



# City of Milton Fire and EMS Services

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MILTON COMMON COUNCIL MEETING

MARCH 30, 2021

# Milton and Milton Township Fire Department

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- *The Milton/Milton Township Fire Department covers a population of approximately 11,523 and encompasses approximately 90 square miles.*
  - *City of Milton*
  - *Town of Milton*
  - *Portions of: Harmony, Johnstown, Lima, and Koshkonong Townships*
- *The Milton/Milton Township Fire Department is an organization established by an Intergovernmental Agreement (IGA) with the Town and City of Milton.*
  - *Up until very recently, an actual IGA didn't exist and the Department appeared to be operating on a "handshake" agreement. This was referenced in both the 2008 and 2015 department studies.*
- *All Department assets and liabilities are shared equally by both municipalities.*

# Milton and Milton Township Fire Department

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- *By-Laws Revised in 2013*
- *Intergovernmental Agreement Revised in 2018*
- *Multiple Staffing Models over the past 4+ years*
- *Several internal and independent studies have been conducted over the past decade:*
  - *2007 – Planning Task Force*
  - *2008 – Virchow Krause*
  - *2015 – RW Management*
  - *Intergovernmental Agreement Revised in 2018*

# Milton and Milton Township Fire Department

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- *2007 – Planning Task Force Study (direct excerpts):*
  - *The Task Force shares concerns about the sustainability of the Department's staff, but the Task Force is also concerned about the cost of converting the department to a combination of full time and volunteer fire fighters at this time.*
  - *The Task Force recommends that a full time supervisory staff member be added to the Joint Fire Department no later than 2010.*
  - *The full time position would provide consistent personnel supervision and would be available for budget administration, policy development, and public relations activities. The Task Force also recommends an increase in hourly wages for the "paid on call" personnel be included in the 2008 budget.*

# Milton and Milton Township Fire Department

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- *2008 – Virchow Krause Study (direct excerpts):*
  - *Some believe it is time for the department to make the organizational transition to a combination department by hiring full-time staff to serve at the station house during the week.*
  - *The Commission should adopt a more forward-thinking approach to capital planning by approving a vehicle replacement schedule and establishing a vehicle replacement fund to reduce interest costs on future purchases.*
  - *The process of formalizing written policies and procedures should be completed.*
  - *Finding #1b: EMS Operations in the City of Milton have represented the single most frequent type of incident for the MFD in recent years. The City of Milton was the location for a majority of EMS incidents responded to by the MFD. Over the past three years, 64.3% of all EMS incidents were located in the City.*
  - *Finding #6a: The MFD has historically made very little commitment to staff evaluations and discipline, out of a concern that increased discipline would cause increased staff turnover in a volunteer environment.*
  - *Recommendation #13: Increase operational flexibility for the department by requiring that all new hires hold both State Fire Fighter and EMT-Basic (at a minimum) certifications, or who are committed to achieving both certifications within a reasonable amount of time. Do not retroactively apply dual certification status for existing members.*

# Milton and Milton Township Fire Department

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- *2015 – RW Management Study (direct excerpts):*
  - *The Commission is not covered by State Statutes or Town or Village Ordinances, the Chief was sworn in by the City, and there does not appear to be any ordinances or resolutions creating the Department.*
  - *RW recommends that the Fire Chief position be changed to a full time position and that the Assistant or Deputy Chief positions are changed to three full time shift commander positions.*
  - *The Department does not have a "standard of cover" for emergency deployment, which outlines response time, pumping capacity and apparatus and equipment deployment objectives. A formal risk assessment has not been completed.*
  - *The Department does have a long-range strategic plan, which includes stations, vehicles and personnel for the next five (5) to ten (10) years in the development. This analysis will help provide the basis for the long range strategic plan. The City does have a strategic plan in place.*
  - *The Township's growth plan and the current incident response statistics show no need for improved station coverage, but there is potential to work with the City of Janesville as they look to locate a station near the southern edge of Milton's district. Specific recommendations in these areas are covered in the Physical Resources section, of this chapter.*

# Milton and Milton Township Fire Department



- *2015 – RW Management Study (direct excerpts):*
  - *RW Management recommends the Department meet with the Town and the City to further define and develop formal written goals and objectives. This can be accomplished by the development of a committee representing the Department, City and Town administration and governing body in the development of the mission statement, goals and objectives. Once completed, everyone on the Department needs to be familiar with the mission of their fire department and how the Department is going to achieve its goals. The Town and City do not have written goals and objectives for the fire department. The Fire Department has written goals and objectives that are in the budget document. This is not seen by the fire department members and there is an unclear process in place to meet these goals and objectives.*
  - *Fire department needs to update and reinforce department goals and objectives with members through a required learning/training program to ensure consistency and compliancy with all Department policies.*
  - *Town, City and Department goals and objectives should be reviewed annually by the Chief and City and Town administration, with any changes necessary brought to the attention of the Town Board and City Council.*
  - *The Department should identify and develop an updated management process (chain of command) that will be responsible for implementing the Town, City and Department's goals and objectives. This can be accomplished by developing a committee of Town, City and fire representatives who through a plan will develop, teach, and ensure that all department employees have a very clear understanding of the chain of command.*
  - **Research potential for consolidation and potential joint staffing of a future fire station with Janesville.**

# Milton and Milton Township Fire Department

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## ■ *Planning Initiative Takeaways:*

- *Each plan talks about increased staffing, staffing model changes, or changing some level of staffing to fulltime.*
- *Each plan talks about increasing contributions from the surrounding townships.*
- *Each plan talks about the need to implement more “professional” staffing initiatives.*
- *Each plan talks about the concerns with the sustainability of the “volunteer” model.*
- *The 2008 plan appears to be a piece designed for “preservation” whereas the 2015 plan calls for more dramatic changes being required including more robust discussion of full-time staffing and potential consolidation efforts.*



# Milton and Milton Township Fire Department

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## ■ *Changes to Department / Commission:*

- *2014 & 2015 – Budget overruns*
- *July 2016 – Discussion of change to Paramedic Service*
- *December 2016 – Discussion of Shared Services Agreement with City of Janesville*
- *January 2017 – Entered into Shared Services Agreement with the City of Janesville*
- *June 2017 – Reengaged RW Management to help with Transition*
- *September 2017 – Entered into a Shared Services MOU with the City of Janesville which further defined roles and authority of the two entities (JFD and MFD)*
- *April 2018 – Amended the IGA between the City of Milton and Town of Milton – This effectively eliminated the Commission by-laws.*
- *May 2018 – Discussion of legal services being provided to the Joint Fire Commission*
- *June 2018 – Sub-Committee created to work with Janesville Fire Department*
- *August 2018 – Legal Counsel is hired for Joint Fire Commission*
- *September 2018 – MOU/Shared Administration Discussion with Janesville Fire Department*

# Milton and Milton Township Fire Department

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## ▪ *Changes to Department / Commission:*

- *February 2019 – Paramedic Services begin*
- *March 2019 – Ernest Rhodes named Chief*
- *March 2019 – WRS Discussion*
- *April 2019 – IRA Retirement Discussion*
- *June 2019 – Platoon Staffing Model Introduced*
- *July 2019 – Full-Time Paramedics discussed*
- *September 2019 – Staffing, wages, salaries, full-time discussed*
- *January 2020 – Full-time Paramedics begin*
- *January 2020 – New staffing model discussed*
- *February 2020 – New staffing model adopted (\$10/hour)*
- *May 2020 – Revisions to City of Janesville MOU Discussed*
- *June 2020 – Discussion of the purchase of a new ambulance in 2021*
- *July 2020 – Creation of subcommittee to meet with Janesville about consolidation*
- *August 2020- Discussion of \$15 an hour wage*
- *August 2020 – Joint meeting of the Town and City to discuss the Stand Alone vs. Consolidation Models as presented by the Fire Department Administration/Staff*
- *October 2020 – Discussion of staffing shortages*
- *November 2020 – Discussion regarding addendum to City of Janesville MOU*
- *December 2020 – Commission votes to pursue consolidation with Janesville*

# Milton and Milton Township Fire Department

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- *Changes to Department / Commission:*

- *January 2021 – Discussion of staffing shortages*
- *February 2021 – Discussion of staffing shortages*
- *March 8, 2021 – The Town of Milton announces they are seeking negotiations with the Edgerton Fire District and other municipalities.*
- *March 2021 – The Milton Common Council resolves to move forward with consolidation discussions with the City of Janesville unilaterally.*
- *March 2021 – Closed session to discuss changes to the Intergovernmental Agreement and Union Negotiations.*

# Milton and Milton Township Fire Department



■ *Historical Call Data:*

	2014	2015	2016	2017	2018	2019	2020	2021
Calls	930	1273	1025	1023	825	927	899	~

\*The jurisdiction is averaging 986 calls annually

# Milton and Milton Township Fire Department



## ■ *Historical Budget Data:*

	2014	2015	2016	2017	2018	2019	2020	2021	Increase
Wages	\$ 401,000	\$ 575,959	\$ 565,711	\$ 623,905	\$ 651,371	\$ 703,700	\$ 827,938	\$ 1,010,214	152%
Total Budget	\$ 710,210	\$ 838,947	\$ 1,188,338	\$ 1,084,374	\$ 1,069,301	\$ 1,116,350	\$ 1,159,329	\$ 1,181,497	66%
Additional Contribution	\$ 55,000	\$ 170,000							

\*Wages have increased 152% over the past 7 years

\*\*The total budget has increased 66% over the past 7 years

# City of Milton Fire and EMS Discussion

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- *Options and Next Steps:*
  - *Where do we go from here?*
  - *What are our options?*
  - *What happens if the Joint Fire Commission is disbanded?*

# City of Milton Fire and EMS Discussion

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- *Full Consolidation Model (Presented to JFC in December 2020):*
  - *18 FTE Firefighter/Paramedics.*
    - *5-FTE per 24 hour shift*
  - *All existing municipalities currently served by the Milton Fire Department would contract with the City of Janesville Fire Department for fire and paramedic services.*
  - *All personnel would be employed by the City of Janesville.*
  - *All financial and human resource services would be performed by the City of Janesville.*
  - *An annual capital replacement allocation is included as part of this funding model.*
  - *Could require the City of Milton to pass a referendum of approximately \$550,000 annually (if all towns participated on an equalized value cost sharing methodology).*

*\*This model provides the highest level of service at the lowest possible cost for the City of Milton*

# City of Milton Fire and EMS Discussion



■ *Full Consolidation Model (Presented to JFC in December 2020):*

	<b>Full Consolidation</b>
Wages	\$ 1,392,484
Benefits	\$ 720,005
Management Payment	\$ 191,129
Capital contribution	\$ 185,820
Operating budget	\$ 256,272
Total estimate budget	\$ 2,745,710
EMS collections	\$ (250,000)
2% Income	\$ -
Net levy	\$ 2,495,710
2021 municipality contributions	\$ 1,098,099
Estimated increase in contributions	\$ 1,397,611
FTE Count	18
Paid On Premise (Per 24hr Shift)	0

\*Costs above are shown as a 5-Year Average



# City of Milton Fire and EMS Discussion

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## ■ *Unilateral Consolidation Model:*

- *9 FTE Firefighter/Paramedics*
  - *3-FTE per 24 hour shift*
- *Only the City of Milton would contract with the City of Janesville Fire Department for fire and paramedic services*
- *All personnel would be employed by the City of Janesville.*
- *All financial and human resource services would be performed by the City of Janesville.*
- *An annual capital replacement allocation is included as part of this funding model.*
- *Under this model, there would be NO ambulance housed at the Milton Station, but there would be a fire engine that is equipped with ALS capabilities.*
- *The City of Janesville would retain all EMS Collections and 2% Dues Revenue in lieu of a management payment from the City of Milton.*
- *Could require the City of Milton to pass a referendum of approximately \$945,000 annually (if no other towns participated)*

*\*This model is the most expensive model and may require a second referendum in 5 years, but does provide a more sustainable staffing model.*

# City of Milton Fire and EMS Discussion



■ *Unilateral Consolidation Model:*

	<b>Unilateral Consolidation</b>
Wages	\$ 725,153
Benefits	\$ 365,843
Management Payment	\$ -
Capital contribution	\$ 127,419
Operating budget	<u>\$ 141,754</u>
Total estimate budget	\$ 1,360,169
EMS collections	\$ -
2% Income	<u>\$ -</u>
Net levy	\$ 1,360,169
2021 municipality contributions	<u>\$ 416,581</u>
Estimated increase in contributions	<b><u>\$ 943,588</u></b>
FTE Count	9
Paid On Premise (Per 24hr Shift)	0

\*Costs above are shown as a 5-Year Average

# City of Milton Fire and EMS Discussion

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## ■ *Stand-Alone Model:*

- *6 FTE Firefighter/Paramedics*
  - *2-FTE per 24 hour shift*
  - *1 Paid on Premise per 24 hour shift*
- *1 Full-time Chief*
- *All personnel would be employed by the City of Milton.*
- *All financial and human resource services would be performed by the City of Milton.*
- *The City of Milton would retain all EMS Collections and 2% Dues revenues.*
- *There **WOULD** be an ambulance at the Milton Station.*
- *There is **NO** annual capital replacement allocation included as part of this funding model.*
  - *However, the City would create a segregated fund to allow it to retain fund balance over time.*
- *There would be no contract with the City of Janesville for Administration or Management beyond mutual aid.*
- *Could require the City of Milton to pass a referendum of approximately \$735,000 annually (if **no** other towns participated).*

*\* This model provides an enhanced level of service from the current MFD model, but could potentially require additional staffing in future years.*

# City of Milton Fire and EMS Discussion



■ *Stand Alone Model:*

	<b>Stand Alone</b>
Wages	\$ 770,914
Benefits	\$ 315,142
Management Payment	\$ -
Capital contribution	\$ -
Operating budget	<u>\$ 165,114</u>
Total estimate budget	\$ 1,251,173
EMS collections	\$ (85,000)
2% Income	<u>\$ (17,000)</u>
Net levy	\$ 1,123,504
2021 municipality contributions	<u>\$ 416,581</u>
Estimated increase in contributions	<u><b>\$ 732,592</b></u>
FTE Count	7
Paid On Premise (Per 24hr Shift)	1

\*Costs above are shown as a 5-Year Average

# City of Milton Fire and EMS Discussion



## ■ All Model Comparison

	5 Year Average Cost		
	Full Consolidation	Unilateral Consolidation	Stand Alone
Wages	\$ 1,392,484	\$ 725,153	\$ 770,917
Benefits	\$ 720,005	\$ 365,843	\$ 315,142
Management Payment	\$ 191,129	\$ -	\$ -
Capital contribution	\$ 185,820	\$ 127,419	\$ -
Operating budget	\$ 256,272	\$ 141,754	\$ 165,114
Total estimate budget	\$ 2,745,710	\$ 1,360,169	\$ 1,251,173
EMS collections	\$ (250,000)	\$ -	\$ (85,000)
2% Income	\$ -	\$ -	\$ (17,000)
Net levy	\$ 2,495,710	\$ 1,360,169	\$ 1,251,173
2021 municipality contributions	\$ 1,098,099	\$ 416,581	\$ 416,581
Estimated increase in contributions	\$ 1,397,611	\$ 943,588	\$ 732,592
FTE Count	18	9	7
Paid On Premise (Per 24hr Shift)	0	0	1



# Questions?

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- Would these models require a referendum? Yes.
- What is the cost of change vs. the cost of staying the same?
- What level of service do the Citizens of Milton expect?
- What are our expectations of service?
- What happens to the Joint Fire Commission?
  - What happens to the existing Fire Station?