensitive an assessment of workload will be performed and the staff needed to perform the task with a specified period of time (one or two shifts) will be determined. For functions that are time sensitive and for which workload varies, on the other hand, in addition to evaluating the staffing needed to handle the workload over the course of a shift, queuing analysis needs to be performed to ensure the staff needed to perform the function will be available when the function needs to be performed. In addition, for some functions and activities – most notably core emergency medical and fire suppression services – resources must be strategically deployed on a geographic basis to ensure needed capacity will be available both when and where it is needed.

As an example of the approach that will be used to model relationships between service expectations, service demand, and resource needs a discussion of the tasks that will be performed to determine the staffing and geographic deployment needed to meet emergency medical and fire suppression response requirements follows.

Task 1: Determine How Apparatus Need To Be Staffed To Implement Recommended Response Strategies

During this task we will determine how fire suppression and rescue apparatus need to be staffed to ensure the complement of staff needed to respond to various types of emergencies are available.

Task 2: Determine Apparatus That Need To Be Deployed To Meet Response Time Expectations For Various Types Of Incidents

Using GIS and mapping software we will determine where rescue vehicles and fire suppression apparatus need to be deployed to ensure that the travel time from the location to which the apparatus is assigned to any area of the city is less than the service expectation for response developed in Phase IV.[8] This analysis will begin by assuming that existing stations will be used to deploy rescue units and suppression apparatus but also consider whether adjusting the locations (and/or increasing or decreasing the number of locations) will allow response time expectations to be met.

[8] The travel time to any area of the city will actually need to be shorter than the baseline service expectation response time to take into account the time required to dispatch a call and for employees to “turn out” for the call.

Task 3: Perform Queuing Analysis To Determine Whether Additional Apparatus Are Needed

After ensuring that enough rescue units and fire suppression apparatus will be deployed to meet response time expectations, queuing analysis will be used to determine the number of units that need to be deployed in a given area to ensure service expectations with regard to the availability of a unit to handle such an incident are met. (For example, that a unit be in-service and available to respond 90 or 95 percent of the time.) In particular, queuing analysis will determine the number of rescue units and fire suppression apparatus that need to be deployed by hour of the day in each area of the city to ensure baseline service expectations relating to the availability of emergency medical units and fire suppression apparatus will be met.

Task 4: Assess Scheduling Options

During this task we will consider what scheduling options will ensure needed capacity is available at the lowest cost. The scheduling option that will be selected depends in large part on how the demand for service varies by time of day. Longer shift schedules are possible when the need for service does not vary significantly while shorter shift schedules are typically the most cost effective when workload varies.

Task 5: Assess Relief Staffing Needs

The analysis to this point will have determined that number of apparatus, vehicles and staff that need to be deployed in various areas of the city by hour of day and day of week and when these positions should be filled by staff working overtime versus straight time. During this task we will calculate the additional staff that need to be deployed to ensure these positions are filled during these hours after accounting for vacation, illness, holidays, training time and other excused absences. As part of this analysis we will assess whether by making strategic use of overtime full-time staffing needs (and overall costs) can reduced.

PHASE XI – EVALUATE REVENUE ENHANCEMENT OPPORTUNITIES

Task 1: Identify "Basic" Fire Department Functions And Services That Should Be Primarily Supported By The General Fund

Our assessment of revenue enhancement opportunities will begin by identifying the Fire Department functions and services that should be considered basic services the cost of which are shared among all taxpayers. After developing a preliminary list of these services we will review the list with the steering committee.

Task 2: Identify Functions And Activities Where Risks And Behaviors Impose Increased Costs That Should Not Be Supported By The General Fund

Using the analysis of potential risk and service demand (completed in Phase IV) we will identify functions and activities where either certain uses or behaviors create disproportionate risks and costs on the department that should not be shared by all taxpayers (that is, should not be supported by the general fund) or should only partly be supported by the general fund. We will then use the models developed in Phase X that

quantify the relationship between service expectations, service demand, and service needs to make a preliminary estimate of how Fire Department costs are affected by risks and behaviors that should not be supported by the general fund. Where these models cannot be used to assess these costs we will develop alternative approaches to estimating these costs. We will review the results of this analysis with the steering committee.

Task 3: Develop Approaches To Recovering Costs And Funding Protection Needs That Should Not Be Supported By The General Fund

We will begin this task by working with the steering committee to identify a list of Fire Department functions that should not be supported by the general fund (or that should only partly be supported by general fund expenditures). We will then develop approaches for determining what costs should be imposed on individual businesses or residents (or groups of individuals or residents) and what mechanisms should be used to recoup these costs.

PHASE XII – EVALUATE THE USE OF UNIFORMED AND CIVILIAN STAFF

Task 1: Develop Evaluation Framework.

We will begin this task by developing a framework for evaluating what fire related functions and services require the skills and training of uniformed officers. A list of criteria to be considered when making this assessment will be developed and reviewed with the steering committee.

Task 2: Determine What Functions Should Be Performed By Uniformed And Civilian Staff.

During this step we will use the evaluation framework developed in Task 1 to review each of the major functions and services performed by fire operations staff and will make an initial assessment of whether the function should be performed by uniformed or civilian staff. We will then compare the results of this initial assessment with how uniformed and civilian staff are currently used. This approach will ensure that equal attention will be focused on identifying functions and services currently performed by uniformed firefighters that can be handled by civilians and on identifying functions and services currently performed by civilians that should be performed by uniformed personnel.

PHASE XIII – DEVELOP RECOMMENDATIONS

Based on the analysis performed in the previous 12 phases we will, in this phase, develop preliminary study recommendations. We will meet with the steering committee to review the preliminary recommendations. Based on these discussions, appropriate modifications to our preliminary recommendations will be developed.

PHASE XIV – DEVELOP STRATEGIES FOR OVERCOMING BARRIERS TO CHANGE

Task 1: Finalize Assessment Of Barriers To Change

As discussed, at the same time we conduct the fact-finding and analysis needed to develop improvement recommendations we will also be developing an understanding of barriers to change in the Sheboygan Fire Department that may make it difficult to implement these recommendations. During this task, we will review the preliminary recommendations (developed in Phase XIII) and will identify specific barriers to change associated with each recommendation. (Some barriers to change, of course, may hinder efforts to implement a number of recommendations.) Types of barriers to change that may be identified include the following:

- **Communication**. Change efforts are often stymied because the need for, and potential improvement that will result from the change are not effectively communicated. To make needed change a reality, managers and employees must understand the department's vision for change and believe that things will work better once the vision has been implemented. Without credible communication, and a lot of it, the hearts and minds of "the troops" will never be captured.

- **Skills and competencies**. In some fire departments, managers, supervisors, and employees simply do not have the skills and competencies needed to implement improvement initiatives. In such departments, training may be needed to develop necessary skills. In addition, selection and recruiting practices may need to be modified to ensure that new employees have the desired skills and competencies.

- **Incentives**. In most organizations, employees will continue to work the way they always have unless there is an incentive to change. Consequently, it is important that evaluation, recognition, and rewards systems be aligned with and support improvement initiatives.

- **Attitudes**. Manager and employee attitudes are often the greatest barrier to improving fire department performance. Improvement initiatives are often perceived to be a fad that will fade away in time. For attitudes to change, improvement efforts must be perceived as a new way of doing business, not as an add-on program.

Task 2: Develop Strategies For Overcoming Barriers To Change

Using the list of barriers to change developed in Task 1 we will work during this task to develop strategies for overcoming these barriers. In developing these strategies we will consider both overall strategies for driving change in an organization and "smaller bore" strategies for overcoming challenges to implementing specific recommendations. The strategies we develop will be informed by published research on how to drive change in organizations, by the experience of other fire departments identified in the best practices review, and by our understanding of issues and challenges unique to the Sheboygan Fire Department developed during our detailed fact-finding. After developing these strategies we will review them with the steering committee and will make modifications as appropriate.

PHASE XV – IDENTIFY IMPLEMENTATION

PRIORITIES AND DEVELOP IMPLEMENTATION PLAN

Task 1: Identify Implementation Priorities

We will take an expected value approach to assessing the priority that should be placed on implementing recommendations. For each recommendation we will estimate the anticipated savings (net of any implementation costs) and will multiply those savings by a factor that reflects the degree of difficulty associated with implementing the recommendation (and the likelihood of implementation success). In general, recommendations that will yield the highest net expected value in terms of savings (or revenues) should be implemented first.[9] A similar approach will be taken to assess the qualitative benefits associated with implementing recommendations. Although the results of the "expected value" assessment for these recommendations will be qualitative the relative priority that should be placed on implementing these recommendations will be articulated.

Task 2: Develop Implementation Plan

During this task we will develop an overall implementation plan that incorporates the strategies for overcoming barriers to change (developed in Phase XIV) and reflects the implementation priorities developed in the previous task. In particular, the implementation plan will specify for each recommended action, what should be done, who should be responsible, when the action should commence, when it should be completed, and the implementation priority.

PHASE XVI – DOCUMENT AND PRESENT STUDY FINDINGS AND RECOMMENDATIONS

Task 1: Prepare Draft Study Report

This comprehensive report will document the objectives and scope of the study and the methods used to conduct it, detail the department's strengths as well as improvement opportunities, present the facts and rationale on which they are based, and specify our recommendations. We will share a copy of the draft report with the steering committee.

Task 2: Prepare And Present Final Report

On the basis of our discussions with the steering committee we will make appropriate modifications to the draft report and prepare the report in final form. We will be available to make a public presentation of the study recommendations to the Mayor and Common Council.

[9] Please note that comparisons may be done on an expected net present value basis if the time required for implementation is lengthy. By discounting savings that will be achieved in the future accurate comparisons with initiatives that can be implemented more quickly can be made.

C – PROJECT TIMELINE

As the following project schedule indicates, if the engagement begins on January 3, 2017 the final report will be delivered no later than April 28, 2017.

Phase	Start Date	Completion Date
I – Position The Study For Success	January 3, 2017	January 20, 2017
II – Understand The Context Within Which Fire And Emergency Services Are Provided	January 9, 2017	February 3, 2017
III – Understand The Sheboygan Fire Department And Its Vision For The Future	January 9, 2017	February 3, 2017
IV – Conduct Risk Assessment And Evaluate The Need For Fire And Emergency Services In Sheboygan	January 16, 2017	February 24, 2017
V – Understand Community And Stakeholder Perspectives	January 16, 2017	February 24, 2017
VI – Develop A Detailed Understanding Of The Department's Organization, Management, And Operations	January 16, 2017	February 24, 2017
VII – Conducting Benchmarking And Best Practices Analysis	January 16, 2017	March 10, 2017
VIII – Perform Initial Assessment Of Privatization Opportunities	February 3, 2017	March 17, 2017
IX – Perform Initial Assessment Of Share Service/Regionalization Opportunities	February 13, 2017	March 17, 2017
X – Model The Relationship Between Service Expectations, Service Demand, And Resource Needs	February 13, 2017	March 17, 2017
XI – Evaluate Revenue Enhancement Opportunities	February 27, 2017	March 31, 2017
XII – Evaluate The Use Of Uniformed And Civilian Staff	February 27, 2017	March 31,2017
XIII – Develop Recommendations	March 20, 2017	April 7, 2017
XIV – Develop Strategies For Overcoming Barriers To Change	March 27, 2017	April 14, 2017

Phase	Start Date	Completion Date
XV – Identify Implementation Priorities And Develop Implementation Plan	April 3, 2017	April 28, 2017
XVI – Document And Present Study Findings And Recommendations	April 3, 2017	April 28, 2017

Res. No. 72 - 16 - 17. By Alderperson Belanger. August 1, 2016.

A RESOLUTION directing the Purchasing Agent to prepare a Request for Proposal for an Operational and Departmental Structure Study of the Sheboygan Fire Department.

WHEREAS, the International Association of Fire Fighters has submitted a Geographic Information System Emergency Services Response Capabilities Analysis to the Common Council; and,

WHEREAS, the Common Council has expressed an interest in an analysis of the Fire Department's operations; and

WHEREAS, the Fire Chief has suggested the following items to be included in the fire service study:

- An analysis of fire station locations, staffing, conditions and capabilities;
- A recommendation regarding the optimal number of fire stations, pieces of apparatus, and personnel while maximizing efficiency and effectiveness and eliminating duplication of services;
- An analysis of assigned response areas for each station;
- An analysis of the number, distribution, and location of three years of historical incidents by type and severity for each station, identifying changes and trends in response history;
- A risk analysis for each station by historical incident type and severity; and
- An analysis of the fire apparatus and resource configuration needed to meet both current and future projected needs.

WHEREAS, the study should include the following additional items:

- An analysis of the financial viability of the ambulance service, including the cost and accounting for this service;
- An analysis of the training and certification of Firefighters and EMS personnel as it relates to the community's historical risks and national, state and local requirements;
- An analysis of the current organization, staffing, and management functions and their effectiveness;
- Recommendations for optimal alternatives to control costs while maintaining high quality services that meet community expectations;
- An exploration of opportunities for additional funding; and
- Identification of opportunities for enhanced collaborative efforts, shared services, or contracted services.

NOW, THEREFORE, BE IT RESOLVED: That the Purchasing Agent is directed to prepare a Request for Proposal for an Operational and Departmental Structure Study of the Sheboygan Fire Department to include each of the above-listed items and to obtain proposals for the city to consider.

_____

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20___.

Dated _____ 20__. _____, City Clerk

Approved _____ 20__. _____, Mayor

III

4.4

Res. No. 129 - 16 - 17. By Alderperson Thiel. November 21, 2016.

A RESOLUTION authorizing the Purchasing Agent to enter into contract for professional services related to performance of an Operational and Departmental Structure study for the Sheboygan Fire Department.

WHEREAS: With the passage of Res. No. 72-16-17, the Common Council directed that the purchasing agent prepare and issue a request for proposals for performance of an operational and departmental structure study of the Sheboygan Fire Department and;

WHEREAS: Six proposals from firms having the necessary qualifications were received and reviewed by a team consisting of the Fire Chief, Assistant Fire Chief, Deputy Fire Chief, several Battalion Chiefs, the City Administrator and the Purchasing Agent and;

WHEREAS: In addition, the Request for Proposals was structured in such a way as to account for the items suggested by the Fire Chief as 'Phase I" and the additional items in the detailed in the resolution as "Phase II", should the Council decide to split the project due to fiscal or other constraints.

WHEREAS: The Fire Chief has also gone on record with a plan to seek additional accreditation for the Sheboygan Fire Department and has indicated that a number of tasks identified in this project are also required components of an endeavor to seek accreditation.

pp+5

RESOLVED: That the Purchasing Agent is hereby authorized to enter into contract with the firm recommended by the Public Protection and Safety Committee for a Phase I (and Phase II) Operational and Departmental Structure Study.

BE IT FURTHER RESOLVED: That the appropriate City Officials are hereby authorized to draw orders on an account which has not yet been identified in payment of same.

I HEREBY CERTIFY that the foregoing Resolution was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the _____ day of _____, 20____.

Dated _____ 20____. _____, City Clerk

Approved _____ 20____. _____, Mayor

City of Sheboygan
spirit on the lake.

City of Sheboygan, WI
Fire Department

Operational Consulting and Departmental Structure Review Proposal

Solicitation #1909-16

November 10, 2016

ESCI, Inc.
25030 SW Parkway Avenue, Suite 330 Wilsonville, OR 97070
info@esci.us
503.570.7778

Emergency Services Consulting International

Providing Expertise and Guidance that Enhances Community Safety

LETTER OF SUBMITTAL

November 10, 2016

Bernard R. Rammer, Purchasing Agent
City of Sheboygan
828 Center Avenue, Suite 205
Sheboygan, WI 53081

Dear Mr. Rammer,

Emergency Services Consulting International (ESCI) is pleased to submit the following Proposal to conduct an Operational Consulting and Departmental Structure Review for the Sheboygan Fire Department. We recognize the importance of this engagement and appreciate your consideration of our proposal.

ESCI has completed numerous fire department and emergency service studies utilizing our team of highly qualified staff. Our competitive edge includes a working knowledge and understanding of contemporary fire service and EMS organizations internationally. We recognize the magnitude and complexity of current delivery systems in which we utilize state-of-the-art analytical technology and methodology to ensure accuracy and validity of observations and recommendations.

We have put together a team of professionals with an outstanding and varied skill set to work on this project for the City of Sheboygan. I will oversee the project as the Project Manager and be joined by Chief Stuart McElhaney (retired), Chief Jim Mooney (retired) and GIS expert, Rob Strong. Resumes/bios for this project team are included in this proposal.

We appreciate your consideration of our proposal and look forward to working with the City of Sheboygan in this important endeavor. If you have any questions, or would like further detail about the approach provided herein, please do not hesitate to contact me by phone at 208-661-4865, or by email lane.wintermute@esci.us.

We thank you for your consideration of our proposal and suggested scope of work.

Sincerely,

Lane Wintermute
Senior Associate

CONTENTS

ESCI Capabilities

Emergency Services Consulting International (ESCI) is an international firm providing specialized, high quality, professional fire, police, communications, and EMS consulting services to organizations throughout the United States and Canada. ESCI has been meeting the needs of emergency services agencies since 1976, and is considered by many to be the nation's leader in emergency services consulting. Utilizing a staff of three personnel and over 40 field consultants nationwide, ESCI provides consulting services to municipalities, districts, non-profit organizations, and the industrial and commercial community.

ESCI at a Glance

- Mission: Provide Expertise and Guidance that Enhances Community Safety
- Established in 1976
- Headquartered in Wilsonville, Oregon; with branch offices in Argyle, Texas, and Fairfax, Virginia
- Extensive fire and EMS consulting throughout the US and Canada
- Three employees, over 50 expert field consultants

ESCI is recognized as an expert in the field by the emergency services community. This is confirmed by our ongoing relationship with the International Association of Fire Chiefs (IAFC), the Western Fire Chiefs Association, the National Fallen Firefighters Foundation, the National Volunteer Fire Council, and the hundreds of clients we serve from coast to coast.

Since the beginning, ESCI has operated on the principles of honesty, integrity, and service. ESCI's philosophy is to maintain an active involvement within the emergency service disciplines and related fields, staying ahead of the rapid changes and issues facing our clients.

The mission of ESCI is to **Provide Expertise and Guidance that Enhances Community Safety.** We will accomplish this by providing the highest value of consulting services and educational programs. ESCI utilizes a team of professionals committed to offering highly beneficial programs covering current and anticipated fire, police, communications, emergency management, and emergency medical services issues and needs.

… Provide Expertise and Guidance that Enhances Community Safety

We provide a wide array of services including organization audits and evaluations; cooperative effort and consolidation; health and safety evaluations; master, strategic, and growth management plans; deployment planning; hazard mitigation planning; executive searches; assessment centers; and customized consulting. ESCI has helped improve emergency services in hundreds of communities throughout the country. Our innovative training programs are improving the way organizations and people work.

ESCI encourages creative solutions to complex system dilemmas. The firm recognizes the cultural, economic, operational, legal, and political realities of the local environment. ESCI avoids pre-conceived biases in order to develop and implement imaginative and long-lasting solutions. In addition, ESCI equips its clients with the background, understanding, and confidence to tackle future problems as they arise.

All of ESCI's field associates have been active practitioners in their respective fields, with many involved in highly visible and responsible national leadership positions in law enforcement and fire/rescue services. We understand your issues, challenges, responsibilities, and offer proven methods to improve your effectiveness.

Firm Experience—The ESCI Advantage

ESCI's advantage begins with our technical expertise and capability, extends to our experienced and highly qualified staff, and concludes with a product that will enable the City of Sheboygan to meet the challenges of providing fire protection and emergency medical services into the future.

ESCI's team has first-hand experience in the process of analyzing emergency service providers and recommending an array of opportunities that are economically, culturally, and operationally feasible. Each team member is a specialist in fire, rescue, EMS, or related fields. The team will work collaboratively to create the best possible strategies and options for Pleasantville's decision-makers.

The *ESCI Advantage* includes:

- A clear understanding and appreciation of the complexity of the local and regional environment in Wisconsin with emergency services consulting engagements conducted throughout the region.
- The ability to deliver a high-quality product on time and with organizational support and endorsement.
- Knowledge of contemporary issues associated with delivery of emergency services.
- Experience with a variety of jurisdictions including municipalities, counties, and state government.
- A highly skilled and knowledgeable team of professionals with skill-sets necessary to meet your expectations.

In order to better serve our clients, ESCI maintains four regional offices. Contact information for each office and a complete organization chart are provided on the following page.

ESCI Offices

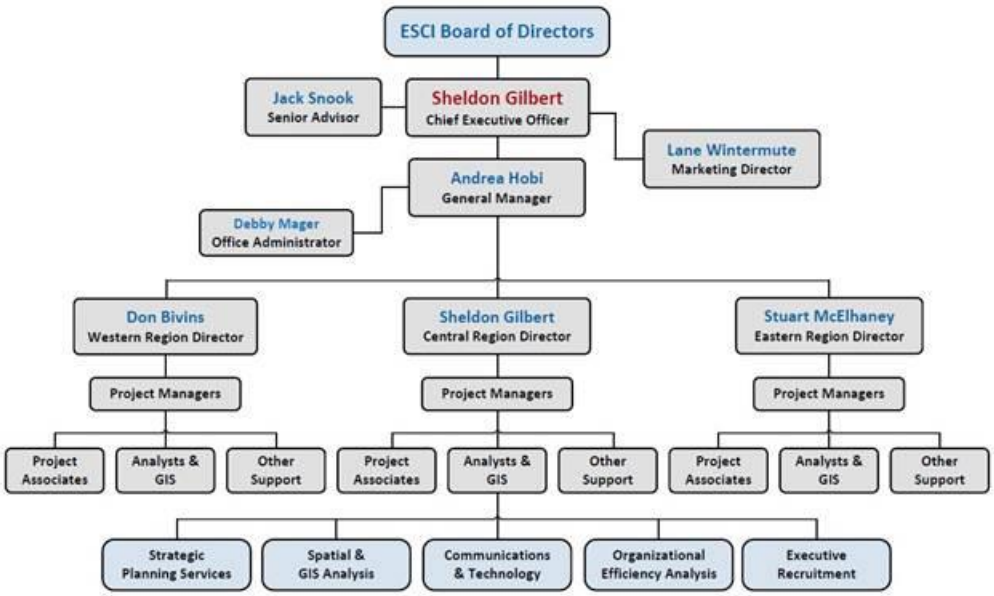
Corporate Headquarters
Andrea Hobi, General Manager
25030 SW Parkway Avenue, Suite 330
Wilsonville, OR 97070
Phone: 800.757.3724
Email: info@esci.us

Western Region
Don Bivins, Western Regional Director
9505 NE 19th Street
Vancouver, WA 98664
Phone: 360.608.1326
Email: don.bivins@esci.us

Central Region
Sheldon Gilbert, ESCI CEO/Regional Director
Po Box 641
Argyle, TX 76226-9998
Phone: 940.453.1366
Email: sheldon.gilbert@esci.us

Eastern Region
Stuart McElhaney, Eastern Regional Director
Phone: 352.572.5190
Email: stuart.mcElhaney@esci.us
IAFC
4025 Fair Ridge Dr #300, Fairfax, VA 22033

ESCI Organizational Chart



PROJECT UNDERSTANDING AND METHODOLOGY

Project Understanding

The intent of this scope of work is to evaluate the current operational and department structure of the Sheboygan Fire Department. A key component of the study will be a review of department staffing policies and procedures used to accomplish its current and projected level of service. The study will benchmark the department against industry best practices. The study will also help guide elected and administrative officials and department leadership to implement short and long-term improvement recommendations and will be based on nationally recognized guidelines and criteria, including recognized National Fire Protection Association (NFPA) standards, Insurance Services Office (ISO) schedules, any federal and state mandates relative to emergency services, and generally accepted practices within emergency services.

Methodology

ESCI's methodology reflects our understanding of your expectations and our experience in working with fire protection agencies in communities of similar size and character throughout North America. Key elements of ESCI's methodology include:

- A clear understanding of the project background, goals and objectives, and the complex issues that must be addressed.
- A comprehensive, well designed, and practical work plan that provides opportunities for stakeholder input.
- The utilization of the latest web-based communications technology, computer modeling, and geographic information systems (GIS).
- The commitment of sufficient professional resources and an ability to complete the project successfully meeting or exceeding the outlined scope and deliverables within the desired period at a reasonable cost.
- The production of a written report that provides systematic observation, analysis, and recommendations for all components and organizational systems.

ESCI's project methodology is augmented by the utilization of web-based communication technology. Utilizing Dropbox®, ESCI will create a secure project site that enables the client and project team members to collaborate and communicate throughout nearly every phase of the project. ESCI can also conduct virtual meetings via web conferencing software. This capability allows the project team to display and review documents, maps, and illustrations in real-time, and provides the client with the opportunity to give immediate feedback to the project team. In addition to creating a more efficient work environment, the client benefits from lower travel costs by eliminating on-site reviews of draft documents.

Effective Project Coordination and Management

When engaged, all work progress is measured against a work plan, timetable, budget, and deliverables. During the project, team members confer frequently to discuss progress as well as new or unanticipated issues. Our project management methodology ensures that services and activities are efficiently conducted and are focused, coordinated, and logical. All project team members are available for the duration of the project.

The selection and experience of the project manager is important to the success of this project. ESCI is offering in Lane Wintermute a project manager who will:

- Assist in the development and coordination of a project work plan.
- Have the ability to work closely with the City of Sheboygan's representatives.
- Facilitate project team meetings to share project findings and ideas.
- Provide direction based on experience in similar situations and knowledge of organizational staff analyses.

PROJECT PLAN

The following phases and tasks will be completed to produce the final report and recommendations. The following methodology has been developed specifically for this project based on our understanding of your expectations for the project. ESCI will utilize approaches, tools and techniques proven through experience to provide the kind and quality of information needed to make objective, informed decisions.

The evaluation and analysis of data and other information will be based on local standards, National Fire Protection Association (NFPA) standards, Insurance Services Office (ISO) schedules, Commission on Fire Accreditation International (CFAI[1]) self-assessment criteria, health and safety requirements, federal and state mandates relative to emergency services.

The proposed methods, procedures, and anticipated deliverable items of this project have been organized into phases. Each project phase is described in detail below and on the following pages.

Scope of Work Operational Consulting and Departmental Structure Review

Project Phase I

Task 1: Project Initiation

Task 1-A: Project Initiation & Development of Work Plan

ESCI will develop a project work plan based on the scope of work and converse with the community's project team to gain a comprehensive understanding of the organization's background, goals, and expectations for the project. This work plan will be developed identifying:

- Primary tasks to be performed
- Person(s) responsible for each task
- Time table for each task to be completed
- Method of evaluating results
- Resources to be utilized
- Possible obstacles or problem areas associated with the accomplishment of each task

This process will also help to establish working relationships, make logistical arrangements, determine an appropriate line of communications, and finalize contractual arrangements.

Task 1-B: Acquisition & Review of Background Information

ESCI will request pertinent information and data from the organization's assigned project manager. This data will be used extensively in the analysis and development of the master plan document. The documents and information relevant to this project will include, but not be limited to, the following:

- Past or current fire department studies or research
- Community Comprehensive Plan documents, including current and future land use information
- Local census and demographics data
- Zoning maps and zoning code
- Previously completed IAFF study
- Financial data, including debt information, long-range financial plans and projections
- Department administrative policies and procedures
- Standard Operating Guidelines (SOGs) and service delivery practices

[1] The CFAI organization is now a subsection of the Center for Public Safety Excellence (CPSE) but maintains its prime function of accrediting fire agencies.

- Current service delivery objectives and targets
- Facilities and apparatus inventories
- Local collective bargaining agreement(s), if applicable
- Automatic and mutual aid agreements
- Records management data, including National Fire Incident Reporting System (NFIRS) incident data
- Computer-Aided Dispatch (CAD) incident records
- Local Geographic Information Systems (GIS) data, where available

Task 1-C: Initial Information Collection and Stakeholder Input

The ESCI project team will conduct interviews with and gather information from key personnel that may include:

- Elected or appointed officials
- Fire department managers and other key staff
- Finance function manager
- Community planning staff
- Human resource function coordinator
- External Fire and EMS agencies within the region
- Employee and volunteer groups
- Others as they may contribute to this project

The project team will interview key stakeholders of any organization associated with this study. At a minimum, members of the project team will interview appropriate community officials, fire department officials, volunteer association leaders, labor organization representatives and others that the project team deems necessary.

From these interviews, ESCI will obtain additional perspective on operational, economic, and policy issues facing the agency. In addition, the project team will learn more about availability of data necessary to meet projected goals.

Task 2: Evaluation of Current Conditions

The initial phases of the study focus on a baseline assessment of the current conditions and current service performance. ESCI will conduct an organizational analysis of the department based on the elements included in the following tasks. The purpose of this evaluation is to assess the agency's operations in comparison to industry standards and best practices, as well as to create a benchmark against which the options for future service delivery can be measured.

Task 2-A: Organization Overview

An overview of the organization and community will be developed discussing:

- Service area population and demographics
- History, formation, and general description of the fire agency
- Description of the current service delivery infrastructure
- Governance and lines of authority
- Foundational policy documents
- Organizational design
- Operating budget, funding, fees, taxation, and financial resources

Task 2-B: Capital Assets Review

ESCI will review the status of current major capital assets (facilities and apparatus) and analyze needs relative to the existing condition of capital assets and their viability for continued use in future service delivery, including:

Facilities – Tour and make observations in areas related to station efficiency and functionality. Items to be contained in the report include:

- Design
- Construction
- Safety
- Environmental issues
- Code compliance
- Staff facilities
- Efficiency
- Future viability

Apparatus/Vehicles - Review and comment on inventory of apparatus and equipment. Items to be reviewed include:

- Age, condition, and serviceability
- Distribution and deployment
- Maintenance
- Regulations compliance
- Future needs

Task 2-C: Emergency Response Staffing

ESCI will review the department's staffing levels. Tasks to be completed include:

- Review and evaluate operational staffing levels
- Review staff allocation to various functions and divisions
- Review staff scheduling methodology
- Analyze current deployment methods and staffing performance for incidents

Task 2-D: Overview of Community Risk Assessment

ESCI will conduct an analysis of the jurisdiction's assessment of community risk and interpret the impact on emergency service planning and delivery. Land use, zoning classifications, parcel data, ISO fire flow data, economic value, building footprint densities, occupancy data, and demographic information may be used, along with specific target hazard information, to analyze and classify community risk by geography and type.

ESCI will use local planning/zoning data combined with available Geographic Information System (GIS) data to evaluate the physical risks of the community to include:

- Overall geospatial characteristics including political and growth boundaries, construction and infrastructure limitations
- Topography including response barriers, elevation extremes, and open space/interface
- Transportation network including roads, rail lines, airports, and waterways
- Identification of physical assets protected

An interpretation of agency data, census data, and community development data will be provided indicating:

- Population history
- Census-based population and demographic information
- Community planning-based population information
- Transient population and demographic information (to the extent data is available)
- Population density
- Community land use regulations
- Occupancy types by land use designation
- Hazardous substances and processes

Task 2-E: Review of Historical Response Performance

As part of the Review of Historical Response Performance, ESCI will review and make observations related to any adopted response performance objectives (benchmarks) and current actual response performance (baselines).

ESCI will review and make observations in areas specifically involved in, or affecting, service levels and performance. Areas to be reviewed shall include, but not necessarily be limited to:

- Service Demand
  - Analysis and geographic display of current service demand by incident type and temporal variation
- Resource Distribution
  - Overview of the current facility and apparatus deployment strategy, analyzed through Geographical Information Systems software, with identification of service gaps and redundancies
- Resource Concentration
  - Analysis of response time to achieve full effective response force
  - Analysis of company and staff distribution as related to effective response force assembly
- Response Reliability
  - Analysis of current workload, including unit hour utilization of individual companies (to the extent data is complete)
  - Review of actual or estimated failure rates of individual companies (to the extent data is complete)
  - Analysis of call concurrency and impact on effective response force assembly
- Historical Response Performance Summary
  - Analysis of actual system reflex time performance, analyzed by individual components(to the extent data is available)
- Mutual and automatic aid systems

Task 3: Future System Demand Projections

The project moves forward with an assessment of the future community conditions, service demand, and fire protection risks that the organization can be expected to serve. ESCI will conduct an analysis of community growth projections and interpret their impact on emergency service planning and delivery.

Task 3-A: Population Growth Projections

An interpretation of available census and community development data will be provided indicating:

- Population history
- Census-based population growth projections
- Community planning-based population growth projections

Task 3-B: Service Demand Projections

Population growth projections, along with historical and forecast incident rates, will be utilized to develop projections for future service demand.

Task 4: Future Delivery System Models

Task 4-A: Identified Future Strategies

Recommendations for improving service delivery and system efficiency will be provided in areas that may include:

- Staffing and personnel deployment
- Service delivery methods
- Enhanced cooperative service agreements with other communities or agencies
- Others as appropriate and necessary
- Any relocations of existing facilities
- General locations of future necessary fire stations
- Selection and deployment of apparatus by type
- Deployment of operations personnel

Task 5: Development, Review, and Delivery of Final Phase I Report

Task 5-A: Development and Review of Draft Project Report

ESCI will develop and produce three (3) copies of a draft version of the written report for review by the client and client representatives. Client feedback is a critical part of this project and adequate opportunity will be provided for review and discussion of the draft report prior to finalization. The report will include:

- Detailed narrative analysis of each report component structured in easy-to-read sections and accompanied by explanatory support to encourage understanding by both staff and civilian readers
- Clearly designated recommendations highlighted for easy reference and cataloged as necessary in a report appendix
- Supportive charts, graphs, and diagrams, where appropriate
- Supportive maps, utilizing GIS analysis as necessary

Task 5-B: Delivery and Presentation of Final Phase I Report (Optional)

The Request for Proposals lists a “possible” presentation to the Common Council or Committee upon completion of the final report. This presentation is offered as an optional component for that reason.

ESCI will complete any necessary revisions of the draft and produce ten (10) publication-quality bound, final versions of the written report. A formal presentation of the project report will be made by ESCI project team member(s), if requested, to staff, elected officials, and/or the general public as necessary and will include the following:

- A summary of the nature of the report, the methods of analysis, the primary findings, and critical recommendations
- Supportive audio-visual presentation
- Review and explanation of primary supportive charts, graphs, diagrams, and maps, where appropriate
- Opportunity for questions and answers, as needed
- All presentation materials, files, graphics, and written material will be provided to the client at the conclusion of the presentation(s)

Project Phase II

Phase II - Task 1: Project Initiation and On Site Field Work

Included in Phase I, above. The proposal assumes that, if both phases are to be completed the initiation and on site field work will be combined into a single undertaking.

Phase II - Task 2: Evaluation of Current Conditions & Organizational Assessment

Phase II - Task 2-A: Ambulance Services Financial Viability Analysis

ESCI will conduct a comprehensive review and assessment of the current ambulance service financial condition and cost of service including:

- Direct and indirect costs
- Revenues vs. expenditures
- Profit and loss analysis
- Outstanding collections and debt
- Current fee structure and transport rates

Phase II - Task 2-B: Training Program Review

ESCI will review and make overall observations involving training programs. Items to be reviewed include:

- General training competencies
- Training administration
- Training schedules
- Training facilities
- Training procedures, manuals, and protocols
- Review of training program relative to industry standards and best practices

Phase II - Task 2-C: Organizational Assessment

ESCI will review and provide analysis of the organization in the areas of staffing, management functions and overall effectiveness. Information will be developed via interviews with internal stakeholders including command, line and support staff. The review will consider:

- Review and evaluate administration and support staffing levels and effectiveness
- Review and evaluate operational staffing levels and effectiveness
- Review staff allocation to various functions and divisions
- Review Battalion Chief scheduling methodology
- Review firefighter/EMS staff distribution
- Union feedback and summary of areas of concern
- Review of Battalion Chief scheduling effectiveness
- Review of existing command staff job descriptions and analysis of effect of past changes
- An overview of current staff workload
- Comparison of staffing practices to industry standards and best practices

Phase II - Task 2-D: Findings and Recommendations Regarding Cost Containment and Service Delivery

Based on information developed in Phase I and II, ESCI will develop recommendations including:

- Current user fees
- Charges for false alarms, inspection, permitting and other applicable fees
- Advisability of use of command staff for operational functions

- Potential for use of non-combat personnel for administrative, maintenance and other tasks

Phase II - Task 2-E: Discussion of Alternative Funding Sources

Based on information developed in the previous financial analysis, ESCI will develop recommendations regarding:

- Alternative funding sources including grants
- User fee structure and potential additions or increases
- Appropriateness of current ambulance transport rates
- Review of the degree of unpaid ambulance invoicing, strategies for improved collection rates and write off practices

Phase II - Task 2-F: Future Opportunities for Cooperative Efforts

ESCI will use the completed baseline assessment to identify opportunities for cooperative efforts. The project team will identify areas of duplication that may be reduced through consolidation efforts, as well as potential service improvements that can be accomplished.

The proposed content will provide an identification of potential collaborative efforts that may be applicable in Sheboygan. However, it does not constitute a fully comprehensive analysis of the feasibility and advisability of the identified options. Doing so represents a separate study, one that ESCI conducts regularly in our *Cooperative Efforts Feasibility Study* process. Additional information on the study will be provided upon request.

The various partnering strategies that may be considered by the agency are described, beginning with a do-nothing approach and ending with complete consolidation with one or more neighboring agencies, forming a new emergency service provider. The following alternatives will be evaluated and discussed:

- Complete autonomy
- Advanced mutual and automatic aid systems (MABAS)
- Functional consolidation
- Operational consolidation
- Legal unification or merger
- Other identified potential options including increased collaborative efforts with area paid and/or volunteer organizations

Phase II - Task 3: Development, Review, and Delivery of Final Phase I and II Report

Task 3-A: Development and Review of Draft Project Report

Included in Phase I, above. The proposal assumes that, if both phases are to be completed the initiation and on site field work will be combined into a single undertaking.

Task 3-B: Delivery and Presentation of Final Phase I Report (Optional)

Included in Phase I, above. The proposal assumes that, if both phases are to be completed the initiation and on site field work will be combined into a single undertaking.

Project Completion Timelines

ESCI offers the following project timeline, which is subject to change based upon the mutual agreement of the City of Sheboygan and ESCI during the project work-plan development. ESCI understands that it is important to the City to have this study completed, including presentation of the finished report. Normally ESCI anticipates that a study such as this will take up to **120 days to complete,** following receipt of all of the information and data requested, and the initial site visit.

Slippage of the timeline may occur if requested data and background information is not available to ESCI within two weeks of the awarding of the contract. Additionally, slippage may occur if the review of the first report draft requires more than 14 days for examination and input, or significant revisions of the draft report are made.

Availability of written status reports and oral reports to the City Project Team creates an effective flow of communications and the information-sharing process. This process assures the report, findings, and recommendations are anticipated, and not a surprise; and supports the issues, concerns, and progress discussed and presented by ESCI during the life of the project.

Project Rate/Fee Schedule

Emergency Services Consulting International is pleased to present a formal cost proposal under separate cover for the project outlined in the Work Plan.

DISCLOSURE AND PRACTICES

Conflict of Interest Statement

ESCI has neither directly nor indirectly entered into any agreement, participated in any collusion or collusion activity, or otherwise taken any action which in any way restricts or restraints the competitive nature of this solicitation including but not limited to the prior discussion of terms, conditions, pricing or other offer parameters required by this solicitation. ESCI is not presently suspended or otherwise prohibited by any government from participation in this solicitation or any other contracting to follow thereafter. Neither ESCI nor anyone associated with ESCI has any potential conflict of interest because of or due to any other clients, contracts, or property interests in this solicitation or the resulting project. In the event that a conflict of interest is identified in the provision of services, ESCI will immediately notify the client in writing.

Insurance

ESCI is insured in excess of $2,000,000. Insurance certificates will be provided upon award of contract.

Litigation

ESCI has no past and/or pending litigation or unresolved lawsuits.

Employment Practices

ESCI is an equal opportunity employer. The company is guided by recognized industry standards, policies, and procedures. ESCI offers a wide range of employee benefits and ongoing training opportunities that has enabled ESCI to attract and retain quality consultants who are recognized as experts in emergency service organization, management, and service delivery. ESCI will not refuse to hire, discharge, promote, demote, or otherwise discriminate in matters of compensation against any person otherwise qualified, because of age, race, creed, color, sex, national origin, ancestry, or handicap.

PROJECT TEAM

Emergency Services Consulting International has assigned the following associates to the project. All team members will be available for the duration of the project. Along with the project team, ESCI's full staff will be available to assist on the project as needed. Project Team members bios are attached in the following pages.

Lane R. Wintermute, Senior Associate

Lane Wintermute has served as a Fire Chief for 25 years in both cities and fire districts in three states. His service began at Oregon's Hoodland Fire District where he served for five years, rising through the ranks from Firefighter and Paramedic to Fire Chief. He was Fire Chief in the City of Astoria, OR Fire Department from 1987 to 2001, at which time he moved on to become Fire Chief for Longview, WA. He wrapped up his career as a Fire Chief in the Coeur D'Alene, Idaho area.

Chief Wintermute brings strong administrative and management skills to ESCI, cultivated by strong education and experience, with strength in organizational development, human resources management, and emergency medical services. Chief Wintermute is a graduate of Oregon's Fire Service Administrator's Institute and holds an associate's degree.

Educational Background

- Fire Service Administrator's Institute, Eastern Oregon University, LaGrande, OR
- Paramedic Training Institute, Portland, OR
- Portland Community College, Associate of General Education/EMS, Portland, OR
- Extensive training in fire service administration, personnel management, incident command and fire department operations and planning
- National Registered EMT – Paramedic 1981 – 1988

Professional Experience

- Senior Consultant, Emergency Services Consulting International
- General Manager and Paramedic, Alpine Ambulance Service, Oregon
- Fire Chief and Paramedic, Hoodland Fire Protection District, Oregon
- Fire Chief, City of Astoria, Oregon
- Fire Chief, City of Longview, Washington
- Fire Chief, Northern Lakes Fire District, Idaho
- 28 years of diverse experience in fire and emergency medical services
- Fire Department Training Officer
- Certified Paramedic 1981-1988

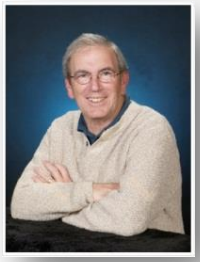
Relevant Experience

- First Vice President and two-term Executive Board member, Oregon Fire Chiefs Association
- Chair, Teams Advisory Group, Oregon State Fire Marshal's Hazardous Materials Teams Program.
- Chair, Maritime Fire Safety Association, Fire Protection Agencies Advisory Council. 1990 - 2000
- Chair, Clackamas County Fire Defense Board 1985 -1987
- Chair, Clatsop County Fire Defense Board 1989-1995
- Designated Emergency Manager in two cities

Associated Professional Accomplishments

- Lead management representative in numerous labor negotiations
- Contract presenter for the Residential Fire Safety Institute – Residential Sprinkler Program
- Published author, two trade journal articles regarding the 1987 Mt. Hood Climbing Disaster
- Development of emergency management and response plans in two cities
- Successful processing and conviction of a two year serial arson case

Rob Strong, Associate Consultant—GIS Specialist



Rob Strong has been involved in emergency services in Oregon over 30 years. Mr. Strong has 13 years of experience performing geographic information system (GIS) analysis and cartography work while serving as a fire captain/paramedic with the Bend Fire Department in Bend, Oregon. Rob retired as a fire captain/paramedic in 2006 after 26 years with the Bend Fire Department. He continues to work part time as a GIS and statistical analyst for the Department.

Mr. Strong's GIS duties at the Bend Fire Department have included developing a GIS data set to replace hand drawn map books, integrating fire department GIS data with a regional 911 communication center's data, and GIS analysis of the local road network to support a proposed fire station location. He performed GIS analysis as part of a deployment plan written by the Bend Fire Department and adopted by the Bend city council. Additionally, he has worked with a private vendor-Alseageospatial, Inc., to develop a mobile mapping GIS data set that is used on both fire and police department mobile data terminals. Mr. Strong is responsible for GIS analysis of incident data and makes recommendations concerning staff and apparatus placement to insure compliance with department response goals.

Educational Background

- Data Analysis & Presentation For the Fire Service Using Microsoft Excel, Center for Public Safety Excellence
- Associate of Applied Science – Structural Fire Science, Central Oregon Community College, Bend Oregon
- 35 quarter credit hours course work – GIS, Central Oregon Community College, Bend Oregon
- GIS Specialist for Incident Management Teams, National Wildfire Coordination Group – Department of Public Safety Standards and Training, Salem Oregon
- EMT-Paramedic, Central Oregon Community College, Bend Oregon

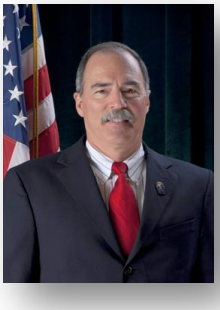
Professional Experience

- Associate Consultant, Emergency Services Consulting International
- GIS Analyst, Bend Fire Department
- Fire Department Consultant, Alseageospatial, Inc., Corvallis Oregon
- Fire captain/Paramedic, Bend Fire Department
- Flight Medic, Airlife of Oregon, Bend Oregon
- Fire engineer/Paramedic, Bend Fire Department
- Volunteer Firefighter, Hoodland Fire Protection District, Welches Oregon

Professional Accomplishments

- GIS Specialist, Oregon State Fire Marshal-Incident Management Teams
- Successful Department of Homeland Security Grant Process – resulted in the purchase of mobile data terminals and software for Bend Fire Department.
- Implementation of GIS position and purchase of GIS software and hardware for Bend Fire Department

M. Stuart McElhaney, Eastern Regional Director



Stuart joined Marion County as Fire Chief in March of 1994, and was appointed Assistant County Administrator for Public Safety in April 2009 serving in a dual capacity.

Stuart was born in Virginia and raised primarily in Virginia and Texas. His post-secondary educational experiences included the U.S. Merchant Marine Academy followed by the College of William and Mary where, in 1979, he received a B.S. in Geology. He attended the University of Tennessee earning an M.S. in Geology in 1981. For the next thirteen years, Stuart worked for Shell Oil Company as an exploration geologist in different regions around the world. While working for Shell in Houston, he volunteered for almost ten years with a large combination fire department where he served as Assistant Chief, earning a B.S. in Fire Administration from the University of Maryland in 1992. He is a graduate of the four-year Executive Fire Officer (EFO) Program at the National Fire Academy in Emmitsburg, Maryland.

Stuart has served on the State of Florida Incident Management (Red) Team since 1998 in multiple capacities, including Planning/Ops Chief and Liaison Officer, on numerous major wildfire and hurricane deployments. He is nationally credentialed as a Liaison Officer and Structure Protection Specialist. He has been active on the Florida Region 3 Domestic Security Task Force since its inception and was instrumental in developing a multi-agency USAR Task Force. His key strengths are long range strategic and master planning using an analytical approach to optimize service delivery under a variety economic conditions and he has successfully completed several large multi-agency consolidation efforts saving taxpayers millions in annual recurring costs while achieving significant service level improvements. His role as Assistant County Administrator, several times acting in the absence of the County Administrator, has provided him with a broad view across all governmental functions.

Stuart is committed to the local community. As a graduate of Leadership Ocala/Marion Class IX, he served a combined six years on the Leadership Ocala/Marion Board of Directors. He has served as a trustee of Camp Kiwanis, on the Board of Directors of the Southeast-Burn Foundation at Shands and on a technical committee to the St. Johns River Water Management District. Stuart has a long history with the Florida Fire Chiefs Association (FFCA), serving as Vice Chair of the Wildland Urban Interface Committee and on the board of directors since 2000; serving as FFCA President from July 2009-July 2010. Stuart served as an adjunct fire service instructor at the bachelor's degree level at the University of Florida and consults nationally on local government public safety issues, including providing expert testimony to the US Department of Justice in coastal regions. Stuart is a Florida licensed professional geologist and an American Association of Petroleum Geologists certified Petroleum Geologist.

He and his wife Sharla enjoy a variety of outdoor activities and miss their son Kyle, a 2010 graduate of the University of Florida who is currently proudly serving his country as a 1st Lieutenant in the USAF.

PROFESSIONAL EXPERIENCE

Eastern Regional Director, Emergency Services Consulting International (ESCI), 2016 - Present

- Develops/mentors teams of subject matter experts in emergency service fields of law enforcement, fire rescue, EMS, emergency management and communications to provide clients with high level, relevant and sustainable agency studies to improve service levels in their respective communities
- Conducts studies, special projects and provides input into professional reports in emergency services and general government service areas
- Leads teams performing executive search and professional testing services in the emergency services fields

Professional Consultant (Individually and with Almont Associates), 1994 - 2015

- Conducts studies, special projects and provides input into professional reports in the primary areas of fire rescue and EMS services and geotechnical evaluations.
- Conducts presentations, interviews and studies in all aspects of governmental service delivery including organization, planning, budgeting and operational concerns.

Assistant County Administrator, Marion County, Ocala, Florida 2008 - Present

- Senior leadership team member responsible for providing wide range of governmental services to 330,000 residents as well as visitors of 1650 sq. mile county, which included Ocala National Forest.
- Serves in absence of county administrator managing 1400 employees with oversight of a $520 million annual budget and five elected county commissioners.
- Direct daily management of 842 employees and $122.6 million budget for Fire Rescue/EMS, Public Safety Communications, Building Safety, 911 Management, Animal Services, Fleet Management, Facilities Management, Information Technology, Community Services and
- Veterans' Service and Airport Departments.
- Also served briefly as Acting Human Resources Director.

Fire Chief, Marion County Fire-Rescue Department, Ocala, Florida 1994 – Present

- Master planning for all aspects of a countywide full service Fire and EMS department.
- Manages 600 full-time paid personnel and 200 volunteers with $53 million annual budget.
- Services managed include fire suppression, first responder medical, both emergency and nonemergency ambulance service, hazardous materials mitigation, USAR, medevac helicopter service delivery, dispatch center, communication systems, fire prevention, code enforcement, public education, Emergency Management, station location analysis, capital projects and all aspects of budgeting and service delivery.
- Member of the Florida Fire Chiefs Association Board of Directors, 2000-2011.

Adjunct Instructor, University of Florida, Gainesville, Florida 2010 – 2013

Assistant Fire Chief, Cy-Fair Volunteer Fire Department, Houston, Texas 1985-1994

- Master planning for all aspects of a combination Fire and EMS department.
- Managed 10 stations with 300 volunteer and part-time paid personnel.
- Services included fire suppression, EMS, first responder medical, hazardous materials mitigation, dispatch center, fire prevention.

Staff Geologist, Pecten International (Shell Oil Company subsidiary) 1988 – 1994

- International oil and gas exploration, supervised teams exploring for new petroleum opportunities in North Africa, Middle East and Eastern Europe.

Senior Geologist, Shell Oil Company, Houston, Texas 1981 - 1988

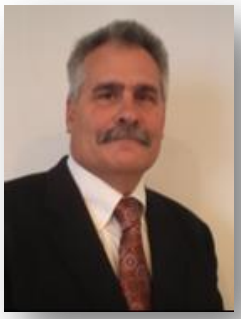
- Team member and team leader exploring for new petroleum opportunities in Alaska and mid-continental United States.

EDUCATIONAL BACKGROUND

- Bachelor of Science, Fire Service Administration, University of Maryland, 1992.
- Master of Science, Geology, University of Tennessee, 1981.
- Bachelor of Science, Geology, College of William and Mary, 1979.
- Executive Fire Officer Program, U.S. Fire Academy, 1998.

Jim Mooney, Project Associate

Jim Mooney began his career in the fire service with the Tualatin Rural Fire District and was actively involved in the merger with Washington County District 1 and the City of Beaverton to create Tualatin Valley Fire and Rescue. During his thirty year career he held every position from Firefighter to Division Chief, serving as President of first IAFF Local 2854 and then Local 1660. In the course of his career he served as lead negotiator for both the firefighters and for the District.



Chief Mooney brings an understanding of both sides of the labor management partnership and an appreciation of the political side of public safety issues. Trained and experienced as a community and work place mediator, Chief Mooney brings strong listening skills to projects. His twelve years of experience as a consultant specializing in hostile workplace investigations have led him to work as an educator in workplace communications and hostile work environment abatement.

Educational Background

- Human Resources Certificate Program, Portland State University, Portland, OR
- Harvard University Trade Union Program, Cambridge, MA
- Portland Community College, completed coursework for an Associate of Fire Science, Portland, OR
- Extensive training in fire service administration, personnel management, incident command and fire department operations and planning, including coursework for the Fire Administrator's Institute
- Bachelor of Arts, Reed College, Portland, Oregon

Professional Experience

- Associate Consultant, Emergency Services Consulting International
- Principal, Jim Mooney HR Consulting
- Community Mediator, Dispute Resolution Center, Beaverton, OR
- Division Chief of Human Resources, Tualatin Valley Fire and Rescue, Oregon
- Battalion Chief, Tualatin Valley Fire and Rescue, Oregon (assigned as Duty Chief, Special Assignments for the Fire Chief, Volunteer Coordinator)
- President, IAFF Local 1660, Washington County, OR
- President, IAFF Local 2854, Tualatin, OR
- Firefighter/EMT, Apparatus Operator, Lieutenant, and Captain over 17 years service as a line responder

Relevant Experience

- Presenter at educational conferences for the Oregon Fire Chiefs Association, the Washington Fire Chiefs Association, and the Transit District Association of Oregon
- Taught hostile work environment/harassment classes for members of the League of Oregon Cities, Special Districts Association of Oregon, and Oregon Fire Chiefs Association.
- Lead negotiator for multiple fire districts, one city, and one special district in Oregon
- Investigated numerous hostile work environment and discrimination claims in both private and public sector entities.

Associated Professional Accomplishments

- Lead management representative in numerous first labor agreements.

REFERENCES

Wausau, Wisconsin

Project: Fire Department Organizational Review and Cooperative Services Feasibility Study
Project Manager: Kent Greene
Population: 47, 261
Completed: November 2013
Contract Amount: $53,293

Contact: Gary Buchberger, Fire Chief
407 Grant Street
Wausau, WI 54403
Phone: (715) 261-7901
Email: gary.buchberger@ci.wausau.wi.us

Project Description: ESCI was engaged by the City of Wausau to evaluate the potential cooperative efforts between the City of Wausau, the City of Rothschild, the City of Schofield, the Town of Rib Mountain and the Village of Weston. The project evaluated all serviced delivered by the study agencies and identified areas of future collaboration that would improve effectiveness and efficiency across the study area.
Key Recommendation(s): Multiple scenarios were evaluated in order to provide the client with a wide-range of options regarding operational consolation of emergency services. Functional cooperative efforts were identified as the most feasible due to the various service delivery models current in place.

City of Whitewater, Wisconsin

Project: Fire and Emergency Medical Services Evaluation
Project Manager: Kent Greene
Population: 30,649
Completed: November 2013
Contract Amount: $27,877

Contact: Cameron Clapper, City manager
312 Whitewater Street
Whitewater, WI 53190
Phone: (262) 473-0100
Email: cclapper@whitewater-wi.gov

Project Description: The City of Whitewater contracted with ESCI to provide a comprehensive evaluation of the emergency services system serving the city and the surrounding townships. The evaluation included a review of all services provided by the Whitewater Fire and Ambulance department including administration, finance, management, staffing, training, prevention, technical rescue, hazardous materials and emergency medical services. **Key Recommendation(s):** Multiple recommendations were made regarding oversight and authority of the organization including formalizing the contract between the city and the fire department (a private organization), formalizing the incorporation of the fire department organization, ensuring that the city was protected from liability due to actions of the fire department, etc.

Portage County/Stevens Point, Wisconsin

Project: Emergency Medical Services Master Plan
Project Manager: Phil Kouwe/Todd LeDuc
Population: 68,000
Contract Value: $56,9978.00

Contact: Jay Gordon, Deputy Chief
Stevens Point Fire Department
1462 Strongs Avenue
Stevens Point, WI 54481
Phone: 715-346-1333

Project Description: An assessment process that was based on comprehensive information of the current EMS system. The systems efficiencies, deficiencies and economical feasibility of current partnership were identified; County/City funding ratio based on objective criteria was reviewed; developed deployment strategies based on traffic patterns, run volume, and hourly run distribution; analyzed and compared optimum staffing and deployment patterns based on multiple skill levels; reviewed management and system oversight; efficiencies of varied work schedules; determined appropriate staffing levels and transport units and equipment; Analyzed administrative procedures patient billing, management offices, facilities including training facilities; analyzed treatment and transport policies and procedures; and determined and developed alternative delivery systems strategies.

PAGE INTENTIONALLY LEFT BLANK

Organizational Management Studies

Consolidation Studies

Equipment Analysis

Response Time Analysis

Accreditation Management

Interim Management

Executive and Staff Selection

Project Management

PROPOSAL FOR

CITY OF SHEBOYGAN, WI

OPERATIONAL CONSULTING AND DEPARTMENTAL STRUCTURE REVIEW FOR THE SHEBOYGAN FIRE DEPARTMENT

RW Management Group, Inc.
N19 W24400 Riverwood Dr. Suite 350
Waukesha, WI 53188
Phone – 262-832-3723
www.RWManagementGroup.com
jroemer@rwmanagementgroup.com

BBB ACCREDITED BUSINESS

CITY OF SHEBOYGAN, WI
OPERATIONAL CONSULTING AND DEPARTMENTAL STRUCTURE REVIEW
FOR THE SHEBOYGAN FIRE DEPARTMENT

Cover Letter

November 8, 2016

Bernard R. Rammer
Purchasing Agent
City of Sheboygan
828 Center Avenue, Suite 205
Sheboygan WI 53081

Dear Mr. Rammer:

Thank you for the opportunity for RW Management Group, Inc. (RW) to submit a proposal in response to your RFP to conduct an Operational Review and Departmental Structure Study of the Sheboygan Fire Department (Solicitation #1909-16). RW is a national consulting firm whose focus is on department operation reviews, interim management, shared services, and public safety consulting services. All of our clients are public sector entities; municipalities, counties, states, tribal nations or special districts. All of our consultants are senior level staff and are either current or former municipal management practitioners.

We understand that the purpose of this project is to review the Sheboygan Fire Department's station locations, response areas, call locations, risk analysis and shared service opportunities. In particular, we will work with you and the City Council, City Administrator, Fire Chief and rank and file members to review and assess facilities, needs, staffing, and processes to maximize the City's fire service while minimizing costs. We have provided similar needs analysis and facility analysis to a number of other municipal fire departments throughout the United States.

Thank you again for the opportunity to submit this proposal. If you have any questions or if you would like to meet with us, please feel free to contact me at 262-832-3723 or by email at jroemer@rwmanagementgroup.com. We look forward to working with you on this important engagement.

Sincerely,

Jeffrey Roemer
President
RW Management Group, Inc.

RW MANAGEMENT GROUP QUALIFICATIONS

RW Management Group, Inc. (RW) is a Midwest based consulting firm providing professional, high quality municipal management consulting, project management and other related services to organizations throughout the United States for more than 18 years. RW consultants have served the needs of multiple municipalities and emergency services throughout the country. RW consultants remain very active with a number of government related organizations including the International Association of Fire Chiefs, International City/County Management Association, Wisconsin City/County Management Association, Wisconsin State Fire Chiefs Association, International Association of Police Chiefs, Association of Public Safety Communications Officials, American Academy of Certified Public Managers, Paramedic Systems of Wisconsin, National Emergency Number Association, National Police Protection Association, Wisconsin Society of Certified Public Managers, Wisconsin State Police Chiefs Association and Wisconsin Association of Public Safety Communications Officials.

RW's mission statement is "To provide the highest quality, independent professional public management consulting, project management and services, as measured by the successful implementation of recommendations and services to our clients." We accomplish this mission by providing a team of professionals committed to the needs and issues of municipal government. RW's consultants are active practitioners in the public management area and understand the issues, challenges, standards and responsibilities of municipal operations and provide proven methods to improve efficiency and effectiveness.

All of RW's consultants possess in-depth knowledge of all relevant aspects of municipal services, which includes administration, communications, organization, labor relations, economics and standards. Our consultants have the leadership history with similar demands that will allow a thorough evaluation to create an implementation plan including all known and obscure variables that can occur with projects of this nature. This knowledge allows RW to provide clients with an intellectual and objective analysis of the information received. Since all of our consultants are former or current senior administrative personnel in police, fire or government positions we have the expertise to evaluate financial exposures and unseen costs with these types of projects. RW will make effective recommendations that require special efforts to ensure that all levels of the project receive adequate attention and our findings and recommendations are thoroughly coordinated with and understood by all of the stakeholders. This is accomplished by the development and adherence to a project work plan, clear project team assignments and frequent communications with the City's Project Steering Committee and key stakeholders. This information is then presented in an easily understood format, allowing policy boards to make knowledgeable and informed decisions.

Project progress is measured against an established work plan, timetables, budget and list of deliverables. Project methodology includes frequently scheduled progress meetings to discuss progress as well as new or unanticipated issues. The work plans are focused, coordinated and logical. Project team members are also available throughout the duration of the project.

Group Methodology

Our approach to this project requires a clear understanding of the City and its fire operational needs and related concerns. The key elements of our methodology include:

- A clear understanding of the project background, complex issues involved and the goals and objectives of the City and its Fire Department.
- A work plan that is comprehensive, well designed, practical and provides for ample opportunity for client input.
- Sufficient resources and a commitment to successfully completing the project within the desired time frame and at a reasonable cost.

Client Input – In order to perform a study of that which is requested by the City and make specific changes in Fire Operations, it is critical that we receive quality information from officials, staff and members of the City. Accordingly, our approach includes regular meetings with individuals with the City and associated agencies that would have valuable information relating to the effective and efficient operations of the Fire Department.

Project Management – A successful assessment and the provisions of effective recommendations requires a special effort to ensure that all levels of the project receive adequate attention and those findings and recommendations are thoroughly coordinated. This is accomplished by the development and adherence to a project work plan, clear project team assignments and frequent communications with the client.

Organizational Analysis – A successful assessment and the provision of effective recommendations requires a special effort to ensure that all levels of the project receive adequate attention and that findings and recommendations are thoroughly coordinated. This is accomplished by the development and adherence to a project work plan, clear project team assignments and frequent communications with the client.

Practical Recommendations – Our ultimate goal is providing our client with recommendations that can be used now, and in the future, to improve the efficiency and effectiveness of fire department services. These recommendations need to be practical and based on sound practical standards and legal considerations.

In our experience, there are several benefits that our clients receive from our approach to this type of study:

- **Stronger Performance.** The development of stronger models for service delivery, staffing and organizational structure will give the municipalities and their public safety departments a better foundation to meet the many challenges they face in addressing service demands.

- **Enhanced Teamwork, Communication, and Cooperation.** Communication of organizational goals and the contribution that each person makes to achieve those goals is the cornerstone of teamwork.

Alignment of the staffing model with demands for service and modifications to the organizational structure can improve employee performance and increase employee morale by ensuring that key functions are aligned to work cooperatively toward common goals.

- **Improved Effectiveness and Efficiency.** Clarifying roles and responsibilities of key positions will provide opportunities for greater effectiveness of operations and more efficient use of staff resources. Alignment of the service delivery model, organizational structure, and staff will combine to create a strong foundation that positions the organization to meet service demands now and in the future.

RW MAGEMENT GROUP EXPERTISE

RW Management provides a wide range of municipal management consulting studies, however its greatest area of expertise is in fire operations, management, station location analysis and shared services. Our team of consultants have been involved in such studies of municipal operations for decades. We understand the needs and challenges of municipalities and are able to align them with fire department operations.

Over the past 18 years, RW has conducted more than 50 studies of fire department operations throughout the United States, many similar to that which is requested by the City of Sheboygan. We do not believe the City will find a more qualified firm to conduct this study than RW Management Group as demonstrated by the resumes, approach and client list for this project shown below.

ROLES AND RESPONSIBILITIES AND RESUMES

Project Manager

The project manager will oversee, direct, coordinate and control all work that is done on the project. The project manager will also provide liaison with the City Administrator, Mayor and City Council as needed, make necessary presentations and ensure that all management organizational analysis functions are completed according to the time line established and to the satisfaction of the City of Sheboygan.

Project Team Members

The project staff is selected for their relevant experience in the service to be provided. Each is assigned with specific responsibilities related with the elements of the project. The work of the project staff is provided to the project manager for review, collation and for interface with the City's Project Steering Committee.

Project Manager: Mr. Jeffrey R. Roemer – Mr. Roemer has over 30 years of experience in public safety. Mr. Roemer is a certified public manager and has been providing full time public safety management consulting for the last eighteen (18) years. He worked as Fire Chief for the City of Menasha, WI from 1995 to 1998, Public Safety Director for the Village of Allouez, WI from 1988 to 1995, and shift commander for the Village of Ashwaubenon, WI for seven (7) years. He has worked on numerous public safety projects for the last fourteen (14) years, as project manager, in communities nationwide. He recently served as the Fire Chief and Emergency Management Director for the City of Green Bay, WI and the City of De Pere, WI; where he had responsibility for all aspects of emergency management including preparedness, response, recovery, and mitigation.

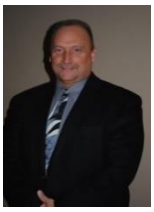
Project Team Member: Mr. Robert Whitaker – Chief Whitaker's experience in fire and rescue service spans more than 24 years. He currently serves as the Fire Chief/Administrator for North Shore Fire/Rescue, just outside of Milwaukee, WI. As Fire Chief/Administrator, Mr. Whitaker's responsibilities focus on strategic direction of the organization, fiscal management, information technology and intergovernmental relations between the department and the multiple municipalities served by the organization.

Project Team Member: Mr. Ed Henschel – Mr. Henschel serves as General Manager and Senior Consultant for RW Management Group, Inc. He has over 30 years of municipal administration and 15 years as a municipal consultant experience. He specializes in project management, shared services, management reviews and consolidation studies. He has also served as the Executive Director of the Wisconsin City/County Management Association.

Project Team Member: Mr. Cullen Peltier- Mr. Peltier has more than 11 years' experience in emergency management. He currently serves as the Public Safety Communications Director and had previously served Brown County as the Emergency Management Director. He has been president of the Wisconsin Emergency Management Association. He is responsible for all phases of emergency management in Brown County including mitigation, preparedness, response and recovery. He has designed, conducted, and evaluated exercise for large sporting venues such as Lambeau Field and the Resch Center. The exercises were conducted in accordance with the Nationals Incident Management System and the Homeland Security Exercise and Evaluation Program. He has participated in the development of multi-agency; multi-jurisdictional Emergency Operations Plan and Incident Action Plans for special events and Green Bay Packers Football games. Mr. Peltier is on the Governing Board for his local All Hazards Incident Management Team and is a member of the State of Wisconsin's NIMS Advisory Group.

As you will see from our approach and work plan provided later in this proposal, our extensive experience with projects similar in scope will allow us to conduct a highly efficient, comprehensive study that is responsive to the needs of the communities.

STAFF BIOGRAPHIES



Jeffrey R. Roemer, CPM
Principal Officer
RW Management Group, Inc.

Professional Summary

Mr. Roemer has an extensive background in the Public Safety area. For more than 30 years he has served with municipal governments in various duties, including Fire Chief for the City of Menasha, WI. Before serving with the City of Menasha, he was Public Safety Director for the Village of Allouez, WI. He has worked in nearly all facets of Public Safety, as a Police Officer, Firefighter, and Emergency Medical Technician, and as a supervisor and department head in each of the disciplines.

As Police and Fire Chief, Mr. Roemer was responsible for all activities in the municipal Public Safety environment. He has provided departmental support for planning and implementing Information Systems, Dispatch Centers, Emergency Operations Centers, Budgeting, Shared Services, and Command Post and ICS operations, along with many other administrative and supervisory duties. His broad knowledge base allows a unique perspective and understanding of the varied requirements found in the municipal environment. Serving at this level of the organization provided Mr. Roemer with the opportunity to recommend, plan and manage change within the organization and often times, outside of his organization.

As a Public Safety Consultant for the last 18 years, Mr. Roemer has been a project manager for numerous Public Safety related organizational, communication, dispatch center, consolidation, information system, operational, and emergency operation center projects. Mr. Roemer has served as Interim Public Safety Director and Fire Chief for several agencies in the last 15 years, including the City of Green Bay, Wisconsin. Mr. Roemer also serves as an active member of the International Association of Fire Chiefs, the Wisconsin Society of Certified Public Managers, the American Academy of Certified Public Managers, and the Associated Public Safety Communications Organizations.

Mr. Roemer's knowledge of Public Safety in a municipal setting has gained him recognition both at a local, national and international level. He has served as Secretary-Treasurer to the Great Lakes Division of the International Association of Fire Chiefs, Past President of the Wisconsin Society of Certified Public Managers and numerous other positions with Police, Fire and Rescue Boards and Committees. Mr. Roemer has been recognized as the 2001 "Manager of the Year" by the Wisconsin Society of Certified Public Managers.

Education

Northeast Wisconsin Technical College	Associate Degree in Police Science
National Fire Academy	Executive Fire Officer Graduate
University of Wisconsin	Certified Public Manager
Northwestern University	School of Police Staff and Command Graduate

Robert Whitaker
Senior Consultant
RW Management Group, Inc.

Professional Summary

Mr. Whitaker has worked in fire, emergency medical and emergency management settings for 24 years. He currently serves as the Fire Chief/Administrator for North Shore Fire/Rescue, just outside of Milwaukee, WI. As Fire Chief/Administrator, Mr. Whitaker's responsibilities focus on strategic direction of the organization, fiscal management, information technology and intergovernmental relations between the department and the multiple municipalities served by the organization.

Mr. Whitaker has worked in a number of roles within the fire and emergency medical/service field. He started his career as a paid-on call firefighter, moving to career firefighter, firefighter/paramedic, Fire Lieutenant, Operations Battalion Chief, Battalion Chief of Training and Emergency Medical Services, Deputy Chief of Administration and now, Fire Chief/Administrator. Throughout his career, he has managed programs that included transition of records management systems, professional development and training for the organization and transition of 911 PSAP and Communications/Dispatch responsibilities to a newly consolidated center.

Mr. Whitaker is an active member of the International Association of Fire Chiefs, Wisconsin Fire Chiefs Association, the Great Lakes Fire Accreditation Managers Association, the International City/County Managers Association, serves as a member of Curriculum Committee for the Wisconsin Fire Chiefs Education Association and as the Secretary/Treasurer of the Milwaukee County Association of Fire Chiefs.

Mr. Whitaker has recently been employed by RW Management Group, Inc. to provide his expertise in public safety consolidation and accreditation. He was involved in the functional consolidation efforts needed to combine the North Shore Fire Departments and Dispatch center. The North Shore Fire Department recently completed the accreditation process of the Commission on Fire Accreditation International (CFAI).

Education

Oklahoma State University
Masters of Science, Fire & Emergency Management
Southern Illinois University
Bachelor of Science, Fire Service Management

Edmund M. Henschel

General Manager/Senior Consultant
RW Management Group, Inc.

Professional Summary

Ed Henschel is the General Manager for RW Management Group, Inc. Prior to joining RW Management Group he served as a city administrator and village manager for 30 years, serving municipalities in Wisconsin and Michigan. He also has 15 years of municipal consulting experience conducting department operation reviews and labor negotiations. As a consultant he has specialized in shared service and consolidation studies as well as management reviews for a wide range of municipal departments.

Ed successfully created one of the first consolidated police departments in Michigan in the 1970s. Since then he has been involved in a number of shared service projects throughout the Midwest, both as a municipal manager and a consultant. He has also written articles and spoken at state, regional and national conferences on this subject.

As a labor negotiator he has represented management to bargain contracts with unions representing a number of different departments of various sizes. He negotiated the first as well as successor contracts for a newly created consolidated fire department. He also has negotiated a very complex contract to transition municipal employees from a private pension fund to a state Retirement System.

As a result of his many years managing municipal governments, Ed has extensive experience with personnel matters, overtime analysis, department operations, strategic planning, budgeting, financial planning and shared service studies.

In addition to his responsibilities as a consultant, Ed has also served as the Executive Director of the Wisconsin City/County Management Association. He is a member of the International City/County Management Association and is on the board of directors of the Public Policy Forum, which conducts regional public policy analysis. He was on the Advisory Board for the Masters in Public Administration Program at Northern Illinois University, is a member of the Waukesha County Sheriff's Department Grievance Committee and currently teaches a graduate level course at the University of Wisconsin - Milwaukee.

Education

Central Michigan University
- Bachelor of Science in Education
- Master of Arts in Political Science

University of Minnesota
- Carlson School of Management - Management Training Program

Cullen Peltier

Senior Consultant
RW Management Group, Inc.

Professional Summary

Mr. Peltier has worked in Emergency Management and Public Safety Communications for 11 years, including more than 9 years with Brown County, WI. As Public Safety Communications Director his primary responsibilities include dispatch center planning, emergency communications management, project management, and intergovernmental and public relations. He also has had primary responsibility for managing the Homeland Security Grant Program for Brown County.

As a consultant for FEMA and Community Research Associates, Mr. Peltier used his knowledge of Emergency Management and adult education to review grant proposals for new courses. Utilizing his knowledge of first response organizations at the local/county level, Peltier strategically reviewed the courses to ensure that they would be beneficial for local Police, Fire, EMS, Public Works, and other emergency responders.

Peltier also served as the President of the Wisconsin Emergency Management Association (WEMA). During his tenure, he focused on raising the level of professionalism of Emergency Management statewide. He increased awareness of Emergency Management among statewide first responder organizations while building membership. As WEMA President, he often presented at statewide conferences such as the WEMA Conference, the Governor's Conference, and the County Highway Commissioner's Conference. He has on multiple occasions represented WEMA during Congressional visits with the Administrator of Wisconsin Emergency Management.

Cullen Peltier has written Hazmat Reimbursement Policies, emergency management plans, and evacuation plans. He has developed numerous tabletop, functional, and full-scale exercises that were fully compliant with the Homeland Security Exercise and Evaluation Program (HSEEP). For many of the exercises he also served as the exercise director.

Peltier remains very active at the State and Local Levels. He is currently a member of State NIMS Advisory Committee, the Brown County Fire Chief's Association, the Brown County EMS Council, the Brown County Emergency Food and Shelter Board, The Brown County Community Corrections Relations Board, and the Brown County Local Emergency Committee. He also served on Expert Panels that assisted with the development of the Wisconsin Hospital Emergency Preparedness Plan. He continues to teach Incident Command and Emergency Operations Center courses for Wisconsin Emergency Management and he remains an adjunct faculty member of Northeast Wisconsin Technical College.

Education
UW-Green Bay
Public Administration, Bachelor of Science
Wisconsin Certified Emergency Manager

Federal Emergency Management Agency
Study Work Plan and Project Analysis

As you will see in the references we have provided, RW has conducted numerous fire, police EMS and emergency dispatch organizational studies throughout the United States. Our staff of consultants are senior level individuals who have previously worked in the public sector as fire chiefs, police personnel, city managers and communication specialists. This breadth and depth of experience will provide Sheboygan with a comprehensive and professional analysis of its public safety needs. Our approach to this project will, at a minimum include:

1. **Project Kickoff Meeting:** RW Management will conduct a kickoff meeting with the Steering Committee and key stakeholders of the City. The purpose of this meeting will be to confirm project scope and timelines, obtain project contact information, and develop a schedule of Steering Committee meetings and other logistical arrangements.

2. **Data Collection and Analysis:** RW will provide the Steering Committee with a comprehensive data request that will be used as the foundation for analysis.

3. **Stakeholder Interviews:** RW will conduct confidential interviews with the leadership of the Fire Department, City staff and other stakeholders. These interviews will assist in determining service offerings, service levels, protocols and similarities/differences in choosing the best option and implementation plan. These interviews will also be used to determine the "corporate cultural" which is important for any changes that may be recommended.

4. **Staffing Analysis:** Based on the data collected we will develop recommended staffing levels based on State, National and Professional standards and best practices as found in other high performing fire departments. RW will analyze cross training efforts and needs with a particular focus on employee turnover.

5. **Stakeholder Commitment:** As stated in our introductory letter the stakeholders are an important key to the success of this study. RW consultants have the experience to get beyond the first blush attitudes of "it will never work" and have the ability to explore and identify the real concerns of the stakeholders. Understanding the human aspect and including them in the process is crucial to the success of any change. We have experience with these concerns and will work hard to find win-win solutions to the challenges that are often perceived in these transitions. At the end of the day it's the employees that allow any organization to provide quality services.

6. **Projected Call Volume and Workload:** Demographics and future needs are often difficult to forecast. RW will review current call volume, run types, run locations and development trends to help identify future needs.

7. **Projected Cost Estimates:** RW will develop initial operating and capital budget proposals and a five-year cost projection, which will identify:

a. Operating Costs: We will also determine staffing, equipment, consumable resources, utility, training and other on-going costs.

8. **Public Information and Education:** In high profile organizational analysis study public education and public input is often a key to ultimate success. RW will provide information to the general public, if needed, and assist the City in responding to citizen inquiries.

9. **Project Report:** RW will develop a draft report that will include findings, recommendations, costs and implementation plan. The draft report will be presented to the Steering Committee for review and comment. Comments will be incorporated into the final report, as appropriate. The recommendations will be evaluated based on the Center for Public Safety Excellence (CPSE) categories and criteria;

- Governance and Administration
- Assessment and Planning
- Goals and Objectives
- Financial Resources
- Programs
- Physical Resources
- Human Resources
- Training and Competency
- Essential Resources

To determine changes and future trends for public safety needs RW will consider many factors and standards as a basis for recommendations including;

- National Highway Safety Traffic Association (NHSTA)
- Center for Public Safety Excellence (CPSE)
- Federal Emergency Management Association (FEMA)
- National Fire Protection Association (NFPA)
- National Fire Administration (NFA)
- Occupational Safety and Health Administration (OSHA)
- Insurance Services Office (ISO) Rating Schedule
- Local Fire Protection Ordinances
- State of Wisconsin Statutes and Administrative Code

10. **Governing Body Action:** RW will present the final report to the City Council. At that meeting, the information will be reviewed in detail and questions answered in order for elected officials to be able to make informed decisions. Additional meetings would be considered outside of the scope of this project, but can be arranged. RW would bill for the actual time and expenses for such additional meetings at our normal billing rates.

Detailed Work Plan

PHASE 1

The City of Sheboygan has requested a two phase work plan. During **Phase 1**, RW will conduct the following analysis:

- Fire Stations Analysis: RW will tour the facilities, analyze conditions, determine their functionality and insure compliance with national standards.

- Staffing Analysis: RW will review station staffing and compare same with call volume, call type and call frequency to make recommendations on staffing based on existing data and national standards.

- Response Times: RW will review calls in light of response times, time of day and day of week to determine optimal station locations and staffing to provide citizens the best service at the lowest cost, while maintaining compliance with national standards

- Data Analysis: RW will do an in-depth analysis of fire and EMS call data. This analysis will provide insight into the factors impacting response and service delivery, giving the department a clear understanding of how to best operate to achieve optimal results.

- Risk Analysis: Based on the call data collected, RW will determine current and future risks to overall operations and fire/EMS response.

- Equipment Analysis: Capital investment is a major driver in the financial operation of a fire Department. A careful analysis of existing equipment will be conducted that will provide the foundation for our recommendations on replacement, maintenance and potential elimination of unneeded equipment. We will also make recommendations on the latest state-of-the-art equipment as may be appropriate for the Department.

- Recommendations: Consistent with our approach to all project of this nature that RW conducts, our recommendations will be realistic, affordable, time-sensitive and readily implementable. Our recommendations focus on providing the highest level of service possible at the lowest cost to taxpayers.

- Presentations: Included in this proposal is one detailed presentation of the final report to the City Council. Additional meetings would be considered outside of the scope of this project, but can be arranged. RW would bill for the actual time and expenses for such additional meetings at our normal billing rates.

Our cost for Phase 1 is provided in a separate cost sheet that was submitted with this proposal.

PHASE 2

Phase 2 of this study focuses on the City's Fire and Emergency Medical Service's training and staffing. Included on the scope of work for Phase 2 will be:

- Emergency Medical Service Financial Analysis: RW will conduct a financial analysis of the City's EMS service which will include revenues, expenses, collection ratios, uncollectable fees (bad debt) and taxpayer subsidy.

- EMS Rate Analysis: RW will conduct an EMS Rate analysis/comparison and make recommendations on a rate schedule that the City should consider for future EMS charges.

- Department Training: RW will review the level of training for all fire/EMS personnel of the Department to insure compliance with State and National standards. Particular attention will be paid to minimum standards with a determination of where those standards are either not met or are exceeded.

- Department Organizational Analysis: The primary operating cost driver of any department is personnel costs. In this portion of the study we will review and analyze the staffing structure of the department including rank and file, supervisory staffing and management of the department with a focus on developing an optimal organizational structure. At this stage of the study (as well as with previous components, the fire union's input will be obtained). Not only will the number of staff at each level be analyzed, but their workloads and schedules as well. Employee job descriptions will be reviewed and changes recommended as necessary.

- Revenue Analysis: In an effort to offset expenses and minimize costs to taxpayers, all user charges, fees, grants and other financial support opportunities will be reviewed with a recommendations to maximize each.

- Use of Technology: There are often opportunities to reduce costs by utilizing technology to increase efficiencies. RW will review current technology utilized in the Sheboygan Fire/EMS service and determine if there are opportunities to do more with less with better technology.

- Shared Service Analysis: Developing a shared service study is beyond the scope of this proposal, RW will identify how other like departments have been able to contain costs through collaboration and provide a sample list of such departments and a summary of their experiences. In addition to a consolidation with other departments, recommendations will be made for functional sharing of equipment and services with neighboring departments along with any other identified cost saving opportunities.

The resulting report that will be provided after the above scope of work is completed will answer all of the City's questions identified in its RFP and much more. It is our goal to provide our clients with a comprehensive report that will assist them in making decisions well into the future.

Our cost for Phase 2 is provided in a separate cost sheet that was submitted with this proposal.

PROJECT TIMELINE

RW Management has the staff available to begin this project immediately upon award. Based on our prior experience in projects similar in nature to that requested in the City's RFP, it is estimated that this study will take 5-6 months to complete. This timeline is contingent upon data being readily available and in a format that facilitates analysis.

RW does not charge per diem costs to clients that are located in relative close proximity to our offices as is the case with the City of Sheboygan, therefore, our cost proposal will be a not-to-exceed cost for professional services, travel and expenses.

RW will provide the City with 10 printed copies of the final report and one electronic copy.

RECENT RELATED ENGAGEMENTS

RW Management has conducted numerous studies similar to that requested by the City of Sheboygan. A sample of such references includes:

City of Green Bay, WI

RW Management Group provided long term management of the Green Bay Fire Department for a period of almost four years. Jeffrey R. Roemer served as Fire Chief from April of 2008 until December 31, 2011. Chief Roemer also provided the City with an Executive Selection process and multiple Assessment Centers for promotions, which included training department personnel as assessors. Mr. Roemer also served as the City Emergency Management Director during this time period and established a joint Emergency Operations Center with the County and wrote an Emergency Operations Plan for the City.

Contact: Mayor Jim Schmitt
City of Green Bay
100 N. Jefferson
Green Bay, WI 54301
Phone 920-448-3005

City of De Pere, WI – Fire Department

RW provided the City of De Pere with Fire Chief Interim Management for a period of two years. During this two-year term, RW also provided Emergency Management Director Services, an organizational analysis and assisted with the executive selection for a new Fire Chief.

Contact: Larry Delo
City Administrator
335 S. Broadway
De Pere, WI 54115
(920) 339-4044 Ext. 1244

Village of Bellevue, WI – Fire Department

RW recently completed several fire department related projects for the Village of Bellevue in the last year. RW rewrote the department's standard operating guidelines, the Emergency Operations Plan, provided Management Counsel Services and then spent one year providing Interim Fire Chief Services.

Contact: Angela Gorall
Village Administrator
Village of Bellevue
2828 Allouez Ave.

Bellevue, WI 54311
(920) 468-5225

Town of Greenville, WI – Fire Department

RW recently completed multiple projects for the Town of Greenville. The first was a Fire Department Needs Analysis, which was basically an organizational review of the department and based on that review made recommendations regarding their future needs for station placement and major equipment. RW was then asked to assist with project management for the implementation process of those recommendations.

Contact: David Tebo
Town Administrator
W6860 Parkview Drive
Greenville, WI 54952
Phone: (920) 757-5151 Ext. 4

Village of Hartland, WI – Fire Department

RW recently completed an Organizational and Administrative Analysis of the Hartland Fire Department. This study was a complete review and analysis of the entire Fire/EMS department with specific recommendations relating to all aspects of the department including staffing, consolidation, equipment, operations, management and structure.

Contact: David Lamerand
Village President
210 Cottonwood Avenue
Hartland, WI 53029
Phone: 262-367-7149

Village of Allouez Fire Department, Allouez, Wisconsin

RW completed an organizational management analysis, provided interim public safety management, an executive selection process and transition management for the Allouez Public Safety Department.

Contact: Village Administrator
Village of Allouez
1900 Libal St.
Green Bay, WI 54301
Phone 920-448-2800, Ext. 106

PREVIOUS CLIENT WORK

RW Management employees have performed consulting services for the following clients over the past eighteen years:

Albert Lea, MN
Algoma, WI
Town of Algoma, WI
Allouez, WI
Appleton, WI
Appleton Marine, Appleton, WI
Arlington, WI
Ashland, OR
Ashland, WI
Baraboo, WI
Bay City, MI
Bell County, TX
Bellevue, WI
Beloit, WI
Berlin, WI
Broward County, FL
Brown County, WI
Bristol-Kendall Fire Protection District, IL
Calumet County, WI
Camden, AR
Cape Girardeau, MO
Cedarburg, WI
Central Lake County Communications, IL
Cert. Public Manager Program, Madison, WI
Chicago, IL
Clay County, FL
Clayton, Town of, WI
Miller, Wagner, Coenen, McMahon, Neenah, WI
Milton, WI
Milwaukee Brewers, Milwaukee, WI
Milwaukee, WI
Milwaukee Area Technical College, WI
Milwaukee County, WI
Milwaukee Metropolitan Sewerage District
Moraine Park Tech College, Fond Du Lac, WI
Morton Grove, IL
Motorola Corp., Schaumburg, IL
Mukwonago, WI
Mundelein, IL
Nashville, TN
Neenah, WI
Neenah-Menasha Fire Rescue, WI
New Berlin, WI
New Jersey State Police
New Jersey Attorney General
North Carolina State University, Raleigh, NC
Northeast WI Tech.College, Green Bay, WI
Oak Creek, WI
Oconomowoc, WI
Oconto County, WI
Odell Associates, Inc., NC
Ogden Plumbing, Neenah, WI
Oneida Tribe of Indians, Oneida, WI

Clinton, CT
Comm. Orientated Policing Consortium, D.C.
Corvallis, OR
Dane County, WI
Dayton, OH
DeForest, WI
DeKalb, IL
Delafield, WI
Delaware County, OH
Delray, FL
De Pere, WI
Destin, FL
Eagan, MN
East Chicago, IN
East Troy, WI
Energy Control and Design, Inc. Appleton, WI
ERS, Marinette, WI
Eugene, OR
Evanston, IL
Fishers, IN
Fond du Lac, WI
FOXCOMM, Appleton, WI
Fox Valley Technical College, Appleton, WI
Freedom, Town of, WI
Gary, IN
Genoa Township, OH
Germantown, WI
Grand Chute, WI
Green Bay, WI
Green Bay Packers, Green Bay, WI
Ozaukee County, WI
Palmyra, WI
Palmyra, Village of, WI
Para Tran Medical Transport, Door Co., WI
Pasadena, CA
Pewaukee, WI (City)
Pewaukee, WI (Village)
Platteville, WI
Police Exec. Research Forum, DC
Presto Products, Appleton, WI
Prince Georges County, MD
Pulaski Tri-County Fire, WI
Qassim University, Buraydah, Saudi Arabia
Racine, WI
Raleigh, NC
RED Center, IL
Reedsburg, WI
Royal Oak, MI
Rye Tech. Consulting, Riyadh, Saudi Arabia
St. Mary's Medical Center, Racine, WI
Sandy Springs, GA
Sarasota County, FL
SEECOM, IL
SEH, Appleton, WI
SESCO, LLC, Manitowoc, WI
Shawano, WI
Sheboygan, WI
Shelby County, TN
Shifman Law Firm, Birmingham, MI
Shorewood, WI

Greenville, WI
Gries Architectural Group, Neenah, WI
GSA, Office of Inspector General, D.C.
Grass Valley, CA
Hamilton Cty 911 Comm. Dist. - Chattanooga, TN
Hammond, IN
Hanover Park, IL
Harlem Township, OH
Harrison, WI
Hartland, WI
Hazel Crest, IL
Hobart, IN.
Ho Chunk Tribal Nation
Inter. Assoc. of Fire Chiefs–Great Lakes Div.
Iron Ridge, WI
Jacksonville, FL
Jefferson County, KY
JG Samuels, Inc., North Prairie, WI
Johnson Creek Fire Protection District, WI
Joy Bertrand Esq., LLC, Milwaukee, WI
Kansas City, MO
Kaukauna, WI
Kenosha Medical Center, Kenosha, WI
Kent County, MI
Kiel, WI
Killeen, TX
Lake Mills, WI
Lakeshore Technical College, Cleveland, WI
Ledgeview, WI
Southeast McHenry County, IL
Sparta, WI
Stafford Rosenbaum Attorneys, WI
Stevens Point, WI
St. Louis, MO
Stora Enso North America
Suamico, WI
Tallahassee, FL
Tri-State Fire, IL
Tulsa, OK
University of Wisconsin – Madison, WI
USAID, Washington, D.C.
U.S. Capital Police, Washington, D.C.
U. S. Dept. of Homeland Security
University of Illinois, Chicago, IL
Verona, WI
Viking Rescue, Denmark, WI
Virchow Krause & Company, Madison, WI
Walworth County, WI
Wanasek, Scholze, Ludwig, Ekes & Iselin, S.C.
Washington, D.C.
Waterford, WI
Waukesha County, WI
Waukesha County Technical College
Wausau Hospital, Wausau, WI
Wausau Insurance, WI
WESCOM, IL
West Bend, WI
West Chicago, IL

Library of Congress, Washington, D.C.
Lincoln County, WI
Lindner & Marsack, S.C., WI
Lodi EMS, Lodi, WI
Logan Township, PA
Madison Area Technical College, Madison, WI
Madison, Town of, WI
Manawa, WI
Marathon County, WI
Maryland Police Corps, MD
Maryland Transportation Authority, MD
Maximus, Reston, VA
Menasha, City of, WI
Menominee Falls, WI
McFarland, Village of, WI
Menomonee Tribal EMS, WI
West Milwaukee, WI
West Palm Beach, FL
Wheaton Franciscan Healthcare, Waterloo, IA
Whiting, IN
Whitefish Bay, WI
Will County, IL
Wilmington, NC
Winnebago County, WI
Winnetka, IL
Wis. Dept. of Justice, Madison, WI
Wood Dale, IL
Woodland, WI
Yarmouth, MA
Ypsilanti, MI
Yuma, AZ

Proposal to Conduct a Fire and EMS Operational Study

CITY OF SHEBOYGAN, WISCONSIN

matrix consulting group

TABLE OF CONTENTS

November 7, 2016

LETTER OF TRANSMITTAL

matrix consulting group

November 7, 2016

Mr. Bernard R. Rammer
Purchasing Agent
City of Sheboygan
828 Center Avenue, Suite 205
Sheboygan, WI 53081

Dear Mr. Rammer:

The Matrix Consulting Group is pleased to provide you with our proposal to conduct a Fire and EMS Operational Study for Sheboygan. A review of our services, experience, qualifications and work plan will show that the Matrix Consulting Group is highly qualified because of its extensive experience evaluating fire operations, emergency medical services, and management and resource deployment throughout the United States. We have provided public safety consulting services for more than ten years, with senior members of the firm having over 30 years of experience in consulting and public safety management. Our references can attest to the depth, quality and value of our analysis.

Our team's fire and emergency medical service analytical experience includes over 300 projects in the Midwest and throughout the United States, including these representative assignments. With Midwestern projects in **bold**:

Anchorage, Alaska	**Lansing, Michigan**	**Peoria, Illinois**
Auburn, Maine	Lincoln, Rhode Island	Plano, Texas
Augusta, Maine	**Milwaukee, Wisconsin**	Pompano Beach, Florida
Boston, Massachusetts	Monterey, California	Sacramento, California
Cedar Rapids, Iowa	Napa, California	San Antonio, Texas
Chelsea, Massachusetts	Needham, Massachusetts	Seaside, California
Des Peres, Missouri	North Kingstown, Rhode Island	Seminole County, Florida
Dinuba, California	Norwalk, Connecticut	**Sterling, Illinois**
Dubuque, Iowa	**Omaha, Nebraska**	Suffolk, Virginia
Glenview, Illinois	Palm Coast, Florida	Tallahassee, Florida
Hoboken, New Jersey	Parkland, Florida	Walton County, Florida
Huntington Beach, California	Peachtree City, Georgia	Winter Garden, Florida

All of the staff for our proposed team are extremely experienced, having themselves conducted up to hundreds of fire service studies.

- We would dedicate the President of the firm to this assignment. He has over 35 years of fire service analytical experience, including all of our firm's projects.

- Robert Finn, our proposed lead analyst, is a peer assessor, team leader and technical reviewer for the Commission on Fire Accreditation International (CFAI) and a former Fire Chief.

Our approach to fire service consulting is independent and objection, thorough and detailed, and provides our clients with the analysis they need to change and plan for the future. Our commitments to our clients in our work include:

- We are a 'fact based' firm providing detailed data collection and analysis.
- We obtain extensive input from 'stakeholders' in all of our studies, including municipal managers and elected officials, fire service managers and staff.
- We work closely with our clients through interim reports and review meetings.
- We provide detailed and time phased plans so that our clients have a clear plan for future service delivery.

While we are a national firm, we have offices in Illinois and Texas, which provide easy access to Sheboygan.

As President of the firm, I am authorized to negotiate, bind the firm, and execute the contract for the study. If you have any questions, please do not hesitate to contact me at 650-858-0507 or via email at rbrady@matrixcg.net.

Matrix Consulting Group

Richard P. Brady
President

matrix
consulting group

1. COMPANY BACKGROUND AND EXPERIENCE

1. COMPANY BACKGROUND AND EXPERIENCE

This section of our proposal provides relevant background information regarding our firm, services provided, office locations, approach to providing municipal consulting services, and information about our experience and past performance on prior projects.

1. HISTORY OF THE FIRM

The Matrix Consulting Group specializes in providing analytical services to local governments, to assist them in providing highly responsive, efficient, and effective services to their residents. Our market and service focus is financial, management, staffing and operations analysis of local government. Our firm's history and composition are summarized below:

- We were founded in 2002. However, the principals and senior staff of our firm have worked together in this and other consulting organizations *as one team* for between 10 and 30 years.

- Our *only* market and service focus is management, staffing and operations analysis of local government.

- Since our founding, we have worked with over 800 municipalities and counties, conducting management studies of their operations and recommending improvements.

- Our firm maintains offices in Mountain View, California; Texas (Dallas Metro); Worcester, Massachusetts; Illinois (St. Louis Metro area); and Washington (Spokane area).

We are proud of our service philosophy based on detailed analysis, as well as our customized strategy and partnership with our clients. This has resulted in high levels of implementation of our project recommendations – exceeding 85%.

The following table provides some additional general demographic and contact information on our firm.

Form of Incorporation	Matrix Consulting Group, Ltd. Incorporated domestically in California (January 2003) as a C-Corp.
Location / Mailing Address for Corporate Headquarters	201 San Antonio Circle, Suite 148 Mountain View, CA 94040 650.858.0507 (voice) 650.917.2310 (fax)
Corporate Contact	Richard P. Brady, President 650.858-0507 rbrady@matrixcg.net

Current Staff	We currently have 17 full-time and 7 part-time staff.
Services Provided	Management, organizational, shared-services, staffing and operational (efficiency and effectiveness) analysis for public sector entities across the various functions, including: Administration (HR, Finance, IT, etc.) Business Process Documentation Community Development Finance studies, including user fee analysis **Fire and Emergency Medical Services** Law Enforcement (police, corrections, courts) Organizational Structure Analysis Parks, Recreation and Community Services Public Works Utilities / Infrastructure Maintenance

2. BACKGROUND AND FIRE AND EMS SERVICE CONSULTING EXPERIENCE

We have extensive experience analyzing fire service organization and operations in the great lakes region and around the country, including analysis of deployments, staffing, scheduling, staff utilization, fire station locations, organizational and management. Our experience is both personal and corporate – our team has worked together on hundreds of public safety management and efficiency studies in the Midwest and throughout the United States.

- Our primary focus is on the analysis of public safety operations (fire / rescue and police services). We have personally served over 300 fire agencies.

- Each of our senior consultants has between 10 and 30 years of analytical and management experience. All of the experience referenced as the firm's experience is that of one or more of the proposed project team members.

Our team's fire and emergency medical service analytical experience includes over 300 projects in the Midwest and throughout the United States, including these representative assignments. With Midwestern projects in **bold**:

Anchorage, Alaska	**Lansing, Michigan**	**Peoria, Illinois**
Auburn, Maine	Lincoln, Rhode Island	Plano, Texas
Augusta, Maine	**Milwaukee, Wisconsin**	Pompano Beach, Florida
Boston, Massachusetts	Monterey, California	Sacramento, California
Cedar Rapids, Iowa	Napa, California	San Antonio, Texas
Chelsea, Massachusetts	Needham, Massachusetts	Seaside, California
Des Peres, Missouri	North Kingstown, Rhode Island	Seminole County, Florida
Dinuba, California	Norwalk, Connecticut	**Sterling, Illinois**
Dubuque, Iowa	**Omaha, Nebraska**	Suffolk, Virginia
Glenview, Illinois	Palm Coast, Florida	Tallahassee, Florida
Hoboken, New Jersey	Parkland, Florida	Walton County, Florida
Huntington Beach, California	Peachtree City, Georgia	Winter Garden, Florida

We are also currently completing fire studies in Adrian (MI), Westport (CT) and Grants Pass (OR).

3. WHY SELECT THE MATRIX CONSULTING GROUP FOR THE OPERATIONAL REVIEW

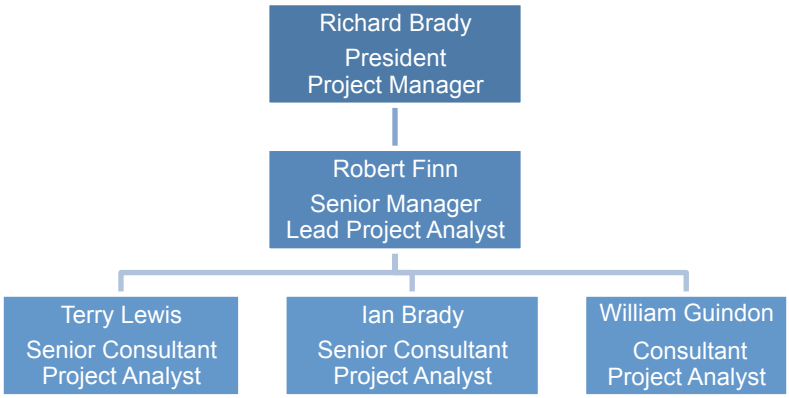
As illustrated above, our firm and the proposed project team have vast experience conducting fire and EMS operational studies. We possess the requisite experience in-house to fully meet all the requirements as set forth in the RFP and ensure the City Officials and the Common Council with information to make informed decisions about the current needs for effective delivery of fire and EMS services in Sheboygan as well as to allow long term planning for the future of delivering these services in a cost effective and efficient manner.

2. KEY PERSONNEL

2. KEY PERSONNEL

The Matrix Consulting Group proposes to utilize a senior project team, including our President and other personnel with fire and emergency medical service analytical experience. The project team includes former Chief Officers and a GIS Analyst. This project team has worked with hundreds of fire departments across the Country, including volunteer, combination and career agencies. Each of projects included interviews with Elected Officials, City Officials, Chief Officers and line personnel in the jurisdictions being analyzed as well as presentations to Elected Officials and the public at the conclusion of the project.

The organization chart, which follows, depicts the project team:



Summary descriptions for each of the project team members are provided in the following table:

Consultant	Summary of Experience
Richard Brady **President** **Project Manager**	• 35 years of fire / emergency services consulting experience. • Project manager and lead analyst on almost 500 projects. • Extensive experience conducting over 200 fire / EMS studies • BA Cal State University, Hayward; PhD, Oxford University, UK.
Robert Finn **Senior Manager** **Project Analyst**	• 20+ years of combined experience as a public safety executive and consultant. • Experience as a Fire Chief – and prior experience as a Coordinator of EMS and Firefighter / Driver / Paramedic. ▪ MBA, BS in Public Safety Management, Grand Canyon University. ▪ Peer Assessor, Team Leader, and Technical Reviewer with the Commission on Fire Accreditation International (CFAI).

Consultant	Summary of Experience
Terry Lewis **Manager** **Project Analyst**	• 30+ years of experience in the fire service. • Experience at all levels of the fire service, including Fire Chief. • Peer Assessor/Team Leader/Mentor for Center for Public Safety Excellence. • BS degree in Fire Science and AA in Accounting from the University of Cincinnati. Executive Fire Officer (EFO) program graduate.
Ian Brady **Senior Consultant** **Research/GIS Analyst**	• Experience working with project team on various management and public safety studies. • BA in Political Science from Willamette University, Salem, Oregon. • Project focus on data collection and analysis under direction of one or more of the senior staff assigned to the project.
William Guindon **Senior Consultant** **Project Analyst**	• 30+ years experience in the public sector and fire service. • Experience at all levels of the fire service, including Fire Chief. • Extensive experience in training, human resources and strategic planning. • MPA from Anna Maria College and BS in Organizational Management from Colorado Christian University.

Detailed resumes of each project team member are provided immediately following this section.

RICHARD BRADY
President, Matrix Consulting Group
Project Manager

BACKGROUND

Richard Brady is the President of the Matrix Consulting Group. Mr. Brady has been a management consultant to local government for more than thirty years.

The list, which follows, summarizes Mr. Brady's project experience on fire and emergency medical management studies and selected other studies. It should be noted that Mr. Brady has managed or participated in over 200 studies of fire, EMS and emergency communications in his career.

EXPERIENCE RELEVANT TO THE PROJECT

- **Fire Service Management, Effectiveness and Efficiency Studies**

Alachua County, Florida
Americus, Georgia
Augusta-Richmond County, Georgia
Boston, Massachusetts
Bremerton, Washington
Burlington, Massachusetts
Chelsea, Massachusetts
Lansing, Michigan
Newark, California
Omaha, Nebraska
Reno, Nevada
San Rafael, California
Suffolk, Virginia
Venice, Florida
Albany, New York
Anchorage, Alaska
Bellingham, Washington
Brattleboro, Vermont
Broward County, Florida
Charlotte County, Florida
Hilton Head Island, South Carolina
Montpelier, Vermont
Norwalk, Connecticut
Peoria, Illinois
Salt Lake City, Utah
Sarasota County, Florida
Tallahassee, Florida
Winter Garden, Florida

- **Fire Master Plan Studies**

Dinuba, California
Redmond, Washington
Monroe, Washington
Corte Madera, California
Huntington Beach, California
Woodinville, Washington
Orange County, California
Sacramento, California

EDUCATION

Mr. Brady received his BA degree from California State University at Hayward and his MA and PhD degrees from Oxford University, U.K.

ROBERT FINN
Senior Manager, Matrix Consulting Group – Lead Project Analyst

BACKGROUND

Robert Finn is a Senior Manager with the Matrix Consulting Group and previously served as the Chief of the Southlake (TX) Department of Public Safety.

EXPERIENCE AS A FIRE SERVICES CONSULTANT

Clients for whom Mr. Finn has served as the lead project analyst on fire service studies include the following:

Anchorage, Alaska
Bedford, New York
Chelsea, Massachusetts
Dinuba, California
Huntington Beach, California
Mat Su Borough, Alaska
Monterey, California
Pacific Grove, California
Peachtree City, Georgia
San Antonio, Texas
Sterling, Illinois
Winter Garden, Florida
Auburn, Maine
Boston, Massachusetts
Cleveland, Ohio
Hanford, California
Lincoln, Rhode Island
Mesa County, Colorado
North Utah County, Utah
Perrysburg, Ohio
Redding, California
Springdale, Arkansas
Suffolk, Virginia

EXPERIENCE AS A PUBLIC SAFETY PROFESSIONAL

Mr. Finn has served at many levels in public safety, including as the following:

- Chief of Police (2008 to 2011)
- Chief of Fire Services (2004 to 2008)
- Lieutenant of Professional Standards (1999 to 2004)
- Lieutenant of Training (1995 to 1999)
- Coordinator of Emergency Medical Services (1993 to 1995)
- Firefighter / Driver / Paramedic (1987 to 1993)

PUBLIC SAFETY ASSOCIATION AFFILIATIONS

- Center for Public Safety Excellence as a Peer Assessor, Team Leader and Technical Reviewer (2006 to Present).

EDUCATION AND TRAINING

He has a Master of Business Administration in Executive Leadership and a Bachelor of Science in Public Safety Administration from the Grand Canyon University, Phoenix (AZ).

TERRY LEWIS
Manager, Matrix Consulting Group – Project Analyst

SUMMARY OF PROFESSIONAL QUALIFICATIONS

Terry Lewis has over 30 years of experience in the fire service. He began his career in 1980 with the Loveland-Symmes Fire Department in Ohio, where he worked until 1999, advancing through the ranks from Firefighter/Paramedic to Battalion Chief. While in Loveland Symmes, Chief Lewis worked in a variety of capacities including financial management, fire prevention, public education and managing the operations division. Terry was appointed Fire Chief in Henderson, Kentucky in 1999 until retiring in 2009.

EXPERIENCE

Consultant, Matrix Consulting Group

Recent fire service regional analytical studies include Matanuska-Susitna Borough (AK), King William County (VA) and Mesa County (CO).

Fire Chief, City of Henderson, Kentucky

Provided overall management and direction of fire suppression and risk reduction services, utilizing 60 personnel covering eighteen square miles and approximately 30,000 customers. Administered an annual operating budget of $4.5 million along with various capital improvement projects. He has also composed Standard of Cover Documents and developed and served on the Board of a regional hazmat and technical rescue team.

Peer Assessor and Technical Advisor:

Served as a Peer Assessor and Technical Advisor (Mentor) during the Accreditation process for the following agencies:

- King of Prussia, PA
- Lenexa, KS
- Fort Lee, VA
- McChard AFB, WA
- Menasha, WI
- Wilson, NC
- Clearwater, FL
- Edmonton, Alberta, Canada
- Winter Park, FL
- Country Side Fire District, IL
- Southlake, TX
- Santa Clara County, CA
- Port Huron, MI
- Fenton, MO
- Searcy, AR
- Summit, NJ

EDUCATION

Bachelor of Science in Fire and Safety Engineering Technology and Associate of Science in Accounting from the University of Cincinnati.

IAN BRADY
Senior Consultant, Matrix Consulting Group
Project Analyst

BACKGROUND

Ian Brady is a Senior Consultant with the Matrix Consulting Group as part of our Management Services Division, and is based in our Mountain View (CA) office. He began with the firm as an intern but now has 4 years of consulting experience. He specializes in public safety and is dedicated to providing analytical support for all of our police, fire, emergency communications and criminal just system studies. Mr. Brady also developed the firm's GIS analytical tools for analyzing field service workloads and service levels, beat design and efficiency, and alternatives to deployment and scheduling of resources.

EXPERIENCE IN PUBLIC SAFETY STUDIES

Mr. Brady has experience conducting fire service management, staffing and operations studies, including recently for the following clients:

- Anchorage, Alaska
- DeKalb County, Georgia
- Hanford, California
- Redding, California
- Suffolk, Virginia

Mr. Brady has experience conducting GIS analysis, including recently for the following clients:

- Arlington, Washington
- Berkeley, California
- Birmingham, Alabama
- Hanford, California
- Hayward, California
- Laguna Hills, California
- Orange County, Florida
- Portland, Oregon
- Redding, California
- Raleigh, North Carolina
- Suffolk, Virginia

EDUCATION

Mr. Brady received his BA in Political Science from Willamette University in Oregon.

WILLIAM GUINDON
Senior Consultant, Matrix Consulting Group
Project Analyst

SUMMARY OF PROFESSIONAL QUALIFICATIONS

William has over 30 years of public sector and fire service experience. He has demonstrated ability to analyze, troubleshoot and develop effective models and processes for constructive improvements, service level enhancements, operational efficiencies and productivity enhancements. His areas of expertise include strategic planning, process improvement, operations management, training and development, human resources and customer service.

EXPERIENCE

Director of Maine Fire Service Institute

Responsible for oversight of the state-wide fire training and certification program and development of strategic and market plans for the organization.

Fire Chief and Interim City Manager, City of Burns, Oregon

Fire Chief, Canon City Area Fire District, Canon City, Colorado

Deputy Chief, South Lane County Fire and Rescue, Cottage Grove, Oregon

Director, Metro Fire Training Center, Littleton, Colorado

EDUCATION

Master of Public Administration from Anna Maria College in Paxton (MA) and Bachelor of Science in Organizational Management from Colorado Christian University in Lakewood (CO).

He also has a certificate in Human Resources from Penn Foster Schools as well as numerous certificates from the National Fire Academy in Emmitsburg (MD).

3. PROJECT REFERENCES

3. PROJECT REFERENCES

The Matrix Consulting Group has conducted over 250 fire and emergency medical services studies. The following table summarizes recently completed fire projects, which are similar to the one sought by Sheboygan. Our most recent project in Wisconsin was a 2005 study of the Milwaukee Fire Department and we believe these references are a better reflection of our work related to the services sought by Sheboygan. These also serve as contact references for our work:

Client	Project Summary	Reference
Dinuba, California **Update to the Fire Department Master Plan** **Population 23, 347**	In this project the Matrix Consulting Group conducted an update to the Fire Department Master Plan, which was originally developed twenty years ago for the Department by our firm (another update was developed 10 years ago). Several changes in the city had occurred since the plan including population growth, annexation and a focus on attracting large distribution centers. The analysis showed a gap in service to the western and northern portions of the City and the need to begin planning for the construction of a second station. Also there was an immediate need to improve staffing and deployment of personnel to ensure an adequate response force could be sent on initial assignments.	Chad Thompson Fire Chief 559-591-5931
Peachtree City, Georgia **Organizational and Operational Efficiency Study** **Population 34, 893**	The Matrix Consulting Group was retained by Peachtree City to conduct an independent review of the organization and operation of the Fire Department. Key recommendations included restructuring the rank structure in the department, including members of the community in the strategic planning process, refining dispatch procedures to improve call-processing times, adopting formal service levels for turnout and travel times and assigning a dedicated IT position to improve technology utilization in the agency.	Joseph O'Connor Fire Chief (770) 631-2526
Winter Garden, Florida **Fire Department EMS Feasibility Study** **Population 34,568**	This study included detailed financial analysis of the impact of the City of Winter Garden providing EMS Transport Services from their Fire Department. The study showed how the EMS system could be self-sustaining by adding transport services to the existing EMS services provided by the Fire Department.	Michael Bollhoefer City Manager (407) 656-4111 x-2267

Chelsea, Massachusetts **Management and Staffing Study of the Fire Department** **Population 37, 670**	In this project we evaluated organization, staffing and management of this industrial City adjacent to Boston. Key recommendations included strengthening mutual and automatic aid arrangements with neighboring communities to better meet fire flow requirements, changes to management roles and organizational structure and better use of fire details to mitigate hazards.	Ed Dunn City Auditor/Budget Director (617) 466-4030
Auburn, Maine **Fire Department Performance and Management Analysis Study** **Population 22, 987**	The Matrix Consulting Group was retained by the City of Auburn to conduct a performance and management analysis of the fire department. Key recommendations included the entrance into further regional agreements with the City of Lewiston; including a full automatic aid agreement to better leverage resources. Other recommendations included the development of response time measures for "turnout" time to better monitor overall response performance, career development planning, improvements to the inspection processes and improved community relations.	Geoff Low Fire Chief (207) 333-6633 x5

4. SCOPE OF WORK

4. SCOPE OF WORK

This section of our proposal provides a summary of our approach to conducting the Fire and EMS Operational study as described in the Request for Proposals.

1. BACKGROUND TO THE STUDY

The purpose of this study is to conduct a comprehensive operational review of the organization, efficiency and effectiveness of the fire and emergency medical system in Sheboygan and provide recommendations on future improvements and growth planning based on national standards and comparable benchmarks. The study is intended to provide a road map for the future to allow informed decisions by elected officials of the fire and EMS needs for the City.

Sheboygan is located on the western shore of Lake Michigan and serves as the only full time fire department in the County. Economic conditions in the area have made reductions in force necessary for the to afford services provided to residents.

The current population of the City is approximately 48,000 residents with a service area of approximately 14 square miles. This results in a population density of approximately 3.428 residents per square mile, which makes Sheboygan an urban service area from a fire and EMS planning perspective. The Department currently has a Class 4 rating from the Insurance Services Organization (ISO).

Sheboygan is currently served by five (5) fire stations, each staffed with 3 – 5 personnel, operating on a three-shift platoon system. The department allocates 70 of the 73 sworn positions to the fire shifts for immediate response to emergency incidents. The Department also has three (3) civilian personnel to support operations. Daily operations include the staffing of two (2) engine companies, three (3) ambulances, two (2) ladder companies and one (1) rescue company.

The results of this study will include detailed analyses of each organizational component of the Sheboygan Fire Department along with future demand projections and service delivery models to ensure desired levels of service can be achieved in a cost effective and efficient manner.

2. PROJECT APPROACH

The Matrix Consulting Group believes very strongly in the science of our craft. As a result, we utilize formal project management techniques in conducting our studies, to best meet the needs of our clients. These techniques include:

- **Fact-based and jurisdiction specific analysis:** The central tenet of our approach is collecting facts and data specific to the jurisdiction to ensure all

analysis and recommendations are specific to the agency and its requested scope of services.

- **Understanding of the project:** Prior to beginning any study, the project team familiarize themselves with basic information regarding the jurisdiction, including collecting any service level data information, such as number of calls for service, financial data, current staffing approaches, apparatus deployment plans, response times, service area, etc. This fact based approach continues throughout the project.

- **Interactive study process:** A successful project needs to be based on a study process that involves Department staff and their input regarding recommendations. This approach includes meeting with Fire Department representatives from each operational area.

- **Detailed project management plan:** All project work activities, including team member roles, deliverables, schedule, and budget is detailed in a project management plan along with regular status updates during the study.

- **Cross-trained project team:** Our project team's background as both career consultants and former fire service managers provides a unique understanding of the various components that need to be explored to arrive at recommendations that are able to be implemented while providing accurate and timely financial projections.

- **Work product reviews:** All interim and final work products are reviewed by the client and designated project manager before being delivered or presented at any public meeting.

Our approach and philosophy has provided our clients with valuable assistance and advice in dealing with important public policy, organizational and operational issues. It has also resulted in projects with high implementation rates.

3. METHODOLOGICAL OVERVIEW

Evaluations of fire and EMS services must take into account the specific characteristics and environment of the communities being served. While comparative personnel / population ratios are interesting from the broad perspective, they are insufficient to support defensible judgments about the adequacy of resources available to or required by a specific community. As a result of this, we have a structured approach which examines, in detail, the unique workloads and service level characteristics of each function in the delivery of fire services; and secondly, an approach which is interactive and involves the participation of staff from the Fire Department. Our basic approach to evaluating the options available for providing fie and EMS services in Sheboygan would include the following:

(1) Detailed Data Collection and Analysis

The Matrix Consulting Group focuses intently on the collection and analysis of descriptive data:

- Documenting the current operating and capital costs for services.
- Documenting the current demand for fire and EMS services.
- Documenting and analyzing current service levels.
- Documenting how resources are deployed and utilized.
- Documenting current efforts to encourage functional and regional cooperation.
- Documenting current staff pay, incentives, benefits and retirement programs.
- Gathering standard operating procedures.
- Evaluating and defining specific staffing requirements in each service function.
- Evaluating the current and long range facility and capital needs of the agency.
- Defining alternative service levels based on the results of analysis. Definitions of alternative service levels will need to be based on a quantifiable and consultative process between the project team and the client, staff and others identified in the study and could include such factors as:
  - Response time targets.
  - Nature and quality of services provided to citizens.
  - Level of staff utilization deemed acceptable.
  - Other roles and responsibilities of staff (e.g., maintenance).
- Documenting any contracts being utilized to determine how costs are developed and the types of services being provided.
- Documenting current management systems and approaches used in fire and rescue operations.
- Then, evaluating and defining specific staffing requirements in each departmental function required to achieve defined service level objectives.

We are known as a 'fact based firm', and this approach leads to our clients' better understanding the magnitude of a service delivery issue and the opportunities for improvement.

(2) Interactive Study Process

In our extensive work with fire and rescue agencies, we have found that a successful project (i.e., one which results in positive change in the organization being analyzed) needs to be based on a study process which involves the participating agencies in the project, and through that involvement, builds "ownership" in project recommendations and results. To achieve that involvement, we propose a multi-faceted approach, which consists of the following components:

- We would conduct one-on-one interviews in the City and in each departmental area focusing on job content as well as issue identification.

- We conduct regular formal and informal communications throughout the study process, including status reports.

- Frequent interim deliverables that will be used to demonstrate our progress in achieving the study goals and objectives.

We have found that these interactive approaches lead to higher levels of implementation of recommendations because there are no surprises – all 'stakeholders' understand the need for change and have had extensive input into the process.

3. SUGGESTED PROJECT WORK PLAN

The paragraphs, which follow, provide a description of the suggested tasks the project team would complete in this assignment. In the following section of this proposal, we have included a chart that shows the timing for completing each work task and identifies points at which progress reports would be delivered to the project steering committee and reviewed.

Phase I

Task 1 Project Initiation

To fully meet the core requirements of conducting this study – including evaluating the fire service's current operating environment as well as short term and long range needs – the project team will need to develop an in-depth understanding of attitudes towards existing service levels and the unique characteristics of programs and community protection needs in Sheboygan. To provide this level of understanding, the project team will accomplish the following:

- Interview top management in Sheboygan as well as elected officials to get their views on fire department staffing, service issues and improvement opportunities.

- Conduct a kick-off meeting with the project steering committee.

- Interview the command staff from the Fire Department to obtain an initial understanding of the organization, major goals and recent trends.

- Interview other stakeholders identified by the City and Fire Departments that are critical in developing strong background knowledge for the study, including leadership from the labor union.

- These initial interviews would focus on determining individual attitudes toward current fire and emergency medical service levels, programs, and community protection needs, including the following:

  – Adequacy of existing service levels (e.g., response times, fire and EMS call results, fire prevention programs, etc.).

  – Responsiveness to basic community fire protection needs as well as regional EMS needs.

  – Perceived gaps or duplication in existing services and service levels.

  – Issues regarding inter-relationships among other regional departments.

  – Financial issues regarding expenditure trends and specific issues regarding categories of expenditures (e.g., employee compensation, overtime, etc.).

- We would also collect basic documents which "define" the Fire Department internally and externally (e.g., goals and objectives, mission statements, overall service trends, loss statistics, etc.).

Based on the results of these interviews and initial data collection, the project team will prepare an internal project team memo, which will provide the basis for subsequent profile and analytical steps.

Project Deliverable – MCG	Client Services Required
• On-site initial meeting with Executive staff to review goals, objectives, and project plans • Kick-Off presentation to appropriate staff • Detailed project management plan – outlining dates for monthly status reports.	• Attendance at kick-off presentation and initial Executive staff meetings. • Designate a project management representative from each participating agency. • Availability for one on one interviews.

Task 2 Document Personnel Attitudes Toward Fire and EMS Issues

To fully evaluate an organization's needs, it is important that the project team understand the range of personnel perceptions in the City. To be credible, this input needs to be accomplished at the outset of the analysis of the various alternatives to be considered during the project. We have found in our previous work that use of a survey

instrument is an ideal way to maximize input and to increase the perception of the study as an objective effort. Documentation and analysis of career staff attitudes will consist of the following work steps:

- Preparation of a confidential questionnaire to be distributed to all personnel of the Fire Department. The project team will structure a questionnaire, which "fits" the unique characteristics of the Sheboygan Fire Department. The survey would be completed online.

- Analysis of questionnaire results.

- Preparation of a paper that summarizes questionnaire results and identifies specific areas which need more extensive exploration in subsequent study tasks.

- Review of questionnaire results with the Department and the project steering committee.

It should also be noted that employee attitudes and ideas for improvement will be further explored in subsequent project work tasks through individual and group interviews, including selected station focus group meetings and other interviews and direct observations by members of our project team.

Matrix Consulting Tasks / Deliverables	Client Services Required
• Development of online survey questions. • Issue link to survey to all personnel. • Receive results of the survey. • Analysis and write-up of survey findings. • Delivery of the survey findings to the City and Fire Department for review and discussion of identified strengths and improvement opportunities from the employee perspective.	• Review and approval of survey questions • Availability for review and discussion of survey results and employee perceptions.

Task 3 Evaluation of Current Conditions

A key to this analysis is the development of a detailed understanding of workloads and service levels currently experienced by the Department. To develop this level of understanding, we will document and analyze workload and service levels as described in the illustrative subsections, which follow.

(1) Overall Descriptive Information

The project team will document basic descriptive information about the fire department, including:

- Organizational structure, number and type of staff by function as well as reporting relationships.

- Staffing levels, now and over the past five years.
- Fire loss statistics over the past five years.
- Budgets over the past five fiscal years.
- Review of the current policies, procedures and rules in place and the Department's compliance with current best practices, laws and regulations including NFPA, OSHA, ISO and CFAI.
- Review of current response area for the Sheboygan Fire Department.

(2) Station Evaluation

In this project task, the team will tour each fire station to develop an understanding of the current condition, functionality and efficiency of each station as well as to ensure it provides a safe place for personnel to work. We will then conduct analysis on the response areas for each of the fire stations serving the City.

The project team will work to fully understand the range of hazards found within the Fire Department's area of responsibility. Specific steps to understanding the fire and non-fire risks present in Sheboygan will include:

- Reviewing any existing documents related to hazard identification and planning done by the Fire Departments or City Including:
  - Emergency preparedness documents.
  - Target hazards identified.
  - Pre-incident planning documents on high and special risk occupancies.
  - Pre-plans on occupancies requiring fire flows over 3,000 gpm.
- Touring the service area to directly view fire and non-fire risks present in the community.
- Identifying construction trends in the City.
- Meeting with operations personnel in each response area to gain a full understanding of their view of major hazards, risks and challenges related to meeting service demands in their first due response area.

- Reviewing land-use and planning documents and maps to gain an understanding of the risks associated with certain geographic areas of the City related to uses approved or planned in the area.

- Reviewing the water supply system to ensure it meets the fire demand.

The detailed assessment of the risks and hazards present in the community will be included in the descriptive profile for review by Department personnel and the project steering committee.

Once these factors are completed, the project team will conduct analysis of the incident demand for the City as a whole and each station independently as well as determining individual workloads for each piece of emergency response apparatus. This will include evaluation of individual response time elements to compare against current industry best practices, including:

Documentation of all fire and emergency medical service response patterns and capabilities, for the previous three calendar years, including:

– Response times for all calls, by type of call and priority.

– The amount of clock and staff time required to handle each call type and including the various elements of handling time:

  •• Dispatch processing time.
  •• "Scramble" or reflex time.
  •• Travel time.
  •• Set-up time.
  •• Total on-scene time.

– The number of units dispatched by type of call.

– How runs are distributed by unit, by time of day and day of week.

– What is the impact on requesting and being requested to provide mutual aid? What is the availability and timeliness of response of mutual aid resources?

(3) Fire and Emergency Medical Services

Through interviews and review of key operating and response policy documents, the project team will develop a detailed understanding of the existing fire suppression and emergency medical services network and service structure in the Fire Department:

- Capital improvement or maintenance needs associated with the station.

- Vehicle and apparatus inventory to include age and maintenance of vehicles and apparatus and the portable equipment used in providing services.

- How the shift scheduling system works, including documentation of all leave related factors.

- Basic response policies to each type of call received by the Fire Department. This would include the number and type of apparatus dispatched by call type; the number of field personnel dispatched; staff resources dispatched by call and staff type; and involvement in emergency medical responses.

- Response characteristics and deployment of resources to provide emergency medical services in each service area.

  – What is the overall approach to providing EMS services in Sheboygan?

  – Are there improvements that can be made to the current system?

  – Are the current apparatus and their deployment effective or are changes needed in the type of apparatus deployed?

  – Is the equipment appropriate for the types of emergencies responded to and risks present in the service area?

(4) Evaluation of the Fire and EMS Needs

The Matrix Consulting Group has a comprehensive analytical, statistical and GIS-based approach for assessing the impact of alternative response systems. The Matrix Consulting Group uses a process, which examines the ramifications of station locations and unit deployments across a wide range of potential deciding factors. Examples of these include:

- Ability of the system to place at least one unit on-scene everywhere in the response areas within the performance standards.

- Level of station coverage overlap. Can at least two stations cover higher volume areas?

- Level of personnel overlap. Can a standard structure fire response get to 90% of calls for service within the targeted response time objectives?

- **Demand Study** showing the current demand for services

- A deployment analysis utilizing established criteria from current NFPA 1710 and Commission on Fire Accreditation Standards to ensure the fire departments can man an effective response force to include:

- **Distribution Study** showing an overview of the current facility and apparatus deployment strategy analyzed through GIS software, with identification of any service gaps and redundancies in initial unit arrival.

- **Concentration Study** analyzing response time performance to achieve an initial and effective response force as well as analysis of company and staff distribution as it relates to the assembly of an effective response force.

- **Reliability Study** analyzing current workload, including unit hour utilization of companies, actual or estimated failure rates, outcomes for critical incidents, impact of call concurrency and system reflex time performance individually and as a whole.

- Use of mutual and automatic aid to assist in developing an effective response force and mitigating large scale emergencies.

- Incident control and incident management techniques utilized by the Department to ensure they are NIMS and best practice compliant.

The Matrix Consulting Group has developed a series of methodologies which enable us to not only examine but also quantify these questions looking not only at the recent past / current situation but also at the projected future for the community and region based on growth projections provided by the City.

The Matrix Consulting Group will develop an analysis that identifies issues and alternatives for enhancing service delivery. This analysis will be reviewed with the project steering committee and distributed to the various participants for review and comment.

At the conclusion of this task, the project team will provide recommendations to the City regarding the optimal number of fire stations, locations, apparatus deployment and staffing to maximize the effectiveness and efficiency of the Fire Department in providing emergency services. We will make a presentation to the Common Council of the Phase I findings to answer any questions prior to moving to Phase II of the study if desired by the City.

Matrix Consulting Tasks / Deliverables	Client Services Required
• Development of service level maps and historical system performance. • Prepare the Phase I report on fire station, apparatus and staffing conditions, locations and deployment.	• Availability for review and discussion of issues identified in the current condition evaluation. • Review of draft Phase I report and any required edits. • Provide location for meeting with Common Council if desired.

Phase II

The phase of the project will focus on analysis of the financial viability of ambulance service, analysis of training, analysis of management and staffing of support positions as well as opportunities to control costs, increase revenue or increase collaboration or contract services with other agencies.

Task 1 Evaluation of the Financial Viability of the Ambulance Service

This objective will provide a comprehensive analysis of financial assumptions related to providing EMS transport services internally. The analysis will fully explore the costs and revenue projections related to providing the transport services internally. This analysis will provide the foundation for needed findings of financial and operational sustainability. This analysis will include:

- Evaluation of types of service by billable service level (i.e., ALS, BLS, etc.) experienced within the service areas over the prior three years.
- Evaluation of appropriate classification of billing category to calls for service.
- Identification and evaluation of payer mix within the population.
- Reasonable projections of foreseeable changes in payer mix in a five year planning horizon.
- Potential impact on alternative technologies that may impact collections.
- Reasonable revenue and cash flow projections given delays in payer responsiveness.
- Analysis of budgeting practices and distribution of cost elements.
- Evaluation of alternative methods of revenue generation if possible (including cost recovery).
- Identification of options for cost avoidance within the current delivery system and proposed alternatives**.**
- Anticipated collection rates and realistic revenue projections to determine the potential budgetary impact of assuming EMS transport responsibilities.

Matrix Consulting Tasks / Deliverables	Client Services Required
• Analysis of EMS system finances and sustainability. • Analysis of alternatives, including contracting for EMS transport services.	• Availability for review and discussion of issues identified in the EMS system evaluation.

Task 2 Analysis of Training and Management Functions

(1) Training Programs and Other Human Resources Functions

Through interviews and a review of relevant documents, this sub-task would document the scope and content of the department's recruitment and training programs, including:

- Scope and content of in-service training provided to staff, including existence of master training program(s) and objectives; types and amount of training provided to staff over the last 24 months; and training program costs and expenditures.
- Existence and content of succession planning and career development plans.
- Current performance evaluation systems and approaches including measures and approaches employed in performance evaluations.
- Existence and use of training facilities.
- What health and safety programs are utilized by the Department? Are they effective at reducing / minimizing workman's compensation claims?
- Does the type of training received meet National and State Standards?
- Does the training adequately prepare personnel to adequately respond to the historical risks in the City?

(2) Management Components

In this work task, the project team will evaluate the Sheboygan Fire Department's current approaches to managing human resources, including training, other services provided (such as fire prevention) and its overall management. Evaluation will take into account the capability of the organization to respond to operating and administrative requirements. In conducting this management analysis, a variety of issues will be addressed, including:

- **Evaluate key management systems.** The project team will assess the organizational structure and key management systems in use:
  - Are current policies and procedures up to date and relevant for the SFD?

- Are missions, goals, and values published and known in the organization?

- Does the SFD maintain appropriate financial controls? Is there appropriate transparency in their use of funds?

- Evaluate operations management, including incident command and large-scale emergency preparedness.

- Are policies and procedures consistently applied?

- Does the SFD utilize post-incident critiques to learn from incidents, to identify training needs, to assess performance, etc.?

- Are there appropriate policies regarding shift assignments, incident management, overtime, vacation and sick time?

- Does the City Manager, Mayor and City Council receive the information that they need to provide an on-going assessment of SFD performance?

• Are technology systems being appropriately utilized and leveraged by the SFD? Are there opportunities to utilize emerging technologies?

(3) Records and Other Internal Support Services

The project team will analyze workloads and service levels associated with the other support units in the Fire Department by applying such approaches as the following:

• Document records processing flows by document type and volume. Identify and quantify processing turnaround times and processing backlogs.

• Review systems currently available to support records processing activities.

• Review internal information processing procedures and controls.

(4) Fire Prevention, Emergency Management, Hazardous Materials Management and Technical Rescue

Through interviews with staff, analysis of existing codes and ordinances, and discussions with planning and building representatives of the City, we will focus on understanding all aspects of the Department's current approach to fire prevention rand specialty services. This would include:

• Developing a detailed understanding of the organization and responsibilities of the Department's fire prevention services.

- Obtaining detailed information of the housing stock, community risks and likely response scenarios related to those risks.

- Understanding current philosophies and contents of codes and ordinances related to "building in" fire protection in the service area to moderate future demands for fire suppression resources.

- Understanding the role of fire suppression personnel in the overall fire prevention program, to include company inspection policies and inspection frequencies, and other relevant activities in the fire prevention areas accomplished by fire suppression personnel.

- Documenting the scope and depth of services provided internally as well as the community relating to emergency management and disaster planning.

- Documenting the Department's approach to providing specialty responses including hazardous materials and technical rescue. The documentation will include involvement in planning and regulation, initial response, etc.

- Documenting the current approach to Emergency Management planning and deployment of resources during critical events in the service area.

The results of Task 2 will be documented in an interim deliverable which illustrates departmental workloads and service levels, which will provide the basis for subsequent analysis.

Project Deliverable – MCG	Client Services Required
• Data collection and compilation for analysis. • Development of a draft issues list detailing the understanding of the current support and management staffing and operations of the Fire Department.	• Provide Data as requested. • Availability for follow-up interviews and questions. • Review of the issues list to ensure accuracy.

Task 3 Future Demand Projections

Once the service level targets have been defined, the project team will analyze the future community conditions, projected service demands and community risks that the Fire Department will be required to serve in the future. Basic steps in the analysis will be as follows:

- **Population Growth Projections** for the City, including any planned growth through annexations. This will be accomplished through review of census and local planning data as available for Sheboygan.

- **Service Demand Projections** for the Fire Department based on population growth and they types of growth in the business community that will change the current risks and impact demand for services moving forward.

- **Community Risk Analysis** based on land use and zoning in the City along with the current community risks identified earlier in the project we will examine the potential impact on community risk. This will include:

  – Population and population density changes and impact on response time

  – Demographic changes and how they may impact workload

  – Community land use regulations

  – Occupancy types and how they impact service demands or the level of effective response force required

  – Hazardous substances and processes and how they will impact service level needs.

Project Deliverable – MCG	Client Services Required
• Analysis of growth projections and impact on fire and EMS operations • Analysis of changes in community risk and impact on fire and EMS operations	• Availability for follow up questions or additional interviews.

Task 4 Analysis of Costs and Funding

Based on the previous tasks and analysis conducted, this task will examine opportunities to both control costs or gain additional revenue for the Fire Department. Each alternative will be examined to ensure service levels that meet community expectations can be performed. This will include:

- A review of the current fees and charges for services provided by the Fire Department to ensure full cost recovery is achieved as well as areas where new charges or fees can be implemented.

- A review of opportunities to reduce costs by ensuring sworn personnel are not being utilized in positions where civilian personnel can perform the function at a lower cost.

- Is the Department adequately seeking and obtaining grant funding where appropriate?

- Are there opportunities to improve the collection rates for ambulance transport services?

Task 5 Future Delivery System Models

The project analysis would lead to culmination with analysis of future service needs for fire protection in Sheboygan and any opportunities to further collaboration, share services or contract services.

(1) Service Delivery Options

The project team will work with the SFD to develop several options for delivery of services that will incrementally improve the Department's level of service toward the identified performance objectives and targets developed earlier in the project. This will focus on developing recommendations that identify the best short and long-term strategy for the delivery of fire services in Sheboygan. This will include:

- Appropriate service level targets and response standards to the identified risks
- Short term strategies to improve service delivery and system efficiency
- Additional fire station locations, if any
- Additions, modifications or relocation of existing facilities
- Changes to apparatus deployment of the types of apparatus deployed
- Changes to response areas for stations
- Increased partnerships or cooperative efforts in the region
- Opportunities to reduce or mitigate risks in the community
- Opportunities for paid call, volunteer or apprentice firefighters to reduce costs.
- Opportunities to contract for services that can be provided at a lower cost than providing them internally.

(2) Evaluation of Options

Once the future deliver options are developed, the project team will meet with the City executive management team to discuss the strengths, benefits, weaknesses and potential negative consequences of each of the options as well as the potential impact on other services and service alternatives the options provide.

Concluding the discussion, final approval for the service delivery options will be made by the executive management for inclusion in the final project report.

At the conclusion of this task, the project team will conduct the third community meeting to gain community input into the short and long term options for the delivery of fire services in the City.

Matrix Consulting Tasks / Deliverables	Client Services Required
• Development of an evaluation matrix for future service delivery options in the SFD. • Discussion of options with the executive team for final approval and inclusion in the Final Report	• Availability for review and discussion of issues identified in the in the evaluation of future service delivery options.

Task 6 Document Recommendations and Implementation Plans in a Final Project Report.

Once the work tasks noted above have been completed, our findings, conclusions, and recommendations will be documented in the form of a detailed final report for Sheboygan. This report will consist of the following:

- Analysis to determine the appropriate minimum levels of service including response times, staffing and levels of fire protections and emergency medical care and how they compare with current levels of service.

- Recommendations for improving the efficiency and effectiveness of all components of operations. All recommendations can be expected to include cost and savings or cost avoidance impacts of implementation as well as any performance gains or trade-offs expected provided in one year projections.

- Analysis of the organization structure and management systems in use in the fire department.

- Recommendations for alternative delivery systems with specific implementation measures and strategies, with a focus on the most cost effective alternatives to meet minimum identified service levels and benchmarking against nationally accepted best practices such as NFPA, ISO, OSHA, CFAI etc. The impacts, if any, to existing operations will be clearly explained. The analysis will include projections encompassing:

  – Best practice targets.

  – Reasonable service targets

- Implementation plans for recommended changes by priority (short and long term) to include work steps necessary to implement; recommend responsibilities; and timing.

- Growth projections for the City and how they will impact the need for staffing and deployment of resources.

The draft report will be reviewed with department staff and the project steering committee. Once all reviews have been completed and the report is in final form, we are prepared to present the final report to the Fire Department, senior officials, elected officials and other interested parties in a public meeting.

Matrix Consulting Tasks / Deliverables	Client Services Required
• Development of recommendations to address the identified issues. • Development of the draft report for review by the City. • Delivery of the draft report • Completion of any required revisions to the draft document. • Presentation of the final project report.	• Review and approval of the draft report. • Designating a mutually acceptable date, time and location for presenting the report findings to the City at a public meeting.

5. PROJECT TIMELINE

5. PROJECT TIMELINE

The chart, below, shows our proposed schedule for completing the project. As shown in the chart, we propose to conduct the project in 18 calendar weeks.

Phase / Week	1-2	3-4	5-6	7-8	9-10	11-12	13 – 14	15- 16	17-18
Phase I									
1. Project Initiation/ Interviews	■								
2. Personnel Survey	■	■							
3. Evaluation of Current Conditions			■	■					
Phase II									
1. Ambulance Finances					■	■			
2. Training and Management					■	■			
3. Future Demand Projections						■	■		
4. Costs and Funding Options						■	■		
5. Future Delivery System Model						■	■		
6. Draft / Final Report								■	■

II

3.4

R. O. No. 164 - 16 - 17. By CITY CLERK. November 21, 2016.

Submitting a communication from Brian Luke Kuhfuss requesting a waiver from the Sex Offender Residency restrictions in order to live at 2114 N. 20th St.

pp+S.

City Clerk

Date: 11-13-2016

My name is: Brian Luke Kuhfuss

I am requesting a waiver to the Sexual Residency Requirements so I may live at: 2114 North 20th Street to Live with my Boyfriend who owns the house and has Lived their for 25 years

Signature: Brian Kuhfuss

Phone Number: 920-287-4850

Any applications for a waiver from the Sex Offender Residency restrictions received by Noon on the Thursday prior to the following Monday's Council meeting will be submitted to that Council for referral to Public Protection and Safety. Anything after Noon on Thursday will not go to Council until the next Council meeting.

This will allow the Police Department to complete the necessary work they do to prepare for the Public Protection and Safety meeting.

Thank you for all your cooperation in the matter.

Other Matters

II

9.2

R. O. No. 158 - 16 - 17. By CITY CLERK. November 7, 2016.

Submitting a communication from Jared Riemann, Probation and Parole Agent on behalf of inmate Christopher T. Riley requesting a waiver to the Sex Offender Residency restrictions in order to be placed at a TLP

City Clerk

pp 5

Date: November 2, 2016

My name is: Jared Riemann, Probation and Parole Agent #70817,

on behalf Inmate Christopher T. Riley DOC# 432672 .

I am requesting a waiver to the Sexual Residency Requirements so he may live at: Transitional Living Placement (TLP) residence located at 1123 / 1125 North.14th Street or 930A Michigan Avenue, based on availability.

Phone Number : (920) 918-8063

Any applications for a waiver from the Sex Offender Residency restrictions received by Noon on the Thursday prior to the following Monday's Council meeting will be submitted to that Council for referral to Public Protection and Safety. Anything after Noon on Thursday will not go to Council until the next Council meeting.

This will allow the Police Department to complete the necessary work they do to prepare for the Public Protection and Safety meeting.

Thank you for all your cooperation in the matter.