

PROPOSAL

April 1, 2025

PUBLIC SAFETY & MUNICIPAL MANAGEMENT
PROFESSIONAL CONSULTING SERVICES



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CALUMET COUNTY, WI

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McMAHON
ENGINEERS ARCHITECTS

April 1, 2025

Village of Harrison
Attn: Chad Pelishek, Village Manager
W5298 State Road 114
Harrison, WI 54952

Re: Village of Harrison
Fire Department Staffing, Intergovernmental Cost Share Model Evaluation, & Ambulance
Service Analysis

Dear Mr. Pelishek,

We are pleased to submit a Proposal to the Village of Harrison for a Fire Department Staffing Study, Intergovernmental Cost Share Model Evaluation, & Ambulance Service Analysis (Fire Study, Shared Evaluation, & Ambulance Analysis). Our Team's passion for Public Safety and working with fire and emergency medical services agencies provides the basis for our interest in submitting this Proposal. Municipal Consulting projects have become a major focus for McMahon Associates, Inc. (McMahon). Similar work in the past has included departments such as the Villages of Somers, Mukwonago, Germantown, and Waunakee.

McMahon's Public Safety & Municipal Management Group's focus is on national and international public management consulting services. Most of our clients are public sector entities: municipalities, counties, tribes, or special districts. We have a Team of 10 consultants, who are all senior level staff and are either current or former municipal management practitioners. An important component of our approach is frequent communication with the Village Administration.

Our extensive operational and strategic experience in the public safety area uniquely qualifies us for a project of this nature. The Team has management, operational, technical, and consulting experience with all types of municipal and public safety operations experience. Several members of the Team that will be assigned this project have vast experience in agencies serving multiple municipalities.

Thank you for the opportunity to submit this Proposal. If you have any questions or desire to schedule a meeting where we can present our Proposal in more detail and answer any questions, please feel free to contact me at 262-409-0476 or by email at rwhitaker@mcmgrp.com. We look forward to working with you on this important project!

Respectfully,
McMahon Associates, Inc.




Robert Whitaker
SENIOR PUBLIC SAFETY SPECIALIST




Mark A. Rohloff
DIVISION MANAGER

PROPOSAL

FIRE DEPARTMENT STAFFING STUDY, INTERGOVERNMENTAL COST SHARE MODEL EVALUATION, & AMBULANCE SERVICES ANALYSIS

QUALIFICATIONS

McMahon provides public management consulting that delivers professional, high quality public management consulting, project management, and other related services to organizations throughout the United States and abroad. Our consultants have served the needs of numerous municipalities throughout the United States and remain very active with several public safety and government related organizations including:

- Wisconsin State Fire Chiefs Association
- International Association of Fire Chiefs
- International Association of Fire Chiefs – Great Lakes Division
- Indiana Fire Chiefs Association
- Wisconsin City/County Management Association
- International City/County Management Association
- International Association of Police Chiefs
- Association of Public Safety Communications Officials
- Professional Ambulance Association of Wisconsin
- National Emergency Number Association
- National Police Protection Association
- Wisconsin Society of Certified Public Managers
- Wisconsin State Police Chiefs Association
- Wisconsin Association of Public Safety Communications Officials

Our consultants possess in-depth knowledge of relevant aspects of public service, which include administration, communications, organization, labor relations, human resources, economics, and standards. This knowledge allows us to provide clients with an intellectual and objective analysis of the information received. 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.

METHODOLOGY

Our approach to this project requires a clear understanding of the current fire and emergency medical services operations, staffing, and administration within the Village of Harrison. The key elements of our methodology include:

- A clear understanding of the project background, complex issues involved, and the goals and objectives.
- 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

To develop a comprehensive Fire Study, Shared Evaluation, & Ambulance Analysis and make specific recommendations, it is critical that we receive quality information from officials, staff, and members of the organization. Accordingly, our approach includes regular meetings with the Department and Village Administration.

PRACTICAL RECOMMENDATIONS

Our goal is to provide you with realistic recommendations for the administration and management of the fire department. These recommendations need to be based on sound practical standards and legal considerations.

PROJECT MANAGEMENT

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 those findings and recommendations are thoroughly coordinated. This is accomplished by the development and adherence to a project work plan, clear management team assignments, and frequent communications with the Village of Harrison.



SCOPE OF WORK

PROJECT KICKOFF

- Develop a Project Team of appropriate users and stakeholders to oversee and participate in the project. The Project Team will coordinate project schedules, evaluate findings and recommendations, and review and present the final documents.
- Prepare for and conduct Project Planning Meeting with McMahon Project Manager, the Project Team, and key project personnel. The purpose of the meeting will be to define scope and mission, discuss the work plans, establish liaison responsibilities, coordinate project schedules, and confirm other general arrangements.

INITIAL ASSESSMENT & OBSERVATIONS

- Obtain and review documentation pertaining to this project, such as existing fire department documentation, policies and procedures, job descriptions, detailed call volume statistics, community development plans, service contracts, surveys, capital improvement plans, and previous studies.
- Conduct on-site observation of fire department operations to gain a better understanding of future fire department needs.

CONTINUED ASSESSMENT & DOCUMENTATION

- Assess the current fire operations and begin to assess future needs by conducting interviews and on-site observations with representatives of all ranks in the municipalities and agency. The interviews and observations will be held in both group and individual settings with personnel from the following areas:
 - ▶ Fire Department
 - ◆ Administration
 - ◆ Fire Officers
 - ◆ Fire Fighters
 - ◆ Fire Inspectors
 - ▶ Village Administration
 - ▶ Economic Development

Interviews and observations will primarily focus on the following issues:

- ▶ Current Fire-EMS operations, staffing, and levels of service.
- ▶ Fire service workload call volume and activity.
- ▶ Fire operations and service expectations.
- ▶ Current and anticipated staffing, service, and budget issues.
- ▶ Major equipment needs.
- ▶ Economic development plans.
- ▶ Facilities.

- Prepare for and facilitate a project status meeting to discuss the results of the interviews and on-site observations and to review the next steps of the project.

ANALYSIS, PERFORMANCE REVIEW & RECOMMENDATIONS

- Review present Fire-EMS workflows and processes to analyze and develop potential organizational requirements. This review will be based on the Commission of Fire Accreditation International categories and criteria. The performance indicators that will be examined include the following:
 - ▶ Governance and Administration
 - ▶ Assessment and Planning
 - ▶ Goals and Objectives
 - ▶ Financial Resources
 - ▶ Community Risk Reduction Programs
 - ▶ Physical Resources
 - ▶ Human Resources
 - ▶ Training and Competency
 - ▶ Essential Resources
 - ▶ External Systems Relationships
 - ▶ Health and Safety
- Determine any changes, or future trends, for public safety industry standards related to operational and organizational requirements. During the development of all recommendations, McMahon will consider many factors and standards as a basis for recommendations, including:
 - ▶ State of Wisconsin Statutes and Administrative Code
 - ▶ National Highway Safety Traffic Administration (NHSTA)
 - ▶ Federal Emergency Management Agency (FEMA)
 - ▶ Local Related Ordinances
 - ▶ Commission on Fire Accreditation International (CFAI)
 - ▶ National Fire Protection Association (NFPA)
- Prepare for and facilitate a Recommendations Meeting to present preliminary findings and obtain feedback from the Project Team.
- Develop a comprehensive detailed Fire Study, Shared Evaluation, & Ambulance Analysis, utilizing the information provided by the documentation received, the interviews, and on-site observations. The projected growth and level of service needs will be considered during the development of these recommendations to include:
 - ▶ Evaluation of the current staffing model to include identification of current baseline services, costs, ISO rating, response times.
 - ▶ Evaluation of current facilities and major equipment.
 - ▶ The Department's ability to provide projected higher service demand in future years.
 - ▶ Identification of service level expectations (response times metrics and service expectations) from a review of data and engagement of the community, Village staff, and other stakeholders using community input from surveys and an open house.
 - ▶ Evaluation of multiple staffing scenarios including transitioning the fire department to a full-time department, a larger fire district, and maintaining the current model or other staffing models that may be recommended by the McMahon Team.
 - ▶ Recommendation of an optimal staffing model for the fire department that meets community

expectations. Proposed organizational charts, required administrative support, and the impact of leave time, training commitments, and programs on the provision of core services will be evaluated. Additionally, potential barriers to achieving desired service levels and possible methods to provide better service levels will be included as part of the Analysis.

- ▶ Evaluations of the financial impact of staffing changes, including any impact to apparatus or fleet, equipment, facilities, and capital demands.
- ▶ A review of current apparatus and equipment with recommendations regarding apparatus and equipment.
- ▶ A review of the cost sharing models used by other fire districts to determine the best model for the Village of Harrison.
- ▶ An analysis of potential revenue streams not currently used in the Fire Department's operations including recommendations on service charges for non-residents and how those charges should be determined.
- ▶ Evaluation of ambulance services provided to the community. This process will include a cost-benefit analysis to determine whether the Harrison Fire/Rescue Department providing ambulance service is financially prudent for the Village if the current provider ceases operations. The cost analysis will include a review of start-up costs and revenues that may arise should ambulance services be provided by another entity.
- ▶ Evaluation of the current intergovernmental cost share model used to divide costs for providing service to the Village of Sherwood and the Town of Woodville.

DOCUMENT PREPARATION & REVIEW

- List and describe the findings and recommendations with regards to scope of the study.
- Prepare budget impact estimates by implementation recommendations, identifying initial and recurring costs in a separate category for each resource.
- Assemble the Analysis document by performing a detailed quality assurance review of the document to ensure that the document meets the expectations of the Project Team and conforms to McMahon's standards.
- Prepare, produce, and deliver the draft Analysis to the Project Team for review. Facilitate a Report Delivery Meeting to review content as well as schedules and expectations for the remaining project steps.
- Facilitate an Analysis Review Meeting with the Project Team approximately one week after initial delivery to answer questions regarding the content of the Analysis. Make any changes to the Analysis based on the discussions at the Analysis Review Meeting. Produce and deliver final document copies to the Project Team.
- Facilitate an Analysis review presentation for the Village Board.



PROJECT FEE & SCHEDULE

PROJECT FEE

McMahon proposes to provide the Scope of Services described in this Proposal for the Fire Study, Shared Evaluation, & Ambulance Analysis as detailed in the separate document included with this Proposal.

Upon acceptance of this Proposal, McMahon will prepare an Agreement incorporating the Scope of Services and terms outlined here. All services will be provided in accordance with our General Terms & Conditions, dated May 10, 2024, which will be incorporated into the Agreement for reference.

Invoices will be sent every month based on the previous months' time and expenses. Total invoices will not exceed the amount included in the separate Cost Proposal document as submitted.

The Project Scope included in the RFP is extensive. The Village may desire to complete the work over the course of two budget years or amend the scope to reflect budget capacity. McMahon is open to completing the work over the course of two years and/or amending the scope and amending the fee proposal to reflect the amended scope.

If the work were to be completed in two phases, McMahon recommends the following:

Phase 1:

- ▶ Evaluation of the current staffing model to include identification of current baseline services, costs, ISO rating, response times.
- ▶ Evaluation of current facilities and major equipment.
- ▶ A review of current apparatus and equipment with recommendations regarding apparatus and equipment.
- ▶ Identification of service level expectations (response times metrics and service expectations) from a review of data and engagement of the community, Village staff, and other stakeholders using community input from surveys and an open house.
- ▶ A review of the cost sharing models used by other fire districts to determine the best model for the Village of Harrison.
- ▶ Evaluation of the current intergovernmental cost share model used to divide costs for providing service to the Village of Sherwood and the Town of Woodville.
- ▶ The Department's ability to provide projected higher service demand in future years and to meet service level expectations identified in Phase 1.

Phase 2:

- ▶ Evaluation of multiple staffing scenarios including transitioning the fire department to a full-time department, a larger fire district, and maintaining the current model or other staffing models that may be recommended by the McMahon Team.
- ▶ Recommendation of an optimal staffing model for the fire department that meets community

expectations. Proposed organizational charts, required administrative support, and the impact of leave time, training commitments, and programs on the provision of core services will be evaluated. Additionally, potential barriers to achieving desired service levels and possible methods to provide better service levels will be included as part of the Analysis.

- ▶ Evaluations of the financial impact of staffing changes, including any impact to apparatus or fleet, equipment, facilities, and capital demands.
- ▶ An analysis of potential revenue streams not currently used in the Fire Department's operations including recommendations on service charges for non-residents and how those charges should be determined.
- ▶ Evaluation of ambulance services provided to the community. This process will include a cost-benefit analysis to determine whether the Harrison Fire/Rescue Department providing ambulance service is financially prudent for the Village if the current provider ceases operations. The cost analysis will include a review of start-up costs and revenues that may arise should ambulance services be provided by another entity.

PROJECT SCHEDULE

McMahon has the staff available to begin this project immediately upon award. Based on our prior experience, it is estimated that this analysis will take approximately seven months to complete. This timeline is contingent upon data being readily available and in a format that facilitates analysis. The tentative timeline for a project completed in a single phase is below. Amending the project to multiple phases would result in amending the schedule below.

- Week 1: Project Kick-Off Meeting and submission of documentation request.
- Week 2-4: On-site evaluation of services, facilities, and equipment.
Interviews with fire staff and review of documents.
Determination of survey and open house dates.
- Week 5-6: Review of call data.
- Week 7: Preparation of survey/open house information.
Continuing review of documentation.
- Week 8-9: Public survey opening and open house held.
- Week 10: Close survey and begin definition of service expectations through interviews.
- Week 11-15: Begin defining service level expectations and developing organizational options.
Review options for ambulance services and other revenue sources.
Budget impact analysis.
- Week 16-18: Review cost sharing options for fire services.
- Week 19-21: Drafting of Analysis/Report including internal QA process.
- Week 22: Report Delivery Meeting
- Week 23-24: Analysis Review Meeting
- Week 25-26: Draft update based on Analysis Review Meeting
- Week 27-28: Presentation to Village Board



McMAHON PROJECT TEAM

Select McMahon staff are assigned to complete the project. The Project Manager supervises the Project Team and clerical personnel support the Team. The combined resources ensure that the client receives the best possible combination of professional attention.

KEVIN K. KLOEHN – PUBLIC SAFETY SPECIALIST

Kevin will serve as the Project Manager. He has over 31 years of experience in the fire, emergency medical, and emergency management fields. He recently retired as a Fire Chief of a consolidated fire department in Wisconsin. Before his position as Fire Chief, he worked as a Shift Commander/Battalion Chief, Captain, and Driver. Prior to becoming a career Fire Chief, Kevin worked as a Fire Chief for a Volunteer Department for 8 years, in which he consolidated two fire departments within a community. Kevin has experience on two major Consolidation Projects, Strategic Planning, Emergency Operations Planning, and developing Training Plans for new Firefighters.

ROBERT C. WHITAKER – PUBLIC SAFETY TEAM LEADER

Robert will assist Kevin with project management. He has over 30 years of experience in the fire, emergency medical, and emergency management fields. He currently works as a Fire & EMS Chief/Administrator of a consolidated fire and emergency services department in Wisconsin. Before his position as Chief, he worked as a Deputy Chief of Administration, Battalion Chief, and Training Chief. Robert has worked as a consultant on a variety of public sector management projects, including multiple projects on fire service consolidation and shared service initiatives.

KEVIN BIERCE – PUBLIC SAFETY SPECIALIST

Chief Bierce has been the Fire Chief for the City of Pewaukee Fire Department since 2008 where he oversees all emergency operations. Prior to becoming Chief, he worked in various positions to include Assistant Chief, Division Chief of Prevention, Captain, and Lieutenant. As Division Chief of Inspections, Kevin worked to combine the building inspection department of two communities under the authority of the Fire Department to create the Building Services Division overseeing building, zoning, and plan review of all structures in the Village and City of Pewaukee. He is a licensed building official and serves by appointment of the Governor of Wisconsin on the Wisconsin Commercial Building Code Council, responsible for the oversight and review of the Wisconsin Building Codes.

TIMM SCHABBEL – PUBLIC SAFETY SPECIALIST

Timm has nearly 40 years of service in the emergency services, including over 25 years as the executive chief of an internationally accredited fire department. As Fire Chief, he Initiated and led two successful fire department mergers, and transitioned from a traditional Township Fire Department to a Fire Territory that currently serves five separate governmental entities. He also served on the International Association of Fire Chiefs Board of Directors and the Indiana Fire Chief Association Board of Directors.

GERALD W. KUDEK – PUBLIC SAFETY SPECIALIST

Gerald is an experienced and dedicated public safety professional with over 38 years of experience in the fire service. Starting as a paid-on-call firefighter, he advanced to a full-time career and has served in every aspect of the fire department, from firefighter/EMT, Motor Pump Operator, Lieutenant in charge of Training, Battalion Chief, and to his last 10 years as Fire Chief. His strong leadership and relationship building skills were key as the department gained City Council approval of 9 new firefighter positions (without grant or referendum), as well as moving forward with new station construction and a station remodel. His areas of expertise include fiscal responsibility, problem solving, and innovative thinking.

JEFFERY ROEMER – PUBLIC SAFETY MANAGER

Jeff will assist the Project Team with review of project specific information and processes as well as advise on findings and recommendations. He has over 35 years of experience in public safety and is currently Public Safety Manager of the Public Safety & Municipal Management Group for McMahon. He is a certified public manager and has been providing full-time public safety management consulting for the last 24 years. He worked as a Fire Chief, Police Chief, EMS Director, and Emergency Management Director before moving into public management consulting. He has worked with over 300 public safety clients nationwide and internationally.

MARK A. ROHLOFF - DIVISION MANAGER

Mark is a successful, results oriented public manager with over 40 years of diverse experience in strategic planning, budgeting, finance, continuous improvement, personnel, public works and utilities, economic development, and intergovernmental relations. He has served as a manager and administrator for 3 different Wisconsin cities and towns and has worked in cities ranging from 5,000 to 450,000 in population in Wisconsin, California, and Colorado. Mark has held leadership positions with the Wisconsin City-County Management Association, the League of Wisconsin Municipalities, and League Mutual Insurance, and has been a member of the adjunct faculty at UW Oshkosh.



REFERENCES

SHEBOYGAN COUNTY

Fire & EMS Sustainability Analysis
Bernard Rammer, Purchasing Agent
508 New York Avenue
Sheboygan, WI 53081

CITY OF GREEN BAY

Interim Fire Chief Services
501 S. Washington St. Street
Green Bay, WI 54301
(920) 448-3279

VILLAGE OF GERMANTOWN

Fire Management Counsel Services
Steven Kreklow, Village Administrator
skreklow@germantownwi.gov
N112W1701 Mequon Road
Germantown, WI 53022
(262) 250-4775

DOOR COUNTY

Interim EMS and Emergency Management
Director
Ken Pabich, County Administrator
421 Nebraska Street
Sturgeon Bay, WI 54235
(920) 746-2339

VILLAGE OF MUKWONAGO

Fire Organizational Analysis
Village Administrator
440 River Crest Ct
Mukwonago, WI 53149
(262) 363-6420

HOLMEN FIRE DISTRICT

Fire Department Sustainability and Fire
Management Counsel
710 South Main Street,
Holmen, WI 54636
(608) 526-9363

VILLAGES OF MOUNT PLEASANT, STURTEVANT, AND CALEDONIA

Shared Services Feasibility Study
8811 Campus Drive
Mount Pleasant, WI 53406
(262) 664-7818

CITY OF DE PERE

Fire Dept. Organizational & Consolidation
Feasibility Analysis and Interim Fire Chief
Services
335 S. Broadway
De Pere, WI 54115
(920) 339-4044

CITY OF WAYZATA

Fire Organizational Analysis
Kevin Klapprich, Fire Chief
Kklapprich@wayzata.org
600 Rice Street East
Wayzata, MN 55391
(952) 404-5338

CITY OF LAKE ELMO

Fire Organizational Analysis
Kristina Handt, City Administrator
khandt@lakeelmo.org
3880 Laverne Avenue, Suite 100
Lake, Elmo, MN 55042
(651) 747-3905