

**Fire Department
Comprehensive Analysis**



**City and Community of Waupun
Fire Departments**

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SECTION 1: INTRODUCTION

The City of Waupun requested that Public Administration Associates, LLC conduct a comprehensive analysis of the fire protection and emergency medical services provided by the City of Waupun Fire Department and the Waupun Community Fire Department. The Waupun Community Fire Department is a separate fire department that operates out of the City of Waupun Safety building and serves the Towns of Waupun, Chester and Trenton

The first part focuses on the fire services provided by the City of Waupun and the Waupun Rural Fire Departments. It contains a description of the area served by the departments, demand for service, personnel resources, equipment and facilities, governance, and recommendations for improvements, including full consolidation.

The second part focuses on the emergency medical services delivery system provided to the city and the ten townships that make up the Waupun Ambulance service district. This section includes a review of performance, and recommendations for improvements to the ambulance transport system..

The third part consists of appendices with area maps, interview, and survey data on fire and emergency medical services from providers, municipal officials, and resident.

SECTION 2: FIRE SERVICE

I. Waupun Fire and Ambulance Service Area Description

The City of Waupun Fire Department provides fire and emergency management service to the City of Waupun. Additionally, the City of Waupun provides contracted ambulance service to city residents along with portions of all or some of ten surrounding rural villages or townships. The Waupun Rural Fire Department provides fire service to the unincorporated Town of Waupun in Fond du Lac County (north side of the city) and the Towns of Trenton and Chester in Dodge County (south of the City). The two fire departments share some staffing with City of Waupun Fire. The three primary distinctions are legal, budgetary bases, and service records, which will be explained later.

The City of Waupun was established in 1839 along the Rock River and is surrounded by rich and highly active agricultural land. The general layout of the city is typical with a downtown area and some industrial development, surrounded by residential development, newer commercial development on the fringes of the city, and an industrial park on the south side. A significant difference in City development is the strong presence of three State corrections facilities in the southern half of the city.

According to the current Comprehensive Plan, the city has 4128 housing units. Sixty-eight percent of these are single-family dwellings and fifteen percent are in buildings of forty or more units. Almost 50 percent of these structures were built before 1960 and 28 percent after 1990. Also included in this housing stock are four Community Based Residential Facilities (CBRFs) providing care to mostly elderly populations. Residential property comprises 36 percent of the land use within the City.

The next greatest land use and largest employer in the city is the State of Wisconsin Correctional Facilities. These facilities are the maximum-security Waupun Correctional Institution, Dodge Correctional Institution, and John C Burke Correctional Center, which provides housing for the State Farm located just east of the city in the Town of Chester. These facilities house more than 3,000 people or roughly a quarter of the city's population. State correctional properties cover 15 percent of the City's land use.

Industrial and commercial development assume 11 percent of city land use, with industrial development covering a diverse number of industries. A new industrial development supporting the agricultural industry presents a new target hazard for the department. The new United Cooperative facility will employ fifty people and process animal feed, handle grains and process soybeans. In addition to agriculture-related industry, Waupun also has several manufacturing facilities.

The population of the City of Waupun, according to the Wisconsin Department of Administration, is 11,151. The population density was 2,382.6 inhabitants per square mile placing it in the urban density category (Greater than 1,000 per sq. mile). The area of the city is 4.68 square miles.

The population of the rural protection district is 3,259, the area is 122.2 square miles with a population density of 28.9 persons per square mile placing it in the rural population density category. (Less than 500 per square mile).

According to data obtained from the Wisconsin Department of Administration, the population of the area is projected to increase through 2035 and then experience a slight decline by 2040, and is displayed in Table 1

Table 1: Waupun Fire Service Area Population and Growth Projection

Municipality	Current	2025	2030	2035	2040
City of Waupun	11,151	12,160	12,445	12,480	12,330
Town of Waupun	1,378	1,425	1,435	1,425	1,400
Town Trenton	1,211	1,365	1,385	1,380	1,350
Town of Chester	670	690	685	670	640
Rural Area (Towns)	3,259	3,480	3,505	3,475	3,390
Total	14,410	15,640	15,950	15,955	15,720

Overall, the median age of the population is 38.5 years of age, which is below the state average and most likely skewed to a lower average due to the population of the state correctional facilities being included in this data. This is unusual, since the population within the surrounding counties and the state is an aging population. It is probably accurate to assume that the age distribution is being influenced by the age breakdown of the institutionalized population within the city. Further evidence of this, is if we look at the Dodge county section of the city vs. Fon du lac County. The Dodge County section has a median age of had a median age of 36,8 years vs the area Fon du lac County with no institutional population being 44.2 years. [art of Waupun on Dodge vs. Fon du ac county. The population over 65 years of age is 15.4% overall in the city , but when split by county, the Dodge area is 13% and 17% in the Fon du Lac County are under the state average of 18.7%. This age group can have a significant impact on demand for emergency medical services, but Waupun is below the state average. Citation: U.S. Census Bureau (22). *American Community Survey 5-year estimates*. Retrieved from *Census Reporter Profile page for Waupun city, Dodge County, WI*

Another demographic statistic that can impact a community relying predominately on volunteer/paid on call personnel is the number of persons working and living in the community. Recent US census data shows that of those in the workforce (4,653), 2,099 live and work in the City. Slightly over 57% of residents in the workforce work outside of the city. The population statistics also estimate a 1,222 (9.7%) person decrease in the City during daytime hours. When considering these statistics, consideration must be given to the incarcerated population, not being in the workforce. Regarding the population decrease, a significant decrease has been made in the incarnated population in recent years.

II. Description and Evaluation of Fire Services in the Waupun Fire Service Area

The Waupun Fire Department and Waupun Community Fire Department are technically two separate fire departments. Both operate from the same station and share the same chief officers

and some staff but have separate budgets and designated apparatus. The departments are classified as combination departments meaning they are staffed by a combination of full-time employees (2) and Paid on Call (POC) members who respond from home or work and do not staff the fire station. It is difficult to fully separate the two departments as much is shared between the two. The City Department's service area is the city limits, while the Waupun Community Fire Department's response area are the Townships of Waupun, Chester, and Trenton.

The City of Waupun Fire Department is governed and funded by the City of Waupun. The city owns the fire station, two engines, a ladder truck, a squad apparatus, and two staff/command vehicles. There are two full-time positions (Fire Chief and Assistant Chief) that are in the station on weekdays from 0730-1730 (on call all other times) and twenty-eight authorized Paid on Call positions. The City Department, in addition to providing fire response services to the City, also provides Emergency Medical First Response within the city limits, EMRs provide immediate lifesaving care for critical patients who access the emergency medical services system. EMRs have the knowledge and skills necessary to provide immediate lifesaving interventions while waiting for additional, higher level EMS resources and transport capability to arrive. Upon arrival of an ambulance, they also help with patient care and patient movement. This service was added in 2022 due to increasing numbers of calls where the current contracted ambulance service did not have an available ambulance to respond.

The Chief and Assistant Chief, and fourteen of the thirty Paid on Call positions also serve in the same capacity in the Waupun Community Fire Department. The Community Fire Department possesses one engine, one water tender, one brush fire truck, and two ATVs.

The departments were reviewed in the following areas: service type, personnel and staffing, apparatus, and training. This examination is done best by using performance measures established by national rating organizations. It illustrates how Waupun compares with similar communities in the fire and emergency services that it provides. The first source is the standards and research material produced by the National Fire Protection Association (NFPA), an independent agency that develops model codes and standards for the fire service. This agency also conducts research and publishes the data. The other benchmark data used is from the Insurance Service Office (ISO), also a national rating organization. Fire departments are evaluated routinely by the ISO, which provides information to insurance companies to use in setting fire insurance rates. This rating system is known as the Public Protection Classification Program. The ratings range from Class 1, which is the best possible score, to Class 10, which is essentially no fire protection. This evaluation is broken down into three areas with assigned percentage weightings: Emergency Communication (e.g. 911 system and radios) 10 percent, Fire Department (e.g. all fire department operations including training) 50 percent, and Water Supply (e.g. municipal water system) 40 percent. The Waupun Fire Department currently has a class 3 rating. This is an excellent rating for a combination department and any department for that matter.

III. Personnel and Organization

The City Department has a full-authorized strength of 30 positions for fire operations and an additional 15 for Emergency Medical First Response. The department is also authorized to have

two cadet positions, which are high school students that are interested in and training to become department members.

The Fire Chief position is full time and is the chief administrative officer of the department. The Fire Chief, in addition to being the chief administrative officer of the department, responds to emergencies during the assigned business week as well as from home in off hours (nights and weekends). The Assistant Chief position is also full-time, working Monday through Friday 7:30 am to 5:30 pm. In addition to serving as the second in command to the chief, this position is also in charge of the fire prevention programs for the department and conducting fire inspections. In addition to these duties, this position also responds to emergencies during the assigned business week as well as from home in off hours, (nights and weekends). The Chief and Assistant Chief are also Emergency Medical Responders (EMR) and provide response for medical calls as well.

There are four company officers, two Captains and two Lieutenants, each assigned to a specific apparatus with firefighters designated to that company reporting to them. In interviews with the chief officers and in reviewing call response data, the number of company officers is low for the department. It is reported that often there are no officers responding to incidents. Increasing this number to six and using the ISO assumption that one third of available members responding should improve the POC response of officers.

The city departments' current roster shows 23 POC firefighter positions out of the authorized level of 28. Two of the firefighters also serve as Emergency Medical Responders (EMR's). Of the 15 authorized EMR positions, nine are filled, the two who also serve as firefighters and seven that are EMR only.

The Community Fire Department, in addition to the Chief and Assistant Chief, has twelve members assigned who are also members of the City Department. This includes one Captain, One Lieutenant and 10 Firefighters.

The two full-time members (Chief, Asst. Chief) have 21 and 28 years of service respectively. The Paid-on Call (POC) makeup of the departments in years of service is listed in **Tables 3**. **Table 2** below shows the tenure averages of volunteer firefighters across the nation for comparison.

Table 2: Volunteer Firefighters Tenure Period 2020 NFPA Survey

Tenure Period 2020 NFPA Survey

Tenure Active	Percentage
One Year	9%
1-5 years	27%
6-10 years	21%
Over 10 years	43%

Table 3: Department Member Longevity

Tenure	Personnel	Percentage
Less than 1 Year	0	0%
1 to 5 years	3	12%
6- 10 Years	8	32%
11-15 Years	1	4%
16-25 Years	8	32%
Over 25 Years	5	20%
Total	25	100%

This chart, chart clearly shows the issue developing problem of recruitment and retention, If all positions were filled, the personnel at five years and under years would make up 32% of staff. This would be in line with national averages. The 11–15-year group shows the lowest number of members 4%. This table can also be used to compare and benchmark the department’s tenure to that of the rest of the country in the latest NFPA survey. Applicants have been trending down and in this past year, the department was authorized to increase the total staff by three positions and was not able to fill the current vacancies or the three additional positions, which is very concerning. Retention and tenure points to a potential retention problem, with the data being very comparable to many departments that we have studied. Most show a drop at the five-year mark, although this may be cyclical due to a recent wave of retirements, also a trend that we have seen. This will need to be monitored closely. Even if recruitment efforts and the less than five-year numbers were to remain stable, any drop-off in retention will begin to impact supervision and leadership positions in the future. This situation could require the department to employ additional supervisory positions in the full-time ranks to ensure adequate and reliable coverage.

To put the current tenure into context we also looked back at the past 10 years of turnover in the department. Tenure groups are very much affected by turnover and/or opportunity to fill vacant positions. This can be affected by retirements or lack thereof as well as resignation. This data is shown in **Table 4**

Table 4: Department Turnover Past 10 Years

Year	Retirement	Range of Years of Service	Resignation	Range of Years of Service
2013	1	47	0	n/a
2014	3	18-34	0	n/a
2015	4	21-46	1	5
2016	2	19-30	n/a	n/a
2017	2	31-46	3	<=1
2018	0	n/a	2	1-4
2019	0	n/a	1	13
2020	0	n/a	0	n/a
2021	1	30	0	n/a
2022	1	37	5	<=1
2023			2	1-3
Total	14		13	

In the years 2013-2017, there were 12 retirements, which represented 52% of the department at the time. This most likely explains the low number of members in the 11–15-year range as there was most likely limited open positions in the previous five-year period. This surge in retirements, coincided with a common trend being seen in the fire service of turnover in the first five years with a paid-on call/volunteer department. Of the 14 vacancies created by retirements during this period 13 of the 28 personnel hired remain with the department or a turnover rate of 46% in the first five years. One of the 14 resignations was a 13-year tenured member. The two most common reasons cited for resignation were employment changes (moving) and work life balance. While some data was provided regarding reason for resignation, The department should conduct exit interviews and maintain data on the reasoning for separations. This data can then be used to affect change within the department’s control when possible. “Stay” interviews should also be conducted with member at the one-, three-, five- and 10-year marks for personnel that remain with the department. This information can provide best practices to retain members and identify members that are stressed and poised to leave the department. Policies and practices can be developed from these interviews to improve retention.

Recruitment processes up until this past year, were fairly successful despite a decreasing applicant pool, with an approximate application rate of just over two applicants per open position. However, this was not the case in the most recent hiring process which not only failed to fill the additional three positions but all open positions. Information gained in firefighter interviews, shows a concern for the downward trend in applicants from years beyond these last five years. In the area of EMR recruitment, the desired roster of 15 has yet to be reached, with the initial recruitment only producing ten (10) applicants and three (3) in the latest effort.

This is not an uncommon problem with POC/volunteer recruitment. The NFPA, which annually tracks the number of firefighters in the U.S., found that the number of volunteer firefighters in

2020 was 676,900. This is compared to 897,750 in 1984, the year the NFPA began gathering this statistic. Recruitment and retention of POC volunteer firefighters are the number one and two problems facing the fire service today and while Waupun has been meeting staffing needs up to this past year, the data shows signs of difficulty in doing so in the future. There are many factors contributing to this downward trend that are not unique to Waupun, including demand on volunteer’s time, challenges around work-life balance, increasing call volumes and increasing training requirements. This is a growing trend in Wisconsin. According to a recent Policy Forum study, “recruitment is a major issue for all types of departments but reaching crisis point for many volunteer and combination departments. While the volunteer model makes good sense financially, it is becoming very difficult for many departments to sustain..

The age of Department members is presented below in **Table 5**.

Table 5: Department Member Age

Age Range	Personnel	Percentage
18-25 years	0	0%
26-30 years	0	0%
31-35 years	3	12.0%
36-40 years	3	12.00%
41-45 years	6	24.00%
46-50 Years	5	20.00%
51-55 Years	4	16.00%
Over 56 Years	4	16.00%

Longevity alone is not a predictor of staffing stability and age distribution of the department must be considered. The average age of the department workforce is 44.9 years of age, with ten (10) members over the age of fifty (50) years or nearly one-third of the department nearing the average age of retirement. Conversely, the department is far lower than average for members less than thirty (30) years of age – with only one (1) member or roughly 3% of the workforce under thirty (30) years. Even within the group with five (5) years or less of service, the average age is 42.5 years. Nationally, NFPA has gathered data that shows typical age distribution of a fire department, indicating that typically around 20% of the workforce is age 20-29 years of age. This data poses a significant concern as the City looks forward at the future staffing picture for the department. The City of Waupun’s Comprehensive Plan shows that age cohorts under 24 years of age are decreasing. Coupled with social changes and an increasing willingness to commute to work, and the fact that a majority of people who work in Waupun do not live there, the candidate pool for

POC members is unlikely to improve in Waupun. The City should anticipate increasing difficulty in maintaining POC members at their current level in the future.

The National Volunteer Fire Council (NVFC) reports that the age of volunteer firefighters is increasing. That organization found that 33% of volunteers were under 30 years of age in 1987 and today that number has dropped to 26%. Waupun's percentages of workforce under 30 is significant less than national averages. NVFC found that departments are finding it difficult to attract younger members due to a range of reasons, including increased demands on people's time, longer commuting distances to and from work, the prevalence of two-income households, and increased training requirements.

The Fire Department recognizing these trends has added a recruitment tool with its high school cadet program, where high school seniors attend department training and spend time in the station learning about the occupation and department. Recruiting POC personnel needs to be a locally focused effort such as this. An additional recruitment tool used by many cities is an explorer program, which is usually open to high school students between the ages of 14 and 18 years old. Additional active recruiting needs to take place, but is hampered by workload of the fire department Chief Officers and limited City staff to support these efforts.

Recommendations

1. Conduct formal exit interviews for all resigning and retiring personnel.
2. Continue the fire cadet program, consider expanding high school recruitment through and explorer program.
3. Conduct "Stay Interviews at the one, three five and ten year marks for personnel. A good source for conducting these interviews is the US Fire Administration document Retention and Recruitment for the Volunteer Emergency Services FA-361 | May 2023

IV. Staffing

The organizational chart for the City Department can be found in appendix A. The department does have specific officers and personnel assigned to apparatus. We suggest the organizational chart be updated to list the apparatus and personnel assignments to reflect these assignments. Also as suggested in the personnel section the number of officers should be increased by two, one Lieutenant and one Captain to improve the availability of officers on fire responses. Developing a rotating schedule of "availability" with the Captains and Chief Officers would provide some needed relief for the two full time chief officers. Currently in addition to their full-time hours, they are essentially expected to always be available on their "off station duty" time. This is an unreasonable expectation of the Chief positions and can certainly impact the retention and future recruitment to fill them. An example would be rotation of the Captains and Chiefs for weekend POC duty, with three Captains and two Chiefs, a one weekend on four off schedule could be managed. This schedule could also be subject to duty exchanges where even after the schedule being set, mutual exchanges in coverage time could be made. An additional observation in our

interviews and time with the department was that the company officers have little input or responsibility in administration and support tasks, but instead most administration and support is held at the chief officer level. One example of this is the completion of Fire Incident reports which are currently completed by the Chief Officers. Additional support areas could be delegated to captains such as protective clothing issues and repair, hose and fire equipment maintenance and vehicle checks and maintenance. This would provide more efficiency in the operation of the department and provide experience and involvement with the subordinate officers.

For comparison purposes with national data (NFPA), this report aggregates the total personnel of both departments and the total population of the city and the participating townships.

Table 6 shows that in fire departments that protect similar populations, only 18% are all volunteer (POC) and most likely on the lower end of the population range. The percentage of career staff increases as the population shifts to the higher end of this range. The population of the city and the participating townships places the combination department in the 10,000-24,999 range. It is safe to apply the “mostly volunteer” model to Waupun as there are more Paid-on-Call (Volunteer) members than full-time career members. It should be noted that NFPA uses volunteer interchangeably with Paid on Call. Based on the data in **Table 6**, 65 percent of departments in this population range are combination departments with 36% being mostly volunteer are closest to the Waupun staffing model.

Table 6: Population Protected NFPA 2020 Survey

Population	All Career	Mostly Career	Mostly Volunteer	All Volunteer
10,000 - 24,999	26%	29%	36%	18%

The latest NFPA survey (December 2020) shows that in the Midwest region, the median number of volunteer/Paid on Call firefighters per 1,000 population is 1.06. Waupun is at 2.2 per 1,000 population, which is above the Midwest region median. Regarding the number of personnel assigned to the Waupun Community Fire Department, the number of firefighters per 1,000 population is 4.29. The median number for populations in the NFPA Survey 2,500 to 4,999 range is 6.49 volunteers (POCs), suggesting that the number of firefighters assigned or allowed for the Waupun Community Fire Department is below the Midwest average.

The ISO (Insurance Service Office) includes staffing in its rating process as well. The method that ISO rates the number of personnel not normally at the fire station (Paid on Call/Volunteer) is the number of responding firefighters and company officers divided by three. This is done to reflect the time needed to assemble at the fire scene and the reduced ability to function as a team due to the various arrival times at the fire location when compared to the personnel on-duty at the fire station during the receipt of an alarm. The current rating recognizes 0.47 on-duty personnel and an average of 18.00 on-call personnel responding to first alarm structure fires. The department received 4.04 out of a possible 15 points for staffing. In looking at actual response data for the department, the one-third response vs roster is a fair estimate as will be shown in the department performance section.

While department roster levels are important, the number of personnel responding on incidents is a much more important data point or Key Performance Indicator (KPI)

NFPA 1720 Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments has a staffing standard based on response times. The staff numbers in **Table 7** vary by population density and are for the total personnel required for a structure fire. The final column is the objective or performance measurement.

For example, the suburban standard is for ten personnel to respond to the scene in 10 minutes, 80 percent of the time. The percent of time measurement is referred to as a tactile response time and is a better representation of the quality of response than averages.

Table 7: NFPA Demand Zone Staffing and Response Time Objectives

Demand Zone	Population Demographics	Staffing & Response Time	Meets Objective Percentage
Urban	More than 1,000 per sq. mile	15 responders 9 minutes	90% of the time
Suburban	500-999 per sq. mile	10 responders 10 minutes	80% of the time
Rural	Less than 500 per sq. mile	6 responders 14 minutes	80% of the time
Remote	Travel more than 8 miles	4 responders	90% of the time

While the population of Waupun fits the urban density in some areas, it fits more into suburban character with building spacing and lots except for the Main Street area. The prisons also skew the overall population density. The Fire Chief and City Administrator shared that their performance KPI for the department is in the Urban category for the City. Assuming an urban profile, within the city the department should meet the key performance measure of placing 15 personnel on scene in 9 minutes, 90 percent of the time. In the rural areas of the protection district at least six personnel should be on scene in 14 minutes, 80 percent of the time. The difficult measure for Paid on Call/Volunteer departments is how many on call personnel does it takes to achieve this outcome. A general starting point like the ISO standard is the assumption that a typical turnout is one third of the total staff. A better measurement is historical data. The total POC roster number would need to be closer to 39 to meet the one third actual response outcome of 13 desired (13 POC plus to full time for 15 total). On the rural side of response, the current assignment of twelve personnel assuming a one-third turnout would not likely produce the required six personnel. A total force of eighteen would improve the probability of meeting the rural performance measurement. The number of personnel will be further explored and discussed in the department performance section. While more City Department members can be added to the Community Department roster, recent recruitment efforts show that filling additional POC positions is difficult at best.

Recommendations

1. Increase the number of officers by two, one Captain and one Lieutenant, to improve availability of officers for fire response.
2. Developing a rotating schedule of “availability” with the Captains and Chief Officers for nights and weekends.
3. Increase the roster of POC staff of the City Department to 39.
4. Increase the number of firefighters on the Community Department roster to 14, if departments remain in current separate organizational structures.

V. Vehicles and Equipment

The apparatus fleet of the departments are combined in the following tables, with the “department” of ownership listed. The vehicles are well maintained and equipped with the necessary hose and equipment for the needs and risks of the communities protected. **Table 8** below outlines the details on the fleet of apparatus and **Table 9** outlines the details of apparatus by category or type. The term pumper is often interchanged with the term engine.

The date of purchase of the fire apparatus as well as the department’s planned replacement year is also included. While there is no specific legal requirement on when a fire apparatus needs to be replaced, NFPA 1911 · *Standard for the Inspection, Maintenance, Refurbishment, Testing, and Retirement of In-Service Emergency Vehicles Standard Care and Maintenance of Fire Apparatus* recommends that apparatus serve 15 years in front line service, then 5 years in reserve status before being replaced. The standard defines maximum life at 25 years of service. The 15 years of front-line service is primarily based on high call volume fire departments where apparatus is reaching an average of 80,000 miles by this age, which is not the case in smaller cities like Waupun. The apparatus replacement dates set by the department are reasonable considering the condition and use of the apparatus. With the service life of vehicles already being extended beyond industry standards, it is imperative that the service life set by the City and department are adhered to. The Community Engine and soon the Ladder truck will have reached their maximum service life in NFPA, and department established replacement schedules. The city has looked at refurbishment of the ladder truck and determined that it is not feasible to consider this option because refurbishment would only gain an estimated 10 years of useful life and within that same time period an additional engine will come due for replacement. Focus needs to be placed on management of a fleet of vehicles on a capital replacement schedule, not just the ladder truck alone.

While discussions and plans are in place to replace the ladder truck, current manufacture back logs would result in a delivery of up to 3-5 years or longer, if ordered today with a cost of 2 to 2.3 million dollar for a ladder truck and 1 to 1.2 million for an engine. The rural tender is also nearing the 20-year longevity mark. Sharing of resources through consolidation and/or shared resources creates one possible solution. Other consideration would be combining the tender with the engine or pumper tender like the 2018 engine. Area departments should also enter into discussions about sharing reserve apparatus as the cost of fire apparatus continues to skyrocket. This would provide some cost savings and free up additional apparatus floor space. The remaining apparatus is five plus years away from replacement.

Table 8: Fleet of Apparatus

Owner	Year of Manufacture	Type	Anticipated Replacement Year
City	2015	Command	2030
City	2018	Pumper/Tender	2048
City	2005	Squad	2035
City	1996	Platform Aerial	2026
City	2006	Pumper	2036
City	2021	Command	2036
Rural	2018	Brush Truck	2038
Rural	1994	Pumper	2024
Rural	2005	Tender	2035
Rural	2011	UTV	2026
Rural	2023	UTV	2038

Table 9: Department Apparatus by Type

Vehicle Type	Quantity
Engines	3
Ladder Truck	1
Tender	1 (2)*
Brush/Grass	1
Squad	1
Cars/SUV	4

To compare or benchmark the apparatus fleet of the department, we compare the numbers and type of apparatus to departments protecting similar populations. **Table 10** is the most recent national Fire Department profile survey conducted by the National Fire Protection Association (NFPA) and is presented for comparison purposes. The city population alone does place the department into the lower range of this population group, and well into the range with the city and rural areas combined.

Combined the departments have 3 engines, which is most similar to departments with similar populations as outlined in Table 10. One third of the departments in this population range have a ladder truck and 65% have two or more. Combined, C Other vehicles include equipment such as tenders (water tankers), squads (equipment/personnel carriers) and brush trucks. Combined, the

Departments have three apparatus in this category which is similar to 21% of departments in this population range. There is a fair amount of variance in this apparatus group, and it does not differentiate departments that have a rural area without a municipal water system or wildland areas to protect, which the Community Department does both.

Table 10: National Profile of Equipment NFPA Survey 2020

Pumpers Per Department

Population	1	2	3 to 4	5 or more
10,000- 24,999	9%	33%	46%	10%

Aerials Per Department

Population	0	1	2	3-4	5 or more
10,000- 24,999	9%	33%	46%	10%	10%

Other Vehicles Per Department

Population	0	1	2	3-4	5 or more
10,000- 24,999	24%	23%	21%	21%	11%

With the current organizational structure, the practice of the department is to use the engine designated at the “rural engine” on all calls outside of the city and the other engines in the City only. While this holds true for initial response it is not to say that city apparatus would never be used on rural calls. Being that the two departments operate out of the same building, this is a rather inefficient use of apparatus. The call volume does not dictate the need for an additional engine, rather the “rural engine” is in place and used as a matter of geographical assignment and ownership. With the cost of fire apparatus skyrocketing in recent years this calls the scrutiny of this operational practice to even a higher level. The Community or rural engine is already beyond its service life and scheduled for replacement with the original estimated replacement cost (2019 dollars) increasing by well over 50%. Additionally, if ordered today that piece of equipment would most likely not arrive for 3-5 years. Based on apparatus use and viewing the fleet as a whole, the number of engines could be downsized to two if consolidation is considered. This is one more area that points to more efficiency by merging the two departments. One other option since the tender is also nearing its replacement date, is to replace the rural engine and tender with a combination engine/ tender. ISO does not specifically recognize a set number of tender apparatus and if adequately designed and equipped it would be credited as an engine. This apparatus could then be credited as a reserve apparatus as well as its front-line service as a tender.

The ISO (Insurance Service Office) evaluation also reviews department apparatus. In the most recent survey, it is interesting to note that the ISO did not recognize two separate departments and evaluated the two departments and protection areas as a whole. It is important to point out again that the ISO rating is used by insurance companies to set insurance rates. Therefore the apparatus

of the City departments as well as other resources are providing a direct benefit to the property owners in the Community Department area. The credit earned by the department in the apparatus section is listed in **Table 11**.

Table 11: ISO Fire Apparatus Credit Rating

FSRS Category	Credit Earned	Credit Available
Credit for Engine Companies	5.97	6.00
Credit for Reserve Pumpers	0.00	0.50
Credit for Pump Capacity	3.00	3.00
Credit for Ladder Service	3.89	4.00
Credit for Reserve Ladder and Service Trucks	0.00	0.50

The Department earned the maximum or very close to the maximum points available in most categories, except for reserve pumpers and ladder companies. Pump Capacity refers to the “Needed Fire Flows” for selected buildings in the community. The fifth largest Needed Fire Flow in the city, is used to determine the Basic Fire Flow required. The Basic Fire Flow has been determined to be 3500 gallons per minute and the department’s pumping capacity does meet and exceed this benchmark. If the fleet is reduced by one engine and the capacity of the ladder truck pump is included, this fire flow can still be achieved.

Recommendations

1. Reduce the number of engines by one if the City and Community Departments are combined.
2. Consider replacing the rural Engine and Tender with a combination Pumper/Tender such as the Department’s 2018 apparatus.
3. Specify and order a replacement for the ladder truck as soon as possible, manufacturing delays are already placing ladder truck delivery well beyond four years.
4. Maintain the remainder of the apparatus fleet at current levels to meet best practices and ISO standards.

VI. Facilities

This section is not intended to be a formal space needs study, but includes general observations on space, function, and location. The station was evaluated for its functionality and safety standards’ compliance.

The station is connected to the police station on the administrative support side of the building. Shared space between the two departments is limited and, although connected, they are separate and distinct.

Apparatus Bay

The apparatus bay is undersized for the number and type of apparatus currently in use by the Department. There is not sufficient room for the department's two Command vehicles. The spacing between apparatus that do have a designated bay, does allow for proper access for response and for routine checks and maintenance. The fleet reduction of the rural engine and moving one ATV to cold storage would provide additional room.

Personal protective equipment is stored on racks in the apparatus bay. This is a common station design but designs in the last ten years have changed dramatically in regard to the storage and access of personal protective equipment. Ideally, this gear should be stored in a separate room and protected from UV light that contributes to the premature breakdown of the material. This room also should be directly accessible from the outside of the building/firefighter emergency parking area to reduce turnout time from the station. These storage areas also need to include adequate space and aisle way for firefighters to "dress out" and for other firefighters to pass by with the staggered response times of personnel to the station.

If the fleet of apparatus were reduced as we recommend, one entire bay on the apparatus floor would be freed up allowing for other vehicles to be stored inside.

Decontamination (Decon) and Washer/Drying Area

An area has been defined for decontaminating/cleaning personal protective equipment after fires. This area contains the proper commercial washer/extractor and is directly accessible from the apparatus bay avoiding contamination to other areas of the station.

Locker Room/Showers/Restrooms

The station is not equipped with personal lockers and a shower area with separate areas designated for men and women. This design feature is not just for in-house staffed stations but should also be provided for paid-on call (POC) stations. Upon returning from fires, firefighters should have an area to change their clothes after and take a shower before returning home. This is a health and safety issue for removal of toxic contaminants and carcinogens as soon as possible. Regarding POC personnel, this facility and practice prevents cross contaminating personal vehicles and bringing contaminants home and potentially further exposing their families. This is also a liability exposure concern for the city and could possibly lead to Workers Compensation Claims. There is a gross decontamination shower off the apparatus bay but is primarily used as a cleaning supply/janitorial closet and is no longer functional for immediate decontamination.

Day Room

There is currently no formal day room area in the station. The addition of a true day room may attract POC staff to spend time in the station. Although a comfortable and attractive dayroom may appear to be a “luxury item,” it is a recruitment and retention tool. If the station is ever staffed, a designated dayroom would be an absolute necessity. The only space that could be converted for such use is the training room. This would require the shared use of the training space in the basement used by the Police Department.

The building does have a workout facility in the basement primarily used by the police. Since the number one cause of injuries to firefighters is stress and strains, promoting fire fighter fitness is paramount to safety. Department members do use this facility which essential for its members to maintain their fitness.

Office Space

There are two offices near the front entrance of the station, one for the Chief, and one for the Deputy Chief. An additional computer on a makeshift desk/table and copy machine are located in the training room. The department should have an additional office for fire inspection and at least a shared office space for officers. There is no room currently in the fire station space of the building for these offices.

Training Room

The training room is minimally sized to meet the training needs of the department. A larger room with additional floor space for the demonstration/practice area would improve the functionality of this space and be adequate in size for the staff of the Department. The training area could also be improved with additional audio video features.

Kitchen/Dining Room

The station has a kitchen space that is adjacent to the training room that is shared with the Police Department but is more of a break room than a fire station kitchen/ dining area. The kitchen is adequately sized and equipped to support the day staff and to furnish refreshments when needed for training sessions but would require some additional upgrade to accommodate in station staffing.

Sleeping Quarters

While the Department does not currently have staff manning the station 24 hours per day, bedroom/dorm facilities could provide value now and certainly in the future. Sleeping quarters for at least four personnel would allow for future in station staffing. The area that is currently the training room could be remodeled into a dorm space and would provide adequate space to do so. As stated earlier regarding a day room, the training room in the basement of the Police Department section of the building could be shared between the two departments.

Storage Building

The Department currently stores some miscellaneous equipment off site. The addition of a cold storage building in the northwest corner of the parking lot could free up apparatus floor space by moving at least one ATV to this building. This would also allow to move some of the other items stored on the apparatus floor and off-site storage to this building.

Parking Area

The parking area for the station is adequate for both response, meetings, and training.

Station Location

Fire station location is a critical factor in producing an effective timely response. Fire stations should be ideally located to provide response times under six minutes to urban areas. ISO standards call for a station (engine) to be within 1.5 miles of areas protected by a municipal water system to receive maximum credit. In areas not supplied by a municipal water system, the station must be within 5 miles of the protected property. Based on response data and computer modeling (see Appendix B). The current station is in an ideal location for covering the community at this time.

Recommendations

1. Our general observation is overall the fire department is limited in space in almost all functional areas, which impacts current functionality and will limit future staffing solutions. Being that the fire station is well located for response times and that police services are not station based for community response coverage, the Police Department could be relocated to make room for enhanced fire and emergency response needs. In the meantime, the following temporary solutions can be put into place.
2. Part of the training room should be converted to a day room space. This would require the shared use of the training space in the basement used by the Police Department.
3. The kitchen would require some additional upgrade to accommodate in-station staffing.
4. The remaining area that is currently the training room could be remodeled into a dorm space and would provide adequate space to do so. As stated earlier regarding a day room, the training room in the basement of the Police Department section of the building could be shared between the two departments.
5. The addition of a cold storage building in the northwest corner of the parking lot could free up apparatus floor space by moving at least one ATV to this building and allow to move some of the other items and off-site storage to this building.

VII. Service Demand and Performance

The following section contains a review of the services provided and demand for services and the performance of systems in meeting this demand. These items are reviewed to determine if the

current staffing is meeting performance expectations, and to identify trends in demand that could affect performance in the future and require additional resources.

As you will see in this review, the days of a fire department only responding to fires are long gone, and the mission of the traditional volunteer fire department has changed. There are many factors that have contributed to this change but what has led many of these demands to the fire department is the “can do”, don’t say no, nature of the fire service. The modern fire department deals with a much greater range of incident types than in the past, including more emergencies and public assistance calls. As stated in the US Fire Administration document Retention and Recruitment for the Volunteer Emergency Services FA-361 May 2023, “This mission expansion has created conflict within department culture, complicated the leadership and financial needs of the department, and put an enormous strain on the time and skills of volunteer, part-time or understaffed administration”. An example of this trend is the addition of EMS first response by the department. These changes are based on response to community needs and personal perceptions must be set aside to plan for the long-term needs of the community.

Fire Response

The departments provide traditional fire and rescue services. In addition to response to structure and other fire services, the department is called to rescue and vehicle extrication, operations level response to hazardous materials, and miscellaneous service calls, such as wires down, water flooding problems, etc.

The first area reviewed in this section is the type and number of calls for fire-rescue service and location. Each of the data tables that follow are based on a five-year timeframe, from 2018 through 2022.

The first table in this section, **Table 12**, contains the total number of calls by year since 2018. The calls are presented in categories of call type and City or Rural Response area.

Table 12: Fire Calls for Service by Type and Response Territory

Call Type	2018		2019		2020		2021		2022	
	City	Country	City	Country	City	Country	City	Country	City	Country
Fire:				2						
Building Fire	10		3	2	5	1	5	4	12	3
Cooking Fire	4		3		2		1			
Vehicle Fire	2		3	3	3	1	1	2	2	2
Excess Heat No Fire							2			
Brush/Grass Fire		9		5		8		5	1	2
Outdoor Fire	2	2			3	3	3	5	1	
Rescue:										
Emergency Medical Call										
Vehicle Accident	8	21	10	21	12		11	31	13	29
Assist EMS	14	2	13	2	9	24	12	1	4	5
Rescue Other	1	2	6		2	3	2	2	1	
Hazardous Condition:						1				
CO Alarm/Problem	3			3	7	3	5		7	
Gas Leak	2	2	5		1		7		6	
Electrical Problem	4		4	1	4		4		1	
Wire Down	8		3		4		4		3	
Haz Mat Spill/Leak		2	2		4		4	1	1	
False Alarms:										
Alarm, No Fire, False	46	8	58	5	48	7	34	5	48	7
Sprinkler Malfunction			4						1	
No Incident Found							4		8	
Smoke Scare									4	
Service Call:										
Smoke Odor Removal	2		1		4		6		2	
Cancelled En Route	2				8		4		3	
Misc. Service Call	28	3	21	2	18	1	13		3	1
Mutual Aid Given	11	10	5	4		9	4	6	18	11
Total Calls by Dept.	147	61	141	50	134	61	126	62	139	60
Total Calls	208		191		195		188		199	

Overall call volume and calls by type have stayed stable over this 5-year period, averaging 196 calls per year for the two departments. Looking back further, call volume overall in 2012-2014 was under 65 calls per year. When reviewing this data one should note, that the department is staffed the same way it has always been staffed (or for as long as anyone can remember). To put this into another demand perspective, which is an average of just over one fire call every other day or 3.8 calls per week City call demand is obviously higher due to a greater population and number of structures. Some additional observations can be made that the City has more apartments, commercial and industrial properties equipped with fire alarms which increases the prevalence of false alarms, which is also the most prevalent call type.

Vehicle accidents are the most prevalent call type in the outlying townships, due to the higher speeds and severity of vehicle accidents in the rural areas. Calls for incidents involving fire are on the lower percentage of call types for both areas, which is common with all fire departments.

Overall, the number and type of calls shows the “all hazards response” expected of modern fire departments.

The next area reviewed is the average number of calls by day of the week, as depicted in **Table 13**, and time of day, **Table 14**.

Table 13: Calls by Day of Week 2019-2022 Average

Day of Week	City	Townships	Combined
Sunday	17%	22%	19%
Monday	13%	12%	12%
Tuesday	16%	14%	15%
Wednesday	13%	10%	11%
Thursday	14%	16%	15%
Friday	15%	14%	15%
Saturday	13%	13%	13%

Calls by day of the week indicated that Sunday is the busiest day of the week by a marginal percentage, . This is atypical of data we see and likely related to increases in vehicle accidents. caused by heavier weekend traffic.

Table 14: Calls by Time of Day 2019-2022 Average

Time of Day	City	Townships	Combined
00:00:00 - 00:59:59	3%	4%	3.3%
01:00:00 - 01:59:59	3%	4%	3.5%
02:00:00 - 02:59:59	3%	1%	2.2%
03:00:00 - 03:59:59	1%	1%	1.3%
04:00:00 - 04:59:59	2%	2%	1.9%
05:00:00 - 05:59:59	2%	2%	2.1%
06:00:00 - 06:59:59	2%	4%	3.1%
07:00:00 - 07:59:59	2%	1%	1.8%
08:00:00 - 08:59:59	7%	6%	6.3%
09:00:00 - 09:59:59	4%	3%	3.4%
10:00:00 - 10:59:59	4%	3%	3.4%
11:00:00 - 11:59:59	3%	3%	2.9%
12:00:00 - 12:59:59	4%	4%	3.7%
13:00:00 - 13:59:59	10%	9%	9.7%
14:00:00 - 14:59:59	4%	4%	4.2%
15:00:00 - 15:59:59	6%	7%	6.7%
16:00:00 - 16:59:59	7%	7%	7.1%
17:00:00 - 17:59:59	5%	5%	5.3%
18:00:00 - 18:59:59	7%	11%	8.8%
19:00:00 - 19:59:59	5%	6%	5.6%
20:00:00 - 20:59:59	3%	4%	3.5%
21:00:00 - 21:59:59	6%	6%	6.0%
22:00:00 - 22:59:59	3%	2%	2.3%
23:00:00 - 23:59:59	3%	1%	2.0%

The busiest period of the day is 8:00 am to 8:00 pm with 65 percent of all calls occurring during this time period. This is also typical and reflects the most active time for the population and business.

Generally, all members are paged for incidents during weekday hours. Whether in the city or rural area, all members of both city and community departments are paged for incidents during weekday hours. This is done in an effort to generate adequate numbers of responders to an emergency. This reality pinpoints a specific challenge faced by volunteer departments relative to generating a fully staffed fire response during weekday hours for large-scale events. It also calls into question the feasibility of maintaining separate departments and suggests that a merging of the two departments should be considered. .. On nights and weekends, the department employs a shift call system for CO alarms and EMS lift assist. During these periods one the assigned companies (engine, ladder, squad) with their assigned company are “on duty” to respond to those types of calls. This is a good practice and relieves some of the response burden of paging all responders for calls that can be handled by a single fire company. This operational practice should be reviewed and expanded to

other incident types that have been proven to be handled by a single fire company. note of caution is warranted. Calls for fire alarms should not be placed in this response category. While many alarms turn out to be false, the time delay to make a second call for full response is too great of risk to employ this practice for these call types.

Response Time

The Waupun City and Community departments are combination departments of mostly paid on call/volunteer members. The Department, City or Towns do not have any specific designated response time goals. Response time is a key performance measure of a fire department coupled with delivering adequate personnel for a type of response situation. There are two national standards in this regard; one is NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments. The second is NFPA 1720 Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments. NFPA 1720 would be the appropriate industry standard to consider. The NFPA 1720 standard calls for a response to structure fire incidents in urban areas (1,000 population/square mile) of fifteen (15) personnel on scene in nine (9) minutes total response time or less, 90 percent of the time. In suburban areas, this standard is based on having ten (10) personnel on scene in ten (10) minutes or less, 90 percent of the time, and six (6) personnel on scene in fourteen (14) minutes, 80 percent of the time for rural areas. See **Table 15**.

Table 15: Total Response Time

Response Time	City	Community
<5 minutes	56.7%	29.0%
<10 minutes	89.4%	63.0%
<15 minutes	95.0%	78.0%

While the table appears to present favorable performance, available data measures the first unit arriving on scene. In ninety percent of the cases, this is a command vehicle and not an accurate measure of response levels. Command vehicles are staffed by full-time personnel by day and taken home off hours with these same personnel responding essentially 24/7. While getting any vehicle on scene quickly is imperative, intervention for fire incidents requires the arrival of a fire company with a minimum of 3 to 4 personnel. To overcome this inherent flaw with the data, a sampling of incidents and recorded response times for all units was manually reviewed to understand the length of time it takes to get a single engine company with a crew of at least four responders on scene. Table 16 highlights results of this analysis.. This is typical and what is produced by most records management systems reports. These vehicles are staffed by full time personnel by day and taken home by them at night. While getting any vehicle on scene quickly is important any intervention on the incident for fire incidents requires the arrival of a fire company with 3-4 personnel. Since this data flaw was known, a sampling of incidents and recorded response times for all units was manually reviewed. The key data being looked at for was how long does it take to get a single

engine company with a crew of at least four to the scene of incidents. This is displayed in **Table 16**.

Table 16: Total Response Time for Arrival of a Staffed Engine in the City

Turnout Time		Travel Time		Total Response Time	
<4 minutes	21%	<4 minutes	62%	<6 minutes	20%
<7minutes	63%	<5 minutes	83%	<10 minutes	65%
<9 minutes	96%	<7 minutes	100%	<12 minutes	93%

Of the data manually review from 2023, 93% of emergent response calls had a total response time of less than 12 minutes 93% of the time for at least one fully staffed engine on scene. As evident from the data in table 16, NFPA 1720 benchmarks of 10 personnel on scene in 10 minutes or less 90% of the time for suburban populations are not being met. However, this response time based on our experience in similar communities with POC staffing, is better than average.

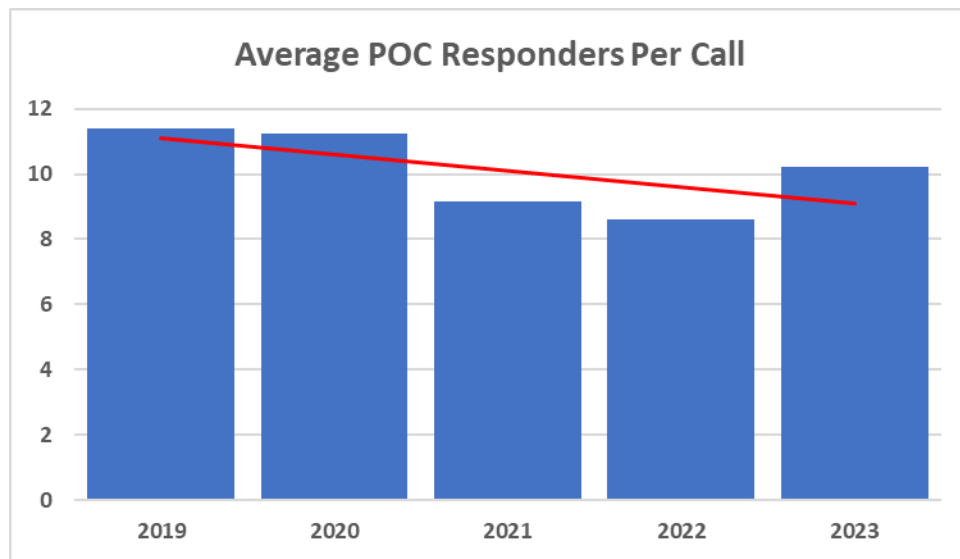
The component most affecting this is turnout time from the station, which is the amount of time it takes for POC personnel once notified, to get to the station, dress in their protective equipment and go enroute to the incident. While no standard is in place for this segment of the response time for POC personnel, the goal from time of call to arrival includes both this and travel time. Travel time, (time from leaving the station to on scene) is very good in Waupun due to the central location of the station, which ensures that a great majority of the City 83%, within five minutes or less of travel time. Turnout times, again are fairly good considering this time includes the personnel leaving home or work, traveling to the station, donning there[protective gear and leaving the station. Considering a staffed station has a 2-minute turnout time goal and considering travel time to the station being equal to response times, put this time at 7 minutes very closely reflecting actual data. These estimates fall close to those reported by department members in interviews, with members stating a range of 5 to 9 minutes, and an average of 6.5 minutes. A 6.5 minute average is very good for a POC department, based on other departments we have evaluated. .

Some communities have employed a practice such as the departments “shift call” to have at least one company of personnel committed or designated on call to improve initial response time and reliability of a first due engine. This is not in place of or in lieu of calling all personnel.

The number of responders not just response time is an extremely important performance measure as outlined in the NFPA standards 1710 and 1720. The measures presented are not just for the arrival time, but for the number of firefighters assembled in the given response time. The data collected by the department, does not accurately show when the total number of persons responding were assembled on scene after receiving the alarm. An example of this is when additional personnel arrive on scene in their personal vehicles, the time of their arrival is not

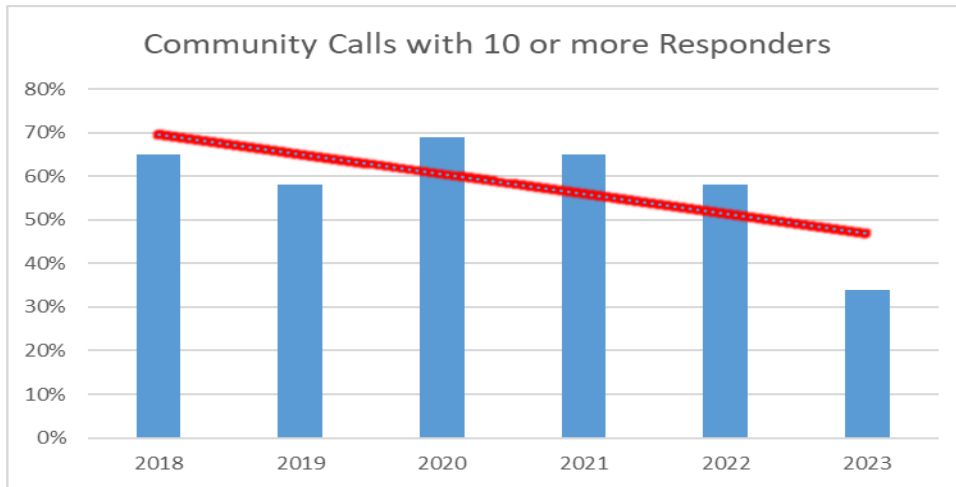
collected by the 911 communication center. Through attendance records we can derive at least the total number of personnel responding. Attendance records from 2018 through 2022 were reviewed and shift call incidents, which are designed with a limited response were excluded. Also excluded were “Blue Line Calls” which are calls that were for false alarms etc., where a Chief Officer cancelled POC response before any vehicles left the station. These being excluded as some personnel in monitoring the call on their pager or radio, may self-cancel their response to the station. The data presented in **Table 17** below is for POC personnel response only.

Table 17: Average Paid On Call Responders Per Call City



The Fire Chief has established a target of 13 POC members to achieve a response force of 15 total, which includes the two full-time personnel. In 2018, the department averaged 12.6 POC responders per call in the Cty. That averaged dropped to 8.6 responders per call in 2022. Table 17 shows this downward trend. Examining this further, in 2018, 37% of calls had a response ≥ 13 personnel. In 2022, this metric dropped to 14% of calls with a response of ≥ 13 personnel. With the data available, it is evident that calls for actual structure fires account for most of the calls with ≥ 13 personnel. 2023 showed a slight improvement to 10.2 POC responders per call in the city. It is important to note that this is not a measure of how long it takes to assemble the force on scene. However, we can conclude that the number of POC personnel responding is declining.

Table 18 Community Calls with 10 or more Responders



In table 18 we see that during this same period, the number of responders on Community area calls was decreasing as well. This despite putting the all call of City and Community members in place during weekdays. In 2018 65% of calls had 10 or more POC personnel responding and this number has dropped to 34% in 2023 or this can also be expressed that 76% of calls had less than the desired number of responders.

Recommendations

1. Expand shift call to additional incident types that have proven to be handled by a single company.
2. Consider developing on call groups for all time periods to improve response time and reliability of the first due fire engine.
3. The number of POC staff responding and the times to assemble an engine company of four personnel and the time to assemble a POC force of 13 or greater needs to be recorded and monitored for staffing system performance.
4. Consolidation of the City and Community Fire departments, or at a minimum a contractual arrangement between the two, should be considered.

VIII. Training and Prevention

Training

Training is conducted every Monday evening with the exception of holidays with the first and third being for members of the City Department and the second and fourth Monday of the month for the Community Department members. Personnel that are members of both Departments must attend all training sessions, City members not part of the Community Department may attend the Community training sessions. Personnel are required to attend 30 hours of the 44 hours of training provided for each of the Departments. For members of both Departments that is a minimum of 60 of 88 hours of training provided.

The subject matter of the training sessions is similar to the City Department fire training sessions focusing on municipal water supply and the Community department sessions rural or water tender-based operations. The department has a fire training facility that allows for hands-on training including live fire.

On review of the Department's score on training in the most recent ISO grading, one area that we believe was rated too low was "facilities and use", which related to the training facility. To receive maximum credit a department must have a training facility and train in fire operations for at least 18 hours. The training facility was not credited in this section. Overall, the department scored very well in the other training-related sections of the ISO schedule.

Moving forward, if the departments were to be merged, a consideration may be to reduce training sessions to three per month or 66 hours per year and a minimum attendance of 46 hours. The 4th Monday of the month could be used for makeup sessions for those unable to attend earlier sessions.

Department training content should be continually reviewed to meet the requirements of WI SPS 330. With regard to routine training or drills, the most important observance is that these sessions should be based on the Standard Operating Guidelines of the department and the skills needed to carry them out.

Fire Prevention

Fire inspection is regulated by the Department of Safety and Professional Services and the rules set forth under SPS 314. SPS 314 also contains the rules for minimum eligibility for 2% dues, which are fire insurance premiums, collected by the state and shared with municipalities to help offset the cost of fire prevention and response. The Assistant Chief supervises fire prevention activities and performs the majority of inspections. A limited number of inspections are conducted by two (2) part-time inspectors from the POC ranks.

[SPS 314] requires that all public buildings, places of employment and apartments of three family dwellings and more are inspected twice per year. The city has 411 inspectable properties that fall under this requirement, resulting in a required 822 inspections annually. We use the term at least because this number is for routine inspections and does not include inspections for new properties or occupancy changes. A breakdown of the number of inspectable properties by community is listed in **Table 19**.

Table 19: Number of Inspectable Properties by Community

Community	Number of Properties
City of Waupun	365
Town of Waupun	18
Town of Chester	23
Town of Trenton	5
Total	411

The department also provides education to the public on fire prevention and safety. They conduct events at the schools and daycare centers in town. It should be noted that these activities are also required under [SPS 314]

The Waupun Fire Department is heavily involved in public education and community risk reduction. Some examples of the programs they participate in include fire prevention talks, CPR classes, fire extinguisher education, etc. These activities are also required under [SPS 314].

The ISO also provides credit and evaluation of Fire Prevention activities under the general category of Community Risk Reduction. This is broken down in detail by the categories of Code Enforcement/Inspection. The department received 2.2 of 2.2 possible points for Pre-planning and Inspections, 1.98 of 2 for Public Fire Safety Education, and 1.02 of 1.2 for Fire Investigation programs. The department received 5.2 out of 5.5 possible points in the overall category of Community Risk Reduction, which is excellent!

Overall, the department is doing an excellent job in fire prevention/code enforcement and public education. There are three specific areas though that we will address that provide opportunity to reduce strain on resources.

The State of Wisconsin has a provision in the Administrative Rule [SPS 314], that reduces the number of all required annual inspections from two per year in non-overlapping six-month periods to one per year in non-overlapping 15-month periods by developing a local ordinance. [SPS 314.01(13) (7)], entitled “Local ordinances for reducing the frequency of inspections” spells out that “Where authorized by a local ordinance, a city, village, or town may reduce the inspections required under subdivision 3 to at least once per calendar year, provided the interval between those inspections does not exceed 15 months.” There are several advantages for a municipality to exercise this option. The first advantage is that it avoids the State 2% dues audit requirement of two inspections in non-overlapping six-month periods, which can be burdensome and difficult to meet. This option also allows the city to maintain a two inspection/year cycle if it chooses to, yet allows some flexibility if this is not met to avoid putting 2% dues in jeopardy. As inspection volume grows or there is a change in how inspections are conducted, the City will have flexibility in choosing which buildings need to be inspected twice per year, therefore managing cost and workload.

The second item is regarding adopting a model code and any allowances provided by the state. The State of Wisconsin Fire Code is a min-max code meaning you cannot adopt stricter or less strict requirements. Options available should be reviewed by the fire department and

municipalities and put in place as determined by the municipalities. For example, the option to adopt the International Fire Code (IFC) over NFPA 1. NFPA 1 is the default model code for the state, however the state uses the International Building Code, and the IFC is the companion Fire code, which is more congruent with the building code. There are also provisions for certain permits and fees that should be considered. The advantage of adopting the IFC prevention code is that the chapter and code numbers of the building and fire code are in alignment making them more user friendly for architects , builders and inspectors. This change would need to be adopted by ordinance.

The final recommendation is to update the city ordinances to reflect these changes and put the same ordinances in place in the Townships. The latter is to ensure that there are no technical legal issues preventing the enforcement of the fire prevention codes n the Towns as there currently are no local ordinances in the Towns regarding Fire Prevention.

Recommendations

1. Adopt an ordinance authorizing fire inspections to be performed once per year in non-overlapping 15-month periods.
2. Adopt the International Fire Code as the city’s official Fire Prevention Code
3. Develop and adopt Fire Prevention Ordinances in the surrounding Townships.

IX. Budget

The departments operate under two separate and distinct budgets. Expenditures for personnel stipends and pay are very clearly separated and identified. Apparatus and equipment expenditures, are also well separated and expenditures accounted for according to which department they are assigned. Apparatus and the equipment on them are used in their respective territories, however there is clear crossover with equipment being used in both territories ..

The City Budget is presented in program budget format in the City Document with the programs of the department being, Emergency Management, Administration, Fire Suppression, Fire Prevention, Training and Emergency Medical Services (EMS). These have been condensed down to the general line-item expenditures as a whole for the department in all of the program areas and is presented in **Table 20** along with the expenditures in the same categories for the Community department . The Community Department has two distinct additional expenditure categories that being insurance (insurance for the City is an amalgamated cost and separate budget item) and rent as the shared fire station is the property of the City.

Table 20: Current City Community Fire Budget Comparison

Category	Current City	Current Community
Payroll	\$ 420,912.00	\$ 42,375.00
Office Supplies	\$ 1,100.00	\$ -
Telephone	\$ 2,600.00	\$ -
Utilities	\$ 9,600.00	\$ -
Postage	\$ 450.00	\$ -
Membership Dues	\$ 2,595.00	\$ -
Maint. and Repair	\$ 20,450.00	\$ 12,500.00
Travel/Conferences	\$ 5,290.00	\$ 500.00
Operating Expenses	\$ 59,600.00	\$ 10,600.00
Rent	N/A	\$ 5,400.00
Liability Insurance	\$ 6,458.31	\$ 1,500.00
Workers Compensation	\$ 9,647.56	
Property Insurance	\$ 4,088.00	
Legal	\$ 5,000.00	
Totals	\$ 547,791.00	\$ 72,875

Note: Items highlighted in gray in City budget, but no included in fire department budget.

On reviewing expenditures, personnel cost of wages and benefits constitute the largest budgetary expense, which is usual. City POC wages are three times that of the Community Department, which is expected as there are almost three times the number of personnel assigned to the City Department and the full-time wages of the Chief and Assistant Chief are fully allocated to the City budget. When looking closer at budget categories, it is clear to see that some expenses are shifted to the city budget with the absence of allocation or spending in the areas of office supplies, telephone, postage, membership dues, legal fees and property insurance.. Although smaller budget areas it appears that this overhead is being subsidized through the city budget.

In comparison to the other Municipalities in the area, the City of Waupun ranks lowest in spending per capita for Fire and EMS services according to the most recent survey (2021) conducted by the Wisconsin Public Policy Forum. North Fond du lac ranks the highest followed by Beaver Dam, both of which employ a greater number of full-time staff on duty 24 hours per day along with POC personnel. This is presented in **Table 21**.

Table 21: Municipal Fire EMS Cost Per Capita

Municipality	Net Per Capita Expenditure 2021
Village of North Fond du Lac	\$266
City of Beaver Dam	\$168
Village of Cambellsport	\$164
City of Fox Lake	\$127
City of Ripon	\$116
City of Horicon	\$111
City of Mayville	\$107
City of Columbus	\$48
City of Waupun	\$34

Capital expenditures for the two departments starting in 2019 and projected through 2028 were compiled and are presented in **Table 22** on the following page. **Table 22: Capital Expenditures 2019-2028**

Category			Avg. Yearly Expenditure 2019-2028	Avg. Yearly Expenditure 2019-2028	Avg. Yearly Expenditure 2019-2028
	Community	City	Community	City	Combined
Apparatus and Vehicles	\$ 1,260,700	\$ 2,474,000	\$ 126,070	\$ 247,400	\$ 373,470
Turnout Gear	67,200	129,000	6,720	12,900	19,620
Wildland Protective Gear	10,500	-	1,050	-	1,050
SCBA	84,000	160,000	8,400	16,000	24,400
Extrication Equipment (JAWS)	18,000	13,500	1,800	1,350	3,150
Radios	16,000	44,500	1,600	4,450	6,050
Washer/Extractor	4,000	10,000	400	1,000	1,400
Thermal Imaging Cameras	4,500	10,800	450	1,080	1,530
Gas Detector	4,200	8,400	420	840	1,260
Fire Safety House	-	48,000	-	4,800	4,800
Computers	-	65,000	-	650	650
Fire Extinguisher Training Prop	-	9,500	-	950	950
Total	\$ 1,469,100	\$ 2,972,700	\$ 146,910	\$ 291,420	\$ 438,330

These data tables were originally compiled by the Fire Chief when initial discussions regarding consolidating the two departments were initiated in 2019. The costs were updated in the fire apparatus line item to reflect current prices, which for example in 2019 the Community engine replacement was estimated at \$650,000.00, current price estimate is \$1,200,000 and the City ladder truck was estimated at \$1,500,000 and current price estimate is \$2,200,000. Table 21 also shows that besides apparatus there is also duplication of equipment that could be eliminated with a joint department, such as turnout gear.

On the Community department side capital expenditures exceed their annual operating budget cost. With the steep increase in cost of fire apparatus today this is not surprising. One item not included in either budget is cost for station repairs, which a recent roof replacement was \$180,000, which was fully absorbed by the city. Additionally the cost for the training facility was full covered by the City.

X. Governance and Oversight

As previously stated, there are two separate fire departments that protect the City of Waupun and the surrounding areas. These departments are identified as the Waupun Fire Department and the Waupun Community Fire Department. In 2019 at the annual meeting of the municipalities that make up the Community department district, the Fire Chief was directed to begin looking at how the departments might be consolidated. The issue at the forefront of initiating this discussion was the pending replacement of the Community engine and the cost of doing so. Ironically this issue has become a much greater concern since this discussion was initiated with the rapid rise in apparatus cost. The discussions were put on hold due to the COVID outbreak and have not been taken up again until the initiation of this study.

The Waupun Fire Department is a municipal fire department established by the City of Waupun. Section 4 of the Waupun City Ordinances covers fire department subjects and Section 4.01 clearly recognizes and authorizes the Waupun Fire Department as the City Fire Department. Additional subsections establish details of the organization and authority of the fire chief and department. Sub section 4.07 covers prevention, including the authority of the fire inspector and adoption of fire codes by reference. The Waupun Fire Department is recognized by the State of Wisconsin Department of Safety and Professional Services as a Combination Department (Full Time and Volunteer members) and its Fire Department identification number is FD10180. Section 1.05 (5) establishes that the Police and Fire Commission shall consist of five citizens of the City appointed as provided in § 62.13, Wis. Stats. A Police and Fire Commission is a state statutory requirement for municipalities with a population over 5,000.

A few minor issues were found in the review of this ordinance section. Section 4.02 (1) (Appendix H) *Membership* needs to be updated to reflect the current organization of the department or be less descriptive and authorize the Fire Chief to establish the organization of members. Also, the last sentence requires residency of all members to live within the City of Waupun. This cannot be enforced for full-time employees under State Statute, and we recommend replacing this with the statutory allowance of a 15-mile radius if so desired. Many cities have dropped their residency restriction limits for full time employees to improve recruitment. In addition, in section 4.075 -

CODES ADOPTED, updates are needed on the codes adopted by reference from the former COMM codes to current DSPS administrative rules.

The Waupun Community Fire Department is organized as a Chapter 181 non-stock corporations indicated in the current intergovernmental agreement between the Towns of Chester Trenton and Waupun. Fire Departments in Wisconsin are authorized to organize under WI Chapter 181 as a private non-stock corporation and many smaller older established departments were organized in this manner. On review of this agreement, it appears that the authors attempted to combine articles of incorporation, by-laws and an intergovernmental agreement/contract into one document. To ensure clarification we believe that these should be separate and distinct documents as defined in WI Chapter 181. A Chapter 181 organized department should also be registered with the State of Wisconsin as a corporation, a search of Wisconsin corporate records was done, and no such records were found. The Community Department is recognized by the Wisconsin Department of Safety and Professional Services, which lists the Waupun Community Fire Department as a fully volunteer department. It has a separate identification number of FD20190. The agreement does define budget cost share which is assigned as follows, Towns of Waupun and Chester pay 36.667% and the Town of Trenton has a 26.66% share.

While the document states that the Community Department is organized as a Chapter 181 non-stock corporation, the following items would need to be done to ensure it is established under proper legal guidelines.

1. Articles of incorporation need to be developed and registered with the State of Wisconsin.
2. By-Laws of the corporation need to be developed and agreed upon by the forming municipalities.
3. The intergovernmental agreement needs to be updated and clarified, referencing the two previous documents.
4. Each of the partner municipalities need to adopt an ordinance recognizing the Community Fire Department as the Fire Department for their respective Townships.

These steps and clarification are important for several perspectives. Primarily, official municipal recognition and legal authority, as stated in the Wisconsin Fire Service Handbook , “The official recognition of the fire department either as a municipal agency or via contractual arrangement has broad implications in the areas of financial responsibility and legal liability. Do not make false assumptions regarding protection from civil liability and insurability. The statute provides some protection for "city officials" by directing that the municipality is responsible for the negligence of an employee.”

The only “rules” are those under the past practice of the department that it can have fourteen members. The City Chief is also the Chief of the Community department, and the Community Department has separate apparatus that are to be used for primary response to fires in the townships.

In addition to the issues outlined above for the Community Fire Department, there are several issues with the current two-department structure. Inconsistencies in oversight of department leadership. Under statutory requirements, the Fire Chief for the City of Waupun is subject to the Police and Fire Commission oversight while the Community Department is not. This raises many

potential questions as to what take precedence and whether the two departments can have separate chiefs, operating out of city facilities.

.Regarding general membership in addition to the same legal dilemma listed with the Fire Chief, membership in the Community Department is limited to twelve firefighters and the two Chiefs. This is not sufficient to draw enough POC members particularly during daytime hours. As a result, during daytime and weekends, an all call practice to page all City and Community Department members is being used to generate enough responders for a call.

The practice of apparatus for rural calls only is an inefficient use of costly equipment. A combined fleet would allow the reduction of one engine (pumper) from the “two fleets.” Members of which department are also required to be “city” firefighters and are compensated differently for Community employment vs City employment. The Community Department has a separate budget that accounts for employment cost for the Community Department members, capital cost and maintenance and building rent (of which is very nominal). As well as can be accomplished expenses are accounted for separately but no doubt as outlined in the budget section, some general administrative cost are born exclusively by the City as noted in Table 20 of this report.

We recommend several changes that enable more effective operation of the two departments that could be done under either of these two options.

1. Eliminate two governance structures by establishing a joint department managed through intergovernmental agreement.
2. Develop a contractual relationship between the City and surrounding townships to provide fire department services.

Of the two options, we favor the second alternative because the city department is already established legally and well defined, including current oversight by an established Police & Fire Commission, as required by State Statute.

If a joint department were pursued, an intergovernmental agreement would need to be developed that outlines the joint department and subsequent ordinance development for the three towns and city, reflecting the arrangement and establishing the necessary authorities. This would include the creation of a separate Fire Commission with responsibility for hiring, firing and discipline of department staff and likely a separate board responsible for oversight of the department daily operations.

We recommend the budget for the contractual services be formula based to streamline the budgeting process and establish a fair division of cost. This formula distributes cost based on population (25%), equalized value (50%), and usage (25%). Equalized value under the formula only includes the value of improvements, not land, as fire protection risk is based on buildings and contents. Revenues, which are essentially 2% dues funds from the state of Wisconsin can be subtracted as a whole before applying the formula or applied directly to the individual municipality’s share. Examples of application of the budget to this formula will be further explored in the budget and future options sections.

An advisory board with representatives from the Towns could also be developed, to meet no less than by-annually, to address any issues or concerns for service to their respective communities.

Recommendations

1. Merge the Waupun Community Fire Department with the City of Waupun Fire Department. We believe the best governance model would be to have the City contract for services with the Towns of Waupun, Chester, and Trenton. This would allow a fleet reduction of the Community engine and additional reductions in equipment.
2. Update current City of Waupun ordinance in Section 4. Section 4.02 (1) *Membership* needs to be updated to reflect the current organization of the department or be less descriptive and authorize the Fire Chief to establish the organization of members. The last sentence requires residency of all members to live within the City of Waupun. This cannot be enforced for full-time employees under state statute, and we recommend replacing this with the statutory allowance of a 15-mile radius if so desired.
3. If consolidation and contracting for service is not done, (not recommended) the following will need to be done.
 - a. Establish an intergovernmental agreement between the three-member townships.
 - b. The budgets need to be reviewed to include more of the overhead and expenses being covered by the city to be more equitably shared by the Community Department. Costs must consider current operating budget and long-term capital maintenance costs for facility as well as operating budget. An intergovernmental agreement should be developed outlining the items in particular the cost for the station.
 - c. Each Township will need to update their Town ordinances to reflect the establishment of the department and terms necessary to enact the intergovernmental agreement.
4. The Townships need to adopt Fire Prevention ordinances that mirror that of the city.
5. A larger personnel force should be established for the Community Department Membership. The most logical alternative would be to use the entire force of the City Department, but no less than 18.
6. A larger POC personnel force should be attained for the City Department. A staff of 38 POC members would improve the outcome of a 13 member actual response,

XI. Future Fire Operations and Service Delivery Options

Changes in governance, staffing, resources, resource allocation and financing need to be designed around addressing identified issues and/or meeting key performance goals or indicators (KPI's). The purpose of these KPI's is to establish a desired service level with a specific measurement, to determine if the strategy and resources put in place to meet the desired outcome are successful. The following are PAA's recommendations that should serve as a necessary starting point for developing the strategic goals/performance measures by which to provide the proper governance and future direction for decisions regarding the provision of fire service to the Fire District. These KPI's should be monitored and regularly reported out to the elected officials no less than annually and used to adjust resource allocations for the department.

- The fire apparatus fleet shall meet the ISO FRS grading schedule.
- Apparatus shall be maintained to ensure an availability 95% of the time or greater outside of scheduled routine maintenance.
- Personnel shall maintain the certification level as outlined in WI SPS 330 for the position they are currently assigned.
- Personnel shall be provided with 90% number of hours determined by the Chief) of training and continuing education annually.
- Fire station(s) shall be located to provide a travel time of less than 5 minutes in densely populated areas and 12 minutes in rural areas 80% of the time.
- The staffing model of the department shall assure that four personnel respond with a turnout time of 6 minutes or less from the time of alarm 90% of the time.
- Provide an effective response force of 15 personnel on scene (at structure fires) 90% of the time
- Minimum 6 personnel on scene in 10-minute time 80% of the time
- Minimum 6 personnel on scene in 14 minutes 80% of the time in rural area of district
- Public buildings shall be inspected at least once in non-over-lapping 12-month periods.
- Retention of personnel
- 50% retention of POC Member or greater averaged over 5 years.
- Equitable division of cost with the municipalities served.

Organizational Option 1

We always present status quo as an option if for no other reason than to identify or summarize issues and service gaps. Status quo here means keeping the Community and City Fire Departments separate, with some changes in staffing and continuing with the same provision of Emergency Medical Services.

This option does not require significant change or effort; however, there are some actions that need to be taken regarding governance. The member communities would need to develop and negotiate an intergovernmental agreement and create local ordinances authorizing the joint fire department. In addition, fire prevention ordinances should also be developed in each of the municipalities.

PAA recommends that the Fire Prevention ordinances in the townships and the city include the reduction in fire inspections to one, in non-overlapping 15-month periods as allowed in WI Comm 314.

The number of personnel assigned to the Community Department is inadequate and should be expanded to include at least members of the City Department to ensure adequate numbers of responders. The city should also consider expanding the POC roster to a total of 38 members again to ensure adequate numbers of responders. The number of officers in the department needs to be increased to the captains and three Lieutenants to improve the availability of officers on emergency response and distribute some administrative and support duties to subordinate officers.

The Community Department will be faced with a \$1,200,000 Capital expenditure for a new fire engine within the next year along with other equipment improvements. On the City side, a ladder truck replacement is pending with a price tag of \$2,200,000. Interestingly, the recent ISO survey did not evaluate the departments separately, so all municipalities benefit from the equipment inventory of both departments. The city should include all fire station and training facility maintenance and improvements in the “rent” that is paid by the Community Department as well as ensuring other operating expenses are properly accounted for and charged to the Community Department budget.

Estimated budget Cost/Changes for Option 1 are presented below.

Table 23: Community Department Proposed Option 1 Personnel Cost

Position	No. of Positions	Stipend	Avg. Hourly Pay	Total Position Cost	Total Cost
Fire Chief	1	\$ 3,250	\$ 1,200	\$ 4,450	\$ 4,450
Asst. Chief	1	\$ 1,750	\$ 1,200	\$ 2,950	\$ 2,950
Captain	2	\$ 1,800	\$ 832	\$ 2,632	\$ 5,264
Lieutenant	2	\$ 1,750	\$ 832	\$ 2,582	\$ 5,164
Firefighter	14	\$ 1,650	\$ 832	\$ 2,482	\$ 34,748
				Total	\$ 52,576

Under the “status quo” option for the City Department we recommended additional officers and a pay increase to ensure for fire officers if the added responsibilities for them are enacted. These changes and the cost of doing so are presented in **Table 24**.

Table 24: Proposed Pay and Position Changes City Department

Position	Current Positions	Current City Stipend	Current Total Cost	Proposed Positions	Proposed City Stipend	Proposed Total Cost
Captain	2	\$ 4,303	\$ 8,606	3	\$ 4,518	\$ 13,554
Lieutenant	2	\$ 4,201	\$ 8,402	3	\$ 4,411	\$ 13,233
FF 3 years	24	\$ 3,887	\$ 93,288	22	\$ 3,887	\$ 85,514
FF 2 years	0	\$ 3,743	\$ -	0	\$ 3,743	\$ -
FF 1 year	0	\$ 3,633	\$ -	0	\$ 3,633	\$ -
EMR/FF	2	\$ 6,133	\$ 12,266	2	\$ 7,133	\$ 14,266
EMR	5	\$ 2,500	\$ 12,500	5	\$ 3,500	\$ 17,500
Cadet 1 year	1	\$ 500	\$ -	1	\$ 500	\$ 500
Cadet 2 years	1	\$ 7,500	\$ -	1	\$ 750	\$ 750
Total POC Personnel	37		\$ 135,062			\$ 145,317

Assuming the recommendations provided under option 1, the status quo of operating as two separate departments presents the following advantages and disadvantages.

Advantages

1. The past practice/tradition of a City and Community Department remains in place
2. Less administrative responsibility for City staff.

Disadvantages

- 1, The Community Department municipalities will need to replace their engine
3. The Community Department will have increased operating cost to maintain the current level of service
4. The City and Fire Chief, will have additional administrative burden in cost accounting to ensure operating and capital cost are equitably assigned
5. The Community Department member municipalities will need to develop an intergovernmental agreement and oversight board for the fire department.
6. Continued conflict in employment standards and authority.

Organizational Option 2

The Waupun Community Fire Department and City Department are merged and Community Department townships are provided fire service through contractual service with the City of Waupun. This option would include the personnel changes listed with option 1 for the City Department. The community fire engine would not be replaced and duplicated equipment would be eliminated.

Advantages:

1. Single Fire Chief and all subordinate personnel reporting to one government body. Clarifies authority and responsibilities avoiding potential legal issues in the future.
2. The full membership of both departments is available for response in all municipalities and the cost is equitably shared.
3. Cost savings in eliminating duplicate apparatus and equipment, a cost avoidance of up to \$1,200,000.00 in fire apparatus alone.
4. Eliminates need to establish separate Fire Commission
5. Majority of citizens will not recognize change in the department.
6. Service levels should be improved for the Community Department area.
7. Decrease in workload for Fire Chief as this position currently serves as the treasurer of the Community District

Disadvantages

1. Increase in training hours for current personnel not designated as Community Department members
2. Additional workload for City administration as fiscal agent of combined department.

Our first rationale for the City of Waupun to contract to the townships for service lies with legal recognition and authority. The City department is already established legally and well defined including an established Police and Fire Commission. as it needs to be and moving forward the only legal requirements for the Townships would be to come to a contract for services with the City. If a joint municipal department were the chosen solution an intergovernmental agreement would need to be developed outlining the joint department and subsequent ordinance development for the three towns and city reflecting the arrangement and establishing the necessary authorities.

Wisconsin Statute 62.13 requires a commission for populations serving over 5,000. Currently the City has a joint Police and Fire Commission of which the fire department obviously reports to. Under a joint municipal department, the current Police and Fire Commission of the City would need to be disbanded and a Police Commission only established for the City. A joint Fire Commission of the member municipalities would then need to be established for overseeing employment issues with the fire department.

It should be noted that even under a contractual agreement, the Townships will need to develop an ordinance that states that the City of Waupun Fire Department is the authorized fire department for the Town and establish the authority of the Fire Chief. The Fire Prevention ordinance establishment with the townships should also still be done with the townships.

Operationally, the majority of citizens will not recognize any change in service. Most in the community, other than department members and elected officials know of or recognize that there are technically two separate fire departments. Even when the department is evaluated by the Insurance Service Office (ISO), it is evaluated as one department with all resources of both

departments considered. Without the assets of the City Department, the Community Department area would not realize the favorable 3 rating of the city. What this means financially is the City provided and funded assets, which make up the majority of the two are providing better insurance ratings for the Community department members at no cost to them. An example of this is the ladder truck, it is counted in the overall rating but not shared in expense to all the communities. The ladder truck is not just an asset “counted” in the rating, it is put to work and used in the rural areas for fire and rescue work. This is only one specific example of assets paid only by the City but provides benefit to Community municipalities also. Therefore, it is only reasonable, fair, and efficient to share not only the use, but the cost of these assets.

An advisory board with representatives from the Towns could also be developed, to meet no less than by-annually, to address any issues or concerns for service to their respective communities with the City.

The assets of the Community Department, with the exception of the engine/pumper, would be turned over to the city. The engine and equipment could be sold, and the value directly returned to the towns, unfortunately it is not likely to generate any significant value based on its age.

We recommend the budget for the contractual services be formula based to streamline the budgeting process and establish a fair division of cost. This formula distributes cost based on population (20%), equalized value (50%), and usage (30%). Equalized value under the formula only includes the value of improvements, not land, as fire protection risk is based on buildings and contents. Revenues, which are 2% dues funds from the state of Wisconsin can be subtracted as whole before applying the formula or applied directly to the individual municipality’s share.

The area of greatest budgetary change would be in the area of personnel. Since all members of the City Department would be providing coverage to the Community department area, all members should receive the compensation to do so. The stipend increases were based on the Current Community Department stipend and hourly pay average (see **Table 25**), added to the previously proposed changes to City Stipends. The increase in personnel cost for POC personnel for the Combined Department would be \$77,800.00 annually over the amounts recommended in Option 1.

Table 25: Combined Department POC Personnel

Position	Current Position Count	Current City Stipend	Current City Total	Proposed Combined Stipends	Total
Captain	2	\$ 4,303	\$ 8,606	\$ 6,935	\$ 13,870
Lieutenant	2	\$ 4,201	\$ 8,402	\$ 6,783	\$ 13,566
FF 3 year	25	\$ 3,887	\$ 97,175	\$ 6,369	\$ 159,225
FF 2 year	0	\$ 3,743	\$ -	\$ 6,225	\$ -
FF 1 year	0	\$ 3,633	\$ -	\$ 6,115	\$ -
EMR FF	2	\$ 6,133	\$ 12,266	\$ 8,869	\$ 17,738
EMR	5	\$ 2,500	\$ 12,500	\$ 2,500	\$ 12,500
Cadet 1 year	1	\$ 750	\$ 750	\$ 500	\$ 500
Cadet 2 year	1		\$ -	\$ 100	\$ 100
		Total	\$ 139,699	Total	\$ 217,499

Capital expenses and equipment were also reviewed based on information previously developed when a merger was being considered. This review looked forward to 2028 back to 2016, the cost for fire apparatus were updated to current estimates of 1.2 million for an engine/pumper and 2.2 million for a ladder truck. Through this review we concluded that an estimated \$1,325,900.00 could be saved on apparatus in equipment with a merged department.

Table 26: Capital Expense – Equipment Merged Department

	Community	City	Total Both Departments	Cost Avoidance by Merging	Total Merged
Apparatus and Vehicles	\$ 1,468,100	\$ 2,876,200	\$ 4,344,300	\$ 1,200,000	\$ 3,144,300
Turnout Gear	\$ 67,200	\$ 129,000	\$ 196,200	\$ 67,200	\$ 129,000
Wildland Protective Gear	\$ 10,500	\$ -	\$ 10,500	\$ -	\$ 10,500
SCBA	\$ 84,000	\$ 160,000	\$ 244,000	\$ 42,000	\$ 202,000
Extrication Equipment (JAWS)	\$ 18,000	\$ 13,500	\$ 31,500	\$ -	\$ 31,500
Radios	\$ 16,000	\$ 44,500	\$ 60,500	\$ 8,000	\$ 52,500
Washer/Extractor	\$ 4,000	\$ 10,000	\$ 14,000	\$ -	\$ 14,000
Thermal Imaging Cameras	\$ 4,500	\$ 10,800	\$ 15,300	\$ 4,500	\$ 10,800
Gas Detector	\$ 4,200	\$ 8,400	\$ 12,600	\$ 4,200	\$ 8,400
Fire Safety House	\$ -	\$ 48,000	\$ 48,000	\$ -	\$ 48,000
Computers	\$ -	\$ 6,500	\$ 6,500	\$ -	\$ 6,500
Fire Extinguisher Prop	\$ -	\$ 9,500	\$ 9,500	\$ -	\$ 9,500
Total	\$ 1,676,500	\$ 3,316,400	\$ 4,992,900	\$ 1,325,900	\$ 3,667,000
Annual	\$ 167,650	\$ 331,640	\$ 499,290	\$ 132,590	\$ 366,700

A combined department budget, assuming that all of the measures proposed in option 1 had been put into place to properly maintain the departments separately would provide an overall savings of \$59,400.00 in annual operations. When the 12-year average of Capital expenditures is added, the savings of a combined department are \$192,050.

Table 27: Current/Combined Budget Comparison

Category	Current City	Proposed Community	Combined	Total Separate Departments
Payroll	\$ 438,941	\$ 52,576	\$ 512,875	\$ 491,517
Office Supplies	\$ 1,100	\$ -	\$ 1,100	\$ 1,100
Telephone	\$ 2,600	\$ -	\$ 2,600	\$ 2,600
Utilities	\$ 9,600	\$ -	\$ 9,600	\$ 9,600
Postage	\$ 450	\$ -	\$ 450	\$ 450
Membership Dues	\$ 2,595	\$ -	\$ 2,595	\$ 2,595
Maint. and Repair	\$ 20,450	\$ 12,500	\$ 30,000	\$ 32,950
Travel/Conferences	\$ 5,290	\$ 500	\$ 6,000	\$ 5,790
Operating Expenses	\$ 59,600	\$ 10,600	\$ 70,000	\$ 70,200
Rent	\$ -	\$ 5,400	\$ -	\$ 5,400
Insurance	\$ -	\$ 1,500	\$ -	\$ 1,500
Total	\$ 540,626	\$ 83,076	\$ 635,220	\$ 623,702
With Capital Expenditure Average	\$ 872,026	\$ 250,726	\$ 990,102	\$ 1,182,152

How this cost is shared is another matter of concern. As outlined in section IX, there are operating cost carried by the city not currently shared by the Community Department municipalities. This budget collects all cost of the services delivered so they may be equitably distributed. For example, in the past the City has solely carried major capital expenditures such as the recent roof replacement on the fire station and the training facility. The Community Department certainly has realized the benefit of these expenditures. The most telling case of why all expenditures should be under the same budget and shared is the ISO rating which views all the resources and services residing in and responding from this station as one department. There are several ways this may be done but the current prevalent practice in the state is a cost distribution based on equalized assessed value of improvements, usage (calls for service) and population. Being that fire service is risk based is based on the property protected, the formula should be weighted heavily on this factor. During previous discussion, the cost was divided using a formula that is based on total cost divided by a cost share based on the 50% equalized assessed value of improvements, 25% usage and 25% population. Utilizing this formula, the cost distribution for operational cost for the proposed combined budget is presented in **Table 28**.

Table 28: Combined Department Proposed Cost Distribution

Operating Only	Town of Chester	Town of Trenton	Town of Waupun	City of Waupun
25% of total budget in proportion to municipality's % share of total population	\$ 8,759	\$ 5,248	\$ 17,431	\$ 139,336
50% of total budget in proportion to municipality's share of total equalized value	\$ 37,001	\$ 47,366	\$ 79,707	\$ 177,474
25% of total budget in proportion to municipality's usage %	\$ 17,250	\$ 7,762	\$ 25,875	\$ 119,887
New Funding Model	\$ 63,010	\$ 60,376	\$ 123,013	\$ 436,697

Future Staffing Options

Quite often in our studies when it comes to future staffing, there is an expectation of a specific date as to when certain recommendations should be implemented. To this point all our recommendations and one of the two organizational options presented, should be implemented as soon as possible. Regarding fire staffing, while we do not see an immediate need for change, the need for change is certainly on the near horizon and the data reviewed does show trends indicating this. Rather than setting a specific date, the decision point should be, when the current fire staffing model is no longer meeting the performance expectations of the district. Since on the fire side, there is currently general satisfaction with the department performance level and the city and/or district has not set specific KPI's to maintain, we suggest that current performance levels should set the goal levels to be maintained. An example would be to initiate the first staffing change to implement when KPI's 5-9 show downward trends to missing the goal by 10% or more

The first staffing step would be to provide daytime staffing for one engine company Monday through Friday, 7:00 am to 5:00 pm. All other times would be covered by on-call personnel. This configuration would accomplish two things. It would cover the times of highest demand and relieve pressure on on-call members from frequently having to leave their regular employment and activities. A single engine company can deal with the majority of incidents other than commercial fire alarms and structure fires. Ideally, an engine company should be staffed with four personnel. Being that there are already two full time personnel on duty, it would be reasonable to staff this engine with three personnel, allowing for a four-person company to be assembled on scene and leaving one person to serve as the Incident Commander.

The current cost to add three personnel, with benefits is approximately \$203,075 to \$234,337 annually. Paid leave coverage would also need to be considered and would be best covered by part-time positions. These part time personnel could be drawn from the POC ranks of the Department, or a roster of part-time personnel would need to be developed for this coverage, which would be in the range of approximately 16-25 days per person per year, or an aggregate of 48-75 days. This would be an additional cost of \$11,520-18,000 for a total of approximately \$259,115 to \$270,337 annually.

A second option, similar to, is to provide daytime coverage with full time personnel and provide the balance of weekends with paid on-premise, part-time staff. Paid on premise staff can be drawn

from the on-call membership or be simply part-time employees. They are paid hourly for their time in the station but are limited in weekly hours to less than benefit eligible status. Paid on-call staffing for firefighters is generally in the \$20.00 per hour range (current area avg). The cost of four paid on-premises personnel for remainder of time coverage, which is 48 hours per week, would be 2496 hours per year at approximate cost of 54,000 annually.

The next step of which would cover demand for 10-15 years dependent on maintaining the POC roster, would be to provide 24-hour staffing of one engine company supplemented by on-call personnel. This would require hiring at least twelve personnel to cover rotating 24-hour shifts. The additional total cost for the department would be in the range of \$812,000 to \$ 937,345 in today's dollars. As an option to limit the cost of additional full-time staff, POC staff could be utilized as paid-on-premise staff or Part Time staff used to fill in for paid leave of full-time personnel. If the use of paid on-call/part time staff were not employed in this manner, at least one more additional full-time staff would be needed to cover paid leave along with the use of overtime back-fill for short notice situations such as emergency sick or injury leave.

There is a final option for strengthening fire coverage that includes the integration of EMS service that would require the department to become an ambulance transport agency in lieu of the current contracted service. Details of the provision will be discussed in the next section.

SECTION 3: EMERGENCY MEDICAL SERVICES

I. Background

This section of the report examines the current state of EMS response in Waupun. Although the response area for 911 ambulance service included the surrounding municipalities, the scope of this project was primarily limited to reviewing response data to the City of Waupun considering current demand and service data for the contracted ambulance provider.

Regarding ambulance transport services in Wisconsin, approximately two-thirds of ambulance providers (64%) are owned and operated by a local municipality. Twenty-six percent (26%) are owned by a private, non-profit organization. The remaining 10% are for-profit ambulance services in the business of providing ambulance transport, which is the category the current transport provider, Lifestar, fits into. Regionally, of the six providers in Fond du lac County, five are municipally owned (4 fire department based and one municipal "third service"). Two of the municipal services are full time career and the remainder combination departments. In Dodge County, there are 14 EMS provider districts, half of the Waupun District which is covered by Lifestar along with the Columbus area. The balance are provided by municipal based transport services eight of which are affiliated with the fire department and the remainder municipal third service.

II. Service Description

The Waupun fire department has been providing services as Emergency Medical Responders (EMRs) since January 2022. This service was added to supplement that contracted ambulance service, which over time has experienced higher levels of service failures within the community. The primary service area for Waupun Fire & Rescue Department First Responders includes the City of Waupun. EMRs provide immediate lifesaving care for critical patients who access the emergency medical services system. EMRs have the knowledge and skills necessary to provide immediate lifesaving interventions while waiting for additional, higher level EMS resources and transport capability to arrive. Upon arrival of an ambulance, they also help with patient care and patient movement. This capability was the driving force behind developing this EMR service in the city and especially in situations when ambulances assigned to the City of Waupun were not available and mutual aid ambulances would be coming from out of the area causing delays. In addition, the fire department was being asked more frequently by the ambulance service to help with care and patient movement. The fire department also responds to all vehicle accidents with injuries and the additional medical training and equipment is especially useful when responding to these types of incidents. Currently EMRs respond to all 911 medical calls in the City of Waupun. Providing EMR response is a best practice for an EMS system for the reasons just described. Given the importance of early care, their ability and availability to respond, and their training, most full-time fire departments in the state provide this same service.

Waupun Fire Department currently has fourteen personnel trained and licensed to function as EMRs. In addition, six of those licensed and affiliated with Waupun Fire Department are also trained and licensed at the EMT-Basic, Advanced EMT, or Paramedic level. They are not able to function at that level as part of Waupun Fire Department, because Waupun Fire Department is not licensed at a higher level as a service. To ensure response, 3 EMR's are designated to be on call during evening hours and daytime hours. The designated shift call times are 9:00 p.m. to 5:00 a.m. on weekdays and 9:00 p.m. Friday to 9:00 p.m. on Sunday. For responses at all other time periods, an all-call page is sent.

Because of limited data retrospectively and because data collection has improved more recently, the focus was on the period of July 2022 through June of 2023. During this period, the department responded to 633 EMS incidents with an average of 1.7 per day or just over twelve per week.

Table 29: Percentage of Incidents with Two or More EMR’s Responding

July 2022 - June 2023	EMS Incidents	Calls with 2 or more EMR's	No EMR Response
July	49	94%	1
August	51	88%	2
September	46	88%	3
October	40	79%	2
November	42	70%	2
December	64	72%	10
January	48	83%	0
February	46	77%	3
March	48	75%	4
April	48	81%	5
May	78	69%	4
June	73	69%	3
Total	633		

Table 30: Percentage of Incidents with Two or More EMR’s Responding

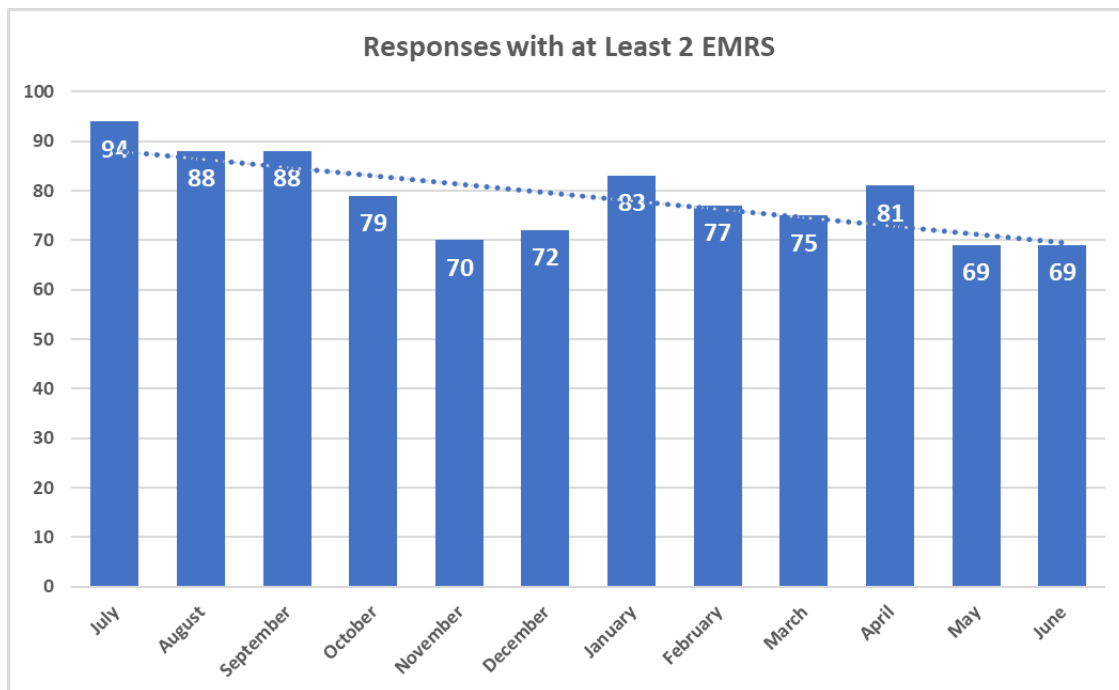


Table 30 shows the percentage of incidents that have two or more EMR’s responding, the average for the year was 79% with the last two months of the period at 69%. The number of calls with two or more EMR’s is trending downward, which is a concern. In addition, there were thirty-nine incidents with no EMR response. These occurrences were in all time periods of the day and days of the week.

Table 31 shows the percentage of calls by time of day, from 7:00 am to 7:00 pm (0700-1900) and 7:00pm to 7:00 am (1900-0700),

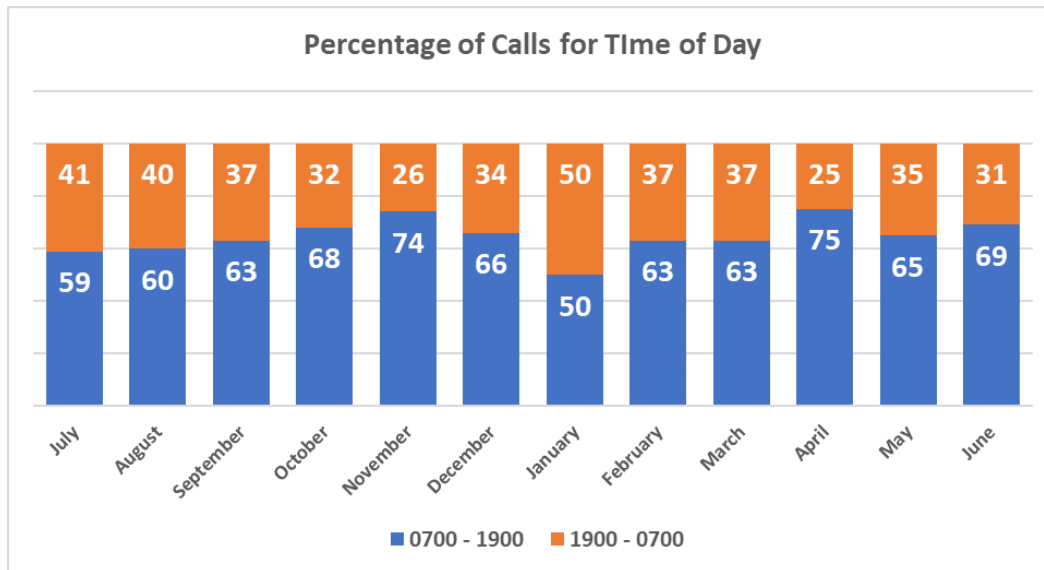
Table 31: Percentage of Incidents with Two or More EMR’s Responding

July 2022-June 2023	Calls 0700-1900	Calls 1900-0700
July	59%	41%
August	60%	40%
September	63%	37%
October	68%	33%
November	74%	26%
December	66%	34%
January	50%	50%
February	63%	37%
March	63%	38%
April	75%	25%
May	65%	35%
June	69%	31%

On average the busiest period is during the day, 0700-1900, which is not surprising as it is the period when most people are more active.

The ambulance transport portion of the System is provided by a private contractor Lifestar Ambulance Service. Currently, the City of Waupun has an agreement with Lifestar Ambulance and utilizes them as their EMT-Paramedic transport and 911 service, Fond du lac County has designated EMS districts of which Lifestar is the designated provider for Waupun and several surrounding municipalities. (See Appendix B) Lifestar also has a response area in Dodge County including the southern half of the City, and the townships immediately to the south, there is no formal agreement or subsidy provided in the Dodge County section of the service area. Lifestar has been providing ambulance service in Waupun since 2012. This service is provided at an annual cost of \$66,000.00. A subsidy from Fond du Lac County of \$40,957 is provided to the district, with the balance divided among the Towns served on a per capita basis. The City of Waupun serves as the fiscal agent for processing the subsidy. According to Lifestar, they staff two 24-hour ambulance crews in Waupun. The agreement allows for one ambulance to be at AEMT level and the other required at the paramedic level. There seems to be some disagreement as to the actual staffing and ambulance availability in Waupun. Crews are assigned to their primary response area, however, if a response area has no available ambulance for whatever reason, a crew from another area may move closer to cover any subsequent call request. This will happen a few times per week according to Lifestar.

Table 32: Percentage of Calls for Time of Day



A review of the agreement between the City and Lifestar was conducted along with information provided by Lifestar and information gained from interviews. The relationship between Lifestar management and the City has been less than acceptable from a City standpoint. The crux of the issues is a lack of communication. For example, when the City notified Lifestar of its desire to discontinue the contract for renewal this past year, there was no response from Lifestar and the contract went to auto renewal per the agreement. The City does not believe that Lifestar is committing two ambulances to 911 service as is outlined in the contract and uses these resources to also provide inter-facility transports. Growing evidence with calls logged with no ambulance available and mutual aid requested. These two issues are at the forefront of the dissatisfaction in service provided.

The City has also requested on numerous occasions that Lifestar develop formal mutual aid requirements with neighboring services and it has not done so. According to the Fire Chief they, Lifestar believe this is covered under the Fond du lac County ambulance Policy, which if it were true this does not include the Dodge County service area. This is an unusual stance by Lifestar on this matter and is interrelated to the above listed contract issues regarding assurance of 911 ambulance availability.

According to data received from Waupun Fire Department, which was recorded soon after Waupun began providing first response to EMS calls with Emergency Medical Responders, Waupun has an EMR first on scene on average about one-third of the time. In those cases, the wait time for a transport ambulance and higher level of care is about 2 minutes on average. Because most of the time, (2/3 of responses) Lifestar arrives on scene prior to first responders, it makes sense that the wait time for most calls is minimal and when viewed in the context of patient overall outcomes, is insignificant. During the same time frame, the need for Lifestar to request outside mutual aid for a response due to having no ambulances available is about 3 percent overall. These mutual aid resources could be coming from Fond du Lac, Beaver Dam, or another outside area

with some delay. During this same 15-month time frame, Waupun first responders were unable to make about thirty-nine calls as well. If both issues occur at the same time by random chance, there is a chance that a significant delay in care could occur and if the situation were a legitimate time-sensitive, life-threatening event, a bad outcome could be expected.

In exploring limitations of the current service and trends experienced by the industry, the question of how to provide a reliable level of service must be evaluated. A natural question is should the City of Waupun explore providing ambulance service in some capacity primarily to the City of Waupun and potentially to surrounding areas by agreement as way to ensure long-term sustainability of emergency response.

Currently, the Waupun Fire Department has 15 EMR positions. There are 14 of the 15 authorized EMR positions filled and two of the EMR's (not including Chief Officers) are cross trained as firefighters and counted in the firefighter roster. Of that complete list, the following are the numbers of those with an EMS license with the State of Wisconsin and the level at which they are licensed. The current number of personnel with the licensure level to staff an ambulance (EMT or greater) is low in the context of providing ambulance service.

- 8 – EMRs
- 2 – EMT Bs
- 3 – AEMTs
- 1 – Paramedic

Another personnel item to address is the pay stipend of EMR staff. We recommend an increase from \$1,500 to \$2,500 per year. The call volume is significantly higher for EMS calls over fire calls although training and support hours are less. This stipend amount puts POC EMR staff closer in line with POC firefighter positions.

III. Service Demand

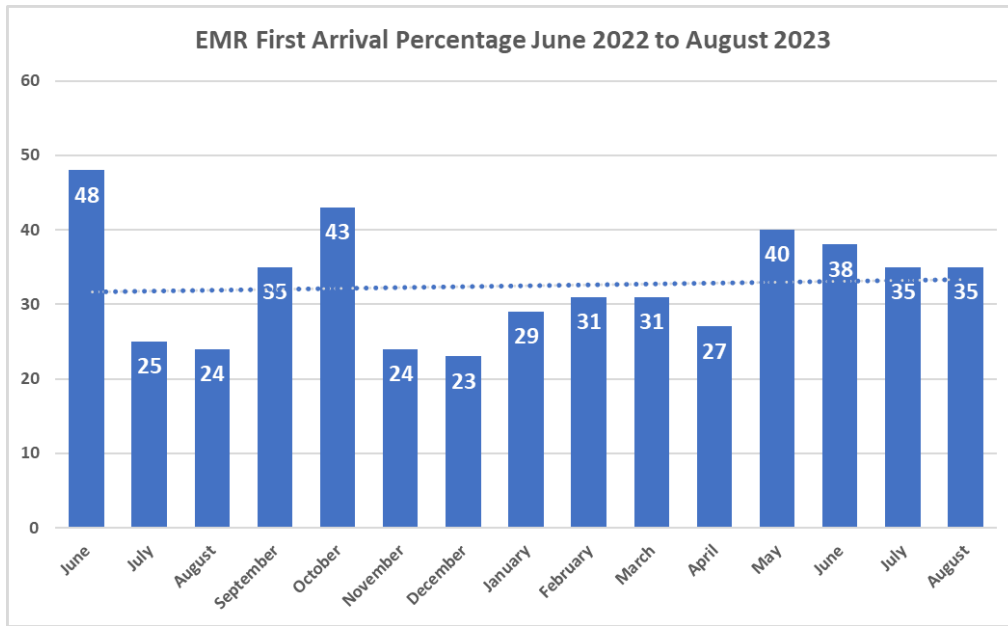
In 2022, Waupun responded to 506 EMS related calls in their current response area as EMRs. In 2023, they have responded to 600 EMS requests. These service requests are consistently distributed over all times of the day and over days of the week with very minor fluctuations. This is consistent with the random time distribution across days and times of day that are illustrated in the fire call distribution listed previously in the fire call analysis. EMS response capability operating a transport ambulance would need to be the same or greater than the EMR response readiness.

According to data received from Waupun Fire Department, which was being recorded soon after Waupun began providing first response to EMS calls with Emergency Medical Responders, (EMRs) Waupun has an EMR first on scene on average, about one-third of the time. In those cases, the wait time for a transport ambulance and higher level of care is about two minutes on average. Because most of the time, (2/3 of responses) Lifestar arrives on scene prior to first responders, it makes sense that the wait time for most calls is minimal and when viewed in the context of patient

overall outcomes, is insignificant. The overall data of EMR vs Lifestar arrival is presented in **Table 33**.

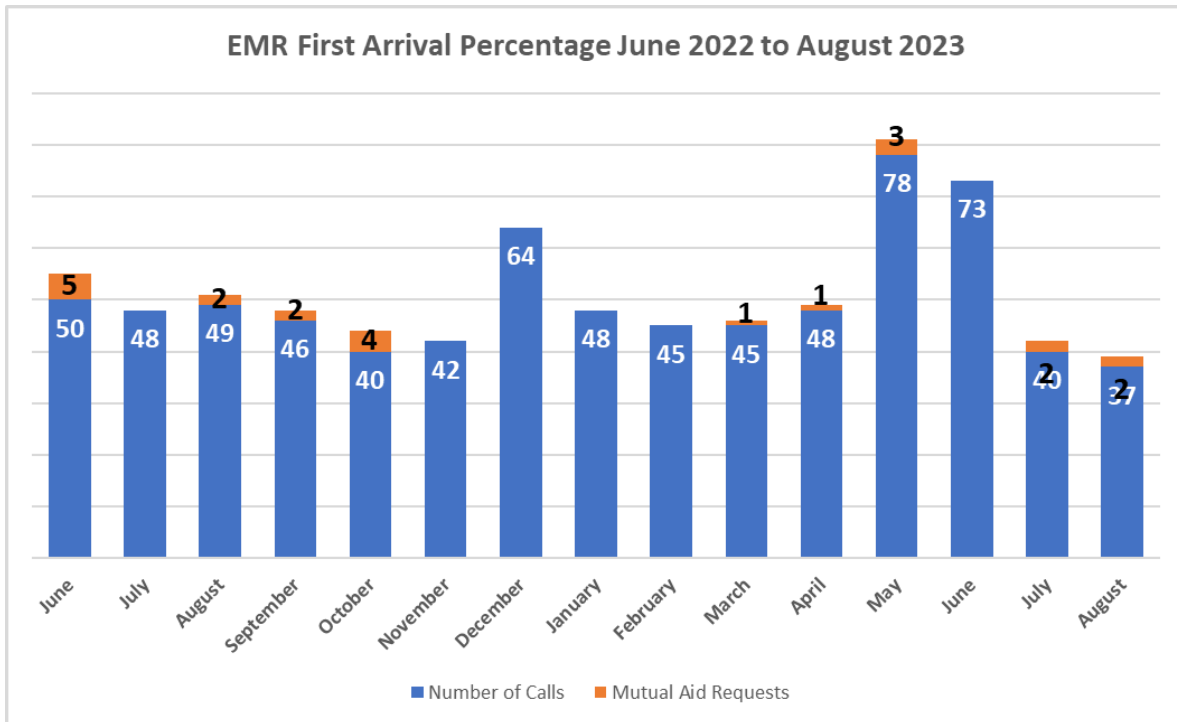
It also needs to be noted that during the time of the development of this report, the frequency of which Lifestar delays and the inability to provide an ambulance for 911 calls in the district has increased to almost a weekly occurrence. In interviews and survey data, this is a concern among Citizens, City leaders and department members. Although Lifestar reports that they have two ambulances staffed in Waupun, they did not say they were solely dedicated to 911 or pre-hospital service.

Table 33: Percentage EMR First Arrivals



During the same time frame, the need for Lifestar to request outside mutual aid for a response due to having no ambulances available is about 3 percent overall (note this is within the City of Waupun only and does not include other instances within the district.) These mutual aid resources could be coming from Fond du Lac, Beaver Dam, or another outside area with some delay. As a practice, it appears Lifestar attempts to use its own system resources that being ambulances from Columbus or West Bend, before engaging mutual aid from other providers. During this same 15-month time frame, it appears that Waupun first responders were unable to make about 41 calls as well. If both issues occur at the same time by random chance, there is a chance that a significant delay in care could occur and if the situation were a legitimate time-sensitive, life-threatening event, a bad outcome could be expected. The data for Lifestar request for mutual aid in the City of Waupun are presented in **Table 34**.

Table 34: Number of Calls and Number of Mutual Aid Requests by Lifestar



Generally, the EMS service being provided at the cost it is being provided is a good system that just needs to be maintained for quality and nurtured for quality maintenance and improvements where possible. Communication between the working parts of the system needs to be robust, transparent, and meaningful.

Communication between the City and Lifestar has been less than satisfactory to do so. Everyone genuinely wants to do the best they can to provide service. If the difficulty of recruiting and maintaining skilled volunteers who can respond during the times needed continues to increase and if the overall demand for EMS services increases, the inability to respond in a timeframe and skill level expected by the public will become more and more strained. This does not appear to be the case in the present time, but trends would indicate that volunteerism and EMS resources in general are declining and, in a time, when the population is aging and are more likely to need medical care. In an interview with the operator of Lifestar ambulance, they assured that two ambulances were scheduled at Waupun, one paramedic level, and one could be at the AEMT level. In times when both ambulances are busy, an ambulance would be shifted from Columbus toward Waupun to hedge against another call request. Our assumption is that it happens the other way as well. This system status management approach can help, but in our professional opinion is a bit of a game of chance and is also difficult on crews that need to be shifted around even though they may not actually be on a response. We do understand, though, why it is done this way. According to Lifestar, this is done a few times during the week. In discussions with Lifestar leadership, Lifestar was asked about performance data from them regarding City of Waupun and a copy of the agreement between Lifestar and City of Waupun to allow them to prove their case and compare notes. To date, nothing has been received, even after a follow up email requesting those items. In

our discussions with the City of Waupun, this is typical of the breakdown in communications they experience with Lifestar.

There was some concern that Lifestar availability would be impacted by City of Fond du Lac's decision to not do non-emergency transfers, The answer was that they have not been impacted by that decision, and had, in fact, "drawn a line in the sand" about taking those calls, because Lifestar has felt they were being asked to take the less than desirable calls in that area when Fond du Lac did not want to do them for whatever reason. The actual story there is difficult to determine. It does seem, however, that North Fond du Lac has absorbed many of those inter-facility and non-emergency transports. This would support the premise that Lifestar has not really been impacted by City of Fond du Lac's decision.

In the Community survey conducted, the majority, 70.69%, responded that they believe an ambulance should respond within 8 minutes. NFPA 1710 (which is for career staffed stations) is the only published national standard for EMS, which list a response time total of five minutes (one minute for turnout time from the station and four minutes travel time. Other EMS sources list an initial response goal of five minutes for Basic Life Support (BLS) which can be provided by EMR's and eight minutes for an ALS unit. This response time is based on the life threatening events of cardiac or respiratory arrest that require intervention in under five minutes for a reasonable chance of survival. The importance of this is outlined in the CPR Facts and Statistics fact sheet by the American Heart Associational "If bystander CPR is not provided, a sudden cardiac arrest victim's chances of survival fall 7 percent to 10 percent for every minute of delay until defibrillation. Few attempts at resuscitation are successful if CPR and defibrillation are not provided within minutes of collapse." While all EMS calls do not present this level of acuity, the system none the less needs to be designed to deliver service at this level when the time need arises.

IV. Emergency Medical Response Options

EMS Response Option #1 - Status Quo with Improvements

The first option is to continue to operate with Lifestar as the responding transport ambulance and work closer together to monitor staffing and availability in the City of Waupun. The fire department can continue to recruit and train personnel and increase their certification levels and capability in anticipation of making a change to response in the future to address growing demand and potential decreasing capability and reliability seen with the current private service. The only cost in doing this is the cost of recruiting and training personnel and renegotiating a contract with Lifestar that has increased expectations and checks and balances for performance as a 911 ambulance provider. The current contract does have performance levels that are set below the communities expectations. Perhaps higher performance standards and more harsher economic penalties could be implemented to ensure the desired service levels. An unknown that really exist is, what would Lifestar's cost be if they truly provided two dedicated ambulances to 911 service only. As part of this option a revised contract and Request for Proposal to meet this service level expectation would need to be presented to and responded by Lifestar.

Advantages:

1. No additional expenses beyond negotiated fees for service with Lifestar.
2. No unintended system service gaps.
3. Focus on recruitment and training of FD EMS personnel for future.
4. Improved inter-agency relationships.
5. Higher trained First Responders

Disadvantages:

1. Does not add transport capacity to the system.
2. Does not have a defined solution to ambulance response time delays and availability.
3. Minimal to no local control over ambulance provider.

EMS Response Option #2 – Create a Back Up or Day-Staffed Basic Life Support (BLS/AEMT) Ambulance

This option would require that Waupun Fire Department become licensed as a transport ambulance service with only back up responsibility within the current agreement with Lifestar. Lifestar would continue to have the position as primary 911 response ambulance for the current area. This is the status quo model for primary response with a BLS ambulance staffed with EMT's as part of the Waupun Fire Department for times when the primary response ambulance is not available. This option would rely on getting an operation plan approved by the State of Wisconsin and a license to become a provider. The State rules only allow a provider license to 24/7 providers for 911 service. This option would require a petition to the State of Wisconsin for an exception to the rules (which they have become increasingly flexible due to coverage issues) or to work with Lifestar to become an asset working under their provider license. This would also rely on staff being able to respond much as they do with EMR response but as an ambulance provider. This option can be tailored in many ways in cooperation with Lifestar ambulance and have each other's response capacity and expectations put together in a public/private partnership that fills the exact coverage gaps currently being experienced.

The city has already purchased two ambulances through grant opportunities at no direct cost to the city and has stocked them with supplies and equipment to the State of Wisconsin standards in order that they can be licensed as basic EMT level ambulances. This is a significant expense that has been avoided by doing so and the Fire Department and City leadership should be commended for leveraging these funding opportunities to make this added service level a reasonable option.

Advantages:

1. Added system care and transport capacity.
2. Better coverage of delayed or unavailable ambulances.
3. Higher trained first responders.
4. Better working relationship with Lifestar.
5. Steppingstone toward the future service level increase.
6. Maintained paramedic coverage for the area.
7. Additional Cross trained firefighter personnel available during daytime hours
8. Two Ambulances have already been secured by the city through grant funding.

Disadvantages:

1. Added administrative work as ambulance provider.
2. Added expense to pay for on duty staff.
3. Coverage and response obligations both during the day and 24/7 or
4. Negotiate an agreement for supplemental daytime coverage with Lifestar and petition the state to approve the plan.
5. Lower licensure level of ambulance staff.
6. Limited call opportunity to generate revenue.

An estimated cost for this option is presented in the following table. The first cost would be to hire four full-time personnel and staff an ambulance 12 hours per day seven days per week. The personnel would work rotating 12-hour shift schedule, two twelve-hour days on followed by two days off. The estimated presented personnel cost is based on prevailing wages in the area for Firefighter EMT’s along with the benefit cost of other City of Waupun employees. A Public private partnership could be explored and presented to the state to provide only daytime back up coverage. This option is presented since 65 percent of the calls occur during this time period and it would have the greatest impact. This is the busiest time of day and is often the time period when no ambulance is available. Adding a backup ambulance during this time period would move towards improving the outlined issues of waiting for ambulances from other communities to respond. The cost for providing this service option is presented in **Table 35**.

Table 35: Service Costs

Basic EMT Ambulance 7 Days a Week 0700-1900		Estimated Revenue	
2 Firefighter EMT w/ Family Health Insurance	\$ 163,435	Fees (48 @ 540)	\$ 25,920
2 Firefighter EMT w/ Single Health Insurance	\$ 135,384	Subsidy Fdl. County	\$ 47,000
Firefighter EMT Part Time for Weekend	\$ 7,210	Total	\$ 72,920
Firefighter EMT Part Time for PTO	\$ 20,829		
Operating Cost	\$ 22,000		
	\$ 348,858	Net Cost	\$ 275,938
City Population	11,151	City Per Capita	\$ 24.75

As outlined in the disadvantages, implementing this option would add significant cost with slight increase in revenue since this ambulance would not transport patients often, as its primary role would be EMR and back up unit. What cannot be overlooked, however, is the added value of cross trained firefighter EMT’s being available during daytime hours. When not engaged in EMS calls these two personnel combined with current full-time day staff would provide the immediate fire response of four personnel during weekday hours. This by no means would allow for any reduction in the numbers and reliance on the current POC fire response but would improve response and initial operations. Initial actions such as establishing a water supply, protecting exposed buildings

or ladder rescue could be carried out. Implementing this option would require a referendum to allow the expenditure to increase.

An additional view of this option needs to be taken regarding fire staffing and how this may partner with improving that need as outlined in section two. This aligns with the future staffing option of adding three firefighters to staff an engine company during daytime hours presented on page 45. It would certainly be sensible to utilize fire personnel standing by to also fill the need for a back up ambulance.

EMS Response Option #3 - Paramedic Primary Response

This option proposes completely taking over 911 ambulance service for the City of Waupun and the Waupun area EMS district in Fond du Lac and Dodge Counties.

This service level would involve placing one ambulance in service 24 hours a day seven-days a week at the paramedic level. As a startup service, the State would allow the ambulance to be staffed with one Firefighter Paramedic and one Firefighter EMT at least at the Basic level. To achieve this coverage six personnel would need to be hired working a rotating 24-hour shift schedule. There are several options for this schedule from 24 hours on 48 hours off to 48 hours on 96 hours off schedule. All of the schedule options provide for an average 56 hour per week schedule. Firefighters operate under different Fair Labor Standards Act (FLSA) rules and do not incur overtime until reaching a 53-hour workweek. This is one of the advantages of cross training firefighters to provide EMS service.

We also would recommend that a second ambulance be staffed at the EMT Basic level seven days per week. Two sub options are presented regarding the EMT Basic Ambulance, Option 3A is staffing this ambulance 12 hours a day seven days a week and Option 3B, 24 hours per day. Option 3A requires an additional four full time staff working 12-hour days and Option 3B would require an additional six firefighter/EMT's that would work a rotating 24-hour shift as well.

To prepare a net cost model, the revenue for the district needs to be estimated. Without specific numbers from current billing information, and without being able to perform a retrospective study of those numbers from having provided the service over time, it is difficult to determine a precise revenue stream. Another factor is "payer mix" which is a breakdown of the types of ways people pay for service. Why this is important is that for those who would be using the service, what source would be used to pay for it? The only payer likely to pay the actual established full charge for services are those patients that have commercial health insurance. For patients transported that are on Medicare and Medicaid, only the allowed and approved rates charged, which for Medicare can be as low as 40% of the established rate and even less for Medicaid which is closer to 25% and includes a mandatory write off of the balance. Private pay would include people paying the cost for services out of pocket. The only information given to us to establish an estimate is reported to be from the local hospital. We had a payer mix estimate from 2021, 2022, and YTD 2023 of April. The number for 2023 seemed to be inaccurate with commercial insurance at 45.3% when the previous two years were less than 25% of that number. It is highly unlikely that a change so significant would occur in that time frame with no reasonable explanation. So, the payer mix estimate was established by averaging the 2021 and the 2022 numbers which were all reasonable

values year over year. It was not clear what specifically was used to establish this number from 2021 and 2022 source. This Payer mix data is presented in **Table 37**.

Table 36: Payer Mix

Payer Source	% Mix Estimate
Medicare	34.3
Medicaid	28.3
Commercial	10.5
Self-Pay	17.3
Other	9.6

Between mandatory write-offs with Medicare and Medicaid and non-payment of balances or complete bills in other categories, most EMS services report an actual cash received amount to be close to 50% of actual billing. An example is the neighboring North Fond du lac department that is projecting to bill \$1,320,000 and receive 646,800 this past year with a similar payer mix. This billing was for 750 to 800 911-calls and an additional 400 to 500 emergent and inter-facility transports. This equates to an average of \$517 per transport.

Based on these and returns from other departments that we have studied we estimated revenues conservatively and they are presented in table

This net revenue estimate includes mandatory right offs, uncollectable and cost for a billing collection service and is presented in **Table 37**.

Table 37: Estimated Transport Revenues

EMS Transport Call Type	2020	2021	2022
911 Calls	612	874	685
Correction Facilities	377	258	281
Care Facilities	188	253	361
Total all 911 & Pre-Hospital Calls	1,177	1,385	1,327
No Transport	355	224	176
Total all 911 & Pre-Hospital Transports	822	1,161	1,151
Estimated Revenue @ \$510 per transport avg. all calls in District	\$ 419,220	\$ 592,110	\$ 587,010

The budget and revenue model above shows response to 911 calls an all-prehospital call. Pre-hospital transports are differentiated in that they did not go through the 911 system and were direct calls to Lifestar. These would be calls from skilled nursing facilities and the correctional facilities for example. We should note this does not include any inter-facility transports from the hospital or return trips from the hospital to care facilities. We are not proposing or recommending this area of service at this time as with this staffing model it would recreate some of the same issues that

have led to dissatisfaction with the service provided by Lifestar. The cost of providing this service model under staffing option 3A is presented in **Table 38** and 3B in **Table 39**. A breakdown or detail of the additional operating cost is listed in **Table 40**.

Table 38: Staffing Option 3A 24/7 Paramedic Transport 911 Other Pre-Hospital

3 Paramedics w/ Family Health Insurance	\$ 283,144	Estimated Revenue	
3 EMT's w/ Single Health Insurance	\$ 203,076	Fees (1,151@\$510)	\$ 587,010
Paramedic OT for PTO	\$ 25,138		
Firefighter EMT Part-time for PTO	\$ 21,630	Subsidy Fdl. County	\$ 47,000
Total Paramedic Unit	\$ 532,989		
Operating Cost	\$ 77,659	Total	\$ 634,010
Basic EMT Ambulance 7 Days Week 0700-1700 hrs a day	\$ 312,438		
Total	\$ 896,412	Net Cost	\$ 262,402
District Population	17,994	District Per Capita Cost	\$ 14.58

As previously stated, option 3 A involves staffing one ambulance at the Paramedic level 24 hours per day and a second EMT Basic ambulance 12 hours per day 7 days per week to cover peek time. The EMT ambulance could also be put into service by POC staff in the off-evening hours, but there is no guarantee that the current level of EMS POC staff would be able to meet this demand.

Table 39: Staffing Option 3B 24/7 Paramedic Transport 911 Other Pre-Hospital

3 Paramedics w/Family Health Insurance	\$283,144.39	Estimated Revenue	
3 EMT's w/ single health	\$203,075.87	Fees (1,151@\$510)	\$ 587,010
Paramedic OT for PTO	\$25,138.08		
Firefighter EMT Part time for PTO	\$21,630.24	Subsidy Fdl. County	\$47,000.00
Total Paramedic unit	\$532,988.58		
Operating Cost	\$77,659.00	Total	\$634,010.00
Basic EMT Ambulance 7 Days Week 0700-0700 24 hrs. a day	\$477,704.75		
Total	\$1,061,678.98	Net Cost	\$317,598.98
District Population	17994	District Per Capita Cost	\$17.65

Table 40: EMS Ambulance Operating Budget

Office Supplies	\$ 750
Telephone	\$ 1,200
Membership Dues	\$ 1,200
Vechicle Maint. & Repair	\$ 20,000
Fuel	\$ 18,000
EMS Equipment Maint. & Repair	\$ 6,500
EMS Supplies	\$ 24,000
Uniforms	\$ 4,000
Training	\$ 2,200
Estimated Budget	\$ 77,850

This system of EMT's and Paramedics is proposed for several reasons. The first is the employment market for Firefighter/Paramedic personnel is extremely tight at this time and many services and fire departments are struggling to fill positions. Firefighter EMTs are more readily available and the likelihood of filling these positions is greater. The secondary reason is this is a more cost-efficient system, not very significant but none the less does have lower cost.

To make this system effective we would recommend that as calls are dispatched under the medical priority dispatch system, the appropriate service level ambulance is dispatched. The Medical & Fire Priority Dispatch Systems use a series of scripted questions designed to gather specific information to determine a priority response level. Calls are coded A- E depending on the patients' medical status as determined by the questions with codes A-B being non-life threatening conditions and C-E with E being the most serious, being life threatening or potentially life threatening and requiring advance level EMS response. The Basic EMT unit would be dispatched first to A and B level calls and the Paramedic unit to C-E calls. In the event of a second call the available ambulance would respond regardless of call code level. This system, when used best assures the proper care level response is sent and best utilized.

As stated in EMS option 2, these personnel would also be cross trained as firefighters and when not responding to EMS calls be available for initial fire response, supplementing the POC fire response force. While this option increases the availability of full-time for staff to four 24 hours per day, again this would not be sufficient for the fire protection needs of the community. The goal is an effective response force of at least 15 personnel in 10 minutes time on scene in the developed portions of the response area. This would move the department towards assuring this goal is met more during daytime weekday hours as well as weekends.

This would be the highest level of ambulance service. The expectation at this level would be to provide paramedic level care for the City of Waupun. Providing care at this level was the predominant expectation of citizens in the community survey and is the current level of care provided by Lifestar.

The largest area of concern for implementation of this type of system is the transition into being fully capable of responding and providing care as a sole provider of paramedic level response. Upfront costs and system build time are significant. Design and development of a system and administrative infrastructure will take time, money, and expertise to accomplish. Gaps in coverage during transition are a concern and would depend on the perception of the current ALS provider. Solid communication and collaboration between all involved parties such as hospital, first responders, medical direction, local government, and the public is critical to success.

Implementation would require personnel to be hired and put into place at least six weeks prior to service implementation. During this period training and orientation to the policies and SOG's of the department as well as EMS protocols would take place. This training would also involve familiarization with the area and surrounding public safety partners, with this being an ongoing effort.

Even though this option includes generating significant revenue from patient transports, this revenue would not begin to be significantly received in the first 90 to 120 days of providing service. This would create the need to have additional start- up funding to ensure sufficient operating cash flow.

We have estimated these costs, and they are presented in **Tables 41 and 42**.

Table 41: Start Up Budget

3 Paramedics w/Family Health Insurance	\$ 29,063
3 EMT's w/Single Health Insurance	\$ 23,432
6 EMT's w/Family Health Insurance	\$ 64,076
Operating Cost	\$ 19,463
Total	\$ 136,034

Table 42: First 90 Days Operating Costs

3 Paramedics w/Family Health Insurance	\$ 58,127
3 EMT's w/Single Health Insurance	\$ 46,864
6 EMT's w/Family Health Insurance	\$ 64,076
Operating Cost	\$ 19,463
Total	\$ 188,529

Advantages:

1. Improves availability of Ambulances for 911 calls
2. Highest level of Medical Care.
3. Full local control of system.
4. Highest Revenue stream.
5. Cross trained as fire personnel to staff fire response.
6. Decreased response times for both fire and EMS.
7. Improved availability and reliability
8. Cross-trained responders.
9. Two Ambulances have already been secured by the city through grant funding.
10. Less costly to implement and sustain than option 2.

Disadvantages:

1. More costly than current system
2. Added administrative work as ambulance provider.
3. Competition for trained responders.
4. Increased Recruitment and retention challenges.
5. Increased training and education challenge
6. To ensure two ambulances are in service at all times a third ambulance would be needed for instances of maintenance and repair.

An estimate of the cost distributed to the municipalities in the Waupun EMS district is provided in **Table 43**.

Table 43: Cost Per Capita Distribution of Net Operating Cost

Municipality	Current Population	Cost Share Option 3A \$9.04 Per Capita	Cost Share Option 3B \$18.85 Per Capita
City of Waupun	11,151	\$ 100,805	\$ 210,196
Town of Waupun	1,378	\$ 12,457	\$ 25,975
Town of Trenton 60%	727	\$ 6,568	\$ 13,696
Town of Chester	670	\$ 6,057	\$ 12,630
Village of Brandon	879	\$ 7,946	\$ 16,569
Town of Alto	1,065	\$ 9,628	\$ 20,075
Town of Springvale 45%	305	\$ 2,754	\$ 5,743
Town of Oakfield	678	\$ 6,129	\$ 12,780
Village of Oakfield	1,061	\$ 9,597	\$ 20,000

At first glance with the overall budget it appears to be a very steep increase in cost, however when one takes a broad look at the net cost distributed, the majority of the municipalities have a cost share of under \$15,000.00. Among the list of advantages listed above, the most important one is the control and improvement in service quality and reliability.

In regard to the City of Waupun, either option 3A or 3B provided an increase in full time fire staffing and availability for less cost than fire only. As we estimated in section two Future Options, the additional total cost for the department would be in the range of \$812,000 to \$ 937,345 to provide four personnel in the station 24/7. By unitizing dual role Firefighter EMT's and paramedics also providing EMS response and transport, this level of fire service can be provided at an estimated cost of \$210,196 or approximately 23% of the cost of providing this staffing with fire service and EMS response without ambulance transport. This appears to be too good to be true, but it is due to the generation of revenue through EMS transport covering a majority of the cost. This is among several reasons why the fire service is a desirable choice for providing EMS transport.

The International Association of Fire Chiefs (IAFC) in their support statement for fire based EMS states the following: "EMS is an essential component of the services provided by the fire service in the United States. The American fire service is strategically and geographically well positioned to deliver time critical response and effective patient care rapidly. As such, the fire service has become the first-line medical responder for critical illnesses and injuries in almost every community in the United States. Many fire departments in many communities strive to achieve response time consensus standards established through the National Fire Protection Association (NFPA) of four minutes for basic life support and eight minutes for advanced life support. Of the 200 most populated communities, 97 percent have the fire service delivering pre-hospital emergency medical service response.¹ Additionally, the fire service provides critical advanced life support (ALS) response and care in 90 percent of the 30 most populated United States cities and counties." The provision of Fire based EMS is obviously very common across the country and locally as the neighboring Cities of, Fon du lac, Village of North Fon du lac and Beaver Dam employ this model and consequently citizens enjoy a high rate of satisfaction with the level of service provided.

In addition to the economic efficiency and control of service quality, fire service-based EMS also provides the following added values:

- Continuity of patient care between first responders and ambulance personnel who are part of the same organization.
- Continuity of administration
- Continuity of the same medical training
- Continuity of the same medical equipment
- Continuity of Standardized Operating Procedures
- Continuity of Medical Direction
- Unity of Command
- Ability to deliver medical care while performing specialized rescue in such cases as auto extrication, marine rescue,

The question often arises, can the same personnel satisfy the demand of both fire and EMS response. In addition to the evidence of many fire departments choosing and retaining this option, this service option analytically can be explained using the concept of unit hour utilization. Unit hour utilization or UHU is the percentage of time per hour that an emergency unit (ambulance, engine etc.) is engaged in response on average per hour in a 24-hour period. This is determined by taking the average time on calls, multiplied by the number of calls, divided by then number of unit hours per unit. A full year of 24-hour coverage is 8760 hours. There are varying degrees of what is considered a good unit hour utilization number (UHU). The average UHU in urban system is in the range of 25% to 35%

Assuming an average time on calls of 50 minutes and the volume of 1700 EMS calls, the UHU for the EMS units would be 0.16172. Stated in another way, the amount of time that ambulances would be engaged in calls would be 1416.667 hours out of the 8760 hours in a year. This leaves the availability of staff for fire calls at 85 % of the remaining time. When UHU reaches 25% or greater, availability begins to be affected. This is not to say there could not be overlapping fire and EMS calls, but the probability and number of occurrences in a given year are relatively low with this call volume and staffing model.

It should also be noted that although the added full-time staff will aid in getting at least one **fire** company on scene in a shorter period of time, this staffing is not enough for more complex incidents and the need to retain and utilize the POC force will not diminish. A typical structure fire incident requires 15 personnel to safely and effectively mitigate. The initial response staff can begin actions such as performing ladder rescue, establishing a water supply, placing and readying hose lines on the exterior of the building ladder rescues, all actions that will amplify the effectiveness of the POC force on their arrival.

A recent example of a community with a similar situation that implemented a similar solution is the City of Fort Atkinson, Wisconsin. The fire department had four full time and 39 paid on call members protecting the city for fire and EMS (population 12,579) and an EMS district of 18,000. They were facing strain on their POC force and the inability of the private EMS service covering the area meeting demand and expectations. The city went to referendum, which was approved and added 12 full time positions to the fire department and took over EMS ambulance transport for the

district. Very similar situations other than Fort Atkinson, had placed a Basic Life Support ambulance into service as a back up to the private EMS provider before taking this step. The Fire Chief at the time Daryl Rausch was quoted when proposing this change of service, “The EMS provider is overwhelmed,” Rausch said. “They’ve provided one dedicated 911 ambulance and another that could be used for 911, and when those units are busy, they call the fire department to take the overflow.” The referendum passed, and service was implemented in 2023.

V. Grant opportunities

There are two grant opportunities that could significantly reduce the start-up cost and initial operations cost.

The first opportunity is called the SAFER grant. The Staffing for Adequate Fire and Emergency Response Grants (SAFER) was created to provide funding directly to fire departments and volunteer firefighter to help them increase or maintain the number of trained, "front line" firefighters available in their communities. These grants are available through the Department of Homeland Security (DHS), Federal Emergency Management Agency’s (FEMA) and they focus on enhancing the safety of the public and firefighters with respect to fire and fire-related hazards.

These grants cover 100% of the cost of new positions for a three-year period. The current rules for this program do not require any local funding match as all cost are covered by the grant. These are competitive grants and being that this is a regional effort, would receive a higher likelihood of success. With the difficulty in recruiting even full-time firefighter paramedics, the SAFER grant proposed would be to recruit and train the new full-time personnel. If the City were successful in procuring this grant, providing ambulance transport would at some point, provide a positive revenue stream. This is because the grant would cover the greatest cost, personnel, during the three years of the grant period. We would suggest that any net revenues would be put into a reserve fund, to cover future capital expenditures and potentially “smoothing” of future operational cost increases.

The second grant opportunity involves the recently passed State budget. An innovation fund was included in Wisconsin Act 12 to provide incentives for municipalities to provide services on a regional basis. A plan must project savings of at least 10% of the cost to provide the service by the consolidation. Final rules and explanations have yet to be distributed, but under the project goals listed we believe there are certainly possibilities for funding of both the fire and EMS options. With the fire department consolidation there will certainly be a saving of 10% in the area of capital equipment (fire apparatus replacement cost). In regard to EMS, the model could show the cost of the Waupun solely developing and paying for service, vs the cost of providing it on a regional basis to the Waupun EMS District. A potential use of these funds would be for fire apparatus replacement under the fire department consolidation and for EMS to potentially fund the start-up cost of providing EMS transport and facility needs. These suggestions are speculative as the final rules, and how these funds may be used, have yet to be released.

SECTION 4: INTERVIEWS AND SURVEYS

This section is a summary of the results of two surveys and interviews that were conducted. The information was gathered for two purposes, the first was to provide background information and guidance to the consultant team. The second purpose is to provide information to City and Fire Department leadership on the opinions and views of community stakeholders, citizens and fire department members on the issues of this study. The detailed results of these interviews and surveys are located in the report appendixes.

I. Citizen Survey

A survey was conducted and opened to the public for input on opinions on Fire and Emergency Medical Services in the City.

Two hundred-thirty-three respondents participated with 84.35% being from the City of Waupun and the balance from the Community Department municipalities. The results of this survey may be found in Appendix C. The purpose of this survey was to gauge satisfaction with current service levels, response time expectations and willingness to pay for increases in service levels. Most of the respondents understood the departments to be a combination of full-time and paid on call members and that emergency ambulance service is provided by a private contracted service. More than 90% of respondents agreed that these services are very important.

Fifty-one percent of respondents believe that fire response should be 5-8 minutes and 33% believe it should be 8-10 minutes. Collectively then, 89% believe the response should be less than 10 minutes. Regarding EMS, the expectations for performance were higher. Seventy-one percent of respondents believe that the response should be 5-8 minutes and 20.69% believe it should be 8-10 minutes. So overall a response time of 8 minutes or less is expected by just under 92% of respondents. 59.2 % of respondents expected the level of care to be advanced or at the paramedic level. Respondents are satisfied and confident with the services provided. 81.55% of respondents indicated that would be willing to pay additional taxes to improve the staffing levels of the fire department. Comments received were mostly regarding concerns about maintaining adequate staffing levels, several dissatisfied with the current ambulance service provider as well as many positive comments about the members of the fire department and the service provided. Several acknowledged the lack of volunteerism today and concern for the future.

II. Department Survey

The twenty-five members participated in the department survey and the full results and analysis can be found in Appendix D. Two questions were asked regarding time commitment to the department for response and training, 76% reported the time for training and support activities within the time commitment they expected, 8% reported it to be greater than expected but within their ability to meet demand, with 12% reporting greater than expected and difficulty meeting the

demand for training. Regarding emergency response, 92% report the demand to be within their expectations while 8% reported it to be greater than expected and difficult to meet the demand.

Availability to respond was asked in the survey, in fire response, eight members report being available from 7:00 to 5:00 on weekdays. 13 or 100% of the respondents of this question reported being available from 6:00 PM to 6:00 AM on weeknights. Ten personnel reported being available on weekends, both day and evenings equally. Regarding response times, respondents agree that weekdays and weekends do not have as good response times as weeknights. For fire response 100% of respondents agreed it was adequate on weeknights, but weekdays fell to 55% and weekend days to 60%-65%. Regarding the ability to generate an effective response force of ten or more personnel in these same time periods the results followed a similar pattern with weekdays being an issue and weeknights having the most likelihood of accomplishing this goal.

Similar questions were asked and directed to the emergency medical responders (EMR's) of the department regarding EMS response. Not surprisingly the results were similar, respondents agree that weekdays and weekends do not have as good of response times as weeknights. For fire response 100% of respondents agreed it was adequate on weeknights, but weekdays fell to 58% and weekends to 66.7%-75%. It should be noted that weeknights have designated people on call. EMR's reported the same percentages for the time periods regarding the ability to muster adequate staffing for EMS calls.

Sixty percent of Department members report being satisfied or very satisfied with the department and an additional 20% reporting a neutral opinion. Of concern is that 20% report dissatisfaction with the department currently. Seven members provided comments as to why they currently have this view. The introduction of providing EMR service, the unknowns of future EMS involvement and not sure of the department's future direction were common themes. Another comment was made that members need to be held more accountable in regard to participation in training and response with the department, this comment was also found in some statements in the community survey.

III. Interviews

Elected officials and community stakeholders were interviewed, and the detailed results of these interviews can be found in Appendix E. The following questions were asked of each community leader as part of this process.

- 1) What do you believe are the issues that prompted this study to take place?
- 2) Are there any issues or problems regarding the Waupun Fire Department that concern you?
- 3) In your opinion, what response time goals should the Waupun Fire Department have for fire calls? Lifestar EMS calls?
- 4) How do you measure the success of the Waupun Fire and EMR services to the communities that they serve (other performance indicators)?
- 5) Are you aware of any current recruitment and /or retention issues for the Waupun Fire Department?

- 6) Are there any unique barriers in the Waupun area that you believe affect either Fire or EMR performance?
- 7) What key stakeholders do you believe should be engaged in this study to ensure its ultimate success?
- 8) What are other things that you want the consultants to know about the Waupun area Fire and EMR services that we might not have covered in previous questions?

IV. Department Interviews

A cross section of twelve department members were interviewed and asked the following questions. An Outline of the results of these interviews can be found in Appendix F.

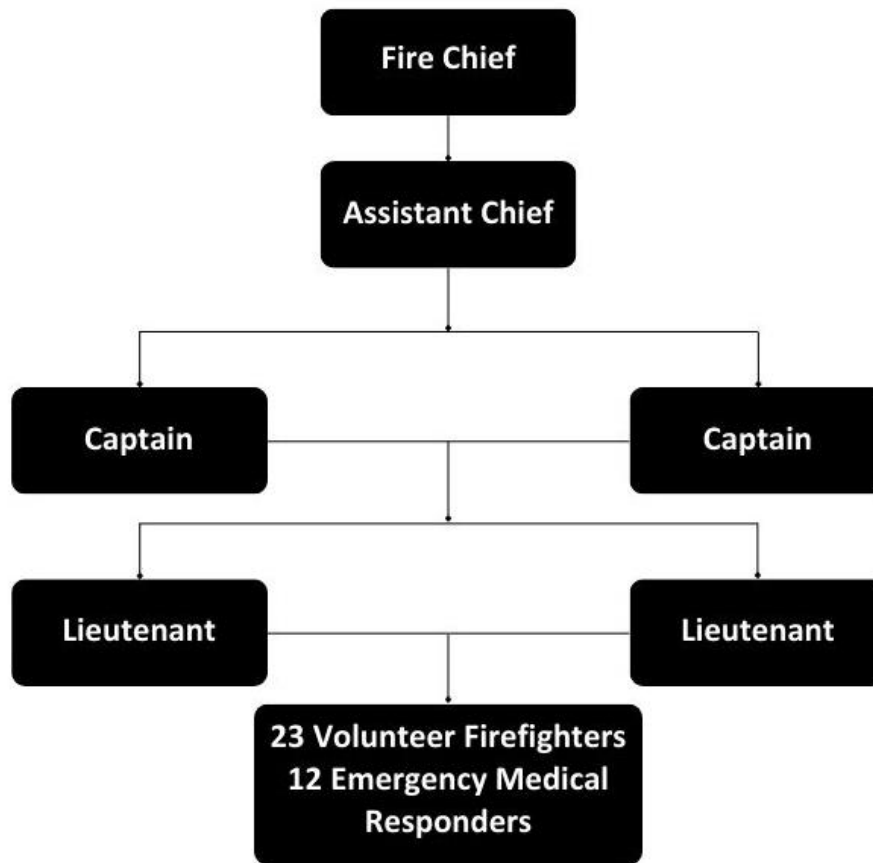
- 1) What are the challenges for the department in the next five to ten years?
- 2) Do you think the staffing and staffing model of the department is adequate to meet the community's needs?
- 3) How many members Paid on Call usually respond on a fire page?
- 4) How long does it take to get a POC fire company enroute?
- 5) Do you think the current nighttime company shift calls for minor incidents (CO, med assist. etc.) could be expanded to 24 hours a day and/or include more types of calls, if so what types of calls?
- 6) How many minutes does it take to get a Paid-on Call (POC) company enroute from the station?
- 7) **For EMR's only** How many members Paid on Call usually respond on an EMS page 5a) Does Lifestar Ambulance have an acceptable response time?
- 8) How long does it take to get a Paid-on Call staffed company assembled and enroute for fire call?
- 9) Do you think the current model of a separate City and Rural Fire Department is necessary and efficient?
- 10) Do you see any problems merging the City and Rural Fire Department?
- 11) Do you think that the current station is adequate for the Department's needs?
- 12) Do you think that the Department's apparatus and equipment is adequate to meet the community's needs?
- 13) How do you think the Department is doing with recruitment?
- 14) How do you think the Department is doing with retention?
- 15) How do you feel about the possibility of the Fire Department providing Emergency Medical Ambulance transport services?
- 16) Could you commit to Paid on Premise or more designated On Call Time, if so, how much per week?

The overall purpose of the interviews and surveys was to gather information and opinions on the services provided, how they are provided, how well they are provided, and what the community and department members' expectations are. Perceived gaps can then be identified, and potential solutions/options developed to solve the gaps in expectation verses actual outcome. The information gathered is referenced in the appropriate sections of the report, but a high-level synopsis is provided in the following paragraph.

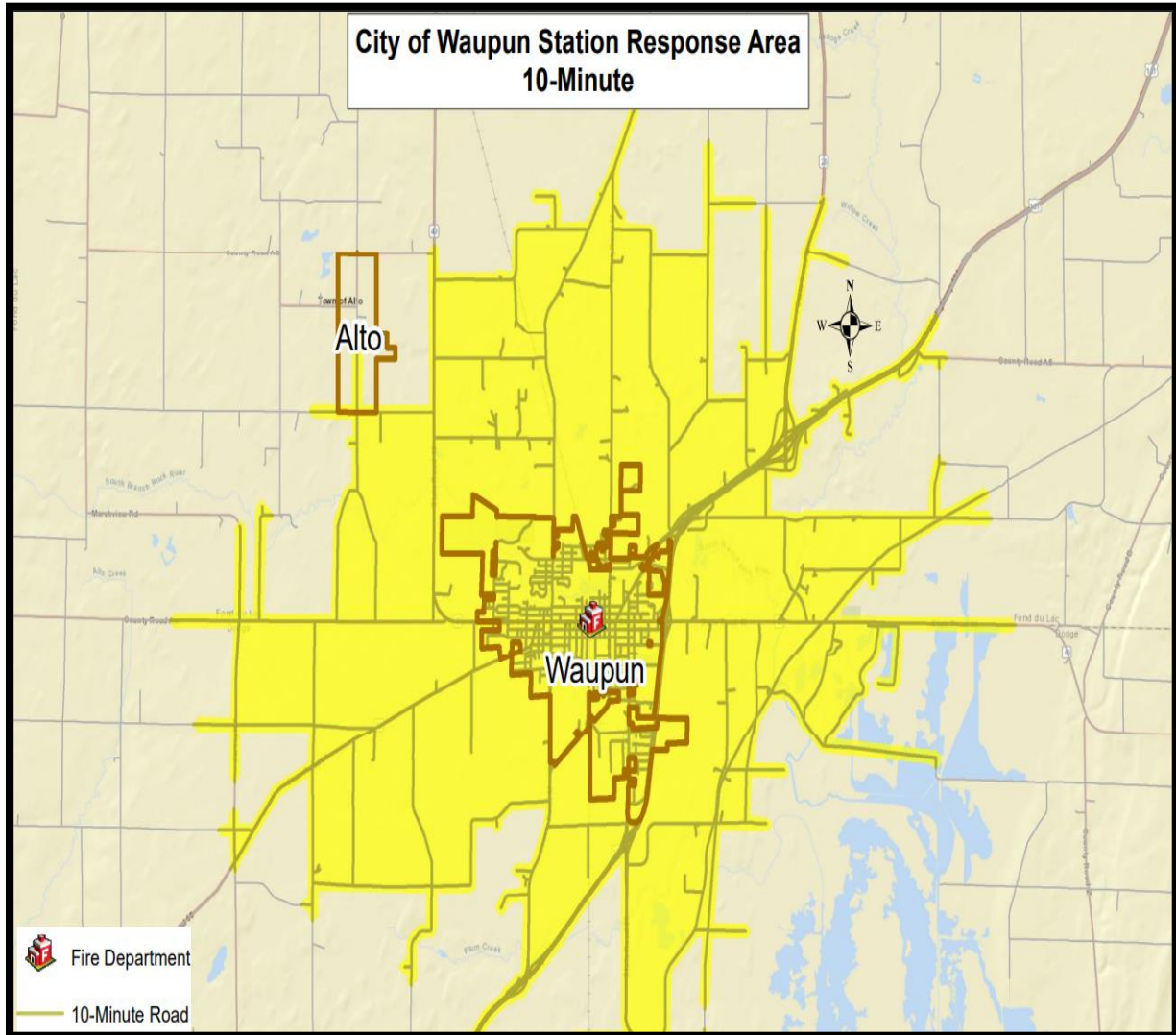
In summary, the community holds fire and emergency medical response as very important. There are concerns in both the community and within the department in regard to providing adequate response in a timely manner particularly during weekday hours. These concerns are connected to the ability to recruit and retain Paid on Call staff (volunteers), and all are aware that there are challenges now and in the future in this regard. The majority expectations for fire response are ten minutes or less and eight minutes or less for EMS response. This is key information as the design and delivery of these services needs a performance goal to be designed to deliver. The community goals are very much in alignment with national standards. There is some dissatisfaction in the community with the current EMS ambulance provider. A majority of fire department members believe the department should provide this service. Department members are concerned with staffing and recruitment of members is their number one concern. There are obvious concerns with change and may or may not be occurring in the fore department. These concerns need to note and two way communication between Municipal Leadership Department Leadership and Department members will be crucial to the success of any changes implemented to improve service levels. One hundred percent of Paid on Call members interviewed report that they are at their maximum for time commitment to the department.

APPENDIX A - Current Department Organizational Chart

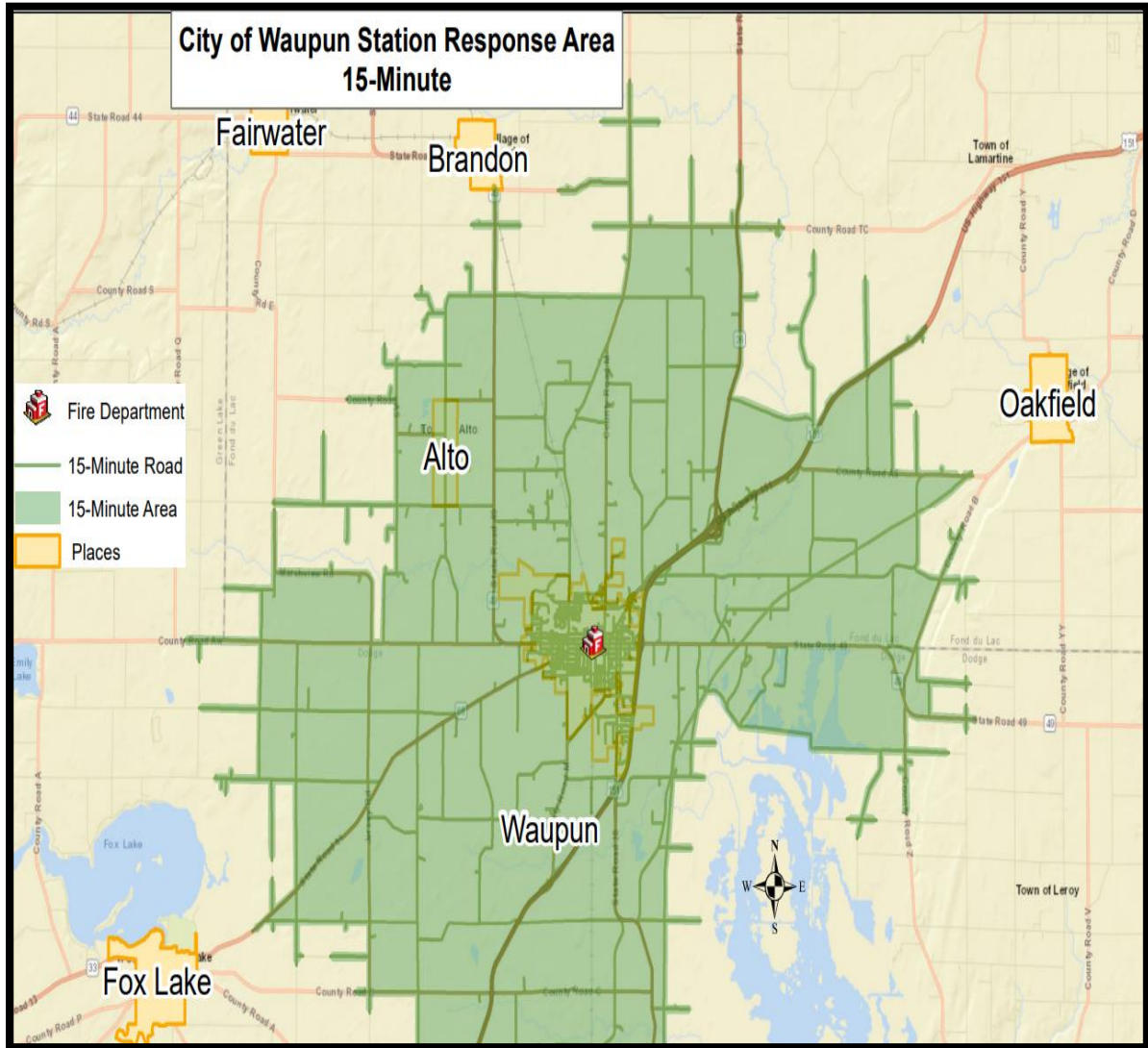
WAUPUN FIRE DEPARTMENT ORGANIZATIONAL CHART



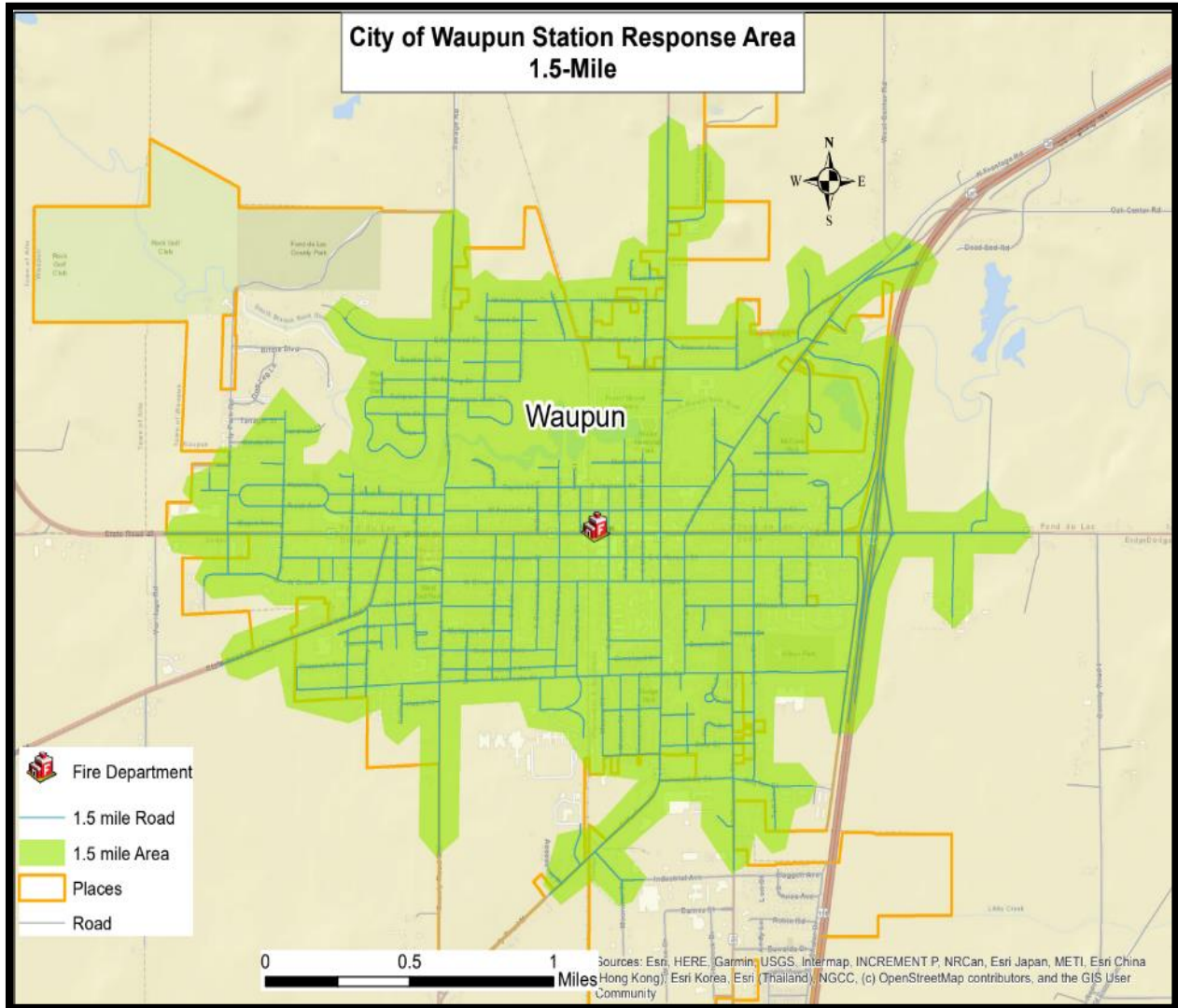
10 MINUTE RESPONSE TIME MAP



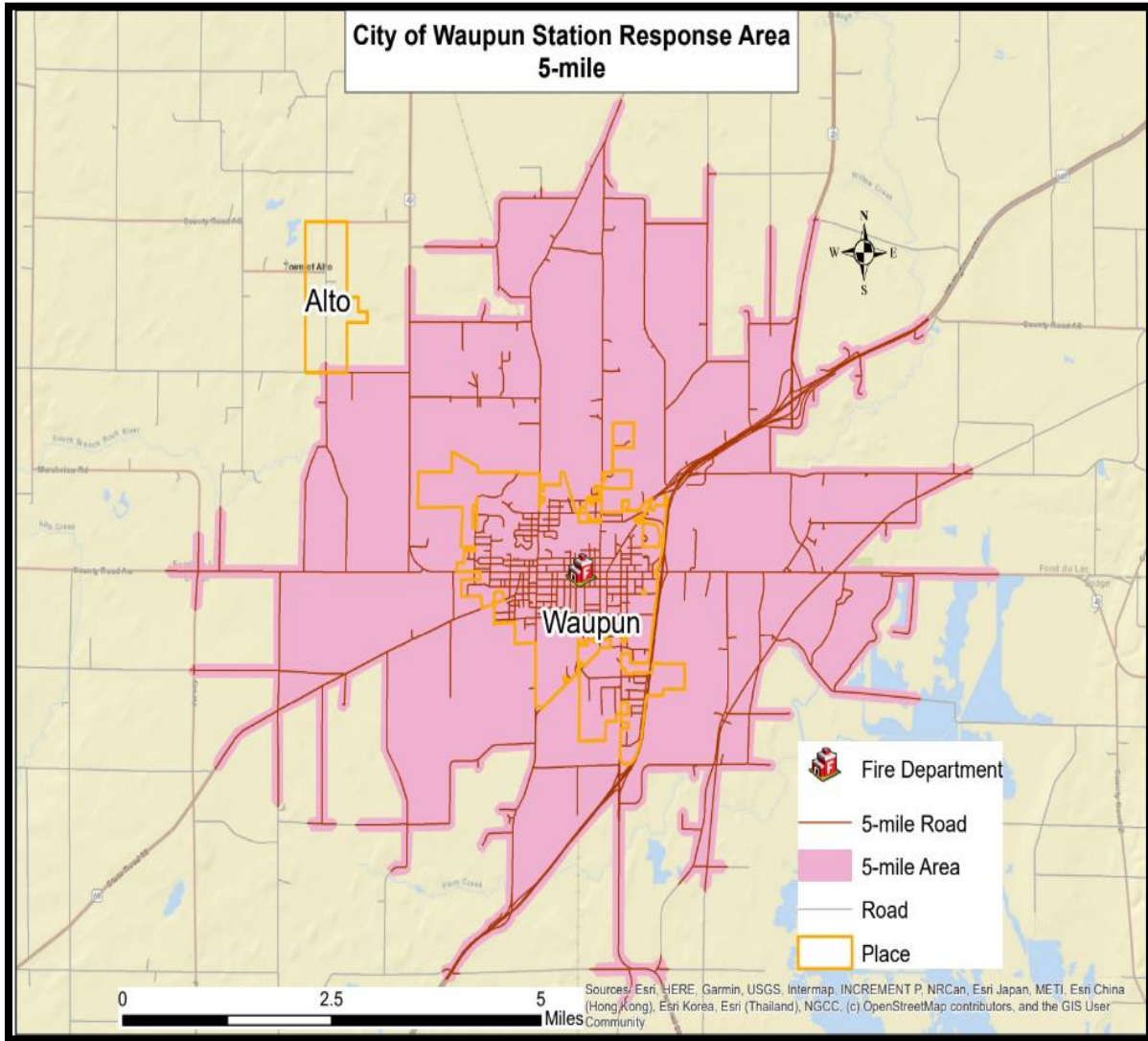
15 MINUTE RESPONSE TIME MAP



1.5 MILE RESPONSE AREA MAP

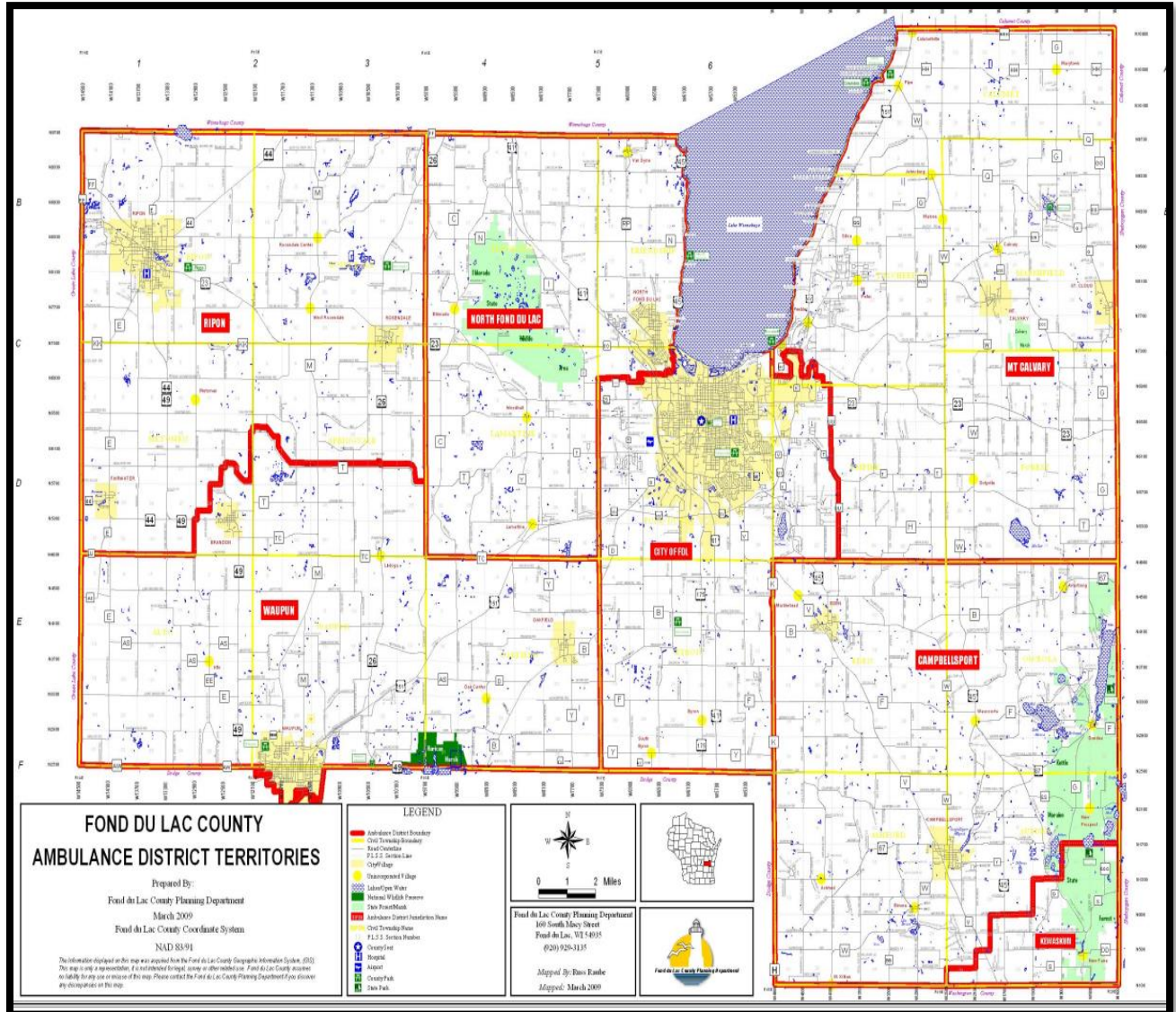


5 MILE RESPONSE AREA MAP

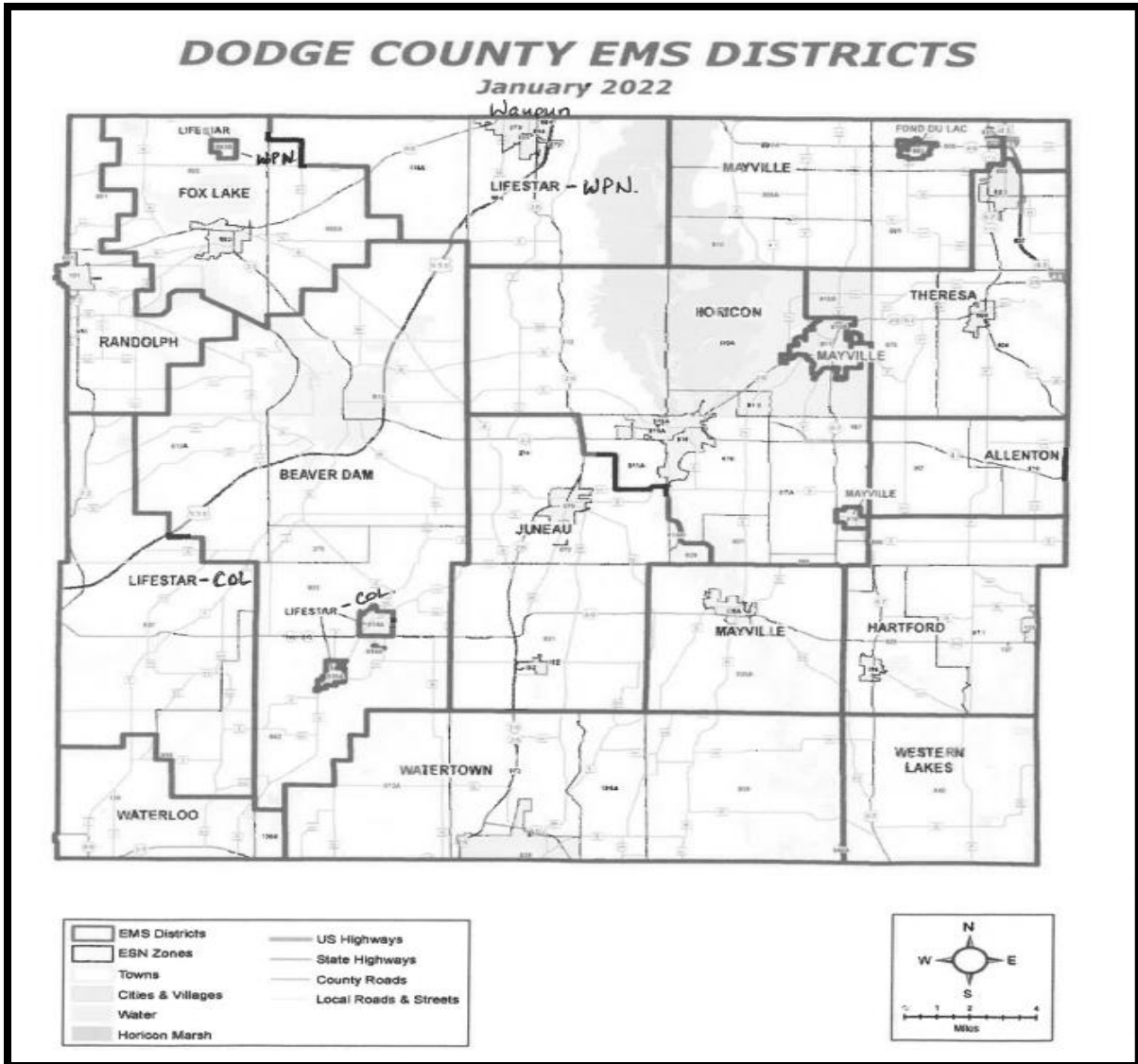


APPENDIX C – Ambulance Districts

FOND DU LAC COUNTY

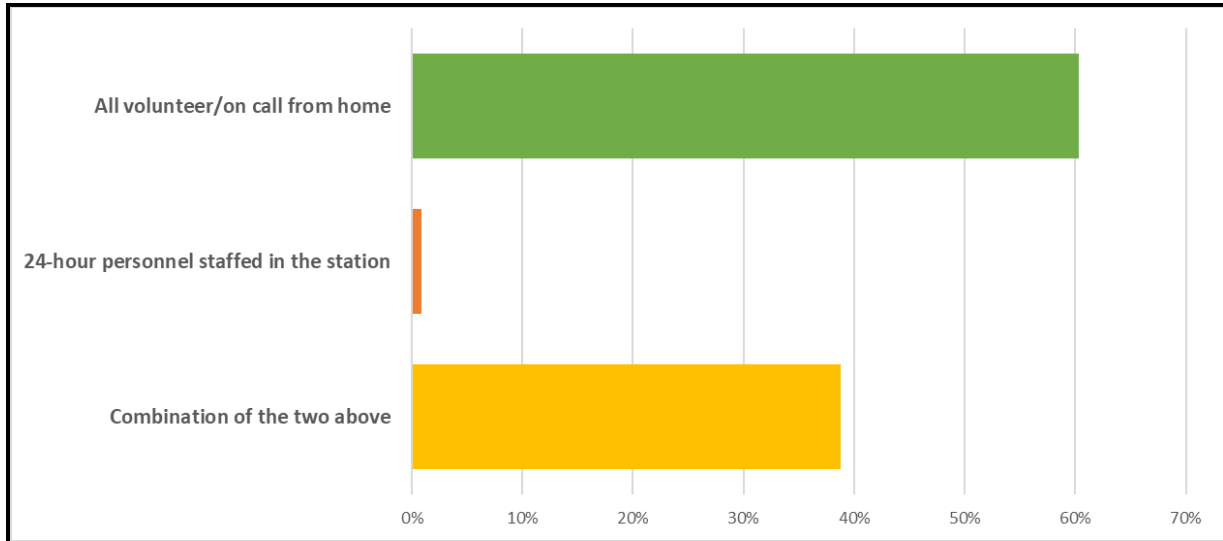


DODGE COUNTY



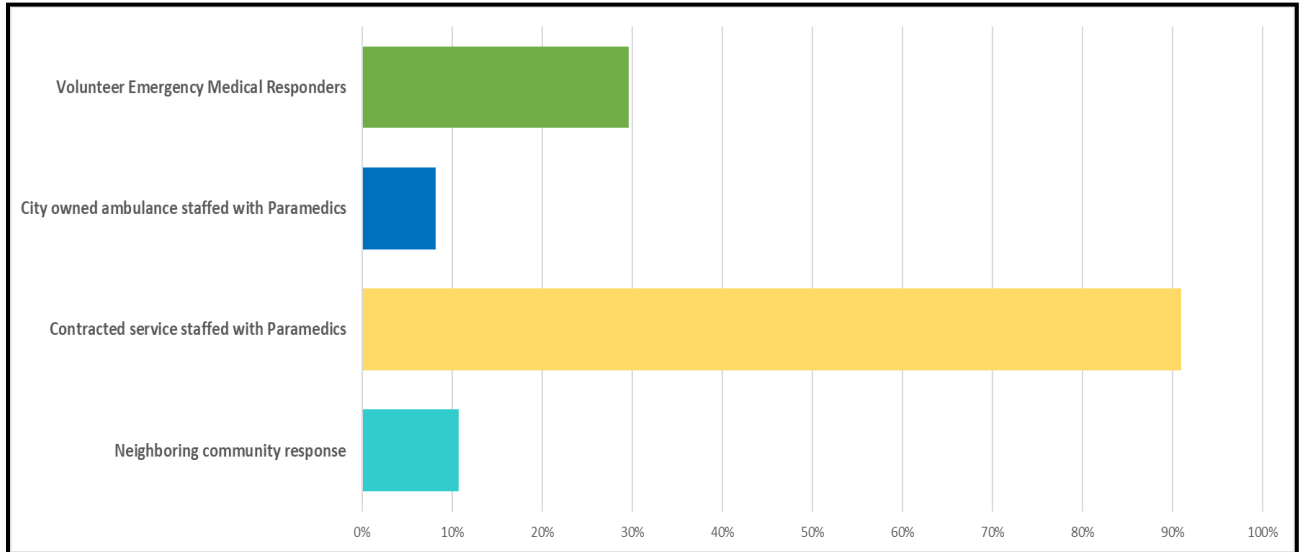
APPENDIX D – Citizen Survey

Q1 Based on what you know today, how do you believe the Waupun Fire Department is staffed? Answered: 232 Skipped: 1



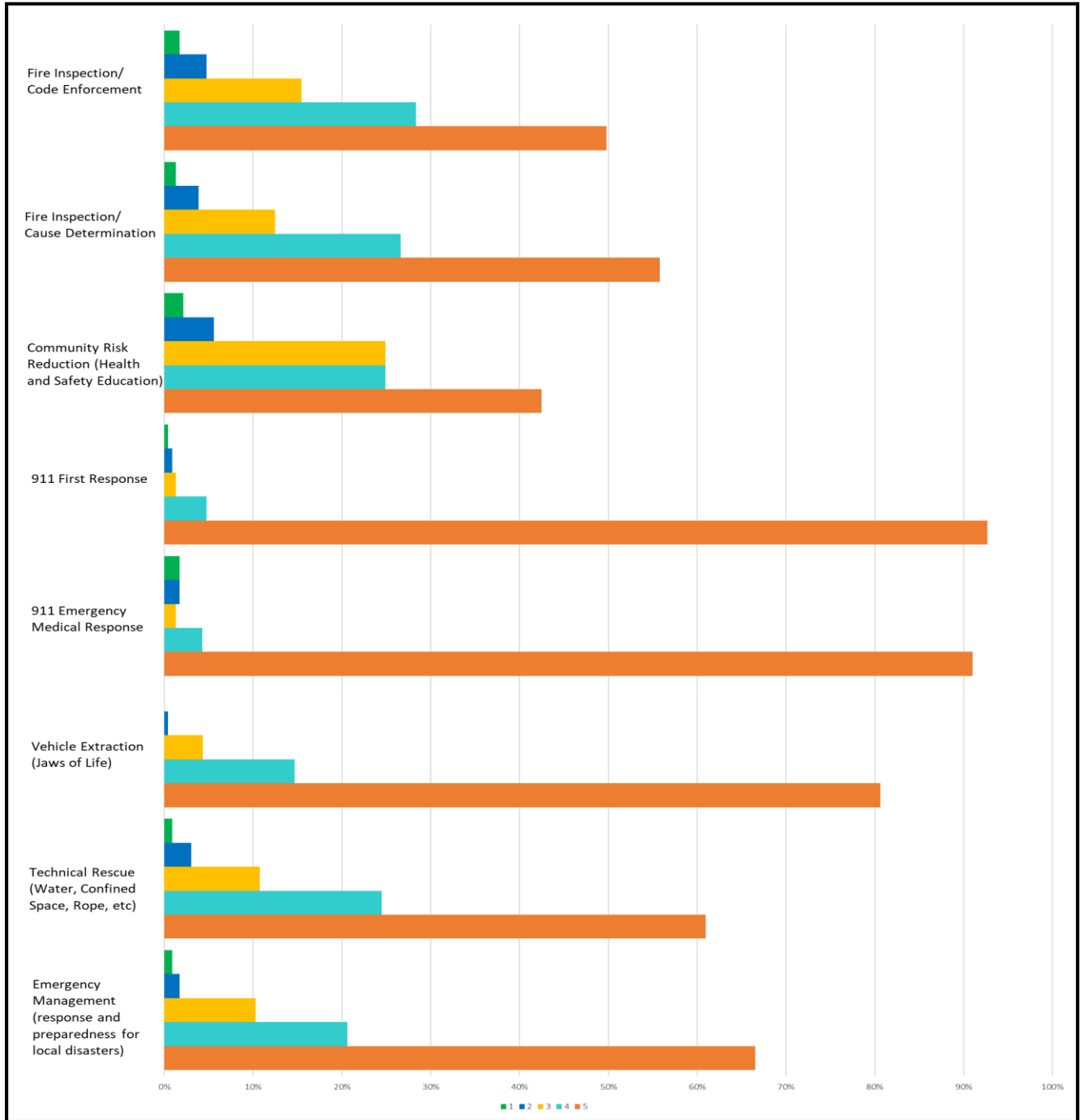
ANSWER CHOICES	RESPONSES	
All volunteer/on call from home	60.34%	140
24-hour personnel staffed in the station	0.86%	2
Combination of the two above	38.79%	90
TOTAL		232

Q2 Based on what you know today, how do you believe ambulance service is provided in the City of Waupun? (Check all that Apply) Answered: 233 Skipped: 0



ANSWER CHOICES	RESPONSES	
Volunteer Emergency Medical Responders	29.61%	69
City owned ambulance staffed with Paramedics	8.15%	19
Contracted service staffed with Paramedics	90.99%	212
Neighboring community response (i.e. Beaver Dam,	10.73%	25
Total Respondents: 233		

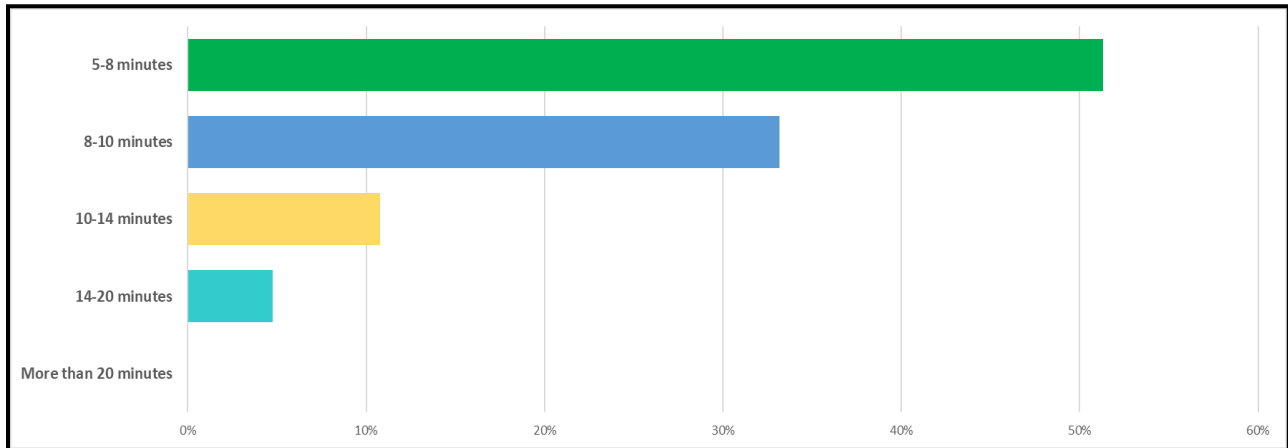
Q3 On a scale of 1 to 5 with 5 being very important and 1 being not important, please rate the following services provided by the Waupun Fire Department Answered: 233 Skipped: 0



Q3 Continued

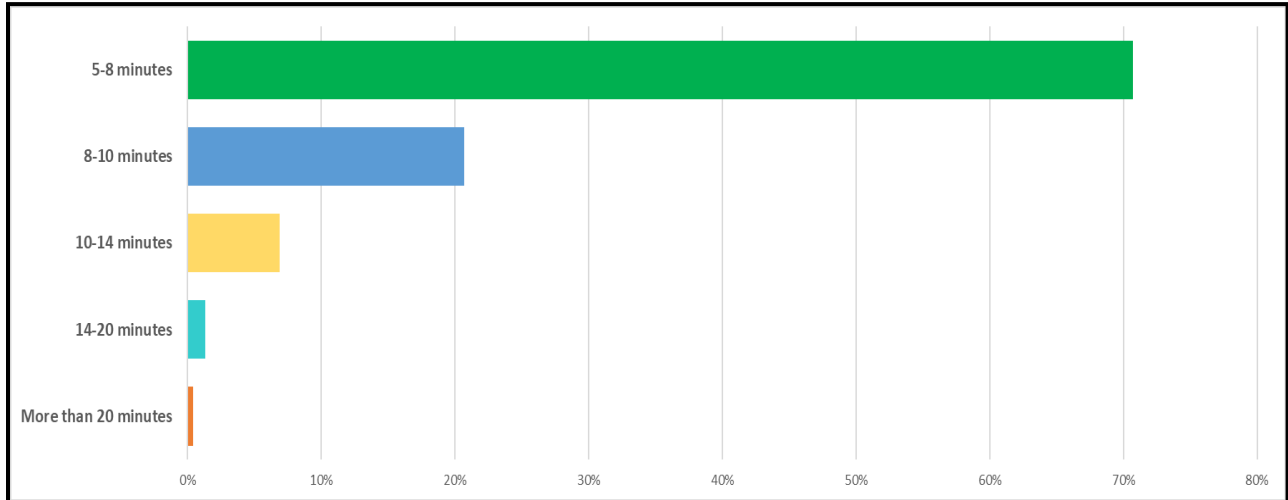
ANSWER CHOICES	RESPONSES					
	1	2	3	4	5	
Fire Inspection/Code Enforcement	1.72%	4.72%	15.45%	28.33%	49.79%	233
	4	11	36	66	116	
Fire Investigation/Cause Determination	1.29%	3.86%	12.45%	26.61%	55.79%	233
	3	9	29	62	130	
Community Risk Reduction (Health and Safety Education)	2.15%	5.58%	24.89%	24.89%	42.49%	233
	5	13	58	58	99	
911 Fire Response	0.43%	0.86%	1.29%	4.72%	92.70%	233
	1	2	3	11	216	
911 Emergency Medical Response	1.72%	1.72%	1.29%	4.29%	90.99%	233
	4	4	3	10	212	
Vehicle Extraction (Jaws of Life)	0.00%	0.43%	4.31%	14.66%	80.60%	232
	0	1	10	34	187	
Technical Rescue (Water, Confined Space, Rope, etc.)	0.86%	3.00%	10.73%	24.46%	60.94%	233
	2	7	25	57	142	
Emergency Management (response and preparedness for local disasters)	0.86%	1.72%	10.30%	20.60%	66.52%	233
	2	4	24	48	155	
Total Respondents: 233						

Q4 If you had to call 911 for a fire on your home, how long do you believe you should wait for the fire department to arrive? Answered: 232 Skipped: 1



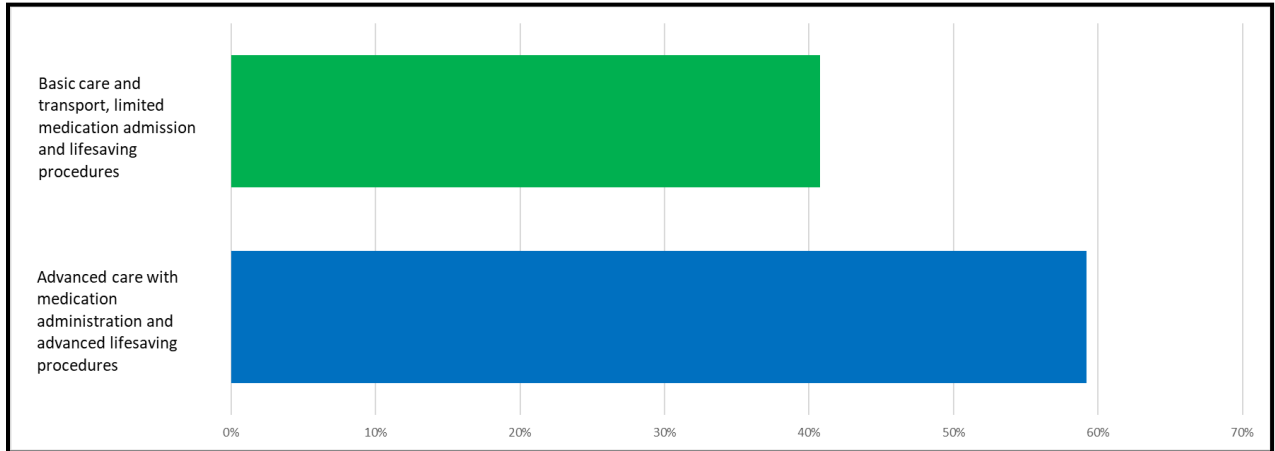
ANSWER CHOICES	RESPONSES	
5-8 minutes	51.29%	119
8-10 minutes	33.19%	77
10-14 minutes	10.78%	25
14-20 minutes	4.74%	11
More than 20 minutes	0.00%	0
TOTAL		232

Q5 If you or a loved one were having a medical emergency and you called 911, how long do you believe you should wait for an ambulance to arrive? Answered: 232 Skipped: 1



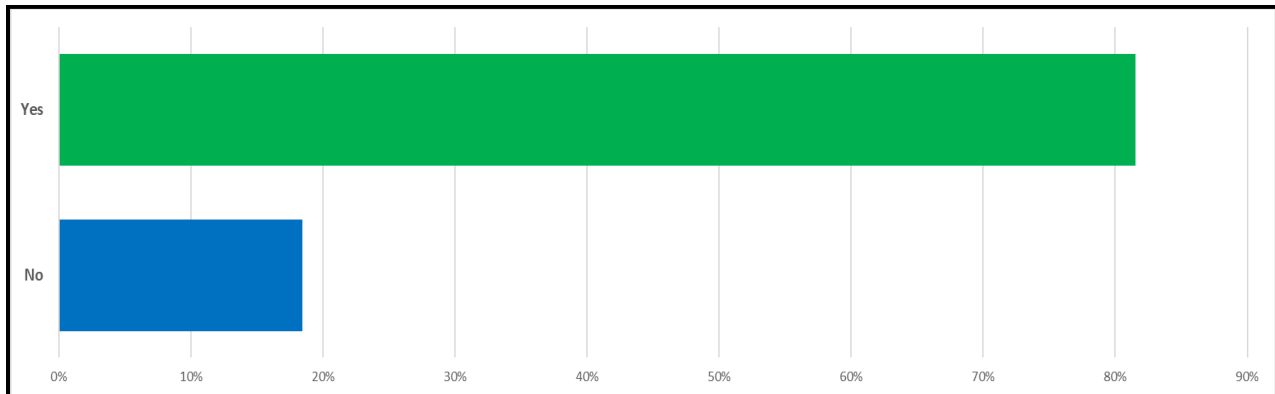
ANSWER CHOICES	RESPONSES	
5-8 minutes	70.69%	164
8-10 minutes	20.69%	48
10-14 minutes	6.90%	16
14-20 minutes	1.29%	3
More than 20 minutes	0.43%	1
TOTAL		232

Q6 What level of Emergency Medical Care do you expect when you call 911 for an ambulance? Answered: 233 Skipped: 0



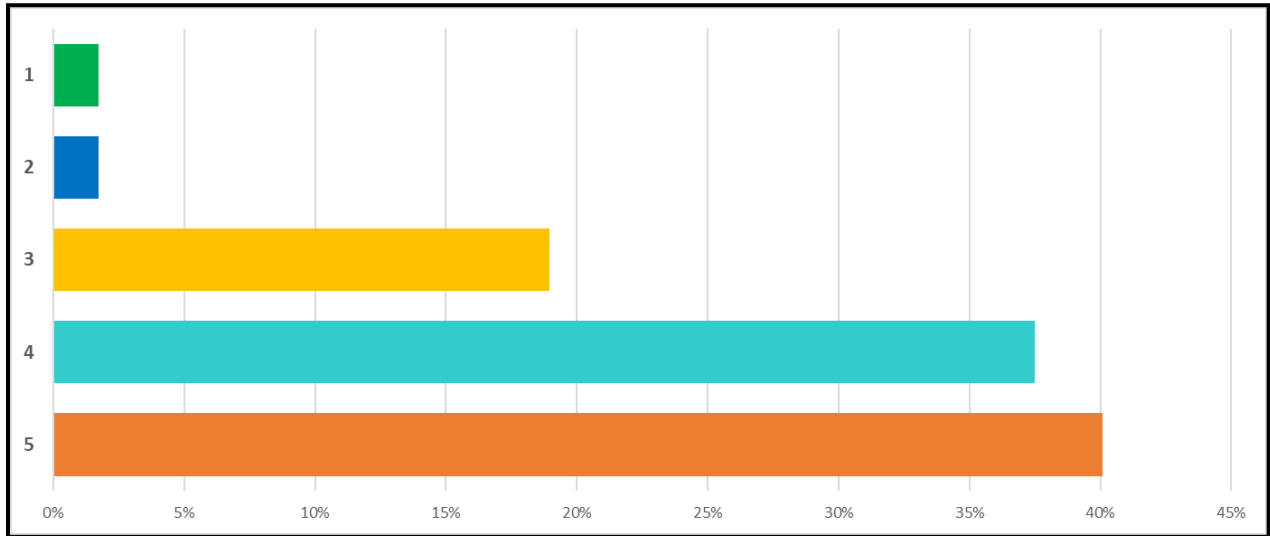
ANSWER CHOICES	RESPONSES	
Basic care and transport, limited medication admission and lifesaving procedures	40.77%	138
Advanced care with medication administration and advanced lifesaving procedures	59.23%	95
TOTAL		233

Q7 If staffing levels needed to change to ensure emergency response, would you be willing to pay additional taxes to support that need? Answered: 233 Skipped: 0



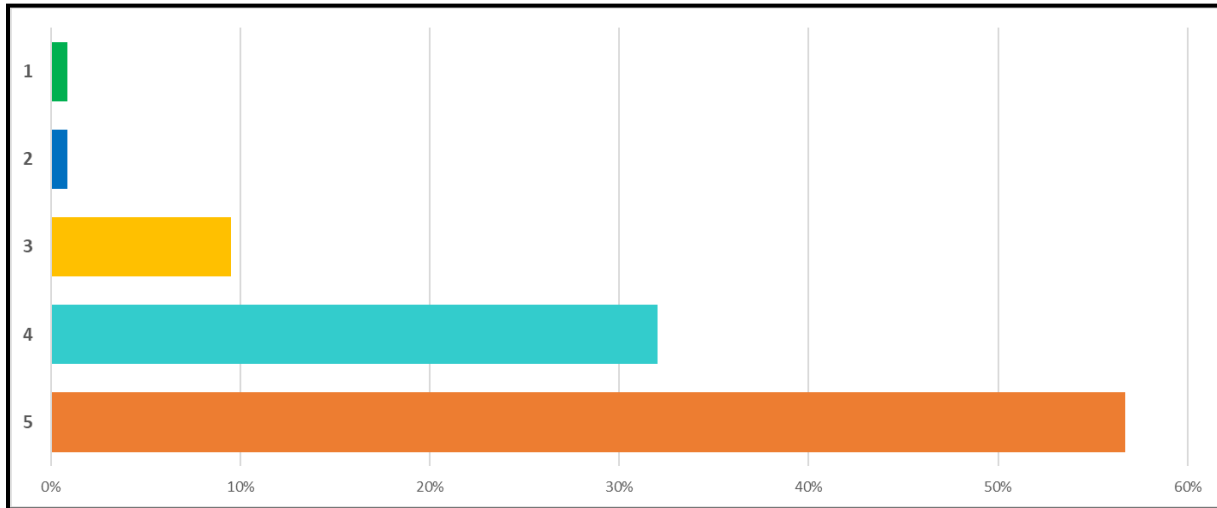
ANSWER CHOICES	RESPONSES	
Yes	81.55%	190
No	18.45%	43
TOTAL		233

Q8 On a scale of 1-5 with 5 being very confident and 1 being not confident at all, how confident are you that the Waupun Fire Department is prepared to meet your emergency response needs? Answered: 232 Skipped: 1



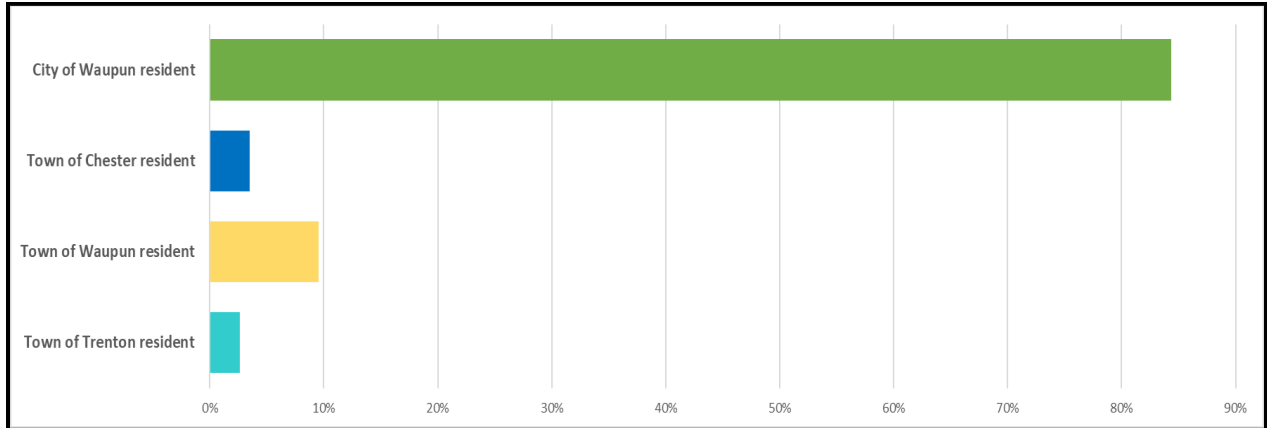
ANSWER CHOICES	RESPONSES	
Not Confident At All - 1	1.72%	4
2	1.72%	4
3	18.97%	44
4	37.50%	87
Very Confident - 5	40.09%	93
TOTAL		232

Q9 On a scale of 1 to 5 with 5 being very satisfied and 1 being not satisfied at all, how satisfied are you with the services provided by the Waupun Fire Department? Answered: 231 Skipped: 2



ANSWER CHOICES	RESPONSES		
Not Satisfied At All - 1	0.87%	2	
2	0.87%	2	
3	9.52%	22	
4	32.03%	74	Weighted
Very Satisfied - 5	56.71%	131	Average
TOTAL		231	4.43

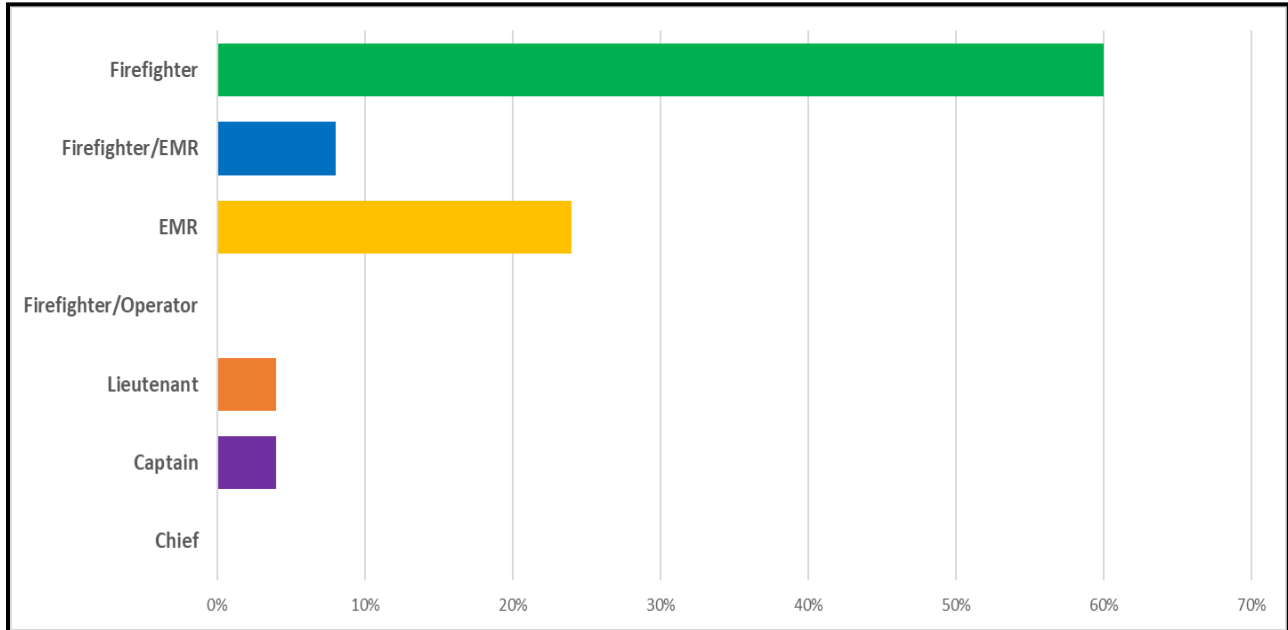
Q11 My home address is located in: Answered: 230 Skipped: 3



ANSWER CHOICES	RESPONSES	
City of Waupun resident	84.35%	194
Town of Chester resident	3.48%	8
Town of Waupun resident	9.57%	22
Town of Trenton resident	2.61%	6
Total		230

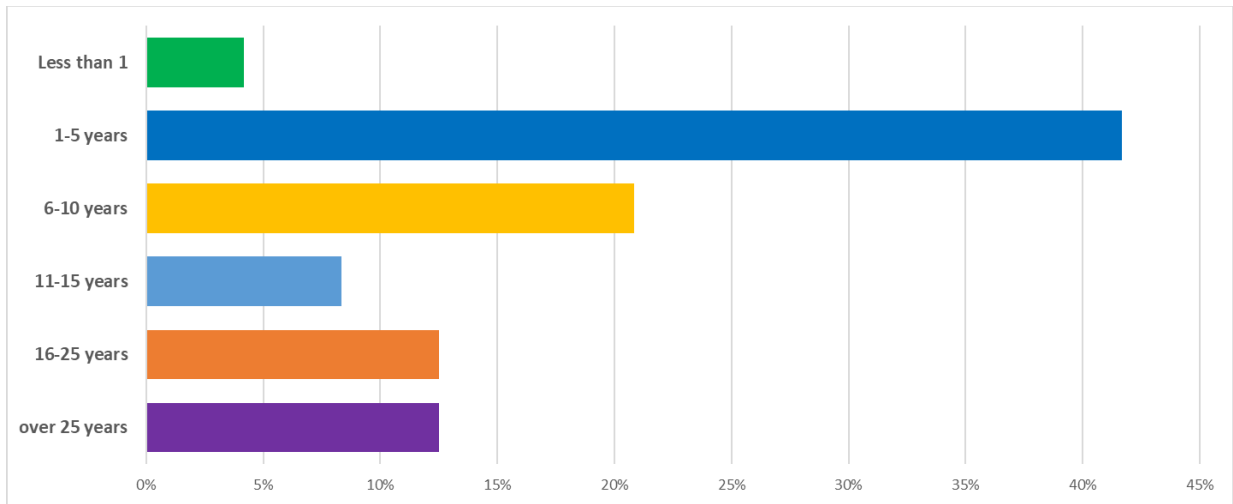
APPENDIX E – Department Survey

Q1 What is your current rank Answered: 25 Skipped: 0



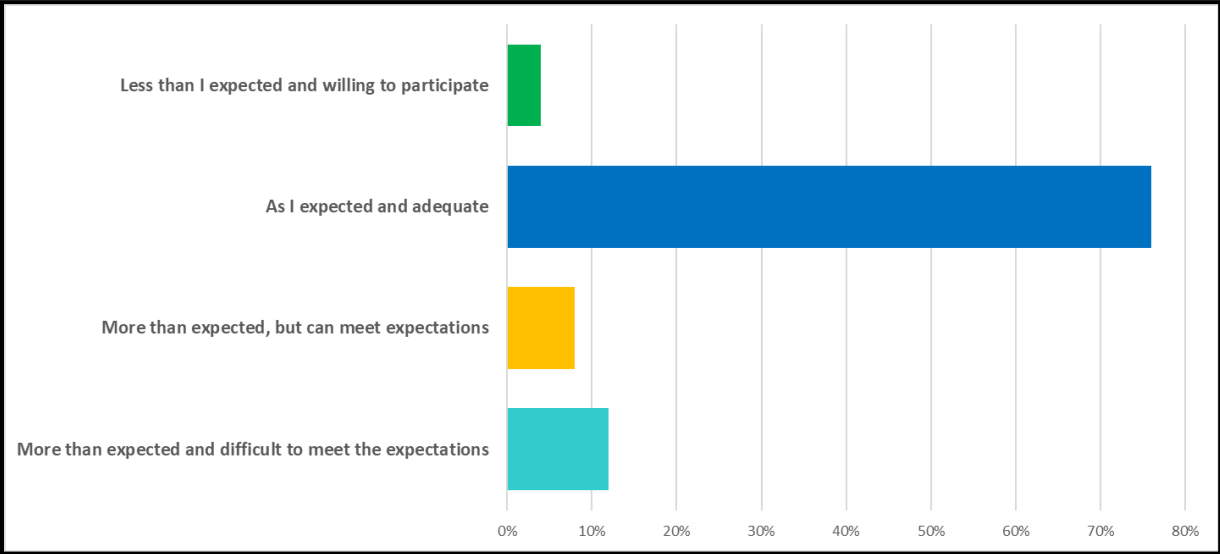
ANSWER CHOICES	RESPONSES	
Firefighter	60.00%	15
Firefighter/EMR	8.00%	2
EMR	24.00%	6
Firefighter/Operator	0.00%	0
Lieutenant	4.00%	1
Captain	4.00%	1
Chief	0.00%	0
Total		25

Q2 Enter the number of years you have been with the Department Answered: 24 Skipped: 1



ANSWER CHOICES	RESPONSES	
Less than 1	4.17%	1
1-5 years	41.67%	10
6-10 years	20.83%	5
11-15 years	8.33%	2
16-25 years	12.50%	3
over 25 years	12.50%	3
Total		24

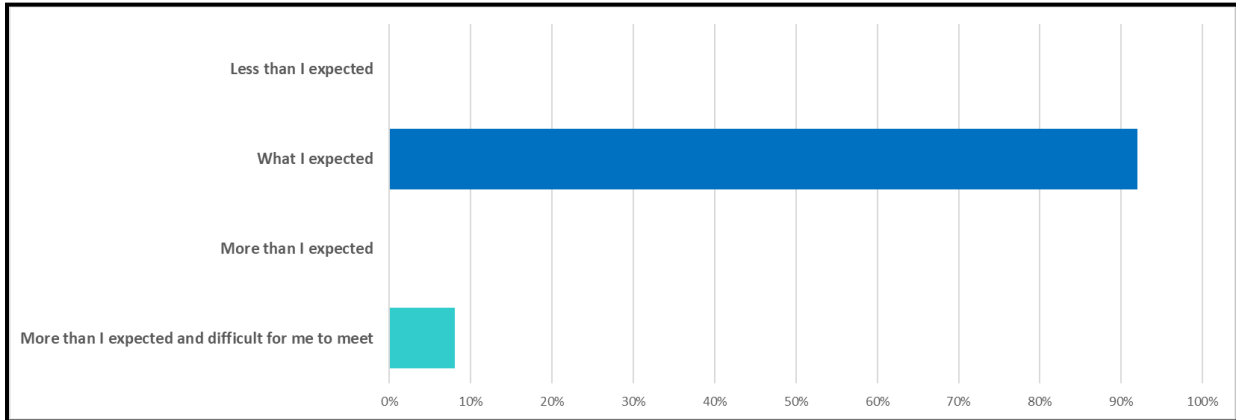
Q3 The time I am expected to commit to the department for training and support activities is:
 Answered: 25 Skipped: 0



ANSWER CHOICES	RESPONSES	
Less than I expected and willing to participate	4.00%	1
As I expected and adequate	76.00%	19
More than expected, but can meet expectations	8.00%	2
More than expected and difficult to meet the expectations	12.00%	3
Total		25

Q4 The time I am expected to commit for response to emergency calls is?

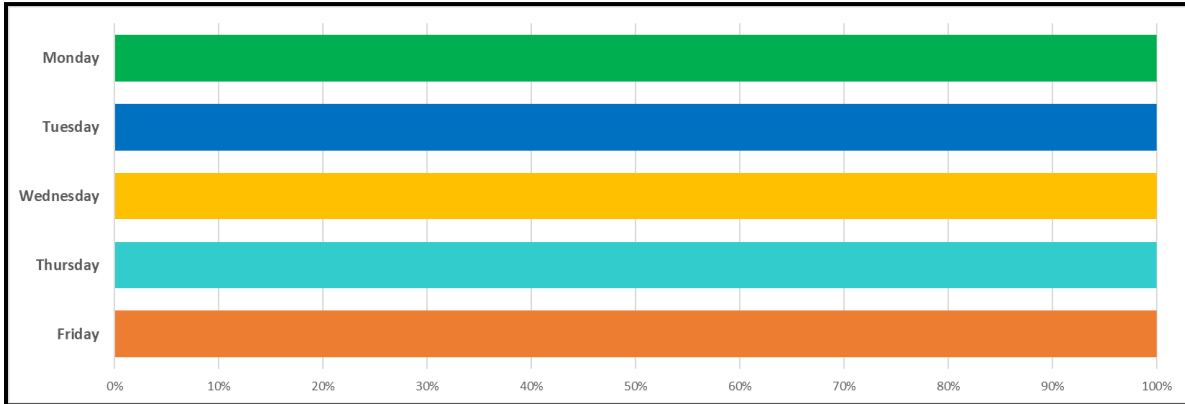
Answered: 25 Skipped: 0



ANSWER CHOICES	RESPONSES	
Less than I expected	0.00%	0
What I expected	92.00%	23
More than I expected	0.00%	0
More than I expected and difficult for me to meet	8.00%	2
Total		25

Q5 For EMR's only Listed below are the days of the week and time range (in military time example 0500 to 1900 5:00 am to 7:00 pm) check when you are available for EMR response to the station (travel time) in 6 minutes or less (Note only check boxes that you are available for 80% or more during the time range)

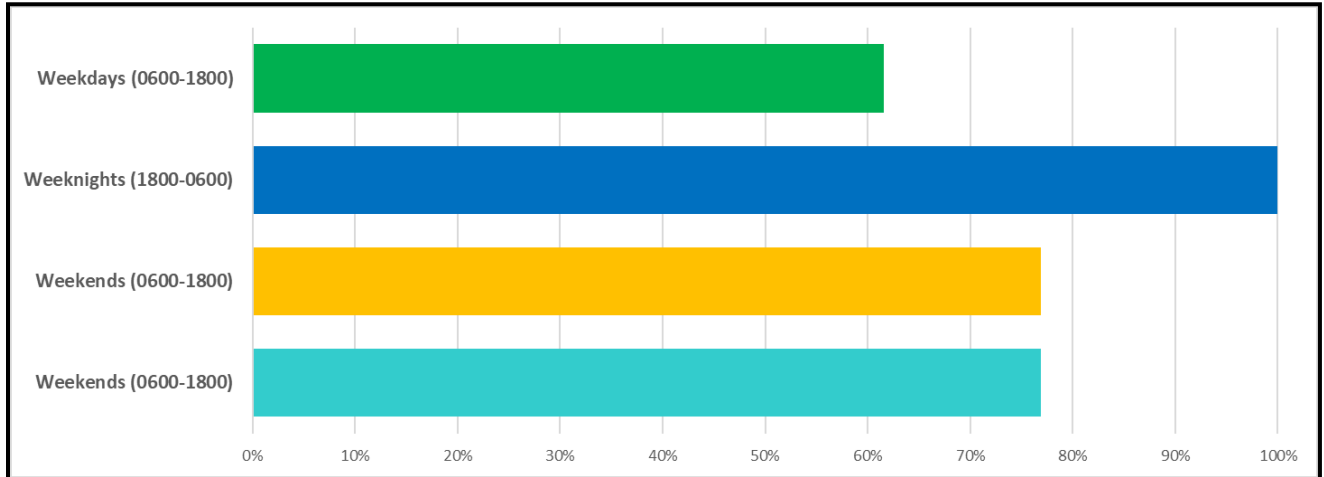
Answered: 2 Skipped: 23



ANSWER CHOICES	0500-1900	RESPONSES
Monday	2	100.00%
Tuesday	2	100.00%
Wednesday	2	100.00%
Thursday	2	100.00%
Friday	1	100.00%

Q6 In your opinion does the Department Provide adequate response time for EMS Calls during the following times periods.

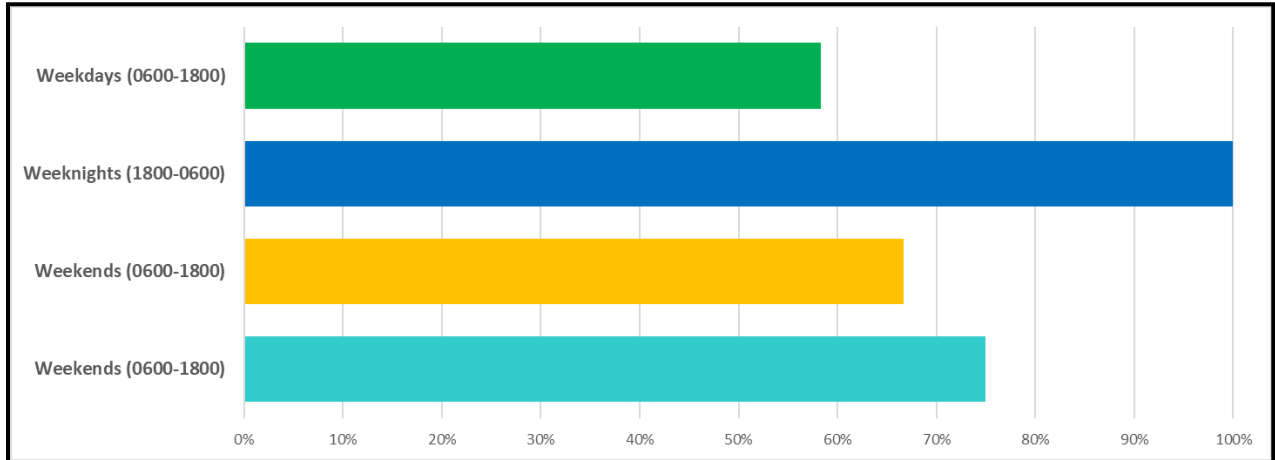
Answered: 13 Skipped: 12



ANSWER CHOICES	RESPONSES	
Weekdays (0600-1800)	61.54%	8
Weeknights (1800-0600)	100.00%	13
Weekends (0600-1800)	76.92%	10
Weekends (0600-1800)	76.92%	10
Total Respondents: 13		

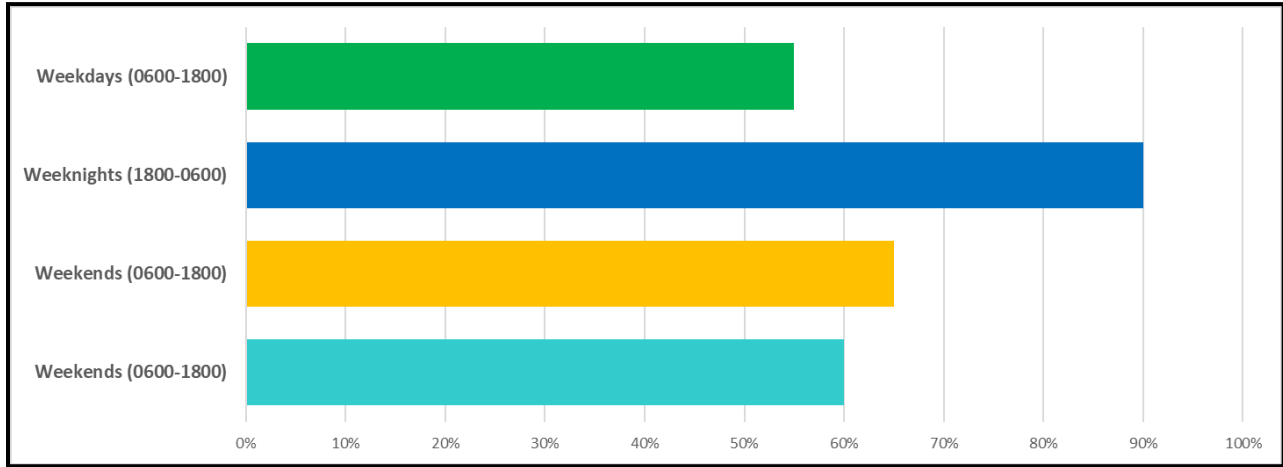
Q7 In your opinion does the Department Provide adequate response time for EMS Calls during the following times periods.

Answered: 12 Skipped: 13



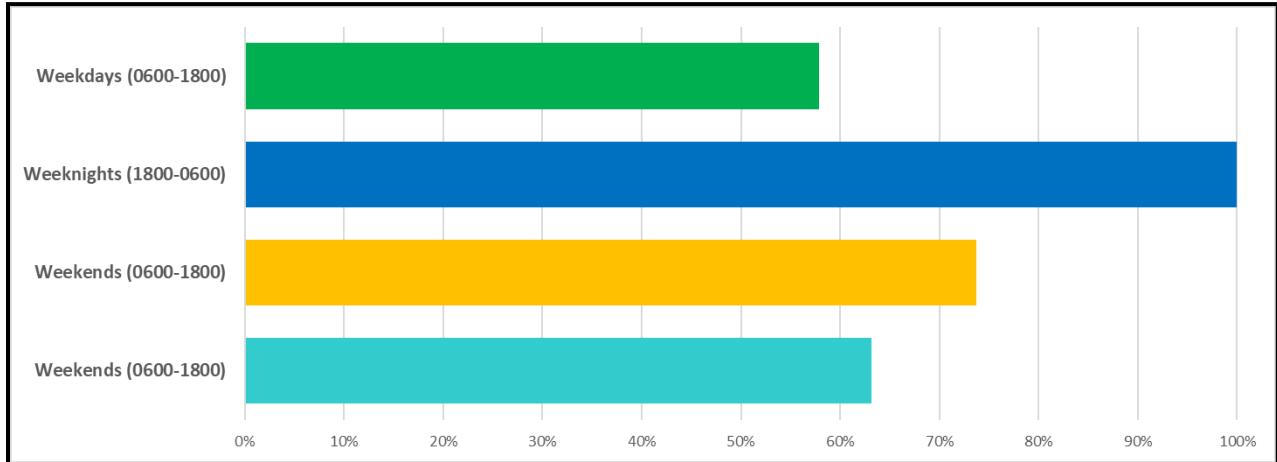
ANSWER CHOICES	RESPONSES	
Weekdays (0600-1800)	58.33%	7
Weeknights (1800-0600)	100.00%	12
Weekends (0600-1800)	66.67%	8
Weekends (0600-1800)	75.00%	9
Total Respondents: 12		

Q8 In your opinion does the Department Provide adequate staffing for Fire Calls during the following times periods. Answered: 20 Skipped: 5



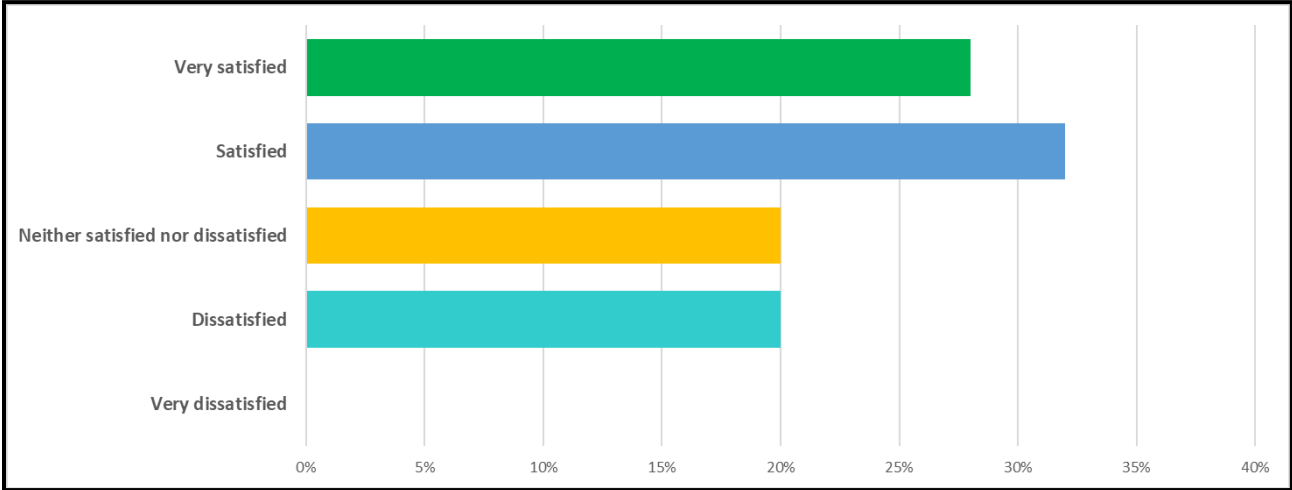
ANSWER CHOICES	RESPONSES	
Weekdays (0600-1800)	55.00%	11
Weeknights (1800-0600)	90.00%	18
Weekends (0600-1800)	65.00%	13
Weekends (0600-1800)	60.00%	12
Total Respondents: 20		

Q9 In your opinion does the Department Provide adequate staffing (10 or more personnel for Fire Calls during the following time periods. Answered: 19 Skipped: 6



ANSWER CHOICES	RESPONSES	
Weekdays (0600-1800)	57.89%	11
Weeknights (1800-0600)	100.00%	19
Weekends (0600-1800)	73.68%	14
Weekends (0600-1800)	63.16%	12
Total Respondents: 19		

Q10 How satisfied are you with the overall climate/environment that you have experienced at your department within the past 12 months? Answered: 25 Skipped: 0



ANSWER CHOICES	RESPONSES	
Very satisfied	28.00%	7
Satisfied	32.00%	8
Neither satisfied nor dissatisfied	20.00%	5
Dissatisfied	20.00%	5
Very dissatisfied	0.00%	0
Total		25

APPENDIX F – Elected Leaders Interviews

Report on City of Waupun Fire/EMS Elected Leaders Interviews- Conducted by Public Administration Associates (PAA)

Interviews Conducted by PAA's Kevin Brunner in May-August 2023

City of Waupun Leaders Interviewed- Mayor Rohn Bishop, Alderman - District 1 Jason Westphal; Alderman - District 2 Pete Kaczmariski; Alderman - District 4 Mike Matoushek; Alderman - District 5 Daniel Siebers; Alderman - District 6 Bobbi Jo Kunz and Mike Thurmer, President of Waupun Police and Fire Commission

Waupun Area Leaders Interviewed- Rich Van Buren, Town of Chester Chairperson; Russ Kottke, Town of Trenton Chairperson; Mike Walgenbach, Brandon Village President; Trena Baife, Village of Oakfield EMS Captain; Joe Meagher, Dodge County Emergency Government Director; Randy VandeZande, District 26 Dodge County Board Member (Waupun) and Cameron Clapper, Dodge County Administrator

Please note that several other City and Waupun area leaders were contacted by PAA for this Study but declined to be interviewed or failed to respond to our requests.

The same following questions were asked of each community leader as part of the PAA public information gathering for the Waupun Fire and EMS Fire Study:

The following is a summary of interview responses for each question along with some key quotes:

Question 1-What issues prompted this study of the Waupun and EMR Services?

Among both the City and Waupun Area leaders that were interviewed, there was a near unanimous acknowledgement that the current EMS provider, Lifestar, was having difficulty in meeting its contractual obligations and that response times were of concern. A number intimated that they were aware that some calls were not being responded to. It was noted while this number was not large, it is occurring with greater frequency. Comments like “Lifestar is stretched pretty thin” and “Lifestar is having difficulty retaining staff” were cited as reasons why the City should possibly look at providing EMS services itself or pursue other possible collaborative EMS service models with surrounding municipalities. Several City leaders stressed the need to look at this service strategically as EMS can provide significant revenues if managed and operated efficiently.

Among City leaders, there was a common concern about the rising costs of Fire/EMS services to the City. It was mentioned several times that City Fire/EMS costs have risen in recent years and that a referendum will likely be needed to adequately fund Fire and EMS going forward...the current staffing is not sustainable in their collective opinion. Many questions need to be answered in terms of the financial sustainability of these services over the next 3–5-year period, particularly as it relates to possible enhanced EMS services in the future. The equity of current charges for Fire services to the surrounding towns and villages need to be reviewed as well as any possible charges for services provided. Determining what might be a more “equitable” distribution of Fire costs was

raised by several City leaders as a key issue that should be addressed in any new intergovernmental service agreements that may be negotiated with surrounding municipalities in the future.

In addition to rising costs, City leaders were almost unanimous in their belief that appropriate staffing needs to be evaluated in the Study with staffing recommendations to be considered going forward. There seemed to be a ready acknowledgement by all the leaders interviewed that, across Wisconsin and indeed across the US, that it is getting increasingly more difficult to attract and retain Fire/EMS volunteers although this has not probably hit the Waupun Fire Department as much as it has other departments. Consequently, City Council members are questioning how the department can best maintain the strong core of its paid on call staff complemented with full-time staff.

City leaders also realize the need to provide competitive wage and benefits to both the full-time Fire employees as well as the paid-on call employees.

Selected Direct Key Quotes in Response to this Question.

City Leaders-

- “I’m very concerned about burning out our full-time employees; lack of volunteers across the board(we are seeing this at all levels of community life); we are operating at what I think is a bare minimum right now and the number of calls for service keeps escalating”
- “We need to prepare for a referendum to see if we can get public support for additional fire personnel” “I think three things: 1) dealing with the current lack of volunteers (and I don’t believe it will get much better), 2) need appropriate staffing to meet growing demand for both Fire and EMR service and 3) fiscal responsibility-we need to look at how we should equitably share costs with the townships surrounding the City”
- “We need to be more strategic in how we are providing these services...with ambulance sub-contracted entirely and with significant revenue generation, can Waupun maximize that? With the growing lack of volunteers (and it will not get any better) we need to look at strategic alternatives”
- “Current response times are a concern for both Fire and EMS calls...as the City has grown, we have not been able to keep up with our volunteer base and local employers are less willing to let their employees respond to calls while they are working (this is particularly true during the day-time in Waupun)”
- “Lack of staff at Lifestar...can they continue to meet their contractual obligations to the City”
- “I’m concerned that we have part-timers as first responders”
- “Lifestar is not keeping up with its promises (contract provisions) and, while they provide a good service, their response times seem to be getting worse”
- “Recruiting for volunteer/paid on call staff is getting so difficult and the amount of necessary training is a major stumbling block...local course availability for new hires is an issue”

- “We receive no response from Lifestar in some cases (they are busy and used by the WI Department of Corrections for many interfacility transports) and ideally I think that Waupun should have its own EMS”

Waupun Area Leaders-

- “Rising costs and inadequate response times”
- “Trenton is getting good service from Waupun but I know that volunteerism is down and getting good people to respond is getting more and more difficult”
- “At the County level, over the last six years, we have seen growing problems with covering shifts (particularly during the day) and I know that there are calls that are not being responded to”
- “Volunteerism is down over the last 15 years and I think that Waupun is starting to see that”
- “I am a local EMS Captain and I think that Lifestar is stretched pretty thin now and, while there are not a lot of missed calls, I know that they are occurring more frequently. I am also seeing delays in excess of 20 minutes plus now and that is concerning our patients”
- “I think that it is a Lifestar issue...Chief DeMaa sends out reports and we have 35-40 calls for service each year, mostly for vehicle accidents”
- “I know that there are issues adequately manning the fire department ambulance in Waupun but we are okay in Brandon...our EMS is staffed by a few volunteers and we recently had a new vehicle funded through a grant”

Question 2- Are there any issues or problems regarding the Waupun Fire Department and Waupun EMR/EMS Services that concern you?

Some of the same issues that City leaders expressed in why the Waupun Fire and EMS Study was commissioned were raised again in answering this question-appropriate departmental staffing levels and the need for cross training; competitive pay and fringe benefits for both FT and POC employees; equitable sharing of related costs with other municipalities and long-term financial sustainability of providing Fire/EMS services. There is certainly a consensus among the city leaders that the current Fire service situation is not sustainable.

Selected Direct Key Quotes in Response to this Question-

City Leaders-

- “We need cross-training in Fire and with EMS through Lifestar, they are not showing up in a timely manner...if the City would provide EMS then it would need to be equal to or even less than Lifestar...a City-run EMT service would be ideal”
- “Many things...with Fire, it’s the number of volunteers we have to respond; cultural changes against volunteerism and businesses not allowing their employees to respond as they have in the past; affordability of equipment has soared and begs sharing with other communities and collaboration/consolidation. With EMS, it’s a private business and profit is their prime motivator and we are seeing a lack of adequate response when their ambulance is already out”

- “We need more collaboration between Fire and Police departments in Waupun...they operate in separate silos”
- “We are taking a band-aid approach to our EMS services...we take on additional expenses without corresponding revenues”
- “Having the all-volunteer department concerns me (other than our two full-timers who also need to manage the department) and, since they hold other jobs, our ability to pay them is an issue”
- “Like herding costs with townships that we serve. A big hurdle is getting them to agree on the actual financial costs of providing the services to them (cited recent Town of Ripon offer to provide fire services to them and they objected at the cost)”
- “Concerned about burn-out factor for Chief and Asst. Chief...current situation is not sustainable”
- “With Fire, adequate staffing is the big issue...Lifestar is amazing but they are again stretched thin”

Waupun Area Leaders-

- “Age of current firefighters is a concern...I believe that average age is 42 with not many younger members...our volunteer society has pretty much gone away and we need to look at full-time options”
- “Volunteerism is down and I think that is affecting the service”
- “EMS is ‘proud and strong’ around the County but they just can’t cover it anymore and Fire has put on a giant band-aid and two people on an engine is just not enough”
- “I don’t know much about Waupun but in our Village (Brandon) we are having a hard time covering shifts for EMS...Fire is not an issue for us and we have good mutual aid if we need help”

Question 3-What response time goals should the Waupun Fire Department have for fire calls? EMR calls?

In response to this question, all of the City leaders invariably said that response times are of concern and that to their knowledge both Fire and EMS response times are getting longer. Several City leaders thought that Fire response goal should be in the eight-to-nine-minute range and that an EMS response time goal should be faster in the seven-minute range. In addition, setting some targeted response time performance goals should be established for Waupun, based upon national and Wisconsin State standards. The community leaders interviewed indicated that they were very aware of the need to develop such performance goals in the future in the context of continuous improvement efforts. They are hoping that this Fire and EMS Study will help establish some response time goals that should be maintained going forward and they articulated that NFPA standards should be applied where appropriate.

Outside of Waupun, the area community leaders did not express a great concern that response times were not meeting expectations but there was general acknowledgment that EMS call response times from Lifestar were increasing and need to be closely monitored.

Also, there was strong consensus by all interviewed that the Waupun Fire Department is respected in the community and its employees are greatly appreciated.

Selected Direct Key Quotes in Response to this Question-

City Leaders-

- “Nine minutes for Fire should be our standard and a seven-minute response for EMS calls should be our goal”
- “Don’t know exactly but I’m also concerned about mutual aid calls, particularly to Beaver Dam, as that plays into our own availability to serve our community”
- “I don’t have a pulse for that but I think that EMS responses need to be faster than EMR”
- “Our current response times are a real concern for me...we hired a rig but we can’t staff it as it should (Lifestar)...also non-emergency calls hold up emergency calls and our overall response time goal suffers”
- “I think that for Fire it should be eight minutes depending on staffing levels and for EMS it should be a little faster”
- “Waupun should meet State and National standards for both Fire and EMS in response times as well as for staffing and equipment...I’m looking towards this study to give us direction on what our standards and performance goals should be...if we don’t do this then it becomes a liability to the community”
- “I don’t have any answers for that and I think there are different variables that affect performance but I think that they do a hell of a job for what they have”

Waupun Area Leaders-

- “I don’t know and I don’t have a feeling for that but we should be looking to national and State standards...can’t get better at what we are doing if we’re not measuring what we are doing”
- “I don’t think EMS response times to our Town are what they should be but Fire responses are meeting expectations”
- “I don’t think that Fire call volumes are that substantial in Waupun but I think that going to a full-time service, at least during the daytime hours, would produce expected response times (with volunteers and paid on call staff to carry it on evenings and on weekends)”
- “In our community (Oakfield), 20 minutes for EMS would be optimal but we are pushing it to 30 minutes on some calls...I think it needs to be much higher in a place like Waupun...Lifestar covers one-half of our community while Fond du Lac covers the other half and Lifestar provides a better service but their response time is not as good”
- “No issues with Waupun response times to our Town”

Question 4- How do you measure the success of the Waupun Fire and EMS services to the communities that they serve (other performance indicators)?

Again, the development of performance measures or standards for the Waupun Fire Department and for future EMS services, however provided, were cited as something they would like to see emanating out this study. In addition to response time goals for both Fire and EMS, retention rates for both FT and POC employees of the department was cited by most of the City leaders as being something that they measure the success of the department by.

The community leaders interviewed indicated that they were very aware of the need to develop such goals and performance goals in the future in the context of continuous improvement efforts. They are hoping that this Fire Study will help establish some response time goals that should be maintained going forward and that articulated that NFPA standards should be applied where appropriate.

Training and Future DPW Employees

Almost all the city leaders also mentioned the importance of maintaining high levels of training and education among the members of the department. Creating a great departmental learning and professional development culture was cited by several as being a key component in retention as well as attracting new employees to the department as well keeping staff morale at a high level. The development of training and/or certification goals should be established as a departmental performance indicator(s). As one of the Waupun area leaders very aptly said “attracting and maintaining the necessary personnel to provide these services will be the ultimate barometer of future success.”

Cost recovery rates (revenues for services provided as a percentage of department expenses) could also possibly be used as a future departmental performance indicator.

Selected Direct Key Quotes in Response to this Question-

City Leaders-

- “For both Fire and EMS, we should have set response time goals within the standards set”
- “Responses within expected times and number of people responding per call”
- “Staff morale...difficult to measure but need to be concerned about that and the ability of staff to be proactive rather than reactive-our Fire Chief should be planning and training rather than be on the front lines day-to-day fighting fires and responding to other calls”
- “Are we fully staffed? Are we attracting new and younger staff members? Retention rates...are we remaining competitive in our compensation of FT and volunteer POC staff”
“Keeping staff and maintaining set staffing levels”
- “Maintaining staffing levels and meeting response time standards (both national and local)”
- “I think we need to move toward full-time EMS with some full-time Fire personnel with paid on call and part-time as backfill”

Waupun Area Leaders-

- “From Town’s perspective, its word of mouth for me...complaints received about responses or quality of services received”
- “Response times and just knowing that we have a dependable department-always know that there will be a response when you call. In Dodge County, we would like to serve as central training spot for training local Fire and EMS personnel and in raising minimum hourly rates for POC’s (\$25/hour)...I think that is a viable role for County government”
- “How do you measure the success of Fire calls...structures saved, property losses minimized, etc.?”
- “Attracting and maintaining the necessary personnel to provide these services will be the ultimate barometer of future success”

Question 5- Are you aware of any current recruitment and /or retention issues for the Waupun Fire Department?

Generally, there were concerns raised by City leaders about the ability of the Waupun Fire Department to attract and retain volunteer paid on call firefighters although most everyone thought that the current staffing was adequate and that department leadership was doing all that it can to maintain that level of staffing. This is especially true with the recent move to hire part-time EMR first responders but this is viewed as a temporary fix. There is a realization among the elected leaders that many potential volunteer aid-on-call firefighters just do not have the time anymore to devote to the training and the certifications that may be necessary to provide effective and efficient fire services.

There seemed to be a good understanding that due to the population growth as well as the overall aging population in the Waupun Fire Department service area that engaging volunteers in the EMS service is not going to be very viable going forward. Licensing and training requirements can be a significant burden for volunteers, and this is not lost on the elected leaders.

Regarding retention, there were several comments from those interviewed that cross training (Fire and EMS or EMR) should be pursued as well as possible cross training between Fire and Waupun DPW workers. Having Waupun DPW workers trained to provide initial response to Fire calls seems to be a possibility, especially if there will be recruitment for such positions in the future. One leader interviewed suggested that a requirement for future public works employees that they be trained as firefighters be included if applicable with a significant premium in pay being offered for those employees. It would be way to operationally address the current daytime response issues.

Selected Direct Key Quotes in Response to this Question-

City Leaders-

- “Availability on day shift (turnout) is a real issue”
- “EMR...we need to pursue EMT certification there and City would be willing to pay for that”
- “Hard to find good people...it’s not an acute situation yet but it’s getting there”

- “10-15 years ago there was a “brotherhood” in the fire service but those days are gone and we can’t recruit based on that anymore”
- “Fire...recruitment is one thing but retention is another...once we get them to commit, we need to be willing to invest in them and spend money on their training and development”
- “It’s no different than any other profession right now...no internal (Fire Department) issues that I am aware of and not aware of any Lifestar R&R problems...concerned that Lifestar hasn’t signed its contract with City (and providing required monthly reports) and can they perform what we need”
- “We have a lack of staffing at specific times... seems during the day but evenings and weekends seem to be covered pretty well”
- “Retention is fine but recruitment needs to be addressed”

Waupun Area Leaders-

- “Very difficult to recruit right now...training requirements are an issue-both people finding the time in their personal time to attend but also ultimately passing the tests...Beaver Dam Tech School is not making the cut”
- “Yes but everyone is having problems”
- “Like I said earlier (in the interview), the same guys are showing up at very fire and their ages are getting up there...no younger people are showing up...I think that Waupun needs to seriously look at full-time personnel with POC’s to augment them”
- “Could there be shared positions with DPW (cross training) so that there would be a better day-time response”
- “I think that Waupun has hung on pretty well but I wish businesses would be willing to allow volunteers to respond when necessary while they are working”

Question 6- Are there any unique barriers in the Waupun community that you believe affect either Fire or EMS performance?

While this question was posed primarily to determine what “physical” barriers exist in the Waupun community that may affect Fire or EMS performance, invariably the elected leaders interviewed talked about financial or political barriers.

Several of the elected officials interviewed cited “politics” as a barrier to department performance. City and surrounding Town and Village leaders might have differing “philosophies” on what constitutes an acceptable level of service. They expressed some hope that the Waupun Fire and EMS Study will help to bridge that gap in acceptable levels of service and appropriate performance indicators.

Having the large State Department of Corrections facilities in the City was seen by some as a significant barrier. This is due largely to the fact that State financial support for local services to State facilities has significantly eroded (it was cited that the City is currently receiving only 38% of PMS (Payment for Municipal Services) costs from the State. It was cited that this is also the

case for how the local prisons (including the one in nearby Fox Lake) consume EMS services that reduce service response times to the surrounding communities.

Financial sustainability was a possible barrier that several leaders cited as a barrier. While there was again a general concern by City officials that the costs for providing the Waupun Fire and EMS services be fair and equitable, particularly in accurately reflecting the City's significant capital and overhead costs, there was no apparent concern by the leaders outside the City that this was an issue at all.

Selected Direct Key Quotes in Response to this Question.

City Leaders-

- “Handful of retired firefighters who believe that things are fine and they believe in separate services”
- “Surrounding townships are freeloading and need to pay their fair share”
- “There are political barriers and I think that the City is losing money on providing these services”
- “With EMS, the prisons pull manpower away from response to the City and surrounding communities”
- “Waupun is not a ‘job hub’ and is more of a bedroom community, consequently, we don’t have a significant portion of the community that lives and works here”
- “I know that we don’t get our fair share of state revenues for the facilities (Department of Corrections) that we have here”
- “We should take advantage of being centrally located and providing possible services to other communities”
- “There are certainly financial barriers and having all of the state prisons here (including Fox Lake in the area that pulls Lifestar over there for calls as well as those in Waupun”
- “Financially conservative community (Dutch heritage) and that is a huge challenge; older population in Waupun is a barrier and POC positions are a challenge-where will we draw them from?”
- “Everything has gone up in price and City Council needs to be willing to be open to raising taxes to provide these essential services”
- “Primarily financial...we have a need for a new ladder truck that also protects surrounding townships...we need more equitable cost-sharing”

Waupun Area Leaders-“Pride is a barrier...might be able to work younger people in but they are not as committed to the community and its well-being as older generations...no exit strategy”

- “I do not see any major barriers” “None...we receive good service from the City and it meets our current needs”
- “Nothing comes to mind”
- “With State Innovation Funds coming available, we should be ready to apply to be more collaborative to provide better and more efficient Fire and EMS services”

Question 7- What key stakeholders do you believe should be engaged in this study to ensure its ultimate success?

In addition to the elected leaders interviewed as part of these studies, the following were identified as stakeholders who might be consulted about the Waupun Fire and EMS services (or at least be informed of study conclusions/recommendations)

- Towns of Alto, Chester, Metomen, Oakfield, Springvale, Trenton and Waupun (Town Chairs)
- Villages of Brandon and Oakfield (Village Presidents)
- Dodge County Board Supervisors
- Dodge County Dispatch Center Captain and Administrator
- Wisconsin Department of Corrections Officials
- Retired Fire and Police Chiefs
- City Business Leaders
- Local School Leaders
- Local Hospital Leaders
- Emergency Service Providers
- Community Survey (4)
- Past EMS Patients or Family Members
- Ballweg Implement and other Large Businesses in Waupun

Question 8-Other Issues that Consultants Should be Aware of or Parting Comments?

There were a number of items that local leaders wanted our consultant team to be aware of or that they wanted to have addressed in the Waupun Fire and EMS Study (these are presented in no priority order and are direct quotes from the interviews conducted):

City Officials

- “30 years ago, the Waupun Fire Department was the Wisconsin Volunteer Fire Department of the Year and Waupun has been spoiled with great Fire service for a long-time but the culture has changed and while the current 30 guys are dedicated and committed, we need to look at better ways of providing this service that will meet our growing needs as a community”
- “I’m very appreciative of what our Fire and EMS volunteers and full-time staff do for our community...we need to be more responsive to their needs and get them the resources they need.”
- “Waupun is not unique in not having its own EMS, but we need to be proactive in looking at other possible models.”
- “We have to proactively address our future growth...is we develop a sustainable people (staffing) model then we can find/finance it.”
- “We do have a building or facility issue but the staffing options will guide that, but we can’t lose sight of that issue...Fire and Police Departments are jockeying for space”
- “I want the consultants to be as visionary as possible and are critically needed to move this forward...Council and Mayor desire a safe community but they need help getting there.”

- “Retention and keeping good people should be our number one priority in the future.”
- “What model will work best for Waupun...we will figure out how to finance it once we answer that question.”

Waupun Area Leaders

- “We just can’t continue with the status quo and that’s for all communities county-wide.”
- “Waupun did not receive any ARPA monies so far through the County so keep that in mind as you look at how to financially implement new models of service.”
- “I was the Dodge County Board Chair for 18 years and know that the communities on the County lines (Waupun, Randolph and Watertown) need to be involved with our County.”
- “Waupun has an extremely strong Fire base, and their two full-timers are holding things together well but how long can that last?”
- “Having a specific municipal EMS service will be difficult because of the costs involved to get that going but that needs to be explored because Lifestar and Gold Cross are having difficulty providing adequate response times and staffing.”
- “Waupun is being run very smoothly and covering the right things.”
- “Years ago, the City and Country units were blended into one and with funding getting less and less and aging equipment (our Pumper is getting older and older-22 years old) we need to look at better ways of doing things.”
- In our Village (Brandon), we are concerned about finding EMTs and EMR and Waupun backs us up so what is happening there is important to us”

APPENDIX G – Fire Department Interview Data

# of POC Responders to EMS page day (EMS certs only)	# of POC Responders to EMS page night (EMS certs only)	# of POC Responders general fire page	What are dept's 5010 yr challenges?	Is dept's staffing and staffing model adequate for community needs?	Should dept's minor incident response offerings be expanded?	If yes, what should be added
N/A	N/A	8	Recruitment	Y	N	
N/A	N/A	8	Recruitment	N	Y	Downed power lines
N/A	N/A	12	Recruitment	Y	N	N/A
1	2	10	Adequate Responder	Y	N	N/A
N/A	N/A	8	Recruitment	Y	N	N/A
N/A	N/A	6	Recruitment	Y	N	N/A
1	2	7	Recruitment	Y	N	N/A
2	1	6	EMS Model	Y	N	N/A
N/A	N/A	8	Adequate Responder	N	N	N/A
N/A	N/A	10	Increased call volume	N	N	N/A
N/A	N/A	8	Adequate Responder	N	N	N/A
1	3	8	Recruitment	N	N	N/A
	5					
1.25	3.2	8.25				
				58%	8%	
				42%	92%	
			Recruitment 58%			
			Adequate Responder 25%			
			Other 17%	EMS Model, Day Staff Housing	Improved inter-department communication Retention	Apparatus housing

Time to get a POC enroute to fire call	Does Lifestar Ambulance have an acceptable response time?	Is current model of separate city & country necessary and efficient?	Do you anticipate any problems if the city and country depts were merged?	Is fire station adequate for current needs?	Is apparatus & equip adequate for current needs?	Rec	Ret	Should the dept provide emergency medical transport services?	Could you commit to paid-on-premise or more designated paid on call time?
6	N	N	Y	N	Y	3	4	Y	N
7	N	Y	N	N	N	2	3	Y	N
6	Y	Y	Y	Y	Y	3	4	N	N
5	Y	N	N	N	N	5	4	Y	N
7	N	Y	Y	Y	Y	3	3	Y	N
8	Y	Y	N	N	Y	4	4	Y	N
5	Y	Y	N	N	Y	3	4	Y	N
5	Y	N	N	N	Y	5	5	Y	N
8	Y	Y	Y	Y	Y	2	4	N	N
9	N	Y	N	N	Y	2	4	Y	N
7	Y	Y	Y	Y	Y	2	4	N	N
5	N	N	N	N	Y	3	5	Y	N
6.5						3.1	4		
Yes	58%	67%	42%	33%	83%			75%	0%
No	42%	33%	58%	67%	17%			25%	100%

APPENDIX H: City of Waupun Fire Department Ordinances

- **4.01 - RECOGNITION.**

- (1) FIRE DEPARTMENT. The Waupun Fire Department shall consist of the officers and members as specified by the Municipal Code of the City, and its organization and regulations shall be governed by the provisions of this chapter.

(2) APPROPRIATIONS. The Common Council shall appropriate funds to provide for operation and for such apparatus and equipment for the use of the Fire Department as it may deem expedient and necessary to maintain efficiency and properly protect life and property from fire.

(3) COMPENSATION. The officers and members of the Fire Department shall receive such compensation from the City as set by the Common Council.

- **4.02 - ORGANIZATION AND MEMBERSHIP.**

- (1) MEMBERSHIP. The Fire Department shall consist of the following officers: One Chief, a first and second Assistant Chief, a Captain for each company, and as [many] other officers, drivers and firefighters as determined by the Common Council, provided that at no time shall the Department consist of less than 22 active members. Officers and members shall maintain their principal residence within the City of Waupun.

(2) CHIEF OFFICER. A vacancy in the office of the Chief shall be filled by appointment by the Police and Fire Commission as provided by § 62.13(3), Wis. Stats.

(3) OTHER OFFICERS; SUBORDINATES. Pursuant to § 62.13(4), Wis. Stats., other officers and subordinates shall be appointed by the Fire Chief, subject to confirmation by the Fire and Police Commission.

(4) APPLICATION FOR MEMBERSHIP.

(a) Applications shall be Submitted to the Fire Chief. The Chief, one Police and Fire Commission member and Officers shall conduct interviews with the applicants. Applicants accepted for membership in the Department shall be reported to the Fire and Police Commission for their acceptance or rejection.

(b) Physical Condition. As a prerequisite to employment, firefighters shall be required to take a pre-employment physical given by a licensed physician, showing them to be physically able to perform all duties related to their role as firefighters.

(c) Criminal Record. Applicants shall have a record free of criminal convictions, or pending criminal charges, which substantially relate to the duties of a firefighter. Applicants shall be required to sign a consent form for permission to apply for criminal records.

(d) Driver's License. Applicants must possess a valid Wisconsin drivers license. Applicants shall disclose any suspensions or revocations of operating privileges.

(e) Probationary Period. All applicants after appointment must serve a minimum probationary period of one year. At the end of probationary period, the Fire Chief shall file with the Fire and Police Commission a written report on the applicants' proficiency and knowledge of apparatus, equipment, fire prevention, fire suppression, and Policy/Procedures Manual.

(f) Certification. All new members shall satisfactorily complete the State of Wisconsin Fire Training Standards Program of Firefighter 1 and Policy 1-1 of Waupun Fire Department, within 2 years of their appointment.

(g) Age. Applicants must be at least 18 years old, as provided in § 62.13(4)(d), Wis. Stats.

- **4.03 - DEPARTMENT MEETINGS.**

Not less than one training and practice meeting of the Fire Department shall be held each month. All members shall be required to attend unless excused by the Fire Chief.

- **4.04 - POWERS AND DUTIES OF THE FIRE CHIEF.**

- (1) GENERAL SUPERVISION. The Chief shall have general supervision of the Department, subject to this chapter. The Chief shall be responsible for the general condition of the Department, the condition and state of readiness of all its equipment, the training of members and such other duties as imposed upon the Chief by the Common Council.

(2) PRESIDING OFFICER. The Chief, if possible, shall preside at all meetings of the Department, call special meetings, preserve order and enforce observance of this chapter and Department Policy and Procedure Manual.

(3) DUTIES AT FIRE. The Chief shall be present at all fires, if possible have complete command and responsibility for all fire fighting operations, plan the control of the same, direct the action of the company when it arrives at a fire, and observe that the company does its duty.

(4) OFFICERS. In the absence of the Fire Chiefs, the senior officer shall assume the duties of the Fire Chief during emergencies.

(5) DISCIPLINARY ACTION. The Fire Chief shall have the power to suspend, demote, expel, or otherwise discipline members of the Department, subject to an appeal to the Fire and Police Commission, as provided in § 62.13(5), Wis. Stats., and subject to all applicable provisions of Wisconsin Law and this Code.

(6) DUTIES OF SUBORDINATES. The Fire Chief shall submit to the Common Council for their approval a schedule indicating the duties of subordinates and members of the Fire Department.

(7) TRAINING. The Fire Chief, Training Officer, and Officers provide for training of the members.

(8) RULES AND REGULATIONS. The Fire Chief shall develop and implement a Policy and Procedure Manual for the operation of the department and care of equipment, subject to the approval of the Common Council.

(9) BUDGET. Not later than September 1 of each year, the Chief shall file with the City Clerk-Treasurer a detailed estimate of the appropriations needed for the operation of the Department during the ensuing fiscal year.

(10) ANNUAL REPORT. The Chief shall submit a written report to the Common Council not later than February 1 of each year, and at such other times as he/she deems desirable, relating to the conditions of the various pieces of apparatus and equipment, the number of fires occurring since the previous report, the number of members of each company, the total number of active members in the Department, and resignations and expulsions from the Department. He/she shall also report upon the drill and training program of the Department, together with other pertinent information, including recommendations of such improvements as he/she deems proper and necessary for the operation of the department.

(11) RECORD BOOK. The Chief shall keep a record of every fire to which any company was called and shall enter in such records the locality of the fire, time alarm was received, cause of fire, where the fire started, method of extinguishment and equipment used, names of firefighters responding, and general remarks. Such records shall indicate any false alarms received and recite the efforts made to determine the person who called in such false alarm.

(12) FIRE PREVENTION. The Chief shall enforce all fire prevention ordinances of this City and State laws and regulations pertaining to fire prevention and shall keep citizens informed on fire prevention method

(13) INVENTORY. The Chief shall keep an inventory of all apparatus and equipment.

(14) OTHER DUTIES. The Chief shall perform such other duties as are incumbent on the commanding officer of the Fire Department.

(15) ASSISTANCE. The Chief of the Fire Department, or in his/her absence the officer in charge, may issue a call for assistance to the fire department of any neighboring city, village or township, whenever in the judgment of such Chief, or in his absence the officer in charge, such assistance is necessary to control the fire. The department will also answer calls for assistance to neighboring city, village, or township when requested.

- **4.05 - USE OF APPARATUS.**

(1) CHIEF TO CONTROL. The Chief shall have control of all apparatus used by the Department and shall be responsible for its proper maintenance. Emergency repairs may be authorized by the Chief.

(2) PERMITTED USE

(a) Except as provided in subsection (b), no apparatus shall be used for any purpose except fire fighting, emergencies, fire prevention/education, or in training therefore, except pursuant to an agreement approved by the Council.

(b) With the approval of either the Mayor or the Director of Emergency Government, the Chief of the Department, or in his/her absence the senior officer in charge, may direct that the apparatus be used for emergency purposes, other than fire fighting within the City.

(3) WILLFUL INJURY PROHIBITED. No person shall willfully injure in any manner any hose, hydrant, equipment or fire apparatus belonging to the City, and no vehicle or railroad equipment shall be driven over any unprotected hose of a Fire Department when laid down on any street, private driveway or other place, to be used at any fire or alarm of fire, without the consent of the Fire Department official in command.

- **4.06 - POLICE POWER OF DEPARTMENT.**

- (1) POLICE AUTHORITY. The Chief and Assistants [or] officers in command at any fire shall have full and complete police authority at fires. Any officer of the Department

may cause the arrest of any person failing to give the right-of-way to the Fire Department in responding to a fire.

(2) APPROACH TO FIRE; REMOVAL OF PROPERTY. The Fire Chief may prescribe certain limits in the vicinity of any fire within which no persons, excepting firefighters and police officers and those admitted by order of any officer of the Department, shall be permitted to enter. The Chief may cause the removal of any property from fire or to prevent the spreading of fire to protect the adjoining property, and during the progress of any fire he/she may order the removal or destruction of any property necessary to prevent the further spread of the fire. He/she may also cause the removal of all wires or other facilities and the turning off of all electricity or other services where the same impedes the work of the Department during the progress of a fire.

(3) FIREFIGHTERS MAY ENTER ADJACENT PROPERTY. Any firefighter while acting under the direction of the Fire Chief or other officer in command may enter upon the premises adjacent to or in the vicinity of any building or other property then on fire for the purpose of extinguishing such fire and no person shall hinder, resist or obstruct any firefighter in the discharge of their duty.

(4) DUTIES OF BYSTANDERS TO ASSIST. Every person who shall be present at a fire shall be subject to the orders of the Fire Chief or officer in command and may be required to render assistance in fighting the fire or in removing or guardian property. Such officer shall have the power to cause the arrest of any person or persons.

- **4.07 - FIRE INSPECTOR; DUTIES.**

(1) CHIEF TO BE INSPECTOR. The Chief of the Fire Department shall hold the office of Fire Inspector, with power to appoint one or more deputy fire inspectors, who shall perform the same duties and have the same powers as the Fire Inspector.

(2) FIRE PREVENTION INSPECTIONS. The Chief of Fire Department shall be responsible for having all public buildings and places of employment inspected for the purpose of ascertaining and causing to be corrected any conditions liable to cause fire, or any violations of any law or ordinance relating to fire hazards or to the prevention of fires.

(3) REMOVAL OF HAZARDS. Whenever or wherever in the City any inspection by the Fire Chief or deputies reveals a fire hazard, the Chief or deputies shall serve a notice in writing upon the owner of the property giving said owner a reasonable time in which to remove the hazard. If the fire hazard is not removed within the time allowed, it shall be deemed a public nuisance. The Fire Chief or deputy may have the same removed by the City, and the cost of such removal shall be recovered in an action by the City against the owner of the property.

(4) RECORDS AND REPORTS. The Chief shall keep a written record of each property inspected which shall conform to the requirements of the Wisconsin Department of Commerce.

(5) RIGHT OF ACCESS. No person shall deny the Chief or deputies free access to any property within the City at any reasonable time for the purpose of making fire inspections. No person shall hinder or obstruct the fire inspectors in the performance of their duty or refuse to observe any lawful direction given by them.

(6) DISCLAIMER ON INSPECTION. The purpose of inspections under this section is to comply with the fire inspections of the State Codes. The inspections and the reports, findings, and orders issued after such inspections are not intended as, nor are they construed as, a guarantee. The findings of the inspections are intended to report conditions of noncompliance with Code provisions that are readily apparent at the time of inspection. The inspection does not involve a detailed examination of the mechanical systems or the closed premises. The City makes no warranty or representation, expressed or implied, that its inspection of the property has discovered all fire code violations or all fire hazards or that the report contains a complete list of all fire code violations existing on the property inspected.

COMM 7	Explosives
COMM 10	Flammable and Combustible Liquids
COMM 11	Liquefied Petroleum Gases
COMM 12	National Fuel Gas Code
COMM 13	Compressed Natural Gas
COMM 14	Fire Prevention
COMM 15	Cleaning and Dyeing
COMM 16	Wisconsin State Electrical Code Article 700 and Article 400 of the National Electrical Code
COMM 18	Elevator Code
COMM 20— 25	Uniform Dwelling Code
COMM 28	Smoke Detectors
COMM 50— 64	Commercial Building Code
COMM 66	Uniform Multifamily Dwellings
COMM 70	Historical Building Code
COMM 75— 79	Existing Buildings (pre 1914)
NFPA 1	Fire Protection Code

- **4.075 - CODES ADOPTED.**

Except as otherwise specifically provided in this Code, the following sections of the Wisconsin Administrative Codes are hereby adopted by reference and made part of this Code as if fully set forth herein. Any act required to be performed or prohibited by any statute or code provision incorporated herein by reference is required or prohibited by this Code. Any future amendments, revisions or modifications of the statutes and codes incorporated herein are considered to be made a part of this Code in order to secure uniform statewide regulation: