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# Town of Randall
# Emergency Services Study

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# EXECUTIVE SUMMARY

This study was prepared for the Town of Randall, Wisconsin and funded by a Wisconsin Innovation Planning grant. It evaluates the sustainability, performance, and future viability of fire and EMS in the Town. Our study recommends that the towns of Randall and Wheatland and the Village of Twin Lakes transition to a consolidated, joint department. Our analysis finds that all three communities face similar and increasingly significant challenges, including rising service demand—particularly for EMS—declining volunteer participation, aging apparatus, and growing financial pressures constrained by state levy limits. While each department currently meets minimum statutory staffing requirements, this will become increasingly difficult to maintain in the future, as well as consistently meeting national performance benchmarks regarding response times and staffing.

Our study concludes that these challenges are structural rather than temporary and are expected to intensify over time due to demographic trends. Trends include an aging population and declining total population, which paradoxically increase EMS demand while reducing the volunteer base. A joint municipal fire and EMS department is presented as a viable long-term solution that aligns with national service delivery models for similar sized communities. This department would be created by an intergovernmental agreement and report to a joint fire commission. Consolidation would improve operational efficiency, enhance staffing reliability through a combination, or partially career model, and allow for more strategic deployment of resources including apparatus and stations. The study finds that a two-station department with a streamlined apparatus fleet can adequately provide service to the communities in the district. It would also provide opportunities to standardize training, improve compliance with regulatory requirements, and strengthen fire prevention and community risk reduction efforts. While consolidation would require careful planning, governance agreements, and initial investment, our

study finds it offers the most sustainable path forward to maintain or improve service levels while managing long-term costs and ensuring public safety across the region

## INTRODUCTION

The Town of Randall, Town of Wheatland, and the Village of Twin Lakes operate separate municipal fire departments and they all contract with Twin Lakes Volunteer Fire and Rescue Inc. for ambulance service. In recent years, full-time staff were added to the ambulance service due to increasing calls and difficulty meeting the demand with volunteer/paid-on-call (POC) personnel. Full-time staff have since become municipal employees of the Village of Twin Lakes. The Town of Randall and Town of Wheatland also struggle with increasing call demand, lack of volunteers, and limited availability. The Town of Randall engaged Public Administration Associates, LLC (PAA) to evaluate fire and EMS service delivery from a "blank canvas" perspective and determine the most effective long-term model for protecting the community. This study examines the current service structure, alternative delivery models, and the relative strengths and weaknesses of each approach. As part of that analysis, a single joint fire and emergency medical department serving the three communities emerged as the most practical and sustainable option. This report presents the findings of that comprehensive review.

The primary goal of this study was to identify the optimal Fire/EMS service model for the Town of Randall based on service effectiveness, operational sustainability, and long-term financial responsibility. Consolidation was evaluated as one potential option—not as a predetermined conclusion—alongside the continuation of existing independent departmental structures and other service delivery alternatives. PAA reviewed operational performance, staffing trends, facility needs, apparatus deployment, governance structures, and financial implications to determine which model would best provide reliable emergency response while maintaining fiscal responsibility. Based on that analysis, PAA developed a conceptual framework for a joint municipal fire and EMS department and outlined the necessary implementation steps should the participating governing bodies choose to move forward with that approach. Throughout the analysis, PAA examined various operational structures, financial implications, and best practices to identify potential improvements. The approach PAA used was data-driven, ensuring recommendations were based on objective analysis rather than

preconceived notions. The report details current service delivery and explores the potential benefits and challenges of consolidation. It also provides insights into funding options and implementation strategies. Ultimately, this study aims to inform decision-makers about the most effective and sustainable ways to deliver fire and EMS services, ensuring safety and fiscal responsibility for the communities involved.

# MUNICIPALITY DESCRIPTIONS

## Village of Twin Lakes

The Village of Twin Lakes is located in the southwestern corner of Kenosha County along the Wisconsin–Illinois border and is bordered on all other sides by the Town of Randall. Incorporated in 1937, the Village takes its name from its two defining lakes—Lake Elizabeth and Lake Mary—which remain central to the community's identity, character, and local economy. Twin Lakes is approximately 30 minutes west of the City of Kenosha, one hour south of Milwaukee, and roughly 90 minutes from downtown Chicago, making it an attractive destination for both permanent residents and seasonal visitors. According to the Wisconsin Department of Administration, the Village had a population of 6,309 in 2020, with projections showing a relatively stable population through 2030 before modest long-term decline. The community's lakes, recreational opportunities, and resort atmosphere continue to draw vacationers and seasonal residents, significantly increasing the population during peak summer months.

Twin Lakes is primarily a residential community supported by small businesses that serve both year-round residents and seasonal visitors. The Twin Lakes School District is one of the community's largest employers, while most other businesses in and around the Village are small, locally owned operations, including retail, hospitality, service, and tourism-related establishments. Limited light manufacturing exists on the edges of the community, but the Village's economic character remains centered on residential living, recreation, and visitor-driven commerce. Full-time residents typically account for only two-thirds to three-quarters of the peak seasonal population, reflecting the strong influence of second homes, lake properties, and tourism on the local service demands placed upon the community.

### Land Use and Fire/Rescue Risk Profile

The network of roads that give access to the waterfront housing is narrow, has sharp turns, and can have steep hills. As is typical with water access roads, they do not always connect in a continuous manner. The fire department faces significant access challenges and planning when it comes to reaching those homes for fire protection. Also, it is becoming more common to build fewer but larger homes on the waterfront, adding a greater need for water supply access if there is a fire.

The Village of Twin Lakes does not have a municipal water system but does have a municipal sewer system. The lack of hydrants in the village combined with challenging access

for larger, heavy fire apparatus puts the fire department at a considerable disadvantage in fire suppression operations, especially covering high value waterfront properties. All fires will require a tender water delivery operation to be included in their operational plans. For that reason, the department roster needs to account for tender operators at every fire call, not just rural incidents.

A significant life safety consideration for the Village of Twin Lakes—shared with the Town of Randall—is the annual Country Thunder Wisconsin music festival. This regional four-day event, held each July since 1996, draws approximately 25,000 to 30,000 attendees per day and includes more than 5,000 campsites. Because of its size, temporary population increase, traffic volume, and large-scale camping operations, the festival creates substantial public safety and emergency response demands for fire, EMS, and law enforcement agencies throughout the area. While the event generates significant positive economic activity for the region, it also represents one of the most significant annual life safety planning and response challenges for the surrounding communities.

*Commercial and Industrial*

The Village has an established downtown area consisting of a mix of newer multi-family and mixed-use developments, along with older structures that predate the Village's incorporation. Commercial properties generally appear well maintained, and PAA did not observe a significant number of vacancies or signs of economic decline within the downtown district. Industrially zoned property is limited and primarily consists of smaller-scale facilities, most of which are no more than two stories in height and have reasonable access for fire apparatus. However, the absence of a municipal water system and public hydrants creates additional challenges for fire suppression operations, particularly for commercial and industrial occupancies where higher fire flows may be required. Overall, commercial and industrial land uses account for approximately five percent of the total land area within the Village.

*Residential*

Housing demand in the Village remains stable, with continued interest in additional affordable housing options to meet the needs of residents. The Village is also evaluating opportunities for additional Community-Based Residential Facilities (CBRFs) to better serve an aging population and address increasing long-term care needs within the community. According to the 2010 Census, Twin Lakes contained 3,251 housing units; based on typical development

trends and modest growth, that number is likely closer to 3,500 units today. PAA estimates that approximately two-thirds of these units are occupied by year-round residents, resulting in roughly 2,600 to 3,000 permanent households, with the balance consisting of seasonal residences, second homes, and vacation properties that contribute to significant population fluctuations throughout the year.

**Population Trends**

**WI Department of Administration Population Projections**

| Population | 2020 | 2030 | 2040 | 2050 |
|---|---|---|---|---|
| Village of Twin Lakes | 6,309 | 6,326 | 6,162 | 5,762 |

The Wisconsin Department of Administration publishes long-range population projections, and the table above reflects the 2024 projections based on the 2020 Census. Those projections indicate that the Village of Twin Lakes may experience an approximate 9 percent population decline over the next 25 years. This trend is consistent with broader demographic patterns across Wisconsin and is not unique to Twin Lakes. As birth rates decline and younger families continue to relocate closer to larger employment and population centers, smaller communities such as Twin Lakes can expect modest long-term population decreases. However, a declining population does not necessarily result in reduced demand for emergency services. As the resident population ages, the demand for emergency medical services typically increases, particularly for ambulance transport and medical first response. In addition, smaller household sizes and reduced family support networks often lead to greater reliance on public safety and emergency response systems to meet everyday health and life-safety needs.

**Summary**

The Village of Twin Lakes has taken proactive steps to position itself for long-term sustainability while maintaining the quality of life expected by both residents and seasonal visitors. Like many communities of similar size, Twin Lakes faces challenges related to population shifts, increasing service demands, and the long-term sustainability of emergency services. However, the Village also faces a unique operational challenge in the absence of a municipal water system and public hydrant network, which significantly affects fire protection planning, apparatus needs, staffing requirements, and overall emergency response capability.

This limitation places additional importance on regional cooperation, water supply planning, and the strategic deployment of fire and EMS resources.

## Town of Randall

The Town of Randall is located in the southwestern corner of Kenosha County along the Wisconsin–Illinois border, positioned between the metropolitan areas of Milwaukee and Chicago. The Town lies approximately 45 miles south of Milwaukee and about 60 miles north of Chicago, making it an attractive location for residents seeking a rural or suburban setting with convenient access to larger employment centers. Randall is bordered to the north by the Town of Wheatland, surrounds the Village of Twin Lakes on nearly all sides, and shares its southern boundary with the State of Illinois.

The Town is characterized by a blend of agricultural land, large residential parcels, lakefront properties, and established waterfront neighborhoods surrounding areas such as Powers Lake and Lake Benedict. As a primarily residential and agricultural community, Randall offers a quieter living environment while still providing access to outdoor recreation, strong local schools, and reasonable commuting options to surrounding urban centers. Its close geographic and economic relationship with the Village of Twin Lakes creates a shared community identity, with residents relying on common schools, businesses, recreational amenities, and public services that closely connect the two municipalities.

### Land Use and Fire/Rescue Risk Profile

The Town of Randall is home to Wilmot Mountain Ski and Tubing Resort, a significant seasonal destination that attracts visitors from throughout southeastern Wisconsin and the greater Chicago metropolitan area. Annual attendance typically exceeds 100,000 visitors, depending on winter weather conditions. The facility is well maintained, and the structures themselves do not present unusual fire protection concerns; however, the volume of seasonal visitors creates increased demand for emergency medical response, traffic management, and public safety coordination. While the resort maintains on-site emergency care through its ski patrol operations, ambulance transport and higher-level emergency response continue to rely on area Fire/EMS providers.

Another major life safety consideration for the Town is the annual Country Thunder Wisconsin music festival mentioned earlier in this report. This multi-day festival significantly increases the temporary population of the area each July. The event draws tens of thousands of attendees each day and creates substantial demands for fire protection, EMS response, traffic control, and coordinated public safety planning across multiple jurisdictions. Its regional scale requires extensive intergovernmental cooperation and remains one of the most significant recurring public safety events affecting both the Town of Randall and the surrounding communities.

*Commercial and Industrial*

The Town of Randall has limited commercial and industrial buildings. Current development trends in the Town of Randall show there are not any anticipated large increases in industrial or large commercial properties. The Town of Randall has a limited number of commercial and industrial properties, with land use remaining primarily residential and agricultural in character. Existing commercial activity is generally small in scale and industrial development is minimal. Based on current development patterns and the Town's long-range planning documents, PAA does not anticipate significant expansion of large-scale commercial or industrial properties in the foreseeable future.

*Residential*

Residential development in the Town of Randall remains stable, with approximately 1,300 housing units currently located throughout the community. Housing consists largely of single-family homes on larger lots, waterfront properties, and established residential neighborhoods near the Town's lakes and recreational areas.

**Population Trends**

**WI Department of Administration Population Projections**

| Population | 2020 | 2030 | 2040 | 2050 |
|---|---|---|---|---|
| **Town of Randall** | 3,285 | 3,188 | 3,012 | 2,735 |

The Wisconsin Department of Administration publishes long-range population projections, and the table above reflects the 2024 projections based on the 2020 Census. These projections indicate that the Town of Randall may experience an approximate 17 percent population decline over the next 25 years. This trend is consistent with broader demographic

patterns across Wisconsin and is not unique to Randall. As birth rates continue to decline and younger families increasingly relocate closer to larger employment and population centers, smaller communities such as Randall can expect modest long-term population decreases.

A declining population, however, does not necessarily result in reduced demand for emergency services. As the resident population ages, the demand for emergency medical services often increases, particularly for ambulance transport, medical first response, and other life-safety services. In addition, smaller household sizes and reduced family support networks frequently lead to greater reliance on public safety and emergency response systems to meet routine health and emergency needs.

**Summary**

The Town of Randall has adopted a comprehensive plan that supports thoughtful residential and commercial growth while preserving the community's rural character and quality of life. The Town recognizes its close interdependence with the Village of Twin Lakes and the importance of continued cooperation in areas such as public safety, infrastructure, and community development. Shared schools, businesses, recreational amenities, and service demands create a strong functional relationship between the two municipalities and benefit both residents and visitors. Moving forward, the Town remains focused on strategic growth, infrastructure improvements, and collaborative planning efforts that strengthen the community while maintaining the character and quality of life that make Randall an attractive place to live and visit. The Town of Randall has a comprehensive plan that includes goals for growth in business and residential occupancies. The town recognizes its interdependence with the Village of Twin Lakes and plans cooperative efforts to benefit the citizens and visitors. The town is focused on growth and improvement of infrastructure.

## Town of Wheatland

The Town of Wheatland is located in the west-central portion of Kenosha County. It is bordered to the south by the Town of Randall, to the north by Racine County, to the west by Walworth County, and to the east by the Village of Salem Lakes and the Town of Brighton. The community is predominantly rural and agricultural in character, with a significant portion of residential development concentrated around Lilly Lake, the Fox River corridor, and other established residential areas. In addition to lake-oriented neighborhoods, the Town includes

numerous country homes, subdivisions, and agricultural properties. Key community assets include Wheatland Center School, which serves as an important local institution, as well as a large sand and gravel pit operation that represents one of the Town's more significant industrial land uses.

Within the Town of Wheatland is the unincorporated community and census-designated place of New Munster, which serves as an important civic and community center for the Town. New Munster is home to the Town Hall, the Wheatland Fire Department station, a large public park, local businesses, and an established residential neighborhood. The community also has a long-standing local identity, with a post office that has served the area since the late 1800s. As the historic and operational center of municipal activity, New Munster remains a focal point for local government services, public safety operations, and community identity within the Town of Wheatland.

**Land Use and Fire/Rescue Risk Profile**

Much of the Town of Wheatland consists of farmland and agricultural land uses, which contribute to the community's rural character, open space, and quiet residential environment. A significant residential area surrounds Lilly Lake and extends east toward the New Munster Wildlife Area, commonly referred to locally as New Munster Marsh. This Wisconsin DNR property encompasses approximately 1,226 acres of marshland, wetlands, creeks, woodlands, grasslands, and agricultural fields. In addition to protecting water quality and improving fish and wildlife habitat, the area provides important habitat for migratory birds and other native species. It is also a valuable recreational asset for the community, offering opportunities for hiking, hunting, fishing, canoeing, and wildlife viewing that enhance the Town's quality of life and overall appeal to residents and visitors alike.

The Town of Wheatland is bisected east to west by Wisconsin Highway 50, a major transportation corridor connecting the communities of Lake Geneva, western Kenosha County, and the City of Kenosha. This highway serves as one of the Town's primary travel routes and carries significant daily traffic volumes. Based on Wisconsin Department of Transportation traffic counts, average daily traffic volumes along this corridor in and near Wheatland generally range from approximately 15,000 to more than 25,000 vehicles per day, depending on the location and season.

Not all major intersections within the Town are signal-controlled, and the combination of high traffic volumes, rural roadway design, seasonal travel patterns, and heavy commuter use contributes to an elevated risk of motor vehicle accidents. Traffic incidents along Highway 50 and connecting county roads represent a significant public safety concern and generate a substantial portion of Fire/EMS response activity for the community.

*Commercial and Industrial*

A large sand and gravel pit is located on the north side of the Town of Wheatland and represents one of the Town's more significant industrial land uses. As with any industrial operation, there are inherent risks associated with heavy equipment, material handling, and vehicle traffic; however, the overall fire and life safety risk is not considered unusually high. The scale of the operation itself, however, makes it a notable consideration for emergency response planning.

Scouting America also operates a camp on Dyer Lake within the Town. The camp is well attended and professionally managed, which helps reduce operational risk; however, the presence of seasonal visitors, youth programming, and waterfront activities requires ongoing Fire/EMS readiness and coordination.

The most significant potential future safety concern remains the proposed development of a 200-megawatt lithium-ion battery energy storage facility within the Town. As of this report, the proposal has been rejected, although future consideration of a similar project remains possible. Large-scale lithium-ion battery storage facilities present unique fire protection challenges due to the risk of thermal runaway, a condition in which battery cells can rapidly overheat and sustain prolonged fire events. Fires of this nature can require significant water resources, specialized suppression strategies, and may take extended periods—sometimes days—to fully control. In addition, such incidents can release hazardous gases, negatively affect air quality, and create concerns regarding contaminated runoff entering local waterways. Although modern facilities are typically designed with containment systems to manage runoff, any failure of those protections could present environmental risks. If such a facility were ultimately approved, the Fire Department would likely need to invest in specialized training, pre-incident planning, and potentially additional equipment and regional response resources to adequately protect the community.

*Residential*

Residential housing demand in the Town of Wheatland generally remains consistent with the available housing supply, supporting slow and steady growth rather than large-scale development. The housing stock includes a significant number of country homes and waterfront residences. A mobile home park located in the northeastern portion of the Town consists primarily of older units, some of which are in need of repair. The Fire Chief identified this area as a higher-risk location due to the frequency of service calls and the condition and proximity of some of the structures. As is common in lakefront and riverfront residential areas, portions of the Lilly Lake and Fox River neighborhoods also present access challenges for emergency responders due to narrow roads, limited turnaround space, and closely spaced homes.

**Population Trends**

**WI Department of Administration Population Projections**

| Population | 2020 | 2030 | 2040 | 2050 |
|---|---|---|---|---|
| **Town of Wheatland** | 3,391 | 3,387 | 2,917 | 2,567 |

The Wisconsin Department of Administration publishes long-range population projections, and the table above reflects the 2024 projections based on the 2020 Census. These projections indicate that the Town of Wheatland may experience an approximate 24 percent population decline over the next 25 years. This trend is consistent with broader demographic patterns across Wisconsin and is not unique to Wheatland. As birth rates continue to decline and younger families increasingly relocate closer to larger employment and population centers, smaller communities such as Wheatland can expect modest long-term population decreases.

A declining population, however, does not necessarily result in reduced demand for emergency services. As the resident population ages, the demand for emergency medical services often increases, particularly for ambulance transport, medical first response, and other life-safety services. In addition, smaller household sizes and reduced family support networks frequently lead to greater reliance on public safety and emergency response systems to meet routine health and emergency needs.

**Summary**

The Town of Wheatland faces several notable public safety considerations, including the high traffic volumes and accident potential associated with Wisconsin Highway 50, as well as

the possibility of increased fire protection demands if a large-scale battery energy storage facility is approved in the future. At the same time, the Town's established residential neighborhoods, lake communities, agricultural landscape, and unincorporated centers such as New Munster contribute significantly to its character and quality of life. These features, combined with its rural setting and strong sense of community, make Wheatland an attractive place to live while also requiring thoughtful planning to ensure Fire/EMS services remain effective and sustainable into the future.

## FIRE/EMS DEPARTMENT OVERVIEW

### Town of Randall Fire Department

The Randall Volunteer Fire Department is a joint municipal fire department established pursuant to Wisconsin Statute § 61.65(3g). This study evaluates the department's service model, personnel and staffing structure, apparatus and facilities, and overall service demand using nationally recognized performance benchmarks and industry best practices.

Two primary standards guide this evaluation:

- **National Fire Protection Association (NFPA):** The NFPA develops nationally recognized model codes, operational standards, and research used to evaluate fire department organization, staffing, training, response performance, and firefighter safety.
- **Insurance Services Office (ISO):** ISO conducts Public Protection Classification (PPC) evaluations, which directly influence fire insurance rates for property owners. PPC ratings range from Class 1 (the highest level of recognized fire protection) to Class 10 (no recognized fire protection). The Randall Volunteer Fire Department currently holds a PPC rating of 9.

ISO evaluates departments in three primary categories:

- Emergency Communications – 10%
- Fire Department Operations – 50%
- Water Supply – 40%

These benchmarks provide a consistent framework for evaluating the department's current capabilities and identifying opportunities for operational improvement and long-term sustainability.

**1. History**

The Randall Volunteer Fire Department has provided fire protection services to the community since 1984. Prior to that time, fire protection for the Town of Randall was provided by the Twin Lakes Fire Department. In 1984, following a series of arson fires in the Powers Lake area, the Town received substantial fire service invoices from Twin Lakes, which prompted local officials to reevaluate the Town's long-term fire protection needs. In response, the Town of Randall established its own fire department and authorized the construction of two fire stations, along with the purchase of two pumpers and two tenders to serve the new department.

One station was constructed at 38820 93rd Street to provide coverage for the western portion of the Town, while a second station was built adjacent to the Randall Town Hall at 34530 Bassett Road in Bassett. The 93rd Street station remains in operation today and continues to serve as a satellite location for apparatus and emergency response coverage.

The original Bassett Road station was replaced in 2004 when the department constructed a new fire station at 9575 336th Avenue to better accommodate the growing operational needs of the department. The original stations were designed primarily as basic apparatus garages with limited support space and minimal amenities. As the department expanded, those facilities no longer adequately met the needs of personnel, equipment storage, training, and administrative functions.

The new station was designed to provide improved functionality for both emergency operations and department administration. It offers enhanced storage for turnout gear and equipment, a dedicated meeting and training room equipped with audiovisual technology, and office space for records management, report writing, and other administrative responsibilities. The updated facility significantly improved the department's ability to support its members and maintain efficient day-to-day operations.

In recent years, declining volunteer membership and reduced daytime responder availability have increased the department's reliance on cooperation with neighboring fire

departments. As a result, the Randall Volunteer Fire Department works closely with both the Twin Lakes Fire Department and the Wheatland Fire Department to provide mutual support and maintain effective emergency response coverage. The department also participates in the Mutual Aid Box Alarm System (MABAS), a regional mutual aid network that ensures access to additional personnel, apparatus, and specialized resources during larger or more complex incidents. This cooperative approach has become increasingly important to maintaining reliable fire protection and emergency response capabilities.

**2. Personnel and Organization**

The Randall Fire Department operates as a volunteer department, staffed exclusively by volunteers. The current roster has 23 members, with three listed as auxiliary. The leadership structure is as follows:

- Fire Chief
- Assistant Chief
- Captain
- Lieutenant
- Training Officer

**3. Staffing Model**

Department members do not staff the stations and instead respond from home or work when calls are dispatched. This staffing model places Randall within the volunteer category, as defined by NFPA's national fire department profile, which classifies departments based on the proportion of volunteer versus career members.

**4. Population Served**

*NFPA Benchmark Context*

The table below presents data from the most recent National Fire Protection Association (NFPA) Fire Department Profile Survey (2020), illustrating the distribution of fire department types across comparable population ranges. The Town of Randall's fire protection service area covers 3,395 residents (2023).

**NFPA Fire Department Profile Survey (2020)**

| Population | All-Career | Mostly Career | Mostly Volunteer | All-Volunteer |
|---|---|---|---|---|
| < 2,500 | 1% | 2% | 7% | 91% |
| 2,500 to 4,999 | 2% | 4% | 22% | 72% |
| 5,000 to 9,999 | 7% | 12% | 37% | 44% |
| 10,000 to 24,999 | 26% | 29% | 33% | 12% |

NFPA's national profile (2020) provides useful comparison points for communities of similar size, demonstrating that most departments serving populations under 10,000 are volunteer or mostly volunteer. The data in NFPA Fire Department Profile Survey (2020) table shows 74% of communities with populations between 2,500 and 4,999 are protected primarily by volunteer fire departments.

For comparison, the population range of the potential merged department (13,145) is also included in the data set. In this population category, 33% of departments are classified as combination (mostly volunteer) departments. This indicates a joint department including career members utilizes an organizational model aligning with national patterns for similarly sized communities.

The table below presents the number of firefighters per 1,000 population in the Midwest. The data shows a clear trend: as population increases, the number of firefighters per 1,000 residents decreases. Several factors explain this:

**Economies of Scale**

A fully staffed engine company requires the same number of personnel whether it serves a community of 2,400 or 5,000 residents. As population increases, the fixed staffing requirement is distributed across a larger number of residents, reducing the per-capita ratio.

**Shift Toward Career Staffing**

Larger populations typically generate higher call volumes and more complex service demands. As a result, communities with growing populations tend to employ more career personnel and rely less on volunteer staffing, which also affects the per-capita firefighter ratio.

**Average Volunteer Firefighters per 1,000 Population – Midwest**

| Population | FF/1,000 |
|---|---|
| < 2,500 | 16.67 |
| 2,500 to 4,999 | 7.87 |
| 5,000 to 9,999 | 3.98 |

Randall's current roster provides 5.89 firefighters per 1,000 population, considering the auxiliary members are not credentialed responders. This places the Town of Randall below the Midwest average of 7.87 for communities in the 2,500 to 4,999 population range. This suggests Randall's staffing level is below regional norms. This is a common trend PAA has observed throughout Wisconsin. Volunteer fire department membership is in decline, and the volunteers are aging. The other trend is limited volunteer ability to respond to incidents, especially during weekday and daytime hours.

**5. Firefighter Tenure and Organizational Stability**

Firefighter tenure is a critical indicator of recruitment, retention, and long-term sustainability. The data shows 50% of Randall's members have five years of experience or less, which aligns with national trends for volunteer and combination departments. The department performs slightly above national averages in the 5-to-10-year tenure range, which is a positive indicator of mid-career retention. However, Randall is significantly below national averages for members with more than 10 years of service. This is concerning, as long-tenured members often provide leadership, mentorship, and institutional knowledge essential for operational continuity. Interviews with the fire chief confirm both recruitment and retention are a significant concern and that the observed membership trends are one of the biggest challenges Randall faces in the coming years.

**Average Tenure of Volunteer Firefighters – U.S. vs Randall Fire Department**

| Communities 2,500 -9,999 | % of Firefighters < 1 Year | % of Firefighters 1-5 Years | % of Firefighters 5-10 Years | % of Firefighters > 10 Years |
|---|---|---|---|---|
| National Average | 11% | 27% | 22% | 40% |
| Randall | 10% | 40% | 35% | 25% |

**6. Fleet Overview**

The Randall Volunteer Fire Department operates two engines, one tender, one ladder truck, one brush truck, two pickups (squads), a UTV equipped for off-road fire suppression, and an inflatable water rescue boat. This fleet composition is appropriate for a rural district with no public hydrant or water system coverage. The department's tender is essential for meeting ISO rural water supply requirements.

*Apparatus Inventory Summary*

Key apparatus include:

- **Two Pumpers** (both 1994)
- **One Tender** (1999)
- **One Ladder Truck** (2004)
- **Brush Truck** (2017)
- **Two Pickups/Squads** (both 2013)
- **Wild Land/UTV** (2007)
- **Inflatable Water Rescue Boat** (2001)

**Randall Fire Department Apparatus**

| Apparatus Type | Pump (gpm) | Tank (gal) | Year |
|---|---|---|---|
| Pumper | 1,500 | 1,000 | 1994 |
| Pumper | 1,500 | 1,000 | 1994 |
| Ladder Truck | 2,000 | 500 | 2004 |
| Tender | 500 | 4,000 | 1999 |
| Brush | 300 | 300 | 2017 |
| UTV | 10 | 60 | 2007 |
| Pickup | N/A | N/A | 2013 |
| Pickup | N/A | N/A | 2013 |

*ISO Considerations*

Randall's current ISO rating is 9, due to lack of a public fire protection water system. The department meets ISO's minimum apparatus requirements and has the capability to deliver the required 200 gallons per minute (gpm) for 20 minutes using its engines and 4,000-gallon tender, potentially improving the ISO class to 8.

*NFPA Service Life Benchmarks*

Several units are approaching or exceeding NFPA's recommended service life:

- **1994 Pumpers** (beyond 20 years)
- **2004 Ladder Truck** (beyond 15 years)
- **1999 Tender** (at 25-year limit)

*Fleet Size Comparison*

Randall's number of engines and support apparatus is generally consistent with NFPA survey data for communities of similar size and service demands. The department maintains an aerial apparatus, a feature that is significantly less common among departments serving comparable populations. According to NFPA benchmarking data, only ten percent of

departments in this population range operate an aerial unit. An aerial apparatus is necessary when a response district contains five or more buildings that are three stories in height (or exceed 35 feet), or when occupancies require a needed fire flow greater than 3,500 gallons per minute.

The following tables present NFPA benchmark data regarding apparatus ownership by community population size. These comparisons provide useful context for evaluating whether the department's current fleet is proportionate to the service demands and population served. Percentages may not total exactly 100 percent due to rounding in the original NFPA source data.

**NFPA Pumper Apparatus Comparison**

| Population | 0 | 1 | 2 | 3 to 4 | 5 or more |
|---|---|---|---|---|---|
| < 2,500 | 11% | 41% | 39% | 9% | 0% |
| 2,500 to 4,999 | 2% | 23% | 50% | 24% | 1% |
| 5,000 to 9,999 | 1% | 14% | 45% | 36% | 3% |
| 10,000 to 24,999 | 1% | 9% | 33% | 47% | 10% |

**NFPA Ladder Apparatus Comparison**

| Population | 0 | 1 | 2 | 3 to 4 |
|---|---|---|---|---|
| < 2,500 | 96% | 4% | 0% | 0% |
| 2,500 to 4,999 | 89% | 10% | 0% | 0% |
| 5,000 to 9,999 | 73% | 26% | 1% | 0% |
| 10,000 to 24,999 | 48% | 48% | 4% | 0% |

**NFPA Comparison – Other Apparatus**

| Population | 0 | 1 | 2 | 3 to 4 | 5 or more |
|---|---|---|---|---|---|
| < 2,500 | 10% | 23% | 28% | 29% | 9% |
| 2,500 to 4,999 | 11% | 21% | 28% | 30% | 10% |
| 5,000 to 9,999 | 16% | 23% | 25% | 26% | 10% |
| 10,000 to 24,999 | 24% | 23% | 20% | 21% | 11% |

## 7. Service Demand and Performance

The following section contains a review of demand for services and the performance of systems in meeting this demand. These items are reviewed to determine if current staffing is meeting performance expectations and to identify trends in demand that are affecting or have the potential to affect performance in the future, requiring additional resources to meet that demand.

*Call Volume*

The first data set reviewed in this section is the type and number of calls for service and location of the calls. The data provided is from 2022 to 2025 from the department's software. Due to a software change in 2022, the 2021 data is not available.

**Incidents by Type for Randall Fire Department**

| Call Type | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|
| **Fire** | | | | |
| Building Fire | 6 | 20 | 30 | 16 |
| Cooking Fire | 0 | 0 | 2 | 0 |
| Vehicle Fire | 1 | 2 | 3 | 4 |
| Grass/Wildland Fire | 2 | 1 | 7 | 11 |
| Fire Other | 7 | 5 | 5 | 6 |
| **Overpressure or Rupture** | | | | |
| Rupture Air or Gas | 0 | 1 | 1 | 2 |
| **Rescue** | | | | |
| Vehicle Accident | 13 | 16 | 36 | 48 |
| Assist EMS | 57 | 140 | 127 | 69 |
| Rescue Other | 3 | 3 | 1 | 4 |
| **Hazardous Condition** | | | | |

| | | | | |
|---|---|---|---|---|
| CO Alarm | 1 | 7 | 2 | 11 |
| Gas Leak | 0 | 2 | 4 | 4 |
| Wire Down | 1 | 12 | 1 | 1 |
| Other Hazardous Condition | 1 | 2 | 2 | 1 |
| **False Alarms** | | | | |
| Alarm, No Fire, False | 12 | 24 | 12 | 11 |
| Sprinkler Malfunction | 0 | 1 | 0 | 1 |
| Smoke Scare | 0 | 1 | 1 | 1 |
| **Service Call** | | | | |
| Cancelled En Route | 8 | 19 | 28 | 54 |
| Misc. Service Call | 4 | 15 | 9 | 7 |
| **Total Calls** | **116** | **271** | **271** | **251** |

The data provided did not distinguish whether calls were mutual aid, either received or given. As a result, the reported number of fire incidents likely includes responses where the Randall Fire Department assisted neighboring departments with structure fires through automatic aid, mutual aid, or the Mutual Aid Box Alarm System (MABAS). There is also an unusually high number of calls categorized as "Cancelled En Route." This category likely includes a significant number of MABAS dispatches that were cancelled prior to arrival, as well as EMS assist calls in which first responders were dispatched but the ambulance transported the patient before fire personnel arrived on scene. This is particularly likely given the corresponding reduction in documented EMS assist calls.

Many of the listed call types—such as carbon monoxide alarms, downed wires, and certain automatic fire alarms—are incidents that larger departments would often handle with a single fire company response. Based on the available data, the department averaged just under six calls per week, which remains within a reasonable service demand range for an on-call volunteer fire department.

Using data provided by the Fire Chief, PAA estimated the number of calls associated with Mutual Aid Box Alarm System (MABAS) responses. Complete data for these calls was only available for the years 2023 through 2025. The chart below summarizes the estimated MABAS and mutual aid activity during that period. PAA believes that these mutual aid responses are included within the total call volume reported in the previous table, which should be considered when evaluating overall incident demand and department workload.

| Mutual Aid Area | 2023 | 2024 | 2025 |
|---|---|---|---|
| Wheatland | 0 | 77 | 87 |
| Twin Lakes | 18 | 13 | 21 |
| All other combined | 73* | 68 | 54 |

*Wheatland volume included in combined

**Facilities**

The stations were evaluated for their functionality and compliance with safety standards. Station 1, located at 38820 93rd Street, was constructed in 1984 when the Town of Randall developed its own fire department. It is a similar to the original Station 2, which still stands next to the Randall Town Hall in Bassett. While this station is no longer used by the fire department, it is still utilized by the Town of Randall. Station 1 is a basic, block building with a bathroom. It is currently used as a satellite station, and its primary use is to keep apparatus on the west side of the town. For the purpose of this study, PAA focused on Station 2. Station 2 was constructed in 2003 and is located at 9595 336th Avenue in Bassett. It is a modern station with many well-considered features.

*Location*

The location of the station was evaluated using GIS mapping to analyze travel distance and response times throughout the service area; these maps are included in Appendix F. The analysis indicates that the current station location would not be ideal for a future joint department serving Randall, Wheatland, and Twin Lakes. One of the primary limitations is its close proximity to the Twin Lakes Fire Department station, which creates unnecessary overlap in coverage rather than improving system-wide response efficiency. In addition, response coverage to the western and northern portions of the service area reveals notable gaps in both travel distance and response time. These limitations suggest that, while the current station functions adequately for the existing Randall Fire Department, it would not be the most effective primary station location for a consolidated regional Fire/EMS department.

*Apparatus Bay*

The apparatus bay in the Town of Randall Station 2 is spacious and clean. It was designed with three double deep drive-through bays with ample room surrounding the apparatus. Turnout gear is stored near the apparatus. Recent recommendations would include a separate room for turnout gear to limit the amount of UV light that comes in contact with the gear, which contributes to premature breakdown of materials. The station is designed with multiple entry points from the living quarters portion of the station to the apparatus bay which improves flow and reduces walking distances inside the building.

*Decontamination and Washer/Drying Area*

The department has a commercial washer/extractor for turnout gear which is located in a room off of the apparatus bay area.

*Locker Room/Showers/Restrooms*

The station does have separate male and female restrooms/shower rooms. There is no personal locker area. PAA recommends having personal lockers nearby to allow for a change of clothes before returning home. This helps to avoid cross contamination of cancer-causing agents from exposure to smoke and other fire gases.

*Day Room*

There is no designated space for a day room, which is common in departments staffed by volunteers.

*Office Space*

Office space is adequate for the current needs of the department.

*Training Room*

The training room is on the southwest corner of the building with adequate space for classroom training and meetings. It is equipped with current technology to assist in teaching and learning.

*Kitchen/Dinning*

The station has a kitchen area located between the training room and office area. It is adequate for the current needs of the department.

*Fitness Room*

There is no designated fitness room located in the station. In 2003, this was a novel concept, but is now included in modern station designs, even those served by volunteers. Fitness rooms help departments encourage physically fit firefighters. Providing the space also encourages volunteers to spend time at the fire station, potentially lowering response times.

*Sleeping Quarters*

There are currently no sleeping quarters at the Town of Randall Station 2, although some space was designated in the original design. The Kenosha County Sheriff's Department, and a water rescue office currently occupies the space.

*Summary*

Overall, the station currently meets the needs of the department. The building is modern and attractive, meets ADA requirements, and would need few modifications to accommodate full-time staff. Unfortunately, its location is not ideal in the event a consolidated Fire/EMS department serving a larger area were established. In that case, PAA does not recommend that Station 2 be utilized. Instead, another purpose should be found for the Station 2 building. Station 1 should be retained as a location to store reserve apparatus. The Twin Lakes station is in an ideal location but does not have room to add any additional apparatus. Maintaining a reserve engine is recommended, and Town of Randall Station 1 is a good option for storage.

**Performance**

Response time is commonly used as a key performance measure for a fire department and must be evaluated together with the department's ability to deliver an adequate number of personnel for the type of incident being addressed. For the Randall Fire Department, the primary national benchmark is National Fire Protection Association Standard 1720, *Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*. This standard establishes recommended benchmarks for response times and staffing levels for volunteer fire departments based on community population density and service demand.

NFPA 1720 calls for a response to structure fire incidents in urban areas (1,000 population/sq. mile) of 15 personnel on scene in 9 minutes total response time or less, 90% of the time. In suburban areas, the standard is based on having 10 personnel on scene with a response

time of 10 minutes or less, 80% of the time, and 6 personnel on scene in 14 minutes 80% of the time for rural areas.

NFPA 1710, the national standard for career departments, has one standard regardless of population density and that is travel time of less than 4 minutes, a time of less than 90 seconds for turnout from the station once the alarm is received, together with a 30 second dispatch time. To simplify, the requirement is a total response time of 6 minutes or less, 90% of the time. With regard to personnel, the standard requires 4 personnel on a fire company in addition to achieving the response time. It also requires a total response force of 15 personnel to be assembled in eight minutes. There are additional requirements for both standards, however PAA will limit analysis to these two items; response time and effective responding force.

In addition to the NFPA standards which primarily address fire, NFPA 1710 also includes a component for emergency medical services. This requirement calls for basic life support (EMS first responder or EMT) to arrive on scene in under 6 minutes, 90% of the time and an advanced life support unit (paramedic) to arrive within 8 minutes, 90% of the time. This emergency medical service standard is aimed at life-threatening emergencies. From a system design perspective, service should be built around the ability to provide this level of response when necessary. The table below lists the response time and staffing goals outlined in NFPA 1720.

**NFPA 1720 Response Time and Staffing Goals**

| Demand Zone | Demographics | Staffing & Response Time | Meets Objective |
|---|---|---|---|
| Urban | >1,000 sq. mile | 15/9 | 90% |
| Suburban | 500-1,000 sq. mile | 10/9 | 80% |
| Rural | < 500 sq. mile | 6/14 | 80% |
| Remote | Travel > 8 miles | 4 | 90% |

We present the data in fractiles rather than averages. Fractiles are more performance-specific and are a better measurement for expectation versus averages or medians, which do not show the data above or below the number presented. The times presented below are for the first unit to arrive at the scene for 2025. The time represents time from dispatch to arrival; this data also only represents response into the Town of Randall. PAA was not given the number of

personnel that responded within the listed times, just the time of the first arriving apparatus. The times below represent all call types, not just fires.

**Response Time: Dispatch to Arrival**

| Time in Minutes | 2025 |
|---|---|
| <6 | 11% |
| <9 | 43% |
| >14 | 80% |

The ISO rating schedule also reviews and rates response time in the Deployment Analysis section. ISO uses distance rather than time as its measurement. Generally, for properties located over 5 road miles from a fire station, the ISO PPC is Class 10. Class 10 represents the lowest ISO fire rating and indicates the fire suppression program in the area does not meet ISO's minimum criteria. This often results in higher fire insurance premiums for property owners. Using travel times presented in the GIS study, PAA can conclude the commercial/industrial developed area of Twin lakes would fall within the highest rating class of under 1.5 miles. The remaining area including the Town of Randall falls in the 5-mile range. The maps appear to show some areas in Randall are not covered due to limited road access. The roads and properties that are covered are indicated by the blue shading on the Travel Distance maps contained in the appendices to this study.

The following information is provided for informational purpose, as PAA did not have sufficient data to determine benchmarking or compliance. This information is considered in PAA's recommendations and should be used for future reporting and staffing considerations.

NFPA 1710 and 1720, although industry-best practices, are not legal requirements in the State of Wisconsin for staffing. Staffing is referenced in two separate requirements in the Wisconsin Administrative Code, those being Wisconsin Safety and Professional Services (SPS) chapters 314 and 330. SPS 314 covers fire prevention activities but also includes eligibility requirements for receiving 2% fire dues. Fire dues refer to the requirement for all insurers conducting fire insurance business in Wisconsin to pay the state 2% of all premiums collected for insurance loss by fire. The state also contributes 2% of premiums paid to the local government property insurance fund for the insurance of public property, other than state

property. To qualify to receive fire dues, a municipality must have a local fire department that satisfies all of the criteria, including the following staffing criteria:

> "Singly, or in combination with another fire department under a mutual aid agreement, can ensure the response of at least 4 fire fighters, none of whom is the chief, to a first alarm for a building..." Section 101.575(3)(a)2 Wis. Stats."

SPS 330 of the Wisconsin Administrative Code, which addresses fire department safety and health adds the following regarding staffing in section SPS 330.14(3)(a):

> "A fire fighter using SCBA and operating in an interior structural fire shall operate in a team of 2 or more fire fighters. Except in the case of a structural fire that can be controlled or extinguished by portable fire extinguishers, a back-up team of at least 2 fire fighters wearing SCBA shall be assigned to remain available to perform assistance or rescue activities. One back-up team member with a charged line shall be assigned to a safe non-affected area in or near the structure. The other back-up team member shall remain within voice contact and may be assigned to additional roles so long as this individual is able to perform assistance or rescue activities without jeopardizing the safety or health of any fire fighter working at the scene. At least one additional member shall be assigned to remain outside the structural fire and monitor the operations."

The conclusion can be drawn from the statute and administrative rule that a fire emergency incident should involve a minimum of four personnel, plus an incident commander. The latter requirement can be inferred from the statute's directive that the four responding personnel shall not include the chief and section SPS 330.14 of the Wisconsin Administrative Code which sets forth certain responsibilities of an incident commander. After analyzing the data, The Town of Randall meets the minimum number of responders required by the State of Wisconsin.

**Town of Wheatland Fire Department**

The Town of Wheatland Fire Department is reported by the Town to be a municipal department. To our knowledge, there are no ordinances formally establishing it as a Town department. The Chief reported to PAA that the department is organized as a chapter 213 department under Wisconsin statutes. The status of the department is an important issue for the Town to address so necessary ordinances are put in place.

**1. History**

The Wheatland Fire Department has served the community for many decades. The department was formally established on February 22, 1943. Initially, the department operated out of a barn located off 347th Avenue before moving to a new fire station in New Munster in 1952. The street-level portion of that building housed three fire apparatus, while a meeting room was located below the apparatus bay. Today, that former fire station serves as the Town Hall and post office. In 1976, the current fire station was constructed on 341st Avenue, just east of the previous location.

In 1986, The Wheatland Fire Department expanded the services it provided residents and visitors by adding the first responder program and obtaining an Automatic External Defibrillator (AED). First Responder and medical calls make up the majority of the services provided by the department.

The Wheatland Fire Department takes pride in the fact that even after 80 years, the department is served completely by volunteers.

**2. Personnel and Organization**

The Town of Wheatland Fire Department operates as a fully volunteer fire department. The current roster includes about 15 personnel, with 10 serving as Emergency Medical Responders.

**3. Staffing Model**

Department members do not staff the stations but respond from home or work when calls are dispatched. This staffing model places Wheatland within the volunteer category, as defined by NFPA's National Fire Department Profile, which classifies departments based on the proportion of volunteer versus career members.

**4. Population Served**

The department also participates in Auto-Aid, Mutual-Aid, and MABAS with the surrounding communities. Medical Transport (EMS) services are provided by Twin Lakes, with Wheatland Fire Department assisting with Emergency Medical Responders (EMRs) to ensure emergency care arrives in a timely manner.

*NFPA Benchmark Context*

The table below presents data from the most recent National Fire Protection Association Fire Department Profile Survey (2020), illustrating the distribution of fire department types across comparable population ranges. The Town of Wheatland's fire protection service area covers approximately 3,394 residents. In addition, Wisconsin Highway 50 runs through the Town and carries significant traffic volume, with an annual average daily traffic count (AADT) of approximately 19,000 vehicles, which contributes to the department's service demand and response considerations.

**NFPA Fire Department Profile Survey (2020)**

| Population | All-Career | Mostly Career | Mostly Volunteer | All-Volunteer |
|---|---|---|---|---|
| < 2,500 | 1% | 2% | 7% | 91% |
| 2,500 to 4,999 | 2% | 4% | 22% | 72% |
| 5,000 to 9,999 | 7% | 12% | 37% | 44% |
| 10,000 to 24,999 | 26% | 29% | 33% | 12% |

NFPA's national profile (2020) provides useful comparison points for communities of similar size, demonstrating that most departments serving populations under 10,000 are protected by volunteer or mostly volunteer fire departments. The data shows that 72% of communities with populations between 2,500 and 4,999 are served primarily by all-volunteer fire departments. For communities the size of the Town of Wheatland, all-volunteer departments remain the most common service model. In 2026, one of the greatest challenges facing these departments is maintaining adequate volunteer membership and ensuring sufficient personnel are available to respond to calls for service.

For comparison, the population range of a potential merged department, 13,150, is also included in the NFPA's data. In this population category, 33% of departments are classified as combination (mostly volunteer) departments, indicating that a combined service's organizational model aligns with national patterns for similar sized communities.

The table below presents the number of firefighters per 1,000 population in the Midwest. The data shows a clear trend: as population increases, the number of firefighters per 1,000 residents decreases. Several factors explain this.

**Economies of Scale**

A fully staffed engine company requires the same number of personnel whether it serves a community of 2,400 or 5,000 residents. As population increases, the fixed staffing requirement is distributed across a larger number of residents, reducing the per-capita ratio.

**Shift Toward Career Staffing**

Larger populations typically generate higher call volumes and more complex service demands. As a result, communities with growing populations tend to employ more career personnel and rely less on volunteer staffing, which also affects the per-capita firefighter ratio.

**Average Volunteer Firefighters per 1,000 Population – Midwest**

| Population | FF/1,000 |
|---|---|
| < 2,500 | 16.67 |
| 2,500 to 4,999 | 7.87 |
| 5,000 to 9,999 | 3.98 |

The Town of Wheatland's current roster provides 4.44 firefighters per 1,000 population when considering the 2025 population of 3,377 residents, according to the Wisconsin Department of Administration. This places Wheatland below the Midwest average of 6.45 for communities in the 2,500 to 4,999 population range. Even though this number is low, Wheatland's staffing level is generally consistent with regional norms, though still below the ideal benchmark for smaller communities that rely on volunteer personnel.

**5. Firefighter Tenure and Organizational Stability**

Firefighter tenure is a critical indicator of recruitment, retention, and long-term sustainability. Chief Denko has 40 years of service with the Town of Wheatland, serving 16 years as the fire chief. PAA was not given a roster with tenure or start dates for current personnel. Chief Denko offered this quote with regard to staffing,

> "The department has remained as all-volunteer since its inception in 1942. In 1985 when I became a member there were about 30 members and most were active. Membership applications were accepted only twice a year and only two new members at a time. Today, we have far fewer active members running a significantly higher call volume."

**6. Fleet Overview**

Wheatland Fire Department operates one engine, one tender, one ladder truck, one brush truck, one mini pumper, and a UTV equipped for off-road fire suppression. This fleet composition is appropriate for a rural district with no public hydrant or water system coverage. The department's tender is essential for meeting ISO rural water supply requirements.

*Apparatus Inventory Summary*

Key apparatus include:

- One Pumper (2008, purchased in 2024)
- One Mini Pumper (2001)
- One Tender (2016)
- One 75' Ladder Truck (2007)
- Brush Truck (2006)
- Wild Land/UTV (2005, purchased in 2012)

**Wheatland Fire Department Apparatus**

| Apparatus Type | Pump (gpm) | Tank (gal) | Year |
|---|---|---|---|
| Pumper | 1,500 | 1,000 | 2008 |
| Mini Pumper | 500 | 250 | 2001 |
| Ladder Truck | 1,500 | 400 | 2007 |
| Tender | 1,000 | 4,000 | 2016 |
| Brush | 40 | 250 | 2006 |
| UTV | 20 | 40 | 2005 |

*ISO Considerations*

Wheatland's current ISO rating is 9. PAA was not provided with a detailed Fire Service Rating Report.

*NFPA Service Life Benchmarks*

By purchasing a used pumper in 2024, the department may see its ISO rating impacted in 2028 when Engine 6614 reaches 20 years of age. For an apparatus to be counted as a pumper by ISO, it must have a pump rated at a minimum of 1,000 gallons per minute (GPM). This means the 1,000 GPM pump on the tender could allow that apparatus to be classified as a reserve engine, although doing so would come at the expense of its primary water transport function. In

addition, the ladder truck's 1,500 GPM pump allows it to qualify as a quint—a fire apparatus that combines the functions of a pumper and an aerial ladder truck. A quint includes five primary components: a fire pump, water tank, fire hose, aerial device, and ground ladders. This allows the ladder truck to also be counted as a pumper for ISO purposes.

*Fleet Size Comparison*

Wheatland's number of engines and other apparatus aligns with NFPA survey data for communities of similar size. The department does have an aerial apparatus, which is consistent with only 10% of departments serving similar populations. NFPA survey data is shown in the following chart. Note, that due to rounding, rows might not total 100 percent.

**NFPA Pumper Apparatus Comparison**

| Population | 0 | 1 | 2 | 3 to 4 | 5 or more |
|---|---|---|---|---|---|
| < 2,500 | 11% | 41% | 39% | 9% | 0% |
| 2,500 to 4,999 | 2% | 23% | 50% | 24% | 1% |
| 5,000 to 9,999 | 1% | 14% | 45% | 36% | 3% |
| 10,000 to 24,999 | 1% | 9% | 33% | 47% | 10% |

**NFPA Ladder Apparatus Comparison**

| Population | 0 | 1 | 2 | 3 to 4 |
|---|---|---|---|---|
| < 2,500 | 96% | 4% | 0% | 0% |
| 2,500 to 4,999 | 89% | 10% | 0% | 0% |
| 5,000 to 9,999 | 73% | 26% | 1% | 0% |
| 10,000 to 24,999 | 48% | 48% | 4% | 0% |

**NFPA Comparison – Other Apparatus**

| Population | 0 | 1 | 2 | 3-4 | 5 or more |
|---|---|---|---|---|---|
| < 2,500 | 10% | 23% | 28% | 29% | 9% |
| 2,500 to 4,999 | 11% | 21% | 28% | 30% | 10% |
| 5,000 to 9,999 | 16% | 23% | 25% | 26% | 10% |
| 10,000 to 24,999 | 24% | 23% | 20% | 21% | 11% |

Overall, the Wheatland Fire Department, as a stand-alone department, is proportionally sized with respect to the number and type of apparatus it maintains. Most departments serving communities of similar size—approximately 89 percent—do not operate an aerial ladder truck. Wheatland's also serves in the capacity of a pumper.

The ISO defines a ladder truck, or aerial, to be necessary if a district has five or more buildings that are three or more stories (or 35 feet) in height, or any combination of buildings requiring a needed fire flow greater than 3,500 gallons per minute. If the departments were to merge, fewer apparatus would be needed to cover the combined area.

**Facilities**

The station was evaluated for its functionality and compliance with safety standards. The Station, known as 66, is located at 34011 Geneva Road, New Munster, and was constructed in 1976. It is a metal pole building with four double, deep apparatus bays that must be backed into. The station has several additional limiting factors and following conversations with Chief Denko is due for an upgrade.

*Location*

The location of the station was evaluated using GIS software for response time and travel distance. These maps are located in Appendix G. This analysis shows the current station location is more than 5 miles of travel to several portions of the Town of Wheatland and would also not be an ideal fit for response in a joint department. The chief had proposed building a new station on town-owned land next door to the current station. PAA's GIS evaluation of a new station location at Geneva Road and 368th is a better fit for both the Town of Wheatland and a potential joint fire department.

*Apparatus Bay*

The apparatus bay in the Town of Wheatland station is full and overcrowded. It was constructed when the department operated fewer apparatuses, and the fire vehicles used in the 1970s were significantly smaller than those in service today. As a result, the space no longer adequately meets the department's operational needs. The apparatus bay is used not only for housing fire apparatus, but also as a multipurpose space for storage and meetings. Shelving along the south wall is used for spare equipment, and turnout lockers are located behind the apparatus, separating the firefighter entrance from the apparatus area. A large table is set up at the rear of the bay and serves as a meeting space, including for PAA's discussions with Wheatland Fire Department members.

*Decontamination and Washer/Drying Area*

The department has a commercial washer/extractor for turnout gear which is located in the rear of the apparatus bay area.

*Locker Room/Showers/Restrooms*

The station does have separate male and female restrooms, but PAA did not observe an area to shower. There is also no personal locker area. PAA recommends having personal lockers nearby to allow for a change of clothes before returning home to avoid cross contamination of cancer-causing agents from exposure to smoke and other fire gases.

*Day Room*

There is not a designated space for a day room, which is common in departments staffed by volunteers.

*Office Space*

Office space is very limited for the current needs of the department.

*Training Room*

There is no designated training or meeting room. As mentioned in the apparatus bay paragraph, a table and chairs in the back of the apparatus bay. Chief Denko informed PAA that meetings with high attendance require trucks to be pulled out of the station so additional seating can be set up.

*Kitchen/Dinning*

The station does not have a designated kitchen area.

*Fitness Room*

There is not a designated fitness room located in the station. Fitness rooms help departments encourage physically fit firefighters. Providing the space also encourages volunteers to spend time at the fire station, potentially lowering response times.

*Sleeping Quarters*

There are currently no sleeping quarters at the Town of Wheatland Fire Station.

*Summary*

Overall, the station does not meet the needs of the department, and its location is not ideal for a joint department that would serve a larger area. See the merger section of this report for a

more in-depth analysis of the future needs of a potential joint department. If a merger agreement is not met and the Town of Wheatland decides to explore the needs of the Wheatland Fire Department, PAA recommends utilizing the location found in Appendix C or D.

**7. Service Demand and Performance**

The following section contains a review of demand for services and the performance of systems in meeting this demand. These items are reviewed to determine if current staffing is meeting performance expectations and to identify trends in demand that are affecting or have the potential to affect performance in the future, requiring additional resources to meet that demand.

*Call Volume*

**Incidents by Type for Wheatland Fire Department**

| Call Type | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|
| **Fire** | | | | | |
| Building Fire | 18 | 18 | 7 | 17 | 12 |
| Vehicle Fire | 3 | 2 | 3 | 3 | 4 |
| Outdoor Fire | 4 | 3 | 3 | 8 | 8 |
| **Rescue** | | | | | |
| Vehicle Accident | 16 | 31 | 25 | 34 | 58 |
| EMS | 173 | 163 | 145 | 138 | 158 |
| ILS EMS | 53 | 47 | 53 | 47 | 46 |
| Rescue Other | 0 | 2 | 1 | 1 | 0 |
| **Hazardous Condition** | | | | | |
| CO Alarm | 2 | 4 | 7 | 5 | 10 |
| Gas Leak | 2 | 2 | 2 | 0 | 0 |
| **False Alarms** | | | | | |
| Alarm, No Fire, False | 8 | 8 | 12 | 11 | 23 |
| **Service Call** | | | | | |
| Engine Call | 18 | 22 | 36 | 18 | 31 |
| Truck Call | 0 | 1 | 3 | 1 | 0 |
| Mutual Aid Given | 24 | 20 | 20 | 35 | 49 |
| **Total Calls** | **321** | **323** | **317** | **318** | **399** |

Many of the call types listed—such as carbon monoxide alarms, downed wires, and certain automatic fire alarms—are incidents that larger departments would typically handle with a single fire company response. Based on the available data, the department averages just under six calls per week, which remains within a reasonable service demand range for an on-call volunteer fire department.

*Performance*

Response time is commonly used as a key performance measure for a fire department and must be evaluated together with the department's ability to deliver an adequate number of personnel for the type of incident being addressed. The primary national standard utilized for the Randall Fire Department is National Fire Protection Association 1720, *Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, which establishes recommended benchmarks for staffing levels and response times for volunteer fire departments.

NFPA 1720 calls for a response to structure fire incidents in urban areas (1,000 population/sq. mile) of 15 personnel on scene in 9 minutes total response time or less, 90% of the time. In suburban areas, the standard is based on having 10 personnel on scene with a response time of 10 minutes or less, 80% of the time, and 6 personnel on scene in 14 minutes 80% of the time for rural areas.

NFPA 1710, the national standard for career departments, has one standard regardless of population density and that is travel time of less than 4 minutes, a time of less than 90 seconds for turnout from the station once the alarm is received, together with a 30 second dispatch time. To simplify, the requirement is a total response time of 6 minutes or less, 90% of the time. With regard to personnel, the standard requires 4 personnel on a fire company in addition to achieving the response time. It also requires a total response force of 15 personnel to be assembled in eight minutes. There are additional requirements for both standards, however PAA will limit analysis to these two items.

In addition to the NFPA standards which primarily address fire, NFPA 1710 also includes a component for emergency medical services. This requirement calls for basic life support (EMS first responder or EMT) to arrive on scene in under 6 minutes, 90% of the time and an advanced life support unit (paramedic) to arrive within 8 minutes, 90% of the time. This emergency medical service standard is aimed at life-threatening emergencies. From a system design perspective, service should be built around the ability to provide this level of response when necessary. The table below lists the response time and staffing goals outlined in NFPA 1720.

**NFPA 1720 Response Time and Staffing Goals**

| Demand Zone | Demographics | Staffing & Response Time | Meets Objective |
|---|---|---|---|
| Urban | >1,000 sq. mile | 15/9 | 90% |
| Suburban | 500-1,000 sq. mile | 10/9 | 80% |
| Rural | < 500 sq. mile | 6/14 | 80% |
| Remote | Travel > 8 miles | 4 | 90% |

The data is presented in fractiles rather than averages. Fractiles are more performance-specific and present a better measurement for expectation versus averages or medians, which do not show the data above or below the number presented. The times presented below are for the first unit to arrive at the scene for 2025. This represents dispatch to arrival. The data also only represents responses into the Town of Wheatland.

**Response Time: Dispatch to Arrival**

| Time in Minutes | 2025 |
|---|---|
| <6 | 30.5% |
| <9 | 72.7% |
| >14 | 95.6% |

PAA was not provided with data showing the number of personnel who responded within the times listed above, only the response time for the first-arriving apparatus. In addition, the times presented include all call types. The ISO rating schedule also evaluates response capability through its Deployment Analysis section; however, ISO measures deployment primarily by travel distance rather than response time. Generally, properties located more than five road miles from a fire station receive an ISO Public Protection Classification (PPC) of Class 10, which represents the lowest recognized level of fire protection and often results in higher fire insurance premiums for property owners.

PAA can conclude from the GIS study that was performed (Appendix G) that the current location of the Wheatland Fire Station covers the entire township with a less than 13-minute travel time. By shifting the station to a more central location in the west, a less than eight-minute travel time could be achieved to most of the developed areas of the town. This is demonstrated in Appendices C and D. The maps appear to show some uncovered areas in Wheatland due to

limited road access. However, the roads and properties located on them are covered, as indicated by the blue shading.

## Twin Lakes Fire Department and Rescue Squad

### 1. History

The Twin Lakes Fire Department and Rescue Squad are technically two separate organizations operating out of the same building. The Twin Lakes Volunteer Fire Department was organized on March 4, 1929. In December of 1941, the fire department was incorporated under Section 213 of the Wisconsin Statutes. The Wisconsin Statutes (ss 213, Wis. Stats.) provide a mechanism for private individuals to form a body and create a fire department for the protection of property in rural areas. A Chapter 213 department is linked to a municipality through contractual services for fire protection. The fire department has since been reorganized as a municipal fire department and is recognized through Twin Lakes Village Ordinance Chapter 2.44. Twin Lakes Fire Department provides fire service to the Village of Twin Lakes. Until 1984 The Twin Lakes Fire Department also provided fire service to the Town of Randall, when the departments split over a financial dispute.

The Twin Lakes Rescue Squad was formed in 1949. The Rescue Squad is a Wisconsin Non-Stock Corporation Law (ss 181, Wis. Stats.). These departments do not have capital stock; a board of directors manages the affairs of the corporation. A search of Wisconsin corporate records lists the organization as Twin Lakes Volunteer Fire Department and Rescue Squad Incorporated, Entity 6T01937, and was registered on March 15, 1941. The Rescue Squad provides ambulance service under contract to the Village of Twin Lakes and the Towns of Randall and Wheatland. The 181 corporation owns the Twin Lakes fire station building and holds title to the ambulances, and special equipment including a boat, UTV equipped with a fire pump and patient securing area, mass casualty trailer, and a SUV for personnel support. It should be noted that fire apparatus are titled to the village.

As previously stated, the fire department and rescue squad are separate, however, they are organizationally intertwined. This unusual hybrid created complexities within this study, as the Twin Lakes Volunteer Fire Department and Rescue Squad does not operate with the same level of financial transparency required of a municipal department under Wisconsin law. These

organizations became more financially complex when full-time staff were hired for the rescue squad under the auspices of the Village.

**2. Personnel and Organization**

The Twin Lakes Fire Department is a volunteer fire department with a current roster of 32 personnel. Many staff are also members of the rescue squad and hold various levels of EMS certification. The operational reality, however, is that this is a combination Fire and EMS department, with full-time, part-time, and paid-on-call (POC) members. The department has a fire chief, deputy fire chief, assistant fire chief, EMS division chief, two fire captains, three fire lieutenants, and one EMS lieutenant. The department's organization makes no distinction between the fire department and rescue squad. Fire apparatuses are staffed by volunteer staff. Fire staff are all volunteer/on-call and receive $10 per hour for response and $20 for attendance at training, regardless of the hours spent.

Staffing of the rescue squad/ambulances has changed in recent years with POC signup starting 15 years ago, due to call volume increase and less availability of staff. In 2022 part-time station staffing began on weekdays, then one year later was staffed Friday morning at 7 AM until Sunday night at 7 PM. In 2025, the current staffing model was started. The rescue squad currently has seven full-time staff. There are two personnel that staff the ambulance 24 hours per day, working on three shifts of 24 hours on-duty followed by 48 hours off-duty. The service level of this ambulance is at the advanced-EMT level and can also operate, when staffing allows, at the I-99 or Paramedic level if a member with that criteria is available. This is allowed by Wisconsin under a program known as the Flex Program. In 2025 the Twin Lakes Fire Department and Rescue Squad began participating in this program which allows any care provider licensed at the paramedic level or higher to act as a paramedic on calls. As of the time of this study, Twin Lakes has 9 care providers that can do this, including 3 of the 7 full-time staff. All ambulances have been outfitted with paramedic level equipment and are ready to respond as such. Prior to 2022 when this staffing model began, all ambulances were staffed by on-call personnel. Full-time personnel receive 13 "Kelly Days" which are 24 hour leave days taken to reduce the number of hours worked to avoid overtime and provide respite for personnel. Firefighters have different hourly work week rules than other workers. Overtime does not accrue until 212 hours are exceeded within a 27-day work cycle (avg 53 hours per week). Utilizing Kelly Days keeps Twin Lakes 24-hour staff at 192 scheduled hours in a 27-day cycle, or a 48-

hour workweek. This is a favorable schedule. Many fire fighters in Wisconsin work 56 hours per week. Paid time off including vacation, sick, and Kelly Days are filled by a combination of part-time staff and full-time staff working overtime.

There are three to four on-call personnel for the backup ambulance. They are not in the station but are obligated to respond. The on-call shifts are scheduled in four-hour blocks, 24 hours per day. Personnel receive $9.00 per hour for on-call and response. The number of personnel on these shifts varies, but there are up to four available according to the fire chief. PAA did not receive data as to how often all four slots are filled. On weekends, two additional 12-hour positions are filled in the station. The fire chief stated this was done due to personnel availability being low on weekends. No data supporting this need was provided. The personnel filling these positions come from the part-time staff, this practice is referred to as "paid-on-premises" or POP. These staff receive an hourly pay commensurate with their EMS certification level.

The National Fire Protection Association (NFPA) conducts an annual fire department profile survey. The most recent available data is for the year 2020. The first data set to be reviewed compares the organization type to other communities of similar population. The Twin Lakes Fire Department is a combination department, meaning it is comprised of both career and volunteer firefighters, which includes POC firefighters. Since there are more volunteer/POC members, the department fits the mostly volunteer category. The population served by Twin Lakes Fire and EMS is 6,309 for fire, with 13,100 being the EMS service area.

**Fire Department Type by Population Protected NFPA Survey (2020)**

| Population | All-Career | Mostly Career | Mostly Volunteer | All-Volunteer |
|---|---|---|---|---|
| 5,000 to 9,999 | 7% | 12% | 37% | 44% |
| 10,000 to 24,999 | 26% | 29% | 33% | 12% |

The data demonstrates 44% of communities with populations between 5,000 and 9,999 are protected by volunteer departments and 37% mostly volunteer, or combination. When considering the contracted EMS area (population 12,985), the department falls into the next population range in which 33% of departments are mostly volunteer, combination departments. While the data does not directly support this information, PAA often finds most departments

falling into the combination department category at lower population levels are also providers of an EMS transport service.

The table below shows the number of firefighters per 1,000 population protected in the Midwest. As the population increases, the number of firefighters per 1,000 decreases. This is the result of several factors. From the perspective of economies of scale, a fully staffed engine company is comprised of the same number of personnel whether it is serving a city with a population of 2,400 or one of 5,000. Moreover, a number of positions can be spread over a greater population (one chief, for example). The second is that as the population being served increases, there is a greater tendency to employ more career staff and fewer Volunteer/POCs.

**Average Volunteer/POC Firefighters per 1,000 population- Midwest**

| Population | Volunteer/POC FF per 1,000 Population |
|---|---|
| 5,000-9,999 | 3.58 |
| 10,000-24,999 | 1.15 |

Twin Lakes's roster currently provides 3.49 firefighters per 1,000 population when considering coverage to the village. If the fire and EMS service area were combined, the number drops to 0.59, which is below the Midwest average of 1.15 for a department covering a similar population. This does not take into consideration the full-time and scheduled POC staff.

Firefighter tenure is another key area that demonstrates recruitment, retention, and sustainability of the department. The data shows 29% of the department's members have five years or less tenure, which is below the national average. Fortunately, the 5–10-year tenure range is slightly above national averages. The department is far above average for tenure over 10 years. While there is no benchmark greater than 10-year tenure range, the department has seven members with greater than 25 years of service.

**Average Tenure of Volunteer Firefighters in US vs Twin Lakes**

| Population 2,2500-9,999 | Percent of Firefighters <5 Years | Percent of Firefighters 5-10 Years | Percent of Firefighters >10 Years |
|---|---|---|---|
| **National Avg.** | 36% | 22% | 43% |
| **Twin Lakes** | 29% | 24% | 47% |

### 3. Apparatus and Equipment

The apparatus fleet of the fire and rescue departments is listed below. The firefighting apparatus of the fleet consists of one engine, one water tender (tanker), a heavy rescue truck, and a combination engine/aerial apparatus known as a "quint." A quint fire apparatus is a versatile, multi-purpose vehicle combining a fire engine and a ladder truck. Defined by NFPA standards, it features five key components: a fire pump (min. 1,000 gpm), water tank (min. 300 gal), fire hose, aerial device (ladder/platform), and ground ladders (min. 85 ft). The heavy rescue truck is equipped with vehicle extraction equipment. The department also has a small brush fire apparatus and a UTV for brush fires and off-road rescue. A SUV is used as a command vehicle as well as a paramedic jump car, which means it is used for response by off-duty paramedics to go to scenes when an incident requires a paramedic level response and a paramedic is not on the initial responding ambulance. The department has three ambulances, fully equipped for paramedic level response.

**Twin Lakes Fire and Rescue Apparatus Fleet**

| Apparatus Type | Unit Number | Pump (gpm) | Tank (gal) | Year | Replacement Year | Service Life Years |
|---|---|---|---|---|---|---|
| Engine | 6512 | 1,500 | 1,000 | 2020 | 2040 | 20 |
| Quint 75-foot aerial | 6530 | 1,500 | 500 | 2010 | 2030 | 20 |
| Heavy Rescue | 6551 | None | None | 2007 | 2032 | 25 |
| Tender | 6565 | 500 | 5,000 | 1994 | 2024 | 25 |
| Brush | 6577 | 60 | 200 | 2009 | 2039 | 25 |
| Squad/Personnel | 6556 | N/A | N/A | 2003 | 2023 | 15 |
| Ambulance | N/A | N/A | N/A | 2009 | 2024 | 15 |
| Ambulance | N/A | N/A | N/A | 2016 | 2031 | 15 |
| Ambulance | N/A | N/A | N/A | 2023 | 2038 | 15 |

The department does not have an apparatus replacement schedule. PAA developed a replacement schedule following NFPA guidelines and best practices based on department size and apparatus use. NFPA recommends fire apparatus have a service life of 20 years, which PAA applied to the pumpers and aerial unit. PAA recommends a maximum 15-year life for ambulances and 25 years for tenders and other support apparatus.

PAA compared the department's apparatus fleet to other similar sized departments utilizing data for the NFPA Fire Department Survey. The fire department has the proper number of engines (pumpers) in place. Most smaller communities have at least two engines, as the departments are usually designed for autonomous operation. From this perspective, they need a second engine for reserve and/or to meet minimum fire flow capacities. The tables below display data from the NFPA survey on fire apparatus. The first table has data on pumpers. Twin Lakes currently has one pumper, plus the pump capacity of the ladder truck or quint. Most departments serving a population of this size (41%) have one pumper.

**Number of Pumpers by Population Size NFPA**

| Population | None | 1 | 2 | 3 to 4 | 5 or more |
|---|---|---|---|---|---|
| 5,000-9,999 | 1% | 14% | 45% | 36% | 3% |

The next table shows aerial ladder truck data. Only 26% of departments serving similar populations have an aerial apparatus. However, PAA believes this apparatus is necessary for the department when considering the industrial properties within the response area.

**Number of Aerial Apparatuses by Population Size NFPA**

| Population | None | 1 | 2 | 3 to 4 | 5 or more |
|---|---|---|---|---|---|
| 5,000-9,999 | 73% | 26% | 1% | 0% | 0% |

The final comparison table is other apparatus, which is a relatively broad category that includes the tender, brush apparatus, and command vehicle. Departments that cover a rural area usually have a higher number of apparatus in this category because of the need for water tender/tanker apparatus and brush fire equipment. The department's three apparatus in this category is similar to 26% of other departments protecting a similar population.

**Number of Other Apparatuses by Population Size NFPA**

| Population | None | 1 | 2 | 3 to 4 | 5 or more |
|---|---|---|---|---|---|
| 5,000-9,999 | 16% | 23% | 25% | 26% | 10% |

The NFPA survey does not include ambulances. The department has three ambulances, which is the minimum needed for the call volume experienced by the department. One ambulance serves as the primary response and another as backup when overlapping calls occur. The ambulance in reserve is fully stocked and ready to respond as a third ambulance if needed. All three ambulances are rotated to balance wear and tear and to allow for proper maintenance to occur without losing a front-line capable ambulance.

PAA was not provided with a detailed ISO Fire Service Rating report and, therefore, did not have access to the full apparatus benchmarking used in the department's evaluation. ISO primarily evaluates certain apparatus categories, including engine companies (pumpers), pump capacity, and ladder trucks. Based on prior knowledge of the Fire Suppression Rating Schedule (FSRS), PAA would conclude that one likely deficiency is the absence of a designated reserve engine.

ISO also establishes required fire flow standards, measured in gallons per minute (GPM), based on the size, construction, and occupancy type of protected structures. The maximum required fire flow is generally 3,500 GPM, while the department currently has the capability to deliver approximately 3,000 GPM. It should be noted that ISO ratings are heavily influenced by available water supply, and the absence of a municipal water system and public hydrant network is the single greatest factor limiting improvement in the Village's ISO rating. The Twin Lakes Fire Department currently carries an ISO rating of 5/9, depending on a property's proximity to the lakes and available water supply access.

**Facilities**

The station was evaluated for its functionality and compliance with safety standards. The station, as previously mentioned, is owned by the Twin Lakes Volunteer Fire Department and Rescue, Inc. The station is estimated to have been built in 1946 as a two-story building of ordinary construction with an addition in 1990 along with remodeling/upgrades. The most recent major building renovation was a new concrete apron and parking lot, new water filtration system,

as well as the addition of sleeping quarters in 2025. The roof was replaced in 2023. The apparatus bays are on the first floor and split though the middle by the staircase leading to the second-floor offices and living quarters and training area. There is also a separate building used for storage of the SUV, UTV, boat, mass casualty trailer, training props, and additional miscellaneous storage.

*Location*

The location of the station was evaluated using GIS software for both response time and travel distance. These maps are located in Appendix A and B. This analysis shows the current location provides excellent coverage to both the Village and Town of Randall, as it is centrally located for both municipalities.

*Apparatus Bay*

The apparatus bays for fire apparatus are adequate but limited in spacing compared to modern standards. Ambulances are kept in the separate bay, which has two levels: one exiting to the street, the other in the rear exiting to the parking area/alley access. The front bay houses the primary and backup ambulance and rear bay houses the reserve ambulance. Turnout gear is stored on the apparatus floor in lockers but there is adequate room for paid on-call personnel to dress out. This is a very common station design, but recommendations in the last ten years have changed dramatically regarding the storage and access of personal protective equipment. Ideally, this gear should be stored in a separate room and protected from UV light which contributes to the premature breakdown of the material.

*Decontamination and Washer/Drying Area*

The department has a commercial washer/extractor for turnout gear which is located in the rear of the apparatus bay area.

*Locker Room/Showers/Restrooms*

The station does have separate male and female restrooms/shower rooms. Personal lockers for full-time staff are outside of these separate restrooms/shower rooms. PAA recommends having personal lockers for all staff, including volunteers/POC members to allow for a change of clothes before returning home to avoid cross contamination of cancer-causing agents from exposure to smoke and other fire gases.

*Day Room*

There is an adequate lounge/dayroom area sufficient in size for on duty personnel.

*Office Space*

Office space is limited but adequate for the current needs of the department.

*Training Room*

The training room is on the second floor with adequate space for fire and EMS classroom training and meetings. The Chief's office and conference room are only accessible through the training room. The front stairway to the second floor enters through the classroom. The rear stairway enters through the dayroom with access to the living quarters and bathrooms.

*Kitchen/Dinning*

The station has a kitchen area located between the training room and adjacent to the living area. It is more than adequate for on-duty staff and large enough to be used for food service of larger events in the classroom area. An elevator enters to the second floor in the kitchen allowing access to all amenities on the second floor.

*Fitness Room*

Space is provided for a fitness area but is limited.

*Sleeping Quarters*

Sleeping quarters provide individual bedrooms for up to three on-duty staff. This space is adequate for the current needs of the department.

*Summary*

Overall, the station meets the needs of the department. However, due to its age and additions has some limitations for future growth. It does not have any major safety issues or shortcomings and should meet the space needs of the service area for at least the next 5-10 years.

**Service Demand and Performance**

The following section contains a review of areas of demand for services and performance in meeting this demand. These items are reviewed to determine if current staffing is meeting performance expectations and to identify trends in demand that are affecting or could affect performance in the future, requiring additional resources to meet that demand.

*Call Volume*

The first area reviewed in this section is the type and number of calls for service and location of the calls. Twin Lakes NFIRS data was provided for this analysis by Chief Redlin through the Department's ImageTrend records management software for the years 2021 to 2025.

**Fire Incidents by Type Twin Lakes Fire Department**

| Call Type | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|
| **Fire** | | | | | |
| Building Fire | 24 | 20 | 24 | 21 | 17 |
| Cooking Fire | 0 | 0 | 4 | 0 | 0 |
| Vehicle Fire | 1 | 1 | 2 | 1 | 5 |
| Grass/Wildland Fire | 4 | 4 | 1 | 3 | 5 |
| Outdoor Fire | 5 | 2 | 3 | 3 | 2 |
| **Rescue** | | | | | |
| Vehicle Accident | 23 | 18 | 22 | 28 | 22 |
| Assist EMS | 6 | 0 | 6 | 2 | 3 |
| Rescue Other | 1 | 1 | 0 | 1 | 3 |
| **Hazardous Condition** | | | | | |
| CO Alarm | 4 | 11 | 6 | 8 | 17 |
| Gas Leak | 9 | 9 | 12 | 12 | 12 |
| Wire Down | 3 | 1 | 11 | 4 | 3 |
| Haz Mat Spill/Leak | 2 | 0 | 0 | 2 | 0 |
| **False Alarms** | | | | | |
| Alarm, No Fire, False | 25 | 27 | 27 | 32 | 27 |
| Sprinkler Malfunction | 0 | 0 | 0 | 0 | 0 |

| | | | | | |
|---|---|---|---|---|---|
| Smoke Scare | 0 | 0 | 1 | 0 | 1 |
| **Service Call** | | | | | |
| Cancelled En Route | 13 | 12 | 20 | 12 | 16 |
| Misc. Service Call | 0 | 0 | 0 | 0 | 0 |
| Mutual Aid Given | 42 | 39 | 50 | 52 | 56 |
| Mutual Aid Received | 9 | 4 | 11 | 8 | 9 |
| **Total Calls** | **171** | **149** | **189** | **153** | **198** |

As demonstrated by the call data, the highest response category is Mutual Aid Given. This includes automatic aid responses to the Towns of Randall and Wheatland, as well as Mutual Aid Box Alarm System (MABAS) responses throughout the county. Many of the listed call types—such as carbon monoxide alarms, downed wires, and certain automatic fire alarms—are incidents that larger departments would typically handle with a single fire company response. Based on the available data, the department averages just under three fire-related calls per week, which remains within a reasonable service demand range for an on-call volunteer fire department. It should be noted that the number of EMS incidents are low as the Department does not dispatch fire apparatus to EMS calls unless it is for additional staff. Ambulance call data and municipal call distribution are provided in the table below.

**Ambulance Call Data**

| Municipality | 2023 | 2024 | 2025 |
|---|---|---|---|
| Twin Lakes | 587 | 616 | 645 |
| Town of Randall | 269 | 226 | 235 |
| Town of Wheatland | 249 | 275 | 291 |
| **Total EMS** | **1,105** | **1,117** | **1,171** |

The department averages 3.2 ambulance calls per day in the response district. Since EMS calls present a much larger call volume, a primary concern is whether the department has the capacity to meet this demand. One industry standard to measure this is Unit Hour Utilization (UHU). This measure divides the total amount of time a unit is on calls (X avg. hours per call)

divided by number of hours in service, usually 8,760 (24 X 365). An important consideration is time on an ambulance call includes response time, time on scene, transport time, and time to return to the district. Since there are no hospitals in the district, time on calls is higher for Twin Lakes. PAA calculated UHU with an assumption of 2 hours per call on average. With this, the UHU is 0.267, with three being considered the top end of efficiency. A UHU of greater than .3 can begin to affect availability and response time. Again, this is for a single unit and does not account for simultaneous calls. The department provided data on ambulance utilization from 2018 through 2023 compiled in the table below.

**Calls Responded to by Ambulance Unit**

| Year | Primary Ambulance | Backup Ambulance | 3rd Call |
|---|---|---|---|
| 2018 | 784 | 67 | 1 |
| 2019 | 897 | 79 | 3 |
| 2020 | 938 | 104 | 5 |
| 2021 | 950 | 118 | 3 |
| 2022 | 1016 | 134 | 9 |
| 2023 | 961 | 110 | 8 |

This data demonstrates there is a growing need for a second unit, used when the first ambulance is already on a call. It should be noted that, as procedure, Twin Lakes Rescue sends two ambulances to auto accidents, which accounts for nearly half of these calls. Due to the severity of accidents and incident history of the district, PAA agrees with this practice.

*Performance*

Response time is commonly used as a key performance measure for a fire department and must be evaluated together with the department's ability to deliver an adequate number of personnel for the specific response situation. The primary national standard utilized for the Twin Lakes Fire Department is National Fire Protection Association 1720, *Standard for the*

*Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, which establishes recommended benchmarks for staffing levels and response times for volunteer fire departments.

NFPA 1720 calls for a response to structure fire incidents in urban areas (1,000 population/sq. mile) of 15 personnel on scene in 9 minutes total response time or less, 90% of the time. In suburban areas, the standard is based on having 10 personnel on scene with a response time of 10 minutes or less, 80% of the time and 6 personnel on scene in 14 minutes, 80% of the time for rural areas. NFPA 1710 has one standard regardless of population density and that is a travel time of less than 4 minutes and a time of less than 90 seconds for turn out from the station once the alarm is received, together with a 30 second dispatch time. To simplify, the requirement is a total response time of 6 minutes or less, 90% of the time. With regard to personnel, the standard requires four personnel on a fire company in addition to achieving the response time. It also requires a total response force of 15 personnel to be assembled in eight minutes. There are additional requirements for both standards, however PAA will limit analysis to these two items. In addition to the NFPA standards which primarily address fire, NFPA 1710 also includes a component for emergency medical services. This requirement calls for basic life support (EMS first responder or EMT) to arrive on scene in under 6 minutes 90% of the time and an advanced life support unit (paramedic) to arrive within 8 minutes 90% of the time. This emergency medical service standard is aimed at life-threatening emergencies. From a system design perspective, service should be built around the ability to provide this level of response when necessary. The table below lists the response time and staffing goals outlined in NFPA 1720.

**NFPA 1720 Response Time and Staffing Goals**

| Demand Zone | Demographics | Staffing & Response Time | Meets Objective |
|---|---|---|---|
| Urban | >1,000 sq. mile | 15/9 | 90% |
| Suburban | 500-1,000 sq. mile | 10/9 | 80% |
| Rural | < 500 sq. mile | 6/14 | 80% |
| Remote | Travel > 8 miles | 4 | 90% |

The data is presented in fractiles rather than averages, as fractiles provide a more performance-specific measurement and better reflect service expectations than averages or medians, which do not show the distribution of results above or below the reported number. The times presented below reflect the time for the first unit to go en route to the scene. This was the

only response time data provided for the department; however, meaningful conclusions can still be drawn when this information is considered alongside the GIS modeling of travel and response times. In 2025, the department experienced significant improvement in en route times following the implementation of 24/7 station staffing.

**Response Time: Dispatch to En Route**

| Time in Minutes | 2023 | 2024 | 2025 |
|---|---|---|---|
| <2 | 24% | 16% | 43% |
| <5 | 54% | 68% | 80% |
| >5 | 36% | 33% | 19% |

In considering travel times presented in the GIS mapping, PAA can conclude the commercial/industrial developed area of Twin lakes could expect a total response time (turnout plus travel) of under six minutes for the first arriving unit from the station. The Village overall falls within an 8-minute travel time/10-minute total response time. These times do not show when the total response force of all units has assembled at a structure fire, which is a key performance measure for fire response. In considering the EMS district, both the Town of Randall and Town of Wheatland fall within a 13-minute travel time from the Twin Lakes station with the exception of a small corner of the Town of Wheatland, but 90% of the area is covered in this time range.

The ISO rating schedule also evaluates and rates response capability through its Deployment Analysis section. Unlike NFPA standards, ISO measures deployment primarily by travel distance rather than response time. Generally, properties located more than five road miles from a fire station receive an ISO Public Protection Classification (PPC) of Class 10. Class 10 represents the lowest ISO fire rating and indicates that the fire suppression program in the area does not meet ISO's minimum criteria, often resulting in higher fire insurance premiums for property owners.

Based on the travel distances identified through the GIS mapping, the commercial and industrial developed areas of Twin Lakes generally fall within the highest rating class, with station access of less than 1.5 miles. The remainder of the service area, including most of the Town of Randall, falls within the 5-mile range. While the maps may appear to show some

uncovered areas in Randall due to limited road access, the roads and properties located in those areas are still served, as indicated by the blue shading on the GIS maps.

**Budget**

Determining an accurate current budget for the Twin Lakes Fire Department and Rescue Squad is challenging. The following limitations and assumptions must be considered when reviewing this next section. While the Village's contributions to both the fire department and rescue squad are public documents, the Twin Lakes Volunteer Fire Department and Rescue Squad Inc. (TLVFRI) are not. The contract amounts provided to TLVFRI by the Village of Twin Lakes, Towns of Randall and Wheatland can be accurately determined. A detailed accounting of actual expenditures by TLVFRI was not provided, nor was an annual revenue analysis from TLVFRI. PAA received transport revenues and totals from the fire chief, but no direct report from the EMS billing provider was received. A budget for the current year of TLVFRI was also provided.

*Village Fire Budget*

The Village of Twin Lakes Administrator provided two budget documents, the proposed 2026 budget, and a review of the 2024 actual, 2025 budget, and year-to-date data. Copies of these documents are provided in Appendix H. A summary of the budget and expenditures by the Village is listed in the table below.

**Twin Lakes Budgeted Expenditures 2024-2026**

| Year | Fire Department | Rescue Squad | Total Fire EMS Expenditure |
|---|---|---|---|
| 2024 Actual | $156,304 | $122,750 | $279,054 |
| 2025 Budgeted | $111,200 | $450,000 | $561,200 |
| 2025 Estimated | $426,714 | $484,299 | $911,013 |
| 2026 Proposed | $896,675 | $65,000 | $961,675 |

Several factors complicate the determination of actual expenditures for this budget report. First, there was a significant change between 2024 and 2025 due to the transition to full-time ambulance staffing in 2025. The greatest source of complexity arises from the fact that the full-time ambulance personnel were made employees of the Village but provide service through

Twin Lakes Volunteer Fire and Rescue, Inc. (TLVFRI) as borrowed employees. This arrangement was necessary because, as a private non-stock corporation, TLVFRI employees are not eligible to participate in the State of Wisconsin Retirement System (WRS). Enrollment in WRS provides a significant recruitment and retention advantage for full-time personnel.

In 2025, the Village appropriated $450,000 for its share of TLVFRI EMS operations but was subsequently reimbursed by TLVFRI for expenses associated with the new full-time employees. In addition, the Village budgeted $65,000 in 2026 for fuel and insurance expenses related to rescue squad operations.

The Village estimates its 2026 cost for full-time employees and benefits to be $762,652.13, additional operating expenditures to be $32,198.75, and insurance cost to be $27,792.00. As the fiscal agent providing the payroll and benefits for the full-time employees, the Village added an administration fee of $6,000.00. This brings the total village EMS cost estimate to $828,642.88 for 2026. The total above the village's $450,000.00 share of the joint EMS contract are reported to be reimbursed by TLVFRI with monies obtained from contracts with the Towns of Randall and Wheatland.

*Twin Lakes Volunteer Fire Department and Rescue Squad Inc. Budget*

Being a 181 non-stock corporation and not a municipal agency, the TLVFRI does not have to submit nor get public approval for an annual budget. It does receive public funds, which it requests and receives approval from the governing boards of the municipalities they serve. They do have requirements as a non-profit to submit an annual report to the Internal Revenue Service that includes their income, expenditures and fund balance.

Through their contract with the Village of Twin Lakes, Town of Randall, and Town of Wheatland, the TLVFRI received $900,000.00 in 2026. The details of the share of these funds are provided in the following table.

**TLVFRI Municipal Contract Revenue**

| Municipality | Contract Amount |
|---|---|
| Randall EMS Contract | $225,000.00 |

| | |
|---|---|
| Wheatland EMS Contract | $225,000.00 |
| Twin Lakes EMS Contract | $450,000.00 |
| **Total** | **$900,000.00** |

The amount for these contract fees was developed and requested by the TLVFR during negotiations with the municipalities to cover the cost of adding full-time employees to staff one ambulance 24 hours a day with two personnel. Six personnel were hired to staff the ambulance 24 hours per day, and an EMS supervisor was also hired for a total of seven full-time personnel. Twin Lakes Rescue Squad Inc. still pays volunteers/POC/part-time personnel to provide a backup crew for second calls or motor vehicle accidents. On all motor vehicle accidents it provides a minimum of two ambulances and their extrication vehicle to all three entities.

Another major source of revenue for TLVFRI is ambulance transport fees. It contracts with an EMS billing service to bill and collect this revenue from sources such as health insurance companies, Medicare and Medicaid. PAA was provided with detailed data from 2020-2022.

**TLVFRI Ambulance Transport Revenues 2020-2022**

| 2020 | Charges | Payments | Runs | Avg / Run |
|---|---|---|---|---|
| Medicare | $335,355.48 | $120,205.29 | 356 | $337.66 |
| Medicaid | $116,886.76 | $25,731.89 | 135 | $190.61 |
| Private Ins | $155,653.31 | $77,252.19 | 202 | $382.44 |
| Patient Pay | $123,402.72 | $99,387.41 | 100 | $993.87 |
| | **$731,298.27** | **$322,576.78** | **793** | **$406.78** |
| **2021** | **Charges** | **Payments** | **Runs** | **Avg / Run** |
| Medicare | $315,102.10 | $121,809.83 | 364 | $334.64 |
| Medicaid | $119,982.66 | $22,193.15 | 138 | $160.82 |
| Private Ins | $211,546.54 | $87,920.22 | 207 | $424.74 |
| Patient Pay | $99,703.46 | $68,348.71 | 103 | $663.58 |
| | **$746,334.76** | **$300,271.91** | **812** | **$369.79** |
| **2022** | **Charges** | **Payments** | **Runs** | **Avg / Run** |

| | | | | |
|---|---|---|---|---|
| Medicare | $550,428.37 | $204,135.49 | 406 | $502.80 |
| Medicaid | $158,721.54 | $52,046.29 | 152 | $342.41 |
| Private Ins | $245,977.55 | $163,987.48 | 212 | $773.53 |
| Patient Pay | $112,324.00 | $23,794.04 | 117 | $203.37 |
| | **$1,067,451.46** | **$443,963.30** | **887** | **$500.52** |

PAA did not receive data beyond 2022 but were told revenues for 2025 were approximately $500,000.00. This aligns with the call volume reported for 2025 and average revenue per call. TLVFRI also receives an annual grant from the State of Wisconsin, as do all EMS services, known as Funding Assistance or "FAP funds" of approximately $52,000. It should be noted that this was for 2025 and was abnormally high relative to recent years. Revenues for the TLVFRI from these sources total $1,452.000.00 and are summarized in the table below.

| Revenue Source | Amount |
|---|---|
| Randall EMS Contract | $225,000.00 |
| Wheatland EMS Contract | $225,000.00 |
| Twin Lakes EMS Contract | $450,000.00 |
| Transport Revenue | $500,000.00 |
| FAP EMS Grant | $52,000.00 |
| **Total** | **$1,452,000.00** |

Expenses for TLVFRI were challenging to determine. Since the cost of full-time personnel and a few operational expenses are the only public portion of the budget, PAA requested additional data from TLVFRI. A budget for all costs of EMS service was provided, which included full-time and part-time personnel, as well as more detailed operational expenses. The original projection for 2026 by the Village contained some differences from the data provided. PAA views these inconsistencies as symptoms of major change (full-time staff) and the complexities of the current mix of municipal/private organization budgeting currently in place. See Appendix I.

PAA met with the Village and Fire Chief to better reconcile costs and budgeted amounts. Several adjustments were made to the budget based on what was believed to be miscalculations, primarily in payroll taxes and Medicare tax for full-time staff. A few operational line items also contained in the Village budget were removed. Since the goal was to determine annual operational cost, PAA also removed capital vehicle and building items for illustration purposes. The budget and analysis are presented in the following table.

| Line Item | Provided Budget TLVFRI | Revised by PAA Analysis | Adjustment |
|---|---|---|---|
| Full-Time Wages | $500,420.53 | $446,519.96 | |
| Retirement | $84,525.00 | $30,096.00 | |
| FICA | $35,135.00 | $35,135.00 | |
| Medicare | $85,000.00 | $8,216.67 | |
| Health Insurance | $125,500.00 | $125,220.29 | |
| Life Insurance, Long/Short-Term Disability | $4,500.00 | $776.24 | |
| Flex Spending Account | $3,500.00 | $3,500.00 | |
| Certification Incentive | $8,000.00 | $1,500.00 | |
| Part-time In-Station/Back Fill Wages | $100,000.00 | $1,500.00 | |
| POC Budgeted 4 Spots | $175,000.00 | $315,360.00 | |
| Weekend In-Station Extra Manning | $74,880.00 | $109,824.00 | |
| Accountant | $15,000.00 | $15,000.00 | |
| Payroll Tax | $35,000.00 | $28,000.00 | Recalculated |
| Officer Pay | $16,500.00 | $16,500.00 | |
| Ambulance Purchase Account | $50,000.00 | $50,000.00 | |
| Vehicle Maintenance Account | $40,000.00 | $40,000.00 | |
| Fuel | $15,000.00 | $0.00 | Village Budget |
| Equipment Maintenance | $10,000.00 | $10,000.00 | |
| New Equipment Purchases | $20,000.00 | $20,000.00 | |
| Service Contract on Equipment Stryker | $22,000.00 | $22,000.00 | |
| Fees to Billing Company | $42,000.00 | $42,000.00 | |
| EMS Supplies | $25,000.00 | $25,000.00 | |
| EMS New Equipment | $25,000.00 | $25,000.00 | |
| Paramedic Program | $20,000.00 | $20,000.00 | |
| Electronics | $7,000.00 | $7,000.00 | |
| TV/Entertainment | $2,000.00 | $2,000.00 | |
| Soda/Water/Food | $5,000.00 | $5,000.00 | |
| Advertising/Social Media | $2,000.00 | $2,000.00 | |
| Annual Subscriptions/Dues | $2,200.00 | $2,200.00 | |
| I AM Responding/Image Trend | $6,200.00 | $6,200.00 | |
| Training | $9,000.00 | $9,000.00 | |
| Building Repairs | $7,000.00 | $7,000.00 | |
| Building Upgrades | $10,000.00 | $10,000.00 | |
| Bunk Room/In-Station Alerting | $35,000.00 | $35,000.00 | |
| Work Out Equipment Maintenance/Purchase | $2,500.00 | $2,500.00 | |
| **Total Annual** | **$1,619,860.53** | **$1,479,048.16** | Total Capital |
| **Total Annual Without Capital Outlay Yellow Lines** | | **$1,374,548.16** | $104,500.00 |



The 2026 budget as presented by the fire chief exceeds revenue ($1,452,000.00) by $167,860.53. Using the revised calculation, the 2026 budget is approximately $27,048.16 over revenue. If the capital vehicle and building items were removed, a net positive budget of

$116,906.00 is realized. This amount was intended to isolate the cost for providing EMS only. The capital building items could arguably be assigned by proportion to fire cost as well.

*Village Fire Budget*

Assuming the village's calculation for rescue squad cost is accurate ($828.642.88), when subtracted from the 2026 proposed total budget for fire and EMS in the village budget provided ($961,675), $133,033 remains for fire exclusive expenses.

## FUTURE DEMANDS FOR SERVICE

This study was conducted not only to identify opportunities for improved efficiency and service delivery, but also in response to growing concerns regarding the long-term sustainability of volunteer fire and EMS services. These challenges are not unique to the communities of Twin Lakes, Randall, and Wheatland; they reflect broader pressures affecting volunteer and combination departments throughout Wisconsin and across the country. The following section provides context regarding the operational, financial, and staffing challenges currently facing volunteer and combination Fire/EMS services at both the state and national levels.

**1. Rising Costs of Fire and Emergency Services**

Even excluding population growth, the cost of providing fire protection continues to rise sharply. Fire apparatus costs have increased by 45% or more in the past five years, and municipal insurance costs (vehicle and workers' compensation) are rising 5 to 6% annually. With Wisconsin's strict levy limits and limited local growth, communities cannot raise taxes sufficiently to keep pace with operational cost increases. This creates a widening gap between service expectations and available funding. Debt service remains exempt from levy limits, making capital borrowing one of the only viable tools for replacing apparatus or upgrading facilities.

**2. Staffing and Personnel Availability**

Perhaps the most significant factor prompting this study is the ongoing challenge of maintaining volunteer and paid-on-call staffing, which will continue to be one of the most significant demands facing Fire/EMS services in the future. Several factors contribute to the decline in volunteer availability, including:

- Increasing training requirements (approximately 60 hours for Firefighter certification, plus 36 hours of annual continuing education)
- Higher injury exposure and increased awareness of long-term cancer risks associated with firefighting
- The prevalence of dual-income households, reducing daytime availability
- Increased family obligations and youth activity commitments
- Fewer residents working within their local community and being available to respond during the day
- More frequent travel, seasonal absences, and vacation patterns

- Competition from other volunteer, civic, and recreational opportunities

These factors collectively reduce the number of available responders, especially during daytime hours. NFPA 1720 staffing expectations further complicate this challenge. For rural areas, the standard calls for six firefighters within 14 minutes, 80% of the time, and for remote areas, four firefighters. ISO also counts paid-on-call personnel at one-third the value of full-time staff, making it more difficult for volunteer departments to achieve favorable ratings.

**3. Increasing Regulatory and Training Requirements**

Future demands will also be shaped by expanding state and national standards. Wisconsin SPS 314 and SPS 330 impose requirements for:

- Annual public building inspections
- Monthly or biannual firefighter training
- Minimum training before interior firefighting
- Facility safety standards
- Incident management system training
- Live-fire training compliance with NFPA 1403

**4. ISO Rating Pressures**

ISO Public Protection Classification (PPC) ratings influence insurance costs for residents and businesses. Maintaining or improving ISO scores will require:

- Reliable apparatus replacement
- Adequate staffing
- Documented training
- Consistent water supply testing
- Effective fire prevention and inspection programs

**5. Service Expectations and Call Types**

Even with or without population growth, call volume typically increases due to:

- Aging populations
- Increased EMS demand
- Severe weather events
- More complex building systems
- Greater public expectation for rapid response

## MERGED DEPARTMENT MODEL

**Overview**

The primary goal of this study was not simply to evaluate the existing departments, but to determine the most effective long-term Fire/EMS service model for the Town of Randall if service delivery were designed from a "blank canvas" perspective. PAA was asked to examine how fire protection, emergency medical services, staffing, apparatus, and facilities could best be structured to provide sustainable and effective service into the future. After reviewing current operations, service demands, staffing challenges, response performance, and financial considerations, PAA concluded that the most effective way to achieve that goal is through a merged department model serving the Village of Twin Lakes, the Town of Randall, and the Town of Wheatland.

While this model is presented as a re-engineered approach, it utilizes many of the existing resources from the current departments and considers current compensation structures for personnel. The objective in developing a new model is to first do no harm with respect to service delivery and personnel while creating a more sustainable long-term system. This section outlines the recommended governance structure, organizational model, apparatus and station configuration, personnel structure, and key performance indicators (KPIs) necessary to guide the development of the new department.

## 1. Key Performance Indicators (KPIs)

PAA's methodology in designing a department begins with KPIs. These KPIs seek to answer the questions: what services are to be provided, and to what quality should they be delivered? To ensure accountability, service quality, and data-driven decision-making the consolidated department should adopt measurable KPIs. These indicators establish expected service levels and allow elected officials to evaluate performance and adjust resources annually.

**Recommended KPIs**

- Fire apparatus fleet meets or exceeds ISO Fire Suppression Rating Schedule requirements.
- Apparatus availability ≥ 95% (excluding scheduled maintenance).
- Personnel maintain certifications required under WI SPS 330.
- Personnel receive ≥ 90% of required annual training hours.
- Travel time performance:
    - < 8 minutes in densely populated areas (80% of incidents).
    - < 13 minutes in rural areas (80% of incidents).
- Turnout time: four personnel responding within 6 minutes (90% of incidents).
- Effective response force: 15 personnel on scene for structure fires (90% of incidents).

- Minimum staffing benchmarks:
  - 6 personnel on scene within 10 minutes in villages (80%).
  - 6 personnel on scene within 14 minutes in rural areas (80%).
- Unit Hour Utilization (UHU) for the staffed ambulance ≤ 0.3.
- <5% reliance on mutual aid for initial EMS response.
- All public buildings inspected at least once every 12 months.
- Paid-on-call (POC) retention ≥ 50% over a 5-year average.
- Full-time personnel retention ≥ 85% at 5 Years.
- Equitable cost-sharing among participating municipalities.

These KPIs should be reported to elected officials at least annually and used to guide resource allocation.

*Collective Service Demand*

| Municipality | Population | Area Sq miles |
|---|---|---|
| Village of Twin Lakes | 6,309 | 8.53 |
| Town of Randall | 3,256 | 13.1 |
| Town of Wheatland | 3,394 | 34.0 |
| **Total** | **12,959** | **55.63** |

The consolidated department would serve approximately 12,959 residents across 55.63 square miles. Determining an exact call volume from the available data is somewhat challenging, as some incidents are reflected in multiple department records due to mutual aid responses, such as structure fires involving assistance from neighboring departments. In addition, data provided by the Town of Wheatland was organized by dispatch type rather than by the actual incident outcome.

For purposes of analysis, calls have been grouped into three broad categories: Fire Calls, EMS Calls, and Mutual Aid. The mutual aid total for a consolidated department would be lower than the combined total of the three current departments, as many of those responses represent the same incident involving multiple departments. It is also likely that some fire calls are counted both as fire incidents and as mutual aid responses, which means the actual number of distinct fire calls may be somewhat lower than reported.

**Estimated Call Demand of Merged Department**

| Municipality | Fire | EMS | Mutual Aid | Total |
|---|---|---|---|---|
| Twin Lakes | 154 | 645 | | 799 |
| Town of Randall | 115 | 235 | | 350 |
| Town of Wheatland | 114 | 291 | | 405 |
| **Total** | **383** | **1,171** | **65** | **1,554** |

*Governance Recommendations*

To govern the merged department, PAA recommends forming a joint municipal fire department governed by a Joint Board of Fire Commissioners, consistent with Wisconsin Statutes [ss. 61.63 (2)(b)2 Wis. Stats.] The governing bodies of the three manipulators would need to develop and agree to an intergovernmental agreement forming and governing the joint department that includes at least the following elements:

- Creation of a Joint Commission/Board: The agreement must establish a joint board of commissioners (or similar governing body) to manage the department, with representation from each participating municipality.
- Powers and Duties**:** Explicitly define the authority of the board, including appointing the fire chief, hiring personnel, purchasing equipment, and entering into contracts.
- Services Provided**:** Detail the services included, such as fire suppression, emergency medical services (EMS), fire inspections, and fire safety education.
- Service Area: Define the geographic boundaries of the area serviced by the joint department.
- Operational Control: Outline how the fire chief reports to the joint board and manages daily operations.
- Funding Formula: Define how costs are shared. These formulas usually consist of a weighted approach, often taking the average of three key factors: Equalized assessed value (total or improvements), call volume, and population (e.g., 1/3, 1/3, 1/3) to determine the percentage share for each community.
- Identify and authorize one of the municipalities to be the administrative and fiscal agent of the joint department
- Budgeting Process: Establish procedures for submitting, approving the annual operating and capital budgets.
- Asset Management: Determine the transfer of existing assets (vehicles, stations, equipment) to the new joint entity or how existing assets will be leased/used.

- Employment Terms: Define whether employees are employed by one municipality, the joint board, or if employees are transferred from existing departments.
- Insurance and Indemnification: Outline liability insurance requirements and how the parties will share liability for damages, injuries, or negligent acts.
- Compensation and Benefits: Ensure the agreement addresses uniform pay and benefits for staff, including volunteer or paid-on-call responders.
- Duration: Define the start date and term of the agreement.
- Withdrawal/Termination: Include clear procedures for a municipality to withdraw, disposition of assets, including notice periods (typically 1–2 years), and financial implications of withdrawal.

*4. Stations*

To determine the necessary coverage of the service, PAA conducted a GIS analysis (see Appendix A & B for current coverage from the Twin Lakes station and Appendix C & D for the proposed station location). Analysis shows the proposed service area can be covered by two stations, one being the current Twin Lakes station and the second being in the Town of Wheatland.

In regard to the Town of Wheatland station, analysis determined the current location to not be ideal, as it is skewed too far to the east of the service area. It is recommended that within the next five years, a new station be constructed in the Town of Wheatland in the area of Geneva Road and County Highway O (368$^{th}$ Ave). In addition to the current location being less than ideal, it is functionally inadequate as identified in the department review section. The new station, in addition to being designed to house apparatus designated for this station, should also be designed for future in station staffing.

PAA's recommendation is that eventually the two current Town of Randall fire stations would no longer be needed for a joint department. Until some apparatus can be replaced, PAA recommends one bay at Station One be retained for storage of a reserve engine. Disposition of these assets would be at the discretion of the Town of Randall.

*5. Organizational Structure*

The consolidated department would operate as a combination department with full-time, part-time, and POC personnel across two stations. Recommended leadership structure:

- Fire Chief

- Deputy Chief
- Two Assistant Chiefs (one per station)
- Division Chief of EMS (assigned from current full-time staff)
- Division Chief of Training
- Three Captains
- Six Lieutenants

This structure ensures adequate supervision, consistent training, and effective response force deployment.

Full-time and part-time personnel and ambulances would be based at the Twin Lakes station and respond district wide. POC personnel would be assigned to their nearest station but may respond anywhere in the district.

Regarding volunteer and paid-on-call (POC) staff, the goal should be to retain as many current members as possible. In volunteer fire departments, not every member is available to respond to every call due to work schedules, family obligations, travel time, and other personal commitments. As a result, only a portion of the total roster can typically be expected to respond to any given incident. ISO guidelines, along with PAA's experience and interviews conducted during this study, support the understanding that only a fraction (typically one-third) of the total volunteer membership is generally available for an average response. This makes overall roster size critically important to maintaining reliable staffing levels and consistent emergency response capability. Certainly, there are times where this rule of thumb is exceeded and the number of personnel on scene can increase over time. The primary concern, however, is the initial response. To meet the ideal minimum number for an effective response force for a structure fire in suburban areas of 10, or better yet 15 for urban areas, a total roster of 45 POC would be ideal. This number would be active members that meet State of Wisconsin requirements as structural firefighters. A more realistic goal is to maintain a minimum or 35 or greater active members and continue the practice of support members. This number should provide an average initial turnout of 10 POC personnel in addition to the full-time staff. The Town of Randall and Wheatland do not currently compensate their volunteer staff, so PAA recommends that all volunteers of the joint department follow at minimum the current Twin Lakes compensation model of $10 an hour for incident response and a $20.00 stipend for attendance at any training event (no time requirement or limit).

*6. Apparatus Recommendations*

The current apparatus roster of all three departments collectively exceeds national averages and is more than necessary for the service area. See the table below for a comparison to national averages.

**Comparison of Current Apparatus to National Average for Population Protected.**

| 10,000 to 24,999 | None | 1 | 2 | 3-4 | 5 or more | Collective Apparatus |
|---|---|---|---|---|---|---|
| Pumpers | 1% | 9% | 33% | 47% | 10% | 5 |
| Aerials | 48% | 48% | 4% | 0% | 0% | 3 |
| Other | 24% | 23% | 20% | 21% | 11% | 8 |

PAA recommends the fleet reductions outlined in the following table.

| Apparatus Type | Current Dept. | Year | Replacement year | Service Life | Estimated Replacement Cost | Fleet Reduction Cost Avoidance |
|---|---|---|---|---|---|---|
| Engine | TRFD | 1994 | 2024 | 20 | $1,000,000.00 | $1,000,000.00 |
| Engine | TRFD | 1994 | 2024 | 20 | $1,000,000.00 | $1,000,000.00 |
| Quint 104-foot Aerial | TRFD | 2004 | 2029 | 25 | $2,000,000.00 | $2,000,000.00 |
| Quint 75-foot Aerial | TWFD | 2008 | 2033 | 25 | $2,000,000.00 | $2,000,000.00 |
| Tender | TRFD | 1999 | 2029 | 30 | $500,000 | $500,000 |
| Brush | TWFD | 2006 | 2036 | 30 | $300,000.00 | $300,000.00 |
| Squad/Personnel | TLFD | 2003 | 2023 | 15 | $75,000.00 | $75,000.00 |
| Squad/Personnel | TRFD | 2013 | 2028 | 15 | $75,000.00 | $75,000.00 |
| **Total Cost Avoidance** | | | | | | **$6,950,000.00** |

Of this reduction, it is recommended that one of the current Randall engines be retained as a reserve apparatus until the replacement of the current mini pumper and the current Twin

Lakes rescue with a rescue engine. This fleet reduction brings an estimated $6,950,000.00 cost avoidance (based on current replacement costs) over the next ten years. Unfortunately, due to the age and condition of most of the apparatus recommended for removal from service, their resale value would likely be minimal. PAA recommends that any proceeds received from the sale of these units be placed into a dedicated apparatus replacement fund for the future joint department. The following table outlines the recommended apparatus to be retained and their proposed station assignments.

**Twin Lakes Station**

| Apparatus Type | Current Dept. | Pump (gpm) | Tank (gal) | Replacement Year | Estimated Replacement Cost |
|---|---|---|---|---|---|
| Engine | TLFD | 1,500 | 1,000 | 2040 | $1,000,000.00 |
| Quint 75-foot Aerial | TLFD | 1,500 | 500 | 2035 | $2,000,000.00 |
| Heavy Rescue | TLFD | None | None | 2028 | $1,100,000.00 |
| Tender | TLFD | 500 | 5,000 | 2024 | $500,000.00 |
| Brush | TLFD | 60 | 200 | 2039 | $300,000.00 |
| Squad/Personnel | TRFD | N/A | N/A | 2028 | $75,000.00 |
| Ambulance | TLFD | N/A | N/A | 2024 | $500,000.00 |
| Ambulance | TLFD | N/A | N/A | 2031 | $500,000.00 |
| Ambulance | TLFD | N/A | N/A | 2038 | $500,000.00 |

**Wheatland Station**

| Apparatus Type | Current Dept. | Pump (gpm) | Tank (gal) | Replacement Year | Estimated Replacement Cost |
|---|---|---|---|---|---|
| Engine/Rescue | TWFD | 1,500 | 1,250 | 2028 | $1,100,000.00 |
| Mini Pumper | TWFD | 500 | 300 | 2026 | $600,000.00 |
| Pumper/Tender | TWFD | 1000 | 4,000 | 2036 | $1,100,000.00 |
| Brush | TRFD | 300 | 300 | 2047 | $300,000.00 |

In this recommendation, some of the apparatus from Randall is reassigned. When the Twin Lakes rescue apparatus is replaced we recommend it be replaced with a combination engine rescue. Eventually, both stations would have similar apparatuses and a dual use rescue/full-size backup engine apparatus. When the mini pumper is replaced, it is recommended to be replaced with a 1,500-gpm mini pumper that is fully NFPA engine compliant. PAA believes this apparatus is needed to better protect the lakeshore properties with challenging access and terrain, as well as to act as an additional reserve engine. The recommended fleet provides 5,000 GPM of pumping capacity, well above the ISOs maximum credit of 3,500 GPM.

*7. Budget*

In developing the budget for the joint department staff pay, benefits, current shared expenditures, and overall current expenditures and revenues were taken into consideration. This was in addition to funding the merged department as designed.

The budget line item constituting the greatest cost share is personnel. Full-time staff and benefits make up the majority, but since the Town of Randall and Town of Wheatland currently do not compensate their volunteers there is a necessary, substantial shift in this section. Full-time, in-station staff work a schedule of 24 hours on and 48 hours off and receive 13 Kelly days per year. Kelly days are 24-hour, paid time off days taken to reduce bi-weekly hours worked. This benefit is twofold; it reduces work hours to 192 per 27-day period and is an attractive work schedule for recruitment and retention. The Federal Fair Labor Standards Act (FLSA) sets the overtime threshold for firefighters at 212 hours in a 27-day period. This schedule does not have built-in overtime as a standard 24 hours on and 48 hours off schedule without Kelly days would. The full-time staff have vacation and sick leave in addition to Kelly days. On days they use these benefits, their positions need to be filled. These days are covered by a combination of other full-time staff filling them at overtime cost and part-time staff coverage. The full-time EMS supervisor chief works a 40-hour week Monday through Thursday.

Other benefits that the full-time staff receive are health insurance and participation in the Wisconsin Retirement System (WRS). PAA recommends that the joint department offer WRS retirement without social security. This provides a higher retirement benefit and though the employer cost is higher, it still provides a 19% savings over the WRS/FICA option. This option

is used by other departments across the state. The tables below outline the base cost for full-time employees and the part-time backfill cost for paid leave benefits.

**Full-Time Wages and Benefit Cost**

| Wages | Holiday Pay | Overtime | Pension | Medicare | Health Insurance |
|---|---|---|---|---|---|
| $424,320.00 | $23,100.00 | $48,162.60 | $86,831.91 | $8,319.96 | $176,176.00 |

**Full-Time Paid Leave Coverage Cost**

| Wages | FICA | Medicare |
|---|---|---|
| $30,096.00 | $2,242.15 | $1,354.32 |

Backup ambulance coverage is provided by paid-on-call staff. PAA utilized the department's current pay structure for these positions but reduced the positions from four to two. These positions are filled in four-hour blocks, with six time-blocks per day for 24-hour coverage. The reasoning behind the reduction was that a minimum crew of two is needed to staff an ambulance, and a backup ambulance is necessary for the current call volume. The amount budgeted for the four positions by TLFRI is $175,000.00. If all four positions were filled 24/7 the cost would be $315,360 in wages alone. While some shifts were left unfilled, PAA's philosophy regarding response resources is that if a service is important one day, it should be considered important every day unless data clearly demonstrates otherwise. In this case, maintaining reliable backup ambulance coverage is important on a consistent daily basis, and the priority should be ensuring that the two necessary positions are adequately staffed. The cost associated with providing these positions is outlined in the following table.

**POC Backup Ambulance Coverage**

| Wages | Soc. Sec. | Medicare |
|---|---|---|
| $157,680.00 | $9,776.16 | $2,286.36 |

Currently, TLRFI also has two firefighter/EMS positions staffed in the station on weekends, this is referred to as paid-on-premises (POP). PAA was told this was due to lack of staff availability on weekends. With the data provided, PAA cannot support or refute the need for these positions at this time. The cost for providing these additional positions is summarized in the table below. The cost is included in the budget PAA developed, but as a contingency. This contingency should be used if and when demand and staffing cannot be met with other paid and unpaid on-call staff.

**Weekend In-Station Coverage POP**

| Wages | Soc. Sec. | Medicare |
|---|---|---|
| $109,824.00 | $6,809.08 | $1,592.44 |

There is a serious caveat to utilizing part-time staff to fill the POC, POP, and PTO backfill positions, as well as the other part-time positions. Any employees of a municipal department that work over 1,200 hours per year are subject to WRS contribution. This is not just for hours over the 1,200 threshold but includes all hours worked that year. Further, once this threshold is met in any year, all wages in subsequent years are subject to WRS contribution for that employee as well. The current employer cost of WRS without FICA is 18.5% (recommended option), and 14.5% plus FICA 7.65% under the current plan. Either of these represent a significant additional cost if hours are not monitored closely and limits set for individual employees. The estimated number of hours needed to be filled for the various categories is presented below.

**Estimated Hours by Category**

| Category | Annual Hours |
|---|---|
| PTO Coverage | 1,368 |

| | |
|---|---|
| POC | 17,520 |
| POP Weekend | 4,992 |
| **Total** | **23,880** |

If a decision is made to avoid having part-time employees reach WRS coverage, PAA would recommend a much lower threshold for the POC shift coverage of no greater than 900 hours per year for these positions. This would require that at least 19 personnel participate. Currently, TLFRI has 29 members with an EMS license that could fill these positions. This does not include any hours for fire/emergency incident response when not in a duty position, which would also count toward annual hours worked. This could easily add another 150 hours or more per year on average. The number of positions needed, assuming equal divisions and availability to fill the time slots, is listed in the table below.

**Minimum Personnel Needed**

| Annual Hours | Positions Needed |
|---|---|
| @1200 | 19.9 |
| @900 | 26.5 |

If these hours were to be subject to WRS participation/contribution, this would be $35,325.79, provided the WRS without Social Security is chosen. It is unlikely all employees would reach the threshold for WRS. Most likely, the number of employees/hours worked under WRS would be approximately 60%, which would provide a cost estimate of $21,195.00.

Another consideration in deciding which direction to take with part-time employees regarding WRS is this involvement is recruitment and retention.. Covering peak demand time for a backup ambulance and other calls with additional full-time staff will eventually decrease some of the part-time coverage. With the cost for just one full-time firefighter/EMT being in the $88,000 range with benefits, it becomes apparent the use of POC coverage is a much less costly alternative, provided demand and performance can be met with this model.

The Town of Randall and Town of Wheatland do not currently compensate their volunteer staff. It is recommended that all volunteers of the joint department follow at minimum the current Twin Lakes compensation model of $10 an hour for incident response and a $20 stipend for attendance at any training event (no time requirement or limit). The following table breaks the estimated calls into two categories, Emergency Medical First Response in the Wheatland district and all other fire calls for the joint district.

| Call Type | Estimated Calls | Avg. Personnel Responding | Avg. Time on Call | Personnel Hours |
|---|---|---|---|---|
| Fire Calls | 495 | 10 | 1.5 | 7,425 |
| EMR | 291 | 3 | 1 | 873 |
| **Total** | **786** | **N/A** | **N/A** | **8,298** |

The annual personnel cost estimate for additional emergency response is broken down in the following table.

| Wages | Soc. Sec. | Medicare |
|---|---|---|
| $82,980.00 | $5,144.76 | $1,203.21 |

PAA calculated annual training cost assuming three regular training sessions per month with an average attendance of 35 members, and 20 members attending an additional three training events annually. This cost is broken out in the following table.

| Stipends | Soc. Sec. | Medicare |
|---|---|---|
| $26,400.00 | $1,636.80 | $382.80 |

The final category of personnel expenses are officer stipends. To calculate the cost, the current stipend rate was applied to the positions identified for the merged department. This information is presented in the following table.

| Officer Pay | Stipend | Soc. Sec. | Medicare |
|---|---|---|---|
| Deputy Chief | $5,000.00 | $310.00 | $72.50 |
| Assistant Chief, Wheatland Station | $2,500.00 | $155.00 | $36.25 |

| | | | |
|---|---|---|---|
| Assistant Chief, Twin Lakes Station | $2,500.00 | $155.00 | $36.25 |
| EMS Division Chief | $2,000.00 | $124.00 | $29.00 |
| Training Division Chief | $2,000.00 | $124.00 | $29.00 |
| Captain, Twin Lakes Station | $1,000.00 | $62.00 | $14.50 |
| Captain, Twin Lakes Station | $1,000.00 | $62.00 | $14.50. |
| Captain, Wheatland Station | $1,000.00 | $62.00 | $14.50 |
| Lieutenant, Twin Lakes Station | $800.00 | $49.60 | $11.60 |
| Lieutenant, Twin Lakes Station | $800.00 | $49.60 | $11.60 |
| Lieutenant, Twin Lakes Station | $800.00 | $49.60 | $11.60 |
| Lieutenant, Twin Lakes Station | $800.00 | $49.60 | $11.60 |
| Lieutenant, Wheatland Station | $800.00 | $49.60 | $11.60 |
| Lieutenant, Wheatland Station | $800.00 | $49.60 | $11.60 |
| Lieutenant, Wheatland Station | $800.00 | $49.60 | $11.60 |
| **Total** | **$22,600** | **$1,401.20** | **$313.20** |

**Proposed Estimated Total Personnel and Operating**

| Category | Proposed |
|---|---|
| Fire Chief Wages | $20,000.00 |
| Full-Time Staff Wages | $432,640.00 |
| Holiday Pay | $23,628.00 |
| FT Overtime (PTO Coverage) | $48,162.60 |
| PTO Backfill Part-Time Wages | $71,790.60 |
| POC Backup Ambulance/Standby | $157,680.00 |
| Part-time POP (Wage Contingency) | $119,953.20 |
| Fire Call Pay Per Call | $82,980.00 |
| Training Pay | $26,400.00 |
| Retirement WRS | $77,091.30 |
| Soc. Security | $28,569.84 |
| Medicare | $17,092.17 |
| Health Insurance | $176,176.00 |
| Life Insurance, Long/Short Term Disability | $1,500.00 |
| Flex Spending Account | $3,500.00 |
| Certification Incentive | $8,000.00 |
| Officer Pay | $22,600 |
| LOSA-Fire | $6,500.00 |
| **Total Personnel** | **$1,324,263.71** |
| EMS Vehicle Maintenance Account | $40,000.00 |
| Fuel | $15,000.00 |

| | |
|---|---|
| EMS Equipment Maintenance | $10,000.00 |
| EMS New Equipment Purchases | $0.00 |
| Service Contract on Equipment Stryker | $22,000.00 |
| Fees to Billing Company | $42,000.00 |
| EMS Supplies | $25,000.00 |
| EMS New Equipment | $30,000.00 |
| Electronics | $7,000.00 |
| TV/Entertainment | $2,000.00 |
| Soda/Water/Food | $8,000.00 |
| Advertising/Social Media | $2,000.00 |
| Annual Subscriptions/Dues | $2,200.00 |
| I AM Responding/Image Trend | $6,200.00 |
| Training | $12,000.00 |
| Building repairs | $10,000.00 |
| Exercise Equipment Maintenance/Purchase | $2,500.00 |
| Fire-Citizen Programs | $2,000.00 |
| Utilities | $25,000.00 |
| Fire Training | $12,000.00 |
| Medical Services | $6,000.00 |
| Professional Services | $12,000.00 |
| Fire New Equipment | $8,000.00 |
| Fire Subscriptions | $2,000.00 |
| Radios | $6,000.00 |
| Fire Fuel/oil | $8,000.00 |
| Fire Vehicle/Maintenance Repair | $30,000.00 |
| Internet | $3,000.00 |
| Small Equipment/Parts | $10,000.00 |
| Miscellaneous | $7,000.00 |
| Insurance-EMS | $27,792.00 |
| Insurance-Fire | $66,000.00 |
| Village Admin. Cost | $5,500.00 |
| Legal (start-up) | $12,000.00 |
| **Total Operations** | **$478,192.00** |
| **Total Fire and EMS** | **$1,802,455.71** |

**10-Year Capital**

| Year | Item | Estimated Cost |
|---|---|---|
| 2027 | Ambulance | $500,000.00 |
| 2028 | Mini Pumper | $600,000.00 |
| 2029 | Rescue Engine | $1,100,000.00 |
| 2030 | Tender | $600,000.00 |
| 2031 | SCBA | $120,000.00 |
| 2031 | Ambulance | $500,000.00 |
| 2032 | Aerial Quint | $2,000,000.00 |
| **Total** | | **$5,420,000.00** |
| **Average 10 years** | | **$542,000.00** |

**Capital Cost Avoidance**

| Apparatus Type | Current Dept. | Year | Replacement Year | Service Life | Estimated Replacement Cost | Fleet Reduction Cost Avoidance |
|---|---|---|---|---|---|---|
| Engine | TRFD | 1994 | 2024 | 20 | $1,000,000.00 | $1,000,000.00 |
| Engine | TRFD | 1994 | 2024 | 20 | $1,000,000.00 | $1,000,000.00 |
| Quint 104-foot Aerial | TRFD | 2004 | 2029 | 25 | $2,000,000.00 | $2,000,000.00 |
| Quint 75-foot Aerial | TWFD | 2008 | 2033 | 25 | $2,000,000.00 | $2,000,000.00 |
| Tender | TRFD | 1999 | 2029 | 30 | $500,000 | $500,0000 |
| Brush | TWFD | 2006 | 2036 | 30 | $300,000.00 | $300,000.00 |
| Squad/Personnel | TLFD | 2003 | 2023 | 15 | $75,000.00 | $75,000.00 |
| Squad/Personnel | TRFD | 2013 | 2028 | 15 | $75,000.00 | $75,000.00 |
| | | | | | **Total Cost Avoidance** | **$6,950,000.00** |

Without the merger and assuming current fire apparatus fleets would be maintained, the additional cost for the communities in the next 5 years would be: Town of Randall $4,509,075,000.00, Town of Wheatland $2,300,000.00, and Twin Lakes $75,000.00.

**Estimated Fire Station Cost for Wheatland**

These are estimates based on typical Midwestern fire station construction and renovation costs. Actual costs depend on site conditions, design choices, and market conditions. A new 2–3 bay modern fire station typically costs $4.5M to $8M.

**Revenues and Current Budget Allocations**

**Current Revenues**

| | |
|---|---|
| Transport Revenue | $500,000.00 |
| FAP EMS Grant | $52,000.00 |
| 2% Dues Twin Lakes | $48,864.23 |
| 2% Dues Wheatland | $22,568.64 |
| 2% Dues Randall | $28,045.37 |
| **Total** | **$651,478.24** |

The estimated net operating cost of the merged department after revenues is **$1,150,977.47**

**Current Budget Allocations for Fire and EMS**

| | |
|---|---|
| Randall EMS Contract | $235,000.00 |
| Wheatland EMS Contract | $235,000.00 |
| Twin Lakes EMS Contract | $450,000.00 |
| Twin Lakes Fire Budget | $133,033.00 |
| Randall Fire Budget | $86,000.00 |
| Wheatland Fire Budget | $93,000.00 |
| **Total** | **$1,232,033.00** |

The estimated net operating cost of $1,150,977.47 for the merged department is $81,055.53 less than current operating expenses. However, PAA recommends the participating municipalities continue the same budget allocations and keep the surplus in place for contingency in the first year. If in future years this amount holds true, it should be used for capital replacement funding.

**Cost share model**

Typical cost share models that PAA has assisted in developing involve three factors: equalized value of assessed property or improvements, population, and call volume. They can be equally weighted at one third or adjusted. Assuming total equalized value is one third of the factors, an example of the division of estimated cost is presented below.

| Municipality | Total Assessed Value | Percentage of Total | Percentage of Calls | Population | Percentage of Population | Average % | Operating Share |
|---|---|---|---|---|---|---|---|
| Village of Twin Lakes | $1,545,959,800 | 50% | 51% | 6,309 | 49% | 49.9% | $575,488.74 |
| Town of Randall | $925,372,200 | 26% | 24.5% | 3,256 | 25% | 26.6% | $299,254.14 |
| Town of Wheatland | $611,226,300 | 24% | 26.5% | 3,394 | 26% | 24.1% | $276,234.59 |
| **Total** | **$3,082,558,300.00** | | | **12,959** | | | **$1,150,977.47** |

## KPIs for Additional Response Resources

Decisions on the necessity of additional response resources, primarily staff, should be based on the KPIs presented. In working with other municipalities, it is not uncommon for PAA to see staffing plans based on adding a certain number of full-time positions by a specific date. This strategy does not answer a significant question; what unmet demand is this resource going to fill? For example, the KPI of turnout time: four personnel responding within 6 minutes for 90% of incidents reported. When the outcome falls below 80% action should be taken, which would most likely be the addition of in-station staff. All KPIs presented should be reported to the commission regularly to monitor trends requiring additional resources. Another consideration for emergency response staff is that not all response problems require a 24-hour solution. Response time by time of day and days of week needs to monitored. If peak demand is on weekdays from 7:00am to 6:00pm, a unit staffed just for these hours may be warranted. The following staffing solutions and KPIs to demonstrate when additional resources are needed are presented below.

**Emergency Medical Calls**

*KPIs:*

- Unit Hour Utilization (UHU) for the staffed ambulance ≤ 0.3.
- <5% reliance on mutual aid for initial EMS response
- On-call positions filled >95% of the time

*Step 1 Option*

Add a daytime staffed ambulance at the Wheatland Station, recommended four personnel working two 12-hour shifts on, two 12-hour shifts off. Estimated cost could be $360,000.00 to $436,000.00.

*Step 2 Option*

Add six full-time personnel, staff a second ambulance in the Wheatland Station 24 hours a day, 7 days a week. Estimated cost could be $550,000.00 to $650,000.00 annually. This is when it would be recommended to two additional full-time staff to cover paid leave for full-time personnel to reduce pressure on part-time staffing. Estimated cost could be $190,000.00 to $220,000.00.

**Fire Calls**

As previously stated, most fire calls such as fire alarms, CO calls, service calls, EMS assist, etc. can be handled by a single engine company to meet initial response and lower the demand and pressure on volunteer on-call staff.

*KPIs*

- Travel time performance:
  - < 8 minutes in densely populated areas (80% of incidents).
  - < 13 minutes in rural areas (80% of incidents).
- Turnout time: four personnel responding within 6 minutes (90% of incidents).
- Effective response force: 15 personnel on scene for structure fires (90% of incidents).
- Minimum staffing benchmarks:
  - 6 personnel on scene within 10 minutes in villages (80%).
  - 6 personnel on scene within 14 minutes in rural areas (80%).

*Steps 1 and 2 Options*

Steps one and two provide varying means of cross staffing an engine and ambulance in each station. The concept involves personnel staffing either the engine or ambulance depending on what type of call comes in. This concept is used in many departments and stations with lower call volumes.

*Step 3, Option 1*

Add a daytime fire position to each station, this would be a fire apparatus driver/operator or officer. Utilize current volunteer/on-call staff to fill as paid-on-call positions. This would be 12-hour daytime coverage and could cost $75,000 to $94,500.

*Step 3, Option 2*

Add a fire position to each station, this would be a fire apparatus driver/operator or officer. One at each station, 24 hours per day could cost $159,000.00 to $189,000.00.

*Step 4, Option 1*

Add one full-time daytime fire position to each station, this would be a fire apparatus driver/operator or officer. Recommended two personnel working two 12-hour shifts on, two 12-hour shifts off. Estimated cost could be $180,000.00 to $215,500.00.

*Step 4, Option 2*

Add one full-time position for each station, 24 hours per day. This option requires adding six full-time personnel and staffing the second ambulance in the Wheatland Station 24 hours a day, 7 days a week. Estimated cost could be $550,000.00 to $650,000.00 annually. It would also be recommended to add one additional full-time staff to cover paid leave of full-time personnel to reduce pressure on part-time staffing. The estimated cost could be $95,000,000.00 to $110,000.00.

We also recommend that when Step 3 is implemented the position of fire chief becomes full-time position due the increasing complexity of the department, and the administrative and supervisory needs that accompany this growth. This would be an additional cost in the $120,000.00 to $140,000.00 range. The implementation of these options should provide the necessary staffing for the next 15 to 25 years, unless there is a major unplanned surge in development.

**Implementation Steps**

1. Negotiate an intergovernmental agreement between the Village of Twin Lakes, Town of Randall, and Town of Wheatland to form a joint municipal fire department according section 60.55(1)(a)2 of the Wisconsin Statutes.
    a. Negotiate with TLVFRI disposition of assets and building agreement.
2. Each municipality will need to develop municipal ordinances:
    a. Recognizing the joint department as the municipality's authorized fire and EMS department.
    b. Authorize authority and police powers of the fire chief.
    c. Fire prevention, code reference, inspection frequency, etc.

3. Establish a Joint Fire Commission between the Village of Twin Lakes, Town of Randall, and Town of Wheatland according WI Statute 61.65 (2) (b) 2.
    a. Develop board policies as needed.
    b. Establish key performance goals for the new joint department.
4. Appoint a fire chief for the newly formed department.
5. Establish a budget for the newly formed department to include an implementation budget and an operations and capital budget with a start date goal for the transfer of services.
6. Direct the fire chief to establish Policy and Standard Operations Guideline (SOG) manuals meeting at least the minimum requirements outlined in Wisconsin Administrative rule SPS 330. Consider subscribing with Lexipol (policy risk management services for development).
7. Direct the fire chief to develop an organizational chart for the department.
8. Develop and approve job descriptions for all positions outlined in the chart.
9. Establish and approve and employment manual, including a pay and benefits plan for all positions outlined.
10. Based on the approved policy manual, the fire chief shall fill all authorized positions of the joint department.
11. Establish a response guideline to include initial single company response area for each station, apparatus response by incident type, mutual aid, and MABAS response.
12. In conjunction with the Kenosha County 911 dispatch center, establish dispatch programming to reflect response guidelines developed.
13. Develop a training plan to train all members on the new operational SOG's and Critical Policies. Training shall include apparatus and equipment familiarization.
14. Deliver training plan, which should be completed before responding as the new joint department.
15. Direct the fire chief to arrange for all necessary professional service contracts for the new joint department be developed and approved by the joint commission.
16. Set final date for transfer of response service for new joint department.
17. Implement transfer of service from current four departments to new joint department.
18. TLVFRI should consider reorganizing as a non-profit support organization for the new joint department.
19. Dispose of assets and apparatus no longer needed by the new joint department.

**Future Monitoring for Performance**

The key performance indicators previously outlined should be used for the ongoing monitoring of the department's performance. The fire chief should be directed to report on most of these KPIs on a monthly basis in a formal written report to the joint commission. This data can then be used for decision making on operational and budget adjustments as needed to meet the established performance level.

## Advantages/Disadvantages

The primary benefit of this merger plan is efficiency. Several resources are currently unnecessarily duplicated and the scarce on-call/volunteer personnel pool diluted between the departments. This plan establishes a properly-sized department for the area and service demand, and sets a plan for a more efficient blend of paid and on-call resources into the future. The main disadvantages will no doubt involve the loss of local identity, cultural clashes, and political hurdles. A particular challenge will be for the members of TLVFRI making the full transition to a municipal department and the transparent budgeting and financial reporting responsibilities that entails.

**Advantages**

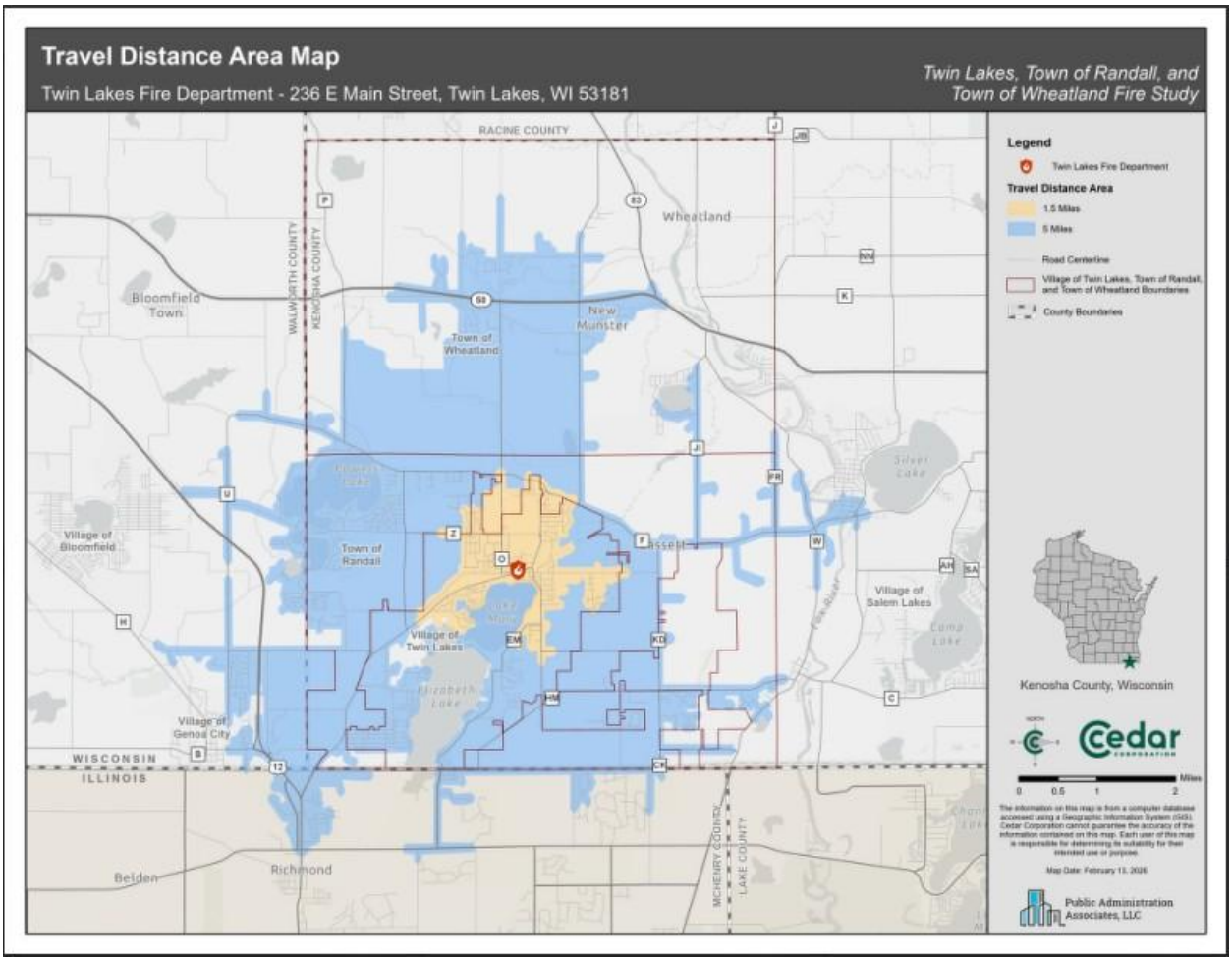
- Continued improved service and response times.
- Cost efficiency and reduced redundancy. Cost avoidance in sharing expensive fire apparatus is the most significant improvement with this plan. With the need to hire full-time personnel and likely more in the future, efficiently utilizing this staff will prove to be another major financial advantage to a joint department.
- The complexity of the department with the addition of full-time personnel has grown beyond the ability of the TLVFRI to provide the administrative support resources needed. In addition, with cost increasing the municipal partners demand and deserve full financial transparency and input in the use of financial resources.
- Standardized training and operations. This is already underway but will only continue to be improve. This guides the training program, improving safety and effectiveness on the fireground.
- More efficient use of the personnel pool. This larger pool of paid-on-call members and a more efficient response model to utilize available staff ensures a more consistent and effective response.
- Access to better funding. A larger, consolidated department may be more competitive for state or federal grants.

**Disadvantages**

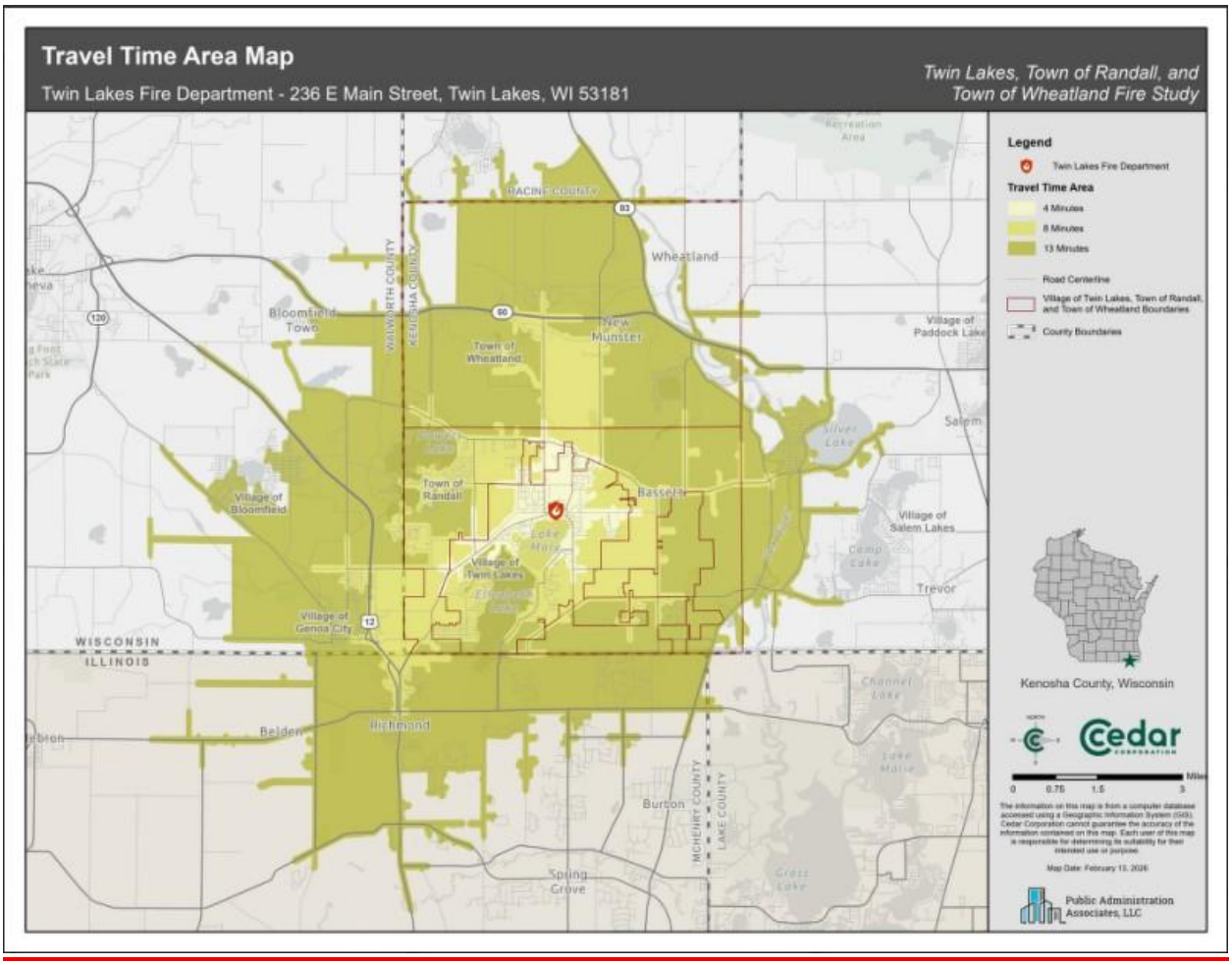
- Cultural clashes and morale issues. Merging often causes animosity or resistance if not managed well. Firefighters may struggle to blend different traditions, uniforms, and cultures. The staff of the departments has been jointly responding already and needs to keep the focus on improving emergency response.
- Loss of local identity/control. Mergers not only affect the department but the community. Some may view this as losing part of their community identity. Political battles over the loss of autonomy and control can also come into play. Fortunately, the communities involved have already worked together with joint ambulance service and throughout this study.
- Initial financial/transition costs. While long-term savings are common, short-term costs for the transition (uniforms, re-lettering trucks, IT integration) can be higher.
- Potential for staff turnover. Some personnel may leave due to the changes. Some personnel near retirement may now feel more comfortable proceeding, knowing a plan is in place to assure coverage.

Successful mergers require honest communication that focuses on long-term benefits and ensuring adequate fire and EMS response for all communities. Communication should also be prioritized in the community and the départements in every step of the process. The process is most successful when it respects the traditions of the departments while creating a new, combined identity. PAA believes this can and could be a very successful merger that will truly benefit all communities involved.

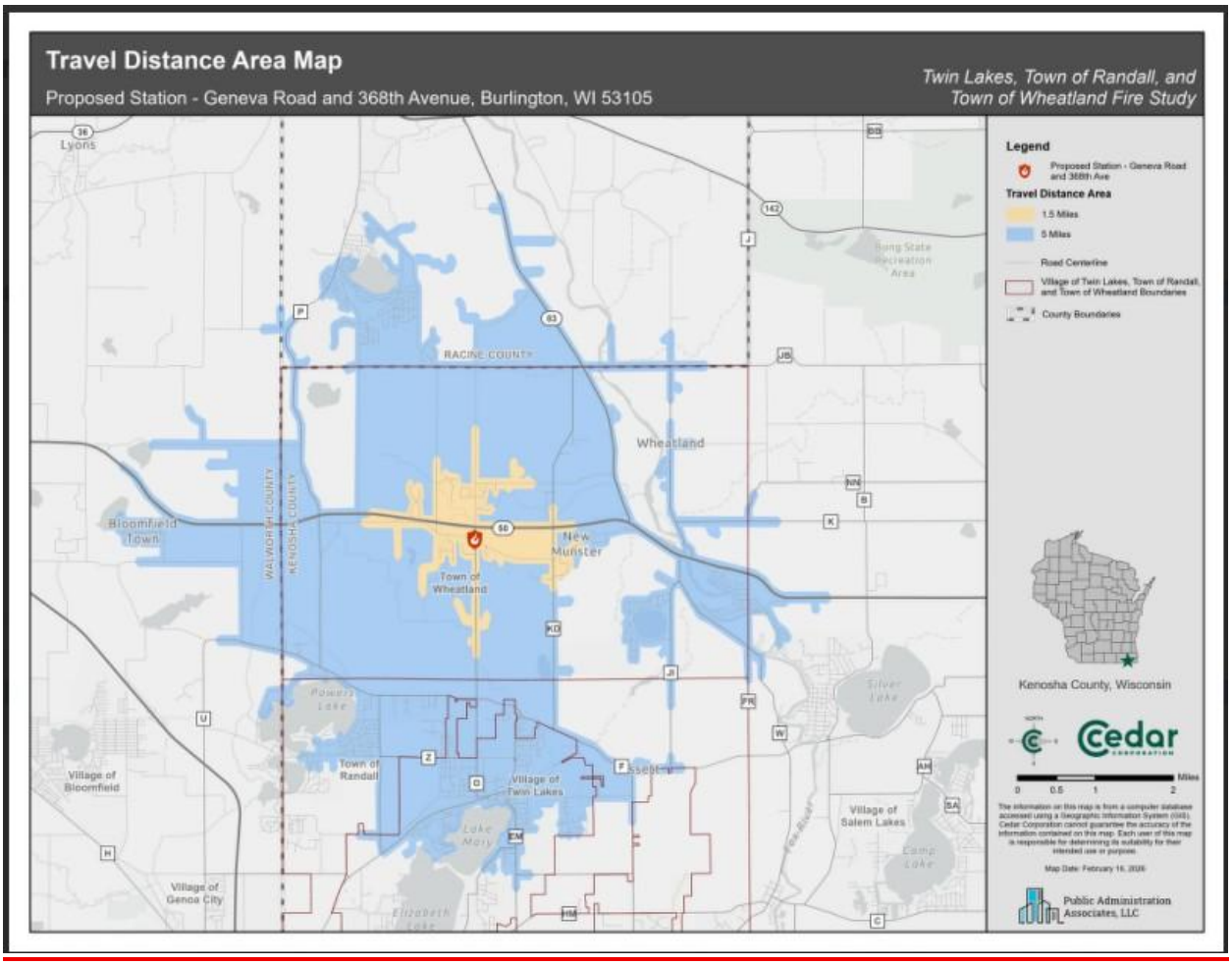
# APPENDIX A


Travel Distance Area Map
Twin Lakes Fire Department - 236 E Main Street, Twin Lakes, WI 53181
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
RACINE COUNTY
Wheatland
Bloomfield Town
WALWORTH COUNTY
KENOSHA COUNTY
New Munster
Town of Wheatland
Village of Bloomfield
Town of Randall
Village of Twin Lakes
Village of Salem Lakes
Village of Genoa City
WISCONSIN
ILLINOIS
Belden
Richmond
MCHENRY COUNTY
LAKE COUNTY
Legend
Twin Lakes Fire Department
Travel Distance Area
1.5 Miles
5 Miles
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Kenosha County, Wisconsin
Cedar Corporation
Miles
0 0.5 1 2
Map Date: February 13, 2026
Public Administration Associates, LLC

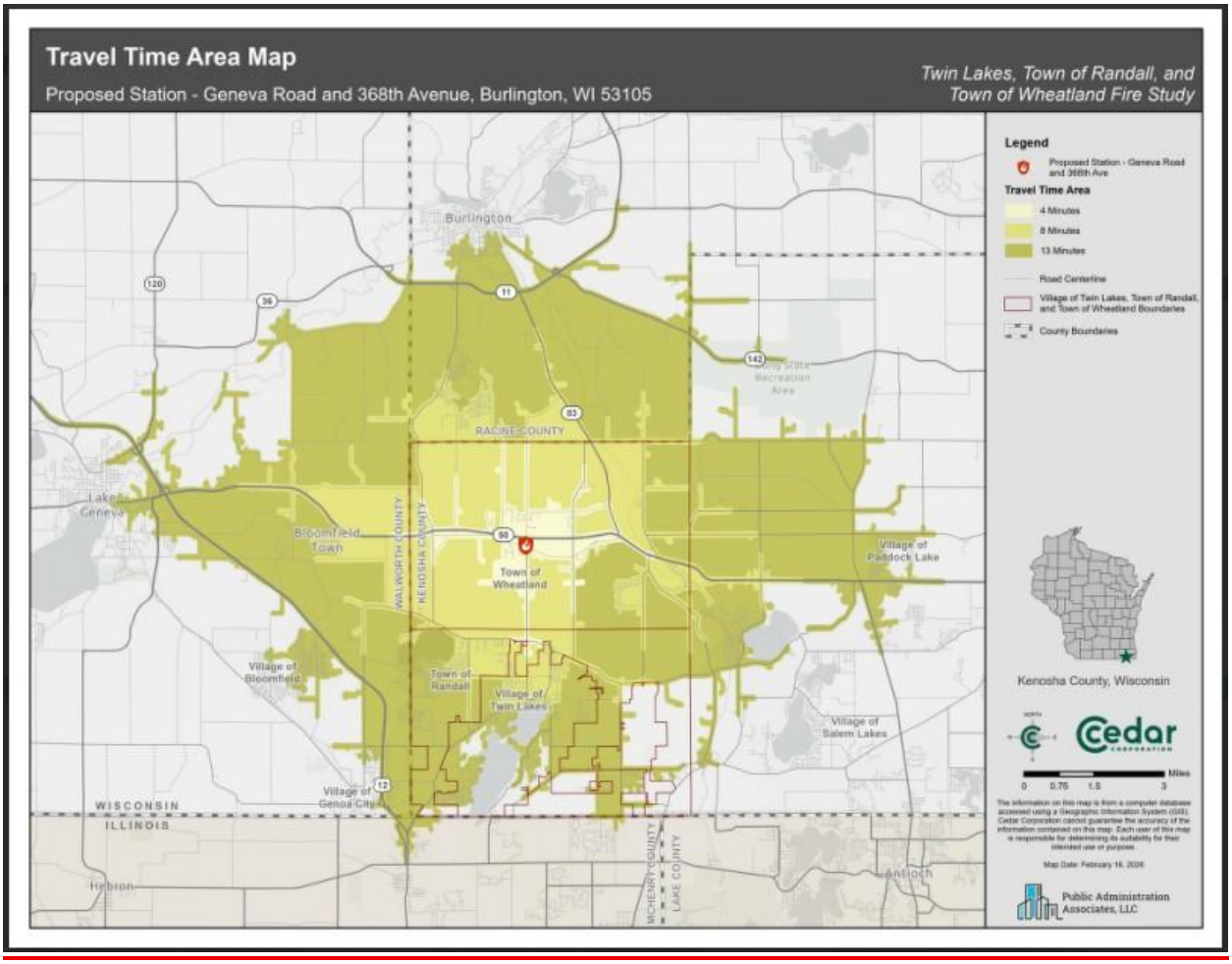
# APPENDIX B


Travel Time Area Map
Twin Lakes Fire Department - 236 E Main Street, Twin Lakes, WI 53181
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Twin Lakes Fire Department
Travel Time Area
4 Minutes
8 Minutes
13 Minutes
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Kenosha County, Wisconsin
Cedar Corporation
Public Administration Associates, LLC
RACINE COUNTY
WALWORTH COUNTY
KENOSHA COUNTY
MCHENRY COUNTY
LAKE COUNTY
Wheatland
Bloomfield Town
New Munster
Town of Wheatland
Village of Paddock Lake
Salem
Town of Randall
Bassett
Village of Bloomfield
Village of Salem Lakes
Village of Twin Lakes
Trevor
Village of Genoa City
WISCONSIN
ILLINOIS
Belden
Richmond
Burton
Spring Grove

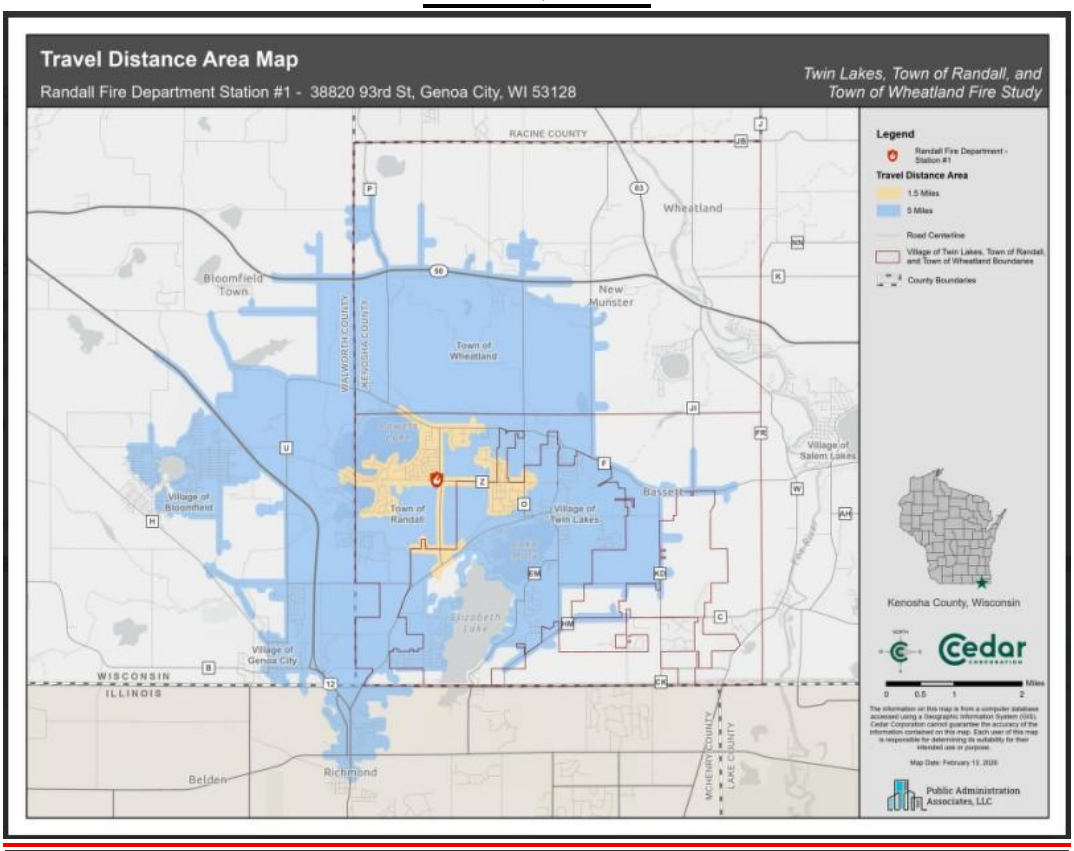
# APPENDIX C

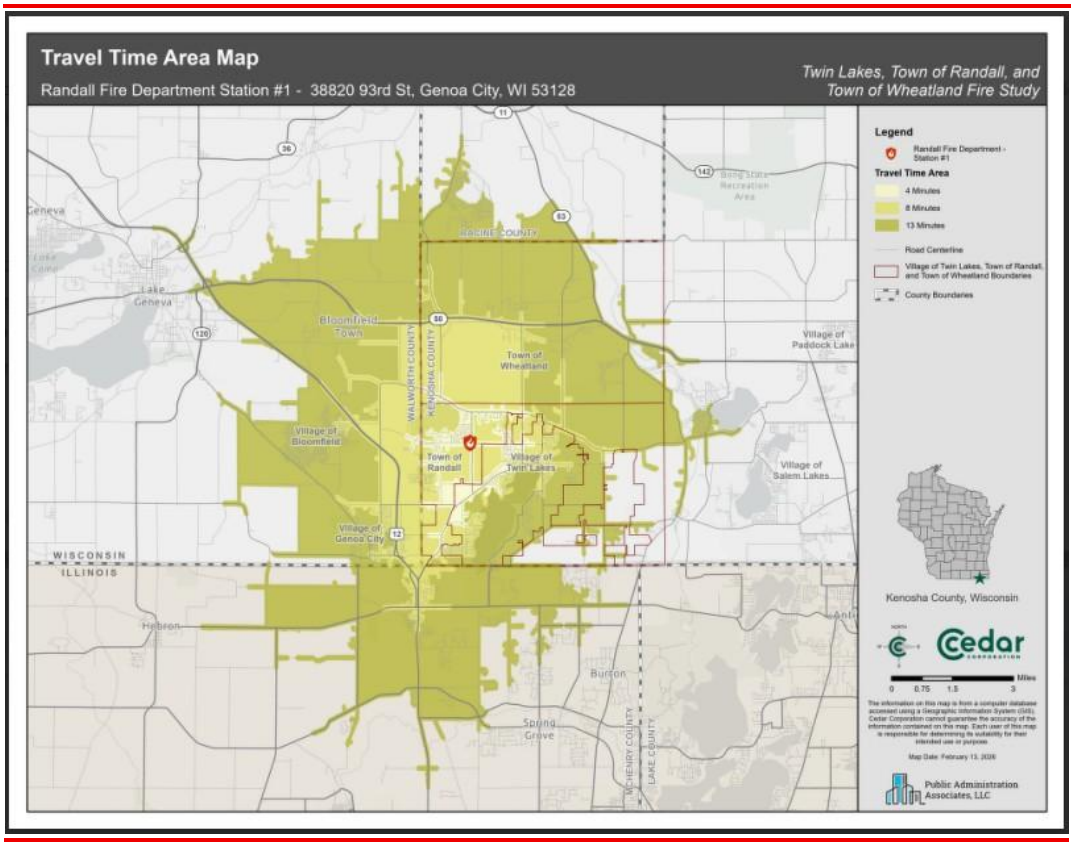

Travel Distance Area Map
Proposed Station - Geneva Road and 368th Avenue, Burlington, WI 53105
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Proposed Station - Geneva Road and 368th Ave
Travel Distance Area
1.5 Miles
5 Miles
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Kenosha County, Wisconsin
Cedar Corporation
Public Administration Associates, LLC
Lyons
Wheatland
New Munster
Town of Wheatland
Bloomfield Town
Village of Bloomfield
Town of Randall
Village of Twin Lakes
Village of Salem Lakes
Village of Genoa City
RACINE COUNTY
WALWORTH COUNTY
KENOSHA COUNTY
Bong State Recreation Area
Powers Lake
Silver Lake
Lake Mary
Fox River
Camp Lake
Elizabeth Lake

# APPENDIX D

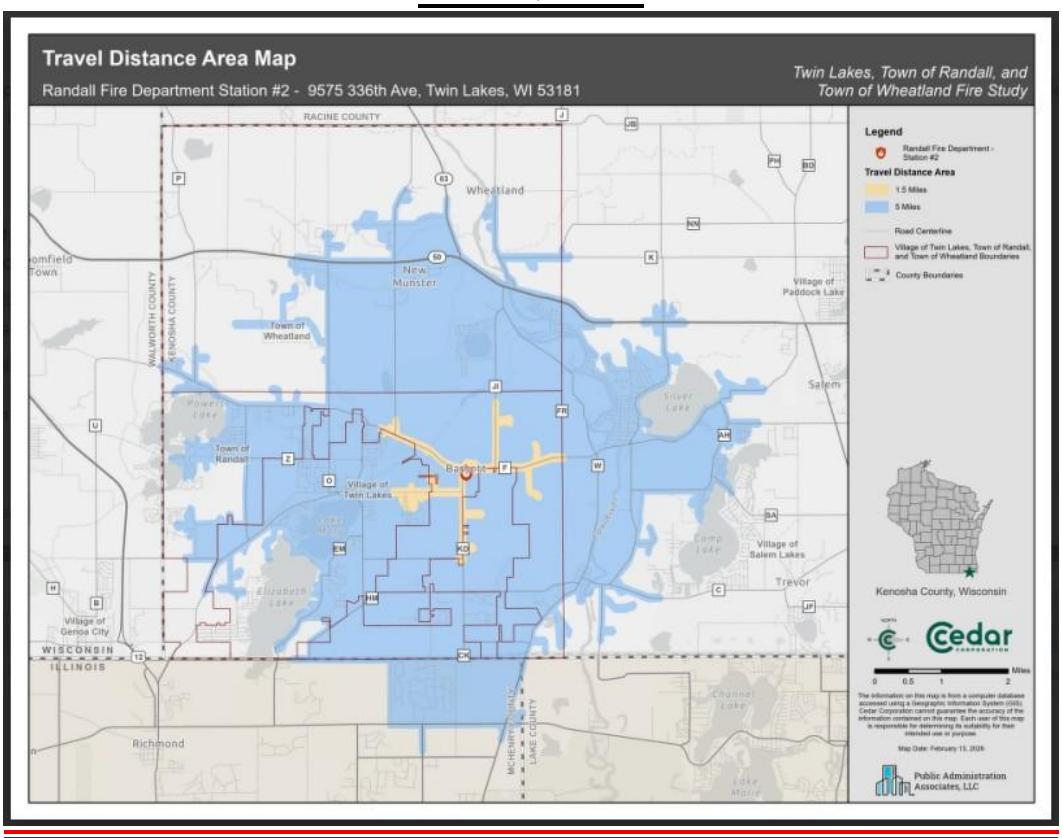

Travel Time Area Map
Proposed Station - Geneva Road and 368th Avenue, Burlington, WI 53105
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Proposed Station - Geneva Road and 368th Ave
Travel Time Area
4 Minutes
8 Minutes
13 Minutes
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Burlington
RACINE COUNTY
Lake Geneva
Bloomfield Town
WALWORTH COUNTY
KENOSHA COUNTY
Town of Wheatland
Village of Paddock Lake
Village of Bloomfield
Town of Randall
Village of Twin Lakes
Village of Salem Lakes
Village of Genoa City
WISCONSIN
ILLINOIS
Hebron
MCHENRY COUNTY
LAKE COUNTY
Kenosha County, Wisconsin
Cedar Corporation
Miles
0 0.75 1.5 3
Map Date: February 16, 2026
Public Administration Associates, LLC

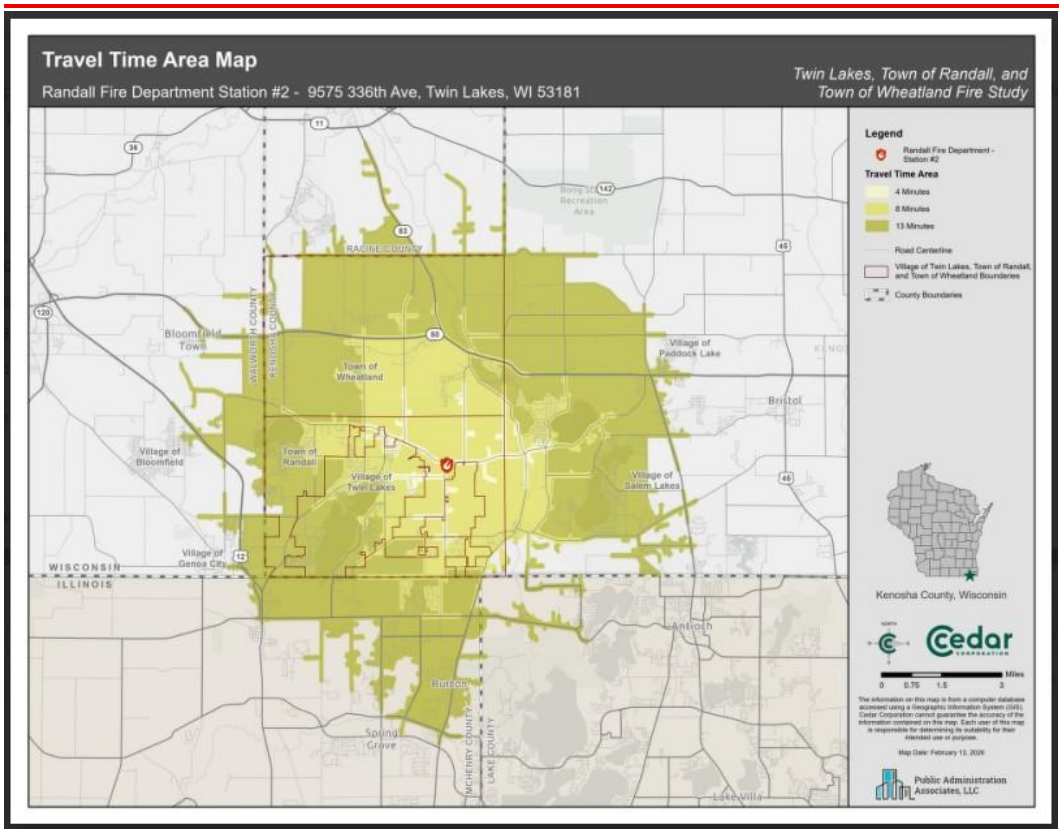
# APPENDIX E


Travel Distance Area Map
Randall Fire Department Station #1 - 38820 93rd St, Genoa City, WI 53128
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Travel Distance Area
1.5 Miles
5 Miles
Road Centerline
County Boundaries
RACINE COUNTY
Wheatland
Bloomfield Town
New Munster
Town of Wheatland
Village of Salem Lakes
Village of Bloomfield
Town of Randall
Village of Twin Lakes
Bassett
Village of Genoa City
WISCONSIN
ILLINOIS
Belden
Richmond
WALWORTH COUNTY
KENOSHA COUNTY
MCHENRY COUNTY
LAKE COUNTY
Kenosha County, Wisconsin
Cedar
Public Administration Associates, LLC

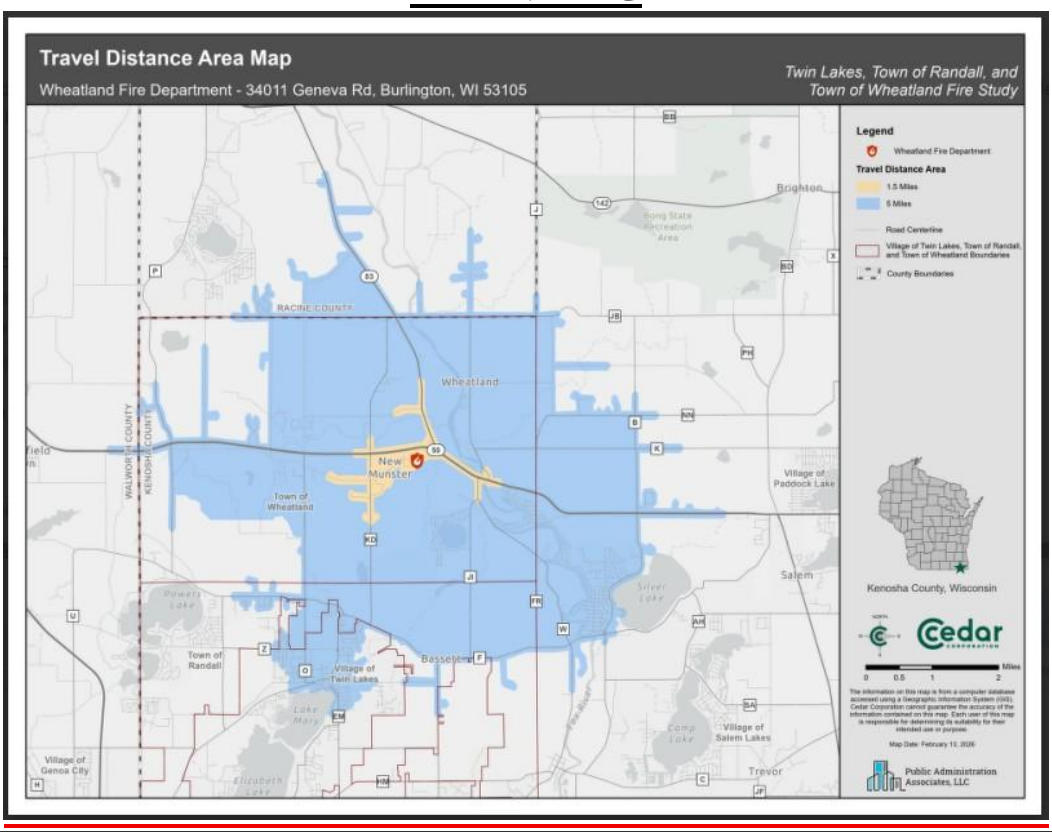

Travel Time Area Map
Randall Fire Department Station #1 - 38820 93rd St, Genoa City, WI 53128
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Travel Time Area
4 Minutes
8 Minutes
13 Minutes
Road Centerline
County Boundaries
Geneva
Lake Geneva
RACINE COUNTY
Bloomfield Town
Town of Wheatland
Village of Paddock Lake
Village of Bloomfield
Town of Randall
Village of Twin Lakes
Village of Salem Lakes
Village of Genoa City
WISCONSIN
ILLINOIS
Hebron
Burton
Spring Grove
WALWORTH COUNTY
KENOSHA COUNTY
MCHENRY COUNTY
LAKE COUNTY
Kenosha County, Wisconsin
Cedar
Public Administration Associates, LLC

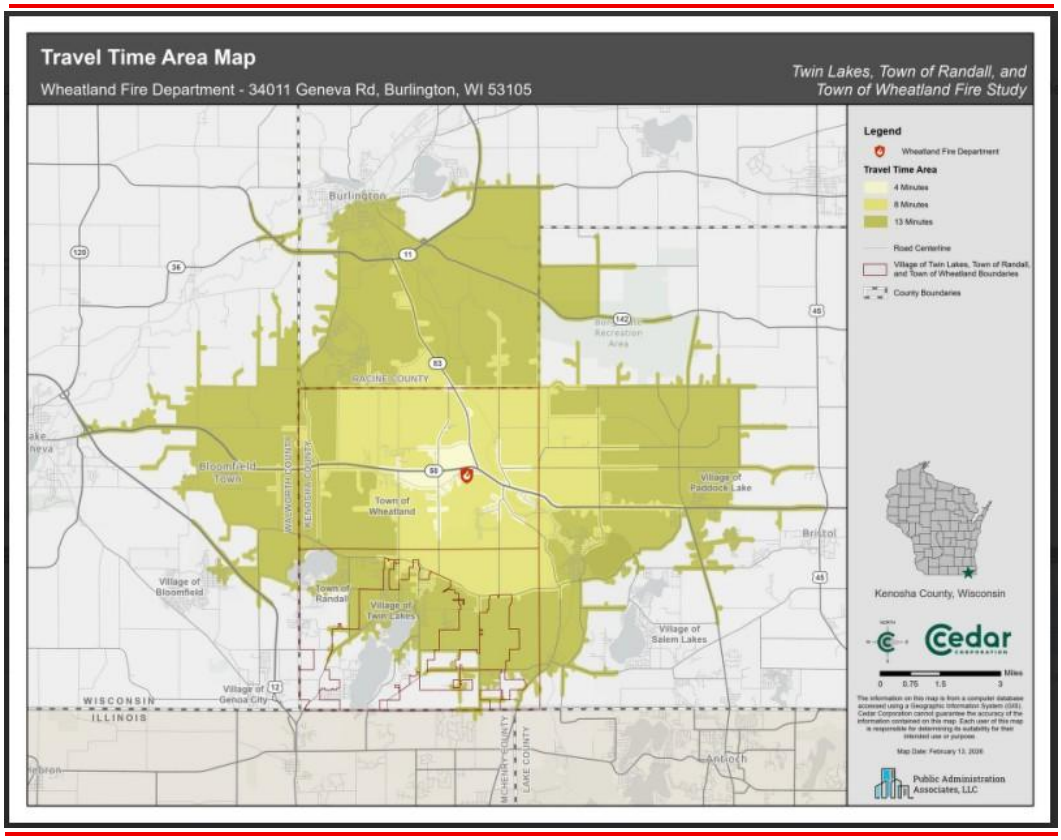
# APPENDIX F


Travel Distance Area Map
Randall Fire Department Station #2 - 9575 336th Ave, Twin Lakes, WI 53181
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Randall Fire Department - Station #2
Travel Distance Area
1.5 Miles
5 Miles
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Kenosha County, Wisconsin
Public Administration Associates, LLC


Travel Time Area Map
Randall Fire Department Station #2 - 9575 336th Ave, Twin Lakes, WI 53181
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Randall Fire Department - Station #2
Travel Time Area
4 Minutes
8 Minutes
13 Minutes
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Kenosha County, Wisconsin
Public Administration Associates, LLC

# APPENDIX G


Travel Distance Area Map
Wheatland Fire Department - 34011 Geneva Rd, Burlington, WI 53105
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Wheatland Fire Department
Travel Distance Area
1.5 Miles
5 Miles
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Kenosha County, Wisconsin
Cedar Corporation
Public Administration Associates, LLC
RACINE COUNTY
WALWORTH COUNTY
KENOSHA COUNTY
Brighton
Wheatland
New Munster
Town of Wheatland
Village of Paddock Lake
Salem
Town of Randall
Village of Twin Lakes
Bassett
Village of Salem Lakes
Trevor
Village of Genoa City


Travel Time Area Map
Wheatland Fire Department - 34011 Geneva Rd, Burlington, WI 53105
Twin Lakes, Town of Randall, and Town of Wheatland Fire Study
Legend
Wheatland Fire Department
Travel Time Area
4 Minutes
8 Minutes
13 Minutes
Road Centerline
Village of Twin Lakes, Town of Randall, and Town of Wheatland Boundaries
County Boundaries
Kenosha County, Wisconsin
Cedar Corporation
Public Administration Associates, LLC
Burlington
RACINE COUNTY
Bloomfield Town
Town of Wheatland
Village of Paddock Lake
Bristol
Village of Bloomfield
Town of Randall
Village of Twin Lakes
Village of Salem Lakes
Village of Genoa City
WISCONSIN
ILLINOIS
Antioch
MCHENRY COUNTY
LAKE COUNTY

# APPENDIX H

## Expenditures

| Acct Number | Acct Description | 2024 Actual | 2025 Budget | 2026 YTD | 2025 Estimate | 2026 Proposed |
|---|---|---|---|---|---|---|
| **PUBLIC SAFETY** | | | | | | |
| **FIRE DEPARTMENT** | | | | | | |
| 100-33-52200-50110-000 | FULL-TIME WAGES | $0 | $0 | $68,477 | $171,193 | $424,682 |
| 100-33-52200-50111-000 | PART-TIME WAGES | $6,784 | $5,000 | $20,864 | $24,000 | $26,500 |
| 100-33-52200-50120-000 | RETIREMENT | $0 | $0 | $13,083 | $29,437 | $66,002 |
| 100-33-52200-50122-000 | FICA | $0 | $0 | $5,404 | $13,510 | $27,649 |
| 100-33-52200-50123-000 | MEDICARE | $0 | $0 | $1,264 | $3,160 | $6,466 |
| 100-33-52200-50130-000 | HEALTH INS | $0 | $0 | $9,386 | $23,465 | $176,176 |
| 100-33-52200-50134-000 | LIFE INS | $0 | $0 | $153 | $550 | $1,500 |
| 100-33-52200-50204-000 | CITIZEN PROGRAMS | $1,222 | $1,000 | $1,751 | $1,751 | $1,000 |
| 100-33-52200-50207-000 | UTILITIES | $12,674 | $14,000 | $11,061 | $13,800 | $14,000 |
| 100-33-52200-50208-000 | EDUCATION/TRAINING | $1,214 | $5,000 | $3,999 | $5,000 | $6,000 |
| 100-33-52200-50213-000 | MEDICAL/HOSPITAL | $1,050 | $4,000 | $3,170 | $3,170 | $4,000 |
| 100-33-52200-50217-000 | OTHER PROFESSIONAL SERVICES | $1,250 | $2,000 | $1,101 | $1,900 | $7,000 |
| 100-33-52200-50218-000 | FD – NEW EQUIPMENT | $3,873 | $6,000 | $6,465 | $6,465 | $5,000 |
| 100-33-52200-50220-000 | SUBSCRIPTION/DUES | $2,000 | $2,000 | $2,000 | $2,000 | $2,000 |
| 100-33-52200-50221-000 | RADIO EQUIP/PAGERS | $4,120 | $4,000 | $3,589 | $3,589 | $4,000 |
| 100-33-52200-50223-000 | FUEL/OIL/PUMPS | $4,067 | $0 | $4,801 | $5,500 | $5,500 |
| 100-33-52200-50224-000 | VEHICLE/BOAT MAINT/RPR | $15,000 | $15,000 | $19,053 | $19,053 | $15,000 |
| 100-33-52200-50225-000 | INTERNET | $1,280 | $1,700 | $1,170 | $1,650 | $1,700 |
| 100-33-52200-50243-000 | SMALL EQUIPMENT/PARTS | $2,850 | $6,000 | $5,122 | $5,122 | $6,000 |
| 100-33-52200-50250-000 | MISCELLANEOUS | $1,944 | $500 | $924 | $924 | $3,500 |
| 100-33-52200-50259-000 | SALARY COMPENSATION | $44,580 | $45,000 | $25,000 | $45,000 | $45,000 |
| 100-33-52200-50284-000 | LENGTH OF SVC PROG | $4,000 | $0 | $8,000 | $8,000 | $4,000 |
| 100-33-52200-50501-000 | INSURANCE | $42,795 | $0 | $38,476 | $38,476 | $44,000 |
| 100-33-52200-50218-000 | FD – NEW EQUIPMENT | $1,489 | $0 | $0 | $0 | $0 |
| 100-33-52200-50258-000 | CAPITAL OUTLAY | $4,112 | $0 | $0 | $0 | $0 |
| | **TOTAL FIRE DEPARTMENT** | **$156,304** | **$111,200** | **$254,311** | **$426,714** | **$896,675** |
| **RESCUE SQUAD** | | | | | | |
| 100-34-52300-50223-000 | FUEL/OIL/PUMPS | $10,448 | $0 | $7,541 | $11,000 | $12,000 |
| 100-34-52300-50235-000 | RETAINER FEE | $85,000 | $450,000 | $337,500 | $450,000 | $0 |
| 100-34-52300-50250-000 | MISCELLANEOUS | $2,500 | $0 | $396 | $396 | $0 |
| 100-34-52300-50501-000 | INSURANCE | $24,802 | $0 | $22,903 | $22,903 | $53,000 |
| | **TOTAL RESCUE SQUAD** | **$122,750** | **$450,000** | **$368,339** | **$484,299** | **$65,000** |

## VILLAGE COST ESTIMATES RELATING TO EMS SERVICE

| Fire Department – Personnel & Benefit Costs (costs since 8/25 hires) | | | Annualized Estimate | |
|---|---|---|---|---|
| • Full-Time Wages: **$187,657.70** | | | **$500,420.53*** | |
| • Retirement: **$31,696.91** | | | **$84,525.09*** | |
| • FICA: **$13,174.99** | | | **$35,133.31*** | |
| • Medicare: **$3,081.25** | | | **$8,216.67*** | |
| • Certification Incentive: **$1,500.00** | | | **$1,500 ($750/$10,500 poss.)** | |
| • Health Insurance: **$46,957.61** | | | **$125,220.29*** | |
| • Life Insurance: **$291.09** | | | **$776.24*** | |
| • Flex Spending: **$1,104.11** | | | **$3,500.00 ($500/emp/year)** | |
| • Short and Long-Term Disability | | | **$3,360 ($40/emp/mo.)** | |
| **Subtotal – Fire Personnel & Benefits: $285,463.66** | | | | **$762,652.13*** |
| **Rescue Department Costs** | | | | |
| • Fuel/Oil/Pumps: **$9,295.97** | | | **$9,295.97** | |
| • Liability Insurance: **$22,902.78** | | | **$22,902.78** | |
| **Subtotal – Rescue Department: $32,198.75** | | | | **$32,198.75** |
| **Administrative & Support Costs (Added)** | | | | |
| Legal Services (estimated): **$200.00**<br>Payroll Processing Support | | | **$533.33*** | |
| o 5 months × 2 hours/month × $55/hour | | | | |
| o **$550.00** | | | **$1,466.67*** | |
| • Village Administrative Time** | | | **$4,000.00** | |
| **Subtotal – Administrative Support: $750.00** | | | | **$6,000.00*** |

Estimated Incremental Costs – EMS Brought In-House
*(Based on 7 additional employees and calculated from approximately $430,000 in added payroll; excludes MPIC Property Policy; actual amount will vary.)*
LWMMI (Municipal Insurance): **$6,134.00**
Workers Compensation: **$21,290.00**
Crime Insurance: **$212.00**
Accident & Health Insurance: **$156.00**
Subtotal – Estimated Additional Insurance Costs: $27,792.00
$27,792.00

| **SUMMARY – Partial-Year Total (Aug 19–Dec 31):** | | **Annualized:** |
|---|---|---|
| Fire Department Personnel & Benefits: **$285,463.66** | **$762,652.13** | |
| Rescue Department Costs: | **$32,198.75** | **$32,198.75** |
| Administrative & Support Costs: | **$750.00** | **$6,000.00** |
| Est. In-House EMS Insurance Costs: | **$27,792.00** | **$27,792.00** |
| **Total Partial-Year Cost:** | **$346,204.41** | |

Total Annualized Cost Estimate: $828,642.88

***Annualized Cost Estimate:** Amounts indicated by * are extrapolated from approximately 4.5 months of the village's actual costs since the EMS employees were hired August 19–December 31. Annualized cost estimate was calculated by dividing the village's actual costs during this 4.5-month period by .375 (4.5 months is 37.5% of a 12-month calendar year).

****Village Administrative Time.** Equates to 1 hour per week of Village Administrator time handling paperwork, phone calls, coordination, benefit processing, etc. related to fire/rescue and EMS employees.

## APPENDIX I

**Draft Twin Lakes Vol Fire Department and Rescue Squad Inc Budget 2026**

| | |
|---|---|
| Full-Time Wages | $450,420.00 |
| Retirement | $84,525.00 |
| FICA | $35,135.00 |
| Medicare | $85,000.00 |
| Health Insurance | $125,500.00 |
| Life Insurance, Long/Short-Term Disability | $4,500.00 |
| Flex Spending Account | $3,500.00 |
| Certification Incentive | $8,000.00 |
| Part-Time In-Station/Backfill Wages | $100,000.00 |
| POC Budgeted 4 Spots | $175,000.00 |
| Weekend In-Station Extra Manning | $74,880.00 |
| Accountant | $15,000.00 |
| Payroll Tax | $35,000.00 |
| Officer Pay | $16,500.00 |
| Ambulance Purchase Account | $50,000.00 |
| Vehicle Maintenance Account | $40,000.00 |
| Fuel | $15,000.00 |
| Equipment Maintenance | $10,000.00 |
| New Equipment Purchases | $20,000.00 |
| Service Contract on Equipment Stryker | $22,000.00 |
| Fees to Billing Company | $42,000.00 |
| EMS Supplies | $25,000.00 |
| EMS New Equipment | $25,000.00 |
| Paramedic Program | $20,000.00 |
| Electronics | $7,000.00 |
| TV/Entertainment | $2,000.00 |
| Soda/Water/Food | $5,000.00 |
| Advertising/Social Media | $2,000.00 |
| Annual Subscriptions/Dues | $2,200.00 |
| I AM Responding/Image Trend | $6,200.00 |
| Training | $9,000.00 |
| Building Repairs | $7,000.00 |
| Building Upgrades | $10,000.00 |
| Bunk Room/In-Station Alerting | $35,000.00 |
| Work Out Equipment Maintenance/Purchase | $2,500.00 |
| **Total** | **$1,592,360.00** |

Data presented by Chief Redlin