



Town of Linn Fire & EMS Comprehensive Analysis

Prepared by PAA consultants::

Tim Franz
Mike Romas
Chuck Butler
Dave Bretl

July 19, 2023



Public Administration Associates, LLC

Table of Contents

I. INTRODUCTION.....	1
II. FIRE DEPARTMENT AND SERVICE AREA DESCRIPTION.....	1
Linn Fire and EMS Response.....	2
Demographics.....	3
III. FIRE DEPARTMENT REVIEW.....	5
IV. PERSONNEL AND ORGANIZATION.....	5
Appointment of New Members.....	8
Promotion.....	9
Recommendations.....	9
Emergency Medical Services.....	10
Overview of Current System.....	10
Medical Direction.....	10
Review of Staff Interviews.....	11
Vehicles and Equipment.....	12
V. TRAINING.....	12
Policy and Standard Operating Guidelines.....	12
VI. EQUIPMENT/VEHICLES.....	14
VII. FACILITIES.....	17
Apparatus Bay.....	17
Decontamination and Washing/Drying Area.....	18
Locker Rooms/Showers/Restrooms.....	18
Day Room.....	18
Office Space.....	18
Training Room.....	19
Kitchen/Dining.....	19
Sleeping Quarters.....	19
Storage Building.....	19
Parking Area.....	19
Station Location.....	19
Recommendations.....	20
IX.SERVICE DEMAND AND PERFORMANCE.....	20
Budget.....	25
Department Interviews.....	28

Summary of Department Interviews.....	29
Future Service Delivery Options.....	31
Option 1. Status Quo.....	32
Option 2. Restructure Linn Fire & Rescue Department as an Independent Combination Department.....	33
Option 3. Merge the Linn Department with the City of Lake Geneva Fire Department	38
X.DISCUSSION AND RECOMMENDATIONS	42
XI. BUDGET AND COST DISTRIBUTION OPTIONS	44
Future Cost-sharing Options	46
Potential Grant Opportunities.....	48
APPENDIX A Department Organization Chart.....	50
APPENDIX B SPS 330 Audit.....	51
APPENDIX C Response Time Maps	62

I. INTRODUCTION

This study provides a comprehensive review of current and future Fire/EMS service in the Town of Linn (“Linn” and “Town” as used in this report). In this study, PAA analyzed demands for service, current and future performance capacity, operational alternatives and options for more effective and efficient service delivery. The goal is to align capacity with demand.

The baseline for this study is the current demand for services and the current capacity to meet that demand. The primary source of information about current demand is call data trends. Specifically, our study analyzes historical call volume, types of calls, call locations, response times, and personnel utilized. We studied a variety of demand factors including the following: 1. Personnel turnout and response time for an all “on-call” department; 2. The extent of overlapping incidents since this has a major impact on department capacity; 3. Geographic distribution of incidents; and 4. Water supply.

We correlated the current demand for services with factors including population, age structure, geographic distribution of the population, types of construction and regional obligations. Much of this information is available in census data and municipal records. Other issues regarding current demand relate to policy decisions. We have provided our guidance on several major questions facing Town decision-makers:

1. Should the Department be staffed by a dedicated on-call force, a mixed full-time and on-call force, or an entirely full-time force? What are the advantages and disadvantages of each model?
2. What, if any opportunities exist to collaborate with regional partners?

II. FIRE DEPARTMENT AND SERVICE AREA DESCRIPTION

The Town of Linn Fire Department (“Department”) is a municipal department, authorized pursuant to section 17-1A of the Town of Linn Code of Ordinances (“Town Code”). Section 17-2A of the Town Code states that, “The Town of Linn Rescue Squad is officially recognized as the emergency medical service provider for the Town of Linn, and the duties of emergency

medical service in the Town are delegated to such department.” The two entities (Fire Department and Rescue Squad) merged in 2006, however, the ordinances still appear to authorize two distinct departments. Until their merger the departments operated with some independence from each other, however, today, they operate as a single department. Most importantly though, they are duly recognized and authorized as municipal departments of the Town.

The Department was formed in 1949. Prior to that, fire protection was provided by the City of Lake Geneva or Walworth. The fire station was originally in the unincorporated community of Zenda until it was relocated to its current site on Hillside Road. The Department is technically organized as a volunteer/paid-on-call (“POC”) department, which means that its members do not regularly staff the station, but respond from their homes or elsewhere when a call for service comes in. The Town’s contract with the City of Lake Geneva (“Lake Geneva”), however, makes it somewhat of a hybrid combination department. A combination department is one in which a fire station is staffed by paid-on-premises (“POP”) personnel with POC personnel responding to calls for service as required. Department members do not generally provide in-station coverage, but the Lake Geneva Fire Department does, providing two in-station personnel for fire and EMS response, Monday through Friday, 7:00 a.m. to 5:00 p.m.

The Department provides coverage for the southern portion of the Town of Linn, that being the area south of Geneva Lake (“South Shore.”) The portion of the Town that lies north of Geneva Lake (“North Shore”) is covered by the Lake Geneva Fire Department. This coverage model has not always been the case. Over the years there have been several different arrangements between the City of Lake Geneva and the Town of Linn for protection of this area. These ranged from a dual response, a Linn Department apparatus operated by Lake Geneva Fire Department personnel as well the Department providing coverage solely from its current location at N1457 Hillside Rd. The current arrangement was put into place in approximately 2021. Service to the North Shore is provided by the City of Lake Geneva under agreement at no cost to the Town.

Linn Fire and EMS Response Area

Linn lies along the north and south shores of Geneva Lake in Walworth County in southeastern Wisconsin. The Town is approximately 65 miles northwest of Chicago and 45 miles southwest of Milwaukee. It is comprised of a mix of residential areas (clustered along the lake shore) and

large tracts of farmland. Linn has distinct north and south sections, physically separated by Geneva Lake and the City of Lake Geneva. (North Shore and South Shore, respectively). The lakefront features large estates, some of which are historic structures. The unincorporated community of Zenda, which is the site of the Town Hall, is located in the central area of the Town.

The area is ideal for boating and water sports. Its picturesque setting makes Linn and the surrounding areas a popular tourist destination. The southern section of Linn also contains rich farmland which supports the largest industry; agriculture. Some of this land has been transformed to residential development in recent years, however. Linn has two boat launches which are accessible from Linn Road and Hillside Road, which also feature swimming beaches and parking facilities. The Linn Nature Park is a 160-acre nature area known for its walking trails, bird watching, and plant diversity.

Demographics

Linn is comprised of 33.8 square miles of which 5.1 square miles is covered by Geneva Lake. The resulting land area is 28.7 square miles. Linn's current population is estimated at 2,717. This figure already exceeds the State of Wisconsin Department of Administration's ("DOA") growth estimates of 2,650 by 2025. The DOA projects future growth to reach 2,755 by 2030 and peak at 2,770 in 2035. The population is then projected to decline slightly to 2,755 in 2040. The last comprehensive plan placed the population density of Linn at 72 persons per square mile. It went on to state, however, the preponderance of seasonal residents and second home-owners produces a peak summer and holiday population which approaches 5,000 persons. Linn's actual population density during these periods is more like 150 per square mile.

Linn residents are growing older. The median age reported in the 2000 census was 41.9 years-of-age, meaning half of all residents were younger than 41.9 while the rest were older. By 2015, that figure had increased to 51, a 21.7% increase. This is about 25% higher than the median age of a Walworth County resident, which is 40.5 years. Of particular interest to Fire/EMS operations it should be noted that the 25-44 age group in Linn dropped from 27.4% of population in 2000 to 16.3% in 2015. The over-65 group increased from 14.5 % of the overall population to 21.4% over that same time period. This impacts the Department in two ways. First, its current

organizational structure of Volunteer/POC, primarily draws from the 25-45 age group which is decreasing. The second, is the increasing median age and the growth of the over-65 demographic which research has shown increases the demand for Emergency Medical Services.

While population is a good risk indicator for the provision of Emergency Medical Services, fire service is based primarily on protecting structures, further defined by their size and use.

According to the American Community Survey (ACS), as of 2015, there were 2,082 housing units in Linn. Ninety-five percent of these were single-family structures of which 1,008 were occupied, with the remainder classified as vacant units. Many of those were likely non-resident-owned seasonal or vacation homes. Although the housing stock is dominated by owner-occupied housing there were a small number of other classifications including duplexes and single-family attached (53 structures), 3 to 4 units (22), 5 to 9 units (4), 20 or more units (2), and mobile homes (22). Nearly 50% of existing housing units in Linn were constructed since 1970 when modern building codes began to regulate new home construction. Nearly a quarter of the Town's housing stock predates World War II and the post-war improvements in building construction. Another unique factor regarding the housing units in Linn is that, although classified as single-family dwellings, many of these homes exceed the size and risk of commercial buildings. This can be seen in the value of some of the homes in Linn with 115 homes valued at \$500,000 to \$999,999 and 114 valued at \$1,000,000 or more. In addition, the ability to access many of these larger lakeshore homes with apparatus as well as the lack of water supply present significant challenges to fire protection. The terrain near the shoreline where many of the larger homes are located is steep and features narrow access roads. The lack of a municipal water supply is a significant barrier to delivering effective fire suppression in these areas.

Linn possesses the limited commercial and industrial land use inventory typical of a rural community. Accordingly, most residents in the workforce tend to find employment outside of the community, either elsewhere in Walworth County or in surrounding counties. Land use in Linn is classified as follows: 57% Agriculture, 18.73% Water, 7.08 % Single-family residential and 5% Open land. Only 26 acres (.12%) are classified Commercial.

III. FIRE DEPARTMENT REVIEW

The Department was reviewed in the following areas: service type, personnel and staffing, apparatus, and training. This examination is best done best by using performance measures established by national rating organizations. The first source is the standards and research material produced by the National Fire Protection Association (NFPA), an independent agency that develops model codes and standards for the fire service. This agency also conducts research and publishes the data. The other benchmark data used is from the Insurance Service Office (ISO), also a national rating organization. Fire departments are routinely evaluated by the ISO which, in turn, provides information to insurance companies to use in setting fire insurance rates. This rating system is known as the Public Protection Classification Program. The ratings range from Class 1, which is the best possible score, to Class 10 which is essentially no fire protection. This evaluation is broken down into three areas: Emergency Communication 10% (911 system and radios), Fire Department 50% (all fire department operations including training) and Water Supply (Municipal Water system) 40%. The Linn Fire Department currently has a 5/10 rating, the 10 is for the areas beyond 5 miles of the station (see ISO 5-mile distance map in the Appendix).

IV. PERSONNEL AND ORGANIZATION

One area surveyed by the NFPA and reported in its Fire Department Profile Survey of 2020 is “department type by population served.” Table 1 (below) summarizes the information gathered in the survey. As previously stated, the Department is technically organized as a volunteer/POC department. This would normally place it in the “All-Volunteer” section of the table below. However, with weekdays being covered by in-station contract personnel (50 hours of coverage per week), the service provided properly falls into the “Mostly Volunteer” category. In the population range of Linn (2,500-4,999) the majority of communities, 74%, are served by all volunteer departments with 25% being served by combination departments. One distinction that is not made in this survey, which can be very impactful, is whether or not the department provides EMS transport service.

Table 1 Departments by organization type (NFPA data)

Population	Career	Mostly Career	Mostly Volunteer	All Volunteer
5,000-9,999	7%	14%	41%	38%
2,500-4,999	2%	3%	22%	74%
Under 2,500	0%	2%	6%	92%

The Department's roster currently shows 20 members. According to its Bylaws, up to 60 positions are authorized. A review of historical records shows past rosters comprised of up to 35 members. The command staff consists of a Fire Chief, one Deputy Chief and one Assistant Chief. The Fire Chief has overall operational and administrative authority over the Department and oversees the building and grounds. The next direct report to the Chief is the Deputy Chief. This position primarily supervises all aspects of the Department's Emergency Medical Services, scheduling and public information. The Assistant Chief is responsible for protective equipment, uniforms, radios and fireworks events. The next tier of supervision are Captains. Three positions are listed on the organizational chart, however, only two personnel are listed on the roster as Captains. One is the Fire Captain in charge of vehicles, community events and public education. The other is the Water Captain in charge of boats, dive operations and fit testing as well as community events. A Safety Officer is also provided on the organizational chart and a member is designated as such on the roster. The Bylaws show Lieutenant positions, but none are listed in the organizational chart nor is any member on the roster designated as such. (See Department Organization Chart- Appendix A). The Department's Bylaws do not reflect the current structure of the Department in practice.

Although the Department's roster lists 20 members, many of these members are not active. The number of consistently active members is approximately eight, however, up to 15 occasionally respond to incidents and attend training.

In its "Fire Department Profile Survey of 2022," the NFPA surveyed volunteer departments to ascertain the number of responders per 1,000 population. Table 2 (below) summarizes these results. Technically, the roster shows the Town of Linn at 7.4 per 1,000 based on a roster of 20

members and the official population. A strong argument could be made, however, that roster is actually 8 and the population as high as 5,400 at peak, which would put the number of responders per 1,000 well below the median for a community of this size.

Table 2 Responders per 1,000 population (NFPA survey data)

Population	Low	Median	High
5,000-9,999	0.00	3.00	12.30
2,500-4,999	0.87	19.24	*

* Smaller communities can have very high rates because a minimum number of firefighters is needed to form even a single company. Populations over 5,000 may include a combination of career staff which is not reflected in the survey.

Table 3 (below) shows the current longevity of Department members. The Chief reports that there were a significant number of retirements and resignations from the Department approximately five years ago. Recruitment of new personnel has been low which is reflected in the “less than five-years of service” categories. This figure is far below what we see in most departments. It is not surprising, however, in light of the age demographics of Linn. Most fire and EMS departments in the state and country are struggling with recruitment and retention, but the Linn Fire Department has been particularly hard hit.

Table 3 Longevity of Department Members

Tenure	Members	Percentage
Less than 1 Year	2	10%
1 to 5 years	2	10%
6-10 Years	10	50%
11-15 Years	1	5%
16-25 Years	2	10%
Over 25 Years	2	10%
Total	20	100%

The lack of members and their availability to respond to service calls was cited as a critical concern of the Chief and a number of elected officials. This dilemma led Linn to enter into its current contract in April, 2021 with the City of Lake Geneva to provide coverage during daytime

hours. Two personnel are provided by the City of Lake Geneva to provide 50 hours of daytime EMS and fire response. They are supplemented by available POC staff from the Town of Linn.

The Department does not have formal job descriptions for its various positions. General responsibilities are listed in the Bylaws and in the organizational chart. They do not, however, contain the level of detail appropriate for a formal job description.

The Department's station is staffed, Monday through Friday from 7:00 a.m. to 5:00 p.m. by members of the Lake Geneva Fire Department. Under this agreement, the City provides one part-time Firefighter/EMT and one full-time Firefighter/AEMT to the Town of Linn. These personnel may, at times, be comprised of Firefighter Paramedics. Lake Geneva personnel are assigned to the Town of Linn's fire station to work 10-hour shifts. The schedule may vary due to emergency call volume which may extend the number of hours worked each day. This arrangement puts the service level provided to the Town more in the category of that provided by a "combination department." This unique arrangement keeps all the members of the Linn department as POC.

In addition to this staffing, during the past year, EMS certified members of the Fire Department have committed to be available from 11:00 p.m. to 4:00 a.m. in an on-call status. Three members are scheduled to be available every day of the week and are compensated with a \$50.00 stipend for their commitment. This arrangement was primarily put in place to ensure that a crew is available for ambulance and EMS calls.

Appointment of New Members

The Department's Bylaws set forth the minimum qualifications for members. Applicants must be 18 years of age or older, live no farther than three miles from the Town's borders, possess a valid driver's license and be of good moral character and standing. The process for vetting a new candidate is fairly well defined in the Bylaws, however, it does not appear that that process reflects the actual current hiring practice. Our understanding is that the current practice consists of a review by the Fire Chief followed by final approval by the Town Board. The creation of a formal job description for an entry level candidate, that contains significantly more detail than that which is contained in the Bylaws, is recommended from both operational and risk management perspectives. One area of concern, if the Bylaws are truly followed, is the requirement of new candidates being subject to a secret ballot vote by the entire membership.

The step prior to this in the Bylaws, that being an interview and recommendation by the Executive Committee, should be the last step prior to Town Board for approval. A vote by the general membership is susceptible to legal challenges by a candidate alleging discrimination.

Promotion

The current practice for appointment and promotion is that the Town Board selects and appoints the Fire Chief. The Fire Chief, in turn, recommends the promotion of subordinates, which are reviewed by an executive committee and then brought to the Town Board for approval. This process is not in alignment with the current Bylaws of the Department. The Bylaws require that the Fire Chief as well as the other officer positions of the Department be elected by the membership and are subject to a vote of the membership to maintain their positions. Once elected, they are subject to approval by the Town Board on an annual basis. (Sec. 17-1 F Linn Code of Ordinances.) The Town Board also holds the authority to remove any person from these positions for cause. If Bylaws are to continue to be in place, they need to be updated to reflect the current promotional practice.

In regard to ISO, personnel will be evaluated in the Department performance section of the report.

Recommendations

1. The Department needs to develop position descriptions for all positions of the Department which should include the physical requirements outlined in NFPA 1582.
2. The Department's Bylaws need several updates. Our recommendation is to replace the Bylaws with appropriate policies. Individual policies can be more specific and when one area of policy needs to be updated, the entire document does not need to be replaced. If the decision is made to continue with Bylaws, the following areas related to personnel should be reviewed and updated:
 - A. The current organizational structure of the Department and positions;
 - B. The residency distance limit for members that is currently listed in the Bylaws should be clarified for POC verses part-time or full-time personnel. Non-volunteer fire personnel are entitled to live up to 15 miles from the jurisdictional limits of the Town. (Sec. 66.0502(4)(b) Wis. Stats.)

- C. Voting on new members by the entire membership should be eliminated in the hiring process.
- D. A promotional process should be developed and clearly defined by policy.
- E. A planned and active effort for recruitment of new members needs to be put into place.
- F. Additional staffing options are covered in the Options section.

Emergency Medical Services

Overview of Current System

Emergency medical responses are the most prevalent calls for service received by the Department. Currently, the City of Lake Geneva provides weekday, daytime coverage. The current EMS response, by non-Lake Geneva personnel, continues to be by a dedicated (albeit small) group of POC personnel. The Department's ability to provide a high-level, reliable and consistent response is becoming more and more difficult. One apparent and very clear indicator of this fact was the necessity to contract with the City of Lake Geneva to supply personnel for Fire and EMS response during a large portion of the week. Even with the above-described coverage model, there are times in the early morning and early evening when there is no plan for a dedicated response. This leaves the door open for potential coverage issues which could result in a significantly delayed response or no response to medical emergencies. The ability to respond to larger, multi-person medical events and simultaneous response requests is even more difficult, especially in light of the fact that the Linn has only one ambulance. Requests for mutual aid from other departments have become more prevalent and, if trends continue, will become even more necessary in the future. This places a higher burden on other communities to provide service to Linn. A detailed breakdown of response times is covered in the Performance section of the report.

Medical Direction

Medical direction for the Town's EMS personnel is provided at no cost by Mercy Health. Dr. Mitch Sheley serves as the Service Medical Director, a position he holds with numerous agencies in Walworth County. Dr. Sheley's relationship with other agencies is useful for maintaining consistency and continuity in care provided in the prehospital setting throughout the area. Dr.

Sheley and Mercy Health strongly support area EMS agencies, including Linn, with regular opportunities for training and education.

Dr. Sheley indicated that two areas that could be improved are better response times and, more importantly, more consistent responses in terms of the level of care provided. This is especially true for the Town of Linn, which, based on available staff, may not always operate at the same scope from one response to the next resulting in inconsistent services being offered to the public. Additionally, during the hours when Linn personnel cover the Town, personnel can operate only at the Advanced Emergency Medical Technician (AEMT) level, even though many of the personnel are Paramedic level. This is due to the Town's State license level for the service.

As a physician and paramedic, Dr. Sheley is also requested to respond as a paramedic from time to time. He is happy to do so but feels (and we agree) that EMS responses are ideally made by agencies; that is, it would be better if the system were able to handle calls versus relying on a physician to respond.

Review of Staff Interviews

A general review of information gathered from the staff interviews, which included the Deputy Chief responsible for EMS services, revealed a number of interesting findings. Of the Departmental personnel interviewed, almost 90 percent reported that the current staffing is not adequate to meet the needs of the community. Recruitment and retention seem to be a concern for the Department as indicated by both staff responses and the low number of personnel on the roster. There are various reasons for the low level of recruitment and lack of retention. Not all of them are internal to the Department. This is a common trend in departments across the state. Excessive training and certifications are often cited as a primary cause of the issue. This, however, does not seem to be a significant concern for Department members as approximately 80% felt that the requirements were reasonable. It should be noted, however, that these interviews were of active members and not those who have left the Department.

Even though coverage provided during contracted hours with the City of Lake Geneva appears to be effective, interviews with Department personnel seem to indicate some significant negative feelings regarding the relationship with the City of Lake Geneva. It is unclear what specifics are

causing this tension, but statements suggest differing policies, or even the presence of policies and procedures by the City of Lake Geneva, are in part a concern.

Vehicles and Equipment

The Town of Linn currently utilizes a 2012 ambulance that is near the end of its useful service life. The age of that unit makes it prone to maintenance issues which increases operating costs and decreases reliability. A single vehicle also creates an inability to respond to and transport two separate individuals from unrelated medical responses. The Department must immediately rely on mutual aid in those situations. When the ambulance is out of service, either for routine maintenance or any other reason, a vehicle is obtained from the City of Lake Geneva.

Consumable supplies are replenished primarily through an exchange program with the hospital and other items are stocked in the station as necessary. A dedicated supply and ambulance equipment storage and support area would be a significant improvement in a potential remodel of the current fire station. This would allow for consistent inventory control and ease of access for personnel.

V. TRAINING

Policy and Standard Operating Guidelines

As part of this study an audit of the Department was performed applying the standards of SPS Chapter 330 of the Wisconsin Administrative Code (“SPS 330.”) SPS 330 is an administrative rule that covers fire department safety and health and addresses many training and operational issues, as well. Among its many provisions, it requires that fire departments create and follow certain policies and Standard Operating Guidelines (“SOGs”). The purpose of this section is to determine if the Department has the necessary SOGs and policies in place to be compliant and secondly to point out fire department best practices.

The Department does not have formally developed policy or SOG manuals. Some of the areas that should be covered by a policy or SOG are contained in the Department’s Bylaws. Under SPS 330, inclusion of a subject in departmental bylaws satisfies the requirement of a policy. In our audit, however, we found that the Department is lacking policies and SOGs in many

required areas. Details regarding this and other areas of SPS compliance are contained in the Audit document in Appendix B of this report.

The second review is an analysis for fire service best practices. Here, it is important to understand the differences between policies and SOGs. Policies provide specific direction on department operations which are to be followed verbatim. SOGs provide general guidance with allowances for deviation as long as actions meet the desired end goal. The absence of these documents creates issues regarding direction, particularly when Department members interact with the contracted Lake Geneva staff. Absent a documented policy or SOG, questions arise as to what action should be taken. This can create a safety concern in emergency responses.

We recommend that, in both electronic and hard copy form, each policy and SOG be presented as a single document. This allows for individual policies and SOGs to be updated without the need for republishing the entire set.

In general, policies provide specific directions that reflect the practices and intentions of Department leadership. In the absence of key staff, such as the chief officers, the document should assure that all the necessary steps, contact information and required documentation are outlined in order to provide proper direction to staff. SOGs are mostly directed at how services are provided and are the “play book” for operations at emergency scenes. This ensures that the necessary skills and coordination are routinely drilled/practiced to ensure operational success. This is a critical element in all departments and in particular departments that provide joint services or automatic aid such as Linn and Lake Geneva. SOGs regarding emergency scene operations need to be congruent in order to provide a safe and efficient effort. In addition, these SOGs, provide the foundation for a department’s training program and satisfy the requirement of SPS 330.07 (2) to “*Assure that the training and education provided under this section are based upon the fire department’s written standard operation guidelines.*”

We also recommend a color-coding system for policies and SOGs. A red code means that the policy or SOG has a high consequence if not followed. Red also indicates that the situation addressed by the Policy or SOG typically does not provide discretionary time to reference the actual document. Examples of a policy in this category would be emergency vehicle operations, which dictate things such as mandatory seatbelt use, speed limits, etc. An example of a SOG in this category would be the initial assignments for a one or two-family dwelling fire

or a vehicle fire. These should be routinely reviewed and personnel should be knowledgeable of the operating practices.

The second category of policies and SOGs should be coded yellow and include those that have high consequences, but where discretionary time is available to reference the document. A policy example would be a duty-incurred injury and the steps needed for proper reporting and documentation for Workers Compensation purposes. An SOG example would be the amount and type of hose loaded on fire apparatus.

The final category of policies and SOGs are coded white and are for policies and guidelines that do not have major organizational consequence and where discretionary time is available to reference the written document. A policy on uniform items to be issued to members or a SOG on apparatus cleaning would be examples in this category.

We have provided an electronic file containing examples to the Department as part of this project. Work is already underway in developing some of them.

VI. EQUIPMENT/VEHICLES

The apparatus fleet of the Department meets and exceeds the needs of the service area (See Table 4 below). In comparison to other departments serving a similar population, the Department is right-sized in terms of the number of engines (pumpers) in place. The Department's tenders (water carrying apparatus) are necessary "other vehicles" because the area is not served by a municipal water supply system, however we typically see a fleet of one or two tenders in departments of this size. A brush truck and ATV are also part of the fleet and reasonable and necessary for the area and risk protected. The Department also has a "Quick Response" unit with an ultra high pressure low volume pump. This type of apparatus is not recognized by the ISO nor categorized by NFPA. The Department also has a squad vehicle that carries technical rescue equipment that is in the process of being replaced by a trailer. The Department has one ambulance which is 11 years old and which is nearing the service life for this vehicle type. There is no spare ambulance for when this unit is out of service for maintenance or repair. An

ambulance is borrowed from the City of Lake Geneva when the Linn unit is out of service for these issues.

The Department does not have a formal replacement schedule for its apparatus fleet. NFPA 1901 Standard for Automotive Fire Apparatus recommends that apparatus over 25 years of service be retired. Using this as a guide, Tender 332 and Rescue 3360 should be removed from service. Both vehicles have shown an increase in maintenance issues and decrease in reliability and any major service issues would not likely be worth the current value of the vehicles. We do not recommend that these vehicles be replaced as the fleet would be closer to being “right sized” if they were removed from the apparatus roster. Ambulance 3380 should be replaced as soon as possible. The current vehicle may be kept as a mechanical spare but due to its age and potential maintenance cost an agreement for sharing a spare with the City of Lake Geneva may be more cost effective. Engine 3321 is nearing the end of its service life as well as Tenders 3330 and 3331. Planning should be under way for replacement of these three vehicles. Our recommendation would be to replace these three apparatuses with two; one being a combination engine (pumper) tender and one tender.

Access and water supply pose significant challenges in the waterfront areas protected by the Department. Narrow, long winding driveways make access a concern. This issue was the impetus behind the Department acquiring the fire boat. With that said we recommend the Department consider a smaller chassis “Mini Pumper” engine which is on a similar-sized chassis as an ambulance. These units can be four-wheel drive and are small in order to navigate narrower roads. They can be equipped with up to full size 1500 GPM pumps. These units also can be NFPA 1901 certified and recognized as an engine by ISO. We would recommend an apparatus such as this over the current Quick Response vehicle. While the fireboat is a great asset for the area, it is only available seasonally and a year around solution to this fire problem is necessary.

The Department’s vehicles are well-maintained and equipped with the necessary hose and equipment for the needs and risks of the community. Apparatus and equipment are checked at the required intervals to be compliant with state regulations. Some small equipment inventory could be reduced to eliminate clutter on the apparatus and in the event the second hydraulic

rescue tool set (“Jaws of Life”) requires major repair or replacement, downsizing to one set would be appropriate. The Department’s fleet of apparatus is shown on Table 4 (below).

Table 4 Fleet of Apparatus

Company Number	Year	Apparatus Type
Ambulance 3380	2012	Ambulance
Engine 3322	2015	Engine
Engine 3321	2006	Engine
Tender 3330	2001	Water Tender
Tender 3331	2001	Water Tender
Tender 3332	1986	Water Tender
Squad 3360	1992	Rescue
Brush 3340	20004	Brush
3341	2012	Quick Response

Table 5 is the most recent Fire Department profile survey conducted by the National Fire Protection Association (NFPA) and is presented for comparison purposes. We selected data from three population ranges similar to that served by the Department.

Table 5 National Profile of Equipment

Pumpers per Department				
Population	1	2	3 to 4	5 or More
5,000-9,999	14%	45%	36%	3%
2,500-4,999	23%	50%	24%	1%
Less than 2,500	41%	39%	9%	0

Other Vehicles per Department

Population	1	2	3 to 4	5 or More
5,000-9,999	23%	25%	26%	10%
2,500-4,999	21%	28%	30%	10%
Less than 2,500	23%	28%	29%	10%

VII. FACILITIES

The station was evaluated for its functionality and compliance with safety standards.

Apparatus Bay

The apparatus bay is properly sized for the number and type of apparatus currently in use by the Department. Spacing between apparatus allows for proper access for response and for routine checks and maintenance.

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

If the fleet of apparatus was reduced as we recommend, one entire bay on the apparatus floor would be free. We would suggest remodeling the space of the first bay (where the ambulance and dive trailer are currently stored) into a turn out gear storage and decontamination area. This

would also provide additional mezzanine space above which could be converted to additional storage and a fitness area.

Decontamination and Washer/Drying Area

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

Locker Room/Showers/Restrooms

The station is equipped with personal lockers and shower area with separate areas designated for men and women. This design feature represented good foresight as the feature is often lacking in most POC stations of this design era. Firefighters should have an area to change their clothes after structure fires and take a shower before returning to home or duty in a station.

Day Room

There is currently no formal day room area in the station. The training/meeting room is currently used as a day room on weekdays when the station is staffed. Nothing has been done to make this area more comfortable or inviting for relaxation. The addition of a true day room may attract POC staff to spend time in the station. Although a comfortable and attractive dayroom may appear to be a “luxury item,” it is a recruitment and retention tool. This area could be updated to provide more comfort and amenities for personnel. The training room could be reduced in size to provide space for a dayroom adjacent to the kitchen area.

The station does not have a workout facility. There are a few pieces of fitness equipment in a hallway space near the offices. Since the number one cause of injuries to firefighters is stress and strains, promoting fire fighter fitness is paramount to safety. The Department should consider providing a space and equipment for its members to maintain their fitness.

Office Space

There are three offices currently located in the “living quarters” section of the building designated for the Chief, EMS/Deputy Chief and Fire Prevention. There is an open area between

the main hallway and these office spaces which is essentially wasted space, other than for the storage it provides for some fitness equipment.

Training Room

The training room is more than adequate in size for the staff of the Department. The training room has been recently upgraded with modern audio/video support.

Kitchen/Dinning

The station has a kitchen area adjacent to the training room. The kitchen is adequately sized and equipped to support the day staff and to furnish refreshments when needed for training sessions.

Sleeping Quarters

While the Department does not currently have staff manning the station 24 hours per day, bedroom/dorm facilities could provide value now and certainly in the future. Sleeping quarters for at least four personnel would allow for the adequate staffing of one cross-staffed ambulance and engine company. The area currently used for office space and the empty area adjacent to it could be remodeled into a dorm space and would provide adequate space to do so. One corner of this space near the entrance could remain dedicated for an office area.

Storage Building

The Department has a large storage building at the rear of the parking lot. This building is used to store additional supplies and equipment including the Department's fire boat in the winter season. This building appears to be adequately sized for the Department's current needs. The storage of miscellaneous items is somewhat disorganized and additional space could be gained.

Parking Area

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

Station Location. Station location will be covered in the department level of service section.

Recommendations:

1. If the fleet of apparatus was reduced as we recommend, one entire bay on the apparatus floor would be empty. We would suggest remodeling the space of the first bay (where the ambulance and dive trailer are currently stored) into a turn out gear storage and decontamination area. This would also provide additional mezzanine space above, which could be converted to additional storage and a fitness area.
2. The area currently used for office space and the empty area adjacent to it could be remodeled into a dorm space and would provide adequate area to do so. One corner of this space near the entrance could remain dedicated for an office area.
3. The training room could be reduced in size to provide space for a dayroom adjacent to the kitchen area

IX. SERVICE DEMAND AND PERFORMANCE

The following section contains several areas of demand for services and the performance of systems in meeting this demand. These items are reviewed to determine if the current staffing is meeting performance expectations and to identify trends in demand that could affect performance in the future and require additional resources.

The first area reviewed in this section is the type and number of calls for service and location. Each of the data tables that follow are based on the five-year time frame of 2018 through 2022. We also looked back to the years 2010 and 2015 for overall call volume for the Department. In 2010 the Department's total call volume was 316 calls for service. By 2015 the call volume stood at 384 calls per year; a 21.5% increase. Call volume has remained relatively stable over the last 12 years. A reduction was noticed in 2022, which is due to the City of Lake Geneva covering the North Shore.

The first table in this section (Table 6, below) contains the total number of calls by year since 2018. The calls are presented in categories of the initial reason for dispatch.

Table 6 Calls for service

Year	2018	2019	2020	2021	2022
ASSTCIT - Assist Citizen	0	1	0	0	0
BoatAcc - Boating Accident	0	1	0	1	0
DeathOth - Death Other	0	0	2	0	0
DeathSui - Death Suicide	0	0	0	1	0
FireAlm - Fire Alarm	58	54	50	61	45
FireArasn - Fire Arson	0	0	1	0	0
FirBrush - Fire-Brush	0	0	1	3	1
FireInv - Fire Investigation	0	0	1	0	0
FireOth - Fire-Other	25	23	30	25	20
FireStr - Fire Structure	7	2	3	6	6
Fireveh - Fire-Vehicle	4	5	4	0	2
GasManBk - Gas Main Break	3	7	0	1	0
MABAS - MABAS	16	8	14	21	12
Mutaidfi - Mutual Aid Fire	18	17	19	20	19
Mutaidre - Mutual Aid Rescue	4	2	1	4	14
MVAHRInj - MVA Hit and Run Injury	0	1	0	0	0
MVAInjur - MVA Injury	15	17	24	26	30
RescAtSu - Rescue Attempted Suicide					1
RescOD - Rescue Overdose	1	1	1	0	0
Rescue - Rescue	166	140	174	189	182
Test - MABAS/Tones Test	1	0	0	1	0
Wateresc - Water Rescue	0	0	1	2	1
Total	318	279	326	361	333

The Department's data shown above is typical, in our estimation for fire departments that provide EMS. The highest number of calls for service are for rescue or ambulance response. In terms of fire-type responses, fire alarms represent the next highest call types responded to.

Response time is often used as a key performance measure of a fire department coupled with delivering adequate personnel for the type of response situation. There are two national standards in this regard; one is NFPA 1710 Standard for the Organization and Deployment of Fire

Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments and the second is NFPA 1720 Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments. NFPA 1720 would be the appropriate industry standard to apply to Linn as the Department is a combination department of mostly POC/volunteer members. The Department or Town has not established any specific designated response time goals.

The NFPA 1720 standard 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, this 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. (See Table 7 below.)

Table 7. NFPA response time standards

Demand Zone	Demographics	Staffing & Response Time	Meets Objective
Urban	>1000/ sq. mile	15/9	90%
Suburban	500-1000/ sq mile	10/10	80%
Rural	< 500/ sq mile	4/16	80%
Remote	Travel > 8 miles	4	90%

The areas South of Lakeshore Drive. easily fit the “rural” area description of population density. Areas north of Lakeshore Drive fit more into the “suburban” population density category. The density of some of the housing immediately on the lakeshore, particularly near the western edge of Linn is of an “urban” density due to the close spacing of these structures.

While NFPA 1720 does not include an EMS response time component, NFPA 1710 does. 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, however. From a system design standpoint, it should be built around the ability to provide this level of service when needed.

Table 8 (below) presents Department response times for the years 2018 through 2022. The response times shown are from the time a call was received until the first unit arrived on scene. In order to fully understand the current performance of an emergency response organization, this overall response time should, ideally, be broken down into two distinct periods. The first is turnout time, which is the amount of time from when the call was dispatched until the first unit was enroute to the scene from the station. The second component is travel time; the time from when the unit leaves the station until it arrives on scene. The data that we were able to analyze regarding response time performance was not broken down in this manner. In addition, these times need to be viewed with the following caveat in mind; the Walworth County communication center logs only the first unit to acknowledge the call and arrive on scene. In some cases, this may be a personal vehicle and not a fire apparatus. In many cases it may be the Fire Chief responding. Therefore, the data we have to work with does not provide a good representation of when the first fire apparatus or ambulance responds to the scene. There is also no breakdown in terms of the length of time it took from the initial alarm until the first fire apparatus was enroute to the scene. This is known as the turnout time.

The current best practice for response time performance is to view these times in “fractals” versus an average or arithmetic mean. Fractals provide a better representation of what the expected performance is or will be. Table 8 shows the fractal response times for all calls from 2018 through 2022.

Table 8 Department response times- 2018 through 2022

Response Time Fractal (Minutes)	2018	2019	2020	2021	2022
<5	5.1%	5.8%	5.2%	7.8%	11.8%
<10	25.2%	26.3%	23.8%	37.0%	54.2%
<15	59.8%	71.6%	59.0%	65.4%	80.2%
>15	40.2%	25.8%	41.0%	34.6%	29.2%

The Department is currently not meeting the overall total response time standards set forth in NFPA 1720. Keep in mind that this standard simply addresses a unit arriving on scene and does not include or consider the additional component of staffing.

Understanding the staffing change that took place in spring of 2021 we performed a deeper analysis of response time fractals in 2021 and 2022. The following tables are broken down by the staffing periods of Monday through Friday 1700 through 0700 (5:00 p.m. to 7:00 a.m.) and Saturday and Sunday (24 hours for each of those days.) This latter table accounts for the time when coverage is provided only by Linn POC members.

Table 9 Response times Mon-Fri 1700-0700, Sat.-Sun

<5	7%
<10	31%
<15	74%
>15	26%

Table 10, displays the fractal response times for the time periods that are covered by Lake Geneva contract staff in the station, which is Monday through Friday 7:00 AM to 5:00 PM (0700-1700). During the contracted staff coverage time, the response time component for a suburban area of 10 minutes or less 80% of the time is achieved.

Table 10 Response times during contracted coverage

Response Time Fractal	Percent of responses
<5	34.1%
<10	81.4%
<15	88.4%
>15	11.6%

Table 9 shows that during the time periods when coverage is provided by POC staff, the “10 minutes or less” fractal is met only at 31% of the time. When the station is staffed, currently by Lake Geneva personnel, the NFPA 1720 suburban response time benchmark of 10 minutes or less 80% of the time is met. GIS mapping models provided in Appendix B show agreement with this as travel times to the more densely populated areas of the Town along Geneva Lake are within a 10-minute travel response time distance. This area is also where it would be expected that the majority of calls for service would likely originate.

As stated previously the NFPA 1720 response benchmarks include not only a required response time but a set number of staff responding, as well. The personnel required on scene is known as an effective response force to carry out firefighting operations. Information on this is limited as there is no data regarding total numbers on scene or when the total number was assembled. In the latest ISO report this number was reported as four personnel for fire calls and two for EMS. The four minimum along with a 15-minute response time fractal of 80.2% would show that in general the benchmark is being met for the rural areas of the Town. However, looking deeper, the 80% fractal response time of 15 minutes, was not met in 2022 outside of the times that contract coverage was in place in the station. In addition, the contract coverage period only provides a minimum of two personnel during those time periods, although there is also a POC response of Linn personnel.

Budget

The current budget for the Department is listed in the table below. Costs have increased significantly over the past five years, which is due to the need to add contracted in-station staffing. The budget also shows the dynamics of how the Town has been covered and the shift from contracting with Williams Bay to the City of Lake Geneva for the North Shore. Operating expenses are generally in line with departments of this size. One area of concern from the standpoint of transparency and understanding is in the capital area of the budget. Capital equipment and/or replacement should be accompanied by a narrative explanation that more clearly defines the specific items that are intended to be purchased. It is our understanding from interviews that there have been misunderstandings and frustrations during the budget year regarding the expenditures of these funds. We believe that thoroughly discussing the capital plan

during the budget process and including more detailed explanations in the approved budget would be a step in avoiding misunderstandings in this area. Linn has a very high “2% dues” share for the population it serves as compared to other municipalities. The reason for this is because “2% dues” are based on the assessed value of the area protected, which is far above average in the case of Linn. It presents the greatest revenue opportunity for the Department. Revenues for EMS transports appear to be lower than average. Under the current system, the Town of Linn does receive all ambulance transport revenues for call responses from the Linn station, even during periods of contracted coverage by Lake Geneva. The Department did not provide any detailed billing information such as payor mix as requested. In interviews with the Lake Geneva Fire Chief, he did state that Linn’s EMS charges and billing practices were below the average for the region. For example, a response for no transport is not billed currently. Table 11 on the following page shows the Department’s annual budget.

Table 11 Fire/EMS Budget

	2019	2020	2021	2022
516000 · TOWN BUILDINGS AND GROUNDS				
522082 · FIRE/EMS Bldg-O&M	33,721.50	16,785.14	9,906.17	
516034 · FIRE - UTILITIES	677.43	16,847.01	12,298.38	14,706.72
516036 · FIRE - Cleaning		1,500.00	1,438.04	3,122.63
516036 · FIRE - LANDSCAPE		26,974.13	3,062.50	
522082 · FIRE/EMS BLDG OPERATION & MAINT		-	-	12,127.29
Total 516000 · TOWN BUILDINGS AND GROUNDS	34,666.68	38,632.15	27,612.59	33,113.16
522000 · FIRE DEPARTMENT				
522020 · FIRE OFFICER SALARIES	26,403.00	26,794.13	5,485.36	27,660.00
522022 · FIRE RUNS	29,632.07	22,870.09	27,660.00	13,599.18
522025 · FIRE SOCIAL SECURITY	4,100.14	4,976.21	35,270.00	2,625.16
522026 · FIRE UNEMPLOYMENT	776.00	2,649.05	4,814.15	-
522029 · FIRE Williams Bay	32,000.00	32,000.00	16,000.00	
522030 · FIRE/EMS IT COSTS	1,737.49	6,679.33	7,681.47	4,897.18
522059 · FIRE-2% DUES TO DEPT	46,442.31	25,930.88	6,705.80	56,368.71
522080 · FIRE DEPARTMENT RETIREMENT	595.42	205.21	585.31	507.71
522079 · FIRE DEPARTMENT Health Insurance	4,954.56	-	4,258.00	
522080 · IMMUN & SCREENINGS			-	563.00
522081 · FIRE BOAT REPAIRS	3,011.51		7,348.59	473.50
522084 · EQUIPMENT MAINTENANCE &	24,647.73	250.69	49,179.37	36,932.68
522086 · FIRE OPERATING SUPPLIES	11,229.88	8,128.85	8,128.58	2,618.71
522087 · DUES AND ANNUAL MEETINGS	1,882.95	995.81		1,453.40
522088 · FIRE TRAINING & EDUCATION	21,081.97	11,526.84	1,185.11	3,563.22
522090 · DIVE TEAM OPERATIONS	9,517.47	2,763.20	3,095.35	1,932.30
522094 · FIRE DEPARTMENT - Staffing Model			48,052.85	
522000 · FIRE DEPARTMENT - Other				
Total 522000 · FIRE DEPARTMENT	220,432.70	194,433.51	226,461.26	153,194.75
523000 · RESCUE SQUAD				
523021 · RESCUE SQUAD-Wages and Officers			37,104.52	
523022 · CITY OF LAKE GENEVA STAFFING				164,808.92
523023 · EMS STIPEND				54,750.00
523024 · RESCUE SQUAD CALLS	19,619.05	15,490.04	55,862.61	15,623.13
523025 · RESCUE SQUAD - SOCIAL SECURITY		1,843.32	7,111.99	5,383.54
523025 · RESCUE SQUAD - Paratech	2,025.57	2,000.00	2,000.00	
523026 · RESCUE SQUAD - ANDRES				4,606.91
523033 · RESCUE SQUAD MAINTENANCE	242.05	935.25	548.58	5,176.05
523034 · RESCUE MEDICAL SUPPLIES	4,281.36	10,129.96	3,987.23	4,424.54
523036 · RESCUE SQUAD - TRAINING	12,210.53	7,387.19	5,479.15	3,723.28
523037 · RESCUE AWARDS & ANNUAL				-
Total 523000 · RESCUE SQUAD	38,378.06	37,784.69	112,966.08	258,496.37
622000 · FIRE NEW EQUIPMENT		19,877.05	48,292.81	63,946.47
652000 · PROPERTY OUTLAY - FIRE/EMS BLDG				2,500.00
Total Fire and EMS	258,810.76	252,095.25	387,720.15	478,137.59

Interviews

Interviews were conducted with Department members. The data included below is from 14 staff members below the rank of Chief Officer. The purposes of these questions were twofold: A. To compare objective data to the perceptions of the members and B. To query members on items not captured by data. The interview data is presented in its entirety in this section but has been referenced in previous sections of the report.

A summary of the questions asked and responses follow.

Question 1. Do you think the staffing and staffing model is adequate to meet the community's needs?

Yes: 2- 12% No: 12- 86%

Question 2. What days of week are you available to respond when not on duty on the station?

Varies: 5- 37% Weekdays 3- 21% Weekends 3- 21% All: 3- 21%

Question 3. What times are you available to respond when not on duty on the station?

Varies: 2- 14% Days: 3- 21% Evenings: 6- 44% All: 3- 21%

Question 4. How many Paid-on-Call members usually respond on a general fire page?

High: 5 Low: 2 Average: 3.1

Question 5. How long does it take to get a Paid-on Call staffed company assembled and enroute?

High: 15 minutes Low: 5 minutes Average: 10.1 minutes

Question 6. Are the demands of response and training reasonable or are they stressful to fulfill?

Reasonable: 79% Stressful: 21%

Question 7. Do you think that the current station is adequate for the Department's needs?

Yes: 50% No: 50%

Question 8. Do you think that the Department's apparatus and equipment are adequate to meet the community's needs?

Yes: 79% No: 21%

Question 9: How do you think the Department. is doing with recruitment on a scale of 1-5

Average: 1.4

Question 10. How do you think the Department is doing with retention on a scale of 1-5?

Average: 2.6

Question 11. Does the Department have a promotional process for officers?

Yes: 21% No: 79%

Question 12. How do you feel about the cooperative efforts that are in place with the city of Lake Geneva?

Positive: 36% Negative: 50%

Question 13. Could you commit to paid on premise or more designated on-call time?

No: 11- 79% Yes 3- 21%

Question 14. If yes, how much per week? (Hours)

8 hours -2 4 hours -1

Summary of Department Interviews

With the information gathered in the interviews we can draw several general conclusions from the staff that in most cases confirm what the data also shows.

With regard to staffing and availability, 86% of the members agree that staffing is not adequate to meet the community's needs. This was one of the concerns that led to this study and is confirmed

by data and the views of the Department members and Chief officers. This is also confirmed by the questions regarding availability of volunteer/POC staff and the reasoning for the addition of contracted coverage by the City of Lake Geneva. The availability of staff varies greatly by day of week and time of day. Only three (21%) report being available seven days of the week which is also reported by the Fire Chief. Generally, six to eight personnel report some availability during daytime hours. Weekday availability drops to three in the reliable range. Potential availability and actual response are two different matters, as most report that an average of 3.1 members respond to calls, which is just under 50% of reported availability. This is not unusual. It is unreasonable to expect 100% availability of POC members. The response time for an assembled POC company to be enroute from the station was reported by members to average 10 minutes, with a low of 5 minutes to a high of 15. This is evident in actual response times when looking at the difference between weekday in-station staffing and POC staffing. The 10-minute mark is already at the benchmark NFPA 1720 for total response time for suburban areas. The only POC-guaranteed range is from 11:00 p.m. to 4:00 a.m. on weekdays when three members are committed under a stipend agreement to respond.

Another area that is troubling is that, in general, the members do not report being able to commit more dedicated time to the Department. Only two members stated they could commit time to serve in a POP position and then only 8 hours per week. One, reported being able to commit to additional POC time. One conclusion that can be drawn from this question is that utilizing current Linn personnel for part time station coverage is not a potential solution.

The purpose of Question 7 was to gauge the work-life impact that being a member of the Department has on members. The response was fairly favorable, with only 21% reporting that the demands of being with the Department are stressful.

Half of the members interviewed agreed that the station is adequate for the needs of the Department and half felt the opposite. It would most likely be dependent on the members' views of the need for 24-hour staffing which the station is not designed for.

The majority of the members interviewed, (79%) believed that the Department is well equipped and that the equipment does meet the needs required to protect the community.

Department members report a below average performance in both recruitment and retention of members, which again is very evident from the data reviewed. The data also shows the importance of retaining a healthy roster due to the limited times that POC staff are available to respond in support the on-duty staff for fire incidents.

Question 12 asked, if the Department has an official promotion process. Three answered “yes” and eleven, “no.” This confirms the lack of documented policy and procedure and Bylaws that do not reflect actual practices. This question may have been posed with respect to other administrative issues with most likely the same type of result. Most of the time an affirmative answer is based on an assumption that the individual is aware of a practice but does not know if it is officially documented.

Members were asked about their views of the current relationship with the City of Lake Geneva. Fifty percent reported it as negative and only three members (21%) as positive; the remaining members offered a neutral opinion. We would be remiss not to say that there are tensions from both departments and from what we can gather many are centered around operating practices. The City of Lake Geneva has a very well-developed Policy and Procedure base, which it follows in both training and actual operations. Some Linn members characterize practices of the Lake Geneva Fire Department as “their way” or contrary to Linn’s culture. While members may feel this way, to be compliant with State of Wisconsin’s Fire Department Safety and Health program (SPS 330), a Fire Department must have a robust foundation of Policies and Standard Operating Guidelines. Beyond creating tension, the lack of congruent policies can compromise safety when two departments are required to work closely together.

Future Service Delivery Options

In terms of future operations, PAA examined the status quo as well as two additional options in terms of meeting the following key performance criteria:

- Responding to all emergency calls in less than 10 minutes 80% of the time or better in the suburban area of Linn and 15 minutes in the rural remote areas.
- Ensuring that at least two personnel respond on an ambulance at the EMT advance level or greater.

- Providing a response of at least three personnel to fire emergencies.
- Providing 10 personnel or more for an effective response force at structure fires.
- Maintaining compliance with Wisconsin SPS 330 Fire Department Safety and Health Program
- Maintaining Compliance with the Wisconsin SPS 314 Fire Prevention and the 2% Fire Dues Program

Option 1. Status Quo

The fact that this study was initiated is the first indication that there are concerns with the current performance and future sustainability of the Department in its present form. The Department's performance in regard to response time and number of personnel responding, which are some of the most important outcomes, does not consistently meet industry best practices. Outside of the time periods that are covered by contracted personnel from the City of Lake Geneva, benchmark times are not being met.

The most significant factor impacting this outcome is the low number of POC staff and the limited availability of those members to respond. The number of members that are truly engaged in the Department in terms of training support and response is not sufficient to meet the criteria listed above. Also affecting performance are leadership responsibilities of administering the Department which are not being fully met. Several factors affect this including, significantly, the lack of and availability of staff. This, in turn, defaults more responsibilities to the Fire Chief. That position is, at best, part-time. The fact the Chief is the one of the few primary and reliable POC responders also draws from the time he has available for administrative duties. This report identifies many of the areas that need improvement, such as policy and SOG development as well as a training program based upon these documents. Recruitment and retention are struggling, making the current staffing model unsustainable. When surveyed, very few members expressed the ability to commit more time to the Department. The majority of fire departments around the country are struggling with recruitment of new members. The demographics and seasonal population of Linn compound these issues. There are no ready solutions to these challenges.

Outside of these issues, there are also underlying problems with the contractual staffing relationship with the City of Lake Geneva. The intent of having this staffing is to ensure a timely initial response for fire and EMS and to supplement available POC staff of the Department. At the core, one significant challenge impacting this relationship is the lack of consistent Policy and SOGs between the two departments. The analogy would be two football teams with different playbooks and who practice separately being brought together and expected to perform as one team on “game day.” The result would be confusion and conflict, but most concerning, the disconnect can create a dangerous emergency scene environment.

With this said and with the data already presented, continuing in the present format, even if the City of Lake Geneva were willing to provide additional coverage hours, is not a viable option in our opinion.

Option 2. Restructure Linn Fire and Rescue Department as an independent combination department.

An independent Linn Fire and Rescue Department would involve a major investment in full-time staff as well as an aggressive recruitment program to attract additional POC and part-time staff. The mission and focus of the Department would be to provide basic essential fire department services and ambulance transport services at the EMT advanced level. We do not recommend the Department attempt to provide technical rescue services beyond vehicle extrication due to the time and resource commitment to properly provide this service. These situations are very high-risk, low-frequency events. Instead, we recommend that the Department limit its response to the awareness and support level for these types of incidents and rely on mutual aid for assistance in these cases. Maintaining proficiency in these areas is not cost effective for a department of this size. Department members may continue as members of the county dive team, but no additional apparatus and equipment support should be funded by the Town. We suggest that these assets be funded on a regional basis.

The first step in the process of creating a sustainable, independent combination department would be to recruit and hire a full-time Fire Chief. This position would be needed to fully develop the Department’s goals and organizational structure. Policies and SOGs could then be

developed. To meet the needs of developing the staff and implementing and maintaining needed improvements, it is our opinion that this would need to be a full-time position.

The next steps in this process would be the recruitment of full-time staff. To ensure an adequate response the Department would need to employ the equivalent combination of full and part-time personnel to provide at least three available personnel, 24 hours per day 365 day per year. All personnel would be EMS and fire cross-trained and would provide service at the EMT Basic or EMT Advance level. Two of the personnel would need to be Firefighter/ EMTs. At least one would need to meet the state requirements for Fire Apparatus Driver Operator. In addition to meeting the Firefighter/EMS requirements, the third position should also meet the State requirements for company officer. On duty staff should also provide fire inspection services so at least one member per shift should be certified as a Fire Inspector.

The in-station on duty personnel would cross-staff a fire engine and ambulance, 24 hours a day seven days a week. During weekday hours, four personnel would be immediately available including the Fire Chief. POC personnel would be paged for incidents that require additional staff, such as structure fires or vehicle accidents etc. This staffing model would require three shifts of three personnel each, or nine full-time operations staff and the Fire Chief for a total of 10 full-time positions. POC personnel, should be used as much as possible to fill in for full-time members on paid leave. In the event positions cannot be filled, overtime by full-time staff would need to be utilized.

The estimated cost for this full-time staff is listed below. These costs were developed using wages of the Lake Geneva Fire Department for equivalent positions with the exception of Fire Chief. The Fire Chief position wage estimate is based on survey data of the Fire Chief position throughout the state. Note that all of the budget estimates contained in this report are approximations. Actual results should be consistent but might vary.

Table 12. Estimated personnel costs of full-time positions in a stand-alone department

Position	Wages and Benefits per Position	Positions	Total
Fire Chief	\$130,000.00	1	\$130,000.00
FF/EMT	\$103,457.00	6	\$620,742.00
Officer/EMT	\$123,663.00	3	\$370,989.00
		Total	\$1,121,731.00

If the desire is to provide paramedic level service immediately (not recommended) the full-time personnel cost would increase by approximately \$30,000 for wages, plus additional up-front equipment costs of approximately \$30-\$50,000.00 in year one.

The POC staff roster would also need to be increased to consistently meet the needs of availability and response. The on-call roster should be comprised of enough members to provide staffing for a second engine company of three personnel and a water tender of three personnel. This would bring scene staffing for an effective response force for structure fires to the minimum of ten with the Chief included. To achieve this response, a roster of at least 18 POC members should be the goal assuming an availability and response of 33% of this force to bring the six members needed. The Department would need to maintain an apparatus fleet shown in Table 13 with a replacement schedule shown in Table 14.

Table 13. Recommended fleet in a stand-alone department

Number	Apparatus
2	Ambulances (1 in service, 1 in reserve)
2	Engine companies (pumpers)
2	Water tender
1	Brush fire apparatus with ATV
1	Fire boat

An equipment replacement schedule is set forth below.

Table 14. Recommended apparatus replacement schedule for stand-alone department

Company Number	Year	Apparatus Type	Recommended Replacement	Estimated Cost in Today's Dollars
Ambulance 3380	2012	Ambulance	Immediate*	\$350,000.00 to \$400,00.00
Engine 3322	2015	Engine	2035	\$900,000-\$1,00,000.00
Engine 3321	2006	Engine	2026**	\$900,000-\$1,00,000.01
Tender 3330	2001	Water Tender	2026**	\$400,000.00 to \$450,000.00
Tender 3331	2001	Water Tender	2026	\$400,000.00 to \$450,000.01
Tender 3332	1986	Water Tender	Do not Replace	
Squad 3360	1992	Rescue	Do Not Replace	
Brush 3340	2004	Brush	2029	120,000 to \$150,000.00
3341	2012	Quick Response	Replace***	\$550,000.00-\$650,000

*Spare Ambulance	\$350,000.00 to \$400,00.00
**Engine Tender Combination-Replace Engine 322 and Tender 3330 with one vehicle	\$1,100,000 to \$1,200,000
**Replace Quick attack with FWD mini-pumper 1901 Compliant	\$550,000.00-\$650,000

The current fleet could be downsized and reconfigured to achieve the above-stated composition. The 1996 tender should be taken out of service due to its age as well as the 1992 “squad” or heavy rescue vehicle. These apparatuses do not need to be replaced. Two tenders are more in the “right-sized” range for the Department. The current ambulance should also be taken out of service and disposed of. A spare ambulance is needed as a backup for maintenance and repair, so, if the Department is to remain independent, there is an immediate need for two ambulances. The “quick response unit” could be repurposed and the pick-up truck chassis used for Department support functions. The second or back up engine, could be replaced in the near future with a mini-pumper as discussed in the apparatus section of the report. This would provide some savings when the time for replacement arrives. Another option, in the next 3–5-year timeframe when the next oldest engine and tenders will be at the recommended time of replacement, is to purchase a combination engine/tender. This apparatus would cost in the range of \$900,000 to \$1,100,000. This option is recommended to provide cost-savings in the neighborhood of \$500,000 versus if separate apparatus were purchased for these functions. This money could be directed to the mini-pumper addition to the fleet. As previously stated, the current ambulance is beyond its service life and should be replaced.

The Fire Station would require remodeling to accommodate 24-hour staffing. The most economical approach would be to reconfigure the current office, kitchen and training space into living quarters. An addition would most likely be required to provide office space for the Fire Chief and Fire Prevention. The fourth bay could be repurposed and enclosed to provide a space for training and some additional office space. No estimate for this work is provided as it is outside of the scope of our services.

Apparatus replacement will be a significant cost within the next five years with an estimated cost of \$3.3 to \$3.7 million dollars.

An estimate of the total budget for Option 2 is listed below in Table 15.

Table 15. Projected budget for a stand-alone department

Full Time Personnel	\$1,121,731
POC Personnel	\$70,000
Operating	\$161,175
Buildings and Grounds	\$38,000
Total Expenses	\$1,390,906
Total with Paramedic level service	\$1,420,906
(not recommended; not including one-time equipment cost of \$30-\$50K)	

In this budget estimate, the cost of POC personnel is based on a full roster of 18 members earning an average of \$3,880 per year. Building costs are increased due to greater building occupancy. Operating cost is based on current budgeted items for equipment, maintenance and training. The net cost for the Town would be reduced by revenues earned by the Department.

One item not considered in this configuration is a change in coverage for the North Shore. It is not known, but seems unlikely that the City of Lake Geneva would continue to provide coverage to this area at no cost. Response time performance to the North Shore from Linn's current station would not meet benchmark goals. There are two "sub options" to cover this area. If the Town truly wishes to be a stand-alone department, coverage of the North Shore would require an additional station. Staffing this station would have the same challenges seen in South Shore coverage due to the lack of POC personnel, leaving no option but to staff this second station as well. This would be essentially double the personnel cost of Option 2 (less the cost of the Chief.) In addition, maintenance and utility costs would need to be added for a second station. Capital costs would include land acquisition and construction. The station, could be designed to house a single engine and ambulance, but would be an added initial expense of \$3,000,000.00 or more depending on design features. An additional engine and ambulance would also need to be purchased at a cost of approximately \$1,250,000.00 to \$1,400,000.00. Operational cost of the two station "stand-alone" Fire Department would be approximately \$2,500,000.00, plus the land acquisition and construction costs.

Assuming that the City of Lake Geneva would be willing to continue coverage to this area and charge Linn in a similar manner that it currently charges the Town of Geneva, we would estimate the cost of North Shore coverage to be an annual expense of approximately \$60,000 for a total net budget of \$1,065,935.00.

In addition to the above-stated operating costs there will also be capital cost for apparatus replacement and station remodeling. As for equipment, there is an immediate need for the two ambulances (\$700,000 to \$800,000.) In addition, there would be fire apparatus replacement costs of approximately \$2,000,000 to \$2,500,000 within the next 3-5 years.

Option 3. Merge the Town of Linn Department with the City of Lake Geneva Fire Department

Under this option, the current Fire Department station, personnel and apparatus would be merged into the City of Lake Geneva Fire Department. This would most likely be accomplished through a contract wherein the City would charge the Town for providing service. Other forms of organization are allowable under State law, including the creation of a joint department, which could be pursued. We believe that the contracted service model would be the best option. Under Option 3, Linn's fire station would become a "satellite" station of the Lake Geneva Fire Department. This station would house full-time personnel staffing a combination engine ambulance company and also contain the apparatus for a POC company. All administration, training and support would be provided through the City of Lake Geneva Fire Department.

Staffing would consist of a crew of three personnel that would cross staff a fire engine and ambulance. The three-person crew would consist of one firefighter EMT, one firefighter paramedic and one fire company officer. One of the two firefighters would also be cross-trained as a fire apparatus equipment driver operator. Given that the Lake Geneva Fire Department is already at the paramedic level, providing emergency medical services at this level is feasible. The cost for the full-time station personnel portion of this option is listed below.

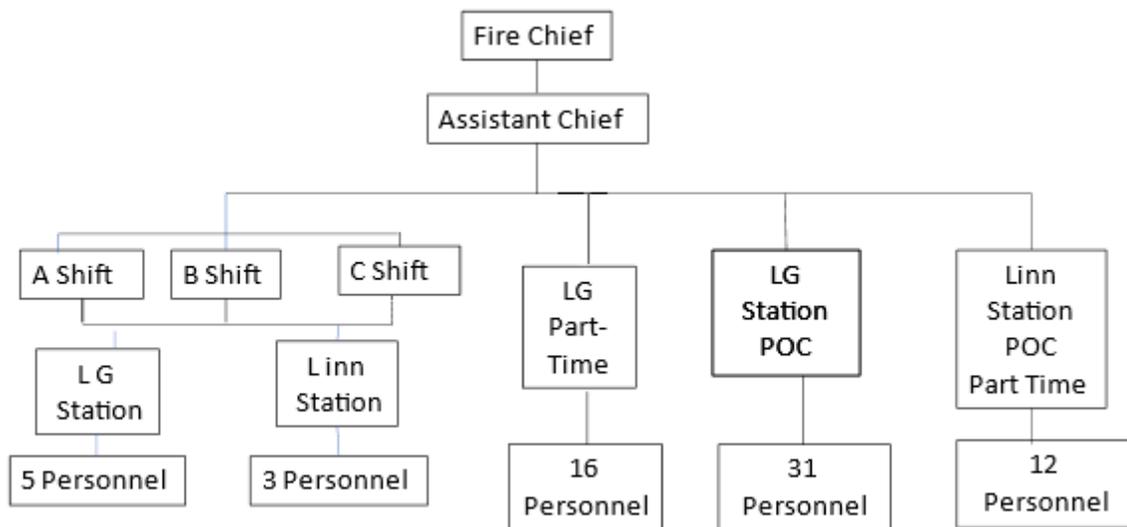
Table 16. Personnel costs for a merged department

Position	Wages and Benefits per Position	Positions	Total
FF/Paramedic	\$113,541.57	3	\$427,162.36
FF/EMT	\$83,971.75	3	\$310,373.66
Officer/EMT	\$99,143.27	3	\$310,373.66
Total			1,047,909.68

Under this model, Linn Fire Department personnel would be integrated into the resulting department as a POC company based out of the Linn fire station. These POC personnel would be paged for incidents that require additional staff such as, for example, vehicle accidents and structure fires. The POC company would respond to the station and staff an additional engine or tender as needed. They could also respond and staff the brush fire apparatus that would remain as part of the Linn station.

The current Linn Fire Chief could be placed into a position of chief officer overseeing the POC company staff assigned to this station. With the limited numbers of POC personnel, recruitment of additional members should also be pursued aggressively as in Option 2. If the Department were fully integrated with the City of Lake Geneva under this option, the POC goal could be dropped to 12 personnel to ensure a response of three or more to staff an additional company from this station. This is a more realistic number than in the stand-alone department scenario, but still a very aggressive goal given Linn demographics. A proposed organizational chart for a merged department is shown below.

Table 17 Table of organization of a merged Linn-Lake Geneva department.



Whether additional costs for administrative oversight should be charged by the Lake Geneva Fire Department would need to be considered. While overseeing the additional service area and resources would add to the Lake Geneva Fire Chief's workload, it would not necessarily add to the City's bottom line if performed with existing staff. If an administrative fee were to be charged, one option would be to apply the average of the demand for service (call volume %) and resources (percentage of personnel and apparatus) to derive a full-cost accounting from the City's perspective. In applying this formula to administration, the positions of Fire Chief and administrative assistant should be considered at a minimum. Currently the percentage of this cost would be 22% of an overall budget of \$180,000 or a \$39,705 charge to Linn.

Under Option 3, Linn's fire station would function as a satellite station of the Lake Geneva Fire Department. As in Option 2, the fire station would require remodeling to accommodate 24-hour staffing. The most economical approach would be to reconfigure the current office, kitchen and training space into living quarters. There would be no immediate need for a training space or administrative and staff offices as in Option 2. Administration and training would be primarily provided out of the Lake Geneva fire station. Practical and company level training could still take place in the Linn station. No estimate for this work is provided as it is outside of the scope of our services.

The station would be assigned an apparatus fleet as set forth on Table 18.

Table 18 Proposed fleet at Linn Fire Station for a merged department

Number	Apparatus
2	Ambulances (1 in service, 1 in reserve)
1	Engine company (pumper)
1	Engine tender combination apparatus (reserve for engine or tender or 1 water tender)
1	Fire boat

The reasoning for the additional fleet reduction is that spare equipment would be shared between the two stations/departments. This is a recognized practice by ISO and would be counted in an overall fleet of the merged department. This option creates a capital cost avoidance of one

ambulance (\$350,00-\$400,000) and the upcoming replacement of an engine and tender. The apparatus replacement schedule for this option is listed below.

Table 19 Apparatus Replacement Schedule

Company Number	Year	Apparatus Type	Recommended Replacement	Estimated Cost in Today's Dollars
Ambulance 3380	2012	Ambulance	Immediate*	\$350,000.00 to \$400,00.00
Engine 3322	2015	Engine	2035	\$900,000-\$10,00,000.00
Engine 3321	2006	Engine	Do not Replace	0
Tender 3330	2001	Water Tender	2026**	\$400,000.00 to \$450,000.00
Tender 3331	2001	Water Tender	Do Not Replace	0
Tender 3332	1986	Water Tender	Do not Replace	0
Squad 3360	1992	Rescue	Do Not Replace	
Brush 3340	20004	Brush	2029	120,000 to \$150,000.00
3341	2012	Quick Response	Replace***	\$550,000.00-\$650,000

Additional and Alternate Equipment options

**Engine Tender Combination-Replace Engine322 and Tender 3330 with one vehicle	\$1,100,000 to \$1,200,000.00
**Replace Quick attack with FWD mini-pumper 1901 Compliant	\$550,000.00-\$650,000

In regard to fire apparatus, we estimate a cost saving of \$1.65 million to \$1.85 million dollars in the first five years of a merged department through fleet reduction and sharing of spare apparatus.

A total budget estimate for this organizational option is listed below.

Table 20 Proposed Linn costs for a merged department

Full Time Personnel	\$1,141,885.00
POC Personnel	\$34,560.00
Operating	\$64,470.00
Buildings and Grounds	\$38,000.00
Total Cost	\$1,278,915.00

Another option that was raised in interviews with stakeholders was to separate EMS from the fire department and create a stand-alone paramedic ambulance service. This option would require six full time paramedics and a service director or EMS Chief. The personnel cost would be approximately \$811,246 annually, plus operating expenses of approximately \$80,000 per year. The fire department budget would be decreased by the EMS cost to \$208,000 not including capital outlay. The combined cost for the Town (\$811,246 for EMS plus fire at \$208,000) would be \$1,099,124. While less than Option 2 for a combination Fire/EMS department, it would do nothing to address the issues of fire department staffing and response. For these reasons, we do not recommend this alternative.

DISCUSSION AND RECOMMENDATIONS

As previously stated, in our opinion continuing with the status quo is not a viable option. While it is holding on for now with the addition of part-time contract staffing, it is not a long-term solution. Adding additional contract staffing time may be a stop gap, but again was not explored in significant detail as this would be a temporary solution and one not likely to be agreed upon or which the Lake Geneva Fire Department would be able to staff long-term. Any additional staff time would require more full-time personnel for the City of Lake Geneva to provide consistent coverage.

Option 2, converting the Linn Fire Department into a combination department is viable in theory. Getting the Department to the point where it is staffed and fully functional will not be a quick or easy task, however. It would likely be an eighteen month to two-year process, beginning with the hiring of a full time Chief. Once in place, the administrative, policy and SOG foundations of the Department can be developed which will be at least a six-month process. Recruitment efforts can then be put into action, which for full time staff will be a two-to-four-month process, at a minimum. It should be kept in mind that recruitment of even full-time staff has been very difficult in the last five years with many departments struggling to fill open positions. It may take several recruitment cycles to fill the needed full-time positions. With regard to enhancing the POC staff, again, this will be an uphill struggle. With the median age of the Linn residents of 51 and the 22-44 age group shrinking, the Town's recruitment pool continues to dwindle. This problem has also been realized by the neighboring communities of Fontana and Williams Bay; both villages have had to add full-time staff.

The financial difference between the two options appears, at first blush to be a close call. The operational savings of a merger with the City of Lake Geneva although not by a great margin. The annual total cost estimate of a stand-alone department of \$1,390,906 is only \$111,991 over Option 3 in terms of operational costs. There is, however, a potential capital apparatus cost

savings of \$1.65 million to \$1.85 million dollars over the next 3-5 years under Option 3. Depending on how equipment is financed, it represents an additional annual expense at least \$145,000 per year over a typical 15-year bond or capital equipment funding period. So, this brings the annual cost savings into the more likely range of \$257,000 plus.

Our final perspective to add is the old saying, “there is strength in numbers.” Separate Linn and Lake Geneva fire departments will still need to strongly rely on one another other for larger incidents, such as structure fires (at a minimum), which supports Option 3, a consolidated Town of Linn and Lake Geneva Fire Department. The ability to provide two fully staffed engine companies and an ambulance for fire calls or up to three ambulances to calls immediately with in-house staffing, 24 hours a day seven days a week, is a great improvement to the response area.

We would be remiss if we did not point out that there can be an intangible cost to Option 2. A fire department can be a source of pride and part of a community’s identity. Keeping this connection is very important to future success. Maintaining a POC company comprised of current members of Linn Fire Department would be integral to the plan. Losing this critical asset as a result of POC personnel declining to join a larger collaborative effort would be a detrimental outcome for Linn.

That being said, there are some ways in which community identity can be retained. The name Linn Fire & Rescue, for example, could be retained on the facility and on certain apparatus. The POC company assigned to the station could retain this “fire company” identity. It could be named the Linn Fire company of the Lake Geneva Fire Department, for example. This is a common practice in county for departments in other areas of the country. The Green Bay Metro Fire Department used this practice of local company identity when it merged the villages of Allouez and Bellevue into its department.

Option 3 has the advantage of a shorter start-up time than Option 2 as the organizational foundation of a combination fire department is already in place with the City of Lake Geneva. Although still not a simple task by any means, it is an expansion of a department verses a fundamental restructuring. The City of Lake Geneva Fire Department has a sound foundation of policy, SOGs and training for a combination department. This along with established personnel practices for both full, part-time and POC personnel would streamline the transition.

Operationally, the level of service would be stronger than a stand-alone Linn department. In Option 2 we did not recommend starting EMS service at the paramedic level, but we do see this with a consolidated department. Establishing a paramedic level service and recruiting and training staff is a monumental task. While this may be done down the road with an independent department, it would add to the complexity of the start-up. Again, with Lake Geneva, it is an expansion of an already existing program. On duty in-station staffing of the consolidated department would be eight personnel assuming the planned increase to five on duty members is carried out by the City in 2024. This is a benefit and performance improvement for both communities. With this staffing perspective, it comes very close to achieving the benchmark 1720 standard of placing an effective response force of 10 firefighters on scene. Only two POC members would be needed to reach that mark. On weekday hours with a Fire Chief in the station the initial response would most likely be nine, 90% of the time. On the EMS side, by utilizing the combination fire/EMS company concept, this system has the capacity to deploy three ALS ambulances simultaneously, which is a very high level of service and capacity for a service area of this size.

With the sharing of administrative and operational overhead, a higher level of service in these areas can also be expected. As stated earlier the Lake Geneva Fire Department already has the foundations in place for a combination department. All personnel would be trained and operate under the same policies and SOGs, which represents a performance and safety improvement. Fire prevention functions would also be enhanced by greater accessibility to staff.

The apparatus fleet can be reduced in Option 3 as spare apparatus can now be shared as part of a combined fleet. Certain economies of scale will also be realized in terms of the care and maintenance of apparatus and equipment. This will be realized by elimination of some unnecessary duplicate equipment.

XI. BUDGET AND COST DISTRIBUTION OPTIONS

Assuming that Option 3 is pursued, allocating costs between the two participating municipalities is a major consideration. The goal is to ensure a fair and equitable distribution of the cost of providing service. Note that to this point we not presented a “net” budget. Revenues need to be considered and there are options there, as well.

The first option in a merged department scenario is for the City of Lake Geneva to charge Linn for all of the newly added costs of supplying service to the Town. This option would not place any additional cost on the City of Lake Geneva. The reasoning behind this is premised on the question: What is in this for the City of Lake Geneva? Why would the City take on additional costs to provide service to another community?

There is an answer to this question, in our opinion, which is that a merger would add personnel and equipment capabilities to the City as well as the Town. We acknowledge, however, that these capabilities can be difficult to quantify at this point, but we believe they exist. If Option 3 is pursued, we suggest that performance data from a combined department be studied over a two-year period. Utilization of resources by the two communities can then be established and used to form the basis of a long-term cost-sharing formula.

Another option shown in the budget below is to add administrative cost to be paid by the Town. This would represent an actual reduction in administrative cost for the City.

Table 21 Annual cost to Linn of combined department with administrative charge

Full Time Personnel	\$ 1,141,885.00
Administration	\$ 39,705.00
POC Personnel	\$ 34,560.00
Operating	\$ 64,470.00
Buildings and Grounds	\$ 38,000.00
Total	\$ 1,318,620.00

We would also recommend a reserve of 5% be held by the Town of Linn, as a contingency fund to cover potential unforeseen cost in the merger.

As previously stated, this expense budget does not include revenues generated from services provided and 2% from the State of Wisconsin. In 2022 actual revenues for 2% dues was \$68,910.90. EMS revenue was \$51,424.00. EMS revenue for the Town of Linn would be higher under this format as revenue for calls in the North Shore area that go directly into the Lake Geneva budget would be added in. Also, reimbursement would be higher for some calls due to the paramedic level service. Adding these current known revenues alone reduces the net cost to the Town of Linn to \$1,261,286.00.

A significant concern is how to pay for a substantial increase in the cost of providing services under any option. Unlike cities and villages towns have a number of options to pay for fire protection including charging property owners a fee for the cost of fire protection provided to their property according to a written schedule established by the town board, levying taxes on the entire town to pay for fire protection or levying taxes on property served by a particular source of fire protection, to support the source of protection. Sec. 66.55 Wis. Stats.

If taxes are to continue to be the funding source, this cost increase, would most likely trigger the need for the Town to initiate referendum or town meeting to enact. This has been familiar territory for a number of Walworth County municipalities that determined they were unable to provide fire/EMS services under current levy limits. It should be noted that most have had success in passing referenda including Elkhorn, Whitewater, Williams Bay, Fontana and the Town of Delavan. Although there is an increase in expense for the Lake Geneva Fire Department, it would be equally offset by a revenue of the entire amount, bringing a zero sum increase to the City's tax levy. The State does allow a levy exemption for joint Fire and EMS departments under section 66.0602(3)(h) Wis. Stats., however this does not apply to the first year of operation, and is limited. The rule interpretation by Wisconsin Department of Administration states "The joint fire department's or joint emergency medical services district's **total** charges assessed for the current year (not just your municipality's share) compared to the prior year, increased less than or equal to the percentage change in the Consumer Price Index (CPI) + 2%. CPI September 1, 2021 through August 31, 2022 is 7.7%." While helpful for the future, it does not provide a start-up exemption. If there are future increases in cost share for the City of Lake Geneva, this could come into play along with allowable levy cap space.

Future cost sharing options

Future cost sharing options could include the development and application of a formula. An example of one is known as the "North Shore formula" named after the North Shore Fire Department, an organization that resulted from the consolidation of six municipal fire departments in Milwaukee's northern suburbs from 1992-1994. This formula distributes cost based on population (30%), equalized value (30%), and usage (40%). Equalized value under the formula includes only the value of improvements, not land, as fire protection risk is based on

buildings and contents. Strictly for purposes of illustration we have applied the formula to a hypothetical Linn-Lake Geneva fire/EMS merger.

Table 22 Applying the “North Shore” Fire Department formula to a merged department

	Lake Geneva	% of Total	Weighted %	Final Percentage	District Totals
Calls	1,639	79%	40%	31.60%	2,075
Population	8,505	76%	30%	22.87%	11,155
Value	\$ 1,325,999,400.00	52%	30%	15.66%	\$2,540,404,100.00
Cost Share				70.13%	
	Linn	% of Total	Wighted %	Final Percentage	
Calls	436	21%	40%	8.40%	
Population	2,650	24%	30%	7.13%	
Value	\$ 1,214,404,700.00	48%	30%	14.34%	
Cost Share				29.87%	

The following illustration, uses the cost shares derived from the North Shore formula in Table 22 and a merged budget. The budget for Lake Geneva was adjusted to remove the cost for providing coverage to the Town of Linn (the current EMS contract) and also a reduction in revenue for this, respectively. This left a budget of \$2,543,948.17 and revenues of \$1,043,812.50. Note that administrative costs would not be broken out using this method as cost share for all items, personnel, operations, and administration would be merged. Also note, the net cost presented account for revenues of each community subtracted individually after gross cost share.

Table 23 Net Cost by Municipality Utilizing “North Shore” Formula

Municipality	Gross Budget	Formula Share	Formula Cost Share	Revenues	Net Cost-
Linn	\$1,278,915.00	29.87%	\$1,141,889.23	\$120,334.00	\$1,021,555.23
Lake Geneva	\$2,543,948.17	70.13%	\$2,680,973.94	\$1,043,812.50	\$1,637,161.44
Total Gross Budget	\$3,822,863.17		\$3,822,863.17	\$1,164,146.50	\$2,968,013.12

The final net cost for the Town of Linn for Fire and EMS under this formula is \$1,021,555,23. This is an increase of \$484,344, over the current budget of \$ 537,211.00 for Fire and EMS.

While this is a major increase in cost one must consider it is accompanied by a major increase in service and protection. The final net cost for the City of Lake Geneva under this formula is \$1,637,161.44 compared to its current net budget of \$1,500,135.67 for an increase of \$137,025.77. (Note revenues for the City would be decreased as the contract revenue for the Town of Linn is removed.) This increase of 9.13% or \$137,025.77 over its current net cost, would appear to be a nonstarter, at first glance were the City to gain nothing from the merger. We would agree. It does, however, increase available 24-hour staff for the City by 60% (from five to eight.) While the City has enjoyed strong recruiting and retention in its POC ranks, this may not always be the case. We do, however, still recommend a starting point of full cost recovery by the City with this cost share method as a goal if and when the value we believe exists is demonstrated. What needs to be considered in this option, is the fact that the City of Lake Geneva Fire Department has planned and proposed adding additional staffing due to increasing call volume. A review of the Lake Geneva Fire Department demonstrated a short term need to increase on duty staffing to six 24-hour personnel now and a long term need to increase this by three personnel to a total of nine. The need for more staff for the City of Lake Geneva was also included in a long-term staffing plan presented by that department initially in 2015. If Option 3 is implemented, it increases available staffing to not just the Town of Linn, but also the City of Lake Geneva. The on-duty staff 24 hours per day seven days per week increases with a merged fire department to eight personnel, a 60% increase in on duty staff. This increase is accomplished with a net total cost increase of 9.13% over current cost for the City of Lake Geneva. Adding three full time Firefighter Paramedic positions as planned by the City would be an additional cost of \$340,624.72. This plan increases available staff three times that amount one third the cost of adding one person per shift.

Potential Grant Opportunities

There are some potential opportunities for “start-up” funding in deploying the Option 3. We say potential as they involve applying for competitive grants of which there is no guarantee of success.

The Staffing for Adequate Fire and Emergency Response Grants (SAFER) was created to provide funding directly to fire departments and volunteer firefighter interest organizations to assist them in maintaining or increasing the number of trained, "front line" firefighters available in their communities. The goal of SAFER is to enhance the local fire departments' abilities to comply with staffing, response and operational standards established by NFPA 1710 and/or NFPA 1720. Application periods usually run between February and March. This federal program assists fire departments in hiring new firefighters or changing the status of part-time or paid-on-call firefighters to full-time firefighters. The goal is to improve fire department staffing levels to ensure that an adequate number of personnel respond and safely perform at incident scenes and provide protection from fire and fire related hazards within communities. The grant is for three years and can be used to pay a portion of the salaries and benefits of the SAFER funded positions. There was no local match required for the most recent grants that were awarded.

Another potential opportunity to mitigate increased costs is the recently-announced \$300 million Innovation Fund contained in the State budget. The purpose of this pilot project is to incentivize consolidations of local services, including fire and EMS, that provide overall savings. The grants will provide up to 25% of the cost to the entity with the highest cost prior to consolidation or the cumulative cost of providing the service excluding the cost paid by the highest cost community for three years. Total cost savings of 10% must be realized – 50% (of the 10%) after 24 months and full cost savings realized at the end of 36 months. If administrative costs are not added in for the Town of Linn, such as in the merged budget, the cost formula model presented shows an operational savings of \$94,500.00 (8 %) over operating a stand-alone Linn Fire Department. This and the cost avoidance of \$145,000 plus per year by reducing the need for replacement of some apparatus would likely fit the cost savings criteria of this grant program.

Details regarding the Innovation Fund are currently lacking. As they become available the Town should strongly consider further research into the requirements.

Appendix A Current Organizational Chart

CHIEF 3301

Public Affairs, Office/Administration, Command 1, Building & Grounds

**DEPUTY CHIEF
3302**

EMS/Patient Care Report Admin, EMS Service Director, Public Information, Scheduling

**ASSISTANT CHIEF
3303**

Gear/Uniforms, Pagers/Radios, Firework events

**FIRE CAPTAIN
3304**

**EMS CAPTAIN
3305**

**WATER CAPTAIN
3306**

ENGINES	AMBULANCE	BOATS
TENDERS	EMS TRAINING	DIVE OPS
BRUSH	EXPOSURE PLAN & CONTROL	FIT TESTING
UTILITY	HEALTH AND WELLNESS	SPECIAL OPS
PR/COMMUNITY EVENTS	PR/COMMUNITY EVENTS	PR/COMMUNITY EVENTS
FIRE PREVENTION EDUCATION	EMS WEEK	FIRE PREVENTION EDUCATION

**SAFETY OFFICER
3309**

OVERSEE SAFETY AT TRAINING AND CALLS

APPENDIX B WISCONSIN SPS 330 AUDIT CHECKLIST**1. Fire Department Safety Position**

Requirement	Summary of Requirement
SPS 330.13 Fire department health and safety officer	SPS 330.13 requires each fire department to have a health and safety officer. That officer reports directly to the fire chief and assists the chief in his or her responsibility for the safety and health of the fire fighter. The health and safety officer position may be filled by a single individual or by several individuals at the discretion of the fire chief. When several individuals are assigned to the position, at least one should be a member of the occupational safety and health committee. The health and safety officer position may be staffed by an existing fire department member who performs other duties.
Current Status	Recommendation
No specific safety policy is in place. A member is named as the safety officer but the position is primarily viewed as an incident safety officer. Qualifications, authority and functions of the position are not stated.	Create a safety policy identifying an individual as the department safety officer. The policy must state the qualifications for the position (NFA Incident Safety Officer and NFA Health and Safety Officer), authority and functions.

2. Occupational Safety and Health Committee

Requirement	Summary of Requirement
SPS 330.05 Occupational safety and health committee	SPS 330.05 requires that every fire department establish an occupational safety and health committee, which shall advise the fire chief on issues related to the program. The committee shall include representatives of fire department management and fire fighters or representatives of fire fighter organizations or other persons. Any representatives of a fire service organization shall be selected by the fire fighter organization. The fire chief shall appoint the other members of the committee. The committee shall do all of the following: (a) Conduct research, develop recommendations, and review matters pertaining to the program. (b) Hold regularly scheduled meetings, which shall occur at least biannually, and may hold special meetings as deemed necessary. The committee shall make a written record of its meetings available to all fire department members.
Current Status	Recommendation
No policy is in place. No biennial meetings conducted. There are no written records of meetings posted.	A Departmental safety policy should be created that (a) Establishes an Occupational Safety and Health Committee that meets at least biannually; and (b) Maintains records of the meetings and makes them available to all department members.

3. Training and education programs

Requirement	Summary of Requirement
<p>SPS 330.07 Training and education programs</p>	<p>Under SPS 330.07, every fire department must:</p> <ol style="list-style-type: none"> (1) Establish and maintain a member training and education program that identifies specific goals and objectives for the prevention and elimination of occupational accidents, injuries, illnesses, exposures to communicable disease, and fatalities. (2) Assure that the training and education are based upon the fire department’s written standard operation guidelines. (3) Assure that the training and education are provided by a qualified instructor. (4) Provide training and education commensurate with the duties and functions the member is expected to perform. (5) Assure that a member obtains the minimum fire fighter training and education requirements before that member performs any interior structural fire fighting activity or within an IDLH environment as determined by the incident safety officer. (6) Provide training and education to fire fighters about special hazards to which they may be exposed during a fire and other emergencies and advise of any changes that occur in relation to the special hazards. The procedures to address special hazards shall be maintained in written form. Training and education under this subsection shall be provided at least biannually. (7) Assure that the training and education are conducted frequently enough to ensure that each fire fighter is able to perform the assigned duties and functions satisfactorily and in a safe manner so as not to endanger other fire department members or employees. (8) Assure that fire fighters whose duties include interior structural fire fighting receive training and education consistent with established fire ground operating procedures. Training and education under this subsection shall be provided at least monthly. (9) Assure that training and education involving live fire fighting exercises meet the standards specified in NFPA 1403. (10) Assure that a training and education program for any fire fighter engaged in fire ground operations includes procedures to perform a safe exit from a dangerous area in the event of equipment failure or sudden change in fire conditions. (11) Assure that fire fighters receive training and education on the incident management system.
<p>Current Status</p> <ol style="list-style-type: none"> 1) Policy: There is no current training policy. <ol style="list-style-type: none"> a) Subject matter: Training manual outlines subject matter. b) Based on SOGs: Currently based on training manual. c) Attendance: Is recorded. d) Records: Records are kept of attendance. 	<p>Recommendation</p> <p>A written policy and standard operating guidelines need to be developed to include the subject matters requiring training along with frequency of training. Training must be based upon standard operating guidelines. The policy should also include attendance requirements, record keeping and yearly minimum qualifications.</p>

<p>2) Subject matter experts are currently training, however, they are not trained and certified as fire instructors.</p> <p>3) Frequency of training</p> <p><u>Biannually or more</u></p> <ul style="list-style-type: none"> a) Safety to perform his or her duties b) Change in a procedure or technology or for any new hazard identified c) Perform emergency operations d) ICS e) Special Hazards <p><u>Monthly</u></p> <ul style="list-style-type: none"> a) Structural firefighting training must be consistent with SOGs 	<p>All personnel providing training should be certified as fire instructors. If the Department engages in live fire training, the instructor in charge shall be a Certified Fire Instructor. (NFPA 1403).</p> <p>The Department conducts training however, it needs to be further defined and structured. A training policy needs to be drafted to include subject matters requiring training. It needs to be aligned to assure it meets the requirements of the biannual and monthly frequency set forth in Code. The policy should also include attendance requirements, record keeping and yearly minimum qualifications. It should also align with the City of Lake Geneva's program. Consider the shared staffing and automatic aid for structure fires that is currently in place. SOGs need to be created to outline current operations.</p> <p>The training program must be based on the Department's SOGs. (SPS 330.07(2) Wis. Admin. Code.)</p>
--	---

4. Employment Standards

Requirement	Summary of Requirement
<p>SPS 330.08 Minimum training and education standards</p>	<p>Pursuant to SPS 330.08, no member may be permitted to participate in fire fighting activities until that individual has completed minimum training and education requirements by any of the following:</p> <ul style="list-style-type: none"> (a) An entry-level fire fighter course approved by the technical college system board. (b) An approved state apprenticeship program. (c) An in-house training program approved by the technical college system board. (d) NFPA 1001: Standard for Fire Fighter Professional Qualifications. <p>No member may act as a pumper or aerial operator during an emergency operation until that individual meets the minimum training and education requirements as specified by any of the following:</p> <ul style="list-style-type: none"> (a) An entry-level driver/operator-pumper or driver/operator aerial course approved by the technical college system board. (b) An approved state apprenticeship program. (c) An in-house training program approved by the technical college system board. (d) NFPA 1002: Standard for Fire Apparatus Driver/Operator Professional Qualifications. <p>A fire officer appointed after October 1, 2018 may not act as a fire officer during an emergency operation until that individual completes NIMS training and obtains the minimum training and education requirements as specified by any of the following:</p> <ul style="list-style-type: none"> (a) A fire officer course approved by the technical college system board. (b) An approved state apprenticeship program. (c) An in-house training program approved by the technical college system board. (d) NFPA 1021: Standard for Fire Officer Qualifications.
Current Status	Recommendation
<p>The Department currently has no written policy regarding qualifications for fire fighter, pump operator or fire officer.</p>	<p>Positions are vaguely defined in the Department Bylaws, but a policy should be created to outline minimum employment standards and to establish expectations of being a member of the organization. Position descriptions should be created for each position to outline responsibilities and education requirements. Each level should meet the SPS training requirements of being trained to the position before being assigned. This is a requirement for personnel that are assigned to the position and also when they act out of class. An example of this would be that a fire fighter leading a crew would need to have fire officer training.</p>

5. Apparatus

Requirement	Summary of Requirement
<p>SPS 330.09 Apparatus</p>	<p>SPS 330.09 provides, in part, that every fire department:</p> <p>(a) Give substantial consideration to the health and safety of fire fighters in relation to the specification, design, construction, acquisition, operation, maintenance, inspection, and repair of all fire apparatus and equipment.</p> <p>(b) Provide, and enforce the use of, a helmet and eye protection to any person riding in any part of an open cab that does not provide protection of an enclosed cab.</p> <p>(c) When specifying and ordering any fire apparatus, require a sufficient number of seats in an enclosed area for the maximum number of persons who may ride on the apparatus at any time.</p> <p>(d) Establish a preventative maintenance program that includes all of the following:</p> <ol style="list-style-type: none"> 1. Inspection of all fire apparatus and equipment at least monthly and within 24 hours after any use to repair or identify and correct unsafe conditions. 2. Maintenance, inspections, and repairs of fire apparatus and equipment that follows the instructions of the manufacturer. 3. Inspection of tires for signs of damage or wear and replacement of tires when the tread wear exceeds manufacturer standards. 4. Removal from service of any fire apparatus or equipment found to be unsafe. 5. Inspection and servicing of test fire pumps and aerial devices. <p>(e) Every driver of a fire apparatus shall have a valid driver's license and training relating to the operation of fire apparatus. The driver shall in all conditions operate the fire apparatus in a safe and prudent manner.</p> <p>(f) Hose loading operations may be performed on moving fire apparatus only when all of the following conditions are met:</p> <ol style="list-style-type: none"> 1. Hose loading procedures are specified in a written SOP that includes the conditions set forth in this paragraph. All members involved in the hose loading must be trained in these procedures. 2. There shall be a member, other than those members loading hose, assigned as a safety observer. The safety observer shall have an unobstructed view of the hose loading operation and be in visual and voice contact with the apparatus operator. 3. Nonfire department vehicular traffic shall be excluded from the area or shall be under the control of authorized traffic control persons. 4. The fire apparatus shall be driven only in a forward direction at a speed of 5 mph or less. 5. No person may stand on the tail step, sidesteps, running boards, or any other location on the fire apparatus while the apparatus is in motion. 6. Members may be in the hose bed but no person may stand while the fire apparatus is in motion. 7. Before each hose loading operation, the situation shall be evaluated to ensure compliance with the standard operating guidelines. If the standard operating guideline cannot be met, or if there is any question as to the safety of the operation for the specific situation, the hose may not be loaded on a moving fire apparatus.
Current Status	Recommendation
<p>Vehicle check and maintenance program is in place and records have been developed utilizing "Check it" software. No current written policies are in place for:</p>	<p>A written policy needs to be developed covering the following:</p> <ol style="list-style-type: none"> a) Vehicle maintenance, inspection and repair. b) Pump testing c) Vehicle Operations <ol style="list-style-type: none"> 1. Valid Driver's license

<p>a) Vehicle maintenance, inspection and repair. b) Pump testing c) Vehicle Operations 1. Valid Driver’s license 2. Seat belts 3. Safe and Prudent Operations Defined 4. Hose loading</p>	<p>2. Seat belts 3. Safe and Prudent Operations Defined 4. Hose loading (SOG is mandatory- SPS 330.09)</p> <p>The policy should also have the record utilized along with how long the records should be stored. A vehicle operations policy should be developed to ensure that all members operating department vehicles have a valid driver’s license, wear seat belts. Safe and prudent operation should be defined.</p>
--	--

6. Portable Equipment

Requirement	Summary of Requirement
<p>SPS 330.10 Portable equipment</p>	<p>Regarding personal equipment, SPS 330.10 requires every fire department to</p> <p>(a) Visually inspect, at least monthly and within 24 hours after use, all equipment carried on fire apparatus or designated for training. (b) Maintain inventory records for equipment carried on each fire apparatus and for equipment designated for training. (c) At least annually, test all equipment carried on fire apparatus or designated for training according to the instructions and applicable standards of the manufacturer. (d) Remove from service and repair or replace any fire fighting equipment that is defective or unserviceable. (e) Inspect and service test all ground ladders. (f) Inspect and service test all fire hose. (g) Inspect, maintain, and test all fire extinguishers.</p> <p>With regard to life safety ropes, harnesses and hardware, every fire department must use appropriate equipment that meets the standards specified in NFPA 1983 including:</p> <ul style="list-style-type: none"> • Use Class I life safety harnesses for fire fighter attachment to aerial devices. • Use Class II and Class III life safety harnesses for fall arrest and rappelling operations. • Use for training evolutions, life safety rope which is designated training rope if the rope is inspected before and after each use according to the manufacturer’s instructions. <p>Departments must maintain records to document the use of each life safety rope used for training or at fires and other emergency incidents. Life safety rope must be inspected by qualified individuals before and after each use.</p>
Current Status	Recommendation
<p>No written policies regarding portable equipment are in place.</p>	<p>Written policies should be enacted covering:</p> <p>a) Use of life safety ropes, harnesses and hardware b) Use of class 1 life safety harnesses for fire fighter attachment to aerial devices c) Use of class 2 and class 3 life safety harnesses for fall arrest and rappelling operations.</p>

7. Protective Clothing and Equipment

Requirement	Summary of Requirement
<p>SPS 330.11 Protective Clothing and Equipment</p>	<p>SPS 330.11 requires every fire department to:</p> <ul style="list-style-type: none"> (a) Provide, and enforce the use of, a protective ensemble and equipment to all fire fighters who engage in structural firefighting or are exposed to hazards or potential hazards in accordance with applicable regulations. (b) Provide required protective clothing and equipment at no cost to the fire fighter. (c) Ensure protective clothing and equipment is used and maintained in accordance with manufacturer instructions and regulations. (d) Establish a maintenance and inspection program for protective clothing and equipment and assign specific responsibilities for inspection and maintenance. (e) Provide training to each fire fighter regarding the proper care, use, inspection, cleaning, decontamination, maintenance, and limitations of the protective clothing and equipment. <p>Every fire department must: (a) Provide, and enforce the use of, eye and face protection in accordance with federal regulations whenever the fire fighter’s face is not protected by an SCBA facepiece. (b) Provide, and enforce the use of, hearing protection for any fire fighter operating or riding in fire apparatus or operating power tools when exposed to noise in excess of 90 dBA. (c) Provide, and enforce the use of, hearing protection in accordance with federal regulations for any fire fighter exposed to noise in excess of 90 dBA from power tools or equipment unless the use of the protective equipment would create an additional hazard to the fire fighter.</p>
Current Status	Recommendation
<p>Practices are followed but there are no written policies regarding protective clothing and equipment.</p>	<p>Policies should be developed that cover the following topics:</p> <ul style="list-style-type: none"> a) Issued Equipment b) Required use c) Training in the care, use, inspection, maintenance and limitations d) Maintenance and Repair e) Eye, face and hearing protection

8. Self-contained breathing apparatus and PASS device

Requirement	Summary of Requirement
<p>SPS 330.12 Self-contained breathing apparatus and SPS 330.13 Personal alert safety system (PASS device.)</p>	<p>The following requirements for self-contained breathing apparatus are contained in SPS 330.12</p> <p>Every fire department shall do all of the following:</p> <p>(a) Provide, and enforce the use of SCBA for all fire fighters engaged in interior structural fire fighting or who enter any area where the atmosphere is hazardous, is suspected of being hazardous, or may become hazardous.</p> <p>(b) Provide, and enforce the use of, SCBA for all fire fighters working below ground level or inside any confined space.</p> <p>(c) Adopt and maintain a respiratory protection program that satisfies federal regulations.</p> <p>(d) Assure that all sources of compressed breathing air are tested.</p> <p>(e) Hydrostatically test each SCBA tank within the time limits specified by the manufacturer/agency.</p> <p>(f) Inspect, use, and maintain all SCBA as recommended by the manufacturer.</p> <p>(g) Conduct a fit test in accordance with federal regulations, prior to initial use and at least annually thereafter or when a fire fighter has a change in facial structure that could affect the seal.</p> <p>(f) Ensure that:</p> <ul style="list-style-type: none"> • SCBA is not worn by a fire fighter who has facial hair or any condition that interferes with the seal of the SCBA facepiece. • A fire fighter's corrective glasses or goggles are worn in a manner that does not interfere with the seal of the SCBA facepiece. • Only a fire fighter who has been fit tested for an SCBA is permitted to function in a hazardous or IDLH atmosphere. • SCBA of the open-circuit design shall be of the positive pressure type. • The apparatus is in the positive-pressure mode when fire department members are working in a hazardous atmosphere. • A closed-circuit type SCBA is certified by the National Institute of Occupational Safety and Health and shall operate in the positive pressure mode only when worn in a hazardous or IDLH environment. • The supply air tank has a minimum service duration of 30 minutes. • Fire fighters using SCBA shall operate in teams of 2 or more who shall comply with all of the following: (a) The team members shall be in continuous communication with each other through visual, audible, physical, safety guide rope, electronic, portable radio, or other means to coordinate their activities. (b) The team members shall be in close enough proximity to each other so as to be able to provide assistance in case of an emergency. <p>The following requirements for personal alert safety system are contained in SPS 330.13. In general, it requires that every department provide, and enforce the use of, a PASS device to every fire fighter and test each device at least weekly and prior to each use.</p>
<p>Current Status</p>	<p>Recommendation</p>
<p>Practices are in place, however, there are no written policies.</p>	<p>Written policies should be developed for the following subject areas:</p> <ul style="list-style-type: none"> a) Issued equipment b) Required use <ul style="list-style-type: none"> 1) Confined Space

	<ul style="list-style-type: none"> c) Respiratory protection program d) Training in care, use, inspection, maintenance and limitations e) Inspection maintenance and repair f) Air quality testing g) Cylinder testing h) Annual fit testing i) Annual flow testing j) Beards and eyeglasses.
--	---

9. Emergency Operations

Requirement	Summary of Requirement
<p>SPS 330.14 Emergency Operations</p>	<p>SPS 330.14 Imposes requirements for Incident Management, Incident Safety and Rescue of Members.</p> <p>Regarding Incident Management, Every fire department shall:</p> <ul style="list-style-type: none"> (a) Conduct emergency operations and other hazardous situations, including training exercises, in a manner to recognize hazards and to prevent accidents and injuries. (b) Establish, and ensure use of, an incident management system in accordance with NIMS that includes written standard operating guidelines applicable to all members involved in an emergency operation. (c) Provide NIMS training to all members involved in emergency operations. (d) Require the incident commander of an emergency operation to be responsible for the overall safety of all fire fighters and activities occurring at the scene of the operation, to assign safety responsibilities to supervisory personnel at each level of operations and establish an organization with sufficient supervisory personnel to control the position and function of all fire fighters operating at the scene of that emergency operation to ensure that safety requirements are satisfied. (f) Use a standardized system to identify and account for the assignment of each fire fighter at the scene of an emergency operation. (g) At an emergency operation where hazards may exist, require the incident commander to assign an incident safety officer with responsibility and authority to do all of the following: <ul style="list-style-type: none"> 1. Identify, monitor, and assess safety hazards or unsafe situations. 2. Develop measures for ensuring personnel safety. 3. Recommend corrections of violations of safety and health standards. 4. Recommend immediate correction of situations that create an imminent hazard to personnel. 5. Alter, suspend, or terminate activities at the emergency scene when those activities are deemed by the incident safety officer to be unsafe or an imminent hazard. <p>Regarding incident safety requirements, every department must:</p> <ul style="list-style-type: none"> (a) Provide sufficient personnel to safely conduct emergency scene operations and limit such operations to those that can be safely performed by the personnel available at the scene. (b) If inexperienced fire fighters are working at an emergency operation, provide direct supervision by more experienced officers or members. (c) All fire fighters operating at an emergency operation and assigned to a position that may place them in potential contact with motor vehicle traffic shall wear an approved helmet and high-visibility safety apparel. <p>Regarding the rescue of members:</p>

	<p>(a) Require a fire fighter using SCBA and operating in an interior structural fire operate in a team of 2 or more fire fighters, provide a back-up team of at least 2 fire fighters wearing SCBA who shall be available to perform assistance or rescue activities. At least one additional member shall be assigned to remain outside the structural fire and monitor the operations.</p> <p>(b) During an emergency operation, the incident commander shall evaluate the risk to fire fighters and, if necessary, request that at least a basic life support ambulance service provider be available at the scene.</p>
Current Status	Recommendation
There are no incident specific SOGs in place.	<p>Incident specific SOGs should be developed that identify fire fighter roles and responsibilities relating to safe operations in the following areas:</p> <ul style="list-style-type: none"> a) Structure fire, dwellings, apartments, commercial and agricultural; b) Vehicle fires c.) Boat Fires d) Vehicle accidents; e) CO incidents; f) Gas leaks; g) Fuel spills h) Haz-Mat i) Tech rescue, confined space, water/ice, and trench; j) Downed wires; k) EMS <p>SOGs should be developed for all operations reflecting actual operating practices. Structure fire SOG’s should be in congruence with auto aid departments.</p> <p>Structure fire SOG’s when developed need to include the following components:</p> <ul style="list-style-type: none"> a) Minimum personnel needed for operations (two in two out); b) Operations with potential contact with motor vehicle traffic; c) Back-up crew; d) Back up line(s); e) Rapid Intervention Team/Crew; f) Ambulance stand-by.

10. Facility Safety

Requirement	Summary of Requirement
SPS 330.145 Facility Safety	Fire department buildings and facilities must comply with SPS 332 (Public Employee Safety and Health) and SPS chapters 361 to 366 (Commercial Building Code.)
Current Status	Recommendation
No station safety and maintenance policy is in place	A general policy regarding safety and maintenance of the fire station should be developed.

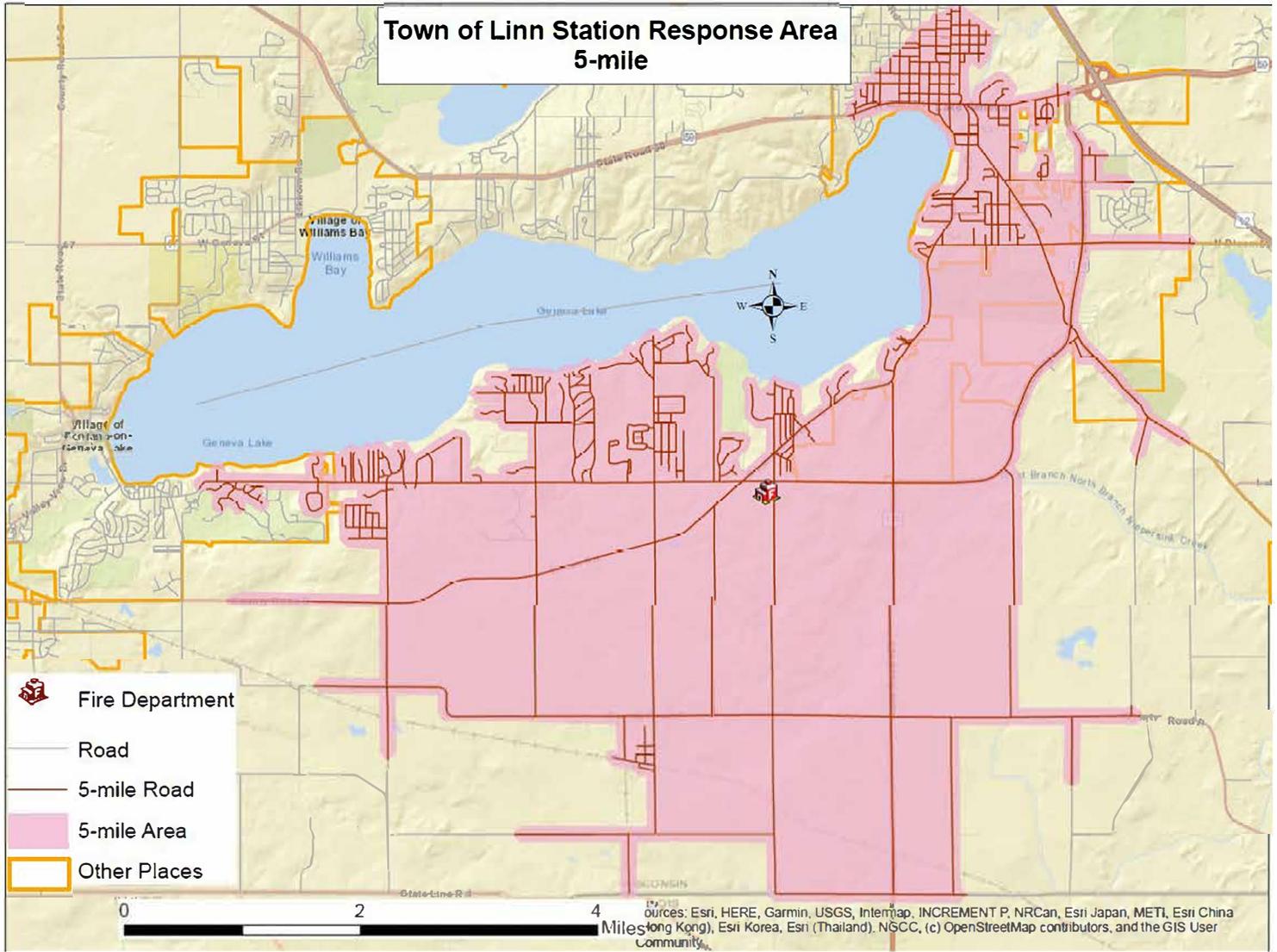
11. Physical and medical capabilities

Requirement	Summary of Requirement
SPS 330.15 Physical and medical capabilities	(1) The employer shall assure that fire fighters who are expected to do structural fire fighting are physically capable of performing duties which may be assigned to them during emergency operations. (2) The fire chief may not permit a fire fighter with known heart disease, epilepsy, or emphysema to participate in fire department emergency operations unless a physician's certificate of the fire fighter's fitness to participate in such operations is provided.
Current Status	Recommendation
No policy is in place	A policy should be developed to ensure all entry level personnel receive a medical physical before being assigned in alignment with NFPA 1582: Standard on Comprehensive Occupational Medical Program for Fire Departments. This policy should also require members to report any health change issues to the Fire Chief. This should be developed in conjunction with an occupational health physician.

12 Member assistance program

Requirement	Summary of Requirement
SPS 330.16 Member assistance program	Every fire department shall establish and adopt a written policy statement for an employee assistance program that identifies and assists members with personal problems, alcohol or substance abuse, stress, or emotional, physical, and mental health issues that are adversely affecting their job performance.
Current Status	Recommendation
No policy is in place	A policy should be developed designating an agency to provide for a fire fighters assistance referral program that identifies and assists fire fighters with alcohol or substance abuse, stress, and personnel problems adversely affecting their job performance. If the Town has a program in place, it should be identified in policy. That program must be compliant with SPS 330.16.

Appendix C Response Time/Distance Maps



Town of Linn Station Response Area 5-Minute



