



## VILLAGE OF COTTAGE GROVE & TOWN OF COTTAGE GROVE

### NOTICE OF PUBLIC MEETING

#### Village Board of Trustees & Town Board of Supervisors

Monday, December 8, 2025

5:30 p.m.

This meeting will take place as a hybrid meeting both virtually and in person at Village Hall at 221 E. Cottage Grove Road. If you are utilizing Zoom, please join the meeting from your computer, tablet or smartphone by visiting <https://us06web.zoom.us/j/82493090595?pwd=dTdlnebgOIFkXATGJOaDbhfpd4aXBJ.1>. You can also participate via phone by dialing 1 312 626 6799 and use Meeting ID 824 9309 0595#. When asked for your Participant ID, just press #, when asked for the Passcode enter 221. You may also choose to participate by providing public comment prior to the meeting via email to Village Clerk Lisa Kalata: [lkalata@villageofcottagesgrove.gov](mailto:lkalata@villageofcottagesgrove.gov). If this is a teleconference, virtual or hybrid meeting, please review the Village of Cottage Grove's [policy](#).

1. Call To Order
  - a. Cottage Grove Town Board of Supervisors
  - b. Cottage Grove Village Board of Trustees
2. Determination Of Quorum And That The Agenda Was Properly Posted
3. Pledge Of Allegiance
4. PUBLIC APPEARANCES-Public's Opportunity To Speak About Any Subject That Is Not A Specific Agenda Item
5. New Business
  - a. Presentations and interviews of consultants regarding Fire/EMS study.

#### Documents:

1. MEMO\_BACKGROUND SUMMARY FOR THE JOINT FIRE EMS STUDY AND CONSULTANT SELECTION\_CKN 12-8-25.PDF
  2. 2022 CGFD STUDY - PAA (HISTORICAL).PDF
  3. PAA COTTAGE GROVE FIRE DEPARTMENT FOLLOW UP REPORT (HISTORICAL).PDF
  4. 2022 EMS PAA STUDY (HISTORICAL).PDF
  5. STUDY TO UPDATE FIRE AND EMS ORGANIZATIONAL ANALYSES - REVISED DATES FOR RESUBMISSION\_CKN (HISTORICAL).PDF
  6. MEMO\_UPDATE TO RFP PROCESS\_CKN 10-6-25 V2 (HISTORICAL).PDF
  7. MEMO\_RFP DECISION\_CKN 10-20-25 (HISTORICAL).PDF
  8. PAA COTTAGE GROVE 2025 PROPOSAL.PDF
  9. PAA COTTAGE GROVE 2025 PROPOSAL- APPENDIX.PDF
  10. WI POLICY FORUM COTTAGE GROVE 2025 PROPOSAL.PDF
6. Discuss And Consider Entering Into Closed Session To Establish Negotiating Parameters And Terms Of A Contract For Services Regarding Fire/EMS Study.  
The Village of Cottage Grove Village Board and the Town of Cottage Grove Board of

Supervisors will enter into Closed Session pursuant to Wisconsin State Statute §19.85 (1)(e) Deliberating or negotiating the purchasing of public properties, the investing of public funds, or conducting other specified public business, whenever competitive or bargaining reasons require a closed session.

7. Reconvene Into Open Session And Possible Consideration Of Closed Session Items
8. Adjournment-Town
9. Discuss And Consider Amendment To Development Agreement And Municipal Revenue Obligation With Hensiak Holdings, LLC.

Documents:

[FIRST AMENDMENT TO DEVELOPMENT AGREEMENT \(1\).PDF](#)  
[AMENDED MRO.PDF](#)

10. Discuss And Consider Agreement To Terminate Lease With New Tech Painting, LLC At 123 East Cottage Grove Road.

Documents:

[LEASE TERMINATION.PDF](#)

11. Adjournment-Village

Any item on the agenda is subject to final action. Notice: Persons needing special accommodations should call [608-839-4704](tel:608-839-4704) at least 24 hours prior to the meeting. It is possible that members of and possibly a quorum of members of other governmental bodies may attend the above stated meeting to gather information; no action will be taken by any governmental body at the above-stated meeting other than the governmental body specifically referred to above in this notice.



# Trustee Memo

**Meeting Date:** 12-8-25

**Memo Date:** 11-24-25

**To:** Village Board & Town Board

**From:** Cindi Kelm-Nelson, Village President

**Subject:** Background Summary for the Joint Fire/ EMS Study and Consultant Selection

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## **Background/Overview:**

Earlier this year, the Village, Town, DGEMS, and Cottage Grove Fire began discussing a joint review of Fire and EMS services. Initial conversations focused on the need for a long-term staffing plan for the Fire Department, the growing service demands on both Fire and EMS within the Village, possible gaps or inefficiencies in operations, and ultimately the need for a unified long-range plan to guide facility investments. Thus, the purpose of the new study is to review the past work, and then primarily update, the two *Comprehensive Analyses of Fire and EMS Services* studies. This summer both Boards agreed that an external study would provide the most unbiased assessment and produce a better strategic outcome. The objectives of the new study are outlined in the RFP.

The goal of this Village: Town joint meeting is to interview and choose a study consultant as well as authorize Village staff to proceed with coordinating the study efforts. Each consultant will give a fifteen-minute presentation that covers the firm's background, proposal, and other relevant information, followed by previously submitted questions/answers from Village and Town board members as well as the DGEMS and CG Fire Chiefs. A closed session to establish terms of a potential contract for service will follow.

## **Timeline of Key Steps:**

- *January to March:* Initial discussions about service needs and future planning.
- *April to June:* Agreement that external study would be the best approach.
- *July and August:* Staff and board representatives met to outline goals and identify potential funding options.
- *August:* Initial RFP released.
- *September:* Both bodies expressed support for moving toward a shared study and aligning expectations.
- *October:* Approval of resubmission of RFP to PAA and Wi Policy Forum, agreement to schedule a joint meeting to finalize direction, approval of (65.93:34.07 split with the Town, which is the current Fire Agreement formula cost share.)
- *November:* Municipal approval of 2026 budgets.
- *December (tonight):* Joint meeting to confirm alignment, select consultant, and authorize next steps.
- *February 2026:* Begin studying.
- *Spring to early summer 2026:* Complete data collection and analysis.
- *Summer 2026:* Present findings and recommendations to both boards.

## **Trustee Request/Recommendation:**

Approve a consultant and authorize Village staff to proceed with a contract and study kickoff.

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# *Fire Department Comprehensive Analysis*



Prepared by Fire Consultants Tim Franz, Mike Romas and Jim Austad

Public Administration Associates, LLC

Presented to Cottage Grove Fire Department

January 26, 2022



*Public Administration Associates, LLC*

# Table of Contents

- I. Introduction.....3
- II. Fire Department and Service Area Description.....3
- III. Demographic Trends.....4
- IV. Fire Department Review.....7
- V. Personnel and Organization.....8
- VI. Training.....13
- VII. Equipment and Vehicles.....14
- VIII. Facilities.....17
- IX. Level of Service.....19
- X. Budget and Finance.....32
- XI. Future Considerations.....39
  
- Appendices
  - Appendix A-Table of Organization.....49
  - Appendix B-GIS Maps: Response Time and Travel Distance.....51
  - Appendix C-SPS 330 Department Audit.....53



## INTRODUCTION

This report provides a comprehensive analysis of the Cottage Grove Fire Department, Inc. (CGFD, Inc.) and the governing body of the Cottage Grove Fire District which contracts with CGFD, Inc. The District is comprised of the Village of Cottage Grove and the Town of Cottage Grove. A Request for Proposals (RFP) was issued by the Village in May, 2021 and the Cottage Grove Village Board ultimately selected the team of Public Administration Associates, LLC (PAA) to conduct the study.

PAA proposed to study the following seven areas:

1. Description of the Cottage Grove Fire Department service areas.
2. Population projections and future demands for services.
3. Industry standards and best practices by which to evaluate the current and future service provisions.
4. Review of current fire response times and services.
5. Review of current fire facilities.
6. Review of options for governance, organization, staffing and facilities.
7. Recommendations of the study.

## FIRE DEPARTMENT AND SERVICE AREA DESCRIPTION

The service area of the Cottage Grove Fire District includes the Village and Town of Cottage Grove. A portion of the Town of Pleasant Springs is covered under a contract with the District.

The Village of Cottage Grove is located on the eastern edge of the City of Madison, south of the CTH N/I-94 interchange and north of the interchanges of CTH N and USH 12/18 and I-39/90. The Village covers 4.69 square miles and the latest population estimate from the Wisconsin Department of Administration (DOA) is 7,217. The Village has experienced significant growth since 1980 when its population was just 880. While most of the Village's growth has been residential there has been significant commercial development and some additional industrial growth in the past ten years.



The Town of Cottage Grove surrounds the Village of Cottage Grove and is bisected by CTH N, which interchanges with I-90 and I-94, US Hwy 12/18. The majority of the Town lies to the east and South of the Village. The Town covers 32.1 square miles and has a DOA population estimate of 3,889. The population has remained relatively stable during the last fifty years. It is primarily rural in nature with the more dense and rapid development occurring in the Village in land annexed from the Town.

The Town of Pleasant Springs, located northeast of Stoughton, is bordered on the north by the town of Cottage Grove. With the Exception of an area of commercial development at the intersection of I-90 and CTH H, primary use is agricultural and low density residential. Under a contract with the Town, the District covers approximately 50 percent of the Town, or approximately 1,500 residents and 15 square miles.

## **DEMOGRAPHIC TRENDS**

The Town of Cottage Grove's comprehensive plan, which will guide the future growth of the Town, was developed with the principle of preserving the rural nature of the community. The only area promoted for commercial development lies along U.S. Highway 12/18 at the County Highway N interchange. Population density for the town is 121 persons per square mile. The majority of land use is agricultural and related property improvements consisting of agricultural support buildings and single-family dwellings. Population projections have been following predicted trends. These are listed in Table 1, along with data for the Village. The forecasted population and development growth is not remarkable and will not have significant impact on future demand for fire services.

Along with most of Dane County, the Village of Cottage Grove has experienced significant growth in the 1990s and 2000s. This growth has been fueled by employment and housing booms experienced throughout most of Dane County. The Village's proximity to Madison as well as available land for development and ready access to two interstate highways, makes this growth trend likely to continue, which is outlined in the Village's comprehensive plan.

The Village has several planned development areas including the already-successful Cottage Grove Commerce Park located near the CTH N and I-94 interchange. The



area east of CTH N has significant commercial and light industrial uses while high density residential uses are predominant on the west side. The planned North Grove Corporate Park is likely to see growth and development in the next five years. Population growth exceeded predictions in previous comprehensive plans and DOA estimates. That trend will most likely continue as a result of current and planned development. In addition to the aforementioned planned development areas, there are several smaller planned development areas distributed throughout the Village. The table below demonstrates how the population growth has exceeded projections from the previous comprehensive plan.

**Table 1. Town/Village of Cottage Grove Population Projections**

	1/1/2013 Estimate	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection
Village	6,192	6,269	6,530	7,190	7,845	8,465
Town	3,875	3,880	3,880	3,935	3,980	4,010

Source: Wisconsin Department of Administration (DOA)

A notable demographic trend contained in the comprehensive plan data is that of persons living in and employed in the Village. The number of employed residents, who both live and work in the Village, is 152, or a mere 4.1% of employed Village residents. This is the lowest percentage among the comparable communities. The next lowest percentages are 6.9% in Monona and 7.5% in Fitchburg, respectively. This data was sourced prior to some of the recent commercial development in the Village which may have increased the percentage, however this information is significant in terms of its impact on a community that relies on volunteer/paid on call personnel to provide fire protection. Can a sufficient force be deployed to respond to calls during business hours?

CGFD, Inc. is organized as a Chapter 181 non-stock corporation. In Wisconsin, municipal fire service can be organized as a municipal department or as an independent company organized under the authority of Chapter 213 of the Wisconsin Statutes. In general, statutes provide clearer guidance for departments created by municipalities and staffed by municipal employees. Many departments throughout the state, however, are organized as independent corporations or consist of hybrid models involving a municipal department and a corporation.



Given the long history of volunteer fire service in Wisconsin, it is not uncommon for the relationship between the municipality and its volunteer firefighters to become blurred. The service developed over time to fill a critical need. Unlike law enforcement, where paid municipal employees took on the policing role, a rich tradition of volunteerism flourished in the fire service. While the volunteer fire service provided a significant economic advantage to municipalities, it has also created uncertainty. Statutes, in some cases, do not clearly align or were not adequately developed to clarify the relationship between the municipality and the independent company serving its residents.

In many cases this absence of clarity can go unnoticed for years. Elected officials and volunteers transition over the years and the services continue without a problem, until one arises. When an issue does arise, it can be significant, straining the relationship between volunteers and the community they serve or creating significant liability or employment issues for the municipality.

Three areas pertaining to volunteer fire companies that are clearly covered by the statutes include workers compensation coverage, liability and disbandment of volunteer companies. First, if the company does not procure workers compensation for its members, the political subdivision within which that company is organized is liable for that compensation. Sec 102.07(7) Wis. Stats. Second, liability for claims against volunteer companies is limited to \$25,000 as opposed to the normal municipal limit of \$50,000. Sec. 893.80(3) Wis. Stats. Third, the common council of any city or the board of trustees of any village in which a fire company may be located, shall have power to disband any fire company for misconduct or when they consider it proper. Sec. 213.04 Wis. Stats.

Two documents relating to CGFD, Inc. were reviewed to ensure the Department was indeed organized and registered as a Chapter 181 non-stock corporation; the Articles of Incorporation By-Laws. It is critical in this study to examine the level of service provided by CGFD, Inc. compared to those set forth in the aforementioned documents.



## **FIRE DEPARTMENT REVIEW**

CGFD, Inc. was reviewed in the following areas: service type, organization, personnel, apparatus and training. This examination is best conducted by utilizing performance measures established by national rating organizations. The first source consists of the standards and body of research produced by the National Fire Protection Association (NFPA), an independent agency that develops model codes and standards for the fire service. That agency conducts its own research and publishes its own data. The other benchmark is data obtained from the Insurance Service Office (ISO), another national rating organization. Fire departments are evaluated routinely by the ISO, which provides information to insurance companies, which, in turn, is used in setting fire insurance rates. This rating system is known as the Public Protection Classification Program. The ratings range from Class 1, which is the best possible score to Class 10 which equates to 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 (the municipal water system) 40%.

CGFD, Inc. was also audited for compliance with Wisconsin Department of Safety and Professional Services (SPS) Chapter 330, Wis. Admin. Code. (Fire Department Safety and Health) and SPS Chapter 314 Wis. Admin Code (Fire Prevention). The SPS 330 audit is provided as a separate document in Appendix C as it is very detailed. It is referenced in the CGFD, Inc. review section.

With regard to the ISO rating, the District has a split rating; one rating covers the Village of Cottage Grove with the second covering the Town. The latest evaluation and rating were completed in September of 2020. Areas within the Village received a rating of three, which is outstanding for a community protected by a volunteer department. The Town received a rating of five (out of ten possible points), which means those areas within five road miles of the station are rated as a five, while properties beyond that received a rating of ten. It should be noted that a five 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 two communities. The ratings on CGFD, Inc., itself and the communication system are the same for both communities.

## **PERSONNEL AND ORGANIZATION**

At the time of this study, CGFD, Inc. has 40 active members and is authorized in its bylaws to have 50 members. The chief officers and officers receive a nominal payment and other members, a small stipend for meeting attendance. With regard to actual responses, however, the staff are truly volunteer and do not receive compensation for their labor on an hourly or per event basis.

The table of organization that is currently used by CGFD, Inc. is well-defined and understood. It follows industry best practices for chain and unity of command from both operational and communication perspectives. The positions listed all have appropriate position descriptions for duties and responsibilities assigned. The position description should be included in a section of the Policy manual and be updated with a more robust section on physical requirements to perform the job in conjunction with the requirements listed in NFPA 1582 Standard on Comprehensive Occupational Medical Program for Fire Departments. The table of organization is attached as Appendix A.

According to the CGFD, Inc. bylaws, candidates are interviewed by a membership committee and then presented to the membership for a vote of acceptance or rejection. Personnel issues are areas prone to dispute and litigation. While the CGFD, Inc. does have specific criteria for new members, subjecting this to a vote of the membership for approval is an area of concern and potential liability. Policies and practices need to be in place to ensure equal opportunity and protect persons in protected classes from being discriminated against by voting members. CGFD, Inc. does have a limited policy/statement on harassment and equal opportunity, but even so, the area of personnel is too complex to leave personnel matters up to a “popular vote.” Personnel are required to complete minimum Wisconsin training standards and a probationary period as well as training established by the CGFD, Inc. In general, CGFD, Inc. is meeting the health and safety requirements outlined in SPS 330. Continued membership policies are in place, but are somewhat limited and ultimately, continued membership or removal is subject to vote by members as outlined in the bylaws.



The latest NFPA survey shows that in the Midwest region, the median number of volunteer firefighters per 1000 population is 1.21. Cottage Grove is at 3.83 per 1,000 population. While this is a favorable benchmark, it needs to be put into perspective, as it is skewed by departments serving municipalities in this population range that also employ career personnel as indicated in Table 2.

**Table 2**

<b>Population</b>	<b>All Career</b>	<b>Mostly Career</b>	<b>Mostly Volunteer</b>	<b>All Volunteer</b>
10,000-24,999	26%	25%	36%	13%
5,000-9,999	9%	12%	41%	39%

This table also illustrates that in fire departments that protect similar populations, only 13% are volunteer and most likely on the lower end of the population range. The percentage of career staff increases at the higher end of the population range.

The overall number of personnel is very good considering the size of the community and demographics. CGFD, Inc. and the community should be commended. Many communities, both large and small, struggle immensely with staffing volunteer and paid on-call departments. In recent years CGFD, Inc. has made a concerted effort to increase recruitment and has been very successful in this regard. A grant for recruitment efforts was awarded through FEMA's 2019 Fire Act Grant program. Since the awarding of that grant, 16 new members have been recruited and retained. In this same period, a total of 24 new members were recruited leaving a retention rate in this time period of 66.6%. CGFD, Inc. now tracks the reasons why its members leave. Of the eight members that left the department during this period, all resigned and the majority moved to another community or had work commitment issues that negatively affected their membership. Recruitment and retention of volunteer firefighters is a concern across the nation and Wisconsin. The current makeup of CGFD, Inc. in years of service is listed in Table 3 below.



**Table 3 CGFDV Member Longevity**

Range	Years	Percentage
Less than 1 Year	6	15%
1 to 5 years	16	40%
6- 10 Years	5	12.5%
11-15 Years	5	12.5%
16-25 Years	5	12.5%
Over 25 Years	3	7.5%
<b>Total</b>	<b>40</b>	<b>100%</b>

While this chart shows that the CGFD, Inc. has done very well in recruitment, there are some signs of concern in the area of retention. Fifty-five percent of CGFD, Inc. members have less than 5 years of experience. There is a noticeable drop in membership in the range of 6-25 years of tenure with the department, which is very common in the Wisconsin fire departments that PAA has studied. This not only has an impact on overall membership numbers, but on CGFD, Inc.'s succession planning and leadership development. Contributing factors disclosed by the recently developed exit interview process require immediate and on-going review and response. The data collected since putting exit interviews into place shows that, of the 19 members that left CGFD, Inc. for reasons other than retirement, 11(57.9%) moved out of the area and seven (36.8%) cited work/life commitments as their reason for resigning. While close to 60% of these departures are beyond the control of CGFD, Inc., the remainder should be studied to create and implement practices to overcome the barriers of retaining membership beyond five years. There are a variety of factors that are affecting this phenomenon in the fire service. These issues range from societal changes, increases in firefighter training and education requirements, increases in call volume and the reluctance of employers to allow personnel to leave for calls. These issues are not unique to Cottage Grove and will require a variety of responses and, in most cases, may not be overcome by CGFD, Inc., alone, as they involve larger societal issues and personal choices.

Table 4 below can be used to compare and benchmark the CGFD, Inc.'s tenure to that of the rest of the country in the latest NFPA survey which was conducted in 2018. It should be noted that CGFD, Inc. would more closely reflect this data had



the tenure been reviewed in 2018, rather than today. It also illustrates the rapid changes occurring in recruitment and retention of volunteer personnel.

**Table 4**

Volunteer Firefighters Tenure Period 2018 NFPA Survey		
Tenure Active	Number	Percentage
One Year	72,300	10%
1-5 Years	202,400	27%
6-10 Years	163,000	22%
Over 10 Years	307,400	41%
Total Volunteers	745,000	

### **Compensation**

CGFD Inc. is, technically not a pure volunteer department as all members receive at least some compensation, although not substantial. The Chief receives \$300 per month, Assistant Chiefs and Officers receive \$100 per month. It should be noted that the current Fire Chief voluntarily lowered his pay from \$600 per month to \$300.00 per month in order to provide the \$100 per month stipend to the officers. This was done as no additional funding was made available to pay the officers and the Chief felt it important to recognize their additional efforts. All members receive \$20.00 for each drill attended and Sunday duty days. They also receive \$10.00 per business meeting attended, of which they all give \$5.00 back to pay for food and refreshments. Taxes are not withheld by CGFD Inc., however, members do receive an IRS 1099 form when the \$600 threshold for doing so is met. Fire Inspectors are compensated separately through their respective municipalities. This is covered in more detail in the prevention section.

In our interviews, members, for the most part, felt strongly about remaining “volunteer.” As noted, however, CGFD, Inc. has begun moving to some forms of compensation. CGFD, Inc. does not participate in Service Award Program formerly known as the Length of Service Award Program. The Service Award Program is a tax-deferred benefit program to assist municipalities in retaining volunteer fire fighters, first responders and emergency medical technicians.



## **Promotion**

The Fire Chief is elected by the membership and is subject to maintaining that position by vote of the members. While the joint commission of the Fire District has been given power to remove the Fire Chief for cause in its contract for services with CGFD, Inc., that occurs only in the event that the CGFD, Inc. membership does not do so. The Chief holds the authority to appoint subordinate officers. These appointments are subject to approval of the Board of Directors of CGFD, Inc. Prior to the time of this external study, chief officers and officers were appointed by the Chief. During the period of this study process, the Chief has implemented an assessment process to establish the best qualified person for these positions. This is within the power and authority granted to the Chief through the bylaws and department policies. Additional policies, however, should be developed and adopted to further define the process.

In regard to ISO, personnel will be assessed in the CGFD, Inc. performance section of the report.

## **Recommendations**

- 1) The area of physical requirements contained in CGFD, Inc. position descriptions should be further developed and should include the physical requirements outlined in NFPA 1582.
- 2) If CGFD, Inc. is going to continue as a Chapter 181 organization, updates to the articles of incorporation and by-laws need to be made to reflect the current organizational practices and position titles.
- 3) Continue the successful recruitment efforts that are in place and establish a method and timetable to monitor them for relevance and effectiveness.
- 4) Consider expanding the payment for work of members to include compensation for response and training on an hourly basis; enroll members in the Length of Service Award Program. These steps are intended to improve membership recruitment and retention.



## TRAINING

### Policy and Standard Operating Guidelines

This section reviews CGFD, Inc policies and Standard Operating Guidelines (SOG'S) from two perspectives. The first is to determine if CGFD, Inc. has the necessary policies and SOG's to be SPS 330 compliant. We found that it is in substantial compliance with SPS 330. Details of this are set forth in Appendix C of this report.

The second review is an analysis for fire service best practices. By way of explanation, policies provide specific direction on department operations to be followed verbatim. SOG's provide general guidance with allowances for deviation as long as actions meet the desired end goal. The policies and SOG's in place by CGFD, Inc. are slightly modified templates of those provided by the Department of Safety and Professional Services.

The current policies and SOG's are developed as one continuous document. We recommend that in both electronic and hard copy form, each policy and SOG be presented as a single document. This allows for individual polices and SOG's to be updated without necessitating that the entire set be republished.

In general, policies provide specific directions that reflect the practices and intentions of department leadership. In the absence of key staff such as the chief officers, the document should assure that all the necessary steps, contact formation and required documentation are outlined and provide proper direction to staff. Standard Operating Guidelines are primarily directed at how services are provided and include the "play book" for operations at emerging scenes. These emergency operation SOG's become the basis for department training. This ensures that the necessary skills and coordination are routinely drilled/practiced to ensure operational success.

We also recommend a color-coding system for Department Policies and SOGs. Red coded means that the Policy or SOG have high consequences if not followed. Red also indicates that when the Policy or SOG need to be referenced the situation does not offer discretionary time to do so. Examples of a policy in this category would be emergency vehicle operations, which dictate such things as mandatory seatbelt use, speed limits, etc. In regard to SOG's in this category, examples are those outlining initial assignments for a one or two-family dwelling fire or vehicle fires.



These should be reviewed routinely and personnel should be knowledgeable of the departmental operating practices.

The second category of policies and SOGs are coded yellow and include those that have high consequences, but are less time-sensitive, allowing the opportunity to reference the document. A policy example would be a duty incurred injury and the steps needed for proper reporting and documentation for workers compensation purposes. An SOG example would be the amount and type of hose loaded on fire apparatus.

The final category of policies and SOGs are coded white, and are for policies and guidelines that do not have major organizational consequences and have discretionary time for reference. A policy on uniform items issued to members or an SOG on apparatus cleaning would be examples in this category.

We will provide an electronic file containing examples of coded policies and SOGs for the CGFD, Inc. reference as well as be available for on-going questions and guidance in this area.

## **EQUIPMENT/VEHICLES**

The apparatus fleet of the department is adequate and reasonably right-sized for a community of this size and complexity. 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 to be compliant with state regulations. The age of the fleet is within recommended standards with the exception of one engine. A replacement schedule has been established by CGFD, Inc. but has not been fully committed to by the District. The standard and industry practice for fire apparatus is a 20-year service life depending on call volume, use and maintenance. Although the 1997 engine and tender are in fair condition, they are nearing the end of their service life and value. The District has committed to replacing them within the next year. Any major service issues would likely not be worth the current value of the vehicle. Table 5 below outlines the detail on the fleet of apparatus.



**Table 5 Fleet of Apparatus**

Company Number	Year	Apparatus Type	Estimated Replacement Date
Ladder 1	2003	Aerial Ladder	2028
Engine 3	1997	Engine	2022
Engine 4	2008	Engine	2033
Tender 1	2000	Water Tender	2025
Tender 2	1997	Water Tender	2022
Squad 1	1998	Rescue	2023
Brush 1	2020	Quick Response	2043

Table 6 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 similar to CGFD, Inc. which is near the lower threshold of its comparative data range.

**Table 6 National Profile of Equipment****Pumpers per Department**

Population	1	2	3 to 4	5 or More
10,000-24,999	9%	34%	47%	10%
5,000-9,999	15%	44%	36%	4%



### Aerials per Department

Population	0	1	2	3-4	5 or More
10,000-24,999	49%	47%	4%	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%

Comparison of CGFD, Inc.'s apparatus fleet to the survey data indicates that the CGFD, Inc. is well within the fleet numbers of comparable protected populations. The aerial ladder truck is also equipped with a pump allowing some limited dual-use as an engine, which is very efficient. Since CGFD, Inc. protects a rural area, it has three apparatus in the "other" category which includes the two tenders and the brush/rapid response vehicle. The tenders are needed to provide water supply in the rural areas which are not served by a water/hydrant system, but can also be used to supplement the water supply in the Village, in instances of large fires with high flows or disruptions to the system such as water main breaks.

### FACILITIES

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

### Apparatus Bay

The apparatus bay is properly sized for the number and type of apparatus needed for CGFD, Inc. Spacing between apparatus allows for proper access for response



and for routine checks and maintenance. The apparatus bay is equipped with a direct capture vehicle exhaust system, which is an important safety item as diesel exhaust is a known carcinogen.

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

#### **Decontamination and Washer/Drying Area**

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

#### **Locker Room/Showers/Restrooms**

There is no personal lockers or locker space in the station. There are showers consisting of a single stall connected to the public restrooms. Personal lockers and showers for personnel should be provided so that firefighters can shower and change their clothing at the station before returning home. This is the current safety and health practice for removing toxins off of firefighters’ bodies and preventing cross contamination with personal vehicles and homes. Personal clothing then should be laundered in the decontamination area of the station.

**While the shower area is limited, the immediate need is for personal locker space. One area to be considered for this is the mezzanine area overlooking the apparatus floor.**



**Day Room**

There is a dayroom/lounge area in the station on the second floor, although it is very austere. Even though the station is not staffed by full time members, it is used by personnel who are standing by at the station during inclement weather and for other reasons. This is also the case for personnel that may stand by at the station from other fire departments when called in to cover the station under mutual-aid (MABAS) during major incidents. Although a comfortable and attractive dayroom may appear to be a “luxury item,” it is a recruitment and retention tool. This area could be updated to provide more comfort and amenities for personnel.

The second floor of the station has a workout area for members, which is shared with EMS members. The equipment has been thriftily obtained by department donations and grants. Since the number one cause of injuries to firefighters is stress and strains, promoting firefighter fitness is paramount to safety. CGFD, Inc. should be commended for providing this opportunity for its members.

**Office Space**

Office space is limited and provided only for the Chief. A shared space with a minimum of two work stations should be made available for other chiefs and officers. Additionally, separate offices for training/training materials and fire prevention/inspections should be provided. The open, glassed area (watch/radio room) at the front of the station should be considered for reconfiguration to meet some of these needs.

**Training Room**

The training room is of adequate size and design for the staff of CGFD, Inc. This room is shared with EMS.

**Kitchen/Dinning**

The station has a kitchen area adjacent to the training room, but is somewhat limited in its ability to serve an assembly-sized group.



### **Sleeping Quarters**

While CGFD, Inc. does not currently have staff manning the station 24-hours per day, bedroom/dorm facilities could provide value now and certainly in the future. Adding bedroom facilities would allow for the station to be staffed on a 24-hour basis such as during periods of inclement weather or expected high demand for service. Sleeping quarters for four personnel would allow for the adequate staffing of one engine company. As currently designed, and with EMS already having a part of the building and using it for this purpose, this would require a major addition and building remodel.

### **Parking Area**

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

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

## **LEVEL OF SERVICE**

The first area reviewed in this section is the type and number of calls for service and location of these call by municipality. This data is displayed over the next three pages as Table 7. The data is broken down into types of calls as well as the types of call experienced in each of the municipalities covered by the district.



**Table 7 Call Type and Location by Municipality**

2018 Incident Type and Location				
Call Type	Village of Cottage Gove	Town of Cottage Grove	Town of Pleasant Springs	Mutual Aid
<b>Fire:</b>				
Building Fire	3	8	1	
Vehicle Fire	1	10	2	
Auth. Burn	0	2		
Outdoor Fire	3	15		
<b>Rescue:</b>				
Vehicle Accident	7	14	16	
Assist EMS	6	43	1	
<b>Hazardous Condition:</b>				
CO Alarm	5	6		
Gas Leak	5	5		
Wire Down	1	3	1	
Haz Mat Spill/Leak	1	3		
<b>Alarms:</b>				
Alarm, no fire, false	22	4		
Smoke Scare/Removal	5	3		
<b>Service Call:</b>				
Cancelled Enroute	0			
Misc. Service Call	11	8	3	
<b>Total Calls</b>	<b>70</b>	<b>124</b>	<b>24</b>	
<b>Percentage</b>	<b>32.1%</b>	<b>56.9%</b>	<b>11%</b>	
<b>Total District</b>	<b>218</b>			

Not defined by municipality-70 Cancelled Enroute Calls

No Mutual Aid for 2018 in data provided



2019

## Incident Type and Location

Call Type	Village of Cottage Gove	Town of Cottage Grove	Town of Pleasant Springs	Mutual Aid
<b>Fire:</b>				
Building Fire	11	7	2	1
Vehicle Fire	2	1	1	
Auth. Burn	1	2		1
Outdoor Fire	4	2		
<b>Rescue:</b>				
Vehicle Accident	11	16	7	4
Assist EMS	4	8	5	6
<b>Hazardous Condition:</b>				
CO Alarm	6	7	4	
Gas Leak	3	1	0	
Wire Down	0	1	1	1
Haz Mat Spill/Leak	1	3	3	3
<b>Alarms:</b>				
Alarm, no fire, false	10	9	2	2
Smoke Scare/Removal	2	3	4	1
<b>Service Call:</b>				
Cancelled Enroute	27	30	18	12
Misc. Service Call	8	2	5	2
<b>Total Calls</b>	<b>90</b>	<b>92</b>	<b>52</b>	<b>33</b>
<b>Percentage</b>	<b>33.7%</b>	<b>34.5%</b>	<b>19.5%</b>	<b>12.3%</b>
<b>Total District</b>	267			



2020 Incident Type and Location				
Call Type	Village of Cottage Gove	Town of Cottage Grove	Town of Pleasant Springs	Mutual Aid
<b>Fire:</b>				
Building Fire	3	4	3	11
Vehicle Fire	2	3	1	
Auth. Burn	4	9	3	
Outdoor Fire	2	5	1	
<b>Rescue:</b>				
Vehicle Accident	5	19	10	
Assist EMS	17	5	8	1
<b>Hazardous Condition:</b>				
CO Alarm	8	6	0	
Gas Leak	0	1	1	1
Wire Down	0	1	1	1
Haz Mat Spill/Leak	5	2	1	
<b>Alarms:</b>				
Alarm, no fire, false	17	3	2	
Smoke Scare/Removal	6	2	1	2
<b>Service Call:</b>				
Cancelled Enroute	23	13	11	17
Misc. Service Call	3	1	1	3
<b>Total Calls</b>	<b>95</b>	<b>74</b>	<b>44</b>	<b>36</b>
<b>Percentage</b>	<b>38%</b>	<b>30%</b>	<b>17.6%</b>	<b>14.5%</b>
<b>Total District</b>	<b>249</b>			

As the above data illustrates, call volume has varied significantly year to year. One of the greatest areas of variance is motor vehicle accidents. In our interviews with fire department staff, we were told this was due to significant construction projects on the interstate highways. The 2020-year table is a clearer snapshot of the call type mix and location. The Town and Village of Cottage Grove accounted for 68% of all calls. Remarkably the call volume between the Town and the Village is fairly



close, despite a greater difference in population and property protected. There are two factors for this; the first is that the majority of the Village has developed over the last 25 years and newer properties generally draw less demand for fire protection services. This is a function of more developed building codes incorporated in newer properties. The Town's call volume is significantly impacted by the number of motor vehicle accidents occurring on the interstate and highways. Call volume increase is likely to continue. Call volume has remained relatively steady in all categories with the exception of motor vehicle accidents which are down and an increase in assisting EMS for the Village. The increase in EMS calls will likely go up as population grows.

The average call volume for the last three years is .68 calls per day or slightly more than one call per two days. This is well within the demand means of an on-call department. Using trend data and assuming the same growth rates of the community, the demand is likely to grow to an average of one call per day within the 10 to 25-year range. This level of demand could put a strain on a primarily on-call/volunteer force.

Response time is often used as a key performance measure of a fire department. The data in the tables is presented in "fractals" verses averages to be more performance specific. The 10-minute travel 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.

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

Data from 2018 and 2019 was not as complete as data from 2020. With this said, the following table (Table 8) shows response time in those years as a total response



time which includes, time from the call received plus turnout time (time to get to the station and go enroute and travel time to the scene). It should be noted that the accuracy of this data may vary by thirty seconds, due to the fact the department does not use Mobile Data Computers (MDC's) that automatically log response times in the 911 Computer Aided Dispatch (CAD) system log. The data must be manually entered by one of the telecommunicators at the 911 center.

**Table 8-Overall Department Response Times**

**Village of Cottage Grove**

Response time	2018	2019	2020
<8 minutes	30.0%	19.0%	28.3%
<10	56.0%	68.7%	64.9%
<14	86.0%	70.1%	89.1%

**Town of Cottage Grove**

Response time	2018	2019	2020
<8 minutes	14.0%	13.0%	33.0%
<10	19.0%	40.0%	33.0%
<14	64.2%	51%	81.7%

**Town of Pleasant Springs**

Response time	2018	2019	2020
<8 minutes	13.0%	0.0%	8.3%
<10	26.0%	7.0%	26.0%
<14	47.0%	30.0%	61.0%

As noted above this is for all responses. When structure fires were sorted independently, they did meet the NFPA 1720 total response time of 10 minutes in 2020, with times for the three incidents at 9:28, 9:54 and 9:07. Although this is on the top end of the ideal performance range, the standard was met. We did not sort data for the years prior to 2020, as we do not believe that the accuracy is sufficient



to draw a fair conclusion. Steps were started in 2020 to improve the accuracy of data entered into reports, which was very evident in our review of the data.

The data also indicates that the volume of calls in 2019 tended to skew response time data due to the volume of calls and extended response times on the interstate highways.

Since the 2020 data is more accurate, in all response time elements, a separate table (Table 9) was developed showing more detailed and relevant data. This table shows Turnout Time (time from the call to the first vehicle going enroute to the incident), Travel Time and Total Response Time by Municipality.

**Table 9**

2020

Turnout Time	< 5minutes	<7 minutes	<8Minutes
Village of Cottage Grove	45.8%	88.9%	100%
Town of Cottage Grove	47.3%	84.2%	100%
Town of Pleasant Springs	32.0%	79%	97.0%

Turnout times are on the upper end of the acceptable range and need to be closely monitored. For calls in the Village, a turnout time of less than 5 minutes 80% of the time, combined with a travel time of less than 5 minutes 80% of the time, would produce a total response time of 10 minutes or less meeting the NFPA 1720 response time goal for a suburban area. Since the Village has a higher benchmark to meet, Travel Times are presented in a separate table and scale below in Table 10.



As towns are classified as rural, a total response time goal of 14 minutes is the benchmark set by NFPA 1720. This would require a turnout time of 5 minutes or less, 80% of the time and a travel time of less than 9 minutes 80% of the time.

**Table 10**

Travel Time	< 5 minutes	< 10 minutes	< 12 minutes
Village of Cottage Grove	75.0%	95.8%	100.0%

Travel Time	< 10 minutes	< 14 minutes	>14 minutes
Town of Cottage Grove	70.7%	93.6%	6.7%
Town of Pleasant Springs	11.0%	67.0%	*

\*NFPA 1720 list distances over 8 miles as remote, no benchmark is set

The station is positioned well from a “travel time from the station” perspective, since it is located on the fringe of the most densely populated area of the District, which enables it to draw volunteer members in under five minutes. This is illustrated in the Geographic Information Software (GIS) mapping attached as Appendix B. This location certainly impacts turnout time for members residing in the Village.

A more analytic view of the travel time portion of response time was conducted using GIS to model travel distances and travel time. 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. Map 1 (Appendix B) shows the response time estimates for five, ten and fifteen-minute travel times. 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 times reflected in the model also reflect the findings of the historic response travel time data. The historic and mapping data also shows that the current location of the fire station is serving the needs of the district in a balanced manner. As the



Village develops north of Interstate 94 an additional station will be needed to meet benchmark response times in this area.

Map 2 (Appendix B) shows 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 over this distance. ISO also only credits for department coverage in the rating to properties located within 5 road miles of a fire station. The area in the Village south of Cottage Grove Road falls within the maximum credit area of less than 1.5 miles from the station. As can be seen by this map, the vast majority of property within the Village limits and the developed areas in Towns are covered within the 5-mile travel distance.

In addition to the volume of calls, the amount of time spent on calls is a consideration in all departments, but particularly with on-call/volunteer departments. One must also consider that additional time is spent returning to the station and placing fire apparatus and equipment back into service which can easily add an extra 50% or more to the time commitment per call. Table 11 below shows the average time on call average commitment by CGFD, Inc. over the last five years. The average time per call is roughly one hour, the time has gone down slightly, most likely by the increase in CO alarm calls and other minor incidents which increase volume, but usually take less time per incident.

**Table 11 Average Time on Calls**

<b>Year</b>	<b>Time in minutes</b>
2018	50
2019	52
2020	49



The call trend by time of day, outlined in Table 12 below are typical of most communities with the majority of demand occurring during day.

**Table 12 Calls by Time of Day**

<b>Time of Day</b>	<b>% of Calls</b>
0700-1700	49.3%
1700-2300	30.7%
2300-0700	19%

Another key performance indicator reviewed is the number of personnel that respond per incident. The data shows that the department does meet the benchmark standards for a mostly volunteer department. NFPA 1710 only concerns itself with the number of personnel responding to structure fires.

This report breaks down these data into structure fire incidents and all other incidents. The primary reason for doing this is that structure fires present the greatest demand for personnel on scene. Another reason is that because averages were used, the data would have been skewed for structure fires if data also included limited responses for non-structural events. The data for turnout of personnel per incident are listed in the Table 13 below.

**Table 13 Average Personnel on Calls**

<b>All calls</b>	<b>Structure Fires</b>
10	13

Source: 2020 Department Data

While the number of personnel responding to structure fires meets the minimum benchmark of 10 minutes or less for suburban areas and or 14 minutes less for rural areas. The complete benchmark includes the number of personnel to be assembled on scene within the total response time benchmark. The data provided by the department does not allow us to make that determination at this time. This data is



not currently tracked, but may become trackable, if and when CGFD, Inc. installs MDC's in its vehicles and enters personnel responding on each specific unit into fire reports. The total number of personnel responding should be one of the performance measures tracked and reported by CGFD, Inc.

The last departmental ISO rating listed an average of 16 personnel for structure fires earning 4.4 out of 15 points in this category. 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 done, according to 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 department. Calling for additional resources through the MABAS system is a good practice that CGFD, Inc. currently does, but ISO does not count that into the initial response force unless it is automatic aid.

CGFD, Inc. currently employs the practice of an all-call paging response, meaning all personnel are paged and, if available, respond to every call. As call volume increases all-call paging places more pressure on staff. We recommend creating call groups within the department. For incidents requiring the response of only one apparatus, for example, only that group would respond. Incidents such as CO calls, fire alarms/smoke detector activations, with no report of fire, and mutual aid responses are other examples. A guideline should be created to identify which incidents would require the response of only one vehicle. This could also be used to assure there is minimal coverage on weekends and holidays within the District. CGFD, Inc. currently employs a software package and cell phone app called "I AM Responding" that could be used to manage these response groups.

### **Level of Service: Prevention**

Fire inspection is regulated by the Department of Safety and Professional Services (DSPS) and the rules set forth under SPS 314. SPS 314 also contains the rules for minimum eligibility for 2% dues which are fire insurance premiums collected by the state and shared with municipalities to help offset the cost of fire prevention and response. The Fire Chief supervises fire prevention activities and the majority of inspections are carried out by two designated fire inspectors. These inspectors are not currently certified as fire inspectors, but have received training and meet the



requirements set forth in SPS 314.01(13)(b)11. The Fire Chief and Assistant Chief that supervise the inspections are certified as Fire Inspectors in the State of Wisconsin and are also licensed by DSPS as Fire Detection Prevention and Suppression Inspectors.

SPS 314 requires that all public buildings, places of employment and apartments of three family dwellings and more be inspected twice per year. CGFD, Inc. conducts approximately 609 total inspections with 435 in the Village of Cottage Grove, 128 in the Town of Cottage Grove and 46 in the Town of Pleasant Springs. We used the term approximately as this number will vary year to year based on businesses opening and closing and new construction. The Fire Chief reports that he has recently been included in development planning and plan review. This involvement of the Fire Chief in development planning is very important and essential, particularly in a rapidly growing community and should be continued. While a fire department's formal legal charge is the enforcement of the fire code (which is a maintenance code rather than a building code), active participation in new construction and renovation reviews helps prevent fire-related building code issues and eases the burden of growth on the demand for service. Fire inspection records are maintained using a commercial software package specifically designed for fire inspection records.

CGFD, Inc. also provides education to the public on fire prevention and safety by holding an annual open house at the fire station during fire prevention week. Additionally, CGFD, Inc. conducts events at the schools and daycare centers. It should be noted that these activities are also required under SPS 314.

CGFD, Inc. is complying to receive 2% dues. These funds are given directly to the municipalities and are listed in the revenue sections of their budgets. In 2021 these funds were expected to be \$30,000 for the Village and \$17,000 for the Town. These funds do vary from year to year as they are based off of the most recent value of the properties insured. Some of these funds are used directly to cover the cost of fire inspections (approximately 14%) and the remainder to offset the operating cost of the municipality's payments to CGFD Inc. for service.

How the inspections are provided and paid for is very unusual in comparison to other communities we have studied. To begin with, the inspectors, are designated



and supervised by CGFD Inc., but they are compensated directly (as individuals) by the municipalities. The manner in which they are compensated it also unusual for an individual. The inspectors are paid a flat rate for an inspection and the flat rates are not the same for each municipality. The Towns pay a flat rate of \$15.00 for any inspection. The Village pays a rate of \$6.00 for a residential occupancy and \$12.00 for other occupancy types. The Town of Cottage Grove, in its compensation to the inspector, withholds FICA tax, so therefore the inspector would be an employee of the Town for this purpose. The Village pays the flat rate and the inspectors receive a 1099, which makes them an independent contractor. The contract between the District and the CGFD, Inc. designates the responsibility for providing inspections and records and reports of them to CGFD, Inc. The contract does not, however, include any specifics to the effect of this independent relationship of the inspectors with the municipalities and how they are to be compensated. There are several potential issues with this current arrangement, primarily related to implementation issues. This arrangement creates a very grey area as to who the inspectors are truly employed by or which organization they are legally representing. Another concern is, if they are paid as employees, the flat rate they are paid may not be in compliance with minimum wage laws. This arrangement needs to be evaluated and addressed as soon as possible, and clarification amendments made to the contract to avoid potential future legal issues.

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 department received 4.38 out of 5.5 possible points, with the loss of points due the lack of a certified fire investigator. The areas receiving the lowest amount of credit available are, Public Education Activities and Evaluation of Fire Prevention Code Regulations in Effect. The public education score can be improved by adding more programs and activities and providing specific training documents for the program's personnel.

Another item, Code Regulations in Effect, needs to be reviewed and updated by both municipalities and should be essentially the same. A specific ordinance section for Fire Prevention that covers all the areas related to fire prevention from adoption of the code, authority of the chief, fire department and inspectors, to any other specific fire regulation adoptions allowed by the State should be adopted.



There are two specific areas we will address and provide recommendations regarding them. The State of Wisconsin has included a provision in SPS 314 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), entitled “Local ordinances for reducing the frequency of inspections” states that “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/year cycle if it chooses to, yet allows some flexibility if it 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 managing cost and workload.

The second item for consideration is in regard to adopting a model code and any allowances provided by the State. For the most part, the State of Wisconsin Fire Code is a min-max code, meaning you cannot adopt stricter or less strict requirements. Options available should be reviewed by CGFD, Inc. and the two municipalities and then adopted as determined by the municipalities. For example, the option to adopt the International Fire Code (IFC) over NFPA 1. NFPA 1 is the default model code for the State, however the State uses the International Building Code and the IFS 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.

One general observation, and another reason why we recommend the change to a municipal department, is evidence that the de-centralized approach occasionally causes a disconnect in this area among the fire department, ordinances and enforcement.



## **Recommendations**

- 1) Review the current practices and compensation for fire inspections and clarify lines of responsibility, employment and compensation.
- 2) Review and update the fire prevention ordinances in all the municipalities.
- 3) Adopt a local ordinance pursuant to the provisions in SPS 314.01(13) 7, allowing for the reduction of inspection in all inspectable buildings to once per calendar year in non-overlapping 15-month periods
- 4) Provide additional training for personnel conducting public fire education programs.

## **BUDGET AND FINANCE**

As a Chapter 181 corporation, CGFD, Inc. develops its budget and forwards it to the District for approval. The budget is listed within the Town of Cottage Grove's annual budget in a line-item detailed format. This line-item detail has been the practice rather than simply including a lump sum contract amount as is done by neighboring Sun Prairie fire department. As such, from a budget standpoint, CGFD, Inc. is closer to being a municipal/district fire department than a corporation. Through practice and contract, CGFD, Inc. has relinquished final budgeting and, for the most part, administration and accounting of the budget to the District. The Town of Cottage Grove acts as the fiscal agent for District receiving and holding payments to the District, paying bills and holding capital improvement funds.

The total budget and expenditures for CGFD, Inc. are quite low, which can be explained by the organization being mostly volunteer. Payments, although low, however, are made to officers and members for training. In comparing fire and EMS expenditures per capita to the District's neighbors, expenditures are much lower. Fire and EMS costs were combined for comparison reasons using Statistics from the Wisconsin Policy Forum 2019 Data Tool. It cannot be overlooked that contributions made by CGFD Inc., itself, through fundraising, represent a significant cost-savings. If not for these funds, the budget for equipment purchasing and replacement would need to be substantially more.



### Fire and EMS Expenditures Comparable Municipalities

Municipality	Per Capita Cost
Cambridge	\$ 221.00
Deerfield	\$ 154.00
McFarland	\$ 126.00
Sun Prairie	\$101.00
<b>Village of Cottage Gove</b>	<b>\$ 56.00</b>
<b>Town of Cottage Grove</b>	<b>\$ 51.00</b>

The budget submitted by CGFD, Inc. is broken down into the following line items:

51200 · Town Owned Apparatus Expense	51290 · Hazmat and Investigation
51210 · Joint Owned Apparatus Expense	51310 · Fire Preplan & Prevention
51220 · Fire Fuel Expense	51320 · Inspection Expense
51240 · Equipment Expense	51330 · Fire Chief Expense
51250 · Telephone Expense	51340 · Maintenance Contracts
51260 · Insurance Expense	51350 · 2% Fire Dues Expense
51270 · Officer and Training Pay	51230 · Pleasant Springs Expense
51280 · Training & Safety Expense	51300 · Personal & Records Expense

While some of the budget categories are very transparent and explanatory, others are not. This may contribute to some of the tension between the District Board and CGFD, Inc. First dividing the budget into two sections, Personnel and Materials and Services will aid in presentation as additional details are added. Additional categories to improve transparency would be vehicle repairs, tires, equipment maintenance, fire equipment replacement, which could help define and communicate more specifically the expenses CGFD, Inc. is facing.

The full contract amount for the Town of Pleasant Springs is listed at an expense item in the budget. It is our understanding that the contract amount is expensed out in this line item and held for capital expenditures. Since the District contracts



for services and divides expenditures among two municipalities, it would be more accurate to list this as a capital outlay allotment or as an equipment fund. In addition, an annual fund balance should be presented separately.

As the budget is currently constructed, this contract amount “expense” is subtracted from the budget with the remaining balance to be divided between the Village and Town, it appears that the expense to the contracted municipality is a subjective dollar amount. This creates several problems. The contract amount is not a formula derived from department expense, and therefore, must be a continuous matter of negotiation at contract time or tied to some type of arbitrary escalator clause. The true expense of the District should include capital outlay and improvements and an annual budget allotment either to pre-fund these expenditures, or make payments on debt to fund them. Major purchases are certainly at the heart of some of the acrimony between the District’s municipalities. This change could improve the working relationship between the municipal stakeholders.

As previously stated, the budget allocation to the municipalities is calculated after costing out the Pleasant Springs contract amount and the Town owned apparatus amount. This amount is then divided based on the formula discussed in the next section. In 2021 the “total cost for contracting with CGFD Inc.” split between the two municipalities was \$130,009.18 with \$87,692.00 or 67% paid by the Village and \$42,317.18 or 33% paid by the Town of Cottage Grove. If the “expense” for Pleasant Springs is not netted out, the total cost percentage to the Village is 45%, and 22 % to the Town.

The next budget item we reviewed is the formula for distribution of cost to the two municipalities in the budget. Currently the formula is for operating cost only and, according to the municipal agreement, is divided as follows; “in proportion to the equalized value of real property located in each municipality expressed as a percentage of the equalized valuation of all real property located in the District.” The valuation is based on the prior year’s equalized valuation.

In reviewing this budget formula and collecting information from interviews with the District Board, we believe a different approach to the division of cost in the district is in order. We would recommend a formula that is based on risk potential (property protected) and actual demand (call volume). Because fire protection is



primarily based on property risk and protection, using the equalized value of property improvements over all real property would be more representative of fire risk and demand potential. This is particularly true when the district consists of a large rural area with fields and natural areas that are undeveloped and represent low to no real fire risk. Value is not always the best indicator of risk as we can see with call volume in the Village which has a greater valuation and larger number of properties, but does not proportionately have a larger demand for service. From the standpoint of building fires, both municipalities have very close demand history. The Village has more structures and a greater population, but the buildings are all relatively new. They are also built with newer code requirements lessening the likelihood and severity of fire. Fire departments respond to more than just alarms or incidents involving structure fires; they include responses to a variety of hazards, building alarms, and road incidents including vehicle fires and accidents. In this area the Town has a greater demand than the Village.

We therefore recommend a formula that takes the proportion of equalized property improvements from each municipality in or contracted with the District expressed as a percentage plus the proportion of calls for service in each municipality, divided by the number of municipalities in/or contracted with the District. Note we have included the contract municipality in the formula as there then can be no dispute as to how the cost for providing services is actually derived and there would be no need to also negotiate an annual adjustment clause. Using 2020 numbers and valuation the table on page 36 illustrates what the division of cost would be. It also uses an assumption on a portion of Pleasant Springs valuation using data from population covered reported by Deer Grove EMS, which is essentially the same area. This formula also assumes and charges the “Pleasant Springs Expense” to a Capital Outlay line item included in the overall expense of fire protection.



Municipality	Equalized Value of Improvements	As Percentage of District	% Of Calls	Total Cost Share Percentage	Total Cost Actual
Village of Cottage Grove	\$614,663,400	57%	43%	50%	\$97,201.50
Town of Cottage Grove	\$343,491,000	32%	35%	34%	\$65,125.01
Town of Pleasant Springs	\$115,576,725	11%	22%	17%	\$32,076.50
Total	\$1,073,731,125	100%	100%	100%	\$194,403.00

The capital outlay budget should also be addressed, as this is one of the areas of concern frequently mentioned by stakeholders. Before going further on this subject, the types of fire apparatus each community does and doesn't need should be addressed.

In our interviews, the most mentioned points of contention are that the Village does not see value in tender apparatus and the Town in the aerial ladder truck. We will start with the aerial ladder apparatus, the purpose of which is often misunderstood. It is assumed that the sole value of the apparatus lies in its aerial ladder which is only used on tall buildings. In reality the ladder truck performs far more functions. The ladder truck serves as the "tool box," if you will, for all the support functions other than water movement at structure fires. These support functions include rescue, ventilation, forcible entry to locked buildings, and overhaul (the opening of concealed areas to ensure the fire is out), ladder support (portable and aerial ladder), and elevated fire stream. Because the aerial ladder happens to be the most dominantly visible of all the tools carried on the truck, it is often mistaken as its only function. It serves the same purposes in both the Village and Township and to further support this concept, the ISO credits this apparatus equally in value to both municipalities.

Water tender apparatus, sometimes referred to as "tankers or tank trucks" supply water to areas not equipped with a municipal water system or hydrants and to supplement areas that do have a water system for large fires or in the event the system is down for maintenance or repair. The Village does have an expense, not shared with the District for this water system, in that it pays rent to the water utility



for hydrant access and maintenance of the system. The Village also enjoys a better ISO rating due to the presence of this system. The fire department portion of both municipalities is the same in all categories with the exception of the water system.

It could be argued that the water tender apparatus is the “water system” for the Town of Cottage Grove and therefore should be their expense. However, the tenders do provide added value to the Village as well in the aforementioned backup role to its municipal water system and the new replacement tender is being equipped with 1250 gallon per minute pump and can be credited as a reserve engine in the ISO rating for both municipalities. Note, this is a thoughtful and efficient apparatus choice made by CGFD, Inc. to add this value. Lastly, the tender apparatus is needed to supply the contract service to the Town of Pleasant Springs. Each municipality is jointly responsible through the District to provide this service under contract and have the appropriate apparatus to do so. They also equally enjoy the financial value of this contract, lowering their respective costs of providing service to their individual municipalities through additional economies of scale.

CGFD, Inc. has provided a list of major capital items they have planned for in the next ten years. Note, that it is our understanding of this list was provided for informational purposes only and was not officially approved by the District. We used this information to develop a spreadsheet and took the liberty of separating items we believe to fall within an annual budget line item (capital outlay under \$10,000 items) versus major expenses that may potentially require borrowing or a major drawdown of unrestricted fund balance. We also averaged the expenses over 10 years to give a better view of expenses for the District Budget.

In viewing this worksheet, the District will be spending on average \$340,388 per year on major capital replacement items over the next 10 years. The Capital outlay items are less than \$5,000 per year at \$4,140 per year and as stated earlier in the operating budget review, a line item has been added for this in the operating budget. This is primarily presented for illustrative purposes to cost out the full cost of providing fire service to the municipalities in and contracted by the district.



Capital Improvement		Capital Outlay Regular Budget		
2022	Tender 2 Replacement-	\$459,876	E4 Tire Replacement-	\$3,200
	Truck MDT Additions-	\$15,000	T2 Tire Replacement-	\$5,500
	E3 Replacement-	\$700,000		
	New E3 Outfitting (New Hose, tools etc.)	\$12,000		
2023	Squad 1 Replacement-	\$500,000		
	New S1 Outfitting (Tools and equipment)-	\$5,000		
2024				
2025			L1 Tire Replacement	\$7,500
2026	E4 jaws replacement-	\$50,000		.
2027				
2028	Full department turnout gear replacement-	\$150,000		
	Ladder 1 Replacement-	\$1,500,000		
	New L1 Outfitting (New Hose tools etc)-	\$12,000		
2029			E4 Tire Replacement-	\$3,200
			E3 Tire Replacement-	\$7,500
			T2 Tire Replacement-	\$5,500
			T1 Tire Replacement-	\$5,500
2030		S1 Tire Replacement-	\$3,500	
<b>Totals</b>		<b>\$3,403,876</b>		<b>\$41,400</b>
<b>Average Annual Expense</b>		<b>\$340,388</b>		<b>\$4,140</b>

We also took this data, and applied it to the proposed new cost distribution formula, which is shown in the following table.

Using this budget formula and including Capital improvements (if the intent is to also share the cost of capital items), it can be shown that the Town of Pleasant Springs is currently under-charged for fire services provided.



### Equalized Value Cost Distribution (2020)

Municipality	Equalized Value of Improvements	As Percentage of District	Parentage Of Calls	Total Cost Share Percentage	Total Cost Actual
Village of Cottage Grove	\$614,663,400	57%	43%	50%	\$237,268.50
Town of Cottage Grove	\$343,491,000	32%	35%	34%	\$158,969.90
Town of Pleasant Springs	\$115,576,725	11%	22%	16%	\$78,298.61
Total	\$1,073,731,125			100%	\$474,537.00

This view of cost also leaves another option for how capital items are currently paid, which is simply a lump sum payment by either the Town or Village based on the current cost split formula, (excluding tender apparatus, note the illustration above includes Tenders). To smooth the cost from year to year, a designated “Equipment Fund” could be created by the district to hold this annual funding and used to make these major purchases.

We also broke the cost down per capita using the new formula and inclusion of capital expenditures.

Municipality	Population	Cost Share	Per Capita
Village of Cottage Grove	9,470	\$237,268.50	\$25.05
Town of Cottage Grove	3,975	\$158,969.90	\$39.99
Town of Pleasant Springs	1717	\$78,298.61	\$45.60

It is obvious from this perspective, that from a per capita view, the most important value from an individual taxpayer standpoint is that there is an economy of scale benefit to being in a larger municipality. We also feel compelled to show one additional costing illustration based on stakeholder discussions. It is interesting to see what cost could look like without sharing CGFD, Inc. services with a district. In



this illustration we assume the same size and operating cost for two separate departments, but eliminate the capital for a tender in the ten-year capital budget for the Village, and eliminate the ladder truck from the Town budget. Based on ISO data, all other times would need to remain the same to enjoy the same quality rating of service. It also assumes neither contracting with Pleasant Springs.

### Separate Village and Town Fire Department Cost

Municipality	Population	Cost Share	Per Capita
Village of Cottage Grove	9,470	\$427,449	\$45.14
Town of Cottage Grove	3,975	\$323,437	\$81.37

We are not advocating for dissolution of the District; far from it, we advise its continuation, not just for the economic reasons illustrated, but from an operational standpoint, as well. Just from a recruitment and retention perspective, if two departments were created, both would face staffing level challenges, as they would be drawing from the same population base.

### Future Demand

One of the outcomes of this study was to determine the performance of the department in meeting the current and future demand as it is currently organized and determine if a change in organization is now or will be required.

CGFD, Inc. is doing fairly well at this time and is meeting State of Wisconsin requirements. It fares well in comparative benchmarks to other departments protecting similar populations. Response data shows the department is marginally meeting the current demand for service compared to benchmarking data as established by national standards and practices. It should be noted that the accuracy of this data is somewhat suspect as this information is manually entered by the Dane County 911 center. Some additional data and data sets need to be developed to make this picture even clearer for future continuous evaluation.

There are some improvements that can and be made and are listed in the recommendations section of this report. Based on the projected growth of the District, the demand will increase for fire services and, at some point, CGFD, Inc.



will not be able to meet the demand in its current form and structure. When that time will be is difficult to pinpoint exactly, however. Monitoring benchmark data and watching developing trends over the next few years will be key. We have outlined several steps and options for the district and department to best meet the fire service needs over the next ten to twenty years.

The first step in moving fire protection forward in the District is to address the function of the District's governing body. We also believe CGFD, Inc. should be transitioned from a Chapter 181 organization to a municipal department, however, issues within the District need to be addressed first. These necessary actions pertaining to District governance should begin as soon as possible.

Currently, in our professional opinion, members of the District Board are more focused on their individual municipality versus the protection of the Fire District as a whole and how each community's needs can be met collaboratively. This opinion has been formed from the interviews with board members and members of the CGFD, Inc. The information presented in the budget review section of this report, should demonstrate and serve as motivation to the Town and Village of Cottage Grove in the value of having a joint fire district and the inherent economies of scale by providing these services cooperatively. Emergency service in Wisconsin is rapidly moving towards more consolidated municipal efforts for this very reason along with dwindling numbers of fire service volunteers. The views of the Board are so polarized between the Village and Town it may require an outside mediator/facilitator to accomplish what we are proposing in this report.

**The mission of providing fire services to the Cottage Grove area must be congruent with the municipalities, CGFD and the District.** The mission, vision and values should be brought to alignment and formally adopted by the District Board. To meet this mission, guided by these principles, a set of strategic goals/performance measures should then be adopted. These goals set and measure the level of service that is expected within the District as provided by CGFD, Inc. The focus of the work of the District Board would then be more strategic and objective-based while having a focus beyond budget and costs (which are, of course, important but should not be the single focus). Generally, board members speak favorably about the level of service and performance provided by CGFD, Inc.,



but part ways quickly when it comes to future demand as well as the cost sharing of operations and equipment.

Without putting performance measures or goals into place, there is a lack of a common understanding of the value of expenditures being made. This results in questions continually being raised such as: “Why is this needed,” “Our municipality does not need this, so why should we pay for it” and “How does this benefit my particular municipality.” The focus of the board needs to be changed to a focus on whether the District is meeting its performance goals, what actions are needed to meet these goals as well as how cost effectively these goals can best be maintained going forward into the future. CGFD, Inc., in turn, is then charged with delivering service that meets these agreed upon goals; developing the plan and budget to meet the goals and then implementing them and providing resulting performance data to the Board. The Board’s primary responsibility should be, in turn, to approve the necessary funding as well as monitor the performance of CGFD, Inc. in meeting the goals and mission of the entire District.

The following are PAA’s recommendations that should serve as a necessary starting point for developing the strategic goals/performance measures by which to provide the proper governance and future direction for the provision of fire services to the District.

- 1) The fire apparatus fleet shall meet the ISO FRS grading schedule.
- 2) Apparatus shall be maintained to ensure an availability 95% of the time or greater outside of scheduled routine maintenance.
- 3) Personnel shall maintain the certification level as outline in WI SPS 330 for the position they are currently assigned.
- 4) Personnel shall be provided with hours of training and continuing education annually.
- 5) Fire station(s) shall be 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.
- 6) The staffing model of the department shall assure that four personnel respond with a turnout time of 6 minutes or less from the time of alarm 90% of the time.
- 7) An effective response force shall be on scene (structure fires only).



- 8) A minimum of ten personnel shall be on scene in 10 minutes, 80% of the time in the Village
- 9) A minimum six personnel shall be on scene in 14 minutes, 80% of the time in rural areas of the District.
- 10) Public buildings shall be inspected at least once in non-over-lapping 12-month periods.
- 11) Retention of personnel; 50% retention of members that remain in District area.

**CGFD, Inc. should be charged with the responsibility for reporting these measures on no less than a quarterly basis to the District Board.**

**PAA also recommends that a more fair and equitable budget formula be used in developing the cost share for member and contracted municipalities as presented in the Budget section of this report.** This formula is a proportion of equalized property improvements from each municipality in or contracted with the District, expressed as a percentage plus the proportion of calls for service in each municipality, divided by two. This formula should be used for all expenses of operating CGFD, Inc. including capital improvements. Capital improvements would be a line item in the annual operating budget and an annual contribution to an equipment fund to be included in the budget to smooth the annual cost. This is similar to what is currently being done with the funds received from the Town of Pleasant Springs contract. We realize the District and CGFD, Inc. are in process of two major purchases; this step would be put in place after the next (2023) budget cycle after developing a new intergovernmental agreement addressing the changes recommended.

One additional item for consideration going forward, particularly in light of projected population and property value growth of the Fire District, should be fire station(s). The cost of maintenance and any capital additions or remodeling of the current station would follow the current ownership formula as outlined in the Cottage Grove Fire Station agreement. An agreement on cost share for any new future fire station(s) needs should be developed before the inevitable need arises. Most likely the need will be within the Village of Cottage Grove and the ongoing need based on population/property value growth as well as meeting performance measures for distance and time. When this additional station is required, we



recommend that the Village cover the entire the cost of the additional station. Apparatus from the current station (at least one engine) could be reassigned to this station and it would respond to the District as a whole. Ongoing operational and maintenance costs of the station would then become a part of the regular operating budget of the District and shared through the cost formula.

**A joint fire commission should be formed that is separate from the current**

**District Board.** Wisconsin State law requires that “Each village with a population of 5,500 or more that creates a joint fire department with other municipalities must create a joint board of fire commissioners with those other municipalities.” Sec. 61.65(2)(b) Wis stats. Since the Village meets these criteria and is part of the District, this will need to be in place when CGFD, Inc. would be transitioned to a municipal department. The purpose of this commission in simple terms is to hire a fire chief, approve new fire department personnel and approve promotions within the department. The Commission also has the authority to remove the fire chief with cause, conduct disciplinary proceedings and investigate complaints brought to the Commission. The members of the Commission would be appointed by the Village President and Town Board Chair respectively and cannot be members of the governing bodies.

Please note that when creating a joint Fire Commission, Wisconsin State law states the municipalities involved should determine the number of commissioners; otherwise, the State sets the desired/required number at five. We would recommend to stay with this number and avoid the current even split that makes up the board and draw three members from the Village and two from the Town, reflecting the alignment with demand for service and final cost share.

Currently, the Cottage Grove Joint Fire Board consists of four members, with two members representing the Town of Cottage Grove and two representing the Village of Cottage Grove. This governance structure is essentially the same as how the drafters of the Constitution created the United States Senate with each sovereign state being equally represented. The House of Representatives, of course, apportions representation based upon population. According to the January 1, 2021 Wisconsin Department of Administration (DOA) Final Population estimates, the Town of Cottage Grove has 3,918 residents while the Village of Cottage Grove has 7,070. Given the Town and Village growth projections over the next five years,



it is likely that the Village's population will be close to double that of the Town. As the differential in the number of residents continues to widen in the future, the fairness and equity of the representation of the Town and Village on the Joint Fire Board will continue to be questioned (at least by Village officials and possibly Village residents as well).

PAA recommends that the Town and Village consider modifying the composition of the Joint Fire Board in the near future to address this issue of fairness and equity of representation. Perhaps the Town and Village could agree to adding a fifth member to the Joint Fire Board at a certain point in time when the Village's population reaches a pre-determined level (as estimated annually by the Wisconsin DOA), such as double that of the Town's population or a specific population number (i.e. 10,000 residents). As an alternative, a population formula for representation could be agreed upon to add three members to the Joint Fire Board that would be based upon the populations of the Town and Village (i.e. based upon the current estimated populations, the Village would have two additional members and the Town would have one).

**With these changes in place the next step in governance would be to transition the CGFD, Inc. from a Chapter 181 non-stock corporation to a municipal department.** As stated earlier in the report, in many ways CGFD, Inc. already operates in more in the manner of a municipal department rather than a fully independent corporation. CGFD, Inc., in turn, could transition into a non-profit. It is already set up as a 501(c)(3) entity and could serve as a support organization for the department. The pride of volunteerism is still strong, but in time, compensation may need to be also considered for members' time for response and training, both of which have and will continue to increase. The need for this will appear in the key performance measure of recruitment and retention of personnel. The other factors influencing our recommendation for moving towards a municipal-based department are outlined in the detailed review of governance and organization.

Obviously, when an agreement is reached on these items the intergovernmental agreement framing the District would be updated to reflect these changes.

Rather than a set timeline, what we believe should drive the next organizational change for CGFD, Inc. is to monitor the Key Performance Indicators (KPI's) that are



part of the strategic plan of the District, and ensure that the proper data is collected to do so.

The first step to ensure minimum staffing for response is developing paid on call availability/response shifts. Currently the CGFD, Inc. utilizes an “all call” system for all responses. Every emergency the department responds to doesn’t require a full response force of the department. 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, such as automatic fire alarms, carbon monoxide calls, vehicle accident not on the Interstate and medical/ambulance assist calls. Response groups would be developed and only that group would be called during the assigned periods for the emergencies in that category. The all-call system would be used for structure fires and other more staffing intense incidents such as vehicle accidents on the rural areas and interstate. It should be noted that the Incident Commander can upgrade the response to more units based on additional dispatch information or other circumstances. Department members would become employees of the municipal department and be paid for response training and other assigned department work. With the transition to this and a municipal department, we recommend the Village be the fiscal agent for the District as they are more adequately staffed for human resource needs and payroll that would be generated by this transition.

When the staffing model above is no longer meeting the performance measures of the district, the next organizational change would be a combination department. This could be accomplished in several different options.

**The first combination option would be to provide daytime staffing for one engine company Monday through Friday, 7:00 am to 5:00 pm. All other times would be covered by on-call personnel.** This configuration would accomplish two things. It would cover the times of highest demand and relieve pressure on on-call members from frequently having to leave their regular employment and activities. As stated with the assigned response shifts, a single engine company can deal with the majority of incidents other than structure fires.

The fire inspection program could be managed by the on-duty engine company crew. Four full-time staff would be required to ensure an effective and adequate



fire company crew. The current cost for fire firefighters in Wisconsin is in the \$45,000-\$60,000 range with an additional 30-40% cost for benefits. The total cost per firefighter would be in the \$63,000 to \$84,000 per year. This would add an additional annual personnel cost to the department of between \$126,000 to \$168,000 per year.

This option would most likely coincide with the need for an additional station in the Village north of Cottage Grove Road. The new fire station should be built with a day room/lounge, dorm space, and locker facilities.

In the unlikely event that need for the additional station has not yet been met, the current fire station would need a locker room and upgrades/remodeling to the day/room lounge for breaks and an area for personnel while standing by, but not actively engaged in routine work assignments.

**A second option, similar to option one, is to provide daytime coverage with full time personnel and provide the balance of coverage of days and weekends with paid on-premise part-time staff.** Paid on premise staff can be drawn from the on-call membership or be simply part-time employees. They are paid hourly for their time in the station but are limited in weekly hours to less than benefit eligible status. Paid on-call staffing for firefighters is generally in the \$12.00 to \$15.00 per hour range. The cost of four paid on-premise personnel for remainder of time coverage, which is 118 hours per week, would be \$294,000 to \$368,000 per year.

**The third option, and the costliest, would be to provide 24-hour staffing of one engine company supplemented by on-call personnel.** This would require hiring at least twelve personnel to cover rotating 24-hour shifts. The additional total cost for the department would be in the range of \$756,000 to \$1,008,000 in today's dollars. Most likely, on-call personnel also would be compensated if this option were selected. As an option to limit the additional full-time staff at 12, on-call staff could be utilized as paid-on-premise staff to fill in for paid leave of full-time personnel. If the use of paid on-call staff were not employed in this manner, at least one more additional full-time staff would be needed to cover paid leave along with the use of overtime back-fill for short notice situations such as emergency sick or injury leave.



### CGFD Organizational Chart



## CGFD Organizational Chart

**F1 Chief-Administration/Operations**

**F2 Assistant Chief- Administration**

**F3 Assistant Chief- Operations**

**F4 Captain- Investigations/Pre Planning**

**F5 Captain- Training (assists with Inspections)**

**F6 Vacant**

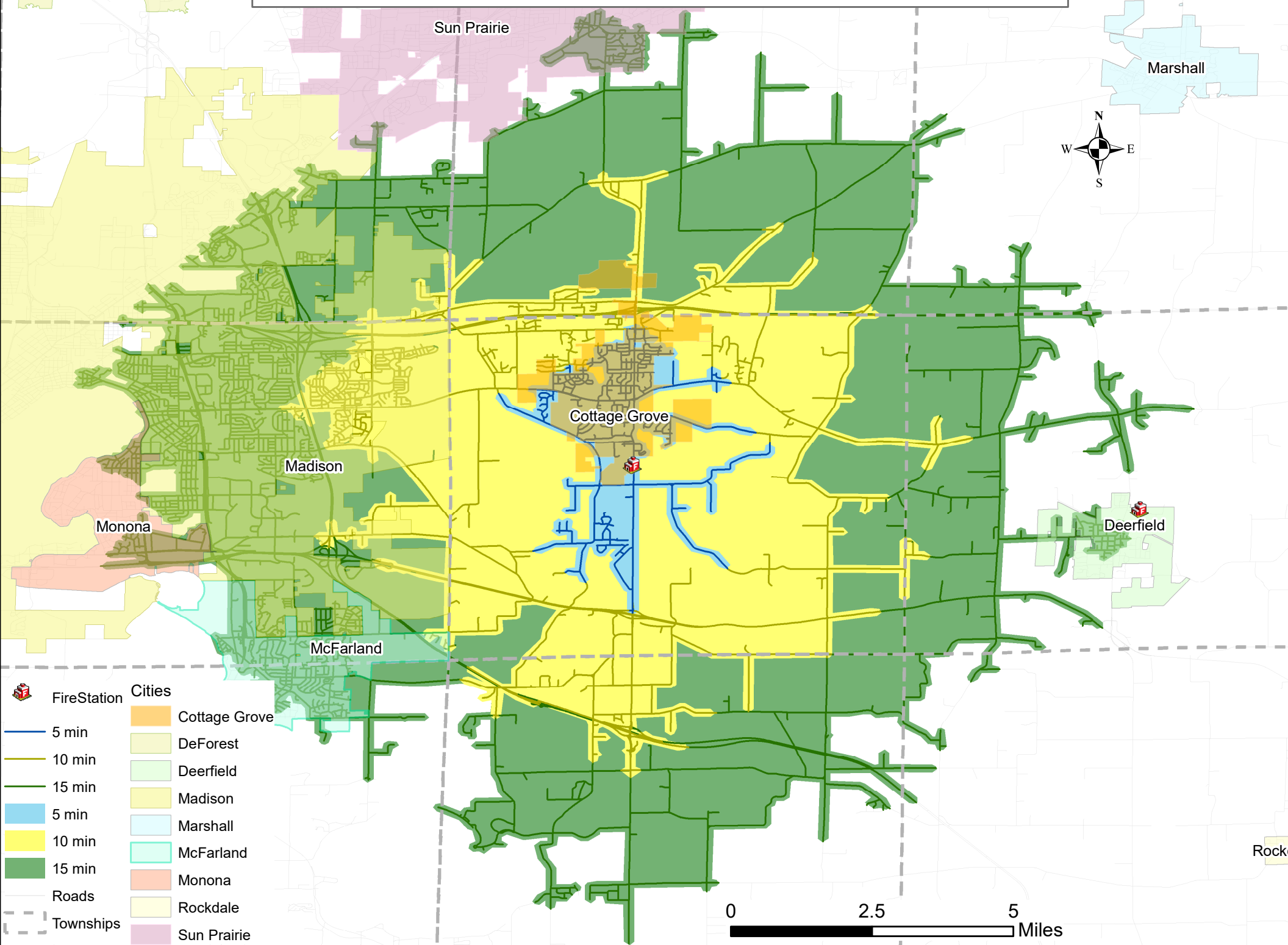
**F7 Lieutenant- Apparatus/Maintenance (assists with Training)**

**F8 Lieutenant- Inspections/Fire Prevention**

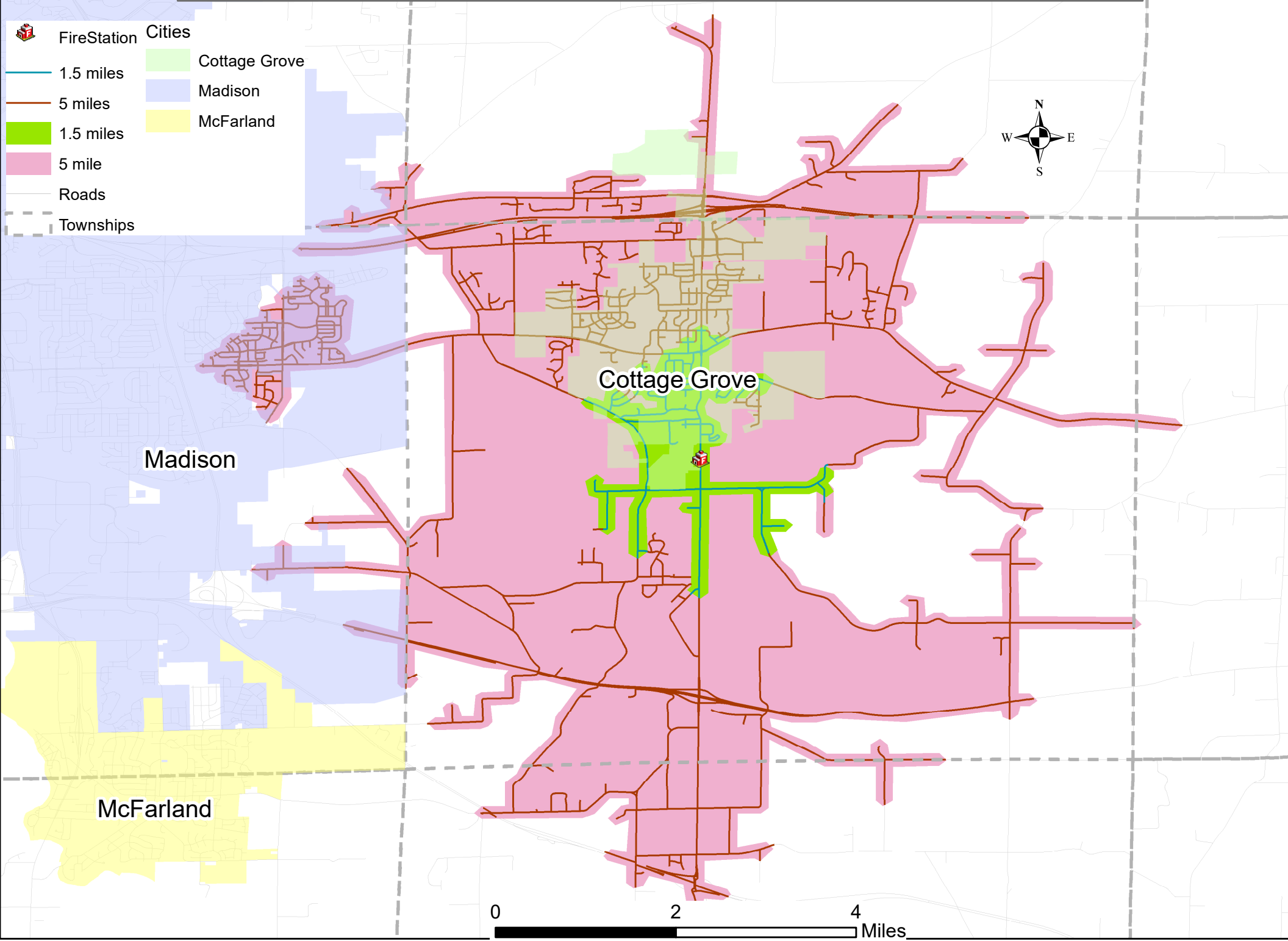
**F9 Lieutenant- Public Information/Personnel**

**F10 Lieutenant- Health and Safety/EAP (assists with Maintenance)**

# Appendix B- Map 1 Time-Based Fire Response for Cottage Grove Fire Station



# Map 2 Distance-Based Fire Response for Cottage Grove Fire Station



# Appendix C SPS 330 Audit Checklist

## Wisconsin SPS 330 Audit Checklist

Date: \_\_\_\_\_

Department: Cottage Grove Fire Department

Auditor: Jim Austad

### SPS 330.03 Fire department safety position.

Policy X

- (a) Assignment X
- (b) Qualifications X
- (c) Authority X
- (d) Functions X

Recommendations:

None

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### SPS 330.05 Occupational safety and health committee.

Policy X

- (a) Establish an occupational safety and health committee. X
- (b) Meet at least biannually X.
- (c) Written record of its meetings available to all fire fighters in the fire department X

Recommendations:

None

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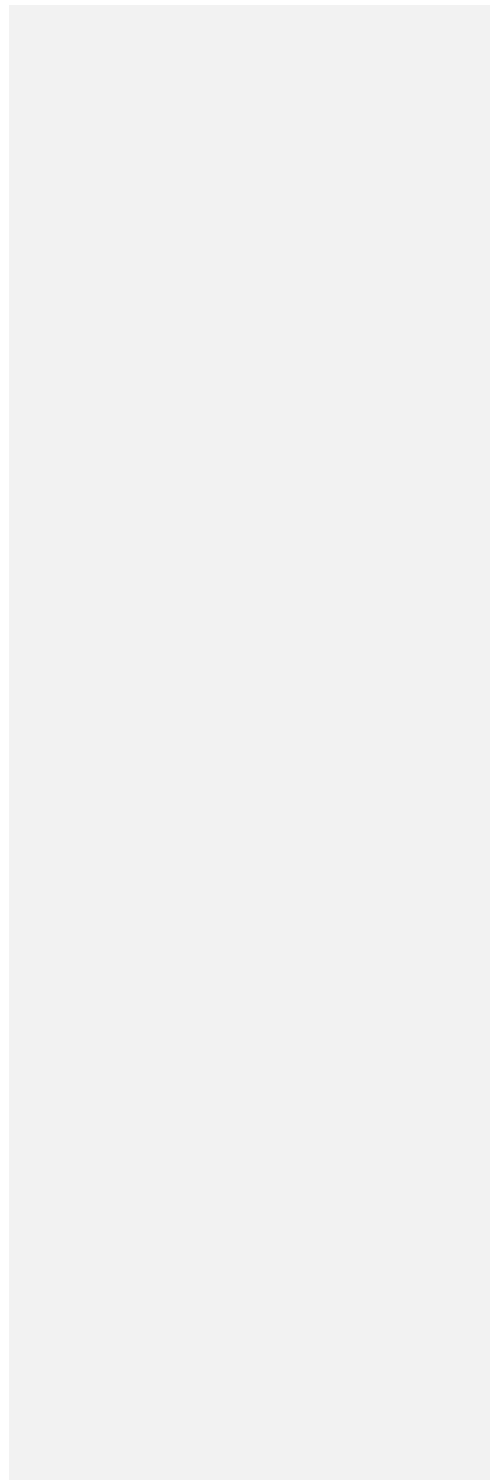


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### SPS 330.07 Training and education.

Policy X

- (a) Subject Matter. X
- (b) Based on SOG's X
- (c) Attendance X
- (d) Records X



Recommendations:

None  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(2) Provided by individuals who are qualified to teach.   X  

(3) Frequency.

Biannually or more

- (a) Safely perform his or her duties.   X
- (b) Change in a procedure or technology or for any new hazard identified   X
- (c) Perform emergency operations.   X
- (d) ICS   X
- (e) Special hazards   X

Monthly

- (a) Structural firefighting training consistent with SOG's.   X

Recommendations: \_\_\_\_\_ Should build out incident operational SOG to include structure fire for one and two family dwellings, commercial structures, vehicle fires, CO calls, vehicle accidents' etc.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

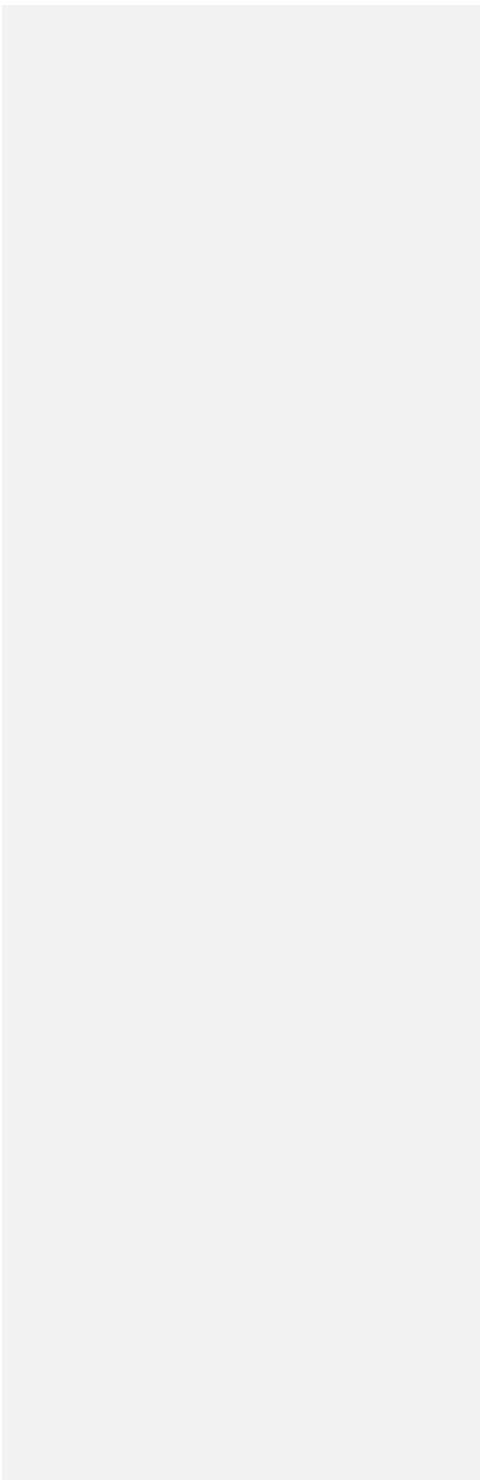
**SPS 330.08 Employment standards.**

**Policy** \_\_\_\_\_

- |                                  |                  |                |
|----------------------------------|------------------|----------------|
| (a) Fire fighter <u>  X  </u>    | FFI <u>  X  </u> | FFII _____     |
| (b) Pumper operator <u>  X  </u> | D/O <u>  X  </u> | In House _____ |
| (c) Aerial operator <u>  X  </u> | D/O <u>  X  </u> | In House _____ |
| (d) Officer <u>  X  </u>         | OI <u>  X  </u>  | In House _____ |

Recommendations:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



**SPS 330.09 Vehicles.**

**Policies**

- (a) Vehicle maintenance, inspection and repair.
- (b) Pump Testing
- (c) Aerial Testing 
  - 1. Records and Checklist
- (d) Vehicle Operations 
  - 1. Valid License
  - 2. Seat Belts
  - 3. Safe and Prudent Operations Defined
  - 4. Hose Loading

Recommendations:

None

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**SPS 330.10 Portable equipment.** Every fire department shall:

**Policies**

- (a) Maintenance, inspection and repair.
- (b) Maintain inventory records for equipment carried on each fire vehicle.
- (c) Maintain inventory records equipment designated for training.
- (d) Inspect and service test all ground ladders.
- (e) Inspect and service test all fire hose.
- (f) Inspect and test all fire extinguishers.

Recommendations:

None

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**SPS 330.11 Protective clothing and equipment.**

**Policies:**

- (a) Issued Equipment.
- (b) Required use.
- (c) Training in the care, use, inspection, maintenance and limitations.
- (d) Maintenance and Repair

**SPS 330.12 Self-contained breathing apparatus. PASS**

Policies:

- (a) Issued Equipment. \_X\_
- (b) Required use. \_X\_
  - 1.) Confined Space \_X\_
- (c) Respiratory Protection Program \_X\_
- (d) Training in the care, use, inspection, maintenance and limitations. \_X\_
- (e) Inspection Maintenance and Repair \_X\_
- (f) Air Quality Testing \_X\_
- (g) Cylinder Testing \_X\_
- (h) Annual Fit Testing \_X\_
- (i) Annual Flow Testing \_X\_
- (j) A fire fighter may not wear a beard or facial hair that comes in contact with a facepiece seal if the fire fighter's duties require him or her to use a self-contained breathing apparatus. If a fire fighter wears eyeglass, the fire fighter shall use frames that do not pass through the seal area of the facepiece. \_X\_

Recommendations:

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**SPS 330.13 life safety ropes, harnesses and hardware; eye, face and hearing protection.**

Policy \_X\_

- (a) Use life safety ropes, harnesses and hardware \_X\_
- (b) Use Class I life safety harnesses for fire fighter attachment to aerial devices. \_X\_
- (c) Use Class II and Class III life safety harnesses for fall arrest and rappelling operations. \_X\_

**(3) EYE, FACE AND HEARING PROTECTION**

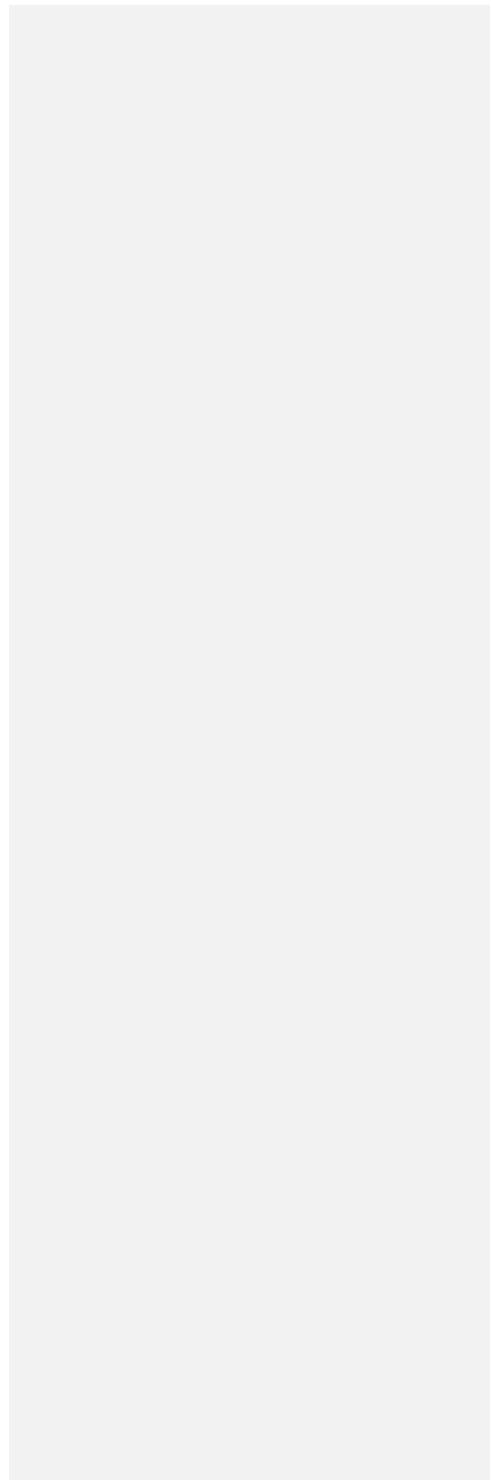
POLICY \_X\_

**Recommendations:**

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**SPS 330.14 Emergency operations.**

**(1) INCIDENT MANAGEMENT.** SOG's ICS X

**(a)** Incident Specific SOG's that identify fire fighter roles and responsibilities relating to the safety of operations.

- 1. Structure Fire      Dwellings      Apts.      Commercial      Industrial
- 2. Vehicle Fires
- 3. Vehicle Accidents
- 4. CO Incidents
- 5. Gas Leaks
- 6. Fuel Spills
- 7. Haz Mat
- 8. Tech Rescue      Con Space      Water/Ice      Trench
- 9. Downed Wires
- 10. EMS

Recommendations:      Should have a strategic guideline for each of these areas of response and any other types of response not mentioned above. This can become the training plan.

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**(2) INCIDENT SAFETY REQUIREMENTS.**

Policies:

- 1. Minimum Personnel needed for Operations (2 in two out) X
- 2. Operation with potential contact with motor vehicle traffic X

**(3) RESCUE OF MEMBERS.** Can be embedded in incident SOG's

- (a)** SOG Back Up Crew X
- (b.)** Back up Lines X
- (c.)** RIT X

**4. SOG Ambulance When Required**

Recommendations:

None

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**SPS 330.145 Facility safety.**

Policy   X  

**SPS 330.15 Physical and medical capabilities.**

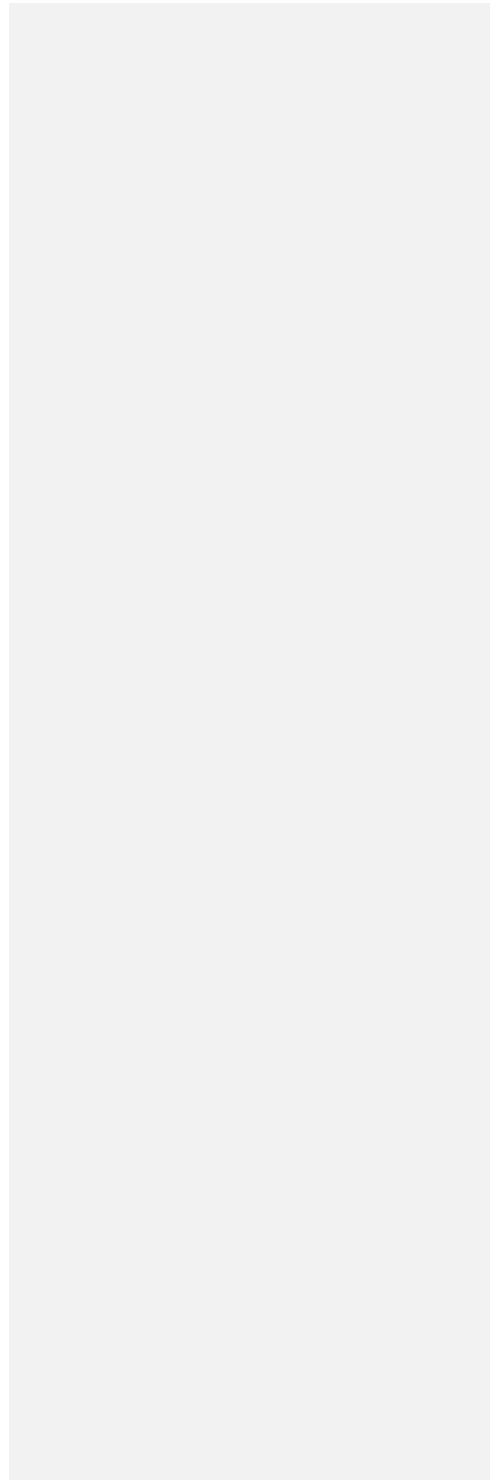
Policies

(1) Entry Level Physical   X  

(2) Responsibility to report changes in health.   X  

**SPS 330.16 Member assistance referral program.**

(1) Policy statement for a fire fighters assistance referral program that identifies and assists fire fighters with alcohol or substance abuse, stress and personal problems adversely affecting their job performance.   X  



**Fire Department Performance Audit**

Department: \_\_\_\_\_

Address: \_\_\_\_\_

Chief: \_\_\_\_\_

Office Phone: \_\_\_\_\_

Cell: \_\_\_\_\_

Total Staff: \_\_\_\_\_

    Full Time: \_\_\_\_\_

    POC: \_\_\_\_\_

Governing Structure: Municipal Chapter 181 Chapter 213 Pvt. Chapter 180

Copy of: Resolution Ordinance Articles of Incorporation

Budget: \_\_\_\_\_

Revenue: \_\_\_\_\_

    Tax: \_\_\_\_\_

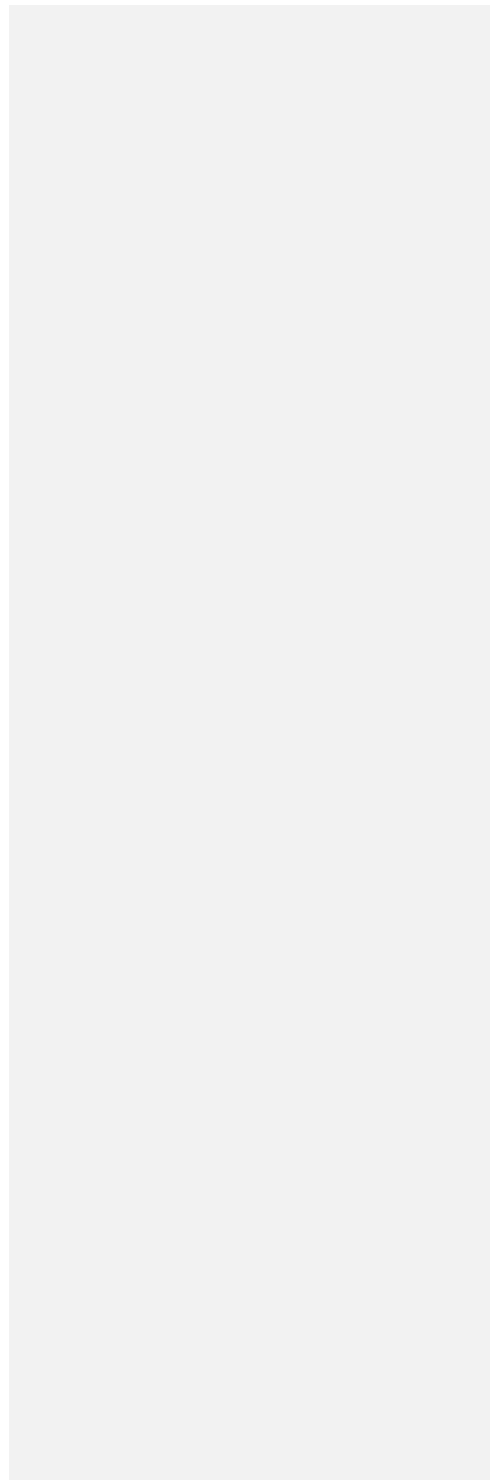
    Contract: \_\_\_\_\_

    2%: \_\_\_\_\_

    Fees: \_\_\_\_\_

ISO: Rating \_\_\_\_\_

Records Software: \_\_\_ Image Trend \_\_\_\_\_



## Wisconsin 2 % dues Compliance

### Administration

1. The fire department is organized to provide continuous fire protection in that city, village or town. \_\_\_\_\_
2. The fire department has a designated fire chief. (By-laws Ord. Designating Records) \_\_\_\_\_
3. Singly, or in combination with another fire department under a mutual aid agreement, the fire department must ensure
  - A. The response of at least 4 firefighters, none of whom is the chief, to a first alarm for a building. \_\_\_\_\_
  - B. The Safety and health training program as prescribed by Chapter SPS 314. \_\_\_\_\_
  - C. Facilities for receiving an alarm and dispatching firefighters and apparatus. \_\_\_\_\_
  - D. If volunteer fire department, it must hold a meeting at least once each month, or a paid or partly \_\_\_\_\_ X
  - E. Paid fire department must ensure sufficient personnel ready for service at all times \_\_\_\_\_
  - F. Incident Reporting system in place NFIRS Data Transfer to State \_\_\_\_\_
4. Records to show dues money was only used for one or more of the following: \_\_\_\_\_

The purchase of fire protection equipment. Fire inspection and public education, Training of firefighters and fire inspectors performing public fire education and fire inspection, to fund wholly or partially firefighters' pension funds

### Fire Prevention

- A. Provides for the inspection of every public building and place of employment at least once in each non-overlapping 6-month period, or in accordance with the exceptions established in s. SPS 314.01(13)(b) 5.a.-r., Wis. Admin. Code, or in accordance with a special order issued by the Department of Safety and Professional Services in all territory served by the fire department. \_\_\_\_\_
- B. Written or electronic reports of fire inspections are made and kept on file. \_\_\_\_\_
- C. The fire department provides public fire education services. \_\_\_\_\_

## ISO

### Class 9 or Better

- A. **Station** within 5 road miles \_\_\_\_\_ % Area of Coverage <5 Miles \_\_\_\_\_
- B. **Engine** with a rated capacity of 250 gpm or more at 150 psi and at least a 200-gallon water tank. The fire department must deliver a minimum of 500 gallons of water to all reported first-alarm structure fires. The community must also earn a score of at least 100 credit points on the following items from the Fire Suppression Rating Schedule (FSRS): \_\_\_\_\_
- C. Records
1. Incidents \_\_\_\_\_
  2. Personnel Responding \_\_\_\_\_
  3. Training/hours \_\_\_\_\_
  4. Apparatus Maint. \_\_\_\_\_
  5. Equipment Maint.. \_\_\_\_\_
  6. Roster \_\_\_\_\_
- D. Equipment
1. 400 feet of 1.5", 1.75", or 2" hose \_\_\_\_\_
  2. 2 handline nozzles, 95 gpm minimum \_\_\_\_\_
  3. 2 extinguishers ABC 2.5 Water \_\_\_\_\_
  4. 1 extension ground ladder 24-foot or longer \_\_\_\_\_
  5. 1 straight ladder (12-foot) with roof hooks \_\_\_\_\_
  6. 4 self-contained breathing apparatus (SCBA) \_\_\_\_\_
  7. 1 spare SCBA cylinder for each SCBA carried (up to 4) \_\_\_\_\_
  8. 1 pick-head axe and 1 flat-head axe \_\_\_\_\_
  9. 2 portable hand lights \_\_\_\_\_
  10. 1 pike pole or plaster hook \_\_\_\_\_
  11. 1 forcible-entry tool \_\_\_\_\_
  12. 1 two-way radio assigned to the apparatus \_\_\_\_\_

### Class 8 or Better All the above minimum score of 20

- A. Engine with pump capacity must be at least 750 gpm at 150 psi. The engine must have a water tank, NFPA 1901. \_\_\_\_\_
- B. Water supply system must be able to deliver at least 250 gpm for a period of 2 hours. \_\_\_\_\_

- C. If the fire department delivers the 250 gpm through tanker shuttle, large-diameter hose, or other alternative water supply, the water must be available within 5 minutes of the arrival of the first-due apparatus, and the department must maintain the flow, without interruption, for the 2-hour duration. \_\_\_\_\_

Reccomendations: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

### Policies

#### 1. Administration

- a. Policy System and Development \_\_\_\_\_
- b. Department Organization/Responsibilities \_\_\_\_\_
- c. Promotions \_\_\_\_\_
- d. Work Schedule Assignments \_\_\_\_\_
- e. Payroll Procedures \_\_\_\_\_
- f. Records Designated Record-keeper \_\_\_\_\_
- g. Reports \_\_\_\_\_
- h. Purchasing \_\_\_\_\_
- i. Complaints \_\_\_\_\_
- j. Discipline \_\_\_\_\_
- k. Employee Assistance Program \_\_\_\_\_
- l. Computer Use/Security \_\_\_\_\_
- m. Media Release \_\_\_\_\_
- n. Social Media \_\_\_\_\_

#### 2. Maintenance

- a. Vehicle Checks/Repairs \_\_\_\_\_
- b. Equipment Checks/Repairs \_\_\_\_\_
- c. Cleaning of Vehicles
- d. Building Maint./Security \_\_\_\_\_
- e. SCBA Checks Maint. \_\_\_\_\_
- f. Hose
- g. Ladders

#### 3. Training

Commented [FT1]:

- a. Training Program \_\_\_\_\_
- b. Training New Employees/Positions
- c. Attendance \_\_\_\_\_

3. Safety

- a. Safety Policy Statement \_\_\_\_\_
- b. SCBA Use \_\_\_\_\_
- c. PPE \_\_\_\_\_
- d. Vehicle Operations \_\_\_\_\_
- e. Fire ground Injuries \_\_\_\_\_
- f. Workers' Compensation Reports \_\_\_\_\_
- g. Life Safety Rope Harnesses \_\_\_\_\_
- h. Hazard Communication Program (MSDS) \_\_\_\_\_
- i. Infectious Disease Exposure Plan \_\_\_\_\_

**Standard Operating Guidelines**

- 1. Command Procedures
  - a. Incident Command \_\_\_\_\_
  - b. Accountability \_\_\_\_\_
  - c. Safety Officer
  - d. Mutual Aid Request \_\_\_\_\_
  - e. Staging \_\_\_\_\_
  
- 2. Strategic Guidelines
  - a. One and Two Family Dwellings \_\_\_\_\_
  - b. Multi-Family \_\_\_\_\_
  - c. Barn/Agriculture Bldg. Fires \_\_\_\_\_
  - d. Commercial \_\_\_\_\_
  - e. Industrial \_\_\_\_\_
  - f. Ice/Water Rescue \_\_\_\_\_
  - g. Haz-Mat \_\_\_\_\_
  - h. Technical Rescue \_\_\_\_\_
  - i. Gas Leaks \_\_\_\_\_
  - j. CO Alarms \_\_\_\_\_
  - k. Vehicle Fires \_\_\_\_\_
  
- 3. Tactical Guidelines
  - a. Water Supply Hydrant \_\_\_\_\_

- b. Water Supply Shuttle \_\_\_\_\_
- c. Hose Loading/Deployment \_\_\_\_\_
- d. Ventilation \_\_\_\_\_
- e. Rescue \_\_\_\_\_
- f. Secondary Search \_\_\_\_\_
- g. Salvage \_\_\_\_\_
- h. Overhaul \_\_\_\_\_
- i. Scene Lighting \_\_\_\_\_

4. Safety

- a. Evacuation Order \_\_\_\_\_
- b. Traffic Incident Management Area \_\_\_\_\_
- c. RIT Team \_\_\_\_\_
- d. POV Response \_\_\_\_\_
- e. Rehab \_\_\_\_\_

### Reports

- 1. Incident
  - a. Type Summary \_\_\_\_\_
  - b. Response Time Fractile \_\_\_\_\_
  - c. Personnel Response by Incident Type \_\_\_\_\_
  - d. Fire Confinement \_\_\_\_\_
  - e. Fire Loss \_\_\_\_\_
  - f. Cause \_\_\_\_\_
  - g. Injuries Civilian \_\_\_\_\_
  - h. Injuries FF \_\_\_\_\_
- 2. Training
  - a. Certification Levels \_\_\_\_\_
  - b. Training hours by Subject \_\_\_\_\_
  - c. Training Per FF \_\_\_\_\_
- 3. Inspections Prevention
  - a. Inspections completed % \_\_\_\_\_
  - b. Violations \_\_\_\_\_
  - c. Violations Corrected \_\_\_\_\_
  - d. Pub Ed hours \_\_\_\_\_
  - e. Pub Ed Contacts \_\_\_\_\_
  - f. Pub Ed Contacts Demographics \_\_\_\_\_
- 4. Financial
  - a. Personnel Cost \_\_\_\_\_

- b. Training Cost \_\_\_\_
- c. Vehicle Maint. Cost \_\_\_\_
- d. Station Maint Cost \_\_\_\_



PAA LLC.

## Follow Up Report from Fire Study Presentation to Town and Village of Cottage Grove (Prioritized Study Recommendations)

This is a follow up to the report and presentation made to the Town and Village of Cottage Grove Boards on January 31, 2022 by Public Administration Associates on the Comprehensive Analysis of the Cottage Grove Fire Department.

The majority of questions pertained to the recommendations on governance of the Cottage Grove Fire District and Fire Department. The following is a summary of the recommendations presented and a prioritized chronological order of implementation. This order and the recommendations follow two paths dependent on the possible transitioning to a Municipal Fire Department or having the Fire Department remain a Chapter 181 non-stock corporation that contracts for services with the municipalities of the district. In this regard, PAA wishes to make one additional point of clarification. A fire department can remain Volunteer, Paid on Call or any combination thereof and does not need to be career staffed. How a department is staffed is independent of how they are governed and organized and many departments in the state are municipal volunteer departments.

### Recommendations on Governance

- 1.) The Joint Fire Department Committee in coordination with the Cottage Grove Fire Department needs to develop a strategic plan outlining the following:
  - a. Mission Statement
  - b. Organizational Values
  - c. Vision Statement

2.) Strategic Goals and Measures (the following Goals and Measures are included as examples)

- a.) The fire apparatus fleet shall meet the ISO FRS grading schedule.
- b.) Apparatus shall be maintained to ensure an availability 95% of the time or greater outside of scheduled routine maintenance.
- c.) Personnel shall maintain the certification level as outlined in WI SPS 330 for the position they are currently assigned.
- d.) Personnel shall be provided with (X) hours of training and continuing education annually.
- e.) Fire station(s) shall be 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.
- f.) The staffing model of the department shall assure that four personnel respond with a turnout time of 6 minutes or less from the time of alarm 90% of the time.
- g.) Provide an effective response force on scene (structure fires only)
- h.) Minimum 10 personnel on scene in 10-minute time 80% of the time in the Village for structure fires
- i.) Minimum 4 personnel on scene in 10-minute time 80% of the time in the Village for other emergent responses
- j.) Minimum 4 personnel on scene in 14 minutes 80% of the time in rural area for structure fires
- k.) Minimum 4 personnel on scene in 14-minute time 80% of the time in the Rural area for other emergent responses
- l.) Public buildings shall be inspected at least once in non-over-lapping 12-month periods.
- m.) Retention of personnel
  - a. 50% retention of members that live within the Fire District area

3.) Develop a more fair and equitable budget formula to be used in developing the cost share for member and contracted municipalities. PAA recommends a formula that is a proportion of the equalized property improvements from each municipality in or contracted with the Cottage Grove Fire District expressed as a percentage plus the proportion of calls for service in each municipality, divided by two.

4.) Redevelop the line-item Fire Department Budget for the Cottage Grove Fire Department to include all operating expenditures and capital outlay and capital improvements.

5.) Negotiate with Cottage Grove Fire Department Inc. to transition from a Chapter 181 non-stock corporation to a Municipal Department at an appropriate time in the future.

Items 6,7 and 8 assume a successful negotiation and transition to a municipal department:

6.) Develop a Joint Fire Commission (Duties to include are to hire the Fire Chief, approve subordinate hiring, promotions and deal with matters of discipline). This would also require an intergovernmental agreement between the municipal partners.

7.) The Cottage Grove Fire Department would need to develop new constitution and by-laws for a Fire Department 501 3(c) association. Note: this association would be governed by the department members and retain separate financial accounts.

8.) Develop a new Intergovernmental Agreement between the municipal partners establishing the Joint Fire District and Fire Department including the mission statement, vision statement and strategic goals that have been developed through the recommended strategic planning process. This agreement would also include the new cost share formula if adopted.

9.) Negotiate a new contract for services with the Town of Pleasant Springs in congruence with the governance changes and new costing formula if adopted.

10.) Update the Fire Prevention Ordinances of the Fire District's municipalities as outlined in the PAA report.

If the transition to a municipal Department is not implemented, the following recommendations (#11 and #12) would pertain:

11.) Develop new Intergovernmental Agreement including the mission and strategic goals developed and new cost formula if adopted.

12.) Develop a new contract for services with Cottage Grove Fire Department Inc. to include the strategic goals and performance measures set by the joint committee.

13. Secure property north of Cottage Grove Road and Central to the Village for an additional Fire Station when needed.

14. Implement staffing changes when performance measure goals are not being met as outlined in the future section of the report.

### **Fire Department Recommendations:**

These recommendations are in addition to those outlined above and do not have a specific implementation order.

- 1.) The area of physical requirements within the department's position descriptions should be further developed and include the physical requirements outlined in NFPA 1582.
- 2.) If the department is going to continue as a Chapter 181 organization, updates to the articles of incorporation and by-laws to reflect the current organizational practices and position titles are needed.
  - a. Review the current practices and compensation for fire inspections and clarify lines of responsibility, employment and compensation.
  - b. Add additional budget categories to include more detail as outlined such as vehicle repairs, tires, equipment maintenance, fire equipment replacement.
  - c. Review and update the Fire Prevention ordinances in all the Fire District municipalities.
- 3.) Continue the successful recruitment efforts that are in place and establish a methodology and timetable to monitor them for relevance and effectiveness.
- 4.) Consider expanding the payment for work of members to include compensation for response and training on an hourly basis, and include

enrolling members in the Length of Service Award Program. These steps are intended to improve membership recruitment and retention.

- 5.) Develop call groups for responses to incidents that can be handled by a single fire company.
- 6.) Separate the individual Fire Department Policies and SOG's into separate files and pages in each document and color code them as presented.
- 7.) Align the Training Program with the Department's Standard Operating Guidelines and Policies.
- 8.) Provide personal lockers for personnel for changing clothing after fires and other incidents.
- 9.) Add additional budget categories to include more detail as outlined such as vehicle repairs, tires, equipment maintenance, fire equipment replacement.
- 10.) Provide additional training for personnel conducting Public Fire Education Programs.

*EMS Department  
Comprehensive Analysis*



Prepared by Tim Franz, Mike Romus and Jim Austad

Public Administration Associates, LLC

Presented to Deer-Grove EMS

January 12, 2022



***Public Administration Associates, LLC***

## Table of Contents

I. Introduction.....	3
II. EMS Service and Service Area Description.....	3
III. Personnel and Staffing.....	9
IV. Organization and Supervision .....	11
V. Facilities.....	12
VI. Operations.....	13
VII. Performance.....	16
VIII. Budget.....	29
IX. Future.....	34
XI. Recommendations.....	36
XII. Appendix A.....	39
XIII. Appendix B.....	40



## INTRODUCTION

This report is a comprehensive analysis of the Deer-Grove Department of Emergency Medical Services (EMS) and the governing body of the Deer-Grove EMS District which oversees this joint municipal service. The Deer-Grove EMS District is comprised of the Village of Cottage Grove, Town of Cottage Grove and the Village of Deerfield. A Request for Proposals (RFP) was issued. On July 16, 2021 the District board ultimately selected the team of Public Administration Associates, LLC (PAA) to conduct the study in conjunction with a study of the Cottage Grove Fire District, however, both are separate and distinct studies.

PAA proposed to study the following seven areas:

1. Description of DeerGrove EMS District.
2. Population projections and future demands for services.
3. Industry standards and best practices by which to evaluate current and future service provision.
4. Review of current EMS response times and services.
5. Review of current EMS Facilities.
6. Review of options for governance, organization, staffing and facilities.
7. Recommendations of the study.

## EMS SERVICE AND SERVICE AREA DESCRIPTION

### Service Area

The service area of the Deer-Grove EMS District includes the Village and Town of Cottage Grove and the Village of Deerfield. The Town of Deerfield and portions of the Town of Pleasant Springs are covered under contracts with the District. The District lies on the eastern edge of Dane County and the Madison Metropolitan area. It is traversed by two interstate highways as well as USH 12/18, a major metro- area arterial.

The Village of Cottage Grove is located east of the City of Madison, south of the I-94/CTH N interchange and north of USH 12/18 and I-39/90. The Village covers 4.69 square miles and the latest population estimate is 7,217. The Village has grown



considerably since 1980 when its population was just 880. While most of the Village's growth has been residential, there has been significant commercial development and some additional industrial growth during the past ten years.

The Town of Cottage Grove surrounds the Village of Cottage Grove and is bisected by CTH N, which interchanges with I-90, I-94 and US Hwy 12/18. The majority of the Town lies to the east and south of the Village. The Town covers 32.1 square miles and has a population of 3,889. The population has remained relatively stable over the past fifty years. The Town has remained primarily rural in nature with the more dense and rapid development occurring in the Village on land annexed from the Town.

The Village of Deerfield is located on State Highway 73 between Interstate 94 and State Highways 12 and 18. The current estimated population is 2,515. A well-developed industrial park is located on the northeast side of the Village featuring several large employers. The remainder of the Village features a typical land use mix comprised of a central business area and residential areas.

The Town of Deerfield is located in eastern part of the service area in central Dane County, Wisconsin, east of Madison. Land use is a primarily agricultural and low-density residential use.

The Town of Pleasant Springs is located northeast of Stoughton and is bordered on the north by the Town of Cottage Grove. With the exception of an area of Commercial development at the intersection of I-90 and CTH H, land uses in the Town are primarily agricultural and low-density residential. The District's contract covers approximately half of the Town, which is approximately 1,500 residents

### **Demographic Trends**

The Village, along with most of Dane County, has experienced significant growth in the 1990s and 2000s. This growth has been fueled by employment and housing booms observed throughout most of Dane County. Given the location of the Village, available land for development and ready access to two interstate highways, this growth trend will likely continue and is outlined in the Village's comprehensive plan.



The Village has several planned development areas including the already successful Cottage Grove Commerce Park near the CTH N and I-94 interchange. The area east of CTH N has significant commercial and light industrial uses while the area to the west features high density residential use. The planned North Grove Corporate Park is likely to see growth and development in the next five years. Population growth is slightly behind predictions in previous comprehensive plans and Wisconsin Department of Administration estimates, however, it is still within a two percent range. Population estimates and growth will most likely continue, with the bulk of population growth occurring in the Village of Cottage Grove. The Towns have adopted growth strategies in their comprehensive plans to preserve their rural character and their relatively stable populations now and in the future.

Total population growth of the District is expected to be approximately 3,000 residents over the next twenty years, with 2,400 or 80% of this growth occurring in the Village of Cottage Grove. This data is displayed in Table 1 on the next page and was gleaned from the Wisconsin Department of Administration.



**Table 1**

Municipality	2015 Projection	2020 Projection	2021 Actual	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Village of Cottage Grove	6,530	7,190	7,070	7,845	8,465	8,990	9,470
Village of Deerfield	2,415	2,560	2,515	2,700	2,830	2,930	3,015
Town of Cottage Grove	3,880	3,935	3,918	3,980	4,010	4,000	3,975
Town of Deerfield	1,600	1,655	1,630	1,710	1,755	1,780	1,795
Town of Pleasant Springs	3,190	3,270	3,235	3,345	3,400	3,425	3,435
<b>Total</b>	<b>17,615</b>	<b>18,610</b>	<b>18,368</b>	<b>19,580</b>	<b>20,460</b>	<b>21,125</b>	<b>21,690</b>

Population density for the towns is in the rural category of less than 500 people per square mile. The two villages are in the range of 1,732.6 to 775 people per square mile square mile, which technically places them in urban density range. The communities, however, are more suburban in nature. In its current arrangement, the Deer-Grove EMS (DGEMS) District covers approximately ninety-five square miles.

### **District**

The DGEMS District was formed in 1978 when the Villages and Towns of Cottage Grove and Deerfield entered into an intergovernmental agreement to combine resources for the provision of Emergency Medical Services. In 2012, that agreement was amended when the Town of Deerfield chose to pursue other



options for service, but returned to the District on a contractual basis in July of 2018.

The DGEMS District agreement provides a very clear direction and mission for the District through its purpose statement which states “to provide for the administration of emergency care procedures and to provide transportation for the sick, disabled and injured persons to institutions providing health services.” The Commission itself is charged with setting policy and providing direction for the DGEMS District. The agreement spells out the functions of this arrangement very clearly and in good detail. The Commission consist of two members from each of the member municipalities that are appointed by the municipalities, plus one non-voting member, that person being the service physician medical director. The Commission has the authority to then delegate responsibilities to the EMS Chief to manage the day-to-day operations. The DGEMS District and Board appear to be functioning well and with minimal conflict. PAA does not have any recommendations for changing the overall governance of the District and its structure.

When first formed, DGEMS provided service at the EMT-Basic level and personnel were all volunteer or on call. Since its inception in 1978, the level of service provided has evolved from EMT-Basic to EMT-Intermediate, and now Paramedic service. Paramedic level service is the highest licensed level of pre-hospital emergency care available in Wisconsin and allows for advance life support and care. As the service level increased, so did the requests for service. More paid staff were incrementally added. The increase in paid staff was driven by the added time commitment for the initial education required to obtain higher levels of certification and the continuing education requirements to maintain them. An increase in call volume and response time expectation also drove the necessity to add paid staff.

### **Apparatus and Equipment**

The service currently has three ambulances, one located at each of the stations and one spare/back up ambulance. The two in-service ambulances are Type I (truck-chassis cab) modular ambulances. The spare ambulance is a 2009 Type III (Van Chassis) ambulance that is currently out of service due to mechanical issues. There



are no benchmark national surveys to compare apparatus fleets for EMS as there are for fire apparatus. The Operational Plan filed with the State of Wisconsin identifies the use of two ambulances at the same time. To maintain two ambulances in service while routine and non-routine maintenance is being performed, a third ambulance is needed. There is also a need to staff a third ambulance during special events or times of increased call volume, such as during natural disasters. A new ambulance purchase has been authorized and has been ordered to replace the out-of-service unit. Due to backorders caused by the COVID pandemic, a delivery date has not yet been provided.

DGEMS ambulances are very well equipped with necessary items for providing paramedic service and additional state-of-the-art equipment. Preventative maintenance contracts are in place and routine checks and maintenance are provided for medical equipment carried in the ambulances.

The front-line ambulances are well maintained and pass the required inspection. The Wisconsin State Patrol performs the inspection in accordance with Wisconsin Administrative Code chapter Trans 309 (Trans 309). The purpose of Trans 309 is to prescribe minimum vehicle and medical equipment specifications for ambulances and to establish administrative procedures for implementing the ambulance inspection program under section 341.085, Wis. Stats. The inspection occurs on a biennial basis and DGEMS has consistently met or exceeded these requirements.

DGEMS also operates an SUV, designated as "Car 79." It is fully ALS-equipped with Advanced Life Support equipment, however, it cannot be used to transport patients. Car 79 is used for a wide variety of services including scene response, paramedic intercepts, the Community Paramedicine Program and Bike Medic Team deployment.

#### Recommendations

- 1) Maintain the fleet at its current level of two front line ambulances and a spare/back up (third) ambulance.
- 2) Develop a replacement schedule for all vehicles.



- 3) Develop a performance measure for fleet performance reliability and add it to the routine reporting to the Commission.
- 4) Develop a replacement schedule for non-disposable equipment carried on the ambulance. Examples of this equipment would include, but is not limited to the stretcher, cardiac monitor and LUCAS.

## **PERSONNEL AND STAFFING**

At the time of this study, DGEMS had a roster of 41 members, 9 full time employees, 14 “LTE” employees and 18 volunteers. The department also employs an office manager that handles record keeping, payroll and assists with administrative tasks.

The full-time employees include the Chief and eight paramedics assigned to 24-hour shift coverage. The Chief works out of the Cottage Grove fire station and generally works during business hours, Monday through Friday, plus additional hours outside of this period for meetings, department training and similar tasks. The Chief’s position is a salaried. The DGEMS paramedics assigned to shift coverage work a schedule of 24 hours on and 72 hours off with four shifts. This creates a 42-hour average workweek. This is a somewhat unusual schedule in emergency services as most work a 56-hour average week using three shifts. However, this schedule reduces the overtime exposure that the other typical shifts generate. Fire Departments commonly work a 56-hour average week. Firefighters under the Fair Labor Standards Act (FLSA) are not eligible for overtime until working 53 or more hours per week.

We reviewed and compared the 42-hour work week schedule and staffing with a typical three shift 56-hour schedule to verify if there was, indeed, an economic advantage to having four shifts. In comparing the 42-hour work week to the 56-hour work week of hourly rates and benefits, the 42-hour work week has an approximately 5% greater cost over the 56-hour workweek. This analysis is viewed from a purely economic standpoint. Lower work hours are one the most valued benefits of current workforce. In our interview of full-time staff, we found them to have a very high level of satisfaction with their work environment. We believe the schedule contributes to the very high level of satisfaction among other things. This is also seen in the longevity of employee’s which five of the nine full time staff have over ten years with the DGEMS (essentially employed since the transition to full



time paramedics) and the balance of full-time employees have 5 -9 years with the service. This is a great retention rate. This schedule will certainly be an advantage when the need to recruit additional full-time staff arises. All full-time employees including the Deputy Chief are represented by a collective bargaining agreement, which has recently been renewed for a four-year term. One other item of note in the collective bargaining agreement is vacation leave, which is also above average when combined with the lower work week hours. At first glance it appears to fall in line with comparable paramedic and firefighter contracts where, for example, six days of vacation is common for one to five years of service. On a 56-hour schedule this provides just over two weeks of leave time when taken consecutively. Under the 42-hour workweek, six days provides three weeks. This would hold true on all vacation accrual levels where two days, for the most part, equates to one week of consecutive leave. Being that this is a small department, without additional personnel to cover paid leave time, leave time definitely has an impact on overtime. Paid leave of the full-time member is covered by the use of LTE/LTE/casual employees which cover close to 50% of this time.

LTE or Limited Term Employees for all intents and purposes are a casual-type employee. LTE's work when available and needed to cover absences of full-time employees who are on leave. They also provide coverage for a second staffed ambulance. All LTE's are paramedics. They are paid by the hour, but do not receive benefits. They are required to show 12 hours of availability per month. In terms of tenure and retention, six of the 15 LTE's have less than one year of service and eight have between two and five years of service, with none over five years. This is not unusual given the nature of this position.

There are 18 volunteers, and the level of EMS licensure varies from EMT Basic to Paramedic. How the volunteers are utilized varies greatly as well, with the exception of one volunteer, most times the volunteers are not used to provide minimum ambulance staffing. They can and do work on an ambulance shift as a "third person". One volunteer who is a paramedic has the rank of Captain and is approved to fill a primary staff position on an ambulance. The volunteers do not supplement staffing, nor are they called or recalled to respond to incidents as the typical volunteer for EMS does. During interviews with staff, they commented the volunteer role was a mentoring role to get people engaged into EMS. This position



we also found to be very unique to DGEMS. The role of the volunteer is not clearly understood with the staff members we interviewed. There is a policy in place that defines the position and expectations to remain as a volunteer. This policy states they may be used to supplement the regular workforce, but do not displace the regular workforce.

#### Recommendations

- 1) Maintain the work schedule for the full-time personnel
- 2) Rename the “LTE” to Casual employee
- 3) Better define the volunteer role within DGEMS.

### **ORGANIZATION AND SUPERVISION**

DGEMS has well developed position descriptions and the organizational chart and practices fit with organizational best practices. There are clear lines of authority and responsibility and there are positions identified to move up to replace upper-level supervisory positions. Each shift has a designated supervisor for making operational decisions, that being the Deputy Chief, or one of three Lieutenants. Each of the positions has additional administrative responsibility for the organization. The organizational chart is included in Appendix B.

The Deputy Chief, being an hourly employee and in the bargaining unit, is somewhat unusual. Chief officer ranks are usually exempt employees and are not eligible for overtime. Currently this position primarily fills a shift paramedic/supervisory role on an ambulance. The current position of Deputy Chief operates in the union and as management. This could become difficult in the future if the Deputy Chief would need to fill the Chief role in his/her absence. An area of concern is that this position has the authority to authorize and earn overtime. Many of these assigned duties must be completed outside of “normal shift time” resulting in added overtime hours. There is a rank of Captain, which is filled by a volunteer. This also may need to be reviewed as currently a volunteer rank has the ability to provide supervision over full-time staff.

#### Recommendations



- 1) The Deputy Chief position may need to be clarified in the future to determine if it is a union or management position. Since the Deputy Chief position can schedule its own overtime, the Chief should closely monitor overtime.
- 2) The Captain position should be clarified regarding roles and responsibilities and how it fits into the organizational structure.

## **FACILITIES**

DGEMS operates two stations, one located on the southern edge of the Village of Cottage Grove, the other located in the northwest corner of the Village of Deerfield in the industrial park. Both stations are co-located with the respective municipalities' fire departments.

The Cottage Grove station serves as the headquarters for DGEMS as well as housing an ambulance and crew. The apparatus bay has space for one ambulance and it is interconnected and shared with the fire department. The space is marginally adequate. A reception office and office for the Chief are located off the lobby of the joint station and both are adequate in size and design for their intended use. There is a training/meeting room that is shared with the fire department that is adequately sized for the staff. The south east end of the building houses bedrooms, a day room area and restrooms for the on-duty crew. The original dayroom area was reconfigured to add two bedrooms, so this space is somewhat limited and there is not a separate office area for report writing. The kitchen for crews is shared with the fire department and located off of the training and meeting room and is in a separate area from the crew quarters. The distance from the crew quarters to the ambulances is reasonable. There is not a direct access to the ambulances as you need to pass through the lobby area of the station. There is a fitness/workout room on the second floor that is shared with the fire department.

The lower/basement level of the building at one time served the Village/Town police department but this space is being used by DGEMS, primarily for storage. The garage that is accessed on this lower level in the rear of the station is used to house the DGEMS SUV. The utilization of this space is informal and not necessarily efficient as is the case with any vacant space that has been converted to storage.



There are opportunities for improving the space and flow of the EMS Station area. An addition to the current building that would house two ambulance bays could be added onto the lower level adjacent to the current garage. This would provide more room for the backup ambulance to be stored and a secure space for the ambulances. The lower level could be reconfigured to bedroom space, keeping the bedrooms closer to the ambulance bays. This would assist in improving night turnout times. The main floor area could then be reconfigured back to a more open day room, crew office area, small kitchen and locker space. This area would not be as close to the lower-level ambulance bay, but in daytime hours this is not as impactful. This review is not a formal space needs/architectural review and the potential remodeling is presented for future consideration. Overall, the current station does meet the needs of providing service to District.

The Deerfield Station has apparatus bay for two ambulances. This space exits from the rear of the station with fire apparatus in the front side of the building. The crew quarters are spacious, self-contained and separate from the rest of the station. There is a large dayroom and kitchen near the entrance to this space. Individual bedrooms are accessed off a center hall from the dayroom. This area was an addition to the station and is well designed and meets the needs of housing an ambulance and crew for the district. The spare ambulance for the DGEMS is usually housed in this station.

#### Recommendations

- 1) Perform a space needs analysis for each station. This should be driven by which recommendation is chosen for staffing levels.

## OPERATIONS

The current level of care is at the Paramedic level. The operation plan allows the service to operate with one paramedic on the ambulance as it became a paramedic service after 2000. The current practice is to have two paramedics on each staffed ambulance. This is the best option for providing paramedic level care and provides the most robust care to patients.



The service receives medical direction from Madison Emergency Physicians (MEP), primarily Kacey Kronenfeld, M.D. The medical director is very involved with the service in providing oversight, training and protocol creation. This is not the norm for services this size throughout the State of Wisconsin.

The training provided for EMS licensure re-certification (refresher training) is provided in-house. This is the best training model that can be followed as it is relevant to DGEMS operations. Operations should always drive training. There should be a connection between continuous quality improvement (CQI) and training provided. Continuous Quality Improvement reviews how the service can be improved. This is different from Quality Assurance. Quality assurance is utilized to ensure that established standards and benchmarks are being met. The State of Wisconsin requires certain topic areas to be covered during refresher training. Reviewing results from CQI, this can drive the intensity of training to be provided in areas where deficiencies exist. Training can be a great retention tool for any organization. Training is required to be performed, but when it is made relevant to service being provided, it increases positive involvement.

Protocols for patient care are reviewed and updated regularly. One area that can be assessed is the amount of medications carried. There are multiple medications in the same classification areas that can be streamlined. Streamlining medications can also reduce the risk of divergence and medication errors during administration. Divergence has become a significant liability to medical practice field. This can be a cost savings as a relatively large quantity of medications need to be replaced each year because of expiration.

While it appears there has been a concerted effort to update Policies and Guidelines of DGMS, there are several included under the "handbook" that are outdated and irrelevant to the current operation. They should be updated to reflect current operation or removed. These are: "On Call" page 55, "Use of Alcohol on Duty or On Call," page 93, "Volunteer Opportunities," page 95, "Holiday time Bonus." This policy should be updated to reflect the collective bargaining agreement along with other positions of LTE and volunteer.



Non-emergency transports are always a conversation topic for most growing EMS systems. They can provide an opportunity to increase revenues to a service to offset the increase in expenditures. If a second staffed ambulance were to be added, however, utilizing it for non-emergency transports puts the system back into the state it currently is. The other issue with non-emergency transports is: Which area would not be covered during the transports? Ambulance services that provide non-emergency transports usually provide them to a service to the community as they have a hospital within their response area. Ambulance services also provide non-emergency services with a separate ambulance that does not impact the 911/emergency coverage. To meet operational plan requirements for the State of Wisconsin, an ambulance service that provides non-emergency transports needs to identify which ambulance would be used and how it would not impact 911/emergency response.

It has been reported that Cottage Grove and Deerfield Fire Departments respond to medical calls. It is not clear how this response is made, whether they are dispatched initially with the ambulance or requested by the ambulance once it has been dispatched. If the Cottage Grove and Deerfield Fire Departments are being dispatched to medical calls with an ambulance in the initial dispatch, other than for vehicle accidents or rescues, they may be in violation of Administrative Rule DHS 110.32.

No operational plan for Emergency Medical Response for either fire department is on file with the State of Wisconsin. If an issue were to occur with a fire department response to medical calls, the fire departments, communities and personnel may not be protected by the municipalities' insurance and could be held personally liable. The liabilities can exceed the limits for personnel injury and death currently placed on municipalities within Wisconsin.

If Cottage Grove and/or Deerfield Fire Department want to respond with the initial dispatch of DGEMS, they will need to receive training to the Emergency Medical Responder level or higher. They will also need to have an operational plan submitted and approved by the Wisconsin Division of Health in compliance with DHS 110 and DHS 256.



It is appropriate for a fire department to respond to a medical call upon request by an ambulance service to help with lifting and moving of patients and CPR. The critical component is that the fire departments are not dispatched as a part of the medical team during initial dispatch or when mutual aid is needed to respond.

#### Recommendations

- 1) Maintain two paramedics on ambulances. The only deviation from this model should be in emergency situations when the availability of personnel does not permit it or when extra crews are added beyond normal staffing level(s).
- 2) Assure training is relevant to the service and is driven by operations and CQI. A CQI committee should be established to review operations.
- 3) Review medications from same classifications and determine if reduction of medications amounts can be achieved.
- 4) Do not provide non-emergency transports unless they can be covered with call in personnel that will not impact current or future staffing levels.
- 5) Identify how the Cottage Grove and Deerfield Fire Departments are being utilized with DGEMS.

#### PERFORMANCE

In evaluating the performance of DGEMS, the first areas reviewed were call volume, and call volume by location. The time frame for this review was over the past four years and the year to date. Table 2 on the next page displays the data from 2020 through 2018.



Table 2

2020	V-CG	T-CG	V-DF	T-DF	T-PS	M/A-INT	Monthly Total
Jan	44	10	6	6	9	16	91
Feb	31	14	4	7	11	9	76
Mar	38	15	12	10	6	4	85
April	42	11	4	6	7	11	81
May	36	9	8	7	7	7	74
June	32	12	10	8	10	15	87
July	27	16	17	9	9	10	88
Aug	37	21	9	11	7	11	96
Sept	39	20	14	7	9	10	99
Oct	36	11	14	10	8	6	85
Nov	45	12	14	12	3	4	90
Dec	29	12	12	8	7	7	75
<b>Totals</b>	<b>436</b>	<b>163</b>	<b>124</b>	<b>101</b>	<b>93</b>	<b>110</b>	<b>1027</b>

2019	V-CG	T-CG	V-DF	T-DF	T-PS	M/A-INT	Monthly Total
Jan	27	12	10	7	7	9	72
Feb	45	12	17	10	10	9	103
Mar	38	11	15	10	6	8	88
April	26	15	19	7	6	5	78
May	34	13	16	11	7	11	92
June	28	11	16	6	12	6	79
July	38	13	14	8	9	11	93
Aug	35	12	11	6	15	9	88
Sept	39	17	13	11	9	14	103
Oct	37	18	10	2	7	9	83
Nov	28	13	8	6	5	3	63
Dec	43	15	12	9	6	10	95
<b>Totals</b>	<b>418</b>	<b>162</b>	<b>161</b>	<b>93</b>	<b>99</b>	<b>104</b>	<b>1037</b>



2018	V-CG	T-CG	V-DF	T-DF	T-PS	M/A-INT	Monthly Total
Jan	46	19	21	0	5	9	100
Feb	44	17	21	0	10	22	114
Mar	36	16	15	0	2	18	87
April	37	14	10	0	8	11	80
May	59	18	18	0	15	12	122
June	32	17	18	0	12	7	86
July	35	17	14	6	12	10	94
Aug	49	15	16	11	12	8	111
Sept	27	18	16	7	13	7	88
Oct	34	13	10	8	7	8	80
Nov	43	9	10	9	8	10	89
Dec	47	11	11	10	8	12	99
<b>Totals</b>	<b>489</b>	<b>184</b>	<b>180</b>	<b>51</b>	<b>112</b>	<b>134</b>	<b>1150</b>

The Town of Deerfield was not part of the DGEMS district prior to 2018. Table 3 below shows 2017 data without Town of Deerfield.

Table

2017	V-CG	T-CG	V-DF	T-DF	T-PS	M/A-INT	Monthly Total
Jan	34	11	15	0	4	8	72
Feb	31	19	9	0	2	7	68
Mar	24	10	14	0	7	12	67
April	30	9	11	0	9	12	71
May	32	21	14	0	12	15	94
June	43	12	9	0	14	8	86
July	45	18	9	0	9	10	91
Aug	36	15	14	0	12	14	91
Sept	35	12	10	0	9	18	84
Oct	54	18	9	0	10	5	96
Nov	32	23	14	0	9	11	89
Dec	52	11	15	0	12	3	93
<b>Totals</b>	<b>448</b>	<b>179</b>	<b>143</b>	<b>0</b>	<b>109</b>	<b>123</b>	<b>1002</b>

This shows that there was an approximately 100 call per year increase, a 10% impact by the Town of Deerfield being a part of DGEMS District. This needs to be considered and excluded when considering annual call volume increase trends. Also, most EMS agencies report a drop in call volume in 2020 due the impact of COVID. One might think the opposite, but people staying home and traveling less

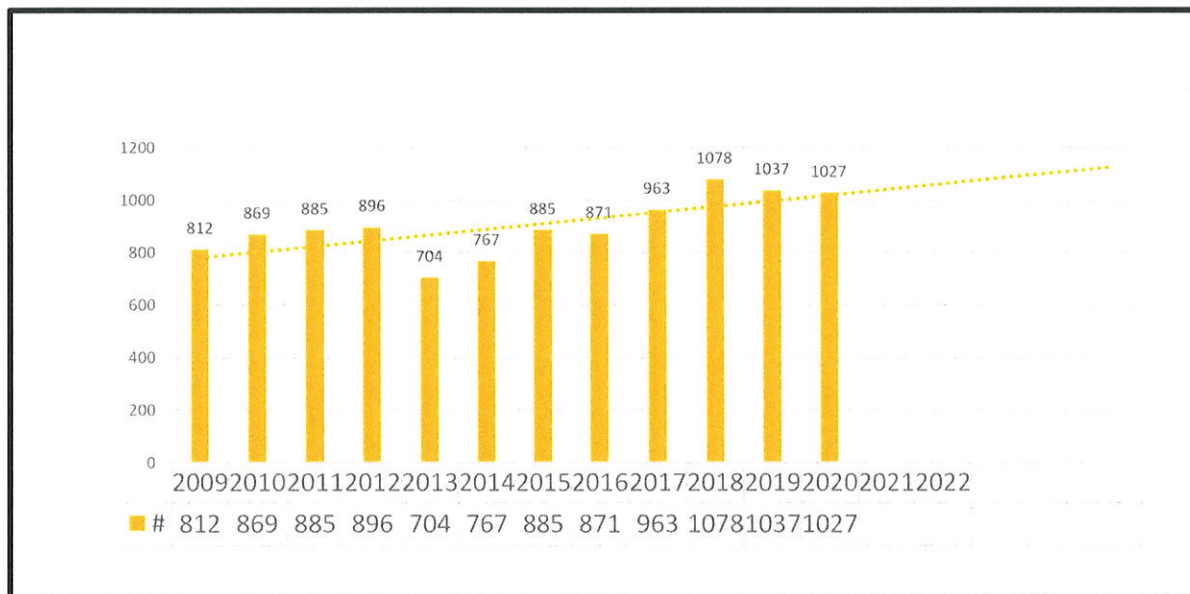


definitely had an impact on lowering call volume. Call volumes for 2021 are showing a 9% increase over 2020, however because of the COVID impact mentioned. It is difficult to say that this is a trend and may be just a “return to normal” with an average trend increase. In the years prior to 2020 call volumes were relatively stable. Looking back to 2009, calls in the DGEMS district have grown by an average of 2.4% per year, which is probably closer to the actual growth trend. Table 4 shows the growth in calls from January through July of 2020 compared to 2021. Table 5 shows call volume from 2009 through 2020.

**Table 4**

Jan -July	V-CG	T-CG	V-DF	T-DF	T-PS	M/A-INT	Monthly Total
2021	277	109	67	67	63	86	669
2022	252	83	56	52	69	69	581
Increase	10%	31%	20%	29%	-9%	25%	15%

**Table 5**



The distribution of calls very closely mirrors the percentage of population of the District, which would be expected. This also confirms that demand for EMS is a function of population. The data presented start in 2018 as that is the year the Town of Deerfield re-joined DGEMS District. Demand by municipality appears to be



fairly steady over this time period. Another note of observation is the mutual aid numbers. All ambulance services require mutual aid at some point and cannot meet calls for service 100% of the time. The DGEMS District needs to decide the percentage of calls that can be covered by DGEMS versus mutual aid, is acceptable to the District. Table 6 is call distribution by Municipality.

**Table 6**

Year	V-CG	T-CG	V-DF	T-DF	T-PS	M/A-INT
2020	42%	16%	12%	10%	9%	11%
2019	40%	16%	16%	9%	10%	10%
2018	43%	16%	16%	4%	10%	12%
Average	42%	16%	14%	8%	9%	11%

Calls by time of day over the past 12-month period were also reviewed to show distribution by time of day, this is shown in Table 7. Typical demand is greater during daytime hours than the evening. This is a common distribution in most EMS systems. When applying solutions to cover demand this needs to be considered as, often times, in emergency services, the paradigm is “everything requires a 24-hour solution. We split the day in eight-hour blocks and twelve-hour blocks for this illustration.

**Table 7**

Time Range	% of Calls
0700-1500	45.70%
1500-2300	33.70%
2300-0700	20.60%
0700-1900	67.50%
1900-0700	37.5%

The response time to incidents consists of three components: 1. Call processing time (time of the 911 call to dispatch), 2. Turnout time (time from dispatch to a unit being en route to the call) and 3. Travel time to the scene (unit en route to arrival on the scene). All three components encompass total response time. The elements within influence or control of the DGEMS District are turnout time and



travel time. For the purposes of this report, these two elements are included in total response time and further broken down by the individual components.

Response time is often used as a performance measure for emergency services. As of the completion of this report, the DGEMS District has not established any benchmark or goal response times. The industry best standard and a better view of response times is to use a fractile basis rather than reporting averages. A fractile presents a confidence or reliability level of a measured goal. The only national standards for response time come from NFPA 1710 Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments and NFPA 1720 Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments. On all EMS calls, the NFPA 1710 standard establishes a turnout time of one minute, and four minutes or less for the arrival of a unit with first responder or higher-level capability at an emergency medical incident. This objective should be met 90% of the time. If a fire department provides ALS services, the standard recommends arrival of an ALS company within an eight-minute response time to 90% of incidents. This does not preclude the four-minute initial response. NFPA 1720 puts total response times at nine minutes in urban areas, 10 minutes in suburban areas and 14 minutes in rural areas

The most commonly recognized industry best practices benchmarks are to place a transport-capable ambulance on the scene of life-threatening emergencies within the following time limits: 8:59 in urban areas; 10:59 in suburban areas; 14:59 in rural areas; and 19:59 in remote rural areas. The arrival of a transport ambulance again should not be confused with the need for early Basic Life Support BLS for life threatening situations such as cardiac arrest and uncontrolled severe bleeding. The initiation of BLS by by-standers or “first responders” is critical to the outcomes of these incidents.

Total response time across the District is shown in Table 8. The 90% reliability level is in the range of 15 minutes overall which includes both rural and urban areas.



**Table 8**

Response time	2017	2018	2019	2020
<5 minutes	36.5%	33.3%	26.9%	30.1%
<8	49.8%	48.7%	49.8%	51.7%
<12	83.3%	80.3%	81.6%	80.6%
<15	95.0%	92.4%	93.5%	95.0%

Turnout time is displayed in Table 9, this time also has an NFPA 1710 benchmark, which is less than two minutes 90% of the time, the NFPA 1710 benchmark includes the time to get dressed out in firefighting protective gear. Some EMS only agencies place this benchmark at one minute, as there is not a need for personnel to don protective clothing.

**Table 9**

Response time	2017	2018	2020	2021
<2 minutes	56.7%	59.7%	60.6%	61.6%
<3 minutes	76.0%	88.2%	87.9%	90.6%

Travel time is presented in Table 10, and is for all calls throughout DGEMS District.

**Table 10**

Response time	2017	2018	2019	2020
<5 minutes	36.5%	33.3%	26.9%	30.1%
<8	49.8%	48.7%	49.8%	51.7%
<12	83.3%	80.3%	81.6%	80.6%
<15	95.0%	92.4%	93.5%	95.0%

Travel time and turnout out time are within the influence and control of the EMS District. Turnout time is within the control of responding personnel. The travel time component will obviously vary by municipality. Travel times were broken down by station and municipality responded-to as shown in Table 11 (Cottage Grove Station) and Table 12 (Deerfield Station).



**Table 11**

Travel Time over 8 minutes; Cottage Grove Station

Call Location	% Calls 2019	% Calls 2020
V-CG	15.5%	10.4%
T-CG	16.3%	10.9%
V-DF	20.5%	22.8%
T-DF	14.7%	17.6%
T-PS	16.3%	16.6%
Mutual Aid	18.9%	22.7%

**Table 12**

Travel Time over 8 minutes; Deerfield Station

Call Location	% Calls 2019	% Calls 2020
V-CG	43.8%	52%
T-CG	17.0%	13%
V-DF	3.6%	16%
T-DF	4.9%	7%
T-PS	11.4%	9%
Mutual Aid	35.0%	15.0%

These tables are based on total call volume during the period with over eight-minute travel times from the respective station. The data is presented in this fashion to further explore and reflect the practices of rotating the on-duty ambulance between the two station locations. When an ambulance is located within the two urban/suburban communities a travel time of less than 8 minutes is met nearly 90% of the time. The practice of rotating the response location most adversely affects the Village of Cottage Grove as it represents a greater share of the demand. Another observation is that mutual aid is at a lower percentage. This is influenced by the majority of the demand for mutual aid being Cambridge and its district.

A more analytical review of the travel time portion of response time was conducted using Geographic Information Software (GIS) to model travel distances and travel



time. Computer modeling of travel times from the respective stations can be found in Appendix B.

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. Map 1 shows the response time estimates for five, ten and fifteen-minute travel times. This was calculated using an industry standard response time formula that was developed by the Rand Corporation which has been proven to be accurate. The times reflected in the model also reflect the findings of the historic response travel time data. The historic and mapping data also show that the current location of the fire station is serving the needs of the District in a balanced manner.

The final performance area reviewed was unit hour utilization (UHU). This statistic measures the amount of time that an ambulance is actually utilized on ambulance calls, expressed as a percentage per hour. This is determined by taking the average time on calls, multiplied by the number of calls, divided by the number of unit hours per unit. A full year of 24-hour coverage is 8,760 hours. There are varying degrees of what is considered an acceptable unit hour utilization number. The average UHU in urban system is in the range of 25% to 35%, but that reflects an urban setting with shorter travel times to scenes and transport, as well as access to other units that are available respond within a shorter time frame. UHU percentages in excess of 25 also begins to negatively impact performance due to fatigue. DGEMS units average 1.33 hours per call, not including return time to the District. PAA added an additional 15.4 minutes to this time to represent the time when an ambulance would truly be within a reasonable response distance to the District. As a result, a UHU of 1.59 was used for this analysis,

The highest UHU for DGEMS was in 2018 where it hit 21%. In 2020 a second unit was added, part time, which has kept this number in the 17% range. The inverse of this utilization can also be viewed to monitor availability. This shows an availability range of an ambulance in the EMS District in the low 80<sup>th</sup> percentile. This data is shown in Table 13.



**Table 13**

## Unit Hour Utilization

**1.59 hours/call average**

Year	Calls	Time on Calls	Annual Unit hours	Unit hour utilization	Available for Calls in District
2017	1002	1593.18	8760	18%	82%
2018	1150	1828.5	8760	21%	79%
2019	1037	1648.83	8760	19%	81%
2020	1102	1752.18	10541	17%	83%
2021 Jan- July	689	1095.51	6628	17%	83%

The EMS Chief has been monitoring and reporting his concerns regarding ambulance availability. Without established performance measures or goals in place, however, it is difficult to determine exactly what under performance looks like, let alone what needs to be done to improve it. The Chief has primarily focused on the missed calls due to unavailability of a DGEMS unit. These missed calls need to be covered by a neighboring service. Data shows that 10% of DGEMS calls involve assisting its neighbors in response to mutual aid, so no service has the capacity to meet 100% of its call demand. Actual historical data shows the number of calls in the District, not covered by a DGEMS unit, averages 7.6% per year. Over the last three years, which could also be presented as a performance measure, 92.4 % of calls in the EMS District were covered by DGEMS units. Calls missed by a DGEMS unit are presented in Table 14.



**Table 14**  
Calls not Covered by DGEMS units

Year	Total Calls	Missed Calls	%Calls Missed	% Calls Covered
2011	861	37	4.3%	95.7%
2012	961	35	3.6%	96.4%
2013	786	41	5.2%	94.8%
2014	835	44	5.3%	94.7%
2015	964	50	5.2%	94.8%
2016	911	61	6.7%	93.3%
2017	1002	78	7.8%	92.2%
2018	1150	90	7.8%	92.2%
2019	1037	78	7.5%	92.5%
2020	1027	79	7.7%	92.3%
2021 Jan/July	689	51	7.4%	92.6%

If a goal of a 90% or greater response by DGEMS units to calls in the District were utilized, the service is performing to expectation. It has been trending down to the 90<sup>th</sup> percentile, however. Partial solutions have been put into place (staffing a second unit) that are helping maintain this goal. At its best, the service provided a 96.4% coverage of calls by DGEMS units in 2012.

No single factor should be used to determine the performance of the system and whether changes are needed to improve performance of the system. In our review of the data, we see a few areas of concern in performance data that are in need of improvement including turnout times, travel response time and availability.

Turnout times are below national standard and best practice performance. The times should be monitored by crews and reported as a fractile not an average. Crew performance should be monitored and reported and improvement plans put into place, as needed, to reduce this metric to < 2 minutes 90% of the time. Although costly, technology is available to set countdown clocks that are triggered by dispatch. These clocks could be strategically placed in the station so crews can see their real time turnout times during a response.



Looking at demand data from a purely objective standpoint, call demand in the Village and Town of Cottage Grove constitutes 65% of the calls excluding mutual aid in the EMS District. This data point would say that if only one unit is to be in service it should be at the Cottage Grove Station to meet the greatest percentage of demand. Pleasant Springs does not show a favorable response travel time from either location, so if this is factored out, then 72.65% of demand is in the Cottage Grove Station area.

An additional factor to consider is travel time. Travel times are below benchmark times. What impacts this most significantly is ambulance location and the practice of rotating the primary coverage point between the two stations. This coverage is not based on demand or performance measures, but rather on a subjective (political) decision to split the coverage equally between the two stations. Data show that the urban area travel time performance eight-minute fractile is close to 90% when an ambulance is located in the respective municipality's station. This measure drops to 48% in the Village of Cottage Grove for calls responded from Deerfield and 77.2% for calls in the Village of Deerfield. Cottage Grove is impacted more significantly as it generates a higher percentage of calls. Mapping models also show that an eight-minute travel response time cannot be met when responding to the opposite station areas. Reviewed solely from the perspective of improving the response time metrics of the entire District, the greatest improvement in overall response time performance would be to place the ambulance in Cottage Grove Station. Doing so, however, would put 100% of calls in the Village of Deerfield at a disadvantage and a greater percentage of calls in the Town of Deerfield at a response time of over 8 minutes.

The simplest solution is to staff both stations, 24 hours per day, which would improve availability to 89% and reduce unit hour utilization to 11% based on current call volume. Response travel times in the respective urban areas would be to a standard of <8 minutes 90% of the time or more and there would be a 5-10% improvement in rural area travel response times. This represents the solution with the best improvement in terms of performance measures, but is costly as it raises personnel cost by approximately 80% over 2020 levels. At the opposite end of the spectrum is the current practice of filling the second ambulance with LTE/casual employees. In its current form, the extra staffing is not based on demand/performance, but primarily availability of LTE/casual employees and a



subjective balancing between the two locations. The first factor, availability, is out of the control of DGEMS as these are LTE/Casual employees. The second, if this practice continues, is additional staffing of the unit at the Cottage Grove station should be the priority as it would provide the greatest benefit to the District. The reality is then how to balance the competing interest and performance levels. Availability would remain relatively the same but there would be improvement in travel time for a greater percentage of calls. The most glaring problem with this solution is random availability and the inability to staff on times of higher demand.

To balance the competing interests of performance, cost and increasing reliability and control in the solution, we believe the following would provide the greatest impact. Staff one ambulance twenty-four hours a day, 365 days a year. Staff the second ambulance 12 hours per day, 365 days per year. Hire four more full-time staff to provide the coverage to the District working 12-hour shifts. This would average 42 hours per workweek for the individual employee. Monitor peak calls by day of week. If the need arises to extend coverage on individual days, utilize the LTE/casual position. This may not be an extension of the shift for the full 12 hours. Relying on LTE/casual personnel is a short-term solution as it has been reported that they are only utilized when their schedules permit them to be available. This can put a strain on the system relative to staffing. It is also reported that hiring LTE/casual at this time is difficult. The last hiring process only yielded four applications, when the goal was to hire ten.

Increasing full-time staffing would improve unit hour availability to 86% and reduce UHU down to 14%. Response travel time would improve to approximately 90% under-eight-minutes in Cottage Grove at all times and in Deerfield by a similar number for the coverage period. Missed calls would be reduced by the amount occurring during the coverage time. This solution would be an increase in personnel cost of approximately 38.9% over 2020 personnel cost. A long term solution would be to add the second ambulance full-time.

## Recommendations

- 1) Monitor turnout times of individual crews and set performance improvement goals to reach a < 2 minutes 90% service goal



- 2) The Commission should set a Response time goal for the suburban and rural areas covered by the District, guided by national standards and best practices and expectations of the people served.
- 3) In the short term, hire four full-time personnel and staff second ambulance 12 hours a day.
- 4) In the long term, staff the second ambulance 24 hours a day, 365 days a year.

## **BUDGET**

The budget was reviewed from a year-end actual perspective for the years 2017-2020 and included an analysis of the proposed 2021 budget. Some of the small line items of revenues (Table 15) and expenses (Table 16) were consolidated to simplify the annual comparisons in the table. On the revenue side, there was a substantial change in the contract municipalities line item as the Town of Deerfield was added back into the service area under contract. Also, on the revenue side, ambulance fees or call revenue increased substantially from 2017 to 2019. That growth, however, has flattened over the last two years. The required subsidy by DGEMS District municipal members has increased 36.4% from 2107 to 2021. Contract fee amounts have not followed the same increase pattern which is a concern and is the result of the contracts being established at a fixed dollar amount, rather than formula-based.

As would be expected by a career-staffed EMS service, personnel costs comprise the greatest share of the budget. On average personnel costs account for 68% of the budget and for the year 2021 stands at 76%. This percentage actually runs higher than in many departments, but the inclusion of capital expense in the operating budget raises this percentage. Capital expenses average 9.8% per year and this inclusion also explains some the fluctuations in year-to-year expenses. 2021 shows an above-average increase in personnel cost, which is mostly due to the inclusion of funding for LTE staff to cover the second ambulance for one-half of the year. Overtime cost would appear to be above average, however there are two major factors impacting this; a 24-hour work schedule and paid leave time coverage. The normal work schedule for employees, generates eight hours of overtime in five out of six weeks as most weeks two 24-hour shifts or 48 hours are



worked. This regularly scheduled overtime accounts for approximately 55% of overtime cost. The other factor most impacting overtime is paid leave coverage, some of which is covered by full-time staff. One final factor is training; at any given time three of four shifts are off duty and would receive overtime for required continuing education/training that is required for licensure. Being that the regular work week generates close to 40% of total overtime, separating this overtime from overtime for additional work hours would add to greater transparency and understanding.

With regard to capital expenditures, the separate line item in the 2018 budget for an ambulance purchase was added into the capital expense line item. The cost for billing services, provided by Lifequest Medical Billing, is above normal. This is due to the contract for this service, including records management software. We believe separating these two items out for individual bidding and contracts would provide substantial savings. Moving towards becoming a direct end user of Elite Software for ambulance reporting will also give DGEMS the benefit to configure the software to its needs. Currently DGEMS receives the software package as part of billing services from LifeQuest. A good analogy to describe the importance of owning the software is as follows: Having a single drawer in the dresser (the current model) versus owning the dresser by purchasing the software program directly from Image Trend.

Vehicle cost, including fuel, maintenance and repairs of the old ambulance impacted this line item in an above-average way during the period 2018 through 2020, which reinforces the need for having a replacement schedule to avoid investing a large amount of funds in a vehicle of low value and reliability.

**Table 15**

Revenues	2017	2018	2019	2020	2021 Proposed
Call Revenue	488673.48	528166.80	633027.97	667143.00	600,000.00
Municipal Subsidy	414105.54	437215.25	499615.55	519772.55	698,018.95
Contract Municipalities	31014.46	31634.75	58744.93	65423.70	67,571.05
Donations	650.00	25122.97	150.00	25038.84	0.00
Other Revenue	14438.00	293789.00	23675.00	40239.00	5,000.00
<b>Total Revenue</b>	<b>948880.80</b>	<b>1315928.86</b>	<b>1215213.03</b>	<b>1317617.09</b>	<b>1,370,590.00</b>



Table 16

Expenses	2017	2018	2019	2020	2021 Proposed
Regular Wages	366618.71	394734.89	416792.03	460204.49	588,600.00
Benefits	166280.00	175519.00	168785.00	174222.69	201,830.00
FICA	37669.27	39636.09	43007.03	46046.80	60,430.00
Overtime	115028.34	113181.79	124704.26	127951.62	138,500.00
Workman's Comp	26983.30	25413.00	28744.00	11110.00	22,000.00
Other Employee Expense	22990.00	19656.00	35613.00	23633.00	27,500.00
<b>Total Employee Cost</b>	<b>735,569</b>	<b>768,141</b>	<b>846,389</b>	<b>843168.60</b>	<b>\$1,038,860</b>
Billing	37408.92	36278.86	41764.02	42931.20	45,500.00
Training	4730.00	12677.00	17009.00	21582.00	18,000.00
Vehicle Cost	17720.00	26543.00	21557.00	42082.00	16,000.00
Medical Supplies	31068.42	35653.77	35544.40	38265.79	49,700.00
Capital Purchase	94196.00	361079.87	28030.60	64002.94	100,000.00
Insurance	8451.00	8135.00	9037.00	10244.00	8,600.00
Med. Equipment	16122.29	30867.15	6167.62	4890.00	5,300.00
Misc. Supplies/Services	73345.00	69980.00	44643.00	74163.00	88,630.00
Overdue Run Fees	44188.49	88977.35	146258.68	85106.86	N/A
<b>Total Expenses</b>	<b>1062799.74</b>	<b>1,438,333.47</b>	<b>1,167,657</b>	<b>1202804.00</b>	<b>1,370,590.00</b>
<b>Net Income</b>	<b>-113,918</b>	<b>-122404.61</b>	<b>47,556.26</b>	<b>114813.00</b>	

Other than the items specifically addressed above, the remainder of the budget is within reason based on our experience and reviews of other similarly-sized departments.

When comparing fire and EMS expenditures, per capita, to the District's neighbors, it is apparent that expenditures within the District are much lower. (Fire and EMS costs were combined for the purposes of using comparative data developed by the Wisconsin Policy Forum (2019 Data Tool)).

Comparative data is summarized in Table 17 below.



**Table 17**

Municipality	Per Capita Cost
Cambridge	\$221.00
Deerfield	\$154.00
McFarland	\$126.00
Village of Cottage Grove	\$56.00
Town of Cottage Grove	\$51.00
Sun Prairie	\$101.00
Oregon	\$86.00
Marshall	\$57.00

Expenditures, per capita, vary widely for Fire/EMS service for communities within the District as well as in surrounding areas. A variety of factors contribute to this variance, including the population served, cost sharing formulas utilized and contractual terms. Just looking within the District, Table 18 shows the cost per capita as currently distributed including the two contracted Towns and what an even distribution of cost per capita would be.

**Table 18**

Municipality	Population	2020 Cost Share Budgeted	2020 Actual Share per Capita	Cost Per Capita 2020 Even Distribution	Cost Per Capita 2021 Even Distribution
VCG	7070	\$2771.52	\$39.20	\$246307.89	\$321229.33
TCG	3918	\$1597.26	\$40.77	\$136497.07	\$178016.48
VDR	2515	\$837.38	\$33.30	\$87618.72	\$114270.41
TDR	1630	\$335.00	\$20.55	\$56786.68	\$74059.94
TPS	1717	\$329.12	\$19.17	\$59817.63	\$78012.84
<b>Total</b>	16850	\$5870.28		\$34.84	\$765589.00
		2021 Municipal and Contract Share	\$765589.00	2021 Even Cost Per Capita	\$45.44

This table shows some of the reason for the disparity among the entities in the District is the result of contracted municipalities currently paying a cost per capita below the true cost of providing the service (from an even distribution standpoint).



One can also glean from this table the value of the District and cost distribution by economies of scale.

There are too many possible permutations to show what a dissolution of the District would look like in terms of its impact on the various municipalities. Strictly for illustrative purposes we present the following hypothesis of what the cost per capita would be to the Village of Cottage Grove if it were to separate from the remainder of the District. This hypothesis includes the assumption that both areas would retain full-time paramedic coverage. This would essentially require the 2020 budget, with one full-time staffed ambulance. Some supplies and fuel may be slightly less, but those savings would have a negligible impact. In this hypothetical example, ambulance call revenue was applied by percentage of calls in the respective municipalities. Table 19 shows the recalculated cost per capita of the hypothetical districts and Table 20 applies the cost to the municipalities and compares this cost to 2020 cost and per capita distribution.

**Table 19**  
**Village of Cottage Grove Only District**

Total Expenditures	Call Revenue	Net Cost	Population	Per Capita Cost
1202804.00	280,200	922,604	7070	\$ 130.50

**Village of Deerfield and Towns District**

Total Expenditures	Call Revenue	Net Cost	Total Population	Per Capita Cost
\$1,202,804.00	\$386,943.00	\$815,861.00	9780	\$83.42

**Table 20**

Municipality	Population	Cost Per Capita Even Distribution	Cost 2020 Even Distribution	Cost increase	Per Capita 2020 Even Distribution	Per Capita % Increase
VCG	7070	\$922,604	\$246,307.89	\$676296.05	\$34.84	275%
TCG	3918	\$326,845	\$136,497.07	\$190347.88	\$34.84	139%
VDR	2515	\$209,805	\$87,618.72	\$122186.04	\$34.84	139%
TDR	1630	\$135,977	\$56,786.68	\$79190.16	\$34.84	139%
TPS	1717	\$143,235	\$59,817.63	\$83416.87	\$34.84	139%



This illustration clearly demonstrates the value providing emergency services on a regional basis, strictly from an economic standpoint.

### **Recommendations**

- 1) Staff a second ambulance 12 hours, with four additional full-time personnel and LTE/Casual for peak time on nights and weekends.
- 2) Plan for the eventual full-time staffing for both ambulances.
- 3) Investigate opportunities for contracting with the Cambridge area. DGEMS would have the capacity to serve that area if a second unit were staffed full time.

### **FUTURE**

The staffing recommendation chosen by the Commission will dictate future steps to be taken. Any addition of resources should be based on meeting performance measures as established by the DGEMS Commission.

If a second ambulance were to be staffed for 12 hours per day, PAA believes this model should meet demand for the service area for the next five years. This conclusion is based on an average increase of 5 percent in call volume (1,573 calls), per year, which produces a unit hour utilization equivalent to 2019 (19%). This is a gross estimate and, as stated in the performance section, represents a balancing test of several factors.

Development of formal Emergency Medical Responders (EMR's) with the fire departments, or as a separate volunteer division of DGEMS, is also recommended. The first is the aforementioned legal issue associated with the current use of fire department responders, which is somewhat gray. We suggest this be explored in additional detail with the fire departments. Creation of a separate response group would potentially utilize the same pool of available personnel. The fire departments are currently responding to vehicle accidents, so the medical response can be added to currently responding personnel. The cost of creating program like this is minimal. The fire department, if not already equipped, should



be equipped with appropriate medical equipment, including defibrillator, on their apparatus. A review should be performed of the location of potential responders to determine if the response should be made from the station or responders' homes. The personnel in most EMR units respond directly from home. The reason for this is to eliminate the extra response to first drive to the station and then go report to the scene. Outfitting each EMR would be in the \$3-5K range, depending upon the equipment to be carried. The most significant equipment expense would be defibrillators, which would cost in the \$2K+ range.

The next most logical step would be to increase the staffing of the second ambulance to 24 hours per day. This decision should be made solely on the basis of meeting performance measures established by the DGEMS Commission. Using this same growth curve in call volume, this move would maintain the unit hour utilization for an additional five to six years. This is based on a call volume of 2,007 calls which, for two 24-hour units, would produce a unit hour utilization of 18%. It should be noted that in urban settings an annual call volume of 2,000 calls per ambulance is not uncommon. The most significant influence is the transport time and the time it takes to return to the District as the hospitals are located outside of the District. Construction of a hospital closer to the District during this time period, would certainly have an impact on extending the life of this level of staffing.

A more urgent dynamic that will affect the DGEMS District is the staffing and viability of neighboring services and mutual aid partners. Marshall EMS is already considering its ability to provide service in the future and was discussing a contract with Sun Prairie EMS during the time of this study. Cambridge EMS is also struggling with staffing and other issues and, at times, relies on DGEMS for temporary/intermittent coverage. While the scope of this study did not include a potential consolidation with Cambridge EMS, we would be remiss to not at least provide a cursory review of this possibility. We will start with response time. In viewing GIS mapping and actual response time statistics, the Village of Cambridge could be served from the Deerfield station and would be on the edge of reasonable travel times. The use Of EMR's in Cambridge could provide a more reasonable response travel time. Cambridge EMS reports in the neighborhood of 600 calls per year from the data we have access to. This would use all the added response capacity of the additional 12-hour staffing of the second ambulance, with little room for handling growth in call volume. To ensure minimum impact on the



DGEMS District we would recommend that 24-hour staffing of the second ambulance be added. The gross cost for this added staffing would be approximately \$800,000, less billing revenue of approximately \$234,000 (600 calls, 468 transports). The result would be a net increased cost of \$566,000. The overarching question would be determining the value to the DGEMS District of taking on this additional responsibility. To make a true comparison, we compared the cost per capita of the second unit staffed 24 hours per day to the per capita cost if Cambridge EMS District was added. Call volume revenue was also added. An even distribution of just the current DGEMS District would be \$114.20 per capita. If the Cambridge EMS District were added and covered by two DGEMS units, the cost per capita would be approximately \$77.09. This shows the values of regional emergency medical service and the effect of economies of scale. As we suggested with other response models, we would recommend the development of a formal EMR response in the Cambridge area. This would shorten arrival of an ambulance and maximize travel response times and efficiency. This would place the response population in the neighborhood of approximately 22,000 people.

The negative impact in consolidating with Cambridge would be the additional square mileage and the need to respond to an increased call volume. Adding an ambulance (two total) to the DCEMS District, could potentially put the District in a similar situation of long response times and limited availability.

## **SUMMARY OF RECOMMENDATIONS**

### **II. Service area and service area Description**

- 1) Maintain the fleet at its current level of two front line ambulance and a spare/back up (third) ambulance.
- 2) Develop a replacement schedule for all vehicles.
- 3) Develop a performance measure for fleet performance reliability and add it to the routine reporting to the Commission
- 4) Develop a replacement schedule for non-disposable equipment carried on the ambulance. Examples of this equipment would be but not limited to the stretcher, cardiac monitor and LUCAS.

### **III. Personnel and Staffing**

- 1) Maintain the work schedule for the full-time personnel



- 2) Rename the "LTE" to casual employee
- 3) Better define the volunteer role within DGEMS.

#### **IV. Organization and Supervision**

- 1) The Deputy Chief position description may need to be clarified in the future to determine if it is a union or management position. Since the Deputy Chief position can schedule its own overtime, the Chief should closely monitor this situation.
- 2) The descriptions of Captain positions should be clarified as to roles and responsibilities and how the positions fit into the organizational structure.

#### **V. Facilities**

- 1) Perform a space needs analysis for each station. This should be driven by which recommendation is chosen for staffing levels.

#### **VI. Operations**

- 1) Maintain two paramedics on ambulances. The only deviation from this staffing model should occur in emergency situations.
- 2) Ensure training is relevant to the service and is driven by operations and CQI. A CQI committee should be established to review operations.
- 3) Review medications from like classifications and determine if a reduction of medication quantities can be achieved.
- 4) Do not enter into the non-emergency transport business unless the service can be covered with call-in personnel so as not impact current or future staffing levels.
- 5) Identify how the Cottage Grove and Deerfield Fire Departments are being utilized with DGEMS.

#### **VII. Performance**

- 1) Monitor turnout times of individual crews and set performance improvement goals to reach a < 2 minutes 90% service goal.
- 2) The Commission should set a response time goal for the suburban and rural areas covered by the District, guided by national



standards and best practices and expectations of the residents being served.

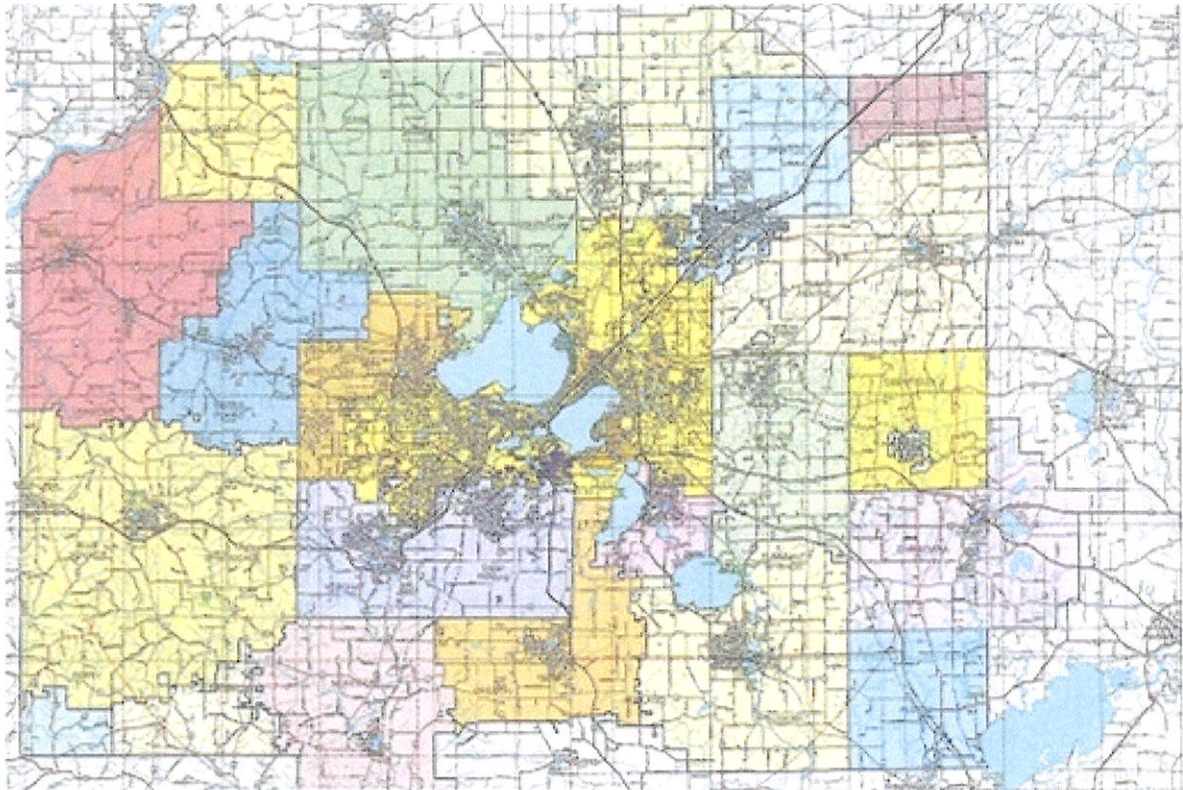
- 3) In the short term, hire four full-time personnel and staff a second ambulance 12 hours per day.
- 4) In the long term, staff the second ambulance 24 hours a day, 365 days a year.

#### **VIII. Budget**

- 1) Staff the second ambulance 12 hours with four additional full-time personnel and LTE/Casual staffing for peak time on nights and weekends.
- 2) Plan for the eventual full-time staffing for both ambulances.
- 3) Investigate an opportunity for contracting with the Cambridge area. DGEMS would have capacity to serve this area if a second unit were staffed full time.

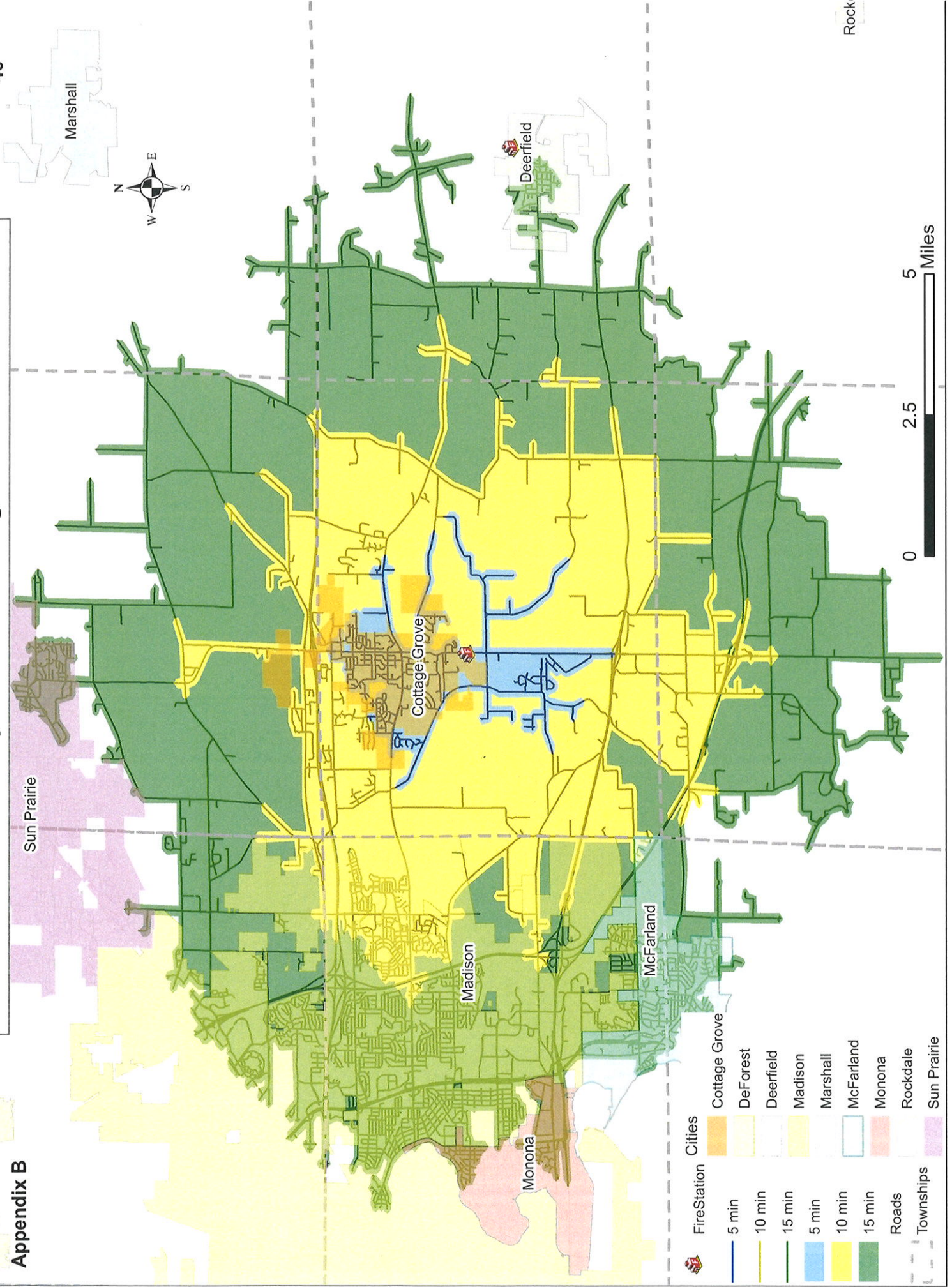


**Appendix A**

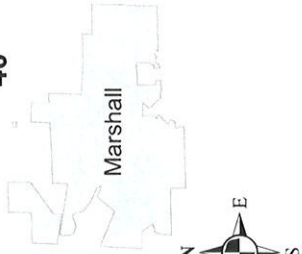


Appendix B

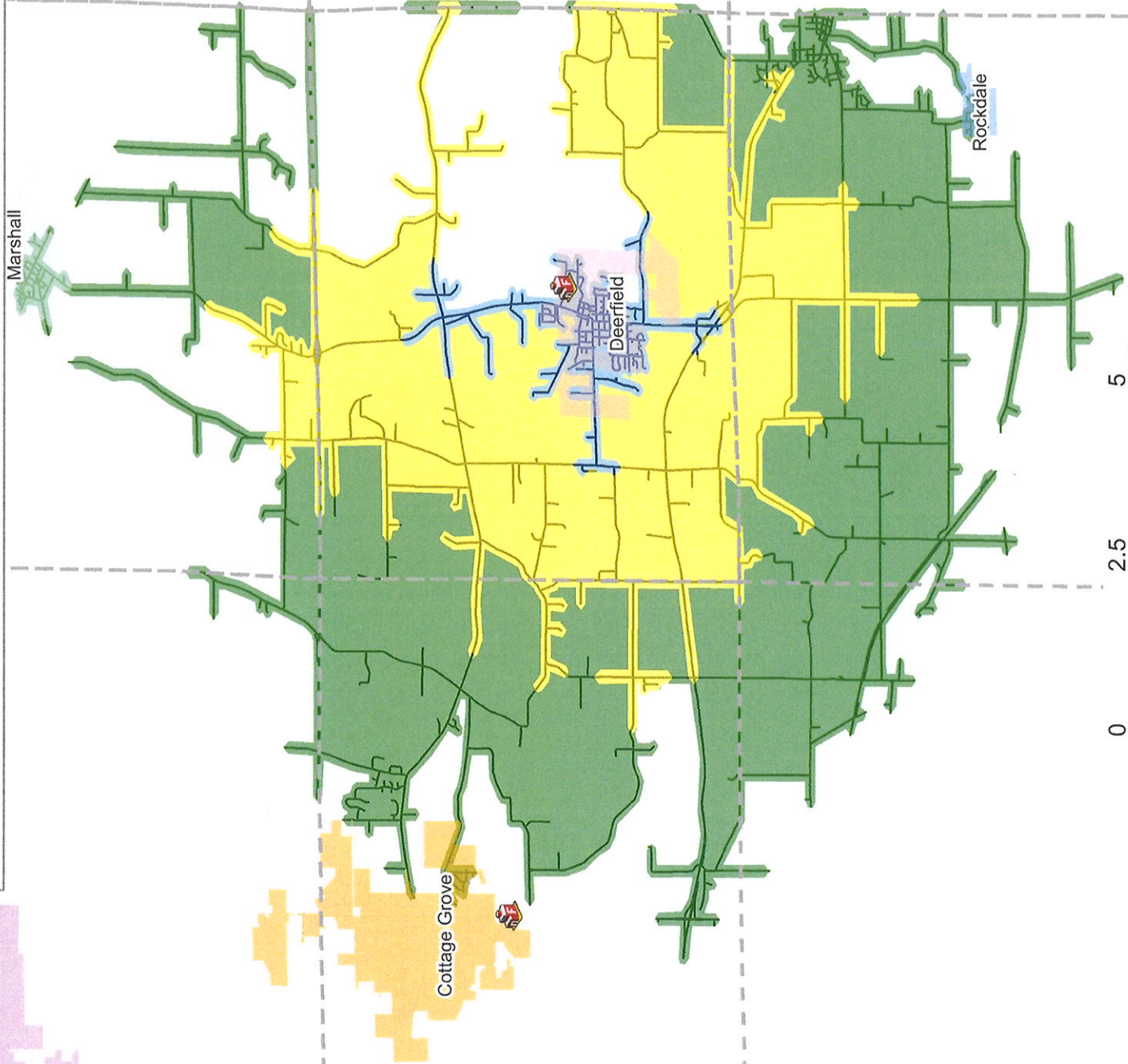
Time-Based Fire Response for Cottage Grove Fire Station



- |  |              |  |               |
|--|--------------|--|---------------|
|  | Fire Station |  | Cottage Grove |
|  | 5 min        |  | DeForest      |
|  | 10 min       |  | Deerfield     |
|  | 15 min       |  | Madison       |
|  | 5 min        |  | Marshall      |
|  | 10 min       |  | McFarland     |
|  | 15 min       |  | Monona        |
|  | Roads        |  | Rockdale      |
|  | Townships    |  | Sun Prairie   |



# Time-Based Fire Response for Deerfield Fire Station



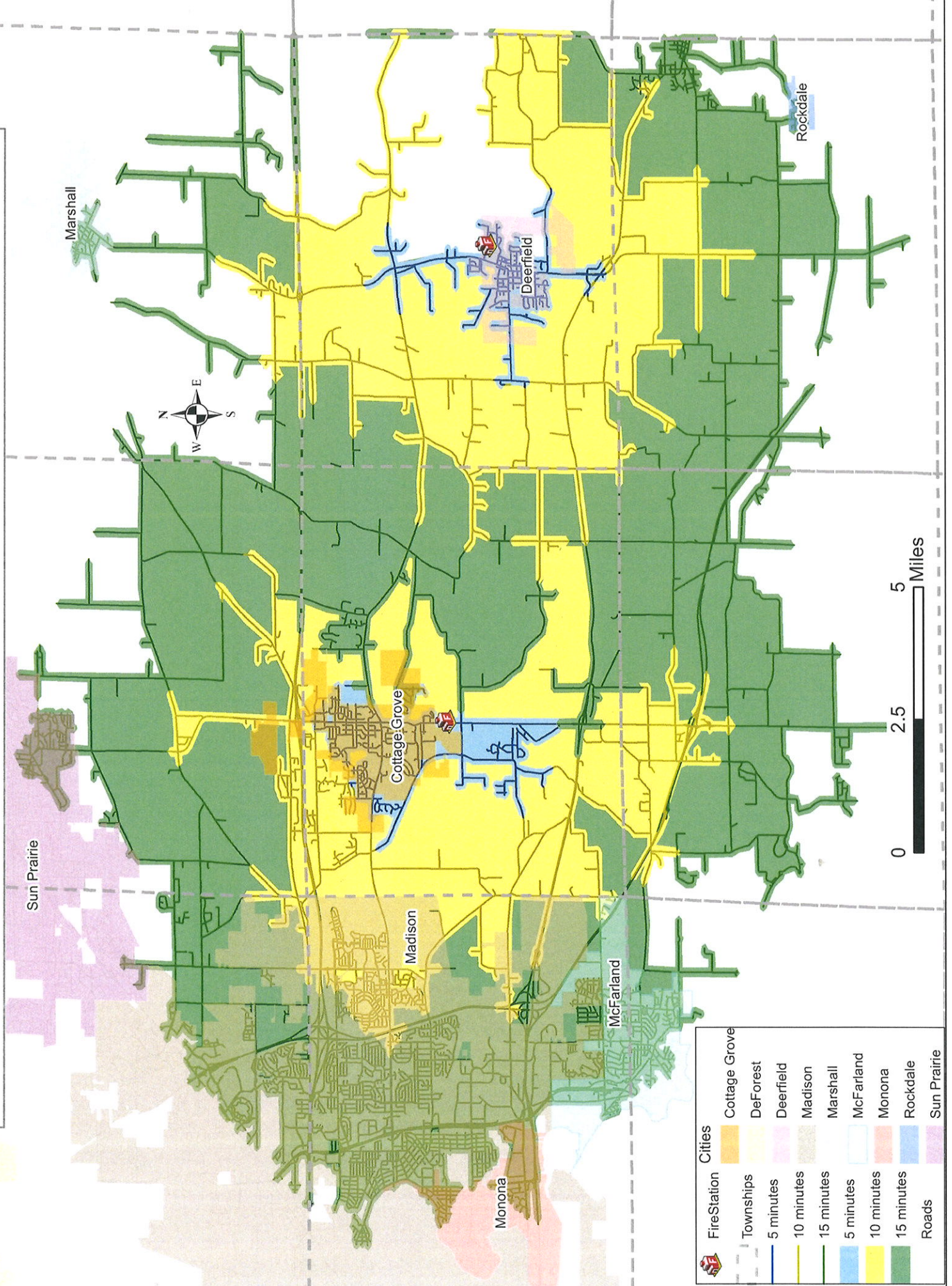
Cities	
	Cottage Grove
	DeForest
	Deerfield
	Madison
	Marshall
	McFarland
	Monona
	Rockdale
	Sun Prairie

	Fire Station
	Townships
	5 minutes
	10 minutes
	15 minutes
	5 minutes
	10 minutes
	15 minutes
	Roads



# Time-Based Fire Response for Cottage Grove & Deerfield Fire Stations



Cities	
	Cottage Grove
	DeForest
	Deerfield
	Madison
	Marshall
	McFarland
	Monona
	Rockdale
	Sun Prairie

	Fire Station
	Townships
	5 minutes
	10 minutes
	15 minutes
	Roads



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## **FIRE - EMS ORGANIZATIONAL REVIEW WITH FUTURE NEEDS ANALYSIS UPDATE**

### **REQUEST FOR PROPOSALS**

#### **INTRODUCTION**

The Village of Cottage Grove together with the Town of Cottage Grove are soliciting proposals from qualified firms or individuals to provide consulting services to complete a re-review and update to our two *Comprehensive Analyses of our Fire and EMS Services Studies, both conducted in 2022* (attached). The *2022 Analyses* were completed as separate, independent studies of each service/organization. As the Village of Cottage Grove continues to experience significant residential and business growth, our decision makers and other stakeholders need to understand how to strategically plan for both facility upgrades and operational advancements for Fire and EMS services. For this reason, the 2025/2026 requested update should be completed as one comprehensive study reviewing and covering both services, operational models, their capital assets, and facilities. The intent of this study is to consolidate information, conduct an unbiased review, and provide guidance, so future leaders can make timely, data-informed facility and operation decisions when specific triggers or timepoints are reached. The updated study should outline and detail short-term (5-years or less) needs and long-term (6 - 10+ years) needs of both services.

#### **SERVICE PROFILES**



**Deer Grove EMS:** The DGEMS District was formed in 1978 when the Villages and Towns of Cottage Grove and Deerfield entered into an intergovernmental agreement for the purposes of providing emergency medical services to the municipalities in the District. The current intergovernmental agreement consists of the three municipalities, Village and Town of Cottage Grove and the Village of Deerfield. Additionally, DGEMS provides contracted service to the Town of Deerfield and a portion of the Town of Pleasant Springs. The total service area of the district is approximately 100 square miles, which includes a service population of about 20,000.

DGEMS provides Paramedic level service and has a staff consisting of seventeen full-time employees (including the Chief), 17 casual paramedics, and 18 volunteer staff with licensure from EMT to Paramedic. The service operates out of two stations, one in the Town of Cottage Grove and one in the Village of Deerfield. Both EMS stations are co-located with the Fire Departments from their respective municipalities. Full-time Paramedic employees serve as the primary staffing base; however casual staff supplement the service as needed. The current standard coverage for the district consists of one ambulance at each station, 24 hours/day, seven days per week.



**Cottage Grove Fire Department:** CGFD is a department staffed with 38 dedicated volunteers. The Department's service area consists of the Village and Town of Cottage Grove as well as a portion of the Town of Pleasant Springs. The coverage area of the District is roughly 48 square miles, which includes about 16 miles of I-90, four miles of I-94 and 12 miles of State Hwy 12/18. The approximate population of the district's covered municipalities is 16,000.



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### **2025/26 STUDY SCOPE: OBJECTIVES/COMPONENTS**

To better understand the scope of the updated comprehensive study, the outline from both 2022 analyses has been used as a foundation. Additions for the 2025/2026 study are indicated in *italics* and underlined. The goal of this updated study is to revisit, build upon, and connect the two previous comprehensive studies. A thorough, unbiased review of the prior studies and their original objectives should be conducted. While significant changes to the original scope are not necessarily expected, this process allows for targeted updates if new data or evolving conditions warrant them. The additions to the scope are designed to emphasize future decision-making triggers such as when to implement municipal changes, expand services, or determine facility location(s) and timelines. Ultimately, this study is intended to give future leaders the clarity and context they need to make well-informed decisions.

#### **--Department Overview – Analysis of Current EMS and Fire Operations and Service Delivery**

- Perform emergency response data analysis
  - Compare to industry standards
- Evaluate standard response components
- Review organizational chart/structure
- Review current resource deployment strategy
- Review and evaluate critical issues and future challenges/opportunities

#### **--Governance, Service Agreements, and Contracts**

- Assess the functionality of the current governance structures (i.e. EMS Commission and Fire Commission)
  - Assess current service agreements and contracts
    - Models for calculating the Municipal Partners' annual service costs

#### **--Staffing: Staffing Methodology, Current, and Future Needs**

- Review current staffing compared to similar sized districts/municipalities
- Analysis of current staffing levels and recommendations of appropriate levels to ensure effective response times
- Based on anticipated/projected growth and service delivery expectations, make recommendations regarding staffing levels for: next year (2027), in five years (2031), and ten years (2036)
  - Provide options for various staffing models

#### **--Facilities in the Town of Cottage Grove**

- Evaluate the current EMS and Fire facility in the Town of Cottage Grove (just south of the Village border) including site location and distribution of resources
  - Utilize GIS mapping to analyze response times to all areas of each District



- Assess whether existing facilities are strategically located within the district to maximize efficiency and service delivery. Identify needed, immediate improvements to existing facilities
- Analyze the current facility improvement plan and recommend any potential modifications or alternative strategies. Develop the timeline for potential future new facilities (or current facility expansion and renovation) and recommend a general location in the service area
- Complete a comprehensive space needs analysis, along with projected implementation years and cost estimates

#### **--Fiscal Analysis and Implications**

- Based on projected growth and how that growth may impact these services, the study should review, and project operating costs based upon the future recommended staffing projections with escalation factors
- Review current capital assets and analyze future needs based on existing conditions and capital replacement plans
- Analyze short, mid, and long-term cost implications of all recommendations made in the study
  - Analyze revenue and funding sources from partnering municipalities and service contracts relative to their capability to fund the recommendations
- Review the feasibility and potential value of implementing a public safety impact fee

#### **--Planning for Growth**

- Based on anticipated and projected growth in the service area, provide options for future service/operation models to consider with timelines
- Evaluate service options that include cooperative efforts with new municipal partners, as well as service options without partnerships

### **PROPOSAL RESPONSES**

To apply, consultants should prepare a proposal that details their process and timeline for completing the updated analysis as described. A proposal shall consist of the following components:

#### **--Qualifications and Experience**

- Detail the firm or organization's qualifications and experience in performing similar studies.
- Detail the qualifications and experience of any staff that your firm is assigning to work on this study.

#### **--Study Methodology, Proposed Timeline and Finished Product**

- Outline/describe the proposed methodology that your firm plans to use to accomplish the study scope objectives.



- 
- Submit a proposed timeline for completing the study. Include recommended approximate dates for meetings with staff, elected officials, and the public from both the Village and the Town of Cottage Grove.
  - Provide a summary of the anticipated outcomes or deliverables of your final product.

**--Cost**

- Provide details of all costs associated with your services to complete the study as requested.

**RFP AND ANTICIPATED SELECTION SCHEDULE**

- RFP Release: October 20-24
- Proposals and Qualifications Due: Friday December 5
- Interviews: December 15, 5:30PM
- Study commencement: Quarter 1, 2026

**Please submit proposals by e-mail to the following:**

Matt Giese, Cottage Grove Village Administrator: [mgiese@villageofcottagegrove.gov](mailto:mgiese@villageofcottagegrove.gov)

Cindi Kelm-Nelson, Cottage Grove Village President: [ckelm@villageofcottagegrove.gov](mailto:ckelm@villageofcottagegrove.gov)

Steve Anders, Town of Cottage Grove Chairperson: [sanders@tn.cottagegrove.wi.gov](mailto:sanders@tn.cottagegrove.wi.gov)

Kim Banigan, Town of Cottage Grove Clerk-Treasurer: [clerk@tn.cottagegrove.wi.gov](mailto:clerk@tn.cottagegrove.wi.gov)

Nick Archibald, CGFD Chief: [narchibald@cottagegrovefire.org](mailto:narchibald@cottagegrovefire.org)

Eric Lang, DGEMS Chief: [elang@deergroveems.com](mailto:elang@deergroveems.com)



# Trustee Memo

**Meeting Date:** 10-6-2025

**Memo Date:** 9-29-2025

**To:** Village Board

**From:** Cindi Kelm-Nelson, Village President

**Subject:** Review of Fire/EMS RFP Outcome and Direction to Staff

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## Background/Overview

The Village and Town of Cottage Grove sought proposals for consulting services to update and connect the *2022 Fire and EMS Comprehensive Service Studies*. The goal was to provide an unbiased review of the prior work, with targeted updates if new data or conditions warranted, and to highlight decision-making triggers for future service expansion, facility planning, and municipal changes. The RFP opened on August 7 and closed on September 18 but received no submissions. Administrator Giese followed up with the distribution list for feedback on timing, scope, or other reasons for non-response. Below is their feedback:

- 1. Feedback from PAA:** *“The primary reason PAA did not respond to your RFP is that we had difficulty securing an architectural firm to team up with on the space needs and fire station location analyses requested. The firms we typically partner with are extremely busy and could not commit to working with us at this time. Another secondary reason is that we believe you could benefit from having a fresh set of eyes review your current situation. With that said, we would be open to submitting a proposal in the future if the Village would open this up again and if the Village would be open to working with our firm again.”*
- 2. Feedback from Wi Policy Forum:** *“I just wanted to write and let you know that I've been unable to do this RFP - my car was rear-ended during the summer and I was concussed for a period of time and it made it more difficult to take on projects like this one. Thankfully, I'm now better but will have some items I am unable to do. My apologies and let me know if you don't end up going the RFP route as we are still interested in the project and would be willing to do it for a reasonable amount.”*
- 3. Feedback from Healthcare Strategists:** *“We would definitely be interested. We completed a countywide fire and ems assessment for Washington County a few months ago”*

## Trustee Request/Recommendation

A. Provide Village staff with clear direction on the Fire/EMS Study. Options include:

1. Re-open the RFP to PAA and Wi Policy Forum with a deadline of November 17 for proposals to be submitted.
  2. Re-release the RFP in its entirety in Q1 2026.
  3. Re-draft the scope to separate facilities (not recommended).
  4. Take no action.
-



## Trustee Memo

*B. Confirm selection process.*

Interviews followed by a majority vote from the Village and Town of Cottage Grove Boards (at a joint meeting).

*C. Confirm preferred funding option.*

1. Village funding in total via recommended source (GF 410)
2. 50:50 split with the Town
3. 65.93:34.07 split with the Town, which is the current Fire Agreement formula cost share.

*D. Confirm stakeholder and communication plan.*

Here is the contact list from the RFP; Administrator Giese would be responsible for initiating and forwarding documents to this list:

Matt Giese, Cottage Grove Village Administrator: [mgiese@villageofcottagegrove.gov](mailto:mgiese@villageofcottagegrove.gov)  
Cindi Kelm-Nelson, Cottage Grove Village President: [ckelm@villageofcottagegrove.gov](mailto:ckelm@villageofcottagegrove.gov)  
Steve Anders, Town of Cottage Grove Chairperson: [sanders@tn.cottagegrove.wi.gov](mailto:sanders@tn.cottagegrove.wi.gov)  
Kim Banigan, Town of Cottage Grove Clerk-Treasurer: [clerk@tn.cottagegrove.wi.gov](mailto:clerk@tn.cottagegrove.wi.gov)  
Nick Archibald, CGFD Chief: [narchibald@cottagegrovefire.org](mailto:narchibald@cottagegrovefire.org)  
Eric Lang, DGEMS Chief: [elang@deergroveems.com](mailto:elang@deergroveems.com)

I recommend requesting qualifications and statements of intent from PAA and the Wisconsin Policy Forum, and scheduling interviews as a joint Village Board and Town Board special meeting with both the Fire Chief and EMS Chief (option A1). I propose holding this meeting on December 8 at 5:30 PM at Village Hall, maintaining the previously established schedule.

### **Attachments**

1. n/a



# Trustee Memo

**Meeting Date:** October 20, 2025

**Memo Date:** October 10, 2025  
**To:** Village Board  
**From:** Cindi Kelm-Nelson, Village President  
**Subject:** Joint Fire/EMS Study Decision for RFP

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## Background/Overview

On October 6, 2025 the Town Board discussed and approved the joint Fire/EMS RFP with the following:

*Town Board approval was for Option A. 1. under item 3 on the 09-29-2025 memo (Re-open the RFP to PAA and Wi Policy Forum); with selection made at a joint meeting of the two boards (December 8); and funding option C. 3 (65.93:34.07 split with the Town, which is the current Fire Agreement formula cost share.)*

## Trustee Request/Recommendation

Approve as presented.

## Attachments

1. Revised RFP with timeline

# Proposal for Fire-EMS Organizational Review with Future Needs Analysis Update for the Village and Town of Cottage Grove



December 1, 2025



*Public Administration Associates*

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## ***Public Administration Associates***

December 1, 2025

### **Re: Proposal for Fire-EMS Organizational Review with Future Needs Analysis Update**

Mr. Steve Anders, Town of Cottage Grove Chair  
Mr. Nick Archibald, CGFD Chief  
Ms. Kim Banigan, Town of Cottage Grove Clerk-Treasurer  
Mr. Matt Giese, Village of Cottage Grove Administrator  
Ms. Cindi Kelm-Nelson, Village of Cottage Grove President  
Mr. Eric Lang, DGEMS Chief

Dear Cottage Grove Officials:

On behalf of Public Administration Associates, LLC (PAA), I am pleased to submit the following proposal for a Fire-EMS Organizational Review with Future Needs Analysis. PAA is proud to team with Cedar Corporation, with whom we have recently worked on Fire/EMS projects in Menomonie and Waupun, on this proposed project.

As you may be aware, PAA has specialized in working with smaller municipalities in Wisconsin on Fire/EMS organizational reviews since its founding in 1998. We have worked with over 60 Wisconsin local governments on Fire/EMS consulting projects. We would be honored to assist your communities again with this update to the study PAA completed in 2022.

We know that our PAA partners and associates who will work with the Cottage Grove community on this project can provide significant value to your respective organizations through their extensive experience and expertise.

Sincerely,

*Kevin M. Brunner*

Kevin M. Brunner  
President

## About Public Administration Associates

# SINCE 1998

Taking Local Government  
to New Heights...

**Public Administration Associates, LLC (PAA)** is recognized among the most trusted, skilled, and effective local government consultants in Wisconsin and the Midwest. Our consultants are highly skilled practitioners who get the job done through unparalleled commitment to public service, the highest standards of service to their clients, and the efficient use of client time and resources. PAA has built a sterling reputation earned from almost 30 years of municipal consulting.

### A New Generation of PAA Leadership

PAA was organized in April 1998 by partners William Frueh, Denise Frueh, and Dr. Stephen Hintz. Kevin Brunner is now President of PAA, and the Fruehs and Hintz are PAA Associates along with approximately fifteen other local government professionals who are affiliated with PAA and work on a project-to-project basis. In 2020, Kevin Brunner was joined by David Bretl and Christopher Swartz as partners of the firm. In early 2025, Swartz became a Senior Associate of the firm, and Susan McDade and Shawn Murphy joined as new partners alongside Brunner and Bretl. Brunner currently serves as President, Bretl as CEO/Counsel, McDade as Vice President, and Murphy as Treasurer.



Watch our overview video to learn more about Public Administration Associates:

[https://youtu.be/RyhG5fS\\_eHs?si=7eJrL2SnH4t9fmJ](https://youtu.be/RyhG5fS_eHs?si=7eJrL2SnH4t9fmJ)



### Kevin Brunner-President/Partner

Kevin Brunner has over forty years of experience in serving Wisconsin local governments. He served as the manager/administrator in Saukville, Monona, De Pere, and Whitewater and worked as an assistant administrator for the City of Appleton and Kenosha County. He retired from public service as the Director of Central Services/Public Works for Walworth County. Brunner was the recipient of the 2007 Wisconsin City/County Manager of the Year and 2012 Service Innovation awards, both from the Wisconsin City/County Management Association (WCMA). Brunner is a past president of the WCMA and served on the League of Wisconsin Municipalities and Alliance of Cities Boards of Directors. He received his BA in Political Science and Criminal Justice from Carthage College (Magna Cum Laude and Rhodes Scholar Nominee); MPA from Michigan State University and is a graduate of the University of Virginia Senior Executive Institute. He achieved credentialed manager (ICMA-CM) status from the International City/County Management Association during his city management career. He has served on numerous public and non-profit boards and recently stepped down after a six-year stint as chair of the Geneva Lake Conservancy, one of Wisconsin's largest land trusts. Brunner has been actively consulting with PAA since 2014.



### David Bretl- CEO/Legal Counsel

David Bretl has served local governments in Wisconsin for the past thirty-five years. He retired in early 2020 from his position as County Administrator and Corporation Counsel for Walworth County, a combined position that he had held since 2003. He joined PAA as a partner in January 2020, but has been working as a consultant with the firm since 2018. During his eighteen years at Walworth County, Dave was involved in the two board downsizings, the replacement of most of the County's facilities, and the consolidation of six departments. Dave has moderated the county's Intergovernmental Cooperation Council (a

collaborative effort among municipal, county, and town governments) since 2008 and serves as an advisor to Leadership Walworth, a program designed to develop public, non-profit, and private sector leaders. In 2005, he helped organize a county-wide private-public economic development initiative, WCEDA (Walworth County Economic Development Alliance, Inc.). In 2015 that organization honored him by establishing the Dave Bretl Community Betterment Award.



### Sue McDade – Vice President

Sue McDade has over 30 years of experience as a local government recreation and facilities administrator. She is currently the Community Services Director in Waunakee, Wisconsin, a fast-growing north Madison suburb. Responsibilities include recreational programming, supervision of the community center (including a fitness center, gymnasium, community room, and senior center), and development of the park system, currently consisting of over 200 acres of parkland. McDade obtained a master's degree in Recreation and Park Administration from Penn State University. She is a past president of the Wisconsin Park and Recreation Association (WPRA), serving from 2014-2016. She is the recipient of numerous Wisconsin and regional honors and awards, including the prestigious WPRA Professional Award of Merit in 2010. McDade teaches courses in the Recreation Management Program at Madison Area Technical College.

Ms. McDade works on executive recruitment and park and recreation-related management studies for PAA.



## Shawn Murphy – Secretary/Treasurer

Shawn Murphy has held positions in state and local government for over 30 years, with 26 years' experience as a Municipal Administrator. After obtaining his Bachelor's Degree in Business Administration from the University of Wisconsin-Eau Claire in 1986 and his Master's Degree in Public Administration from the University of Wisconsin-Milwaukee in 1990, Murphy began his career as a Budget & Program Coordinator for the Wisconsin Department of Transportation. Murphy served as Assistant Village Manager in Whitefish Bay from 1992-1997; Village Administrator in Prairie du Sac from 1997 to 2007; City Administrator in Verona from 2007 to 2010, and City Administrator in Portage from 2012 to 2023. Murphy has a strong track record of collaboration and was involved in the formation of the North Shore Fire Department, the reformation of a joint Police Department between Prairie du Sac and Sauk City; worked closely with the Sauk Prairie School District to create the Sauk Prairie Recreation Commission that includes 6 municipalities and was involved in the creation of a joint municipal court commission that includes 4 municipalities. In 2023, Murphy received a lifetime achievement award from the WCMA.

Mr. Murphy works on interim management assignments and executive recruitment projects for PAA.

## Comprehensive Government Consulting Services



### Executive Recruitment

Assisting municipalities in the recruitment and selection of management personnel, including managers, administrators, and department/division heads.



### Interim Management Services

Providing skilled and experienced administrators on a full-time or part-time basis for a limited period of time.



### Organization & Management Studies

Analyzing municipal organizations, operations, and management structure and procedures using best practice standards. Specializing in organizational assessments, public works, and public safety.



### Classification & Compensation Studies

Analyzing and developing classification and compensation plans using internal and external equity standards.



### Economic Development Services

Assisting communities in establishing and implementing economic development projects and programs, including downtown revitalization initiatives, redevelopment, tax incremental financing, business improvement district plans, brownfields initiatives, and business and industrial park planning and development.



### Strategic Planning & Implementation

Performing community needs assessments, preparation of plans, strategies for implementation of community plans, site planning/development review assistance, and assisting communities in the development of boundary agreements and cooperative plans.

Commented [KB1]:

## **A. Proposed Methodology and Scope of Work**

PAA will update the previous Fire-EMS Organizational Study for the Deer Grove EMS and Cottage Grove Fire Department, completed in early 2022. This Study is intended to give future leaders the clarity and context to make well-informed decisions.

This update will include the following components as contained in the 2025-2026 Study Scope:

- Department Overview: Analysis of Current Deer Grove EMS and Cottage Grove Fire Department Operations and Service Delivery
- Review Current Governance, Service Agreements, and Contracts
- Review Current Staffing and Projection of Future Staffing Needs
- Evaluation of the Current EMS and Fire Facility in the Town of Cottage Grove and Future Space Needs Analysis
- Fiscal Analysis and Implications, including Feasibility/Implementation Plan for a Public Safety Impact Fee
- Planning for Growth: Future Service/Operation Models and Implementation Plan

An overview of the components of the Study that PAA and its consulting partner, Cedar Corporation, will complete follows.

### **1) Department Overview: Analysis of Current Deer Grove EMS and Cottage Grove Fire Department Operations and Service Delivery**

PAA consultants will update the 2022 Study by addressing the following:

- Perform Emergency Response Data Analysis
- Evaluate Standard Response Components
- Review Current (2026) Organizational Charts/Structures
- Review Current (2026) Resource Deployment Strategy
- Review and Evaluate Critical Issues and Future Challenges/Opportunities for the CGFD, DGEMS, Town of Cottage Grove, and Village of Cottage Grove

The primary source of information about current demand is department trend call data. Our study update will analyze current (2025) call volumes, call types, call locations, response times, and personnel used over the past four years since the 2022 PAA Study. We are particularly interested in several items: (1) personnel turnout and response time for the all-volunteer Fire Department, (2) the extent of overlapping incidents since this has a major impact on department capacity, (3) geographic distribution of incidents, and (4) water supply. Other demand factors will be identified.

Current demand for services should be correlated with population, age structure, geographic distribution of population, types of construction, and regional obligations.

Much of this information is available in census or Wisconsin Department of Administration (DOA) data and municipal records.

Other issues related to current demand involve policy decisions. Several significant issues that the study will consider are as follows:

- a. Should the department be staffed by an all-volunteer force, a dedicated paid-on-call force, a mixed full-time and volunteer force, or an entirely full-time force? What are the advantages and disadvantages?
- b. Should the department be responsible for any emergency medical services?
- c. How much money is the Village prepared to pay for fire services?

Current delivery capacity draws on data from multiple sources. First, it considers the response data described in the current demand section. It then reviews items such as (1) equipment, (2) facilities, (3) staffing levels, (4) training, (5) standard operating procedures, and (6) recruitment.

Analysis of future service delivery is based on projections of future demand, mainly population growth and population aging. It includes proposed models of service capacity to accommodate demand changes. For example, these models could include responses to exurban population growth, the assumption of emergency medical services by a joint department, full-time staffing, and shared/joint departments.

## **2) Review Current Governance, Service Agreements, and Contracts**

- Assess Current CGFD and DGEMS Governance Structures, Service Agreements, and Contracts
- Assess Possible Models for Municipal Partner Annual Service Cost Sharing

The existing service agreements for fire and emergency medical services between the Village and Town of Cottage Grove and any surrounding municipalities (including mutual aid). PAA will review the current funding methodologies contained in these agreements. If appropriate, recommendations for improvements to these service agreements will be made. Possible cost-sharing model options will be evaluated.

The current governance of both the DGEMS and CGFD will be reviewed, with possible alternative models of governance based upon the future service/operation models, will be evaluated.

## **3) Review Current Staffing and Projection of Future Staffing Needs**

- Review Current CGFD and DGEMS Staffing and Provide Comparative Analysis with Similar Districts and Municipalities
- Analyze Current Staffing Levels and Provide Staffing Recommendations to Meet Effective Response Time Goals for 2027, 2031 (Five-Year Horizon), and 2036 (Ten-Year Horizon)

#### **4) Evaluation of the Current EMS and Fire Facility in the Town of Cottage Grove and Future Space Needs Analysis**

Cedar Corporation will provide the following (as outlined in the attached separate proposal document, which will be provided through PAA as its sub-contractor on this project):

- Evaluate the Current EMS and Fire Facility in the Town of Cottage Grove, including Site Location and Resource Distribution
- Analyze Current CGFD and DGEMS (2025) Response Times Using GIS Mapping
- Analyze the Current CDFD and DEEMS Improvement Plans and recommend any Modifications or Alternative Strategies
- Develop a Timeline for Future New Facilities or Expansion/Renovation of the Current Facility
- Recommend Future Site Location(s) for Facilities (If Applicable after Analysis)
- Complete a Comprehensive Space Need Analysis, Along with a Projected Implementation Plan

#### **5) Fiscal Analysis and Implications, including Feasibility/Implementation Plan for a Public Safety Impact Fee**

- Review and Project Fire and EMS Operating Costs based upon Future Recommended Staffing Projections (Based on Projected Service Area Population Growth)
- Review Current (2026) CGFD and DGEMS Capital Assets and Project Future Needs Based on Existing Conditions and Capital Plans
- Project Short (2027), Mid (2031), and Long-Term Cost (2036) Implications of Study Recommendations
- Analyze Revenue and Funding Sources of Partnering Municipalities and Service Contracts Relative to their Capabilities to Fund Recommendations
- Review the Feasibility and Potential Value of Implementing a Public Safety Impact Fee

PAA will conduct a thorough review of the projected Fire and EMS costs for 2027, 2031, and 2036 based on the staffing and capital asset recommendations in the Study. As part of this fiscal analysis, we will evaluate the impacts on currently served municipalities and any potential new municipal partners. The structure of a potential public safety impact fee on those municipalities, as well as municipal stakeholders, will also be evaluated.

Utilizing the Insurance Service Office (ISO) Fire Service Rating Schedule and Industry best practices, such as NFPA 1720 and NFPA survey data, PAA will determine which apparatus are necessary to meet the projected demand for fire and emergency medical services in the Cottage Grove Service Area.

The fleets of both the CGFD and DEEMS will be evaluated and recommendations made as to which apparatus are best suited to meet the determined demand. The apparatus determination will also be based on the apparatus condition and the estimated applicable remaining service life.

Based on Cedar Corporation’s Space Need Analysis and facility cost projections, PAA will incorporate those into its projections of impact on the current municipal partners as well as any new potential municipal partners.

## **6) Planning for Growth: Future Service/Operation Models and Implementation Plan**

- Based upon Projected Service Area Growth, Provide Options for Future Service/Operation Models with Timelines
- Evaluate Service Options with New Municipal Partners as well as without Partnerships

This analysis will be based on projections of future demand, mainly population growth and population aging. It includes proposed models of service capacity to accommodate demand changes. For example, these models could consist of the following: responses to population growth, additional emergency medical services (paramedicine) provided by the department.

Based on all the information gathered, the study will provide operational alternatives for current and future service as well as recommendations on these options. The analysis of the fit between current service demand and delivery capacity will drive this section. As benchmarks, PAA will use best-practice standards from a variety of sources. Many of these standards are available from the ISO insurance ratings for departments, the National Fire Protection Association (NFPA), and the State of Wisconsin regulations. For example, standards for consistent response times will be applied to the department. Standard operating procedures (SOPs) and training practices will be carefully examined. The balance between fire prevention, fire suppression activities, and emergency medical services by the departments will be reviewed.

Identifying the “right size” of the department and its facilities depends on several factors.

- a. Regular planning needs to occur to identify any changes in demand, to apply best practices benchmarks, and to adjust service capability with long-range (2036), medium-range (2031), and short-range (2027) perspectives.
- b. The demand for services over a suitable period must be calculated, not exceeding twenty years.
- c. Staffing, training, planning, and operating procedures should meet best practice standards.
- d. Equipment and facilities should be determined based on demand for services and best practice standards.
- e. The Town and Village Boards, Deer Grove EMS, and Cottage Grove Fire Department will need to make long-range determinations of what services and service levels they are willing and able to support.

## **B. Schedule for Cottage Grove Fire-EMS Organizational Review with Future Needs Analysis Update**

Public Administration Associates can begin this project in January 2026. We can complete the whole requested Study by June 1, 2026. A more detailed schedule for completion of the various components of the Study will be developed after the initial kickoff meeting.

### **C. Elected Official and Employee Involvement**

PAA may request information from the Town of Cottage Grove, Village of Cottage Grove, Deer Grove EMS, and Cottage Grove Fire Department as we research background materials and historical documents necessary for completion of this Study. All external data and all analysis of internal and external data will be the responsibility of the PAA consultants.

### **D. Meetings and Presentations (In-Person or Virtual if Needed)**

PAA agrees to work closely with the Cottage Grove Village Administrator and the Cottage Grove Town Chair, keeping them regularly updated on the study's progress. There will be a minimum of three on-site visits by our consultants to Cottage Grove: (1) An initial visit which would include-Meeting with the Cottage Grove Village Administrator, Cottage Grove Town Chair, Deer Grove EMS Chief, Cottage Grove Fire Department Chief, and any other requested participants to formally initiate the Cottage Grove Fire-EMS Organizational Review with Future Needs Analysis Update, 2) a Tour of Facilities and Interviews with Staff and Elected Officials (as to be determined at the initial visit), and (3) a joint formal presentation to the Cottage Grove Village and Town Boards and Deer Grove EMS, Cottage Grove Fire Department, Village and Town staff members once the Study is completed to answer any questions about final Study recommendations.

### **E. Proposed Fee Structure for Services to be Performed**

We strive to keep our costs affordable for the municipal clients we serve. We know that in Wisconsin, with local government levy limits and expenditure restraints, municipalities must be ever cost-conscious.

#### **Scope of Services to be Provided by PAA (Items 1-3, 5, and 6 from Section A):**

Department Overview: Analysis of Current Deer Grove EMS and Cottage Grove Fire Department Operations and Service Delivery-Est. 40 Hours  
 Review Current Governance, Service Agreements, and Contracts-Est. 12 Hours  
 Review Current Staffing and Projection of Future Staffing Needs-Est. 40 Hours  
 Fiscal Analysis and Implications, including Feasibility/Implementation Plan for a Public Safety Impact Fee-Est. 32 Hours  
 Planning for Growth: Future Service/Operation Models and Implementation Plan-Est. 26 Hours

**Cost-\$18,750**

#### **Scope of Services to be Provided by Cedar Corporation (Item 4 from Section A):**

Evaluation of the Current EMS and Fire Facility in the Town of Cottage Grove and Future Space Needs Analysis (Detailed in Separate Proposal)

**Cost-\$11,100**

**Total Proposed Cost (Items 1-6 from Section A)-\$29,850**

## **F. Relevant Experience**

Public Administration Associates, LLC, specializes in organizational and administrative studies for smaller municipalities in Wisconsin as well as municipal executive recruitment and strategic planning.

### **Organization and Management Studies Performed by PAA for Wisconsin Municipalities (Last Five-Year Period)**

- Classification/Compensation Study/Plan, Village of Harrison, 2025
- Classification/Compensation Study, Village/Town of Somers, 2025
- Classification/Compensation Study, City of Sturgeon Bay, 2025
- Classification/Compensation Study, City of Berlin, 2025
- Organizational Audit/Study of Operations, Town of East Troy, 2025
- **Fire/EMS Consolidation Negotiations, City of Ripon/Town of Metumen, 2025**
- **Fire/Consolidation Study-Village and Town of Sharon, 2025**
- **Fire/EMS Staffing Study, City of Menomonie, 2025**
- Municipal Consolidation Study, Village and Town of Stockbridge, 2025
- **Fire Consolidation Negotiations, City of Waupun and Towns of Chester and Waupun, 2025**
- **Fire/EMS Consolidation Study, City of Hurley & Northern Iron County Towns, 2025**
- **Fire/EMS Consolidation Study, Town and Village of Sharon, 2025**
- **Fire/EMS Consolidation Study, Village of Twin Lakes and Town of Randall, 2025**
- Classification/Compensation Study, Village of Union Grove, 2024
- **Fire/EMS Consolidation Study, Town of Troy/Village of East Troy, 2024-2025**
- Municipal Governance Workshop, City of Burlington, 2024
- **Fire/EMS Consolidation Study, Town of Linn/City of Lake Geneva, 2024**
- **Fire/EMS Organizational Study, City of Ripon, 2024**
- Classification/Compensation Plan, Town of Freedom, 2024
- **Fire/Organizational Study, Village of Fontana, 2024**
- **Fire/EMS Organizational Study, City of Waupun, 2024**
- Organization/Governance Study, Village of Maple Bluff, 2024
- Organizational Audit/Staffing Study, Town of Rome, 2024
- Railroad ROW Study, Village of Germantown, 2024
- Classification/Compensation Study, Village of Campbellsport, 2023
- Classification/Compensation Study, Village of Weston, 2023

- Classification/Compensation Study, Village of Dane, 2023
- **Fire/Organizational Study, Village of Williams Bay, 2023**
- Wage/Compensation Study, Village of Belleville, 2023
- Classification/Compensation Study, Village of Shorewood Hills, 2022
- Classification/Compensation Study, Walworth County Metropolitan Sewerage District 2022/Update 2024
- **Fire Department Organizational Study, Village and Town of Cottage Grove, 2022**
- **EMS Operational Study, Deer Grove EMS District, 2022**
- **Fire/EMS Organizational Study, City of Park Falls, 2021**
- DPW Organizational/Staffing Study, City of Columbus, 2021
- DPW Organizational and Planning Study, Village of Kronenwetter, 2021
- DPW Organizational Analysis; Village of Waunakee, 2020-21
- Organizational Study, Town of Little Suamico, 2021
- Organizational Audit/Staffing Study, Village of Hortonville, 2020
- Classification/Compensation Study Update, City of Mauston, 2020
- **Fire Department Organizational Study/Space Needs Analysis, City of Platteville, 2020**
- County Administration Study, Sauk County, 2020
- **Fire/EMS Organizational Study, Village of Little Chute, 2019-2020**
- DPW Organizational Analysis/Staffing Study, Village of Germantown, 2020
- Classification/Compensation Study, City of Park Falls, 2020
- Organizational Audit/Staffing Study and Employee Personnel Policies, City of Park Falls, 2020
- City of Marinette Legal Services Study/Reorganization, 2020
- Organizational Audit/Staffing Study, Village of Port Edwards, 2020
- Organizational Audit/Staffing Study and Employee Personnel Policies, Village of Merton, 2019
- Organizational Audit/Staffing Study, Town of Osceola, 2019
- Organizational Audit/Feasibility Study for Creation of City Administrator Position, City of Mineral Point, 2019
- Streetlighting Fee Feasibility Study, City of Oak Creek, 2019
- Classification/Compensation Study, City of Sturgeon Bay, 2019
- Organizational Audit/Feasibility Study for Creation of City Administrator Position, City of Park Falls, 2019
- Organizational Audit and Classification Study, Town and Village of Somers, 2019
- **Lodi Fire/EMS District Organization and New Station Location Study, 2019**
- Employee Personnel Manual Development, Village of Williams Bay, 2019
- Community Collaboration Planning Project- Cities of Marinette and Menominee, MI, 2019

### **References from Recent Comparable Municipal Consulting Projects**

**Eric Atkinson**, Administrator, City of Menomonie, Phone 715-308-8035, Menomonie Fire Department Staffing Study, 2025

**Jerry Arntson**, Chair, Town of East Troy, Phone 262-642-9810, East Troy/Troy Fire/EMS Consolidation Study, 2025

**Jim Hurley**, Administrator, Town and Village of Somers (Former Linn Town Administrator), Lake Geneva/Linn Fire Consolidation Study, 2024

**Theresa Loomer**, Administrator, Village of Fontana, 262-275-6136, Fontana Fire/EMS Consolidation Study, 2024

**John Peters**, Fire Chief, City of Lake Geneva, 262-248-7228, Lake Geneva/Linn Fire Consolidation Study, 2024

**Kathy Schlieve**, Administrator, City of Waupun, 920-324-5563, City of Waupun/Surrounding Townships Fire/EMS Study, 2024/2025

**Adam Sonntag**, Administrator, City of Ripon, 920-748-4916, City of Ripon/Surrounding Townships Fire/EMS Consolidation Study, 2024/2025

**Aaron Swaney**, Fire Chief, Village of Jackson, 262-677-3811 (Ext. 411), Village of Jackson Fire Staffing Study, 2023

## **G. Qualifications of PAA Consulting Team for the Cottage Grove Fire-EMS Organizational Review with Future Needs Analysis Update**

PAA will assign an interdisciplinary team to work with the Commission and its staff on this consulting assignment. Kevin Brunner will serve as Lead PAA Partner, and Tim Franz and Jim Austad will be the Fire/EMS Lead Consultants. All three worked on the 2022 Deer Grove EMS and Cottage Fire Department Study, so they bring a high degree of familiarity with the Village, Town, and departments to this project.

### **Lead PAA Partner**



#### **Kevin Brunner-President/Partner**

Kevin Brunner has over forty years of experience in serving Wisconsin local governments. He served as the manager/administrator in Saukville, Monona, De Pere, and Whitewater, and worked as an assistant administrator for the City of Appleton and Kenosha County. He retired from public service as the Director of Central Services/Public Works for Walworth County. Brunner was the recipient of the 2007 Wisconsin City/County Manager of the Year and 2012 Service Innovation awards, both from the Wisconsin City/County Management Association (WCMA). Brunner is a past president of the WCMA and served on the League of Wisconsin Municipalities and Alliance of Cities Boards of Directors. He received his BA in Political Science and Criminal Justice from Carthage College (Magna Cum Laude and Rhodes Scholar Nominee); MPA from Michigan State University,

and is a graduate of the University of Virginia Senior Executive Institute. He achieved credentialed manager (ICMA-CM) status from the International City/County Management Association during his career in city management. Brunner has worked on over 25 local government organizational study consulting assignments for PAA.

#### **PAA Lead Fire/EMS Consultants**

##### **Timothy Franz – Associate**



Timothy Franz is the retired fire chief of the Oshkosh Fire Department and has been in the fire service for over 30 years. Franz has an associate's degree in fire protection from Fox Valley Technical College and a bachelor's degree in fire science from the University of Cincinnati. He is also a graduate of the National Fire Academy Executive Fire Officer Program. Franz is a past president of the Wisconsin State Fire Chiefs' Association and has served as a consultant on various fire and emergency management studies. Recently, he has worked on the PAA Fire/EMS studies for Cottage Grove, East Troy, Lake Geneva/Town of Linn, Little Chute, Park Falls, Platteville, Ripon, Sturgeon Bay, Waupun, and Williams Bay.

Mr. Franz works on Fire/EMS-related studies and Fire Chief executive search projects, as well as Fire/EMS compliance audits for PAA.



##### **James Austad – Associate**

James Austad is an instructor in the Fire Protection Program at Fox Valley Technical College. He is a 28-year veteran of the fire service, spending 22 years with the Oshkosh Fire Department. He was the battalion chief in charge of the Oshkosh Fire Department's emergency medical services division. Austad received an associate's degree in fire protection from Fox Valley Technical College, a bachelor's degree in business management from Silver Lake College, and a master's degree in public administration from the University of Wisconsin Oshkosh. He is also a graduate of the National Fire Academy Executive Officer Program. Austad has recently worked on the PAA Fire/EMS Studies for Buchanan, Cottage Grove, Door County, Menomonie, Platteville, Oconto Township, Ripon, and Sturgeon Bay.

Mr. Austad works on Fire/EMS-related studies and Fire Chief executive search projects as well as Fire/EMS compliance audits for PAA.

**Understanding**

Public Administration Associates, LLC will commit whatever time and effort is necessary to fully complete all tasks described in this proposal for the specified costs. PAA will invoice 25% of the total at contract acceptance, 25% at mid-point in the project, 25% at the presentation of a draft Study report and 25% at project completion (presentation and acceptance of the Cottage Grove Fire-EMS Organizational Review and Future Needs Analysis Update by the Cottage Grove Town and Village Boards).

\*\*If PAA believes a specific task requested by the Village and Town of Cottage Grove is beyond the agreed-upon scope of work, it will negotiate any potential extra charges with the Village and/or Town.

**Approval:**

Offered by: Kevin M. Brunner 12/1/2025

Public Administration Associates, LLC Date

Accepted by: \_\_\_\_\_

Village of Cottage Grove Date



# CORY SCHEIDLER, AIA

## DIRECTOR, ARCHITECTURE/PUBLIC SAFETY SPECIALIST



**Cory Scheidler** specializes in architecture for government facility projects including the evaluation and design of governmental offices, park and recreational facilities, public works and infrastructure projects, emergency services facilities, library, and community center facilities. In addition to his experience and leadership of the Architectural Services Line for Cedar Corporation, Cory is involved in his community and Professional Associations. Cory's personal involvement, genuine concern, and attention to detail in the development of projects is recognized by our clients.

More specifically, Cory has completed the evaluation and design for City Halls, park facilities, public works garages, fire and police stations, libraries, and senior centers. These projects include a mix of new and renovation projects, including Facility Condition Assessments, Master Planning, Architectural Design, and Forensic Evaluations for various facilities.

Cory has experience and knowledge in project development, State and National Standards and code, various governmental standards, and requirements. Complementing his design experience, Cory is well versed in the preparation of contract documents, specifications, and contract administration. In addition, Cory's experience has provided him with the knowledge and ability to provide forensic investigations to several clients.

### Areas of Expertise Include:

- Supervision of design and preparation of plans for new structures and alteration of existing buildings for municipal, institutional, commercial, and industrial projects, both traditional bid and design/build approaches
- Preparation of facility, space needs, and site analysis studies for municipal buildings
- Code review, schematic design, and design development
- Project cost estimating and project scheduling
- Coordination with design disciplines
- Construction contract preparation and contract administration
- Client contact throughout project feasibility, design, bidding, and contract administration
- Specialization in project delivery, working directly with developers, contractors, owners, and alternative

### Representative Project Experience Includes:

- Jackson Public Safety Facility
- Hudson Police Department Space Planning and Programming
- Waupun Public Safety Facility Assessment and Planning
- West Salem Law Enforcement Study
- Brownsville Fire Station Design
- Lake Hallie Police Station and Municipal Building
- Menomonie Police Department Space Planning Analysis
- Town of Clayton Police Department Planning and Conceptual Design
- Weyauwega Municipal Complex and Police Department Design
- Town of Buchanan Security Improvements
- Woodville Public Safety Planning
- Glenwood City Municipal Building and Police Station Design
- Osseo Police Department Planning and Design
- Pepin WI Police Department
- Pepin County Sheriffs Department improvement planning

### Education

Associate Degree in Civil Engineering Technology: Mid-State Technical College (2001)

### Professional Registrations

Registered Architect - WI #10782  
Wisconsin Certified Commercial Building Inspector #992581  
Wisconsin Registered Interior Designer #623

### Professional Affiliations

American Institutes of Architects  
Engineering/Structural  
NCARB Licensing Advisor  
Advisory Committee Chippewa Valley Technical College  
NCARB IDP

### Total Experience

Since 2000

# KRIS DRESSLER, RA

## REGISTERED ARCHITECT



**Kris Dressler** is a three year architect with many years of experience in the architectural, structural, and construction fields. Kris' experiences plays a integral role in all projects providing technical guidance on designs and project management for various project types and approaches. Kris works hand-in-hand with our Designers, Engineers, Planners, and sub-consultants, providing project management, design, and facility planning for traditional and alternative project delivery methods.

### Areas of Expertise Include:

- Programming, conceptual planning, facility planning, and project development
- Project management of medium complexity projects
- Preparation of construction documentation for new construction and renovations for higher education, governmental, municipal, commercial, and industrial projects
- Preparation of facility, space needs, and site analysis studies for municipal buildings
- Coordination of mechanical and electrical design plans for building projects
- Building Envelope design and analysis
- Accessibility and Building Code Analysis and evaluations
- Construction Administration for governmental, municipal, commercial, and industrial projects
- Development of presentation exhibits for planning and design solutions
- Project budgeting and estimating
- Construction contract preparation and contract administration for governmental, municipal, and commercial industrial projects
- Development of project specifications and front end documents

### Representative Project Experience Includes:

#### *Fire Station/EMS/Police*

- Village of Jackson Administration and Public Safety Facility
- Village of Lake Hallie Administration and Public Safety Facility
- Town of Clayton Administration and Public Safety Facility
- City of Barron City Hall and Public Safety Building
- City of Waupun Public Safety Facility Assessment and Planning
- City of Weyauwega Municipal and Police Department Facility
- City of Hudson Police Department Space Needs Analysis
- Village of Woodville Municipal Building, Fire, EMS, and Police
- City of Osseo Municipal and Police Department Facility
- City of Osseo Fire Station
- Village of Buchanan Public Safety and Fire Station Expansion
- Village of Ellsworth EMS and Fire Department Planning and Design
- Village of Ellsworth Fire Station Expansion
- Village of Siren Fire Station
- Village of Brownsville Fire Station
- City of Menomonie Fire Station Renovation
- City of New Richmond EMS
- Village of West Salem Law Enforcement Study
- Pepin County Sheriff's Department Improvement Planning

### Education

Associate Degree in Drafting and Design Technology: Herzing College (2007)

### Professional Registrations

Registered Architect - WI #13048-5

### Total Experience

Since 2006

# NICOLE BARBIAUX, GISP

## GIS COORDINATOR



**Nicole Barbiaux** brings over 15 years of experience in GIS and Cartography. She is experienced in data asset management, data analytics, and visual interpretation via cartographic display. Nicole brings experience in the creation of both static maps along with interactive online maps and applications to bring data to life.

### Areas of Expertise Include:

- Maintenance and Management of GIS databases
- Cartography and visual representation of data
- GIS Asset Creation and Management
- Data collection and creation
- Data extraction and conversion
- Spatial analysis
- Web-based GIS solutions
- Online maps and applications (Story Maps, Dashboards, Experience Builder)
- Mobile field applications
- Public engagement through online surveys and map exercises
- Database management
- Land use mapping
- Zoning mapping
- Development of procedural/training documentation

### Representative Project Experience Includes:

- County wide future land use update for Dodge County
- Farmland Preservation Zoning Recertification mapping for the Town of Kaukauna, Town of Lamartine, Town of Marshfield, and Village of Kekoskee
- Comprehensive plan mapping and data analysis for City of Beaver Dam, City of Manawa, Town of LeRoy, and Town of Saukville
- Tax Increment Financing District mapping for the City of Osseo, City of Marshfield, and Village of Cadott
- Outdoor recreation plan mapping for the Village of Bonduel, Village of Sherwood, and City of Kewaunee
- Zoning map updates and database management for the Town of Saukville, Town of Troy, and Village of Mishicot
- Online GIS Management for Cities of Menomonie and Edgerton, Villages of Sherwood and Woodville, and Towns of Clayton and Buchanan.
- Transportation Asset Management creation and management (includes PASER ratings, culvert and sign inventories) for the Town of Osceola
- Online cemetery database and application creation for Town of Clayton

### Education

Bachelor of Science in Geography  
- GIS/Cartography: University of  
Wisconsin-Stevens Point (2010)

### Professional Certifications

Geographic Information Systems  
Professional (GISP)

### Professional Affiliations

Wisconsin Land Information  
Association (WLIA)

Esri Wisconsin Users Group  
(EWUG)

### Total Experience

Since 2010

# Architectural SERVICES



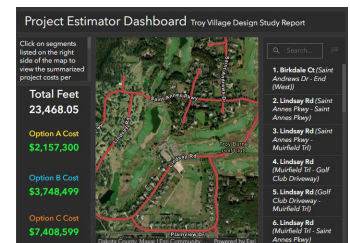
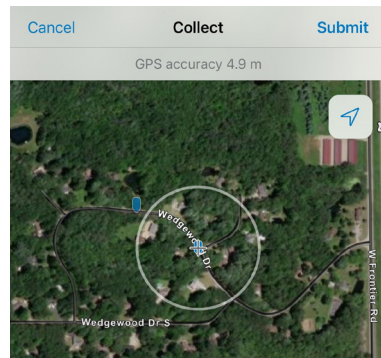
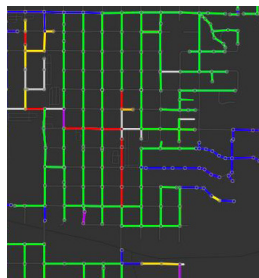
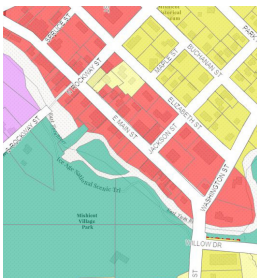
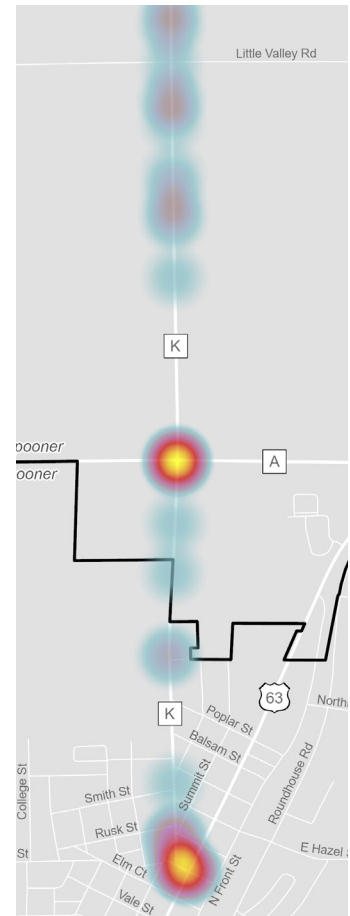
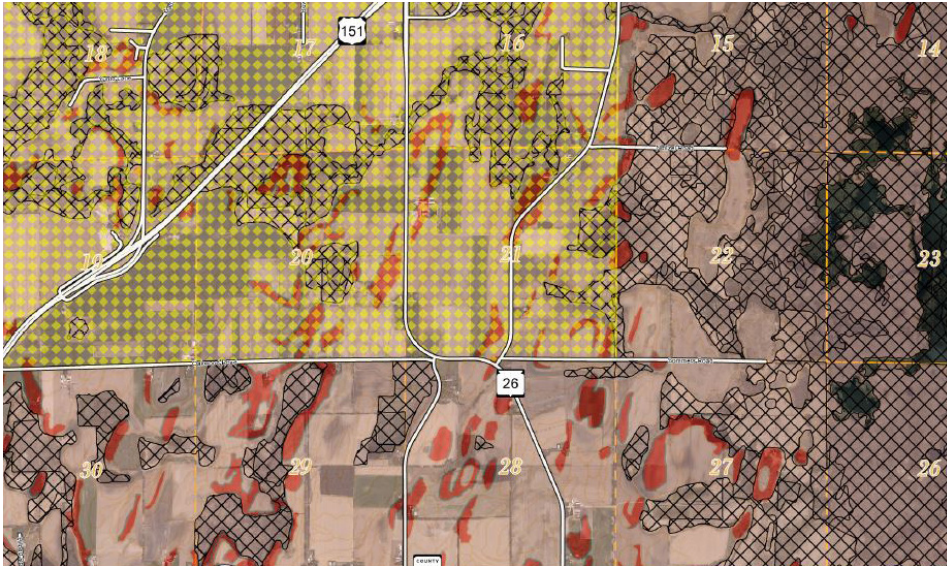
## Service Overview

Through experience and imagination, we provide a collaborative approach to defining practical design solutions that focus on our client's goals and needs in order to deliver value.

## Expertise

- Future Planning and Implementation
- Conceptual Design and Budgeting
- Police Station Design
- Evidence Processing and Storage
- Fire Station Design
- Fire Station Zoning
- Training Props
- Security Systems and Design
- Sustainability
- Construction and Project Delivery
- Community Infrastructure
- Site Selection
- Engineering Analysis
- Facilitation
- Physical Site Assessments
- Hazardous Materials Investigation

# Geographic Information System (GIS) SERVICES



## Service Overview

Cedar Corporation provides innovative GIS-based solutions to provide stunning products, effective community solutions, and data analysis to inform planning and management decisions. Our solutions provide opportunities to link in field data to an online GIS management system.

## Expertise

- Custom map design and printing
- Asset Database Management
- Utility System Mapping
- Online Maps and Applications
- Land Use Inventories
- Zoning Map Updates
- Spatial Analysis
- Cemetery Mapping
- Solar Suitability Assessment Mapping

# SCOPE OF SERVICES

## **Analysis of Current Facilities**

Gathering data and developing a thorough understanding of the existing facilities, deficiencies, and needs is critical to establishing goals for the future of the Fire and EMS Services. We will develop a foundation of data to formulate a thorough and unbiased recommendation for the current facilities and evaluate needs for updated or new facilities. Our analysis of the existing facilities will include:

- Evaluation of the current EMS and Fire facility in the Town of Cottage Grove to determine suitability to serve the current and long-term needs of the community. Our evaluation will include the following items: (1 Site Visit)
  - ◊ Evaluation of building condition and suitability for continued use, renovation, or expansion
  - ◊ Evaluation of building systems
  - ◊ Review of site access and traffic patterns
  - ◊ Assessment of security, access points, reception, and safety of facility

## **Location and Response Analysis**

- Develop service area maps with high hazard areas defined
- Develop response maps based on call data provided to us by Cottage Grove and Deer Grove
- Develop firefighters and EMT staffing location models to assess response times
- Develop response time maps based on actual street patterns and drive times

## **Analysis of Space Needs**

Understanding the space needs for fire and EMS services will be based on the current and projected staffing levels included in this study. Our space and needs analysis will include: (1 On-Site Meeting), (2 Virtual Meetings)

- Review of current and projected staffing levels
- Review of current limitations within the existing facility
- Review of station and operational trends that impact facility space needs
- Preparation of space and function calculations by space and room
- Review the potential suitability of any existing facilities for renovation and expansion

## **Facility Summary**

- Develop a comprehensive executive summary for the community that outlines recommendations and expectations for the future of the fire and EMS services and facilities. The executive summary will include:
  - ◊ Summary of existing facility conditions and suitability
  - ◊ Assessment of the existing facility location, response times, and alternative site benefits and impacts to operational functionality.
  - ◊ Analysis and preparation of an implementation plan including schedule and estimated costs

# COST OF SERVICES

Based on our understanding of the project from the Request for Proposal (RFP), we propose to provide services broken down as follows:

• Analysis of Current Facilities	\$4,750
• Location and Response Analysis	\$1,600
• Analysis of Space Needs	\$3,000
• Facility Summary	\$1,750
<b>Total</b>	<b>\$11,100</b>



# WISCONSIN POLICY FORUM

## Cottage Grove Fire and EMS Study

November 2025

### Background

Fire departments and Emergency Medical Services (EMS) agencies across Wisconsin are facing intensifying fiscal and service-level challenges that are threatening existing service models and prompting consideration of new approaches. These challenges stem, in part, from the strict property tax levy limits facing Wisconsin municipalities and increasing costs associated with vehicles, equipment, and labor. Staff recruitment and retention issues and rising call volumes caused by aging populations or new development also are exacerbating the difficulties.

The village and town of Cottage Grove and their partners in the village and town of Deerfield have not been immune from such challenges. The village of Cottage Grove is one of the fastest growing communities in the state, so new development and population growth have generated rising call volumes in addition to the aging population, and that trend is not expected to subside. Staffing challenges have added further complications.

Two emergency response agencies serve the village and town, the Deer-Grove EMS District and the Cottage Grove Fire Department. Deer-Grove EMS relies on a combination of full-time, casual, and volunteer staff to serve the town and village of Cottage Grove and the town and village of Deerfield in addition to a portion of the town of Pleasant Springs. The Cottage Grove Fire Department follows a 100% volunteer model, and also serves a portion of the town of Pleasant Springs in addition to Cottage Grove. Together these agencies serve a geographically large area of varied density, presenting challenges in terms of service levels and response times.

The Wisconsin Policy Forum (WPF) has analyzed fire and EMS service delivery and fiscal challenges in dozens of departments across Wisconsin. In fact, our recent studies for several municipalities in [Walworth County](#), [Ozaukee County](#) and [Lafayette County](#) each considered a range of service sharing and consolidation options to enhance and better coordinate EMS among multiple municipal providers. Our recent work in [Sun Prairie](#) is especially relevant, as we learned about the challenges of providing emergency services to agencies that serve both a rapidly growing urban area and a geographically large rural area that is directly adjacent to Cottage Grove. We are well-equipped to provide policymakers in Cottage Grove with insights on appropriate service levels and financing approaches.

### Proposal

The Wisconsin Policy Forum proposes a study that would analyze the range of options that exist to ensure high-quality, sustainable, and efficient fire and EMS services in the Deer-Grove EMS district

and Cottage Grove Fire Department Service area. To assist us in this analysis, we would propose the creation of a work group consisting of administrative and fire and EMS representatives from the village and town, plus representatives from Deerfield and the town of Pleasant Springs. The work group would meet several times throughout the study period to help collect and examine data, define options, and review sections of the final report. Work group members would be selected in consultation with the village and town. We would also interview the relevant leaders in surrounding communities such as Madison, McFarland, and Sun Prairie.

Our analysis would include the following:

- A review of the previous comprehensive studies and an analysis of the available data to understand how conditions in the area have changed over the past three years.
- Assessment of the current state of operations and organizational structure for both the Cottage Grove Fire Department and Deer-Grove EMS district.
  - On the financial side, we would analyze wage and benefit cost trends and projections; property values, revenue trends, and projections; expenditures on equipment, supplies and administration; and capital budget data, including future capital needs, as well as the possibility of implementing a public safety impact fee.
  - On the operational side, we would explore population and call volume trends and projections, dispatch data, response times, and mutual aid (both provided and received by the department). We would also explore the organizational and leadership structures and staffing plans, as well as models for emergency services that rely on both career and volunteer staff.
- Comparison of emergency service staffing, apparatus, and related factors with a handful of peer departments that serve similar populations and geographies as a means of providing further context on the current service model of the communities.
- Review and analysis of station needs, including the need for and potential location of additional stations (fire, EMS, or both). Special attention would be paid to future facility plans and locations to ensure that new investments would serve the needs of the community, and allow policymakers to plan for the financial impact of any new buildings and equipment.
- Examination of the current agreements and approach to collaborative decision-making among the partner communities, and the formulas for allocating costs to the municipal partners.

This initial analysis would allow us to develop a range of options to address the fiscal and service-level challenges facing the department. With the advice of the work group and engagement with municipal leaders, we would flesh out details for a handful of options deemed most viable by analyzing and describing potential fiscal and operational impacts and logistics, as well as possibilities for governance, financing, and cost sharing. This analysis would include consideration of new stations and upgrades to existing stations, including general station locations and a rough

estimate of construction costs and timelines. We would also explore possible capital financing approaches and cost allocation methodologies both for new or upgraded stations and major apparatus purchases. All analysis would account for both current conditions as well as incorporate long-term growth projections and associated increases in service needs.

WPF's deliverable would be a final report summarizing the data, laying out potential short-, medium-, and long-term options for enhanced service delivery and sustainable financing, and suggesting possible paths toward implementation. The report would be provided in advance to project stakeholders for review and feedback before being released to the public. We would also make ourselves available to present the report in a public meeting if desired.

## **Our Credentials**

WPF's Board of Directors has committed the organization to conducting research on critical public policy issues facing the state of Wisconsin and its local governments and school districts. In January 2018, we expanded our research capacity and mission via the merger of the Public Policy Forum and the Wisconsin Taxpayers Alliance. The Wisconsin Policy Forum remains committed to both organizations' legacies of nonpartisan, independent research and civic education.

Local government financial analysis and efficiency initiatives have been the "bread and butter" of both organizations. Our role in researching fire department and EMS agency operations and service sharing opportunities has received widespread media coverage and praise by policymakers and fire and EMS officials. This is testimony to the talent and experience of our staff resources.

Specific staff assigned to this project will include:

- WPF President Jason Stein. Mr. Stein joined WPF in May 2018 after 13 years as a reporter for the *Milwaukee Journal Sentinel* and *Wisconsin State Journal*, where he covered state and local government budgets and finance. He led our 2024 report on fire and EMS services in Sun Prairie and has won several national journalism awards and has had two fellowships in financial reporting. His work has also been recognized by the Governmental Research Association.
- WPF Researcher Tyler Byrnes. A PhD candidate at the Nelson Institute for Environmental Studies at the University of Wisconsin-Madison, Mr. Byrnes also worked on the report on fire and EMS services in Sun Prairie and previously worked for the conservation nonprofit Gathering Waters. From 2008 to 2016, he served as an Executive Budget and Policy Analyst at the Wisconsin Department of Administration.
- WPF Researcher Ashley Fisher. Ms. Fisher joined the Forum in August 2018 after working as a budget analyst for the Washington State Employment Security Department and a researcher for the state's Office of Program Research. She was the lead researcher on the Forum's Walworth County fire and EMS and Jefferson County EMS studies as well as fiscal analyses of several Greater Racine local governments.

Other members of the Forum's award-winning research staff and contract researchers may also be dedicated to this project depending on need and research capacity.

## Project Timeline and Budget

We anticipate a project timeline of approximately four to six months, though that timeline is dependent on the availability of staff from the communities and adjacent municipalities to answer our questions and respond to our requests for data. We would be able to initiate the project on or around February 1, 2026. We would do an initial round of data requests in January 2026 and an initial meeting of our municipal work group in February 2026. We would do an initial round of one on interviews with municipal and fire and EMS leaders in February and if needed into March. In April, we would present initial findings and preliminary policy options to the work group and follow up with meetings with individual communities as needed. In May, we would present refined policy options to the work group. We would finalize the report in June and present on our findings to the stakeholder communities in June or July.

The total project cost would be \$29,763 as detailed in the table below.

### Project Budget

<b>Project Costs</b>	<b>Amount</b>
Jason Stein, 50 hours @ \$150/hour	\$7,500
Research directors, 15 hours @ \$120/hour	\$1,800
Senior researchers, 150 hours @ \$100/hour	\$15,000
Other WPF and contract researchers, 40 hours @ \$80/hour	\$3,200
<b><i>Personnel total</i></b>	<b>\$27,500</b>
Out-of-pocket expenses	\$200
Indirect costs (7.5%)	\$2,063
<b><i>Non-personnel total</i></b>	<b>\$2,263</b>
<b>Total estimated project cost</b>	<b>\$29,763</b>

**FIRST AMENDMENT TO AGREEMENT TO UNDERTAKE DEVELOPMENT  
Hensiak Holdings, LLC**

THIS AMENDMENT AGREEMENT TO UNDERTAKE DEVELOPMENT entered into as of the 18th day of November, 2025 (the “Amendment”), by and between the Village of Cottage Grove, a Wisconsin municipal corporation (the “Village”), and Hensiak Holdings, LLC, a Wisconsin limited liability company (the “Developer”).

**RECITALS**

**Whereas**, the parties entered into a development agreement on March 4, 2024 governing development of the Property described in Exhibit A (“Development Agreement”).

**Whereas**, the parties wish to amend the Development Agreement to reduce the development incentive to offset other obligations owed by Developer’s owner to the Village, and make the Village whole.

**NOW, THEREFORE**, in consideration of the Recitals and the mutual promises, obligations, and benefits provided hereunder, the receipt and adequacy of which are hereby acknowledged, Developer and the Village agree as follows:

1. Section B.1. of the Development Agreement is amended to read as follows:

1. Municipal Revenue Obligation. Following the completion of construction and the issuance of an occupancy permit for the Project, and within forty-five (45) days after Developer’s submittal of a written request for issuance of the Municipal Revenue Obligation, the Village shall issue a Municipal Revenue Obligation to Developer as a development incentive and to reimburse certain eligible project costs in the principal amount of up to four hundred fifty four thousand two hundred thirty two dollars (\$454,232). The Municipal Revenue Obligation shall be payable to Developer in annual installments and solely from Excess Tax Increment generated by the Project. The Municipal Revenue Obligation shall be in the form incorporated herein as Attachment C. The Village’s obligations under this Section shall be subject to the following terms and conditions:

2. Section B.1.c. of the Development Agreement is amended to read as follows:

a. The Village covenants and agrees that Excess Tax Increment eligible to be paid to Developer and held by the Village as of a given Payment Date shall not be

appropriated for any other use, if not appropriated for the Municipal Revenue Obligation due as of such Payment Date. The District shall not be terminated prior to the TID closure date unless the Municipal Revenue Obligation of \$454,232 has been paid.

3. Any undefined terms in this Amendment shall have the same meaning as the terms in the Development Agreement.

4. Except for as specifically modified by this Amendment, the Development Agreement shall remain in full force and effect and binding upon the parties.

[signatures on following pages]

IN WITNESS WHEREOF, the parties hereto have executed this Agreement as of the year and date first set forth above, and by so signing this Agreement, certify that they have been duly authorized by their respective entities to execute this Agreement on their behalf.

**VILLAGE:**

VILLAGE OF COTTAGE GROVE  
Dane County, Wisconsin

By \_\_\_\_\_  
Cynthia Kelm-Nelson, Village President

**ATTEST:**

\_\_\_\_\_  
Lisa Kalata, Village Clerk

STATE OF WISCONSIN

COUNTY OF DANE

Personally came before me this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_, the above-named Cynthia Kelm-Nelson, Village President, and Lisa Kalata, Village Clerk, of the Village of Cottage Grove, to me known to be the persons and officers who executed the foregoing instrument and acknowledged that they executed the same as such officers by the Village's authority.

Subscribed and sworn to before me  
This \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

\_\_\_\_\_  
Notary Public, State of Wisconsin  
Print Name: \_\_\_\_\_  
My Commission: \_\_\_\_\_

**DEVELOPER:**

By \_\_\_\_\_  
Dave Hensiak

STATE OF WISCONSIN

COUNTY OF DANE

Personally came before me this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_ the above named \_\_\_\_\_ to me known to be the person who executed the foregoing instrument and acknowledged the same.

Subscribed and sworn to before me  
This \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

\_\_\_\_\_  
Notary Public, State of Wisconsin  
Print Name: \_\_\_\_\_  
My Commission: \_\_\_\_\_



**AMENDED  
MUNICIPAL REVENUE OBLIGATION**

**VILLAGE OF COTTAGE GROVE  
MUNICIPAL REVENUE OBLIGATION  
Hensiak Holdings, LLC  
\$454,232.**

THIS MUNICIPAL REVENUE OBLIGATION (the “Obligation”) is issued pursuant to Wis. Stat. § 66.0621 this \_\_\_\_\_ day of \_\_\_\_\_, 2025 by the Village of Cottage Grove, Dane County, Wisconsin (the “Village”) to Hensiak Holdings, LLC, a Wisconsin limited liability company (“Developer”).

WITNESSETH:

I. The Village and Developer have entered into an Agreement to Undertake Development in Tax Increment District No. 8 dated March 4, 2024, and amended on \_\_\_\_\_, 2025 (the “Development Agreement”).

II. This Obligation is issued by the Village pursuant to the Development Agreement.

III. Terms that are capitalized in this Obligation that are not defined in this Obligation and that are defined in the Development Agreement shall have the meanings assigned to such terms by the Development Agreement.

IV. *Promise to Pay.* The Village shall pay to Developer the principal amount of \$454,232 solely from Excess Tax Increment under the terms and conditions provided in the Development Agreement.

V. *Limited Obligation of Village.* This Obligation shall not constitute a charge against the Village’s general credit or taxing power. The Village shall not be subject to any liability hereunder, or be deemed to have obligated itself to pay Developer any amounts from any funds except from the Excess Tax Increment, and then only to the extent and in the manner herein specified and in the Development Agreement.

VI. *Subject to Annual Appropriations.* Each payment under this Obligation shall be subject to annual appropriation by the Village in accordance with the requirements for revenue obligations and in a manner approved by the Village’s bond counsel and in accordance with the Development Agreement.

VII. *Prepayment Option.* To satisfy in full the Village's obligations under this Obligation, the Village shall have the right to prepay all or a portion of the outstanding principal balance of this Obligation at any time without penalty.

VIII. *Miscellaneous.* This Obligation is subject to the laws of the State of Wisconsin governing tax incremental financing and to the Development Agreement.

IX. *Rescission of Previous Municipal Revenue Obligation.* This Obligation replaces the municipal revenue obligation issued to Developer on May 21, 2025. The previous municipal revenue obligation is hereby rescinded shall not be enforceable, and the Village shall not be required to pay Developer any amounts under the previous municipal revenue obligation.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2025.

VILLAGE OF COTTAGE GROVE

By \_\_\_\_\_  
Cynthia Kelm-Nelson, Village President

ATTEST:

\_\_\_\_\_  
Lisa Kalata, Village Clerk

## LEASE TERMINATION AGREEMENT

This agreement to terminate a commercial lease is entered into between the Village of Cottage Grove, a Wisconsin municipal corporation (“Village”), and New Tech Painting, LLC, a Wisconsin limited liability company (“New Tech”).

### RECITALS

- A. The parties previously entered into a commercial lease agreement that commenced on May 1, 2025 (“Lease”) that allowed New Tech to occupy and use Village owned property located at 123 East Cottage Grove Road in the Village of Cottage Grove (“Property”).
- B. New Tech provided notice to terminate the Lease in August of 2025, which means the lease would terminate in August 2026.
- C. New Tech has not paid the Village rent since July 2025.
- D. The parties have identified tenants to occupy the Property, and New Tech has vacated the Property.
- E. The parties now wish to terminate the Lease in accordance with the terms of this Agreement.

### AGREEMENT

- 1. The Lease shall be terminated, null and void, and not enforceable against either party if the following conditions are satisfied.
  - a. The Village enters into a new lease or leases for the entirety of the square footage of the Property occupied by New Tech, or an equivalent rent amount, by February 1, 2026.
  - b. The Village executes an amended development agreement and municipal revenue obligation with Hensiak Holdings, LLC that reduces the development incentive owed by the Village to Hensiak Holdings in the amount of back rent owed by New Tech. The draft amendment agreement and municipal revenue obligation are incorporated into this Agreement as Exhibit A.
- 2. Notwithstanding anything to the contrary in Section 1 of this Agreement, New Tech’s obligation to indemnify and hold the Village harmless shall survive termination of the Lease for any damages, claims, liabilities, or any other costs, including reasonable attorney fees, resulting from the acts or omissions of New Tech while it occupied the Property.

The parties hereto have executed or caused this Agreement to be executed as of \_\_\_\_\_, 2025.

VILLAGE OF COTTAGE GROVE, A  
WISCONSIN MUNICIPALITY

BY: \_\_\_\_\_

Name: Matt Giese  
Title: Village Administrator

NEW TECH PAINTING, LLC, A WISCONSIN  
LIMITED LIABILITY COMPANY

BY: \_\_\_\_\_

Name: David Hensiak  
Title: Owner

