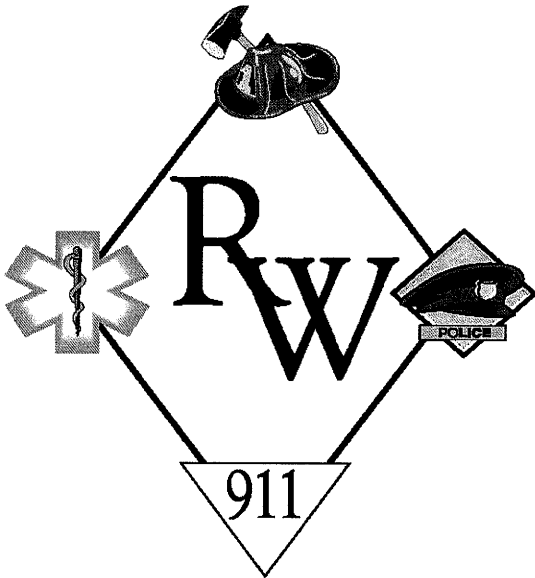


TOWN OF GREENVILLE

FIRE DEPARTMENT CAPITAL IMPROVEMENT AND STAFFING NEEDS STUDY



REPORT

April 5, 2012

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CHAPTER 1 – INTRODUCTION

Project Overview

The Town of Greenville (Town) determined the need to conduct a Fire Department Capital Improvement and Staffing Needs Study. The Study will provide recommendations and options for long-range planning of fire station location and potential for staffing needs. Based upon the proposal submitted by RW Management Group, Inc. (RW) in January, 2012, the scope of the project was that the Town of Greenville (Town) determined the need to perform a Fire Department Capital Improvement and Staffing Needs Study to assist the Town and Fire Department in developing a long-range plan for the location and potential restructuring of stations. This study was designed to have an independent consultant review current department facilities, assess their adequacy and provide recommendations on future facility needs. The Town also asked for a review of equipment and vehicles to be conducted, to assess equipment needs based on the services offered by the Department and EMS and make recommendations on future equipment needs. Finally, the Town desired to have an evaluation of the overall organization and staffing levels of the Fire and EMS Department and receive a recommended timeline for implementation of any changes.

The findings and recommendations are related to the physical facilities, response times and related human resources and equipment of the Fire Department. The review included the following categories:

- **Assessment and Planning**
- **Goal and Objectives**
- **Financial Resources**
- **Physical Resources**
- **Human Resources**
- **Essential Resources**
- **External Systems Relations**

Project Work Tasks

To complete the objectives set forth by the Town, RW evaluated the operations of the Fire Department. RW met with and gathered the needs and concerns of Fire Department personnel. RW also met with Town administration to further understand the growth potential of the Town and the relationship between the projected growth of the Town and needs of the Department.



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

- Developed a project team of appropriate users and stakeholders to oversee and participate in the project.
- Conducted a Project Planning Meeting with RW Project Manager, the Project Team and key project personnel. Defined scope and mission, discussed work plans, established liaison responsibilities, coordinated project schedules and confirmed other general arrangements.
- Obtained and reviewed documentation provided by the project team pertaining to the project.
- Conducted interviews and on-site observation to evaluate the current, and future, needs and standards of satisfaction and performance of the Department with representatives from the following agencies:
 - Greenville Fire Department
 - Greenville Administration
 - Greenville First Responders
 - Neighboring Fire Departments
 - Outagamie Sheriff's Department
 - Station and Major Equipment Review
 - Fire District Tour and Review

Interviews and observations primarily focused on the following:

- Current Fire/EMS operations, staffing and levels of service
 - Fire/EMS workload, call volume and activity
 - Current and anticipated budget issues
 - Land use records
 - Economic development plans
 - Facilities
 - Major Equipment
- Prepared for and facilitated a project status meeting to discuss the results of the interviews and on-site observations with the Project Team.
 - Reviewed the present Fire/EMS workflows and processes to analyze and develop potential organizational and operational requirements. This review was based on the Commission of Fire Accreditation International (CFAI) categories and criteria. The performance indicators that were examined include the following:
 - Assessment and Planning



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- Determined any public safety industry standards and trends related to the Department's operational requirements. During the development of all recommendations, RW considered many factors and standards as a basis for recommendations, including:
 - National Highway Safety Traffic Administration (NHSTA)
 - National Fire Service Accreditation Program (NFSAP)
 - National Fire Protection Association (NFPA)
 - Federal Emergency Management Association (FEMA)
 - National Fire Administration (NFA)
 - Occupational Safety and Health Administration (OSHA)
 - Insurance Services Office (ISO) Rating Schedule
 - Local Fire Protection Ordinances
 - State of Wisconsin Statutes and Administrative Code
 - Developed a comprehensive Fire/EMS station location analysis, utilizing the information provided by the documentation received, the interviews and on site observations. The projected growth and level of service needs were considered during the development of these recommendations. Recommendations included:
 - Effectiveness, efficiency and performance of current Fire/EMS operations
 - Efficient utilization of station resources
 - Future growth projections
 - Current and future major equipment needs
 - Personnel and staffing needs
 - Any other issues identified during the analysis
 - Facilitated a Recommendations Meeting to present preliminary recommendations and obtain feedback from the Project Team.
 - Listed and described the findings and recommendations on the Fire/EMS assessment and planning, goals and objectives, financial resources, physical resources, human resources, essential resources and external system relations, and all other items evaluated and analyzed during the project.
 - Assembled the **Study** document. Performed a detailed quality assurance review of the document to ensure that the document meets the expectations of the Project Team and conforms to RW's standards.



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- Prepared and delivered the draft **Study** to the Project Team for review.
- Facilitated a **Study** Review Meeting with the Project Team one (1) week after initial delivery to answer questions regarding the content of the Plan. Made any changes to the Plan based on the discussions at the **Study** Review Meeting. Produced and delivered the final document copies to the Project Team.
- Presented the findings and recommendations of the **Study** to the Village Board.

Overview of the Current Demographics and Environment

The Town of Greenville has a population of approximately 10,467 and covers an area of approximately 36 square miles. The Town of Greenville is located in south central Outagamie County. The Town has experienced a rapid rate of growth, with its population growing 147 percent between 1990 and 2008. Greenville has a diverse landscape with rural lands and a central unincorporated village area containing subdivisions, commercial establishments, and municipal buildings. The Outagamie County Regional Airport is located within the boundaries of the Town, and numerous industrial facilities are located in close proximity to the airport. The Town of Greenville is bordered by the Town of Ellington on the north, the towns of Hortonia and Dale on the west, the Town of Grand Chute on the east, the Town of Center to the northwest and the towns of Clayton and Menasha (Winnebago County) to the south. The Village of Hortonville is adjacent to the northwest corner of the Town. The Fire Department currently has 50 members and 15 First Responders. The Department has two full time members and the Chief is part time. The Department operates out of 1 fire station. The current ISO rating is 5/10.

Fire Department Capital Improvement & Staffing Needs Study

To present the findings and recommendations that resulted from the engagement, RW has prepared this document; commonly referred to as the ***Fire Department Capital Improvement & Staffing Needs (Study)***. The **Study** includes RW's specific recommendations related to the Center for Public Safety Excellence Categories.

The remainder of this report is structured as follows:

- Chapter 2 – Operational Recommendations: This section lists the findings and presents recommendations on the current and future issues associated with organizational aspects of the Department. This section is outlined in the following sections:
 - Assessment and Planning
 - Goals and Objectives



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-
- Chapter 3 – Implementation Plan: This chapter contains a phased implementation for the recommendations made in the **Study**.
 - Chapter 4 - Estimated Budget: Expenditures for RW's recommendations are presented, along with anticipated benefits related to the recommended approaches.
 - Chapter 5 – Management Summary: A summarized version of the **Study** is presented, highlighting the projects objectives and recommendations.
 - Chapter 6 – Glossary of Terms: A glossary of terms is presented for reference.



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CHAPTER 2 – OPERATIONAL RECOMMENDATIONS

Operational Overview and Recommendations

As stated earlier, the objectives of this project were to evaluate the Town of Greenville Fire Department (Department) and make recommendations for the Department's long term capital and staffing needs. The Report includes findings and recommendations relating to the assessment and Planning, Goals and Objectives, Financial Resources, Physical Resources, Human Resources, Essential Resources and External System Relations of the Fire Department. This section evaluates the Department's present Fire/EMS responses and makes recommendations relating to the categories listed above. This review was based on the Center for Public Safety Excellence (CPSE), formerly the Commission of Fire Accreditation International (CFAI) categories and criteria.

The Greenville Fire Department overall is doing a very good job of maintaining high standards and displayed professionalism throughout the review. Based on our review of other similar departments throughout the United States, we would place the Greenville Fire Department in the top 10% of combination departments of similar size.

Assessment and Planning

RW researched the documentation of the area characteristics, the fire and non-fire risk assessments and response strategies, and the planning within the Department. The following findings and recommendations are based on planning concerns and risk management criteria that will impact outcomes and provide for the basic needs to complete the mission of the Department.

Findings

The Town of Greenville has a population of approximately 10,467 and covers an area of approximately 36 square miles. The Town of Greenville is bordered by the Town of Ellington on the north, the towns of Hortonia and Dale on the west, the Town of Grand Chute on the east, the Town of Center to the northwest and the towns of Clayton and Menasha (Winnebago County) to the south. The Village of Hortonville is adjacent to the northwest corner of the Town.

The Fire department currently has 50 total members with 1 Chief, 1 Deputy Chief, 5 Captains, 5 Lieutenants, and 41 Firefighters assigned to fire suppression. There are 15 First Responders who report to the EMS Director, who in turn reports to the Fire Chief. The Department operates 1 fire station.

The Department's current Insurance Services Office, Inc. (ISO) rating is a 5 in the hydrant areas of the district and a 10 in the rural areas with no hydrants. The rating schedule measures the major elements of a town's fire suppression system. These measurements then are developed into a Public Protection Classification number on a relative scale from 1 to 10, with 10



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representing less than the minimum recognized protection. The schedule is a fire insurance rating tool.

The Department responded to 115 fire-rescue incidents in the year 2011. EMS First Responders received 231 calls for service in 2011. The number of fire-rescue incidents was down 17 or 13% from 2010. During the same period there was an increase of 1 EMS calls from 2010 to 2011.

The PAR Group completed a Review of Fire and Emergency Medical Services for the Town in 2002. This study stated that “the greatest opportunity for mutual benefit exists with the Grand Chute Fire Department. The recommendation to disband the First Responder Corporation and become part of the Fire Department was also part of this study and was implemented. The report also stated that the current location of the station was ideal. A possibility of a satellite station and a joint station with Grand Chute was also discussed in the report. An apparatus replacement schedule was also recommended in this study and appears to have been followed. Recommendations to improve the Department and Town Board relations were also made and followed.

In 2009 a Town of Greenville Year 2030 Comprehensive Plan was completed. The purpose of the Town of Greenville Comprehensive Plan was to aid local officials in making land use decisions that are harmonious with the overall vision for the community’s future while ensuring future sustainability of local natural resources and the agricultural heritage of Greenville. Developing a comprehensive plan is a proactive attempt to create guidelines for future development within a community; the plan evaluates what type of development will benefit the community’s interest while still providing flexibility for land owners and protecting private property rights.

Martenson & Eisele, Inc. completed a Facility Needs Study in December of 2010. The study found that the current station location is in the right location for good response times. They also stated that it was beneficial for inter-department communications. The deficiencies noted were as follows:

- The building is at capacity for vehicle and equipment storage
- The off road/water rescue trailer and vehicle cannot be stored front to back and therefore must be maneuvered prior to leaving on a call.
- Turn out gear lockers are currently placed at the back of the bay housing the brush fire vehicle. This is considered a safety hazard if this vehicle were to somehow be moved in reverse while other firefighters are changing behind it.
- The recent renovations of the vehicle bay into a training room are seen as a strain on the building. The training room is undersized for the type of programs the Department had hoped to use it for and as a result the room has evolved into a large storage room. The Department now feels the loss of the vehicle bay is not justified.
- Public access into the meeting room interferes with the Department use of the space. The Department cannot leave training equipment in place which means it must be stored elsewhere between uses. This adds to the overall lack of storage space in the building.



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- Sanitary facilities for the fire fighters are not adequate. No shower facilities exist.

The Department does not have a “standard of cover” for emergency deployment, which outlines response time, pumping capacity and apparatus and equipment deployment objectives.

The water supply system is provided by the Town, and is utilized in the planning effort of the Town as it relates to development. The water supply system of the Town was found to be adequate. The Department takes an active role in promoting fire protection suppression and detection systems as part of the development and planning process.

The Department does not have a prepared and updated long-range plan, which includes stations, vehicles and personnel for the next five (5) to (10) years. This study was initiated to help provide the basis for the long range strategic plan.

There are no current annexation issues or concerns with neighboring communities.

Recommendations

- RW feels that the Town’s growth plan and the current incident response statistics show no need for improved station coverage, which includes additional satellite stations. Specific recommendations in these areas are covered in the Physical Resources section, of this chapter.
- A fire risk assessment and response strategy listing the nature and magnitude of the hazards within the Town should be completed. The fire risks in each planning zone, including required fire protection resources and special, routine and isolated hazards need to be identified so an accurate “standard of cover” strategy can be established. The risk assessment and the recommendations and implementation plan in this report will provide the basis for a comprehensive strategic plan.

Goals and Objectives

RW performed an evaluation of the department’s goals and objectives, and has made recommendations for future documentation.

Findings

The Fire Department did not have a written mission statement or corresponding goals and objectives.

Recommendations

- RW Management recommends the Fire Department define and development a formal written mission statement with corresponding goals and objectives. The entire Department should participate in the development of the mission statement, goals and



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objectives. Once completed, everyone on the Department needs to be familiar with the mission of the Department and how the Department is going to achieve its mission.

Financial Resources

RW reviewed how the Department handled financial issues.

Findings

The Fire Chief develops the budget with input and recommendations from the Officers and firefighters. The budget then goes to the Town Administrator and Town Board for review and approval.

Budget reports from the Town are reviewed on a monthly basis. The Town also has an independent audit conducted annually.

Recommendations

- RW recommends that the Town and the Department incorporate the capital equipment and station recommendations from this report into the long term capital improvement plan.

Physical Resources

This section evaluates the Department's fixed facility, apparatus and maintenance and related personnel needs.

Findings

The Department currently has one (1) station. The facility is maintained and managed to meet the agency's mission. The design of the facility is not conducive to full time personnel. This facility is in compliance with most federal, state and local regulations. The removal of diesel exhaust is not in compliance with National Fire Protection Association (NFPA) 1500, Chapter 9 or the National Institute for Occupational Safety and Health (NIOSH) recommendations that workers exposures to diesel exhaust be reduced to the lowest feasible concentration.

The station location is ideal for the Department's coverage area. Several maps of the coverage areas and incident response for the Town were reviewed. Call statistics and actual incident response time for specific map locations were reviewed and utilized to form the basis of an ideal response area. The current location allow for easy access and response from the majority of department personnel and acceptable apparatus response to incidents.



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The ideal standards of coverage for fire and emergency medical responses are 4-6 minutes from the time that the call is dispatched until the unit arrives on the scene. This standard is consistent with the standards of the following agencies;

- Occupational Safety and Health Administration (OSHA)
- National Highway Traffic Safety Administration (NHTSA)
- National Fire Protection Association (NFPA)
- American Heart Association Guidelines for Defibrillation and CPR
- National Standard of Care for EMS Response
- Journal of American Medical Association
- Commission on Accreditation of Ambulance Services (CAAS)
- American Ambulance Association (AAA)

These established national standards for response have proven to be valid and will be utilized in legal cases as being the benchmark to which services will be judged. The Department currently meets these standards with the current station location, and current staffing levels.

As noted in the Planning and Assessment section of this report, Martenson & Eisele, Inc. completed a Facility Needs Study in December of 2010. The study found that the current station location is in the right location for good response times. They also stated that it was beneficial for inter-department communications. The deficiencies noted previously, were as follows:

- The building is at capacity for vehicle and equipment storage
- The off road/water rescue trailer and vehicle cannot be stored front to back and therefore must be maneuvered prior to leaving on a call.
- Turn out gear lockers are currently placed at the back of the bay housing the brush fire vehicle. This is considered a safety hazard if this vehicle were to somehow be moved in reverse while other firefighters are changing behind it.
- The recent renovations of the vehicle bay into a training room are seen as a strain on the building. The training room is undersized for the type of programs the Department had hoped to use it for and as a result the room has evolved into a large storage room. The Department now feels the loss of the vehicle bay is not justified.
- Public access into the meeting room interferes with the Department use of the space. The Department cannot leave training equipment in place which means it must be stored elsewhere between uses. This adds to the overall lack of storage space in the building.
- Sanitary facilities for the fire fighters are not adequate. No shower facilities exist.

In addition to the issues noted in the previous report, there are now two full firefighter/EMTs and there are no dorm rooms, adequate male-female locker room/shower facilities, or adequate kitchen facilities in the building. There is inadequate provisions for diesel exhaust removal and limited parking for responding personnel.

The apparatus are fully equipped for structural firefighting, water supply, emergency medical response, extrication and rescue. The vehicles are checked on a regular basis and have adequate maintenance provisions. The current Department apparatus are well designed and



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meet the Department's goals and objectives. The Department has 3 engines, 1 rescue truck and 3 utility vehicles.

The Department has an emergency vehicle technician for maintenance service and emergency repair of all apparatus. A schedule is established and appears to meet the need for service and reliability of emergency apparatus. The Department equipment resources were adequate and well maintained. There was regular preventive maintenance and repairs on the equipment and an inventory control system was in place.

There is a capital Improvement program set up which outlines the replacement schedule for the apparatus, although the station maintenance or replacement is not part of that plan.

Recommendations

- RW recommends that the Department establish a written "standard of cover" for emergency deployment, which accurately reflects the Department's capabilities. This should be based on the Risk Assessment that was recommended in the Assessment and Planning chapter of this report.
- RW recommends that a new station be built at the current location and that the new station includes drive through apparatus bays, male/female locker room/shower facilities, a turn-out gear changing area, a diesel exhaust removal system, improved kitchen facilities and training facilities and a dorm rooms for at least four firefighters.
- The following graph shows the recommendations for the capital improvement plan update for vehicle replacements:

Major Equipment	Age	Replacement Date	Estimated Cost at Replacement
Eng. 5321	2010	2030	\$1,500,000
Eng. 5361	2004	2022	\$885,000
Eng. 5362	1997	2017	\$630,000
Res. 5371	2005	2025	\$1,000,000



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Utility 5381	2006	2021	\$197,000
Utility 5382	2000	2015	\$139,000
Polaris 6X6	2004	2019	\$17,000
Ladder Truck		Mut. - Auto	

- RW conducted a review of the current station location, along with an architectural representative from Short, Elliott, Hendrickson, Inc. an Architectural firm and determined that the needs of a new station could be met on the current site. Based on the Town's 2030 Comprehensive Plan, which projects the Town's growth to the East and North, RW's recommendation is to keep the station at or near the current location. RW does not feel there will be a need for additional satellite stations through 2030. Attachments A and B at the end of the report show the recently built Elkhorn and Bellevue Fire stations superimposed on the site location of the current station. Based on these attachments and RW's on-site review it was determined that the current station site could be utilized and provide for the needs of the department and that there was not a need to buy additional property. The option of purchasing additional property a block away from the current site would still be an option that is available to the Town.

The Elkhorn station is 17,969 s.f. and the Bellevue station is 14,218 s.f. These stations have 6 stalls for apparatus with 2 drive through bays, 14' overhead doors, 50 person training rooms, offices, kitchenette, day rooms, decontamination rooms, SCBA maintenance and compressor rooms, turnout gear rooms. Bellevue also has men's and woman's locker/shower rooms, dispatch office, storage mezzanine and equipment rooms in apparatus bays. Neither facility has a basement.

Human Resources

RW reviewed the development and utilization of human resources for the Department. The Department's organizational chart, Town policies and standard operating guidelines were examined to provide a basis for the completion of this section.

Findings

There is currently no designated personnel manager for the Fire Department.



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Human resource polices, along with job descriptions for all personnel are in place. The Department also has current standard operating guidelines in place.

The Department has recently put a mandatory physical plan in place for all members. A written physical/fitness program is not in place at this time. The Department does not have a risk management or career development plan in place.

Recommendations

- RW recommends that the Town Administrator be designated as the personnel manager for the Department. This will provide the Fire Chief with someone who has daily human resource knowledge and activity.
- RW also recommends that the Department develop a career development program and a written health and fitness program for the Department. The mandatory physicals should be part of the health and fitness program.
- The Department Health and Safety Committee should begin putting together a risk management and safety program for the Department.
- The administrative staffing recommendations will be found in the External System Relations portion of this report.

Essential Resources

RW interviews and document review provided a basis for the completion of this section.

Findings

The water supply in most of the coverage area is covered by a hydrant system, which is capable and adequate. Mutual Aid Box Alarm System (MABAS) provides for Tender coverage for the areas that do not have hydrants.

A county wide VHF Communications system is in place and dispatch is provided by a county wide dispatch center. This system provides interoperability with mutual aid departments. The County is behind on their required narrow banding of this system, which needs to be completed by the end of the year. The Communication Center does have adequate communication standard operating guidelines in place.

The management information system does support the current needs of the Department. Expansion to mobile data computers in the apparatus is being considered. The station computers are not connected to the Town computer system. There is limited administrative support and resources available to the Department.



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Recommendations

- RW recommends that the Department moves forward with mobile data computers in some of the first response vehicles. This will provide better access to incident information, mapping and pre-plans.
- Administrative staffing options are recommended in the next section of this report.

External System Relations

This section of the report covers external department relations for fire, EMS and police coverage and their effect on the station and staffing needs of the Department./

Findings

The Department does not have a strategic plan in place that would also address the external relationships and potential for changes in those relationships based on population and economic factors.

The MABAS agreement and related auto-aid agreements, box cards and standard operating guidelines are functioning well.

The Law Enforcement coverage in the Town is covered by an intergovernmental agreement with the Outagamie County Sheriff's Department.

Emergency Medical Service (EMS) is covered with the department first responders and Gold Cross Ambulance.

Recommendations

- RW recommends that the current contract with the Sheriff's Department has been working well and should be kept in place. It is not anticipated that there will be a need to look at a separate Town Police Department through the next 10-15 years.
- There is a good working relationship with Gold Cross Ambulance and the Department First Responders. RW recommends that the Town continue to utilize this contract in the foreseeable future. RW further recommends that the First Responders continue to be an integral part of the fire department and remain under the command structure of the Fire Chief.
- RW recommends that the Department expand their auto-aid agreements with all of the agencies that surround the Town. This will help to improve response times, provide greater availability of resources and help to build a better working relationship with all of the surrounding fire departments. A written auto-aid agreement must be in place to cover the Town's liability for mutual aid that has not gone to the MABAS box level.



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- Create a committee to work together with Grand Chute Fire Department and the Town of Grand Chute to further increase the interoperability with the Grand Chute Fire Department and provide increased services on the East side of the Town of Greenville and the West side of the Town of Grand Chute. Initial discussions should focus on joint administrations and administrative support and staffing.



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CHAPTER 3 – IMPLEMENTATION PLAN

Implementation Plan by Priority

To properly and successfully implement the recommendations made for a new station, personnel, equipment and related recommendations, certain key components must be addressed. Without the implementation of these components, overall services, productivity and cost saving benefits will be tempered and system performance will suffer.

The following implementation plan lists, by priority, those requirements that satisfy the principles of comprehensive delivery of fire service protection. The plan has been developed also considering the benefits that have a high overall return to the residents, the Department, the Town and the neighboring communities. Using this approach, the Town will not only be moving toward sound fire department services, practices and systems, but they will also be implementing changes in operations, services and technology that yield the highest returns first. The exact details and dates for the building of a new fire station are left up to the project team to determine the specifics of how the current station location, land and adjoining properties are best utilized. The actual implementation years for the construction of this building are also flexible, so that efficient and effective budget decisions can be made during the planning process.

Fiscal Year 2012

The goal for the first year of implementation should be to begin planning for the comprehensive implementation of the recommendations. The following areas are to be implemented during the remainder of this year:

- Define a Project Team made up of members from the Town and Department. This team will provide oversight of the Fire Department Capital Improvement and Staffing Needs Study recommendations and of the planned station development and construction efforts and work with internal and external resources to coordinate efforts.
- Provide for project management to oversee the entire project for the next five (5) years. The project manager will be responsible for keeping the project on track and moving ahead.
- Complete a fire risk assessment and response strategy listing the nature and magnitude of the hazards within the Town. The fire risks in each planning zone including the required fire protection resources and special, routine and isolated hazards need to be identified.
- Define and develop a formal written mission statement with corresponding goals and objectives.
- Develop a written “standard of cover” for emergency deployment, which accurately reflects the Department’s capabilities.



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CHAPTER 3 – IMPLEMENTATION PLAN

- Designate the Town Administrator as the personnel manager for the Department.
- Develop a career development program for the Department
- Develop a written health and fitness program for the Department.
- Begin the process to expand auto-aid agreements with all adjoining fire departments.
- Begin discussions with the Town of Grand Chute to further increase the interoperability with the Gran Chute Fire Department and provide increased services on the East side of the Town of Greenville and the West side of the Town of Grand Chute.
- The project team should take the information from this report and begin developing a strategic plan for the Department that encompasses the next ten (10) years.

Fiscal Year 2013

The goal for the second year of implementation is to begin the station building and planning process and recommendations within the budget and resource constraints. The following areas are to be developed during this year:

- Complete the auto-aid agreements with the surrounding departments.
- Complete the long term strategic plan for the Department. The Town Board should approve this plan.
- Proceed forward with the Town Board adopting multi-jurisdictional agreements with the Town of Gran Chute to increase the strategic alliance with the Gran Chute Fire Department.
- Begin planning for construction of the new station which will need to include contracting with an architectural firm to complete the building designs and provide construction management, site verification, etc. The exact timetable for each of these specific areas should be determined by the project team and recommended to the Town Board.
- Complete the implementation of laptop computers in the response vehicles. Implement a digitized mapping and pre-plan system on the laptops for easy and quick retrieval of incident location, occupancy and pre-plan information.
- The Health and Safety Committee should begin putting together a risk management and safety program for the Department.
- Establish a written Department health and fitness program.



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CHAPTER 3 – IMPLEMENTATION PLAN

Fiscal Years 2014-2020

The goal for the remaining years of implementation is to continue implementing the strategic plan and recommendations within the budget and resource constraints. The following areas are to be developed during these years:

- Develop specifications for the purchase of the replacement vehicle for Utility 5382 to be replaced in 2015.
- Construct the new Fire Station and make coverage and storage arrangements for apparatus during this period.
- Purchase the new utility 5382 as specified for 2015.
- Make needed adjustments, changes and updates to the Department strategic plan.
- Complete the move into the new station.
- Develop specifications for the purchase of Engine 5362 for purchase in 2017.
- Develop specifications for the purchase of replacement Polaris 6 X 6, to be purchased in 2019.
- Develop specifications for the purchase of replacement Utility 5381, to be purchased in 2021.
- Develop specifications for the purchase of Engine 5361, if needed, depending on the progress of the strategic alliance with Grand Chute Fire Department.
- Continue to complete and update the Fire Department Strategic Plan.



TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY

CHAPTER 4 – ESTIMATED BUDGET

Project Budget

Chapter 4 presents budget estimates for the apparatus and station recommendations. The budget has been developed considering the recommendations presented throughout this document. The actual spreadsheet is displayed in Chapter 4.A Estimated Budget Worksheet.

As with any project, these estimates were developed anticipating that the Town would implement the plan as presented, and in the timeframes specified. Should the project timeframes be lengthened, or the scope or direction of the project be changed, the budget estimates would need to be adjusted accordingly. The cost of the equipment has been projected for the anticipated year of purchase. Years 2014 through 2020 are lumped together in one column. This is to allow for the project team to determine the exact years of implementation for the building of the station. The dollars shown in this column are totals for each phase of the project and should represent accurate estimates for the entire 7 year period.

The budget is presented to provide the basis for the continuing project efforts should the Town adopt the recommendations and begin implementation of the recommendations. The budget is characterized by the following major components:

- Operational Expenses – Expenses associated with project management and related costs. These costs are based on external project management and may or may not be lower if the project management is handled internally.
- Capital Expenses - Major Equipment Purchases – Cost associated with the replacement of apparatus according to the included replacement schedule.
- Facilities Plan – Costs associated with the demolition and building construction of a replacement fire station.

Benefits

As a result of implementing RW's recommendations, the Town, the Department and the citizens living in the township should realize significant tangible benefits, mitigate liabilities, and justify the recommended investment. The following tangible and intangible benefits should be realized as a result of implementation of the study recommendations:

- Improve the confidence and abilities of emergency response personnel to handle emergency incidents, by improving apparatus, and maintaining the appropriate facilities.
- Provides a long-term approach for the Town to use as a planning guide for budgetary and operational considerations. This approach improves efficiencies by reducing repetitive processes and provides for a structured management plan.



TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY

CHAPTER 4 – ESTIMATED BUDGET

- Mitigate liability due to the ability to meet the accepted national standards. These standards are nationally recognized in a court of law.
- Provides a pro-active approach to planning for the future development of the community by detailed evaluation of the fire department station location.
- Provides a well-defined, coordinated plan for the proper implementation of fully functional Fire Department Facilities.
- Provides a long-term approach for the Town to use as a planning guide for budgetary and operational considerations. This approach improves efficiencies by reducing repetitive processes and provides for a structured management plan.
- Improve the confidence and abilities of emergency response personnel to handle emergency incidents, by providing the appropriate facilities, management, organizational structure and technology.
- Improve coordination of information between the emergency agencies and outside departments, such as adjacent municipalities, highway maintenance, public works departments and other utilities.
- Improve coordination and productivity during major incidents and disasters with all involved agencies, including the on scene command posts, Emergency Government and the Emergency Operations Center.
- Increase and improve the level of service to citizens by providing staff with the ability to have quicker access to incident information, through the utilization of laptop databases, allowing for a better prepared response unit, to citizen requests for assistance.
- Provide the Town management with timelier, accurate information and decision-making tools, which should result in increased productivity.
- Increase quality improvement through a continuous self-assessment capable of identifying and correcting deficiencies and building on strong points. This will also foster pride within the Department and national recognition by the community and peers. This will also assure that the Department is utilizing best practices and instills community pride.
- Stabilize the Departments rate of spending for the next ten years, which will allow the Department to handle the rapid growth of the community and yet keep in line with the current rate of assessed value growth.
- The improvement and retention of the overall fitness and health of the Department members. This should contribute to the mitigation or work accidents, occupational exposure, hazard awareness and the reduction of loss time injuries and legal actions.



**TOWN OF GREENVILLE
PUBLIC SAFETY MANAGEMENT PLAN
CHAPTER 4.A – ESTIMATED BUDGET WORKSHEET**

	2012 in dollars		2013 in dollars		2014-2020 in dollars	
	Low	High	Low	High	Low	High
Operational Expenses						
Project Team						
IS and Office Support Needs	\$300	\$500	\$300	\$500	\$300	\$500
Project Management	\$30,000	\$40,000	\$30,000	\$40,000	\$60,000	\$100,000
Sub-Total	\$30,300	\$40,500	\$30,300	\$40,500	\$60,300	\$100,500
Operational Expense Total	\$30,300	\$40,500	\$30,300	\$40,500	\$60,300	\$100,500
Capital Expenses						
Major Equipment Purchases						
Replace Utility 5382	\$0	\$0	\$0	\$0	\$125,000	\$150,000
Replace Engine 5362	\$0	\$0	\$0	\$0	\$900,000	\$1,100,000
Replace Polaris 6 X 6	\$0	\$0	\$0	\$0	\$17,000	\$20,000
Replace Utility 5381	\$0	\$0	\$0	\$0	\$180,000	\$210,000
Replace Engine 5361	\$0	\$0	\$0	\$0	\$1,400,000	\$1,750,000
Replace Rescue 5371	\$0	\$0	\$0	\$0	\$900,000	\$1,250,000
Replace Engine 5321	\$0	\$0	\$0	\$0	\$2,900,000	\$3,600,000
Sub-Total	\$0	\$0	\$0	\$0	\$6,422,000	\$8,080,000
Facilities Plan						
Develop RFP for Architect	\$0	\$0	\$15,000	\$20,000	\$0	\$0
Schematic Design Development	\$0	\$0	\$0	\$0	\$25,000	\$35,000
Design Development and Budget	\$0	\$0	\$0	\$0	\$12,000	\$16,500
Develop Construction Bid Set	\$0	\$0	\$0	\$0	\$75,000	\$85,000
Building Demolition	\$0	\$0	\$0	\$0	\$6,000	\$10,000
Building Construction	\$0	\$0	\$0	\$0	\$2,500,000	\$4,000,000
Site Survey Contingency	\$0	\$0	\$0	\$0	\$5,000	\$6,000
Soil Borings	\$0	\$0	\$0	\$0	\$4,000	\$5,000
Construction Administration	\$0	\$0	\$0	\$0	\$33,000	\$37,000
Bidding or Negotiation	\$0	\$0	\$0	\$0	\$7,500	\$10,000
Contractors Overhead and Profit	\$0	\$0	\$0	\$0	\$425,000	\$475,000
Contingency	\$0	\$0	\$0	\$0	\$250,000	\$300,000
Sub-Total	\$0	\$0	\$15,000	\$20,000	\$3,342,500	\$4,979,500
Capital Expense Total	\$0	\$0	\$15,000	\$20,000	\$6,422,000	\$8,080,000
Operational Expense Total	\$30,300	\$40,500	\$30,300	\$40,500	\$60,300	\$100,500
YEARLY GRAND TOTAL	\$0	\$0	\$15,000	\$20,000	\$9,764,500	\$13,059,500



**TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY**

CHAPTER 5 – MANAGEMENT SUMMARY

Project Objectives

The Town of Greenville (Town) determined the need to conduct a Fire Department Capital Improvement and Staffing Needs Study. The Study will provide recommendations and options for long-range planning of fire station location and potential for staffing needs. Based upon the proposal submitted by RW Management Group, Inc. (RW) in January, 2012, the scope of the project was that the Town of Greenville (Town) determined the need to perform a Fire Department Capital Improvement and Staffing Needs Study to assist the Town and Fire Department in developing a long-range plan for the location and potential restructuring of stations. This study was designed to have an independent consultant review current department facilities, assess their adequacy and provide recommendations on future facility needs. The Town also asked for a review of equipment and vehicles to be conducted, to assess equipment needs based on the services offered by the Department and EMS and make recommendations on future equipment needs. Finally, the Town desired to have an evaluation of the overall organization and staffing levels of the Fire and EMS Department and receive a recommended timeline for implementation of any changes.

The findings and recommendations are related to the physical facilities, response times and related human resources and equipment of the Fire Department. The review included the following categories:

- **Assessment and Planning**
- **Goal and Objectives**
- **Financial Resources**
- **Physical Resources**
- **Human Resources**
- **Essential Resources**
- **External Systems Relations**

Operational Recommendations

There are recommendations relating to the assessment and planning, goals and objectives, financial resources, physical facilities, human resources, essential resources and external systems relations. These recommendations relate to potential organizational and operational requirements. This review was based on the Center for Public Safety Excellence Categories Program Criterion and the recommendations are in order based on the accreditation categories.



**TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY**

CHAPTER 5 – MANAGEMENT SUMMARY

- RW feels that the Town's growth plan and the current incident response statistics show no need for improved station coverage, which includes additional satellite stations. Specific recommendations in these areas are covered in the Physical Resources section, of this chapter.
- A fire risk assessment and response strategy listing the nature and magnitude of the hazards within the Town should be completed. The fire risks in each planning zone, including required fire protection resources and special, routine and isolated hazards need to be identified so an accurate "standard of cover" strategy can be established. The risk assessment and the recommendations and implementation plan in this report will provide the basis for a comprehensive strategic plan.
- RW Management recommends the Fire Department define and development a formal written mission statement with corresponding goals and objectives. The entire Department should participate in the development of the mission statement, goals and objectives. Once completed, everyone on the Department needs to be familiar with the mission of the Department and how the Department is going to achieve its mission.
- RW recommends that the Town and the Department incorporate the capital equipment and station recommendations from this report into the long term capital improvement plan.
- RW recommends that the Department establish a written "standard of cover" for emergency deployment, which accurately reflects the Department's capabilities. This should be based on the Risk Assessment that was recommended in the Assessment and Planning chapter of this report.
- RW recommends that a new station be built at the current location and that the new station includes drive through apparatus bays, male/female locker room/shower facilities, a turn-out gear changing area, a diesel exhaust removal system, improved kitchen facilities and training facilities and a dorm rooms for at least four firefighters.
- A graph showing the recommendations for the capital improvement plan update for vehicle replacements was provided in Chapter 2 of the report.
- RW recommends that the Town Administrator be designated as the personnel manager for the Department. This will provide the Fire Chief with someone who has daily human resource knowledge and activity.
- RW also recommends that the Department develop a career development program and a written health and fitness program for the Department. The mandatory physicals should be part of the health and fitness program.



**TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY**

CHAPTER 5 – MANAGEMENT SUMMARY

- The Department Health and Safety Committee should begin putting together a risk management and safety program for the Department.
- The administrative staffing recommendations will be found in the External System Relations portion of this report.
- RW recommends that the Department moves forward with mobile data computers in some of the first response vehicles. This will provide better access to incident information, mapping and pre-plans.
- RW recommends that the current contract with the Sheriff's Department has been working well and should be kept in place. It is not anticipated that there will be a need to look at a separate Town Police Department through the next 10-15 years.
- There is a good working relationship with Gold Cross Ambulance and the Department First Responders. RW recommends that the Town continue to utilize this contract in the foreseeable future. RW further recommends that the First Responders continue to be an integral part of the fire department and remain under the command structure of the Fire Chief.
- RW recommends that the Department expand their auto-aid agreements with all of the agencies that surround the Town. This will help to improve response times, provide greater availability of resources and help to build a better working relationship with all of the surrounding fire departments. A written auto-aid agreement must be in place to cover the Town's liability for mutual aid that has not gone to the MABAS box level.
- Create a committee to work together with Grand Chute Fire Department and the Town of Grand Chute to further increase the interoperability with the Grand Chute Fire Department and provide increased services on the East side of the Town of Greenville and the West side of the Town of Grand Chute. Initial discussions should focus on joint administrations and administrative support and staffing.

Implementation Plan by Priority

Fiscal Year 2012

The goal for the first year of implementation should be to begin planning for the comprehensive implementation of the recommendations. The following areas are to be implemented during the remainder of this year:

- Define a Project Team made up of members from the Town and Department. This team will provide oversight of the Fire Department Capital Improvement and Staffing Needs Study



**TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY
CHAPTER 5 – MANAGEMENT SUMMARY**

recommendations and of the planned station development and construction efforts and work with internal and external resources to coordinate efforts.

- Provide for project management to oversee the entire project for the next five (5) years. The project manager will be responsible for keeping the project on track and moving ahead.
- Complete a fire risk assessment and response strategy listing the nature and magnitude of the hazards within the Town. The fire risks in each planning zone including the required fire protection resources and special, routine and isolated hazards need to be identified.
- Define and develop a formal written mission statement with corresponding goals and objectives.
- Develop a written “standard of cover” for emergency deployment, which accurately reflects the Department’s capabilities.
- Designate the Town Administrator as the personnel manager for the Department.
- Develop a career development program for the Department
- Develop a written health and fitness program for the Department.
- Begin the process to expand auto-aid agreements with all adjoining fire departments.
- Begin discussions with the Town of Grand Chute to further increase the interoperability with the Grand Chute Fire Department and provide increased services on the East side of the Town of Greenville and the West side of the Town of Grand Chute.
- The project team should take the information from this report and begin developing a strategic plan for the Department that encompasses the next ten (10) years.

Fiscal Year 2013

The goal for the second year of implementation is to begin the station building and planning process and recommendations within the budget and resource constraints. The following areas are to be developed during this year:

- Complete the auto-aid agreements with the surrounding departments.
- Complete the long term strategic plan for the Department. The Town Board should approve this plan.
- Proceed forward with the Town Board adopting multi-jurisdictional agreements with the Town of Grand Chute to increase the strategic alliance with the Grand Chute Fire Department.



TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY

CHAPTER 5 – MANAGEMENT SUMMARY

- Begin planning for construction of the new station which will need to include contracting with an architectural firm to complete the building designs and provide construction management, site verification, etc. The exact timetable for each of these specific areas should be determined by the project team and recommended to the Town Board.
- Complete the implementation of laptop computers in the response vehicles. Implement a digitized mapping and pre-plan system on the laptops for easy and quick retrieval of incident location, occupancy and pre-plan information.
- The Health and Safety Committee should begin putting together a risk management and safety program for the Department.
- Establish a written Department health and fitness program.

Fiscal Years 2014-2020

The goal for the remaining years of implementation is to continue implementing the strategic plan and recommendations within the budget and resource constraints. The following areas are to be developed during these years:

- Develop specifications for the purchase of the replacement vehicle for Utility 5382 to be replaced in 2015.
- Construct the new Fire Station and make coverage and storage arrangements for apparatus during this period.
- Purchase the new utility 5382 as specified for 2015.
- Make needed adjustments, changes and updates to the Department strategic plan.
- Complete the move into the new station.
- Develop specifications for the purchase of Engine 5362 for purchase in 2017.
- Develop specifications for the purchase of replacement Polaris 6 X 6, to be purchased in 2019.
- Develop specifications for the purchase of replacement Utility 5381, to be purchased in 2021.
- Develop specifications for the purchase of Engine 5361, if needed, depending on the progress of the strategic alliance with Grand Chute Fire Department.



**TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY**

CHAPTER 5 – MANAGEMENT SUMMARY

- Continue to complete and update the Fire Department Strategic Plan.

Benefits

- Improve the confidence and abilities of emergency response personnel to handle emergency incidents, by improving apparatus, and maintaining the appropriate facilities.
- Provides a long-term approach for the Town to use as a planning guide for budgetary and operational considerations. This approach improves efficiencies by reducing repetitive processes and provides for a structured management plan.
- Mitigate liability due to the ability to meet the accepted national standards. These standards are nationally recognized in a court of law.
- Provides a pro-active approach to planning for the future development of the community by detailed evaluation of the fire department station location.
- Provides a well-defined, coordinated plan for the proper implementation of fully functional Fire Department Facilities.
- Provides a long-term approach for the Town to use as a planning guide for budgetary and operational considerations. This approach improves efficiencies by reducing repetitive processes and provides for a structured management plan.
- Improve the confidence and abilities of emergency response personnel to handle emergency incidents, by providing the appropriate facilities, management, organizational structure and technology.
- Improve coordination of information between the emergency agencies and outside departments, such as adjacent municipalities, highway maintenance, public works departments and other utilities.
- Improve coordination and productivity during major incidents and disasters with all involved agencies, including the on scene command posts, Emergency Government and the Emergency Operations Center.
- Increase and improve the level of service to citizens by providing staff with the ability to have quicker access to incident information, through the utilization of laptop databases, allowing for a better prepared response unit, to citizen requests for assistance.
- Provide the Town management with timelier, accurate information and decision-making tools, which should result in increased productivity.
- Increase quality improvement through a continuous self-assessment capable of identifying and correcting deficiencies and building on strong points. This will also foster pride within the Department and national recognition by the community and peers. This will also assure that the Department is utilizing best practices and instills community pride.



**TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY**

CHAPTER 5 – MANAGEMENT SUMMARY

- Stabilize the Departments rate of spending for the next ten years, which will allow the Department to handle the rapid growth of the community and yet keep in line with the current rate of assessed value growth.
- The improvement and retention of the overall fitness and health of the Department members. This should contribute to the mitigation or work accidents, occupational exposure, hazard awareness and the reduction of loss time injuries and legal actions.



TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY

CHAPTER 6 - GLOSSARY

AAA	American Ambulance Association – An association organized to provide assistance and networking to emergency medical service providers.
ALS	Advanced Life Support – An emergency medical response unit with EMT-Paramedic personnel and equipment. This unit is equipped to provide emergency cardiac and drug intervention care.
APPARATUS	Apparatus is commonly used to describe multiple types of fire trucks.
BLS	Basic Life Support – An emergency medical response unit with EMT personnel and equipment. This unit is equipped to provide basic emergency medical care.
CAAS	Commission on Accreditation of Ambulance Services – An evaluation process developed to measure emergency medical service providers to established and accepted national standard criteria.
CFAI	Commission of Fire Accreditation International – National Fire accreditation process, which has become a part of the Center of Public Safety Excellence.
CPSE	Center for Public Safety Excellence - Evaluation process that measures fire departments to established and accepted national standard criteria. The International City /County Management Association and the International Association of Fire Chiefs were both committed to the development of these standards.
EMS	Emergency Medical Service - This term is utilized to cover the multiple tiers of emergency medical response, from first responder to Paramedic.
FEMA	Federal Emergency Management Agency – A federal government agency responsible for the regulation of disaster management, planning and training.
FIRST RESPONDERS	Individuals, who have completed an approved first responder course and subsequent refresher courses, maintains current CPR for healthcare provider’s certification, hold a current certificate from the State of Wisconsin, be credentialed with a first responder service and follow approved protocols.



**TOWN OF GREENVILLE
FIRE DEPARTMENT CAPITAL IMPROVEMENT & STAFFING NEEDS STUDY**

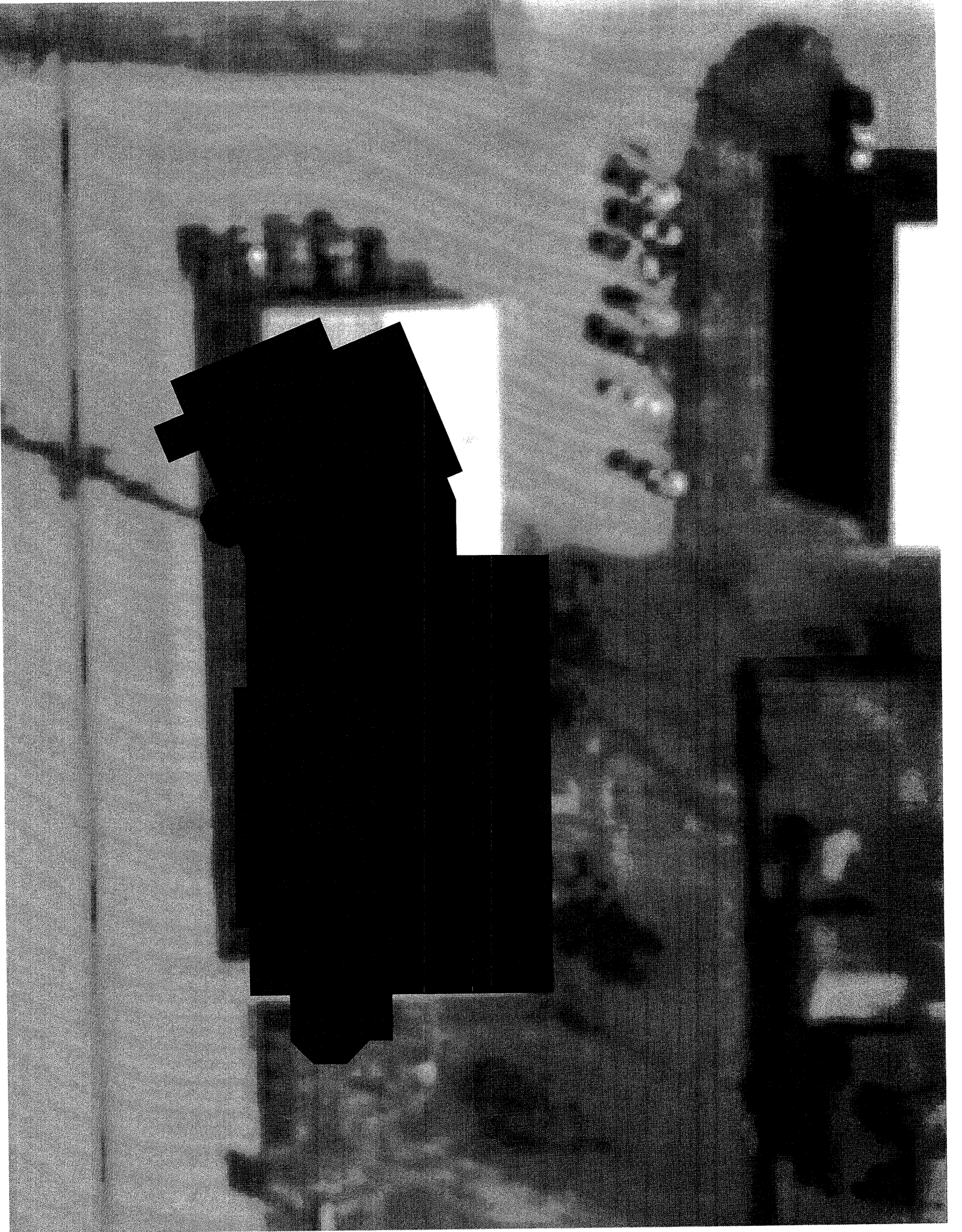
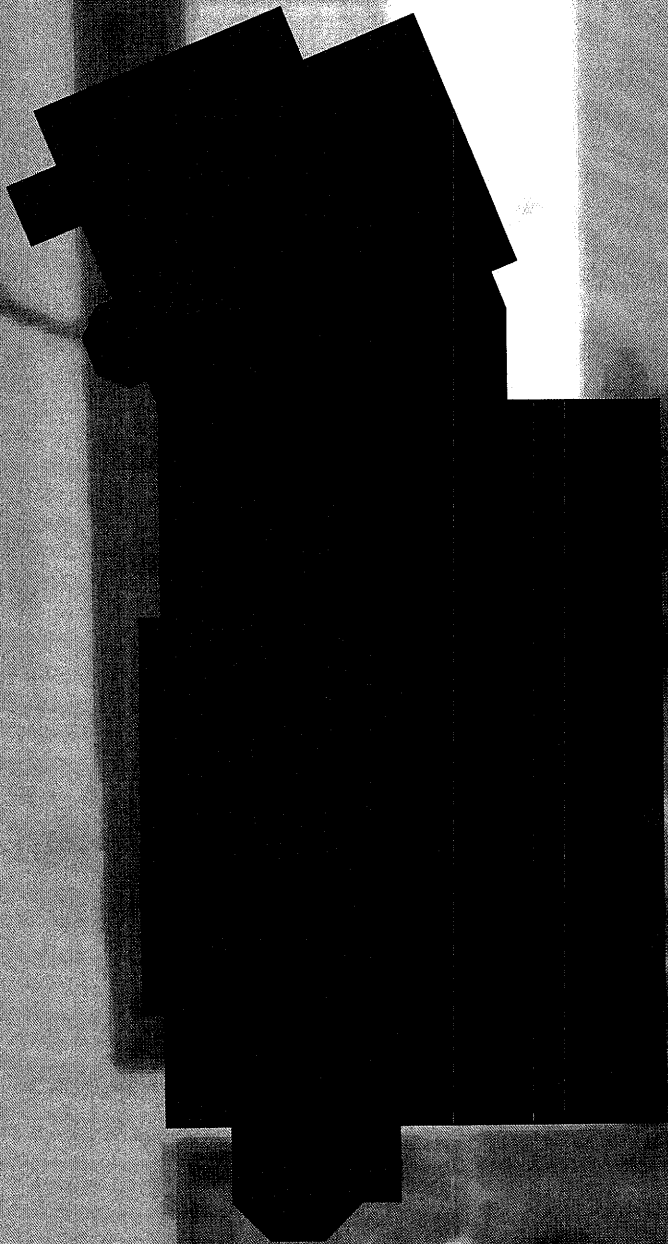
CHAPTER 6 - GLOSSARY

ISO	Insurance Services Office Rating Schedule – System used to rate fire departments for insurance rating purposes.
MABAS	Mutual Aid Box Alarm System – A Wisconsin statutory system in place for the coordination of fire and EMS mutual aid throughout the State of Wisconsin.
MUTUAL AID	Mutual aid is utilized frequently in fires that exceed the capabilities of a department's equipment or available manpower to appropriately fight a large fire. Mutual aid requires a specific request for assistance by the incident commander.
NFPA	National Fire Protection Association - An association organized to reduce the burden of fire on the quality of life by advocating scientifically based consensus codes and standards, research and education for fire and related safety issues.
NFA	National Fire Academy – A national fire academy located in Emmitsburg, Maryland.
NHTSA	National Highway Traffic Safety Administration – Develops the National Standards and Training curriculums for EMS.
NIOSH	National Institute for Occupational Safety and Health – An institution responsible for conducting research and making recommendations for the prevention of work related illnesses and injuries.
OSHA	Occupational Safety and Health Agency – The main federal agency charged with the enforcement of safety and health legislation.
PRE-PLANS	The documentation fire departments use to plan building response and incident management for target threats or specific hazardous locations.
VHF	Very High Frequency - The radio frequency range from 30 MHz to 300 MHz.

ATTACHMENT A

STATION REPLACEMENT VIEW

ELKHORN FIRE STATION FOOTPRINT



ATTACHMENT B

STATION REPLACEMENT VIEW

BELLEVUE FIRE STATION FOOTPRINT

