



AGENDA
OZAUKEE COUNTY BOARD
4-H YOUTH DAY
WEDNESDAY, AUGUST 16, 2023 – 9:00 AM
ADMINISTRATION CENTER - ROOM A-204
121 W. MAIN STREET, PORT WASHINGTON, WI 53074

THE FOLLOWING BUSINESS WILL BE BEFORE THE COUNTY BOARD FOR INITIATION, DISCUSSION, CONSIDERATION, DELIBERATION AND POSSIBLE FORMAL ACTION:

The public can access the meeting by viewing the live stream at the link which will be opened five minutes before the call to order:

[County Board Live Stream](#)

*The public can submit comments here: [Public Comment Form](#)
[Public Comment Policy](#) & [Instructions For Submitting Public Comments Online](#)*

- 1. CALL TO ORDER**
- 2. PLEDGE OF ALLEGIANCE TO THE FLAG**
- 3. PUBLIC COMMENT**
 - Legislative Update
 - Chairperson's Proclamation
- 4. COMMUNICATIONS**
- 5. CLAIMS**
- 6. PRESENTATIONS:**
 - a. Emergency Medical Dispatch Update*
Dr. Steven Zils
 - b. Ozaukee County Dispatch Improvements*
Sheriff Christy Knowles
 - c. EMS Grant Public Safety Committee Recommendations*
Jason Dzwinel, County Administrator
- 7. COMMITTEE APPOINTMENTS / REAPPOINTMENTS**
- 8. COMMITTEE REPORTS AND SUPERVISOR ANNOUNCEMENTS**
- 9. ADJOURNMENT**



***8:00AM 4-H AND COUNTY BOARD EXCHANGE
IN THE COUNTY BOARD CHAMBERS***

Public Safety Committee

AGENDA INFORMATION SHEET

AGENDA DATE: August 15, 2023
DEPARTMENT: Administrator
DIRECTOR: Jason Dzwinel
PREPARER: Jason Dzwinel

Agenda Summary EMS Grant Program Recommendations

POLICY ANALYSIS AND FINAL FUNDING RECOMMENDATIONS

OZAUKEE COUNTY EMS GRANT PROGRAM

The County EMS Grant Program was established in April of 2022 by the Ozaukee County Board to use ARPA funds to hire up to recruit and retain up to eighteen Fire Paramedic positions countywide to reduce EMS response times. The county designated \$5,000,000 for this effort and directed the Public Safety Committee to award grant amounts under the program. The program established the following parameters.

1. Each Municipality operating a Fire and EMS Department is eligible for \$200,000 per year;
2. Municipalities consolidating two Fire and EMS Department are eligible for an additional \$100,000 per year;
3. Municipalities consolidating three or more Fire and EMS Department are eligible to apply for capital awards of up to \$100,000 per consolidating municipality.

Following the establishment of the EMS Grant Program the Public Safety Committee approved the following grant amounts in July of 2022 for the first twelve months of the program:

1. Cedarburg \$200,000
2. Port Washington \$200,000
3. Fredonia (Belgium) \$225,000
4. Grafton (Saukville): \$300,000
5. Mequon (Thiensville): \$300,000

The cities of Cedarburg and Port Washington submitted standalone applications under the program. The Village of Fredonia submitted an application for their EMS and Fire services and on behalf of the Village of Belgium Fire service. The Village of Belgium does not offer EMS services. The Village of Grafton and Saukville submitted a consolidation application for their Fire and EMS services. Grafton and Saukville are partially consolidated and continue to work in good faith towards a full consolidation. The City of Mequon and Village of Thiensville

submitted a consolidation application for their Fire and EMS services. Mequon and Thiensville fully consolidated into the Southern Ozaukee Fire Department as of January 1, 2023.

PROGRAM REPORTING

The EMS Grant Program required each participating municipality to sign a subrecipient agreement which established legal and reporting requirements under the program. An example is attached.

In addition to the subrecipient agreement, each participating municipality was required to submit a sustainability plan approved by the elected officials of the municipality or municipalities participating in the program. The sustainability plans were required to include the following per the Resolution 21-72;

1. Analysis of all associated fees, assessments, taxes, etc. and the best possible formula for cost recovery; and
2. Identify revenue sources for consideration, municipal levy limit impact and alternative revenue sources, and any requested ongoing county property tax levy support; and
3. Develop a projected integrated budget for applications consolidating one or more consolidating municipality; and

Each participating municipality has submitted a sustainability plan with varying levels of detail and differing methods of approval from the elected bodies. The sustainability plans as submitted are attached.

Municipalities seeking reimbursement under the EMS Grant Program are required to report quarterly on their successful efforts to recruit and retain additional EMS staff. Because the stated goal of the program in Resolution 21-72 is to hire additional EMS staff countywide each participating municipality was required to submit budgetary information for the pre-grant period and payroll information to verify the reimbursement requests. It is important to note that county staff scrutinized this payroll information to confirm that the reimbursements under the program were supporting EMS staff hired above the level that was budgeted for 2023. For example, if a municipality budgeted two full-time EMS staff the reimbursement would be approved for the EMS staff wages hired third, however, the program reimbursement would not continue if any of the three EMS staff left their employment during the reimbursement period as the two existing staff are already serving the public with budgeted funds from the municipal budget.

FIRST QUARTER 2023 RESULTS

The first quarter results as reported by the EMS Program participants demonstrate the challenge of recruiting and retaining EMS personnel. As of the date of this report approximately \$190,000 of EMS expenditures were reported under the program. Using the salary range as listed from the Village of Fredonia's Fire/Paramedic job listing of \$53,000 to \$82,000 this would be an increase of 2.75 to 1.8 FTE EMS personnel countywide since the program was implemented. The table below details the expenditures submitted.

Municipality	Sustainability Plan Received	Prior Year Budget on File	Q1 Reimbursement Submitted	Form Received	Amount
Grafton	Yes	Yes	Yes	Yes	\$47,000
Saukville	Yes	Yes	Yes	Yes	\$20,000
Cedarburg	Yes	No Hires	No	No	
SOFD	Yes	Yes	Yes	No	\$84,000
Port Washington	Yes	Yes	Yes	Yes	\$36,000
Fredonia	Yes	No Hires	No	No	
TOTAL					\$190,000

It is fair to say that the process for reporting and auditing budgets and payroll ledgers to ensure that the intent of the program to increase EMS staffing countywide is challenging at both the municipal and county level. Many municipalities have reallocated budgeted personnel assumptions to improve their levels of service. For example, shifting wage allocations from paid on call to part-time and full-time staff is a necessary budgetary measure to increase the number of personnel, but it makes auditing the information required for reimbursement more difficult. It can be accomplished but requires extra effort by the municipal and county staff.

POLICY ANALYSIS

The primary policy decision before the County Board is how to properly allocate the remainder of the funds that are designated for the EMS Grant Program through 2025 when the program will terminate. There are several factors that will inform this decision.

1. The allocation of funds must be made before December 31, 2024 and designated for expenditure by December 31, 2026 per the ARPA requirements.
2. The final allocation of funds under the EMS Grant Program requires a level of accuracy that will guarantee that the ARPA funds designated will be fully expended during the ARPA period.
3. The challenge to recruit and retain 18 additional EMS personnel countywide under the program.
4. Difficulties in meeting program deadline, quarterly reporting and auditing program results.
5. 2023 Wisconsin Act 12 meets the challenge that the county's EMS Grant Program was developed to address.
6. The Sheriff's Department has burgeoning capital needs to assist with the provision of dispatch services in 2024 and beyond.

The current level of funding designated to the EMS Grant Program is \$3.7 million. The original \$5 million designation, less the expenditure Fire/EMS Pro Phoenix computer aided dispatch software (\$200,000) and not-for-profit grants (\$1080,000). County Board approval of final

allocations need to be established under the EMS Grant Program no later than quarter four of 2023. While the ARPA legislation deadline for allocation is December 31, 2024, it is highly unlikely that the remaining \$3.7 million can be expended on EMS personnel. Because of this the county will need time to plan, detail and estimate for other uses of the ARPA funds.

Additionally, the county will need to make careful and correct estimates for the final allocations. Not only because the “use it or lose it nature” of the ARPA allocation, but also because there is a significant opportunity cost for any dollars that may not be expended to hire and retain EMS personnel. The most significant project that will need to be addressed is the expansion of the County Dispatch Center.

2023 WISCONSIN ACT 12

The recent shared revenue legislation significantly altered the landscape for the funding of municipal EMS services by modifying the State of Wisconsin’s Shared Revenue Formula by increasing the level of supplemental aid to counties and municipalities for the provision of law enforcement, fire protection, emergency medical services, emergency response communications, public works, courts, and transportation. This legislation, in many ways, meets the challenge that the county’s EMS Grant Program was developed to address by creating a sustainable source of revenue directed to support public safety. Moreover, the legislation establishes a maintenance of effort requirement for EMS. The act requires counties and municipalities to annually certify to DOR that the county or municipality has maintained at least two of the following at a level at least equivalent to the previous year:

- Expenditures, not including capital expenditures, for fire protection and EMS.
- The number of full-time equivalent fire fighters and EMS personnel employed by or assigned to the county or municipality.
- The level of training and maintenance of licensure for fire fighters and EMS personnel providing fire protection and EMS within the county or municipality.
- Response times for fire protection and EMS throughout the county or municipality, adjusted for call location.

This legislation aligns with the policy goals of the EMS Grant Program, increasing EMS personnel at the municipal level and simultaneously requires sustainability.

DISPATCH PLANNING

In the upcoming months, the Sheriff’s Department and County Administration to plan and seek approval of a project to relocate the Sheriff’s Dispatch center from his current location on the first floor of the Sheriff’s Department to the training room adjacent to the Emergency Management Department on the bottom floor of the Justice Center.

The City of Cedarburg has indicated that they will turnover dispatching of their Police and Emergency Management Services to the county in 2024. The current County Dispatch center includes seven consoles for dispatch. While not every position is in use during all shifts, the number of positions does limit the ability to onboard and train Dispatch staff. The current training for a newly hired Dispatcher is approximately four months. On the job training requires

that a newly hired Dispatcher share a Dispatch position with a seasoned Dispatcher. The Dispatcher position in the county has historically been one of high turnover due to the fact that the skill set, and demeanor required to be successful is very unique in the workforce. Since 2021 turnover in the Dispatch Unit is 40% of the total workforce of the unit.

Because of the critical nature of this aspect of public safety operations the ability to onboard and train is very important. Currently about 24 1/2 FTEs are staffed within the Dispatch Unit. The assumption of the City of Cedarburg operations will require 3 to 4 additional staff. The Sheriff's Department will require the ability to onboard, train, and properly staff the unit in the future. In addition, employee burn out is a consideration as the Unit has worked more than 7,300 overtime hours since 2021. Ideal staffing for the pre-Cedarburg consolidation for the unit would include 9 FTEs on first and second shift and 7 FTEs on third shift.

This project will require more than \$1,000,000 to complete, with construction and contingency. In addition to the Dispatch Center upgrade, a \$255,000 expenditure on the county's simulcast paging system and recording was not funded in a recent E911 grant received from the State of Wisconsin. It is not difficult to argue that these upgrades to the county's Dispatch Center will directly impact the level of service and capacity to serve the EMS System. The Dispatch Center upgrade ensures that there are ample space and technology for countywide dispatch and the simulcast system will create significant efficiencies when EMS and Fire Services are paged into service.

CURRENT EMS/PUBLIC SAFETY FUNDING

The table below details the amounts of EMS Grant Program funding approved, the new funding available under 2023 Act 12 and the ARPA funds received by each municipality that applied for the grant. It is understood that not all the funding under 2023 Act 12 must be allocated to EMS services, however, this issue has been positioned as one of great importance by the municipalities.

EMS GRANT APPLICANTS	ELIGIBLE AMOUNT *	APPROVED AMOUNT	CAPITAL AMOUNT APPROVED	ASSEMBLY BILL 245	MUNICIPAL ARPA ALLOCATION
Mequon*	\$250,000	\$150,000	\$0	\$588,364	\$2,552,029
Thiensville*	\$250,000	\$150,000	\$0	\$85,167	\$327,089
Cedarburg	\$200,000	\$200,000	\$0	\$306,867	\$1,214,469
Grafton*	\$250,000	\$150,000	\$0	\$302,904	\$1,226,192
Saukville*	\$250,000	\$150,000	\$0	\$101,215	\$463,996
Port Washington	\$200,000	\$200,000	\$0	\$315,975	\$1,246,707
Fredonia**	\$200,000	\$225,000**	\$100,000	\$68,279	\$235,818
<i>*includes consolidation bonus of \$50,000 for co-applicants</i>					
<i>**Fredonia and Belgium co-applicants; Belgium only operates a Fire Service</i>					

FINAL FUNDING RECOMMENDATION OZAUKEE COUNTY EMS PROGRAM

Based on the above analysis and summary below the following is the recommended level of funding for each of the municipal participants of the EMS Grant Program.

EMS GRANT APPLICANTS	ELIGIBLE AMOUNT	AMOUNT APPROVED	CAPITAL AMOUNT APPROVED	RECOMMENDED ALLOCATION	TOTAL PROGRAM ALLOCATION
Mequon	\$250,000	\$150,000	\$0	\$200,000	\$350,000
Thiensville	\$250,000	\$150,000	\$0	\$200,000	\$350,000
Cedarburg	\$200,000	\$200,000	\$0	\$100,000	\$300,000
Grafton	\$250,000	\$150,000	\$0	\$200,000	\$350,000
Saukville	\$250,000	\$150,000	\$0	\$200,000	\$350,000
Port Washington	\$200,000	\$200,000	\$0	\$100,000	\$300,000
Fredonia (Belgium Fire)	\$200,000	\$225,000	\$100,000	\$0	\$325,000
TOTAL	\$1,600,000	\$1,225,000	\$100,000	\$1,000,000	\$2,325,000

POLICY SUMMARY AND RECOMMENDED CHANGES

- \$2.3 Million infusion of ARPA funds into county EMS System, more than AB 245
- Elimination of quarterly reporting requirements for municipalities
- Elimination of personnel only expenditures
- Require funds to be fully expensed by the municipalities on EMS Service by December 31, 2024

MUNICIPAL CONSOLIDATION UPDATE & FUNDING JUSTIFICATION

- Mequon/Theinsville consolidated as of January 1, 2023.
- Grafton/Saukville actively working towards consolidation.
- Fredonia/Belgium consolidated; Belgium only offered Fire Service before consolidation.

FINAL ALLOCATIONS OF \$5 MILLION ALLOCATION TO EMS GRANT PROGRAM

EXPENDITURE	AMOUNT
County EMS Grant Program Funding Recommendation	\$2,325,000
Deployment of Electronic Records Management and Computer Aided Dispatch Software for Fire and EMS	\$225,000
Simulcast Paging System Upgrade for Fire and EMS	\$255,000
County Dispatch Center Upgrade and Construction Contingency	\$1,000,000
Funding of Justice Center Training and Storage Facility - Change Order No. 1	\$112,000
Not-for-Profit Grants Funded with EMS Grant Program Allocation	\$1,080,000
TOTAL	\$4,997,000

PUBLIC SAFETY COMMITTEE