



**Wayzata City Council Workshop Meeting Agenda
Wayzata City Hall Community Room, 600 Rice Street
TUESDAY, NOVEMBER 16, 2021**

WORKSHOP TOPICS FOR DISCUSSION:

1. Update of Zoning Study Task Force—Tree Replacement and Chickens (4:45-5:30 p.m.)
2. Discuss Long-Range Fire Department Study (5:30-6:30 p.m.)



City Council Workshop City Council Agenda Report

MEETING DATE: November 16, 2021	WORKSHOP AGENDA ITEM: 1
TITLE: Update of Zoning Study Task Force—Tree Replacement and Chickens (4:45-5:30 p.m.)	
PREPARED BY: Nick Kieser, Parks Planner, Emily Goellner, Community Development Director	
REVIEWED BY: Jeffrey Dahl, City Manager	

DISCUSSION OBJECTIVE:

To discuss findings of the additional information regarding trees and chickens prior to considering action at a future City Council Meeting. More specifically, whether the Council wants to pursue resource-intensive tree preservation measures and whether the Council wants to move forward to allow chickens despite conflicting public input.

BACKGROUND:

Staff, along with help with the Zoning Study Task Force, have prioritized updating the Zoning Code to Tree Preservation and Keeping of Chickens based on direction from the Council. For contextual purposes the timeline for this multi-year study is attached.

Tree Preservation Ordinance (TPO) ---Sections 936 and 710

The goal of this review is to determine if any changes are necessary to the Ordinance to protect, preserve, and enhance the natural environment of the community. Community meetings were conducted to review the TPO on July 12 and October 28, 2021. A survey was also open to the public from August 26 to October 5 that elicited 69 responses.

From the survey, 72% of participants thought there should be more restrictions on tree removal and that the environmental and aesthetics of trees are the main benefits. The main goal participants wanted to see from the review of the TPO was to reduce tree removal. Lake Street, Wayzata Blvd, and the central core neighborhood were listed as areas with a lack of a tree canopy. A map of vegetation cover in Wayzata is attached. Additional major themes of the survey were:

- Diversity of trees should be required to be planted
- Larger fines should be adopted when plans are not implemented as approved by the City
- There should be additional education efforts on the importance of trees

The survey results, community meetings, and numerous conversations with the City Forester and City Arborist directed the following list of proposed changes to the TPO. The changes are sorted into four categories based on the amount of City resources necessary. The first category includes tasks that are currently listed in the TPO but are not proactively and consistently practiced due to the prioritization of other responsibilities.

Items Currently in Code that Require Additional City Resources:

1. Create plan/schedule to review tree health 2-3 years after completion
2. Prioritize collecting escrow
3. Create a plan to review and enforce tree protection measurements

The second category includes two new requirements that would be beneficial, but require additional City resources:

New Items that would Require Additional City Resources:

1. Require and enforce a Tree Removal Permit for any significant or heritage tree removal
2. Require and enforce tree tagging to show what trees are to be removed/saved
3. Create educational materials and host events

The third category requires less City resources.

Minor Code/Policy Changes:

1. Update the City's list of recommended tree species to match Hennepin County's list
2. Add a formula for how many tree inches a coniferous tree accounts for
3. Allow developers to plant trees on adjacent sites when on-site options are exhausted
4. Allow for the possibility to plant smaller trees based on Arborist recommendation
5. Requirement that no more than 25% of one species of trees can be planted on site

The fourth category includes changes that require significant time to implement, but once implemented, require fewer resources in the future.

Proposed Changes that require Immediate but not Ongoing City Resources:

1. Larger fines for projects that do not follow approved plans
2. Create policy to determine how City can use fee-in-lieu funds

Staff notes that administering and enforcing the current TPO has been difficult to balance with other responsibilities. Staff has historically handled enforcement on a complaint-based system, which is also how signage, fences, and other Zoning Ordinance issues are typically addressed. It takes a significant amount of staff resources to enforce proactively and consistently. If the Council wanted the City to be more proactive in enforcement and require permitting, a potential next step would be to conduct an analysis of financial impacts for budgeting purposes. This would be a policy direction that staff could explore and then ultimately go back to the Task Force for feedback.

Chickens

Currently, Section 930.01.C states that farm animals are not allowed within the City. Through various discussions, there has been a desire to look into the potential of allowing chickens. Staff has not directly involved the Task Force on this topic.

At a May workshop, staff was directed to find a balance of creating an Ordinance of keeping chickens in specific larger lots in Wayzata and with adequate safety, health, and aesthetic measures. Therefore, at the September 7, 2021, City Council meeting, staff brought forward a draft chicken keeping Ordinance to allow chickens on the larger R-1A and R-1 zoned lots. In that discussion, the Council stated that allowing chickens for all residential lots in Wayzata should be reviewed. The Council also noted that more information on the community's desire to keep chicken would be helpful when making a decision on a proposed Ordinance.

A poll to determine the community's interest to have chickens on their properties was advertised to the community from September 30 to October 23. From the total 121 responses, 69% (83) of the participants do not have an interest in keeping chickens and 31% (38) of the participants do have an interest in keeping chickens on their property.

Based on these responses and the previous discussions, staff would like the Council to provide direction on if this zoning change should be stalled or if an encompassing chicken keeping Ordinance should be drafted for review by the Planning Commission and City Council.

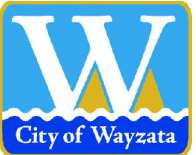
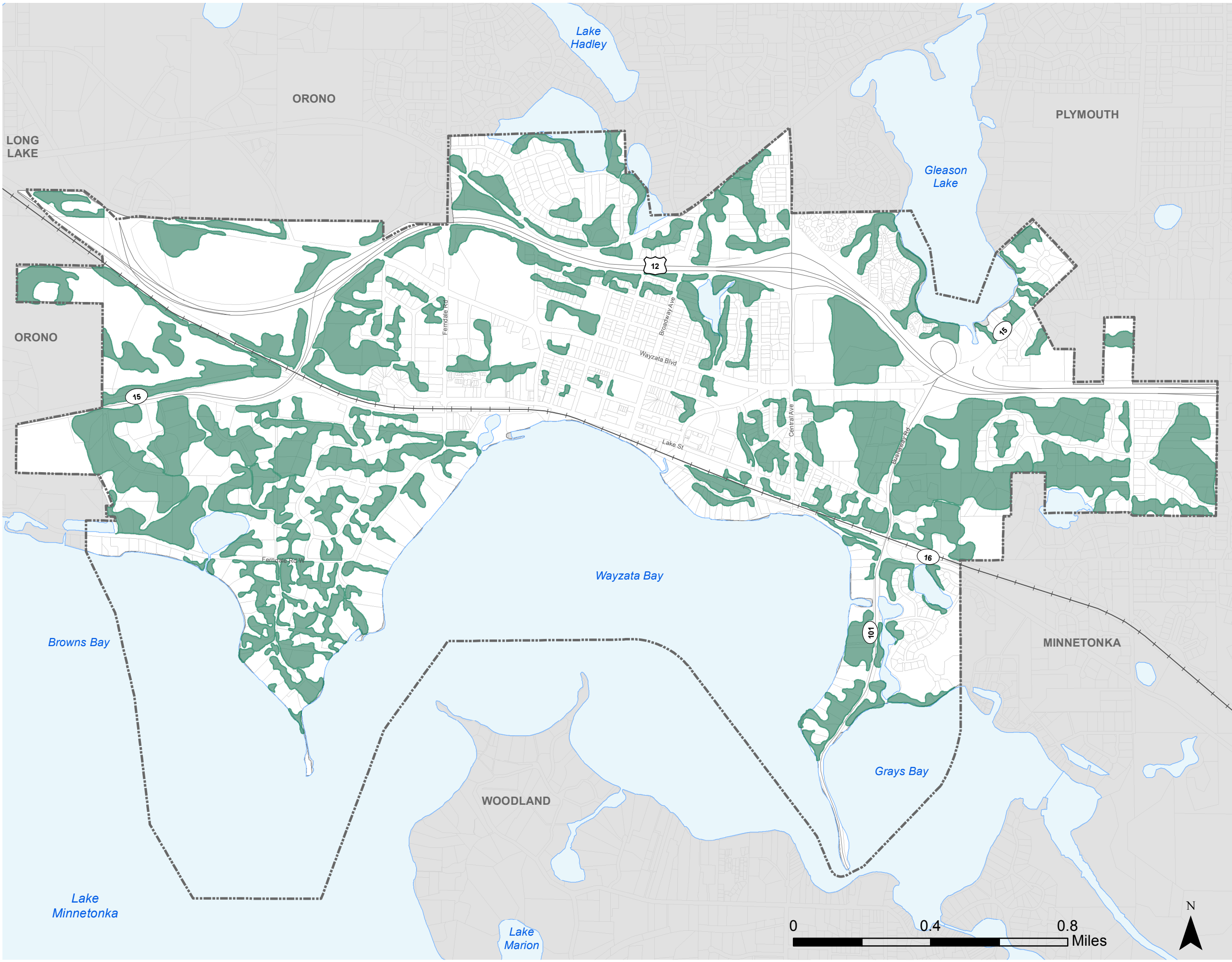
ATTACHMENTS:

1. Zoning Study Timeline Updated 11/9/2021
2. Vegetation Map
3. Tree Survey Results Summary
4. Tree Community Meeting 2 Results
5. Chicken Poll Results

Wayzata Zoning Study Timeline

(Updated 11/9/2021)

2020 Work Schedule	Aug. 2020	Sept. 2020	Oct. 2020	Nov. 2020	Dec. 2020								
Task Force Meetings													
Design Standards (Chp. 909)													
R-2, R-3, R-3A, and R-5 Zoning Districts (Chps. 954, 955, 956, 959)													
C-4, C-4A, and C-4B Zoning Districts (Chps. 978, 979, 980)													
Tree Preservation (Ch. 936)													
Chickens													
2021 Work Schedule	Jan. 2021	Feb. 2021	Mar. 2021	Apr. 2021	May 2021	June 2021	July 2021	Aug. 2021	Sept. 2021	Oct. 2021	Nov. 2021	Dec. 2021	
Task Force Meetings													
Fence Ordinance (Chp. 918)													
R-2, R-3, R-3A, and R-5 Zoning Districts (Chps. 954, 955, 956, 959)													
C-4, C-4A, and C-4B Zoning Districts (Chps. 978, 979, 980)													
Tree Preservation (Ch. 936)													
Chickens													
2022 Work Schedule	Jan. 2022	Feb. 2022	Mar. 2022	Apr. 2022	May 2022	June 2022	July 2022	Aug. 2022	Sept. 2022	Oct. 2022	Nov. 2022	Dec. 2022	
Task Force Meetings													
R-2, R-3, R-3A, and R-5 Zoning Districts (Chps. 954, 955, 956, 959)													
C-4, C-4A, and C-4B Zoning Districts (Chps. 978, 979, 980)													
Tree Preservation (Chp. 936)													
Renewable Energy													
General Building and Performance Requirements (Chp. 916)													
Accessory Buildings, Structures, Uses, and Equipment (Chp. 917)													
Planned Unit Development Zoning District (Chp. 933 and 990)													
Subdivision Ordinance (Part X)													
Repeat Application Request Standards (Chps. 903, 904, 905, 923)													
2023 Work Schedule	Jan. 2023	Feb. 2023	Mar. 2023	Apr. 2023	May 2023	June 2023	July 2023	Aug. 2023	Sept. 2023	Oct. 2023	Nov. 2023	Dec. 2023	
Task Force Meetings													
Planned Unit Development Zoning District (Chp. 933 and 990)													
Subdivision Ordinance (Part X)													
Floodplain, Shoreland, and Wetland Chapters (Chps. 991, 992, and 993)													
Fence Ordinance (Chp. 918)													
Sign Ordinance (Chp. 927)													
Beekeeping													
Cannabis													
Chickens													



**Comprehensive
Plan 2040**

Legend

- Wayzata City Boundary
- Significant Tree Coverage

**Figure 6-1
Vegetation**

Tree Preservation Ordinance Survey Results

- **69 total responses**
 - 81% live in Wayzata
 - 9% work in Wayzata
 - 28% visit Wayzata
- **Should there be more restrictions on tree removal?**
 - 72% - Yes
 - 28% - No
- **What are the main benefits of trees? (could choose two options)**
 - 84% environmental (58)
 - 72% aesthetics (50)
 - 32% animal habitat (32)
 - Additional benefits listed:
 - Shade – 19
 - Increase property value – 9
 - Carbon reduction – 8
 - Save energy – 7
 - Stormwater retention – 5
 - Improve mental health – 4
 - Noise reduction – 4
 - Privacy – 2
 - Shows history of Wayzata – 2
 - Lower crime – 1
 - Reduce light pollution – 1
- **What do people want to see accomplished from review of Tree Preservation Ordinance?**
 - Reduce tree removal - 13
 - More tree replacement - 5
 - Save large trees - 5
 - More native plantings/diversity - 4
 - General preservation of trees - 4
 - Balance property rights and removal - 3
 - Education - 2
 - Less strict - 2
 - More enforcement - 2
 - Keep property rights - 2
 - Bigger consequences for tree removal – 1
- **What areas lack a robust tree canopy?**
 - Lake Street - 24

- Central Core neighborhood - 7
 - Wayzata Blvd - 5
 - Central, LaSalle, Hampton neighborhood - 4
 - Central Ave N - 2
 - Promenade - 2
 - Bellcourts - 1
 - Wayzata West - 1
 - Colonial Square - 1
 - Eastman Ln - 1
 - Wayzata Blvd Frontage Rd -1
 - Highcroft – 1
- **Which projects should have the most strict tree replacement requirements?**
 - Subdivisions (most strict)
 - Land Grading
 - Demo and rebuild of new building
 - Public infrastructure
 - New single-family home construction
 - Renovate existing building
 - Single-family home addition (least strict)
- **Should heritage trees be replaced 2 to 1?**
 - 70% - Yes
 - 30% - No
 - General response to this question was that heritage/mature trees need to be preserved more than anything
- **How should diversity be encouraged or required?**
 - Education - 13
 - Make a list of recommended trees - 11
 - Tree sale - 10
 - Focus on native trees - 5
 - Consult with an expert - 4
 - Require a variety of trees – 2
- **Should a tree be required to be planted in the front yard of every new single-family home?**
 - 52% - Yes
 - 48% - No
- **How should the City ensure compliance?**
 - 69% - more frequent inspections
 - 53% - education
 - 51% - stricter fines and penalties

- **What else can help ensure compliance?**
 - Assessment/fines - 5
 - Staffing/enforcement - 4
 - Free tree consultation/education - 3
 - Incentives for compliance - 2
 - Neighbor consent -1

- **Should the city employ more staff to help compliance?**
 - 36% - Yes
 - 35% - No
 - 29% - Unsure

- **What should the penalty be for not complying with approved plan?**
 - Larger fines - 41
 - Forced tree replacement - 9
 - No longer can develop in City - 6
 - Cancel permit - 4
 - Mandatory education classes - 3
 - Revised landscaping plan - 2

Summary of Community 2 Results

Key:

Green – Yes (like the idea)

Red – No (do not like the idea)

Blue – Not strict enough

Yellow – Too strict

Calculate larger fines for projects that do not follow approved plans:

4 – Green

2 – Yellow

- Deposits should be required on developers/owners for trees to be saved
- And add in a measurement of the fine based upon shade canopy
- Percentage of property value

Create plan to review tree health 2-3 years after project completion:

3 – Green

1 – Red

- On new developments or redevelopments, require deposits be placed on trees to be kept payback in 2 years if tree is still alive
- Maybe sooner

Prioritize collecting escrow for trees proposed to be removed:

2 – Red

2 – Green

- Requiring escrow and considering cost of replacing trees is going to price single income family out of the neighborhood. A measure like this would reduce cultural diversity in Wayzata.
- Good idea again for tree replacement as smart additional fine if not happening

Create policy on how the City can use fee-in-lieu of tree replacement:

7 – Green

- Make it a percentage of the property cost
- Use fees to pay for enforcement and auditing
- Raise “in-lieu” fee to reflect Wayzata prices. Double to \$320.

Require tree tagging to designate trees proposed to be removed and saved:

5 – Green

1 – Yellow

1 – Blue

- And notification of neighbors within a football field of the tree canopy shade

Make educational resources and materials readily available:

3 – Green

- Classes too!
- Require yearly education of all city licensed contractors

Update the list of recommended tree replacement species with the County's recommended tree list:

7 – Green

1 – Red

- Weighting of different tree species in the calculation for replacement trees. For instance 1 new maple = 6x evergreen 60 inch replacement so = 10 maple or 60 evergreen. Or 1 new oak = 10x evergreen. Would encourage long term tree variety.

Requirement that no more than 25% of one species of trees can be planted on site:

3 – Red

4 – Green

3 – Yellow

- Based upon the site and goals of Wayzata residents.

Add a formula for how many tree inches a coniferous tree accounts for:

5 – Green

2 – Red

Require a tree removal permit for any significant or heritage tree removal in the City:

5 – Green

1 – Yellow

1 – Red

- Only for heritage trees not for dead trees.
- Tree permits are good in theory but will require more city work then it is worth in the long run in terms of protecting our environment.
- Any tree removal permits require notification to neighbors. A significant sign would work.
- Absolutely – there is no such thing as junk trees or “undesirable” trees unless it is buckthorn.

Add a Code Section that allows developers to plant trees on adjacent sites:

6 – Green

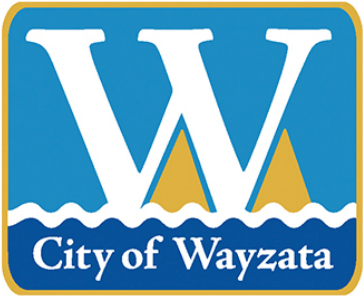
Allow for the possibility for projects to plant smaller trees:

6 – Green

- Based upon overall goals of tree management for residents.
- Young trees would require additional education on how to take care of juvenile tree.

What are we missing:

- Site size should be considered in the feasibility of a replanting plan. If the lot is small they may not have enough space to feasibility replace all the necessary inches. Consider weighting replacement requirements on smaller lots again requiring a fee-in-lieu for unplanted inches may price cultural diversity out of Wayzata particularly in single-family homes.
- Follow best practices of NYC and MPLS to prune Heritage trees as they become hazard trees.
- Change the requirement for tree fencing from critical root zone to include tree canopy.
- Making it very tough for people who can afford the fines. Ex. Asking for forgiveness (low fines) than permission.
- Don't include non-residents in next survey it skews results.
- Need city help/encouragement to remove buckthorn. Get kids involved.
- Create tree board to support staff and be a voice for concerns, by coming up with a prescription on the situation.
- Be cautious about fees. Putting trees in place is good in theory but will make it hard for middle and lower income families to own property. Horal diversity.
- Require notification of neighbors in any and all permits with a football field based upon the tree canopy.
- The most important issue needing to be addressed is requiring tree removal permit.
- Stop work orders should be used more when ordinance is violated.
- Ensure licensed contractors attend training for Wayzata 1 time per year.
- Need to define "damaged" trees. Require replacement even after major storm damage.
- Require the removal of all buckthorn.
- Trees designated to be saved need significant fencing (not silt) plus a sign notifying workers on site that this is a preserved tree.
- Have a solar access provision.
- Update list of recommended tree replacement based on 1) County list and 2) Goals that are most important to Wayzata residents.
- Ask Parks and Trails to develop a tree management plan to guide public works. Coordination between departments for success.



Chicken Poll

Survey Results
FINAL

11/09/2021

Where in Wayzata do you live? (Please list your address or neighborhood below.)

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148 Ridgeview Lane

Old Holdridge neighborhood

Highcroft

Highlands

Holdridge East neighborhood

Arlington heights

North neighborhood (Klapprich park)

262 Bushaway Road

Benton Ave area

453 Highcroft road

123 Benton Ave

Wayzata Villa, Barry Ave S & Rice St

Regatta Condominiums

enchanted woods

Harmony circle

Folkestone

133 Grove Lane East

Highlands

Gleason Lake

173 Lakeview Lane

875 Lake Street

Folkestone

236 Walker Ave N

Rosswood Lane

Margaret Cir

Peavey Lane (Lowcroft)

Holdridge East

Harmony Circle

Highcroft Lane

holdridge terrace

Harmony circle

Margaret Circle

Chicago Ave I am VERY opposed to Chickens!!!

1161 wayzata blvd

Rice Street

Bushaway Road

243 Bushaway Road

227 Lake St W

Barry Ave between Wayzata Villa & Lake Street

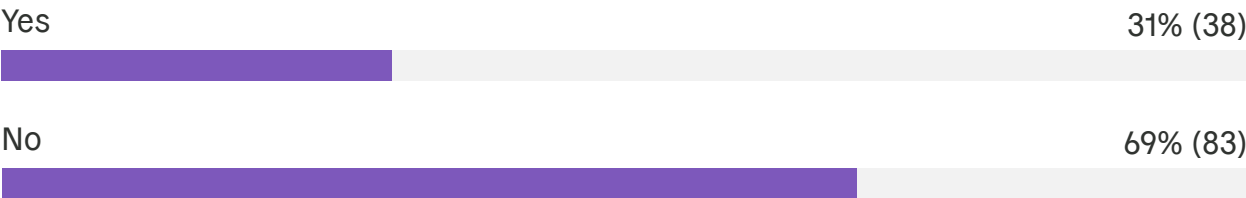
315 Barry Ave N

328 Broadway Ave N

401 Bushaway Road
Widsten
1137 Hollybrook Drive
298 Central Ave s
121 Bushaway
Widsten
Highcroct
Edgewood Court
722 Widsten Circle
715 Rice st
Highcroft
565 locust Hills drive
605 Park Street E.
275 Ridgeview Drive
182 Westwood LN
275 Ridgeview Drive
635 Rosswood Lane
383 ridgeview dr
1350 LaSalle St
509 Holly Circle
Benton Ave area
Highlands. DO NOT ALLOW CHICKENS IN RESIDENTIAL ZONES!!!! WHAT ARE YOU THINKING?????
Old Holdridge neighborhood
Harrington Gates
520 Indian Mound Street
1407 Holdridge Lane
Holdridge neighborhood
Harmony Circle
Walker Ave N
Highcroft
230 Central Ave N
322 Bushaway Road
Margaret Circle
123 Minnetonka Ave south
Holdridge
14757 Oakways Court
Ferndale North
Gleason Lake Townhomes
613 Gardner Street
Harmony circle
Bantas Point
Highlands
Highlands
off ferndale

Rosswood lane
Harmony Cir or
highcroft/ferndale road south
My backyard is Wayzata - Broadway Ave in Wayzata/Queensland Lane Plymouth
Holdridge Rd R
101 Ferndale rd s (highlands)
Gardner St
Frog Hollow
208 Barry Avenue South
Ridgeview
Gleason lake
Holdridge Terrace
280 Central Ave S
1640 holdridge circle
Broadway Ave
280 Central Ave. S.
Prospect park
Wayzata Highlands
Highlands
Locust Hills
Arlington heights
Central ave south
Long Lake Harrington Dr
143 E Lake Street
Highlands
Ferndale Ridge
275 Lake Street East
Holdridge East
1513 Hollybrook Rd
1502 Hunter Dr
Hampton street
Park st
Right near Hotel Landing
Highlands neighborhood
1144 Hollybrook Dr

Do you have interest in keeping chickens on your property?





City Council Workshop City Council Agenda Report

MEETING DATE: November 16, 2021	WORKSHOP AGENDA ITEM: 2
TITLE: Discuss Long-Range Fire Department Study (5:30-6:30 p.m.)	
PREPARED BY: Aurora Yager, Administrative Services Director, Kevin Klapprich, Fire Chief	
REVIEWED BY: Jeffrey Dahl, City Manager	

DISCUSSION OBJECTIVE:

To discuss and provide feedback on the Long-Range Fire Department Study and its findings.

BACKGROUND:

In June of 2021, the City Council approved an agreement with Baker Tilly to conduct a Long-Range Fire Department study. The purpose of this study was to take a more strategic look at operations and equipment and evaluate Wayzata's staffing, training, and equipment needs. The study also included a benchmark analysis of other Fire Departments along with an implementation plan.

This study follows a recent policy change which incorporated the Fire Department's bylaws into City policies and procedures.

Key Findings and Recommendations

Based on the study, the following findings and recommendations were identified and proposed to be addressed over the next two years.

- Hire a full-time Fire Chief
- Replace the ladder truck
- Monitor response times
- Increase training frequency and certification levels
- Complete a community risk analysis and standard of cover
- Begin leadership succession planning
- Explore opportunities for shared services with surrounding departments for things like training, administrative assistance, equipment, inspections, etc.

Representatives from Baker Tilly will be present at the meeting to go over the report and go into more detail about the process and results.

ATTACHMENTS:

1. 2021 Wayzata Fire Department Study Final Report



CITY OF WAYZATA FIRE DEPARTMENT

HENNEPIN COUNTY, MINNESOTA

Fire Department Organizational Review

Final REPORT
October 4, 2021

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Contents

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I. Introduction

Project Overview

Baker Tilly was retained by the City of Wayzata to conduct an analysis of fire department organization and major equipment to determine the most cost effective and efficient method of providing said services to the community. The primary driver of this analysis for the City is its focus on the long-term sustainability of the Fire Department particularly as it relates to staffing. Included in this analysis was a review of current organizational structure, service levels and operations to make recommendations for improving services.

This Study reviewed the staffing, funding including revenue sources, services provided, station location, internal organization, major equipment, and operation of the Wayzata Fire Department. This study provides recommendations and options for the municipality to use now and in the future, when assessing Fire Department needs.

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

- o Increased efficiency
- o Improved effectiveness
- o Improved training opportunities
- o Enhanced services
- o Improved structure
- o Cost avoidance
- o Standardization
- o Improved customer service

II. Project Work Tasks

To complete the objectives set forth in the Study RFP, Baker Tilly evaluated the operations of the Wayzata Fire Department to provide recommendations to improve its operations.

In conducting this study, Baker Tilly consulting staff met with the Administrative Services Director, Fire Chief, Fire Department Officers and Assistant Fire Chief. The Department was also requested to provide a wide range of documentation to Baker Tilly including budgets, call data, policies, procedures, etc.

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

1. Developed a project team of appropriate users and stakeholders to oversee and participate in the project. This included the Administrative Services Director, Fire Chief and Assistant Fire Chief.
2. Conducted an internal Project Planning Meeting with Baker Tilly Project Manager, the Project Team and key project personnel. Defined scope and mission, discussed work plans, established liaison responsibilities, coordinated project schedules, and confirmed other general arrangements.
3. Obtained and reviewed documentation provided by the project team pertaining to the project.
4. Conducted interviews and on-site observation to evaluate the current, and future, needs and standards of performance of the Fire Department. In conducting this study, we met with the following personnel:
 - o Wayzata Fire Chief
 - o Wayzata Administrative Services Director
 - o Wayzata Fire Department Officers and Chief
 - o Tour of the Department facilities, equipment, and response area

Interviews and observations primarily focused on the following:

- o Current Fire operations, staffing and levels of service
- o Fire workload, call volume and activity

- o Administrative Organizational Structure
 - o Budget and capital needs
 - o Department Policies and Procedures
 - o Analysis of regulations and rules of the Department
 - o Facilities
 - o Major Equipment
 - o Training
- 5. Prepared for and facilitated a project status meeting to discuss the results of the interviews and on-site observations with the Administrative Services Director.
- 6. Reviewed the present Fire Department workflows and processes to analyze and develop potential organizational and operational changes to improve efficiencies and effectiveness. This review was based on the Commission of Fire Accreditation International (CFAI) categories and criteria. The performance indicators that were examined include the following:
 - o Governance and Administration
 - o Assessment and Planning
 - o Goals and Objectives
 - o Financial Resources
 - o Programs
 - o Physical Resources
 - o Human Resources
 - o Essential Resources
 - o Training
 - o External System Relations
- 7. Determined any public safety industry standards and trends related to the Department's operational requirements. During the development of all recommendations, Baker Tilly considered many factors and standards as a basis for recommendations, including:
 - o National Highway Safety Traffic Administration (NHSTA)
 - o National Fire Service Accreditation Program (NFSAP)
 - o National Fire Protection Association (NFPA)
 - o Federal Emergency Management Association (FEMA)
 - o National Fire Administration (NFA)
 - o Occupational Safety and Health Administration (OSHA)
 - o Insurance Services Office (ISO) Rating Schedule
 - o Local Fire Protection Ordinances

8. Researched best practices of comparable agencies and gather benchmark data to enable a comparison with the City of Wayzata Fire Department.
9. Developed a comprehensive Fire Department organizational review, utilizing the information provided by the documentation received, the interviews, national standards, and on-site observations. The projected growth and level of service needs were considered during the development of these recommendations. Recommendations included:
 - o Effectiveness, efficiency, and performance of current Fire operations
 - o Efficient utilization of station resources
 - o Administrative growth and organizational structure
 - o Review and analysis of the “corporate culture”
 - o Review of Department policies and procedures
 - o Analysis of Personnel and staffing needs
 - o An effective governance structure
 - o An effective implementation plan
10. Facilitated a Recommendations Meeting to present preliminary recommendations and obtain feedback from the Project Team.
11. Listed and described the findings and recommendations on the Fire governance and administration, assessment and planning, goals and objectives, financial resources, programs, physical resources, human resources, essential resources, training, and external system relations, and all other items evaluated and analyzed during the project.
12. Assembled the study report. Performed a detailed quality assurance review of the document to ensure that the document meets the expectations of the Project Team and conforms to Baker Tilly's standards.
13. Prepared and delivered the draft Report to the Project Team for review.
14. Received feedback from the Project Team regarding the content of the draft Report. Made any changes to the Analysis based on the returned comments. Produced and delivered the final document copies to the Project Team.

III. Current Fire Department and City Overview

The Wayzata Fire Department is a paid-on-call or part time department that serves the City of Wayzata and the City of Woodland. The estimated population of the covered district is 5,000. The Department is currently staffed with 28 part time personnel and no full time equivalent (FTE) positions. The department operates out of one station.

Population Projection: The primary purpose of a fire department is to protect persons and property located within its service area. The Wayzata Fire Department not only serves the City but the adjoining City of Woodland through a contract for service. The Metropolitan Council projects the population for the City and the contracted City to increase approximately eleven percent from 2019 to 2030 and approximately fourteen percent from 2019 to 2040. This represents an annual average rate of less than one percent. It is also important to note that there are 4,152 workers in the City, most of whom who are not residents of Wayzata, that the Fire Department protects. The population projections are shown in the table below

City	2019 American Community Survey	2030 Metropolitan Council Estimate	2040 Metropolitan Council Estimate
Wayzata	4,561	5,120	5,260
Woodland	439	440	440
Total Population	5,000	5,560	5,700

Market Value and Tax Capacity Comparison: Along with the protection of persons, the Fire Department is also responsible for the protection of property. The first table below shows the estimated market value the Wayzata Fire Department is tasked to protect for 2019 through 2021 while the second table shows the tax capacity. The market value and the tax capacity increased approximately six percent each year.

City	2019	2020	2021
Wayzata Estimated Market Value	\$2,082,362,500	\$2,225,685,300	\$ 2,368,535,600
Woodland Estimated Market Value	\$ 318,203,900	\$ 317,608,600	\$ 338,409,300
Total Estimated Market Value	\$2,400,566,400	\$2,543,293,900	\$ 2,706,944,900

City	2019	2020	2021
Wayzata Tax Capacity	\$ 27,221,786	\$ 29,126,139	\$ 30,895,419
Woodland Tax Capacity	\$ 3,746,561	\$ 3,737,895	\$ 3,998,051
Total Tax Capacity	\$ 30,968,347	\$ 32,864,034	\$ 34,893,470

Benchmark Comparison: Part of our staffing analysis and the resulting conclusions reached were developed, in part, using comparative benchmark data as a guide. However, it is important to understand that benchmark data provides overall industry averages from similar organizations performing similar services with similar being the key word. The application of this data incorporates the professional experience and judgement of the consultant team in both the interpretation of the benchmark data and its applicability to the service being benchmarked. This allows the user of this information to strive for continuous improvement and adapt service levels if a gap or differences are determined that could indicate whether adjusting operations or modifying levels of service could achieve greater efficiencies and cost savings.

A list of comparison Fire Departments for benchmarking was developed based on geographic proximity to the City of Wayzata and other relevant factors through discussions with the Fire Chief and the consulting team. These comparison Fire Departments are all located in the seven-county metropolitan area with a number of them adjacent to Wayzata including the Minnetonka Fire Department, the Excelsior Fire District (Excelsior, Tonka Bay, Deephaven, Greenwood, and Shorewood), the Long Lake Fire department (Long Lake and Orono), and the Plymouth Fire Department. Other comparison Fire Departments selected were the Lake Johanna Fire Department (Arden Hills, North Oaks, and Shoreview), the Robbinsdale Fire Department, and the West Metro Fire Department (Crystal and New Hope). The benchmarking data for each Fire Department includes the total population, housing units, geographic area served by the department, number of calls for services, 2019 actual expenditures, and staffing levels.

One observation we made of these comparison Fire Departments is that only Wayzata and Robbinsdale do not have any full-time staff. All the other Fire Departments have full-time firefighters on staff ranging from 1.0 full-time equivalent (FTE) in the Long Lake Fire Department to 26.0 FTEs in the Plymouth Fire Department. Paid-ON-Call staffing ranged from 28 in the Wayzata and Robbinsdale Fire Departments to 83 in the Lake Johanna Fire Department.

Another observation we made is that five of the comparison Fire Departments (Chanhassen, Excelsior Fire District, Lake Johanna, Minnetonka, and Plymouth) staff their department with duty crews while the other four including Wayzata, Long Lake, Robbinsdale, and West Metro rely on call response from their paid-on-call firefighters.

Staffing Comparison: A comparison of staffing ratios based on population shows Wayzata's Fire Department staffing with 28 paid-on-call firefighters provides 5.6 Paid-On-Call Firefighters/1,000 Population which was the highest Paid-On-Call staffing ratio of the comparison Fire Departments. This staffing level was approximately 3.8 times the 1.5 Paid-On-Call Firefighter/1,000 Population average for the comparison cities. However, it is our opinion this staffing level is needed to ensure there is adequate response numbers to calls for service. These staffing ratios are shown below.

Fire Department	Population	F.T.E.s	F.T.E.s/1,000 Population	Paid-On-Call	Paid-On- Call/1,000 Population
Wayzata	5,000	-	-	28	5.6
Chanhassen	25,657	3.0	0.1	43	1.7
Excelsior Fire District	16,714	3.0	0.2	37	2.2
Lake Johanna	42,261	5.0	0.1	83	2.0
Long Lake	8,751	1.0	0.1	44	5.0
Minnetonka	53,025	11.0	0.2	80	1.5
Plymouth	78,134	26.0	0.3	36	0.5
Robbinsdale	14,468	-	-	28	1.9
West Metro	43,900	7.0	0.2	66	1.5
Average	35,364	8.0	0.2	52	1.5
Median	33,959	5.0	0.1	44	1.3

Wayzata's Fire Department staffing ratio of 101 Housing Units/Paid-On-Call Firefighter was the second highest staffing level with only the Long Lake Fire Department having fewer Housing Units/Paid-on-Call Firefighter. The Wayzata Fire Department staffing ratio by this measure is again needed to provide an adequate call response. This staffing ratio is shown in the table below.

	Housing Units	F.T.E.s	Housing Units/F.T.E.	Paid-On-Call	Housing Units/Paid-On- Call
Wayzata	2,832	-	-	28	101
Chanhassen	9,735	3	3,245	43	226
Excelsior Fire District	6,771	3	2,257	37	183
Lake Johanna FD	16,716	5	3,343	83	201
Long Lake	3,453	1	3,453	44	78
Minnetonka	24,072	11	2,188	80	301
Plymouth	32,582	26	1,253	36	905
Robbinsdale	6,471	-	-	28	231
West Metro FD	17,966	7	2,567	66	272
Average	14,721	8	1,840	52	282
Median	13,226	5	2,645	44	304

A comparison of staffing ratios based on land area shows that the Wayzata Fire Department's 9.30 Paid-On Call Firefighters /Sq. Mi. was the second highest staffing ratio with only Robbinsdale having a higher ratio. Wayzata's staffing ratio was approximately 375% of the average 2.47 Paid-On-Call Firefighters/Sq. Mi. staffing ratio of the group. This staffing level is necessary to ensure an adequate number of paid-on-call firefighters are available to respond to calls. The staffing ratios are shown in the table below.

	Land Area	F.T.E.s	F.T.E.s/Sq. Mi.	Paid-On-Call	Paid-On-Call/Sq. Mi.
Wayzata	3.01	-	-	28.00	9.30
Chanhassen	22.80	3.00	0.13	43.00	1.89
Excelsior Fire District	10.46	3.00	0.29	37.00	3.54
Lake Johanna FD	30.80	5.00	0.16	83.00	2.69
Long Lake FD	27.16	1.00	0.04	44.00	1.62
Minnetonka	28.23	11.00	0.39	80.00	2.83
Plymouth	35.30	26.00	0.74	36.00	1.02
Robbinsdale	2.97	-	-	28.00	9.43
West Metro FD	10.82	7.00	0.65	66.00	6.10
Average	21.07	8.00	0.38	52.13	2.47
Median	24.98	5.00	0.20	43.50	1.74

Budget Comparison: An apples-to-apples comparison of municipal expenditures can be challenging. However, our analysis of the fire department expenditures of the study municipalities shows that collectively more than \$17 million was spent on fire and rescue services in 2019. The Wayzata Fire Department's expenditures were \$330,485 of that amount. Total expenditures per capita were \$53 for the study municipalities. The 2019 expenditure are shown in the table below.

Fire Department	Population	2019 Expenditures
Wayzata	5,000	\$ 330,485
Chanhassen	25,657	\$ 1,065,254
Excelsior Fire District	16,714	\$ 1,507,954
Lake Johanna	42,261	\$ 2,752,745
Minnetonka	53,025	\$ 3,387,891
Plymouth	78,134	\$ 4,798,404
Long Lake	42,261	\$ 543,621
Robbinsdale	14,468	\$ 680,417
West Metro FD	43,900	\$ 1,998,755
Total	321,420	\$ 17,065,526

Wayzata's \$330,485 expenditure for fire services in 2019 resulted in 2019 expenditures/capita of \$66 the second highest of the comparison cities. These per-capita expenditures were approximately 125% greater than the \$53/Capita expenditure of the group as shown below. We would note that 2020 expenditure data was not yet available for all of the comparison cities.

Fire Department	Population	2019 Expenditures	2019 Expenditures/Capita
Wayzata	5,000	\$ 330,485	66
Chanhassen	25,657	\$ 1,065,254	42
Excelsior Fire District	16,714	\$ 1,507,954	90
Lake Johanna	42,261	\$ 2,752,745	65
Minnetonka	53,025	\$ 3,387,891	64
Plymouth	78,134	\$ 4,798,404	61
Long Lake	42,261	\$ 543,621	13
Robbinsdale	14,468	\$ 680,417	47
West Metro FD	43,900	\$ 1,998,755	46
Average	39,553	\$ 2,091,880	53
Median	42,261	\$ 1,753,355	41

A comparison of 2019 fire service expenditures/housing unit shows Wayzata spent \$117/housing unit which was below the \$142/Housing Unit average of the comparison cities. Three cities had expenditures/housing unit less than Wayzata and five cities had greater as shown below.

	Housing Units	2019 Expenditures	2019 Expenditures/Housing Unit
Wayzata	2,832	330,485	117
Chanhassen	9,735	1,065,254	109
Excelsior Fire District	6,771	1,507,954	223
Lake Johanna FD	16,716	2,752,745	165
Long Lake	3,453	543,621	157
Minnetonka	24,072	3,387,891	141
Plymouth	32,582	4,798,404	147
Robbinsdale	6,471	680,417	105
West Metro FD	17,966	1,998,755	111
Average	14,721	2,091,880	142
Median	13,226	1,753,355	133

Wayzata's had 2019 Expenditures/Call for Service of \$1,105 placed them in the middle of the comparison cities with four having greater expenditures/call and four having less. Expenditures/Call for Service are shown below.

	Calls For Service	2019 Expenditures	2019 Expenditures/Call for Service
Wayzata	299	\$ 330,485	\$ 1,105
Chanhassen	1,002	\$ 1,065,254	\$ 1,063
Excelsior Fire District	923	\$ 1,507,954	\$ 1,634
Lake Johanna FD	3,820	\$ 2,752,745	\$ 721
Long Lake	415	\$ 543,621	\$ 1,310
Minnetonka	3,646	\$ 3,387,891	\$ 929
Plymouth	2,614	\$ 4,798,404	\$ 1,836
Robbinsdale	369	\$ 680,417	\$ 1,844
West Metro FD	2,017	\$ 1,998,755	\$ 991
Average	1,851	\$ 2,091,880	\$ 1,130
Median	1,510	\$ 1,753,355	\$ 1,162

The 2019 expenditure benchmark data shows that Wayzata's expenditures were in line with those of the comparison cities. The higher ratio for per-capita cost is a result of the smaller population served. The expenditure ratio based on calls for service is a better measure of cost comparison and Wayzata was close to the average of the comparison cities by this measure.

Call Volume Comparison: The primary purpose of a fire department is to protect persons and property in its service area. The number and type of calls along with other services provided often determines the type of fire department a municipality operates. One measure of this aspect of service is annual call volumes. A comparison of call volumes is shown below, indicating that in 2019 the study departments responded to 15,280 calls and in 2020 the study departments responded to 14,390 fire and rescue calls. The Wayzata Fire Department responded to 299 calls in 2019 and to 240 calls in 2020

Fire Department	Population	2019 Calls For Service	2020 Calls For Service
Wayzata	5,000	299	240
Chanhassen	25,657	1,002	917
Excelsior Fire District	16,714	923	983
Lake Johanna	42,261	3,820	3,627
Minnetonka	53,025	415	364
Plymouth	78,134	3,646	3,434
Long Lake	42,261	2,788	2,614
Robbinsdale	14,468	369	383
West Metro FD	43,900	2,017	1,828
Total	321,420	15,279	14,390

Wayzata's Fire Department had 10.68 Calls for Service/Paid-On-Call Firefighter in 2019 and 8.57 Calls for Service/Paid-On-Call Firefighter in 2020. These were the second lowest ratio of the comparison Fire Departments each year. Only the Long Lake Fire Department had a lower ratio. These ratios for each year are shown below

	2019 Calls For Service	F.T.E.s	Calls For Service/F.T.E.	Paid-On-Call	Calls For Service/Paid-On-Call
Wayzata	299	-	-	28.00	10.68
Chanhassen	1,002	3.00	334.00	43.00	23.30
Excelsior Fire District	923	3.00	307.67	37.00	24.95
Lake Johanna FD	3,820	5.00	764.00	83.00	46.02
Long Lake	415	1.00	415.00	44.00	9.43
Minnetonka	3,646	11.00	331.45	80.00	45.58
Plymouth	2,788	26.00	107.23	36.00	77.44
Robbinsdale	369	-	-	28.00	13.18
West Metro FD	2,017	7.00	288.14	66.00	30.56
Average	1,873	8.00	234.06	52.13	35.92
Median	1,510	5.00	301.90	43.50	34.70

	2020 Calls For Service	F.T.E.s	Calls For Service/F.T.E.	Paid-On-Call	Calls For Service/Paid-On-Call
Wayzata	240	-	-	28.00	8.57
Chanhassen	917	3.00	305.67	43.00	21.33
Excelsior Fire District	983	3.00	327.67	37.00	26.57
Lake Johanna FD	3,627	5.00	725.40	83.00	43.70
Long Lake	364	1.00	364.00	44.00	8.27
Minnetonka	3,434	11.00	312.18	80.00	42.93
Plymouth	2,614	26.00	100.54	36.00	72.61
Robbinsdale	383	-	-	28.00	13.68
West Metro FD	1,828	7.00	261.14	66.00	27.70
Average	1,769	8.00	221.09	52.13	33.93
Median	1,406	5.00	281.10	43.50	32.31

The staffing benchmarks above comparisons based on population, the number of housing units, land area, and calls for service indicate that Wayzata's Paid-On-Call staffing level is adequate for the community. However, as pointed out previously, Wayzata and Robbinsdale were the only two departments with no full -time staff.

However, our experience tells us that as the call volumes increase and the administration and crews get older, the department will struggle with maintaining adequate personnel to handle the incidents. Response times will continue to get longer, and effectiveness will start to decrease. Baker Tilly believes the City of Wayzata should consider shared fire services with surrounding departments. Shared fire services can provide a way to address critical barriers to the continued delivery fire services. It may not necessarily result in a reduction in costs, but it should result in an overall improvement in the level of services as each individual

station or department can staff and get one piece of apparatus out the door quickly, being aided by surrounding jurisdictions doing the same to each-others incidents.

Reasons for considering shared services include:

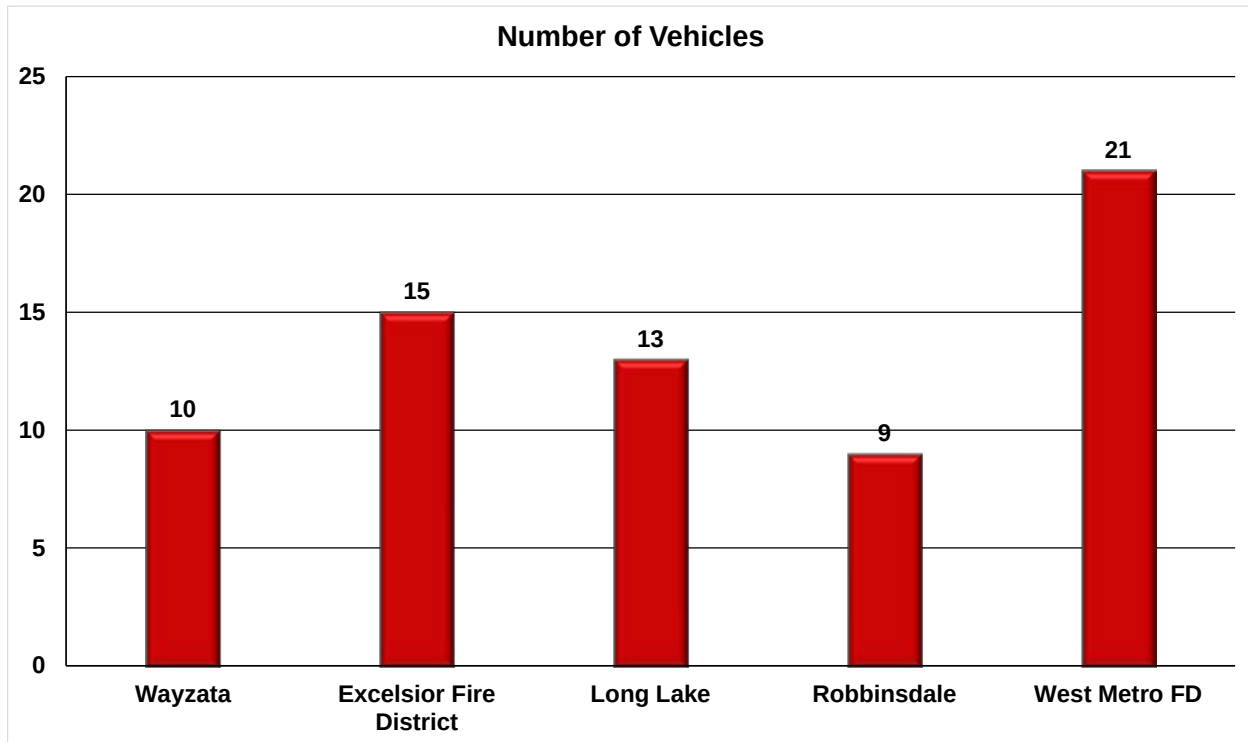
- Service level improvements (the most important reason)
- The challenges of recruiting, hiring, and retaining firefighters primarily because of a declining applicant pool and a graying of the current firefighter staff

Some common types of shared fire services include:

- Administrative shared services where two or more fire departments maintain separate operations while some administrative and/or staff functions are combined
- Partial shared services where each department remains separate but share staffing and fire stations, joint training, joint purchasing and/or share capital equipment
- Functional shared services in which the departments remain separate but perform as one department

There are other types of shared services as well. The level and type of shared services is established to best serve the needs and desires of the local governments who will share the services.

Apparatus Comparison: The Wayzata Fire Department has 10 pieces of equipment, while the comparison departments that provided us with requested data ranged from 9 to 21 units in their inventory. The table and chart below show this comparison. The chart compares the overall number of pieces of equipment while the table provides a breakdown by type.



Fire Department	Total	Engines	Ladders	Command	Rescue	Boat	Other
Wayzata	10	3	1	1	1	2	2
Excelsior Fire District	15	3	1	3	1	3	4
Long Lake	13	3	0	2	2	1	5
Robbinsdale	9	2	1	2	1	1	2
West Metro FD	21	4	1	4	4	0	8
Average	15	3	1	3	2	1	5
Median	14	3	1	3	2	1	5

Training Comparison:

The Wayzata Fire Department is scheduled to provide 24 training session over the course 2021. The Department's training session are scheduled for Mondays. They cover a range of topics from those related to Emergency Medical Response to firefighting, hazardous materials, and others. The comparison departments that provided us with requested training data ranged from 32 to 108 training session planned for 2021. Two of these departments, Long Lake and Robbinsdale also conduct their training on Mondays while the Excelsior Fire District conducts their training on Thursdays and West Metro Fire District conducts theirs on Sundays. The relatively higher number of training sessions for West Metro appears to result from the fact that most of the training sessions are conducted two times. The training comparison is shown below.

Fire Department	Total	Primary Training Day	Frequency
Wayzata	24	Mondays	Twice/Month
Excelsior Fire District	49	Thursdays	Varies monthly from 2 min. to 9 max. Five months have 3 and 3 months have 4.)
Long Lake	38	Mondays	Three/Month
Robbinsdale	32	Mondays	Varies - (1 min./month to 4 max/month)
West Metro FD	108	Sundays	Varies - 0 in July to 17 in March. Average of 9/month
Average	57		
Median	44		

It is important to note that the differences in training may be attributable to the difference in the services performed by each department. For example, Wayzata is a secondary EMS provider and is trained to the Emergency Medical Responder (EMR) level other department train their staff to a higher level such as Emergency Medical Technician (EMT).

IV. Wayzata Fire Department Organizational Review

The following operational analysis was conducted to provide the City with recommendations to improve its current operations.

A. Department Overview, Demographics and Environment

The City of Wayzata Fire Department is a municipal fire department operated by the City of Wayzata. Wayzata is 2.43 square miles and has a 2020 estimated population of 4,561. Chapter 203 of the City Ordinances establishes the Fire Department and provides the organizational structure. The City Council is the governing authority of the Department. The City of Woodland is 0.58 square miles and has an estimated population of 439. The City of Woodland contracts with the City of Wayzata for Fire – Rescue Services. The Fire District is bordered by Plymouth fire Department to the North, Minnetonka Fire Department to the East, Long Lake Fire Department to the West and Excelsior Fire Department to the South. Wayzata Fire Department is part of a county wide mutual and auto aid agreement with all of the departments in Hennepin County.

The Department operates from one fire/EMS station located at 600 Rice St. East in Wayzata. The Department has transitioned from an all-volunteer Department to paid-on-call personnel. The Department is authorized for thirty (30) positions, but not all positions are currently filled and provides 2nd tier Emergency Medical Response services when requested. The Department most recent Insurance Services Office (ISO Rating) is 03/3X.

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

The chart below identifies the calls for service the Department responded to annually in the last three years.

Calls for Service		
2018	2019	2020
266	299	240

The Department has seen a consistent level of calls for service annually over the past several years.

B. Governance and Administration

Governance of the agency is clearly outlined in City Ordinance.

The Department has an approved organizational structure and set of administrative policies and standard operating guidelines in place. A recent change to the structure of the department included rewriting of the By-laws into Policies and Procedures and no longer voting for the Fire Chief.

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

C. Assessment and Planning

A risk assessment and standards of cover is an assessment of the public buildings in a community resulting in a risk level score. This risk level score dictates what type of resources are needed to fight a fire at each location. A risk assessment provides documented descriptions of community buildings and risk information. A community risk analysis has not been completed by the Fire Department and the Department does not have a standard of cover for emergency deployment, which outlines response time, pumping capacity and apparatus and equipment deployment objectives. Development of a community risk analysis and standard of cover document is recommended but is currently difficult to complete without any full-time personnel.

D. Goals and Objectives

The City of Wayzata does have a Strategic Plan, but there is not a Strategic Plan for the Fire Department. Goals for the Department are discussed by the officers but there are no written goals, vision statements or objectives for the department.

E. Financial Resources

The City Administration is looking for specific recommendations for the 2022 budget and beyond in relationship to the Fire Department especially since some of the items will be addressed in future years. There is a capital improvement plan in place for the department, which includes the replacement of a ladder truck in 2022. A staffing plan for the future of the department is also needed.

The Department has transitioned from an all-volunteer department to a paid-on call department. Currently, the Department has been able to average 9 responding personnel for most incidents, including during the weekday hours. It has become a nationwide problem for departments to maintain enough on call personnel during the work week. The Department also seems to be doing a good job with retention of firefighters.

The City maintains a fifteen-year Capital Improvement Plan (CIP) which includes capital items for the fire department. A major component of CIPs for fire departments is the Department fleet of vehicles/apparatus. The Department's apparatus fleet meets the needs of the community. The fleet is well-maintained and is in overall good condition. The tools and small equipment are also adequate and well maintained.

F. Programs

This section of the report covers the delivery of services directly to the community. A primary service provided by the Department is emergency response. Communities often grade fire department service delivery based on response times. While response times should not be the sole method to evaluate service delivery, it is an important part. The Department measures its response times from the time the call is answered by the Hennepin County Communications Center.

There are two common methods to measure response times for fire rescue providers. Best practice, which the Department follows, defines response times as the elapsed time from the time the call for service is answered at the 911 Center to the arrival of the first fire/emergency medical services unit.

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

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

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

Baker Tilly measured the department response time performance using the 90% response time method.

Wayzata Fire Department Average Response Times		
City	2020	2021 Through July 31
Wayzata	95% under 10:00 min.	90% under 10:00 min.
Woodland	62% under 10:00 min.	53% under 10:00 min.

The response times reported for the Department demonstrate that the Department is providing acceptable response times for first-arriving units in Wayzata, but not the City of Woodland. It is recommended that the Department monitor response times using the 90% method. It is also recommended that the Department begin evaluating response times for full alarm fire response for a structure fire which is the response time for the effective response force (ERF) needed to extinguish the structure fire, not just the first arriving unit. The number of responders considered as the ERF is developed through an evaluation of critical tasks necessary to extinguish a structure fire. A minimum of 10 firefighters on scene within 10 minutes from the arrival of the alarm.

Part of an assessment of a department's response capabilities is to evaluate the frequency it is required to rely on mutual aid (or other stations in the case of multi-station departments) to respond to incidents that would like to be able to be handled by the fire station with primary coverage in a specific geographic area. This assessment provides a gauge of response reliability of the resources on-duty and whether sufficient resources/personnel are on duty to handle the regular volume of calls for service.

The response time to the City of Woodland has no easy answer. It is a nine-minute drive to get from the Wayzata Fire Station to Woodland. When you add the two-minute time from receiving the call to trucks out the door you are at eleven minutes for the response time. Duty Crews or full-time staffing of the Wayzata Fire Department would not improve response times. This would typically mean that a Woodland Fire Station would be needed to meet the ten-minute response time standard. There are not many Paid-On-Call firefighters nearby to get to a Woodland Fire Station and the call volume to Woodland would not warrant the staffing of a Fire Station.

G. Risk Reduction & Public Education

The Department does provide some risk reduction programs. The ability to provide a written risk reduction program and more community-based programs is limited due to the fact that there are no full-time personnel available.

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

The City of Wayzata fire inspection program is limited due to department staffing. The State Fire Marshalls Office provides some inspection capabilities and the Fire Chief works with the City Building Official on an as needed basis responding to complaints. The City also contracts with Metro West to complete all new occupancy inspections. The ability of the Department to provide a more proactive fire inspection program for the City is directly based on the part of full-time staffing decisions made by the City.

H. Fire Cause and Origin Investigations

Investigations of fire cause and origin is primarily performed by the fire department officer in charge. The Wayzata Police Department, the primary law enforcement agency for the City, will support the cause and origin investigation effort in accordance with Department policies. Larger investigations are provided by the Hennepin County Fire Investigation Unit and the State Fire Marshalls Office.

I. Domestic Preparedness/Emergency Management

Emergency Management functions are performed by the Police Chief. A complete assessment of the Emergency Management function for the City was not in the scope of this Study.

The Incident Command System (ICS) is used by the Department and seems to be part of every-day operations. Additionally, the ICS system is used by mutual aid partners. The Department is an active participant in the Hennepin County Mutual-Auto Aid Agreement.

J. Fire Suppression

All department personnel interviewed felt that the department provides well trained and properly managed response personnel to fire incidents. Fire suppression is a labor-intensive operation, so the additional staffing needed to support the Department is provided through auto and mutual aid with surrounding departments.

Mutual aid and automatic aid agreements are in place to support the City's resources during fire suppression operations. A single dispatch center in Hennepin County provides a coordination point for response plans and coordination of resources.

The Department has identified riding assignments for its fire suppression apparatus which ensures coordination of individuals on the response vehicles in time sensitive emergencies.

Standard Operating Guidelines appropriately address fire suppression operations for the Department.

K. Emergency Medical Services

The Department is a secondary EMS provider and is trained to the Emergency Medical Responder (EMR) level. North Memorial Ambulance Service provides the primary EMS and medical direction. The Wayzata Police Department provides first responder services and notifies the fire department when needed.

L. Technical Rescue

The Department responds to technical rescue incidents. Members are trained to perform auto extrications and basic water rescues. All departments in Hennepin County rely on Minneapolis Fire and Edina Fire Departments for confined space, high-angle, and excavation rescues. Level A Hazardous Materials response is provided by the regional chemical assessment team (CAT), located in the City of Hopkins. The combination of in-house resources to perform auto extrication and basic water rescue response, with additional support from the technical rescue teams is appropriate for the Department.

M. Physical Resources

The Department has one (1) station. The station location meets today's needs for the Department's coverage area. The facility is maintained and managed to meet the agency's mission. The station is in good condition. Continued maintenance and up-keep of the facility will be essential to its long-term viability.

Apparatus and vehicles are in good condition. The fleet is of appropriate size and has sufficient resources. Maintenance is performed by a mix of in-house and contract service providers and is coordinated by the Fire Chief.

The Department's small equipment including safety compliance gear, other gear, and hoses are in good condition and adequate for their needs. They have a maintenance schedule and replacement as needed per NFPA standards.

The Department currently utilizes Imagetrend Records Management Software as its primary record keeping system. Active 911 is utilized as a response coordination software.

N. Human Resources

The Department and City Administrative Services Director coordinate efforts for human resource support of the Department. The City has a Human Resources Department that covers fire department employees. Job Descriptions for positions are in place and available for personnel to review.

The Department does not have an employee wellness/fitness program in place that includes daily fitness expectations for members.

O. Training and Competencies

Training is primarily accomplished by department wide training nights twice monthly. The Department faces a challenge with maintaining the training levels of part-time personnel and it is our opinion they not currently receiving an adequate amount of training hours per person. Baker Tilly also feels they need to invest in more officer and command type training. Our benchmark comparison showed the Wayzata Fire Department had the least number of training sessions of the comparison fire departments. One method to manage the challenge of limited practical training for part-time employees is to have practical skill checkoffs that must be demonstrated to a department training officer on a regular basis to ensure the employee is retaining knowledge and is able to apply the knowledge. This requires part-time employees to maintain skills during their scheduled shifts, so they are prepared for the scheduled skill check-off sessions. Baker Tilly would recommend increasing the amount of training provided monthly to 3 or 4 per month from its current 2 times and expand the ability to go to outside training, especially officer training. A full-time chief should provide additional daytime training for those available. All personnel should be trained to a minimum of Firefighter II. The Officers should also be trained to the Officer II level, compliant with the job performance requirements (JPR) of National Fire Protection Association (NFPA) 1001. Baker Tilly estimates the cost of this additional training would \$8,064 for three sessions/month which is approximately 2.2% of the Fire Department's 2021 budget and \$16,128 for four sessions/month which is approximately 4.5% of the Fire Department's 2021 budget based on the current staff of 28 and the current cost of \$24 per drill. The benefit the City would receive for this additional cost is better trained firefighters.

P. Essential Resources

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

Two-way radio communications occur on a county-wide digital public safety radio system that allows for interoperability not only with fire and law enforcement in the County, but fire and law enforcement in adjoining counties. The County is responsible for maintenance of the system and the City supports mobile and portable radios.

Turnout gear, small tools and equipment and condition of current equipment was in good order. The department was not lacking needed equipment and maintenance and replacement appeared to be on schedule with national standards.

Apparatus and major equipment were also adequate, well maintained and part of a reasonable capital improvement plan for replacement.

Q. Growth and Development

The Metropolitan Council projects the population of Wayzata and the City of Woodland to increase from 5,000 in 2019 to 5,560 in 2030 or approximately eleven percent and from 5,560 in 2030 to 5,700 in 2040 or approximately fourteen percent from 2019 to 2040. This represents an annual average rate of less than one percent as noted previously. In addition, the City's Comprehensive Plan projects employment to increase from 5,130 in 2020 to 5,540 in 2040 or approximately eight percent. This equates to an average annual growth rate of approximately 0.40 percent.

Nationwide fire department are experiencing paid on call staffing dwindling. With limited growth projected for Wayzata, it would be hard to justify full time positions. Part time paid on premise positions (i.e. Duty Crews) are a possibility, but it would also be hard to find enough interested personnel to staff the station daily. If call volume and growth take place the normal progression would be paid on premise duty crews and eventually full-time staffing. We recommend the City explore shared services with a surrounding department rather than moving to full time staff other than the Fire Chief. It would make sense to have the new full-time chief begin building outside department relations and eventually a plan for shared services. Shared services would not increase the cost of fire protection beyond what the City is currently expecting but would ensure adequate fire protection staffing for both Wayzata and the city who would share fire services with them.

R. Conclusions

The Wayzata Fire Department currently operates a good department. It is well organized and trained. The Department has a loyal committed group of firefighters and is well equipped.

Baker Tilly was asked to address two immediate fiscal issues as soon as possible in this review. The first issue addressed is the current ladder truck and its need for replacement in 2022 as part of the Capital Improvement Plan. The current ladder truck is now past its expected life in emergency response. The National Fire Protection Association Standard 1911 is the nationally accepted standard for care and use of Firefighting Aerial Ladders. This standard addresses the maintenance and testing of aerial apparatus before and after use on an emergency scene or training. The current ladder has been passing the annual inspections, but by standard 1911 should have been retired from service after 20 years. This will already make it more difficult to sell as a used fire apparatus.

The decision to either refurbish or replace the current ladder truck is one that should be based on a number of factors and careful consideration. These include the mechanical condition, age, and historical maintenance of the current ladder truck. The extent of the refurbish needed will depend on the engine, transmission, frame, axle ratings, mileage, and engine hours. The cost of refurbishment in accordance with NFPA 1912 can range from \$350,000 to over \$800,000 depending on the refurbishing required to bring the ladder truck in compliance with NFPA 1901 or 1906. It is important to consider that during a refurbishment, unanticipated repairs can arise increasing the cost unexpectedly. Another point to consideration in refurbished ladder truck is that it will have a shorter life than a new truck with have. In addition, during the time the ladder truck is being refurbished the City will need to ensure it has access to a ladder truck through its mutual aid agreements.

The City could also consider purchasing a used ladder truck as an option to either refurbishing the current one or purchasing a new one. The cost of a used ladder truck would depend on the age and condition.

We carefully considered the alternatives available of either refurbishing the current ladder truck, purchasing a used one, or purchasing a new one. We believe replacing the current ladder truck with a new one is the best option at this time. It will provide the Department with a state-of-the-art ladder truck with a longer service life than either refurbishing the current one or purchasing a used one.

The Fire Department's capital improvement program for equipment replacement is in line and is conservative with the rotation schedule.

The City of Wayzata is blessed with extensive economic development, including many multi-floor retail and housing structures. The roadways are narrow in some locations and with extensive street parking also make it difficult for ladder trucks to gain easy access to 3 and 4 story buildings. The City also have many large residential structures that require an aerial device to access second or third stories and roofs. Baker Tilly feels that the need for a replacement aerial device is valid and recommends that when the specifications are written that maneuverability are written into the specifications.

Baker Tilly was also asked to review the current organizational structure of the Department, especially the staffing with all part time personnel and if this is sustainable over the next three to ten years. We feel that it is imperative that the City start the leadership succession planning for the Department. This plan should identify the key roles in the organization, people with the right skills, and positions that may need filling in for a short period of time. The transfer of knowledge from key leadership individuals is crucial to the fire department continuity and sustainability. The current Fire Chief and Assistant Chiefs are essential to identifying high potential employees, allowing for the development, and mentoring of individuals to succeed, other who may retire or leave the organization unexpectedly. Leaders who share their knowledge, empower those in lower ranks and share responsibility are respected more as leaders among peers and subordinates.

Baker Tilly has determined that current department leadership will be transitioning to retirement within the next three years. We recommend that the City budget for a Fire Chief full-time position for 2023. If acceptable to those involved, we feel the City should begin working on the leadership succession plan immediately and incorporate the current Fire Chief and Assistant Chiefs in the process. This may allow for the current Fire Chief to assume a full-time position providing the time and ability to work on the three-to-five-year succession plan and implement the recommendations provided in this Review. We would not recommend the addition of clerical personnel until the Fire Chief position is filled and the process needs of the new chief can be determined.

Baker Tilly recommends that the succession planning includes the following goals:

1. Identify key positions and/or people in the organization that would negatively affect operations if lost.
 - a. **Tactics and Tasks:**
 - i. Review position descriptions and update them as needed to reflect current duties and responsibilities

- ii. From the above exercise identify key positions (not necessarily formal leadership positions) and people that could negatively affect the organization if lost
 - iii. Prioritize the list
- 2. Identify people in the organization that have high potential for future leadership and/or to fill the key positions identified in goal one.
 - a. **Tasks and tactics:**
 - i. Update performance review documents – making sure you know strengths and weaknesses in individual performance
 - ii. Conduct a special meeting for this specific topic. Brainstorm people (knowing their strengths and weaknesses) that can fit into and have an interest in the prioritized list of key positions in the organization
- 3. Create an annual individual performance plan for those individuals to ensure they receive the proper education, training, communication, and opportunities to develop within the organization. Measure this quarterly to ensure the organization is meeting its goals.
 - a. **Tasks and Tactics:**
 - i. Develop a specific action plan for everyone and document such on a performance review.
 - ii. Review key performance metrics semi-annually with the individual
- 4. Determine if the right people are already inside the department or if an executive selection search for a new Fire Chief is needed. If needed begin that process and allow for sufficient amount of transition time with the current Fire Administrative Officers.

V. Wayzata Fire Department Findings and Recommendations

The following findings and recommendations were developed as part of this operational review.

Findings:

- Wayzata's Paid-On-Call staffing level is adequate for the community
- The Department's policy and procedure manual and standard operating guidelines (SOG) are in place and being followed
- The City of Wayzata does have a Strategic Plan, but there is not a Strategic Plan for the Fire Department.
- A community risk analysis has not been completed by the Department and 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 Department has been able to average nine responding personnel for most incidents, including during the weekday hours.
- The City maintains a fifteen-year Capital Improvement Plan (CIP) which includes capital items for the fire department.
- The response times reported for the Department demonstrate that the Department is providing acceptable response times for first-arriving units in Wayzata, but not in the City of Woodland.
- Risk reduction programs, fire inspection programs, and public education programs are limited due to part-time staff.
- Fire suppression is supported through auto and mutual aid agreements with surrounding communities.
- Standard Operating Guidelines appropriately address fire suppression operations for the Department.
- The Department is a secondary EMS provider and is trained to the Emergency Medical Responder (EMR) level.
- The combination of in-house resources to perform auto extrication and basic water rescue response, with additional support from the technical rescue teams is appropriate for the Department.
- The Fire Station location meets today's needs for the Department's coverage area. The facility is maintained and managed to meet the agency's mission.
- Apparatus and vehicles are in good condition. The fleet is of appropriate size and has sufficient resources. Maintenance is performed by a mix of in-house and contract service providers and is coordinated by the Fire Chief.

Wayzata Fire Department Findings and Recommendations

- The Department's small equipment including safety compliance gear, other gear, and hoses are in good condition and adequate for their needs. They have a maintenance schedule and replacement as needed per NFPA standards.
- The Department does not have an employee wellness/fitness program in place that includes daily fitness expectations for members.
- Training is primarily accomplished by department wide training nights twice monthly it is our opinion they not currently receiving an adequate amount of training hours per person

Recommendations:

Recommendation	Implementation Schedule
1. The City should budget for a Fire Chief full-time position for 2023	2023
2. The City should start working on shared Fire services with surrounding departments rather than moving to full-time staff other than the Chief	2023
3. A community risk analysis and standard of cover document should be developed.	2023
4. Response times should be monitored using the 90% method.	2022
5. The Department should begin evaluating response times for full alarm fire response for a structure fire which is the response time for the effective response force (ERF) needed to extinguish the structure fire, not just the first arriving unit.	2022
6. Training should be increased to 3 or 4 times per month from its current 2 times and expand the ability to go to outside training, especially officer training. All personnel should be trained to a minimum of Firefighter II. The Officers should also be trained to the Officer II level.	2022
7. The alternatives available of either refurbishing the current ladder truck, purchasing a used one, or purchasing a new one should be evaluated using a life-cycle cost analysis	2022
8. The city should begin the leadership succession planning for the Department	2022