

Fire Department Organizational Study & Operational Review

FINAL REPORT

Prepared for

WEST BEND FIRE DEPARTMENT

WASHINGTON COUNTY, WISCONSIN



November15, 2021

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McM. No. W0616-04-21-00205 /EMH:lamc

TABLE OF CONTENTS

- I. INTRODUCTION
- II. PROJECT WORK TASKS
- III. WEST BEND FIRE DEPARTMENT OVERVIEW
- IV. FIRE DEPARTMENT OPERATIONAL ANALYSIS
- V. SUMMARY OF RECOMMENDATIONS



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I. INTRODUCTION

A. Project Overview

McMahon Associates, Inc. (McMAHON) was retained by the City of West Bend to conduct an analysis of fire and emergency medical services to determine the most cost effective and efficient method of providing said services to the community. Included in this analysis was a review of current organizational structure, service levels and operations in order to make effective recommendations for improving services.

This Study reviewed the staffing, funding including revenue sources, services provided including EMS inter-facility transfers, station location, internal organization and operation of the West Bend Fire Department. This study provides recommendations and options for the municipality to use now and in the future, when assessing Fire Department needs.

This Study evaluated the West Bend Fire Department and made recommendations to maintain and improve existing levels of service. This Study will guide the City and the Fire Department to achieve the following:

- Increased efficiency
- Improved effectiveness
- Consolidation/disbursement of supplies
- Improved training opportunities
- Eliminate duplication of services
- Enhanced services
- Reduced costs
- Cost avoidance
- Standardization
- Improved customer service
- Maximize revenues

II. PROJECT WORK TASKS

To complete the objectives set forth in the Study RFP, McMAHON evaluated the operations of the West Bend Fire Department to provide recommendations to improve its operations.

In conducting this study, McMAHON consulting staff met with the City Administrator, Mayor, members of the City Council, Fire Chief, Fire Department Officers and individual fire fighters and EMS personnel. The Department was also requested to provide a wide range of documentation to McMahon including budgets, call data, policies, procedures, etc.

The following presents an overview of the work tasks completed by McMAHON during the project.

1. Developed a project team of appropriate users and stakeholders to oversee and participate in the project. This included the Mayor, City Administrator, Fire Chief, Assistant Fire Chief and Fire Union President.
2. Conducted a Project Planning Meeting with McMAHON Project Manager, the Project Team and key project personnel. Defined scope and mission, discussed work plans, established liaison responsibilities, coordinated project schedules, and confirmed other general arrangements.
3. Obtained and reviewed documentation provided by the project team pertaining to the project.
4. Conducted interviews and on-site observation to evaluate the current, and future, needs and standards of performance of the Fire Department. In conducting this study, we met or conducted telephone interviews with the following personnel:
 - West Bend Fire Chief
 - West Bend Administrator, Mayor and members of the City Council
 - West Bend Fire Department Officers and groups of fire fighters

Interviews and observations primarily focused on the following:

- Current Fire operations, staffing and levels of service
 - Fire personnel workload, call volume and activity
 - Administrative organizational structure
 - Budget and capital needs
 - Cost of EMS Inter-facility transfers compared to revenue
 - Department policies and procedures
 - Analysis of regulations and rules of the Department
 - Facilities and Major Equipment
 - Department training
5. Prepared for and facilitated a project status meeting to discuss the results of the interviews and on-site observations with the Project Team.
 6. Reviewed the present fire workflows and processes to analyze and develop potential organizational and operational changes to improve efficiencies and effectiveness. This review was based on the Commission of Fire Accreditation International (CFAI) categories and criteria. The performance indicators that were examined include the following:

- Governance and Administration
- Assessment and Planning
- Goals and Objectives
- Financial Resources
- Community Risk Reduction Programs
- Physical Resources
- Human Resources
- Training and Competency
- Essential Resources
- External System Relations
- Health and Safety

7. Determined any public safety industry standards and trends related to the Department’s operational requirements. During the development of all recommendations, McMAHON considered many factors and standards as a basis for recommendations, including:

- National Highway Safety Traffic Administration (NHSTA)
- National Fire Service Accreditation Program (NFSAP)
- National Fire Protection Association (NFPA)
- Federal Emergency Management Association (FEMA)
- National Fire Administration (NFA)
- Occupational Safety and Health Administration (OSHA)
- Insurance Services Office (ISO) Rating Schedule
- Local Fire Protection Ordinances

8. Developed a comprehensive Fire Department organizational analysis, utilizing the information provided by the documentation received, the interviews, national standards, and on-site observations. The projected growth and level of service needs were considered during the development of these recommendations. Recommendations included:

- Effectiveness, efficiency, and performance of current fire operations
- Efficient utilization of station resources
- Administrative growth and organizational structure
- Review and analysis of the “corporate culture”
- Review of Department policies and procedures
- Analysis of personnel and staffing needs
- Analysis of current governance structure
- Recommended an effective implementation plan

9. Facilitated a recommendation meeting to present preliminary recommendations and obtain feedback from the Project Team.
10. Listed and described the findings and recommendations on the Fire Department governance and administration, assessment and planning, goals and objectives, financial resources, programs, physical resources, human resources, essential resources, training, and external system relations, and all other items evaluated and analyzed during the project.
11. Assembled the study report. Performed a detailed quality assurance review of the document to ensure that the document meets the expectations of the Project Team and conforms to McMAHON's standards.
12. Prepared and delivered the draft Report to the Project Team for review.
13. Received feedback from the Project Team regarding the content of the draft report. Made any changes to the analysis based on the returned comments, as were deemed appropriate. Produced and delivered the final document copies to the Project Team.
14. Presented the findings and recommendations of the analysis to the City Council.

III. WEST BEND FIRE DEPARTMENT OVERVIEW

The West Bend Fire Department provides fire and emergency medical services to the City of West Bend which has a geographic area of 15.3 square miles, approximately half of the Town of West Bend with an area of approximately 18 square miles and approximately half of the Town of Barton with an area of approximately 19 square miles. This is a service area of approximately 53 square miles.

Population Projection: The Department provides fire and emergency medical services to approximately 41,000 residents. The West Bend Fire Department not only serves the City but two adjoining towns as well. The Wisconsin Department of Administration projects a modest increase in population for the city and two towns over the next 20 years as shown in the table below:

West Bend Fire Service Area				
Population Analysis**				
Municipality	2010	2020	2030	2040
City of West Bend	31,078	34,050	37,710	38,430
Town of West Bend*	4,774	4,985	5,260	5,130
Town of Barton*	2,637	2,725	2,855	2,765
Total Population	38,489	41,760	45,825	46,325
*Fire/EMS service is provided to only a portion of the Town-				
Populations shown is for the entire town.				
**Source: Wisconsin Department of Administration				

Equalized Value Comparison: The service area of the Fire Department has a value of approximately \$4 Billion. The table below shows the current equalized value that the

West Bend Fire Department is tasked to protect. The Wisconsin Department of Revenue data indicates moderate growth in property values in 2020 compared to 2019.

West Bend Fire Service Area			
Equalized Value Analysis**			
Municipality		2021 EAV	% Change from 2019
City of West Bend		\$3,431,798,400	9%
Town of West Bend*		\$1,070,596,300	5%
Town of Barton*		\$372,809,700	4%
Total Equalized Value		\$4,875,204,400	
*Fire/EMS service is provided to only a portion of the Town-			
Equalized Value shown is for the entire town.			
**Source: Wisconsin Department of Revenue			

Per Capita Spending: An apples-to-apples comparison of municipal spending can be challenging due to differences in development types, development density, service levels, etc. However, an analysis of per capita spending conducted by the Wisconsin Policy Forum shows that the West Bend Fire Department operates at a significantly lower per capita cost than other similar municipalities. In fact, per capita spending in West Bend is 25% lower than the average of the peer municipalities as shown in the table below. This indicates that the Department is either operating at a very efficient level, has higher than normal revenue streams or the Department is underfunded.

*Comparison of Net Fire & EMS Spending Per Capita			
Municipality	Population (2018 est.)	Annual Calls for Service	Fire/Ems spending per Capita
City of Beloit	36,820	5,600	\$ 227.00
City of Brookfield	37,835	3,848	\$ 250.00
City of Fond du Lac	43,100	6,234	\$ 193.00
City of Franklin	35,810	4,500	\$ 183.00
City of Greenfield	36,770	5,443	\$ 198.00
City of Manitowoc	33,685	5,801	\$ 182.00
City of Oak Creek	34,695	4,558	\$ 230.00
City of West Bend	31,425	4,382	\$ 151.00
Average			\$ 201.75
*Source: Wisconsin Policy Forum			
Note: Net spending is budgeted expenses less budgeted revenue			

Service Contract Analysis: The West Bend Fire Department not only provides fire and EMS service within its municipal boundaries, but also has service contracts to protect approximately one-half of the Towns of West Bend and Barton. A comparison of the per capita costs for fire/EMS services between the three municipalities is shown in the table below. While it appears that the per capita costs to the Towns is lower but, that is not likely the case. The per capita cost is based on the total population for the towns, not the service area population. If only the service area population was considered, the per capita

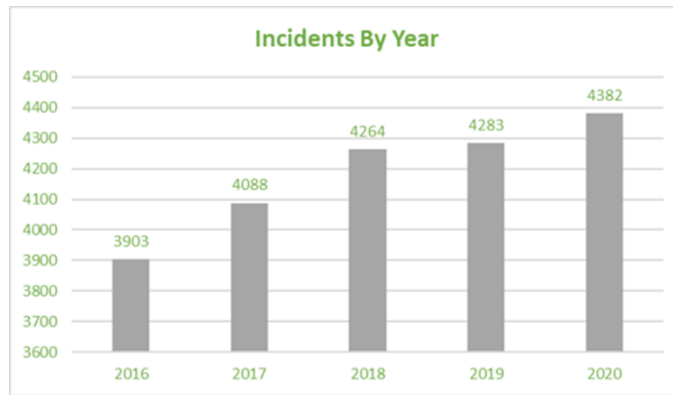
costs would be much closer, indicating that the contract amounts for the towns are likely appropriate.

Per Capita Contract Cost Comparison			
Municipality	2020 Population	2020 Net Budget	Cost Per Capita
City of West Bend	34,050	\$ 2,896,345.00	\$ 85.06
Town of West Bend*	4,985	\$ 289,560.00	\$ 58.09
Town of Barton*	2,725	\$ 160,000.00	\$ 58.72
Total Population	41,760	\$ 3,345,905.00	
*Fire/EMS service is provided to only a portion of the Town- Populations shown is for the entire town.			
**Source: Wisconsin Department of Administration			

Department Organizational Structure: The Department currently operates out of three (3) stations with a staff of 44 personnel including command officers. The organizational structure is shown in the organization chart below. A majority of the Department are trained fire fighters and paramedics.

- 1 Fire Chief
- 1 Deputy Chief
- 3 Battalion Chiefs
- 2 Administrative Captains
- 9 Lieutenants
- 9 Motor Pump Operators
- 15 Firefighters
- 1 Administrative Assistant
- 3 Paid-On-Call Firefighters

Call Volume Analysis: The primary purpose of a fire department is to protect persons and property in its service area. The number and type of calls along with other services provided often determines the type of fire department a municipality operates. One measure of this aspect of service is annual call volumes. An analysis of the Department's call volume showed an increase of 40% of the past ten years. Call volume increases have outpaced population increases in the community which, while not uncommon in the industry, demonstrates an increased workload on the workforce as the size of the Department has remained relatively stable over those ten years.



IV. WEST BEND FIRE DEPARTMENT OPERATIONAL ANALYSIS

A. Department Overview, Demographics and Environment

The City of West Bend Fire Department is a municipal fire department operated by the City of West Bend. The city is 15.3 square miles and has a 2020 population of 34,050. Chapter 5 of the Municipal Code establishes the Fire Department and provides the organizational structure. The Chapter was most recently updated in March 2021. The Common Council is the governing authority of the Department. A Police and Fire Commission made up of five (5) citizens is appointed by the mayor. The Commission appoints the Fire Chief and performs other duties as identified in the Municipal Code and State Statutes.

The Department operates from three fire/EMS stations. Stations are located at:

- Station 1: 325 N. 8th Avenue
- Station 2: 901 N. River Road
- Station 3: 2100 S. Main Street

The Department is authorized for forty-four (44) positions. The Department operates a paramedic level EMS service and has an Insurance Services Office (ISO Rating) of 2 in the City.

The ISO rating schedule measures the major elements of the City's fire suppression system. These measurements then are developed into a Public Protection Classification number on a relative scale from 1 to 10, with 10 representing less than the minimum recognized protection. The schedule is a fire insurance rating tool used to determine property insurance premiums that property owners pay to their insurance carrier.

B. Governance and Administration

Governance of the agency is outlined in the Municipal Code.

The Department has an approved organizational structure and set of administrative policies and standard operating guidelines in place.

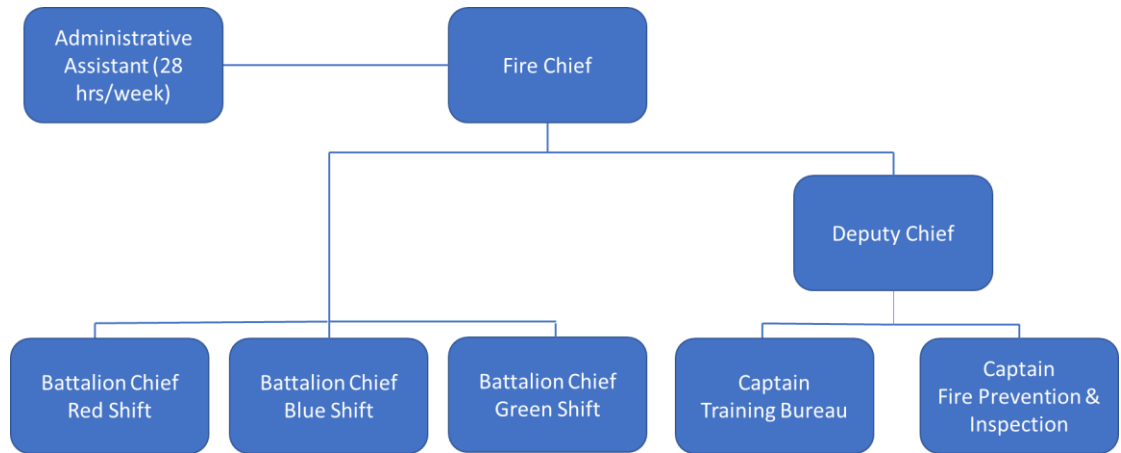
The Department's policy and procedure manual and standard operating guidelines (SOG) are in place and being followed. These are dynamic documents and are continually being updated and adjusted. The SOG Manual is current and regularly updated.

Chapter 5 of the Municipal Code requires the Fire Chief to submit an annual report showing the statistic condition of the Department to the Common Council in February of each year. MCMAHON recommends the Fire Chief provide more frequent reports on performance of the Department and progress towards meeting goals established in a strategic plan to the Common Council and City Administration. Providing additional reports to the Council and Administration will provide for additional insight on services provided by the Department.

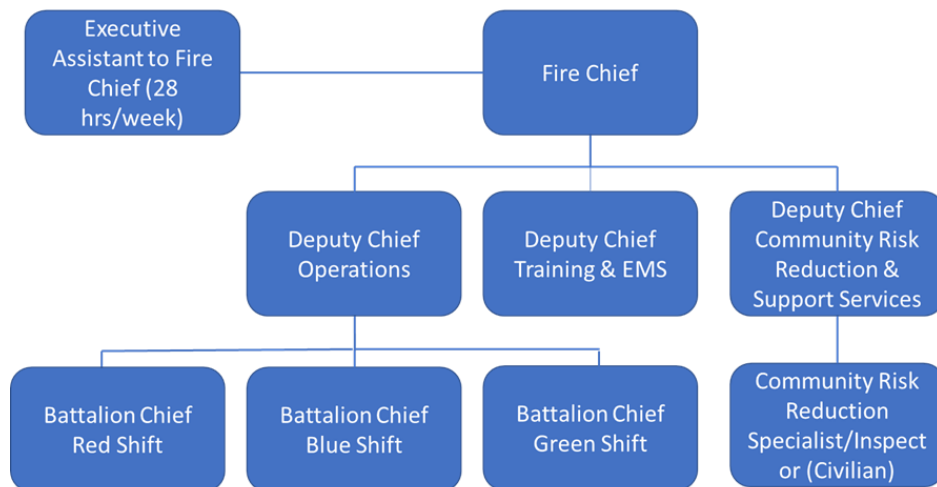
The organizational structure of the Department was closely analyzed as part of the study. The current structure has the Fire Chief overseeing three Battalion Chiefs and the Deputy Chief overseeing two Administrative Captains, even though the Deputy Chief has significant responsibilities that directly impact the three Battalion Chiefs. The Team also finds that the responsibilities of the two Administrative Captain positions would be better filled by individuals who have been promoted to a supervisory position and are outside of the represented ranks of the firefighter's union. Additionally, the Department should stop the practice of using these positions to meet daily minimum staffing needs, thus taking the individuals away from their primary responsibilities of training and fire prevention and inspections.

MCMAHON'S recommended structure provides oversight of the three Battalion Chiefs by a Deputy Chief, re-classifies the two Administrative Captain positions and creates a more effective reporting structure to the Fire Chief from all levels of the organization.

Current Organizational Structure



Recommended Organizational Structure



C. Assessment and Planning

An important component of community fire and emergency medical service provision is to establish the community’s expectation of services in relation to the risks that exist in the community. This allows the Department to develop programs to meet community needs and expectations, prioritize those programs based on available financial resources and to utilize data to measure the impacts of the programs.

The first step towards establishing community expectations of service is to complete an all-hazards risk assessment of the response area. MCMAHON recommends the fire department complete an all-hazards risk assessment. A risk assessment is a process for identifying potential hazards/risk exposures and their relative probability of occurrence;

identifying assets at risk; assessing the vulnerability of the assets exposed; and quantifying the potential impacts of the hazard/risk exposures on the assets.

Developing the community expectation of service and program outcomes is also an important component of assessment and planning for fire and emergency medical services. A document describing those expectations is called a Standard of Cover (SOC) Study. SOC includes response time goals and analysis of capabilities of the Department based on critical task analysis.

The SOC should go beyond only identifying response time goals for first arriving units. While this is an important component of grading services, it is also important to measure the response times for entire response packages that are needed to mitigate the incident.

D. Goals and Objectives

Establishing a strategic plan for the organization is an important way to not only set goals for the organization, but to inform stakeholders about the Department and the direction it is moving. MCMAHON recommends that a strategic plan be developed for the Department that is consistent with the community master plan. It is important that Department leadership involve the organization and community in the development of the strategic plan and then report on progress towards achieving goals and objectives cited in the strategic plan to all stakeholders.

E. Financial Resources

The financial resources of an organization impact every category evaluated as part of this report. Resources must be adequate to maintain the various programs to which the Department commits to provide.

Planning, management and ensuring stability of the financial resources of the Department is a shared responsibility of the fire chief, city administrator and governing body of the Department. The budget for the fire department is an expression of agency programs and priorities. Therefore, it is important that the budget be developed with involvement from Common Council.

MCMAHON identified that the current city budget process limits the engagement of the elected officials in prioritizing needs of the individual departments. It is recommended that the budget process be de-centralized to provide better knowledge of department needs for elected officials.

Development of the strategic plan recommended earlier in the report is a crucial part of involving elected officials in the budgeting process for the Department.

F. Programs

This section of the report covers the delivery of services directly to the community. A primary service provided by the Department is emergency response. Communities often grade fire department service delivery based on response times. While response times should not be the sole method to evaluate service delivery, it is an important part. The Department measures its response times from the time the call is answered by the 911 Dispatch Center until the arrival of the first fire department unit to the scene. MCMAHON supports this method of measurement of response times.

Two common methods exist to evaluate compliance with goals for response times:

- 1) Measuring compliance for 90% of the calls for service
- 2) Measuring average response time

The first method of measurement provides a more accurate portrayal of response time (9 out of every 10 calls), whereas second method shows the average, which can generally be considered 5 of out of every 10 calls).

The Department measures its response time performance using the average response time method.

Average Total Response Time - All Calls*		
2018	2019	2020
6:34	6:43	7:22

*Does not include interfacility transfers

It is recommended that the Department start evaluating response times using the 90% method rather than the average method.

MCMAHON utilized data provided by the Department to evaluate response times using the 90% method. As expected, the response time data shows longer response times since this data point looks at 9 out of 10 calls, whereas the average response time method is evaluating the mean of the data set.

National Fire Protection Association Standard 1710, Standard for Organization and Deployment of Fire Suppression Operations, EMS and Special Operations in Career Fire Departments identifies the standard for response time using this method be 90% of the

calls in 6 minutes and 4 seconds from the time of call. The response times reported for the Department demonstrate response times are higher than identified in the NFPA Standard. NFPA Standards are by no means a mandate or a legal requirement of a fire department, however, are considered as industry best practices.

90% Fractile Total Response Time - All Calls*		
2018	2019	2020
9:08	9:23	9:52

*Does not include interfacility transfers

G. Response Reliability Evaluation

Part of an assessment of a department’s response capabilities is to evaluate the frequency in which the closest station to the emergency is **not** available to respond to an emergency in their assigned response area due to simultaneous calls for service or for some other reason. This assessment provides a gauge of response reliability of the resources on-duty and whether sufficient resources/personnel are on duty in each station/response area to handle the regular volume of calls for service.

Under the Department’s current deployment model, each fire station can only handle one call at a time, so one of the other two stations must cover a station’s response area when the primary station’s resources are on a call unless personnel have been called in to back-fill the station.

The consultant team looked at response data provided by the fire department to evaluate the frequency in which the response area’s primary fire station was not able to cover a call for service because they were unavailable. The data demonstrated that Fire Station 1’s response area has the most frequent need to be backed up by another station. On average, Fire Station 1 resources are unavailable due to calls for service approximately 20% of the time. Fire Station 2 and Fire Station 3 average between 12% and 15% of time unavailable due to calls for service.

Generally, the consultant team looks for station unavailability no more than 10% - 12%. Based on this, the team feels that Fire Station 1 and 3 should be considered for an additional response resource to improve resource availability in those fire stations.

MCMAHON also recommends the Department begin evaluating response times for full alarm fire response for a structure fire. This is the response time for the effective response force (ERF) needed to extinguish the structure fire, not just for the first arriving unit. The number of responders considered as the ERF is developed through an evaluation of critical tasks necessary to extinguish a structure fire which is included in the development of the standard of cover referenced in Section C of this Report.

H. Prevention & Public Education

The Department has an active prevention and public education program in place. The Department has taken several innovative approaches to reach out to the public using social media along with traditional media outlets.

A major component of risk reduction in the fire service is a public education program. The West Bend Fire Department's public education program includes school programs and community prevention activities.

Historically, the workload for prevention and public education was shared by the administrative captains and the personnel assigned to the fire stations. As service demand for emergency medical and fire services has grown, the availability of the personnel assigned to fire stations to participate in public education and prevention programming has been reduced. This trend will likely continue as the community continues to rely on emergency responders more frequently. In light of this, MCMAHON recommends the city begin planning to create a civilian community risk reduction specialist/fire inspector position that would be responsible for completing fire inspections and delivering public education and risk reduction programming. This position should also be utilized to assist frequent users of emergency medical services to identify other services that may be more appropriate than utilizing emergency medical services to handle social service needs.

A second critical component of prevention and public education programs is fire inspection program. The State of Wisconsin requires fire inspections be completed in commercial and some multi-family residential buildings. The State provides funding assistance for completion of these inspections through the 2% Dues Program. The City receives approximately \$460,000 per year in revenue from the State under this program. Fire inspections are conducted pursuant to Chapter 5 of the Municipal Code which outlines the duties of the Fire Chief and his/her designees as fire inspectors. A condition of receiving funding through the 2% Dues Program is to successfully pass an audit of the fire inspection and public education program conducted by the State. The Department passed its most recent audit of the program.

I. Fire Cause and Origin Investigations

Investigations of fire cause and origin is the responsibility of the fire department according to State Statute. The Department maintains a team of staff members that are trained in fire investigation. The Department's Standard Operating Guidelines appropriately provide direction for this work. The Department regularly and appropriately utilizes the assistance of law enforcement for conducting these investigations.

J. Domestic Preparedness/Emergency Management

Emergency management is managed by the Police Chief, who is deemed the City Emergency Manager and was not evaluated as part of this study.

K. Fire Suppression

Fire Department staff are dual-role providers, in other words, they provide both fire suppression/rescue and emergency medical services. Staffing of the fire department has remained relatively stable since the Department opened Station 2 and Station 3 in the late 1990's.

Call volume for the fire department is generally separated in two categories: Fire/Rescue and Emergency Medical Services. In the United States, fire departments that perform emergency medical services and fire/rescue response generally have a call volume for emergency medical services that is at least 70% of total call volume. In West Bend the number is approximately 88%.

While most calls for service are related to emergency medical services, the Department needs to maintain service capacity for fire/rescue calls for service. In other words, the Department should not allow all on-duty resources to be involved with calls for emergency medical services and not have any available capacity to respond to fire/rescue incidents, even though they make up a much smaller percent of the total call volume. Additionally, calls for fire/rescue generally require more resources than emergency medical service calls, so managing resource availability is important to ensuring public safety.

The Department has effective operating guidelines in place for response to fire incidents, however, at times, the resources available to suppress fire incidents are very limited. The Department has placed a significant reliance on calling off-duty personnel in to maintain sufficient staffing for fire and emergency medical responses when on-duty staff is busy with other calls for service.

While the process of using off-duty personnel to back-fill stations was effective in past times, the process is no longer effective or practicable. Off-duty personnel are not compensated to be on-call during their off hours, so there is no way for the City to ensure personnel are available to respond to call-backs. As the Department's call volume has increased, so have the number of times off-duty personnel are called in. The Department, like Department's across the Country has experienced a significant reduction in the number of off-duty firefighters responding to off-duty call-backs. This trend is likely the

	2018	2019	2020
EMS	3,755	3,805	3,897
Fire/Rescue	509	477	485
	2018	2019	2020
EMS	88%	89%	89%
Fire/Rescue	12%	11%	11%

result of a change in the attitude of younger members of the workforce regarding work/life balance and the increased frequency of those call-backs for West Bend Firefighters. With those changes, the Department needs to make changes to its on duty staffing to provide sufficient responders to the day-to-day call volume and reserve off-duty call-backs for major incidents.

Recommendations for additional staffing for both fire and emergency medical services are included in the Physical Resources Section of this Report.

L. Emergency Medical Services

The Department operates a paramedic level service that is licensed by the State of Wisconsin. The medical director is actively involved in the Department. A system for quality assurance of patient care is in place and active. Significant emphasis is placed on the quality of emergency medical services provided by the Department. This emphasis should be applauded.

Emergency medical services produces significant revenue for the City. Revenues are used to off-set costs of providing such services. The City has a fee schedule that charges users of the service. MCMAHON has three recommendations in regard to changes to the Department's Fee Schedule:

- 1) The Department needs to study the cost of providing EMS services and document those costs. Knowing true costs per transport helps to accurately determine profitability or loss for each transport.
- 2) The city should consider raising base fee and mileage rates based on benchmarking data. Currently, the fees are lower than benchmark data (see chart below reflecting data obtained from the Department's Billing Service).
- 3) The EMS Fee Schedule should be consolidated into two charges; Base Fee and Mileage for all three major service types (Advanced Life Support, Basic Life Support and Return Trips). Medicare and Medicaid only reimburse at specific rates and since most EMS services do not balance bill the remaining amount

to the patient, the Department can more accurately determine their annual revenues based on historical payer mix data. The higher base fee and mileage rates will be absorbed by commercial insurance payers and patients. There is an economic disincentive to have lower base fees and mileage rates when it comes to commercial payers. Lower rates also pull down the average rate for reimbursement for a geographic region.

Transport Type	WBFD Average Charge	Three Rivers Benchmark	Other Billing Service
BLS Transport	\$614.10	\$679.71	\$937.00
ALS Transport	\$852.09	\$796.28	\$1,547.00
BLS Interfacility	\$954.45	Data unavailable	
ALS Interfacility	\$1,038.57	\$792.50	
Non-emergency return	\$502.73	\$792.50	\$901.00

M. Technical Rescue

The Department responds to technical rescue incidents. All members are trained to perform auto extrications. Several members of the Department are also trained to the Hazardous Materials Technician Level and as Dive Team Members. Support for Level a Hazardous Materials response is provided by the regional response team, located in the City of Milwaukee. The Fire Department’s Dive Team is part of the Washington County Dive Team. The resources available for technical rescue incidents are appropriate for the Department.

N. Physical Resources

The Department has three (3) stations. Significant investment needs to be placed into the fire stations in the City. Station locations for Station 1 and Station 3 seem generally appropriate. Station 2 is located too close to Station 1. MCMAHON learned that Station 2 was placed where it is because of a high volume of railroad traffic that dissected the City between Station 1 and Station 2. The railroad tracks are no longer in use.

Station 1 should either be completely replaced or completely gutted and renovated. The building has significant infrastructure needs including a new HVAC system and windows. Additionally, the building does not have appropriate facilities to accommodate male and female workforces.

Station 2 does not meet the needs of the fire department and should be replaced. The building does not have sufficient space for the three members stationed there and does not have appropriate facilities for male/female workforce.

Station 3 is the most updated, functional station and appears to be in generally good shape. If additional staff is needed in this station however, additional space will need to be added to the station.

Significant financial investments need to be made in its fire stations. MCMAHON recommends adding staff to the fire department as a result of increased call and the need to reduce reliance on calling in off-duty personnel to cover staffing shortages throughout the day.

MCMAHON is presenting two options for consideration that have impacts both on fire station investments and personnel investments.

MCMAHON recommends the City maintain three fire stations, however, this will require significant investment in facilities and additional staffing. Station 1 and Station 2 need to be either completely remodeled with space added or totally rebuilt. Station 3 needs additional space added to the facility.

If the City were to identify fiscal concerns with the costs involved with updating and operating three fire stations, MCMAHON is presenting an option to operate from two fire stations. A two-fire station model will result in longer response times for areas of the community.

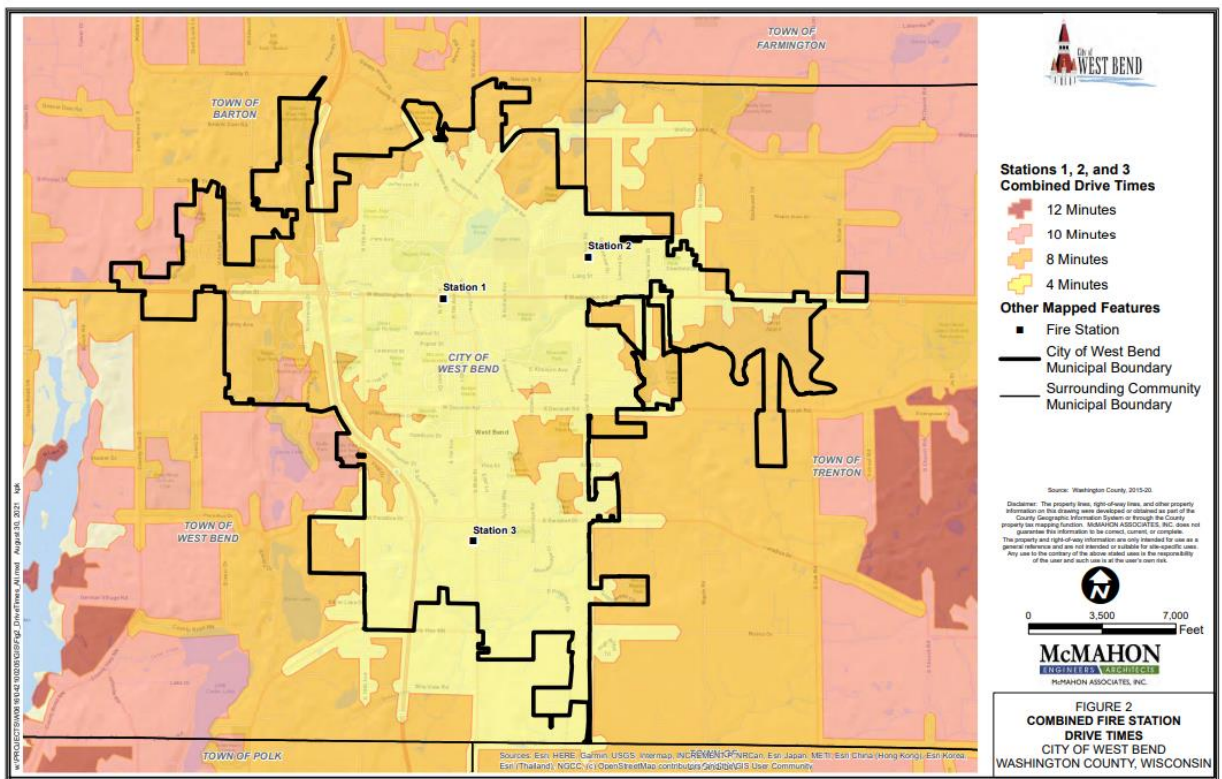
The chart below details the current and recommended staffing for the two options presented.

Fire Station Deployment/Options:

Rank	Current	Option A	Option B
Station 1			
Lieutenant	1	1	1
Motor Pump Operator	1	1	1
Firefighter	1	3	3
Station 2			
Lieutenant	1	1	
Motor Pump Operator	1	1	
Firefighter	1	1	
Station 3			
Lieutenant	1	1	1
Motor Pump Operator	1	1	1
Firefighter	1	3	3
Total Daily Staffing	9	13	10
Total FTEs Required	33	48	36

Currently, the three personnel assigned to each fire station operate an ambulance or a fire suppression apparatus but cannot operate both simultaneously. Consequently, one resource can respond from each station. Option A and B allow Stations 1 and 3 to operate two resources at the same time, thus increasing capacity for the Department. The five personnel assigned to each station would be able to staff a fire suppression apparatus and an ambulance. If the primary ambulance is busy on a call for service, the fire suppression unit staff would cross-staff a second ambulance in the station. This capacity is needed because of the reduced availability of off-duty callback. Options A and B will also strengthen the Department’s ability to respond to simultaneous calls for service. Under the current staffing scenario, the Department can deploy three resources whereas under Option A, the Department would be able to deploy five resources and under Option B four resources.

As part of staffing recommendation, the consulting team is also recommending the Department change its practice from staffing ambulances with three personnel, to staffing them with two personnel unless additional personnel are needed based on information received regarding the call for service. An exception to this would be at Station 2 in Option A, where the Department should continue to have three members assigned to the ambulance simply based on the proposed staffing model.



Apparatus and Vehicles

Apparatus and vehicles are in very good condition. The fleet is of appropriate size and has sufficient resources. Maintenance is performed by a mix of in-house and contract service providers and is coordinated by Department Administration. Recommendations regarding maintenance are included later in the report.

Records Management

The Department currently utilizes Pro Phoenix Records Management Software as its primary record keeping system. While Pro Phoenix has generally met the needs of the Department, MCMAHON recommends the Department begin to move to a patient-side electronic patient care reporting system for medical records as opposed to the current system where providers document patient care records on paper and then enter that information in an electronic record upon return to the station.

O. Human Resources

The Department and City Administration coordinate efforts for human resource support of the Department. A majority of the fire department personnel are covered by a collective bargaining agreement between the city and the Firefighter’s Union. The City has a Personnel Manual that covers non-represented fire department employees. Job Descriptions for positions are in place and available for personnel to review.

Compensation levels for positions throughout the organization are lower than for similarly situated employees in similar sized organizations. MCMAHON recommends compensation for all fire department employees should be reviewed and updated.

P. Training and Competencies

Training is primarily accomplished while personnel are on-duty. Limited training occurs while employees are on overtime. Training of personnel is overseen by the Training Captain. The Captain does rely on resources from within and outside the Department to provide training programs. MCMAHON found the department is generally well trained, however, the Department does not meet industry standards set by the Insurance Services Office (ISO) for monthly training hours. ISO recommends 16 hours of training per member per month. The most recent ISO Rating of the Department reflects a significant shortcoming in this area.

MCMAHON also identified concerns with how quickly newly hired firefighters are moved from an orientation type status to a full-duty status. Currently, the newly hired firefighters receive approximately one week of orientation and are then assigned to a fire station and count towards daily minimum staffing. It is recommended additional orientation time be allowed for before newly hired firefighters are placed in a position to count towards minimum staffing of the Department.

Q. Essential Resources

The water supply system is adequate for the city and is utilized in the planning effort as it relates to development. The City's Water Utility maintains the water system and fire hydrants.

Two-way radio communications occur on a county-wide digital public safety radio system that allows for interoperability with fire and law enforcement in the County. The County is responsible for system infrastructure and the city purchases and supports the mobile and portable radios.

911 Dispatch services are provided by the West Bend Police Department 911 Dispatch Center. Cellular 911 calls made from the city are initially answered by Washington County Sheriff's Dispatch and then transferred to the West Bend Dispatch Center. Landline 911 calls from addresses within the city go directly to the West Bend Dispatch Center. A trend noted across the Country has been that the majority of 911 calls are coming from cellular lines rather than landlines. Infrastructure costs to operate 911 centers also continue to rise and are duplicated in the city and the County Dispatch Centers.

Washington County will provide 911 Dispatch Services for the city at no additional cost to the city. MCMAHON recommends the city transfer 911 Dispatch/PSAP responsibilities to Washington County. This may allow current tax levy to be utilized to assist in funding additional firefighter positions recommended in this report.

MCMAHON also recommends re-categorizing the current Administrative Assistant position. While the quantity of hours for the position is currently sufficient, the duties of the position have been expanded beyond those of an Administrative Assistant. The position should be appropriately compensated for the knowledge and responsibilities required for the position.

R. External System Relationships

The Fire Department relies on other City Departments and neighboring fire departments to provide effective public safety. Maintaining relationships with these various departments is important component of the West Bend Fire Department being an effective organization.

The maintenance responsibilities for the Department's apparatus were moved from an in-house Captain position to a combination of outside vendors and the Department of Public Works several years ago. The Deputy Chief is responsible to coordinate work between the DPW and the outside vendors. Continual personnel turnover of DPW mechanics has been a significant challenge for the Fire Department. MCMAHON learned that one of the possible causes for the on-going turnover in the mechanics position is low compensation levels for the position.

Due to the geographic location of the city and the more rural communities around the city, other communities that surround West Bend do not provide full-time staffing in their fire stations. This challenges West Bend's ability to rely on these communities to provide timely mutual aid responses to the City of West Bend. The Department currently utilizes a mutual aid engine to assist on a structure fire response. Response times for the mutual aid resources can, at times, be challenging since these resources are generally staffed by firefighters who are not in the fire stations at the time of calls. MCMAHON recommends the Department engage additional neighboring departments in automatic aid agreements that would provide immediate response at the time of dispatch to significant calls for service.

S. Health and Safety

The Department has a Safety Committee as mandated by the State of Wisconsin Department of Professional Standards.

A wellness/fitness program exists in the Department also. Each station has fitness equipment that is accessible to all members of the Department. The fitness facility at Station 2 is not adequate and in need of upgrades. Department members actively participate in the wellness/fitness program; however, progress is not measured. MCMAHON recommends the Department establish outcome goals for the wellness/fitness program.

V. SUMMARY OF RECOMMENDATIONS

The West Bend Fire Department currently operates a fire department whose members are focused on service to the community. The recommendations included in this study, if implemented, can make the Fire Department more effective and efficient. The Study recommendations are summarized below:

WEST BEND FIRE DEPARTMENT

REPORT SUMMARY AND CONCLUSIONS

FUNCTIONAL CATEGORY	CURRENT STATUS	RECOMMENDATIONS
Department Reporting to City Council	Chief presents an annual report to the council	Chief should consider quarterly reports to the City Council
Department Organizational Structure	Current structure lacks effective supervision with unionized positions	Create 3 deputy chiefs to more effectively supervise operations
Risk Assessment	The Department has not conducted an area-wide risk assessment	Complete a risk assessment for the entire service area
Strategic Planning	Department does not have a strategic plan	Develop a strategic plan that is consistent with the City's overall strategic plan
Budgeting	Currently the City Council is isolated from the budget development process	Create a mechanism to have greater input by the Council on the budget and tie budget to the strategic plan
Response Times for Calls	Current measure of response times is arrival of first unit	Consider measuring the 90 th percentile for arrival of effective number of units on scene
Fire Prevention & Education	Department struggles to complete required inspections	Consider creating a position of civilian community risk reduction specialist/fire inspector
EMS Cost analysis	No EMS cost analysis has been done by the Department	Conduct a thorough EMS cost analysis
Ambulance Fees	Ambulance fees are not adjusted on any regular basis	Increase current ambulance fees; Also create a base fee and a mileage fee
Ambulance Staffing	Ambulance is staffed with 3 paramedics	Staff the ambulance with 2 paramedics
Fire Stations Physical structures: Option 1	Fire stations are getting old and in need of up grades	Replace or remodel Station 1 Replace and relocate Station 2 Maintain Station 3
Fire Stations Physical structures: Option 2	Fire stations are getting old and in need of up grades	Replace or remodel Station 1. Close Station 2. Maintain Station 3 with small addition.

Department Record Keeping	Department currently uses Pro Phoenix software	Move to a patient-side electronic patient care reporting system for medical records
Compensation	While a classification and compensation study was not done, current compensation appears below market	Conduct a class and comp study of Department wages
Training	ISO training standards are not being met	Improve the level of training in the Department; extend the orientation time for new fire fighters
Emergency Dispatching	Calls are dispatched from the City's dispatch center	Consider transitioning to the County dispatch center to save money and improve service
Department Administrative Assistant	Currently position duties have not been reviewed	Restructure the Admin. Asst. position to recognize current responsibilities
External Relationships	Some frictions seem to exist with other City Departments and area Fire Departments	Work to improve inter-department communications and working relationships
Health and Safety	Concern for health and safety currently exist	Station 2 needs complete replacement; Establish outcome goals for the wellness/fitness program.