

AGENDA
SPECIAL VILLAGE BOARD MEETING
Monday, September 26, 2022 at 6:30 p.m.
Jackson Municipal Complex
Training Rooms 1 & 2
N168W19851 Main Street
Jackson, WI 53037

1. Call to Order
2. Pledge of Allegiance
3. Presentation – 2022 Jackson Fire and EMS Study by Kevin Brunner, Mike Romas, Tim Franz, and Chuck Butler of Public Administration Associates
4. Discussion and Possible Action Related to 2022 Jackson Fire and EMS Study Recommendations
5. Adjourn

Persons with disabilities requiring special accommodations for attendance at the meeting should contact the Administration Department at the Jackson Municipal Complex at least one (1) business day prior to the meeting.

It is possible that members of the Village Board may attend the above meeting. No action will be taken by any governmental body at this meeting other than the governmental body specifically referred to in this meeting notice. This notice is given so that members of the Village Board may attend the meeting without violating the open meeting law.

Jackson Fire Department Comprehensive Analysis



Prepared by Mike Romas, Tim Franz & Chuck Butler

Public Administration Associates, LLC

Presented to Village of Jackson

September 26, 2022



Public Administration Associates

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Appendix H- Jackson Fire Department Member Interview Report (SOAR)



INTRODUCTION

This report is a comprehensive analysis of the Village of Jackson Fire Department (“Fire Department”) which provides fire and emergency medical service for the Village and Town of Jackson as well as a portion of the Town of Polk. A Request for Proposals (“RFP”) was issued by the Village on March 4, 2022, and the Village Board selected the team of Public Administration Associates, LLC (“PAA”) to conduct the study.

The proposal for the PAA study was to cover the following six areas:

1. Department Overview – Analysis of current operations and service delivery
2. Assess the functionality of the current service contracts with the towns
3. Evaluate the current staffing methodology current and future needs
4. Analyze current salaries and positions and compensation plan for the Fire Department
5. Develop a plan for future growth of the Fire Department to meet service demands
6. Provide a fiscal analysis and implications for cost incorporating the findings of the compensation plan and future service demand and growth of the Fire Department.

FIRE DEPARTMENT AND SERVICE AREA DESCRIPTION

The Fire Department is a municipal fire department established by the Village of Jackson. In addition to providing service to the Village of Jackson, the Fire Department provides service, under contract, to the entire Town of Jackson and approximately 25 % of the Town of Polk. (“Service Area”). The Fire Department was originally formed in 1892 as a Chapter 181 non-stock corporation and was funded by the department members. In 1931, the Fire Department began providing service coverages to the towns of Jackson and Polk. The Department began providing Emergency Medical Services (EMS) in January of 1976 when the JFD Rescue squad went into service. The Fire Department’s next major change was transitioning from a Chapter 181 department to a municipal department. In 1992, the first full-time employee was added to cover daytime duties and calls. In 2000, the Village appointed a new full-time fire chief and added its second full-time employee, a fire



marshal. In 2002, a third full-time member was added due to increase in call volume which was now over 450 calls per year between fire and EMS. EMS was upgraded to the paramedic level and two additional full-time staff were added in 2020. The Fire Department currently has an authorized staff of 60 personnel of which five are full-time employees. Current staffing is 45 employees, but management tries to keep staffing levels at 50.

The Fire Department operates out of a single station and is equipped with two ambulances, two engine companies, one ladder truck (combination engine and ladder), two tenders (water tanker trucks), an equipment truck a brush fire truck and several staff support vehicles.

DEMOGRAPHIC TRENDS

The Village of Jackson is located just north of Milwaukee and south of West Bend, at the intersection of US Highway 45 (USH 45) and Wisconsin State Highway 60 (STH 60) in western Washington County. The community of Jackson officially became a village in 1912 and had a relatively stable population of between three to five hundred people until the 1970s when a period of growth began, which continues today. Between 1970 and 1975, the population more than tripled from 561 to 1,895. In the 1980s to 1990s the Village continued to grow, adding new industries and commercial properties. This led to a border agreement with the Town of Jackson, fixing the Village's maximum potential boundaries. The Wisconsin Department of Administration's final population estimate for the Village in January 2021 is 8,001. This is a 18.48% growth over the 2010 population of 6,753. The Village covers 3.07 square miles and has a population density of 2,200 people per square mile which places it in the suburban category.

The Town of Jackson was incorporated January 21, 1846, and surrounds the Village of Jackson on three sides. The Town of Jackson is largely agricultural with residential areas and subdivisions scattered throughout. The Jackson Marsh Wildlife Refuge containing approximately 2,400 acres of land is in the Town. The current population of the Town is 4,715 and it covers 34.4 square miles. The population density is 137 people per square mile which places it in the rural category.



The Town of Polk lies on the western edge of the fire service area and the western edge of Washington County. The Town is a mix of forest and agricultural land with scattered subdivisions and unincorporated communities. The Town covers 32.2 square miles and has a population of 4,170 of which approximately half lies in the service area of the Jackson Fire Department. The population density is 130 people per square mile which places it in the rural category.

The data listed in Table 1 (below) was obtained from the Wisconsin Department of Administration.

Table 1

Population History and Future Projections for Jackson Fire Department Service Area

Municipality	2010 Census	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Village of Jackson	6,753	7,740	8,435	9,085	9,485	9,710
Town of Jackson	4,134	4,715	5,075	5,395	5,575	5,655
Town of Polk*	993	1,042	1,082	1,114	1,115	1,099
Total Population	11,880	13,497	14,592	15,594	16,175	16,464

*The Jackson Fire Department provides service to the Town of Polk, so 25 % of the population and estimates is listed in this table. The service area experienced a 13% growth in the last 10 years and is estimated to grow by an additional 21% through 2040.

FIRE DEPARTMENT REVIEW

The Fire Department was reviewed in the following areas: service type, organization, personnel, apparatus, and training. This examination is best done by using performance measures established by national rating organizations. The first source are the standards and research material produced by the National Fire Protection Association (NFPA), an independent agency that develops model codes and standards for the fire service. This agency also conducts research and publishes the data. The other benchmark data used is from the Insurance Service Office



("ISO"), also a national rating organization. Fire departments are evaluated routinely by the ISO which, in turn, provides information to insurance companies to use in setting fire insurance rates. This rating system is known as the Public Protection Classification Program and the ratings range from Class 1, which is the best possible score to Class 10 which is essentially no fire protection. This evaluation is broken down into three areas: Emergency Communication 10% (911 system and radios), Fire Department 50% (all fire department operations including training) and Water Supply 40% (Municipal Water System).

The Fire Department was also audited for compliance with Wisconsin Department of Safety and Professional Services, Administrative Rule 330 (SPS 330) Fire Department Safety and Health and Wisconsin Department of Safety and Professional Services, Administrative Rule 314 (SPS 314) Fire Prevention. The SPS 330 audit is provided as a separate document in Appendix B as it is very detailed but is referenced in the Department Review section.

The Service Area has a split ISO rating with one rating covering the Village of Jackson, the second being the towns. The latest evaluation was completed in September of 2020. The area in the Village received a rating of 3, which is outstanding for a community protected by a primarily Paid on Call department. The towns received a rating of 5/10, which means those areas within 5 road miles of the station are rated as a 5 and the properties beyond that a 10 rating. It should be noted that a 5 rating is the best score possible in areas not covered by a municipal water system. The water system portion of the rating, which is valued at 40% of the overall rating, is the only difference in the municipalities. The ratings on the Fire Department itself and the communication system are the same for both communities.

PERSONNEL AND ORGANIZATION

As previously stated, the Jackson Fire Department is a combination department with five full-time employees, with an authorization of up to 60 members. The Fire Department was all POC/volunteer until 1996, when the first full-time position was added to help cover daytime calls and provide inspection and station duties. This position no longer exists as it was originally designed. In 2000 a full-time fire marshal (fire inspector) position was added as well as a full-time chief bringing the



number of full-time positions to two. The remainder of the Fire Department's members were POC. In 2019, the Fire Department upgraded to paramedic level service and three full-time paramedic firefighter positions were subsequently added. This brought the total of full-time departmental employees to five. The Fire Department had also undergone a reorganization at the time. The current organizational structure of the full-time personnel and their work schedules is set forth in the following three paragraphs below. Additional detail is contained in Appendix A.

The Fire Chief is the chief administrative officer of the Fire Department and generally works Monday through Friday, 8 a.m. to 5 p.m. In addition to administering the Fire Department, the Fire Chief scheduling full-time and part-time employees, responds to emergencies during the assigned business week as well as from home in off hours (nights and weekends). The Fire Chief also fills in for the second position on the ambulance (paramedic) when needed.

The Captain of Training position also works a "base schedule" of Monday through Friday, 8 a.m. to 5 p.m. The Training Captain is responsible for developing and delivering training of all Fire Department members, overseeing inspections, maintenance, day staff personnel, and assisting the Fire Chief with administrative duties. In addition, the Training Captain also responds to all first out EMS emergency calls and is the officer on the first out engine.

The Fire Department has three full-time firefighter paramedic positions that work a 56 hour per-week schedule of 48 hours on duty followed by 96 hours off duty. The primary assignment of these positions is emergency response as a paramedic firefighter. They also, carry out the required fire inspections, maintain the fire station and apparatus and assist with training.

There are six part-time paramedic firefighter positions authorized for the Fire Department. These positions are utilized to fill a Monday through Friday, 6 a.m. to 6 p.m. time slot, as the second member on the ambulance. When these positions are not filled with part-time staff, which happens frequently, the Fire Chief or Training Captain cover this time slot and position.



The remaining positions of the Fire Department are in the POC portion of the roster. The Fire Department is divided into three shifts, or Battalions, with a POC Battalion Chief who reports directly to the Fire Chief and provides administrative supervision of the shift and serves as the incident commander on duty (from home) on a rotating basis of nights and weekends. Reporting to the Battalion Chief on each shift and providing supervision to a fire company (Driver/Motor Pump Operator and firefighting crew on an engine or ladder truck) is one Captain and one Lieutenant. Currently, the Lieutenant position is filled in only one of the three shifts. Each shift also has up to two designated Motor Pump Operators (MPOs) who have the responsibility of driving and operating the fire apparatus. These positions are sometimes filled by firefighters that meet the training requirements for the position. The shift also has up to seven POC Firefighter (“FF”) Emergency Medical Technicians (“EMTs”). POC EMT personnel have assigned time slots. Two are on call during weeknights from 6:00 p.m. to 6:00 a.m. and 24 hours a day on Saturday and Sunday. While on on-call duty during these hours, they respond with the ambulance along with the full-time Firefighter Paramedic (who responds from the station during these hours, alone in a staff vehicle). POC EMTs will also respond to the station when a second ambulance is needed for medical calls. POC personnel are allowed and sometimes do stay at the station during their assigned duty time as the facility has ample and adequate accommodations for them to do so. Each shift also has active reserve personnel. These are tenured members of the Fire Department that can no longer participate in structural firefighting but provide support services and logistics for emergency response and participate in other Fire Department activities.

When fire calls are received, a page for all POC personnel is sent, regardless of time of day or day of the week. The needed apparatus is sent depending on the incident type, with the full-time personnel responding and the balance comprised of POC personnel.

Staffing and Personnel Comparison Data

Regarding overall staffing, the Fire Department compares favorably with similarly organized departments. The latest NFPA survey (December 2021) shows that in the Midwest region, the median number of volunteer/POC firefighters per 1,000 population is 1.15. Jackson is at 3.1 per 1,000 population. While this is a favorable



benchmark, the statistic from the survey needs to be put into perspective as it is somewhat skewed by departments in this population range that also employ career personnel. The average number of career personnel is 7.7 full-time in the 10,000 to 24,999 population range. Table 2 (below) illustrates that of fire departments that protect similar populations, only 12% are volunteer/POC and those are most likely at the lower end of the population range. Career staff are more prevalent at the high end of the population range.

Table 2
Median Number of Volunteer/Paid on Call Firefighters Per 1000 Population (NFPA 2021 Survey)

Population	All Career	Mostly Career	Mostly Volunteer	All Volunteer
10,000-24,999	26%	29%	33%	12%
5,000-9,999	9%	12%	41%	39%

The overall number of personnel on the Jackson Fire Department is very good considering the size of the community and demographics. The Fire Department and community should be commended for maintaining the number of Paid on Call volunteers that it has. Many communities, both large and small, struggle with staffing volunteer and POC departments. Recruitment and retention of Paid on Call and volunteer firefighters is a concern across the nation and Wisconsin. The current makeup of the Fire Department in terms of years of service is listed in Table 3 below.



Table 3
Jackson Member Longevity

Range	Years	Percentage
Less than 1 Year	2	4.5%
1 to 5 years	19	43%
6- 10 Years	6	13.6%
11-15 Years	4	9%
16-25 Years	5	11.3%
Over 25 Years	8	18%
Total	44	100%

Table 4 (below) can be used to compare and benchmark the Fire Department's member tenure to that of the rest of the country based on the latest NFPA survey which was conducted in 2019. It also illustrates the rapid changes occurring in recruitment and retention of Paid on Call personnel. The Jackson Fire Department appears to be doing well on recruitment of personnel as 47.5% of members have five or fewer years of service on the Fire Department. Recruitment of POC and part-time members is proving difficult in many departments in the state, with some at a crisis level. Fortunately, this is not the case in Jackson for POC personnel, but difficulties recruiting part-time personnel and their availability are issues.

Fire Department members identified recruitment as a challenge in the future. Some suggestions were to recruit more actively in the high schools, maintain a larger presence on Facebook and attend recruitment seminars at technical colleges. Many members were happy with the work the recruitment committee does and everyone stated that the fire station and incumbent members were the best recruitment factors for the Fire Department. The data, however, also shows the loss of tenured members in the past ten years and highlights a serious issue facing many volunteer/POC departments across the country, namely the drop off in retention of personnel after the five-year mark.



Table 4
Volunteer Firefighters by Tenure Period (2021 NFPA Survey)

Tenure Active	Percentage
One Year	9%
1-5 Years	27%
6-10 Years	22%
Over 10 Years	42%

Given the difficulty in filling the part time firefighter/paramedic time slots on weekdays from 6:00 a.m. to 6:00 p.m., PAA recommends that this time slot/position be primarily filled by an additional full-time position. To begin with this position could be 48 hours per week; four twelve-hour shifts and the remaining 12-hour shift filled by a part-time position. There would be additional cost in implementing this recommendation, but it would be significantly less than the full cost of an additional employee as the position is currently being filled/covered by part-time personnel. The additional cost would be primarily due to the provision of benefits and a slight increase in the rate of hourly pay. This would also relieve the Fire Chief and Training Captain from having to fill this position as often as they do. They would likely still be needed to fill in for vacancies that occur occasionally due to scheduling difficulties or paid leave time. This recommendation, however, would significantly reduce the need for the Fire Chief and Training Captain to fill-in and would allow them to focus on their primary duties. PAA further recommends that the full-time position be added within the next year. From the standpoint of budgeting, the process of recruiting and on-boarding would most likely take until the start of second quarter of 2023 to complete, so including 75% of the total cost of this position in next year's operating budget should be considered. This would also coincide with a reduction in the part- time personnel budget

Based upon our review of the organizational chart, job descriptions and responsibilities, as well interviews with members, we offer the following additional recommendations for improvement.

The first recommendation pertains the position of Training Captain. Besides carrying out the training program for the Fire Department, this position fills many



additional roles. In actual practice this position resembles that of an Assistant or Deputy Fire Chief. In the absence of the Fire Chief, short or long term, the Training Captain is, by default, the ranking officer available during normal business hours. As such, the position is charged with the responsibilities normally vested in the Fire Chief. The Training Captain is also the first report for the full-time and part-time personnel, POC night and weekend ambulance staff and is responsible for their scheduling. These duties effectively place the Training Captain in the role of management's representative for human resource issues. Our recommendation is that this position be reclassified as a management position with the title of Assistant Chief, which would also make it exempt from Fair Labor Standards Act (FLSA) overtime provisions.

In summary, justifications for the Assistant Chief position include:

- Defined second-in-command
- Potential successor for chief position
- Ability to assume some current chief-level responsibilities
- Provides leadership to three Battalion Chief positions
- Chief's out-of-office backup
- Additional chief officer for emergency situations

At the lower level of supervision of the organizational chart is the Lieutenant position, which, along with Captains, are the direct supervisory positions for a fire company. The general rules of Incident Command state that the span of control of an officer in an emergency incident should be in the range of three and no more than seven positions. In incidents of greater risk, the lower end of three is preferred for the sake of safety, accountability, and communication. Currently, only one of the Lieutenant positions is filled by a POC member. Another consideration with this position is ensuring that all incidents have an adequate number of company officers responding to provide direct supervision for the potential number of companies that could be deployed by the Fire Department. Potentially, two engine companies, one ladder company and a rescue company could be deployed. In the event of a rural fire an additional officer would be required to supervise the water tender (tanker) shuttle operation. Therefore, in addition to the Incident Commander, an additional four to five officers are needed for proper and safe supervision and communication. To meet this need, we recommend that the current Firefighter Paramedic positions on each shift should be reclassified as Lieutenant Paramedics.



We also reviewed the responsibilities and actual duties of the full-time paramedics. In addition to their primary assignment of emergency response as a paramedic, they are often the only position on duty in the station and by default are placed in a front-line decision-making position for general Fire Department issues. They are also charged with carrying out fire inspections, a responsibility often assigned to an officer. Considering these duties and our belief in the need for more depth and availability of an adequate number of company officers, we recommend that these positions should be recreated as Lieutenant Paramedics.

Organizational Chart and Staffing Explanation

The Village of Jackson Fire Department should continue to operate as a combination fire department. Based on PAA's extensive and customized study, this is the most cost effective and efficient staffing model. The existing model has five full-time positions. The new model has six full-time positions. The most notable increase is the addition of one new full-time Firefighter/Paramedic position. This will immediately correct current staffing difficulties. The new organizational structure, including the additional position, will allow for easier future expansion as population and building growth increase. Because this additional position is a firefighter/paramedic, it also means that the highest level of medical response will be provided in the shortest time possible, in the most cost-efficient manner.

The reorganization includes the additional full-time Firefighter/Paramedic position in conjunction with the reclassification of one full-time Captain position to full-time Assistant Chief and three firefighter/paramedic positions to full-time Lieutenant/Paramedic positions. Across the board salary increases for all positions are also recommended to bring existing positions into competitive market ranges. The positions' reclassification and salary adjustments will create promotional avenues for existing members and increase member hiring and retention. Both are very important for the stability and longevity of a combination department in today's competitive fire service. These recommendations are based on research, member surveys, citizen surveys, department member interviews, Village and Town leadership interviews, and position studies focusing on the current duties, responsibilities, and percentage of time spent completing the duties. The position study and personal interviews analysis indicate the full-time Training Captain is performing the duties of an Assistant Chief and full-time Firefighters performing the duties of a Lieutenant.



The Village of Jackson caps the Fire Department's staffing allotment is at a maximum of 60 members. Current staffing stands at 46 members and the proposed reorganized structure shows 44 members. It is important to note that this number is fluid and changes constantly as new part time or POCs are added and deleted. The decrease of two positions comes from the reassignment of the three full time Firefighter/Paramedics to Lieutenants/Paramedics and only one Full Time Paramedic Firefighter, working a 48 hours per week, replacing those three Full Time Firefighters. All other positions remain the same and are essential to the efficient operation of the Jackson Fire Department.

The previous and new Jackson Fire Department organizational charts show three 24-hour shifts. Please note that the new full-time Firefighter/Paramedic is working a 48-hour week and not a 24-Hour shift. The flexibility and efficiency of this schedule allows this person to work and respond daytime hours Monday through Friday when open staffing positions are difficult to fill, freeing up the Chief and Training Captain.

Personnel and Organization Recommendations:

- 1. Based on research and data, PAA recommends the following Fire Department organizational structure (set forth in detail in Appendix B) to include:**
 - (1) Chief (Full Time)**
 - (1) Assistant Chief (Full Time)**
 - (3) Battalion Chiefs (Paid on Call)**
 - (3) Captains (Paid on Call)**
 - (3) Paramedic Lieutenants (Full Time)**
 - (6) Motor Pump Operators (Paid on Call)**

Part-time, POCs, and Active reserve will remain the same.

This will require that a Jackson Fire Department member move into the Full Time Assistant Chief position while another member will assume the third Paid on Call Battalion Chief position vacated by the Full Time Captain of Training.



The net short term change will result in a staff reduction of two positions (46 to 44). Three full-time Fire fighter/Paramedics would transition to the three newly-created full-time Lieutenant Paramedic positions.

- 2. Add one additional full-time Firefighter/Paramedic position to cover four of the five 12-hour time slots currently covered by part-time personnel on weekdays. The additional full-time Firefighter Paramedic position would work a Monday through Friday 48-hour week and be available during high volume, minimum staffing time periods.**
- 3. Fill the vacant Lieutenant positions.**
- 4. Transition the current full-time Firefighter/Paramedic positions to Paramedic Lieutenant positions to always ensure a supervisory person on duty in the station.**

Structure

Based on research, data, experience, and education PAA is recommending a department restructuring to include one Chief, one Assistant Chief (AC), three Battalion Chiefs (BC), three Captains, three full time Paramedic Lieutenants (FT L/P), and six Motor Pump Operators (MPO). (Part Time, POCs and Active reserve will remain the same). The Training Captain position will move into the AC position and a LT will take the third BC position vacated by the training captain.

The net short term change will result in a staff reduction of two positions (46 to 44). Three FT FF/P transitioning to the three newly created FT L/P positions and the addition of (+1) FT FF/P position, this position will work a Monday through Friday 40-hour week and be available during high volume, minimum staffing time periods.

Reasons for AC position:

- Clear second in command
- Chief's backup for vacation, sick leave, seminars, conferences, and education
- Future successor to Chief
- Ability to delegate more tasks downward
- Avenue for promotion from LT, CAPT, and BC
- Direct report for three BCs



Mentored by Chief
Another high-level commander for emergency situations

RECOMMENDATIONS:

1. Create the position of full-time Lieutenant Paramedic and eliminate two of the three firefighter paramedic positions.
2. Create and staff the position of Assistant Fire Chief
3. Add one full-time Firefighter Paramedic position to the table of organization

EQUIPMENT AND VEHICLES

PAA next reviewed the apparatus fleet of the Fire Department. Our conclusion is that it is adequate and reasonably sized for the complexity and size of the community it serves. The vehicles are well maintained and equipped with the necessary hose and equipment for the needs and risks of the community. Apparatus and equipment are checked at the required intervals specified by state regulations. The age of the fleet is within industry recommended standards, except for one water tender (#1290). That vehicle, however, has been well maintained and is in very serviceable condition. The standard and industry practice for fire apparatus is a 20-year service life depending on call volume, use and maintenance. Ambulances are on a 12 -year replacement cycle which, with the current call volume, is an adequate replacement schedule. One staff vehicle, #1285, is used regularly by the on-duty paramedic for night and weekend emergency response and may need to be on a more aggressive replacement schedule. Table 5 below outlines detail on the fleet of apparatus.

Table 5
Current Fleet of Jackson Fire Department Apparatus

Company Number	Year	Apparatus Type	Estimated Replacement Date
1250 Ambulance	2015	Ambulance	2027
1251 Ambulance	2010	Ambulance	2022



1270 Quint	2019	Ladder/Engine (Quint)	2044
1260 Engine	2008	Engine	2028
1261 Engine	2005	Engine	2025
1290 Tender	1992	Water Tender	2017
1291 Tender	2011	Water Tender	2030
1285 Utility	2008	Equipment Truck	2033
1282 Grass	2010	Grass/Brush Fire	2030
1281 Chief	2012	SUV	2027
1283 Admin	2015	Pick up	2035
1280 Command	2022	SUV	2030

Table 6 (below) is the most recent fire department profile survey conducted by the National Fire Protection Association (NFPA) and is presented for comparison purposes. We selected data from two population ranges like JFD, which is near the lower threshold of its comparative data range.

Table 6
National Profile of Equipment (2019 NFPA Survey)

Pumpers per Department

Population	1	2	3 to 4	5 or More
10,000-24,999	6%	23%	46%	10%
5,000-9,999	14%	45%	36%	3%



Aerials per Department

Population	0	1	2	3-4	5 or More
10,000-24,999	36%	52%	12%	0%	0%
5,000-9,999	73%	26%	1%	0%	0%

Other Vehicles per Department

Population	0	1	2	3-4	5 or More
10,000-24,999	24%	23%	20%	21%	12%
5,000-9,999	17%	23%	25%	26%	10%

The Jackson Fire Department's current fleet is comparable to departments of similar size throughout the country. The "other vehicle" category is for apparatus such as water tenders and equipment/rescue vehicles and, as can be seen by the table, varies greatly. This is because these are more of a specialty vehicle category and dependent on factors such as the need to cover a rural area without a hydrant water supply system.

The Jackson Fire Department received maximum credit for engines, pump capacity and ladder service according to its last ISO review, which is also a notable benchmark indicating an adequately sized fleet. One area of deficiency noted by ISO is the lack of a reserve engine, which we also noted in our review. PAA's recommendation is that when the next tender is replaced, it be replaced with a combination pumper tender. This will give the Department a backup engine, more versatility for rural response and additional ISO credit for the next evaluation.

Benchmark data for the number of ambulances is not as readily available. Based on the current call volume of the Department one front line ambulance and one back up unit is adequate and very comparable to most services of this size and call



volume. One of the most important functions of the second ambulance is to ensure no loss in service when the front-line unit is down for maintenance and repair. It also serves a second unit when needed for back-to-back calls and when more than one ambulance is needed such as in response to multi-vehicle car accidents.

Recommendation:

- 1. When the next tender apparatus needs to be replaced, replace it with a combination pumper/tender, engine, and water tanker apparatus.**

LEVEL OF SERVICE

The first area reviewed in this section is the type and number of calls for service and location of these calls by municipality. The first table in this section contains the total number of calls by year since 2010. The call data is broken down by Fire and EMS and the population protected in the given year. Each data section, starting in 2011, also shows the percentage increase/decrease from the previous year. The data is broken down not only into the type of call, but the type of call experienced in each municipality covered by the district.

Table 7
Jackson Fire Department-Calls for Service (2010 through 2021)

Year	Fire	% Increase	EMS	% Increase	Total	% Increase	Population	% Increase
2010	119	N/A	416	N/A	535	N/A	11317	
2011	88	-26%	453	9%	541	1%	11871	5%
2012	109	24%	416	-8%	525	-3%	11966	1%
2013	93	-15%	454	9%	547	4%	12017	0%
2014	109	17%	497	9%	606	11%	12119	1%
2015	134	23%	543	9%	677	12%	12185	1%
2016	138	3%	532	-2%	670	-1%	12185	0%
2017	170	23%	605	14%	775	16%	12279	1%
2018	190	12%	636	5%	826	7%	12403	1%
2019	190	0%	689	8%	879	6%	12478	1%
2020	181	-5%	804	17%	985	12%	12752	2%
2021	218	20%	923	15%	1141	16%	12773	0%



Looking back to the year 2000 when the first full-time Fire Chief was hired, the total call volume was 395 (285 EMS and 110 fire calls). The Village's population at that time was 4,938 (a total population increase of 62%). Call volume/demand for service has grown by more than triple the population, however, increasing by over 188% since 2000. This demand has been the primary driver, beginning as far back as 1992, to add paid staff to the Fire Department.

We also looked at the specific types of calls that the Jackson Fire Department responds to for any trends. As is the case in nearly all communities, EMS calls make up the bulk of the service demand. Fire call demand has not grown as significantly as EMS. In fact, across the U.S., structure fires have decreased approximately 50% from 1980 through 2018. This trend has helped buffer the growth in demand for services as the Fire Department's Service Area has grown. Opposite demand patterns are occurring in EMS, however. Demographic changes, such as the aging population have created more demand per capita, as has a general increase in the reliance of EMS in the overall medical care system. This trend is supported by our review of EMS revenues which show a significant shift in the percentage of Medicare patients (22% increase since 2017) and a decrease (11%) in those with commercial health insurance. This topic is reviewed further in the EMS Operation section. The data for specific types of calls for fire and EMS are shown in Tables 9 and 10.

Table 8
Jackson Fire Department EMS Calls by General Patient Disposition

Year	Treat and Transport	%	Treat and Release	%	Refused Released	%	Other	Total
2018	476	70.4	115	17	50	7.38	35	676
2019	502	69.5	98	12.4	61	8.3	72	733
2220	538	64.4	164	18.6	53	6.35	80	835
2021	622	64.3	202	20.9	62	6.4	81	967



Table 9
Jackson Fire Department Calls by Incident Type

Call Type	2018	2019	2020	2021
Fire:				
Building Fire	22	27	32	41
Cooking Fire	2	1	2	3
Vehicle Fire	8	7	12	13
Outdoor Fire	13	15	14	14
Rescue:				
Vehicle Accident	37	36	27	39
Assist EMS	1			2
Rescue Other	1	2	4	6
Hazardous Condition:				
CO Alarm	13	31	11	10
Gas Leak	6	6		1
Wire Down		2	5	7
Haz Mat Spill/Leak	3	4	9	15
False Alarms:				
Alarm, no fire,	45	23	41	32
Sprinkler malfunction	3	5	2	2
Smoke Scare	2	18	14	13
Service Call:				.
Cancelled In Route	16	13		16
Misc. Service Call	18	3	4	8
Total Calls	190	190	180	219



Table 10
Call Type and Location by Municipality

Year	Village of Jackson	%	Town of Jackson	%	Town of Polk	%	Total
2018	774	88%	59	6%	47	5%	880
2019	842	80%	143	14%	62	6%	1047
2020	686	71%	173	18%	110	11%	969
2021	969	77%	194	33%	96	8%	1259
2022							
7-1	467	80%	76	13%	40	7%	583

Calls were sorted by municipality to display the areas of demand. It needs to be noted that this exercise was performed manually, with some difficulty, due to the way data is transferred from the Washington County 911 system. This was the first of several areas we found limited by the current 911 system, which is not the fault of the Jackson Fire Department. The current 911 system, and the data collected by it, is very limited due to 911 center staffing and limited computer aided dispatch (“CAD”) software which requires many manual data entries. With that said, we are comfortable that Table 11 fairly presents the call distribution in the Jackson Fire Department Service Area. As would be expected, the Village, which is the most developed and populated area, has the greatest demand for service

Response time is often used as a key performance measure of a fire department. Response time has two major components, both of which were reviewed by PAA. The first component is the time from when the Fire Department is dispatched to the time when a unit is enroute. This is known as turnout time. The second component is travel time. This is the time it takes to travel from the station to the incident scene. These two components along with the time it takes to process the call for service at the 911 center, comprise what a citizen understands to be the response time or total response time. The data in the tables below are presented in “fractals” versus averages. Fractals are more performance specific and present a better measurement for expectation versus averages or medians, showing that half of the data is above or below the number presented.

Turnout time, when looking at a POC department is a very important performance measure. This can vary by time of day and day of week depending on the availability of POC staff. Unfortunately, again due to the 911 system limitations we have



limited data to use for this analysis. Additional manual analysis was done on a smaller data sample from August of 2021 through December of 2021 to show the differences in turnout time by time of day and day of week, this is shown in table 12. Table 13 shows the overall turnout times and travel times for all calls regardless of call type or time of day/day of week.

Table 11
Detailed Jackson Fire Department EMS Response Times

Time of day	Average Time of Call to unit Enroute	Average Enroute to On Scene	Average Paramedic Enroute	Average Ambulance Enroute
Weekday	N/A ¹	N/A ¹	N/A ¹	0:01:31
Weeknight	0:05:04	0:05:10	0:02:26	0:05:49
Weekend	0:04:28	0:05:24	0:01:56	0:05:30
Weekday, holiday	Insufficient data ²			
Weeknight, holiday				
Weekend, holiday				

Table 12
Overall Response Times All Calls

Year	Time of call to unit enroute (90% fractal)	Median	Enroute to On Scene 90% Fractal	Median
2017	8.83 minutes	4.13	6	3
2018	8 minutes	3	7	3
2019	7.72 minutes	4	7	3
2020	7.71 minutes	2.93	6.49	2.82
2021	7.4 minutes	2	6.08	3
2022	7.16 minutes	2	5.69	2.85

(See the maps in Appendix F for additional information)

¹ Weekday: Station is fully staffed 0600-1800, therefore there is no separate paramedic response in med unit from ambulance crew.

² Holiday data was analyzed and considered; however less than 5 calls were noted for each category (weekday, weeknight and weekend), therefore there are sufficient data points to draw accurate trends.



These tables show several important facts and trends regarding turnout time. When the ambulance, or in fact any unit that is staffed in the station, the turnout is less than two minutes. During weekdays from 6:00 a.m. to 6:00 p.m. an ambulance staffed with two firefighter paramedics can be on scene in less than 8 minutes, 90% of the time. This is an excellent performance benchmark. On evenings and weekends, this response time holds true for EMS calls in terms of getting at least one person on scene. On nights and weekends, the single on-duty member responds in a utility vehicle with Advanced Life Support (“ALS”) equipment. This is done to get life saving measures to the patient as quickly as possible. The time for an ambulance to arrive on-scene adds an additional five minutes as the turnout time from the station for POC personnel is at slightly over the 7 minutes 90% fractal.

In addition to call volume, the amount of time spent on calls is an important consideration in all departments, but especially for on-call/volunteer departments. This performance measure also is as value in determining availability of units and workload, which should be monitored to determine when additional units may need to be staffed. This measure is called Unit Hour Utilization or UHU. UHU is determined by dividing the number of a hours a unit is utilized on calls in this case the ambulance, so it includes time to the scene, on scene, time to the hospital and time to return to service at the hospital. Over the evaluated period, the median time on calls was 48 minutes or 0.8 hours. Table 13 shows the unit hour utilization for EMS calls over the last five years. A unit hour utilization of less than .1 indicates a unit is available for calls 90% of the time, a unit hour utilization of .2 is considered a maximum unit hour utilization in larger systems.

Table 13
Unit Hour Utilization

Year	Total	Median Time on Calls (In hours)	Annual Unit Hours	Unit Hour Utilization
2018	676	0.8	8760	0.062
2019	733	0.8	8760	0.067
2020	835	0.8	8760	0.076
2021	967	0.8	8760	0.088



Fire calls had average time per call of approximately 30 minutes. While fire calls do not generate enough volume to evaluate a statistically significant unit hour utilization, it is a significant measure regarding impact on Paid on Call staff time commitment. Time on the call does not account for the additional time that is spent returning to the station and placing fire apparatus and equipment back into service. These activities can easily double the time commitment per call.

Table 14
Time on Fire Calls

Year	Time in minutes	Calls	Avg. Time on Calls/week min.	Avg. time Commitment/week/hours
2018	33	190	120.5769231	4.02
2019	29	190	105.9615385	3.53
2020	27	180	93.46153846	3.12
2021	26	219	109.5	3.65

Table 15
Jackson Fire Department Calls by Day of Week

Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
11.97%	15.65%	14.74%	14.42%	14.12%	14.82%	14.49%

There is little difference in call volume by day of the week (Table 15), but very obviously the daytime hours generate the greatest volume with just over two thirds (66.86%) of the calls for service occurring then. This reinforces the current staffing patterns of having the greatest in-station staffing during the time when call volume is the highest. Another key performance indicator reviewed is the number of personnel that turn out per incident. The data shows that the Fire Department meets the benchmark standard for a mostly volunteer/POC department. NFPA 1710 is only concerned with the number of personnel responding to structure fires.

Level of Service: Fire

For structure fires, the 10-minute total response time is a benchmark performance measure in the national NFPA 1720 Standard for the Organization and Deployment



of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments. This standard is based on having 10 personnel on scene with a travel time of 10 minutes or less, 80% of the time for suburban areas and 14 minutes 80% of the time for rural areas. Unfortunately, the current system does not track beyond the first arriving unit for fires. Therefore, we can only measure the Department's ability to get one unit on scene; not necessarily the desired force. There are, however, some conclusions we can draw from the data we currently have to work with.

The standard operating guideline for the Jackson Fire Department is that the first-out engine responds when four personnel are assembled; therefore, based on the data we have, we can conclude that on fire calls at least four personnel on scene in approximately 13 minutes occurs 90% of the time. This meets the rural area benchmark of NFPA 1720. When it comes to areas in the Village that are under the suburban benchmark, we are unable break that information out from the available data. We can assume travel time to a scene in the Village is significantly less than 6 minutes. In fact, our response time modeling using Geographic Information System software (GIS) shows that the areas within the Village are within a travel time of five minutes or less. Within the Village it can be assumed that the 80% fractal in response time is close being met by at least one unit. Based on interviews and no supporting data, estimates are as high 11 minutes to achieve a somewhat full turnout for fire calls.

When reading and reviewing the following response time data, we also provide the following information for your consideration. NFPA 1720 response times are based on responses to structure fires, as they would present the highest level of urgency and response. The tables show response data for all calls, some of which may safely be responded to in a non-emergent manner, such as smoke alarm malfunctions or carbon monoxide alarms with no report of persons feeling ill.

It should be noted that the accuracy of this data may vary by at least seconds, because it is reliant on a dispatcher manually entering the data. Most systems today, to obtain reliable data, utilize Mobile Data Computers (MDC's) that automatically log response times in the 911 Computer Aided Dispatch (CAD) system log. MDCs are laptop computers located in emergency response apparatus. Since these systems are a component of the entire 911 system that is shared by



Washington County, the Jackson Fire Department is somewhat limited. When the next opportunity arises to upgrade the County 911 system, the Village and Jackson Fire Department should strongly advocate for inclusion of this equipment.

As stated above, we completed a more analytic view of the travel time portion of response time using GIS to model travel distances and travel times. It should also be noted that the GIS system only follows existing roads and not “area coverages,” so additional road development could show additional coverage of some areas. These maps can be found in Appendix F. Map 1 shows the response time estimates for five-minute travel times for the suburban area and Map 2, the 14-minute travel times for the rural area. This is calculated using an industry standard response time formula that was developed by the Rand Corporation and is proven to be quite accurate. The service area of the Fire Department was well within the response time goals of the current station for travel times from both perspectives.

Maps 3 and 4 show response travel distance. The Insurance Service Office (ISO) uses a travel time distance of 1.5 miles to receive maximum credit for “distribution of engine companies” in areas served by a municipal water system. It is important to note that while this distance coverage would receive a 100% score, a percentage of coverage score would still receive some credit for areas more than this distance. ISO also only credits for department coverage in the rating to properties located within 5 road miles of a fire station. The Village is adequately covered in the first distance which is the suburban area covered by a municipal water system. The Villages favorable ISO rating of three obviously reflects this. A rating of three is remarkable for a combination department. As can be seen by the map, most of the property within the City limits and the developed areas in townships are covered within the 5-mile travel distance.

Table 16 shows the average number of personnel responding to all fire incidents and then more specifically to structure fires and mutual aid structure fires. The primary reason for doing this is that structure fires present the greatest demand for personnel on scene.



Table 16
Jackson Fire Department Average Personnel on Fire Calls

All Fire calls	Structure Fires in Response Area	Structure Fires Mutual Aid
5.32	12	7

The “All-Fire Calls” number is lower as this includes calls for such issues as carbon monoxide alarms or other single fire company responses and is based on the actual responders on scene when more may have “showed up” at the station but were not sent to the scene. Regarding structure fires, all available personnel that arrive at the station are sent to the scene. Mutual Aid calls for structure fires have a lower number because of the lower number of lesser number of units that are sent, usually two (one engine and one ladder truck).

While the number of personnel responding to structure fires meets the minimum benchmark of 10 minutes for suburban areas and 6 minutes for rural areas, the complete benchmark is for the number of desired personnel to be assembled on scene within the total response time benchmarks. This data is not currently tracked, but may become trackable, if the Fire Department installs MDCs in its vehicles and enters personnel responding on each specific unit into future fire reports. The total number of personnel responding should be one of the performance measures tracked and reported by the Fire Department. The last ISO evaluation recognized 0.50 on-duty personnel and an average of 17.00 on-call personnel responding on first alarm structure fires. This is based on the roster not the actual response as set forth on Table 16. The ISO credits on-call personnel differently than personnel staffed in the station, essentially counting them at one third of the credit awarded to 24-hour station personnel. This reduction in points is made, according to the ISO, to reflect the time of personnel responding to the station and to assemble as a team due to varying arrival times at the station. This number could be enhanced by mutual aid companies if they are automatically dispatched on the initial call out of the Fire Department. Calling for additional resources through the MABAS system is a good practice that the Jackson Fire Department currently does, however, the ISO does not count it into the initial response force unless it is automatic aid.



Calls for mutual aid were also reviewed and for simplification, a four-year review with the first and last year are shown to evidence the trend. The Jackson Fire Departments is a net provider of mutual as are most fire departments, meaning they give mutual aid more than they receive. This is a positive measure or sign as a higher “received” than “given” balance would indicate a department having issues meeting its own response area needs. Some may question this, however because it appears the department is providing more assistance than it receives. Just from a “mutual standpoint”, if a fire department provides aid to five neighboring departments, and each has the same demand or need for aid, the aid given would be five times greater than the mutual aid received, so from the standpoints of individual neighboring departments, the aid is truly mutual or balanced. Increasing call volume of mutual aid can be seen which is indicative of call volume increasing for all departments in the area. The second trend that is revealed is that more departments are relying on mutual aid with increased frequency due to limited availability of staff in meeting the overall increase in call volumes. Since most of the Jackson Fire Department’s mutual aid neighbors are a combination of POC departments this trend is not surprising. The available mutual aid data is listed in Table 17 below.

The Department should continuously monitor mutual aid demand to determine if and when the Fire Department is providing appreciably more mutual aid assistance to its neighboring departments than it is receiving. This could be addressed in discussions with surrounding communities and departments that could entail some compensation for mutual aid if certain unbalanced service thresholds are met.

Table 17
Jackson Fire Department Mutual Aid Calls

Year	Mutual Aid Given	Mutual Aid Received
2018	22	4
2021	43	7

The Fire Department currently employs the practice of an all-call paging response for fire calls meaning that all personnel are paged, and if available, respond to every call. As call volume increases, this approach places more pressure on all-call staff.



With response turnout numbers and information gained in interviews, turnout to the station already is less for some types of calls. POC personnel, knowing a single company or two will respond, may choose not to respond if others will, and they may not arrive in time to “get on the first-out company.” This is a very common phenomenon we find with busier on call departments. To combat call fatigue of POCs and to control and ensure a proper response, we recommend creating call groups within the Fire Department. For incidents that require only one apparatus to respond, this call group would comprise the only personnel paged. Incidents such as CO calls, fire alarms/smoke detector activations, with no report of fire and Mutual Aid responses are examples. A guideline should be created to identify which incidents require only one vehicle to respond. This could also be used to ensure that there is minimum coverage on weekends and holidays within the Service Area. The Fire Department is already organized into battalions or groups and currently employs a software scheduling package that could be used to manage these response groups. This is already done on a limited basis for EMS calls and for Incident Commanders and officers.

Level of Service: Paid on Call Member Availability

PAA surveyed all Fire Department members asking the following question regarding their availability to respond to the station in a timely manner. “Listed below are the days of the week and time range (in military time example 0600 to 1800 6:00 a.m. to 6:00 p.m.) check when you are available for response to the station (travel time) in 6 minutes or less (Note: only check boxes that you are available for 80% or more during the time range).”

The results of this question in the survey are listed in Table 18.

Table 18
Jackson Fire Department Member Availability Travel Time to Station

Weekday	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
6:00 am to 6:00 pm	11	7	5	5	5	7	12
6:00 pm to 6:00 am	13	14	13	11	12	13	14



Table 19
Number of Volunteer Firefighters on Duty per Population and Day of Week

Population Protected	Weekday Days	Weekday Nights	Weekend Days	Weekend Nights
10,000-25,000	6.7	11.6	10.3	12
5,000-9,999	6.9	12.6	11.5	14.1

Table 18 clearly shows that a limited number of Jackson Fire Department staff are available on weekdays from 6:00 a.m. to 6:00 p.m., which is very comparable to national averages shown on Table 19. On a positive note, when the questions were asked about members' commitment for emergency response, 90% reported it was within their expectations. The 10% that reported that it was above expectation, however, also reported that they can meet the demand. Regarding overall time commitment to the Fire Department, 75% reported that it was equal to or less than the time that they expected to commit. Of the 25% that reported that the time commitment was more than they expected only 10% of those respondents reported that it was difficult for them to meet the expectation. This data suggests a healthy work-life balance for 90% of the members that responded to the survey.

Of concern, however, is the fact that for varying reasons 35% of Fire Department members report some level of dissatisfaction. While a full climate survey was not conducted, and this was the single question posed on satisfaction with the Fire Department, some general conclusions can be drawn from the open-ended comment section of the survey as well as from interviews that were conducted with a cross section of the membership.

Level of Service: Emergency Medical Services

A review was conducted of the Fire Department's EMS Operational Plan ("Operational Plan") that is currently on file with the State of Wisconsin. The most recent update appears to have been made in September 2019. This submission amended the Operational Plan to provide for flexible paramedic staffing. Overall, PAA notes no significant issues in the filed Operational Plan. PAA recommends an annual review of the Operational Plan, however, to update any items that have changed from the previous year. Most of these updates would relate to changes in the following: Names of personnel, vehicles, job responsibilities related to quality assurance, infection control and training. Each of these issues may not



necessarily be critical, in and of themselves, but without a dedicated process to annually review the Operational Plan, information can become outdated and inaccurate over time. The annual review is also an opportunity to align the organization with the expectations of the Operational Plan. It is all too easy to stray from the Operational Plan, over time, as operations are altered to meet changing situations. Those changes, however, should be systematically vetted and reflected in the Operational Plan

The Operational Plan is a detailed representation of the operational actions of the Fire Department related to factors including, but not limited to staffing, training, capability, coverage expectations and response. Once approved, the organization is authorized to operate as an EMS system in accordance with the submitted plan. Plans are often submitted as “a best-case scenario.” The real measure of the plan is how well it is followed and how it functions in the real response environment.

Generally, every section of the Fire Department Operational Plan appears to be met. All specific requirements are in place and are being followed by the Fire Department. The Clinical Laboratory Improvement Amendment (CLIA) laboratory waiver on file is expired, but we are assuming it has been renewed and that fact has simply not been updated in the Operational Plan.

A highly salient issue and the impetus motivating this review, is the ability of the Fire Department to meet all the specific requirements of not only the Operational Plan, but also the increasing demand on the EMS system. The Fire Department and the Village are reevaluating how the Fire Department responds to Fire and EMS requests by their community to provide the absolute best response it can with the resources available.

While the Fire Department is currently compliant with the Operational Plan, discussions with the medical director and fire personnel have revealed increasing concerns over the ability to continue to remain compliant. While the Fire Department is “holding the line,” the ability to fill work schedules given the limited availability of staff and the almost continual work requires a significant amount of administrative time. The varied nature of staffing also creates challenges related to maintaining EMS skill competencies among personnel, particularly in the POC ranks. These demands stress the flexible staffing model, making it difficult to provide consistent and reliable paramedic coverage to the community.



To clarify the difference between advanced life support care and basic life support care, the Jackson Fire Department medical director, Dr. Stephanie Post, wrote an explanation. Her comments are as follows:

To whom it may concern,

I am writing on the behalf of the Jackson Fire Dept. I am currently their medical director and so in essence direct and provide guidance over the prehospital medical care that administer to the community at large whether at community events or during 911 calls. Over the past few years, we, as a department, have increased our ability to care for our community members by changing our service level from providing BLS services to now more ALS services. What this means is that when an individual is experiencing an allergic reaction, we can provide them Benadryl, Pepcid, and steroids which will help them with their reaction while still going to the hospital potentially to be monitored. When an individual is having chest pain and goes into an abnormal heart rhythm, we can now provide some lifesaving medication to prevent further decompensation while getting them safely to the hospital. When an individual is in pain from a chainsaw accident, or they pinned their arm or leg at work we can administer pain medication to make them more comfortable quicker. Historically, prior to this service level change, we would either go without these medications and try to get the patient safely to the hospital or we would wait for another area service such as West Bend to meet us to give these same medications. We know we are providing better more encompassing care since we no longer must go without those medications or wait longer for others to come. As a community I understand that it is difficult to perhaps understand these differences but hopefully the above examples make it much clearer. We continue to strive to make differences in our community by the leadership and care we provide as a department. We need your support to continue to evolve and enact these positive changes.

*Sincerely,
Dr Stephanie Post*

The flexible staffing model was designed to be a transitional model to move toward a more consistent paramedic capability to the public on a 24/7 basis. To take the



next step toward the goal of a more consistent and reliable paramedic level response agency, required to serve an expanding and aging community, PAA recommends that more capacity be added to daily staffing. Ideally this would consist of a dedicated duty crew to respond to calls, preferably with two paramedic-trained personnel. This would accomplish several goals: Less administrative time spent on scheduling and addressing concerns over staffing. Less time spent by the Chief and Training Captain responding on calls. Increased training effectiveness by the medical director and her designees. These advantages, together with a maintained ability to flex to a single paramedic by splitting crew, increases response depth and versatility when a paramedic ambulance needs to transport out of the immediate community. It allows the second paramedic to return to the response area and staff with other personnel.

While not a specific objective of this study, a cursory review of revenue and EMS billing information revealed a factor faced by many EMS services. The payor mix has changed significantly from 2017 to 2021. Payors with Medicare coverage have increased from 40% in 2017 to 63% in 2021, while those with commercial insurance have decreased from 26% to about 15% over the same period. This is likely a result of retirements from the workforce and an aging population that requires more care and has transitioned to Medicare. Fortunately, the Medicaid percentage has remained steady at around 15%. Although revenue has increased over the time from 2017 to 2021, increased call volume and the changes in payer mix appear to have resulted in a net per call revenue decrease from \$443 in 2017 to \$370 in 2021.

In summary, the Fire Department is on track with the work that it is performing and has done a commendable job of maintaining services in the current environment of expanding demand. PAA recommends, however, that adjustments be made now to position the Fire Department to not only maintain the status quo, but to meet impending growth and demand in a reliable and sustainable manner.

Level of Service: Training

All personnel meet or exceed the minimum training levels established in Wisconsin SPS 330 for fire personnel and Wisconsin DHS requirements for EMS personnel. Required continuing education and training is provided by the Fire Department on Monday evenings from 6:30 to 9:00 p.m. The first and fourth Mondays are directed to fire subjects, the second Monday to officer training and meetings, the third Monday EMS and when there is a fifth Monday in the month it is designated for



driving and apparatus operations. Fire training does not have a benchmark hour requirement for continuing education, rather a subject matter-based training program is outlined, which the Fire Department is meeting. The last ISO review shows there is room for improvement in training however this rating number was impacted at the time by the fact the Fire Department did not have a structure fire training facility, which it now does. A noticeable increase in this evaluation area should be seen in the next ISO evaluation.

By policy, Firefighter EMT's must attend nine sessions in a six-month period with Officers and MPO required to attend ten. Officers are also required to attend all officer meetings. This places a minimum 6-month base time demand of 22.5 hours for Firefighter EMT's, 25 hours for MPO's and 40 hours for officers. Note these are minimums and if maximum attendance is achieved the numbers are 30 hours for firefighter EMTs 35 hours for MPO's and 45 hours for officers.

Level of Service: Prevention

Fire inspection is regulated by the Department of Safety and Professional Services and the rules set forth under [SPS 314. SPS 314] also contain the requirements for minimum eligibility for 2% dues. These are fire insurance premiums collected by the state and shared with municipalities to help offset the cost of fire prevention and response. The Fire Captain supervises fire prevention activities, and most inspections are carried out the full time Firefighter /Paramedics during their scheduled shifts.

SPS 314 requires that all public buildings, places of employment and apartments of three family dwellings and more are inspected twice per year. The Jackson Fire Department conducts approximately 1,000 total inspections annually. We used the term approximately as this number will vary year to year based on businesses opening and closing and new construction.

The Jackson Fire Department also provides education to the public on fire prevention and safety. Every year the Fire Department holds an open house at the fire station during fire prevention week. Fire Department personnel also conduct events at the local schools and daycare centers. It should be noted that these activities are also required under SPS 314.



The Jackson Fire Department is heavily involved in public education and community risk reduction. Some examples of the programs which it facilitates include fire prevention talks, CPR classes, fire extinguisher education, block parties, parades, station tours, first aid classes, ride home in a fire truck, fireworks stand-by, fall prevention presentations, and school/business fire drills. In the month of October, it conducts 15 separate age-appropriate school presentations where over 600 children are reached. To wrap up Fire Prevention Week, which takes place in October, an open house, attended by over 1,000 people, is held each year. It should be noted that these activities are also required under SPS 314. The Fire Department meets and exceeds this requirement and should be commended for its community involvement efforts

The ISO also provides credit and evaluation of Fire Prevention activities under the general category of Community Risk Reduction. This is broken down in detail by the categories of Code Enforcement/Inspection, Public Fire Safety Education, and Fire Investigation. The Fire Department received 4.26 out of 5.5 possible points.

Overall, the Fire Department is doing an excellent job in fire prevention/code enforcement and public education. There are two specific areas though in this functional area that we will address and provide recommendations on.

A provision is contained in State of Wisconsin Administrative Code that reduces the number of all required annual inspections from two per year, in non-overlapping six-month periods, to one per year in non-overlapping 15-month periods by developing a local ordinance. SPS 314.01(13) (7) Wis. Admin Code. It states, "Where authorized by a local ordinance, a city, village, or town may reduce the inspections required under sub. 3. to at least once per calendar year, provided the interval between those inspections does not exceed 15 months." There are several advantages for a municipality to exercise this option. The first advantage is that it avoids the State 2% dues audit requirement of two inspections in non-overlapping six-month periods, which can be burdensome and difficult to meet. This option also allows the Village to maintain a two inspection per year cycle if it chooses, however, it still allows some flexibility if is not met to avoid putting 2% dues in jeopardy. As inspection volume grows or there is a change in how inspections are conducted, the Village will have flexibility in choosing which buildings need to be inspected twice per year, therefore better managing its costs and staff workload.



The second fire prevention/code enforcement area which merits consideration concerns the adoption of a model code as well as any allowances provided by the State. For the most part, Wisconsin Fire Code is a min-max code meaning a municipality cannot adopt stricter or less strict requirements. Options available should be reviewed by the Jackson Fire Department and the municipalities it serves. For example, one option allows adoption of the International Fire Code (IFC) over NFPA 1. NFPA 1 is the default model code for Wisconsin, however, the State, the International Building Code, and the IFC is the companion fire code, which, in our opinion is more congruent with the building code. There are also provisions for certain permits and fees that should be considered by the Department and its municipalities.

Recommendations:

- 1. Improve data collection and reporting to provide enhanced monitoring of critical performance measures for emergency response, benchmarking to NFPA 1720 standards for structure. This reporting also should be sorted to the different staffing model periods and response times broken down by municipality served.**
- 2. Consider changing the local fire prevention ordinance(s) to reduce the required number of annual inspections, providing the Fire Department more flexibility in meeting state requirements.**

COMPENSATION REVIEW AND PLAN

Members are the Jackson Fire Department's most important asset. Every fire department is unique with its own organizational structure, budget, staffing model, member size, community population, square miles of coverage and call volumes. The Jackson Fire Department was compared to two "peer" groups; first, to departments similar in structure, population, and call volumes; and secondly to area departments which are often the places firefighters, paramedics, officers, and chiefs transition to when large gaps in salaries and benefits develop.

Competitive salary and benefits attract new fire department members. These, along with effective department leadership, retain department members. So, to



attract and retain the best Firefighters, Paramedics, Officers, and Chiefs in the state, the Village of Jackson needs to offer a competitive total compensation package. Since fewer students are graduating with the necessary firefighter and paramedic certifications, competition among hiring departments is fierce. In addition, the current job market requires that fire departments not only be competitive among other departments, but also among all local employers.

Once PAA drafted the proposed Fire Department reorganization (See Personnel and Organization) data was collected and analyzed with respect to all applicable positions. Research for the proposed salary structure was conducted at state and national levels. One source of information was the 2021 Wisconsin State Fire Chiefs Salary Survey. This organization studies career, combination, and volunteer Wisconsin Fire Departments. The data includes starting pay and top pay for the positions of Chief, Assistant Chief, Division Chief, Battalion Chief, Deputy Chief, Shift Commander, Fire Investigator, Fire Inspector, Fire Marshall, Captain, Lieutenant, Firefighter, and Clerical. Community type, population, fire, and EMS run totals and square mileage covered are also identified.

Chief: The current salary for this position is \$93,104.44. The average Chief's salary in peer communities is \$96,005. In nearby communities the average is \$106,871. PAA recommends an upgrade to \$101,871

Assistant Chief: This is a new position to be filled by a current department Captain who is now being paid \$69,947. The average salary comparison for like communities for Assistant Chief is \$81,087. In nearby communities the average is \$96,493. PAA recommends that the salary for this new position be established at \$81,087.

Fire Lieutenant Paramedic: The current individual salary for the three Firefighter Paramedics transitioning into these roles is \$63,479. The data collected only shows Firefighter Lieutenants without Paramedic licenses. However, in Wisconsin, the addition of a paramedic license adds an additional 5% to any firefighter or officer rank. The average Lieutenant's salary in like communities is \$70,679. In nearby communities the average is \$79,396. (These figures include the 5% paramedic pay)



Firefighter Paramedic: The current salary for this position is 63,479. Once again, the data collected only shows Firefighter salaries without a paramedic license. The average Firefighter salary in like communities is \$61,595. In nearby communities the average is \$65,569. (These figures include the 5% paramedic pay).

The following is a summary of the cost's pertaining to the above-stated recommendations:

Upgrade Fire Chief Salary - \$101,871 (+\$8,334)

One new FF/P position - \$63,582 (+\$63,582)

Three rank changes from FT FF/P to FT LT/P - \$70,679 (+\$21,600)

One rank change from Captain to AC - \$81,087 (+\$11,140)

Total annual cost: Salaries \$104,656 + Benefits (35%) \$36,630 = \$177,916

Paid-on-call (POC) Salaries

The average State of Wisconsin POC salary is between \$15 - \$30 per call. The Fire Department's average POC salary is \$15.71.

PAA recommends the following with respect to POC and FT pay:

1. **Increase POA pay 20% throughout the pay scales. This will raise compensation into the lower end of the state average. The Fire Department POC average salary will be \$18.85.**
2. **Increase the minimum pay for all POC responses from 30 minutes to 1 Hour.**
3. **Starting FT salaries: Chief - \$101,871, AC - \$81,087, LT/P - \$70,679, and FF/P - \$63,582.**

BUDGET AND FINANCE

A review of the current model for distributing annual fire and EMS service costs among the participating communities was conducted. Fire and EMS costs are currently distributed among the three communities using two factors: population and equalized property value. The formula is described and applied in detail in Appendix C.



PAA is familiar with other methodologies currently in use. It is common for Fire/EMS districts, such as the North Shore Fire Department, to utilize a formula that also includes usage. Member communities that utilize more services pay a greater proportion of the bill.

Current Fire Department response records do not contain all necessary data to accurately determine a usage charge. In the five years of Fire Department Fire and EMS runs that were studied (over 5,000 responses), many addresses in the run information lines did not identify community locations. Therefore, it is not possible to accurately sort and determine the usage portion of the comparative formula at the present time. Going forward, this can be corrected with a dispatch center update to computer-aided-dispatching (CAD) and the installation of mobile data terminals in fire apparatus. This will allow emergency services to plan, manage, and respond to incidents rapidly and efficiently. This real-time technology also provides detailed run data that is easily retrievable and analyzed. Until updates are made to collect complete usage data, continued use of the current formula is recommended.

To equitably apportion costs of shared services it is important that all the costs associated with the service are captured. It is recommended that all participating communities review any indirect support that they may be providing to the operation and that those “overhead costs” be included in the annual Fire Department budget.

Budget and Finance Recommendations:

- 1. Install computer aided dispatching and mobile data terminals.**
- 2. Reevaluate the Fire Department cost distribution formula when accurate data is retrieved.**
- 3. Capture all indirect support that is being provided to the Fire Department and include those amounts in the annual budget.**

Table 20 shows the per capita cost of Fire/EMS services to the communities served by the Fire Department. Those costs compare favorably as shown in Table 21.



Table 20
2022 Fire Department Services Costs Per Capita

Municipality	Population	Cost Share	Per Capita
Village of Jackson	8,001	\$437,248.62	\$54.65
Town of Jackson	4,028	\$231,169.20	\$57.39
Town of Polk	1,020	\$ 74,916.18	\$73.43

Table 21
Fire and EMS Expenditures Per Capita-Comparable Wisconsin Communities

Municipality	Per Capita Cost
Chippewa Falls	\$233
Ashwaubenon	\$ 228
Mukwonago	\$ 128
Portage	\$ 98
Sussex	\$ 90
Jackson	\$ 75

FUTURE FIRE DEPARTMENT IMPROVEMENTS

Improved Data Collection and Reporting

Rather than a setting a specific timeline, the Fire Department's next organizational changes should be driven Key Performance Indicators (KPI's) that are part of the strategic plan of the communities served. This requires the Fire Department to collect and analyze the proper data.

To know when a step needs to be taken and what area of the Fire Department's service it is intended to improve, it is imperative that a set of KPIs be put into place and that accurate and relevant data are collected to support those indicators. Think of these measures as the "dashboard" of the Fire Department and each measure represents a gauge on the dashboard. The Jackson Village Board can then see how the Fire Department is meeting its mission on a regular basis. When one of the performance measures is falling out of acceptable range a solution can be



brought forward to correct it. Using this process, an expenditure can be tied to a specific performance measure and when implemented should show an improvement in the measurement.

PAA recommends that the following KPIs be put into place and reported at appropriate intervals for monthly, quarterly, and annual performance reporting:

- 1. Percentage of personnel in position versus authorized strength.**
- 2. Percentage of personnel retained at one, five and ten-year benchmarks.**
- 3. Maintenance of the certification level as outlined in WI SPS 330 for fire personnel and WI DHS for EMS personnel, for the position to which they are currently assigned.**
- 4. Ensuring personnel are provided with a minimum of x hours of training and continuing education annually.**
- 5. 95% of routine fire inspections completed in the assigned period according to WI SPS 314.**
- 6. Hours of public education and number of contacts.**
- 7. Fire station(s) are located to provide a travel time of less than 5 minutes in densely populated areas and 12 minutes in rural areas 80% of the time.**
- 8. Apparatus is maintained to ensure an availability 95% of the time or greater outside of scheduled routine maintenance.**
- 9. The staffing model of the Fire Department ensures that during weekday hours of 0600 to 1800 two personnel respond with a turnout time of less than from the time of alarm 90% of the time.**
- 10. The staffing model of the Fire Department assures that during the weekday hours of 0600 to 1800 two personnel arrive on scene from the time of alarm in 8 minutes 90% of the time in the Village and under 14 minutes 80% of the time in the contracted towns.**
- 11. For the current POC model, on duty EMS POC staff turnout from the station in x minutes or less.**
- 12. Turnout time of POC personnel for first and second fire company responding from the time of alarm to arrival on scene.**
- 13. For fire calls, a crew of at least four personnel and one engine arrive on scene in the Village in 10 minutes 80% of the time and 14 minutes 80% of the time in the contracted town areas.**



14. An effective on-scene response force is provided (structure fires only); minimum personnel on scene in 10-minute time 80% of the time in the Village and 14 minutes in the contracted town areas.

15. Incidents by type are reported, both fire and EMS.

16. EMS Revenue and Payor Mix reviewed annually.

POC Staffing

As a first step to ensure minimum staffing and minimize the “burnout” of POC members, we recommend shift staffing of POC’s for fire calls like what is now being done for EMS. Currently, the Fire Department utilizes an “all call” system for all responses. Every emergency that the Fire Department responds to doesn’t require a full response force. The “all call” approach or system also has an impact on demand and retention of members as call volume increases. Many calls can and should be handled by the response of a single fire company. Examples of these calls include automatic fire alarms, carbon monoxide calls, vehicle accidents not on a highway and medical/ambulance assist calls. Response groups would be developed, or the current Battalions could be used. Only that group would be called during the assigned periods for the emergencies in the category that has been established. The all-call system would be used for structure fires and other staffing-intense incidents, such as vehicle accidents in the rural areas and on highways. It should be noted that the Incident Commander can upgrade the response to include more units based on additional dispatch information or other circumstances.

Maintaining a Paid-on Call force is imperative for the efficiency and effectiveness of the Jackson Fire Department. The following staffing options are all built around the premise that this force remains in place. Generally, the concept of the future staffing options is to provide a paramedic ambulance and eventually a cross staffed ambulance fire company for initial response. This in station staffed initial force is supported by the Paid-on Call force for larger demand incidents and back up for overlapping calls. If an effective Paid on Call force can be maintained, the department should be able to meet demand with this type of organizational structure for the next 25 years, incrementally adding to the in-station staffing.

A completely full-time staffed department during this period would be either beyond the ability of the communities to pay for or designed within the financial



means of the communities, would likely be to poorly staffed to meet the areas demand in an effective manner.

As we considered the additional staffing options, we considered the impacts of the increase in cost and presented them as incremental options to help the municipalities with budgeting the increase in cost. By adding positions in any of the manners listed, full or paid on premise an incremental approach could allow the additions and remain within Levey Limits and expenditure restraint, as well as the general increase in property tax. We did not include any additional fees for service as a budget offset concept as Wisconsin Act 20 would require any new fees to be subtracted from the Levey, therefore leaving no net gain.

Staffing Option 1

With the difficulty in filling the part time firefighter/paramedic time slots on weekdays from 6:00 am to 6:00 pm, PAA recommends that this time slot/position be primarily filled by an additional full-time position. To begin with, this position could be 48 hours per week, four twelve-hour shifts and the remaining 12-hour shift filled by a part time position. There would be an additional cost, but not a full cost addition as this position is already filled/covered by part time personnel, Additional cost would be primarily due to the provision of benefits and a slight increase in hourly pay. This would also relieve the Fire Chief and Training Captain from having to fill this position as often as they do currently. They may still be used to fill in for vacancies that may occur occasionally due to scheduling difficulties or paid leave time, but it should be a major reduction in the need to do this, so they may focus on their primary duties. As previously stated, this position should be added within the next year and would result in a corresponding reduction in the Fire Department Part-Time personnel budget.

The net cost increase for implementing this step would be \$47,265 based on current 2022 wages for an entry-level full-time firefighter paramedic and filling the balance of 12 hours per week with part-time Firefighter Paramedics.

Staffing Option 2

When the staffing model described above is no longer meeting the established performance measures, add a Paid-on Premise (POP) Firefighter EMT position, in



the station from 6:00 p.m. to 6:00 a.m. on weekdays and 24 hours per day on weekends. This would allow the ambulance to respond in less than 2 minutes 90% of the time and improve the efficiency of patient care on the scene. This merely moves one of the POC's into the station rather than responding from home. The second POC position that is currently on duty would remain, but response could be limited to higher acuity calls and on request for additional assistance such as in lift-assist situations. In the event of a fire call or structure fire, the on-duty crew can respond with the initial engine. While a crew of two cannot make an offensive fire attack or enter a burning building, they can engage in some of the following critical initial actions including sizing up situations, establishing a water supply and providing defensive exposure protection. The majority of "fire incidents" in larger departments are handled by a single engine company. Utilizing this on duty company will lower the demand on POC personnel and improve the longevity of keeping a combination department. POP staff can be drawn from the on-call membership or be simply part-time employees. POP personnel are paid hourly for their time in the station but are limited in weekly hours to less-than-benefit-eligible status. POP wages typically in the same range as those provided POC and part-time staff. For purposes of modeling, the cost used is the current POC firefighter EMT rate of \$17.00 per hour. The annual added cost would be \$ 103,110.

Table 22
Paid on Premise Hours

	Daily	Week
Weeknights	12	60
Weekends	24	48
Week total		108
Annual Hours		5616

A sub-option to this step would be to increase the POP staffing number to two for these time periods. This model would provide a three-person fire company for immediate response or a three-person crew when needed for EMS calls like day staffing. In the event of a second call, depending on the medical need of the patient on the first call out, the second EMT or the on-duty Paramedic could provide first response followed up by a POC crew with the second ambulance. When there are no overlapping fire calls (which is rare) a backup ambulance would be available at



the Basic Life support level. Two POP positions would add approximately \$206,220 in cost above the current budget.

Staffing Option 3

The next phase of staffing would be triggered by the performance measure of staffing the POP and part-time positions. One additional performance factor would be upgrading to two paramedic coverage on the ambulance 24 hours per day. Two additional full-time Firefighter Paramedics would be added bringing the total to six, which allows the ambulance to be staffed by two 24 hours per day seven days a week. Daytime weekday staffing for a fire engine would then be 3-4 utilizing day staff. POP coverage should remain in place, if possible, for night and weekend shifts, which would also provide a fire engine to turnout of the station in less than two minutes with a crew of three to four. Paid leave time of full-time personnel would become an increasing factor and would need to be covered by part-time personnel first and if need be, overtime of full-time personnel. The cost for this option would be \$167,981 assuming option one was put into place. If option one or two were not chosen and this was put into place as a next step the cost would be approximately \$251,687 less the part time day position savings (\$60,451)-the net cost increase would be \$191,236.

Staffing Option 4

Option 4 is a combination of option 2 and 3. Add the full-time personnel for 24-hour paramedic ambulance coverage and one POP position on nights and weekends. In addition to the improvements listed earlier for initial fire and EMS response, there is added value of keeping the POC workforce engaged and working as POP staff. This option fully implemented would be approximately \$294,343 over the current budget.

All these options, maintain the department as a combination department. This will be dependent on the ability of the Department to continue to recruit and maintain POC call staff. These models will most likely meet the demand and performance measures of the communities served for the next 15+ years, depending on the community's continued growth and use of the services provided. Recruitment and retainage of volunteer/POC members is becoming more and more challenging



across the US. A broader view may need to be taken at this point to determine if the next best step would then be consolidation with neighboring departments. Consolidation can take many forms from combining some functions such as administration, inspections or training up to a full consolidation of personnel, facilities, and equipment. A step in between could also be employed utilizing automatic mutual aid for larger incidents such as structure fires...if uniform Standard Operating guidelines and training are the goal then this step must necessarily be taken first.

COMMUNITY SURVEY

A community survey was conducted by PAA in conjunction with the Village of Jackson to seek community ideas and opinions regarding Jackson Fire Department services to gauge its level of capability as well as the public's expectation of emergency response. This survey was distributed and made available to the community through the Village of Jackson community newsletter and the Fire Department and Village Facebook pages.

The data reviewed is what was received as of 8/19/2022. In most sections of the report, 141 or 142 responses were recorded. The question related to areas of importance of various Fire Department services received only 49 or 50 responses. This may have occurred because two versions of the survey, in which the question numbers did not correspond, were distributed. Below is the data as combined and analyzed. PAA corrected for this discrepancy, however, when combining and analyzing the data.

The first section concerns the public's expectation for speed of response for both medical emergencies and fire responses. The majority of those responding selected the fastest response possible as indicated in the available options listed. There was a seemingly significantly higher expectation for rapid response for medical emergencies than fire. Perhaps this is due to the human well-being component related directly to medical emergencies. Regardless, there is a high expectation in the community of a rapid response capability for both fire and medical emergencies.

Certainly, this is a much more complicated proposition, but when asked about their willingness to pay higher taxes to support the Fire Department's ability to maintain



a rapid response as indicated in the first two questions, 66% of respondents answered this question affirmatively.

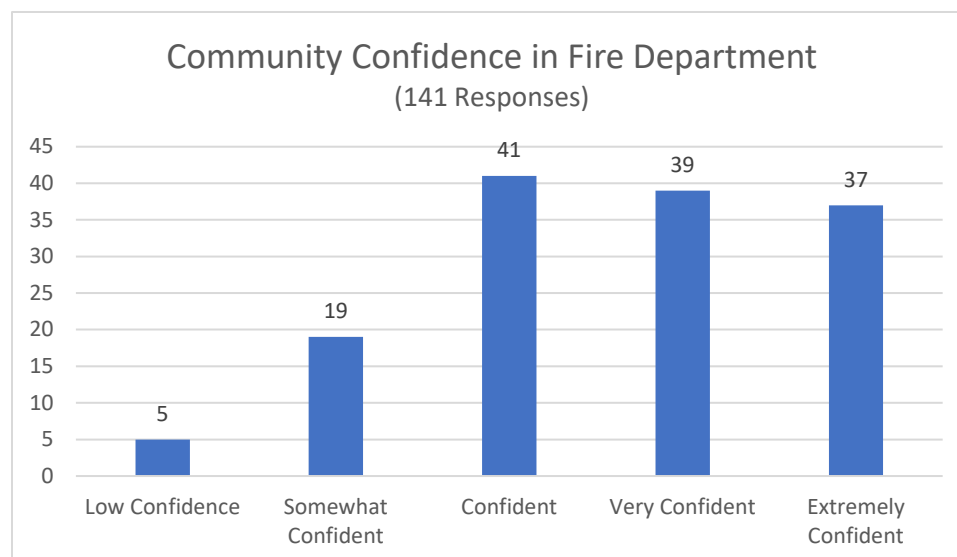
The community's knowledge of how the Fire Department was staffed seemed high with 82% of respondents understanding that the Fire Department had a combination of both 24 hour paid staff and volunteer/paid on call members.

There was nearly a 50/50 split on the level of care respondents expected if they needed to call for an ambulance. We believe that this result may have been influenced by the public's lack of knowledge regarding the capability of a caregiver to manage different types of medical emergencies, based on his or her skills and training. It is also possible that the use of the word "expect" in the question could have been interpreted to mean the level of response respondents think will show up versus what they believed ideally should be dispatched to their medical emergency. We do not believe that the response to this question is helpful without further study.

Overall, there appears to be a high level of confidence in the Jackson Fire Department's ability to perform the job expected of them. (Table 23) The number of respondents describing their confidence in the Fire Department as, "Confident," "Very Confident," or "Extremely Confident" is 83%. Only 4% expressed low confidence in the Fire Department.



Table 23
Community Confidence



The survey results from the community that related to the services provided by the Fire Department, in rank of importance, were interesting, but not surprising based on the trend of call types and volume. (Table 24) EMS ranked higher in importance for the Fire Department than fire response, although they were very close and indicated that both are core expectations for the department.

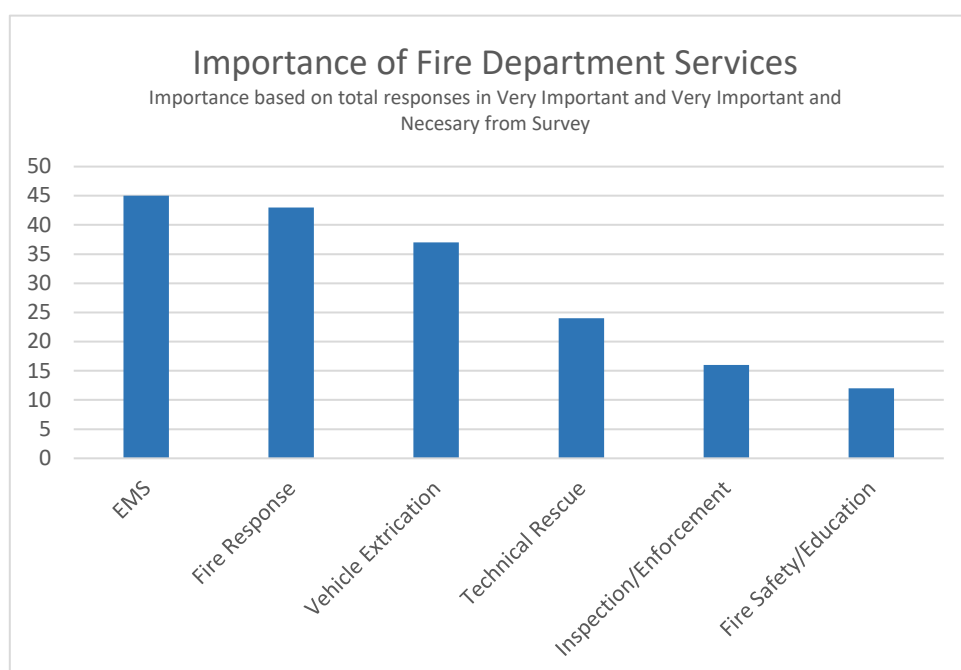
Following EMS and fire response in rank of importance were vehicle extrication and technical rescue. These services are really core skills related to the provision of EMS because they almost always involve an injured person and the ability to access them to be able to provide needed care. In that way they are closely related to EMS, especially when fire departments provide EMS. Technical rescue is probably the more difficult activity in which to maintain competency, from the perspective of the equipment, and manpower needed for specialty rescues. These services are often requested from outside departments, specialty teams, or may be a service provided jointly with other area departments to be effective, safe, and fiscally viable.

The last two items on the list, while not always the first things one thinks of when fire department capability and priorities are considered, are fire inspections/code enforcement and fire safety/education. When the ability to respond to and efficiently manage emergencies in a timely manner exists, these final two areas that should be a high priority for a department and a community. Being aware of



hazardous situations and preventing emergencies reduces the need for those limited resources to respond in the first place. Though they ranked low in public perception of importance for the Fire Department in the community survey, firefighters would agree that they are valuable for not only reduction of emergencies, but to the maintain community relations and Fire Department awareness of what is happening in the community. It should be noted that fire inspections are required by Wisconsin law and if fire departments are not performing them, someone else would need to take that responsibility.

Table 24
Importance of Fire Department Services



We encourage you to read the direct additional comments listed as part of the survey. Statistically, however, we believe that they have an insignificant bearing on the survey results. Generally, the comments are positive and are supportive of the Fire Department and the Village. There are a few random and off-topic comments based on individual circumstances and viewpoints. Concerns were expressed about raising taxes and fiscal responsibility by the Village. Other comments related to questions we studied such as the increasing demand on resources, maintaining staffing in a competitive environment and the Fire Department's ability to effectively cover an expanding area. It must be understood,



that all those commenting, both negatively and positively, also completed the survey that produced the recorded results.

The survey questions are reproduced below.



TOTAL RESPONSES	QUESTION	DATA				
		5 to 8	8 to 10	10 to 14		
141	Question #1 - If you had to call 911 for a fire in your home, how long do you think you should have to wait for a fire truck to arrive? (In Minutes)	92	38	11		
	Percentage	65%	27%	8%		
		5 to 8	8 to 10	10 to 14		
141	Question #2 - If you or a loved one were having a medical emergency and needed to call 911, how long do you think you should have to wait for an ambulance to arrive?	106	25	10		
	Percentage	75%	18%	7%		
		YES	NO			
141	Question #3 - Would you be willing to pay additional taxes to ensure the fire department is staffed in a manner to meet your response time expectation?	93	48			
	Percentage	66%	34%			
		All volunteer/on call from Home	24 hour personnel staffed in the fire station	Combination of the two above		
142	Question #4 - What is your understanding of how the Jackson Fire Department is staffed?	17	8	117		
	Percentage	12%	6%	82%		
		Basic Life Support	Advanced Life Support			
142	Question #5 - What level of Emergency Medical Care do you expect if you needed to call for an ambulance?	67	75			
	Percentage	47%	53%			
		Low Confidence	Somewhat Confident	Confident	Very Confident	Extremely Confident
141	Question #6 - Please rate your overall confidence and satisfaction with the Jackson Fire Department being prepared to meet your needs on the scale below	5	19	41	39	37
	Percentage	4%	13%	29%	28%	26%
		Not Needed	Somewhat Important	Important	Very Important	Very Important and Necessary
	Question #7 - Please rate the importance of the following services you believe the fire department should provide on a scale of 1 - 5, with 5 being very important and 1 being not needed at all.					
50	Fire Inspection/Code Enforcement	1	15	18	9	7
	Percentage	2%	30%	36%	18%	14%
49	Fire Safety/Education	5	15	17	7	5
	Percentage	10%	31%	35%	14%	10%
50	Fire Response	0	1	6	3	40
	Percentage	0%	0%	12%	6%	80%
49	Emergency Medical Response	0	0	4	8	37
	Percentage	0%	0%	8%	16%	76%
50	Vehicle Extrication	1	6	6	14	23
	Percentage	2%	12%	12%	28%	46%
50	Technical Rescue	2	7	17	12	12
	Percentage	4%	14%	34%	24%	24%



Increased Revenue Generation and Cost Recuperation Recommendations:

There are several ways for the Village of Jackson to both generate more revenue and recuperate fire and EMS costs.

- 1. Renegotiate new service contracts with an altered formula to increase current fees and/or incorporate capital costs not previously charged, but that puts the sole cost onto the Village. Capital expenses could include the new fire house, apparatus, and equipment. Caution needs to be exercised to avoid pricing yourself out of the market, causing communities to switch service providers.**
- 2. Add a 10% administration fee to all charges made to the communities served.**
- 3. Contact and negotiate new contracts with other non-contracted communities, which are currently under contract with other departments or businesses.**
Note: PAA contacted several communities including Slinger and Town of Polk, information from these communities was not available at the time this analysis was submitted.
- 4. Add an overhead cost or service charge to the current contract to supplement for station, apparatus, and administrative costs.**
- 5. Create a special revenue fund to which all involved communities would contribute. This could begin on a date mutually agreed upon date, or it could be implemented retroactively.**
- 6. Ask the Town of Polk to provide more than the 25% service coverage.**
- 7. Maintain efficiency and cost effectiveness, remain a combination department.**
- 8. Adopt a new formula that incorporates run volume into the calculation for service charges. This type of formula is used by the North Shore Fire Department; however, their charges are calculated not only on number of**



runs per community served, but also on the number of personnel dispatched on each run. This data can only be obtained with the use of Computer Aided Dispatch and Mobile Data Terminals.

Note: Since the outcomes of this calculation with actual Jackson Fire Department data is unknown, the results of this formula could lead to cost increases, not cost reductions.

A common recommendation is to charge more for ambulance service and transport. This is not possible, since the Village of Jackson is already at the federal government's maximum limit, making the current transport charge fair and equitable.

SUMMARY OF RECOMMENDATIONS

Personnel and Organization

1. Based on research and data, PAA recommends the following Fire Department organizational structure (set forth in detail in Appendix B) to include:
 - (1) Chief
 - (1) Assistant Chief
 - (3) Battalion Chiefs
 - (3) Captains
 - (3) Full-time Paramedic Lieutenants
 - (6) Motor Pump Operators

Part-time, Paid on Call, and Active reserve will remain the same.

This will require that a Jackson Fire Department member move into the Assistant Chief position while another member will assume the third Battalion Chief position vacated by the Captain of Training.

The net short term change will result in a staff reduction of two positions (46 to 44). Three full-time Fire fighter/Paramedics would transition to the three newly- created full-time Lieutenant Paramedic positions.

2. Add one additional full-time Firefighter/Paramedic position to cover four of the five 12-hour time slots currently covered by part-time personnel on



weekdays. The additional full-time Firefighter Paramedic position would work a Monday through Friday 40-hour week and be available during high volume, minimum staffing time periods.

3. Fill the vacant Lieutenant positions.
4. Transition the current full-time Firefighter/Paramedic positions to Paramedic Lieutenant positions to always ensure a supervisory person on duty in the station.
5. Create the position of full-time Lieutenant Paramedic and eliminate two of the three firefighter paramedic positions.
6. Create and staff the position of Assistant Fire Chief
7. Add one full-time Firefighter Paramedic position to the table of organization

Equipment and Vehicles

1. When the tender apparatus (#1290) needs to be replaced, replace it with a combination pumper/tender, engine and water tanker apparatus.

Level of Service

1. Improve data collection and reporting to provide enhanced monitoring of critical performance measures for emergency response, benchmarking to NFPA 1720 standards for structure. This reporting should be sorted to the different staffing model periods and response times broken down by municipality served.
2. Consider changing the local Fire Prevention ordinance(s) as discussed by reducing the required number of annual inspections giving the department more flexibility in meeting state requirements.

Compensation and Review

1. Increase POC pay 20% throughout the pay scales which will bring salary into the lower end of state average. The POC average salary will be \$18.85.
2. Increase the minimum pay for all POC responses from 30 minutes to 1 hour.
3. Starting FT salaries: Chief - \$101,871, AC - \$81,087, LT/P - \$70,679, and FF/P - \$63,582.



Budget and Finance

1. Install computer aided dispatching and mobile data terminals.
2. Reevaluate the Fire Department cost distribution formula when accurate data is retrieved.
3. Capture all indirect support that is being provided to the Fire Department and include those amounts in the annual budget.

Future Fire Department Improvements

1. Percentage of personnel in position versus authorized strength.
2. Percentage of personnel retained at one, five and ten-year benchmarks.
3. Maintenance of the certification level as outlined in WI SPS 330 for fire personnel and WI DHS for EMS personnel, for the position to which they are currently assigned.
4. Ensuring personnel are provided with a minimum of x hours of training and continuing education annually.
5. 95% of routine fire inspections completed in the assigned period according to WI SPS 314.
6. Hours of public education and number of contacts.
7. Fire station(s) are located to provide a travel time of less than 5 minutes in densely populated areas and 12 minutes in rural areas 80% of the time.
8. Apparatus is maintained to ensure an availability 95% of the time or greater outside of scheduled routine maintenance.
9. The staffing model of the Fire Department ensures that during weekday hours of 0600 to 1800 two personnel respond with a turnout time of less than from the time of alarm 90% of the time.
10. The staffing model of the Fire Department assures that during the weekday hours of 0600 to 1800 two personnel arrive on scene from the time of alarm in 8 minutes 90% of the time in the Village and under 14 minutes 80% of the time in the contracted towns.
11. For the current POC model, on duty EMS POC staff turnout from the station in x minutes or less.
12. Turnout time of POC personnel for first and second fire company responding from the time of alarm to arrival on scene.



13. For fire calls, a crew of at least four personnel and one engine arrive on scene in the Village in 10 minutes 80% of the time and 14 minutes 80% of the time in the contracted town areas.
14. An effective on-scene response force is provided (structure fires only); minimum personnel on scene in 10-minute time 80% of the time in the Village and 14 minutes in the contracted town areas.
15. Incidents by type are reported, both fire and EMS.
16. EMS Revenue and Payor Mix reviewed annually.

Increased Revenue and Cost Recuperation

1. Renegotiate new service contracts with an altered formula to increase current fees and/or incorporate capital costs not previously charged, but that puts the sole cost onto the Village. Capital expenses could include the new fire house, apparatus, and equipment. Caution needs to be exercised to avoid pricing yourself out of the market, causing communities to switch service providers.
2. Add a 10% administration fee to all charges made to the communities served.
3. Contact and negotiate new contracts with other non-contracted communities, which are currently under contract with other departments or businesses.

Note: PAA contacted several communities including Slinger and Town of Polk, information from these communities was not available at the time this analysis was submitted.

4. Add an overhead cost or service charge to the current contract to supplement for station, apparatus, and administrative costs.
5. Create a special revenue fund to which all involved communities would contribute. This could begin on a date mutually agreed upon date, or it could be implemented retroactively.
6. Ask the Town of Polk to provide more than the 25% service coverage.
7. Maintain efficiency and cost effectiveness, remain a combination department.
8. Adopt a new formula that incorporates run volume into the calculation for service charges. This type of formula is used by the North Shore Fire Department; however, their charges are calculated not only on number of runs per community served, but also on the number of personnel



dispatched on each run. This data can only be obtained with the use of Computer Aided Dispatch and Mobile Data Terminals.

Note: Since the outcomes of this calculation with actual Jackson Fire Department data is unknown, the results of this formula could lead to cost increases, not cost reductions.

A common recommendation is to charge more for ambulance service and transport. This is not possible, since the Village of Jackson is already at the federal government's maximum limit, making the current transport charge fair and equitable.



Appendix A

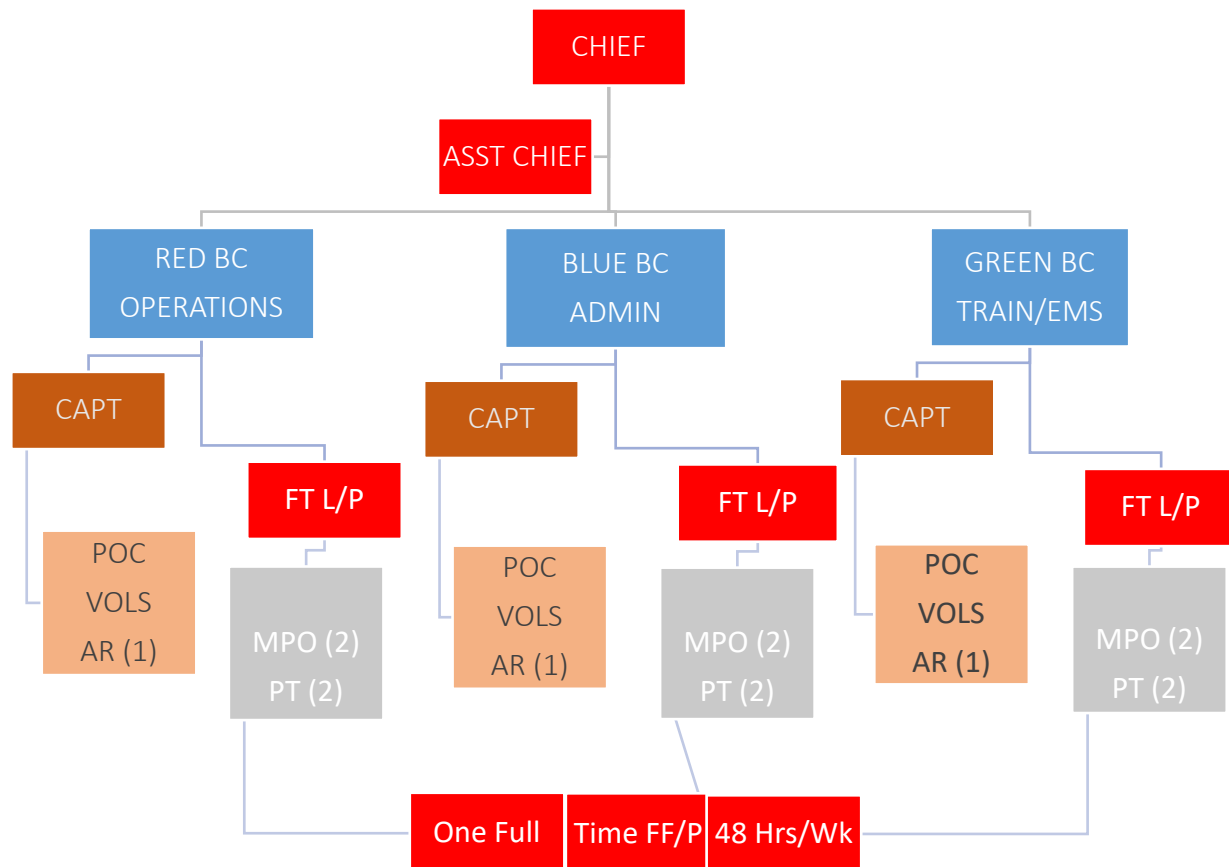
Current Organization

JACKSON FIRE DEPARTMENT ORGANIZATION CHART

<u>Fire Chief</u>					
Aaron Swaney					
<u>Red Battalion</u>		<u>Blue Battalion</u>		<u>Green Battalion</u>	
Battalion Chief	Kurt Kruepke	Battalion Chief	John Lamm	Training Captain	Jim Huyser
Captain	Mark Oestreich	Captain	Jason Gonzalez	Captain	Jeff Froemming
Lieutenant	Vacant	Lieutenant	Erik Weiss	Lieutenant	Vacant
Full Time	Gregg Rathke	Full time	Kyle Newberg	Full time	Tony Ewing
MPO	Brian Heckendorf	MPO	Ryan Ganshow	MPO	Dave Farchione
Acting MPO	Marcus Kranz	Acting MPO	Andrew Tinlin	Acting MPO	Vacant
Part Time	Jordon Laboy	Part Time	Ben Beck	Part Time	Daryn Dymond
	Vacant		Laura Goggins		Vacant
Firefighter/EMT	Erik McGraw	Firefighter/EMT	Ron Eickstedt	Firefighter/EMT	Russ Krueger
	Jerome Robertson		James Belfield		Rod Hanson
	Mathew MacRae		Don Fisher		Zach Hornung
	Lisa Seeger		Ginger Oestreich		Rachel Fick-Luplow
	Kevin Berben		Leah Sberna		Holly Rubin
	Matt Grevenow		Sam Budnik		Brandon Frank
	Taylor Battisti		Dylan Bartelt		Victoria Obst
	Nolan Diermeier		Amy MacRae		David Abuya
	Tracy Kienzle		Curt Minter		
Active Reserve	Duane Hafemeister	Active Reserve	Shawn Selode	Active Reserve	Kenny Klumb



Appendix B Proposed Organizational Chart



Appendix C

CURRENT METHODOLOGY FOR DETERMINING DISTRIBUTION OF JACKSON FIRE BUDGET (Based on 2022 Budget)

2022 BUDGET TO BE DISTRIBUTED

\$743,334

How shares are determined:

- 1. Calculate the total population of residents served by the Fire District and percentage of population by served municipality.**

Municipality	Population	Percent of District Population
Village of Jackson	8,001	61.3
Town of Jackson	4,028	30.9
Town of Polk (1/4 of Town)	1,020.25	7.8
Total	13,049.25	100

- 2. Next determine total equalized value of taxable property within the District, which is comprised of the equalized values of the Town of Jackson and Village of Jackson plus 25% of Town of Polk valuation.**

Municipality	Equalized Value	Percentage of Equalized Value
Village of Jackson	\$916,555,900	56.3
Town of Jackson	\$509,767,900	31.3
Town of Polk (1/4 of Town)	\$200,754,525	12.3
Total	\$1,627,078,700	100

- 3. Calculate proportional shares by adding percentage of Service Area population and equalized value and dividing the sum by 2.**

Municipality	Percent of population	Percent of Equalized value	Share
Village of Jackson	61.3	56.3	58.823
Town of Jackson	30.9	31.3	31.099
Town of Polk (1/4)	7.8	12.3	10.078
Total	100	100	100

- 4. Multiply proportional share by the overall budget to determine each community's share**

Municipality	Total budget	Share calculated in 3	Share
Village of Jackson	\$743,334	58.823	\$437,248.62
Town of Jackson	\$743,334	31.099	\$231,169.20
Town of Polk (1/4)	\$743,334	10.078	\$74,916.18



Appendix D

Proposed Fire Department Compensation Structure with Steps

Title	Level	Salary yr 1	Salary yr 2	Salary yr 3	Salary yr 4	Salary yr 5	Salary yr 6	Salary yr 7	Salary yr 8	Salary yr 9	Salary yr 10
Chief	Starting Pay	\$ 101,871	\$ 103,908	\$ 105,987	\$ 108,106	\$ 110,268	\$ 112,474	\$ 114,723	\$ 117,018	\$ 119,358	\$ 121,745
Assistant Chief	3	\$ 89,398	\$ 91,186	\$ 93,010	\$ 94,870	\$ 96,768	\$ 98,703	\$ 100,677	\$ 102,691	\$ 104,744	\$ 106,839
	10 Years Service										
	2	\$ 85,141	\$ 86,844	\$ 88,581	\$ 90,353	\$ 92,160	\$ 94,003	\$ 95,883	\$ 97,801	\$ 99,757	\$ 101,752
	5 Years Service										
	1	\$ 81,087	\$ 82,709	\$ 84,363	\$ 86,050	\$ 87,771	\$ 89,527	\$ 91,317	\$ 93,143	\$ 95,006	\$ 96,906
	Starting Pay										
Lieutenant	3	\$ 77,924	\$ 79,482	\$ 81,072	\$ 82,693	\$ 84,347	\$ 86,034	\$ 87,755	\$ 89,510	\$ 91,300	\$ 93,126
	10 Years Service										
	2	\$ 74,213	\$ 75,697	\$ 77,211	\$ 78,755	\$ 80,330	\$ 81,937	\$ 83,576	\$ 85,247	\$ 86,952	\$ 88,691
	5 Years Service										
	1	\$ 70,679	\$ 72,093	\$ 73,534	\$ 75,005	\$ 76,505	\$ 78,035	\$ 79,596	\$ 81,188	\$ 82,812	\$ 84,468
	Starting Pay										
Firefighter	3	\$ 70,099	\$ 71,501	\$ 72,931	\$ 74,390	\$ 75,878	\$ 77,395	\$ 78,943	\$ 80,522	\$ 82,132	\$ 83,775
	10 Years Service										
	2	\$ 66,761	\$ 68,096	\$ 69,458	\$ 70,847	\$ 72,264	\$ 73,710	\$ 75,184	\$ 76,688	\$ 78,221	\$ 79,786
	5 Years Service										
	1	\$ 63,582	\$ 64,854	\$ 66,151	\$ 67,474	\$ 68,823	\$ 70,200	\$ 71,604	\$ 73,036	\$ 74,496	\$ 75,986
	Starting Pay										

Pay Structure

- Increases available 2 ways
 - Upward progression – attaining additional skills (to be defined by each leave)
 - Lateral progression – yearly increase (% agreed by committee OR could assess at certain intervals to remain with consistent with Market)
- Yearly structure can also be used for placement of experienced new recruits
 - Example: New skilled Firefighter hired - can bring them in at the Firefighter 1; Year 6 salary



Appendix E

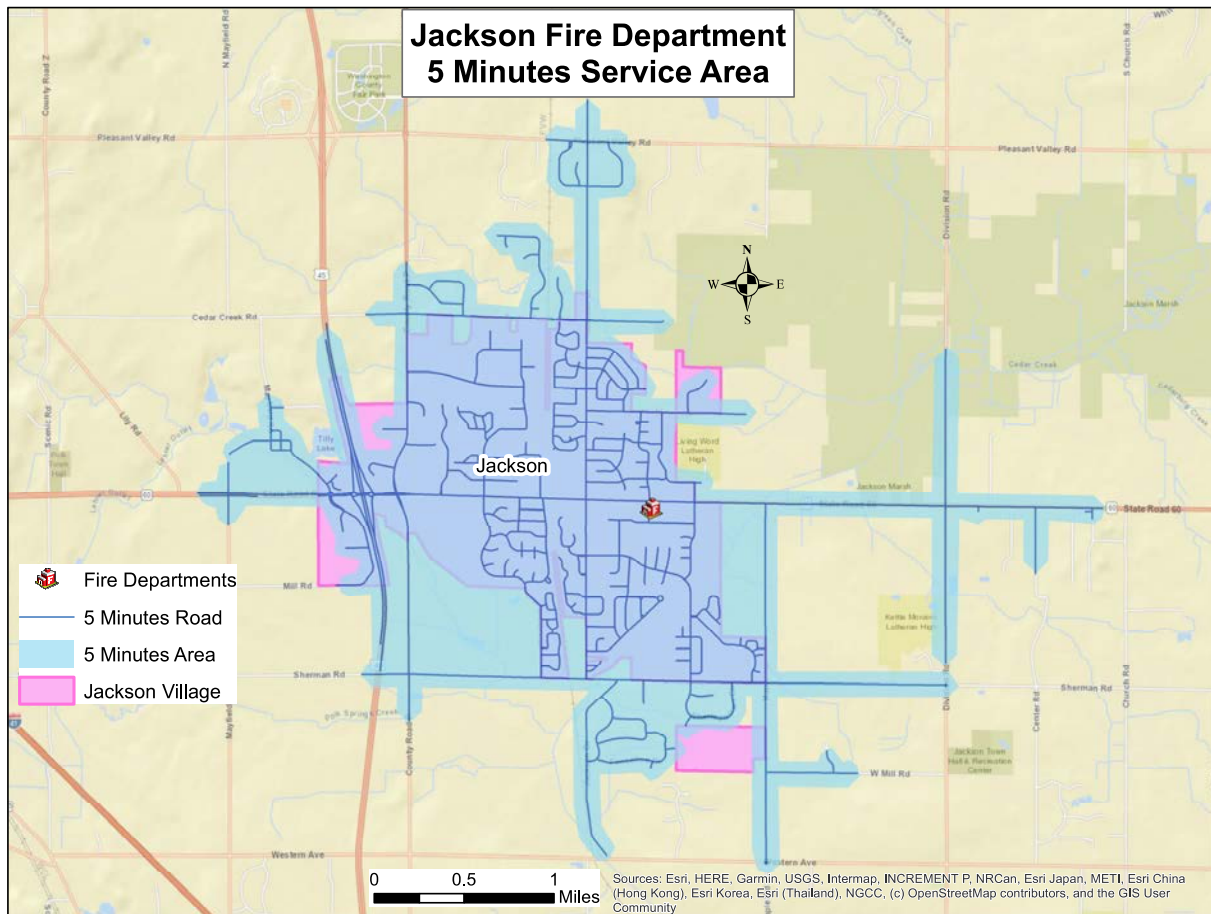
Jackson Fire Department Salary Comparisons with Peer Departments (Municipalities)

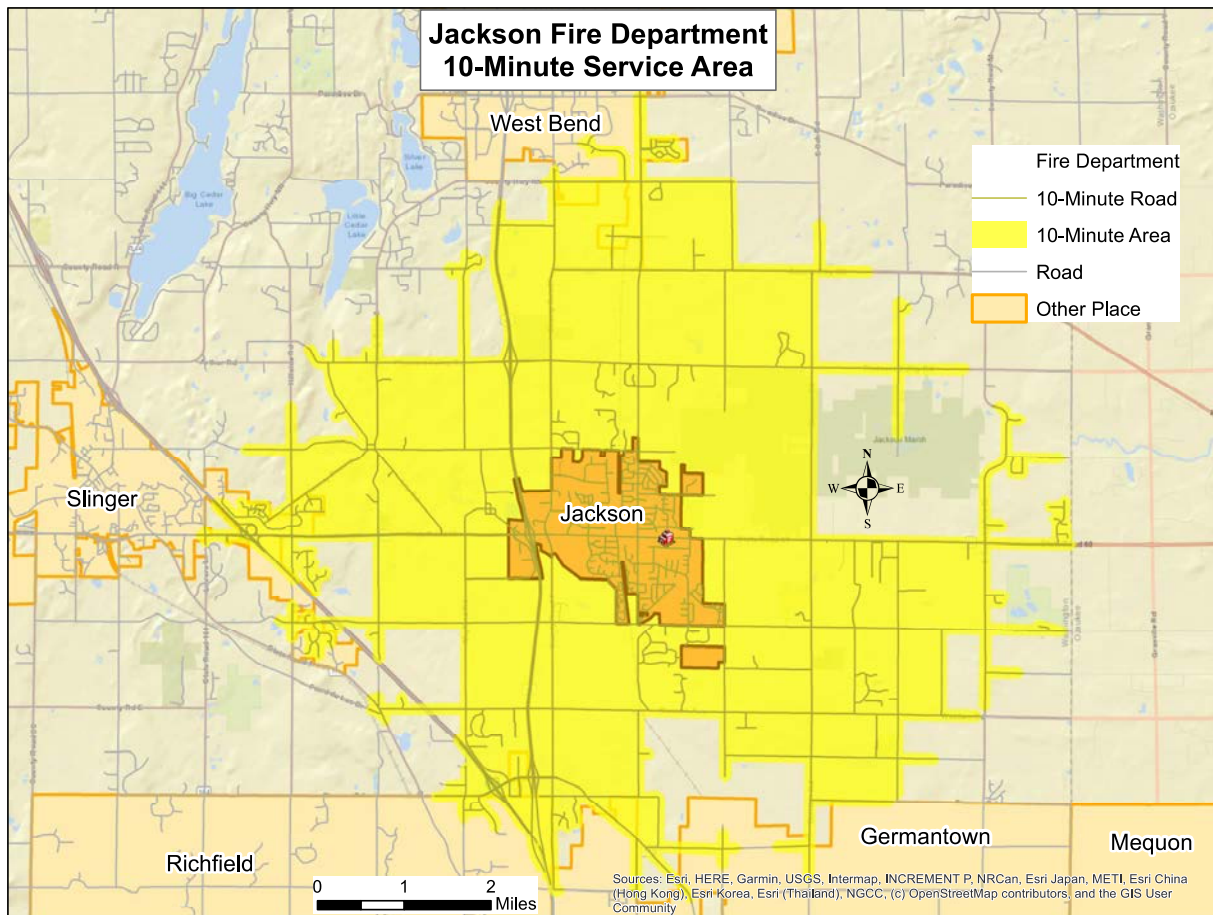
Volunteer/Combination											
POP.	City	Captain		Lieutenant		Firefighter		Chief		Call Volume	
		Start	Top	Start	Top	Start	Top	Start	Top	EMS	Fire
10,300	Portage	\$ 59,433.00	\$ 66,189.00	\$ 57,046.00	\$ 63,772.00	\$54,658.00	\$ 62,316.00	\$ 64,474.00	\$ 96,772.00	0	440
12,000	Sussex			\$ 69,977.00	\$ 83,462.00	\$50,895.00	\$ 67,106.00	\$ 92,508.00	\$ 104,982.00		
12,752	JACKSON	\$54,000	\$57,000			\$51,000	\$54,000	\$75,000	\$88,192		
14,164	Chippewa Fire District			\$ 54,756.00	\$ 64,584.00	\$47,736.00	\$ 61,776.00		\$ 92,241.00	2300	304
15,858	Mulowanago				\$ 77,684.00	\$53,464.00	\$ 73,985.00	\$ 80,407.00	\$ 108,549.00		
17,777	Ashwaubenon	\$ 97,584.00	\$ 88,584.00	\$ 92,584.00	\$55,836.00	\$ 85,265.00			\$ 114,284.00	1300	250
			\$ 220,773.00		\$ 382,086.00		\$404,448.00		\$ 516,778.00	3600	994
Average Top Wages Captain, Lieutenant, and Firefighter		\$ 110,386.50		\$ 76,417.20		\$ 80,889.60		\$ 103,356.00		range Call Volume	1800 331
Full Time Paid											
POP.	City	Captain		Lieutenant		Firefighter		Chief		Call Volume	
		Start	Top	Start	Top	Start	Top	Start	Top	EMS	Fire
5,482	Oconom	\$ 62,722.60	\$ 68,736.00	\$ 62,400.00	\$ 68,342.00	\$61,555.00	\$ 65,841.00	\$ 84,872.00	\$ 127,824.00	1127	300
9,989	St. Francis	\$ 94,711.00	\$ 97,088.00	\$ 83,551.00	\$ 85,648.00	\$56,732.00	\$ 80,679.00	\$ 116,104.00	\$ 129,018.00	1306	370
11,119	Mannette				\$ 63,772.00	\$53,173.00	\$ 59,084.00		\$ 93,506.00	443	337
11,893	Ashland		\$ 64,771.00		\$ 62,973.00		\$ 59,861.00	\$ 81,660.00	\$ 81,660.00	2500	200
12,360	Sturgeon Bay				\$ 69,142.00	\$57,438.00	\$ 63,704.00		\$ 99,221.00	1175	131
12,752	JACKSON	\$54,000	\$57,000			\$51,000	\$54,000	\$75,000	\$88,192		
14,366	Chippewa Falls				\$ 65,212.00	\$48,422.00	\$ 58,447.00		\$ 105,356.00	2954	202
14,894	Greendale	\$ 93,404.00		\$ 87,498.00			\$ 81,234.00		\$ 114,300.00	2136	397
			\$ 380,999.00		\$ 502,587.00		\$522,850.00		\$ 839,077.00	11641	1937
Average Top Wages Captain, Lieutenant, and Firefighter		\$ 95,249.75		\$ 71,798.14		\$ 74,692.86		\$ 104,884.63		range Call Volume	2328 387
Paid On Call											
POP.	City	Recruit	FF I	FF II	Lieutenant	Captain	Deputy Chief	Assistant Chief	Chief		
									Start	Top	
12,000	Sussex	\$ 7.25	\$ 14.29	\$ 14.54					\$ 92,508.00	\$ 104,982.00	
12,752	JACKSON		\$11.88	\$13.87	\$16.68						
14,164	Chippewa Fire	\$ 10.50	\$ 15.00	\$ 16.00		\$ 17.50	\$ 18.50			\$ 92,241.00	
15,858	Mulowanago	\$ 11.00	\$ 13.50	\$ 14.00	\$1.00 + Base	\$2.00 + Base	\$3.50 + \$3,00.00 Stipend +Base	\$4.50 + \$3,00.00 Stipend +Base	\$ 80,407.00	\$ 108,549.00	
17,777	Ashwaubenon		\$ 13.53							\$ 114,284.00	
		\$ 28.75	\$ 68.20	\$ 58.41						\$ 420,056.00	
Average Firefighter POC Rat		\$ 9.58	\$ 17.05	\$ 19.47					Average Top Wage		\$ 101,924.00

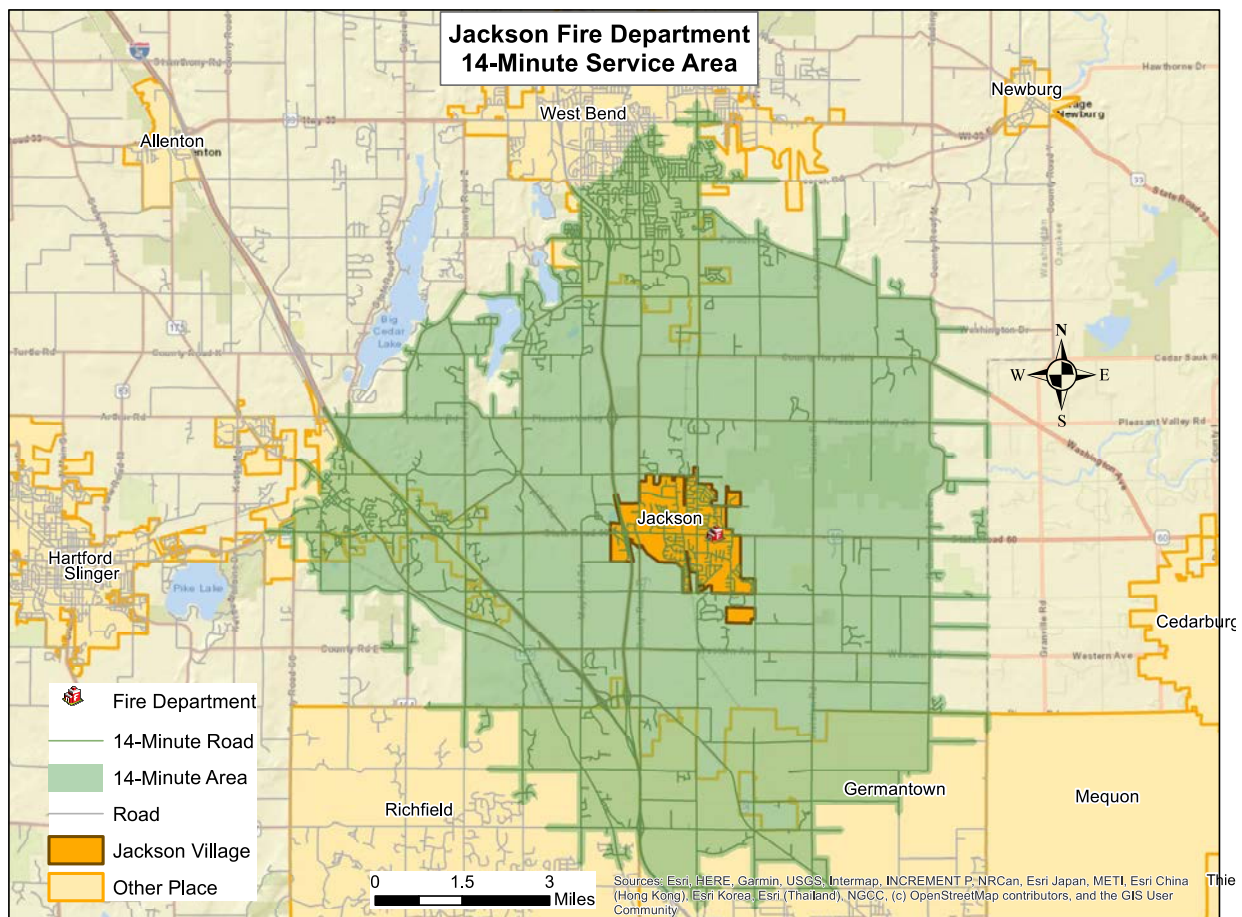


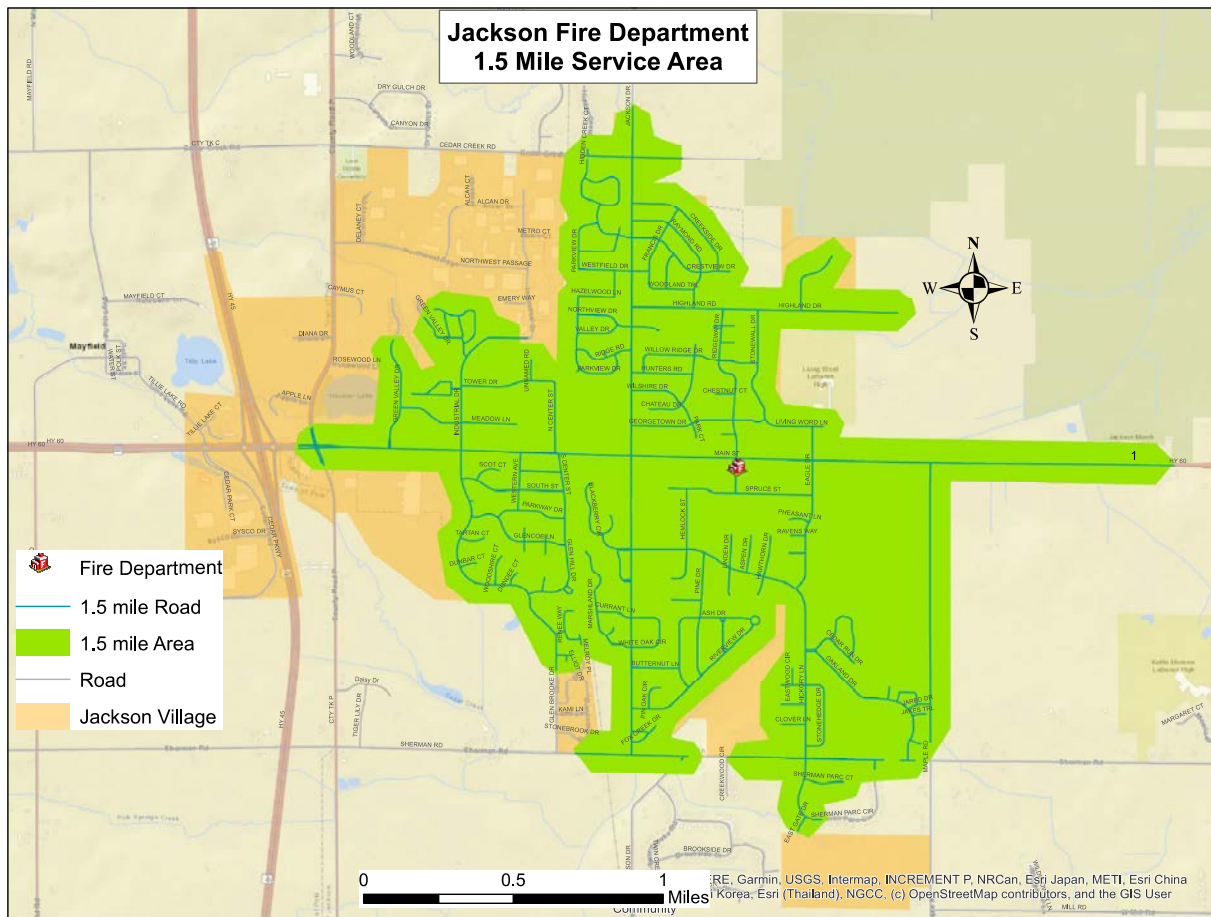
Appendix F

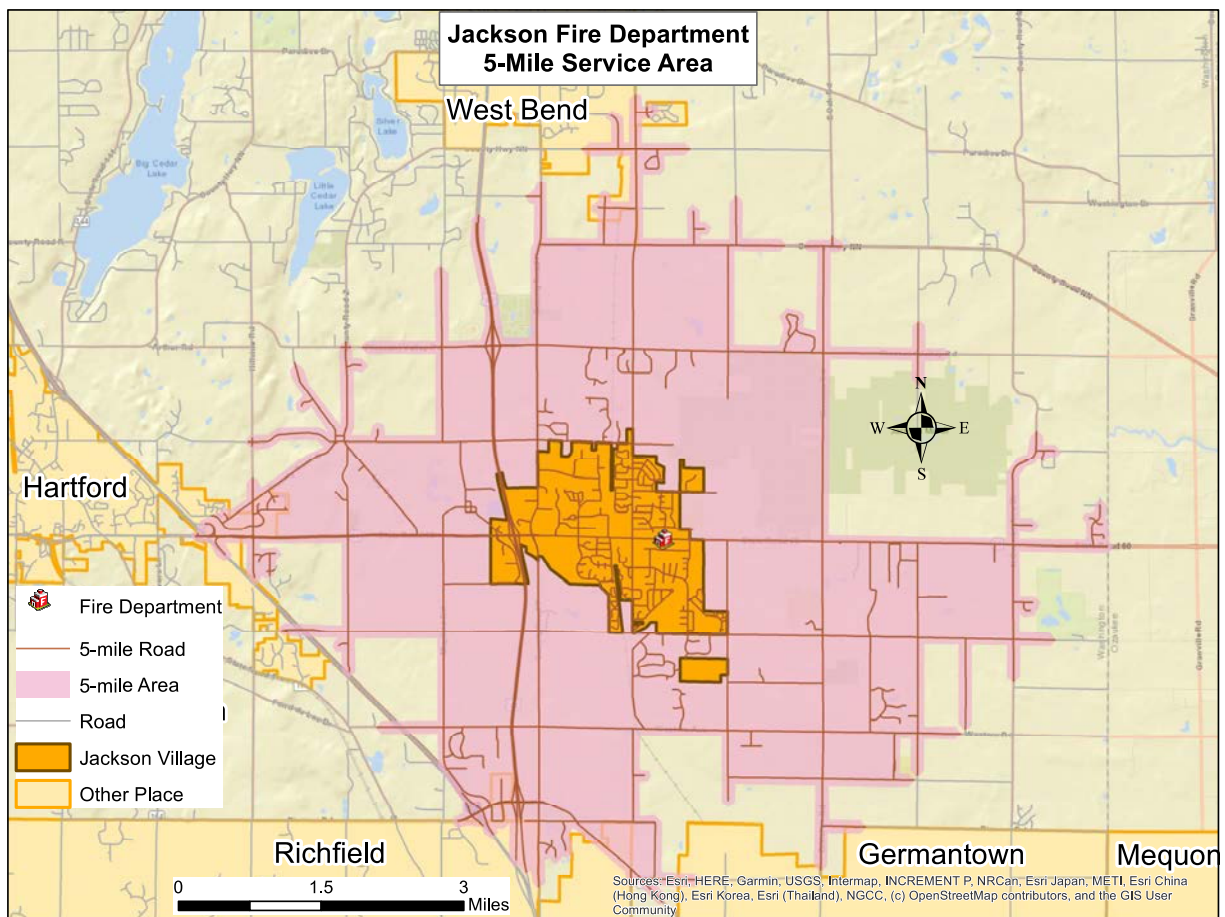
Jackson Fire Department Service Area Maps











Appendix G

Report on Village of Jackson Elected Leaders Interviews

Jackson Fire Study

Conducted by Public Administration Associates (PAA)

Interviews Conducted by Kevin Brunner and Mike Romas of PAA in June and July 2022

Village of Jackson Leaders Interviewed- Village Board Members-Mike Schwab (Village President); Brian Emmrich (Trustee); Tim Engelhardt (Trustee); Brian Heckendorf (Trustee); John Kruepke (Trustee); Randy Matter (Trustee) and Traci Wells (Trustee).

The same following questions were asked of each community leader as part of the PAA's initial information gathering for the Jackson Fire Study:

- 1) What do you believe are the issues that prompted this study to take place?
- 2) Are there any issues or problems regarding the Jackson Fire Department that concern you?
- 3) In your opinion, what response time goals should the Jackson Fire Department have for fire calls? EMS calls?
- 4) How do you measure the success of the Jackson Fire and EMS services to the communities that they serve (other performance indicators)?
- 5) Are you aware of any current recruitment and /or retention issues for the Jackson Fire Department?
- 6) Are there any unique barriers in the Jackson community that you believe affect either Fire or EMS performance?
- 7) What key stakeholders do you believe should be engaged in this study to ensure its ultimate success?
- 8) What are other things that you want the consultants to know about the Jackson Fire Department services that we might not have covered in previous questions?

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

Question 1-What issues prompted this study of the Jackson Fire Department?



Among Village leaders, there was a common concern about the rising costs of Fire/EMS services to the Village. It was mentioned several times that Village/EMS costs have risen more than any other function of Village government over the last ten-year period. Many questions need to be answered in terms of the financial sustainability of these services over the next 3–5-year period, particularly as it relates to possible enhanced paramedic level EMS in the future. The equity of current charges for Fire/EMS services to the surrounding towns and this needs to be reviewed as well as any possible charges for services provided.

Determining what might be a more “equitable” distribution of Fire and EMS costs was raised by several Village leaders as a key issue that should be addressed in any new intergovernmental service agreements that may be negotiated with surrounding municipalities in the future.

In addition to rising costs, Village leaders were almost unanimous in their belief that appropriate staffing needs to be evaluated in the Study with staffing recommendations to be considered going forward. There seemed to be a ready acknowledgement that, across Wisconsin and indeed across the US, that it is getting increasingly more difficult to attract and retain Fire/EMS Paid on Call employees although this hasn’t hit the Jackson Fire Department as much as it has other departments. Consequently, village board members are questioning how the department can best maintain the strong core of its paid-on-call staff with part-time and full-time staff.

Village leaders want to provide competitive wage and benefits to the full-time, part-time, and paid-on-call employees.

Selected Direct Key Quotes in Response to this Question-

“I’m concerned about fire department budget increases over the last ten-year period (provided budgetary figures for 2012-2021 that shows that Village Fire/EMS costs have risen 96.6% during that period while total overall Village spending went up 44.7%...the only other department in the Village that approached that level of spending increase was Building Inspection which increased 90.2%, however, this was offset almost entirely by an increase in inspection fees and other related revenues”

“I first heard about the fire study when it came before the Village Board for approval. In my opinion, this study should have been done before the new facility



was constructed and we had a clearer picture of what the proper staffing of the department should be”

“Personnel reasons...we need to be able to recruit and retain good people although that has been an issue for many years...I got on the department in the 1980’s and spouses were much more understanding about allowing fire volunteers to participate but that’s not the case today”

“I don’t think that enough POC (Paid on Call) will be there in the future...need to hire more full-time positions”

“A lot comes down to internal structure- big expansion in space ...do we need a higher level of EMS service; do we have enough staff; are our wages and benefits competitive; are we charging enough to...Town of Jackson and the Town of Polk for the services we provide?”

“What are appropriate levels of staffing, equipment and budgets for Jackson Fire...NFPA concerns-are we overbuilt, and we need to be frugal and ask the right questions”

“Want to see how we compare especially on staffing and pay...we have added 3 FT paramedics in the last three years...can we sustain that and how”

“Biggest concern is how do we compare with other departments on pay”

Question 2- Are there any issues or problems regarding the Jackson Fire Department that concern you?

Some of the same issues that Village leaders expressed in response to the question of why the Jackson Fire Study was commissioned were raised again in answering this question. They included appropriate departmental staffing levels; competitive pay and fringe benefits for FT, PT and POC employees; equitable sharing of related costs with other municipalities and financial sustainability of providing Fire/EMS services. Interestingly, EMS enhancement to the paramedic level was not mentioned at all.

Somewhat surprisingly, there were several Village trustees who expressed almost a “buyer’s remorse” about the size and equipping of the new fire station. Some comments were made to the effect that the Village needs to maximize its return on investment by charging outside departments for the use of Jackson facilities, principally for training and meetings that are held there. There were also questions raised about using Fire Department vehicles in parades and other social events as



well as whether Jackson was being properly reciprocated under its MABAs agreements with other departments.

Selected Direct Key Quotes in Response to this Question-

“I’m concerned over the use of fire department vehicles for uses other than emergency purposes such as parades and other social events...the prohibitive cost of purchasing, operating and maintaining these specialized vehicles leads me to believe that they should be strictly limited to use for emergency purposes and training for those emergency purposes.”

“Jackson has invested significantly in the training areas of the new facility...I would like to know if the Village is compensated for the use of facilities and the training events it hosts.”

“Is the MABAS system arrangement equitable for the Village...is it a true ‘give and take’ situation.”

“We need to be more resourceful in getting support for Fire/EMS services and I’m also concerned about staffing and compensation.”

“Current wages and benefits are not sufficient to keep good people...we should be paying in the \$70-\$75K range for FT personnel...I don’t want to go back in service levels.”

“What do we really need here...I know we are growing but how much expansion of these services can we accommodate reasonably.”

“Was our facility overbuilt and did we give staff too much latitude in its design?”

“Nothing really stands out but I do hear rumors about private ambulance service.”

“We need to scrutinize what we are charging the Towns for service...when was the last time that our rates were raised for them.”

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

In response to this question, all the community leaders invariably said that current response times are adequate, and they rarely receive any complaints or concerns for their constituents about fire or EMS response times. Also, that the Jackson Fire Department is respected in the community and its employees are greatly appreciated.

It was interesting that not a single community leader could articulate what the Fire Department’s response time goals are or should be or what they regard as key



department performance indicators. They responded to this question again (as well as to Question #4) by generally stating that they rarely receive any complaints about response times to fire and EMS incidents and that complaints were their number one indicator of department performance.

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

Selected Direct Key Quotes in Response to this Question-

“I used the EMS service ten years ago and it was a very good response time, and I was located as far away from the station in the Village that you could be...not aware of any problems in this regard.”

“As I understand it, a paramedic is dispatched right away...much better than when I was on the department, and I think that fire responses are adequate.”

“I have a personal experience and the response times are phenomenal ...first responders are beating the cops to the scene and response times have been much better in the last three years.”

“Absolutely no complaints from constituents.”

“We have no real response time goals, but we should discuss them...I believe that we are adequate in terms of Fire and EMS response times, but we should look at NFPA for guidance.”

“Not a concern at all...have never heard any complaints.”

“EMS responses are great...first person gets out the door right away...Fire response is okay but overall good when compared to other municipalities.”

“No issues here for me...current response times are meeting my expectations as an elected official”

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

Again, the development of performance measures or standards for the Jackson Fire Department was cited as something they would like to see emanating out this study. In addition to response time goals for both Fire and EMS, retention rates for



FT, PT and POC employees of the department was cited by most of the Village leaders as being something that they measure the success of the department by.

Almost all the Village trustees also mentioned the importance of maintaining high levels of training and education among the members of the department. Creating a great departmental learning and professional development culture was cited by several as being a key component in retention as well as attracting new employees to the department. The development of training and/or certification goals should be established as a departmental performance indicator(s).

Several Village trustees also want to look at per capita service costs (in comparison to similarly staffed municipal departments with comparable call volumes) as another departmental performance indicator that could be used in the future.

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

Selected Direct Key Quotes in Response to this Question-

“Concerned about recruitment and retention (mentioned that statistics in those areas should be maintained and evaluated annually), level of complaints and costs per capita.”

“Complaint volume is good barometer for me...I have served on the Village Board for a long, long time and I have not received complaints about the Fire Department for many years.”

“I look at the departmental leadership...we have really advanced in recent years.”

“Need to establish response time goals.”

“Employee retention rates are important to me as well as maintaining high levels of education/certifications...we need that frankly to keep and retain good staff...I believe that employees will overlook disparities in pay and benefits if they have good professional development opportunities.”

“I’ve never heard complaints about the JFD...but I question if we need to have several vehicles responding at the same time...do you need that kind of response...that level of touch necessary?”

“Response times compared to other municipalities and treating our patients well...maybe we should do periodic patient surveys?”



“Retention of FT, PT and POC’s is a real good indicator for me as well as maintain high professional training standards”

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

Generally, there were concerns raised by Village leaders about the ability of the Jackson Fire Department to attract and retain volunteer paid-on-call firefighters although everyone thought that the current staffing was adequate, and that department leadership was doing all that it can to maintain that level of staffing. There is a realization among the elected leaders that many potential volunteer firefighters just don’t have the time anymore to devote to the training and certifications that may be necessary to provide effective and efficient fire services.

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

One Village Trustee made a good suggestion that Jackson area high school students be approached to serve as volunteer POC’s and that a concerted effort be made to recruit them. This has been successfully done in number of communities across the country

Selected Direct Key Quotes in Response to this Question-

“The EMS volunteer system is almost dead and fire volunteerism is getting there too.”

“Chief does a great job of tapping into volunteer resources and we are not at the tipping point yet.”

“Getting volunteers for both services is a never-ending battle.”

“I think that we need to engage young people more in these services...a high school recruitment and training program could bring a number of potential POC’s on board as well as provide encouragement to possibly full-time careers in Fire and EMS...we need to teach them that giving is a lot better than taking.”

“Money isn’t everything...we need to sell more that we have the best facilities and equipment in Washington County.”



“I’m worried about losing our Fire Chief...I think he is underpaid, and I know he has applied for other chief positions.”

“I’m concerned about keeping the people we have, and I believe they are severely underpaid, and I worry about that.”

“I am not aware of any issues, but I think that the Chief sometimes rubs people the wrong way because of his desire to grow the full-time employee side of things.”

“Not aware and I think the new fire station helps immensely in recruitment and hopefully retention.”

“POC’s are harder and harder to get...recruitment is an issue I think but not retention”

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

While this question was posed to determine what “physical” barriers exist in the Jackson community, invariably the elected leaders interviewed talked about financial or political barriers. STH 60 was mentioned several times as providing good east-west access to the Fire Department service area. There was a concern raised that the future reconstruction of STH 60 in 2024 could cause some major disruption to Fire and EMS service delivery systems and that needs to be carefully planned for.

Financial sustainability was a possible obstacle that several Village leaders cited as a barrier. While there was again a general concern that the costs for providing the Jackson Fire and EMS services be fair and equitable, particularly in accurately reflecting the Village’s significant capital and overhead costs, there was at least one person that urged caution in setting future rates for surrounding communities because “I’m concerned that other communities could step in and provide those services as well”.

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

Selected Direct Key Quotes in Response to this Question-



“Just the need to plan for 2024 when STH 60 will be reconstructed.”

“Newer residents are accustomed to full-time departments from where they are moving from...they have high expectations.”

“Primarily financial...can we provide the coverage and service levels that people want.”

“Not aware of a single time that the Village Board has turned down a request from the Fire Department for any equipment of any kind...I think that we have borne a higher percentage of capital costs than our surrounding communities have...Village property taxpayers are paying more than their fair share.” “Responses to nursing homes...I think that we are unfairly subsidizing their costs.” “Is our growth a barrier...getting through the Village to the West can be pain at times.”

“Finances...can we afford what we need to pay our people as well as provide a high level of service that may residents want.”

“Town of Jackson and Town of Polk...are we recovering our overhead costs (new building) sufficiently...that doesn’t bother me necessarily because I am concerned about possible competition from other communities that could conceivably provide Fire and EMS services to them.”

“Major train derailment on STH 60 could provide a major disruption but there are now only two trains per day, so the possibility is remote.”

“Sometimes the response times to some of the further reaches of our Fire and EMS service territory concerns.”

“Not aware of any...Jackson is a pretty good place to be”

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

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

- Towns of Jackson and Polk (Town Chairs)
- Village Business Leaders
- Former Village Trustee Casey Latz (3)
- Local School Leaders (Kettle Moraine Lutheran HS, Living Word HS, and West Bend SD)
- Emergency Service Providers
- Community Survey (4)



- Past EMS Patients or Family Members
- Kerry Ingredients, Sysco, Rytex Doors and other Large Businesses in Jackson
- Jackson Area Business Association
- Jackson HOA's

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

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

Village Officials

- "I'm very appreciative of what our Fire and EMS volunteers and full-time staff do for our community...we need to be more responsive to their needs and get them the resources they need."
- "We have to address our future growth...development of more equitable financing as well as proper staffing levels is in everyone's best interests."
- "I want the consultants to be as visionary as possible in projecting what our future Fire and EMS needs for our community should be."
- "Retention and keeping good people should be our number one priority in the future."
- "What is the accuracy of data presented by department to the Village Board and are we billing the Towns and recipients of the service what we should? Are our billings an accurate reflection of our actual costs to provide the service including capital?"
- "I'm just concerned about staffing (attraction and retention of good personnel FT, PT and POC's) ...we have great facilities and equipment!"
- "I am just curious as to how we stack up with similarly sized communities with their staffing and budgets...I think that we have an up-and-coming fire department in Jackson, and we need to carefully plan to keep it that way."



Appendix H
Jackson Fire Department Member Interview Results
Strengths, Opportunities, Aspirations, and Results (SOAR)

Stakeholder Discussions

This SOAR (Strength, Opportunity, Aspirations, Results) analysis represents the results of in-person and phone interviews conducted between March 31st and June 17th with twenty Fire Department members of varied experience levels and rank. Members interviewed are as follows: B.Beck, D.Dymond, D.Fisher, E. Weiss, G.Rathke, J.Gonzalez, J.Huyser, J.Lamm, J.Laboy, K.Berben, K.Kruepke, K.Newberg, L.Sberna, L. Seeger, M.Oestreich, M.Grevenow, R.Hansen, T.Ewing, V.Obst, and Z.Horning.

STRENGTHS:

- State of the art fire station
- Great apparatus and maintenance
- Standard Operating Guidelines (SOG) and Policies
- Communication
- Training
- Good recruitment and retention
- Staffing levels for current needs
- Chief's Friday updates
- Promotional process
- Teamwork
- Good response times
- Family feel
- Camaraderie
- Service to citizens
- Officers
- Knowledgeable employees
- Pride

OPPORTUNITIES:

- Conflict resolution (between POC and full time; shifts, ranks)
- Training: increase caliber of fire and EMS training, increase hands-on/skills training, have medical director provide training



- Promotional process
- Compensation Review: pay grade system (standardize, simplify, make competitive)
- New member on-boarding
- Staffing level review (shifts, roles, ranks, overnight)
- Succession planning
- Recruitment (including improved expectations and communications to candidates)
- Define and communicate roles expectations for full time and POC
- Promotional opportunities for full time paramedic/firefighters – make lieutenants
- Full time meds trying to run calls
- Improve inter-shift communication
- Transition from Part Time/POC model to full time
- Promotional tracks
- Consistent procedure and policy application among all shifts and ranks
- Losing volunteers due to lack of involvement at scenes
- Communication could be better
- SOG review
- Recruitment and retention to meet retirements
- Perform exit interviews
- Selecting good hires
- Full time med promoted rank
- Lieutenants in limbo
- No promotional process in 2 years
- Would pay per call help recruitment and retention
 - 5 yes
 - 3 no
 - Don't get stipend if on call and didn't work
- Improve dispatch efficiency
 - Freeway fire rescue, should be fire response, meds not needed
 - Nursing home calls send med level response, not needed



ASPIRATIONS (3-5 years):

- More career members
- Planned retirement replacements
- Need surge capacity
- Meet needs of Village growth
- Staffing
- Recruitment
- Retention
- Staffing level
- Ambulance revenue should be held by Fire Department for capital improvements

RESULTS:

- State of the art fire station completed in 2021
- Acquired necessary apparatus and equipment

Responses to the question, “Is there anything else you would like to add?”

- Add more full-time staff
- Don't rely on MABAS
- Increase POC pay
- Recruit at tech schools
- Love this department
- Leadership is great
- Need to mentor and retain POC
- Fulltime/POC relationship is the long-term key
- Love POC and would hate to see POC go away
- Make staffing fair
- Make pay fair
- Bring everyone together
- Increase number of med positions
- Meds should tell people what to do
- Love being part of the team
- Accountability
- Higher standards
- Salary projections 5 years out
- Pay for less than 1 hour



- Restructure training committee, most experience and best teach
- Full time meds are struggling
- Chief does a great job
- Improve command presence
- Comp and wage increases, comparable to surrounding communities
 - o Port, Mequon, Germantown
- State of the art fire station (also a recruiting tool) unanimous

Other pertinent information:

- Agree with org. structure: 12-yes, 4-no
- More career
- Paramedic Lieutenants upstaging young lieutenants
- Unfilled positions
- POC battalion chiefs need more responsibility
- Personality of leader needs consistency



AGREEMENT FOR 2022 JACKSON FIRE DEPARTMENT SERVICES

THIS AGREEMENT made this 29th day of November 2021, by and between the **Village of Jackson Fire Department** of the Village of Jackson, Washington County, Wisconsin, hereinafter called the Village, and the **Town of Polk**, Washington County, Wisconsin, hereinafter called the Town.

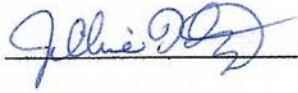
WITNESS:

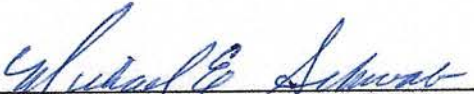
1. That for a valuable consideration, the terms of which are more particularly provided for in paragraph two (2) of this agreement, the Village will furnish fire fighting protection and emergency medical service to the designated sections located in the Town for the period of one year, commencing on the 1st day of January, 2022 and ending on the 31st day of December, 2022, and from year to year thereafter unless notice in writing by either party upon the other signifying the intention of terminating this agreement is served by registered mail on or before 360 days before the expiration of such original term or renewed term.
2. That in consideration therefore the Town shall pay the Village for the twelve months commencing on January 1, 2022, and terminating on December 31, 2022, for such protection, the sum of \$74,916.18 Said charge to cover all calls for the period and such principal sum shall be paid as follows: \$18,729.04 on March 11, \$18,729.04 on June 10, \$18,729.04 on September 9, and \$18,729.04 on December 9, 2022.
3. The Village shall invoice the Town for the installments due. An itemized statement and record of fire and EMS calls shall be sent to the Town on a quarterly basis.
 - A. Except that in the case of a car fire or when in the opinion of the Fire Chief or his authorized assistant or other law enforcing agency, that the cause of a fire has been caused by negligence, nonfeasance, malfeasance or any other cause of a suspicious or legally questionable nature, the Village shall within five (5) days after answering the call, forward a copy of the fire report, to the Town Clerk, setting forth the fire facts, the cars owner or renter, length of service in hours, the type of fire cause if possible, and in case of suspicion or questionability of such case, to so state therein, setting forth the reasons therein.
 - B. A further consideration of this agreement is that if the Village operates an emergency medical service, this service be made available to all residents of the Town on a fee basis equal to that charged residents of any other municipality served by the Village, and further that emergency ambulance and/or rescue squad service rendered by the Village to persons injured in accidents on highways or from other causes within the Township be collected according to provisions of existing statutes, laws and ordinances of the State of Wisconsin, Washington County, Wisconsin, and the Village of Jackson.

- C. The Village may exercise its right to bill the Town and the Town shall be liable for the payment of emergency medical calls for assistance that occurred in the Town that remain unpaid after all reasonable efforts to collect them have been exhausted.
- 4. That the Village shall be on call 24 hours a day for such service unless an act of God prevents the Village from fulfilling its duty.
- 5. That the Village assumes all responsibility for any injury to its members in the fighting of fires and the performance of its duties in fighting fires; the Town shall in no way be liable or responsible for any injury suffered by any members of the Village in the performance of its duties in fighting fires; the Town shall in no way be liable or responsible for any injury suffered by any members of the Village in the performance or their duties in fighting of fires; the Town shall not be liable or responsible for any damage to any property of the Village used in the performance of the duty of fighting said fires under this agreement; and the Village shall file with the Town Clerk annually during the term of this contract or renewal thereof proof of current liability, personal injury and compensation coverage's in the form of a certificate of coverage executed by the insurance company or its duly authorized agent underwriting such coverage.
- 6. If the Village makes the necessary fire inspections and files the proper reports, the Village shall be entitled to the fire department insurance dues as provided by section 101.14 of the State Statutes when received by the Town and when the reports have been filed. The Town of Polk shall forward all the 2% dues when they are received to the Village of Jackson. The dues will remain with Village of Jackson for the designated use of the 2% dues according to SPS 330.
 - A. The Village guarantees that fire prevention related inspections will be made as required by law by an authorized member of the Village and the cost of the inspection shall be borne by the Village; and following such inspection, the Chief or his duly authorized agent, shall, on request, file with the Clerk of the Town a report of all premises inspected therein; the date of such inspection and the name of the person making such inspection. The Town further agrees that the Town's building, plumbing and electrical inspectors will assist the Village Fire Inspector in enforcement of fire codes as necessary. Fees charged will not be less than such fees established by the Village.
 - B. Village Fire Inspectors will enforce all federal, State of Wisconsin, Village of Jackson and Town of Polk laws, statutes, ordinances, resolutions and regulations. In doing so, as an agent of the Town, if no such laws have been adopted by the Town, the existing Village fire code Chapter 3.21 to 3.41 excluding section 3.30(A) on open burning, shall be used for enforcement purposes.
- 7. Should a catastrophic event occur within the Town and the cost to provide fire and emergency services to the incident totals over \$10,000, the Village and Town will equally divide the total costs of the incident over \$10,000.

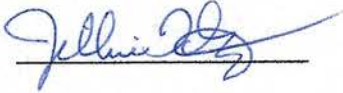
In the presence of:

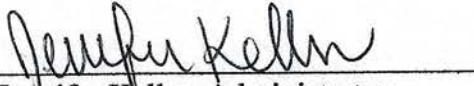
VILLAGE OF JACKSON, By:




Mike Schwab, Village President

12-14-21
Date

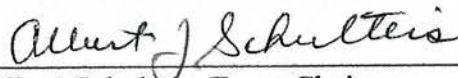



Jennifer Keller, Administrator

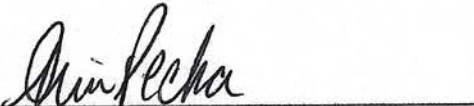
12-14-21
Date

In the presence of:

TOWN OF POLK, Washington County, Wisconsin


Albert Schulteis, Town Chairman

12-9-21
Date


Alison Pecha, Town Clerk

12-9-21
Date

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WITNESS:

1. That for a valuable consideration, the terms of which are more particularly provided for in paragraph two (2) of this agreement, the Village will furnish firefighting protection and emergency medical service to all sections located in the Town for the period of one year, commencing on the 1st day of January, 2022 and ending on the 31st day of December, 2022, and from year to year thereafter unless notice in writing by either party upon the other signifying the intention of terminating this agreement is served by registered mail on or before 360 days before the expiration of such original term or renewed term.
2. That in consideration therefore the Town shall pay the Village for the twelve months commencing on January 1, 2022, and terminating on December 31, 2022, for such protection, the sum of \$231,169.20. Said charge to cover all calls for the period and such principal sum shall be paid as follows: \$57,792.30 on March 11, \$57,792.30 on June 10, \$57,792.30 on September 9, and \$57,792.30 on December 9, 2022.
3. The Village shall invoice the Town for the installments due. An itemized statement and record of fire and EMS calls shall be sent to the Town on a quarterly basis.
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 - B. A further consideration of this agreement is that if the Village operates an emergency medical service, this service be made available to all residents of the Town on a fee basis equal to that charged residents of any other municipality served by the Village, and further that emergency ambulance and/or rescue squad service rendered by the Village to persons injured in accidents on highways or from other causes within the Township be collected according to provisions of existing statutes, laws and ordinances of the State of Wisconsin, Washington County, Wisconsin, and the Village of Jackson.
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 - B. Village Fire Inspectors will enforce all federal, State of Wisconsin, Village of Jackson and Town of Jackson laws, statutes, ordinances, resolutions and regulations. In doing so, as an agent of the Town, if no such laws have been adopted by the Town, the existing Village fire code Chapter 3.21 to 3.41 excluding section 3.30(A) on open burning, shall be used for enforcement purposes.
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In the presence of:

VILLAGE OF JACKSON, By:

Jillie Debra

Mike Schwab
Mike Schwab, Village President

12-14-21
Date

Jillie Debra

Jennifer Keller
Jennifer Keller, Administrator

12/14/21
Date

In the presence of:

TOWN OF JACKSON, Washington County, Wisconsin

Monica Diaz

Robert Hartwig
Robert Hartwig, Town Chairman

12-13-21
Date

Monica Diaz

Bob Eichner
Bob Eichner, Town Clerk

12.13.21
Date