Greater Cooperative Opportunities Between the

City of Burlington Fire Department

Town of Burlington Fire Department

Burlington Rescue Squad

Final Report

Submitted by:

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Introduction to Opportunities

McGrath Consulting Group, Inc. was commissioned through a joint agreement between the City of Burlington, Town of Burlington, and the Burlington Rescue Squad to seek opportunities for greater cooperative efforts between the two municipal fire departments and the Rescue Squad, a private corporation. Although the field personnel indicated they work well together, there is little interaction other than on the emergency scene. The consultants were told from the onset the project wasn't a consolidation study, rather governing officials expressed a desire to explore opportunities to improve services and save money. However, the more closely the three departments work together, the group that benefits most are the citizens and visitors of the greater Burlington area – those needing the service. This report will indicate areas of service excellence as well as opportunities to provide better services by implementing greater cooperative efforts.

Providing excellent emergency services is the mission of governing officials. The City and Town of Burlington are most fortunate to have a pool of volunteers willing to serve the community. Although the consultants have praise for the volunteers, the municipalities require substantial budgetary commitment in terms of facilities, capital equipment, training, personnel, etc. The Burlington Rescue Squad is close to self-funding due to its relationship with Rotary Club; however, the Rescue Squad also requires some fiscal assistance ($9,000) from the Town of Burlington and the City of Burlington provides space in its facility.

What has worked in the past, however, is becoming increasingly challenging. Provision of local emergency services often requires a substantial budgetary commitment on the part of local municipalities in terms of personnel, training, and capital costs. Local governments and their emergency services departments operate within a context of competing constraints including tight budgets, public demand, mandatory performance standards, and the inherently unpredictable nature of emergency response. These issues present challenges to community leaders attempting to determine the manner in which excellent emergency services should be provided to their communities. Regional service consolidation is a rapidly expanding policy option employed by local municipalities to manage these competing needs.

Service partnerships occur when municipalities agree to provide fire and EMS services either as a combined service district or through various types of cooperative service agreements. The goals of service partnerships include maximizing economies of scale, minimizing redundancy, and providing greater depth of service. The potential to maximize emergency service, given scarce fiscal and human resources, makes partnerships an attractive option for many communities. Even though there are differences among these organizations, consolidation can be successful after careful policy analysis prior implementing any consolidated service plan.

Partnerships of fire and EMS services occurs when elected and governing corporation boards agree that the primary goal should be to provide the highest level of service to those in need. When the goal is to maximize emergency service given scarce fiscal resources, it then makes greater cooperative efforts a necessity ('Cost Benefit Analysis', UW-Madison, 2012).

There are copious opportunities to improve emergency services and save money in Burlington, but there needs to be a willingness to move beyond some historical roadblocks, held closely to the hearts of some of those who govern; and a general feeling of autonomy by many department members. Combining efforts will improve services, but it will take individuals to focus on the windshield (future) instead of the rearview mirror (past). There is for many, a long history of dislike between the Town and City governing officials and between department members, which somehow overrides the willingness to focus on those needing the service. The consultants often heard the excuse of "we have always have done it that way" thereby justifying the status-quo.

Many current governing officials and department members/leaders want to move beyond that history and write a new history of cooperation and partnership; however, a long, well-developed set of self imposed policies and procedures stand in the way. Not all wrongs will be righted in a single attempt; and there will (and perhaps should be) casualties, but what is best for the people needing the service should prevail.

The Rescue Squad has a proud history with the citizens of both the Town and City and a partnership with the local Rotary Club who has been a financial resource for the Squad. This organization is a completely volunteer group of individuals who provide emergency medical

services at the Emergency Medical Technician – Intermediate Technician level, at minimal cost to the taxpayers. The City provides the facility and the Town provides a small "donation" on an annual bases. The issue of concern for some of the members of the Rescue Squad was the interpersonal interactions with the City's career firefighters and former leadership, which seemed to be of significant influence. (Note: City Fire Department leadership changed during the course of this project.)

This report is not the first attempt to discuss greater cooperative efforts, as was affirmed by many during the interview process. In fact, many of those same individuals questioned why the outcome this time would be any different than in the past. The consultants will not pretend that they cannot see the 800 pound gorilla of resistance; rather will focus on those governing officials and department members who want to focus on what is best for those in need.

The joining of these organizations into a single agency will occur in the future through necessity; yet some on all sides will have to fall on the sword in an attempt to prevent the inevitable. Why is it inevitable? First, there are only so many volunteers from which three agencies are attempting to draw from. Yet each agency is mystified as to why they can't get more volunteers, although acknowledges they are drawing from the same pool. Very few members are members of another department because the system is currently designed to hinder it; rather than award them. Each respective organization requires more time to be given by a volunteer, thus allowing only a small number of individuals willing to serve in another organization (e.g. member of both fire and rescue). Rather than consolidate services so the individual could perform both services under a combined agency, and participate in joint training, roadblocks exist within each organization. There are firefighters with EMT certifications who can't utilize those skills because they can't leave the fire station even if the individual requiring medical attention lies across the street. Why? Because of self-imposed department rules.

Another and more important reason the groups will inevitably be combined will be the citizens' expectation of a higher level of service on the street. The current practice is for a career City firefighter to respond alone to a fire call, however, he is not allowed to respond – at all – to an EMS call. By changing this practice, the current turnout time, (aka: out the door time – time

from when the agency is notified to the time the unit left the station) would change from 5 minutes and 9 seconds to under 60 seconds. This change has a significant impact for a patient who is not breathing when help can arrive in 1 minute versus 5+ minutes! The only reason this is not happening today is self-imposed rules by each organization. The focus of what is best for the patient has been lost because of events that have happened in the past or worse yet because of dislike.

Another advantage of combining agencies is the elimination of equipment. Extrication equipment is an example. Currently the Rescue Squad has extrication equipment; recently the Town Fire Department purchased extrication equipment; and the City has indicated they want to purchase extrication equipment. The Rescue Squad has acknowledged that there is insufficient personnel to always staff the Heavy Rescue truck that contains such equipment in a timely manner, as well as strong opposition that any other department provide the service. Are three sets of extrication equipment needed?

Yet, each body of leadership will justify this duplication on "what ifs"; or that it takes Rescue too long to get there. Each agency having its own extrication equipment is an unnecessary duplication, not even considering the cost of the equipment. Whereas, if the departments extrication efforts were combined, better extrication equipment could be purchased and the combined manpower could get that equipment on the road quicker. Who benefits? The **patient!** The consultants addressed this very issue in a Wisconsin study where three departments all had extrication equipment and they would work against each other (one department on one side of the vehicle – the other on the other side) working to get to the patient first. The competition to show which department is better – battling extrication wars – has no place in the emergency service and is definitely not in the best interest of the patient.

Another example encountered was to have a governing official actually attempt to justify to the consultants that if the house across the street (outside his jurisdiction) was on fire, his fire department would not cross the street until asked. Who is best served by this attitude? The answer to the current environment is to stop putting one's own self-interest, and hurt feelings, before the interest of the individual who *needs* emergency help.

To complete this study, the consultants conducted a series of interviews with City, Town, and Rescue Squad Board members; City and Town officials; Department leadership; Department members; County and City Dispatch; and other identified stakeholders. The responses were kept confidential and obviously very diverse; however, when all were done the consultants struggle to find even one valid reason for not combining these agencies. Our team is not suggesting it will not be without challenges; and there will most likely be causalities in some organizations, but the last thing these three agencies and two municipalities need is another study that can be discounted. It is highly recommended the governing bodies join resources or abandon any future discussions of working together and continue to duplicate resources and unnecessarily spend tax payer money.

Just prior to the writing of the draft report, the City of Burlington hired a full-time, career Fire Chief. Our team has received nothing but cooperation from this individual. However, being new, he is limited in his knowledge as to reasons for many of the fire department's past practices. Many of the recommendations within this report may have already been implemented or considered by the new Chief. It is hopeful that this report will become a book of opportunities for the new Fire Chief to consider. The recommendations are based on the data and interviews of the leadership and members prior to the appointment of the new Fire Chief.

The consultants asked the new career Fire Chief to provide a list of what changes he has initiated since his arrival in late June. The following items were provided:

- Vehicle backing policy requiring someone behind the vehicle for safety.
- Career members now have consistent uniforms – eliminating 14 different variations.
- Inspector wears a white shirt when conducting inspections – white is symbolic of authority in the fire service.
- Career members are required to accomplish 20 hours of training per month.
- Career members given an area of responsibility (e.g. pre-plans etc.).
- Chief's notification policy.

- Radio signature policy (officers given a number to identify them on the radio).
- Pre-incident planning program policy.
- Alarm time recording directive (e.g. must record seconds in addition to minutes).
- Command procedures directive (highest ranking officer must take command).
- All units switch to a fireground frequency when two or more units are on the scene (allows for main frequency to remain open for emergency dispatches).
- Phone answering policy – using name and rank.
- Duty officer program where one member takes a fire department vehicle home on weekends.
- Changes in City dispatching procedures.
- Created a single engine response policy for minor incidents.
- Have Rescue set up rehab sector on larger incidents.
- Implementing quarterly training with neighboring departments.
- Firefighters no longer direct traffic at vehicle accidents.
- Implemented a drivers program for the aerial tower (only four individuals were allowed to drive prior).
- Communication training program.
- Empowered members to research programs such as water rescue, technical rescue, etc.
- Changed start time of career from 0630 hours to 0800 hours.

The reader should note that the consultants have identified many of these issues within the report and applaud the Chief on his initiative.

The report format is designed in **two sections**: Executive Section – an executive summary of topics addressed in the report. In most sections, however, in order for the reader to fully comprehend the rationale for the recommendations, it is suggested that the second section -

Comprehensive Analysis - also be read. The Comprehensive Analysis (sub-titled appendices) section will provide the reader with the methodology, data, standards, and rationale utilized by the consultants to develop the recommendations.

The consultants requested copious amounts of data and information from all three departments. Appendix N lists the data requested from the Fire Departments; Appendix O is the list of data requested from the Rescue Squad. From this data, the foundation for building future cooperative opportunities was developed. It is important for the reader to understand that a report of this nature is a snapshot in time and numbers might change. The recommendations are only as good as the data and information provided and every effort went into validating the material given to the consultants. Unfortunately, although always congenial, the data received from Burlington Rescue Squad was very limited and the consultants must assume the department either did not have the requested data or chose not to provide it. In either case the recommendations can only be based on material received and the consultants are always concerned about new data that appears after release of the report – review of appendixes N and O will illustrate what data was initially requested and followed up on.

Five consultants were assigned to this study. Each handled topics that were appropriate to their specific skills and expertise:

Dr. Tim McGrath – Project Manager

Dr. McGrath is president of McGrath Consulting Group, Inc. and has 33 years of active fire/EMS service. Dr. McGrath was Fire Chief of two diverse communities in Illinois and Wisconsin. He holds Ph.D. degree in Administrative Management and is the founder and CEO of McGrath Consulting Group, Inc. Dr. McGrath was a paramedic for 25 years.

Chief David Berousek – Fire/EMS Consultant

Chief Berousek has 32 years in the fire/EMS field and served as the first Fire Chief for one of the largest consolidated fire departments in the United States consisting of seven Wisconsin community's fire/EMS departments. Chief Berousek holds a Bachelors degree in Fire Science. Chief Berousek held an EMT license with the State of Wisconsin.

Battalion Chief Larry Pieniazek – Fire/EMS Consultant

Chief Pieniazek has over 33 years in the fire/EMS field for a large Chicago suburb department. His position as Battalion Chief was second in command in the Fire department. Chief Pieniazek holds a Master's degree in Business Administration. BC Pieniazek held an EMT license with the State of Illinois.

Dr. Victoria McGrath – Human Resources

Dr. McGrath is the CEO of McGrath Human Resources Group, a subsidiary of McGrath Consulting, and has over 19 years of experience in the field of human resources in both the private and public sectors. She is a faculty member of Northwestern University. Dr. McGrath holds a Ph.D. in Administration Leadership.

Chief Robert Stedman – Fire/EMS Consultant

Chief Stedman has 30 years experience in the fire/EMS field and has served as the lead fire/EMS consultant for this firm for the past ten years. Chief Stedman holds a Master's degree in Vocational & Technical Education. He is currently the Fire Chief in a Wisconsin consolidated department who provides both fire and EMS to two communities. He held an EMT license with the State of Wisconsin.

Additional staff members with fire/EMS certifications were utilized as needed during the department membership interview portion of the study.

Executive Summary

Department Overviews

See Appendix A for greater discussion and list of opportunities/challenges associated with each department.

Note: *When referencing policies and practices of the City of Burlington Fire Department, the information concerns the time period of the recently retired Fire Chief. Unless otherwise qualified, information that demonstrates current policies, programs, responsibilities, etc., are attributed to the information obtained during that administration, and not reflective of the new Fire Chief. This statement should not be interpreted as criticism of the former Fire Chief; rather the majority of the study was conducted prior to the new Fire Chief being hired.*

City of Burlington Fire Department

Much of what the City of Burlington Fire Department did and continues to do in terms of policies, apparatus, staffing, and general philosophy of how service should be provided is based on obtaining a good ISO rating. Unfortunately, having a good ISO rating does not automatically translate into excellent service. To measure the efficiency and effectiveness of a fire department, the gold model is Center for Public Safety Excellence (CPSE) accreditation. The consultants will address ISO and CPSE in the National Standard section of this report.

The Department provides fire suppression services to the 7.73 square miles of the City of Burlington and consists of very dedicated individuals, both career and volunteer. The consultants view the department as a very good group of dedicated individuals functioning under a service delivery model that has long since changed. What was of concern was a repeated theme from those who dealt with the department and from some members themselves of a culture and attitude bordering on treating people with disrespect. The consultants did not witness such treatment, but heard it from too many sources not to believe that it has some legitimacy.

At the beginning of the study, the City Fire Department had 46 volunteer members and 4 career members. The position of Fire Chief was a volunteer position until June 2013 when it was changed to a career position and filled by individual outside the department.

Volunteer and paid-on-call organizations are built on four basic premises – pride, exclusivity, influence, and competition. The early volunteer organization had a tremendous amount of pride in the service it provided. It was exclusive in that only a few were allowed to join. It had tremendous influence, particularly in local political issues and elections. As a result of volunteer fire departments "springing up" (often next door to one another), these organizations were in competition with one another – primarily because of the number of volunteer companies in many communities and the lack of coordination among them.

What is of interest/concern is that the City of Burlington Fire Department maintains by-laws although it is a municipal fire department. Thus, its structure models a private corporation; a model still found in parts of Wisconsin. The Fire Department submitted its revised by-laws to the City Common Council which adopted them by resolution in August 2012; this is a usual practice and found more often when the municipality contracts with a private corporation for services, not a municipal department. Within the by-laws the Fire department consists of a Fire Chief, Deputy Fire Chief, two Assistant Fire Chiefs, Safety Officer, Secretary, and Treasurer.

Although the volunteer Fire Department is not legally a corporation, it has the same structure as a department that is a corporation, and in many aspects operates as one. The City is encouraged to stop the practice of adopting the department's by-laws and begin to address the Fire Department as another City department. The volunteer members are encouraged to form an "Association" whose purpose is primarily social and not management of the department. The City should stop paying the volunteer members who serve as Secretary and Treasure a yearly stipend; rather the City should be responsible for all management and structure of the department.

Town of Burlington Fire Department

The Town of Burlington Fire Department seemed to function very well with a group of talented leaders and dedicated paid-on-call members. The consultants believe the department would benefit from moving beyond some very old organization structures and function as a municipal department (which they are) rather than a private corporation. Again, there is a carryover from a traditional private corporation structure.

The Town of Burlington Fire Department provides fire protection to 35.9 square miles (34.5 land: 1.4 water) and has no positive water (fire hydrants). The Department has 32 paid-on-call (POC) members and 7 reserve members. The most significant difference between paid-on-call and volunteer departments is that paid-on-call members are compensated for emergency responses and training, and volunteers receive no compensation for their service. In terms of dedication to serving the community, the difference is non-existent. The difference, however, can be significant when it comes to employee status (this issue will be addressed in the Human Resources section of this report).

The general membership is paid through an allocated amount of $18,100 (2013) and this amount is distributed based on a formula of training, truck checks, meetings, and calls per individual active membership during the year.

The Fire Chief is elected by the general membership for a two-year term. Also elected by the general membership are the Assistant Chiefs, Captains, & Lieutenants – all for two-year terms. The Deputy Fire Chief and Safety Officer are appointed by the Fire Chief.

Burlington Rescue Squad

Unfortunately, the Rescue Squad provided very limited information (see Appendix O – Data Request) and the consultants wish to thank one of the officers who answered numerous questions in an attempt to best represent the Burlington Rescue Squad in this report. The Burlington Rescue Squad, Inc. holds the license from the State of Wisconsin to provide EMS.

The Burlington Rescue Squad was started by the Burlington Rotary Club and the club continues to sponsor the Rescue Squad serving as the financial oversight. Monies obtained by the Rescue Squad (e.g., patient billing) are sent to the Rotary Club to be placed in the Squad Fund. The Rescue Squad has a quasi-governing Board comprised of four Rotary members (appointed) and four Squad members elected each year to the position of: Chief, Captain, 1st Lieutenant, and 2nd Lieutenant. This Board sets the budget and approves expenditures.

Burlington Rescue Squad covers both the areas previously listed for the City and Town Fire Departments serving a non-transient population of 16,850:

- City of Burlington = 7.73 square miles
- Town of Burlington = 35.90 square miles
- Burlington Rescue = 43.63 square miles

** The Squad provided data that they protected 26 square miles; however, during interviews the leadership indicated they protect the same areas as does the City and Town fire departments.*

At the time of the report the Rescue Squad provided a membership list of 22 members with an average tenure of slightly over 10 years. Included in the list of 22 members were 4 probationary and 2 students (high school program), one member was on a leave of absence, which leaves 15 members without restrictions, qualified to respond to emergencies. Of that number, the officers interviewed believed there were six active members available to answer weekday normal work hour emergency calls.

The members of the Department elect a Chief, Captain, 1st Lieutenant, and a 2nd Lieutenant to serve as the officers. All members of the Rescue Squad, including the officers, are volunteers receiving no compensation for services. Members who attend meetings, training sessions, and seminars will be reimbursed for their tuition, books, and mileage. Active Rescue Squad members are provided a membership to a Health Club/Fitness Center in the Burlington area.

National/Industry Standards

See Appendix B for greater detail about industry standards that apply fire and EMS agencies.

There is a considerable discrepancy between the numbers of industry standards that apply to the fire service versus those that apply to the EMS industry. Thus, this section will discuss the standards applicable to each agency.

Burlington City and Town Fire Departments

The two fire departments are covered by the same industry standards, even though the City does have a small number of career personnel. Since most of the standards are not mandatory, those who govern need to make the determination as to the implications of these standards for their respective communities. That is why standards are sometimes viewed as a double-edged sword. The department does not have to mandatorily meet them, but if a serious incident occurs (for example, serious injury or death of a member), the department will be judged against the industry standards. It is not recommended that any municipal body or department intentionally disregard industry standards or adopt them; rather, it should work to meet them.

Standards that apply to both fire departments include but not limited to:

- National Fire Protection Association (NFPA)
- Occupational Safety and Health administration (OSHA)
- Insurance Service Offices, Inc. (ISO)
- Wisconsin Department of Safety and Professional Services (SPS 330)
- Center for Public Safety Excellence (CPSE)

Burlington Rescue Squad

A department that is solely EMS has fewer national and industry standards. The Rescue Squad must follow the following standards, but also adhere to the standards set forth by the designated Project Medical Director. Since each member of the Rescue Squad is working under this individual's license, many of its medical practices are governed by this physician. The following organizations standards would apply to the Rescue Squad:

- American Heart Association (AHA)
- American Medical Association (AMA)
- American Association for the Surgery of Trauma (AAST)

Most EMS standards seek to have the ambulance (or EMS source) arrive within six minutes from the time the call was received. The AHA also indicates that for every minute that passes without medical intervention, the patient's chances of survival drop 7 to 10 %. Patient resuscitation after 10 minutes is rarely successful.

Emergency Activities

See Appendix C for greater detail.

The consultants requested emergency response data from all three departments for the three-year study period (2010-2012). The two fire departments utilize the record management system Firehouse™; Burlington Rescue Squad utilizes Tri-Tech Sweet-Field Data.

By far the most accurate data was provided by the Town of Burlington Fire Department. When the Town of Burlington's data was analyzed utilizing various field combinations – there were few, if any discrepancies.

Burlington Rescue Squad provided limited data in two formats – some were numbers of total calls and the other in number of total patients. Thus, there were significant challenges in comparing Rescue data to fire department data. There were also problems with the data presented by the City Fire Department; in many cases data conflicted with other data presented to the consulting team. Both organizations – Burlington Rescue and the City Fire Department – would significantly benefit from implementing a data quality control program pertaining to all data entries. In addition, the leadership of these two departments have opportunities (and are encouraged) to utilize their emergency response data in management, resource deployment, fiscal budgeting, and strategic planning.

Three Year Call Data

Calls increased for all three departments from 2010 to 2012 as illustrated in the table below:

Table 1: Total Emergency Activity by Provider

Total Calls	2010	2011	2012	Total	% Change 2010 to 2012
City FD	139	172	170	481	22.3%
Township FD	122	108	129	359	5.7%
Rescue Squad	961	1,079	1,127	3,167	17.3%

What is not reflected in the data is the number of calls that these departments respond together. In many situations, the Rescue Squad responds on fire calls for both the City and Town and performs a variety of medical services; however, this is not reflected in the data. Rather each agency completes its own individual records regarding the incident. There is no collaboration in the data on situations that relate to the same incident. In situations where each agency may be questioned legally, it would appear as if each were responding to a separate call. This could have serious liability consequences for each agency and/or municipality, especially if the reports conflict.

Review of the data in Appendix C will illustrate:

- Total call – percent increase or decreased
- Simultaneous incidents
- Calls by time of day
- Calls by day of the week
- Calls by month
- Calls distribution by district
- Distribution by shift
- Mutual aid/Automatic aid

The data analysis illustrated that through greater cooperation and partnering of resources, it would not only save money, but more importantly provide better emergency services to those in need. Further, cooperation and collaboration on incident reports would also mitigate the potential liability to each of these organizations. Although the three organizations profess they work well together, the documentation does not support those claims.

Response Time

See appendix D for greater details.

Providing emergency services is all about response times. How long it takes the Fire Department or Rescue Squad to get on location to begin to mitigate the fire or emergency medical situation is the primal issue. What is an acceptable response time is subjective depending if you are the one in need or not. When a citizen makes a call to 9-1-1 for an ambulance or fire, every second seems like minutes and their anxiety will disproportionately increase as the severity of the incident worsens.

All fire professionals understand the importance of response time and many have lived the results of not being there just a few seconds sooner. Yet many fire and rescue squad departments do not routinely use data as a management tool to address opportunities to improve response times; such seemed to be the case in this study.

The City's Fire Department average reaction (out the door) time for 2012 was 2 minutes 57 seconds. Three seconds shy of three minutes to get out the door for a career on-duty person should be most troubling for the department leadership. However, the department documented arrival time on scene peaked at 5 minutes. It should be noted the City only records in full minutes, so any of these numbers could be off by 59 seconds. The fact that dispatching and paperwork (when the City has a full-time dispatcher on duty) is deemed of greater importance than immediate emergency response is perhaps one of the biggest concerns, and immediate changes are needed. What is a minute difference in a fire? The answer is subjective because of the number of variables; however, it is a commonly acceptable belief in the industry that fire doubles in size every minute.

The Town's Fire Department was unable to provide Turnout Time (out the door time), but had an average total response time of 9 minutes (from receipt of the call until arrival). This is probably accurate and consistent with average response times found in volunteer/paid-on-call departments.

The Rescue Squad only provided average turnout times (out the door times) for the three year period, which averaged 5 minutes and 9 seconds. Again, being a volunteer group and having to leave one's place of employment or home and respond to the station, these are most likely an accurate representation of the one component of response time. No data on total response time (notification to arrival) was provided.

Dispatch (PSAP)

See Appendix E for greater detail.

The term "dispatch" refers to a Public Safety Answering Point (PSAP) in which emergency calls are received and the proper emergency responding agency is notified. Dispatchers have to be multitasking, fairly unflappable, and have to provide leadership and empathy to people who are in the midst of a crisis. The more intense the emergency the greater need for the dispatcher to remain calm and make critical decisions.

Depending on where you are and what type of phone is used will determine where your 9-1-1 call will be routed. The consultants met with the Communication Director and Assistant Director of the Racine County Communications Department, the Police Chief of the City of Burlington, and two of the City of Burlington career firefighters to gain an understanding of how calls are received and dispatched.

Each of the three Dispatch Centers (PSAP) will be discussed in detail in Appendix E of this report. However, an overview will identify a very competent County run system which provides dispatch services to 22 County agencies, with the exception of the City of Burlington which has its own dispatch center.

All cellular 9-1-1calls are received in County PSAP and then either dispatched by the County or transferred to the City of Burlington PSAP. 9-1-1 telephone land-line calls originating in the City of Burlington are received by the City PSAP who dispatches the call and then the career on-duty firefighter begins completing a *hand written* paperwork before responding; each have recording systems. Thus, the call is being recorded in two places. If the procedure seems

difficult to understand it will be described in greater detail in Appendix E which will validate its complexity.

The issue concerning the consultants is the unneeded liability the City is accepting by transferring emergency radio transmissions back and forth between the City PSAP and the fire station. In addition, requiring a career firefighter to sit in the vicinity of the radio rather than being productive is an expensive duplication of City resources. Worse yet is to have a career on-duty firefighter doing paperwork and dispatching thus adding time and causing a slightly less than a three minute average turnout time – time consumed before leaving the station to respond to the emergency.

Staffing

See Appendix F for greater detail.

Staffing is typically a significant concern as the need to achieve a balance between necessary resources (personnel, equipment, and facilities) and the ability to fund the needed resources widens. Chiefs, firefighters, and EMTs of all ranks normally want to increase the number of fire and EMS department staff in order to better serve the citizens. On the other side of the equation is the factor of what the community/corporation can afford.

Several staffing models in the United States include: career (full-time), part-time (paid-on-premise), paid-on-call, and volunteer. In addition there are private (non-governmental) contractual and Public Safety departments utilized to a lesser degree. Volunteers make up 71% of staffing models, yet only serve 20.8% of the U.S. population. The majority of EMS in the U.S. is fire-based making up 48.6% of all EMS providers.

If the City Fire Department, Town Fire Department, and Burlington Rescue Squad were to combine personnel today there would be **100 members** to serve the area. However, each organization attempts to recruit members from the same pool, thereby making adequate staffing a concern for all. Appendix F outlines extensive recruitment suggestions and addresses the importance of retention.

The consultants do not support career firefighters for the City of Burlington unless they become dual certified in fire and EMS and the City begins to provide, at minimum, First Responder services. Rather the City could double the number of personnel on duty 24/7 and save $77,200 annually by using paid-on-premise. When any of the department deems there is a need for on-duty personnel (or additional on-duty personnel) the consultants recommend paid-on-premise.

Human Resources

See Appendix G for greater detail.

The Human Resources section covers a number of areas: recruitment, new member orientation, promotion, performance management, and information on what should be in personnel files and record retention.

The area, however, that requires special attention is the ability of the City Fire Department - volunteers, and the Town Fire Department to function as independent organizations. Regardless of pay, all of the members of these two departments are municipal employees. As such, both the City and the Town have sufficient personnel to qualify for a host of federal and state laws: Fair Labor Standards Act; Federal discrimination laws; State discrimination laws; Immigration and Control Act. As such, the independent activities of the volunteers can place the municipality in a situation that has to defend any claims of discrimination. Thus, the City and Town must begin to place the same policies and procedures that are required for other municipal departments within the fire service.

This includes the appointment of the Town Fire Chief, elimination of officer elections, requirements for all members to follow City/Town policies. The City/Town must incorporate into their personnel handbooks and other municipal procedures those individuals – career or volunteer. These individuals cannot nor should not have the ability to act independent of the policies established by the governing officials.

The Rescue Squad, although a private volunteer corporation does not have the extent of labor laws to adhere to, but must comply with discrimination/harassment claims of its members;

lawsuits due to perceived property rights; and all of the laws governing an EMS organization determined by the State. As will be highlighted where appropriate, the consultant has worked for a very similar organization – a volunteer, private EMS organization – that is embroiled in a sexual harassment law suit; claims of fraud and misappropriation of funds by board members; and placed on probation by the state's EMS regulatory agencies. As a result, a member handbook has been developed, as well as written protocols, policies, and procedures. The EMS Chief and officers are selected by the Board of Directors, and if the agency does not follow the prescribed remedies and required training – it will lose its license. All of these actions stem from how personnel were treated within the organization. Thus, the Rescue Squad is not immune.

The consultants recommend that all three agencies consider a joint human resource professional to assist not only in the department, but also for Town/City personnel functions. The Town did not provide its employee handbook, but a cursory review of the City's employee's handbook found a number of personnel policies inadequate, missing, or not up to date. Thus, a complete overhaul of the City's employee handbook must be completed. The consultants would suspect the same recommendation can be made for the Town's handbook.

It is extremely difficult for a volunteer chief, chief officers, or even an appointed full-time chief with limited department resources to run an organization – operations, apparatus, emergency runs, inspections, education – let alone all of the personnel functions of the department. Yet, the most costly – litigation, loss of reputation, and the risk of personal law suits – makes this function one of the most important.

Stations

See Appendix H for greater detail.

The Station section of the report includes GIS mapping of all of the existing City and Town fire and EMS stations illustrating the travel distance achievable with a five minute drive time under normal traffic and weather conditions. In addition, the GIS mapping illustrates the amount of overlap between facilities (areas two or more stations can all reach in a five minute time).

City Fire & EMS Station

City of Burlington Fire Department & Burlington Rescue Squad share a facility at 165 West Washington Street. The original building was built in 1969. An addition to the station for the Rescue Squad was built in 1993. Although the two organizations share a building, there is little else they do together. The consultants repeatedly heard the facility referred to as "fire side" or "rescue side"; in fact, more than once it was suggested to the consultants that they should recommend a wall be erected between the two sides.

The facility lacks an OSHA approved emission exhaust system, fire suppression system (sprinklers) or fire alarm system that transmits an alarm to the PSAP. There are approximately 150 fire station fires per year in the US.

The facility has 7,723 square feet of space on the fire side, and 4,459 square feet on the rescue side. The fire department on-duty career personnel monitor fire alarms and dispatches calls for both fire alarms and EMS. These administrative duties prevent the on-duty personnel from responding immediately to emergencies.

Town's Stations

The Town Fire Department has three stations. Station #1 and Station #2 lack an OSHA approved emission exhaust system. All three facilities lack a fire suppression system (sprinklers) or fire alarm system that transmits an alarm to the PSAP. The consultants recommend that the facility that will remain as a fire station should be renovated with these features.

Station #1 is small, occupies only 1,364 square feet, and is a part of the Town's municipal campus. It is questionable if the Town needs to keep this facility, but the GIS mapping should be of benefit to address its future.

Station #2 is near the point of needing replacement or major renovations. The SCBA filling system should either be removed or a safety containment filling station added for the protection of those filling air bottles. If the facility is to be replaced, the location is good, but it should be replaced with a modern, four-bay drive-thru facility

Station #3 is modern and with the exception of the fire suppression and fire alarm system. It is most adequate to serve in its present role for quite some time into the future. It is the only Town fire station that is ADA compliant and therefore, could serve as the location for the administrative office.

Apparatus

See Appendix I for greater detail.

City Fire Department

The City Fire Department operates three engines, two aerials, and a utility vehicle from a single station at 165 West Washington. The on-duty career members do daily maintenance checks and minor repairs to the apparatus while on duty; in addition, maintenance, testing, and minor repairs on the vehicles are also performed by volunteer members when available.

The City apparatus has more than sufficient equipment on the units due in part to the policy of allowing the volunteers to respond directly to the scene. The consultants were told that there was a need for three front line engines in order to meet the ISO pumping capacity; however the consultants respectfully disagree. There certainly is not a need for two aerial apparatus – Quint 75' and Tower 100'.

The consultants have provided a recommended apparatus replacement program and also recommend that the City purchase a vehicle (SUV) for the Fire Chief. Engine 923, when it is due for replacement, needs to be replaced with a unit with a 2,000 gpm pump. The consultants do not agree that this unit needs to remain in service because of the airport.

Town Fire Department

The Town has ample apparatus and equipment which is distributed between the three stations. The largest challenge for the Town is that four pieces are overdue for replacement, and an additional unit is due in 2013 per the recommended replacement program. Perhaps the biggest change in apparatus manufactured since 1991 are the safety factors built into today's apparatus.

Rescue Squad

The Rescue Squad's ambulances were well stocked and clean. Although the consultants recommend a different replacement schedule, the Squad's current plan is not unreasonable just more expensive. However, it is recommended to re-cassis the ambulance after eight years.

The consultants question the need for two Heavy Rescue Units. The Rescue Squad and the Town's Fire Department own such apparatus/equipment. The City may soon be obtaining the same type of unit. There is no need for two, much less three Heavy Rescue units; rather, the current Heavy Rescue owned by the Rescue Squad is best suited as the vehicle to be utilized. However, it is the least suited for emergency response staffing. The consultants recommend that the City, Town, and Rescue jointly have a single unit and have the City on-duty personnel respond with other department members when the unit is needed.

Training

See Appendix J for greater detail.

"How you train is how you will perform on the emergency scene during an emergency". Training is all about safety to those who provide the service as well as to those that receive it. A strong training program is also beneficial in the recruitment and retention of members: career, paid-on-call, and volunteers. Training is never-ending and the documentation of that training is as essential as the training itself.

The best way to create greater cooperative efforts is to coordinate all training into a single source – one Training Coordinator. That is not to say that only one person does the training; rather it is an individual that works with all three departments to ensure that when each of these organizations work together, they have the hands-on experience of doing that work in the same manner – resulting in a safer environment. A Training Coordinator would be responsible for, but not limited to, the following:

- Develop and implement a training curriculum
- Create a comprehensive training manual

- Develop lesson plans
- Create a training schedule indicating training sessions three months in advance
- Identify qualifications for course instructors
- Develop performance standards
- Evaluate personnel performance (competency) on a regular basis (minimum every six months)
- Remediate substandard proficiencies of members
- Create and maintain a central training library system
- Maintain all training records in compliance with NFPA 1401
- Ensure all personnel certifications are up-to-date
- Be the liaison with the local college's fire program
- Create a training budget
- Produce regular reports to the Chiefs

The consequences for lack of training and/or documentation are significant, costly, and avoidable. Proficiency testing should be done twice yearly and remedial training for those individuals unable to perform the evolutions in a safe manner. In addition, all three departments should implement a formal officer training program.

It is possible that Gateway Technical College could provide the Training Coordinator less expensive than hiring a single individual. The College could provide all services normally performed by the Training Coordinator.

Both the City and Town fire departments need to increase the number of training hours for the volunteers. However, this does not automatically mean more evenings at the fire station; rather much can be done through technology. The recorded training hours for the career personnel are willfully inadequate. Rescue would benefit from a more formal program and better documentation.

Fire Prevention/Safety Education

See Appendix K for greater detail.

The City has a single individual assigned full-time to the Fire Prevention Bureau who receives minimal help from some volunteer members when available. The City has 924 inspectable

occupancies of which 81.17% are scheduled to be inspected twice per year. Yet the data provided indicated that total inspections in 2012 were only 695. This issue should be resolved by instituting on-duty company fire inspections. The Town indicated they have 60 inspectable occupancies which are completed twice annually for a total of 120 inspections; however, no data was provided to validate these numbers.

Both fire departments and Rescue would benefit from a fire pre-plan program which identifies unique hazards and layout of the building which can be transmitted to emergency responding apparatus thereby identifying these conditions before entering the building that is burning.

The City Fire Department provided considerable data on their public safety programs, whereas, the Town did not, and Rescue indicated they do not provide community public safety education.

Fiscal

See Appendix L for greater detail.

City of Burlington

The City of Burlington provided an excellent budget document from which the consultant was able to obtain information. The Fire department accounts for approximately 8.31% of the total City budget in 2012. Prior to the hiring of the full-time Chief, the four career employees accounted for 63.51% of the entire Fire department budget; with the addition of the career Chief it now approaches 70% of the budget.

The 2012 fire department budget increased by 5.82% over the previous year's budget yet remains a small portion of the overall City's budget. The City has a Citywide Equipment Replacement account and shows a line item for the past three years of $155,000 towards the fire department.

In the City's five-year Capital Improvement plan a figure of $1,750,000 is indicated for a second City fire station on the Southside of the City; however there is not a dedicated fund balance of $1,750,000 in the City's budget.

Town of Burlington

The Town's total budget was about $3 million, but the proposed 2013 budget will be approximately $3.4 million. The entire 2012 Town Fire Department budget accounted for only 3.94% of the total Town's budget. Obviously, the services the Town of Burlington citizens receive from the volunteer fire department and its members are very inexpensive.

Eleven fire department officers receive annual stipends costing $19,074.88 and the paid-on-call members received money from a budgeted account in the amount of $18,100 for 2012. The paid-on-call payment is based on the number of emergency calls responded to, the number of monthly meetings, the number of training sessions and the number of truck checks attended.

The Town "donates" $9,000 to the Burlington Rescue Squad. The Town designated $121,876.61 in Capital funds for a new fire station in 2010; however, there were no contributions to that account in 2011 or 2012. The consultants questioned if the new fire station meant a fourth facility or the replacement of an existing facility – the latter seems to be the direction the Town is considering.

Burlington Rescue Squad

The Burlington Rescue Squad is a private, non-profit organization operated by the Burlington Rescue Squad, Inc. The annual budget is approved by the Board of Directors which is comprised of four Rotary Club members (not on the Rescue Squad) and four Rescue Squad members.

The Squad provided the consultants with total revenue and total expenses for the three-year study period as illustrated below:

Table 2: Rescue Squad Balance Revenue - Expenses 2010 - 2012

	2010	2011	2012
Total Revenue	$243,574.60	$269,067.64	$246,295.01
Total Expenses	$192,946.97	$209,269.41	$235,032.80
Balance	**$50,627.63**	**$59,798.23**	**$11,262.21**

Rotary Club oversees the fiscal aspects of the Burlington Rescue Squad, Inc. which includes patient billing.

Greater Cooperative Opportunities

See Appendix M for greater detail.

The entire project centered on this section and the consultants have deliberately placed it at the end of the report in hopes the reader would read the entire report. Reading the entire report will help with understanding of the opportunities listed in appendix M. The opportunities are listed as "what if" in the hopes that the reader will ask themselves if the issue identified could be a possibility, before jumping to the conclusion that it won't work. Opportunities most often come disguised as challenges to the status-quo and for many bring instant rejection. Rejecting ideas, most often, is caused by fear of the unknown; however, as discussed throughout this report, the status-quo is an illusion and the department leadership and members should embrace greater cooperative efforts before they are forced to do so by someone from the outside.

The listing in this section is only the tip of the iceberg and success begets success and it was obvious to the consulting team that small steps in greater cooperative efforts will be much more successful in Burlington under the current environment than consideration of full consolidation.

Implementation Priorities & Schedule

At the conclusion of the report is a listing of all recommendations made throughout the report by section. Within each section, the recommendations have been categorized as:

- Priority 1 = Immediate – those recommendations which should be enacted immediately.
- Priority 2 = 6 Months – recommendations which should be considered within the first six months.
- Priority 3 = 1 Year – recommendations in which the Department has some time to consider; however, should be completed within the next 12 months.
- Priority 4 = Long Term – actions to be considered within the next two to four years.

- No Date – Recommendations for consideration but are not indicated as when to implement.

Appendix A – Department Overview Concerns

In the executive summary section of this report a brief description of each department was provided. The consultants will discuss each department's opportunities and challenges and provide recommendations for the future in greater detail.

City of Burlington Fire Department

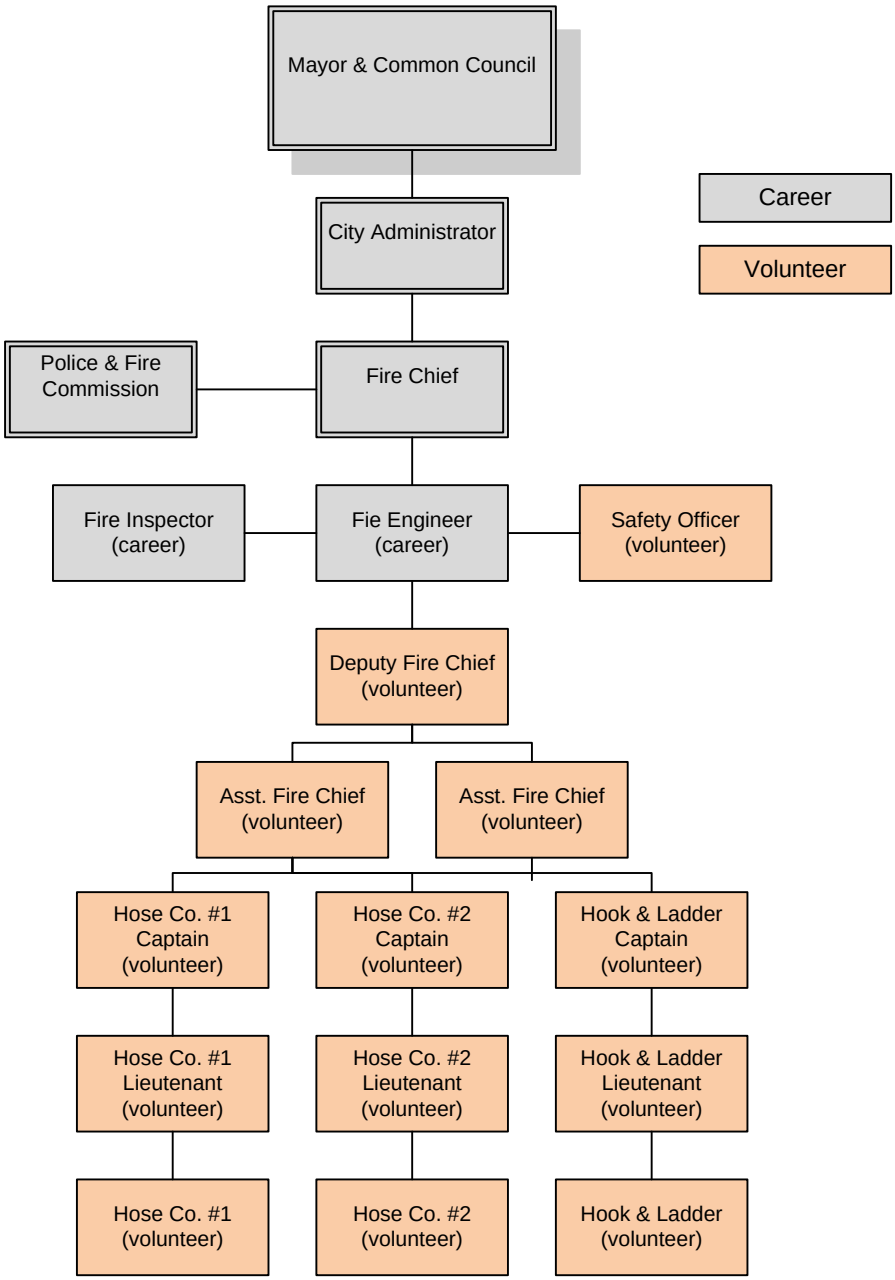
The consultants call to the attention of the reader, that at the time of the writing of this report the City just hired a full-time Fire Chief (June 2013). The consultants will make recommendations that will assist in determining the future course of the department; thus providing a roadmap for the new Fire Chief.

There are copious opportunities to change the entire philosophy as to how the City of Burlington Fire Department provides services. This ranges from members' safety, reduction of litigation exposure, to providing better and faster service. These recommendations are not meant to be critical of the volunteers or past leadership who have dedicated many hours of service to those in need; rather, it is an opportunity to reassess historical practices. Change comes difficult for some organizations, especially the fire service, which often prides itself on a long history of tradition. However, change does not mean the old practices are wrong, nor that they have not worked in the past; rather many practices and policies in the fire service have changed drastically most often to improve safety to those providing the service. The City of Burlington Fire Department has a great opportunity to reevaluate its practices and more importantly its philosophy on how services should be prioritized and provided.

The hiring of the full-time Fire Chief brings the number of career members to five in the department. The Fire Chief is appointed by the City and serves as an "at will" employee. The Fire Chief appoints the Deputy Fire Chief, two Assistant Fire Chiefs, and Safety Officer subject to confirmation by the Police and Fire Commission. The by-laws indicate the Department shall be organized into three companies (Hose Company #1, Hose Company #2, and Hook & Ladder Company) each consisting of no less than 12 nor more than 17 members. Each company elects officers who include Captain, Lieutenant, Secretary, and Treasurer. What is of significant concern is each Company hires its own volunteers with little, if any, oversight by the City.

The current fire department organization chart is illustrated in the figure below:

Figure 1: City of Burlington Fire Department Organization Chart



The City pays the career members, including the Fire Chief, a salary. Volunteers are paid a yearly stipend for the following positions:

Table 3: Annual Stipends to Volunteers

Position	Stipend
Administrative Assistant	vacant
Deputy Chief	$ 3,058.00
2 Assistant Chiefs	$ 4,598.00
Safety Officer	$ 1,523.00
FD Secretary	$ 762.00
FD Treasurer	$ 762.00
Total Volunteer Stipends	**$ 10,703.00**

Suggested Department Changes

Fire Only:

About four decades ago it was not uncommon to find fire departments that only provided fire services; yet today nationally 60% of all fire departments in the United States provide some type of EMS as actual fires account for only 5% of the department's total emergency responses (Source: U.S. Fire Department Profile NFPA - 2011). For example, the City of Marshfield Fire Department, Wisconsin records 90.8% of all services as EMS.

Most fire departments recognize that fires are diminishing, thanks to successful fire prevention programs, building codes, new construction material and methods, etc. In fact, few communities the size of the City of Burlington could afford or justify four career members (excluding the Fire Chief) for a three year average of 160.3 calls a year, or 0.44 calls per day or one call every third day. The busiest year, during the three year study period, was 2011 with 172 fire calls. This still only accounts for one call every three days.

Of the total calls, for the three year study period, 37.63% were for false alarms as illustrated in the table below:

Table 4: City's False Alarm Cause

Cause	2010	2011	2012
Malicious, Mischievous False Alarm	2	3	4
System Malfunction	18	12	27
Intentionally Set	0	1	2
Unintentional	28	42	30
Other False Alarms	3	4	5
Total	51	62	68

False alarms are a drain on a department's resources, prevent personnel from responding to actual emergencies, and increase the chances for vehicle accidents. Vehicle accidents (responding to or returning from) are the second leading cause of firefighter/EMT line-of-duty deaths. If false alarms were eliminated by as little as 50% actual emergency responses would be cut from 0.44 to 0.36 calls per day. (Keep in mind that there is a career fire prevention position; thus, more than 50% reduction should be achievable).

The Fire Prevention Officer follows-up on all false alarms, but there is no mechanism in place to notify him if a false alarm occurs after hours. Normally, he will check the run sheets upon coming on duty to see what alarms occurred, and if it is a false alarm will visit the occupancy. Although the City has a false alarm ordinance, the fire department does not enforce it. Thus, there is little incentive for a property owner to hire an alarm company to ensure the system works properly. In many cases, it is less expensive to have the fire department respond. The consultants recommend the fire department begin to enforce the City's false alarm ordinance.

Elimination of the majority of false alarms can be achieved through follow-up by the fire prevention bureau within 24 hours to determine cause and demand the system be fixed. The leading cause of false alarms is classified as "Unintentional"; therefore, greater emphasis needs to be placed on determining the exact cause of the alarm. If, for example, it is carelessness on the part of an individual, an aggressive education program might be warranted. Repeated offenders can be fined, which in most cases results in a dramatic reduction, or the elimination of false alarms.

ISO Justification

If the argument for having a career member available to respond immediately is because of the Insurance Office Services, Inc. (ISO), the consultants encourages the reader to read about ISO implications under the National Standard section of this report. In addition, a single member responding does not meet the National Fire Protection Association (NFPA) 1720 standard. The practice of having volunteers respond directly to the emergency scene violates the very premise of incident command and this response practice has been eliminated by most fire and EMS departments a number of years ago.

Unless the City of Burlington requires its career on-duty personnel to immediately respond to both fire and EMS emergencies, the consultants cannot justify the need for shift career members (one per shift). Rather the City could double the number of on-duty personnel 24/7/365 and save $77,200 by elimination of career members and instituting a paid-on-premise program (explained in the Staffing section).

The City of Burlington fire department responds with Rescue on a total of 14.14% of all fire department emergency calls. The consultants recommend that the City of Burlington Fire Department require all career personnel to be EMTs and encourage volunteer members to seek the same certification. The consultants recommend that the City purchase a SUV and equip it with EMS equipment, which would allow for the on-duty career member to immediately respond on **all EMS** emergency calls within the City limits. A partnership should be developed with the Burlington Rescue Squad regarding patient treatment.

Members Response

The members of the City of Burlington Fire Department respond to either the scene or the station. The on-duty career member will leave the station upon notification (and filling out paper work) and respond alone to the scene. It is anticipated that volunteer members will meet the career member at the scene. This is a practice that most volunteer/paid-on-call department have eliminated for the following reasons:

- **Members' Safety** – The fire service functions as a team. In order to provide emergency service, adequate equipment and personnel are needed. For example, in order to enter a

structure that is on fire, there must be two fully protected firefighters (protective gear and self-contained breathing apparatus) as an entry team with two fully protected members with a charged fire line (having water) outside to be the back-up if needed (OSHA mandate). If members respond directly to the scene it is assumed they have protective gear (perhaps one set in their possession and one at the station), but do not have resources to extinguish the fire until the arrival of the first apparatus. It is unsafe for any member to enter a building from which smoke is being emitted to investigate, or attempt to extinguish a fire without proper resources, including the required safety back-up team.

- **Multiple Vehicles** – Multiple private vehicles at the emergency scene are dysfunctional, especially if the emergency is on a major roadway. The police will attempt to limit access to the emergency scene, or in the case of the highway, move passing vehicles in a safe manner. Having multiple private vehicles at the emergency scene only adds to confusion and complexity of the police duties. Not only must the police secure the emergency scene, someone must be taken away from vital duties in order determine whose private vehicle is attempting to enter the emergency scene. This only adds to the difficulty of their job. Most departments have eliminated the practice of allowing members to drive their private vehicles directly to the scene.

- **Accidents** – One could argue that responders could have an accident whether responding to the station or scene. However, other motorists would most likely see a large fire truck versus an individual's automobile. Citizens are often distracted by passing an emergency scene and less likely to observe private vehicles of emergency personnel. Further, the City then assumes the liability of all volunteer responding, which is the case whether they respond to the station or scene, but the safety to the responder is much greater in an emergency vehicle versus a private automobile.

- **Incident Command** – The first arriving unit is to take command – that is to conduct a survey (size-up) of the emergency and implement a mitigation plan. Each member on the scene should have some type of identification (passport) which is given to incident

command so they can account for the location of all members. Members arriving prior to the apparatus are limited to conducting an external survey of the emergency and perhaps location of a fire hydrant. A single person arriving in a fire truck could easily be overwhelmed by the task that must be accomplished to establish proper command. If a responder to the scene is the incident commander, he or she must be identified and their vehicle marked so other incoming units know where to report. The very safety to the emergency providers is the foundation of incident command. Incident Command cannot be accomplished properly by having a group of volunteers respond to the scene and later attempt to organize into a mitigation team.

The consultants recommend that the City should require all volunteer members to respond to the fire station with a few exceptions. The exceptions would apply only to the two Assistant Chiefs and three Captains who would be required to complete the Federal Emergency Management Agency (FEMA) National Incident Management System (NIMS) certifications:

All Emergency Responders

- ICS-100 Introduction to the Incident Command System
- IS-700 National Incident Management System – Introduction

First Line Supervisors (Lieutenants)

- ICS-100 Introduction to the Incident Command System
- IS-700 National Incident Management System – Introduction
- ICS-200 ICS for Single Resources and Initial Action Incidents

Mid-Level Response Supervisors (Captains)

- ICS-100 Introduction to the Incident Command System
- IS-700 National Incident Management System – Introduction
- ICS-200 ICS for Single Resources and Initial Action Incidents
- IS-800 National Response Framework - Introduction
- ICS-300 Intermediate ICS for Expanding Incidents

Senior-Level Response Managers (Chief, Deputy Chiefs, and/or Assistant Chiefs)

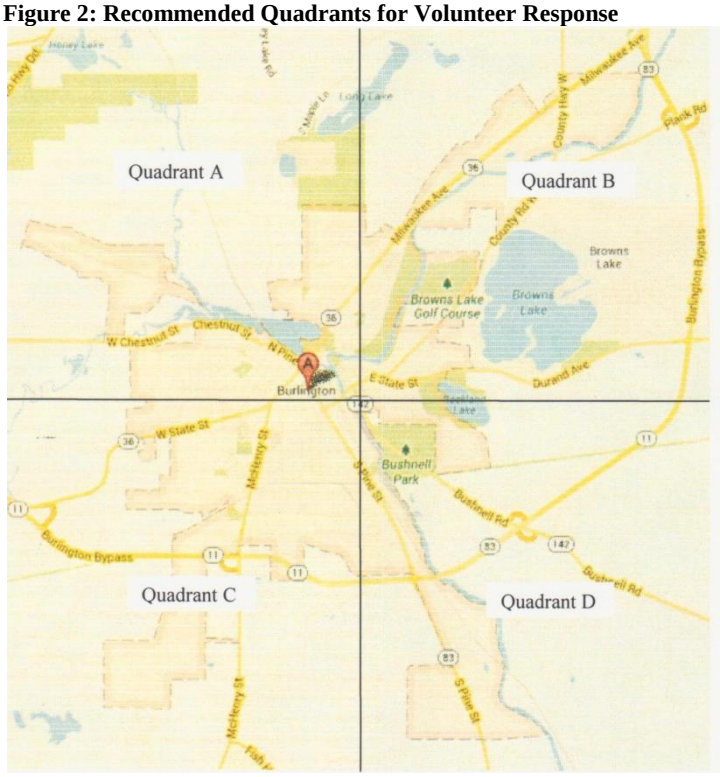
- ICS-100 Introduction to the Incident Command System
- IS-700 National Incident Management System – Introduction

- ICS-200 ICS for Single Resources and Initial Action Incidents
- IS-800 National Response Framework - Introduction
- ICS-300 Intermediate ICS for Expanding Incidents
- ICS-400 Advanced ICS

The only other exceptions of a member responding directly to the scene would be if a responding member had to literally pass the emergency scene while en route to the fire station, but those incidents should occur infrequently. All other members would respond to the station to staff additional apparatus or standby for another emergency.

To limit having multiple officers who are certified in NIMS respond to the scene, the fire departments response area should be broken into four quadrants; the two Assistant Chiefs and three Captains should be restricted to responding directly to the scene only in their quadrant to which they are assigned. The figure below illustrates the boundaries of the City of Burlington if divided into four quadrants. The quadrants include areas outside of the City of Burlington limits, but this is due to the irregular boundaries of the City and the consultant's access to a better map.

Figure 2: Recommended Quadrants for Volunteer Response



The quadrants are limited to only areas within the City

The consultants recommend that all members should respond to the fire station unless they meet the criteria described above. The leadership of the department should immediately attempt to limit the number of private emergency responders' vehicles at the emergency scene.

Members' Driving Apparatus

The consultants were told that only the four career members are allowed to drive the Tower aerial apparatus since they are the only qualified personnel. The consultants recommend that additional personnel be trained on the aerial Tower since its use at the emergency scene is very much dependent on how quickly it can arrive. Having to wait for an off-duty career person to bring this apparatus is not prudent.

The consultants asked a career member if he received a fire alarm from one of the commercial buildings in the City what unit would be the first to respond. The answer was they would respond first with the aerial Tower (somewhat dependent on who was working) because if it was needed only an off-duty career member could drive it. Thus, if no career members were available, the apparatus could not be utilized. Although the aerial Tower is not used as an aerial (in most cases), it responds first for the above reason. There are so many opportunities to address this type of thinking that could save money and provide greater safety for all personnel.

The consultants recommend that all members be encouraged to complete the State of Wisconsin Driver/Operator-Pumper course and once completed successfully seek the Driver/Operator Aerial certifications.

Running Orders

The consultants were told "there really were no hard and fast running orders". What apparatus was to respond is left to the discretion of the career member on-duty. This would seem to be validated by reading the Department's Standard Operating Guideline (SOG): SOG 302 Response to Structure Fire and/or SOG 303 Response to Vehicle Fires. The consultants witnessed a call for an electrical transformer arcing on a utility pole in the City. The fire department responded with the aerial Tower and two engines; the Burlington Rescue Squad responded with an

ambulance for a total of four pieces of apparatus. The consultants were told that other volunteer members responded directly to the scene in their personnel vehicles. In most cases the best mitigation of an arcing transformer is to have a single unit or person respond and wait for the electric company. The consultants were told, by fire personnel that fire department apparatus and personnel will continue to respond until told not to.

The consultants highly recommend the fire department develop a standard running order (as an SOG) and identify what apparatus and personnel should respond on different types of calls. Further, establish and limit resources to those actually needed at the emergency scene. Excessive apparatus responding to the scene is a safety factor and an unnecessary expense.

Need for Two Aerials

The consultants understand that used apparatus does not bring high dollars in resale; however, the City of Burlington Fire Department does not need two aerial apparatus – especially in light that only four members are qualified to drive them. Recently the City experienced a major fire at an industrial plant and the first aerial usage was from a mutual aid company – not the City's apparatus. The consultants are not critical of this event, rather unless there are significant personnel able to get the aerial in position quickly at the scene; aerial apparatus is usually limited to a defensive mode (trying to keep other things from catching fire).

The consultants do not support the need for two aerial apparatus for the City of Burlington Fire Department.

Company Designation

Volunteer Department members join one of three companies within the fire department: Hose Company #1, Hose Company #2, or Hook and Ladder Company. Hose and Hook and Ladder Companies are a very old traditional term used in the fire service many decades ago.

However, a great part of being a volunteer in a community is the social aspect. Having three different companies can be advantageous as each will establish pride and want to be the best. However, there is a danger of each group forming its own autonomy and not functioning as a

team. The consultants have no reason to believe that the volunteers do not function as a team on the emergency scene; however, do not support the fact that each group trains on separate evenings and only as a group once a month and hires its own members. It is essential that all members function as a team for their own safety as well as that of those they are protecting. Training and hiring of personnel will be discussed in a separate section, but division of companies should only occur for social aspects outside the fire station.

The consultants recommend that the designation of companies can continue but that greater emphasis is placed on training as a department versus training as a company and hiring of members is not allowed at the Company level.

Department Structure

When volunteer fire departments were first formed, almost all members received no monetary compensation. In order for the volunteer fire department to operate, it needs funding for apparatus and equipment. In the past, this usually was obtained through donations or fund raising events held by the fire department members. In order to avoid paying taxes on the revenue generated, most departments incorporated. The incorporation was not only for tax purposes, but protection from law suits. Volunteer fire departments formed a Board (comprised of department members) to govern the corporation. Fire Chiefs and officers were usually elected by the members and the department developed by-laws to clarify the role of Board officers and department members. In time, some corporations began to pay the secretary and treasurer for their time.

Volunteer fire departments became very independent and autonomous with significant influence politically for the city, village, or town they protected. When municipalities discovered they needed more control of how fire and EMS services were being provided, they transitioned from volunteer fire department corporations to a municipality which offered greater protection to the board members and greater fiscal resources.

The transition from a corporation to a municipal fire department is usually embroiled in resistance from department members who somehow feel they have lost power. This feeling is

somewhat true, but the advantages far outweigh the fear of change. When municipalities begin to hire employees within the fire department, they usually make a complete change in the department structure moving all administrative functions over to the municipality. In rare cases (such as the City of Burlington), this transition is only partial and has resulted in some type of hybrid arrangement were the department still functions as a corporation, although it is under the control of the municipality. The reason the municipality is reluctant to make the complete switch is the fear that the volunteers will quit.

Hybrid arrangements often cause significant problems including liability when the corporation sets policies which the municipality is unaware of, or the corporation's practices and/or policies are in direct conflict with municipal governance and/or federal/state laws. Few communities that have municipal departments would allow them to function as a private corporation.

Although the consultants have been told that the Burlington Volunteer Fire Department was never an independent corporation, it has all the appearances and actions of one. The department has by-laws, which the City adopted, thereby validating the hybrid structure. The City pays the department Sectary and Treasurer a stipend for that position, yet it is unclear exactly what money the department controls and what money the City controls.

The consultants recommend that the structure be changed and all appointments, policies, and money transactions be the responsibility of the City of Burlington. The volunteer group should form an "association" which can develop by-laws, create a Board for the purposes of fund raisers and/or other non operational services; however, the control of the department is the responsibility of the City. The social aspect of membership is important and the volunteers as an "association" have a social purpose – not operations or management. In most cases volunteer fire department associations still perform fund raisers, but donate the money or item purchased to the City.

Recommendations – City Burlington Fire Department

- *The City of Burlington should require all career personnel members to become certified as State of Wisconsin EMTs.*

- *The career on-duty personnel should respond to all types of emergencies, (including EMS) within the City of Burlington limits. This should be accomplished in conjunction with the Burlington Rescue Squad.*

- *The City should purchase a SUV type vehicle to be utilized by the career shift personnel as a first responder vehicle. Necessary EMS equipment should be purchased and placed in this vehicle. The career on-duty personnel would respond immediately to EMS emergencies (no dispatching duties) and stabilize the patient until the arrival of the ambulance. Future partnerships with the Burlington Rescue Squad are encouraged.*

- *If the City of Burlington does not embrace the concept of the fire department becoming First Responders, the consultants recommend the three career on-duty shift positions be eliminated. The career personnel would consist of the Fire Chief and Fire Inspector (titled Fire Marshal).*

- *Volunteer members should be required to respond directly to the fire station to ensure that all the necessary emergency apparatus can be staffed. The exception is if the member needs to drive past the emergency or is within a block of the emergency (see quadrant concept).*

- *Every effort should be made to minimize the number of private owned volunteer vehicles that respond to the emergency scene.*

- *As many members as possible should seek the Wisconsin State certification of Driver/Operator-Pumper. Once completed they should be encouraged to obtain the certification of Driver/Operator-Aerial.*

- *The leadership of the fire department should develop, post, and train on a written running order guideline for each type of fire department emergency response.*

- *A volunteer member being assigned a "company" is encouraged; however, all training should be done together as a fire department versus separate training as a "company". Emphasis should be placed on members of the department – not members of individual companies.*

- *The volunteer fire department members should form an "association" with the primary purpose as social versus management or operations. The City should no longer adopt by-laws of the volunteer fire department and operate from the same policies that apply to other City employees.*

- *The last half of the department's mission statement reads:*

  > *"We achieve this objective through an effective fire prevention & education program, an established <u>training curriculum</u> and <u>prompt response</u> by a diverse organization of career and volunteer personnel".*

The department needs to ensure their policies and actions are indeed accomplishing this portion of their mission statement.

Town of Burlington Fire Department

The Town of Burlington Fire Department is a paid-on-call department. Paid-on-call members receive some reimbursement for activities. Such reimbursement is based upon a calculation that includes a member's response to emergency calls, training, and truck checks.

The following members get annual stipends as follows:

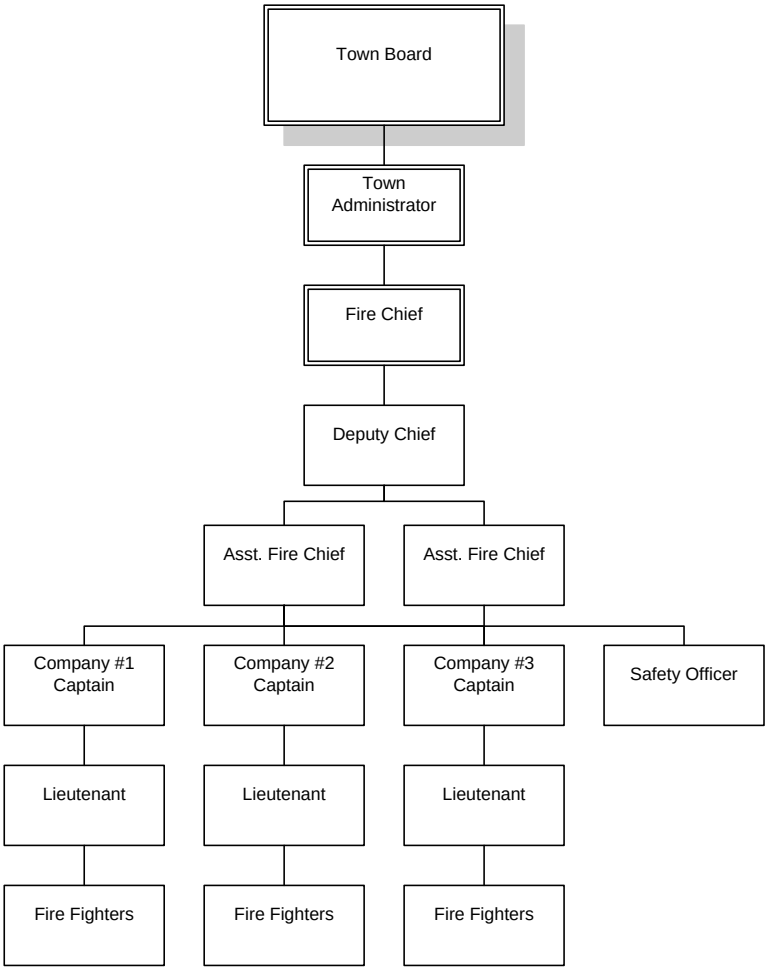
Table 5: Town Stipend Paid To FD Members

Position	Stipend
Chief	$ 5,618.72
Deputy Chief	$ 3,909.27
2 Assistant Chief	$ 5,576.76
Captain	$ 1,553.25
Safety Officer	$ 1,523.25
Lieutenant	$ 893.63
Total Stipends Costs	**$ 19,074.88**

In the purest sense, the Town of Burlington Fire Department functions as a private corporation; although it is not. The Fire Department Board consists of members and officers; the positions of the Fire Chief and other officers are elected per the by-laws. Although considered a municipal department, the Town has limited oversight and/or control of the functions of the fire department.

The organization chart for the Town of Burlington Fire Department is very similar to that of the City's Fire Department with three companies; however, in the Town the companies are designated by which of the three stations the member is assigned. The organizational structure is illustrated in the figure below:

Figure 3: Town of Burlington Fire Department Organization Chart



The Town of Burlington Fire Department has very devoted individuals serving their respective departments. However, what should be of concern to the Town officials is that many of the Officers are elected by the membership of the department. Therefore, the Town has limited input as to who serves in the leadership positions in the department. All leadership positions are selected by the membership with the exception of the Deputy Fire Chief and Safety Officer. These two positions are appointed by the elected Chief. There is no assurance that elected officers share the same vision or strategic plan as the Chief or the municipality these officers serve. The ability to build a unified leadership team is outside of the control of the leader – the Fire Chief.

It is for this very reason that the practice of electing the Chief Officers is antiquated. The election of all members of the leadership team is recognized as inefficient and often based on a popularity contest instead of leadership abilities. The fact that a Town would fund such a department, without greater oversight of the leadership team is interesting and places the Town in a very liable position. The described method of electing officers is not new to the consultants, as it was the traditional method of officer selection; however, the practice of electing the Chief Officers or other officer positions cannot be in the best interests of anyone.

The Fire Chief accomplishes the strategic initiatives of the organization through people. He/she must direct, and when necessary, discipline and perhaps terminate members – the very same members who elect him. A community needs a process to ensure that the individual leading their fire department is not only capable, but has the authority to address the changes that challenge the department in difficult times. Many fire departments that continue to function as independent corporations resist change, and the first casualty is most often the Fire Chief.

The consultants recommend that all officer positions be a tested position and the Town has final authority to appoint all officers positions. Any discipline of members needs to be handled through the municipality and not the Board of Officers (see HR section).

Recommendation – Town of Burlington Fire Department

- *The Town Board should structure the fire department much in the same manner as other departments of the Town.*
- *All officer positions in the fire department should be achieved through a competitive process overseen by the Town or an appointed Fire Commission.*

Burlington Rescue Squad

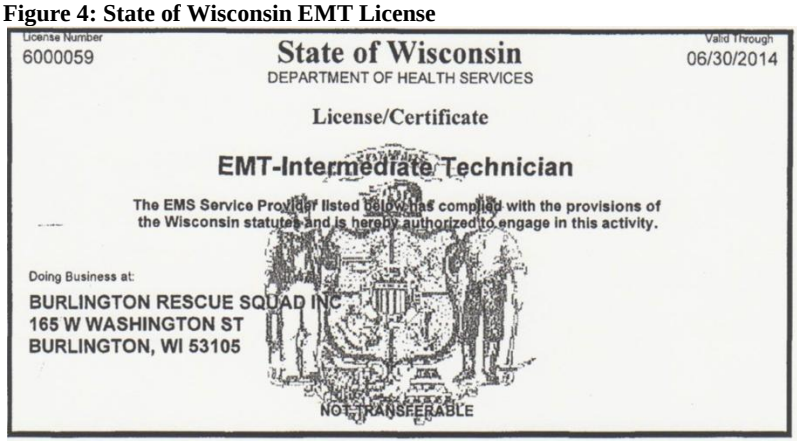
The Burlington Rescue Squad is a private corporation sponsored through the Burlington Rotary Club. As a private corporation the organization is not mandated to share any information, unlike a public municipality. The consultants requested data (see Appendix O) that would allow the consultants to understand the operations of the Squad, and thus, explore opportunities for greater cooperative efforts. Unfortunately, limited data was provided.

The Rescue Squad is licensed by the State of Wisconsin as an EMT-Intermediate Technician; however, most members referred to themselves as EMT- Intermediate. The designations of EMT levels have changed in the State, so for clarification the following is the order of obtaining EMT licenses:

- EMT-Basic
- EMT-Intermediate Technician
- EMT-Intermediate
- Paramedic

The State License is illustrated in the figure below and expires in June 2014.

Figure 4: State of Wisconsin EMT License


License Number
6000059

State of Wisconsin
DEPARTMENT OF HEALTH SERVICES

Valid Through
06/30/2014

License/Certificate

EMT-Intermediate Technician

The EMS Service Provider listed below has complied with the provisions of the Wisconsin statutes and is hereby authorized to engage in this activity.

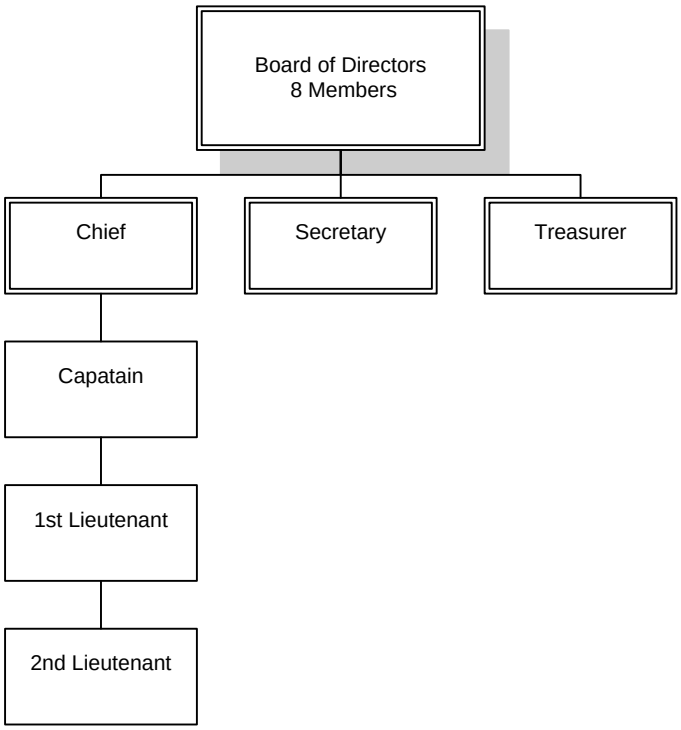
Doing Business at:
BURLINGTON RESCUE SQUAD INC
165 W WASHINGTON ST
BURLINGTON, WI 53105

NOT TRANSFERABLE

The consulting team met with members of the Board (five of eight – three Rotary and two Squad members) and several of the Squad's officers including the Chief; some on more than one occasion. Only 7 of 22 Squad members chose to interview with the consultants; and two other scheduled interview dates were canceled due to lack of interest.

The Rescue Squad did not provide an organization chart; however, from these interviews the consultants believe the figure below illustrates the current structure:

Table 6: Burlington Rescue Squad Organization Chart (estimated)



Either the Rescue Squad chose not to provide the requested data or they do not have the data to provide. The interviews clearly identified several themes:

- Belief that the sole purpose of the study is a means for the City to "take over the Rescue Squad"
- Strong belief that because they are volunteers their cause is justified regardless of consequences
- Culture of total autonomy "we've made it work for 67 years, why change?"
- Excessive dislike of the City of Burlington Fire Department Fire Chief and several of the career members (described as the source of <u>all</u> problems)
- General dislike and mistrust of the City
- Acknowledgement some challenges in staffing (e.g., not enough daytime help, and dependence on a few Squad members)
- Significant difference in willingness to have greater cooperative efforts; those with more tenure more resistant than newer members

The fact that so few individuals even wished to be interviewed sends mixed messages of exploring future opportunities and/or a desire to consider greater cooperation partnerships.

What is apparent is there are many dedicated Rescue Squad individuals willing to serve those in need; however, the past wrongs (either real or perceived real) make it difficult for some members to focus on what is best for those in need versus what is best for us. In addition to the hesitation by some Rescue Squad members to cling to the past, the consultants acknowledge that some of the City fire department's self-imposed policies have worked to divide the groups; thus, both 'sides' have been distracted from focusing on what was best for the person needing help versus past wrongs.

In the initial interviews with some Rescue Squad officers, it was apparent that some had deep-rooted negative feelings towards the City's governing officials, fire department leadership, and/or some fire department career members. Rather than concentrate on the past, the consultants attempted to focus on the opportunities for the future. In this vein, the vast preponderance of Rescue Squad members acknowledged that greater cooperative efforts would result in better service to those in need.

It truly is time to move beyond past wrongs – or continue use of the rearview mirror, and use the windshield for determining what is best for the individual needing help. Fortunately, there are members who see the future and are more than ready to work together with the fire departments; however, at this time, they do not possess the power to make this a reality.

Recommendation – Burlington Rescue

- *The Burlington Rescue will need to move beyond some very negative and hard feelings and perceptions towards the City in order for greater cooperative efforts to be successful. Thus, the focus must change to what is best for those in need, rather than what's happened in the past.*

- *The consultants acknowledge that the Rescue Squad is a private corporation and is not mandated to share any data unless they choose. Therefore, the only recommendation that can be made is if the department does not have the data requested it would be most beneficial for leadership to begin the collection of data for management to make basic decisions regarding resource deployment, staffing, budgets, strategic planning and a host of other management responsibilities.*

- *Although the Burlington Rescue Squad is a private corporation, many of the citizens may not understand and assume it is either associated with the Town or the City. As*

discussed previously, there needs to be collaboration with incident reporting, and sharing of information.

Appendix B – National/Industry Standards

As discussed in the executive summary of this report, the numbers of standards that apply to fire departments are greater than those that apply to EMS organizations. EMS organizations must take a lot of direction and function within the parameters established by the respective Project Medical Director. Both the City and Town of Burlington Fire Departments fall under the same national and industry standards as municipal fire departments. Burlington Rescue Squad, although a private corporation, still must meet state and federal standards.

Burlington City & Town Fire Departments

Since most of the standards are not mandatory, those who govern the municipality and department need to make the determination as to the implications of these standards. The codes and standards will refer to this as – Authority Having Jurisdictions (AHJ), which allows for greater latitude in determining compliance to the code or standard.

There lacks consensus as to what the terms "codes and standard" mean. Many in the fire service view the terms codes and standards as synonymous and believe that all resources must be provided to meet the code or standard. Others view the terms "codes and standard" as a benchmark by which to judge against.

- A **code** is a model, a set of rules that knowledgeable people recommend for others to follow. It is not a law, but can be adopted into one.
- A **standard** tends to be a more detailed elaboration, the "how to" comply with the code.

There are rules made and enforced by federal and state governing bodies that fire departments must adhere to; the consultants will identify these rules that apply to the both fire departments.

National Fire Protection Association (NFPA)

Non-mandatory

The National Fire Protection Association (NFPA) traces its very origin to the need for a standard. In the late 19th century, automatic sprinkler systems came into use as an effective way to put out fires. There were nine different pipe sizes. In 1895, a group of people involved with sprinkler

manufacturing and fire insurance got together to develop a uniform standard for the installation of sprinklers. The following year, as an outgrowth of that group, the NFPA was founded, and developing codes and standards remains one the association's most important functions. NFPA has developed more than 300 codes and standards that are in use throughout the world.

Historically, the fire service has made attempts to create national standards for staffing and response times. In 1997, a technical committee (NFPA 1200) and a sub-committee of NFPA 1500 (Fire Department Occupational Safety & Health Program) was appointed to create a standard for both career and volunteer departments. The efforts were abandoned when the technical committee failed to reach a consensus.

The National Fire Protection Association (NFPA) is the organization recognized by the Fire Service for standards and codes. NFPA codes and standards are widely adopted because they are developed using an open, consensus-based process. All NFPA codes and standards are developed and periodically reviewed by 7,000 volunteer committee members with a wide range of professional expertise. These volunteers serve on 225 technical committees and are overseen by the NFPA Board of Directors, which also appoints a 13-person Standards Council to administer the standard-making activities and regulations.

In 1999, two separate standards were created and later adopted by the NFPA. The two standards are **NFPA 1710** (Organization and Development of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by **Career** Fire Departments), and a sister standard **NFPA 1720** (Organization and Development of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by **Volunteer/Paid-On-Call** Fire Departments).

The determination of whether a Fire/EMS organization falls under the standards of NFPA 1710 or 1720 has changed with the new 2010 edition of NFPA 1720. The new definition of a Volunteer Fire Department is:

> *A fire department having volunteer emergency service personnel comprising 85% or greater of its department's membership.*

Both the City and Town Fire Departments would fall under NFPA 1720 standard, because they have a majority of volunteer/paid-on-call members and in the City's case only five career members. Although NFPA 1720 is very comprehensive, it is not as stringent as NFPA 1710, which pertains to a career department. Those who govern and lead the fire department should be familiar with the components of this document. What should be of special interest to the fire department is Chapter 4 of NFPA 1720:

Chapter 4: Organization, Operation, and Deployment

4.1 Fire Suppression Organization
4.2 Community Risk Management
4.3 Staffing and Deployment
4.4 Reporting Requirements
4.5 Fire Suppression Operations
4.6 Initial Fire Fighting Operations
4.7 Sustained Fire Fighting Operations
4.8 Intercommunity Organization
4.9 Emergency Medical Services (EMS)
4.10 Special Operations

In addition, there is the need for an annual self-evaluation and a quadrennial report from the fire department.

4.4.3 Quadrennial Report: The fire department shall provide the Authority Having Jurisdiction (AHJ) with a written report on a quadrennial basis, which shall be based on the annual evaluation required by 4.4.2 (Annual Evaluation). Per 4.4.3.2, this report shall explain the predictable consequences of identified deficiencies and address the steps within a fire department plan necessary to achieve compliance.

NFPA 1720 Requirements

The following criteria should be met:

4.5.1 Incident Commander: One individual shall be assigned as the incident commander.

4.5.1.2 The incident commander shall be responsible for the overall coordination and direction of all activities for the duration of the incident.

4.6.1 Initial firefighting operations shall be organized to ensure that at least four members are assembled before interior fire suppression operations are initiated in a hazardous area.

4.6.2 In the hazardous area, a minimum of two members shall work as a team.

4.6.3 Outside the hazardous area, a minimum of two members shall be present for assistance or rescue of the team operating in the hazardous area.

4.6.4 Initial attack operations shall be organized to ensure that if upon arrival at the emergency scene, initial attack personnel find an imminent life-threatening situation where immediate action could prevent the loss of life or serious injury, such action is permitted with less than four personnel when conducted in accordance with NFPA 1500.

4.7.1 The fire department shall have the capability for sustained operations, including fire suppression, engagement in search and rescue, forcible entry, ventilation, and preservation of property, accountability for personnel, the deployment of dedicated rapid intervention crew (RIC), and provision of support activities for those situations that are beyond the capability of the initial attack.

4.7.2 The capability to sustain operations shall include sufficient personnel, equipment, and resources to efficiently, effectively, and safely conduct the appropriate operations.

4.7.3 The fire department shall be permitted to use established automatic aid or mutual aid agreements to comply with the requirements of Section 4.7.

What is not covered in the NFPA 1720:

- Fire prevention
- Community education
- Fire investigation
- Support services
- Personnel management
- Budgeting

It is important to emphasize that NFPA standards are just that, “standards,” and not mandatory by law for a municipality or fire company to meet. However, once an incident occurs, the department will be judged on its performance as compared with the NFPA standards.

NFPA 1720 defines what resources and how soon those resources must arrive at the emergency scene divided by populations per square miles. Therefore, depending on the population within a square mile, the number of emergency responders and how long it takes for them to arrive can be different for different parts of the response area as illustrated in the table below:

Table 7: NFPA 1720 Staffing and Response Time Requirements

Demand Zone	*Demographics*	*Minimum Staff to Respond*	*Response Time (Minutes)*	*Meet Objective (%)*
Urban	*>1,000/mi^2*	*15*	*9*	*90*
Suburban	*500-1,000/mi^2*	*10*	*10*	80
Rural	*<500/mi^2*	*6*	*14*	80
Remote	*≥ 8 miles*	*4*	*Related to Travel Distance*	90
Special Risk	*AHJ*	*AHJ*	*AHJ*	90

This table will be described in greater detail in the Response Time section of this report.

Occupational Safety and Health Administration (OSHA)

Mandatory

Before fire mitigation can begin, the following standards must be considered: NFPA, and Occupational Safety and Health Administration (OSHA) regulation 29 CFR 1910.134 paragraph (g) (4). This regulation outlines the "Procedures for Interior Structural Fire Fighting", which dictates the number of fire fighting personnel required on the fire ground prior to any interior firefighting efforts. This regulation requires two stand-by personnel and two-fire suppression personnel on-scene prior to the commencement of interior fire suppression activities.

This rule is commonly known in the industry as the 2 In/2 Out standard. There is an exception to this rule noting that if a victim is trapped and there is a chance for a lifesaving rescue, such action can be taken, but this exception must be recorded in the incident report. This standard applies to all career, paid-on-call, and volunteer departments.

Insurance Service Offices, Inc. (ISO)

Non-mandatory

Insurance Service Office (ISO) – ISO is a leading source of information about property casualty insurance risk that provides risk information to many industries, including government. The ISO Public Protection Classification program is designed to help establish fire insurance premiums for residential and commercial properties based in part on the community's fire protection services.

By itself, ISO ratings do not provide comprehensive assessment of staffing, deployment, or service delivery. Keep in mind that ISO is not an industry standard, it is only an index developed through a standardized data pool that is used by insurers to set rates.

The Insurance Services Office, Inc. (ISO) publishes and utilizes the Fire Suppression Rating Schedule (FSRS) to "review available public fire suppression facilities, and to develop a Public Protection Classification for insurance purposes." Once a fire department's capability is determined and classified, the information is communicated to and might be used by insurers to set rates for homeowners and commercial properties in local communities.

The classification determination of the fire protection assigned to a community is based on three categories: fire department (50 percent of the total points); water supply (40 percent); and emergency communications (10 percent). The total points are compared to a chart with ten classes, each of which represents about ten points, for a total of 100 points. Class 1 is the highest and Class 10 is the lowest. Very few communities are Class 1 or 2, and rural communities are generally rated Class 9. Most urban cities are in the Class 2 – 4 categories, while most suburban communities fall into the Class 4 – 8 categories.

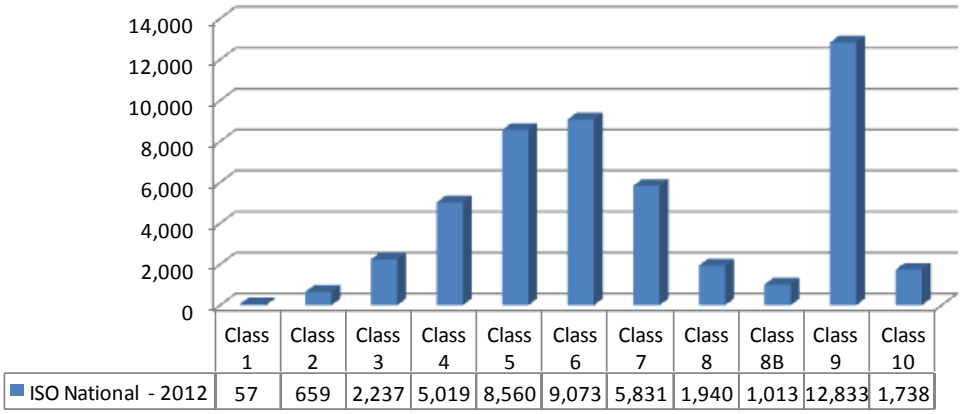
Although the primary purpose of this tool is to rate fire protection from which insurance rates can be established, ISO ratings have been one of the few benchmarks to compare community fire protection. Realizing the true intent of the ISO classification, it should not be the sole

determining factor in establishing public fire protection. Rather, the schedule should be considered an instrument for comparison and an additional factor from which to make a decision.

City of Burlington ISO Classification

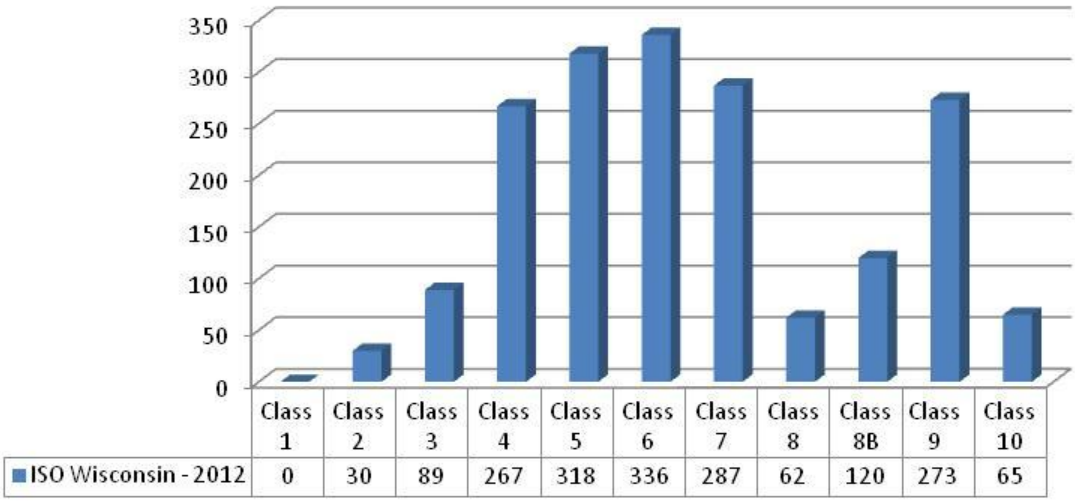
The City of Burlington was issued a Class 3 ISO rating effective July 1, 2011 after being surveyed in September of 2010. In 2012, 48,960 communities nationwide were classified by ISO. Of those departments, 4.57% (2,237) had a Class 3 rating. This class would include career departments, combination departments, paid-on-call departments, private corporations, and volunteer organizations. The National ISO classifications are illustrated in the figure below:

Figure 5: Countrywide ISO Classifications



In the State of Wisconsin, there were 1,847 communities classified by ISO in 2012. Of that number, 4.82% (89) were rated Class 3 as is the City of Burlington Fire Department. The State of Wisconsin ISO classifications are illustrated in the figure below:

Figure 6: Wisconsin ISO Classifications



These are most impressive ISO classes awarded to the City of Burlington Fire Department. The table below illustrates the actual percentage of points obtained in each of the three areas:

Table 8: City of Burlington ISO Credit Scores

Feature	Credit Given	Maximum Credit
Receiving & Handling Fire Alarms		
Credit for Telephone Service	2.00	2
Credit for Operators	3.00	3
Credit for Dispatch Circuits	3.25	5
Credit Received	***8.25***	***10***
Fire Department		
Credit for Engine Companies	10.00	10
Credit for Reserve Pumpers	0.67	1
Credit for Pumper Capacity	5.00	5
Credit for Ladder Service	5.00	5
Credit for Reserve Ladder & Service Trucks	1.00	1
Credit for Distribution	3.23	4
Credit for Company Personnel	6.04	15+
Credit for Training	3.87	9
Credit Received	***34.81***	***50***
Water Supply		
Credit for Supply System	32.06	35
Credit for Hydrants	1.98	2
Credit for Inspection & Condition	2.10	3
Credit Received	***36.14***	***40***

Feature	Credit Given	Maximum Credit
*Divergence	-4.15	
Total Credit	**75.05**	**100**

+ Credit is open-ended with no maximum
* Divergence is a reduction in points if the fire department and water-supply scores are out of line with each other.

It is important to note what the ISO rating means to the City of Burlington. The purpose of ISO is to determine a fire insurance classification, which may be used in the calculation of property insurance premiums. The ISO classification system was designed primarily to figure insurance premiums for commercial property, and only secondarily for residential properties. Most insurance companies use the ISO rating as a benchmark, and then use market data to establish competitive rates for residential properties.

Town of Burlington ISO Classification

The Town of Burlington was issued a Class 6/10 ISO rating effective July 8, 2005 after being surveyed in April of 2005. A combination classification, such as the 6/10, means properties with a needed fire flow of 3,500 gpm or less that are located within 5.0 road miles of a fire station will be receive a Class 6.

The Class 6 rating was an improvement from the earlier ISO Class of 9/9. In 2012, 18.53% of fire departments countrywide were classified as an ISO Class 6. In the State of Wisconsin 18.19% of the 1,847 communities rated in 2012, had a Class 6 rating.

However, the new ISO rating for properties located more than 5.0 road miles from a fire station and 1,000 feet from a fire hydrant resulted in a decrease in class and now assigned a Class 10 by ISO. The new Class 10 designation from the previous Class 9 places those areas in a category that applies to only 3.55% of fire departments countrywide. In the state of Wisconsin in 2012, only 3.52% received classification as Class 10.

The table below illustrates the actual percentage of points obtained in each of the three areas for the Class 6 areas

Table 9: Town of Burlington ISO Credit Scores

Feature	Credit Given	Maximum Credit
Receiving & Handling Fire Alarms		
Credit for Telephone Service	1.90	2
Credit for Operators	3.00	3
Credit for Dispatch Circuits	3.00	5
Credit Received	***7.90***	***10***
Fire Department		
Credit for Engine Companies	6.85	10
Credit for Reserve Pumpers	0.45	1
Credit for Pumper Capacity	5.00	5
Credit for Ladder Service	1.92	5
Credit for Reserve Ladder & Service Trucks	0.25	1
Credit for Distribution	2.07	4
Credit for Company Personnel	2.94	15+
Credit for Training	1.80	9
Credit Received	***21.28***	***50***
Water Supply		
Credit for Supply System	11.82	35
Credit for Hydrants	0.50	2
Credit for Inspection & Condition	1.20	3
Credit Received	***13.52***	***40***
Divergence	-1.75	
Total Credit	**40.95**	**100**

+ credit is open-end with no maximum

If ISO attempts to reassess communities/departments every 15 year; the Town of Burlington will have an opportunity in 2020 to improve the area designated as Class 10 by demonstration of adequate water resources that have been achieved through a tender shuttle system. The consultants recommend a tender shuttle delivery system of 250 gpm available within five minutes of the arrival of the first-due apparatus; and this flow must be maintained without interruption, for a two-hour duration to achieve a better ISO Class for those areas beyond the 5.0 road miles from a fire station.

Burlington Rescue Squad

The standards utilized by EMS organizations, include: American Heart Association (AHA), American Medical Association (AMA), American Association for the Surgery of Trauma (AAST); some EMS organizations utilize the NFPA standard of the initial arrival of EMS within

six minutes, allowing for a four-minute travel time. The AMA notes “every minute of delay clearly has a huge negative impact on survival”. The AHA indicates that brain death begins to occur within four to six minutes after an individual stops breathing from cardiac arrest, including ventricular fibrillation (VF) or pulseless ventricular tachycardia (VT). The AHA also indicates that for every minute that passes without medical intervention, the patient’s chances of survival drop 7 to 10 %. Patient resuscitation after 10 minutes of no intervention is not often successful.

Accreditation

The Commission on Accreditation of Ambulance Services (CAAS) was established to encourage and promote quality patient care in America's medical transportation system. CAAS is an independent Commission that established a comprehensive series of standards for the ambulance service industry.

CAAS accreditation signifies that the service has met the "gold standard" determined by the ambulance industry to be essential in a modern emergency medical services provider. These standards often exceed those established by state or local regulation. The CAAS standards are designed to increase operational efficiency and clinical quality, while decreasing risk and liability to the organization.

The process includes a comprehensive self-assessment and an independent external review of the EMS organization. This independent process provides verification to the Board of Directors, medical community, and others that quality care is provided to the community. All ambulance systems are eligible for the three-year accreditation including private, public, fire department, and hospital-based.

Critics of the CAAS program emphasize the significant cost and time commitment needed for completion. Other critics claim it is nothing more than bragging rights; while others believe their services exceed CAAS standards. However, the consultants recommend that the Burlington Rescue Squad seek CAAS accreditation which will require the department to record essential data and examine all aspects of service delivery.

Recommendation – National/Industry Standards

- *Neither fire department should adopt NFPA 1720. Adoption would include the adoption of all OSHA and NFPA standards by reference. However, a plan should be developed to meet as many standards as possible in the future.*

- *Both departments should begin working on its quadrennial report, as outlined in NFPA 1720, Chapter 4 and begin to identify deficiencies within the department. Included in the report should be the strategic plan with which to overcome these deficiencies.*

- *The department's quadrennial report outlined in NFPA 1720 should define demand zones and/or circumstances in which the requirements of the standard are not being met.*

- *The quadrennial report should explain the predictable consequences of identified deficiencies and address steps within the department's strategic plan necessary to achieve compliance.*

- *The Town of Burlington Fire Department should develop a tender shuttle program that can provide 250 gpm for a two-hour duration in preparation for its next ISO survey.*

- *In order to best understand the requirements of Wisconsin SPS 330, the reader should visit the Wisconsin Department of Commerce Safety and Professional Services web site and download the fire department Safety and Health (3) PowerPoint presentation. Each fire department should then ensure compliance with mandated standards.*

- *Neither fire department should not seek international accreditation (CFAI) at this juncture; rather, the CFAI performance indicators and core competencies should be utilized as a model for quality and a benchmark for opportunities.*

- *The Burlington Rescue Squad should seek Commission on Accreditation of Ambulance Services accreditation.*

Appendix C – Emergency Activities

This section highlights the emergency response data for the City of Burlington Fire Department, Town of Burlington Fire Department, and the Burlington Rescue Squad for the study period of 2010 – 2012. The two fire departments utilize Firehouse™ software, a Fire/EMS data management system common within the industry and capable of providing department leadership with the metrics needed to manage the organization. The Rescue Squad utilizes Tri-Tech Sweet-Field Data which addresses a wide range of pre-hospital requirements. Burlington Rescue Squad utilizes the patient care report and billing functions of this software.

Although both fire and rescue departments record emergency incidents into a record management system, the consultants have found that retrieving accurate data is often challenging. Data entry is usually preformed by multiple individuals; whereas, data retrieval is limited to a smaller group. Data entry quality control is an issue for most organizations and to varying degrees applies in this study.

The International Association of Fire Chiefs (IAFC) defines good data as data that meets three components:

1. **Good Data Is Relevant** – you are collecting information on the things that matter, like response times and number of calls for service.
2. **Good Data Is Accurate** – your processes for data collection must be consistent and trustworthy.
3. **Good Data is Reliable** – a measurement from one company is equivalent to the same measurement from another company. You don't have to "adjust your data to accommodate known distortions".

Source: International Association of Fire Chiefs: Weathering the Economic Storm, December 2008

In the case of the Burlington Rescue Squad, data was provided in two formats depending on the query. Thus data provided was either as total calls or total number of patients treated; unfortunately the consultants were unable to obtain all inquires in the same format. Therefore, if the data utilized by the consultants was in number of patients it will have an asterisk (*) and

footnoted. All other Burlington Rescue Squad data listed without the asterisk is listed as number of calls.

Combined Emergency Activities

The data provided will illustrate three years: either indicating each of the three years separately or as an average of the three years. If any data is illustrated in *italics*, this indicates that the numbers conflict with other data provided. For example, if total calls were 100, when queried as day of the week, the total should also equal 100. Unfortunately, such was not the case with the data provided by Burlington Rescue Squad and the Burlington City Fire Department.

Total Calls

The table below illustrates the total number of calls and the percentage of increased from 2009 to 2012 for each organization.

Table 10: Total Emergency Activity by Provider

Total Calls	2010	2011	2012	Total	% Change 2010 to 2012
City FD	139	172	170	481	22.3%
Township FD	122	108	129	359	5.7%
Rescue Squad	961	1,079	1,127	3,167	17.3%

Incident by Nature

Under state law, Wisconsin fire departments are required to report all fire incidents to the National Fire Incident Reporting System (NFIRS) program under authority of the United States Fire Administration (USFA). NFIRS categorizes incident types into nine categories with each category having a series number with multiple sub-categories under each main series number. The USFA collects and analyzes NFIRS data from participating states in order to provide a legal record of fact, assist fire administration in evaluating its fire and EMS effectiveness, and to collect data for use at the state and national levels.

EMS agencies in Wisconsin must report emergency responses to the Wisconsin Department of Health Services through the Wisconsin Ambulance Run Data System (WARDS). The Rescue

Squad accomplishes this through the Tri-Tech data management system "bridge" which sends the necessary data automatically from the patient reports.

NFIRS Data

The following table illustrates the NFIRS categories and the total number of calls for all three years of the study period for both the City and Town Fire Departments.

Table 11: Combined Fire Department Nature of Call - 3 Year Average

NIFRS Series	Nature of Call	City FD Total	Town FD Total
100	Fires	87	133
200	Overpressure/Explosion	4	2
300	Rescue/EMS	68	101
400	Hazardous Conditions	71	48
500	Service Calls	31	12
600	Good Intent Calls	31	32
700	False Alarm/False Calls	178	29
800	Severe Weather	3	1
900	Special Incidents	8	1
Total		**481**	**359**

WARDS Data

The Rescue Squad identified the nature of their emergency responses in greater detail as illustrated in the table below:

Table 12: Burlington Rescue Squad Nature of Calls - 3 Year Total

Calls by Nature	2010	2011	2012	Total
Abdominal Pain	11	19	21	51
Airplane	0	0	3	3
Allergic Reaction	5	1	3	9
Amputation	0	2	0	2
Assault/Crime Victim	5	5	8	18
Auto Accident	112	54	86	252
Auto Vs Pedestrian	0	3	2	5
Bee Sting	0	3	4	7
Bleeding, Any Nature	0	10	0	10
Boating Accident	0	0	4	4
Breathing Difficulty	53	101	100	254
Bicycle Accidents	7	6	2	15

Calls by Nature	2010	2011	2012	Total
Burns	3	0	0	3
Carbon Monoxide Alarms	3	9	2	14
Diabetic Complications	28	21	24	73
DOA	9	9	4	22
Drowning/Ice/Water Rescue	2	0	0	2
Epistaxis	0	6	0	6
Exposure Cold/Heat	0	1	0	1
Falls/Fractures/Dislocations	157	135	191	483
Fights	6	0	1	7
Fires	106	97	140	343
General Weakness	114	125	135	374
Injury any Nature	39	77	40	156
Heart Problems/Chest Pain	67	71	71	209
Intoxicated Person	7	6	5	18
Lacerations	0	11	0	11
Lifeline Calls	0	0	9	9
Lift Assist	0	0	12	12
Miscellaneous	12	10	29	51
Mutual Aid	3	37	2	42
Motorcycle Accidents	8	1	8	17
Overdose	17	12	16	45
OB/Gyn	1	3	0	4
Pain/ Any Nature	66	25	51	142
Seizures	35	46	49	130
Stroke/CVA	6	29	28	63
Suicide	1	3	1	5
Unknown	61	90	16	167
Unresponsive/Unconscious	82	76	85	243
Total*	***1,026***	**1,104**	***1,152***	*3,282*

* Number of patients

Emergency Service Trends

Progressive department leadership utilizes emergency response data for multiple purposes including budgeting, strategic planning, management, and resource deployment. The data in the following areas is beneficial to the day-to-day management of a department. The following areas will be examined as they pertain to the three service providers in Burlington:

- Simultaneous incidents
- Calls by time of day

- Calls by day of the week
- Calls by month
- Calls distribution by district
- Distribution by shift
- Mutual aid/Automatic aid

Simultaneous Incidents (aka: Overlapping or Back-to-Back)

Depending on the record management system utilized, simultaneous or overlapping calls terminology is used interchangeably. By definition, a simultaneous incident involves times when the Fire or Rescue Squad department is handling an emergency incident, and another unrelated emergency incident requires an immediate department response. Simultaneous calls become a significant issue and impact response times. The consultants emphasize the importance of the department's ability to respond in a timely manner to simultaneous incidents.

Fire and Rescue departments do not have the ability to "stack calls" as do police agencies who routinely prioritize calls and dispatch accordingly. With few exceptions, when 9-1-1 requests the fire or rescue department it is for an emergency – at least in the opinion of the caller.

Burlington City Fire Department

The City Fire Department provided the consultants with the following data. The data would indicate that although simultaneous calls can be challenging, they are not frequent enough for the consultants to recommend additional staffing. Although the NFIRS does not record simultaneous incidents as a category, the consultants have found, from previous studies, that additional staffing should be considered when simultaneous calls reach 20 - 25% of the total calls.

Table 13: City of Burlington FD - Simultaneous Calls

Year	2010	2011	2012
Simultaneous Calls	2	9	3
% of Total Calls	1.44%	5.23%	1.76%

Burlington Town Fire Department

The Burlington Town Fire Department indicated they had no simultaneous emergency calls during the three year study period.

Burlington Rescue Squad

The Burlington Rescue Squad provided greater detail in tracking simultaneous calls by providing the consultants the number of simultaneous calls per month over the three year study period. However, as with the Burlington City Fire Department, the percentage of simultaneous calls does not reach the threshold were the consultants would recommend additional or on-duty staffing.

Table 14: Burlington Rescue Squad Simultaneous Calls - 3 Year Period

Simultaneous Calls	2010	2011	2012
Jan	4	4	3
Feb	0	4	6
Mar	4	4	4
Apr	1	2	5
May	6	1	9
Jun	6	5	11
Jul	8	7	5
Aug	8	8	5
Sep	3	4	7
Oct	4	3	3
Nov	2	5	4
Dec	6	9	6
Total	**52**	**56**	**68**
% of Total	5.41%	5.19%	6.03%

Simultaneous calls, the majority of the time, are currently handled through the use of mutual aid. The City and Town often respond to each other's calls; whereas the Rescue Squad utilizes the services of a private ambulance service.

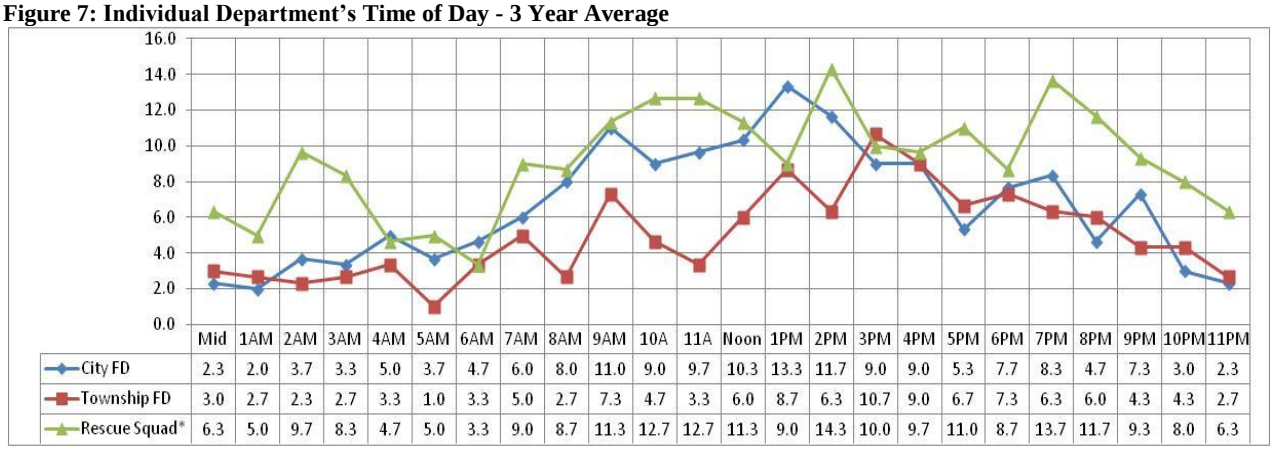
Calls by Time of Day

Department leadership should be particularly interested in data which indicates when the Department is at its busiest both in time of day, day of the week, and month. The reason is when a significant pattern is discovered that indicates the probability that emergency incidents will occur at a certain time, it allows the Department to utilize "peak staffing". "Peak Staffing"

allows the Department leadership to staff additional resources for the time that statistically the call will occur, rather than adding 24-hour shift personnel who may only be needed for a short time period. This is especially beneficial to organizations that have challenges staffing at certain times.

The figure below illustrates calls by time of day. The numbers are the average of the three year study period. Rescue Squad numbers were given in number of patients, unfortunately 876 incidents (or 79.9% of the calls) had no time recorded.

Figure 7: Individual Department's Time of Day - 3 Year Average

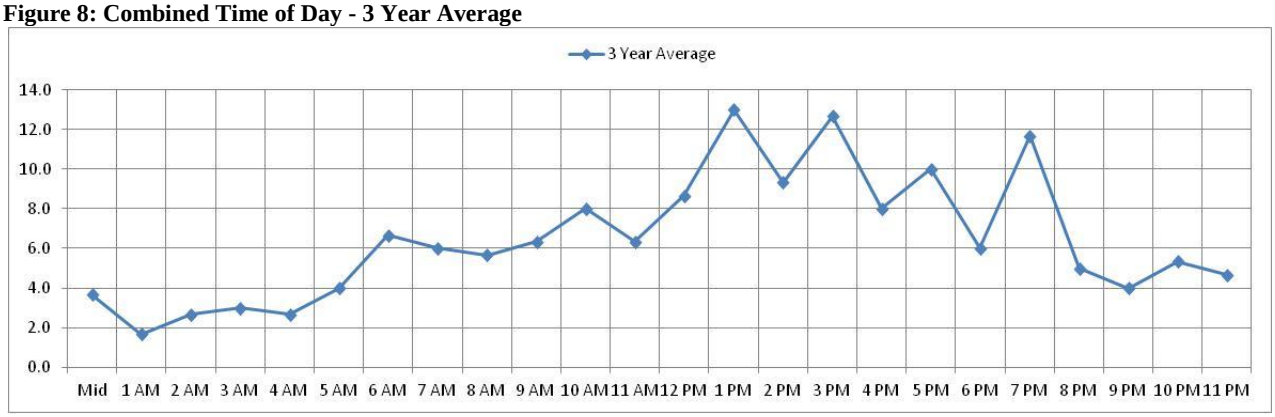


	Mid	1AM	2AM	3AM	4AM	5AM	6AM	7AM	8AM	9AM	10A	11A	Noon	1PM	2PM	3PM	4PM	5PM	6PM	7PM	8PM	9PM	10PM	11PM
City FD	2.3	2.0	3.7	3.3	5.0	3.7	4.7	6.0	8.0	11.0	9.0	9.7	10.3	13.3	11.7	9.0	9.0	5.3	7.7	8.3	4.7	7.3	3.0	2.3
Township FD	3.0	2.7	2.3	2.7	3.3	1.0	3.3	5.0	2.7	7.3	4.7	3.3	6.0	8.7	6.3	10.7	9.0	6.7	7.3	6.3	6.0	4.3	4.3	2.7
Rescue Squad*	6.3	5.0	9.7	8.3	4.7	5.0	3.3	9.0	8.7	11.3	12.7	12.7	11.3	9.0	14.3	10.0	9.7	11.0	8.7	13.7	11.7	9.3	8.0	6.3

* Rescue Number of Patients

Although Rescue provided time of day data in number of patients versus number of calls, the above figure makes it somewhat difficult to identify peak call time. The consultants, therefore, have averaged the three department's data to provide a better illustration of calls by time of day as illustrated in the figure below:

Figure 8: Combined Time of Day - 3 Year Average



In most departments, incidents charted by time of day follow a pattern similar to a "bell curve." The least busy time of day is from midnight to early morning, peaking in the mid to late afternoon and decreasing in the later evening hours. Although the least busy time of day is from mid-night to early morning, it is also when the highest number of civilian fire deaths occurs, due to the occupants sleeping. Those most at risk are the very young and old, who often are less able to escape and protect themselves.

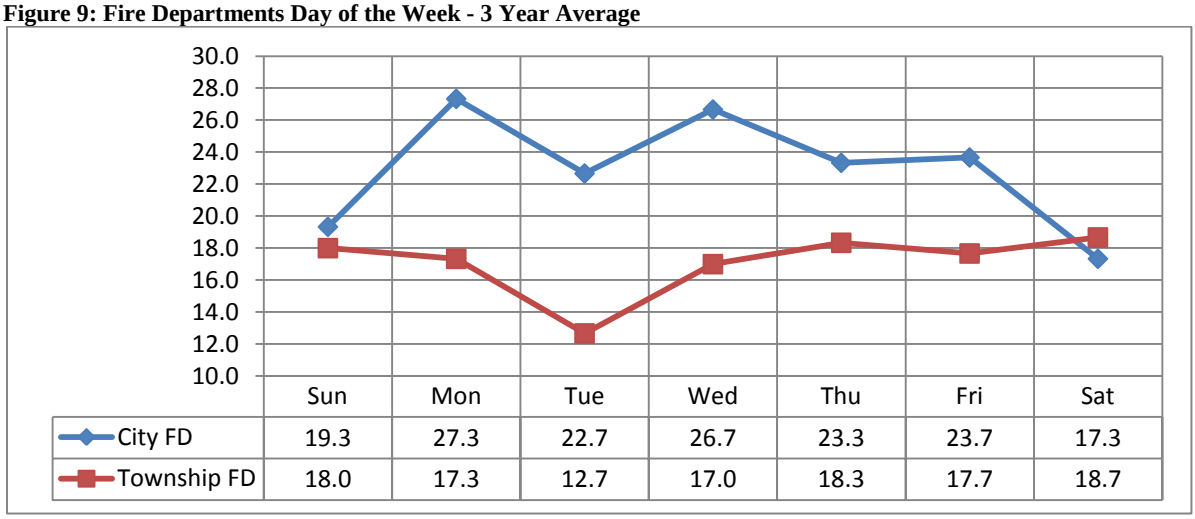
EMS incidents typically follow a similar pattern. The consultants would be interested in seeing the Rescue Squad's time of day pattern if the 876 undocumented calls were added to the graph. However, from data provided, with the exception of the 2AM and 3 AM peak, the pattern is similar to other EMS studies.

Calls by Day of the Week

Incidents reviewed by day of the week are another metric utilized by leadership to manage the resources of the organization. Coupled with time of day and perhaps incidents by month, this information is valuable to a department experiencing limited number of volunteers during a certain time period.

The figure below illustrates the two fire departments' three year average of calls by day of the week. Volunteer numbers are usually at their least availability during normal weekdays, during traditional working hours, and usually available (with some exceptions) on weekends.

Figure 9: Fire Departments Day of the Week - 3 Year Average



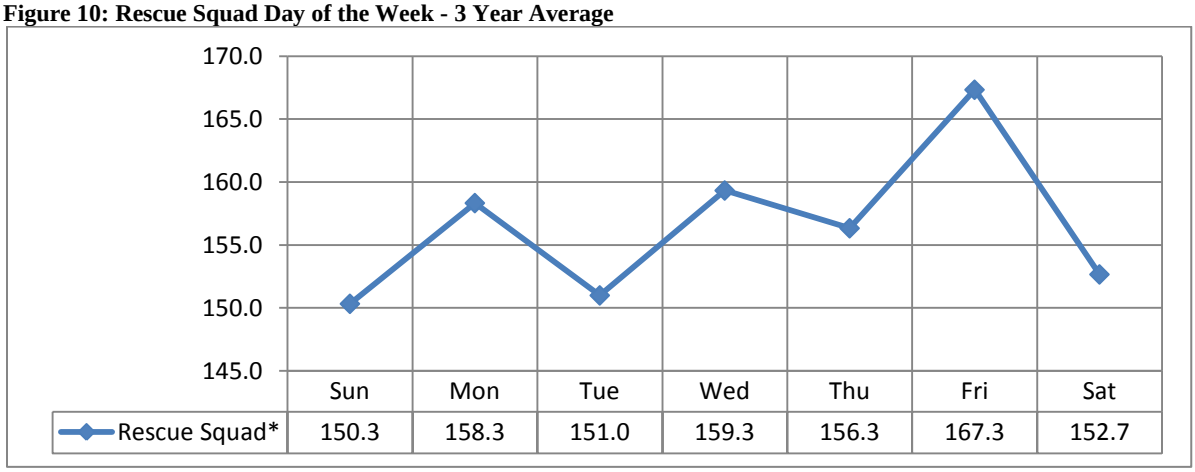
	Sun	Mon	Tue	Wed	Thu	Fri	Sat
City FD	19.3	27.3	22.7	26.7	23.3	23.7	17.3
Township FD	18.0	17.3	12.7	17.0	18.3	17.7	18.7

The City Fire Department's two busiest days are Mondays and Wednesdays and least busy on weekends. Referencing the time of day figure (for City FD), call volume was greater at 2 PM. Thus, the City has the greatest number of emergency calls when the least number of volunteers are available. Although there are four career firefighters, (three assigned to a 24-hour shift and the other fire prevention), the need for volunteer members is still essential.

The Town Fire Department calls were pretty consistent throughout the week, with the exception of Tuesdays. However, unlike the City FD, the busiest day was on Saturday with Thursdays and Sundays close behind. The Town Fire Department had its highest call volume between 3 – 4 PM. Fortunately, two of the three busiest days (Saturday & Sunday) fall on a weekend where more volunteers are usually available. Unlike the City FD, the Town FD does not have any career firefighters.

The figure below illustrates the calls by day of the week for the Rescue Squad. The Rescue Squad data indicated an irregular pattern for activities by day of the week. The busiest day was Fridays and the least busy days were Sundays and Tuesdays. Although the data was given in number of patients, not number of calls, the consultants believe the pattern would have been similar.

Figure 10: Rescue Squad Day of the Week - 3 Year Average



	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Rescue Squad*	150.3	158.3	151.0	159.3	156.3	167.3	152.7

* Rescue Number of Patients

Similar to both fire departments, the Rescue Squad was the busiest at 2 PM on a weekday when the majority of the volunteers are unavailable. The consultants were told that there were four volunteers available on weekdays during normal working hours and perhaps another four could be available if needed. Handling 1,127 emergency responses in 2012 with such a small number of individuals available is a concern.

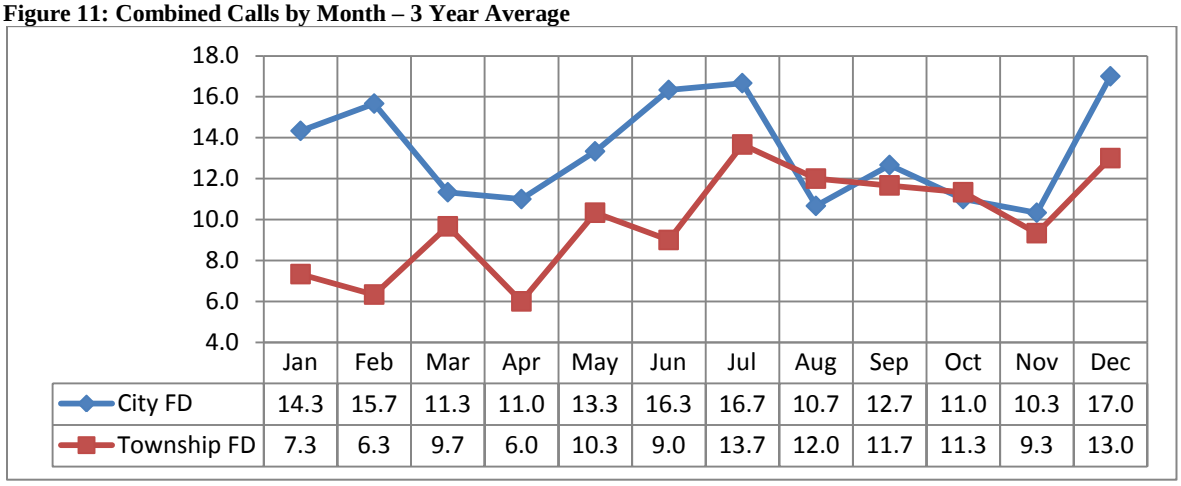
The Rescue Squad is very fortunate to have a member who owns a business in town who is capable of leaving the business to serve the community. Historically, many employers would allow individuals to leave work and respond to emergencies. When call volumes were infrequent, the employer could cover the absences and feel they were giving back to the community. However, when call levels reached an average of three calls per day (as in 2012), few businesses could afford the loss of productivity and therefore, few businesses are able to provide workers the freedom to leave for a call.

Calls by Month

In some geographic locations, calls will peak during a certain month due to outdoor activities, such as snow skiing or water activities. In others, storm seasons greatly increase the number of emergency incidents. In either case, tracking emergency responses by month allows department leadership to address the need for additional resources in strategic planning efforts.

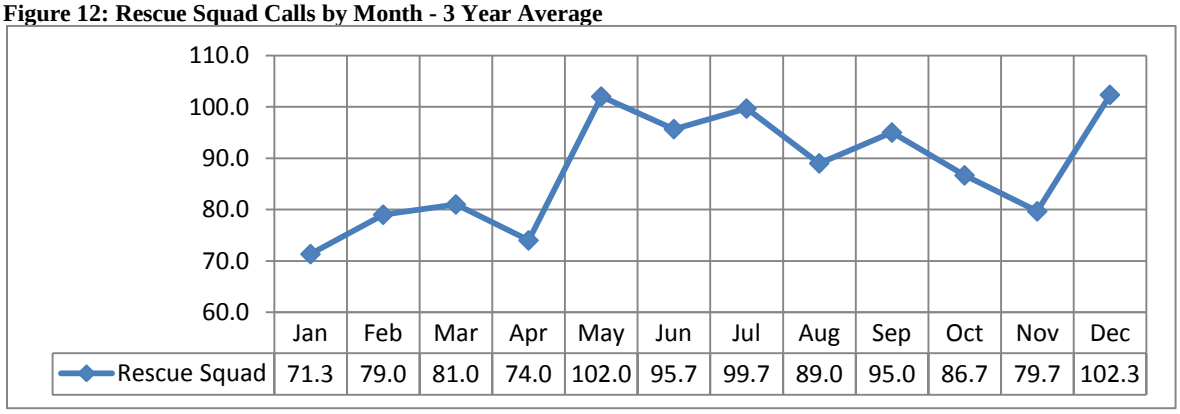
The consultants again had combined the two fire departments into a single figure. Due to the higher call volume, the Rescue Squad is illustrated in a separate figure.

Figure 11: Combined Calls by Month – 3 Year Average



	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
City FD	14.3	15.7	11.3	11.0	13.3	16.3	16.7	10.7	12.7	11.0	10.3	17.0
Township FD	7.3	6.3	9.7	6.0	10.3	9.0	13.7	12.0	11.7	11.3	9.3	13.0

Figure 12: Rescue Squad Calls by Month - 3 Year Average



	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Rescue Squad	71.3	79.0	81.0	74.0	102.0	95.7	99.7	89.0	95.0	86.7	79.7	102.3

Although the number of calls is significantly different, the patterns are similar with December peaking for all departments. In the Midwest, departments usually are busiest during the summer months due to outdoor activities; however, it is not uncommon to see a peak again in December if the area has shopping, or winter activities. These events draw a greater number of people.

Unfortunately, summer months are also when most volunteers also enjoy the outdoors and schedule vacations, thereby reducing the number of available personnel.

Calls by District/Area

The City Fire Department enters their calls into districts, which is very beneficial to leadership in strategic planning and future resource needs when done correctly. The fire department designated 17 districts in which 104 calls were accounted for during the three year period. The remaining 373 calls (78.2% of all calls) were entered into the data management system without the designated district. The table below illustrates the three year total for each district and the percentage to total calls:

Table 15: Calls by District - City Fire Department - 3 Year Total

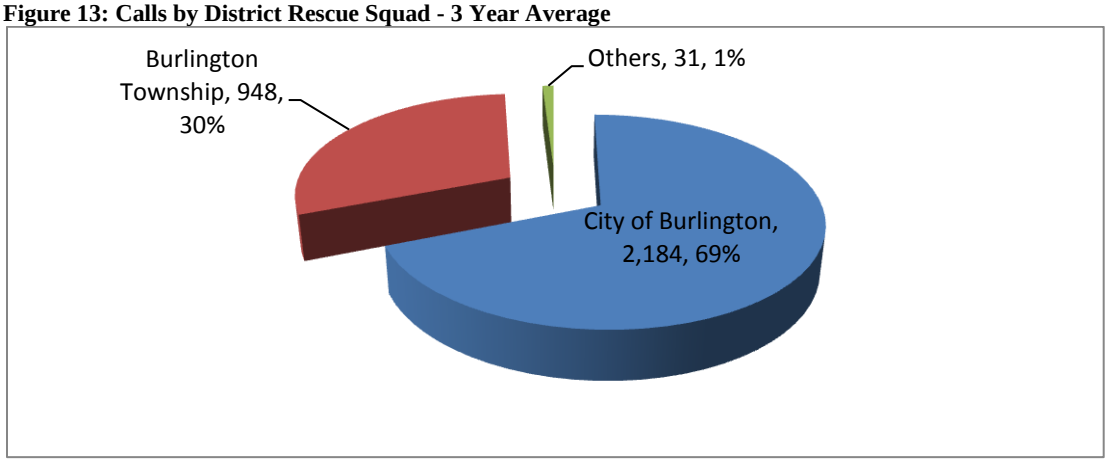
District	Total	% of Total
Dist. 1	3	0.63%
Dist. 2	6	1.26%
Dist. 3	1	0.21%
Dist. 4	2	0.42%
Dist. 5	9	1.89%
Dist. 6	5	1.05%
Dist. 7	3	0.63%
Dist. 8	5	1.05%
Dist. 9	9	1.89%
Dist. 10	28	5.87%
Dist. 11	9	1.89%
Dist. 12	3	0.63%
Dist. 13	6	1.26%
Dist. 14	2	0.42%
Dist. 15	2	0.42%
Dist. 16	11	2.31%
Dist. 18	3	0.63%
Not Reported	373	78.20%

The consultants recommend listing all calls into their appropriate district designation to assist leadership in determining where calls are occurring; thus providing data for planning future resource needs.

The Town of Burlington Fire Department reports all calls within Burlington Township with no district/quadrant/station designation.

Burlington Rescue Squad provided calls by district as illustrated in the figure below:

Figure 13: Calls by District Rescue Squad - 3 Year Average



* Rescue Number of Patients
** Total call numbers conflict with other data provided*

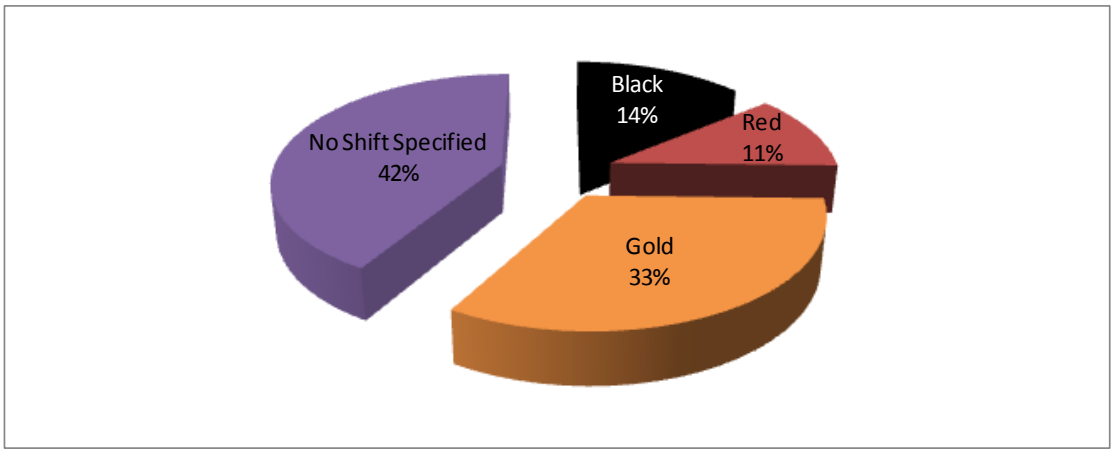
As the figure above illustrates, 69.05% of all EMS emergency calls occurred within the City limits of Burlington; whereas, 29.97% were within the Town of Burlington; the remaining 0.98% were mutual aid.

Calls by Shift

Leadership that utilizes the metric of incidents by shift initially might appear to be of little value other than a bragging right for the busiest shift. However, there is value if the leadership utilizes the data for quality control. If a particular shift's three year call total data conflicts with other data, the leadership can review total incident responses for each shift and identify if the inconsistency is department wide or problematic to a single shift. In either case, examining incidents by shift primarily is a quality control measurement.

Only the City of Burlington was able to provide data as to calls by shift. These were designated as Black, Red, and Gold shifts. However, the volunteers refer to these shifts as a "Company" and identify each as Hose Company #1, Hose Company #2, and Hook and Ladder Company #1. Referring to the grouping of members as "company" is a very old tradition in the fire service.

Figure 14: Calls by Shift City FD - 3 Year Total



Although the City fire department indicates they categorize calls by shift, the figure above illustrates that 42% of the calls were not designated to a shift.

The Town of Burlington Fire Department and the Burlington Rescue Squad do not categorize calls into shifts or stations. Burlington Rescue Squad only operates from one station and does not assign shifts; however the Town Fire Department operates from three stations. Therefore, the consultants are unable to determine which station is busiest which would help in the identifying future station needs.

Mutual / Automatic Aid

The philosophical concept of mutual aid is to offer assistance to a fire department upon request of the host department. The sole purpose is to give or receive assistance when all available resources, equipment or personnel, are depleted—and then on a limited basis. Automatic aid differs from mutual aid in that it is a predetermined agreement with another department to respond automatically when the host department receives an alarm at a given location or area.

City of Burlington Fire Department

The City Fire Department provided data for only mutual aid given:

Table 16: City Fire Department Mutual Aid Given

Mutual Aid Given	2010	2011	2012
Structure Fire	5	11	5

Mutual Aid Given	2010	2011	2012
Chimney Fire	0	1	0
Vehicle Fire	1	1	0
Aircraft Fire	0	0	1
Brush Fire	0	0	1
EMS	1	1	4
Water Rescue	0	0	1
Hazardous Condition	0	0	1
Service Call	0	2	0
Standby	3	0	1
Other	1	0	2
Total	**11**	**16**	**16**

The data provided does not indicate who received the mutual aid; rather only what the nature of the aid given was. There was no data supplied that would indicate there are any automatic aid agreements with neighboring departments. The consultants are aware that the Town and City Fire Department respond together at times; however, there was no documentation when and to what events these joint responses occurred. During the three year study period, the City must have received mutual aid, but no data was provided on that topic.

Town of Burlington Fire Department

The Town Fire Department provided complete data pertaining to mutual aid and automatic aid, both given and received, including to which department(s) was involved as illustrated in the following two tables:

Table 17: Town of Burlington FD Mutual Aid Given & Received

Town FD	2010 Mutual Aid		2011 Mutual Aid		2012 Mutual Aid	
Department	Given	Received	Given	Received	Given	Received
Bloomfield Genoa City	0	0	4	0	0	1
Burlington Fire (City)	4	2	4	5	3	6
Burlington Rescue Squad	0	0	0	0	1	0
Delavan	1	0	0	0	0	0
East Troy	0	0	0	1	0	2
Elkhorn	0	0	0	0	1	0
Fontana	1	0	0	0	0	0
Kansasville	5	3	5	1	6	6
Lake Geneva	0	0	0	0	0	1
Lyons	2	0	2	2	4	2

Town FD	2010 Mutual Aid		2011 Mutual Aid		2012 Mutual Aid	
Department	Given	Received	Given	Received	Given	Received
Paris	4	0	1	0	0	1
Randall	0	0	0	0	2	1
Rochester	3	3	6	4	7	7
Salem	0	0	2	0	0	2
Tichigan	0	0	2	0	2	2
Twin Lakes	0	0	1	0	0	2
Union	2	0	0	1	0	0
Waterford	1	0	2	1	0	1
Wheatland	0	2	0	4	0	2
Wind Lake	0	0	3	0	0	2
Total	**23**	**10**	**32**	**19**	**26**	**38**

Table 18: Town of Burlington FD Automatic Aid Given & Received

Town FD	2010 Auto Aid		2011 Auto Aid		2012 Auto Aid	
Department	Given	Received	Given	Received	Given	Received
Burlington Fire (City)	0	0	0	0	1	0
Kansasville	0	0	0	1	0	0
Lyons	0	0	2	0	0	0
Rochester	5	0	1	2	10	1
Wheatland	0	0	0	1	0	0
Total	**5**	**0**	**3**	**4**	**11**	**1**

Burlington Rescue Squad

The Rescue Squad provided data pertaining to mutual aid given as illustrated in the table below:

Table 19: Burlington Rescue Squad Mutual Aid Given

Mutual Aid Given	2010	2011	2012
Rochester	2	5	1
Lyons	2	3	2
Waterford	0	2	1
Union Grove	1	0	0
Lake Geneva	0	1	0
Sturtevant	4	0	0
Twin Lakes	0	3	0
Tichigan	0	1	1
Salem	1	0	0
Silver Lake	1	0	0
Total	**11**	**15**	**5**

Although the Rescue Squad did not provide data about mutual aid given, the fact that over the three year study period they had 176 simultaneous emergency incidents it could assumed that mutual aid was received. The consultants were able to find reference to mutual aid received from the simultaneous call as illustrated in the table below:

Table 20: Burlington Rescue Squad Mutual Aid Received

Mutual Aid Received	2010	2011	2012	Total
Medix	3	6	8	17
Paratech	1	0	1	2
Rochester	0	0	3	3
Twin Lakes	0	0	1	1
Total	**4**	**6**	**13**	**23**

The consultants were told that the Rescue Squad will request aid from a paramedic provider if the patient's condition warrants. The consultants commend the Rescue Squad for taking this action; however, the Squad needs to document not only who received mutual aid, but the nature of the incident.

Data Overview

Leadership of all three Departments has opportunities to utilize that data in the management of the day-to-day operations of the department.

All three of the departments record some type of data and it is not uncommon to experience some difficulty in providing the amount of data requested by a consulting firm. However, the areas where data was requested are basic informative tools which help leadership make sure that their decisions are based upon quantifiable data – not perceptions. Quality controls need to be established in each organization so that conflicting, missing, or inaccurate data is captured within days of the incident. Once captured, it needs to be reviewed on a periodic basis so that the information can assist in resource management, staffing, budgeting, and strategic planning. Thus examination of accurate data becomes a beneficial tool for management.

Recommendations – Emergency Activities

- *Although the Town of Burlington Fire Department had very accurate data, all three departments would benefit from implementing a data quality control program overseen by the officers.*

- *To avoid any confusion as to the total activities of the Burlington Rescue Squad, all data should be given in total number of calls. The total number of patients treated data is important, but that number may not be a true representation of number of calls. Multiple patients may be treated at one event.*

- *Calls by day of the week and time of day indicated that for City Fire Department and Burlington Rescue Squad weekday early afternoons are peak call times and occur when volunteers are least available. Therefore, cross training of the City's Fire Department career personnel in fire and EMS, so there is availability for immediate response would be very beneficial to those requiring emergency services.*

- *The consultants recommend the Town of Burlington Fire Department designate districts (could align with their three stations) that would allow better recognition of where calls are originating and were best to deploy future resources.*

- *There was no time recorded for 79.9% of the Rescue Squad calls. If the department had to present data during litigation it could become damaging, let alone put the department in a liability situation. The consultants recommend a quality control program to identify and correct these situations.*

- *The City Fire Department records calls into districts which is very advantageous for planning and resource deployment. However, 78.2% of the call data had no district identified. The consultants recommend a quality control program to identify and correct these situations.*

Appendix D – Response Times

Response Time Components

When examining response times, it is essential that all parties are talking about the same response time components. When a department states they must be able to reach the emergency in five minutes; they are only referring to travel time and are excluding notification and turnout time.

The actual measurement of response time must be a total system understanding of all components of response time, including:

Detection Time: The time it takes to detect the emergency incident and dial 9-1-1. The emergency agency has little to no control of when a person will actually dial 9-1-1 in an emergency. First, most people are very reluctant to call 9-1-1 until they determine they are unable to control or resolve the issue. Although detection time significantly impacts the emergency outcome, the fire department has no control over this factor.

Notification Time: The time from when the Public Safety Answering Point (PSAP aka: Dispatch) receives the 9-1-1 call until the time the department is notified. There are numerous standards for PSAP when it comes to answering the phone including how many rings are acceptable. PSAP are impacted by the NFPA standards that are applicable to both fire and rescue. For, example, NFPA 1221 requires the PSAP (Communication Center) to be able to answer the phone and notify the department within 60 seconds.

Turnout Time (A.K.A. Out the Door Time)**:** The time it takes personnel to prepare and leave quarters after notification. In the case of the City Fire Department, which has a career on-duty person, it should be under 60 seconds if it was EMS and 80 seconds if it was a fire call; the City far exceeds this standard. For the Town Fire Department, the NFPA 1720 response table (illustrated in National Standard section) would apply. For Burlington Rescue there are no standards that apply but the American Heart Association states that brain death occurs within 4 to 6 minutes without oxygen and the Squad's average out the door time is 5 minutes 9 seconds.

Travel Time: The time the first fire apparatus leaves the station to the time it arrives on the scene. (The term travel time ends when the unit arrives on location of the emergency). Weather conditions and traffic congestion will factor into the length of time it takes the apparatus to arrive on the scene. Therefore, total response time for all three organizations includes turnout (out the door) time to the end of travel time.

Mitigation Time: The time the first apparatus arrives at the scene to the time when actual extinguishing/treatment (mitigation) efforts begin. It is anticipated in all standards that the emergency unit will begin to mitigate the emergency immediately upon arrival. However, this raises some interesting questions for departments that have their members respond directly to the scene as to what actions occur before ample resources arrive.

Department Response Times

All three departments provided response time data. It appeared that only Burlington Rescue recorded time in both minutes and seconds; whereas, both fire departments recorded response times in full minutes only.

City of Burlington Fire Department

The City Fire Department records it response times in full minutes; therefore, a call recorded as a response time of 6 minutes could be 6 minutes 0 seconds to 6 minutes 59 seconds. The consultants highly recommend that all components of response time be recorded in minutes and seconds. The City Dispatch and Fire Station Dispatch both capture response times; unfortunately they conflict with each other.

The City Fire Department provided response times by incidents and included two categories. The first was Turnout Time (or known as Reaction Time) which equated to the time they were notified of the incident until the first unit responded (not always from the station). The second was Response Time, which was the time from notification to arrival at the emergency scene.

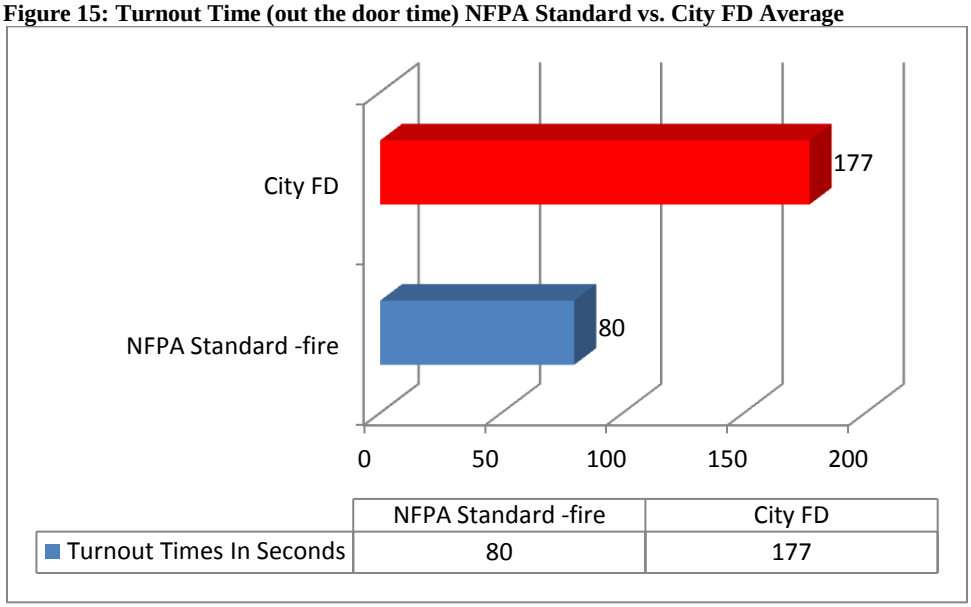
Turnout/Reaction Time

The consultants did a hand count of all 170 calls for 2012 and eliminated calls that had questionable entries (e.g., responded 9 minutes before being notified); entries of hazardous conditions in which the unit waited for qualified personnel for that specific type of incident; or what appeared to be mutual aid in which a unit responded with multiple personnel and therefore, extended reaction time. The latter two types of entries are appropriate but the Department would benefit from removing them from the general Firehouse™ query and place them in a separate data base so as to not skew the average response time.

The City Fire Department has a single individual (on-duty career member) respond alone in the first piece of apparatus; then volunteers meet him at the emergency scene. Therefore, this career employee should, in most cases, be out of the station immediately (NFPA requires within 60 to 80 seconds).

The City Fire Department's average turnout/reaction time for 2012 was 2 minutes 57 seconds. The figure below illustrates the City fire departments average turnout time (out the door time) in comparison with the NFPA standard that applies to career on-duty personnel:

Figure 15: Turnout Time (out the door time) NFPA Standard vs. City FD Average



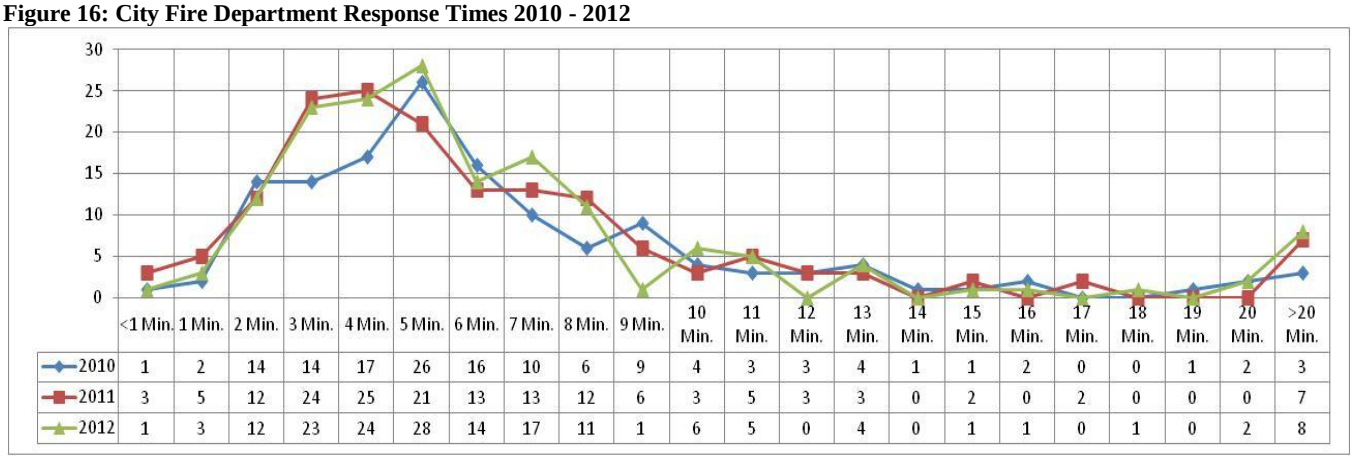
Three seconds shy of three minutes to get out the door when a career on-duty person is there should be most troubling for the department leadership. This slower response is most likely due to the required dispatch duties. The dispatch functions are best handled by the City's Dispatch Department – not in the fire station.

The fact that dispatching and paperwork (when the City has a full-time dispatcher on duty) is deemed of greater importance than immediate emergency response is perhaps one of the biggest changes that need to take place within this organization.

Response Time Total – Notification to Arrival

The City Fire Department's three year total response times (from notification to arrival) is shown in minutes in the figure below:

Figure 16: City Fire Department Response Times 2010 - 2012



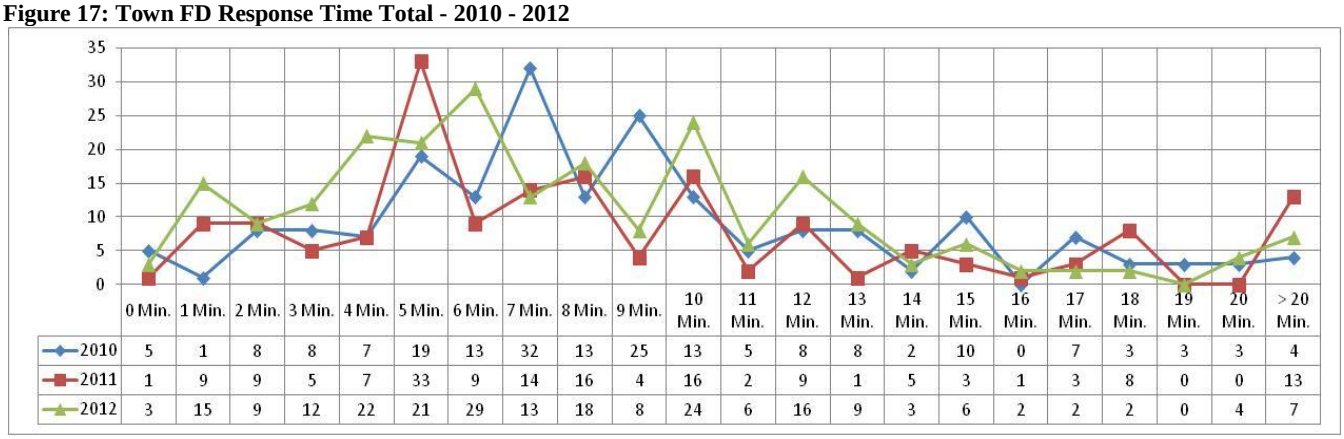
	<1 Min.	1 Min.	2 Min.	3 Min.	4 Min.	5 Min.	6 Min.	7 Min.	8 Min.	9 Min.	10 Min.	11 Min.	12 Min.	13 Min.	14 Min.	15 Min.	16 Min.	17 Min.	18 Min.	19 Min.	20 Min.	>20 Min.
2010	1	2	14	14	17	26	16	10	6	9	4	3	3	4	1	1	2	0	0	1	2	3
2011	3	5	12	24	25	21	13	13	12	6	3	5	3	3	0	2	0	2	0	0	0	7
2012	1	3	12	23	24	28	14	17	11	1	6	5	0	4	0	1	1	0	1	0	2	8

The City Fire Department protects 7.73 square miles, and from the figure above it would indicate that the majority of the response times (notification to arrival) peak at 5 minutes. What is of concern about this data is that the department provided turnout (out the door) time at just shy of 3 minutes, yet their arrival time is 5 minutes suggesting that they arrive on location 2 minutes from the time they left the station. Response times are greatly influenced by weather and traffic conditions, but traveling in the heart of the City in 2 minutes is concerning. Again, recall the City only records in full minutes so any of these numbers could be off by 59 seconds.

Town of Burlington Fire Department

The Town of Burlington Fire Department provided response time data in full minutes, and as an average readout from Firehouse™ software. The figure below illustrates the response time for each year of the study period. The response time is from notification until arrival.

Figure 17: Town FD Response Time Total - 2010 - 2012



	0 Min.	1 Min.	2 Min.	3 Min.	4 Min.	5 Min.	6 Min.	7 Min.	8 Min.	9 Min.	10 Min.	11 Min.	12 Min.	13 Min.	14 Min.	15 Min.	16 Min.	17 Min.	18 Min.	19 Min.	20 Min.	> 20 Min.
2010	5	1	8	8	7	19	13	32	13	25	13	5	8	8	2	10	0	7	3	3	3	4
2011	1	9	9	5	7	33	9	14	16	4	16	2	9	1	5	3	1	3	8	0	0	13
2012	3	15	9	12	22	21	29	13	18	8	24	6	16	9	3	6	2	2	2	0	4	7

The average response time was 9 minutes. It is not uncommon for volunteer/paid-on-call fire departments to have a 4 to 5 minute turnout time and the rest being travel time; however, turnout times were not provided. Unfortunately, the Firehouse™ software printouts included some entries that the consultants believe were entry mistakes: (e.g., in 2010 a 23 hour and 10 minute response; in 2011 a 1 hour and 8 minute response; and in 2012 a 49 minute response). Most likely in these events either the data was entered incorrectly or the fire department was asked to stand-by which delayed the response.

Overall a 9 minute total response time (notification to arrival) is average. The department might benefit from attempting to determine each component of response time for quality control purposes; thus gaining an understanding of what components they can work on to improve.. The data does not indicate if a member or members arrived at the scene of the emergency prior the apparatus. Thus, capturing this information is important as well.

Burlington Rescue Squad

The Rescue Squad provided average turnout (out the door) times for the year 2011 and 2012 which is illustrated below:

Table 21 : Average Rescue Squad Turnout (Out the Door) Time

Average Turnout Time	2011	2012	2 Year Average
	5 min 15 sec	5 min 3 sec	5 min 9 sec

Similar to most volunteer or paid-on-call departments, the average turnout time (time from when notified by dispatch until the ambulance gets on the road) is a double-edged sword. One wants the ambulance on the road as quickly as possible, but at the same time those driving to the station to staff the ambulance need to do so in a safe manner. The average turnout time is consistent with what the consultant has found in other studies by volunteer/paid-on-call organizations. The table above does not indicate if a member or members responded directly to the scene and arrived prior the ambulance. Capturing this information is important as well.

The Rescue Squad offered to hand-count calls in order to determine the other components of response time. They estimated that this would take a week. The consultants advised against spending that time inasmuch as the Rescue Squad has not utilized this information in making decisions within the department and the sole purpose would be for this report. At this time, it would be of little value; but something the department needs to begin tracking and using.

Recommendations – Response Times

- *All response times should be captured in minutes and seconds – not just in minutes. This could mean a 59 second difference.*

- *The data provided by the City Fire Department is concerning inasmuch as there is documented long turnout/reaction times, yet good total response times. A data quality control program in needed.*

- *Covered in the Public Safety Answering Point section, the City fire department should get out of the dispatch business. This is rarely found in today's fire service.*

- *The consultants recommend the Town Fire Department should, at minimum, begin to record their Turnout Times.*

- *Burlington Rescue would benefit from documenting as many of the response time components as possible. This would be beneficial to leadership in managing resources and future planning.*

Appendix E – Dispatch PSAP

The consultants will discuss how all three agencies handle an emergency 9-1-1 call from when it is received, recorded, and how the correct emergency agency(ies) is notified. The consultants are aware that during the writing of this report a new career Fire Chief was hired. As a result, some of the described procedures may already have been changed.

Racine County Communications Center

The Racine County Communication Center is a consolidated Countywide PSAP for 22 agencies in the area, with the exception of the City of Burlington. The consolidated PSAP dispatches for:

- 12 Fire Departments
- 9 Police Departments
- 1 Rescue Squad

There are a total of 51 employees which include:

- 1 – Director
- 1 – Assistant Director
- 46 – Call takers/Dispatcher – individual does both jobs although assigned to either a fire or police position
- 3 – Shift Supervisors

In addition, the County has assigned one Information Technology Technician dedicated solely to the County PSAP.

There are five shifts consisting of:

- 1st Shift 7 AM to 3 PM
- 2nd Shift 3 PM to 11 PM
- 3rd Shift 11 PM to 7 AM
- 4th Shift 7 PM to 3 AM
- 5th Shift 11 AM to 7 PM

The 4th and 5th shifts are swing shifts which allow flexibility to cover days off and provide additional call taker/dispatchers when needed.

The County PSAP does not receive any fire or burglar alarms. The County is able to dispatch (activate notification tones) for all 22 agencies in addition to the City of Burlington Fire and Burlington Rescue if requested. The City of Burlington utilizes the County PSAP as its emergency backup PSAP.

All County call takers/dispatchers are Emergency Medical Dispatching (EMD) certified, utilizing PowerPhone™ cards. The EMD program utilizes a set of key questions, pre-arrival instructions, and dispatch priorities for a full range of medical emergencies which the dispatcher would provide to people over the telephone. In order for EMD to be performed successfully, the dispatcher must stay on the line with the caller and instruct them on lifesaving procedures. Another dispatcher is responsible for notification of the appropriate emergency agencies. Therefore, it is important to have more than one dispatcher on duty if EMD is to be most successful.

In the event of a catastrophic emergency event in which the County PSAP were to be non-operational, all incoming calls and dispatchers would first be transferred to the Kenosha County Communication Center and then, the old City of Racine dispatch center would be placed in service with Racine County employees.

All 9-1-1 and Computer Aided Dispatch (CAD) entries are recorded within the County PSAP. Audio tapes are kept for 120 days and CAD entries are kept for an indefinite period.

City of Burlington / Fire Department PSAP

It is most unusual to find emergency calls being transferred back and forth within a single municipality. Not only is it a duplication of resources, it also provides little, if any protection, against litigation if something occurred that negatively impacted the outcome of the emergency. Most municipalities cannot afford duplicating resources, let alone have a complicated dispatch system.

Both burglar and fire alarms are received and monitored within the City: burglar alarms by the City PSAP and fire alarms go directly to the fire station. Therefore, the City has a full-time employee sitting in the City's PSAP, and another full-time employee (firefighter) sitting in the fire station to answer alarms transmitted by industry, businesses, or even homes. It is very evident that for the Burlington Fire Department the primary function of the career firefighter is to answer the phone, receive alarms, and record dispatches for City fire and/or Burlington Rescue. If in fact (actual case) there was an EMS emergency across the street from the fire station, the career firefighter would not be allowed to leave the station to aid the victim at any point. In this particular situation, the firefighter did cross the street to help the victim after being notified by a citizen at the firehouse door. For his efforts he was disciplined for not monitoring the radio and/or phone. As a note, if the alarm or phone call is not answered within four to five rings in the fire station, it is automatically transferred to the City's PSAP.

The consultants questioned this procedure and were told that the firefighter would not be available to answer a fire call if he were providing medical aid to a victim (keep in mind, a fire call happens once every third day). Most municipalities want their emergency resources providing services to those needing the services now versus those that might need them sometime in the future. Burlington is surrounded by other agencies that can send resources (apparatus and personnel) if a simultaneous call occurs (14 simultaneous incidents occurred within the past three years for the City Fire Department).

The fire station maintains the old seven digit emergency phone number of 763-3537 and the consultants were informed that someone might still use this number in an emergency so it must be monitored. The on-duty firefighter being interviewed, recalls old phone stickers and magnets with the fire department's emergency phone number (seven digits) being distributed when he was a child. In addition, all fire alarms come in on the same seven digit number directly to the fire station and there is no rollover to another phone line if busy; therefore, if a fire alarm was being received by the firefighter and someone were to dial the old fire emergency line, they would receive a busy with no transfer.

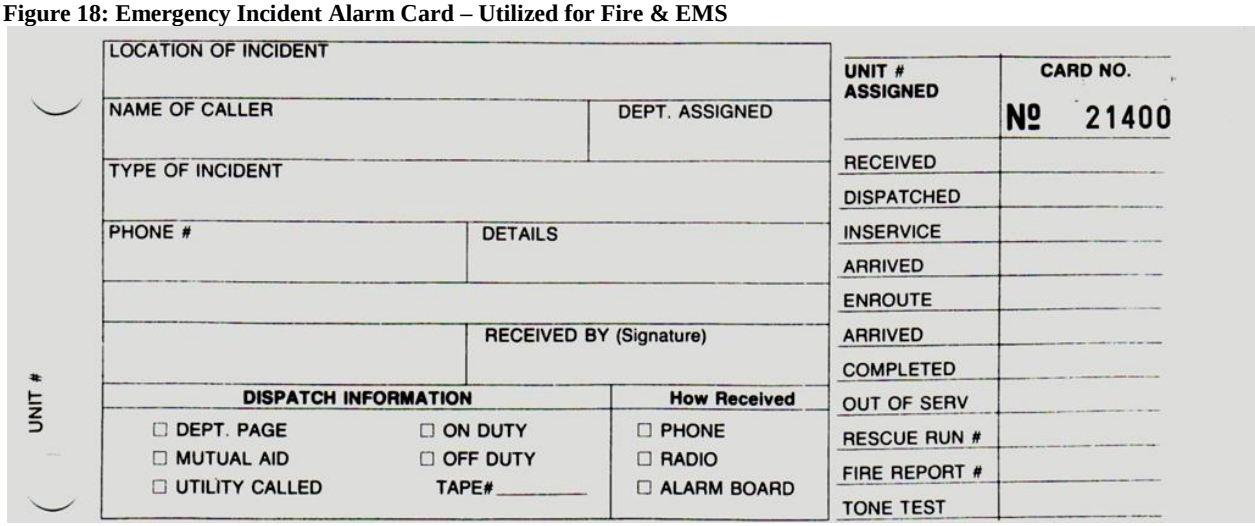
Report of a Fire within the City

A City resident calls 9-1-1 to report a fire – the following occurs:

1. City PSAP answers the call – which is recorded – gets vital information and tones the City Fire Department.

2. The career on-duty firefighter monitors the call and begins to fill out (by hand) the card illustrated below:

Figure 18: Emergency Incident Alarm Card – Utilized for Fire & EMS



LOCATION OF INCIDENT			
NAME OF CALLER		DEPT. ASSIGNED	
TYPE OF INCIDENT			
PHONE #		DETAILS	
		RECEIVED BY (Signature)	
DISPATCH INFORMATION			How Received
☐ DEPT. PAGE	☐ ON DUTY		☐ PHONE
☐ MUTUAL AID	☐ OFF DUTY		☐ RADIO
☐ UTILITY CALLED	TAPE# _____		☐ ALARM BOARD

UNIT #

UNIT # ASSIGNED	CARD NO. № 21400
RECEIVED	
DISPATCHED	
INSERVICE	
ARRIVED	
ENROUTE	
ARRIVED	
COMPLETED	
OUT OF SERV	
RESCUE RUN #	
FIRE REPORT #	
TONE TEST	

3. After filling out the card, the career firefighter would abandon the radio room and put on his/her protective gear and respond alone in a piece of apparatus – which apparatus is dependent on the individual working. If there is the possibility that the aerial tower might be needed, it would most likely be the first unit to respond inasmuch as only the four career firefighters are allowed to drive this unit. City Fire Department data indicated on average (3 years of data) the time from the call to leaving with a piece of apparatus was 2 minutes and 57 seconds.

   The City activation tones would be activated twice (transmitted on radio the frequency twice). The consultants asked what the purpose of sending the signal twice? The answer was "it has always been done that way". Over the years the consultants have heard many reasons for duplicating the emergency notification alert tone, none of which warrant tying up the radio frequency for the "what ifs". This practice is rarely seen in today's fire service especially since many pagers worn by the members have a repeat feature which allows the person to push a button and hear the message from the pager again, if needed.

4. Other units going on the air (radio frequency transmissions) are in many cases not answered by anyone (including City PSAP); but again, this is somewhat dependent on who is working. The City PSAP is supposed to take any additional emergency calls until the fire station radio is staffed by off-duty personnel.

5. When an off-duty career firefighter comes in (at overtime) he reports and stays in the radio room and tells City PSAP that the fire station radio is manned (meaning the fire department will now handle all radio traffic). Only an off-duty career firefighter is allowed to "man the radio"; this included the former Chief.

6. All radio audio transmissions are recorded in the fire station and at the City PSAP. However, after the call, the career firefighter will take the alarm card and enter all times and event facts into the department management system (Firehouse™).

7. The majority of volunteers will respond directly to the emergency scene in their private vehicles.

Report of a Emergency Medical Incident Within the City

Steps 1 and 2 above are repeated

3. After filling out the top copy of the card (two part alarm card), a copy is placed either on the windshield or front seat of the ambulance, and the full-time firefighter returns to the radio room to continue to record times when the ambulance leaves the fire station.

4. Regardless of the location of the emergency, the firefighter will not leave the station to render aid to the victim; rather wait for the ambulance volunteers to respond (the two year average turnout time for Rescue is 5 minutes 9 seconds). Remember this rule that the firefighter must stay in the station is self-imposed by the fire department.

5. The Rescue Squad will collect the hand written sheet and fill in their response data from that sheet at the end of the call.

Receipt of a City Automatic Fire Alarm

All City fire alarms are sent directly to the fire station therefore, 'mandating' the firefighter to remain in close proximity to the phone and radio.

1. The career on-duty firefighter answers the call and begins to fill out (by hand) the card previously illustrated.

2. After filling out the card (or attempting to do both simultaneously), the firefighter would activate the notification tones and announce the emergency call to the department.

3. Step three would be repeated so that the activation tones are sounded on the frequency twice. Keep in mind, that up to this point, no emergency fire apparatus has yet to respond.

4. Once the call was toned twice, the career firefighter would abandon the radio room and put on his/her protective gear and respond alone in a piece of apparatus (apparatus is

dependent on the individual working). If there is the possibility that the aerial tower might be needed it would most likely be the first unit to respond.

5. Other units going on the air (radio frequency transmissions) are, in many cases, not answered by anyone (including City PSAP); but again this is somewhat dependent on who is working. The City PSAP is supposed to take any additional emergency calls until the fire station radio is staffed by off-duty personnel.

6. When an off-duty career firefighter comes in (at overtime) he reports and stays in the radio room and tells City PSAP that the fire station radio is manned (meaning the fire department will now handle all radio traffic).

7. All radio audio transmissions are recorded in the fire station and at the City PSAP. However, after the call the career firefighter will take the alarm card and enter all times and event facts into the department management system (Firehouse™).

8. The majority of volunteers will respond directly to the emergency scene in their private vehicles.

City Dispatch Concerns

The above procedure leaves numerous chances for errors and confusion as to who is doing what and when with little to no checks if it is being done at all. The liability of transferring radio monitoring is greatly increased and being able to prove response times would be almost impossible inasmuch as it is done with paper and pencil. The system is designed to leave gaps in someone monitoring the radio, and if a responding unit needed or wished to transmit emergency information, it is questionable if anyone is there to receive it.

Perhaps this antiquated system is a carryover from the days in which fire alarms were transmitted to the fire department by fire boxes on street corners. When this system was utilized, there was a "clicker" in the fire station which would identify which street box had been activated; therefore, requiring someone to sit in the watch office of the fire station. However, like the horse-drawn fire apparatus, the justification for having a trained firefighter's primary function to be answering a phone or receiving an alarm has long since passed. If for no other reason, the City should eliminate any dispatch functions from the fire department and perform them in the City's PSAP. The preferred recommendation would move fire dispatch to the County PSAP; thus reducing duplication of resources and a potential fiscal savings.

The consultants asked how often the audio tape in the fire station was changed and how long is it kept in case of litigation. Neither career firefighter in the station was aware that it is ever changed, nor stored. Upon examination, it is a loop system that overwrites itself; but no one was able to tell the consultant how long the tape lasted before being overwritten. The alarm card, however, (illustrated in the figure above) is retained. The consultants were told that there are boxes and boxes of them in the basement.

If the main purpose of having fire alarms and radio dispatches kept in the fire station is to provide busy work for the career firefighters, then their positions cannot be justified. It would be more cost-effective and efficient to remove all dispatch functions from the fire station and cross-train the on-duty firefighter to respond to immediately to both fire and EMS emergencies.

In the case of litigation, the handwritten sheet would not be as beneficial as the actual CAD recorded times. Today's technology would easily allow a City CAD system to record all vital information and send that information directly to the department's data management system. The City would be on better legal ground to have electronically captured information, than handwritten sheets.

If the County receives a 9-1-1 fire call within the Town of Burlington, they dispatch and communicate directly with the Town Fire Department. If the County receives the 9-1-1-EMS call, the Burlington Rescue Squad is also dispatched by the County, but all communication to Rescue is through the career firefighter in the City's fire station. It is essential that agencies responding to the same emergency talk to each other directly. Having two agencies talking to two different sources for the same call is dangerous. Even though they share the same radio frequency, communication to two different dispatchers for the same event is troublesome.

Conventional wisdom would suggest that the talents of the career firefighter would be better served treating a medical emergency versus placing a slip of paper on the windshield of the ambulance. A partnership should be developed between the Burlington Rescue Squad and the City's Fire Department so that medical treatment gets to the patient quicker. Especially in a

medical emergency, a 5 minute response plus out the door time could mean life or death to a patient.

Should Burlington Continue Its Own PSAP

There are both advantages and disadvantages to consolidation of dispatch. Burlington has gone digital with its radios which is certainly the future of radio technology; whereas, the County has yet to convert to digital. Beyond that, there is no cost effective way the City of Burlington could duplicate the level of service or the redundancy the County can provide.

There is always resistance to the loss of local autonomy by governing officials and department heads to the loss of one's own PSAP. The City has a single dispatcher on duty who, if trained (currently are not) in EMD dispatching, would be hard pressed to answer calls, dispatch units, respond to units, and give emergency life saving instructions simultaneously.

There are a number of standards that can be utilized to evaluate how quickly an emergency call should be answered and dispatched. The American Society for Testing and Materials (ASTM) standard requires an emergency EMS call to be answered within three rings, or in approximately 18 seconds. The National Emergency Number Association (NENA) standard indicates that a 9-1-1 call should be answered within 10 seconds 90% of the time during the busiest hours and that 95% of all 9-1-1 calls should be answered within 20 seconds. According to the National Fire Protection Association (NFPA) 1221, dispatch time (time call is answered to emergency unit notified) cannot exceed 60 seconds.

The consultants asked the County for a rough estimate if Burlington were to join the consolidated County dispatch. They estimated $200,000. The consultants asked the City for a rough cost for maintaining its own PSAP, and were told approximately $200,000. This estimate does not include staffing. Staffing a dispatch center with only one individual is problematic. What happens if the dispatcher is tied up with other matters, or several calls come in at once? So, the City must not only consider the cost of updating the system, but hiring sufficient staffing to monitor the system 24/7/365 with at least two individuals. An actual cost analysis was not

performed; rather than spend a significant amount of money into updating the City's PSAP and more staffing, it may be time to consider consolidation.

Town of Burlington Fire Department

The procedure for emergency call-taking and dispatching is very simple for the Town of Burlington. The Town receives its services from a single source - the County PSAP. There is no transferring of calls to the fire station or filling out handwritten alarm cards. When a call is received, the paid-on-call member's are notified and begin to respond. All data needed for the Town's data management system is provided by the County through a state-of-the-art computer system.

The only time dispatching becomes problematic, is when the Town needs the services of the City's Fire Department and/or Burlington Rescue Squad. This is when the two dispatch centers (perhaps three if the City's PSAP becomes involved) are all attempting to coordinate efforts for a single event.

Recommendations – Dispatch PSAP

- *All dispatch and answering of emergency phone lines should be removed from the City's fire station immediately and placed in the City's PSAP or better yet, the County PSAP.*
- *Fire alarms should be received in the PSAP not the fire station.*
- *Eliminate handwritten alarm cards and utilize CAD technology for recording of calls and exporting of data to other data management systems.*
- *Emergency notification tones sent to pagers and radios should only be transmitted once. The practice of toning all calls twice is not warranted.*
- *The City should investigate if maintaining its own PSAP is really cost-effective and efficient as such services could be provided by the County.*
- *Upon elimination of the fire department performing any dispatch functions the City Dispatch deems it cannot handle the additional workload the fire department's dispatching should be outsourced to the County.*

- *If both the Town Fire Department and Burlington Rescue Squad are responding to the same call, they should communicate with a single source rather than the County and City fire station.*

Appendix F – Staffing

Staffing is typically a significant concern as the need to achieve a balance between necessary resources (personnel, equipment, and facilities) and the ability to fund these resources. The term *adequate staffing* is subjective and often sharply divided between those who provide the money and those who provide the service. Without question, the most expensive on-going cost to any department involves employees' salaries and benefits.

Chiefs, firefighters, and EMTs of all ranks normally want to increase the number of fire and EMS department staff in order to better serve the citizens. An increase in staff results in more firefighting personnel being available to respond to emergencies within the community. Larger staffing levels could equate to a greater margin of safety for both the citizens of the community and the firefighters; as well as faster mitigation times resulting in diminished losses.

On the other side of the equation is what the community/corporation can afford. Hiring additional firefighting personnel is expensive and may impact other areas of need within the budget. Certainly during difficult fiscal times, such as those facing government and private sector at all levels today, the lines between wants, needs, and ability to pay become blurred. In addition, emotions can easily create an unpleasant environment in which individuals/groups choose sides on the issue. In reality, both sides want the highest level of protection for their citizens and employees – achieving the balance is the issue.

Staffing Methodologies

There are many different factors to consider when staffing a fire department. These factors include: population, geographic size, number of calls, socioeconomics of the area, district risks/vulnerability, level of fire and EMS services desired, fiscal capabilities of the municipality, future area development, politics, other service provider options, citizen expectations, and availability of mutual aid. The proper amount of staffing can be calculated in several ways. Regardless of how one determines the number, the final decision rests with those who govern and the service provider organization's ability to maximize those resources.

Several staffing models are employed throughout the United States. These staffing models are career (full-time), part-time (paid-on-premise), paid-on-call, and volunteer. There are also other options that are used on a less frequent basis. These options include private fire or EMS departments (non-governmental), contractual fire departments (the entire fire or EMS department is contracted in much the same way as one would hire an accounting firm), contractual employees (employees are hired from a third-party service to provide staffing at a specified level), and Public Safety Officers (combined fire and police duties into the responsibility of a single individual).

National and State Staffing Methodology Comparison

The NFPA compares a department's staffing methodology to both national and state data by population categories. There were 26,430 departments nationwide that responded to the survey. The following is the population protected submitted to the consultants:

Table 22: Population Served

Area	Population Served
City of Burlington	10,464
Town of Burlington	6,384
Burlington Rescue	16,848

The consultants requested the population in-flux or out-flux that affect the City or Town; unfortunately, these numbers were not provided. As a result methods of staffing to population-protected will be based on the residential population of the area.

The Table below indicates how the City and Burlington Rescue (highlighted in yellow), Town (highlighted in blue), compares to the population in the United States in regards to staffing methodology nationwide.

Table 23: Types of Staffing Compared to Population - National

Population	Career	Mostly Career	Mostly Volunteer	All Volunteer	Total
500,000 – 999,999	81.1%	17.0%	3.8%	0.0%	100%
250,000 – 499,999	67.8%	27.4%	4.8%	0.0%	100%
100,000 – 249,999	84.0%	12.2%	3.8%	0.0%	100%
50,000 – 99,999	72.0%	18.3%	8.1%	1.6%	100%

Population	Career	Mostly Career	Mostly Volunteer	All Volunteer	Total
25,000 – 49,999	48.0%	20.6%	23.7%	7.7%	100%
10,000 – 24,999	21.0%	22.6%	37.8%	18.7%	100%
5,000 – 9,999	4.2%	5.9%	37.9%	52.0%	100%
2,500 – 4,999	0.6%	1.8%	16.4%	81.2%	100%
Under 2,500	0.4%	0.8%	4.7%	94.1%	100%

Source: NFPA 2010 Survey of the Needs of the US Fire Service

The Table below indicates how the City and Burlington Rescue (highlighted in yellow), Town (highlighted in blue), compares to the population in the United States in regards to staffing methodology in the State of Wisconsin.

Table 24: Types of Staffing Compared to Population - Wisconsin

Population	Career	Mostly Career	Mostly Volunteer	All Volunteer	Total
25,000 or More	66.7%	8.3%	16.7%	8.3%	100%
10,000 – 24,999	6.3%	12.5%	62.5%	18.8%	100%
Under 10,000	0.7%	0.7%	6.8%	91.9%	100%

Source: NFPA 2011 Survey of the Needs of the US Fire Service

Departments & Percent of US Population Protected

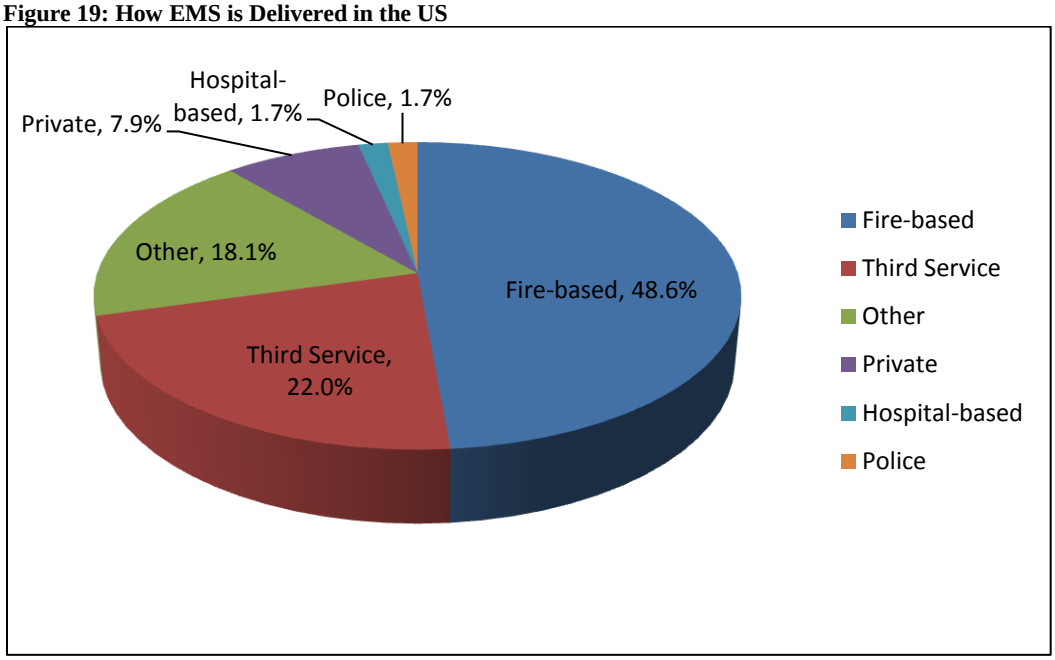
NFPA in 2011 reported that the following four types of departments and the percent of US population they protect:

Table 25: Types of Departments & Percent of US Population Protected

Type of Department	# of Departments	US Population Served
All Career	7.5%	46.5%
Mostly Career	5.4%	16.4%
Mostly Volunteer	16.1%	16.2%
All Volunteer	71.0%	20.8%

The consultants were unable to find similar data for non-fire EMS organizations; however, the figure below illustrates how EMS is delivered in the US and the largest provider is fire-based. Burlington Rescue Squad would be classified in the Private category:

Figure 19: How EMS is Delivered in the US



Source: NAEMT – EMS Magazine: 7th Annual National EMS System Survey, December 2009

Types of Fire or EMS Department

The City of Burlington Fire Department is considered a combination department because they have both career and volunteers. Since the vast preponderance are volunteers, they would be classified under the category of "Mostly Volunteer". The Town of Burlington Fire Department has paid-on-call, but for the National and State staffing comparisons tables above they would be classified as "All Volunteer". The Burlington Rescue Squad would also fall under the category of "All Volunteer".

Current Rosters

The table below illustrates the current membership of each organization at the time of the study. Membership fluctuated the most within the Rescue Squad over the three year study period:

Table 26: Current Membership

Department	Career	Paid-On-Call	Volunteer	Total
City Fire Department	5	0	41	46
Town Fire Department	0	32	0	32
Burlington Rescue Squad	0	0	22	22

What is obvious from the table above is that 95% of the employees are volunteer or paid-on-call; yet all three organizations are striving to recruit from the same candidate pool. **If the three organizations were to partner today, the greater Burlington area would be protected by 100 public safety responders.**

Future Staffing Model

Volunteer/paid-on-call members are the backbone of all three organizations and should continue to be the preferred staffing methodology. The fact that the three organizations are drawing from the same pool of candidates can be eliminated by joining the organizations together; or at minimum combine training so that more volunteers can be members of more than one department (e.g., fire and EMS).

The City of Burlington career firefighters should be maintained only if they become dual certified in fire and EMS and the City begins to offer at minimum First Responder service to residents and visitors of the City. As this report was being finalized one of the current career fire department members announced his retirement; the City placed an ad for his replacement but unfortunately did not mandate even an EMT-Basic certification. Although the City would award additional points for EMT certification, it was not mandated for new applicants. The consultants highly recommend that all hirers of career members be required to have a current EMT certification and must maintain that certification throughout their employment with the City.

The consultants do not support the need for career firefighters under the current arrangement and job duties. If the need to have on-duty personnel can be justified for 0.44 calls per day than it should be accomplished through a paid-on-premise program. Career firefighters will first be needed when there is a significant increase in call volume.

Volunteer/Paid-On-Call Recruitment

Difficulty or success with recruitment and retention may be directly or indirectly related to the issue of leadership. Effective leadership can help retain current members and minimize discontent. Members within a department benefit from regular and sincere attention, in particular within a volunteer environment where many times people are seeking distraction from

their everyday employment or daily routines. Volunteers want to be proud of the officers who lead them. In contrast, it is ineffective leadership that is a common cause of decline in volunteer membership.

Fortunately, all three organizations currently seem to have good leadership. Good leaders provide an atmosphere where all members, both new and current will feel they provide value (their time and talent) to the department, contributing to the overall good of the organization/community. The subjects of leadership, recruitment and retention within a volunteer department are all interrelated. The dilemma of losing existing department members along with the inability to recruit new members can, but not automatically, be linked to poor leadership or a lack thereof. It will take strong leadership to prevent and/or resolve these types of issues which result in members leaving the department.

Methods of Recruitment

The fire/EMS department, along with governing officials, need to pro-actively inform the citizens that the department is a *volunteer* fire/EMS department (the consultants recommend that the term volunteer rather than paid-on-call be used for recruitment purposes). It cannot be assumed that the public knows they are served by a *volunteer* fire/EMS department. Emphasis must be placed on the fact that the emergency services provided by *their* fire/EMS department are provided by other citizens of the community – their neighbors. Additional emphasis must be placed on the cost benefit to the residents of having a volunteer fire/EMS department.

The National Volunteer Fire Council (NVFC) provides copious ideas for the recruitment and retention of volunteer (paid-on-call) which is applicable to both fire and EMS. The consultants recommend the City, Town, and Department leadership view the following NVFC links:

http://www.nvfc.org/hot-topics/recruitment-and-retention
http://www.nvfc.org/files/documents/2007_retention_and_recruitment_guide.pdf
http://www.nvfc.org/fire-line/volunteer
http://www.recruitny.org
http://www.nvfc.org/training/education/retention-and-recruitment-training?layout=nvfc:filtered

The U.S. Fire Administration (USFA) and the Department of Homeland Security (DHS) worked in conjunction with the National Volunteer Fire Council and highlight that departments which seek solutions and adapt to the changing personnel environment are most successful in recruiting members. These agencies emphasize that community members are still willing to dedicate the time to a fire/EMS department if the department provides the following:

- The experience is rewarding and worth their time
- The training requirements are not excessive
- The time demands are adaptable and manageable
- They are rewarded with a personal sense of value
- There is good leadership minimizing conflicts
- There is ample support for the organization

The above is understandable, yet many departments still have requirements that discourage (or even remove) members if they don't fit into their self-imposed rules. For example, training twice a month on Tuesday evening from 7 PM to 9 PM rather than using technology in which many topics could be taught using the internet allowing <u>some</u> training to be completed 24/7/365.

Peter Drucker, in his book *Leaders to Leaders*, notes:

> "We know what attracts and holds volunteers. The first thing is a clear mission. People need to know what their organization stands for and is trying to accomplish. The second thing is responsibility for results, which means appraisal and review. And the third thing is continuous learning."

Recruiting Opportunities

- The most successful recruitment resources are the current members of the Fire/EMS Department. Most people know someone who is on the Fire/EMS Department and judge the organization by their assessment of that individual. It is amazing how many times the consultants have interviewed community members and asked them why they didn't join the department only to be told "nobody ever asked me".

- Internet, Facebook, Twitter – the department that has a web page that discusses joining still puts the majority of the effort on the interested party to contact the department. A better approach is to have the interested individual complete a simple form and submit it electronically. The department recruitment committee would make contact within 24

hours. In addition, the current web page could be more interactive. Create an inviting email address such as www.BeAHero@ (insert your organization).com.

- Brochures – develop a colorful brochure to distribute whenever possible (community events). The brochure should have pictures and explain the benefits of providing service to their community. Ensure the brochure has easy to read contact information. The City Fire Department publishes a very good annual report; material and photos can be used from this source.

- City/Town Employees – seek other City/Town employees who might be willing to serve even if they are unavailable during normal workday hours; they might be available weekends and evenings.

- Utility Bills – place recruitment material quarterly in the Electric and Water Utility statements.

- Recruitment Signs – place a banner outside the fire station or other strategic locations throughout the total response district. Signage should be simple, colorful, and informative about how to join. Do not leave the signs up for more than 30 days before removing or relocating.

- New Residents – have the City/Town provide names and address of new residents and send them information about fire/EMS Department services, staffing, and recruitment material as well as welcome them to the community.

- Intern Programs – the Burlington Department is within the Gateway Technical College District as well as other colleges and universities. Gateway specifically, sponsors an Intern Program for students enrolled within their Fire Protection Technician Program. Interns participate in a live-in program where the participants are given free room and kitchen privileges in return for volunteering.

- Business Community – establish a partnership with local industry and business where the department will teach an employee basic fire safety and first aid; in return a few employees would be allowed to respond during the day on larger emergencies.

- Civic Organizations – organizations of this nature have community-minded members who volunteer for many activities and are a potential source of new members. Parent-Teacher Associations, local churches, etc. are potential organizations that may help in recruitment efforts. Rescue is already aligned with Rotary but there are other civic-minded groups.

- Community Events – such as the weekly Farmers Market, Chocolate Days, Fall Color Festival, Night Out Against Crime, or an annual Spaghetti Dinner are all opportunities to showcase the Department and recruit.

- Train In Public – monthly move one training session into the community. Pass out flyers in advance inviting local residents. Place training signs visible to passing motorist and have sufficient personnel to talk to the individuals that come to these events while passing out recruitment material.

The main effort of the Department leadership is to ensure the members do not become a closed group or "good old boys club" only showing interest in those that look and act just like them. All organizations can benefit greatly from diversity and the department leadership should embrace diversity opportunities.

Retention

Often lost in recruitment programs is the fact that it is far easier to keep a member than to recruit a new member. Volunteer and paid-on-call departments can have rules that hold members to a high level of conduct. In fact, those departments that hold their members to high standards and praise those with achievements have far less turnover than those departments that are lax. Members want to have pride in their uniform patch.

It is important to know each member's motivations for joining the department. If the officers understand a volunteer's motivations for being a member, and help ensure that those reasons are met, the member will be more likely to remain with the department. Identifying the motivation of potential members should be part of the screening process, so as to ensure people are joining for the right reasons. Once becoming a member of the fire/EMS department, officers need to assure that the motivations previously identified are now being met for each respective member.

To facilitate retention of current members within the volunteer department, it would be beneficial to identify why people choose to leave in a formal exit interview process. Identifying why people leave may help the Chief deal with those issues and may help prevent more people from leaving. An environment must be created and nurtured within the department so members feel they can talk to someone in leadership about their issues. A suggestion box placed in the station can be beneficial.

The benefits of retention efforts are lost when the Chief and or other members of the leadership team regularly disregard the time and effort volunteer members donate to the organization. Such disregarding action hurts the morale of the volunteer members and over time can cause people to become inactive within the department or cause them to leave. A theme that is often repeated is that "too much training is required of us!" The same can be said about fund raising, vehicle maintenance, or other department functions. Whether those feelings are perception or reality, the need to be aware of and to manage the volunteer's time is critical. Volunteers engage in many activities such as station and vehicle maintenance, fund raising, public education events along with emergency responses.

A simple recognition program of a presenting a plaque of appreciation for every five years of service is inexpensive but pays large dividends. For example, identifying members who volunteer for a committee (e.g., new truck committee) by placing a small plaque attached to the apparatus that identifies committee members, etc. Firefighters/EMTs might say they do not want recognition but those who get it seem to produce more and stay with the organization longer.

Paid-On-Premise the Step Between Volunteer to Career

When the time comes that the department feels they need on-duty personnel (or additional on-duty personnel) in the station for a specified time (perhaps during weekday work hours) the department should consider paid-on-premise programs (POP). Paid-on-premise employees, also known as part-time employees, have been found to be a highly successful method of staffing in areas that have a number of departments throughout the country. Utilizing this scenario, the community would hire individuals that were already certified firefighters/EMTs on a part-time basis to either fully staff or augment shifts. Part-time personnel usually work twelve-hour blocks of time a few days per pay cycle or month. Paid-on-premise employees are less expensive than career employees and offer greater opportunity for existing paid-on-call members to sign up for a shift.

The transition from a volunteer/paid-on-call department to having someone in the fire station who will immediately respond is a double-edged sword for most existing members. Volunteer/Paid-On-Call members understand the importance of getting emergency apparatus on

the road as quickly as possible, but conversely joined the department to provide service not stand-by in the station. However, most paid-on-call want what is best for those they protect and that desire outweighs their own personal interest. The transition from paid-on-call to career is much less traumatic when the organization utilizes paid-on-premise until the need dictates full-time (career) employees.

There are both advantages and disadvantages to paid-on-premise employees. However, the consultants are finding more departments are utilizing this staffing method due to the significant cost savings of a part-time employee over a full-time employee. There are departments that utilize paid-on-premise personnel to staff their stations 24/7. Although paid-on-premise staffing is highly discouraged by the International Association of Fire Fighters (IAFF), it is growing in number of areas in the United States and there seems to be no lack of participants – both union and non-union firefighters - willing to fill these positions. In areas such as Burlington, there are fire/EMS departments and private ambulance services that have employees certified in both fire and EMS. Therefore, the department has the opportunity to hire paid-on-premise (part-time) personnel, fully certified, to address staffing needs.

Paid-on-premise personnel can perform a variety of jobs throughout their work hours including, but not limited to:

- Fire inspections
- Pre-plans (information gathering for preparation for a fire in a particular occupancy)
- General house cleaning (could eliminate the part-time custodian position)
- Minor vehicle repair/maintenance
- Public safety education opportunities
- Recruitment activities
- Training
- Physical fitness
- Administrative support work

Paid-on-premise is a very effective staffing method. The disadvantages of this staffing model are far outweighed by the benefit to those who need the service. It also results in significant

reduction of salary and benefits; as well as any pension liabilities for the City/Town rather than hiring career employees.

Career Employees

Although career employees ensure that there is a minimum on-duty staff, it is a very costly staffing methodology, which only increases in cost as time goes on. Career employees would staff the station for a designated time period or 24/7/365. Although the department would still utilize paid-on-call, the consultants' experience has been when career members are on-duty, volunteer/paid-on-call membership drops significantly. There are several reasons including there are fewer activities for the volunteer/paid-on-call members and therefore, they do not feel as valued. Relationships between the groups can become strained inasmuch as one is receiving considerably more money than the other and many perceive they are performing the same functions.

Being a career firefighter does not make someone a professional – the level of training and how one performs on the emergency scene makes a person a professional: whether career, paid-on-premise, paid-on-call, or volunteer. Career firefighters are usually more adept at performing tasks on the emergency scene because they have more time to train. In addition, career staffing usually results in a more unified team inasmuch as the members work, train, and live together for about one-third of their lives as a firefighters/EMTs. Career firefighters usually hold higher certifications and are able to perform more skills than part-time employees, especially in the field of EMS. Firefighting is a physically demanding job and although no more demanding for career personnel, the frequency of the activity is greater for career personnel.

The consultants recommend that if – and only if – the City of Burlington deems it necessary to hire additional on-duty personnel, they utilize the paid-on-premise option before additional career. Again, nothing against the four existing career members, but if their main purpose is to answer a radio and hand write times onto an incident report form they do not adequately serve the needs of the City. However, if they become cross-trained and certified in EMS and the City adopts at minimum a First Responder program, these four positions can be justified.

Recommendations – Staffing

- *All new hiring of career members should require certifications as a firefighter and EMT in order to apply for a career position on the fire department.*

- *The leadership of the departments should implement the recommendations outlined in the recruitment and retention sections.*

- *The department leadership should obtain information on recruitment from the National Volunteer Fire Council (applicable to Rescue as well).*

- *Recruitment material should use the term "volunteer" over the term "paid-on-call".*

- *All three organizations should create a unified recruitment program and if they do not consolidate, allow new and existing members to serve in more than one organization. This will require a unified training program.*

- *If the three organizations joined their existing number of personnel today, there would be 100 members to serve the City and Town of Burlington.*

- *Volunteer and Paid-On-Call should remain as the primary means of staffing well into the future.*

- *Emphasis should be placed on retention of current members through a simple, inexpensive recognition program that indicates they are valued by the organization, City, and/or Town.*

- *When on-duty personnel are needed, the City, Town, and Rescue should consider a Paid-On-Premise program. Obviously a single partnership in staffing is more prudent than the implementation of three separate staffing programs.*

Appendix G – Human Resources

The human resources section of this report will cover a variety of areas. Where possible, all three organizations will be discussed together, as many of the federal and/or state laws are applicable; however, where necessary, each will be discussed separately. This section will focus on the role of the City/Town in employment practices; the by-laws of each organization; compensation in relation to the Fair Labor Standard's Act; the recruitment process in regards to liability and documents utilized; performance evaluations and personnel policies.

Corporations –City & Town

The City and Town have the obligation of providing fire protection services to the residents and property owners within its boundaries. There are a number of ways in which this service can be provided within the state of Wisconsin. Each could choose to contract fire protection service through the formation of a Fire Protection District. In a true District, the District becomes the taxing authority, and the City and/or Town contracts its services with the District. There are a number of fire protection districts within the state of Wisconsin. However, the state of Wisconsin does not allow the District to become the taxing authority; rather, the municipality continues to tax for these services and turns over the dollars to the District. Another way to provide fire protection service is the way in which it appears both the City and Town initially provided this service – through a contractual agreement with a private fire corporation. In this situation, the City /Town remains as the taxing authority, but the private corporation retains responsibility for the budget, hiring, and operations of the department. Based upon the operations of the Town of Burlington, and the volunteer side of the City of Burlington – there is a strong perception that this is how these departments have functioned. However, neither department is knowledgeable of specific articles of incorporation for either fire department. Finally, the City/Town could assume all obligations of providing service through a full-time, volunteer or combination department. In this situation, the employees of the fire service are considered employees of the City/Town and are governed by the rules and regulations adopted by the respective municipalities. Regardless of the form of organizational structure, the City/Town and its elected officials must always bear in mind that the ultimate responsibility for the fire service rests with them.

Although both the Town and City Fire Departments act independent of the municipality - each with its own set of by-laws which govern personnel and operations; the City or Town is the employer. All payroll functions, benefits, budgeting are governed by the municipality. The federal employment laws require a minimum of 20 employees; whereas the state of Wisconsin, requires one paid employee; both the Town of Burlington and the City of Burlington are subject to all of the federal and state discrimination laws. Thus, even a volunteer member can sue the Town/City for all of the various discrimination laws. Each of these fire departments acts independent of the municipality; however, the governing body will be ultimately responsible for any violations of the employment laws by members (volunteer or paid) of the Fire Department. Thus, it is strongly recommended that the Town and City have greater control over recruitment, discipline, promotion, compensation, & benefits of its volunteer employees. These will be explained within the respective sections.

The Rescue Squad is an independent, volunteer corporation. As such, it is not governed by employment laws either in the state of Wisconsin or at the federal level. With that said, it can be sued for discriminatory practices, as well as breach of contract. Recently, McGrath Human Resources Group worked in a private, all volunteer rescue squad, who was in the midst of a sexual harassment law suit, among suits by other various state organizations for its medical practices. Thus, even with non-paid members of the department, the Rescue Squad must have documentation of its personnel practices, training of its officers, and written operating policies and procedures in order to maintain its license.

Recruitment

In all three departments the officers of the organization are elected – with the exception of the Fire Chief for the City. All three of the organizations need to transition from elected officers to a process in which individuals are selected through a prescribed process. All candidates for a position must have the minimum identified skills and qualifications for the position. Thus, job descriptions need to be developed for every position within each of the organizations. In the case of the Town and City, the administration of the municipality, in accordance with the hiring of other department heads, should go through a recruitment process and appoint the Fire Chief (recently implemented within the City). In the case of the Burlington Rescue Squad, the EMS

Chief should be appointed, through a formal interview process, by the governing board; or an independent commission – similar to a municipal Fire Commission. As previously stated, it is difficult for an organization to move forward with change, when the leadership of the department is elected by its subordinates.

The Fire Chief then assumes responsibility for the hiring of all members within the department – volunteer, POC, POP, or career. The minimum skills, education, experience, and physical/mental qualifications of the position should be spelled out, along with written SOG's, or sections with the municipal employee handbooks as to the process for selection. The following is a simple recruitment process that should be followed for all volunteer positions.

Sample Volunteer Recruitment Process

Volunteer applications should be accepted on an on-going basis. The membership process shall generally follow these guidelines, but may be adjusted if circumstances warrant:

- Applicants will be required to complete a standardized, application form. Proof of relevant certification(s), license(s), and/or submission of resumes may also be required.

- Applications are screened by the Chief/designee.

- Candidates who meet the established qualifications will be selected and scheduled for interviews, ride-alongs, and/or orientations.

- Questions are prepared which are asked of each individual interviewed or tested. Qualified candidates are interviewed and/or tested by the Chief and/or the relevant officer. Other individuals may be invited to participate in the interview/testing process.
    - Interview teams may consist of:
        - Board of Directors (for the Rescue Squad or representatives from administration for the municipalities); or
        - Chief, Deputy Chief and member of the department.

- All interview materials, documents, and/or test results are reviewed, and the final candidate(s) is recommended by the Chief for membership with approval by the Board of Directors and/or approval of the municipal administrator.

The practice of each company, for the City, hiring its own members must cease immediately. There is no standard application, and/or process. In fact, the consultant was told that an applicant may have to apply and/or be interviewed by each company. This can be construed, as there are no set standards, as a discriminatory practice and places the City in a potential libelous situation. This practice should cease immediately.

Applications

All three organizations provided a copy of the current application form. Each will be discussed.

City of Burlington

No application was provided for the volunteer positions; however, the consultant was provided a packet of information as to the process for career members. A review of these materials is as follows:

Application Packet: among a number of letters, and criteria for employment, there is an Authorization for Release of Information and a general employment application. There is nothing wrong with the information gathered on this authorization form. The consultant suggests that this form, when turned in to the department, is immediately separated from the other application materials and retained in a confidential file. It contains information that could be construed as discriminatory; however, is needed to obtain information in a background check. By separating it from the application materials – individuals who have responsibility for review and selection of employees does not have that information available, and thus, can mitigate any claims of perceived discrimination. If possible, turning the application packet into the City – maybe the clerk, and having that individual separate the materials provides a higher level of confidentiality. There is a signature for a witness, and it is unclear why this is necessary. Rather, having the signature and printed name of the applicant, which is already on the form, should be sufficient.

The application appears to be the standard City application. Fortunately, there is nothing on the form that is considered to be illegal. It is suggested, however, that either an addendum to the application be added, or sections of the application pertaining to licenses/certifications necessary in the fire service should be added. Although there is a skills and qualifications section, it is

easier for an applicant to check off what they have (and as the intro letter indicates a copy of the certification/license must be attached) than it is to assume the candidate knows what other requirement/preferences are desired by the department. Finally, the City should update its applicant statement to include sexual orientation in its explanation of protected classes; as well as an authorization to check social medial sources. At this time, many states either have laws, or are considering laws that one cannot ask for a person's password for any social media site. But any information that is public may be reviewed by a potential employer. Having the applicant sign off that this is authorized, just adds another layer of protection to the municipality.

Whatever employment application is finally developed, it should apply to both volunteer and career employees.

Town of Burlington

The Town of Burlington Fire Department application has a number of issues that must be addressed as it either is illegal, or in this current environment, are recommended to be omitted.

- Date of Birth: The birth date needs to be replaced with a statement that the applicant is over the specified age. Thus, "Are you age 21 or older" Yes_ No _ is more appropriate.
- Driver's license Number: Should also be omitted from the application, as it too can indicate a person's age. If the DOB and driver's license number are required to conduct a background check, then a separate form should be developed – similar to the City – and all information necessary to conduct a background check included on this form – along with the applicant's signature. As discussed with the City, this form should be separated when the application packet is turned into the Town.
- Social Security Number: There is nothing illegal about putting a social security number on an application. However, it is recommended that this information either be placed on the separate background authorization form, or collected after an offer of employment is given. Many individuals have the potential of viewing an application during the interview process and in this day where there is identity theft, having that information lying around may be harmful to the applicant. It is not necessary to determine if an applicant is qualified for the job, so put it on a form that has more restricted access.

- Statement of health and physical defects: Although the Town has less than 50 employees and is not governed by the American's with Disabilities Act, there is a Wisconsin disabilities employment law. Such a question would be deemed illegal per Wisconsin statutes. Rather, a copy of the job description, which has all of the physical and mental requirements of the job, should be included in the application packet. The applicant can either sign the job description, or a statement in the application which asks if the individual is capable of performing all of the functions of the position with or without accommodations. Any accommodations should be listed, and the hiring committee and/or Town Administrator can determine if these accommodations can be adhered to, or place an undue burden on the organization. At both the federal and state level, there are explanations of what would constitute an undue burden.
- High School Graduation: The request for the year of graduation should be omitted. This can be a form of age discrimination. Rather, the question of whether the person graduated (as currently on the form) form high school or obtained his/her GED should be sufficient. Other education should be completed asking for specific information: name of school, areas studied, graduated /not graduated, etc.
- Court Record: The wording should be something to the effect: Have you ever been convicted of a felony? Further, a disclaimer that committing a crime may not automatically eliminate the individual from employment. The nature of the crime needs to be weighted in relation to the position.
- Experience: Would suggest adding a section of the types of certifications/licenses that the department requires and prefers. These should be listed with a check box as it is easier for the applicant.
- There is no information regarding other skills and abilities of the individual: computer skills, ability to use technology, ability to read and write in English, or other experience that might be beneficial to a volunteer department.
- There is no statement signed by the applicant that the information is correct; authorization to check references, social media or verify the information. This needs to be added.

Burlington Rescue Squad

The Rescue Squad has a very brief application. The following should be removed from the application: Length of time at current address; date of birth, spouse, and child's name, and asking for comments by the applicant. If any of this information is needed at a later date – after an offer of membership – then the form can be completed at that time.

The application should have the following:

- Education: Completion of high school, GED, or other education. This should include school, major of study, and if graduated.
- A check-off of the required licenses/certifications.
- Employment history: Even though it is a volunteer organization, a lot of information can be gleaned about the stability of a member by reviewing types of jobs and length of employment.
- Statement that if the information provided is found to be false, immediate termination from the department.
- Non-discriminatory language.
- Authorization to check references.
- What copies of licenses/certifications are required to be attached.
- If the individual is above the age requirement.
- That membership does not infer a contract of employment with the Squad.

All three organizations should establish, in accordance with federal and Wisconsin state law, record retention policies for maintaining all documentation pertaining to membership/employment of the applicant. Federal law dictates that the department retains recruitment documents for a period of three (3) years. These files can be maintained by position and should be put on a regular purge cycle. The application and authorization forms for an individual hired should be maintained in the individual's personnel file.

The application and interview process is a two-way street. The professionalism of the process should reflect the type of respect and professionalism expected by the department. Further, applicants are in the interview process not only to find a volunteer position, but also to interview

the organization to ensure that it meets with their own aspirations and work values. Thus, the more professional the process, the greater the opportunity to find a match that meets both the individual's and the organization's needs.

Recommendations – Recruitment

- *The departments should invest in developing recruitment materials that are tailored to meet the needs of each organization. It is recommended that each department design a simple recruitment brochure that describes:*

    - *The department and its organizational structure*
    - *Qualifications for membership*
    - *Obligations to the department (drills, meetings, etc.)*
    - *Training obligations*
    - *Benefits of membership*
    - *Volunteer compensation, if any*
    - *This does not have to be a professionally designed brochure. However, a member of the department with knowledge of word processing could design one in-house, or the department could purchase pre-printed brochure paper. Either method can produce a low-cost but highly professional piece that can be distributed during recruitment efforts or given to individuals who express an interest in membership.*

- *Design and/or update an application specifically tailored to obtain information vital to the assessment of candidates for membership. Incorporate the recommendations made within this section.*

- *The application packet should be turned into the Fire Chief's office and/or municipal building. The department/individuals designated to receive the applicant materials should remove any authorization forms that contain information that could be construed as discriminatory.*

- *The department should have copies of the brochure and application materials to hand out to interested individuals within the community. The organization that best "sells" itself typically has a host of individuals who want to be a part of it.*

- *The department should establish a standard operating guideline that outlines the recruitment and hiring steps to be followed in the department – volunteer & career. These should include but not be limited to an interview, drug screen and background check. For the fire departments – also include a baseline hearing test and pulmonary function testing.*

- *Comprehensive job descriptions should be established for each position. This should include education, experience, skills, supervisory skills (when applicable), job*

responsibilities, and the mental/physical qualifications for the position. The job description should be attached to the application for review by the applicant.

- *Develop a selection committee that consists of the Fire Chief, an officer, a volunteer member (rotate among the membership), and/or a member of the Fire Board.*

- *The departments needs to eliminate any process that takes an applicant to the membership, either to vote them in or to ask for information, as this can be construed as a discriminatory practice. The process and questions asked by a selection committee should be the vehicle to ascertain the work experience and commitment to the fire department.*

- *The position of Fire Chief or EMS Chief should be an appointed position. The process should follow current municipal department head hiring practices; or a process developed by the Rescue Squad Board of Directors.*

- *Develop a record retention policy for all materials obtained during the recruitment process.*

- *The applicant should be contacted and kept informed of the status of his or her application.*

- *All correspondence to the applicant should be in writing and maintained with the application file.*

- *Allow time to consider the candidate's qualifications; if the individual is not selected, inform the individual via letter.*

- *Final approval of applicants should remain with the Fire Chief and/or Board of Directors.*

Post Interview Activities

Reference Checking: There is reference checking and a criminal background testing conducted on full-time members only. Thus, the following is to reinforce the departments that have a process in place, and to recommend a process for the departments that do not have such policies.

A formalized program should be established so that the department can be assured that they are not knowingly hiring an individual with a criminal past. The applicant should sign a separate form containing information required by the police department authorizing the department to conduct a background check. This form, because it contains identifying information, should be maintained with the Chief and separated from any application materials. Once the selection

committee has identified the candidates for potential selection, the Chief/designee can forward the authorization forms to the police department. The Rescue Squad should develop a relationship with either the City or Town police department to assist in conducting a simple criminal background check. Copies of the background checks should be maintained in a confidential section of the employee's personnel file.

In addition to a criminal background check, it is also advantageous to have the candidate sign a release that allows the fire department to request driving records from his/her auto insurance company. Again, this should be a separate authorization form, or the form above for the criminal background check can be modified to include information and releases for both checks. The information obtained from the request should be maintained in the confidential section of the employee's personnel file.

Often, volunteer/paid-on-call departments do not see the rationale for conducting reference checks. Many volunteer chiefs feel that only positive information would be received from the individual's references. Further, one would question who would intentionally give the name of a reference that would supply negative information.

It is true in today's legalistic society that one questions the need to conduct reference checks, since many organizations do not release information other than name, position, and dates of employment. Personal references are typically neutral to positive. However, the completion of reference checks by the hiring organization often "covers" the employer in the event the individual commits a crime while acting in the capacity of his or her employment. Thus, by performing the criminal background and reference check, the organization is doing its due diligence in ensuring that the candidate does not have any issues that would give concerns to the finalization of hiring.

Example: The Rescue Squad Department conducts a reference check with a candidate's former employer, who only validates employment dates and position and does not indicate any concerns. The individual becomes a member, and then steals property during the course of an emergency call. Investigating agencies are going to look to see if the organization did its due

diligence in the hiring process to establish whether the member had a history of criminal activity. If it was discovered during the criminal investigation that the member had been terminated from an employer for theft, but the employer did not disclose that to the department, the department cannot be held liable for "knowingly" hiring a person with a criminal past. The department can demonstrate that it attempted to find out through the criminal background check and reference notes, and that no indication of the individual's past was uncovered.

The consultant recommends that the organization develop a simple reference sheet to verify current and past employment, as well as to ask if there is anything that the reference believes would prohibit the individual from being a good firefighter. The reference sheet should include the responder's name and the notes of the conversation. Reference sheets should be kept in a confidential section of the personnel file.

Medical Examination/Drug Test – the City, for its career employees and the Town conduct a physical. Both organizations work with a medical agency and attempt to test for the physical requirements of the position. The Rescue Squad indicated that the physical and physical agility were combined, but no specific information was provided. The by-laws have language regarding such exam.

The city for its volunteers, and the Rescue Squad should work with an occupational health center, physician, or community college to develop a physical agility test that firefighter / EMS personnel must complete in order to become members. In addition, the department should get baseline health data (for example, by conducting pulmonary function tests and hearing tests for fire personnel) in order to mitigate future worker's compensation claims.

Note: Any type of medical examinations and drug screenings must be conducted <u>after</u> the applicant has been offered employment. Any type of offer communications should be contingent upon successful completion of the medical exam and drug test.

Pulmonary Function Test – OSHA requires that any individual who uses a self-contained breathing apparatus (SCBA) have an annual pulmonary function test to ensure safety. A licensed

physician who is familiar with the fire suppression tasks and working environment must administer the test. The physician will provide the department with a certificate of compliance with the OSHA regulation and keeps the medical record in their possession. Noncompliance with this OSHA regulation can result in fines of up to $70,000. The consultants were told these tests are conducted within the department. The department should continue to ensure that the OSHA regulation for any member who might be required to wear an SCBA is enforced.

Recommendations - Post Interview Activities

- *Conduct reference checks with current and past employers (within the past five years) and maintain information in the individual's personnel file.*

- *Reference checks completed on individuals who are not selected should be retained with the individual's recruitment materials for the time designated in the record retention policy. Information from background checks for individuals accepted for membership should be maintained in the employee's personnel file in a confidential section.*

- *The application and criminal/insurance background authorization sheet should contain language authorizing reference checking of employers and other persons. These authorization forms should be maintained with the designated individual.*

- *Each department should develop a physical agility test for all volunteer members who wish to become firefighters and/or EMS, as well as a baseline medical test for hearing and pulmonary function for fire personnel.*

- *The department should continue to comply with OSHA requirements for annual pulmonary testing for all individuals who are required to wear a SCBA.*

New Member Orientation

The new member orientation process is probably the most important function a volunteer organization can perform. It is the socialization and job responsibilities that entice an individual to volunteer for the position, not money; thus, make sure the new member feels welcome and understands the organizational structure and practices. This is critically important to the tenure of the individuals.

None of the volunteer departments have a formalized orientation program. The Rescue Squad has developed a mentor program and the Town is working on such a process. Also, the City

career employees have an orientation program through the City which facilitates payroll and benefit information. The orientation process should be a time in which the member completes all necessary paperwork – even for a non-compensated volunteer. The department should develop a new member information sheet and gather information such as date of birth, emergency contact information, address, phone numbers, etc. This is also a good time to have the employee complete an ID request form to be used for an accountability tag, as well as any type of authorization forms: equipment return, sign-off of receipt of policies and procedures, any fire/EMS manuals, turnout gear, uniforms, etc. If the orientation is done in groups, it also allows the new member to socialize with other new members and strong bonds can be formed.

Once the formal orientation program is completed, the new member should be assigned to an individual who will serve as a mentor. The consultants do not feel that the organizations needs to adopt a formal mentor program at this time, but assign the new member a "buddy" to show him/her the ropes, answer questions, and assist the new member in gaining an understanding of the "informal" organization.

In essence, the more a new member understands the organization and feels a part of it, the more likely they will have the "commitment to serve" and become a valuable part of the department.

Recommendations – New Member Orientation

- *The new member should have the opportunity to complete all necessary paperwork for membership at the orientation meeting:*
    - *Equipment return authorization and/or other required forms, completion of federal/state withholding forms, etc.*
    - *There should be a sign off for receipt of department manuals, acknowledging receipt and requirement to read and understand.*
    - *A member information sheet that collects name, address, phone number(s), and family information. Maintain in personnel file.*

- *The department may wish to consider developing a member orientation checklist so that the member has a document that they can physically take with them. Appendix P contains a sample orientation checklist that the department can modify to its specific practices.*

- *Appendix Q contains a sample of a new member information sheet. Again, it will need to be modified to fit the needs of the fire department.*

- *The appropriate City/Town employee should be notified of all new hires – including volunteer and be involved in the new hire orientation program.*

Immigration Reform and Control Act

The Immigration Reform and Control Act of 1986 (IRCA) prohibits employers from knowingly hiring, recruiting, or referring for work aliens who are not authorized to work in the United States either because they have entered the country illegally or because their immigration status does not permit employment. The law also prohibits employers from continuing the employment of employees whom they know are unauthorized (8 USC 132a (a) (2) (1994)).

The prohibition against the knowing employment of unauthorized aliens applies to every employer regardless of its size or the number of employees. When an applicant is hired, the employer must sign a form attesting under penalty of perjury that it has examined appropriate documents verifying the applicant's identity and authorization to work in this country. Documents that establish both identity and authorization to work include a U.S. passport or a resident alien card containing a photograph.

If the applicant does not have one of these documents, at least two documents are required: one proving the applicant's authorization to work, and the other proving identity. The typical forms are the applicant's driver's license and social security card.

An employer's good faith compliance with the verification and record-keeping requirements constitutes a defense against the charge of knowingly employing an unauthorized alien. An employer who fails to verify the status of a job applicant is subject to fines. The EEOC has been known to come into organizations and audit their record keeping of I-9s.

An I-9 is not required of volunteers who receive no compensation; thus, the Rescue Squad does not have to comply with this law.

Recommendations Immigration

- *Immediate implementation of I-9 forms for all new members.*
- *Establishment of a separate file for maintaining completed I-9 forms (see personnel files and record retention).*

By-Laws

The City and Town Fire Departments have by-laws that govern a host of operational and personnel functions. All of these should be eliminated and placed either in a department SOG or the municipality's employee handbook. These by-laws include:

- Membership qualifications
- Organizational structure
- Election & appointment of officers
- Leaves of absences
- Job duties – should be in a separate job description

The SOG's should have a section clearly identified as personnel, or refer to the appropriate sections of the municipality's employee handbook. There is no need to duplicate personnel policies in the municipal handbook into the SOG's. This poses problems of keeping two separate documents updated.

The Town has a separate Treasurer's position which pays the bills of the fire department. In order to have accountability and ensure accuracy, there should be a separate fund from the social association (as discussed earlier) and the expenditures of the department. All fire department expenditures should go through the normal accounting processes set up by the Town.

By-laws may be maintained to govern any social association of the department. However, all personnel and operational aspects of running the department should be under the authority of the Fire Chief and the municipal administration.

The Rescue should separate its by-laws – the running of the organization; its personnel practices – in a member handbook; and its operating procedures – in a SOG manual. All of the processes, policies, and procedures should be documented and governed by the Board of Directors through

these written documents. Even though it is a volunteer organization, the consultant recently developed a member handbook for a volunteer (no compensation) EMS organization – the handbook totaled 55 pages. The membership is volunteers and no employees, but even so, there are hosts of situations that could place the organization in trouble legally, ethically, and with the governing state agencies. Thus, having documented policies, in which all officers and members are trained on and consistently followed, will minimize any legal risks of this organization.

Recommendations – By-Laws & Handbooks

- *All by-laws that pertain to the operations or personnel practices of the department – for the City and Town – should be eliminated and incorporated into separate SOG's and/or the City/Town's employee handbook.*

- *All three departments should work to ensure that all operations, member/volunteer personnel policies are documented. Members are trained on these policies and have access to them, and they are placed on a cycle to be reviewed and updated.*

- *Both the City and Town should ensure that all operations and policies that affect other municipal departments are consistently followed in the Fire Department. It is a municipal department and should not act independently.*

Compensation

Because of the variety of compensation plans by the three departments, each will be discussed separately. Before such discussion, some general information regarding compensation and the Fair Labor's Standards Act will be provided.

The Fair Labor Standards Act (FLSA) is the federal law passed in 1938 to regulate minimum wages, overtime pay, equal pay, and child labor standards in employment. In 2004, the federal regulations were amended with clarifications to the federal exemptions of overtime provisions as well as clarifications with municipal employees. The state of Wisconsin chose to adopt some of the federal regulations. However, whichever law extends the greatest benefit to the employee is the section of the law that needs to be followed.

Volunteers: The FLSA provides a specific exemption for individuals who volunteer services to public agencies. The FLSA, however, exempts public employers from paying minimum wage

and overtime to individuals who qualify as "volunteers" – individuals motivated to contribute service for civic, charitable, or humanitarian reasons. An individual who performs services for a public agency qualifies as a volunteer if:

- The individual receives no compensation or is paid *expenses, reasonable benefits, or a nominal fee* to perform the services for which the individual volunteered; and
- Such services are *not the same type of services* for which the individual is employed to perform for *the same public agency*.

If an individual meets the above criteria for volunteer status, he or she will not be considered an employee covered by FLSA minimum wage and overtime provisions. A public employer can pay a nominal fee to volunteers; the fee must not be a substitute for wages and must not be tied to productivity. Thus, a paid-on-call worker in a municipal environment, performing public safety responsibilities and who does NOT receive compensation that is tied to productivity (such as an hourly wage), would also be exempt from the minimum wage requirements.

Stipends

It is not uncommon in volunteer departments to designate a stipend for individuals who assume greater responsibilities (i.e., Fire Chief, officers, training officer). Although the stipends are not large, maybe $1,000 a year for assuming the Fire Chief role, it is acknowledgment for the extra time commitment necessary to carry out the functions of the position. A stipend that is a set amount and not tied to productivity is considered a nominal fee. However, if that stipend exceeds 20% of what the total compensation is of a full-time firefighter/EMT, then it is no longer considered a nominal fee and it is viewed as wages.

City of Burlington

The career employees of the Fire Department have provision for payment of overtime under FLSA. The Supreme Court decision in *Garcia v San Antonio Metropolitan Transit Authority et al* (105 s.ct.1005) in 1985 required state and local governments to establish a work period ranging from 7 to 28 days in order to identify overtime threshold limits.

The basic regulation under the FLSA is the payment of overtime. According to the FLSA, individuals who work more than forty hours per week are entitled to compensation at time and

one-half. Under the FLSA, a municipality can designate a work cycle for fire and police departments utilizing the 7K exemption component for relief of overtime. The FLSA allows the municipality the ability to designate a work cycle from 7 to 28 days (see table below). Each day has an associated number of hours that the employee is allowed to work before the payment of overtime. Hours actually worked over the allowable amount under the law must be paid at one and one-half the normal rate. The following is the FLSA 7k exemption chart for fire departments.

Table 27: FLSA Table for Fire Departments

Cycle	Hours Allowed	Hours Worked
28	212	224
27	204	216
26	197	208
25	189	200
24	182	192
23	174	184
22	167	176
21	159	168
20	151	160
19	144	152
18	136	144
17	129	136
16	121	128
15	114	120
14	106	112
13	98	104
12	91	96
11	83	88
10	76	80
9	68	72
8	61	64
7	53	56

Cycle = number of days needed to work before overtime becomes available

Once the FLSA cycle is determined, the FLSA requires that overtime be paid for hours worked beyond the established number. Thus, in a 28-day cycle, overtime would be paid for hours worked beyond 212 hours. There needs to be a distinction between "hours worked" and "hours paid." The FLSA only requires that overtime be paid for actual hours worked.

If the employee were to take a day off during the 28-day cycle, these hours would not count toward the accumulation of overtime. He/she would be paid for their vacation time, but not at an overtime rate. As an example: An employee is scheduled to work 224 hours. During the cycle, the employee is granted and takes a 24-hour vacation day, and covers 12 hours for another employee. Here is how overtime is calculated:

Example 1

FLSA cycle hours = 224

-_ 24 hours vacation time

200 hours worked

+ 12 hours for added shift

212 hours work (no overtime accumulated)

The employee, however receives 236 hours of pay (add the 24 hours of vacation time) all at straight time.

Example 2

FLSA cycle hours = 224

+ 12 hours for additional shift coverage

236 hours paid as follows:

212 hours paid at straight time

24 hours paid at time and one-half

The career employees of the Fire Department, with the exception of the Fire chief and Inspector, work a 24/48 shift schedule. The Fire Chief and Inspector work a traditional 40 hour work week. Although the consultant could not find any written policies regarding hours worked and overtime, the Fire Chief and City Administrator indicated that career employees were on a 27 day cycle. However, all time-off policies – holiday, sick, and vacations are counted as hours worked and are included in the calculation of overtime.

It is highly recommended that prior to brining any additional career employees into the department, the City consider changing this policy to exclude time off provisions for hours

worked. The city employee handbook should clarify – for all employees – the pay practices of what counts towards and what doesn't in the calculation of overtime. The pay period needs to be defined, within policy, not only for firefighters and the FLSA cycle, but what is the work week for all 40-hour employees. The City's employee handbook needs to expound in greater detail all of its compensation policies, include the Safe Harbor law, which protects the municipality from errors in computing pay.

Volunteers within the Fire Department do not receive any compensation – or nominal fee – for services provided to the City. Some of the officers receive an annual stipend paid in December. Other than contributions to a length of service retirement plan, volunteers receive no other compensation or benefits.

Town of Burlington

The Fire Department, annually, develops a total dollar amount for volunteer reimbursement. The dollar amount is allocated then – by member – per a calculation that takes into account number of calls, meetings attended, trainings, and truck checks. Through a weighted formula, the fee provided is calculated and annually, a nominal fee is distributed. In 2012, the amount paid to members ranged from $3.93 to $999.12. In addition, officers receive a stipend in recognition of the additional duties assigned.

The way in which compensation is provided adheres to the FLSA requirements of a volunteer. The amount of dollars allocated is not dependent upon productivity; thus it qualifies as a nominal fee. The consultant, however, questions the rationale for its distribution. It makes sense to have an incentive for attendance at calls and training; however, there should be no payment for meeting attendance. The operations of the department should be under the authority of the appointed Fire Chief and Town Administrator. That doesn't mean that the membership cannot be involved in some of the decisions, or delegated station responsibilities, but the role of what is perceived as a separate corporation should be eliminated. Even though volunteers, the employer or the agency responsible for providing fire services is the Town of Burlington – not an independent private corporation.

There are a number of municipal volunteer fire departments that have a form of reimbursement for members who take on a variety of tasks. In one department, a time sheet (points were allocated based on the time and tasks performed) was developed that provided points for the following items:

- Inspections
- Re-inspections
- Knox Box Maintenance
- Pre-Plans
- Janitorial
- Apparatus/Maintenance
- Report/Data Entry
- Station Maintenance
- Fire- Prevention

In other words, the department categorized functions that were essential to the effective operations of the department and then based the point allocation on these activities. These have not only a positive effect on the members, but contributed to the services of the department.

In addition to the fee for the current activities, members of the department receive a contribution from the 2% dues fire dues collection to a length of service retirement program. There are no other benefits awarded to members of the department.

Rescue Squad

There is no compensation for any member of the Rescue Squad. Other than contributions by the Rotary in a length of service retirement program, no other compensation or benefits are awarded to the members.

The department should consider, upon implementation of an appointment process of the EMS Chief by the Board of Directors; and an officer appointment process based upon skills, experience, and other established qualifications, a stipend for these positions due to the extra responsibilities undertaken by these individuals. As long as the fee is a set amount – and not tied

to productivity, the department will continue to qualify as a volunteer department and not be under the laws of the Fair Labor Standards Act.

Recommendations – Compensation

- *The City should seriously consider changing the compensation structure for career employees, so that all time off provisions (vacation, sick, holiday) are calculated as hours paid and not utilized the calculation of overtime.*

- *The City's employee handbook should provide more complete information regarding the FLSA pay cycle for career firefighters, and all City employees; the established work week; pay dates; how overtime is calculated (hours worked vs. hours paid); problems with payroll; direct deposit; etc.*

- *The allocation of points for reimbursement of members of the Town Fire Department should be reallocated to calls, training, and other operational activities. Payment for attendance at a meeting should be eliminated.*

- *Upon implementation of an appointment process for the Fire Chief and other officer positions – based upon established skills and qualifications – a stipend should be instituted to help reimbursement these members for the extra time and commitment to accomplish these responsibilities.*

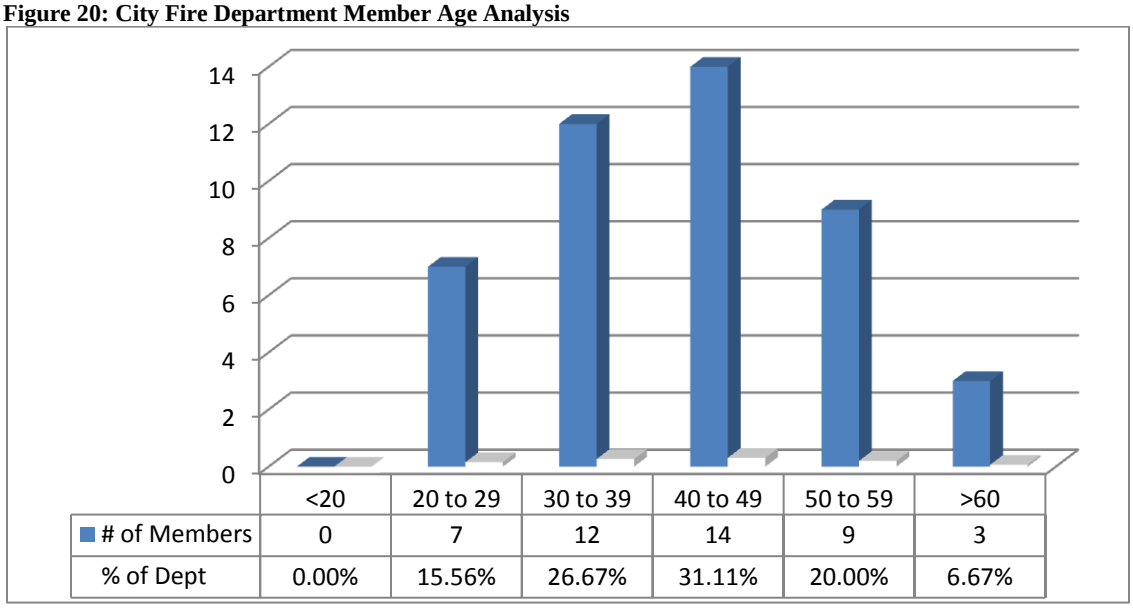
Performance Management

There are a variety of topics that can be covered under the title of performance management. It will be approached from the following – age and years of service; promotions, and performance evaluations.

Age & Years of Service analysis

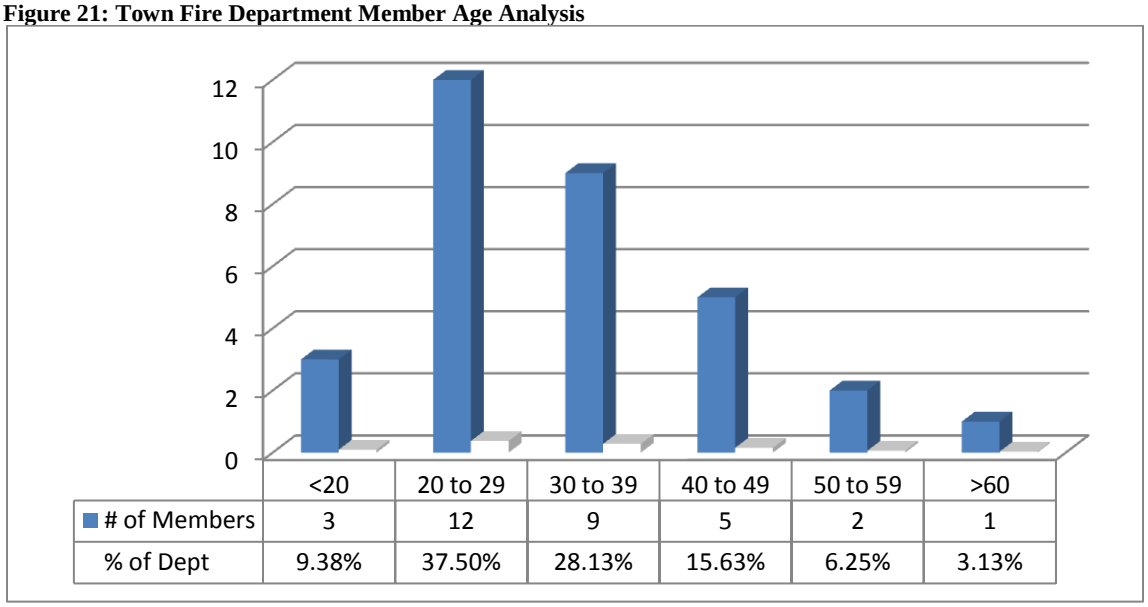
An analysis was conducted for the City and Town. The following figures illustrate this information.

Figure 20: City Fire Department Member Age Analysis



A quick review of the figure illustrates that 57.78% of the department is age 40 and above. Thus, 42.23% is between the age of 20 and 39. Overall, there appears to be a nice distribution and age among members of the City Fire Department.

Figure 21: Town Fire Department Member Age Analysis

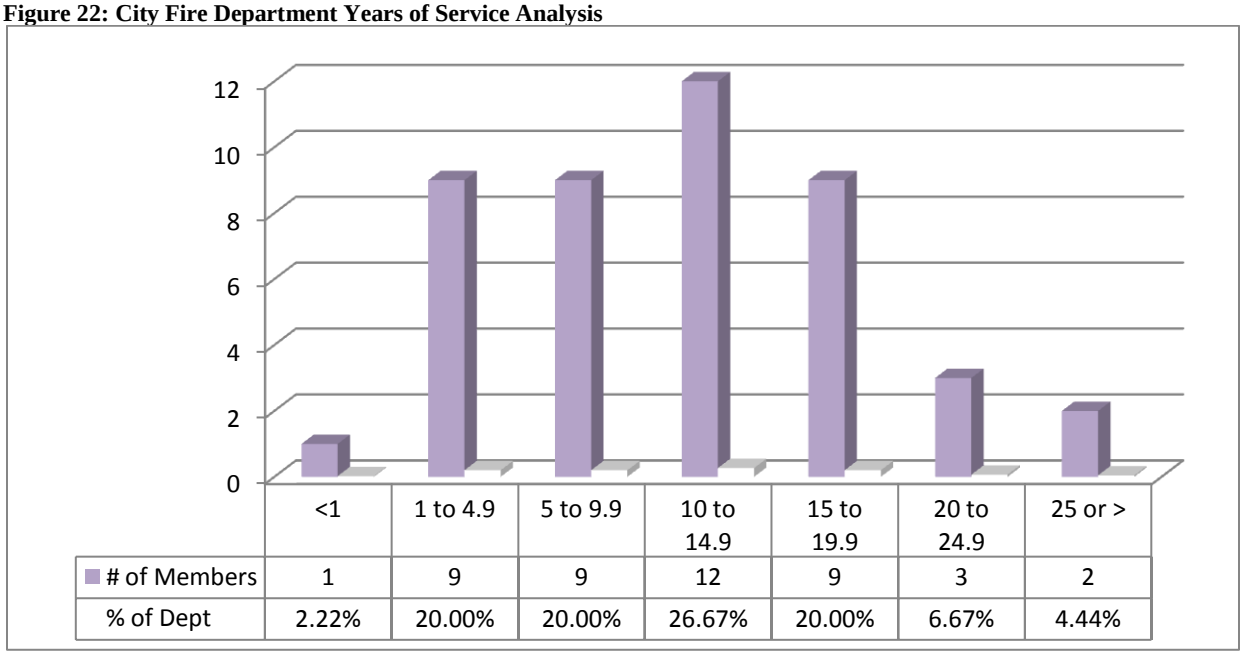


The age of members of the Town Fire Department reveal a different story. Seventy five percent of the members are 39 and under. Only 25% of the members are age 40 and above.

The Rescue Squad did not provide data as to the age of the members, so a comparison cannot be made.

In addition to understanding the age of members, the years of service to the organization is another factor to consider. The following illustrates the analysis of years of service.

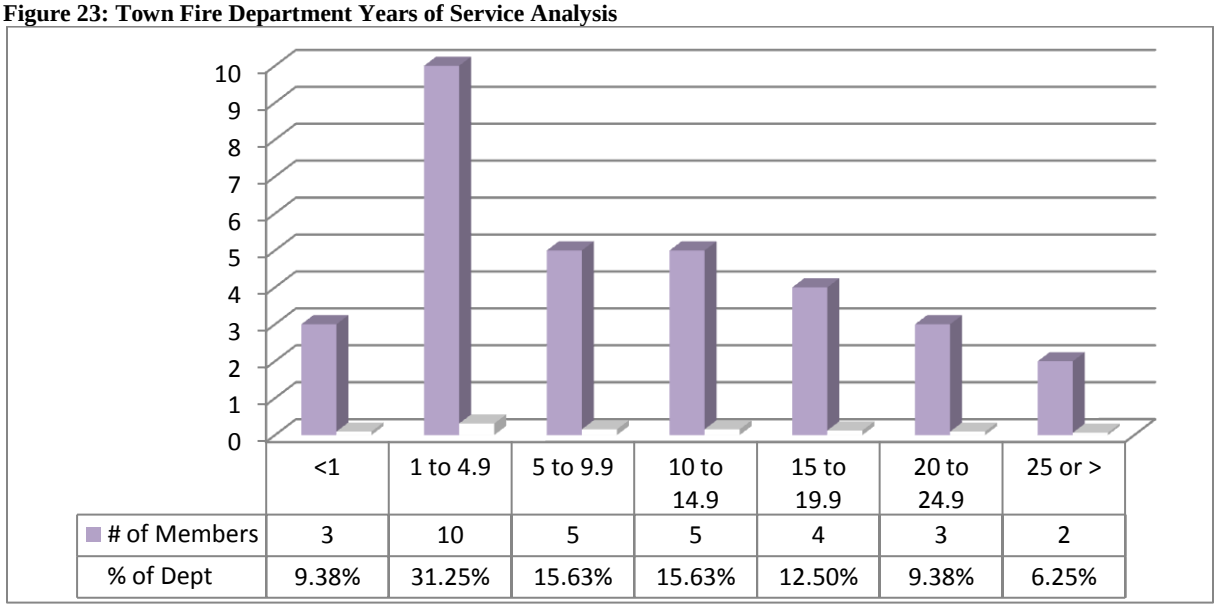
Figure 22: City Fire Department Years of Service Analysis



	<1	1 to 4.9	5 to 9.9	10 to 14.9	15 to 19.9	20 to 24.9	25 or >
# of Members	1	9	9	12	9	3	2
% of Dept	2.22%	20.00%	20.00%	26.67%	20.00%	6.67%	4.44%

Members of the City Fire Department have almost a bell curve for years of service as well. There are 57.78% of the members who have been with the department 10 years or more; and 42.22% with less than 10 years of service.

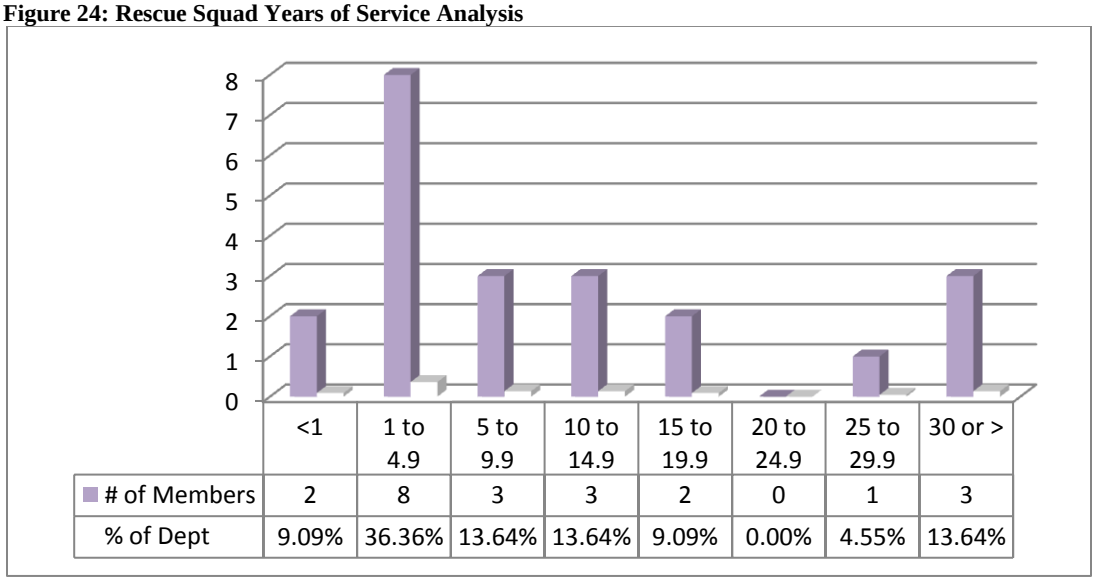
Figure 23: Town Fire Department Years of Service Analysis



	<1	1 to 4.9	5 to 9.9	10 to 14.9	15 to 19.9	20 to 24.9	25 or >
# of Members	3	10	5	5	4	3	2
% of Dept	9.38%	31.25%	15.63%	15.63%	12.50%	9.38%	6.25%

As with the age of the department, the years of service tends toward the younger side. There are 56.25% of the members with 10 years or less of service; and 43.75% with 10 or more years of service. In reviewing some of the data provided by the Town Fire Department, at first blush it would appear that the Town Fire Department has had a significant amount of turnover. Of a roster provided of 94 names, 62 or 66% of the members are crossed off and with a note that they have resigned or retired. Unfortunately, the time period in which this occurs in not indicated. The Town needs to keep better tracking on numbers of individuals leaving and reason in order to determine if there are any trends that need to be addressed.

Figure 24: Rescue Squad Years of Service Analysis



	<1	1 to 4.9	5 to 9.9	10 to 14.9	15 to 19.9	20 to 24.9	25 to 29.9	30 or >
# of Members	2	8	3	3	2	0	1	3
% of Dept	9.09%	36.36%	13.64%	13.64%	9.09%	0.00%	4.55%	13.64%

The Rescue Squad membership has the same younger trending as the Town Fire Department. There is 50.09% of the membership with less than 10 years of service; and 40.91% with greater than 10 years.

Turnover in an organization is healthy when it is controlled. There is no department that can nor should eliminate turnover. Bringing new ideas and, in the case of fire departments, bringing in younger individuals who are typically more physically capable of performing the streneous activities associated with the fire service is necessary for the survival of the organization. At the same time, maintaining individuals with the skills and knowledge gained through years of experience is critical. A mixure of ages and years of service is essential for a healthy, viable department. Thus, recruitment activities and defined programs must be on the forefront of every volunteer department.

Along with recruitment and maintaining an age and years of service mix, the second responsibility of fire department administration is succession planning, training and keeping volunteers engaged and active. Volunteers do not volunteer "just because," but rather the individual wants to be a viable part of the department while serving his or her community. The fire administration must plan for the future with succession planning in officer positions, training on the essential operations of the department, and cross-training on administrative functions within the department. One never knows when a volunteer will be unable to serve the department due to family and/or work obligations; having one individual in charge of an operation is not prudent.

A concern for all three agencies is the trend in voluntarism. Most individuals volunteer until they are in their twenties – at that time, volunteerism drops due to family obligations. Also, individuals within 10 years of service are more likely to quit volunteering. Once the 10 year mark is hit, an individual has a greater tendency to stay with the organization. These are generalities commonly seen in the fire/EMS service.

With that said, the Town, has 37.50% of its employees within the 20-29 age group, and 56.25% of its members with less than 10 years of service. Although the member age data of the Rescue

Squad was not given, it to has 50.09% within the 1-10 years of service. Both of these organizations need to provide greater emphasis on training and performance development in order to retain these members in the department.

Performance Management

The career employees of the City Fire Department have a performance evaluation instrument. It is the intent of the new chief that evaluations on career personnel are conducted annually. Neither the Town Fire Department nor the Rescue Squad conduct performance evaluations.

It is important to know each member's motivations for joining the department. If the organization understands the volunteer's motivations for being a member, it helps ensure that those motivations are met, and the volunteer will be less likely to leave the department. Members should be asked about their motivations before joining to ensure that they have the right motivation. Officers should occasionally communicate with members to make sure that the desires and motivations for being a member are being fulfilled. Thus, a member performance evaluation process could be a time when an officer and member sit and discuss the individual's needs in order to keep them motivated. If conducted correctly, well-designed performance instruments can energize officers and members and help each to see their responsibilities, strengths, and weaknesses.

The evaluation process can also be utilized for succession planning and promotions. Understanding an individual's desire to contribute more to the department, and then providing them with the skills and training to do so, make them more valuable to the organization. As stated throughout this report, having a number of individuals who are capable of performing the administrative and operational functions of the department will only make the department stronger.

Each department should develop an evaluation process for new volunteer members and complete it at least once during the probationary period and again upon completion of the probationary period. Further, evaluations should be completed on an annual basis.

Promotions

As previously discussed, all three departments have some sort of election for officer and/or Chief positions. Elections based upon popularity, rather than defined skills, experience, and education may place the 'favorite' in the position, but it may not place the most qualified individual in the position.

The Town Fire Department has established years of service, specific training, and/or certifications for each elected position. Thus, the individual who wants to run for office must have the established qualifications. It is unclear what criteria, if any is used for elections with the City volunteer Fire Department and the Rescue Squad.

Education, experience, and other criteria should be developed in addition to the establishment of specific rank job descriptions. Election of members should cease. The department should use these criteria to develop a formalized, objective process to fill vacated ranks. This starts with developing complete job descriptions that include not only operational qualifications but leadership/supervisory qualifications as well. Further, the job descriptions should contain criteria as to the length of experience individuals must have – whether in this department or other fire/EMS departments – before being qualified for the position. The worst thing a department can do is hire or promote individuals who do not have the years of experience necessary for the position, even if it is only for a two-year period.

As part of the performance evaluation process, the goals section should encourage younger individuals who have an interest in moving into officer roles to obtain the skills and qualifications necessary for the position. Thus, additional training in both operations and supervision should be encouraged.

Fire and police departments commonly use an assessment center for hiring and promotion. A team comprised of independent fire/EMS personnel, citizens, and/or members of the Board of Directors of municipal administration rank individuals who go through a series of tests. The vacancy is posted so that all internal and external applicants are eligible to apply. Through a screening process within the department, qualified applicants are allowed to test for the position.

The tests combine operational and supervisory tasks relevant to the position. The team ranks the individuals from the best qualified to the least. The Fire Chief has the option of selecting from the individuals on the list after conducting an interview with the top candidates.

Individuals on the eligibility list can be used for acting positions because they have proved to have the skills and qualifications necessary. By filling in for absent members, those who ranked high on the list will be more experienced when the next opportunity occurs.

Recommendations – Performance Management

- *All three departments should monitor the years of service, age, and turnover rates of membership within the department. As trends develop, action should be taken to remedy the situation.*

- *Performance Evaluation instruments should be developed for all volunteer members.*

- *All supervisory personnel should be trained in performance management – documentation of employees, coaching, mentoring, discipline, and conducting performance evaluations.*

- *Consider a self-evaluation component, not only will it aid the officer in the completion of the form, but also involve the member in the process.*

- *All three departments need to then develop a promotional process, rather than an election for these positions. Each department can determine if the individual serves 'forever' in the rank; or on a pre-determined time period rotates out of the position.*

- *Job descriptions should be developed for every rank within the department. The descriptions should include skills and qualifications; years of experience; and if supervisory – leadership and/or management skills necessary for the position.*

- *Utilize an independent assessment team that ranks individuals on an eligibility list. The Chief can then select from the top candidates.*

- *Allow members on the eligibility list to substitute for absent officers in order to enhance their experience prior to obtaining the position.*

Personnel Records

Personnel records have three major functions in an organization. They provide a memory or recall to administration and members, offer documentation of events for use in resolving questions or human resource problems, and provide data for research, planning, problem-solving, and decision-making.

While federal, state, and local laws require that certain employee information be maintained, certain basic records should be retained to avoid errors of memory and to provide information for making management and human resource decisions.

What Should Be In Personnel Files

The contents of human resource files vary by organization, but most human resource professionals accept some common practices. The following provides a checklist of items that may be included in personnel files, and where to keep them.

<u>Main Employee File (located in a locked file in the City/Village Hall, or EMS Chief's office)</u>

- Offer/promotion/transfer letter(s)
- Application form
- Acknowledgement of by-laws/SOG/employee manual
- Acknowledgement of new policies
- Orientation checklists
- Termination checklist
- Performance appraisals
- Official performance documentation (memos, letters, discipline, recognition, etc.)
- Payroll documentation (change of address, transfer)
- Training requests (with approval and/or denial documentation)
- Copies of certifications, licenses, transcripts, etc.
- Reference checks – in a confidential section

<u>Separate Payroll File (maintained in the City/Town payroll department)</u>

- W-4 form
- Retirement system calculations/benefits
- Automatic payroll deposit authorizations
- Miscellaneous deductions
- Payroll documentation (change of address, transfer documentation, leave of absences, etc.)

Separate Medical File – Must be keep locked with limit access (City/Town Hall; EMS Chief's office)

- Initial physical documentation
- Worker's compensation information (doctor reports, letters, etc.)
- Ongoing drug and/or alcohol screening information
- Pulmonary Function Testing

Subject Files Kept Separate

(Usually in one folder for all affected employees; information kept in chronological order or by quarter)

- Child support
- DSS requests (Medicaid, etc.)
- Exit interview forms
- Garnishments
- Immigration Control Form I-9
- Investigation notes or reports
- Litigation documents
- Reference checks – non-selected applicants
- Requests for employment/payroll verification
- Wage assignments
- Worker's compensation claims

The personnel files should have limited access and be kept in a secure filing cabinet in the City/Town Hall; EMS Chief's office. Access to the general file should be restricted to the Chief, the member's immediate supervisor, and any clerical assistant. Only the Chief should have access to the medical file. The Chief (or the person performing payroll functions) should have access to the payroll files.

Employee Access to Records

Employers must grant employees access to their personnel file. The benefit to allowing members access is to rid them of fears about what might be in their file. Also, if administration knows that members have access to the file, they are more cautious about the type, format, and verification of information; consequently, the information tends to be more objective.

The Rescue Squad and City/Town should establish and publish a written policy regarding access to employee/member files. A typical policy includes the following information:

- Members need to request access to their file in writing.
- The organization needs to allow access within a reasonable period of time, usually two to five days.
- An official of the department (Fire Chief, City/Town employee or designated person) should be with the member viewing the file. The member should not have sole access while viewing the file.
- Copies of documents, if requested, are given to the member.
- The file should not be allowed to leave the office.
- Officers within the organization should have limited access to personnel files of members they supervise only. In the event of a pending transfer or promotion, the new supervisor, while supervised, should be allowed access to only the performance evaluations.
- No access, except by authorized personnel (usually Chief, and clerical personnel), to information contained in medical, payroll, or subject files as previously delineated.

Once the policy is established, it should be incorporated into the department's SOGs or handbook and should be communicated at new member orientation.

Records Retention

There are always concerns over the length of time records are required to be maintained. The following outlines a few of the major labor laws and their record retention requirements for the department to follow:

Fair Labor Standards Act: Retention three (3) years

a) For employees subject to minimum wage and overtime provisions:

- Name, address, date of birth
- Time of day and day of week on which employee's work week begins
- Regular hourly rate of pay
- Hours worked each work day and total hours worked each work week
- Total overtime compensation
- Total additions to, or deductions from, wages paid each pay period, along with a record of dates, amounts, and nature of additions and deductions
- Total wages paid each pay period
- Date of payment and the pay period covered by the payment
- Retroactive payment of wages

b) For executive, administrative, and professional employees:

- Basis on which wages are paid, in sufficient detail to permit calculation for each pay period of the employee's total remuneration for employment, including fringe benefits and prerequisites

Immigration Reform and Control Act: Three (3) years after date of hiring or one (1) year after date of termination, whichever is later.

- I-9 Employment Verification form and any attachments

Age Discrimination in Employment Act:

a) Three (3) years
   - Payroll or other records which contain: name, address, date of birth, occupation, rate of pay, and compensation earned each week.

b) One (1) year from the date of the personnel action; except 90 days for application forms and pre-employment records of applicants for temporary jobs
   - Personnel records relating to the following: job application/resume or any other form of employment inquiry; promotion, demotion, transfer, selection for training, layoff, recall or discharge of any employee; job orders submitted by the employer to an employment agency or labor organization for recruitment of personnel; test papers completed by applicant; results of physical examination when considered in connection with a personnel action; advertisements or notices to public or employee relating to job openings, promotions, training programs or opportunities for overtime work.

c) While plan or system is in effect, and at least one year (1) after termination
   - Employment benefit plans, seniority systems, merit systems

Vocational Rehabilitation Act: One (1) year

- For handicapped applicants and employees, records regarding complaints and actions taken and employment records

Occupational Safety and Health Act (OSHA): Five (5) years

- OSHA 300 and 301 logs

These are just samples of the federal laws that govern record retention. There may be other state or by-laws that apply to the organization's record retention policy. Clearly, the City and Town need to identify and establish a record retention policy and ensure that records are removed and destroyed at the appropriate time.

Recommendations – Personnel Records

- *Establish a City, Town, or department policy for the housing of official personnel files for all volunteers and employees.*

- *Each organization should develop a record retention policy for all personnel records.*

Appendix H – Stations

This section will address the facilities utilized by the three departments. The City Fire Department and Burlington Rescue Squad are housed in the same facility and both organizations protect their respective districts from a single facility. The Town Fire Department has three stations in which they provide fire protection to the entire Township.

City of Burlington Fire Department & Burlington Rescue Squad

The Burlington City Fire Department and the Burlington Rescue Squad share the same building located at 165 West Washington Street in Burlington. The Fire Department utilizes the East side of the building and the three east apparatus bays. The Rescue Squad uses the West side of the building and the two West apparatus bays, with the exception of the Fire Chief's office which is located on the West side of the facility (Not pictured is the Rescue Squad's support area).

The fire department provides fire suppression, fire prevention, and rescue (not EMS) from this facility covering the entire 7.75 square miles of the City of Burlington. The Rescue Squad also responds from a single facility and provides protection to 43.63 square miles consisting of the City and Town of Burlington.

The original fire station is a one-story, non-combustible structure built in 1969 consisting of 4,418 square feet plus a partial basement used for storage, mechanical, and at one time a bar; currently no alcohol is allowed in the facility. The three apparatus bays are 2,805 square feet. An addition was added behind the apparatus bay housing a small workshop; Self-Contained Breathing Apparatus (SCBA) compressor with an OSHA approved safety containment filling station, the compressor utilizes outside air for filling SCBAs, two washrooms (one men's and one women's non-ADA (Americans with Disabilities Act) compliant); and storage, bringing the total City Fire Department side to 7,723 square feet.

The fire department portion of the station also has a large training room, fire prevention office, entry foyer, dispatch office – still utilized for that purpose, men's washroom, makeshift bunk for on-duty person, and kitchenette limited to a microwave.

The three apparatus bays are designed in depth to house two pieces of apparatus. The two eastern bay doors are 12 feet wide by 14 feet high and operated by both wall mounted switches and remotes within the apparatus. The third apparatus bay door is 12 feet wide by 10 feet high and when built in 1969, was designed for a rescue/ambulance type unit.

In 1993 the City added an addition to house the Burlington Rescue Squad which included two double deep apparatus bays, storage, office, meeting room, lounge, and kitchenette. Above this area is a mezzanine used for bulk storage for the Rescue Squad. It appears from the floor layout that the intent was to place both organizations into the same facility, but provide separate support facilities for each; today there are two agencies sharing a facility, but unfortunately that is about the extent of the partnership. There are two ADA compliant washrooms (one men's and one women's) with shower facilities.

The two, double-deep apparatus bay egress the street through doors that are 12 feet wide by 14 feet high and controlled in the same manner as the other bay doors and occupy 3,003 square feet. The office, storage, etc. area described occupies an additional 1,146 square feet totaling 4,459 square feet dedicated to the Rescue Squad.

In total the fire/EMS station has 11,682 square feet of space not including the basement. The facility has an emergency power generator powered by natural gas that has the capability of providing 100% of the needs of the station. The facility is heated in the support area by gas forced hot air and by radiant heat on the apparatus floor. What is lacking throughout the entire apparatus bay area is an emission exhaust system.

Emission Exhaust

There is no emission exhaust system for any of the apparatus (fire or EMS) in the existing City fire station. The State of Wisconsin has four presumptions of employment statutes and annotations under Chapter 891: Presumptions.

> 891.45 Presumption of employment-connected disease; heart or respiratory impairment or disease.
>
> 891.453 Presumption of employment-connected disease; infectious disease.
>
> 891.455 Presumption of employment-connected disease; cancer.
>
> 891.45 Presumption of employment-connected disease; heart or respiratory impairment or disease.

The 891.455 statue provides for any firefighter with ten or more years of service who works in an environment in which the engines emissions are not captured and removed; that in the event that individual develops cancer, it is presumed that the cause was work-related. Then the municipality (City) becomes responsible for that disease and all associated medical treatment.

The revised NFPA 1500 2007 edition Annex A Section A.9.1.6 – May 2009 (Firefighter's Safety) has eliminated the 100% capture requirement of engine emission exhaust; however, it does require that exposure to carcinogens (engine exhaust) be limited to the lowest feasible concentration. The consultants thereby recommend a dual exhaust system be installed in the fire station. First, to capture exhaust from apparatus, a system should be provided that connects directly to the exhaust of the vehicle and removes the fumes to the outside environment. Second, on the apparatus bay ceiling, mounted air scrubbers should be installed that filter the station air and remove any unwanted fumes, such as those from a small engine operated within the station. This recommendation is solely for the safety and health of the department members.

Fire Suppression/Alarm System

The station does not have an automatic fire suppression system and the only fire alarm observed was a smoke detector type found in most residential homes located by the dispatch room. The consultants highly recommend installation of an automatic fire suppression system (sprinklers)

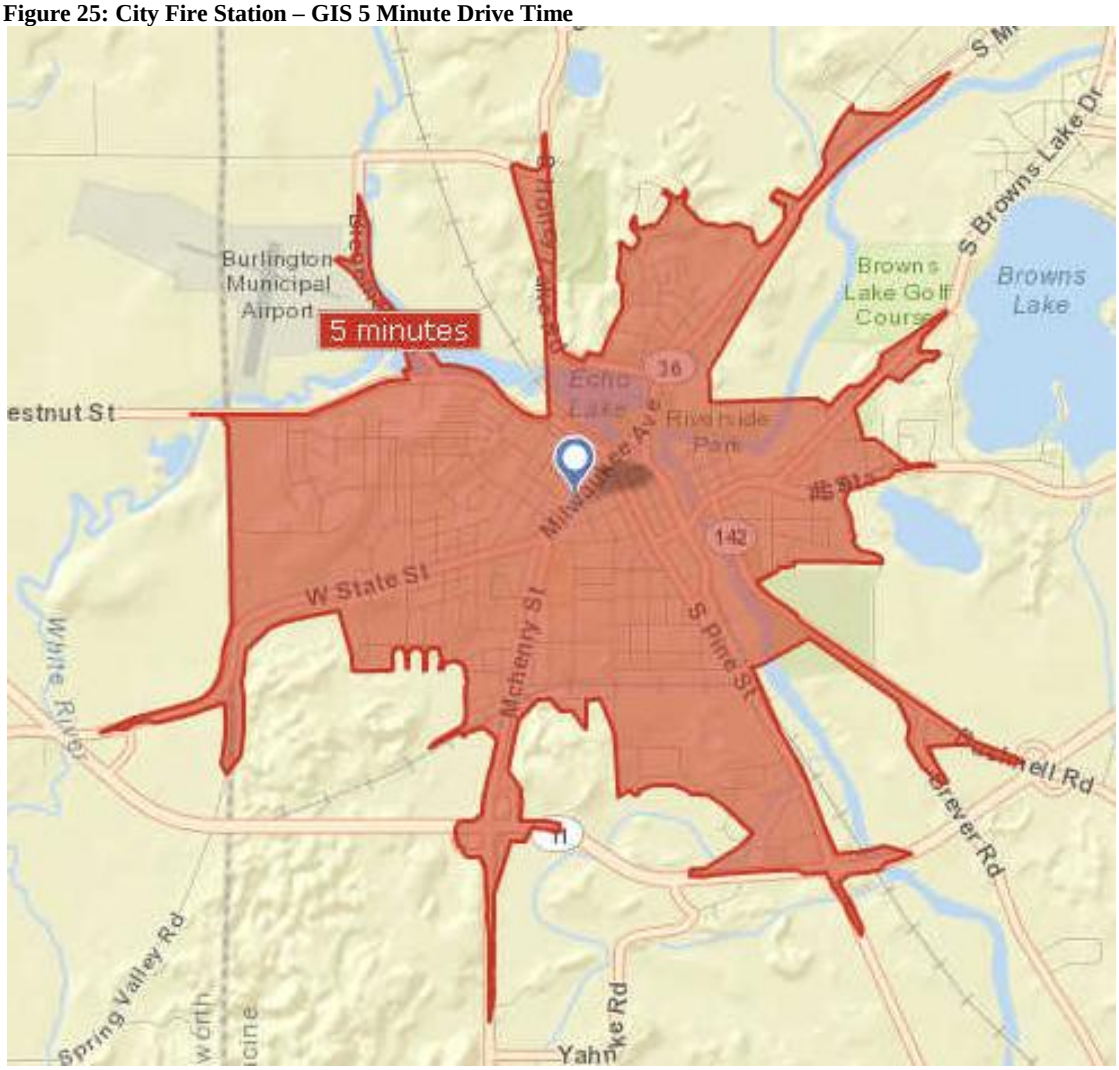
and a fire alarm system that transmits a signal to dispatch. According to the U. S. Fire Administration, there are on average 150 significant fires inside of fire stations annually.

GIS Five Minute Drive Time

The consultant utilizing a GIS mapping program can illustrate from any given point how far (distance) a vehicle can get in a specified period time in driving minutes.

The figure below shows the location of the City of Burlington Fire Station located at 165 West Washington Street (white pin in map) and a five minute drive time (illustrated in red) under normal weather conditions and average traffic.

Figure 25: City Fire Station – GIS 5 Minute Drive Time



Technically the consultants could have used a four minute drive time inasmuch as the City Fire Department has a single on-duty career firefighter which would align with the NFPA 1710 standard of a four minute drive time. However, the drive time that will be shown for the Town fire stations and Burlington Rescue Squad will be five minutes and will make comparisons easier.

Renovations Needed

There is a need to renovate several areas of the facility especially since the City has an on-duty firefighter occupying the facility 24/7. There needs to be a living area which would include a kitchen, lounge, dorm, locker room, and ADA approved washroom and shower facilities. In addition, the City needs to bring all washrooms up to ADA compliance throughout the entire facility. As a safety feature and protection of the resources in the facility the station should have an automatic fire suppression system (sprinklers) throughout the facility and an approved fire alarm system that transmits a signal to the PSAP.

The apparatus bay areas should have an OSHA approved emission exhaust system installed with a secondary system of ceiling scrubbers to ensure all engine exhaust fumes are 100% captured and removed.

The facility needs a dormitory not only for the career employee, but any volunteer who might wish to rest or if weather conditions require additional personnel to spend the night. In the future, this area will serve an increase in on-duty personnel when needed. This facility should serve the City of Burlington and the Burlington Rescue Squad well into the future.

Recommendations – City Fire Station

- *The City should install a fire protection suppression system (sprinklers) throughout the entire facility.*
- *The City should install a fire alarm system that when activated sends an alarm directly to the PSAP.*

- *The City should install an approved OSHA vehicle emission exhaust system which provides 100% capture by hooking the apparatus directly to the exhaust source. In addition, a secondary emission system of ceiling scrubbers should be installed to capture and remove any miscellaneous exhaust emissions.*

- *The City should ensure that the total facility is in compliance with ADA. Due to the fact that records are stored in the basement there must be handicap access to this area.*

Town Fire Stations

The Town of Burlington provides fire protection from three fire stations covering the 35.9 square miles of the Town.

Fire Station #1

Fire Station 1 is located in the Town Municipal Campus located at 32288 Bushnell Road. The complex was built in 1975 and houses the Town Hall, Police, and Fire Department. The Public Works is located at the same address but across the parking lot. The entire structure is non-combustible construction and occupies 1,364 square feet.

The fire station is a single room which can house two pieces of fire apparatus. Behind one of the fire apparatus is a folding table and chairs for the members to complete run reports. The station's apparatus floor has two overhead doors that are both 12 feet wide by 12 feet high and are operated by wall switches and remotes in the apparatus. There is an interior hallway connecting the station with the other areas of the complex for washroom access, etc.; however, this layout presents a problem with station security.

The municipal complex has an emergency power generator fueled by natural gas which is capable of providing 100% of the complexes electric needs during time of power failures. Heating is by gas forced air. There is a Self-Contained Breathing Apparatus (SCBA) compressor

with an OSHA approved safety containment filling station and outside air source for filling SCBA tanks.

Emission Exhaust

There is no emission exhaust system for the apparatus in Station #1 or Station #2; however, Station #3 does provide a vehicle emission exhaust system. The State of Wisconsin has four presumptions of employment statutes and annotations under Chapter 891: Presumptions.

> 891.45 Presumption of employment-connected disease; heart or respiratory impairment or disease.
>
> 891.453 Presumption of employment-connected disease; infectious disease.
>
> 891.455 Presumption of employment-connected disease; cancer.
>
> 891.45 Presumption of employment-connected disease; heart or respiratory impairment or disease.

The 891.455 statue provides for any firefighter with ten or more years of service who works in an environment in which the engines emissions are not captured and removed; that in the event that individual develops cancer, it is presumed that the cause was work-related. Then the municipality (Town) becomes responsible for that disease and all associated medical treatment.

The revised NFPA 1500 2007 edition Annex A Section A.9.1.6 – May 2009 (Firefighter's Safety) has eliminated the 100% capture requirement of engine emission exhaust; however, it does require that exposure to carcinogens (engine exhaust) be limited to the lowest feasible concentration. The consultants thereby recommend a dual exhaust system be installed in the fire station. First, to capture exhaust from apparatus, a system should be provided that connects directly to the exhaust of the vehicle and removes the fumes to the outside environment. Second, on the apparatus bay ceiling, mounted air scrubbers should be installed that filter the station air and remove any unwanted fumes, such as those from a small engine operated within the station. This recommendation is solely for the safety and health of the department members.

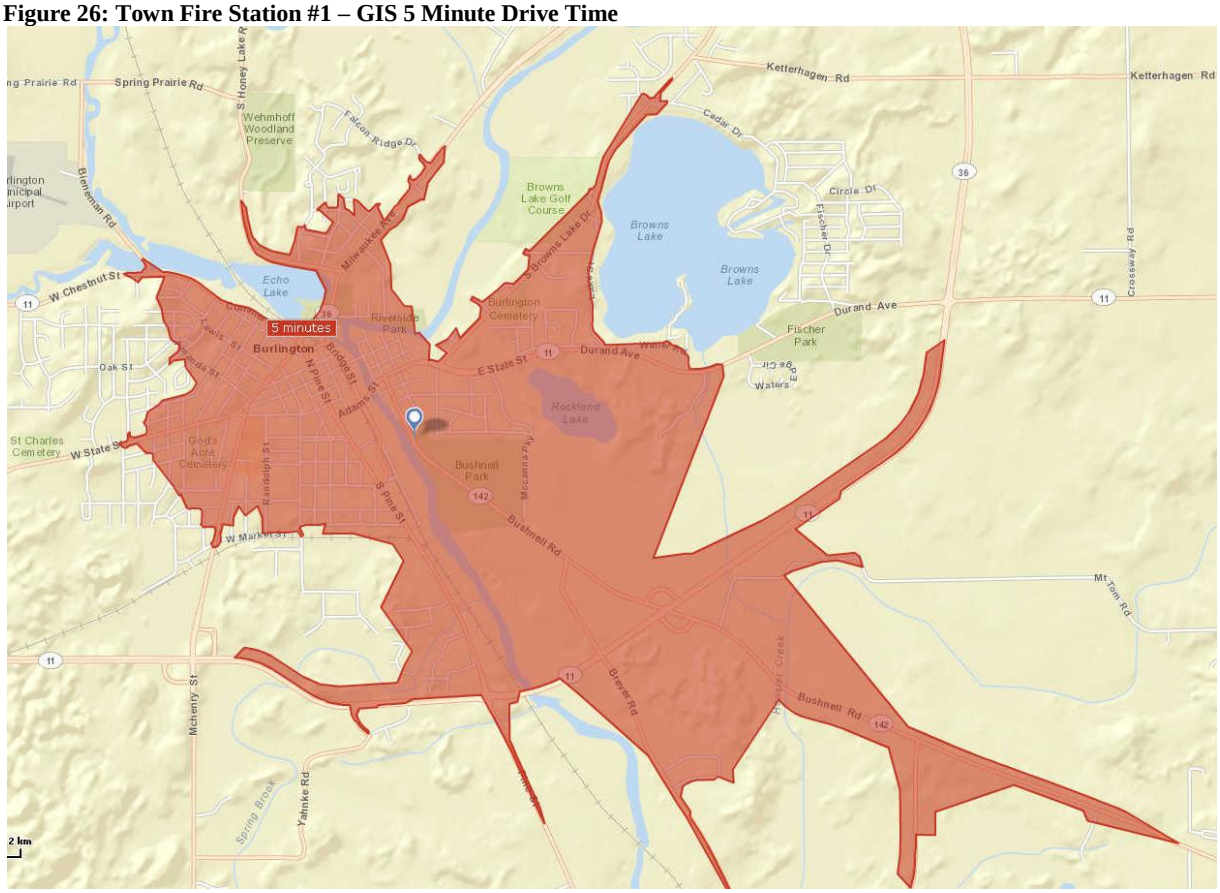
Fire Suppression/Alarm System

None of the Town's fire stations have an automatic fire suppression system or a supervised fire alarm system. The consultants highly recommend installation of an automatic fire suppression system (sprinklers) and a fire alarm system that transmits a signal to dispatch. According to the U. S. Fire Administration, there are on average 150 significant fires inside of fire stations annually; the leading cause is electrical.

GIS Five Minute Drive Time

The figure below shows the location of the Town of Burlington Fire Station #1 located at 32288 Bushnell Road (white pin in map) and a five minute drive time (illustrated in red) under normal weather conditions and average traffic.

Figure 26: Town Fire Station #1 – GIS 5 Minute Drive Time



Fire Station #2

Fire Station #2 is located at 7211 McHenry Street. The station was built in 1969 which at that time had two apparatus bay doors; in 1993 a third apparatus bay door was added but the apparatus floor space remained unchanged. The facility is a single story fire resistive construction; the apparatus floor is 2,040 square feet and the support section is 480 square feet totaling 2,520 square feet. The furthest apparatus bay from the support area is a drive-thru bay allowing the apparatus to enter from the back and exit from the front; the other two bays are single unit depth. All four of the apparatus bay doors are 10 feet high by 12 feet wide and controlled by wall switches and remotes in the apparatus.

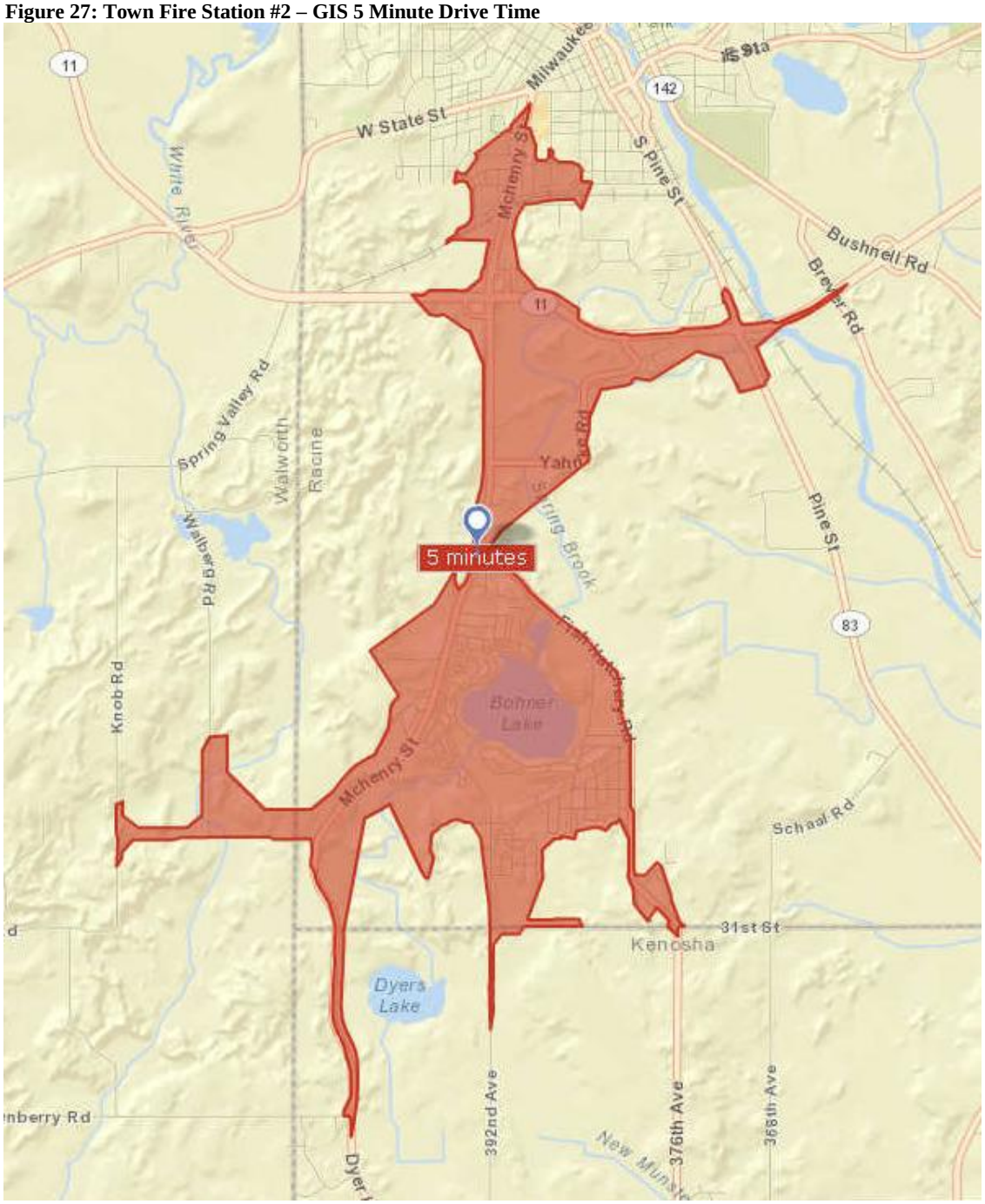
The facility has a small kitchenette, office, men's and women's washrooms, and utility room. There is a SCBA fill station without an OSHA approved safety containment filling station, which exposes the individual to serious injury or death should a SCBA bottle fail during refilling. As previously mentioned there is no automatic fire suppression (sprinkler) system or fire alarm system that transmits an activation signal to an outside source. Nor is there any type of vehicle emission exhaust system to protect the members from exhaust fumes.

The facility is not ADA compliant and there is no emergency power source for the station. It is recommended that all public safety buildings be equipped with an emergency generator powered by either natural gas or diesel fuel that would provide 100% power to the facility. Loss of power is more than an inconvenience for a fire station. As conditions worsen, the fire service must be able to provide services. It is almost an inverse relationship: the worse the conditions, the more emergency services are needed.

GIS Five Minute Drive Time

The figure below shows the location of the Town of Burlington Fire Station #2 located at 7211 McHenry Street (white pin in map) and a five minute drive time (illustrated in red) under normal weather conditions and average traffic.

Figure 27: Town Fire Station #2 – GIS 5 Minute Drive Time



Station #2 is near or perhaps beyond its lifespan and should be replaced with a modern four bay satellite facility (similar to Station #3) near its present location. The consultants would recommend replacement of this facility within five years.

Fire Station #3

Station 3 is located at 30130 Meadow Drive. The facility is a very modern single story three bay non-combustible construction station built in 2009 which occupies a total of 4,200 square feet. The apparatus bay is a single depth for apparatus. The apparatus bay doors are 14 feet wide by 14 feet high, well suited for today's emergency vehicles. The apparatus bay floor is heated through hydronic radiant floor heating while the rest of the building uses gas force air. Parts of the facility are also air-conditioned. The bay doors are controlled by wall switches and apparatus remotes. The apparatus bay floor totals 3,300 square feet.

There is a 100% capture emission exhaust system which hooks directly to the apparatus exhaust pipes. The Town might consider the installation of ceiling mounted air scrubbers to capture any exhaust from other type of engine exhausts such as a portable generator, saw, etc. The station is not equipped with an emergency power generator and the consultants recommend the installation of one to provide as close to 100% of electrical needs during power failures. The Town installed an ionic water system to help reduce water spots when cleaning the apparatus.

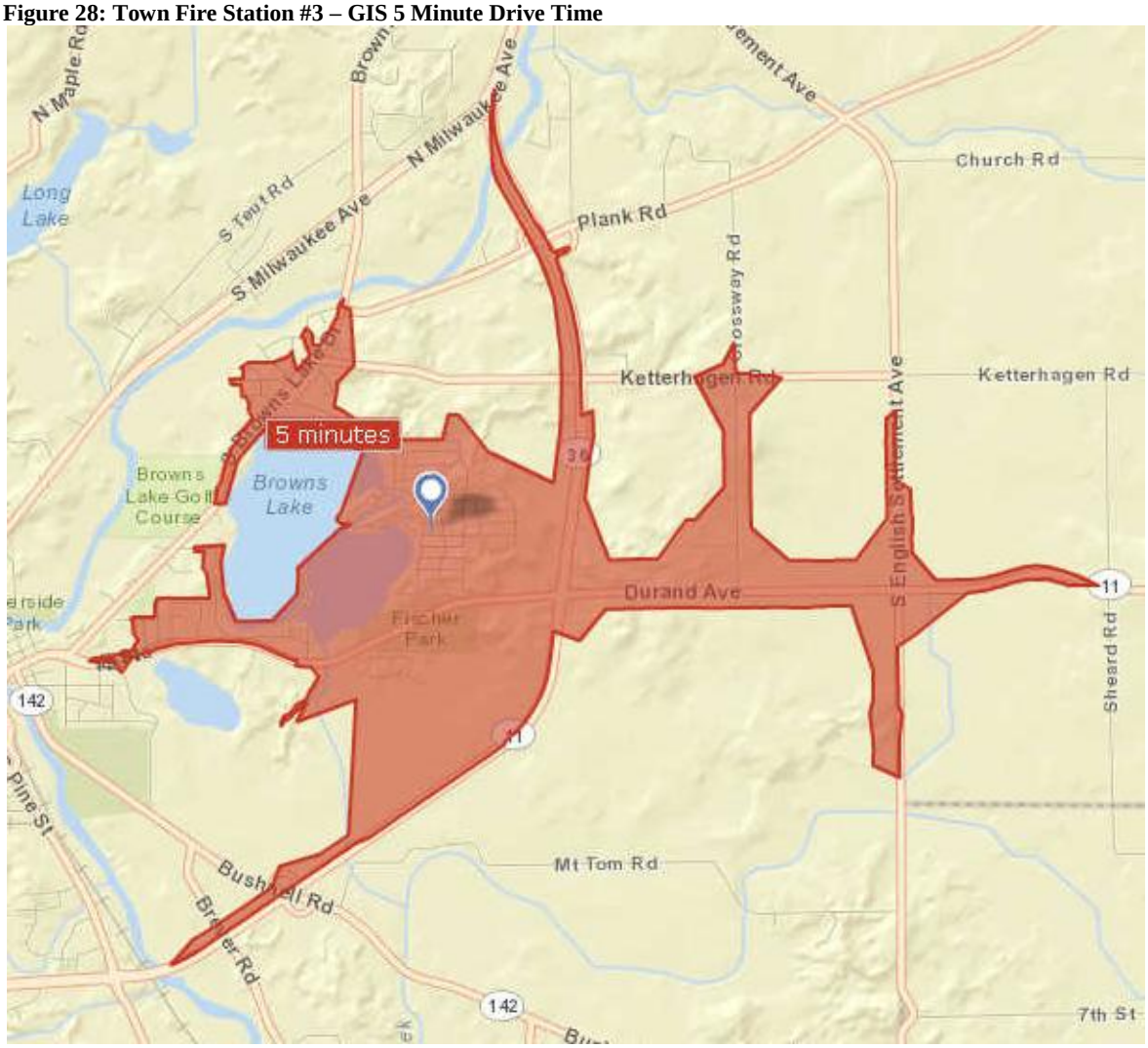
The support side of the facility utilizes 900 square feet and has a kitchenette, office, men's and women's washroom with showers, washing machine, and utility room. Above this area is a mezzanine. The station is in full compliance with ADA.

As modern as this facility is, it lacks an automatic fire suppression system and a fire alarm system that sends an activation signal to a remote site.

GIS Five Minute Drive Time

The figure below shows the location of the Town of Burlington Fire Station #3 located at 30130 Meadow Drive (white pin in map) and a five minute drive time (illustrated in red) under normal weather conditions and average traffic.

Figure 28: Town Fire Station #3 – GIS 5 Minute Drive Time



Recommendations – Town Fire Stations

Station #1

- *The Town should install a fire protection suppression system (sprinklers) throughout the facility.*

- *The Town should install a fire alarm system that when activated sends an alarm directly to the PSAP.*

- *The Town should install an approved OSHA vehicle emission exhaust system which provides 100% capture by hooking the apparatus directly to the exhaust source. In addition a secondary emission system of ceiling scrubbers should be installed to capture and remove any miscellaneous exhaust emissions.*

Station #2

- *Either remove the SCBA air filling system from Station #2 or install an OSHA safety containment filling station.*

- *If the decision is to keep Station #2, an emergency power generator fueled by natural gas or diesel should be installed that provides 100% of the station's needs during power failures.*

- *The Town should install a fire protection suppression system (sprinklers) throughout the facility.*

- *The Town should install a fire alarm system that when activated sends an alarm directly to the PSAP.*

- *The Town should install an approved OSHA vehicle emission exhaust system which provides 100% capture by hooking the apparatus directly to the exhaust source. In addition, a secondary emission system of ceiling scrubbers should be installed to capture and remove any miscellaneous exhaust emissions.*

- *Station #2 should be replaced with a modern four bay satellite facility near its present location within five years.*

Station #3

- *The facility should be equipped with an emergency power generator that provides as close to 100% of the station's need during power failures.*

- *The Town should install a fire protection suppression system (sprinklers) throughout the facility.*

- *The Town should install a fire alarm system that when activated sends an alarm directly to the PSAP.*

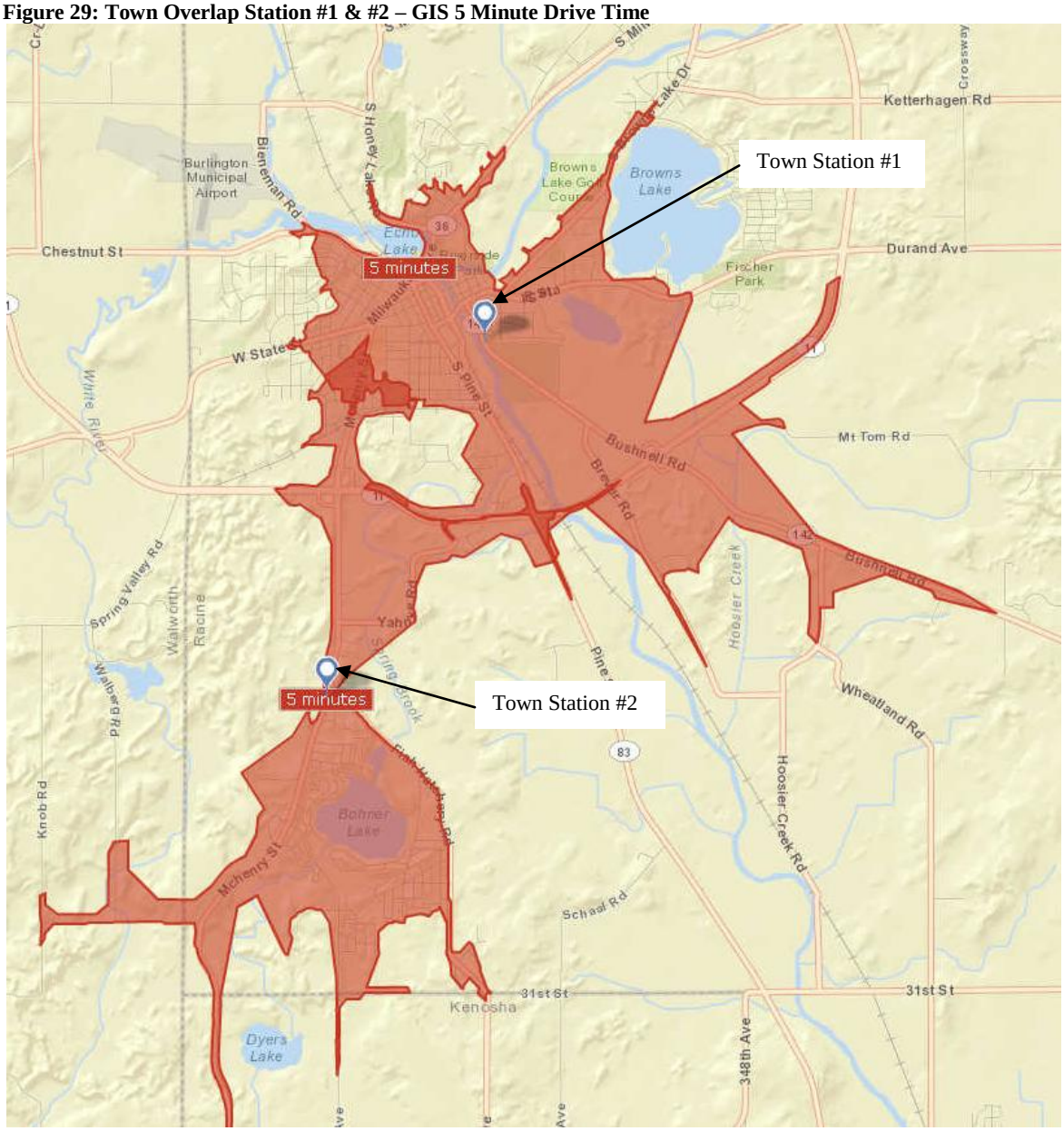
Station Overlap

Station overlap refers to the area in which more than one station can reach within a five minute drive time from their respective station under normal traffic and weather conditions. Ideally, one

would hope to see just a slight overlap. Too much overlap results in inefficiency and unnecessary protection. Too little or no overlap leaves portions of the service area outside of the designated drive time.

Overlap Town Station #1 & #2

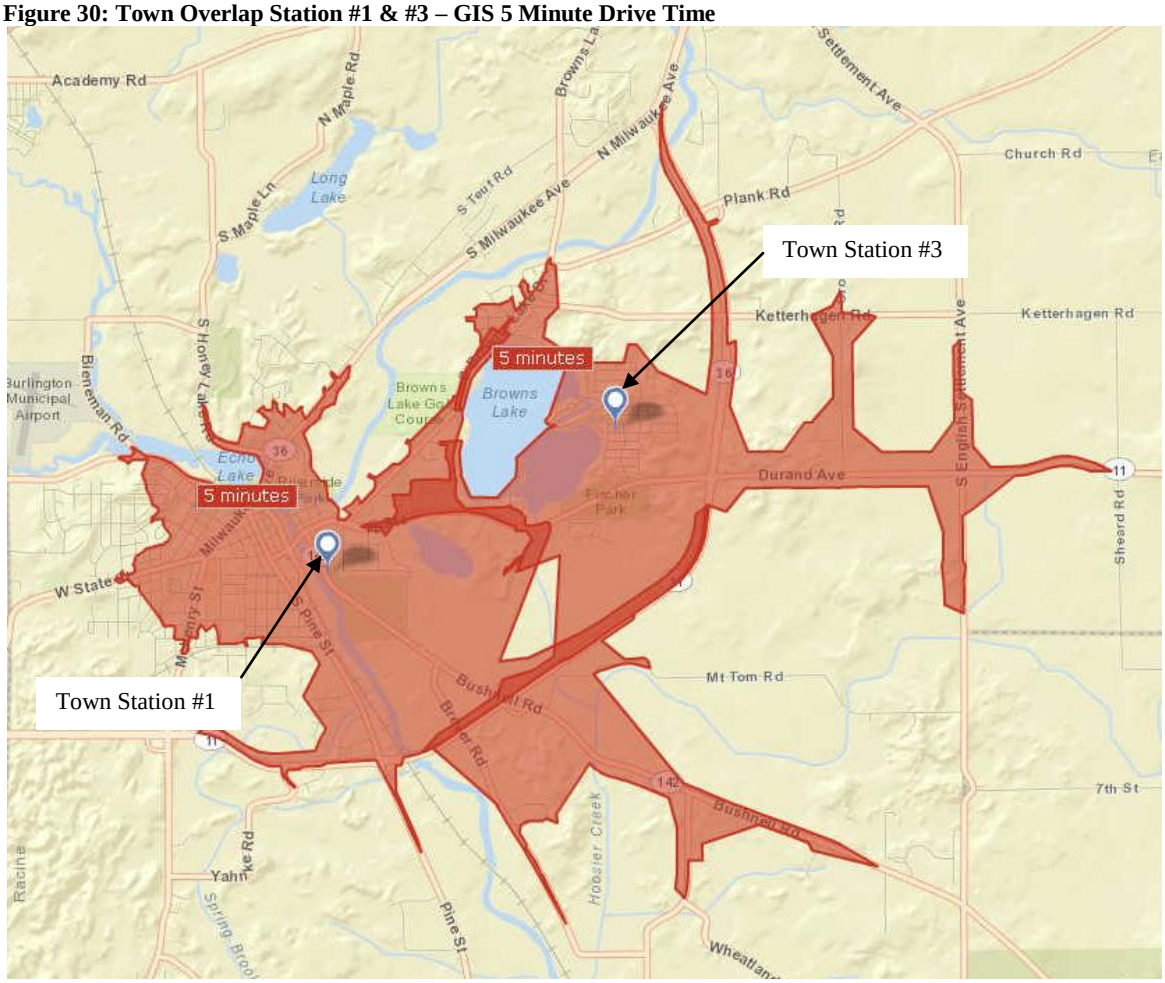
Figure 29: Town Overlap Station #1 & #2 – GIS 5 Minute Drive Time



The overlap area between Station #1 and Station #2 is displayed as a darker red in the figure above. As illustrated there is very little overlap area.

Overlap Town Station #1 & #3

Figure 30: Town Overlap Station #1 & #3 – GIS 5 Minute Drive Time



The overlap between Station #1 and Station #3 is slightly more than the between Station #1 and Station #2; however, it is not excessive.

Closing of Town Station #1

There was considerable discussion between the consultants, Town Board members, and fire department leadership that the Town's Station #1 could be closed. Some just wanted the station closed with no other changes and others believed that replacing Station #3 to a larger more modern facility could still provide adequate protection and save money by not having to replace Station #1 apparatus when needed.

The consultants spent considerable time GIS mapping the possibilities of closing the Town's Station #1 by creating a map that showed how much area the City's fire station could cover if the Town's Station #1 was closed. At first it would appear that inasmuch as the Town's Station #1 sits just outside the City's limit it might be feasible.

The following three GIS maps illustrate: first the area protected by all three Town's fire stations; the area protected if the Town's Station #1 was closed and the City's station was utilized; and lastly if the Town just closed Station #1 and provided protection independent of the City from Station #2 and Station #3 (overlap areas are illustrated in a darker red).

Figure 31: Three Town Fire Stations – GIS 5 Minute Drive Time

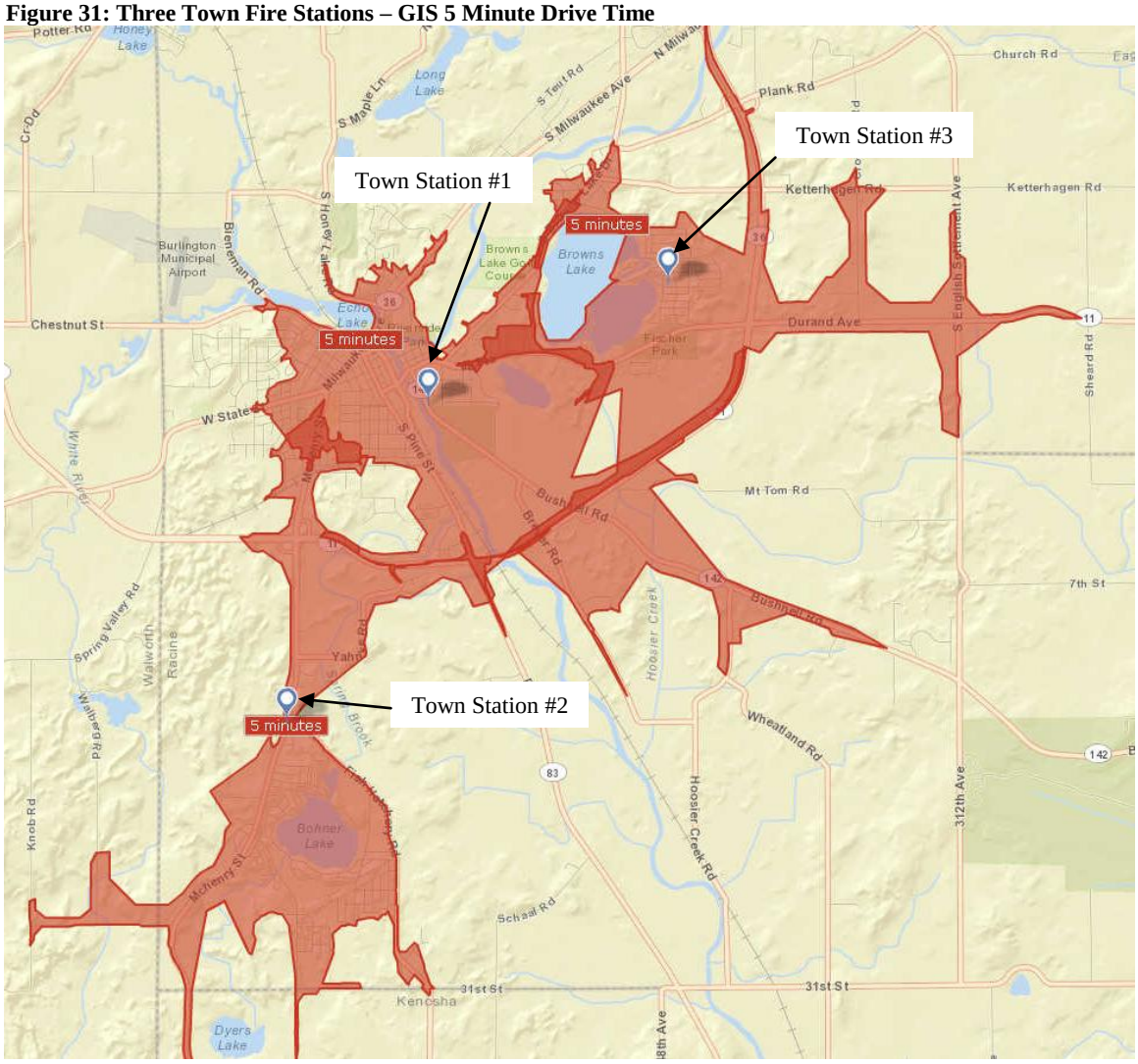
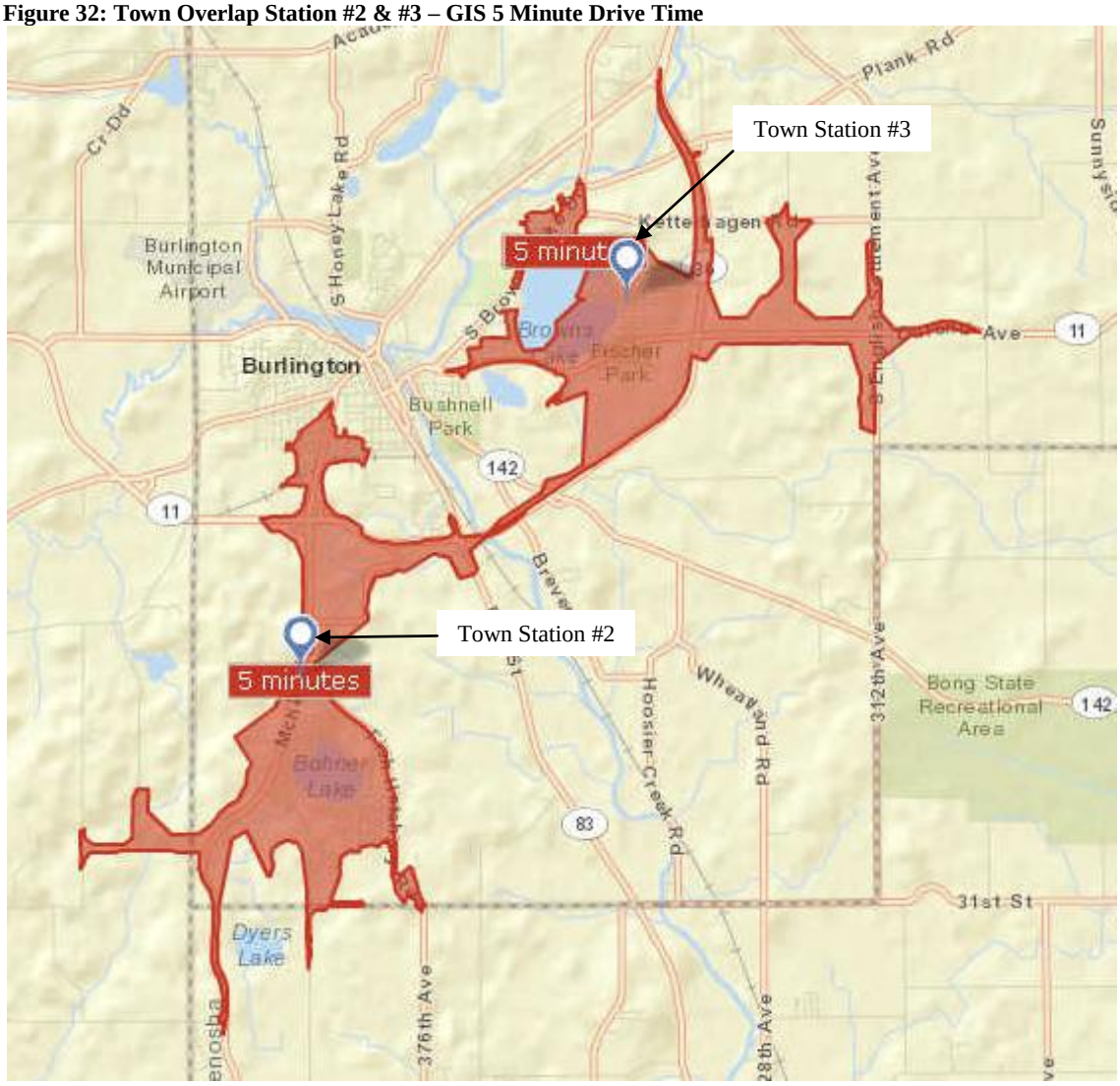


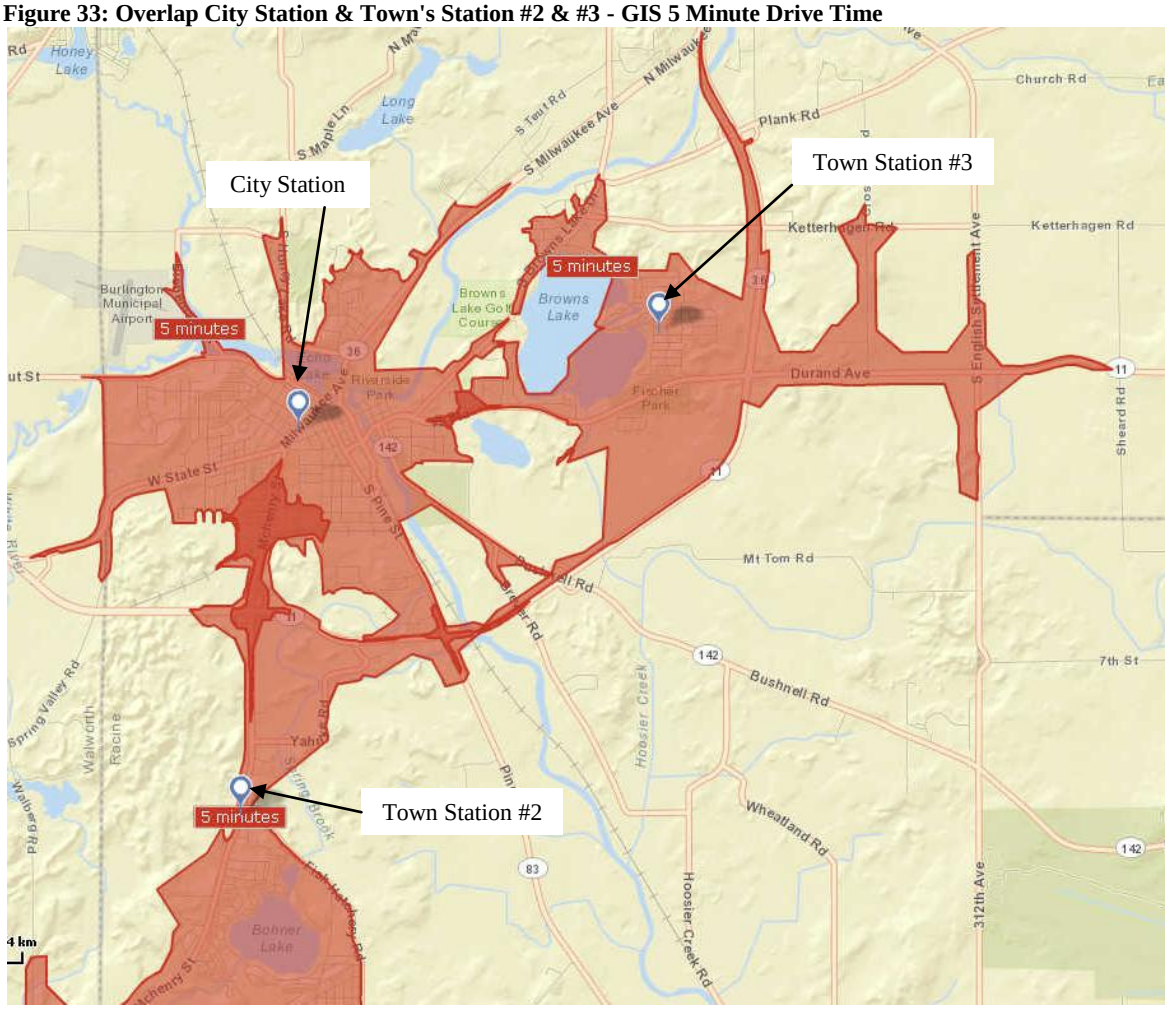
Figure 32: Town Overlap Station #2 & #3 – GIS 5 Minute Drive Time



It is obvious that the closing of the Town's Station #1 and doing nothing leaves a considerable area of the Town without the coverage they had prior to the closing; however, the majority of that area is undeveloped and therefore the negative impact on response time might be academic. The question becomes if the City were to respond into that area would it be advantageous for the Town to close Station #1?

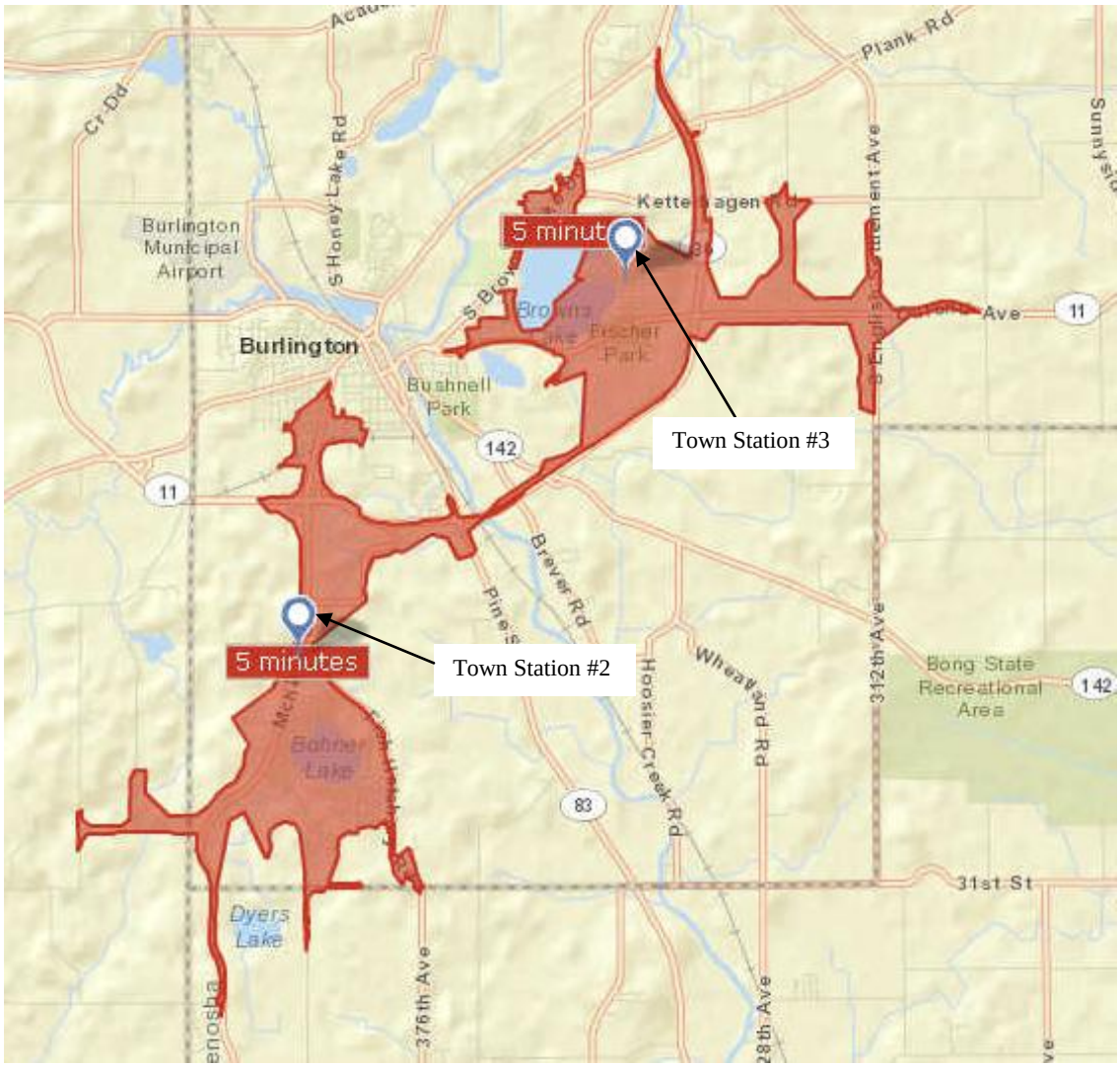
The figure below illustrates the 5 minute drive time area covered by the City station and the Town's Station #2 and Station #3:

Figure 33: Overlap City Station & Town's Station #2 & #3 - GIS 5 Minute Drive Time



The City Station does provide overlap but minimally in the area south and east of the existing Town's Station #1. The consultants also created a GIS map placing the proposed City Station #2, which again had minimal impact on the area in question.

In light of the open area affected by the closing of the Town's Station #1 it does not appear that the closing would have significant response ramifications to the populated areas southeast of the Town Hall. The consultants yield to the elected officials as to the future plans of the area in question.



Recommendations – Station Overlap

- *Utilizing a five minute drive time, the GIS maps would indicate that the Town's station #1 closing has limited impact on populated areas. However, a partnership with the City to respond into that area might eliminate the concerns of closing the Town's Station #1.*

Appendix I – Apparatus

This section will address the amount of apparatus, apparatus maintenance, apparatus equipment, mileage and engine hours, sufficiency of apparatus, apparatus/equipment replacement plan, and recommended apparatus/equipment replacement plan for each organization.

City Fire Department

The City of Burlington Fire Department provides fire suppression, fire prevention, and rescue from a single facility housing three engines, two trucks (aerial), and a utility vehicle utilized primarily by the fire prevention bureau.

The following apparatus are housed at 165 West Washington Street:

Table 28: City Fire Department Apparatus

Unit ID	Type	Make	Year	Pump GPM	Tank/Gallons
920	Engine	Pierce	2000	1,500	1,000
923	Engine	International/US Tanker	1996	750	500
925	Engine	Pierce	2009	1,500	1,000
921	75' Quint	Pierce	2005	1,500	500
924	100' Tower	Pierce	1996	1,500	200
922	Utility/FPB	Ford F150	1997	NA	NA

Apparatus Maintenance

During the interviews with the on-duty personnel, the consultants asked how much minor maintenance was performed on the apparatus while on-duty. The response was very limited if any because they needed to be near the watch desk (radio room) in order to answer phone calls, monitor fire alarms, and dispatch both fire and Burlington Rescue; however, the consultants learned that the career on-duty personnel do daily apparatus checks and minor maintenance.

Therefore, the City of Burlington has contracted for maintenance, repairs, and emergency breakdowns with a private company located in Sturtevant Wisconsin who specializes in emergency vehicle services. The records of maintenance are currently kept by the vendor, City Finance Department, and the Fire Chief. Fuel is purchased from local filling stations through use of a credit card. The five year major ladder test (aerial) is performed by Pierce Manufacturing

who built the majority of the City of Burlington apparatus. Annual ladder checks for both aerial and ground ladders are done in-house during a drill night. Annual apparatus pump tests are performed by an outside contractor and documentation is kept by the testing firm and Fire Chief. Towing, tires, and after- hour's fuel delivery is accomplished through local vendors.

It would be advantageous for the City to consider having one on-duty employee become a certified Emergency Vehicle Technician (EVT) and meet the NFPA 1071 standards for vehicle maintenance for fire/EMS apparatus. EVT began as The Fire Apparatus Mechanics Certification Program, sponsored by the International Association of Fire Chiefs (IAFC). In 1988, the IAFC introduced this certification program in an effort to elevate the standards of emergency vehicle maintenance and the personnel who perform the work. In addition, the IAFC sought to provide technicians recognition for the education, training, and experience they have in the field of service and repair of emergency vehicles. A certified EVT in the department could result in more timely maintenance and cost savings.

Apparatus Equipment

The fire department apparatus appears to be compliant with the NFPA 1900 standard series as to when the vehicle was manufactured. All the apparatus appear to have a full complement of equipment as outlined in the ISO and NFPA required equipment lists. In some cases the department carries more equipment than is required, but this is because they allow volunteer members to respond directly to the scene versus the station where they would respond on a piece of fire apparatus that carries the equipment they need (e.g., SCBAs (masks)). Under the current response policy the department purchases more equipment so there are extras on the first arriving unit.

All equipment viewed by the consultant was clean, appeared in good condition and in working order. The apparatus equipment was mounted in the units which allowed for easy and quick access.

Apparatus Mileage and Engine Hours

One of the items often requested by Council members when considering apparatus replacement is the apparatus age and mileage. Because fire apparatus spend a great deal of time idling or in pump mode versus actual driving miles, it is prudent to have engine hour gauges. The engine hour gauge provides a more accurate historical workload of the apparatus versus a simple mileage gauge. In police vehicles it is estimated by industry standards that each hour of engine idling can equate to 25 miles of driving. However, engines pumping water at a fire require substantially more wear on the engine than idling. Mileage and engine hours were recorded on all apparatus that had gauges along with the apparatus that had a mileage gauge only as illustrated in the table below:

Table 29: City Apparatus Mileage & Engine Hours

Unit ID	Type	Year	Mileage	Engine Hours
920	Engine	2000	2,037	177
923	Engine	1996	7,516	1,326
925	Engine	2009	2,976	567
921	75' Quint (aerial)	2005	9,279	945
924	100' Tower (aerial)	1996	9,981	1,126
922	Utility/FPB	1997	46,976	425

Sufficiency of Apparatus

Sufficiency of apparatus can be considered in two divergent ways: the *amount* of apparatus and its *capability*. The consultants have observed fire departments that have an abundance of apparatus, often resulting in apparatus that is rarely, if at all, deployed; or more apparatus than the department is able to staff. In other instances, departments are under-equipped and/or the apparatus is lacking the tools required to perform tasks on the emergency scene.

During interviews, the consultants were questioned whether the department has too much apparatus. The consultants would agree, when taking into account the following: volume of calls; simultaneous calls; one on-duty member; volunteers going directly to the scene, not the station, to get the apparatus; and the restrictions of only career members driving certain apparatus.

Engine/Pumpers

Earlier the consultants made the statement that much of what the fire department did was for ISO and the following is a classic example:

> *ISO takes the five buildings needing maximum fire flow (GPM) in Burlington and listed them in descending order. The fifth building in that list (440-450 South Pine Street) required 4,500 gpm and ISO bases needed fire flow on the fifth building regardless of the calculation of fire flow. However, the maximum flow ISO will require is 3,500 gpm, so Burlington Fire has to be able to provide a minimum of 3,500 gpm.*
>
> *ISO determines that between 3,000 and 3,500 gpm one needs three front line engine companies. Therefore, the City of Burlington Fire has three front line engines: two with 1,500 gpm pumps and one with 750 gpm pumps or a total of 3,750 gpm; therefore, meeting ISO requirement.*

However, the fire department does not need three front line engines; rather they have two aerials and keep one solely for ISO purpose as a ladder; the other could function as an engine and it has a 1,500 gpm capability, far exceeding the needed 3,500 gpm when coupled with the other two engines. In short, the fire department could place the 750 gpm engine in reserve and save money. ISO recommends in its Fire Suppression Rating Schedule section 523 (Credit for Reserve Pumpers) that there should be one reserve pumper for each eight engines in-service.

Aerial Tower/Quint

The consultants question the need for two aerial devices (a.k.a. truck or ladder). Currently the department has a front line 100' Tower and 75' Quint

> *A quint, or quintuple combination pumper, is a fire service apparatus that serves the dual purpose of an engine and a ladder truck. The name quint is derived from the Latin prefix quinque, meaning five, and refers to the five functions that a quint provides: pump, water tank, fire hose, aerial device, and ground ladders.*

Again the consultants understand that ISO will give up to one point for a reserve ladder, (awarded to Burlington by ISO). The consultants do not support the City's need for two aerial devices; if there is a need for a reserve aerial, it should be shared with surrounding departments. To offset the issue of the need for three engines, it would be more cost-effective to lose the ISO points which would most likely have minimal impact on the overall ISO rating and when an engine is replaced increase the pump size to 2,000 gpm verses 1,500 gpm.

The consultants believe the City can function well with two front line engines, one reserve engine, and one truck and develop automatic aid on target buildings.

Apparatus Replacement

Over the years, the NFPA has attempted to define life expectancy of apparatus with little success. However, under the 2009 edition of NFPA 1901, a new Annex D, titled *Guidelines for First-Line and Reserve Fire Apparatus* was added which discusses apparatus built prior to 1991. Section D.1 discusses minimizing the risk of injuries to firefighters and improvements in safety features that have been instituted since that time (1991). The guidelines further state that new safety upgrades and innovations are not generally found in units built prior to 1991; therefore, this standard recommends that apparatus built prior to 1991 be placed into reserve status. This reserve status is only recommended if compliance to NFPA 1912, *Standard for Fire Apparatus Refurbishing*, has been adhered to.

Although there are no standards as to the expected life of a piece of apparatus other than the additional safety advancements brought through new technology. The apparatus is affected by its amount of usage, the way the vehicle is used, the maintenance and preventative maintenance programs, the maintenance records (cost of maintaining the vehicle), and technology changes for that type of apparatus, and the general appearance and ability to function safely. These are all factors used in deciding when a vehicle should be replaced. Another important factor in determining when an apparatus should be replaced is the engine hours (number of hours the vehicle's engine has actually run). Fire apparatus spend considerable time not moving but pumping or another activity requiring the vehicle's engine to operate at high RPMs.

It is worth re-emphasizing that a significant factor in equipment replacement as outlined in the NFPA standard, is the rapidly changing technology, much of which is directly related to firefighter safety. Therefore, apparatus technology becomes a factor when considering replacement.

City's Equipment Replacement Fund

The City of Burlington has a Citywide Equipment Replacement Fund. The City budgets money each year for each department as a line item within that respective department's budget. However, the money goes into a single Citywide Equipment Replacement Fund.

The City anticipates the life expectancy of an engine to be 10 years front line and 10 years as second unit out. The two aerials are anticipated to last 30 years with one being replaced every 15 years. With only 0.44 calls a day the City's schedule is too aggressive and considerable money can be saved by adopting the consultant's replacement schedule as illustrated below:

Table 30: Replacement Program - City's & Consultant's

Type of Apparatus	City's Schedule	Recommended Schedule
Engine	10 years + 10 years 2nd	20 years + 3 years Reserve
Tender	NA	20 years + 3 years Reserve
Aerial	15 years + 15 years 2nd	20 years + 3 years Reserve
Squad	NA	15 years + 3 years Reserve
Brush	NA	15 years + 3 years Reserve
Ambulance	NA	8 years + 2 years Reserve
Support Vehicles (pick-up)	As Needed	12 years + 3 years Reserve
Cars	As Needed	8 years, No Reserve

Applying the above schedule to the City's apparatus the Recommended Replacement Program is illustrated in the table below:

Table 31: Recommended Replacement - City's Apparatus

Unit ID	City's Replacement Date	Consultant's Recommendation
Engine 920	2020	2020
Engine 923	2016	2016
Engine 925	2029	2029
Quint 75"	2035	Do Not Replace
Tower Ladder 100'	2026	2016

Unit ID	City's Replacement Date	Consultant's Recommendation
Utility 922	As Needed	(2009) Overdue
Chief's Vehicle	Purchase in 2013	2021

Recommendation s– City FD Apparatus

- *Career personnel need to be assigned duties during the day to conduct minor apparatus maintenance. To accomplish this, the fire department needs to get out of the dispatch business.*

- *One of the career members should be trained and certified as an Emergency Vehicle Technician.*

- *The fire department has more than adequate amount of equipment on the apparatus.*

- *The fire department should have two front line engines and one in reserve.*

- *City of Burlington can meet ISO pumping capacity by utilizing one of its aerials (Quint) for that purpose. In the future when the Quint is removed from the inventory and not replaced, the new engine should have at minimum a 2,000 gpm pump.*

- *The City's apparatus replacement plan is very aggressive and considerable money could be saved by adopting the consultant's recommended replacement plan.*

- *Engine 923 is the oldest engine and has a small 750 gallon pump, which was utilized for incidents at the airport. This unit should be replaced in 2016 with an engine with a 2,000 gpm pump and then Engine 920 could be put in reserve.*

Town Fire Department

The Town of Burlington Fire Department provides fire suppression, fire prevention, and rescue from three facilities housing at total of: three engines, two brush trucks, two tenders (tankers), one heavy-duty rescue, boat & trailer, and Gator (all-terrain vehicle).

The following apparatus are housed at Station #1 at 32288 Bushnell Road:

Table 32: Town Station #1 Apparatus

Unit ID	Type	Make	Year	Pump GPM	Tank/Gallons
961	Engine	HME/US Tanker	1996	1,500	1,000
967	Tender	Ford/US Tanker	1985	None	3,000

The following apparatus is housed at Station #2 at 7211 McHenry Street:

Table 33: Town Station #2 Apparatus

Unit ID	Type	Make	Year	Pump GPM	Tank/Gallons
962	Engine	HME/US Tanker	2001	1,500	1,000
964	Brush	Ford F350	1999	125	200
966	Brush	Ford F350	1993	125	200
Boat/Trailer	Inflatable	Zodiac	2007	NA	NA
Gator	ATV	Spartan	Unknown	NA	NA

The following apparatus are housed at Station #3 at 30130 Meadow Drive:

Table 34: Table 35: Town Station #3 Apparatus

Unit ID	Type	Make	Year	Pump GPM	Tank/Gallons
963	Engine	Spartan/Marion	1991	1,000	1,500
968	Tender	International/US Tanker	2010	Portable 500	3,500
965	Heavy Rescue	EVI/International	1996	NA	NA

Apparatus Maintenance

The Town fire department uses two different local mechanic shops to do the majority of the work on the apparatus; including preventative maintenance and repairs. If the problem is beyond the capabilities of these two companies, the apparatus is sent to US Tanker, a manufacturer of fire apparatus in the area. US Tanker also does the entire yearly pump testing for the department. Vehicle repair records are kept by the shop and copies of maintenance are forward to the fire department and kept by the Town. Fuel is purchased at local filling stations and if fuel is needed after hours, a private firm will transport what is needed. Other miscellaneous items such as tires, bulbs, etc. are all purchases locally.

Apparatus Equipment

The fire department apparatus appears to be compliant with the NFPA 1900 standard series as to when the vehicle was manufactured. The majority of the apparatus appear to have a full complement of equipment as outlined in the ISO and NFPA required equipment lists.

What is of interest is both the Burlington Rescue Squad and Town Fire Department both have Heavy Rescue units and both carry extrication equipment. The consultants were told that the Town Fire Department purchased the extrication equipment because Burlington Rescue was

unable to staff their Rescue unit and few of the Rescue Squad members were trained in extrication. The consultants questioned why the extrication equipment was not placed on a unit that was able to respond immediately versus duplicating both the vehicle and equipment.

The Town Fire Department indicated they utilize the Heavy Rescue for multiple purposes including incident command. The consultants recommend that the department purchase a SUV type vehicle and have the individual assigned as the primary officer (incident commander) for the day or evening, have the vehicle in their possession. The SUV could serve as a more functional incident command vehicle.

It appears that the fire department has sufficient SCBAs. Station #1 has a SCBA compressor and Safety Containment Filling Station whereas Station #2 lacks the Safety Containment Filling Station, which is a significant safety concern.

Apparatus Mileage and Engine Hours

The Town Fire Department provided the data on mileage and engine hours as illustrated in the table below:

: Town Apparatus Mileage & Engine Hours

Unit ID	Type	Year	Mileage	Engine Hours
961	Engine	1996	13,799	1,810
962	Engine	2001	12,738	1,044
963	Engine	1991	16,221	2,305
967	Tender	1985	119,871	No Gauge
968	Tender	2010	3,704	No Gauge
965	Heavy Rescue	1996	24,325	2,303
964	Brush	1999	8,372	No Gauge
966	Brush	1993	10,486	No Gauge
	Boat/Trailer	2007	NA	NA
	Gator/Trailer	Unknown	123	NA

Sufficiency of Apparatus

Sufficiency of apparatus can be considered in two divergent ways: the *amount* of apparatus and its *capability*. The Town Fire Department protects 34.5 square miles of land and 1.4 square miles of water and from three stations seems to have adequate apparatus and equipment. The

consultants are not against the Town Fire Department having a Heavy Rescue unit and understands the need for extrication equipment; rather the consultants do not believe more than one agency needs to carry the full complement of extrication equipment. Rather, whichever department has the ability to get that needed equipment to the scene and is qualified to operate it should be the agency tasked with this piece of equipment.

The consultants recommend that the Town Fire Department enter into an agreement with neighboring departments to share a reserve engine, keeping in mind that ISO requires one reserve engine for every eight front line engines; therefore, a reserve engine could easily be shared, rather than duplicating that apparatus.

At the time of the study the fire departments had just received a used 10' Zodiac (boat); however, it was not equipped with a motor. Inasmuch as the department protects 1.4 square miles of water with heavy usage by civilians for recreation, it would be advantageous for the Town to purchase a motor of appropriate size.

Apparatus Replacement

As noted in the City section, over the years the NFPA has attempted to define life expectancy of apparatus with little success. However, under the 2009 edition of NFPA 1901, a new Annex D, titled *Guidelines for First-Line and Reserve Fire Apparatus* was added which discusses apparatus built prior to 1991. Section D.1 discusses minimizing the risk of injuries to firefighters and improvements in safety features that have been instituted since that time (1991). The guideline further states that new safety upgrades and innovations are not generally found in units built prior to 1991; therefore, this standard recommends that apparatus built prior to 1991 be placed into reserve status. This reserve status is only recommended if compliance to NFPA 1912, *Standard for Fire Apparatus Refurbishing*, has been adhered to.

Apparatus life is affected by its amount of usage, the way the vehicle is used, the maintenance and preventative maintenance programs, the maintenance records (cost of maintaining the vehicle), and technology changes for that type of apparatus, and the general appearance and ability to function safely are all factors used in deciding when a vehicle should be replaced.

Another important factor in determining when an apparatus should be replaced is the engine hours (number of hours the vehicles engine has actually run). Fire apparatus spend considerable time not moving but pumping or other activity requiring the vehicles engine to operate at high RPMs.

A significant factor in equipment replacement worth re-emphasizing, as outlined in the NFPA standard, is the rapidly changing technology, much of which is directly related to firefighter safety. Therefore, apparatus technology becomes a factor when considering replacement.

Town Apparatus Replacement Program

The Town has no formal apparatus replacement program that identifies when apparatus should be replaced; but they do budget money as a contingency for that purpose. The account balance for capital equipment was $217,280.50 with the last contribution to that account in 2010. That money however, is not earmarked for the fire department only; its purpose is for any apparatus needed by any of the Town's departments.

With the exception of Tender 967 the majority of the apparatus have low mileage and limited engine hours for their age. It is very understandable that governing officials responsible for budgets are very concerned about discarding any apparatus/equipment that appears visibly to be in good condition; however, the important concern is the safety of the firefighters and the community at large.

Under NFPA 1901 any apparatus built before 1991 should be removed from front line service and utilized only as reserve apparatus. The Town Fire Department has one unit older than 1991, one unit that is a 1991 and four other units built in the 1990s. What has changed most since 1991 and changes more each year is the safety technology now designed into the apparatus.

The consultants recommend the same replacement program as submitted to the City as illustrated below:

Table 36: Replacement Program - City's & Consultant's

Type of Apparatus	Recommended Schedule
Engine	20 years + 3 years Reserve
Tender	20 years + 3 years Reserve
Aerial	20 years + 3 years Reserve
Squad	15 years + 3 years Reserve
Ambulance	8 years + 2 years Reserve
Brush	15 years + 3 years Reserve
Support Vehicles (pick-up)	12 years + 3 years Reserve
Cars	8 years, No Reserve

Recommended Fire Department Replacement Program

The consultants recommend that the following apparatus be replaced as illustrated in the table below:

Table 37: Recommended Replacement – Town's Apparatus

Unit ID	Year	Consultant's Recommendation
Engine 961	1996	2016
Engine 962	2001	2021
Engine 963	1991	Overdue (2011)
Tender 967	1985	Overdue (2005)
Tender 968	2010	2030
Heavy Rescue 965	1996	Overdue (2011)
Brush 964	1999	2014
Brush 966	1993	Overdue (2008)
Gator	Unknown	As Needed
Command SUV	Purchase in 2013	2021

Obviously it is doubtful that the Town is in a fiscal position to replace four pieces of apparatus, plus the one due in 2014. Rather the Town should begin to move toward the consultants' recommended replacement schedule and aggressively begin to replace apparatus as quickly as possible starting with the units in the most need.

Recommendations – Town FD Apparatus

- *Town has sufficient apparatus, although much of it should be replaced on a determined scheduled basis.*

- *The Town should identify an Apparatus/Equipment Replacement fund for the sole purpose of the fire department and begin to fund that account on a yearly basis.*

- *Either remove the SCBA fill station from Station #2 or install a Safety Containment Filling Station.*

- *Purchase an appropriate size motor for the Zodiac boat. The motor should be large enough to move the boat quickly over the water to the scene of the rescue.*

Rescue Squad

The Burlington Rescue Squad provides EMS at the EMT-Intermediate Technician level for the 43.63 square miles which encompass the City and Town of Burlington. The Squad utilizes the facilities of the City of Burlington Fire Department for storage of their apparatus and equipment.

The following apparatus are housed at City Fire Station at 165 West Washington Street:

Table 38: Rescue Squad Apparatus

Unit ID	Type	Make	Year
932	Ambulance	Chevy/MedTech	2009
931	Ambulance	Ford/MedTech	2005
930	Heavy Rescue	Peter Built	2008
Trailer	Mass Casualty	Wells Cargo	2000
ATV Quad	ATV	Stored inside Mass Casualty Trailer	Unknown

Apparatus Maintenance

The maintenance of the ambulances is primarily outsourced out to local vendors, including preventative maintenance and repairs. Some minor maintenance and repairs are performed in-house by the volunteers. As with the other emergency service providers, fuel is purchased locally.

Apparatus Equipment

All of the apparatus and equipment viewed by the consultants were well-stocked and the ambulances were kept in very clean conditions. The heavy rescue vehicle has a multitude of equipment to handle many of the out of the ordinary calls, including rescue tools with air bottles to operate them, hand tools, ropes, stabilizing equipment, extrication equipment, and spare

radios. The Mass Casualty trailer has limited small supplies, but it appeared that its primary purpose is to house and transport the ATV Quad. One concern the consultants had was the Squad stores extra gasoline inside the closed trailer which could easily become a safety factor.

Apparatus Mileage and Engine Hours

The Rescue Squad provided the data on mileage and engine hours as illustrated in the table below:

Table 39: Town Apparatus Mileage & Engine Hours

Unit ID	Type	Year	Mileage	Engine Hours
932	Ambulance	2009	12,914	1,438
931	Ambulance	2005	20,926	2,200
930	Heavy Rescue	2008	2,600	351
Trailer	Mass Casualty	2000	NA	NA

Sufficiency of Apparatus

The apparatus being operated by the Burlington Rescue Squad is reasonable and sufficient for the size of district and number of emergency responses.

Heavy Rescue

What is in question is who is best suited to provide the Heavy Rescue services in terms of response time and qualified personnel in extrication. Certainly, there is not a need for both the Rescue Squad and Town Fire Department to have and equip a Heavy Rescue unit. The City Fire Department indicted to the consultants they believed they also should purchase additional rescue equipment including extrication. The Town's Heavy Rescue is a 1996 model and the Rescue Squad's is a 2008. Having inspected both, the consultants recommend that the unit utilized for Heavy Rescue be the current unit belonging to the Rescue Squad. As to whom should staff the unit, the consultants recommend that the career on-duty member of the City Fire Department ensure there are a minimum of three individuals to respond, which could or could not include the career member before it left the fire station. In other words the unit would be cross-staffed by rescue and fire personnel.

Apparatus Replacement

What is the Life Expectancy of an Ambulance? In short, there is no industry standard or answer to that question. Like all types of mechanical devices ambulances have a finite life. How long the serviceable life of an ambulance may be depends on many factors such as mileage, quality of the preventative maintenance program, driver training program, rule enforcement, quality of the original builder and components, availability of parts, custom or commercial chassis, ability of the municipality to generate funding, etc. Burlington Rescue Squad predominately uses MedTech Ambulances on either Ford or Chevy chassis. The consultants called the manufacturer and asked if they could provide an average life expectancy for an ambulance. Not surprisingly the manufacturer indicated there were too many variables and named many of the same items listed above as factors that influence ambulance life expectancy.

NFPA 1917 Standard for Automotive Ambulances 2013 edition defines in great detail all of the technical standards and ambulance needs; however, the standard remains mute on the issue of life expectancy. The consultants understand that unlike the fire service that has numerous standards, the standards that apply to EMS organization are limited.

The Transportation Research Board of the National Academies conference had a presentation by Ken Beers, Chief of the Canandaguia Emergency Squad, New York who compiled statistics pertaining with ambulances. Data he collected was nationwide and indicated the average life expectancy of an ambulance was six years based on a maximum mileage of 185,000 miles. Inasmuch as none of the Burlington ambulance has anywhere near 185,000 miles, the answer remains subjective.

The consultant recommends the following replacement plan:

Table 40: Replacement Program – Rescue Squad & Consultant's

Type of Apparatus	Rescue Squad Schedule	Recommended Schedule
Ambulance	5 years + 5 years 2nd	8 years + 8 years Re-chassis
Squad	As Needed	15 years + 3 years Reserve

The consultants acknowledge that the Burlington Replacement plan is really not excessive but for cost-savings suggest the option of re-chassis. The Rescue Squad could re-chassis (remove

the patient compartment from the chassis and place it onto a new chassis) at the eight-year mark and anticipate another eight years of service. A re-chassis ambulance can be titled as new and minor renovations or repairs can be done to the patient compartment during the time of re-chassis.

Although the consultants heard minor complaints (members want something entirely new), the consultants support the re-chassis program and believe it to be a very cost effective program for maximizing Burlington Rescue Squad resources.

Recommended Rescue Squad Replacement Program

The consultants recommend that the following apparatus be replaced as illustrated in the table below:

Table 41: Recommended Replacement – Town's Apparatus

Unit ID	Year	Consultant's Recommendation
Ambulance 931	2005	2013 new
Ambulance 932	2009	2017 re-chassis
Heavy Rescue 930	2008	2023

Recommendations – Rescue Squad Apparatus

- *Burlington Rescue Squad could save money by re-chassis the ambulances after eight years of usage.*
- *Re-chassis ambulances should be re-titled as new.*
- *Consolidate the Heavy Rescue functions with the fire departments, but maintain the Heavy Rescue unit.*

Appendix J – Training

The foundation of any successful emergency operation is directly linked to the training of its members that provide fire/EMS services. Training is essential for safe operations to both the emergency provider and those receiving the service. Training is never-ending and the recording of that training is as essential as the training itself. Emergency services must rely on training to ensure coordination, consistency, and timely communications for the safety of the citizens and firefighters and/or EMTs, as well as the ability to capably accomplish the emergency tasks that are encountered. Departments that provide quality-training opportunities for their personnel are better prepared to handle emergencies within their community. A strong training program is also beneficial in the recruitment and retention of members: career, paid-on-call, and volunteers.

"How you train is how you will perform on the emergency scene during an emergency"

The training provided to department members is essential to the quality of fire and/or EMS provided to the community. Failure to train all personnel to the levels of service demanded by the community can result in exposure to dangerous situations by those providing as well as receiving those services. The single most important aspect of any training program is safety – both for the provider and the receiver.

Simply training isn't enough; the training programs must be of high-quality and applicable to the risks most likely found in the protection district. Unfortunately, departments cannot control the types of emergencies to which they may be required to respond on a moment's notice. The fact is that many departments are not always prepared to handle emergencies beyond normal everyday-type calls. Too often personnel find excuses for not dedicating time to training such as: too busy, too many interruptions, companies are too small thus preventing multiple company evolutions, we don't have the equipment we need to train, etc.; the list can be endless but the reality is safety is greatly diminished. The vast majority of members interviewed stated that training was important and most identified the current training program and the ability to receive quality training, as a weakness.

Wisconsin Training Curriculum

The training program in the State of Wisconsin is based on either curriculum developed by Oklahoma State University, which are titled: International Fire Service Training Association's (IFSTA) manuals or the curriculum published by Jones and Bartlett. Jones and Bartlett is being used by many fire program curriculums of the Wisconsin Technical Colleges.

Topics Pertaining To All Departments

The following topic is pertinent to all three departments and should be considered recommendations.

Wisconsin SPS 330

The Wisconsin Department of Safety and Professional Services provide under Chapter SPS 330.07 subchapter VI – Training and Education the requirements that all fire departments in Wisconsin must meet. Both fire departments should review SPS 330 in its entirety and ensure that they are meeting the State requirements.

Training Coordinator

There are distinct advantages of establishing a full-time Training Coordinator working a 40-hour workweek allowing contact with each shift on a consistent basis. First and foremost would be safety, both for the service providers and those receiving the service. Many interviewees indicated that each Company or station, worked autonomous to the others. Depending on the amount of autonomy, safety could be jeopardized.

Autonomy is a good thing in most workplace settings. It allows for the emergence of independent thinking, which, in turn, fosters feelings of ownership and pride in the organization. Certainly, autonomy encourages employees to resolve problems that otherwise are expected to be resolved at the higher levels of management. It empowers employees and makes them more creative. In turn, the employees usually take on more responsibility and work harder as they recognize that their input is acknowledged and valued.

While autonomy, empowerment, and independent thinking are all desirable attributes, they must be in balance. It is important to point out that the fire or EMS department structure is "paramilitary" by design. There is a reason for this regiment: safety. Emergency work requires a strong assignment matrix, which breaks itself out into teams and tasks. Fires get extinguished, people get rescued, and dangerous situations are mitigated successfully through teamwork, consistent training, and strong leadership. Without all of these items working in concert, sometimes there are difficulties in getting the job done and perhaps getting it done in a manner that ensures the safety of the service providers. The Training Coordinator can ensure balance between independent thinking and safe actions.

A designated full-time Training Coordinator would have the following job responsibilities.

- Develop and implement a training curriculum
- Create a comprehensive training manual
- Develop lesson plans
- Create a training schedule indicating training sessions three months in advance
- Identify qualifications for course instructors
- Develop performance standards
- Evaluate personnel performance (competency) on a regular basis (minimum every six months)
- Remediate substandard proficiencies of members
- Create and maintain a central training library system
- Maintain all training records in compliance with NFPA 1401
- Ensure all personnel certifications are up-to-date
- Be the liaison with the local college's fire program
- Create a training budget
- Produce regular reports to the Chief

The Training Coordinator could be a civilian position as long as the individual holding that position had considerable experience in fire and EMS. Some departments have hired retired fire/EMS personnel who work as the Training Coordinator as a civilian. However, a great opportunity for the Burlington departments are working with Gateway Technical College who

could work with the three entities, perform a needs assessment, develop a training curriculum and manage the training elements. If record management services were requested it may require some type of secretarial support.

The important issue is that the Training Coordinator needs to have field experience in providing fire and/or EMS; understand emergency scene operations, have a proven record in training, as well as management and leadership skills. Another reason for requiring the Training Coordinator to have actual fire/EMS field experience is so that the Training Coordinator can serve as the safety officer at emergency events. (Note: an individual can be a safety officer at an emergency scene and still be classified as a civilian, as long as the person has field experience.)

It is important to emphasize that the Training Coordinator is not the sole individual who conducts the training. The primary individuals who should conduct company training are the company officers. If the decision is not to utilize Gateway Technical College, then the Training Coordinator should be in a supervisory role and is the individual responsible for conducting department-wide training on new methods and/or procedures. In addition, this position should have responsibility for maintenance of all training documentation and employees' certifications updates. The Training Coordinator should answer directly to the individuals who are 2nd in command of the three departments. If this option for a Training Coordinator is selected over Gateway Technical College, the three agencies would have to determine who the employer is, and develop a reporting structure. That structure must include coordination and responsiveness to all three agencies involved.

An obvious responsibility that often accompanies the Training Coordinator is the position of Department Safety Officer. It make sense that the individual watching mitigation activities who understands the safe and most effective way to conduct those activities would be the one to intervene when unsafe activities occur. The consultants recommend the Training Coordinator be assigned the responsibility of Department Safety Officer and function in that role as outlined in NFPA 1521.

Obviously, a full-time Training Coordinator in each organization would most likely be cost-prohibitive. However, a shared Training Coordinator, coordinating training for three safety organizations that work together at emergency scenes is achievable and very prudent.

Self-Contained Breathing Apparatus (SCBA) Regulations

Firefighters and/or EMTs, because of the nature of their work, who might need SCBA, are required by OSHA meet the following standards:

- SCBA face piece testing ("fit testing") must be performed annually on any member who will be required to wear SCBA equipment. The department is compliant with this regulation

- Pulmonary function testing "Spirometry test" is also required annually but may be performed in several manners. First, the employee would be tested by a physician utilizing a Spirometry device and the records are maintained by the physician. The second means is for each employee to fill out the OSHA questionnaire and have the physician determine the individual's capability of using a SCBA. Currently both fire departments are in compliance, whereas, Rescue Squad is not.

To comply with OSHA, every member of the department who may need to wear SCBA mask must be checked by a licensed physician yearly, and given a fit for duty release that must be kept in the member's medical personnel file or maintained by the physician. This requirement does not mandate the employee receive an annual physical; rather it meets the requirements listed above.

Employee Physicals

Most departments will pay for an annual physical through the employee's insurance plan. The employee has the option, if they wish to take a physical and which physician they choose to administer the physical. The department receives no record of the findings of the physical, unless the physical is mandated by the department. NFPA addresses firefighter's physicals in the NFPA 1582 standard: Standard on Comprehensive Occupational Medical Program for Fire Departments 2003 Edition. The consultants do not recommend adoption of this NFPA standard.

All such medical records must be kept in a personnel file that is designated specifically for medical information. It cannot be in with the official personnel file materials. Such records should be kept in a secure location, and each agency should have a written policy as to who has access to the file and who has authority to view its contents.

Consequences of Lack of Training &/or Documentation

With an increasingly litigious society, the liabilities associated with poor training are enormous. Within the last decade there has been an increased tendency for municipalities/departments to be stripped of their immunity protection when dealing with an employee's injury or death. One hopes that none of the Departments will ever experience a firefighter's/EMT's line-of-duty death. However, in the event of such an occurrence or a serious line-of-duty injury, a large number of state and federal agencies would conduct independent investigations. At minimum, the City, Town, Rescue Squad would need to provide the investigators with the following:

- Date and location of the training session
- Attendance record of the session with signature of the member (no check sheet or initials – must be a signature)
- Complete written curriculum of the training topic
- Qualifications of the instructor – justifying his/her competency to teach the subject
- Time spent in the training session (e.g., 5 PM to 8 PM)
- Historical record showing how frequently this topic was instructed and what other topics supported a safe environment
- Competency testing documentation involving the activity in question including any remedial activity that was needed is also required

Minus these documents, the department will be hard pressed to prove the individual was capable of performing the task they were assigned on the emergency scene. Obviously, record keeping is as important and more time consuming for the Training Coordinator; however, it is essential. An individual who miss a training topic, or are unable to pass the competency evaluation requirement, and the department has made attempts to provide remedial training requires proper documentation. If the individual does not attend the remedial training there must be

consequences inasmuch as that individual's actions on the emergency scene have an impact on others. Lack of such documentation could result in fines from both the state and federal government as well as leave the department open to civil litigation. Currently, none of the departments could provide this type of documentation.

Competency/Proficiency Testing

The fire/EMS service today requires more than teaching the members what they are expected to know and how to accomplish their duties safely. It requires that every department ensure their staff's competency/proficiency.

Competency/proficiency can be measured in several ways including written and/or practical demonstrations of the firefighter's capability to perform the evolution. Competency/proficiency testing is most often met with resistance from the personnel but this does not diminish its importance. When an individual is found to lack the skills to perform a task the answer is not discipline; rather remediation and review of the training curriculum to ensure adequate emphasis is being placed on that task.

The above process must be fully documented and kept on file. This process cannot be accomplished adequately by merely observing individuals during training; there must be an outward and organized procedure to identify weaknesses within the staff. The consultants recommend that competency/proficiency training program be developed and implemented.

Officer Training

The consultants were not provided documentation that officers receive specified training to be appointed/elected to, or hold their officer position. It is common in volunteer departments to have an individual ranked as a firefighter or EMT one day and then elected to an officer's position with little or no emphasis placed on certified training rather on popularity. Many departments' transition from firefighter or EMT to officer consists solely of changing the color of the shirt and/or badge. Through some kind of magical osmosis, individuals are supposed to go from the rank and file into a supervisory position, without still being regarded as 'one of the guys'.

There is no assurance that the best firefighter or EMT with outstanding emergency skills will somehow become a great manager because of a promotion. Management and leadership skills can be learned and officers need constant training on how to best deal with the non-emergency issues they face the preponderance of the time with their personnel. Although experience is a great teacher it doesn't necessary ensure that someone who has been in a leadership position could not benefit from supervisory training.

The consultants recommend that job descriptions be developed for all officer positions. Only the Town of Burlington Fire Department has some qualifications the individual must possess before being elected to an officer position. However, what is lacking in all agencies are comprehensive job descriptions that spell out the duties, responsibilities, education, and experience necessary to perform the job. Further, in addition to operational skills, none of the departments have qualifications required for supervisory and/or leadership roles. A major part of being an officer is dealing with people; thus, having experience in communication, interviewing, discipline, mentoring, coaching, etc. becomes more important the higher the rank. All agencies need job descriptions that delineate the required skills and experience – operational and soft skills – before being eligible to run for office.

The consultants recommend that every month, 1½ hours be dedicated to supervisory training for all officers – this is above the other required hours. Supervisory training needs to include the hard skills: legal aspects of supervising, along with the developing and nurturing of soft skills: interpersonal skills, ability to listen, mentor, and facilitate - skills which are very difficult to teach. Officers can improve their supervisory and management skills when they are confronted with new challenges in a controlled environment. This training should be overseen by a designated Training Coordinator.

Joint Training

During the course of the study the three departments met and conducted a joint extrication training session. Unfortunately, this type of joint training is very rare, and occurs once every two

to three years according to the leadership. The consultants highly recommend that joint training between the three departments occurs, at minimum, quarterly.

Training Records

Although addressed several times in this section, the importance of accurate training documentation cannot be overstated. In the event that the department/City/Town would need to prove the proficiency of its members; it will take quantifiable data that meets all the requirements mentioned in this section of the report. It will not matter in a court of law if every member gets up and testifies they received "X type" of training – written documentation and records will be the deciding factor.

If the Chief's goal is to ensure that career members receive 240 hours/year, volunteers receive 80 each year, and EMTs have the State mandated 42 hours recertification hours every two years; then all members must be made aware of this requirement and held accountable for reaching it.

Gateway Technical College

This opportunity will be discussed in greater detail in the "Greater Cooperative" section of the report. However, several department members are instructors at Gateway and according to the Instructor/Coordinator of the Fire Training Program, are well qualified to instruct topics in all three organizations. Gateway Technical College offers tremendous opportunities to enhance all three departments' training programs in a very inexpensive way including providing the Training Coordinator.

A resource for training is the 3 to 4 hour workshops that the College will present. The cost is $16.00 per participant and the course can be conducted at the College, the fire station, or other location; the college requests a minimum of 12 students. Included in the cost is the use of training props that the schools estimates are worth $150,000. The list below is curriculums that have already been developed; however, the school has the resources to address other topics/issues requested by a department:

Table 42: Gateway Workshop List

Gateway 3 or 4 Hour Workshop Course List		
Basic Radio Communications	Sprinkler Service Operations	Tactical Aerial Operations
Advanced Radio Communications	Water Supply Practices	Training Officer-Best Practices
Size-Up and First-In Reports	Scene Safety	Training Officer Records
Basic Leadership Skills	Defensive Positioning	Training Officer Scheduling
Advanced Leadership Skills	Scene Lighting Practices	NFPA Standard Reviews
Basic Building Construction	Master Stream Operations	Comm 30/32 Overview
Strategy & Tactics	Foam Operations-Class A	Multi-Company Operations
Forcible Entry (FE)	Foam Operations-Class B	Passport System Use
(FE) Conventional	Foam Operations-CAFS	Emergency Scene Accountability
(FE) Through the Lock	Utility Control	What to Carry in Your Gear
Search & Rescue	Saving Our Own	FF Bailout Techniques
Ventilation Overview	Ground Ladder Practices	Live Burns
Positive Pressure Ventilation	MicroSoft Word	Fire Investigation Basics
Nothing Showing Investigation	MicroSoft Excel	Gas Leaks
Car/Outside Fires	MicroSoft PowerPoint	Fire Extinguisher Uses
Grass Fires	PowerPoint Simulations	Rescue Drags/Carries
PPE & SCBA Donning	SCBA Fit Testing	Reading Smoke
Thermal Imaging Camera Use	CPAT/Entrance Exams	New Member Orientation
Elevator Rescue	Defensive Driving	New Member Mentoring
Extrication-Stabilization	Hiring/Firing practices	Recruiting & Retaining
Extrication-Hand Tools	Effective Disciplinary Practices	CDL Prep
Extrication-Power Tools	Writing Effective SOGs	
Extrication-Air Bags	Calling a MAYDAY	
Leading/Coaching	Grant Writing	
Followership	Budget Basics	
Overhaul	Pre-Incident Planning	
Salvage	MABAS Card Development	
4 Gas Meters	Power Tool Use/Maintenance	
Customer Service	Hybrid Vehicle Hazards	

Recommendations – All Departments Training

- *Training is directly related to firefighter/EMT safety and greater emphasis should be given by all of the departments.*

- *Both fire departments should ensure they comply with Wisconsin SPS330.*

- *All three organizations would benefit from a single training coordinator who would unify the training curriculums and oversee the programs.*

- *All departments should ensure that all members' medical information (pre-employment physicals, drug tests, CDL drug tests, fit for duty, etc.) is maintained in a separate medical file that is secure. A written policy of who has access must be developed.*

- *The documentation of training is as important as the training itself.*

- *All departments should ensure they conduct proficiency testing semi-annually*

- *Any member of the department that holds a officer's rank should have a minimum of 1.5 hours of supervisory training per month.*

- *Job descriptions should be developed that not only spell out the responsibilities of the position, but the minimum qualifications in order to be considered for the position. This includes not only operational, but also supervisory & leadership skills.*

- *Joint training is extremely beneficial and should be conducted with the three departments quarterly.*

- *All three departments should meet with Gateway Technical College to see what partnerships can be developed to assist their training program.*

- *The consultants believe that the rank and file of all three organizations work well together and are willing to respond and help each other when requested. However, it would be beneficial to train together which is a safety factor for the emergency responders*

City Fire Department

The City Fire Department has opportunities to place greater emphasis on its training program especially those who are career personnel. Department-wide training sessions would be most beneficial for the volunteers; rather than three different nights of Company training. The consultants are unclear as to why there needs to be a meeting associated with training evenings inasmuch as the department is not corporation but a municipal department.

ISO Training Hour Requirement

ISO requires 20 hours of fire training a month which equates to 240 hours per year. All 240 hours are required to receive full ISO credit regardless of the employment method of the members (career, paid on call, or volunteer). The current Insurance Service Offices' rating of the City of Burlington – (Item 581) training shows that Burlington received 3.87 points out of a possible 9 points or 43% of the possible points.

The fire department's leadership needs to place greater emphasis on training if for no other reason than for the safety of the members; this is especially true for the career members, of whom two of the members are willfully low on training hours and all four are short of the ISO requirement.

Volunteer Training

The training schedule for the volunteers is divided into three companies which train individually one night a month and as a department one night a month as illustrated in the table below:

Table 43: City Volunteer Training

Company	Training Night
Hose Company #1	1st Monday
Hose Company #2	2nd Monday
Hook l& Ladder Company	1st Thursday
All Companies	Last Wednesday

Training by the individual companies is scheduled to begin at 5 PM and the consultants were told it normally lasts two hours; however, only one hour is dedicated to training and the other is a Company meeting. However, the training records under "general monthly drill" show training lasts from one to three hours. It appears that each Company has the autonomy to determine not only the topic to be taught, but the length of time the drill will last. The all company training allows sufficient numbers of firefighters to do multi-company evolutions and normally last two hours or more hours.

However, the "general monthly drill" time is divided into: actual training followed by a Company meeting. It appears from the data submitted that some members listed only the training time and others the entire evening time (training and meeting). Thus, there is inconsistent reporting. This could be problematic if the City were challenged.

The consultants believe that training is more important than a Company meeting; therefore, all training sessions should be "all Companies" –the entire department – under an established curriculum so all members receive the same information in the same format. Each training session should be 2.5 hours long with two training session per month accumulating 5 hours per

month or 60 hours per year. In addition to the 60 hours, the department should schedule two, 4-hour drills on weekends throughout the year allowing another 8 hours of training per member. The end result is the minimum training for each member would be 68 hours per year.

The table below illustrates the training hours for each volunteer. Members are identified by a number listing the most accumulative two-year training hours to the least. Any member who did not have training listed in both years, or had less than six months within a year, was removed. The Chief, Deputy Chief, two Assistant Chiefs, and Safety Officer will appear separately.

Training records for 2010 were not entered into Firehouse™ and therefore are not included.

Table 44: Volunteer Members Training Hours 2011 & 2012

Volunteer Member	2011	2012	Total
1	171.25	96.25	267.50
2	143.00	94.75	237.75
3	161.75	54.50	216.25
4	114.75	95.25	210.00
5	148.25	46.50	194.75
6	155.00	34.00	189.00
7	121.30	57.75	179.05
8	110.00	30.75	140.75
9	125.50	4.50	130.00
10	92.50	32.25	124.75
11	59.55	55.50	115.05
12	47.25	61.50	108.75
13	49.75	54.00	103.75
14	32.50	71.00	103.50
15	65.75	36.25	102.00
16	74.75	25.50	100.25
17	52.25	43.00	95.25
18	53.75	36.00	89.75
19	39.75	47.75	87.50
20	59.75	25.75	85.50
21	29.00	53.50	82.50
22	80.75	1.00	81.75
23	28.55	49.75	78.30
24	49.00	28.00	77.00
25	39.25	30.50	69.75
26	35.75	25.50	61.25
27	34.50	25.00	59.50
28	33.55	24.75	58.30

Volunteer Member	2011	2012	Total
29	31.55	26.75	58.30
30	30.30	26.75	57.05
31	29.30	27.75	57.05
32	35.00	20.50	55.50
33	21.80	20.25	42.05
34	24.25	14.75	39.00
35	2.50	36.25	38.75
36	27.00	10.00	37.00
37	22.55	12.25	34.80
38	1.50	16.00	17.50
39	10.00	5.00	15.00
40	10.00	1.50	11.50
Average	**61.36**	**36.46**	**97.82**

* Consultants calling for training standard hours of 68 hours/year

The average number of hours for a volunteer member varied considerably between 2011 and 2012. Only 42.5% of the members had more than the total average number of training hours for the two years submitted.

Volunteer Officers Training Hours

The officers should set the example; however, it was a volunteer officer who recorded the most training hours in the department for the two years. Included in the list are the Fire Chief (at the time volunteer), Deputy Chief, two Assistant Chiefs, and the Safety Officer. The table below illustrates the training hours for the five department officers:

Table 45: Volunteer Officers Training Hours 2011 & 2012

Member	2011	2012	Total
1	211.25	142.25	353.50
2	94.25	76.00	170.25
3	70.55	38.75	109.30
4	52.25	38.25	90.50
5	32.25	33.00	65.25

Career Training Hours

The *career members should set the example* and by far be the best trained members in the department inasmuch as they are on-duty for 24 hours. There are four career members; three assigned to shift are called engineers and the fourth is the fire prevention officer. Within a year,

two shift career members would work 121 days and the third would work 122 days, minus days off for vacation, sick, etc. The fire prevention officer fills in on shift when one of the other three is off.

Obviously, the career member is on-duty the evenings the Companies train, but they do not participate in the training sessions; rather they staff the dispatch office. If a career member were to spend two hours a shift in training they would exceed the ISO requirements of 240 hours/year of mandated fire training. Unfortunately, the table below should be most disturbing to the department's leadership:

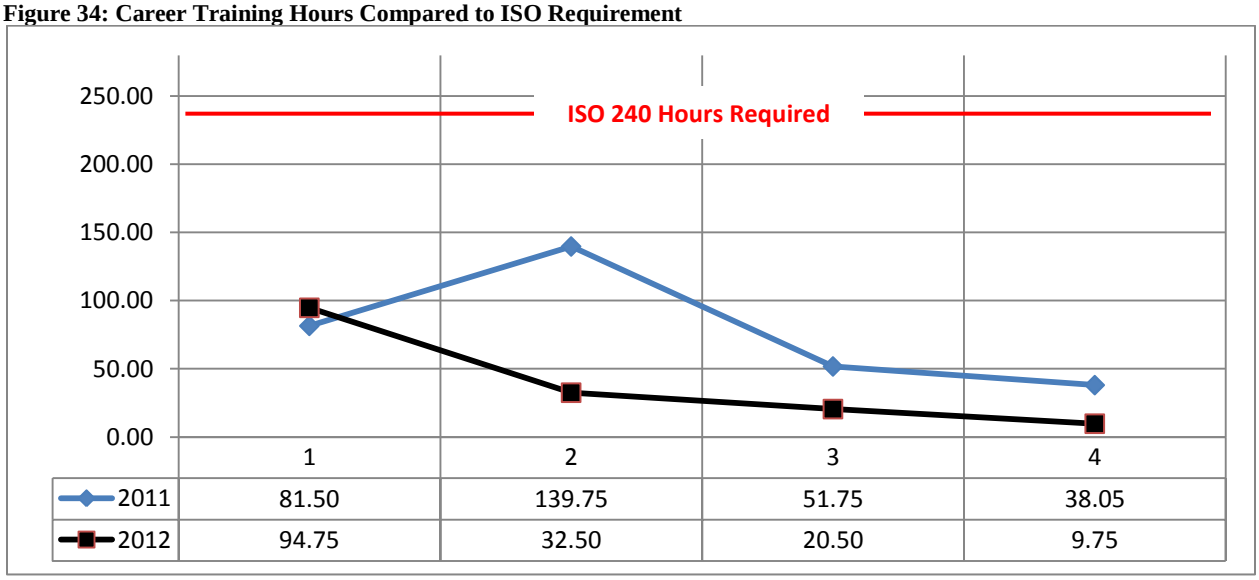
Table 46: Career Members Training Hours 2011 & 2012

Member	2011	2012	Total
1	81.50	94.75	176.25
2	139.75	32.50	172.25
3	51.75	20.50	72.25
4	38.05	9.75	47.80

* One career member started in May 2011; therefore, his hours are low for 2011 but had a full year in 2012

One might assume that the fire prevention officer would have the lowest total of training hours inasmuch as he normally works an eight hour day versus shift personnel who work 24 hours. However, the fire prevention officer has the most training hours of all career members.

Figure 34: Career Training Hours Compared to ISO Requirement



Recommendations - Volunteer Training – Fire

The consultants recommend the following as methods of increasing training hours for volunteer members:

- *All training sessions should include the entire department and last 2.5 hours. If the nature of the training requires smaller groups, it can be broken into two or three groups either running simultaneously or by rotating members.*

- *There should be two, 2.5 hour training sessions per month for a total of 5 hours per month or 60 hours per year.*

- *Twice a year the department should hold two, 4-hour training sessions on a weekend to add an additional 8 hours per year.*

- *The minimum training requirements for each volunteer member should be 68 hours per year, which can be gained through the department or outside training.*

- *The department should schedule one make-up training session per month and perhaps one make-up weekend session for members with conflicts.*

- *The department should investigate technology so that some training can be done via the internet or online, or through Gateway Technical College, sending in their work to the Training Coordinator electronically. This would allow some training (selected) topics to take place at any time of the day, day of the week that best suits the member.*

Recommendations – Career Training

The consultants recommend the following as methods for increasing training hours for career members:

- *On-duty career members will attend all training sessions conducted by the volunteers.*

- *All career members will document a minimum of two hours per shift of meaningful training. Training programs should be scheduled in advance.*

- *All career members will accumulate a minimum of 20 hours a month resulting in 240 hours per year of fire training.*

Fire Department Curriculum

Although the department's training is based on either the IFSTA or the Jones and Bartlett curriculum, the department has not developed a set of training curriculum that includes a lesson plan and competency evaluation method. Lesson plans are essential for many reasons, but particularly to ensure consistency of instruction material and to maintain a record of exactly what

was taught. It appears that everyone in the area currently has picked and adopted the Jones and Bartlett curriculum. These lesson plans must be reviewed and updated every two years and the revised document dated.

The use of current lesson plans is essential in making sure class delivery is consistent and everyone is getting the same information. When working in an occupation where teamwork is imperative, it is essential everyone is working off the same plan and freelancing is not allowed.

The new Fire Chief indicated he supports proficiency testing and would be inclined to use NFPA 1410 scenarios for the testing. The consultants support having some type of validated test in which to base proficiency. However, the first task needs to be increasing the number of training hours and move training from the Company level to the department level. Further, standardized curriculum needs to be established and a training calendar set. Once these are up and running, the department can move to the next phase of developing the proficiency testing process. There should be Standard Operating Guidelines that relate to remedial education if a member is found unable to correctly fulfill a procedure at an acceptable level. The answer lies in mentoring with greater emphasis on department-wide training.

City Fire Department Certifications

Currently among the membership there are exactly 100 state certifications with four members currently in class for specific certification training during the course of the study. Obviously, many members hold multiple certifications such as Firefighter I and Firefighter II. The following table illustrates the certifications held within the department:

Table 47: City FD Member's Certifications

Certification	# of Members
Firefighter I	44
Firefighter II	25
Driver Operator Pumper	16
Driver Operator Aerial	13
Instructor	2 + 4 in class

Recommendations – City Training

- *The department needs to develop a set of curriculum along with lesson plans for each topic to be taught. These documents should be updated every two years on a rotating basis.*

- *The department should implement semi-annual proficiency testing and provide remedial training to those who cannot pass the testing.*

Town Fire Department

Fires are no less dangerous in the Town of Burlington than in the City of Burlington. One can argue that the City might have more risks due to some industrial sites, but when those larger events occur usually the Town Fire Department is the first to be requested for assistance.

All members of the fire department are volunteers and therefore, have less time to devote to the fire department due to jobs, family, and other activities. The Deputy Chief oversees the department's training program; however, there are four certified instructors on the department. The Deputy Chief is well qualified, a certified instructor, and actively teaches at Gateway Technical College in the Fire Training Program; however, there are numerous opportunities to improve the department's training program. The consultants understand that overseeing a training program as paid-on-call member is difficult, so recommendations for improvements are not an attack on any individual; rather an opportunity to make improvements before someone is seriously injured.

The fire department schedules a three-hour training session for the first Tuesday evening of the month and sometimes an additional training session, evening or weekend, if warranted. The leadership of the department indicated their goal is to offer 50 hours of training per year; however, members are only required to attend 50% or 25 hours of training per year to be considered in good standing. The consultants respectfully disagree that 25 hours per year is adequate for the member's safety and those they protect.

The department does not utilize Firehouse™ to enter training data, which would be extremely beneficial for a number of reasons. In particular, the handwritten attendance sheets provided little information about the training session and if the department needed to validate training

records (in the case of litigation) the computer entry would be less subjective than handwritten sheets. Often the handwritten sheets were illegible. The consultants recommend a significant change in how training is documented and recorded.

As previously stated, it was difficult to track the training hours of individuals from the data sheets provided; therefore, two separate consultants hand counted each sheet and tallied the results, in a hope to ensure some accuracy. The table below illustrates the training hours for the department members who recorded training during 2010 through 2012.

Table 48: Town Fire Department Training Records (2010 – 2012)

Member	2010	2011	2012	Total
1	24	42	45	111
2	39	39	33	111
3	27	42	39	108
4	18	45	45	108
5	18	39	48	105
6	27	39	38	104
7	6	45	48	99
8	21	36	36	93
9	36	27	27	90
10	24	24	30	78
Members Below Minimum Department Requirements = 75 hrs.				
11	15	24	30	69
12	27	18	21	66
13	18	18	26	62
14	18	9	27	54
15	15	21	18	54
16	3	21	24	48
17	3	24	18	45
18	15	9	18	42
19	9	12	15	36
20	12	15	3	30

* Department provides, on average, 50 hrs/year

The table below indicates members who have been on only from 2011 – 2012.

Table 49: Town Fire Department Training Records 2 Year Members

Member	2011	2012	Total
Members Below Minimum Department Requirements = 50 hrs.			
1	9	39	48
2	18	21	39
3	6	24	30
4	3	24	27
5	9	15	24
6	6	12	18

Of the 26 members, only 38.46% met the department's minimum requirements of training hours (25 hours) per year in order to be in good standing. If the department could only make one change it should be to increase members' training for their safety. Fortunately the department will have multiple opportunities to enhance their programs.

Need to Increase Training Hours

It would be hard pressed for anyone in leadership in the fire service to feel that individuals with 25 hours of training a year or less would be sufficiently qualified to perform in hazardous environments. The solution is not to mandate better attendance through discipline or removal from the department; rather it is to examine the training curriculum. For example, the schedule for 2013 training indicated 18 sessions (meeting the 50 hours). Of the 18 sessions, 3 were sessions on hose testing (the entire month of June). Insurance Service Office (ISO) requires an annual service test for all fire hose and also requires hose to be assigned to apparatus. The testing should meet the NFPA 1962 Standard for the Care, Use, Inspection, Service Testing, and Replacement of Fire Hose, Couplings, Nozzles, and Fire Hose Appliances, 2013 Edition. However, hose testing does not need to be a separate event and can easily be integrated into other training evolutions that end with performing hose testing. Most members prefer hands-on action type training sessions and examining the evolutions needed on the fireground should provide ample opportunities. The consultants recommend that annual hose testing be accomplished while integrated into other training events.

The consultants highly recommend that the fire department increase the number of training hours to 68 per year, and consider more joint training sessions with the City Fire Department, and utilize Gateway Technical Colleges resources.

Recommendations – Paid –on-Call Training

The consultants recommend the following as methods of increasing training hours for paid-on-call members:

- *All training sessions should include the entire department and last 2.5 hours. If the nature of the training requires smaller groups, it can be broken into two or three groups either running simultaneously or by rotating members.*

- *There should be two, 2.5 hour training sessions per month for a total of 5 hours per month or 60 hours per year.*

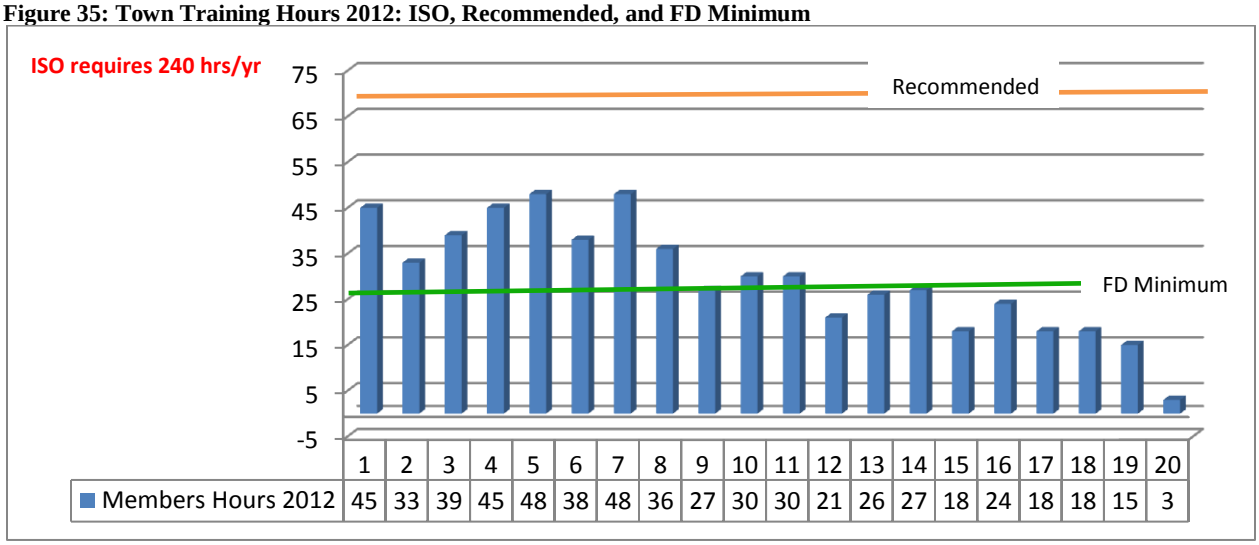
- *Twice a year the department should hold two, 4-hour training sessions on a weekend date for an additional 8 hours of training per year.*

- *The minimum training requirements for each paid-on-call member should be 68 hours per year, which can be gained through the department or outside training. The training coordinator to regularly review member training hours to assist and coach any member not meeting the minimum training requirements. Members who choose not to, or other obligations simply prevent participation in training should be allowed a leave of absence until time can be dedicated to the fire profession.*

- *The department should schedule one make-up training session per month and perhaps one make-up weekend session for members with conflicts.*

- *The department should investigate technology so that some training can be done via the internet, or through Gateway Technical College, sending in their work to the Training Coordinator electronically. This would allow training on some selected topics to take place at a day and time that best suits the member.*

Figure 35: Town Training Hours 2012: ISO, Recommended, and FD Minimum



	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Members Hours 2012	45	33	39	45	48	38	48	36	27	30	30	21	26	27	18	24	18	18	15	3

* Based on 20 members with all three years of training records
Red = ISO 240 hours/year
Gold = Recommended 68 hours/year
Green = Current FD minimum 25 hours (3 year average) required

Again, the answer is not to drive members away, rather, through the use of technology many topics can be taught online or through technology allowing individuals to train on their time and submit the results for review by the department Training Coordinator.

Training Documentation

Although this topic has been discussed in the beginning of this training section, it is worth addressing again because the Town Fire Department's training records will work against the Town and department in the event of litigation. For example, as the consultants attempted to count training hours per member, they were unable to determine exactly what the training was (e.g., "Aug training"). Some training sheets were signed and others included a first name and first letter of their last name printed. There were notations on the sheet if the person was late – perhaps resulting in no payment for the training, which might be important fiscally but would not help validate what was accomplished at the training session. In addition, the instructor was not listed, nor could one validate the instructor's credentials to be able to conduct the training.

The consultants recommend that all training events be listed in the Firehouse™ software. In order to change the culture towards training there needs to be a well-defined training program with multiple curriculums that provide the instructor a course outline, objectives, means to measure competencies, documentation, office review of that documentation, and a quality control program. The instructor should be certified in the area they are presenting and the entire training program should be overseen by a Training Coordinator.

SCBA Fit Testing

The department indicates that all members participate in an annual fit testing as required through a program shared by other departments. All members are put through pulmonary function testing by Aurora Health Care. All records are kept at Aurora Health Care and the department receives a fit for duty statement from a doctor. The Town also ensures that all new members receive a physical that includes the pulmonary function testing to establish a baseline.

All medical records must be kept separate from the member's personnel file. The file must be secured, and the Department has a written policy as to who has access to this file.

Certifications

The consultants received limited data on certifications as follows:

Table 50: Town FD Certifications

Certification	Members
Firefighter I	All
Instructor I	3
Special Teams (no numbers)	
	Fire Officer
	Ice Rescue
	Dive Rescue
	Fire Investigation
	EMT

Recommendations– Town Training

- *Documentation of Town's members' training needs to improve and should be entered into the record management software program (Firehouse™).*
- *The department should ensure that all members' certifications are recorded and placed in their personnel file.*
- *All medical information should be kept separate from the personnel file, with a written policy of who has access.*

Burlington Rescue Squad

The data provided included records of students' certifications and level of participation with the Squad. The Squad should be commended on its explorer-type program, which takes students (must be 18 years old) who are involved in the high school medical program and allows them to participate (at different levels) with the Burlington Rescue Squad. The high school works in conjunction with Gateway Technical College in allowing students to obtain their EMT-basic certification, under a program called BHS1. Besides being an excellent learning opportunity for students, the Squad benefits in many ways including potential new members.

The Rescue Squad provides to its members a monthly 3-hour, in-house training session on the second Wednesday of the month for all 12 months of the year. The Squad provided the consultants two years (2011 and 2012) of training sign-in sheets for the in-house training. One of the requirements of membership is that a member must attend a minimum of 60% of the scheduled training (seven of twelve a year) and 100% of the re-certification training license requirements per Article IV: Discipline of Active Members in the Burlington Rescue Squad, Inc. by- laws. Members not meeting this requirement may be subject to disciplinary action.

The Squad provided actual training sign-in sheets in which the consultants hand counted the hours for all members listed, removing anyone who did not have two full years of data as illustrated in the table below:

Table 51: Rescue Squad Training Records 2011 & 2012

Member	2011	2012	Total
1	33	33	66
2	30	33	63
3	33	27	60
4	18	36	54
5	27	27	54
6	21	33	54
7	24	30	54
8	18	33	51
9	21	24	45
Members Below 60%			
10	15	27	42
11	21	21	42
12	21	18	39
13	18	21	39
14	15	21	36
15	15	18	33
16	12	18	30
17	21	3	24
18	3	15	18
19	3	12	15
20	3	12	15
21	3	6	9

Member	2011	2012	Total
22	3	6	9

In addition to the 22 members that had accumulated training in 2011 and 2012, there were an additional 33 members whose names appeared on the training sheets but not on the Squads' current roster. Assuming the training records are accurate, it would appear that the Rescue Squad has a significant amount of turnover among its members. The consultants recommend that the training records be placed on some type of computer software program (e.g., Microsoft Excel) which would allow leadership to search a name or EMT license number and know exactly how many hours of training the individual has rather than conducting a hand count (as did the consultants) of each individual sheet. At times it was difficult to tell which member is was as it only included a first name and first letter of the last, or a signature which was not readable. The training coordinator should regularly review member training hours to assist and coach any member not meeting the minimum training requirements. Members who choose not to participate, or if other obligations simply prevent participation in training should, be allowed a leave of absence until time can be dedicated to the EMS profession.

Hospital Training

The Squad provided the schedule for the 2013 continuing education schedule conducted by Aurora Health Care. The hospital provides training to 13 rescue squads with each squad being scheduled on a different day. Burlington Rescue Squad indicated there are four scheduled trainings per year; however, the 2013 hospital schedule is illustrated below:

Table 52: Rescue Squad Hospital Training 2013

Date	Topic
20-Mar	End Tidal CO2 Monitoring
17-Jul	Trauma Patient Management
20-Nov	Protocol Testing & Skills Competencies

Certifications

The Burlington Rescue Squad, Inc. holds the State certificate of EMT- Intermediate Technician to provide EMS. The State also licenses each individual as to their level of certification. The Rescue Squad functions at the EMT-Intermediate Technician level and has members with

different levels of certifications but regardless of what certification they hold they can only function to the level of the State certificate (EMT-Intermediate Technician). The table below illustrates the certification levels provide the consultants:

Table 53: Rescue Squad Certifications

Certification	Members
Advance EMT	10
IV	1/1*
EMT	1/4*
EMT Students	5
EMT No Patient Contact	2*
Paramedic	1
Nurse	1

* Probationary

The consultants were told that no one in the organization is a State certified instructor for the in-house training. In order to provide increased training in a cost effective manner, the Squad should strive to have some members certified as instructors in areas that are more common areas of training.

Recertification

Recertification is required by the State every two years and may be obtained by:

- Completion of both the EMT-Basic and Intermediate Technician refresher requirements
- EMT-Immediate Technician can be obtained by completion of a 12-hour formal Intermediate Technician refresher course through an approved training center or by completing 12 hours that meets the following criteria:

Table 54: EMT-I Tech Refresher Requirements

Intermediate Technician Course Topic	Minimum Hours
Pharmacology	2
Patient Assessment	2
IV Access & Medication Administration	2
Flexible Content	6
Total	**12**

- EMT-Basic portion of the requirements include:

Table 55: EMT-B Portion of Recertification

EMT Basic Course Topics	Minimum Hours
Adult Medical Assessment & Treatment	4
Adult Trauma Assessment & Treatment	4
Airway - Basic & Advance	2
Pediatric Medical Assessment/Treatment	2
Pediatric Trauma Assessment/Treatment	2
OB	1
Operations	2
WMD/Preparedness	2
Flex Content	5
Flexible Refresher @ Approved Training Center	6
Total	**30**
** CPR is also required in addition*	

The Rescue Squad indicated they do not have any lesson plans when they conduct their classes within the department. The consultants do not question the qualifications of the members in providing EMS to the community, but recommend that a training curriculum with lesson plans be developed and the qualifications of the instructor included in the documentation of the training event.

Prior to the recertification deadline, Gateway Technical College conducts a review class and administers a test meeting the requirements outlined above by the State.

Documentation

Good documentation is essential, perhaps more so in EMS than in fire. It is assumed the Rescue Squad has some type of documentation inasmuch as they indicated that a member must obtain 60% of the offered classes; however, the training documentation provided would not support that statement. The training provided by the hospital would have the necessary documentation; however, it is questionable if the department training and guest lecturers would meet the same standard as the hospital.

Recommendations – Rescue Squad Training

- *The Squad should ensure that the documentation of all members' training is recorded in a manner that clearly demonstrates the topic, location, time and duration, curriculum used, instructor, and attendance sheet with signatures.*

- *In-house training records should be entered into an in-house software program to provide leadership with the ability to retrieve an individual's training status at anytime*.

- *The Squad should develop an in-house training curriculum which includes lesson plans, instructor's qualifications and a means for proficiency testing; the lesson plans should be updated every two years and the revision date noted.*

- *Rescue Squad should ensure anyone who would be required to wear a self-contained breathing apparatus should have annual face piece fit testing and a pulmonary function testing.*

Appendix K – Fire Prevention/Safety Education

Fire prevention historically has been driven for various reasons: interest in the public's safety, while others were profit-driven by insurance companies looking to reduce insurance claims. At one time insurance companies had special crews that responded alongside the fire department to help mitigate and reduce the loss from fire; this is now a function of the fire department. Whatever the reason, everyone benefits when the loss from fires is reduced.

City – Fire Prevention

One full-time member is assigned to the Fire Prevention Bureau but also fills in on shifts when one of the career shift members is sick or on vacation. During large events, such as Chocolate Fest, several of the volunteers will assist with inspections. The Fire Prevention officer also performs the following functions:

- Site plan review
- Fire sprinkler tests
- Fire alarm system
- Construction meetings (includes pre-construction)
- Occupancy inspections
- Burn permits
- Inspections of large group events
- Occupancy load reviews
- Pre-fireworks inspections
- Hood and duct suppression systems
- Underground and above ground storage tanks

Fire prevention is not limited to the individual assigned to the bureau; rather, every member on the department can and should play a role in fire prevention and safety education.

Fire departments verbalize that fire prevention and public safety education are a high priority; however, nationally, a survey of large metropolitan departments showed that 76.79% of the department's budget goes to suppression whereas, only 3.49% goes to fire prevention and 0.65% to public safety education (EFOP paper). The percentage of the budget for fire prevention drops as the departments get smaller.

City Inspectable Occupancies

There are 924 occupancies within the City that are inspected annually and approximately 750 of those are inspected twice annually. The table below illustrates the fire inspection activities of the City Fire Department:

Table 56: Fire Prevention Activities 2010 - 2012

Event	2010	2011	2012
General Fire Inspections	650	600	500
Re-inspections	50	40	50
Acceptance Testing/Inspections	30	30	20
Chocolate Fest Inspections	125	125	125
Total	**855**	**795**	**695**

Company Fire Inspections

The consultants' highly encourage company fire inspections and developing fire pre-plans should be conducted simultaneously. Company fire inspections/pre-planning is a safety issue for those called upon to enter occupancies under fire conditions or other site emergencies. Conventional wisdom would suggest that having the fire companies become familiar with a dwelling before entering it under hazardous conditions is prudent and allows these personnel to become familiar with any unique hazards associated with the occupancy. Other benefits are that it keeps the importance of fire safety in the mind of those who work and manage these buildings, allows the fire department to notify the City if there is a change in occupancies, and ensures there is an updated emergency contact listing for that occupancy. Again, the consultants recommend that company fire inspections and site pre-plan are conducted simultaneously by the on-duty personnel.

Of course, company fire inspections are only as good as the training the shift personnel receive in conducting inspections and developing fire pre-plans. This responsibility falls under the Fire Prevention Officer/Inspector who develops the training curriculum, oversees training, as well as conducting spot checks for quality assurance. Minor violations found by the on-duty shift personnel should be recorded and sent to the Fire Prevention Bureau. Initial follow-up for compliance should be conducted by the same company personnel that recorded the violation. Serious violations of fire prevention issues, beyond the scope of a company inspection, should be

conducted by the Fire Prevention Bureau. Noncompliance of violation corrections should be referred to the City.

Unique fire inspection challenges should be shared with all shift personnel who might be called upon to enter the occupancy under emergency conditions. Fire pre-plans should be completed and made available during training sessions and provided to emergency responding units through technology, such as apparatus Mobile Data Terminals (MDT). The consultants recommend that the fire department leadership continue to ensure that all City occupancies are inspected annually, and have the career on-duty shift personnel begin conducting inspections.

Self-Inspections

Some communities have instituted a "self inspection" program for businesses that have a record of no violations and adhere to all fire prevention requirements. In these cases the business owner would complete a self-inspection sheet and send it to the Fire Prevention Bureau. The Fire Prevention Officer would do spot checking to ensure the sheets are accurate. Depending on the size and nature of the business, these occupancies might only require a company inspection every two to three years. All self-inspection sheets should be recorded by the Fire Prevention Bureau. The consultants recommend consideration of a self-inspection fire program.

Fire Pre-Plan

The consultants were not given any information about fire pre-plans but during the interviews it appeared that the department has a limited number, all of which are hard copies. The consultants recommend that pre-plan activities be conducted simultaneously and the data (especially the fire pre-plans) be provided electronically to responding companies. One might argue if the need for the pre-plan is more essential prior to responding to the emergency or available at the emergency; the consultants believe the answer is both!

The following should be a minimum of the information recorded on all department pre-plans:

- Location-address
- Owner and key holder contact information
- Occupancy information

- Access points keyed and forcible entry
- Special hazards
- Type of construction
- Available water supply
- Building protection systems and their location
- Utilities, including the location of shut-offs
- Exposures
- Special resource considerations
- Technical rescue exposures
- Hazardous materials presence
- Particular life hazard issue
- The presence of lightweight trusses in construction

ISO requires, for maximum credit, that fire pre-plan site inspections should occur twice a year; however, most departments are unable to meet this requirement. It should be noted that ISO just released a draft (not approved at this point) of its changes in the Fire Suppression Rating Schedule in which they now will give full credit for annual fire pre-plan site inspections.

City – Public Safety Education

The Fire Prevention Officer stated that public safety education is at the forefront of the activities of the bureau. The following table illustrates the number of adults and children who received public education:

Table 57: Public Safety Contacts 2010 - 2012

Event	2010 Adults	2010 Children	2011 Adults	2011 Children	2012 Adults	2012 Children
Public Education Classes	No Data	No Data	473	2,248	555	1,853

The above table statistics are derived from the following Fire Prevention Bureau activities:

- Attendance at public events (e.g., Chocolate Fest)
- Adult fire extinguisher training
- Fire Prevention Week: school activities
- Assisted living talks
- Smoke detector check:
    - Meals on Wheels
    - Pizza delivery
- Fire drills in schools and businesses

As with most Fire Prevention Bureaus, all fire investigations are conducted through the bureau and in conjunction with law enforcement when appropriate.

Recommendations – City Fire Prevention/Safety Education

- *The City Fire Department should have the on-duty shift personnel conduct basic fire inspections and fire pre-plans as part of the daily activity.*
- *Continue to ensure that all inspectable occupancies are inspected at minimum once a year and fire pre-plans conducted simultaneously.*
- *Fire pre-plans should be sent electronically to the units responding to a business/industry structure fire.*
- *City should investigate implementing a self-inspection program for occupancies that have repeatedly been in compliance during fire inspections.*

Town – Fire Prevention

The Town Fire Department provided limited data about its fire prevention and safety education activities. The department indicated that there are 60 inspectable occupancies within the response district, and each is inspected twice a year for a total of 120 inspections. There was no data provided to substantiate these inspections or as to the number of re-inspections that may have occurred. These inspections are conducted by the department's fire inspector and a couple of volunteer members.

Town – Safety Education

The Town Fire Department did not submit any information of public safety education activities.

Recommendations – Town Fire Prevention/Safety Education

- *The department needs to document all inspections and re-inspections. If a trend of non-compliance develops, the Fire Department must work with Town officials to develop an ordinance to obtain fees for organizations with frequent violations.*
- *Insufficient information to make recommendations on Safety Education.*

Rescue Squad – Safety Education

Currently the Burlington Rescue Squad does not provide any community safety training.

Appendix L – Fiscal

This section will discuss the budget information submitted by each organization to identify opportunities for greater cooperative efforts; however, there are few similarities in the budget line-item names and contents.

City of Burlington Budget

The City of Burlington should be commended for the 2013 Budget document as it is probably one of the most comprehensive annual budget documents the consultants have seen. It contains very valuable information in terms of information about the City, strategic planning, performance measurements, and the future vision of the expenditure of budget dollars.

The 2013 City of Burlington budget document indicates that property values have declined due to the economy for the last three years. For the 2013 budget, the City's Equalized Value was estimated at $823 million – down from $885 million the previous year – a reduction of 7%.

For 2013, the City Tax rate was $7.85 per $1,000 of assessed value. The average assessed value of residential properties in 2011 was $195,000 and for 2012 the City portion of the tax bill for a property assessed at $195,000 was $1,530.

In 2012, for a property assessed at $195,000, the resulting property tax bill would be $1,530; of that approximately $105.12 or 7% of the property tax was used to fund the City of Burlington Fire Department. These rates can be compared to the cost of the City of Burlington Police Department. In 2012, of $548.41 or 36% of the City's property tax used to fund the Police Department for the same valued property.

The following table reflects the City of Burlington Fire Department's budget as a percentage of the entire City of Burlington budget for the years 2010 to 2013.

Table 58: Fire Department Budget as Percentage of Total City Budget

Year	2010 Actual	2011 Actual	2012 Anticipated	2013 Budget
City Budget	$6,939,051	$7,090,189	$7,344,360	$7,460,046
FD Budget	$551,691	$577,374	$611,015	$728,097
FD % of Total City Budget	7.95%	8.14%	8.31%	9.75%

Budget Development and Revenue

The City of Burlington Fire Department operates as a municipal fire department and obtains its funding primarily from the taxpayers of the City of Burlington and from the State of Wisconsin's 2% Fire Dues program. The City of Burlington Fire Department does collect fees for permits and false alarms, but the consultants were not able to determine the exact amount. The Fire Department operates on a January 1 to December 31st fiscal year. The process for developing the budget is that the proposed budget starts late midyear and progresses from that point in time. The final fire department budget is approved by the City of Burlington City Council usually during the month of November.

The following table reflects the amount of 2% fire dues received by the City of Burlington Fire Department for the years 2009 to 2013.

Table 59: 2% Fire Dues Revenue 2009 to 2013

Year	2009 Actual	2010 Actual	2011 Actual	2012 Anticipated	2013 Budget
Amount	$28,285	$29,158	$30,023	$25,106	$25,000

Budget Expenses

The Fire Department's budget is fairly uncomplicated with the majority of the budget used to fund the salaries and benefits of the full-time members. As indicated in the following table, for the last four years the four full-time employees accounted for 63.51% to 65.41% of the total fire department budget. In 2013, the new full-time Fire Chief is included in the budget and the percentage of the total budget for the five full-time employees is almost 70% of the total operating budget.

Table 60: City of Burlington Full-time Employee Costs as Percentage of Total Budget

Budget Item	2010 Actual	2011 Actual	2012 Budget	2013 Budget
Salaries	$212,293.00	$233,344.00	$235,500.00	$330,634.00
Overtime	$16,157.00	$13,994.00	$18,000.00	$18,000.00
Longevity	$1,310.00	$1,075.00	$975.00	$1,000.00
FICA	$3,297.00	$4,179.00	$3,800.00	$3,900.00
Retirement	$39,961.00	$46,247.00	$49,054.00	$48,540.00
Employee Benefits	$120.00	$101.00	$120.00	$180.00
Health Insurance	$70,516.00	$71,375.00	$79,025.00	$98,709.00
Life Insurance	$675.00	$549.00	$392.00	$392.00
Vision	$208.00	$244.00	$240.00	$300.00
Dental	$3,751.00	$3,640.00	$4,000.00	$5,103.00
Clothing Allowance	$2,100.00	$2,363.00	$2,100.00	$2,875.00
Total Full-time Costs	**$350,388.00**	**$377,111.00**	**$393,206.00**	**$509,633.00**
Total FD Budget	**$551,691.00**	**$577,374.00**	**$611,015.00**	**$728,097.00**
% of Total FD Budget	**0.64%**	**0.65%**	**0.64%**	**0.70%**

The following table reflects the balance of each annual fire department budget after subtracting the costs of the full-time employees from the total budget.

Table 61: Balance FD Operating Budget After Salaries & Benefits

Item	2010 Actual	2011 Actual	2012 Budget	2013 Budget
Total FD Budget	$551,691	$577,374	$611,015	$728,097
Total FT Salaries & Benefits	$350,388	$377,111	$393,206	$509,633
Balance Operating Budget	**$201,303**	**$200,262**	**$217,809**	**$218,464**

The balance of the operating budget is used for costs such as Officer pay, training, volunteer members' pension system, physicals, utilities, phone, vehicle and building maintenance, fire prevention, office supplies, travel, property and liability insurance and protective clothing. There are minimal other costs taken from this budget. The following table reflects all of the accounts in the annual budget and, as previously indicated, the annual increase in the budget has been minimal until 2013 when the new full-time Fire Chief's salary and benefits were included in the budget.

Table 62: City of Burlington Fire Department Budget Expenses 2010 through 2013

Item	2010 Actual	2011 Actual	2012 Budget	2013 Budget
Salaries	$212,293.00	$233,344.00	$235,500.00	$330,634.00
Overtime	$16,157.00	$13,994.00	$18,000.00	$18,000.00

Item	2010 Actual	2011 Actual	2012 Budget	2013 Budget
Longevity	$1,310.00	$1,075.00	$975.00	$1,000.00
Officers	$25,295.00	$26,618.00	$27,445.00	$10,121.00
Employee Reimbursement	-$2,217.00	-$2,473.00	-$3,000.00	-$2,500.00
FICA	$3,297.00	$4,179.00	$3,800.00	$3,900.00
Retirement	$39,961.00	$46,247.00	$49,054.00	$48,540.00
Employee Benefits	$120.00	$101.00	$120.00	$180.00
Health Insurance	$70,516.00	$71,375.00	$79,025.00	$98,709.00
Life Insurance	$675.00	$549.00	$392.00	$392.00
Vision	$208.00	$244.00	$240.00	$300.00
In-service Training	$0.00	$7,551.00	$5,000.00	$6,000.00
Dental	$3,751.00	$3,640.00	$4,000.00	$5,103.00
Clothing Allowance	$2,100.00	$2,363.00	$2,100.00	$2,875.00
Workers Comp	$8,452.00	$11,323.00	$10,400.00	$10,400.00
Unemployment	$0.00	$130.00	$0.00	$130.00
EAP Service	$141.00	$141.00	$164.00	$160.00
LOSA	$17,000.00	$17,840.00	$18,375.00	$19,175.00
Physicals	$3,702.00	$4,224.00	$5,200.00	$5,200.00
Utility Services	$14,588.00	$14,922.00	$17,250.00	$17,500.00
Telephone	$2,156.00	$2,573.00	$2,600.00	$4,500.00
Fuel, Oil, Lubricants	$5,144.00	$5,952.00	$5,500.00	$5,750.00
Rep & Maint Vehicles	$13,866.00	$13,481.00	$15,000.00	$25,000.00
Rep & Maint Equipment	$26,092.00	$20,100.00	$34,000.00	$34,000.00
Rep & Maint Office Equipment	$1,718.00	$3,233.00	$3,000.00	$3,500.00
Rep & Maint Buildings	$10,017.00	$8,046.00	$10,000.00	$10,000.00
Volunteer Fire Department	$28,285.00	$29,158.00	$30,023.00	$33,528.00
Arson Investigation	$0.00	$0.00	$500.00	$500.00
Fire Prevention	$1,080.00	$1,072.00	$1,100.00	$1,100.00
Contract Services	$12,394.00	$5,915.00	$7,000.00	$7,000.00
Office Supplies/Postage	$2,744.00	$3,679.00	$2,600.00	$3,000.00
Travel	$6,823.00	$1,697.00	$2,800.00	$1,600.00
Protective Clothing	$13,135.00	$16,914.00	$13,000.00	$13,000.00
Legal Fees	$0.00	$0.00	$0.00	$0.00
Property & Liability Insurance	$10,887.00	$8,169.00	$9,792.00	$9,800.00
Capital Outlay	$0.00	$0.00	$0.00	$0.00
Total	**$551,691.00**	**$577,374.00**	**$611,015.00**	**$728,097.00**

The budget accounts that it experienced higher increases included the retirement and health insurance accounts for the full-time personnel. In budget accounts other than salaries and

benefits, the increases were primarily for utilities, workers' compensation, repair, & maintenance of vehicles and repair & maintenance of equipment.

Using the 2009 fire department budget of $532,627, the following table reflects the annual increase in the fire department budget each year starting in 2010:

Table 63: Annual Percent Increase Fire Dept. Budget 2010 to 2013

	2010 Actual	2011 Actual	2012 Budget	2013 Budget
	$551,691	**$577,374**	**$611,015**	**$728,097**
Percent Increase	**3.57%**	**4.65%**	**5.82%**	**19.16%**

In summary, the budget for the City of Burlington Fire Department is a very conservative with the total costs equaling less than 8% to 10% of the total City budget. The majority of the fire department's budget or almost 70% in 2013 is for the salaries and benefits of the five full-time employees including the new full-time Fire Chief. The actual fire department dollars outside of the full-time salaries and benefits have averaged from just over $201,000 in 2010 to about $218,000 for the 2013 budget. The average annual budget increases for the last four years have been minimal in terms of actual dollars with the exception of 2013 when the new full-time Fire Chief position was funded.

Equipment Replacement Account

As previously mentioned, the City of Burlington has a Citywide Equipment Replacement Fund. The City budgets money each year for each department (see table below) as a line item within that respective department's budget. However, the money goes into a single Citywide Equipment Replacement Fund. Although the consultants met with the Fire Chief and City Administrator, neither was able to provide how much money in that account is earmarked for the fire department. The funds in this account are then used for future equipment replacement purchases. The following table reflects the annual budget amount for the Fire Department Equipment Replacement account.

Table 64: Fire Department Equipment Replacement Account Annual Budget

	2010 Actual	2011 Actual	2012 Budget	2013 Budget
Fire Department	$155,000	$155,000	$155,000	$60,000

Equipment Replacement Account Expenses

The following table reflects the fire department expenses from the Equipment Replacement Account of the years indicated:

Table 65: Equipment Replacement Expenses 2010 to 2013

Expense	2010 Actual	2011 Actual	2012 Budget	2013 Budget
Roof Replacement			$47,500	
Thermal Imaging Camera		$9,900		
SCBA Bottles	$9,840	$9,793	$10,500	$9,750
Alarm System Upgrades			$18,000	
Communication Equipment	$5,824			

City of Burlington 5-Year Capital Improvement Plan

In the 2013 City of Burlington Annual Budget, the 5-Year Capital Improvement Plan has designated funds of $1,750,000 for a 2nd Fire Station on the Southside of the City.

Recommendations – Fiscal – City of Burlington

- *The City of Burlington Fire Department should be prepared to request grant dollars from the Assistance to Firefighters Grant Program administered by the Federal Emergency Management Agency. Many fire departments throughout the United States have received funding for fire apparatus, fire equipment, protective equipment, breathing apparatus and air compressors, and other fire department needs.*

- *The City of Burlington should consider implementing fire inspection fees in order to generate revenue to offset the cost of the fire inspection program and full-time employee.*

Town of Burlington Fire Department – Fiscal

Town of Burlington Budget

The total Town of Burlington Budget has been about $3 million annually, but in 2013 the proposed budget is about $3.4 million.

The following table reflects the Town of Burlington Fire Department budget as a percentage of the entire Town of Burlington budget for the years 2010 to 2013:

Table 66: Fire Department Budget as Percentage of Total Town Budget

Year	2011 Budget	2012 Estimated	2013 Budget
Town Budget	$3,001,458.19	$2,843,946.00	$3,425,674.00
FD Budget	$112,710	$112,300	$116,050
FD % of Total Town Budget	3.75%	3.94%	3.38%

The total Town of Burlington Fire Department budget represents less than four percent of the Town's total budget as indicated in the above table. Obviously, the services the Town of Burlington citizens receive from the volunteer fire department and the members are very inexpensive. The community of the Town of Burlington should feel very fortunate that they have an adequate number of volunteer fire department members that are willing to commit to providing fire protection to the community.

Budget Development and Revenue

The Town of Burlington Fire Department operates as a municipal fire department and obtains its funding primarily from the taxpayers of the Town of Burlington and from the State of Wisconsin 2% Fire Dues program. The Town of Burlington Fire Department operates on a January 1 to December 31st fiscal year. The process for developing the budget is that the proposed budget starts late midyear and progresses from that point in time. The final fire department budget is approved by the Town of Burlington Town Board usually during the month of November. All funds received from the 2% Fire Dues program are placed into the fire department budget as a line item expense and the funds have been used to purchase a computer for inspections, wages for conducting the fire inspections, and various public education materials.

The following table reflects the amount of 2% fire dues received by the Town of Burlington Fire Department for the years 2011 to 2013.

Table 67: 2% Fire Dues Revenue 2009 to 2013

Year	2011 Actual	2012 Budget	2013 Budget
Amount	$21,734.53	$21,000	$21,000

Budget Expenses

The Town of Burlington Fire Department budget is fairly simple in nature. The Fire Department Officers are paid an annual stipend. The total budget for the eleven (11) officer's stipends is $24,000.

All fire department members receive an annual paid-on-call amount from the Firefighter Expense budget account of $18,100 for 2013. The paid-on-call payment is based on the number of emergency calls responded to, the number of monthly meetings, the number of training sessions and the number of truck checks attended. The end result is that the total amount paid to all members will not exceed the $18,100 in the budget account.

The budget has had either no increase or limited increase in the past three budgets. The 2013 budget was a modest 3.33% increase over the 2012 budget. The budget accounts are fairly stable with increases in vehicle maintenance/repair, training expenses, vehicle operating expenses, and physicals. The 2013 budget included a $2,000 increase in the wages for Fire Officers as well as a $2,000 increase for Firefighter Expense, which are the annual paid-on-call payments.

The Town of Burlington also makes an annual contribution to the Burlington Rescue Squad of $9,000. This contribution is not part of the Town Budget expense – not the fire department. The table below includes the Town of Burlington Fire Department budget for the years 2011 to 2013.

Table 68: Town of Burlington Fire Department Budget Expenses 2010 through 2013

Town Budget	2011 Actual	2012 Budget	2013 Budget
Wages – Fire Officers	$20,595.35	$22,000.00	$24,000.00
Social Security	$3,171.67	$3,000.00	$3,100.00
Training & Seminars	$4,779.96	$4,000.00	$4,500.00
Dues & Fees	$1,495.00	$1,500.00	$1,500.00
Supplies	$3,040.20	$3,000.00	$3,100.00
Vehicle Operating Exp	$4,000.57	$4,000.00	$5,000.00
Vehicle Maint/Repair	$5,711.37	$10,000.00	$10,000.00
Radio Maint/Repair	$746.83	$1,500.00	$1,500.00
Gen Equipment Maint/Repair	$11,764.64	$9,000.00	$9,000.00

Town Budget	2011 Actual	2012 Budget	2013 Budget
Telephone	$1,953.73	$2,000.00	$1,000.00
Utilities – FH1	$358.96	$500.00	$0.00
Utilities – FH2	$6,885.59	$5,000.00	$4,000.00
Utilities – FH3	$4,276.48	$5,000.00	$5,000.00
State 2% Fire Dues	$21,374.53	$21,000.00	$21,000.00
Investigations	$129.52	$250.00	$0.00
Immunizations	$0.00	$300.00	$0.00
Physicals	$1,832.00	$1,800.00	$2,500.00
Fire Chief Expense	$230.48	$250.00	$250.00
Firefighter Expense	$16,100.02	$16,100.00	$18,100.00
Postage	$44.00	$100.00	$0.00
Firehouse Sundries	$2,322.66	$2,000.00	$2,500.00
Miscellaneous	$590.50	$0.00	$0.00
Total Fire Protection	**$112,763.06**	**$112,300.00**	**$116,050.00**
Burlington Rescue Squad	$9,000.00	$9,000.00	$9,000.00
Total Burlington Rescue Squad	**$9,000.00**	**$9,000.00**	**$9,000.00**

The following table indicates the 2013 budget annual stipend that will be paid to the Fire Department Officers for the positions listed:

Table 69: Town of Burlington Fire Department Officer Annual Stipend

Position	Stipend
Chief	$ 5,618.72
Deputy Chief	$ 3,909.27
2 Assistant Chief	$ 5,576.76
Captain	$ 1,553.25
Safety Officer	$ 1,523.25
Lieutenant	$ 893.63
Total Stipends Costs	**$ 19,074.88**

The Town of Burlington budgets $50,000 on an annual basis for fire department capital equipment. The fund balance currently in this account is $153,065.

The following table reflects the amount of Capital Outlay for the years indicated:

Table 70: Town of Burlington Capital Outlays 2010 to 2012

Capital Outlay	2010	2011	2012
FD Vehicle Purchase	$217,280.50		
FD Equipment Other	$13,000	$19,100	$23,500
FD Major Repairs	$15,000	$15,000	$15,000
FD Radio	$5,000	$4,000	$4,000
New Fire Station	$121,876.61		
Total	**$372,157.11**	**$38,100**	**$42,500**

FEMA Grants

Unfortunately, the Town cannot request a FEMA grant for help in installation of fire alarm, fire suppression (sprinkler), and vehicle emission exhaust inasmuch as they do qualify because two of the stations were built prior to 2004, but the Town does not meet the requirement that there needs to be on-duty personnel 24/7.

Burlington Rescue Squad – Fiscal

The Burlington Rescue Squad is a private non-profit organization operated by the Burlington Rescue Squad, Inc. The annual budget is approved by the Board of Directors which is comprised of four Rotary Club members (not on the Rescue Squad) and four Rescue Squad members.

The annual budget is established by the Officers of the Burlington Rescue Squad with the final approval of the budget by the Board of Directors of Burlington Rescue Squad, Inc. The consultants were provided with the annual Financial Reports, but were not provided a copy of the 2013 Burlington Rescue Squad budget. All of the budget information contained in this report is from the annual financial reports.

Budget Revenue

The Burlington Rescue Squad revenue is primarily from the collection of ambulance service fees and interest income. The following table reflects the revenue for the period indicated.

Table 71: Burlington Rescue Squad, Inc. Revenue

Budget Items	2010 Budget	2011 Budget	2012 Budget
Medicare	$84,998.69	$105,360.65	$77,972.20
Non-Medicare(Insurance)	$105,122.93	$122,016.57	$118,130.68

Budget Items	2010 Budget	2011 Budget	2012 Budget
Interest Income	$27,077.39	$19,570.45	$21,221.70
Donations, Memorials & Bequests	$15,288.44	$13,585.60	$13,798.53
State of Wisconsin Act 102 EMS Funding	$5,838.62	$5,201.69	$5,733.07
Bad Debt Recovery	$4,634.44	$2,751.10	$5,180.39
Miscellaneous Income	$589.09	$581.58	$850.84
Sale Obsolete Equipment	$25.00	$0.00	$0.00
Miscellaneous Other			$3,407.60
Total Revenue	$243,574.60	$269,067.64	$246,295.01

Variations in revenue can be contributed to interest income changes, the amount of bad debt collected and the amount of donations, memorials and bequests that fluctuate year to year.

The ambulance fees are set by the Burlington Rescue Squad, Inc. Board of Directors with the current rates set at:

Table 72: Rescue Squad Patient Fees

Service	Rate
Basic Life Support	$ 300.00
Advance Life Support	$ 500.00
Lift Assist	$ 150.00
Patient Contact/Refusal	$ 150.00
Mileage (per mile)	$ 7.50

The annual revenue for ambulance fees ranges from just under $200,000 to over $227,000 in 2011. The ambulance billing is completed by the same company that handles the Burlington Rescue Squad, Inc.'s accounting and financial services. Ambulance service invoices are sent out, but they use a soft collection process for the collection of any unpaid ambulance fees. The decision to write off bad debt for ambulance services are made primarily by the Treasurer for the Burlington Rescue Squad, Inc.

The other major source of revenue is interest income which is collected on the investments of funds by the Burlington Rescue Squad, Inc. The consultants were not able to determine the current balance of the fund as the EMS Chief did not have that information.

Budget Expenses

The Burlington Rescue Squad's budget is fairly simple as it contains no salaries or benefits for any department members. All of the members of the Burlington Rescue Squad are volunteers and they receive no payment for the services to the organization or to the community.

In the budget there is a line item budget titled "LOHSA", which is a fund for a pension or retirement for members of the Burlington Rescue Squad. Again, the budget is fairly uncomplicated; even with the depreciation added to the annual financial report the total budget ranges from just over $192,000 to just over $235,000. If depreciation for the vehicles and equipment owned by the Burlington Rescue Squad are removed from the financial report, the actual annual budget is less than a $100,000 to just about $127,000. Other than depreciation, the largest accounts are for Administration and Accounting Services, which in 2012 was $25,463. The next highest expenditure is for insurance which has ranged from $17,355 to $20,994 on an annual basis. Other increases during the past three budget years were in the budget accounts for health benefits, LOHSA, medical expense, meeting expense and training.

Table 73: Town of Burlington Rescue Squad, Inc. Budget Expenses 2010 through 2012

Budget Item	2010 Budget	2011 Budget	2012 Budget
Oxygen	$2,988.80	$3,006.85	$2,425.37
Supplies	$3,385.41	$3,084.29	$3,440.76
Uniforms	$955.20	$1,142.09	$14,327.51
Administration & Accounting	$21,905.00	$23,832.50	$25,463.00
Captains Discretionary Fund	$0.00	$0.00	$805.00
Collection Expense	$2,093.89	$1,720.65	$2,567.10
Dry Cleaning & Laundry	$0.00	$0.00	$108.77
Dues	$363.00	$345.00	$471.00
Equipment	$3,218.93	$1,960.08	$2,313.81
Equipment Repairs & Maintenance	$4,362.52	$4,413.57	$5,707.72
Equipment, Computers, Repairs & Maint.	0/00	$1,446.98	$0.00
Gasoline/Diesel	$2,482.28	$814.23	$3,533.89
Health Benefits	$2,919.93	$814.23	$4,046.57
Insurance	$18,198.00	$20,994.30	$17,355.00
Intercepts	$243.05	$0.00	$2,000.00
LOSHA	$4,954.40	$4,790.00	$6,068.27

Budget Item	2010 Budget	2011 Budget	2012 Budget
Marketing	$788.34	$1,152.09	$304.44
Medical Expense	$0.00	$1,584.00	$2,594.00
Meeting Expense	$5,264.05	$5,100.95	$8,044.05
Misc Expense	$143.50	$0.00	$359.70
Office Supplies	$1,190.42	$1,166.92	$1,264.82
Office Supplies, Administrative	$1,430.63	$866.04	$1,625.03
Postage	$1,175.00	$1,653.52	$1,613.45
Public Relations	$40.00	$543.42	$0.00
Refunds	$1,396.86	$249.00	$1,941.31
Telephone Computer, Administrative Office	$913.71	$1,055.90	$1,019.32
Telephone Computer, Rescue Squad Office	$1,046.25	$1,071.95	$1,156.85
Telephone Rescue Squad Office	$705.13	$730.81	$820.79
Telephone, Mobile	$848.18	$1,237.50	$1,401.48
Training Administration	$1,920.64	$1,802.14	$1,714.11
Training	$824.06	$5,624.40	$5,295.89
Service/Support, Maintenance Agreements	$8,799.48	$9,067.90	$7,954.27
Depreciation	$98,390.31	$105,749.98	$108,289.52
Total Operating Expenses	**$192,946.97**	**$209,269.41**	**$235,032.80**

Table 74: Balance Revenue - Expenses 2010 - 2012

	2010	2011	2012
Total Revenue	$243,574.60	$269,067.64	$246,295.01
Total Expenses	$192,946.97	$209,269.41	$235,032.80
Balance	**$50,627.63**	**$59,798.23**	**$11,262.21**

Capital Equipment

The Burlington Rescue Squad operates two ambulances. It has been the practice to replace an ambulance every five years. When a new ambulance is purchased, the previous front line vehicle is then placed in reserve as a backup ambulance for five years.

The funds to purchase a new ambulance are provided by the Burlington Rescue Squad, Inc. with the funds coming from the funds designated for these types of purchases. The EMS Chief did not have information as to the amount of funds maintained for new vehicle or capital equipment purchases.

Currently, it is projected that a new ambulance will be purchased in 2014. The current 2009 ambulance will then be placed in reserve as the 2nd ambulance and the current 2004 ambulance will be removed from the inventory.

Recommendations – Fiscal – Burlington Rescue Squad

- *If the Burlington Rescue Squad is interested in raising additional revenue, consideration should be given to increasing their ambulance service fees as the current fees are on the lower end of usual service fees within the area.*

- *Periodically, the Rescue Squad should to go out to bid on the ambulance billing/collection services. Competition among these vendors can lead to better pricing structures and higher collection rates.*

Current Combined Budget Expenses for Fire & EMS Services

Table 75: Total Expenses City FD, Town FD & Burlington Rescue Squad 2010 - 2012

Organization	2010 Budget	2011 Budget	2012 Budget
City of Burlington Fire Department	$551,691.00	$577,374.00	$611,015.00
Town of Burlington Fire Department	$112,763.00	$112,300.00	$116,050.00
Burlington Rescue Squad	$192,947.00	$202,269.00	$235,033.00
Total	**$857,401.00**	**$891,943.00**	**$962,098.00**

Appendix M – Greater Cooperative Efforts

Greater Cooperative Efforts

People volunteer for many reasons, sometimes altruism, sometimes personal, but always for a purpose. Volunteerism is a two-way street where giving allows the person to receive something in return; that something is as unique as the person volunteering. In order for an individual to volunteer, maintaining this balance is essential. However, what can never be forgotten in the fire and EMS profession is that the person needing help always outweighs the personal benefits of those providing the service; therefore **"What Is Best For the People We Protect?"** is the primal issue. This phrase was not initiated by this author; rather by Jack W. Snook and Jeffrey D. Johnson, authors of the book Cooperative Service Through Consolidations, Mergers and Contracts: Making the Pieces Fit. It is this question that should be the main determining influence for all decisions made about working together. When differences between Boards/Departments/Individuals arise that seem too large to bridge, the Boards/Departments/Individuals should take a short break and when they return answer the statement in bold above.

All three agencies have a proud history of service, and are justifiably proud of the organization and its traditions. Things become traditional because they have worked for a long time, but what often goes unnoticed, by those who serve, is all the changes within the organization from the time they started. At one time, medical survival was about how fast an ambulance could get the patient to the hospital; therefore, the focus was on how many emergency lights and how loud was the siren on the ambulance – quite a change from today's pre-hospital emergency medical services. Those who seek to protect the status-quo will fight a never-ending battle against change.

From the onset of this study the consultants were told this is not a consolidation study – rather it is a project to see what these three departments could do together. For whatever reasons, throughout the study, some individuals expressed concern about consolidation and the consultants listened closely. Sadly, the reasons given were not about the person needing ~~the~~

help; rather about them, or past wrongs, or politics, etc. However, let's not lose sight of those members, politicians, and governing officials who indeed focused on the person needing help.

A positive fact is that the new City Fire Chief, Town Fire Chief, and the Chief of EMS get along very well, and articulated how they could better work together and their willingness to do so. They also expressed that "we" (the consultants) would need to convince the elected and governing officials of any partnership activities. The fact is that the Chiefs were placed in positions of authority to provide safety protection for the citizens and visitors of their respective community; with that leadership role comes the responsibility of providing elected and government officials with the necessary data and information for them to make informed decisions of what level of service they wish to provide to their constituents. The bottom line is that it is the elected officials who are responsible for providing the emergency services to their community.

In summary, is this report a consolidation study? – No! – But it should be.

Opportunities for Greater Cooperation

The listings below are some of the opportunities and benefits for greater cooperative efforts between the City of Burlington, Town of Burlington, and the Burlington Rescue Squad, Inc. Many of the suggestions could be listed under multiple headings; however, the consultants have attempted to consolidate these ideas.

Response Times

Emergency services are all about response times. In cardiac arrest the magic number is 4 to 6 minutes for a pulseless, non-breathing victim. In a fire, the fire is estimated to double in size as each minute passes when sufficient fuel and air are present.

- ***Turnout Times (Out the Door Time)***

  The average turnout time (out the door time) was 5 minutes 9 seconds, which is average for most volunteer agencies. However, sitting in the City fire station within feet of the ambulance is an on-duty career firefighter capable of responding immediately. Before

the reader starts with the **"Buts"** (not an EMT, might be a fire, different department, etc.), all those **"Buts"** put together do not justify delaying help to those in need. It would be interesting to hear officials or members justify why it would not be a good idea, at minimum, to send the on-duty career City firefighter in a SUV to offer First Responder aid to a sick or injured person until Rescue arrived to provide advanced treatment and transport to the hospital.

Even if the City and Burlington Rescue cannot come to some agreement on getting to the incident as quickly as possible, the City should implement a First Responder program with the lone on-duty career member responding in a SUV type vehicle; a career firefighter sitting in the station awaiting a fire call (which happens every third day) should be unacceptable.

- ***Closest Unit Response/Borderless Boundaries***

  What if the closest station were to respond immediately whether the property was in the City or Town? What if both the City and Town sent a single engine on certain types of fire calls such as structure fires, building fire alarms, fires near an exposure? Could automatic aid (an agreed response area in which both departments would respond immediately) work under the agreement of reciprocity? The GIS station mapping drive times (Station section) clearly indicate that a City or Town station could, in some cases, reach the emergency scene quicker than the department whose jurisdiction the call originates in. What if the two departments did a test period to assess the automatic aid for six months, at which time a decision could be reached as to continue or eliminate of the concept?

  What would be the disadvantage of borderless boundaries within designated areas in the City and Town? Certainly the goal of getting help to the individual in need as quickly as possible should be the ultimate goal regardless of whose name is on the door of the vehicle. Before one assumes that the borderless area is unlimited, the two fire departments should agree on a six month trial program in a mutually agreed upon area.

With no boundaries (in these designated areas), the potential for greater cooperation and collaboration is greatly increased.

Distribution of Resources

- ***Two Aerials Sitting Side by Side***

  What is the advantage of having two aerial apparatus sitting in a station side by side? Would it not serve those in need better if one were located in another part of the district – understanding that that location might not be in the City, but rather in a Town fire station? Or, what if the Town placed a tender in the City's station so when water is needed in non-hydrated areas additional water could get on the road faster? What if Rescue placed one of its ambulances in a Town station and had volunteer members who live in that area respond there to staff the unit? Would those in need really care whose name is on the door of the emergency unit that arrived to help them? Could a Town firefighter actually drive a City's piece of apparatus to the emergency scene if trained to the same standard, or vice versa?

- ***Uniformity in Recording Response Times***

  All three departments should record all components of response time in the same manner and record in minutes and seconds not full minutes. Each department should standardize the following response time components:

  - Turnout Time (out the door time) – this is the one component of response time that is completely controllable by the department. The leadership should ensure that turnout time is recorded and used in assessment of resource deployment.

  - Travel Time – all three departments should be able to record and document the travel time from leaving the station to arrival at the emergency scene for each piece of apparatus responding.

Saving Lives

It is hard to quantify the saving of a life. For example, with fire prevention activities – how does one document a loss that does not occur? However, if for no other justification than the

Response Time (as previously discussed), it would be hard to argue that getting there faster with the proper apparatus and equipment, with a team of highly trained individuals, has a greater potential for saving a life versus filling out response cards, talking on the radio, or working as three separate agencies; especially when it's at the same emergency event.

- ***Unified Personnel Accountability System***
  What if all three departments utilized the same personnel accountability system to assist incident command in accounting for all personnel on the emergency scene at all times? Isn't personnel safety worth the coordinated effort?

Saving Money

Again, this is not a consolidation study; therefore, the greatest savings will not be recognized (elimination of duplication of resources, personnel, and apparatus). At this time money can be saved by the departments purchasing, equipping, and sharing resources as if they were a single agency; eventually, the advantages of functioning as a single unified team will be obvious to most.

- ***Replace Four Career with Paid-On-Premise***
  What if the City chooses to embrace the status-quo and the career firefighter's job responsibilities do not change, but maintains the career Fire Chief position? Conservatively, each career employees costs the City $85,000/year which includes salary, benefits, retirement, etc. The four employees' total compensation is $340,000. If, however, the four career employees were replaced with two on-duty 24 hour paid-on-premise (individuals working a 12 hour shift) and paid at a rate of $15/hour, the total annual cost would be $262,800 – a savings of $77,200. Under this scenario there would be two on-duty personnel 24/7/365.

- ***Economy of Scale***
  What if the three departments jointly purchased commonly used items in bulk (e.g., office supplies, hand tools, basic first aid equipment, even small pieces of equipment, etc.)?

The concept is similar to shopping at Sam's Club or Costco where money can be saved by buying in bulk.

- ***Develop a Standard Apparatus Specification***

  Would there be cost savings if there were joint apparatus purchasing? For example, if both the City and Town were to agree on a single specification (usually minimum alterations are allowed) for a fire engine. Research indicates that there could be a 15% to 20% savings (e.g., fire engine costs $700,000 x 2 = $1,400,000; a 15% savings equates to $210,000). Could the department design the cabinetry so those few pieces of equipment unique to one department would still fit?

  Major fire and EMS manufactures have standard models which are considerably cheaper than custom built apparatus. Fires are not that different in the City than in the Town; thus money can be saved by utilization of this type of vehicle.

- ***Joint Fuel Purchase***

  What if all three departments were to purchase fuel from a single source; perhaps with the school district, in bulk at a common location? Buying fuel in bulk is cheaper than paying service station gas/diesel prices. Plus, technology allows the dispensing device the ability to identify the unit, how much, etc.

- ***Reserve Engine***

  What if the City, Town, and other fire departments shared a reserve engine? Currently the City has three engines (one with very limited use) and two aerials. This allows the City to have a reserve piece of apparatus if one engine is out of service for repairs. The Town does not have a reserve apparatus but would benefit from one. ISO requires one reserve engine for every eight front line engines; therefore, a single reserve engine could be shared by several departments. Would it not be more fiscally prudent to share a reserve engine rather than each department have its own?

- ***Eliminate City Fire Department Dispatch***

  Covered under its own section, the City would save money by not having to recall an off-duty career member to respond to the station (at overtime) so they can take over communications with the emergency units. As previously discussed, only the career members were given communication responsibilities. Fortunately, the City has not had to defend the current procedure and lack of proper documentation in a lawsuit; this level of liability to the City is unwarranted.

Safety

The first goal of any emergency responder is to render aid, not become the person who needs aid. Thus the following are areas of consideration for personnel and consumer safety.

- ***Incident Command***

  Allowing volunteers to respond in their private vehicles directly to the emergency scene is not only dysfunctional but also a safety issue. The entire incident command system is designed to ensure that a single individual is responsible for oversight of all resources at the emergency scene. Further, incident command ensures the safest enivornment possible; thus the individual assigned as incident commander must have knowledge of what resources are responding and where safety personnel are at all times. This is especially true upon the onset of the emergency, where personnel must have the resources available and appropriate backup before making an interior fire attack. The consultants have already mentioned concern in allowing volunteers to respond directly to the emergency scene – incident command has to begin immediately, not after a certain individual or apparatus arrives. The consultants do not believe that the intent of an incident command system can be achieved when personnel are allowed to respond directly to the emergency scene. This current policy is a significant safety concern.

  Incident command is also important on EMS incidents where a host of activities are occurring simultaneously, often in a dangerous enivornment. Rescue requires that a team of individuals work together under a standard protocol, know the function of each team member, and know what resources are available. Individuals allowed to go directly to the

scene are more apt to freelance, making the strategic mitigation plan that more difficult for the incident commander; not to mention the probability of increased injuries.

- ***Private Vehicles***

  With a few exceptions, what if all emergency personnel respond to the station, don protective gear, and respond in an emergency vehicle? It is hard to imagine that having additional responder vehicles on the side of the road improves safety. It is difficult enough for the police to control the emergency scene without having to sort out which vehicles belong and which don't. When on a major highway, moving traffic though the maze of responders' vehicles adds to the difficulty of the police in ensuring a safe enivornment for the victim, emergency personnel, and citizens driving past the incident.

Training

The best way to achieve greater cooperative efforts is through a common training program. The advantage is not limited to the benefits of a unified training curriculum and improved members' safety; but also the experience of each department's members being together and finding they really are not that different.

- ***Joint Training***

  What if the three Chiefs sat down and made a list of tasks (evolutions) that each performs that are common to all three groups? What if from that list, they developed a single training curriculum (class) and held a joint training perhaps on a weekend? There would be a number of topics (e.g., extrication, self-contained breathing apparatus, ice rescue, radio communication, etc.) that would be of benefit to all three. A joint training session could be scheduled quarterly; instructors would rotate or an outside instructor could be utilized.

- ***Training Coordinator***

  What if the three departments jointly hired a training coordinator to develop curriculums common to all three departments as well as those unique to each department? This would

be a 40 hour a week position, with the person working both normal daytime work hours and evenings to address the needs of the volunteers. This individual would:

- Develop and implement a training curriculum
- Create a comprehensive training manual
- Develop lesson plans
- Create a training schedule indicating training sessions three months in advance
- Identify qualifications for course instructors
- Act as a resource for department officers charged with a training event
- Develop performance standards
- Evaluate personnel performance (competency) on a regular basis (minimum every six months)
- Remediate substandard proficiencies of members
- Create and maintain a central training library system
- Maintain all training records and documentations
- Ensure all personnel certifications are up-to-date
- Be the liaison with the local college's fire program
- Create a training budget
- Produce regular reports for the Chief

- ***Competency / Proficiency Testing***

  What if the three departments jointly developed proficiency testing standards and a methodology for ensuring the competency of all members - personnel safety? The actual testing could occur at a joint training session that involves both fire and EMS situations.

- ***Safety Officer***

  What if each department designated a Safety Officer, who met with a group on a monthly basis to develop a unified safety program? With three trained Safety Officers, one should be available on most calls, and would respond to the emergency in that capacity. The assigned Safety Officer would respond regardless of the response area.

- ***Officers' Training***

  What if the three departments jointly focused on the soft management skills: communication, discipline, coaching, counseling, mentoring, etc.? Again, this might be accomplished in-house, with external individuals, or through Gateway Technical College.

Staffing

Since all three agencies attempt to recruit from the same pool, it is not surprising that there is difficulty in finding sufficient personnel.

- ***Pool Personnel***

  What if the consultants combined the current membership of the three departments? This would result in exactly 100 certified members serving the greater Burlington area. If one-third of the members became cross-trained, there would be a force of 33 personnel who could respond to both fires and rescues; whereas the other 67 members would remain certified in a single area.

- ***Peak Call Times***

  The data provided by each agency illustrates that the peak call time for all three agencies is between 1 PM through 3 PM. For two of the agencies, this occurred on weekdays when volunteer availability is at its least. Therefore, the pooling and cross-training of personnel will benefit all three agencies so that there would be sufficient personnel during these times.

- ***Consolidated Recruitment***

  What if all three agencies pooled their recruitment procedures and did a joint recruiting program in which an interested member could sign up for fire, rescue, or both? A unified recruiting program would introduce interested parties to a more global perspective of emergency services offered in the greater Burlington area. The initial part of the program should be a presentation by all three Chiefs in which the interested member and significant other or parent would hear the requirements and expectations of the

departments. Of course, the more the three departments unify their programs, SOGs, and training, the more likely an interested party would be to serve in more than one agency.

- ***Career Members***

  What if the City of Burlington continues to choose not to have their fire department participate in any aspect of EMS - are career on-duty members justified? The consultants cannot support this staffing methodology for the call volume of the City.

  What about the ISO rating (refer to the National Standard section)? That is a subjective question depending on the insurance agency. It might have an impact on industry and some commercial; however some would argue that the citizens of Burlington should not be paying tax dollars to benefit local industry. The impact on industry and commercial would first need to be documented and then explore more cost-effective means of providing better fire protection (e.g., automatic suppression systems (sprinklers).

- ***Future Need for On-duty Personnel***

  What if the City, Town, and/or Rescue deemed it necessary to have more than one member on-duty 24/7? The next staffing methodology should be paid-on-premise before any considerations of additional career personnel. The cost of paid-on-premise program is far more fiscally responsible than career personnel.

- ***Member Recognition***

  What if all three departments held a joint annual awards meeting where members, who achieved some noteworthy accomplishment, are recognized in front of the entire group and families? The more the three departments function as a single unit, the more members will desire to serve in multiple capacities.

Uniformity

- ***Reports***

  Certain types of Fire and Rescue are often dispatched to a single incident (e.g., auto accident). At this time, each operates under a separate set of SOGs and both record their

calls independent of each other, on different data management systems. Rescue would record the incident as an emergency response and complete a report. Fire would also respond (on reported entrapment/personal injury) and they too would record the incident as an emergency response. Similar to Rescue, they would also record the incident. If one were to investigate the accident they would need to retrieve two separate reports, neither telling the entire story. In litigation, one would hope that the two reports were not contradictory. The consultants understand they have different data management systems and both must report to the State; however, through technology one agency could be the primary report (e.g. rescue = accidents, injuries, etc. fire = structure fires, hazardous material incidents, etc.) and the other agency could submit a report as an attachment to the primary responding agency.

- ***Standard Operating Guidelines***

  In terms of safety, is it in the best interest of those providing the service as well as those receiving it, when two agencies respond to the same emergency, working under separate SOGs and incident command systems? Of course it ties to training, but conventional wisdom would suggest that if both agencies had the same SOG, each would know the role of the other and be able to support each other. Joint training would enhance that team role.

Department Structure

- ***Election of Officers***

  All three departments allow officers to be elected. With the Town Fire Department and Rescue Squad this includes the Chief; and in the City, the Company officers. Fundamental aspects of running a professional department require that the Chief have input over the hiring, discipline, compensation, and rules of the organization. Being an elected leader, by the individuals you are leading, makes implementing a unpopular rule more than difficult; it often leads to not being elected the following year. It is highly recommended that the department begin to transition away from electing officers, and try to achieve a process where an officer's placement is based upon certifiable skills and qualifications rather than a popularity contest.

Partnership of Resources

- ***Multiple Heavy Duty Rescue Squads***

  Does each department (currently only two) need to duplicate resources, in this case, in heavy rescue equipment. Two agencies have extrication equipment and the third desires the same. Would it be more cost-effective to consolidate that type of equipment into a single unit, allowing minimal duplication of basic equipment in the other two departments? If one agency were to have the primary rescue responsibility it would require that agency to become highly trained and members from all three agencies could serve in that capacity (e.g., Rescue might house the equipment on their apparatus but the highly trained members on the specialized team would come from all three agencies).

- ***Special Teams***

  High angle, below ground, dive rescue, hazardous material, structural collapse, rapid intervention, etc. are all functions that could involve both fire and rescue. What if each department (better yet Countywide) was to become the "go-to agency" for one or two of these special teams? Each department could train a couple of individuals in each area, but only one department would have the majority of the resources for that special rescue need. Could the combined fiscal investment by the three departments allow the purchase of better/more equipment? Special teams are best served as a countywide resource, but if unavailable, the three departments could function as one at these events.

Dispatch

- ***Fire Department Dispatch***

  What if the City Fire Department got out of the dispatch business? Fire alarms would go directly to the City's Dispatch Center and be monitored (as are burglar alarms) by the City, thereby eliminating the liability of transferring, dispatching and monitoring the call. The on-duty firefighter would not fill out a paper alarm card and tone the department; rather he would immediately begin to respond to the alarm. This reduces the average

City's turnout time (out the door time) from 2 minutes 57 seconds to meeting or exceeding the NFPA standard of 80 seconds.

On-duty personnel would not see their primary job as sitting in the radio room "just in case" they are called upon to dispatch. If the City's legitimate concern is that a citizen would call a seven digit emergency phone number, rather than the universal 9-1-1; and therefore, a career employee must be able to receive that call – valuable resources are being wasted. Why is a highly paid and trained member of the fire department performing dispatch/clerical duties? For a host of reasons the City should eliminate the fire department's role as dispatch or alarm monitoring and move those responsibilities to the City's dispatch immediately.

- ***Rescue Dispatching***

  The City's Fire Department should not be recording call data, dispatching, or monitoring and answering Rescue's radio transmissions. If the emergency call is received in City Dispatch, all communication with the Rescue Squad should be the responsibility of the City Dispatch with no involvement of the fire department. If the emergency call is received in the County, the County should be the single communication source. Rather than having the fire department fill out an alarm card and place it on/in the ambulance; and then watch Rescue members respond (average out the door time of 5 minutes 9 seconds), they should be responding immediately to immediately render aid.

  What if the City not only allowed the on-duty career members to respond in the City, but also offered that same immediate First Responder service to the Town for a fee? Would not a Town resident with a medical emergency benefit from an immediate response?

- ***Burlington City Dispatch***

  What if City Dispatch indicates they cannot handle the additional work load that fire had previously done? The City could simply contract with the County who already has a state-of-the-art communication center. The City cannot afford to duplicate the level of service already provided by the County. The consultants understand the conflict of radio frequencies between the City and County; that could be resolved in the future. It is more

cost effective, efficient and will provide a better service to the fire department and Rescue Squad if the calls are dispatched by the County.

- ***Single Source Dispatching***

  Although redundant, it is in everyone's best interest to have a single source responsible for emergency communications (e.g., auto accident in the Town = County communicating with fire and City Fire communicating with Rescue – both units going to the same emergency currently talking to two sources).

Stations

- ***Seek FEMA Grants***

  What if the City Fire Department applied for a Federal Emergency Management Agency (FEMA) grant under the Assistance to Firefighters Grant Program seeking assistance to modify their stations with emission exhaust systems, fire suppression systems, emergency generator, and/or fire alarm systems if the station was built prior to 2004? This option would not apply to the Town Fire Department as FEMA requires the station to be staffed 24/7 in order to be eligible for the grant. Although there is considerable competition for these grants, the City could benefit from the effort.

Gateway Technology College

Gateway's Resources

What if the three departments jointly (or individually) began to utilize the resources of Gateway Technical College? The college sits either in the protection area or just outside of it. Some areas for consideration include but are not limited to:

- ***Training Coordinator***

  What if the three departments utilized Gateway to act as their Training Coordinator? The consultants approached Gateway and found them very receptive to partnerships; this included providing a Training Coordinator.

- ***Teach Management/Leadership Skills***

  What if the departments utilized the various programs offered in management and leadership either through an in-house course or a series of workshops? The advantage is those members seeking an Associate Degree could register as a student and receive credit.

- ***Gateway Workshops***

  What if the departments jointly utilized one of the listed workshops provided by Gateway or requested they develop a specific program to address needs? The College seemed most willing to work with its local emergency service providers.

- ***Intern Program***

  What if the fire departments developed a student intern program similar to that of Burlington Rescue Squad through the College? This might provide additional staffing during daytime hours and although the roles of service might be more restrictive, the program could be very beneficial.

- ***Place Emergency Apparatus***

  What if both fire and EMS placed a piece of emergency apparatus on site at Gateway and had individuals in the college fire and EMS programs respond? This would sort of be a reserve interim program where the apparatus comes to the students versus the students coming to the station. There are qualified fire/EMT personnel working at Gateway who currently respond to other fire department emergency responses; might these individuals respond to the greater Burlington emergencies? There are a number of highly qualified individuals at Gateway who could work with the Burlington departments to expand opportunities.

Fire Prevention

- ***Joint Fire Prevention Bureau***

  What if the City and Town formed a joint fire prevention bureau and implemented an inspection program, including self-inspections, and a pre-fire planning program? Both

the City and Town utilize the same codes, so code interpretation should not be an issue. In the case of a large fire, both fire departments and rescue will most likely be present and working together. Conventional wisdom would suggest that prior knowledge of the buildings' hazards, shut-offs, layout, etc. would be a considerable safety improvement.

Safety Education

- ***Consolidated Safety Education Program***

  What if the three departments unified their safety education programs and presented a single program addressing fire and EMS issues – better yet include the police – and presented the same program both in the City and Town? In many cases the members' kids all go to the same schools and partnering resources would most likely result in better course material.

- ***Community Events***

  What if the three departments developed a community education presentation to be given at large community events such as Chocolate Fest or a high school prom night driving safety, etc? This program could include demonstrations, displays, showing of apparatus and equipment, there are copious opportunities to bring safety messages to citizens.

Interdepartmental Committee

- ***Interdepartmental Committee on Concerns/Opportunities***

  What if the three departments designated two individuals to serve on a joint committee of the three departments to address concerns, differences, problems, etc.? The purpose would be to establish a formal conduit between the department members and leadership on issues of greater cooperation. The scope of this group would not be limited to problems; rather to enhance the opportunities of greater cooperation.

Implementation Priorities & Schedule

The following is a listing of all recommendations made throughout this report by section. Within each section, the recommendations have been categorized as:

- Priority 1 = Immediate – those recommendations which should be enacted immediately.
- Priority 2 = 6 Months – recommendations which should be considered within the first six months.
- Priority 3 = 1 Year – recommendations in which the Department has some time to consider; however, should be completed within the next 12 months.
- Priority 4 = Long Term – actions to be considered within the next two to four years.
- No Date – Recommendations for consideration but are not indicated as to when implemented.

Table 76: Implementation Priorities & Schedule

Priority	Section	Recommendation
1	Apparatus - City	*Career personnel need to be assigned duties during the day to conduct minor apparatus maintenance. To accomplish this, the fire department needs to get out of the dispatch business.*
1	Apparatus - Town	*Either remove the SCBA fill station from Station #2 or install a Safety Containment Filling Station.*
1	City Overview	*The City of Burlington should require all career personnel members to become certified as State of Wisconsin EMTs.*
1	City Overview	*The career on-duty personnel should respond to all types of emergencies, (including EMS) within the City of Burlington limits. This should be accomplished in conjunction with the Burlington Rescue Squad.*
1	City Overview	*The leadership of the fire department should develop, post, and train on a written running order guideline for each type of fire department emergency response.*
1	City Overview	*The last half of the department's mission statement reads: "We achieve this objective through an effective fire prevention & education program, an established training curriculum and prompt response by a diverse organization of career and volunteer personnel". The department needs to ensure their policies and actions are indeed accomplishing this portion of their mission statement.*
1	Cooperative Efforts	*Investigate all suggestions*
1	Dispatch (PSAP)	*All dispatch and answering of emergency phone lines should be removed from the City's fire station immediately and placed in the City's PSAP or better yet, the County PSAP.*
1	Dispatch	*Eliminate hand written alarm cards and utilize CAD technology for recording of*

Priority	Section	Recommendation
	(PSAP)	*calls and exporting of data to other data management systems.*
1	Dispatch (PSAP)	*Emergency notification tones sent to pagers and radios should only be transmitted once. The practice of toning all calls twice is not warranted.*
1	Emergency Activity	*Although the Town of Burlington Fire Department had very accurate data, all three departments would benefit from implementing a data quality control program overseen by the officers.*
1	Emergency Activity	*Calls by day of the week and time of day indicated that for City Fire Department and Burlington Rescue Squad weekday early afternoons are peak call times and occur when volunteers are least available. Therefore, cross training of the City's Fire Department career personnel in fire and EMS, so there is availability for immediate response would be very beneficial to those requiring emergency services.*
1	Emergency Activity	*There was no time recorded for 79.9% of the Rescue Squad calls. If the department had to present data during litigation it could become damaging, let alone put the department in a liability situation. The consultants recommend a quality control program to identify and correct these situations.*
1	Emergency Activity	*The City Fire Department records calls into districts which is very advantageous for planning and resource deployment. However 78.2% of the call data had no district identified. The consultants recommend a quality control program to identify and correct these situations.*
1	Human Resources	*Each department should develop recruitment materials that describe: department and organization structure; qualifications; obligations; benefits; and compensation, if any.*
1	Human Resources	*Design and/or update an application specifically tailored to obtain information vital to the assessment of candidates for membership. Incorporate the recommendations made within this section.*
1	Human Resources	*The application packet should be turned into the Fire Chief's office and/or municipal building. The department/individuals designated to receive the applicant materials should remove any authorization forms that contain information that could be construed as discriminatory.*
1	Human Resources	*The department should establish a standard operating guideline that outlines the recruitment and hiring steps to be followed in the department – Volunteer & career. These should include but not be limited to an interview, drug screen and background check. For the fire departments – also include a baseline hearing test and pulmonary function testing.*
1	Human Resources	*Comprehensive job descriptions should be established for each position. This should include education, experience, skills, supervisory skills (when applicable), job responsibilities, and the mental/physical qualifications for the position. The job description should be attached to the application for review by the applicant.*
1	Human Resources	*Develop a selection committee that consists of the Fire Chief, an officer, a volunteer member (rotate among the membership), and/or a member of the Fire Board.*
1	Human Resources	*The departments needs to eliminate any process that takes an applicant to the membership, either to vote them in or to ask for information, as this can be construed as a discriminatory practice. The process and questions asked by a*

Priority	Section	Recommendation
		selection committee should be the vehicle to ascertain the work experience and commitment to the fire department.
1	Human Resources	*The position of Fire Chief or EMS Chief should be an appointed position. The process should follow current municipal department head hiring practices; or a process developed by the Rescue Squad Board of Directors.*
1	Human Resources	*Final approval of applicants should remain with the Fire Chief and/or Board of Directors.*
1	Human Resources	*The department should comply with OSHA requirements for annual pulmonary testing for all individuals who are required to wear an SCBA.*
1	Human Resources	*Both the City and Town should ensure that all operations and policies that affect other municipal departments are consistently followed in the Fire Department. It is a municipal department and should not act independently.*
1	Human Resources	*Appendix Q contains a sample of a new member information sheet. Again, it will need to be modified to fit the needs of the fire department.*
1	Human Resources	*The appropriate City/Town employee should be notified of all new hires – including volunteer and be involved in the new hire orientation program.*
1	Human Resources	*Immediate implementation of I-9 forms for all new members.*
1	Human Resources	*Establishment of a separate file for maintaining completed I-9 forms (see personnel files and record retention).*
1	Human Resources	*All three departments should monitor the years of service, age, and turnover rates of membership within the department. As trends develop, action should be taken to remedy the situation.*
1	Human Resources	*Job descriptions should be developed for every rank within the department. The descriptions should include skills and qualifications; years of experience; and if supervisory – leadership and/or management skills necessary for the position.*
1	Rescue Overview	*The Burlington Rescue will need to move beyond some very negative and hard feelings and perceptions towards the City in order for greater cooperative efforts to be successful. Thus, the focus must change to what is best for those in need, rather than what's happened in the past.*
1	Rescue Overview	*Although the Burlington Rescue Squad is a private corporation, many of the citizens may not understand and assume it is either associated with the Town or the City. As discussed previously, there needs to be collaboration with incident reporting, and sharing of information, and a desire to form a partnership with fire.*
1	Response Times	*All response times should be captured in minutes and seconds – not just in minutes. This could mean a 59 second differences.*
1	Response Times	*The data provided by the City Fire Department is concerning inasmuch as there is documented long turnout/reaction times, yet good total response times. A data quality control program in needed.*
1	Response Times	*Covered in the Public Safety Answering Point section the City fire department should get out of the dispatch business. This is rarely found in today's fire service.*
1	Response Times	*The consultants recommend the Town Fire Department should, at minimum, begin to record their Turnout Times.*

Priority	Section	Recommendation
1	Response Times	*Burlington Rescue would benefit from documenting as many of the response time components as possible. This would be beneficial to leadership in managing resources and future planning.*
1	Staffing	*All new hiring of career members should require certifications as a firefighter and EMT in order to apply for a career position on the fire department.*
1	Station #2 - Town	*Either remove the SCBA air filling system from Station #2 or install an OSHA safety containment filling station.*
1	Town Overview	*All officer positions in the fire department should be achieved through a competitive process overseen by the Town or an appointed Fire Commission.*
1	Training - All	*All departments should ensure that all members' medical information (pre-employment physicals, drug tests, CDL drug tests, fit for duty, etc.) is maintained in a separate medical file that is secure. A written policy of who has access must be developed.*
1	Training - All	*Any member of the department that holds a officers rank should have a minimum of 1.5 hours of supervisory training per month*
1	Training - All	*Joint training is extremely beneficial and should be conducted with the three departments quarterly.*
1	Training - Fire	*Both fire departments should ensure they comply with Wisconsin SPS330*
1	Training - Fire - Vol	*The department should investigate technology so that some training can be done via the internet or on-line, or through Gateway Technical College, sending in their work to the Training Coordinator electronically. This would allow some training (selected) topics to take place at any time of the day, day of the week that best suits the member.*
1	Training - Fire -Car	*On-duty career members will attend all training sessions conducted by the volunteers.*
1	Training - Fire -Car	*All career members will document a minimum of two hours per shift of meaningful training. Training programs should be scheduled in advance.*
1	Training - Fire -Car	*All career members will accumulate a minimum of 20 hours a month resulting in 240 hours per year of fire training.*
1	Training - Rescue	*The Squad should ensure that the documentation of all members training is recorded in a manner that clearly demonstrates the topic, location, time and duration, curriculum used, instructor, and attendance sheet with signatures.*
1	Training - Rescue	*In-house training records should be entered into an in-house software program to provide leadership with the ability to retrieve an individual's training status at anytime.*
1	Training - Rescue	*The Squad should develop an in-house training curriculum which includes lesson plans, instructor's qualifications and a means for proficiency testing; the lesson plans should be updated every two years and the revision date noted.*
1	Training - Rescue	*Rescue Squad should ensure anyone who would be required to wear a self-contained breathing apparatus should have annual face piece fit testing and a pulmonary function testing*
1	Training - Town	*Documentation of Town's members training needs to improve and should be entered into the record management software program (Firehouse™).*
1	Training - Town	*The department should ensure that all members' certifications are recorded and placed in their personnel file.*

Priority	Section	Recommendation
1	Training - Town	*All medical information should be kept separate from the personnel file, with a written policy of who has access.*
2	Apparatus - Town	*Purchase an appropriate size motor for the Zodiac boat. The motor should be large enough to move the boat quickly over the water to the scene of the rescue.*
2	City Overview	*The City should purchase a SUV type vehicle to be utilized by the career shift personnel as a first responder vehicle. Necessary EMS equipment should be purchased and placed in this vehicle. The career on-duty personnel would respond immediately to EMS emergencies (no dispatching duties) and stabilize the patient until the arrival of the ambulance. Future partnerships with the Burlington Rescue Squad are encouraged.*
2	City Overview	*Volunteer members should be required to respond directly to the fire station to ensure that all the necessary emergency apparatus can be staffed. The exception involves if the member needs to drive past the emergency or are within a block of the emergency (see quadrant concept).*
2	City Overview	*Every effort should be made to minimize the number of private owned volunteer vehicles that respond to the emergency scene.*
2	City Overview	*A volunteer member being assigned a "company" is encouraged; however, all training should be done together as a fire department versus separate training as a "company". Emphasis should be placed on members of the department – not members of individual companies.*
2	Dispatch (PSAP)	*Fire alarms should be received in the PSAP not the fire station.*
2	Dispatch (PSAP)	*If both the Town Fire Department and Burlington Rescue Squad are responding to the same call, they should communicate with a single source rather than the County and City fire station.*
2	Emergency Activity	*To avoid any confusion as to the total activities of the Burlington Rescue Squad, all data should be given in total number of calls. The total number of patients treated data is important and should be noted, but that number may not be a true representation of number of calls. Multiple patients may be treated at one event.*
2	Emergency Activity	*The consultants recommend the Town of Burlington Fire Department designate districts (could align with their three stations) that would allow better recognition of where calls are originating and were best to deploy future resources.*
2	Fire Prev/Ed - City	*The City Fire Department should have the on-duty shift personnel conduct basic fire inspections and fire pre-plans as part of the daily activity.*
2	Fire Prev/Ed - City	*Continue to ensure that all inspectable occupancies are inspected at minimum once a year and fire pre-plans conducted simultaneously.*
2	Fiscal - Rescue	*If the Burlington Rescue Squad is interested in raising additional revenue consideration should be given to increasing their ambulance service fees as the current fees are on the lower end of usual service fees within the area.*
2	Human Resources	*The department should have copies of the brochure and application materials to hand out to interested individuals within the community. The organization that best "sells" itself typically has a host of individuals who want to be a part of it.*

Priority	Section	Recommendation
2	Human Resources	*Develop a record retention policy for all materials obtained during the recruitment process.*
2	Human Resources	*Communication with the applicant during the process and if not selected should be continued/established. All communications with the applicant should be in writing and maintained with the application file.*
2	Human Resources	*Conduct reference checks on current and past employers (within the past five years) and maintain information in the individual's personnel file.*
2	Human Resources	*Reference checks completed on individuals who are not selected should be retained with the individual's recruitment materials for the time designated in the record retention policy. Information from background checks for individuals accepted for membership should be maintained in the employee's personnel file in a confidential section.*
2	Human Resources	*The application and criminal/insurance background authorization sheet should contain language authorizing reference checking of employers and other persons. These authorization forms should be maintained with the designated individual.*
2	Human Resources	*Each department should develop a physical agility test for all volunteer members who wish to become firefighters and/or EMS, as well as a baseline medical test for hearing and pulmonary function for fire personnel.*
2	Human Resources	*Each department should establish a written new employee orientation which includes completion of forms, sign-off sheets, handbook distribution, etc.*
2	Human Resources	*The City's employee handbook should provide more complete information regarding the FLSA pay cycle for career firefighters, and all City employees; the established work week; pay dates; how overtime is calculated (hours worked vs. hours paid); problems with payroll; direct deposit; etc.*
2	Human Resources	*The allocation of points for reimbursement of members of the Town Fire Department should be reallocated to calls, training, and other operational activities. Payment for attendance at a meeting should be eliminated.*
2	Human Resources	*Upon implementation of an appointment process for the Fire Chief and other officer positions – based upon established skills and qualifications – a stipend should be instituted to help reimbursement these members for the extra time and commitment to accomplish these responsibilities.*
2	Human Resources	*The City's employee handbook should provide more complete information regarding the FLSA pay cycle for career firefighters, and all City employees; the established work week; pay dates; how overtime is calculated (hours worked vs. hours paid); problems with payroll; direct deposit; etc.*
2	Human Resources	*The allocation of points for reimbursement of members of the Town Fire Department should be reallocated to calls, training, and other operational activities. Payment for attendance at a meeting should be eliminated.*
2	Human Resources	*Establish a City, Town, or department policy for the housing of official personnel files for all volunteers and employees.*
2	Human Resources	*Each organization should develop a record retention policy for all personnel records.*
2	National Standards	*The Town of Burlington Fire Department should develop a tender shuttle program that can provide 250 gpm for a two-hour duration in preparation for its next ISO survey.*

Priority	Section	Recommendation
2	National Standards	*In order to best understand the requirements of Wisconsin SPS 330, the reader should visit the Wisconsin Department of Commerce Safety and Professional Services web site and download the fire department Safety and Health (3) PowerPoint presentation. Each fire department should then ensure compliance with mandated standards.*
2	Staffing	*The department leadership should obtain information on recruitment from the National Volunteer Fire Council (applicable to Rescue as well).*
2	Staffing	*Emphasis should be placed on retention of current members through a simple inexpensive recognition program that indicates they are valued by the organization, City, and/or Town.*
2	Station - City	*The City should install a fire alarm system that when activated sends an alarm directly to the PSAP.*
2	Station #1 - Town	*The Town should install a fire alarm system that when activated sends an alarm directly to the PSAP.*
2	Station #2 - Town	*The Town should install a fire alarm system that when activated sends an alarm directly to the PSAP.*
2	Station #3 - Town	*The Town should install a fire alarm system that when activated sends an alarm directly to the PSAP.*
2	Training - All	*Training is directly related to firefighter/EMT safety and greater emphasis should be given by all of the departments.*
2	Training - All	*All departments should ensure they conduct proficiency testing semi-annually*
2	Training - All	*Job descriptions should be developed that not only spell out the responsibilities of the position, but the minimum qualifications in order to be considered for the position. This includes not only operational, but also supervisory & leadership skills*
2	Training - All	*All three departments should meet with Gateway Technical College to see what partnerships can be developed to assist their training program*
2	Training - All	*The consultants believe that the rank and file of all three organizations work well together and are willing to respond and help each other when requested. However, it would be beneficial to train together which is a safety factor for the emergency responders*
2	Training - City	*The department needs to develop a set of curriculum along with lesson plans for each topic to be taught. These documents should be updated every two years on a rotating basis.*
2	Training - City	*The department should implement a semi-annual proficiency testing and provide remedial training to those who cannot pass the testing.*
2	Training - Fire - Vol	*All training sessions should include the entire department and last 2.5 hours. If the nature of the training requires smaller groups, it can be broken into two or three groups either running simultaneously or members rotate.*
2	Training - Fire - Vol	*There should be two 2.5 training sessions per month for a total of 5 hours per month or 60 hours per year.*
2	Training - Fire - Vol	*Twice a year the department should hold two - 4 hour training sessions on a weekend to add an additional 8 hours per year.*
2	Training - Fire - Vol	*The minimum training requirements for each volunteer member should be 68 hours per year, which can be gained through the department or outside training.*

Priority	Section	Recommendation
2	Training - Fire - Vol	*The department should schedule one make-up training session per month and perhaps one make-up weekend session for members with conflicts.*
2	Training - Town	*All training sessions should include the entire department and last 2.5 hours. If the nature of the training requires smaller groups, it can be broken into two or three groups either running simultaneously or members rotate.*
2	Training - Town	*There should be two- 2.5 training sessions per month for a total of 5 hours per month or 60 hours per year.*
2	Training - Town	*Twice a year the department should hold two - 4 hour training session on a weekend date for an additional 8 hours of training per year.*
2	Training - Town	*The minimum training requirements for each paid-on-call member should be 68 hours per year, which can be gained through the department or outside training. The training coordinator to regularly review member training hours to assist and coach any member not meeting the minimum training requirements. Members who choose not to, or other obligations simply prevent participation in training should be allowed a leave of absence until time can be dedicated to the fire profession.*
2	Training - Town	*The department should schedule one make-up training session per month and perhaps one make-up weekend session for members with conflicts.*
2	Training - Town	*The department should investigate technology so that some training can be done via the internet, or through Gateway Technical College, sending in their work to the Training Coordinator electronically. This would allow training on some selected topics to take place at any time of the day, day of the week that best suits the member.*
3	Apparatus - City	*One of the career members should be trained and certified as an Emergency Vehicle Technician.*
3	Apparatus - City	*The City's apparatus replacement plan is very aggressive and considerable money could be saved by adopting the consultants recommended replacement plan.*
3	Apparatus - Rescue	*Consolidate the Heavy Rescue functions with the fire departments, but maintain the Heavy Rescue unit.*
3	Apparatus - Town	*The Town should identify an Apparatus/Equipment Replacement fund for the sole purpose of the fire department and begin to fund that account on a yearly basis.*
3	City Overview	*If the City of Burlington does not embrace the concept of the fire department becoming First Responders, the consultants recommend the three career on-duty shift positions be eliminated. The career personnel would consist of the Fire Chief and Fire Inspector (titled Fire Marshal).*
3	City Overview	*As many members as possible should seek the Wisconsin State certification of Driver/Operator-Pumper. Once completed they should be encouraged to obtain the certification of Driver/Operator-Aerial.*
3	City Overview	*The volunteer fire department members should form an "association" with the primary purpose as social versus management or operations. The City should no longer adopt by-laws of the volunteer fire department and operate from the same policies that apply to other City employees.*
3	Dispatch (PSAP)	*The City should investigate if maintaining its own PSAP is really cost effective and as efficient as such services could be provided by the County.*

Priority	Section	Recommendation
3	Dispatch (PSAP)	*Upon elimination of the fire department performing any dispatch functions the City Dispatch deems it cannot handle the additional workload the fire departments dispatching should be outsourced to the County.*
3	Fire Prev/Ed - City	*Fire pre-plans should be sent electronically to the units responding to a business/industry structure fire.*
3	Fire Prev/Ed - City	*City should investigate implementing a self-inspection program for occupancies that have repeatedly been in compliance during fire inspections.*
3	Fire Prev/Ed - Town	*The department needs to document all inspections and re-inspections. If a trend of non-compliance develops, the Fire Department must work with Town officials to develop an ordinance to obtain fees for organizations with frequent violations.*
3	Fiscal - City	*The City of Burlington Fire Department should be prepared to request grant dollars from the Assistance to Firefighters Grant Program administered by the Federal Emergency Management Agency. Many fire departments throughout the United States have received funding for fire apparatus, fire equipment, protective equipment, breathing apparatus and air compressors, and other fire department needs.*
3	Human Resources	*All by-laws that pertain to the operations or personnel practices of the department – for the City and Town – should be eliminated and incorporated into separate SOG's and/or the City/Town's employee handbook.*
3	Human Resources	*All three departments should work to ensure that all operations, member/volunteer personnel policies are documented. Members are trained on these policies and have access to them, and they are placed on a cycle to be reviewed and updated.*
3	Human Resources	*The department may wish to consider developing a member orientation checklist so that the member has a document that they can physically take with them. Appendix P contains a sample orientation checklist that the department can modify to its specific practices.*
3	Human Resources	*The City should seriously consider changing the compensation structure for career employees, so that all time off provisions (vacation, sick, holiday) are calculated as hours paid and not utilized the calculation of overtime.*
3	Human Resources	*The City should seriously consider changing the compensation structure for career employees, so that all time off provisions (vacation, sick, holiday) are calculated as hours paid and not utilized the calculation of overtime.*
3	Human Resources	*Upon implementation of an appointment process for the Fire Chief and other officer positions – based upon established skills and qualifications – a stipend should be instituted to help reimbursement these members for the extra time and commitment to accomplish these responsibilities.*
3	Human Resources	*Performance Evaluation instruments should be developed for all volunteer members.*
3	Human Resources	*Consider a self-evaluation component, not only will it aide the officer in the completion of the form, but also involve the member in the process.*
3	Human Resources	*All three departments need to then develop a promotional process, rather than an election for these positions. Each department can determine if the individual serves 'forever' in the rank; or on a pre-determined time period rotates out of the position.*

Priority	Section	Recommendation
3	National Standards	*Both departments should begin working on its quadrennial report, as outlined in NFPA 1720, Chapter 4 and begin to identify deficiencies within the department. Included in the report should be the strategic plan with which to overcome these deficiencies.*
3	Staffing	*The leadership of the departments should implement the recommendations outlined in the recruitment and retention sections.*
3	Staffing	*All three organizations should create a unified recruitment program and if they do not consolidate, allow new and existing members to serve in more than one organization. This will require a unified training program.*
3	Station - City	*The City should install a fire protection suppression system (sprinklers) throughout the entire facility.*
3	Station - City	*The City should install an approved OSHA vehicle emission exhaust system which provides 100% capture by hooking the apparatus directly to the exhaust source. In addition a secondary emission system of ceiling scrubbers should be installed to capture and remove any miscellaneous exhaust emissions.*
3	Station #1 - Town	*The Town should install a fire protection suppression system (sprinklers) throughout the facility.*
3	Station #1 - Town	*The Town should install an approved OSHA vehicle emission exhaust system which provides 100% capture by hooking the apparatus directly to the exhaust source. In addition a secondary emission system of ceiling scrubbers should be installed to capture and remove any miscellaneous exhaust emissions.*
3	Station #2 - Town	*If the decision is to keep Station #2, an emergency power generator fueled by natural gas or diesel should be installed that provides 100% of the station's needs during power failures.*
3	Station #2 - Town	*The Town should install a fire protection suppression system (sprinklers) throughout the facility.*
3	Station #2 - Town	*The Town should install an approved OSHA vehicle emission exhaust system which provides 100% capture by hooking the apparatus directly to the exhaust source. In addition a secondary emission system of ceiling scrubbers should be installed to capture and remove any miscellaneous exhaust emissions.*
3	Station #3 - Town	*The facility should be equipped with an emergency power generator that provides as close to 100% of the stations need during power failures.*
3	Station #3 - Town	*The Town should install a fire protection suppression system (sprinklers) throughout the facility.*
3	Town Overview	*The Town Board should structure the fire department much in the same manner as other departments of the Town.*
3	Training - All	*All three organizations would benefit from a single training coordinator who would unify the training curriculums and oversee the programs*
4	Apparatus - City	*The fire department should have two front line engines and one in reserve.*
4	Apparatus - City	*City of Burlington can meet ISO pumping capacity by utilizing one of its aerials (Quint) for that purpose. In the future when the Quint is removed from the inventory and not replaced the new engine should have at minimum a 2,000 gpm pump.*
4	Apparatus - City	*Engine 923 is the oldest engine and has a small 750 gallon pump, which was utilized for incidents at the airport. This unit should be replaced in 2016 with*

Priority	Section	Recommendation
		an engine with a 2,000 gpm pump and then Engine 920 could be put in reserve.
4	Fiscal - City	*The City of Burlington should consider implementing fire inspection fees in order to generate revenue to offset the cost of the fire inspection program and full time employee.*
4	Human Resources	*All supervisory personnel should be trained in performance management – documentation of employees, coaching, mentoring, discipline and conducting performance evaluations.*
4	Human Resources	*Utilize an independent assessment team that ranks individuals on an eligibility list. The Chief can then select from the top candidates.*
4	Human Resources	*Allow members on the eligibility list to substitute for absent officers in order to enhance their experience prior to obtaining the position.*
4	National Standards	*Neither fire department should adopt NFPA 1720. Adoption would include the adoption of all OSHA and NFPA standards by reference. However, a plan should be developed to meet as many standards as possible in the future.*
4	National Standards	*The Burlington Rescue Squad should seek Commission on Accreditation of Ambulance Services accreditation.*
4	Staffing	*Volunteer and Paid-On-Call should remain as the primary means of staffing well into the future.*
4	Staffing	*When on-duty personnel are needed the City, Town, and Rescue should consider a Paid-On-Premise program. Obviously a single partnership in staffing is more prudent than the implementation of three separate staffing programs.*
4	Station - City	*The City should ensure that total facility is in compliance with ADA. Due to the fact that records are stored in the basement there must be handicap access to this area.*
4	Station #2 - Town	*Station #2 should be replaced with a modern four bay satellite facility near its present location within five years.*
No Date	Apparatus - City	*The fire department has more than adequate amount of equipment on the apparatus.*
No Date	Apparatus - Rescue	*Burlington Rescue Squad could save money by re-chassis the ambulances after eight years of usage.*
No Date	Apparatus - Rescue	*Re-chassis ambulances should be re-titled as new.*
No Date	Apparatus - Town	*Town has sufficient apparatus, although much of it should be replaced on a determined scheduled basis.*
No Date	Fiscal - Rescue	*Periodically, the Rescue Squad should to go out to bid on the ambulance billing/collection services. Competition among these vendors can lead to better pricing structures and higher collection rates.*
No Date	National Standards	*The department's quadrennial report outlined in NFPA 1720 should define demand zones and/or circumstances in which the requirements of the standard are not being met.*
No Date	National Standards	*The quadrennial report should explain the predictable consequences of identified deficiencies and address steps within the department's strategic plan necessary to achieve compliance.*
No Date	National Standards	*Neither fire department should not seek international accreditation (CFAI) at this juncture; rather, the CFAI performance indicators and core competencies*

Priority	Section	Recommendation
		should be utilized as a model for quality and a benchmark for opportunities.
No Date	Rescue Overview	*The consultants acknowledge that the Rescue Squad is a private corporation and is not mandated to share any data unless they choose. Therefore, the only recommendation that can be made is if the department does not have the data requested it would be most beneficial for leadership to begin the collection of data for management to make basic decisions regarding resource deployment, staffing, budgets, strategic planning and a host of other management responsibilities.*
No Date	Staffing	*Recruitment material should use the term "volunteer" over the term "paid-on-call".*
No Date	Staffing	*If the three organizations joined their existing number of personnel today, there would be 100 members to serve the City and Town of Burlington.*
No Date	Station - Town	*Utilizing a five minute drive time, the GIS maps would indicate that the Town's station #1 closing has limited impact on populated areas. However, a partnership with the City to respond into that area might eliminate the concerns of closing the Town's Station #1.*

Appendix N – Data Request Fire Departments

Show each year data separately i.e. 2010, 2011, and 2012 – do not group them

We prefer data in an electronic format on a flash drive or disk

- **General Information**
  - Overview of the department
    - History
  - Overview of the area protected
    - City/Village
    - District
  - Population – Residents of Protection Area
  - In-flux or Out-flux of Daytime Population
  - Department's Strategic Plan
- **Response District –**
  - Map Of Coverage Area
  - Map Of Community
  - Map Of Area Of Concern For Relocation Of Station
  - Map Of Surrounding Area Showing All Neighboring Department Stations Locations
  - Total Square Miles Protected
  - Square Miles Of Hydrant Area
  - Square Miles Of Non-Hydrant Area
- **HR/Personnel –**
  - Current Roster Of Members
  - Personnel (information needed for all employees)
    - List of members (sworn and non-sworn)
      - Hire date
      - Age or date of birth
  - Organizational Chart
  - # Of Career
  - # Of Paid On Call
  - # Of Volunteers
  - # Of Other Employees (Include Non-Sworn)
  - Rank Structure (Number Of Employees In Each Category)
  - Current salary of each employee (name, rank, salary)
  - Spreadsheet – name, rank, current salary,
  - (if possible, a spreadsheet with the benefit breakout -health, pension, taxes, etc. for fiscal year of the study)
  - Labor agreement
  - Department's By-Laws (if corporation)
  - Police & Fire Commission or Civil Service Regulations
  - Employee Policy & Procedure Manual (prefer electronic version)
  - Promotional Process – including forms utilized

- History Of Turnover (All Employees Last 3 Years – Include Reason and/or Exit Interview Data)
- Recruiting/Retention Programs
- Hiring Process (all forms)
  - Application
  - Hiring packet
  - Reference questions
  - Interview questions
  - Etc.
- Grievances/Discipline Issues
- Performance Evaluation process and forms
- Last year's overtime by employee – include rank
- FLSA pay cycle (if not in contract)
- SOG/SOP Manual – prefer electronic copy – (sure to include HR policy section)
- City/Village/Town/District Employee's Handbook
- New employee Orientation Process – (packet and/or forms)

- **Emergency Activities – Last 3 Years (All Sub-Sections)**
  - # Of Emergency Responses
  - Type of Responses: Structure Fires, Auto Accidents, Brush, EMS, Mutual Aid, Fire Alarm Systems Both Commercial &/or Residential, False, Etc.
  - Incidents By Time Of Day
  - Incidents By Day Of The Week
  - Incidents By Month
  - Calls Breakdown By Area (City, District, Town, Etc)
  - Distribution by Shift
  - Distribution by Station
  - Response Times
    - Notification time
    - Turnout time
    - Drive time
    - Mitigation time
  - Mutual Aid – Auto Responses (Given & Received) – With Whom? – Copy(ies) of Written Agreement
  - Simultaneous (Overlapping) Call Data
- **Apparatus & Equipment –**
  - Type Of Apparatus (I.E. Engine, Truck – Include Manufacturer)
  - Apparatus department ID number
  - Pump & Tank sizes
  - Mileage
  - Engine Hour Reading (if appropriate)
  - Vehicle VIN Number
  - Age Of Apparatus
  - Manufacturer
  - Replacement Schedule

    - Special Teams Apparatus
    - Specialized Equipment: Haz Mat, Water Rescue, Etc
    - Radio, Type And Frequencies
    - Computers (Number of, Type, Age, Replacement Plan)
        - In Apparatus?
        - Software Programs
- **Fire Station(s) – *include mailing address for each station – include City & Zip***
    - Current Facilities
        - # Of Stations – Street Address
        - Square Footage – (Floor Plans for each if available)
        - Age
    - Future Facility Plans/Needs Documents
- **The Department**
    - Department SOG's
    - Department Rules & Regulations
    - Annual Reports – Last 3 Years
    - Current ISO Rating
    - Last ISO On-Site Evaluation (copy of point distribution sheet)
    - Accreditations – National Or State
        - Last On Site Evaluation
    - Others
- **Fire Prevention / Safety Education –**
    - History Of Inspections & Re-Inspections (Last 3 Years)
    - Public Safety Education Programs
    - Public Safety Education Data (Last 3 Years)
- **Fiscal**
    - Operating budget for current year and two previous years (include all revenue and expenses)
    - Capital budget for current year and two previous years (include all equipment purchased and/or projects completed
    - Ambulance information –
        - Ambulance revenue current year and two previous years
        - Ambulance billing contract
        - Copy of ambulance rates charged and authority for those rates i.e. ordinance
    - **Revenue**
        - List of grants applied for and/or received for current year and two previous years
        - List 2% fire dues received current year and two previous years
        - List and explanation of any other department revenue received i.e. inspections fees, permit fee, etc.
    - Other information needed:
        - Equalized Assessed Valuation (EAV) if multiple communities for all
- **Dispatch**
    - Who provides dispatch

        - Cost
        - Dispatch data – time from receiving call to FD notification
    - Who answers 9-1-1
    - Who answers cellular 9-1-1
- **Training**
    - Training Records (Last 3 years) for each member
        - Training schedule
        - Training hours per month per employee
        - Training Curriculum & Lesson Plan
        - Instructors qualifications
    - Training Manual
    - Certifications Categories (state)
    - Special Teams – certifications
    - All current employees certification level

Any Additional Information Deemed Important

Do not send this information. Once collected we will meet with you to review it.

Appendix O – Data Request Burlington Rescue Squad

Show each year data separately i.e. 2010, 2011, and 2012 – do not group them

We prefer data in an electronic format on a flash drive or disk

- **Governance**
  - Composition of governing Board
  - Governing Board involvement in service delivery
- **General Information**
  - Overview of the department
    - History
  - Overview of the area protected
    - City/Village
    - District
  - Population – Residents of Protection Area
  - In-flux or Out-flux of Daytime Population
  - Department's Strategic Plan
- **Response District –**
  - Map Of Coverage Area
  - Map Of Community
  - Map Of Area Of Concern For Relocation Of Station
  - Map Of Surrounding Area Showing All Neighboring EMS Stations Locations
  - Total Square Miles Protected
  - Square Miles Of Hydrant Area
  - Square Miles Of Non-Hydrant Area
- **HR/Personnel –**
  - Current Roster Of Members
  - Personnel (information needed for all employees)
    - List of members (sworn and non-sworn)
      - Hire date
      - Age or date of birth
  - Organizational Chart
  - # Of Career
  - # Of Paid On Call
  - # Of Volunteers
  - # Of Other Employees (Include Non-Sworn)
  - Rank Structure (Number Of Employees In Each Category)
  - Current salary of each employee (name, rank, salary)
  - Spreadsheet – name, rank, current salary,
  - (if possible, a spreadsheet with the benefit breakout -health, pension, taxes, etc. for fiscal year of the study)
  - Labor agreement
  - Department's By-Laws (if corporation)
  - Employee Policy & Procedure Manual (prefer electronic version)

    - Promotional Process – including forms utilized
    - History Of Turnover (All Employees Last 3 Years – Include Reason and/or Exit Interview Data)
    - Recruiting/Retention Programs
    - Hiring Process (all forms)
        - Application
        - Hiring packet
        - Reference questions
        - Interview questions
        - Etc.
    - Grievances/Discipline Issues
    - Performance Evaluation process and forms
    - Last year's overtime by employee – include rank
    - FLSA pay cycle (if agency qualifies)
    - SOG/SOP Manual – prefer electronic copy – (sure to include HR policy section)
    - City/Village/Town/District Employee's Handbook
    - New employee Orientation Process – (packet and/or forms)
- **Emergency Activities – Last 3 Years (All Sub-Sections)**
    - # Of Emergency Responses
    - Type of Responses: ALS, BLS, Transports, etc.
    - Incidents By Time Of Day
    - Incidents By Day Of The Week
    - Incidents By Month
    - Calls Breakdown By Area (City, District, Town, Etc)
    - Distribution by Shift
    - Distribution by Station
    - Response Times
        - Notification time
        - Turnout time
        - Drive time
        - Mitigation time
    - Mutual Aid – Auto Responses (Given & Received) – With Whom? – Copy(ies) of Written Agreement
    - Simultaneous (Overlapping) Call Data
- **Vehicles & Equipment –**
    - Type of Vehicles (I.E. ambulance, utility, etc.)
    - Vehicle department ID number
    - Mileage
    - Engine Hour Reading (if appropriate)
    - Vehicle VIN Number
    - Age Of Vehicle
    - Manufacturer
    - Replacement Schedule
    - Specialized Equipment

    - Radio, Type And Frequencies
    - Computers (Number of, Type, Age, Replacement Plan)
        - In Vehicle?
        - Software Programs
- **EMS Station(s) – *include mailing address for each station – include City & Zip***
    - Current Facilities
        - # Of Stations – Street Address
        - Square Footage – (Floor Plans for each if available)
        - Age
    - Future Facility Plans/Needs Documents
- **The Department**
    - Department SOG's
    - Department Rules & Regulations
    - Annual Reports – Last 3 Years
    - Accreditations – National Or State
        - Last On Site Evaluation
    - Others
- **Safety Education –**
    - Public Safety Education Programs
    - Public Safety Education Data (Last 3 Years)
- **Fiscal**
    - Operating budget for current year and two previous years (include all revenue and expenses)
    - Capital budget for current year and two previous years (include all equipment purchased and/or projects completed
    - Ambulance Revenue –
        - Ambulance revenue current year and two previous years
        - Ambulance billing contract
        - Copy of ambulance rates charged and authority for those rates i.e. ordinance
    - **Revenue**
        - List of grants applied for and/or received for current year and two previous years
        - List and explanation of any other department revenue received i.e. inspections fees, permit fee, etc.
- **Dispatch**
    - Who provides dispatch
        - Cost
        - Dispatch data – time from receiving call to FD notification
    - Who answers 9-1-1
    - Who answers cellular 9-1-1
- **Training**
    - Training Records (Last 3 years) for each member
        - Training schedule
        - Training hours per month per employee

    - Training Curriculum & Lesson Plan
    - Instructors qualifications
  - Training Manual
  - Certifications Categories (state)
  - Special Teams – certifications
  - All current employees certification level
- **Resource Hospital**
  - Project Medical Director contact information
  - Involvement level with resource hospital
  - Breakdown of where patients are transported (3 year period)

Any Additional Information Deemed Important

Do not send this information. Once collected we will meet with you to review it.

Appendix P – New Member Checklist Sample

Name _____ Employee Classification: _____

Start Date: _____

___**Personnel Information Sheet**	____ **Worker's Compensation**
____Changes	____ Immediate Notification
	____ Payment of Medical Bills
____ **History and Philosophy of this Organization**	____ Response to Calls – Full Duty Release
	____ Light Duty – Attendance at Training
____ **Chain of Command**	____ On WC and Restrictions in the Firehouse
____ **Uniforms and Dress Code**	____ **SOGs**
____ Bugles	____ Sign-Off Completed
____ Dress Uniform Components	____ Harassment Policy
____ Purchase Of	____ Drug-Free Workplace
____ When Required/Not Allowed to Wear	____ Smoke-Free Workplace
____ Dress Allowed in the Fire Station	____ General Guidelines
____ Cleanliness	
____ Uniform Replacement	
____ Sanctioned Uniforms	**Health and Safety**
Emergency Gear	____ Bloodborne Pathogens
____ Required Components	____ HEP-B Sign-Off
____ Storage of Turnout Gear	____ NFPA Regulations
____ Cleaning of Turnout Gear	____ **Training**
____ Emergency Equipment-Storage/Clean	____ Mandatory Training – XX Rehearsals
____**Firefighter State Certification**	____ Other Training
____ Next Class	____ Monthly Training
____ Books	____ Department Tuition
____ Introduction of Course/Registration	____ Firefighter I Certification
____ Tuition	____ EMT-Basic
____ Location	____ Other
____**Buddy Program**	____ **Pager and Courtesy Light**
_____Assignment of a Buddy _____	____ Sign-Off Completed
____ **Probationary Period**	____ Distributed
_____ Probation	____ Policy
_____	____ Turn-In at Termination
____ **Squad Assignments**	_____ **Responding to Calls**
____ How Assigned	____ Staffing Schedule
____ Rotation	____ **Phone Numbers and Addresses**
____ Job Description Review	____ **Parking**
____ **Length of Service Awards**	___ Parking Lot
_____ Vesting	_____**Tour of Stations**
_____ Department/State Contribution	
_____ Leave Prior to 10 years	
_____ Leave	Trainer Signature_____
	Date _____
	Member Signature _____
	Date _____

Appendix Q– New Member Information Sheet

New Hire, Status Change, and Payroll Change Notice

Date: _____ Social Security Number: _____
Name: _____
Address: _____
City/State/Zip _____
Home Phone: _____ Cell Phone: _____
Department: _____ Shift: _____

Check Appropriate Step:

_____ Enter On Payroll _____ Remove from Payroll

_____ Change Rate _____ Change Shift to: _____

_____ Transfer to: (department) _____

_____ Address/Information Change

_____ Change Withholding Rate (Complete new W-4)

_____ Leave of Absence Paid? _____ Yes _____ No

Date Effective _____

Old Rate _____ New Rate _____
Date of Last Payroll Change: _____

Reason for Payroll Change:

_____ Stipend _____ See Performance Appraisal

_____ Promotion _____ Other _____

Reason for Termination:

_____ Voluntary _____ Discharged

_____ Reduction in Force (RIF) _____ Other _____

Remarks:
_____

Would you re-employ?
_____ Yes _____ No Why?_____

Submitted By: _____ Date: _____
Approved By: _____ Date: _____