Wayzata City Council Workshop Meeting Agenda
Wayzata City Hall Community Room, 600 Rice Street
WEDNESDAY, AUGUST 5, 2026

WORKSHOP TOPICS FOR DISCUSSION:

1. Discussion of Bid Results and Funding Options for Lake Street Landscaping Improvement Project (5:00-5:30 p.m.)
2. Discuss Wayzata and Shoreline Fire Department Cooperative Framework Report (5:30 -6:30 p.m.)
3. Discussion of Future Workshop Topics (6:30-6:40 p.m.)

City Council Workshop
City Council Agenda Report

MEETING DATE: August 5, 2026	**WORKSHOP AGENDA ITEM:** 1
TITLE: Discussion of Bid Results and Funding Options for Lake Street Landscaping Improvement Project (5:00-5:30 p.m.)	
PREPARED BY: Mike Kelly, Public Works Director/City Engineer, Aurora Yager, City Manager	
REVIEWED BY: Aurora Yager, City Manager	

DISCUSSION OBJECTIVE:
To discuss the bid results, funding options, and desired next steps for the Lake Street Landscaping Improvement Project.

2024-2026 STRATEGIC PLAN PRIORITIES RELEVANCE:
Sustain Community Character & Safety
Maintenance of Lake Street is an important factor in Wayzata's character and resident pride.

BACKGROUND:
In the summer of 2025, a group of residents approached the Mayor to request improved plantings along Lake Street, including but not limited to, replacing the failed dogwoods. The group then hired Damon Farber to evaluate the performance of plantings on Lake Street. These findings were presented to the City Council at the January 20 workshop, where the Council directed staff to collaborate with the residents and their consultant to develop a design addressing landscape maintenance, performance, and aesthetics along Panoway.

At the May 5, 2026 City Council workshop, the Council reviewed the proposed plan, expressed support for the plan, and directed the preparation of construction plans, including bid alternates which would be included to provide the Council with flexibility to advance the project at varying funding levels depending on the amount of community support and contributions received.

On Tuesday, July 28, staff received three qualifying bids for the project. Two other bids were submitted but did not meet the qualifying criteria (attendance at pre-bid meeting, bid bond, etc.), so they were not considered. A summary of the qualifying bid results can be found below.

Contractor	Total Base Bid *	Alternate 1**	Alternate 2 ***
Traverse des Sioux Garden Center	$ 279,986.00	$ 41,626.00	$ 120,828.00
Hoffman & McNamara	$ 339,163.00	$ 86,646.00	$ 209,955.00
Urban Companies	$ 391,680.00	$58,130.00	$142,690.00

* The base bid included two items for which the contractors were required to provide a unit price only, as the quantities are ultimately to be determined in the field. For the base bid, this could add approximately $80,000 to the base bid if the full estimated quantities are realized.
** The Alternate 1 bid included two items for which the contractors were required to provide a unit price only, as the quantities are ultimately to be determined in the field. For the Alternate 1 bid, this could add approximately $8,000 to the base bid if the full estimated quantities are realized.
*** The Alternate 2 bid included several items related to irrigation construction for which the contractors were required to provide a unit price only, as the quantities are ultimately to be determined in the field. For the Alternate

2 bid, this could add approximately $45,000 to the base bid if the full estimated quantities are realized.

Both staff and resident group recommend rejecting Alternate 2 as that area is not a priority at this time.

Based on the total base bid, and including the per-unit price estimates, below is a restated summary of total estimated costs from the lowest bidder.

Contractor	Base Bid	Base Bid Est. Maximum Per Unit Costs	Alternate 1	Alternate 1 Est. Maximum Per Unit Costs	Total Est. Maximum Costs Base Bid + Alternate 1
Traverse des Sioux Garden Center	$ 279,986.00	$ 80,000.00	$ 41,626.00	$ 8,000.00	**$ 409,612**

This City has already committed $100,000 for this project and the resident group has committed $150,000. This leaves a funding gap of at least $71,612 but could be as large as $159,612 depending on the actual costs of the per-unit costs. Additionally, in order to continue working with Colleen Lockovitch on the installation and training for staff, her cost is an additional $9,200 to the City.

The resident group may be willing to contribute more to the project but is requesting the City contribute more as well and this will be a key part of the discussion at the workshop.

Time Constraints
The City has 60 days from when bids are received to act on them. However, to meet the goal of installing plants in 2026, approval of bids would need to occur at the August 18 meeting to ensure plants are installed by October, which is the latest planting should occur. Otherwise, the project will be pushed to Spring 2027. If the project were delayed to 2027, staff recommend rebidding the project.

Options for Next Steps

1. Increase the City's contribution in combination with the group of residents to move forward with the Base Bid + Alternate 1. To cover the bids equally, each party would need to commit to at least $160,806. To cover the maximum estimate for per-unit costs associated with the Base Bid + Alternate 1 equally, an additional $44,000 would be needed from each party. If split equally, each group's maximum costs are estimated to be $204,806.
2. Increase the City's contribution in combination with the group of residents to move forward with the Base Bid only and reject Alternate 1 to consider that in a future phase. To cover the Base Bid equally, each party would need to commit to at least $139,993. To cover the maximum estimate for per-unit costs equally, an additional $40,000 would be needed from each party. If the total for the Base Bid were split equally, each group's maximum costs are estimated to be $179,993.
3. Reject all bids and rebid the project with the same scope for 2027 construction.
4. Reject all bids and rebid the project with a revised smaller scope for 2027 construction.

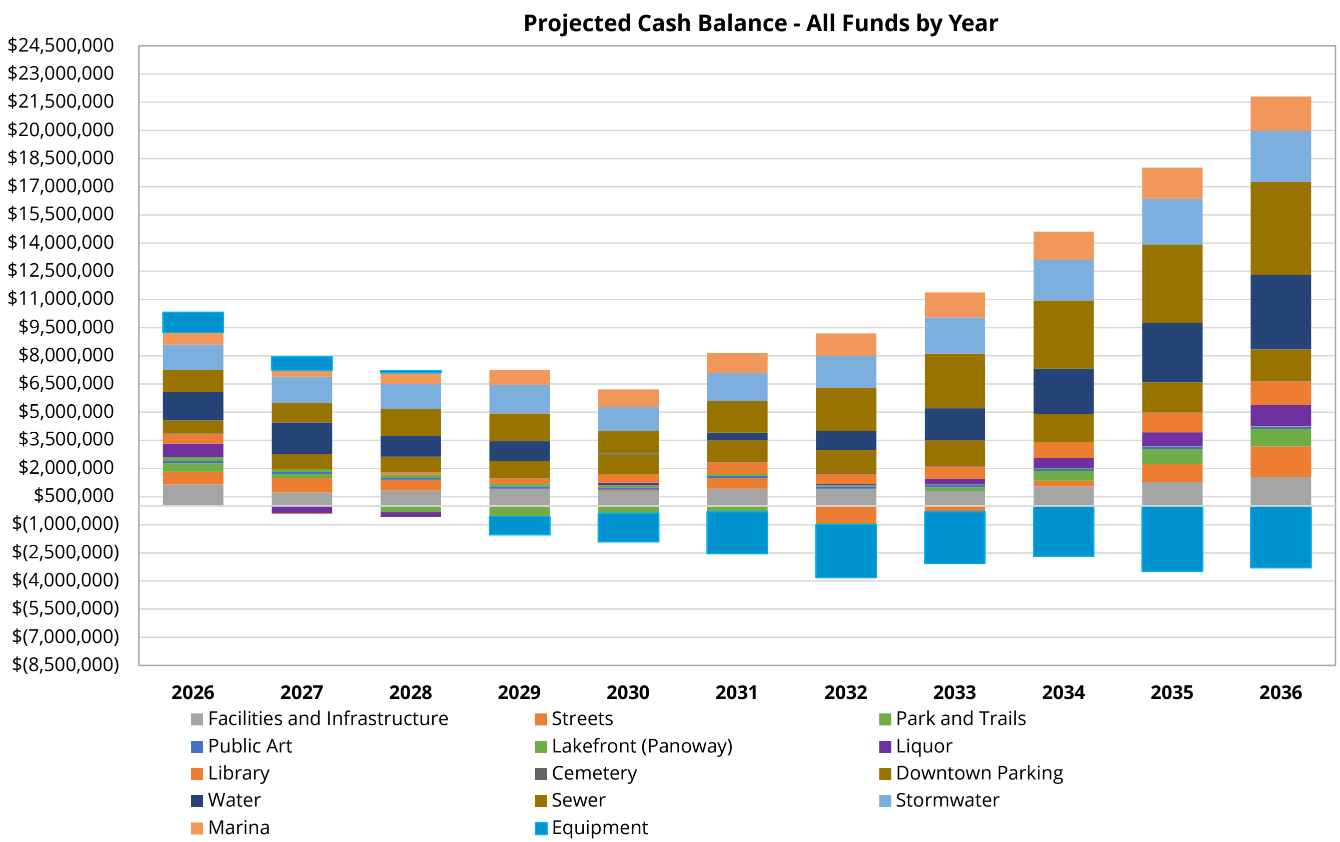
Funding Options
If the Council wants to increase the City's contribution to this project, below are some ways the City could fund it. Updated projections for capital fund balances, detailed cash flow projections for the Parks and Trails Capital Fund, and the calculation of the 2025 Unassigned Fund Balance are included below for your reference.

1. Increase the budget within the Parks and Trails Capital Fund
2. Allocate resources from the 2025 unassigned fund balance for this project
3. Increase the levy for 2027 to offset some or all of the project cost

ATTACHMENTS:
1. Capital Fund Balance Projections 7.30.2026
2. Parks and Trails Capital Fund Cash Flow 7.30.2026
3. 2025 Unassigned Fund Balance Calculation and Recommended Use Options

Capital Fund Balance Projections

Fund	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Facilities and Infrastructure	$1,136,456	$719,909	$812,939	$921,165	$778,062	$927,640	$927,051	$775,417	$1,030,854	$1,275,759	$1,548,055
Streets	$695,191	$761,920	$575,959	-$63,854	$90,856	$559,837	-$917,439	-$302,462	$323,074	$962,717	$1,619,958
Park and Trails	$436,953	$209,454	-$332,427	-$473,724	-$390,457	-$266,437	-$71,573	$214,631	$506,317	$804,355	$933,914
Public Art	$110,063	$111,164	$112,276	$113,398	$114,532	$115,678	$116,834	$118,003	$119,183	$120,375	$121,578
Lakefront (Panoway)	$210,638	$158,032	$177,299	$148,759	$119,934	$90,820	$61,415	$31,716	$32,034	$32,354	$32,677
Liquor	$735,748	-$369,960	-$247,011	-$23,263	$134,928	-$39,848	$49,254	$304,320	$537,752	$731,576	$1,118,695
Library	$526,551	-$53,313	$110,495	$279,053	$453,050	$632,654	$557,037	$654,865	$848,796	$1,049,018	$1,255,725
Cemetery	$19,929	$19,929	$19,929	$19,929	$19,929	$19,929	$19,929	$19,929	$19,929	$19,929	$19,929
Downtown Parking	$681,752	$790,224	$809,681	$919,433	$1,030,281	$1,142,239	$1,255,316	$1,369,524	$1,474,873	$1,581,277	$1,688,744
Water	$1,525,142	$1,673,873	$1,116,427	$1,041,222	$51,864	$422,399	$999,377	$1,708,241	$2,429,248	$3,181,041	$3,975,458
Sewer	$1,163,119	$1,041,302	$1,433,660	$1,488,321	$1,189,323	$1,672,801	$2,301,605	$2,915,655	$3,619,028	$4,161,975	$4,936,465
Stormwater	$1,359,373	$1,397,522	$1,344,183	$1,534,144	$1,284,801	$1,488,877	$1,702,681	$1,926,541	$2,168,794	$2,430,109	$2,711,177
Marina	$648,494	$354,492	$575,440	$756,618	$931,372	$1,082,883	$1,193,676	$1,340,605	$1,498,303	$1,667,158	$1,847,566
Equipment	$1,065,247	$713,400	$121,234	-$978,154	-$1,529,104	-$2,243,404	-$2,831,604	-$2,773,404	-$2,676,604	-$3,478,204	-$3,297,803
	$10,314,657	**$7,527,948**	**$6,630,084**	**$5,683,050**	**$4,279,372**	**$5,606,070**	**$5,363,560**	**$8,303,580**	**$11,931,580**	**$14,539,439**	**$18,512,141**



Parks and Trails Improvement Fund #404

Fund #404

CAPITAL PROJECT SUMMARY

Project Year	Project	Current Cost	Estimated Cost (with Inflation) 2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
2026	Lake Street Landscaping Project	100,000	-	100,000	-	-	-	-	-	-	-	-	-	-
2026	Irrigation Audit	15,000	-	15,000	-	-	-	-	-	-	-	-	-	-
2026	Planting, Removal, & Maintenance of City Trees (EAB Management)	77,700	-	77,700	-	-	-	-	-	-	-	-	-	-
2026	Lake Street Landscaping Replacement	200,000	-	200,000	-	-	-	-	-	-	-	-	-	-
2026	City Hall Addition of gate and path/garden update	52,000	-	52,000	-	-	-	-	-	-	-	-	-	-
2027	Wrought iron fence maintenance - Children's Garden	16,300	-	-	16,800	-	-	-	-	-	-	-	-	-
2027	Wrought iron fence maintenance - Heritage Park	25,800	-	-	26,600	-	-	-	-	-	-	-	-	-
2027	Wrought iron fence maintenance - Post Office Park	25,800	-	-	26,600	-	-	-	-	-	-	-	-	-
2027	Heritage Addition of lounge seating, tables and chairs (4), picnic game area	27,400	-	-	28,200	-	-	-	-	-	-	-	-	-
2027	Park Signage/Park Name Signs	50,000	-	-	51,500	-	-	-	-	-	-	-	-	-
2027	Planting, Removal, & Maintenance of City Trees (EAB Management)	75,400	-	-	77,700	-	-	-	-	-	-	-	-	-
2027	Shaver Park Design Development and Construction Documents	109,300	-	-	112,600	-	-	-	-	-	-	-	-	-
2028	Broadway Stairway Renovation of lighting	50,000	-	-	-	53,000	-	-	-	-	-	-	-	-
2028	Planting, Removal, & Maintenance of City Trees (EAB Management)	73,200	-	-	-	77,700	-	-	-	-	-	-	-	-
2028	Beach+Shaver Park Improvements: Shade structure, hammock/art poles, picnic plaza, parking lot, volleyball courts, park building renovation, fire place	527,100	-	-	-	559,200	-	-	-	-	-	-	-	-
2029	Eastman Ln Addition of interpretive signage	9,300	-	-	-	-	10,200	-	-	-	-	-	-	-
2029	Klapp+Bell Restriping and resurfacing of (4) pickleball (includes expansion of courts)	46,400	-	-	-	-	50,700	-	-	-	-	-	-	-
2029	Planting, Removal, & Maintenance of City Trees (EAB Management)	71,100	-	-	-	-	77,700	-	-	-	-	-	-	-
2029	Eastman Ln Addition of trail and boardwalk	184,400	-	-	-	-	201,500	-	-	-	-	-	-	-
2030	Community Gardens Initial Install and Fencing	36,200	-	-	-	-	-	40,700	-	-	-	-	-	-
2030	Planting, Removal, & Maintenance of City Trees (EAB Management)	69,100	-	-	-	-	-	77,800	-	-	-	-	-	-
2031	Resurface Wayzata Middle School Tennis Courts (includes replacement of net posts)	45,700	-	-	-	-	-	-	53,000	-	-	-	-	-
2031	Planting, Removal, & Maintenance of City Trees (EAB Management)	67,100	-	-	-	-	-	-	77,800	-	-	-	-	-
2032	Locust Hills Park-Identify Future Needs	8,800	-	-	-	-	-	-	-	10,500	-	-	-	-
2032	Planting, Removal, & Maintenance of City Trees (EAB Management)	65,000	-	-	-	-	-	-	-	77,600	-	-	-	-
		$ 2,028,100		**$ 444,700**	**$ 340,000**	**$ 689,900**	**$ 340,100**	**$ 118,500**	**$ 130,800**	**$ 88,100**	**$ -**	**$ -**	**$ -**	**$ -**

	-	-	-	-	-	-	-	-	-	-		

Parks and Trails Improvement Fund #404

PROJECTED CASH FLOWS

	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
REVENUES												
Investment earnings	110,500	4,089	4,370	2,095	-	-	-	-	-	2,146	5,063	8,044
Charges for services	87,785	90,419	93,131	95,925	98,803	101,767	104,820	107,964	111,203	114,540	117,976	121,515
Park Dedication	-	68,694										
Rental Earnings		-	-	-	-	-	-	-	-	-	-	-
Lake Street Landscaping Resident Group donation		100,000										
Donations	25,000	10,000										
Misc. Revenues												
TOTAL REVENUES	**223,285**	**273,202**	**97,501**	**98,020**	**98,803**	**101,767**	**104,820**	**107,964**	**111,203**	**116,686**	**123,039**	**129,559**
EXPENDITURES												
Capital Outlay	2,271,653	444,700	340,000	689,900	340,100	118,500	130,800	88,100	-	-	-	-
TOTAL EXPENDITURES	**2,271,653**	**444,700**	**340,000**	**689,900**	**340,100**	**118,500**	**130,800**	**88,100**	**-**	**-**	**-**	**-**
EXCESS (DEFICIENCY) OF REVENUES OVER (UNDER) EXPENDITURES	(2,048,368)	(171,498)	(242,499)	(591,880)	(241,297)	(16,733)	(25,980)	19,864	111,203	116,686	123,039	129,559
OTHER FINANCING (USES) AND SOURCES												
Prepaid Costs from Prior Year												
Proceeds from TIF		184,510	-	-	-	-	-	-	-	-	-	-
Other project funding revenue	-	-	-	-	-	-	-	-	-	-	-	-
Transfer - 2009 Street and Big Woods Bond Issuance excess												
Transfer In - Excess Reserves	100,000											
Transfer In - Marina Fund	15,000	15,000	15,000	50,000	100,000	100,000	150,000	175,000	175,000	175,000	175,000	-
Transfer In - Tree and Planting Fund												
TOTAL OTHER FINANCING SOURCES (USES)	**115,000**	**199,510**	**15,000**	**50,000**	**100,000**	**100,000**	**150,000**	**175,000**	**175,000**	**175,000**	**175,000**	**-**
NET CHANGE IN FUND BALANCES	(1,933,368)	28,012	(227,499)	(541,880)	(141,297)	83,267	124,020	194,864	286,203	291,686	298,039	129,559
FUND BALANCES, JANUARY 1	**$ 2,342,309**	**$ 408,941**	**$ 436,953**	**$ 209,454**	**$ (332,427)**	**$ (473,724)**	**$ (390,457)**	**$ (266,437)**	**$ (71,573)**	**$ 214,631**	**$ 506,317**	**$ 804,355**
FUND BALANCES, DECEMBER 31	**$ 408,941**	**$ 436,953**	**$ 209,454**	**$ (332,427)**	**$ (473,724)**	**$ (390,457)**	**$ (266,437)**	**$ (71,573)**	**$ 214,631**	**$ 506,317**	**$ 804,355**	**$ 933,914**

2025 Unassigned Fund Balance Calculation and Recommended Use Options

Below is the information presented to the City Council at the July 7th City Council Workshop on the Preliminary General Fund Budget

The Council has $921,057 in Unassigned Fund Balance from 2025 that can be allocated for future capital projects. Based on the projected cash flows and projects identified in the Strategic Plan, staff recommends allocating the transfer go toward the following Funds/Projects:

Fund	Project/Use	Amount	Reason
408 – Facilities and Infrastructure	Public Safety Facility (new or renovated)	$321,057	As the City works through next steps with Public Safety facility needs, funding will be an important component to continue that work in any capacity (design, construction documents, and construction/renovation)
409 – Equipment	Any	$600,000	Reduces future projected deficits which are otherwise funded primarily through property taxes.
Total		**$921,057**	

City Council Workshop
City Council Agenda Report

MEETING DATE: August 5, 2026	**WORKSHOP AGENDA ITEM:** 2
TITLE: Discuss Wayzata and Shoreline Fire Department Cooperative Framework Report (5:30 -6:30 p.m.)	
PREPARED BY: Aurora Yager, City Manager, Kevin Klapprich, Fire Chief	
REVIEWED BY:	

DISCUSSION OBJECTIVE:
To review the report and provide feedback on the opportunities for collaboration.

2024-2026 STRATEGIC PLAN PRIORITIES RELEVANCE:
Achieve & Sustain Operational Excellence
This report serves as a key guiding document in support of the strategic initiative to explore shared services for Fire.

BACKGROUND:
Over the past year, Chief Klapprich, Manager Yager, and our partners in Orono, Long Lake, and the Shoreline Fire Department have been working collaboratively on a study examining how our departments can collaborate more efficiently and effectively. This work was supported by a joint State grant, which enabled us to engage consultant Jerry Streich of Capstone Public Sector Solutions to lead the analysis, and he will be at the workshop to present the report.

The purpose of this study was not driven to merge our departments. Rather, the purpose was to identify practical, achievable opportunities for cooperation that strengthen service across all our communities by enhancing overall fire service delivery, improving efficiency and effectiveness during joint response events, supporting and recruiting firefighters, and identifying areas where collaboration may result in cost savings.

The attached report outlines 18 potential opportunities for partnership. While Jerry Streich has suggested a priority order for consideration, it will ultimately be up to Wayzata and Shoreline to jointly review, prioritize, and evaluate each item.

The Shoreline Fire Department Board received a presentation on this topic on June 8, 2026, and expressed strong support for greater collaboration between our departments and hoped the Wayzata City Council would be supportive as well.

Next Steps
If the Council is supportive, Chief Klapprich and Manager Yager will begin working with Orono, Long Lake, and the Shoreline Fire Department to set up the Joint Operations Committee and begin prioritizing, evaluating, and implementing these opportunities.

ATTACHMENTS:
1. Shoreline_Wayzata_Cooperative_Framework_Report

Stronger Together by Design

A Cooperative Fire Services Framework for the Shoreline and Wayzata Fire Departments

Strategy and Implementation Manual for the Lake Minnetonka Corridor, Hennepin County, Minnesota

FIVE COMMUNITIES PROTECTED

STRATEGIC COLLABORATION

SHARED STRENGTH GREATER IMPACT

LOCAL CONTROL LOCAL COMMITMENT

CAPSTONE
Public Sector Solutions

Jerry Streich
Chief Executive Officer &
Fire Service Advisor

JUNE 2026

Funded by the FY24-25 Minnesota Service Planning Grant

Prepared for

The Shoreline Fire Department Board of Directors, the City Councils of Orono, Long Lake, and Wayzata, and their City Managers and Administrators

Prepared by

Jerry Streich, Chief Executive Officer & Fire Service Advisor

CAPSTONE
Public Sector Solutions

June 2026

Funded by the FY24-25 Minnesota Service Planning Grant

EXECUTIVE BRIEF

Regional Fire Cooperation Framework for the Lake Minnetonka Corridor

Prepared for the Shoreline Fire Department Board of Directors and the Cities of Orono, Long Lake, Wayzata, Woodland, and Minnetonka Beach. This brief summarizes the full strategy so board and council members can review the key elements in minutes. Every figure here is verified in the full report.

Two capable and respected fire organizations, one corridor.

Purpose of This Engagement

This executive briefing summarizes the findings of the Lake Minnetonka corridor fire services planning engagement funded through the FY24–25 Minnesota Service Planning Grant. The purpose of this work was not to recommend a merger, eliminate departments, or remove local control. The purpose was to evaluate whether the Shoreline Fire Department and the Wayzata Fire Department could collaborate more effectively to improve service delivery, strengthen operational readiness, and better position the region for future fire service demands.

The communities surrounding Lake Minnetonka are currently protected by two capable and respected fire organizations. The Shoreline Fire Department operates as a successful Joint Powers Agreement between the Cities of Orono and Long Lake under Minnesota law and currently operates two fire stations serving both member cities as well as, by contract, the City of Minnetonka Beach. The Wayzata Fire Department operates a single station serving both Wayzata and, by contract, the City of Woodland. Together, these organizations already function as regional service providers, protecting five communities with a combined taxable market value approaching $10 billion while doing so at a combined annual operating cost of approximately $1.95 million.

That is a remarkable value proposition by any measure of public service delivery.

The question before the governing bodies is not whether these departments are performing well. They are. The question is whether the current service model is strategically positioned for the future.

The Corridor by the Numbers

Five communities protected. Three fire stations. $9.92 billion in verified taxable market value.

About $1.95 million in combined annual operating cost. Eighteen cooperative opportunities identified. One milestone: every opportunity discussed and dispositioned by 2030.

Why This Matters Now

Fire service across Minnesota continues to face growing pressure from declining volunteer availability, increasing training requirements, rising apparatus costs, recruitment challenges, and greater public expectations. These pressures are not unique to this corridor. They are being felt statewide.

The difference here is that geography, existing governance structures, and current relationships create a rare opportunity to proactively design a better future before crisis forces change.

One of the most important findings of this engagement is that the Lake Minnetonka corridor is not starting from zero. Shoreline already proves that shared fire governance works. Orono and Long Lake successfully built and continue to operate a Joint Powers fire department under Minnesota law. That means this region does not need to speculate about whether shared service delivery is legally possible, operationally practical, or politically manageable. The model already exists and already works.

The proof is parked side by side. Long Lake and Orono built one department together, and the corridor can build on that same foundation.

This planning effort simply explores whether that successful cooperative philosophy can be expanded through strategic collaboration with Wayzata.

Full detail: Sections 3 and 5 of the report.

This Is Not a Merger Proposal

It is important to clearly state what this framework is and what it is not.

This is not a merger proposal. Nothing in this strategy requires any city to surrender ownership of stations, transfer apparatus ownership, change tax authority, alter employment relationships, or give up local governance. Each city retains control over its assets, identity, and budget.

Cooperation, not consolidation, is the foundation of this framework. Any future structural changes would require separate, voluntary action by each governing body.

The opportunity before these communities is not about giving something up. It is about using existing resources more effectively to provide better and more efficient service.

Full detail: Sections 4.5 and 12.3 of the report (local-control safeguards).

Key Findings

This engagement identified five major strategic findings.

First, the three fire stations serving this corridor are already positioned in locations that naturally complement one another. GIS analysis confirms meaningful overlap in ten-minute response coverage. In practical terms, the map already supports collaboration. The recommended cooperative framework simply allows operations to catch up with geography.

Second, the combined service area protects nearly $10 billion in taxable market value. This includes high-value residential properties, commercial occupancies, mixed-use developments, restaurants, assembly spaces, and legacy structures. The consequence of a single uncontrolled fire in this corridor can be substantial.

Third, the most significant strategic vulnerability identified during this engagement is not apparatus, staffing, or training. It is the absence of a dedicated fire prevention program protecting nearly $10 billion in community value. The most important effort in the fire service is to prevent one from occurring. Protecting the areas tax base using preventive measures is less costly and greatly reduces risk.

Fourth, the Shoreline Joint Powers Agreement already proves shared governance works under Minnesota law. The legal framework, operational precedent, and governance model already exist. The JPA model has been used in Minnesota for nearly fifty years, however, it is new to the area.

Fifth, eighteen cooperative opportunities were identified across staffing, training, prevention, apparatus, procurement, logistics, and response operations. These opportunities can be evaluated independently, phased over time, and implemented without requiring a merger.

Full detail: Section 4 (GIS and tax base) and Section 6 (the eighteen opportunities).

Priority Recommendation

#1: Establish a Collaborative Fire Prevention Bureau

Among all eighteen opportunities, one priority clearly rose above the others.

The strongest immediate opportunity is the creation of a collaborative Fire Prevention Bureau.

At present, the combined service area has no dedicated fire prevention bureau despite protecting nearly $10 billion in taxable market value. That reality should concern every elected official and administrator in this corridor.

Fire service leaders often spend significant time discussing apparatus, staffing, and response times. Those are important conversations. However, the greatest vulnerability identified in this corridor is something far less visible: the absence of dedicated prevention.

Fire prevention is often overlooked because success is invisible. When prevention works, nothing happens. No fire. No headlines. No emergency response. The cheapest fire to fight is the one that never starts. The second cheapest is the one controlled by a sprinkler system before firefighters arrive.

A collaborative Fire Prevention Bureau anchored by a shared Fire Marshal would provide fire code inspections, investigations, public education, plan review, community risk reduction, pre-incident planning, and verification that installed life safety systems such as sprinklers and fire alarms are properly inspected, tested, and maintained.

This is a level of service neither department can efficiently provide independently, yet together it becomes both practical and affordable. Total estimated annual cost is approximately $130,000 to $145,000 before fee offsets. Cities would share the cost of this position who would represent all agencies.

In a service area protecting nearly $10 billion in value, this is one of the strongest public safety investments available.

Full detail: Section 8 of the report.

Priority Recommendation

#2: Implement Reciprocal Automatic Aid

The second major opportunity is operational.

Today, city boundaries still create response barriers. Fire does not care about municipal boundaries, and the public expects the closest capable resource. The recommended reciprocal automatic aid model is straightforward. Shoreline would treat Wayzata as a second-due station in key response areas. Wayzata would treat Shoreline as a second-due resource for working incidents requiring depth or aerial support.

This creates a three-station response system without changing ownership of anything.

Wayzata Engine 11, ready at the station. Under reciprocal automatic aid, the closest capable resource answers the call regardless of the city line.

The result is faster effective response force assembly, better daytime coverage, increased structure fire staffing, improved aerial utilization, and increased resilience during major incidents.

This is one of the biggest service improvements available without major new spending.

Full detail: Section 7 of the report, with the coverage maps in Section 4.2 and Appendix C.

Priority Recommendation

#3: Shared Training and Staffing Strategy

Training and staffing are where smaller departments feel pressure first.

The cooperative framework recommends a shared training calendar, joint training officer, shared recruitment pipeline, and eventually shared scheduled duty crew pilot program.

These concepts improve recruitment, retention, morale, and operational consistency. People stay where they feel prepared, supported, and valued. A stronger shared training culture also improves interoperability. Crews who train together operate better together.

That matters on every significant incident.

Full detail: Sections 6.2, 6.4, and 9 of the report.

Why This Benefits Every Community

This framework creates measurable value for every participating community.

Wayzata gains greater depth on working fires, better utilization of its aerial platform, reduced pressure for independent staffing expansion, and stronger regional influence in long-term fire service planning.

Shoreline gains stronger north and eastern response depth, improved access to specialized apparatus, better administrative collaboration, and reduced duplication of future investments.

Woodland and Minnetonka Beach benefit because they are already served through contract relationships. Any improvement to Wayzata or Shoreline directly strengthens service delivery to those communities without requiring any change to existing agreements.

Orono and Long Lake benefit from stronger regional coverage, improved response depth, and a more resilient long-term service model.

This is not subsidy. This is strategic leverage.

Risk of Doing Nothing

Maintaining the current system is possible. Maintaining it indefinitely without adaptation becomes increasingly difficult.

Without strategic collaboration, the corridor faces growing risk of staffing shortages, slower response depth, duplicated capital purchases, increased cost per firefighter, recruitment decline, and administrative inefficiency.

The status quo is not free. Doing nothing is also a decision.

Strategic Roadmap

The recommended strategy is practical and phased.

The first phase begins immediately with establishment of a Joint Operations Committee consisting of the fire chiefs and city managers or administrators. This group should meet regularly and report quarterly to governing bodies.

The second phase focuses on the Fire Prevention Bureau, joint training, and reciprocal automatic aid implementation.

The third phase evaluates shared staffing models, procurement alignment, and logistics coordination.

The fourth phase focuses on long-term performance evaluation, strategic capital planning, and broader regional service opportunities.

By 2030, all eighteen cooperative opportunities should be formally discussed, dispositioned, and supported by implementation plans for those the governing bodies choose to pursue.

The key is discipline, not speed. Start with cooperation. Measure results. Build trust. Expand where value is proven.

Full detail: Section 12 of the report, including the phase table and decision gates.

What We Ask of the Governing Bodies

This brief asks for three actions. Together they start the work.

One. Direct your chief and your city manager or administrator to stand up the Joint Operations Committee. No agreement is required, and the first meeting can happen this quarter.

Two. Direct preparation of a cooperative service agreement under Minnesota Statutes § 471.59, with the local-control safeguards written into its terms. Remember, this is a joint *agreement*. You lose no control.

Three. Make the Fire Prevention Bureau the first shared investment and ask for the quarterly report that proves its value. This should be your first fulltime hire. Once the Fire Marshal is in place and established, see if the duty crew or on-call staff can assist with lower hazard occupancy inspections. If there is a problem, level it up to the Fire Marshal. Entice someone with experience into the position.

Final Recommendation

The opportunity in front of these communities is significant.

Shoreline and Wayzata already possess nearly everything needed to build one of the strongest cooperative fire service systems in the region: capable personnel, three strategically placed stations, strong leadership, an exceptional tax base, and proven shared-service precedent.

The path forward does not require a leap, it requires strategy.

Start here, measure the results and let data guide the future.

The goal is simple: better service, stronger protection, and smarter use of taxpayer resources while preserving local control.

Respectfully submitted,

Jerry Streich
Chief Executive Officer & Fire Service Advisor
Capstone Public Sector Solutions

Table of Contents

1. Executive Summary

The communities of the Lake Minnetonka corridor are served by two capable, community-rooted fire departments: the **Shoreline Fire Department**, a joint powers organization of the cities of Orono and Long Lake operating two stations, and the **Wayzata Fire Department**, operating a single station and serving Wayzata and, by contract, the City of Woodland. Together these departments protect a combined taxable market value of **$9.92 billion** across five communities (Hennepin County, Taxes Payable 2025 Final) with a combined annual operating cost of approximately **$1.95 million**. That is a remarkable value proposition by any measure of public service delivery.

This report, prepared by Capstone Public Sector Solutions under the FY24-25 Minnesota Service Planning Grant, presents the findings of a comprehensive fire services planning engagement. It is written deliberately in concept: it places before the governing bodies **eighteen cooperative opportunities, identified and presented during this engagement**, organized within a cooperative framework under Minnesota Statutes § 471.59 and supported by the mutual aid provisions of Minnesota Statutes Chapter 12. Nothing in this document is a commitment; everything in it is an opportunity for the cities to discuss, shape, adopt, defer, or decline. The framework requires no merger, no transfer of assets, and no surrender of local control. Each city retains its department, its budget authority, and its identity. What is on the table is how the three stations could work together every day. The strategic milestone proposed is simple: **by 2030, every one of the eighteen opportunities will have been discussed between Shoreline and Wayzata, and an implementation strategy will be prepared for those the cities choose to pursue.**

The conceptual framework rests on three pillars.

The first pillar is a **reciprocal "Station 2" automatic aid model**. Shoreline will treat the Wayzata station as its second-due station for calls in its northern response area, and Wayzata will treat Shoreline as its second-due station for incidents requiring automatic aid. Three stations begin functioning as one response system, assembling an effective firefighting force faster and deepening daytime coverage. Every station, apparatus, and dollar remains under its current owner, however, this review will determine if assets and facilities can be more practical for the future.

The second pillar is a **collaborative Fire Prevention Bureau as the first shared investment**. A jointly funded bureau, anchored by a shared Fire Marshal, will deliver public fire safety education, conduct code inspections of existing occupancies, and verify that installed fire protection systems such as sprinklers, alarms, and detection are properly inspected, tested, and maintained. The cheapest fire to fight is the one that never starts. The second cheapest is the one a sprinkler controls before arrival. If there is a fire, a swift fire investigation should occur to identify the origin and cause of the fire so we can reduce a future loss through education.

The third pillar is a **standing governance rhythm that preserves local control**. A Joint Operations Committee of the fire chiefs and city managers or administrators will meet on a regular schedule and report quarterly to the Shoreline Board of Directors and the Wayzata City Council. Local leaders drive the work. Elected bodies make every policy and budget decision based on the findings of the Committee.

The Strategy at a Glance: Start Here, and Do This

The work starts now with a handshake. Coordinated mutual-aid planning, joint training nights, and aerial response can all begin under existing automatic aid, and no agreement is required. Within 60 to 90 days, a simple cooperative service agreement under § 471.59 covers aerial billing, shared fire-marshal services,

From 2026 through 2029, the cities do this in phases: reciprocal Station 2 response, a shared training calendar and common procedures, the prevention program build-out, regional dispatch alignment, and the duty-crew pilot. Every one of the eighteen opportunities gets discussed and dispositioned along the way. In 2030, the cities reevaluate. A full-system review against the adopted metrics opens the conversation on further cost-savings steps and better service, including the unified command structure concept if the record supports it. None of this requires a Joint Powers Agreement. Each step proves the next.

The Strategic Premise

Cooperation first, consolidation by design. The departments build trust and operational fluency through shared response, shared prevention, and shared training beginning in 2026; review every one of the eighteen opportunities together in a structured sequence; and arrive at 2030 with each opportunity discussed, dispositioned, and, where the cities choose, backed by a prepared implementation strategy, including the unified command structure concept if, and only if, the member cities elect that path. Voluntary participation is the foundation of every concept in this report.

Conservative planning estimates indicate that a fully realized joint powers consolidation (Shoreline & Wayzata) could ultimately yield **$300,000 to $530,000 in annual system savings** relative to two independently scaled departments, while improving response performance. Those savings are a destination, not a starting point: the near-term cooperative concepts presented here are deliberately low-cost, reversible, and designed to prove their value before any larger commitment is asked of the member cities.

2. Engagement Background, Scope, and Methodology

2.1 Purpose and Funding

This engagement was funded by the **FY24-25 Minnesota Service Planning Grant**, which supports local governments in studying and planning shared service delivery. Capstone Public Sector Solutions was retained to evaluate the fire service delivery system in the Lake Minnetonka corridor and to develop a practical, legally sound pathway for closer cooperation between the Shoreline Fire Department and the Wayzata Fire Department. This document serves a dual purpose: it is the formal grant deliverable, and it is an implementation manual for the Shoreline Board of Directors, the member city councils, and the city managers who will carry the work forward.

2.2 Grant Elements Addressed

The Minnesota Service Planning Grant framework identifies specific planning elements. This report addresses the following:

Element	Description	Report Section
1	Cooperative objectives across training, administration, personnel, equipment, and consolidation	Section 6
2	Response efficiency and effectiveness	Section 7
3	Geography, population density, and voluntary participation	Section 4
4	Future funding sources	Section 10
5	Cooperative training and joint procurement	Section 9
8	Preliminary cooperative standard operating procedures	Section 11

The grant elements are deliberately woven through the opportunity framework rather than treated as separate chapters: each of the six opportunity categories in Section 6 is tagged to the grant elements it serves, so the planning requirements and the discovered opportunities read as one body of work. Elements concerning employment consolidation and comparisons to other joint powers organizations are outside the scope of this phase. No change to any employee's employer is proposed in this framework, and the Shoreline joint powers organization itself, a functioning and locally built model, provides the operating template for the cooperative structure recommended here.

2.3 Methodology

Findings and recommendations in this report are grounded in a structured discovery process conducted over the course of the engagement, including:

- Review of adopted 2026 operating budgets, capital improvement plans, and apparatus inventories for both departments;

- Verification of taxable market values against the Hennepin County Taxes Payable 2025 Final dataset;
- Review of the Shoreline joint powers agreement, cost-allocation formula, and the Minnetonka Beach service contract;
- GIS response-coverage analysis: ten-minute drive-time mapping from each of the three stations, using the ten-minute drive-time standard adopted by Shoreline as its response-time matrix;
- Identification, with department and city leadership, of eighteen cooperative opportunities across six categories, the strategic toolkit at the center of this report;
- Interviews and working sessions with fire chiefs, city managers and administrators, local chiefs, the Hennepin County Water Patrol, and elected officials;
- Analysis against national best-practice frameworks, including NFPA 1710/1720 deployment benchmarks, NFPA 25 and NFPA 72 system inspection standards, community risk reduction practice, and Insurance Services Office (ISO) Public Protection Classification criteria; and
- Legal review of Minnesota's cooperative service statutes, principally Minn. Stat. § 471.59 and Minn. Stat. Chapter 12.

All figures presented in this report are drawn from verified primary sources (adopted budgets, county tax records, and purchase documentation) and were reviewed in working sessions with department and city leadership. The presentation delivered to the Shoreline Board of Directors summarizes this material; this report provides the underlying detail and the implementation path.

3. Legal Framework for Cooperation

Minnesota law provides an unusually strong foundation for inter-city fire service cooperation. Two statutory frameworks do the work: one for day-to-day shared services, and one for emergencies. Understanding the distinction, and why a written agreement is best practice under both, is essential for the governing bodies.

3.1 Minn. Stat. § 471.59: The Joint Exercise of Powers

Minnesota Statutes § 471.59 authorizes two or more governmental units to jointly exercise any power common to them by written agreement. It is the workhorse of Minnesota local government cooperation and the statute under which the Shoreline Fire Department itself was created by Orono and Long Lake. Critically for this engagement, § 471.59 is **scalable**: it supports everything from a narrow two-party agreement for automatic aid or a shared fire marshal, up to a full joint powers entity with its own board. The cities can therefore begin with a focused cooperative agreement now and deepen it over time without changing legal vehicles. The same statute carries the relationship from the first handshake all the way to full consolidation, if the cities ever choose to go that far.

A § 471.59 cooperative agreement for this framework should, at minimum, define: the services covered (automatic aid, prevention bureau, training, procurement); the cost-sharing methodology and invoicing cycle; command and control at joint incidents; insurance, indemnification, and workers' compensation responsibility; data practices and records responsibility; term, amendment, and withdrawal provisions; and the governance and reporting structure described in Section 12.

3.2 Minn. Stat. Chapter 12: The Emergency Management Overlay

Chapter 12, Minnesota's Emergency Management Act, governs assistance between political subdivisions in emergencies and disasters. Three sections matter for this framework. **§ 12.27** directs local emergency management organizations to develop mutual aid arrangements consistent with the local emergency operations plan. **§ 12.29** provides for the declaration of a local emergency, which activates response and recovery aspects of local plans and authorizes aid and assistance under them. **§ 12.331** authorizes a political subdivision, when the public interest requires it because of an emergency, to request the assistance of another political subdivision. It also supplies default terms governing liability, workers' compensation, and equipment damage when no written agreement exists.

Why the Written Agreement Matters

Section 12.331's default terms apply only in the absence of a written agreement; where an agreement specifically addresses liability, workers' compensation, or equipment damage, the agreement's terms govern. The League of Minnesota Cities accordingly advises member cities to put mutual aid relationships in writing with terms suited to their needs. For routine, day-to-day automatic aid, which occurs far more often than declared emergencies, Chapter 12's emergency provisions do not substitute for a § 471.59 agreement at all. The two-statute structure recommended here is therefore: § 471.59 for the everyday cooperative system, with Chapter 12 as the overlay for declared emergencies and large-scale events.

3.3 Precedent Already in Place: The Minnetonka Beach Contract

The cooperative services model is not theoretical in this corridor. Shoreline Fire currently provides fire protection to the City of Minnetonka Beach under a service contract of **$48,200 annually**. Wayzata contracts with Woodland. These contracts establish both the legal precedent (a city purchasing fire protection from a neighboring organization under Minnesota law) and the political precedent (a small community receiving excellent service while retaining its municipal identity). The framework recommended in this report extends the same logic of services shared by agreement, with identity and control retained, to the relationship between two full-service departments.

3.4 Liability, Insurance, and Workers' Compensation

Before execution, the cooperative agreement should be reviewed by each city's attorney and coordinated with the League of Minnesota Cities Insurance Trust (LMCIT) or each city's carrier. Key items: confirmation that each city's liability coverage follows its personnel when operating in the partner's jurisdiction under automatic aid; explicit assignment of workers' compensation responsibility (each employer covers its own personnel is the standard and recommended approach); equipment damage allocation; and confirmation that the shared Fire Marshal's inspection and code-enforcement activity is covered in each jurisdiction in which the bureau operates. None of these items is an obstacle; all are routine and well-trodden in Minnesota practice, but each should be answered in writing, not by statutory default.

4. The Service Area and GIS Coverage Analysis (Grant Element 3)

4.1 Geography and Settlement Pattern

The service area occupies the northern and eastern shore communities of Lake Minnetonka in western Hennepin County. The lake itself is the defining geographic fact: it shapes road networks into corridors, lengthens drive routes between points that are close as the crow flies, concentrates seasonal population and marine risk, and produces a settlement pattern of lakeshore estates, walkable small-town cores (Wayzata and Long Lake), and lower-density residential areas in between. Property values are exceptionally high relative to population, which means the value protected per call and the consequence of a single uncontrolled structure fire are far above metro norms.

The three fire stations (Shoreline's stations in Orono and Navarre, and the Wayzata station) are positioned such that each department's station is, for a meaningful portion of the partner's territory, **closer than the partner's own second resource**. That geographic complementarity is the entire operational case for the reciprocal Station 2 concept in Section 7: the stations are already in the right places; only the dispatch and agreement structure needs to catch up to the map. The GIS drive-time analysis in Section 4.2 documents the overlap.

4.2 What the GIS Drive-Time Analysis Shows

Response coverage was analyzed using **ten-minute drive-time mapping** from each of the three stations: Shoreline Station 1 (Orono), Shoreline Station 2 (Navarre), and the Wayzata station. Ten minutes is the response-time standard Shoreline has adopted as its planning matrix, and it was applied uniformly across all three stations so the maps are directly comparable. Two caveats travel with every map and should be repeated whenever the exhibits are presented: the times are **drive-time only**, meaning they exclude call processing and turnout time, and they **assume staffed stations**. Where a station relies on paid-on-call response from home, actual total response time will be longer than the drive-time area suggests. That caveat is one of the strongest arguments in this report for the staffing opportunities in Section 6. Staffing, training, and a steady recruitment-and-retention pipeline are what turn a coverage map into a coverage promise.

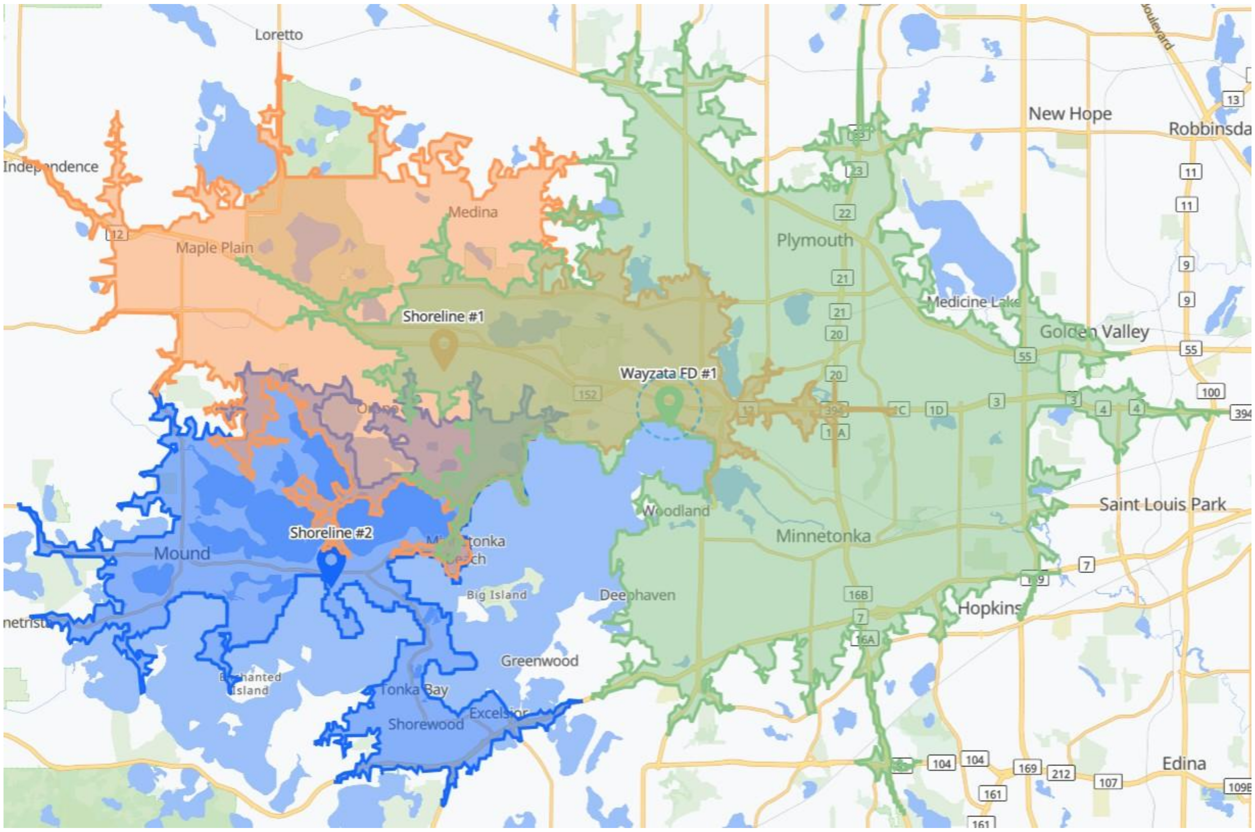


Figure 1. Combined ten-minute drive-time coverage: Shoreline Station 1 (orange), Shoreline Station 2 (blue), and Wayzata (green). Drive-time only; assumes staffed stations. Individual station exhibits in Appendix C.

Mapped on the ten-minute standard, the three staffed stations produce **continuous coverage across the corridor, from Independence and Maple Plain in the west to Plymouth, Minnetonka, and Golden Valley in the east**. The maps overlap heavily through the busiest core, providing depth and backup where call volume concentrates, and they reach outward at the edges. The individual station exhibits and live interactive map addresses are provided in Appendix C. The findings support four planning conclusions:

- **The ten-minute areas overlap.** Shoreline Station 1's drive-time area and the Wayzata station's drive-time area cover meaningful portions of each other's territory. Shared coverage is already a fact on the ground; a cooperative agreement formalizes what the map already shows.
- **Wayzata is the natural second-due resource for Shoreline's northern response area.** For calls in that area, the Wayzata station is reachable within the ten-minute standard, often ahead of Shoreline's own second resource.
- **Shoreline is the natural second-due resource for Wayzata.** For incident types requiring automatic aid, such as reported structure fires and incidents requiring depth, Shoreline's stations and duty-crew staffing back up the single Wayzata station within the standard.
- **Woodland sits inside Wayzata's coverage area,** and therefore inside the combined system's coverage: a cooperative framework that strengthens Wayzata's depth strengthens Woodland's protection with no change to Woodland's contract relationship.

4.3 Tax Base and Capacity to Sustain Service

The protected service area spans five communities: the Shoreline member cities of Orono and Long Lake, Wayzata, and the two contract communities of Minnetonka Beach (served by Shoreline) and Woodland (served by Wayzata). Woodland's inclusion matters to the planning picture: though small in population, its taxable market value of **$520,903,655** exceeds Long Lake's, and Wayzata's response obligations to Woodland belong in any coverage and staffing concept the cities discuss. All values below are verified against Hennepin County's Taxes Payable 2025 Final dataset, the same source used throughout this engagement.

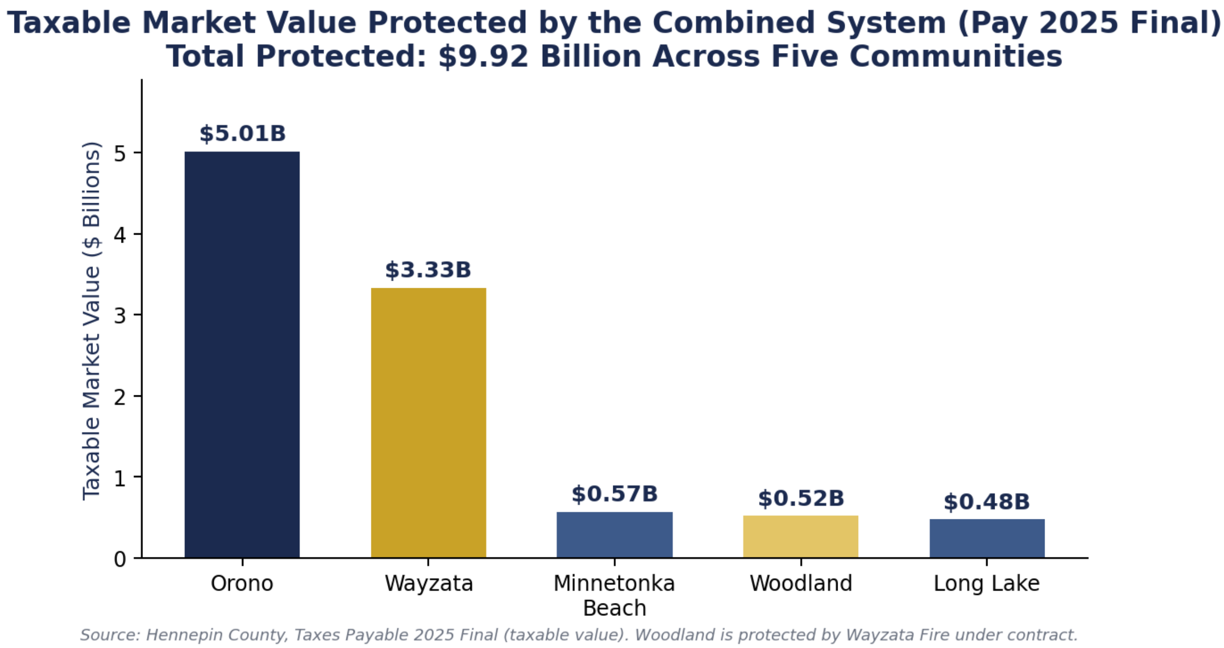


Figure 2. Taxable market value protected by the combined system, Pay 2025 Final (Hennepin County).

Community	Taxable Market Value (Pay 2025 Final)	Role in Framework
Orono	$5,012,448,282	Shoreline JPA member
Wayzata	$3,333,079,202	Cooperative partner
Minnetonka Beach	$572,829,675	Contract community (Shoreline)
Woodland	$520,903,655	Contract community (Wayzata)
Long Lake	$476,441,691	Shoreline JPA member
Member & partner cities (4)	**$9,394,798,850**	
Total protected (5 communities)	**$9,915,702,505**	

Two planning conclusions follow. First, the corridor can clearly afford an excellent fire service, and the question before the cities is how to design it. Second, the value at risk justifies investment in prevention:

in a $9.92 billion protected service area, a prevention bureau that stops even a handful of significant fires per decade pays for itself many times over.

4.4 Density, Demand, and the Volunteer-Era Inheritance

Like most of suburban Minnesota, the corridor departments were built on the volunteer model, and that model remains the backbone of both organizations. Population density does not justify fully career staffing at three stations, and the tax base should not be asked to fund it. The strategic problem of the coming decade is the one facing volunteer departments statewide: daytime availability, recruitment pipelines, and the rising training burden on volunteers. Shared service is the proven middle path. It preserves the paid-on-call culture and cost structure while adding targeted career capacity (prevention, training, scheduled duty crews) that no single small city could justify alone.

4.5 Voluntary Participation

Every element of this framework is voluntary. Each city council and the Shoreline Board act by its own resolution; the cooperative agreement includes withdrawal provisions; and no concept in this report requires any city to surrender ownership of a station, title to apparatus, or authority over its budget. The framework is designed so that participation is sustained by demonstrated value, not by contractual lock-in.

5. Current State of the Two Departments

5.1 Shoreline Fire Department

Shoreline Fire is a joint powers organization of Orono and Long Lake operating two stations (Orono and Navarre) with a 2026 operating budget of approximately **$1.3 million**, allocated approximately 85.4% to Orono and 14.6% to Long Lake under the JPA's adopted formula. The department fields a full-time Fire Chief and Deputy Chief, with part-time scheduled duty crews providing daytime coverage and a paid-on-call roster responding overnight. Shoreline also serves Minnetonka Beach by contract (Section 3.3). The organization is itself the product of successful consolidation. It is the corridor's proof that cities of different sizes can share a fire department, share costs by formula, and both be better for it.

5.2 Wayzata Fire Department

Wayzata Fire operates one station serving Wayzata and, by contract, the City of Woodland, at a net annual operating cost of approximately **$646,600** after contract revenue. The department is in a leadership transition to a full-time fire chief. That is a significant investment in professional capacity and a natural moment to set the department's cooperative posture for the next decade. Wayzata's capital position is strong: the city recently purchased a Pierce Impel 110' aerial platform for **$1,430,625 in cash**, the premier piece of apparatus in the corridor, and has identified a station remodel in the $4–6 million range in its own capital planning. Inter-agency use of the aerial can be billed at $500 per hour.

5.3 The Combined System on Paper

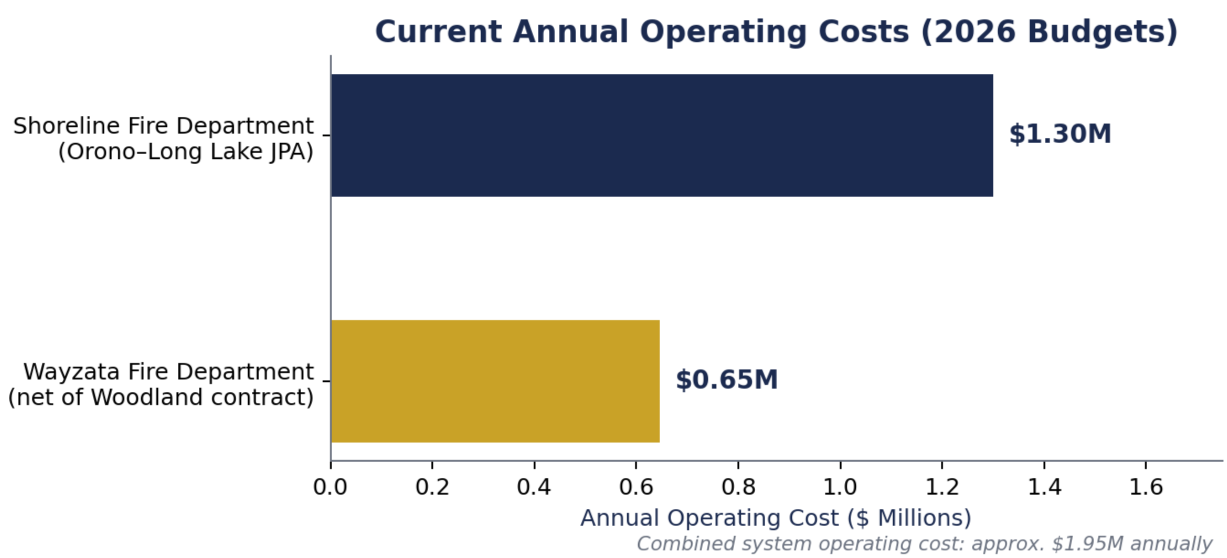


Figure 3. Current annual operating costs, 2026 adopted budgets.

Viewed as a single system, the corridor operates **three stations, two command structures, and roughly $1.95 million** in combined annual operating cost protecting $9.92 billion in value across five communities. The assets are complementary rather than duplicative: Shoreline brings two stations, depth of duty-crew staffing, and a proven JPA administrative chassis; Wayzata brings a third strategically located station, the aerial platform, contract-revenue experience, and an incoming full-time chief. The pieces of a first-class small regional fire system already exist. They are simply owned by different cities and dispatched as if the municipal boundary were a firewall.

5.4 The Staffing-Balance Observation

The discovery process surfaced one structural caution the governing bodies should see plainly: the current response model is unbalanced. Daytime scheduled-duty coverage and overnight paid-on-call response differ in depth and certainty between the two departments and across the week. This is the predictable arithmetic of small departments staffing independently. It is no knock on either organization. The cooperative framework addresses it directly: the reciprocal Station 2 model pools what exists today (Section 7), and the shared overnight duty crew (Section 7.5) is identified as the highest-impact near-term staffing investment. Staffing balance work proceeds on its own parallel track and is not gated on, or a precondition of, any consolidation decision.

6. The Eighteen Opportunities (Grant Elements 1, 2, 4, and 5, Integrated)

During this engagement, **eighteen cooperative opportunities were identified across six categories**. They were discovered in budget review, station and staffing analysis, the GIS coverage work, and working sessions with the chiefs and city managers, and presented to the Board in the master deck. They are reproduced here in full; each developed as a concept for discussion. None is a commitment; every one stands alone; and any combination can be formalized through a cooperative services agreement under § 471.59. The grant framework's planning elements are woven through the categories rather than treated separately. Equipment and consolidation objectives live in Financial & Apparatus, personnel objectives in Staffing & Scheduling, and response effectiveness in the operational opportunities, so the grant requirements and the discovered opportunities read as one body of work.

Each opportunity below is profiled against the seven dimensions that matter most to the governing bodies: **response** (does it get the right resources to the scene faster or more reliably), **finance** (does it save money, avoid capital, or capture revenue), **duplication** (does it eliminate something the corridor currently pays for twice), **recruitment** and **retention** (does it help bring people in the door and keep them), **morale** (does it make the job better for the people doing it), and, above all, **service** (does the public get a better fire department). The matrix below shows each opportunity's profile at a glance; the entries that follow explain how.

The 18 Opportunities: Impact Profile Across Seven Strategic Dimensions

	Response	Finance	Duplication	Recruitment	Retention	Morale	Service
F1. Aerial apparatus billing ($500/hr)	✔	✔	✓			✓	✔
F2. Fleet reduction & shared spare engine	✔	✔	✔			✓	✓
F3. Common commercial apparatus standard	✓	✔	✔				✓
F4. Common equipment & gear purchasing		✔	✔				✓
S1. Shared daytime duty crew ("Velcro Patch")	✔	✓	✓	✓	✔	✔	✔
S2. Joint training officer	✓	✓	✔	✓	✔	✔	✔
S3. Shared recruitment coordinator	✓		✓	✔	✔	✓	✔
S4. Collaborative full-time hiring		✓	✔	✔	✓	✓	✓
C1. Fire code enforcement (new + existing)	✓	✓	✔			✓	✔
C2. Sprinkler provisions & life safety	✔	✓	✓				✔
C3. Common policies & procedures	✓		✔		✓	✓	✓
T1. Training offsets / duty officer / specialization	✔	✓	✓	✓	✔	✔	✔
T2. Regional training events	✓		✓	✔	✔	✔	✓
P1. Logistics center / specialty inventory	✓	✔	✔			✓	✓
P2. Aligned rates, charges & service fees		✔	✓				✓
X1. Regional CAD dispatch / station coverage	✔	✓	✓			✓	✔
X2. Future station design collaboration		✔	✔				✓
X3. Regional emergency management	✓	✓	✓			✓	✔

✔ Primary impact ✓ Supporting impact

Figure 4. The eighteen opportunities and their impact profile across seven strategic dimensions (option names as presented in the Board materials).

6.1 Financial & Apparatus (Opportunities F1–F4)

Grant elements served: equipment and consolidation objectives (Element 1) and future funding (Element 4).

F1. Aerial Apparatus Billing Agreement ($500/hour)

The concept: a standing agreement giving the combined system dispatched access to Wayzata's Pierce Impel 110' aerial platform, purchased by Wayzata for $1,430,625 in cash, at the documented inter-agency rate of $500 per hour, managed through CAD so the truck is alarmed automatically on incident types that need it. **Response:** the corridor's premier apparatus arrives on the initial alarm at target hazards, not after a request from the fireground. **Service:** every community in the system gains true ladder capability. **Finance and duplication:** Wayzata recovers real cost on a real asset, and Shoreline avoids ever needing to consider a seven-figure aerial of its own. This is the clearest duplication-avoidance opportunity on the list. **Morale:** crews get the right tool for the job, every time.

F2. Fleet Reduction and a Shared Spare Engine

The concept: a single corridor-wide apparatus plan that treats the combined fleet as one fleet: sequencing replacements, declining to replace units whose role the partner already covers, and jointly holding one reserve engine that backs up both departments through maintenance, repair, and refurbishment cycles. **Finance:** avoided capital purchases and reduced annual replacement reserves are the largest long-term dollars on this list, and neither department carries a rarely used reserve asset alone. **Duplication:** this is duplication reduction in its purest form. Two departments stop independently specifying, purchasing, and storing for worst-case alone. **Response:** no station ever runs short a front-line engine because its only spare is in the shop. **Morale and service:** crews never staff a gap, the public never sees one, and a smaller, newer, better-matched fleet outperforms a larger aging one.

F3. Common Commercial Apparatus Standard

The concept: both departments adopt a common commercial-chassis apparatus standard: one agreed specification family for engines and support units, built on commercial chassis where mission-appropriate rather than fully custom cabs. **Finance:** commercial-standard apparatus typically purchase, maintain, and insure for substantially less than custom builds, and a shared standard multiplies that saving across every future order. **Duplication:** one specification, maintained once, replaces two independent spec-writing efforts. **Response and service:** identical pump panels, hose loads, and compartment layouts mean any firefighter in the system operates any engine in the system. That interchangeability pays off precisely at joint incidents.

F4. Common Equipment and Gear Purchasing

The concept: joint specifications and combined buying for hose, nozzles, SCBA, PPE, and small equipment, leveraging state and national cooperative purchasing contracts. **Finance:** volume pricing two small buyers cannot reach alone. **Duplication:** one specification process instead of two. **Service and response:** identical equipment means any crew operates seamlessly on any apparatus in the system. That is an operational requirement of automatic aid, and the savings are the bonus.

6.2 Staffing & Scheduling (Opportunities S1–S4)

Grant elements served: personnel objectives (Element 1) and response efficiency and effectiveness (Element 2).

S1. Shared Daytime Duty Crew (the "Velcro Patch")

The concept carries the nickname "Velcro Patch" in the Board materials because members serve both departments without changing the patch on their shoulder. It is a jointly funded, scheduled daytime duty crew, housed at the station that best serves the combined coverage map and dispatched without regard to city lines, covering the weekday hours when paid-on-call availability is thinnest. **Response:** this converts the GIS maps' biggest caveat (drive-times assume staffed stations) into a solved problem during the hardest hours to cover: a crew that is already at the station turns out in seconds, not minutes. **Recruitment and retention:** paid, scheduled shifts are the single strongest recruiting tool available to paid-on-call departments, and they give existing members income and experience that keep them. **Morale:** predictable coverage replaces the daytime uncertainty of who can leave work to answer the page. **Finance:** shared funding makes affordable what neither city would responsibly fund alone. **Service:** a faster, more certain response. As the concept matures, the same architecture extends naturally to scheduled overnight coverage, the highest-impact long-run extension (Section 7.5).

S2. Joint Training Officer

The concept: one Training Officer (planning figure: $75,000) serving both departments with a unified calendar, common skill standards, and certification tracking. **Duplication:** one professional position instead of two part-time efforts. **Retention and morale:** structured skill development is consistently among the strongest retention factors for paid-on-call members. People stay where they grow. **Response and service:** common doctrine is what lets a Shoreline officer command a Wayzata crew without a moment's friction. **Finance:** a shared cost that buys a capability neither department can justify solo.

S3. Shared Recruitment Coordinator

The concept: a shared coordinator role (full-time, part-time, or duty-assigned) owning one recruitment pipeline for the whole corridor: outreach, applicant shepherding, onboarding, and mentoring through the first two years, when most resignations happen. **Recruitment:** this is the primary purpose. One professional pipeline replaces two departments recruiting against each other for the same residents. **Retention:** structured onboarding and mentorship directly attack early attrition. **Morale:** fuller rosters spread the call load, reducing burnout on the members already serving. **Service:** sustained staffing is the foundation under every other promise in this report.

S4. Collaborative Full-Time Hiring

The concept: when either department adds full-time capacity, such as a training officer, a fire marshal, duty-crew leadership, or administrative support, the position is scoped, posted, tested, and hired collaboratively, and wherever the role can serve both departments, it is hired once for the system rather than twice for the cities. Shared postings, joint interview panels, and combined background and medical processes apply equally to paid-on-call onboarding. **Duplication and finance:** one professional hiring process, and where appropriate one shared position, instead of two cities each paying full freight for a half-loaded role. **Recruitment:** applicants see a bigger, more professional organization with more stations and more opportunity. **Retention:** a career ladder that spans the combined system gives ambitious members somewhere to go without leaving. Full-time pathways are how small departments keep their best people in the corridor.

6.3 Code & Prevention (Opportunities C1–C3)

Grant elements served: objectives across administration and personnel (Element 1); developed in full as the priority concept in Section 8.

C1. Fire Code Enforcement (New and Existing Construction)

The concept: a shared Fire Marshal exercising inspection and code-enforcement authority in every member city under the Minnesota State Fire Code. This is the anchor position of the collaborative Fire Prevention Bureau (Section 8). **Service:** the corridor's commercial cores and multifamily buildings receive a real inspection program, which most small departments simply cannot field. **Duplication:** one qualified professional instead of two cities each going without. **Response:** every inspection feeds pre-incident knowledge to all three stations. **Finance:** plan-review and inspection fees partially offset the cost.

C2. Sprinkler Provisions and Life Safety

The concept: a unified program verifying that installed fire protection systems (sprinklers under NFPA 25, alarms under NFPA 72) are inspected, tested, and maintained, paired with consistent sprinkler provisions in development review across the member cities. **Response and service:** a working sprinkler controls the fire before the first truck rolls; this program is how the cities make sure the systems already bought and installed actually deliver at 2 a.m. **Finance:** in a $9.92 billion protected service area, a single controlled-instead-of-uncontrolled fire repays the program many times over.

C3. Common Policies and Procedures

The concept: aligned operating policies and guidelines across both departments: one set of rules for safety, response, conduct, and administration, adapted only where a city's circumstances genuinely differ. **Duplication:** policies are written, legally reviewed, and updated once. **Response:** crews operating under identical rules integrate instantly at joint incidents. **Morale and retention:** one fair, known standard. Members are treated the same on either side of the city line. **Service:** the public experiences one consistent department.

6.4 Training & Operations (Opportunities T1–T2)

Grant elements served: cooperative training (Element 5) and response effectiveness (Element 2).

T1. Training Offsets, Duty Officer Coverage, and Role Specialization

The concept: the two departments offset their training nights and coordinate duty-officer coverage, so that whenever one department's members are committed to a drill, the partner stands first-due for the corridor; and members are encouraged to specialize in roles (pump operations, aerial, inspections, instruction) that serve the whole system rather than every member carrying every skill thinly. **Response:** coverage holds steady on drill night, the quiet vulnerability of every small department. **Morale and retention:** training time becomes protected time. Members can commit to a full evolution without one ear on the pager, and chiefs can train hard without gambling on coverage. **Service:** the public stays fully protected while its firefighters get better. Role specialization adds a retention dimension of its own: members with a recognized specialty stay engaged longer. This opportunity costs almost nothing and was identified with the chiefs as a natural first mover.

T2. Regional Training Events

The concept: joint multi-company drills, acquired-structure and live-burn evolutions (NFPA 1403), and officer-development events hosted alternately and opened, where appropriate, to neighboring departments. **Response:** crews who train together know each other long before they meet at a working fire. **Recruitment:** large, visible training events are recruiting showcases. **Retention and morale:** the craft and camaraderie of big realistic training is much of why people stay in the fire service. **Service:** measurably better fireground performance.

6.5 Procurement & Logistics (Opportunities P1–P2)

Grant elements served: joint procurement (Element 5) and future funding (Element 4).

P1. Logistics Center and Specialty Inventory

The concept: one jointly stocked logistics point for hose, foam, absorbents, spare SCBA bottles, PPE sizes, and low-frequency specialty equipment, with incident resupply procedures serving all three stations. **Finance and duplication:** each department stops carrying full inventories of rarely used items; the corridor stocks once, deeper. **Response:** extended incidents are resupplied from one known point instead of improvised from two. **Service:** the system is materially more resilient in a large or prolonged event.

P2. Aligned Rates, Charges, and Service Fees

The concept: harmonized fee schedules and service rates across the system, covering inspection and plan-review fees, false-alarm and response-billing practices, and contract service rates, all set on one consistent methodology. **Finance:** revenue that is currently uneven or uncaptured is captured consistently, and contract pricing (Minnetonka Beach, Woodland) rests on a defensible common basis. **Duplication:** one fee study, one schedule, one annual update. **Service:** businesses and residents see predictable, equitable charges regardless of which side of a boundary they sit on.

6.6 Technology & Facilities (Opportunities X1–X3)

Grant elements served: consolidation and administration objectives (Element 1) and response effectiveness (Element 2).

X1. Regional CAD Dispatch and Station Coverage

The concept: dispatch configured for the system rather than the city, with joint run cards, closest-unit recommendations, automatic vehicle location, and move-up/cover assignments that backfill an emptied station with the partner's next unit. This is the technical engine of the reciprocal Station 2 concept in Section 7. **Response:** this is the single largest response improvement available without hiring anyone. Minutes are recovered purely by dispatching to the map instead of the boundary. **Duplication:** one dispatch logic maintained once. **Morale:** crews are sent where they are genuinely closest and needed. **Service:** the public gets the nearest help, every call.

X2. Future Station Design Collaboration

The concept: when either city plans facility work, including Wayzata's own $4–6 million station remodel, the design conversation includes the combined coverage map and the shared programs this framework contemplates: duty-crew quarters, joint training space, logistics storage, prevention bureau workspace. **Finance and duplication:** cities avoid each independently building space the partner already has, and avoid overbuilding for a standalone future that cooperation makes unnecessary. **Service:** facilities positioned and programmed for the system serve every community better than facilities designed at a city line. No facility decision is proposed here; the opportunity is simply to design with the whole map on the table.

X3. Regional Emergency Management

The concept: coordinated emergency management across the member cities, with shared planning, exercise, and EOC support aligned with each city's local emergency operations plan and the mutual aid architecture of Minn. Stat. Chapter 12 (Section 3.2). **Service and response:** in the storm, the lake event, or the prolonged incident, the cities operate one coordinated emergency organization instead of several thin ones. **Duplication and finance:** plans, exercises, and training are produced once for the corridor. This opportunity also strengthens every city's position in state and federal preparedness grant programs.

The 2030 Milestone

The strategic commitment proposed to the governing bodies is disciplined and modest: by 2030, every one of these eighteen opportunities will have been formally discussed between Shoreline and Wayzata through the Joint Operations Committee, each will carry a recorded disposition (adopt, pilot, defer, or decline), and an implementation strategy will be prepared for those the cities choose to pursue. The sequencing plan in Section 12 assigns each category to a phase so the 2030 milestone is reached deliberately, not in a rush.

7. The Reciprocal "Station 2" Response Concept (Grant Element 2)

7.1 The Concept

Today, each department's first-due response is sound. Depth is another story: the second station, the second crew, and the truck company all stop at the city line. The reciprocal Station 2 concept, the operational architecture that activates opportunities X1, S1, F1, and T1 together, removes that artificial limit: **Shoreline designates the Wayzata station as its second-due station for calls in its northern response area, and Wayzata designates Shoreline as its second-due station for incident types requiring automatic aid** (notably reported structure fires, where Shoreline's duty-crew depth matters, and incidents requiring the aerial, where Wayzata's platform matters). Aid is dispatched automatically on the initial alarm, before the minutes have been spent, instead of being requested by an incident commander after arrival.

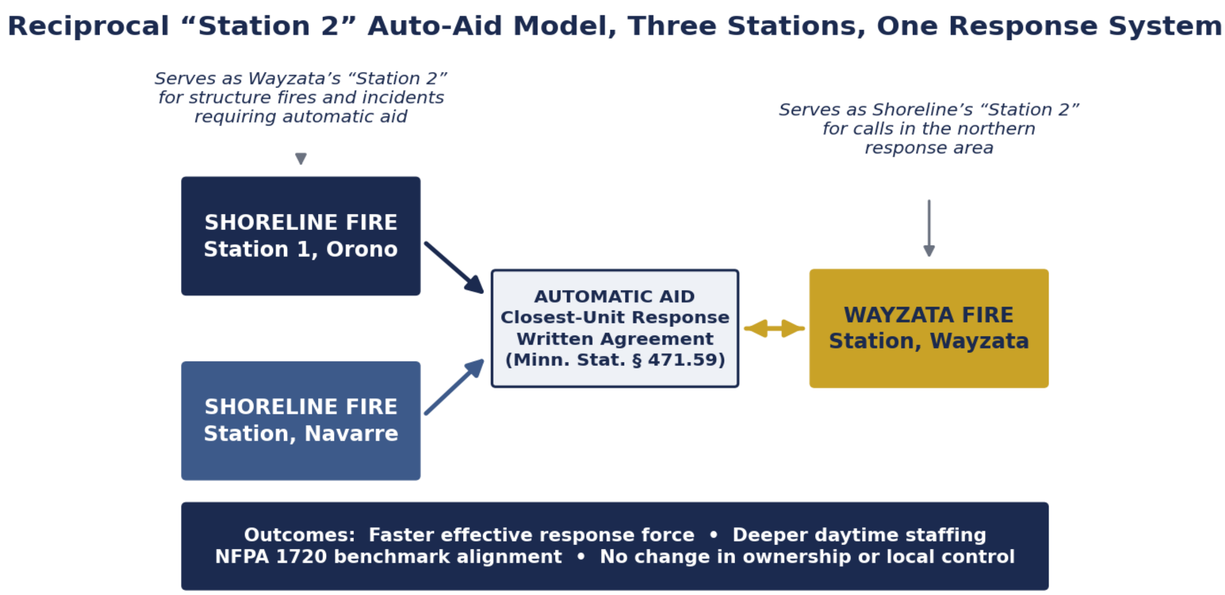


Figure 5. The reciprocal Station 2 automatic aid concept.

7.2 Automatic Aid Is Not Mutual Aid

The distinction matters and should be understood by every council member voting on the agreement. Mutual aid is help requested after a department recognizes it is outmatched. It is valuable, but it is late by design, and in the absence of agreement it is governed by the default terms of Minn. Stat. § 12.331. Automatic aid is help built into the dispatch protocol itself: the closest appropriate resources are alarmed simultaneously regardless of jurisdiction, under a standing written § 471.59 agreement that settles command, liability, and cost questions in advance. National best practice, and the assumption embedded in NFPA deployment standards, measures effective response force by what arrives at the scene. The name on the door does not matter to the fire.

7.3 Best-Practice Benchmarks: NFPA 1710/1720 and Effective Response Force

For departments built on paid-on-call and combination staffing, **NFPA 1720** provides the relevant deployment benchmark, defining staffing and response-time objectives by demand zone (urban, suburban, rural) and requiring sufficient personnel on scene before interior attack consistent with the two-in/two-out rule under OSHA respiratory protection requirements. The operative planning concept is the **effective response force (ERF)**: the number of firefighters and apparatus needed on scene, within a time objective, to actually conduct simultaneous critical tasks at a structure fire: water supply, attack line, backup line, search, ventilation, and command. A single paid-on-call station alarmed alone struggles to assemble an ERF reliably, particularly on weekdays. Three stations alarmed as one system assemble it routinely. That is the first-order public safety argument for this framework, ahead of any budget arithmetic, and it is precisely what the overlapping drive-time areas in Section 4.2 make possible.

What the Public Should Expect to See

More apparatus, sooner, at working fires, including units from the neighboring city on a routine basis. This is the system functioning as designed, not a sign of trouble. The Joint Operations Committee's quarterly reporting (Section 12) will track ERF assembly times and first/second-due performance so the governing bodies can see the improvement in data, not anecdotes.

7.4 Implementation Requirements

The concept is operationally simple but requires disciplined setup:

- **Dispatch and CAD configuration.** Joint run cards by incident type and geographic box, built with the dispatch center so cross-jurisdictional units are recommended and alarmed automatically. Closest-unit logic should govern in the defined reciprocal zones.
- **Common radio and command protocols.** Shared tactical channels, common terminology, and a single incident command doctrine (NIMS/ICS) so a Shoreline officer and a Wayzata crew integrate seamlessly in either direction.
- **The written agreement.** The § 471.59 automatic aid agreement described in Section 3, executed by all member cities before go-live.
- **Joint pre-incident familiarization.** Crews drill in the partner's territory before the first real alarm, learning the hydrants, target hazards, access challenges, and lake-influenced road network, coordinated through the shared training calendar (Section 9).
- **No-invoice baseline for reciprocal response.** Because aid flows both directions by design, the recommended starting posture is that routine reciprocal responses are not cross-billed; specialty resources (notably aerial hours at the established $500/hour inter-agency rate) remain billable until the cities adopt a broader cost arrangement.

7.5 Extending Opportunity S1: The Shared Overnight Duty Crew Concept

The shared daytime duty crew (opportunity S1, the “Velcro Patch”) addresses the weekday availability gap first. Its natural extension, and the highest-impact long-run staffing concept available to the system, is a shared, scheduled overnight duty crew, funded jointly, housed at the station that best serves the combined response map, and dispatched without regard to city lines under the automatic aid agreement. Shared funding makes affordable what neither city would responsibly fund alone, and it is the natural second phase once the reciprocal response model has a track record. Recommended approach: pilot for 12 months with explicit performance metrics (turnout time, ERF assembly overnight), then decide on permanence with data in hand.

8. The Priority Concept: A Collaborative Fire Prevention Bureau (Opportunities C1–C3)

8.1 Why Prevention Leads

The governing bodies asked for a framework that improves public safety without large new operating costs. Prevention is where that promise is kept. The national experience is unambiguous: fire deaths, injuries, and dollar loss are driven down most efficiently not by faster trucks but by **education that prevents ignition and installed systems that control fires before arrival**. In a service area whose defining characteristic is extraordinarily high value per structure, and whose commercial cores in Wayzata and Long Lake include assembly occupancies, restaurants, and multifamily buildings, a functioning inspection program is the highest-leverage fire protection investment available. Neither department alone can justify a dedicated prevention position. Together, they can. This section develops opportunities C1 through C3 into a working concept.

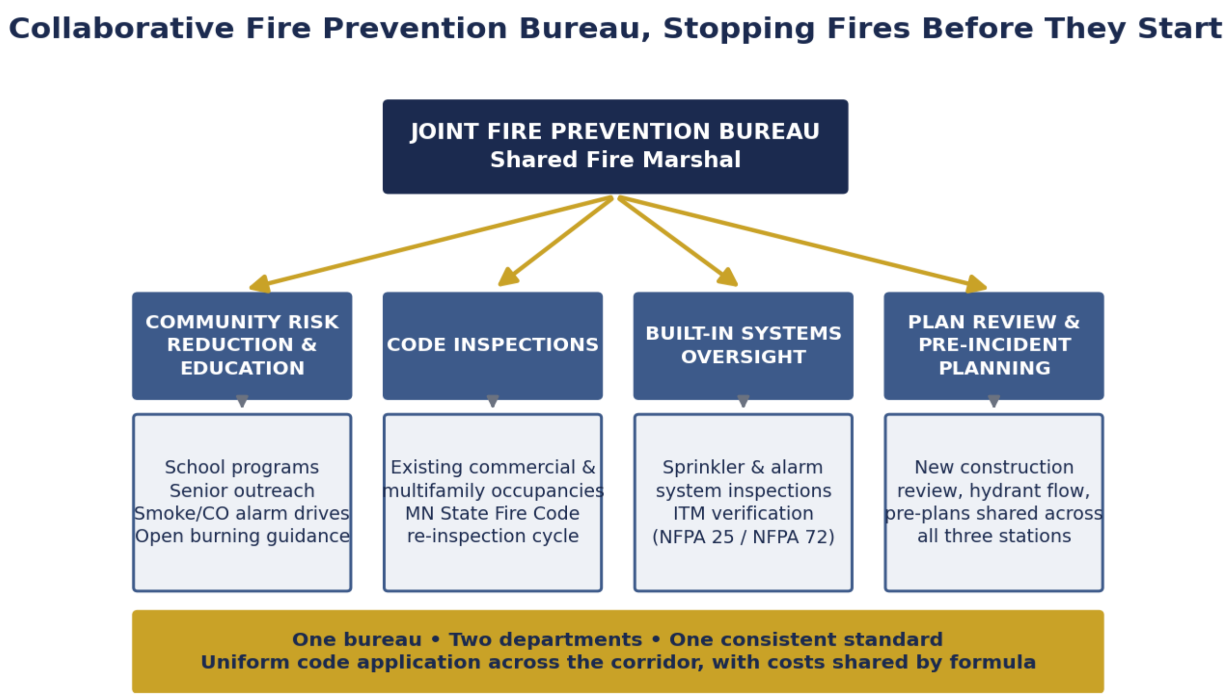


Figure 6. Structure and program areas of the joint Fire Prevention Bureau.

8.2 Structure: A Shared Fire Marshal

The bureau is anchored by a single shared **Fire Marshal** (planning figure: $85,000 salary plus benefits at approximately 40%), appointed under the cooperative agreement with authority delegated by each member city to conduct inspections and code enforcement within its jurisdiction under the Minnesota State Fire Code. The position reports operationally through the chiefs and the Joint Operations Committee, with costs shared by the formula the cities adopt in the agreement. The bureau is supported by on-shift duty crew members for routine engine-company inspections and pre-planning, extending its reach without additional headcount.

8.3 Inspection of Installed Fire Protection Systems

The corridor's newer commercial and multifamily buildings are sprinklered and alarmed. Installed systems only deliver if they are **inspected, tested, and maintained**. The bureau's first operational program should be a unified ITM verification program: building an occupancy inventory across all member cities, confirming that owners are completing inspection, testing, and maintenance of sprinkler systems under NFPA 25 and fire alarm systems under NFPA 72 as required by the Minnesota State Fire Code, tracking impairments, and re-inspecting on a risk-based cycle. This is precisely the work that goes undone in small departments without a prevention officer, and it is the work that determines whether the building's own systems stop the fire at 2 a.m. before the first truck rolls.

8.4 Community Risk Reduction and Public Education

The education program follows community risk reduction practice: identify the corridor's actual risk drivers from incident data, then aim programs at them. Core elements: school-based fire safety education; older-adult outreach (the highest fire-death risk group statewide); smoke and CO alarm verification campaigns; seasonal and open-burning guidance; and marine/lakeshore-specific safety programming unique to this service area. A single bureau delivers one consistent message across every member city. It also gives both departments a steady, positive public presence between emergencies, which is itself a recruitment asset for the paid-on-call rosters.

8.5 Plan Review and Pre-Incident Planning

The bureau provides fire-code plan review for new construction and remodels in coordination with each city's building official, ensures fire department access, hydrant placement, and system design are addressed before occupancy, and converts that knowledge into pre-incident plans shared across all three stations, so the crew arriving from the partner city knows the building as well as the home crew does. Plan review fees, set by each city's fee schedule, partially offset bureau cost.

8.6 Fire Investigations

MN State law requires all fires with a dollar loss greater than $100 to be investigated. They also require the State Fire Marshals Office to be notified of all fire deaths in the response area. The Fire Prevention Bureau shall be prepared to respond to all fires and explosions to ensure the origin and cause is identified along with the person(s) who may be involved in the incident. Should there be a fire that was intentionally set, the Fire Marshal will work closely with the police department to prosecute those who use fire to threaten, destroy, or harm property and people.

8.7 Cost and Cost-Sharing

Total bureau cost at the planning figures (Fire Marshal at $85,000 plus approximately 40% benefits, plus modest program and vehicle costs) is approximately **$130,000–$145,000 annually** before fee offsets, shared between the parties by the adopted formula. Set against the value protected (Section 4.2) and the precedent that a single prevented or sprinkler-controlled fire in a Wayzata or Long Lake commercial block avoids losses in the millions, the bureau is the strongest cost-benefit proposition in this report. It is also deliberately the **first shared investment concept**: visible, public-facing, jointly governed, and a working demonstration of the cooperative model before any structural question is asked.

9. Cooperative Training and Joint Procurement (Grant Element 5)

9.1 Shared Training Officer and Unified Calendar (Opportunities S2, T1, T2)

Training is the natural early win of any cooperative framework: it builds the personal relationships and common doctrine that automatic aid depends on, and everyone notices it. Firefighters feel the benefit immediately. The framework offers the concept of a shared **Training Officer (Opportunity S2)** (planning figure: $75,000), responsible for a single unified training calendar across both departments: joint monthly drills alternating between stations, common skill standards and certification tracking, shared live-burn and acquired-structure evolutions, officer development, and documented compliance with OSHA and Minnesota training requirements. Joint training also strengthens each department's ISO Public Protection Classification position, where documented training hours and mutual/automatic aid arrangements are credited. A rating improvement flows directly to property owners as insurance savings.

9.2 Joint Procurement (Opportunities F4, P1, P2, F2)

Two departments buying separately pay small-buyer prices and drift toward incompatible equipment. The procurement concepts:

- **Common specifications** for hose, nozzles, SCBA, PPE, and small equipment, so any crew can operate seamlessly on any apparatus in the system. That is an operational requirement of automatic aid, and the savings are the bonus.
- **Cooperative purchasing** through joint bids and state and national cooperative purchasing contracts available to Minnesota municipalities, capturing volume pricing the departments cannot reach alone.
- **Joint apparatus replacement planning.** A single corridor-wide apparatus plan that sequences replacements, avoids duplicating specialty apparatus, and treats the system's fleet, including Wayzata's aerial platform, as complementary assets. Shared specifications also reduce maintenance and training variety costs over the fleet's life.
- **Shared maintenance and testing**: coordinated pump testing, ladder testing, hose testing, and SCBA flow testing on a single contract and schedule.

Procurement savings are real but should be promised modestly. The durable value of joint procurement is interoperability and planning discipline, and the price savings come along with it.

10. Funding Pathways (Grant Element 4)

10.1 The Current Cost Baseline

The system's current funding is straightforward: Shoreline's approximately $1.3 million operating budget is shared by formula between Orono (~85.4%) and Long Lake (~14.6%), supplemented by the Minnetonka Beach contract; Wayzata funds its department at a net cost of approximately $646,600 after Woodland contract revenue. New shared costs under this framework (the Prevention Bureau, the Training Officer, and eventually the shared overnight duty crew) are allocated by whatever formula the cities adopt in the § 471.59 agreement. The recommended near-term approach is simple proportional sharing negotiated per service, with a unified formula deferred to the consolidation design phase.

10.2 Long-Term Allocation Models (For Planning Discussion)

Should the cities ultimately pursue a unified joint powers structure, two illustrative allocation models were analyzed. The "Equal Thirds" formula, which averages each city's share of taxable market value, call volume, and population and is the methodology used in Shoreline's own adopted budget, would allocate system costs approximately Orono 55.2%, Wayzata 35.1%, Long Lake 9.7%. A tax-capacity special taxing district alternative would shift shares to approximately Orono 59.5%, Wayzata 35.4%, and Long Lake 5.1%. Neither is a recommendation at this stage; both are presented so the governing bodies can see the realistic range before any future decision.

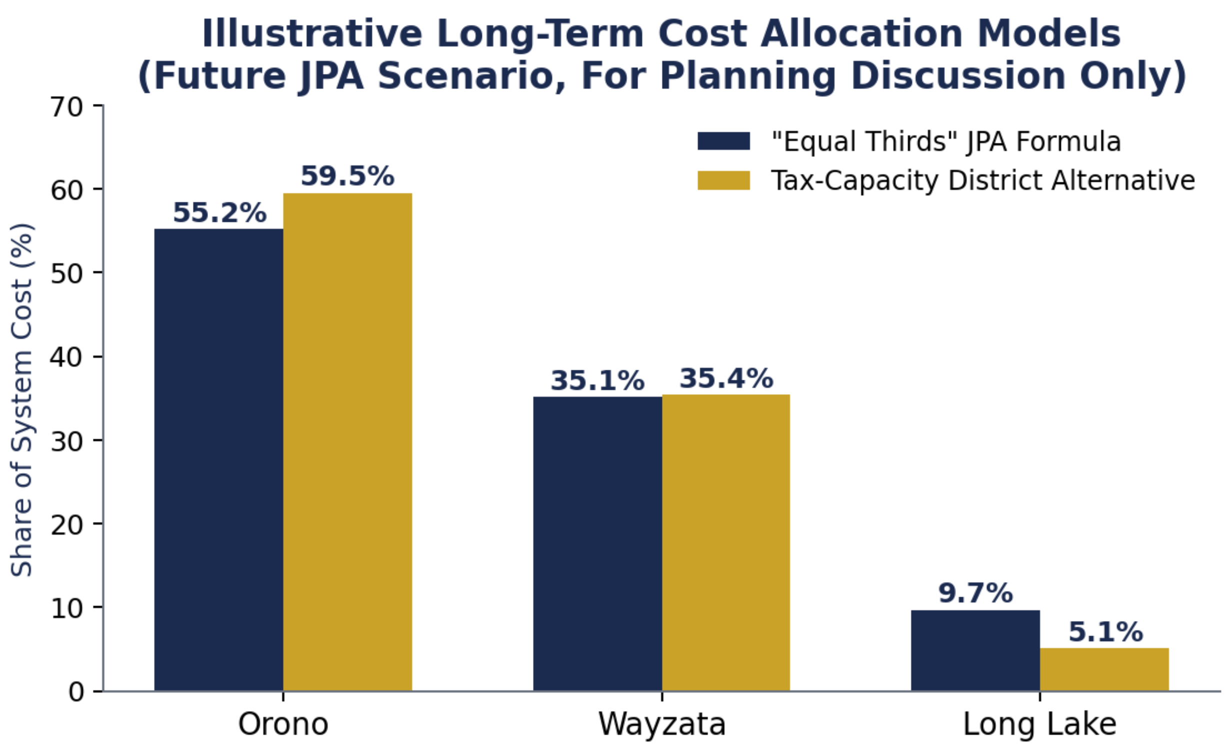


Figure 7. Illustrative long-term cost allocation models (future JPA scenario only).

10.3 Consolidation Savings Potential

Conservative analysis of a fully consolidated future system, with one command structure, one administrative chassis, and one apparatus plan across three stations, indicates annual savings of **$300,000 to $530,000** relative to two independently scaled departments, driven primarily by avoided duplication in command/administrative positions, coordinated apparatus replacement, and joint purchasing. These figures are a planning range rather than a budget commitment, and they materialize only in the consolidation scenario; the near-term cooperative steps are roughly cost-neutral by design, with the Prevention Bureau and Training Officer representing modest new shared investments against substantial risk-reduction and capability returns.

10.4 Federal Funding: SAFER and AFG

SAFER (Staffing for Adequate Fire and Emergency Response) grants fund firefighter hiring and, significantly for this corridor, recruitment and retention of paid-on-call members. The shared overnight duty crew (Section 7.5) and a joint recruitment and retention program are both natural SAFER applications, and a **joint or regional application is generally more competitive than a single small-department request**, because reviewers weigh service-area population, demonstrated need, and regional impact. **AFG** (Assistance to Firefighters Grants) funds apparatus, equipment, PPE, and training; the framework's common-specification program (Section 9.2) positions the departments for joint AFG applications, such as system-wide SCBA standardization, that score well on the program's regional-benefit criteria. The Joint Operations Committee should adopt an annual federal grants calendar, with applications prepared jointly beginning in the first cycle following execution of the cooperative agreement. Both programs require local cost share and period-of-performance commitments, which should be budgeted before application, and award cycles are competitive. Federal grants are an accelerant for this framework. The framework stands on its own without them.

10.5 Other Funding Pathways

- **Contract service revenue.** The Minnetonka Beach and Woodland contracts demonstrate a proven local revenue model: communities purchasing service from the cooperative system at negotiated rates. A stronger combined system is a more attractive contract provider and strengthens this revenue stream. As a matter of sound public finance, contract rates should be set so that the provider's taxpayers are not subsidizing service to another community, with taxable market value offering a transparent and defensible basis for pricing.
- **State programs.** Minnesota fire service training reimbursements through the Minnesota Board of Firefighter Training and Education, periodic state public-safety capital and equipment programs, and future rounds of shared-services planning and implementation funding.
- **Plan review and inspection fees.** Partial offset of Prevention Bureau costs under each city's adopted fee schedule (Section 8.5).
- **Apparatus cost-sharing concept (for later consideration).** As cooperation matures under opportunity F1, the cities may wish to consider an annual lease-credit arrangement for the aerial platform in lieu of per-incident billing, on the order of $90,000 per year, derived from the

established inter-agency rate and projected system usage (approximately 180 hours at $500/hour). This is a concept for a later phase, presented here only so the governing bodies can see the shape of a mature cost-sharing system; it is not a current request of any city.

11. Preliminary Cooperative Standard Operating Procedures (Grant Element 8)

The following preliminary SOP set should be developed jointly by the chiefs, approved through the Joint Operations Committee, and adopted by both departments before the automatic aid go-live date. Each is listed with its purpose; full procedures are an implementation-phase work product.

Cooperative SOP	Purpose
SOP-1: Automatic Aid Dispatch & Run Cards	Defines incident types, geographic boxes, and unit assignments for reciprocal Station 2 response; governs closest-unit dispatch logic with the dispatch center.
SOP-2: Unified Incident Command	Establishes NIMS/ICS-based command, transfer-of-command, and accountability procedures for multi-department incidents; first-arriving officer assumes command regardless of jurisdiction.
SOP-3: Communications	Common dispatch, tactical, and fireground channels; plain-language radio protocol; shared mayday procedure.
SOP-4: Structure Fire Response & ERF	Defines the effective response force objective by demand zone, two-in/two-out compliance, and task assignments for first- and second-due companies from either department.
SOP-5: Aerial Operations	Response criteria, staffing, and billing/recording procedures for the aerial platform on cross-jurisdictional incidents.
SOP-6: Fire Prevention Bureau Operations	Inspection authority, scheduling, ITM verification and impairment procedures, code-enforcement escalation, and records practices across member cities.
SOP-7: Joint Training & Qualification	Unified training calendar, minimum skill standards, certification tracking, and live-burn safety procedures (NFPA 1403).
SOP-8: Post-Incident Review & Reporting	Joint after-action review for significant incidents; data capture feeding the quarterly performance report to the governing bodies.

Two drafting principles apply throughout: procedures must be read identically in both departments (one document, two letterheads is the failure mode to avoid), and every SOP should name the data it generates, so performance reporting is built in from day one rather than reconstructed later.

12. Governance and the Strategic Path Forward

12.1 The Working Engine: Regular Leadership Meetings

The framework's first action comes before any agreement is signed: the establishment of a **Joint Operations Committee**: the two fire chiefs and the city managers/administrators, meeting on a regular schedule with a standing agenda (response performance, prevention bureau progress, training calendar, procurement pipeline, agreement drafting). The committee charters operational workgroups as needed and delivers a **quarterly joint report** to the Shoreline Board of Directors and the Wayzata City Council. The same report goes to both bodies, with metrics, milestones, and any recommendations requiring formal action. This rhythm is the engagement's most important recommendation. Structures follow relationships, and relationships are built in regular working meetings.

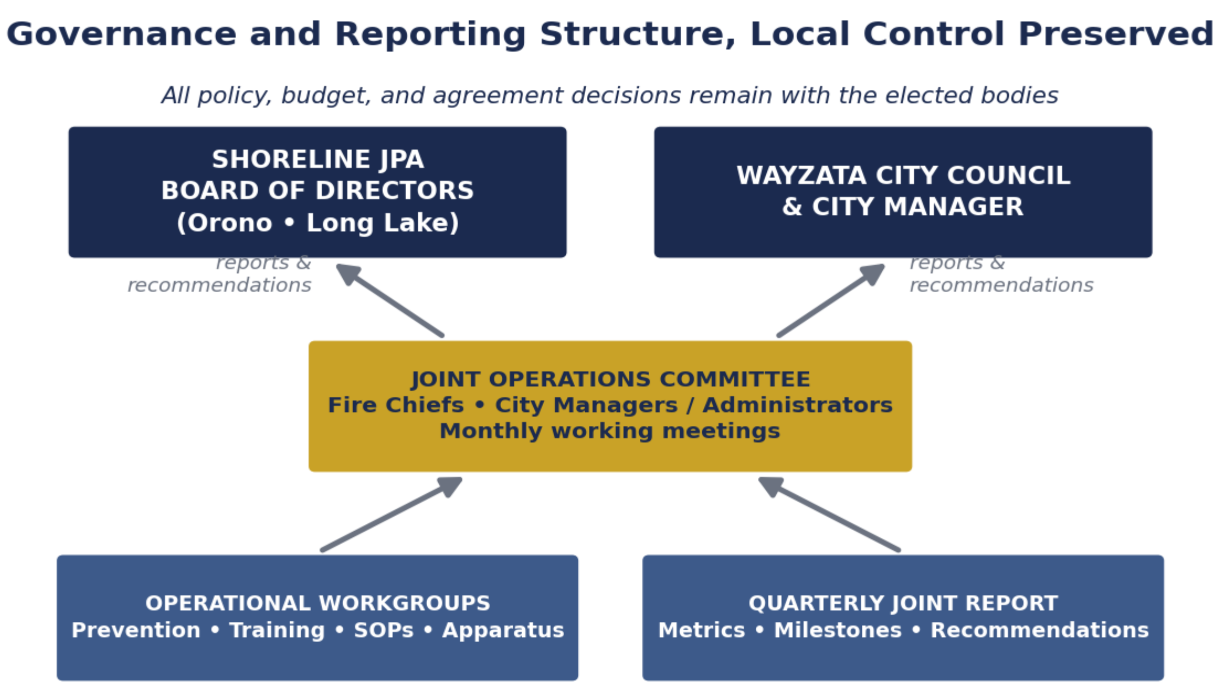


Figure 8. Governance and reporting structure.

12.2 What a Council Member Should Want to See

This framework was built to answer the questions a city manager or council member should ask of any shared services concept, and the governing rhythm is designed to keep answering them:

- **What exactly am I being asked to decide, and when?** The phase table in Section 12.4 pairs every step with its decision gate. Nothing is bundled; each opportunity is dispositioned on its own merits.
- **What does it cost, and what do we get?** Every cost-concept in this report carries a planning figure and a cost-share approach, and the quarterly joint report tracks budget-to-actual on every shared dollar.

- **Is it reversible?** The early opportunities are deliberately low-cost and reversible, and the cooperative agreement carries withdrawal provisions. The cities are never more than one resolution away from their current posture.
- **How will we know it is working?** Adopted metrics covering response performance, effective response force assembly, prevention bureau output, training hours, and recruitment and retention numbers, reported identically to both governing bodies each quarter.
- **What do we keep?** Everything. The safeguards below are recommended as hard-wired terms of the agreement itself.

12.3 Local-Control Safeguards

The cooperative agreement should hard-wire the following safeguards, so every council member can describe precisely what is being decided and what is staying put:

- Each city retains ownership of its stations, title to its apparatus, and authority over its budget and tax levy;
- No employee's employer changes under this framework;
- Each governing body approves the agreement, every amendment, and every new shared cost by its own resolution;
- Withdrawal provisions with reasonable notice protect every party; and
- Department names, identities, and community traditions are unaffected.

12.4 The Strategic Horizon: Every Opportunity Discussed by 2030

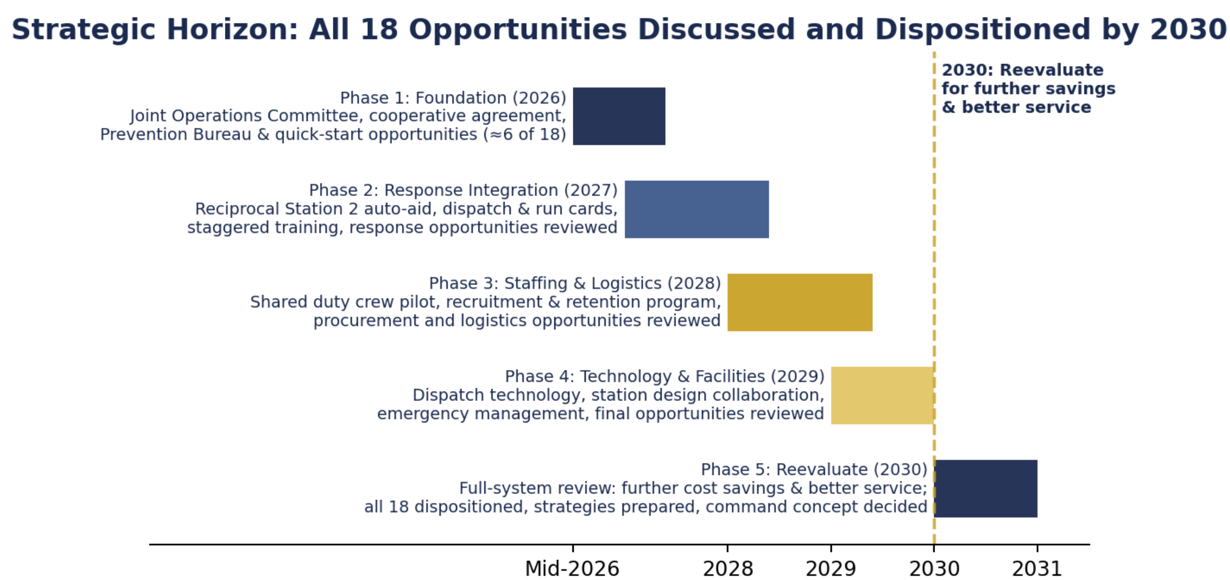


Figure 9. Strategic horizon: all eighteen opportunities discussed and dispositioned by 2030.

The sequencing concept assigns each opportunity category to a phase, so the eighteen opportunities are reviewed deliberately and the 2030 milestone (every opportunity discussed and dispositioned, with implementation strategies prepared) is reached on schedule rather than in a rush:

Phase	Opportunities Discussed & Key Work	Decision Gate
1. Foundation (2026–early 2027)	Joint Operations Committee stands up; § 471.59 cooperative agreement drafted and adopted; Prevention Bureau concept (C1–C3) and quick-start opportunities (T1, F1, F4) discussed and dispositioned.	Councils/Board adopt cooperative agreement
2. Response Integration (2027)	Reciprocal Station 2 auto-aid live; dispatch concepts (X1) and staggered training (T1) implemented; SOPs 1–8 adopted; regional training (T2) and common policies (C3) reviewed; first joint federal grant applications.	Go-live authorization after dispatch configuration and joint drills
3. Staffing & Logistics (2028)	Shared daytime duty crew (S1, “Velcro Patch”) piloted twelve months with metrics; recruitment coordinator (S3), collaborative full-time hiring (S4), and joint training officer (S2) reviewed; logistics center (P1) and aligned rates (P2) reviewed.	Pilot funding approval; pilot evaluation
4. Technology & Facilities (2029)	Fleet plan (F2) and shared spare engine (F3) reviewed; station design collaboration (X2) and regional emergency management (X3) reviewed; formal performance evaluation against adopted metrics; funding and allocation analysis.	Governing bodies direct (or decline) consolidation design
5. Reevaluate (2030)	Full-system reevaluation against the adopted metrics to discuss further cost-savings steps and better service. All eighteen opportunities discussed and dispositioned; implementation strategy prepared for adopted concepts; unified command structure concept decided if the record supports it. Staffing-balance work continues on its parallel track throughout.	Separate, voluntary decision by each governing body on each concept

12.5 The Command Consolidation Concept

The timeline’s destination, if the cities choose it, is consolidation of **command structure only** when aligned with the natural planning horizon of Wayzata’s incoming chief’s tenure and Shoreline’s command succession. The planning concept: a single Fire Chief ($150,000), two Deputy Chiefs ($114,400), the shared Fire Marshal ($85,000 plus benefits) leading the Prevention Bureau, and the shared Training Officer ($75,000), over combined operations at three stations built on the strengthened paid-on-call base, scheduled duty crews, and a career ladder spanning the system. Station ownership, apparatus title, and city budget authority are unchanged by command consolidation. It unifies leadership while every asset stays where it is.

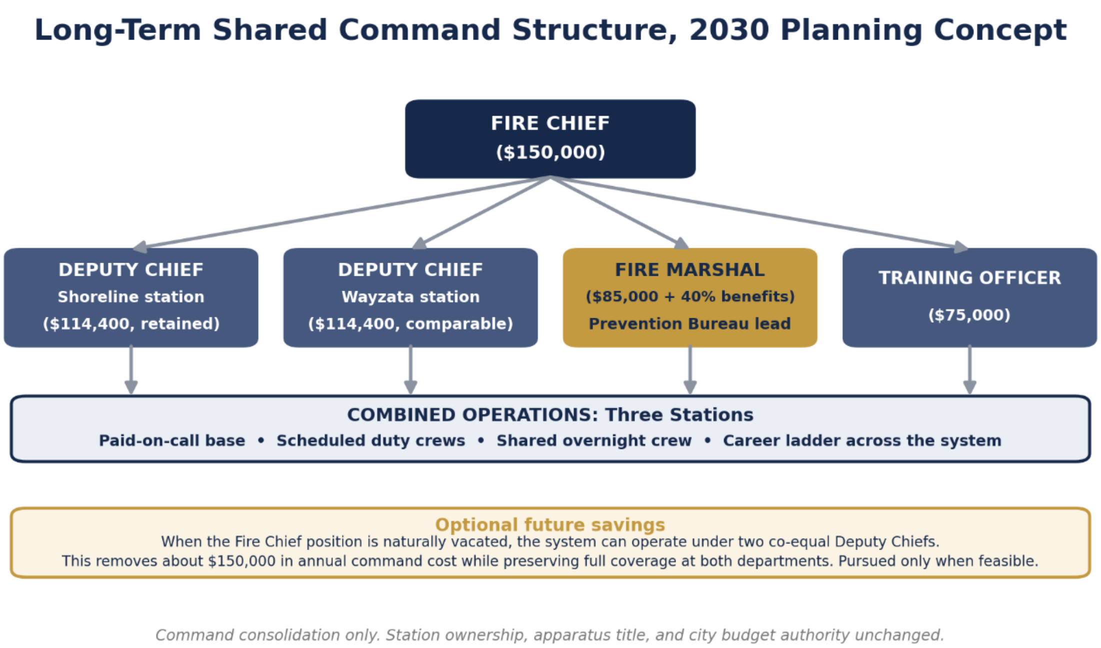


Figure 10. Long-term shared command structure, 2030 planning concept.

12.6 The Outer Ring: Room to Grow

The framework is deliberately designed with an open architecture. As the inner-ring partnership between Shoreline and Wayzata matures and demonstrates its value, neighboring communities may find participation attractive, whether through service contracts on the Minnetonka Beach model, deeper automatic aid, or eventual membership. Mound, a willing mutual aid partner to the west, is a natural example of a community that could broaden the cooperative system's coverage over the long term, on its own timeline and its own terms. No outer-ring step is proposed or required in this framework; the point is simply that the structure being built can welcome others when, and only when, they choose to join.

13. The Strategy: Start Here, and Do This

This is the strategy Capstone Public Sector Solutions places before the Shoreline Board of Directors, the member city councils, and the Wayzata City Council. It asks for no leap. It asks the cities to start here, do this in sequence, and re-evaluate in 2030 to discuss further cost-savings steps and better service. Its purpose is to guarantee that by 2030 every one of them has been discussed, dispositioned, and, where chosen, backed by a prepared implementation strategy:

1. **Establish the Joint Operations Committee immediately**: fire chiefs and city managers/administrators meeting monthly, reporting quarterly to the governing bodies. No agreement is required, and the meetings can begin now.
2. **Direct preparation of a § 471.59 cooperative agreement** covering automatic aid, the Fire Prevention Bureau, shared training, and joint procurement, with the local-control safeguards in Section 12.2, for adoption by each governing body in Phase 1.
3. **Launch the collaborative Fire Prevention Bureau as the first shared investment** (opportunities C1–C3), anchored by a shared Fire Marshal, with the unified installed-systems (ITM) inspection program and community risk reduction education as its first work plan.
4. **Implement the reciprocal "Station 2" automatic aid concept** (opportunities X1, S1, F1, and T1 working together): Wayzata serves as Shoreline's second-due station for the northern response area, and Shoreline serves as Wayzata's second-due station for incidents requiring automatic aid, with closest-unit dispatch, joint run cards, and SOPs 1–8 adopted before go-live.
5. **Adopt the unified training calendar and shared Training Officer**, with joint drills alternating between stations and pre-incident familiarization in the partner's territory preceding the automatic aid go-live.
6. **Stand up the joint procurement program**: common specifications, cooperative purchasing, a single corridor apparatus replacement plan, and shared maintenance and testing contracts.
7. **Pilot the shared duty crew (S1, the "Velcro Patch") in Phase 3** for twelve months with adopted performance metrics, funded jointly, with a data-based permanence decision, and evaluate the overnight extension on the pilot's evidence.
8. **Pursue SAFER and AFG funding jointly**, beginning with a SAFER application supporting recruitment/retention and the overnight duty crew, and an AFG application built on the common-specification equipment program; adopt an annual federal grants calendar.
9. **Adopt the quarterly performance report**, covering response performance, ERF assembly, prevention bureau output, training hours, and budget-to-actual on shared costs, delivered identically to the Shoreline Board and the Wayzata City Council.
10. **Reevaluate in 2030:** conduct the Phase 4 evaluation in 2029, complete the structured review so that every one of the eighteen opportunities has been discussed and dispositioned, prepare implementation strategies for the concepts the cities adopt, and convene a full-system

reevaluation in 2030 to discuss further cost-savings steps and better service, including, only if the record supports it, the unified command structure concept, command consolidation only, by separate voluntary decision of each governing body.

14. Conclusion

The Lake Minnetonka corridor has a fire service opportunity in front of it. Two strong departments, three well-placed stations whose ten-minute coverage areas already overlap, $9.92 billion in protected value across five communities, a proven joint powers model already operating in Shoreline, and a moment of leadership transition in Wayzata that invites a fresh cooperative posture. The ingredients are all present.

What this engagement adds is a disciplined way to decide: eighteen concrete opportunities, each profiled honestly against response, finance, duplication, recruitment, retention, morale, and service; a governance rhythm that keeps elected officials informed and in control; and one modest, measurable commitment: start here, do this, and reevaluate in 2030 to discuss further cost-savings steps and better service, with every opportunity discussed between Shoreline and Wayzata and an implementation strategy prepared for those the cities choose.

Nothing recommended here asks any city to give anything up. Everything recommended here asks the cities to use what they already own, together. Capstone Public Sector Solutions is pleased to support the Joint Operations Committee, the Board, and the councils through agreement drafting, implementation, and the evaluation milestones ahead.

It has been my honor to assist with this review and provide such valuable and practical information to better the fire services in your area.

Respectfully submitted,

Jerry Streich
Chief Executive Officer & Fire Service Advisor
Capstone Public Sector Solutions

Appendix A. Legal and Standards References

Authority / Standard	Relevance to the Framework
Minn. Stat. § 471.59	Joint exercise of powers; legal vehicle for the cooperative agreement, shared positions, and any future joint powers entity.
Minn. Stat. § 12.27	Development of mutual aid arrangements consistent with local emergency operations plans.
Minn. Stat. § 12.29	Declaration of local emergency; activates local plans and inter-jurisdictional assistance.
Minn. Stat. § 12.331	Local assistance between political subdivisions; default liability, workers' compensation, and equipment terms absent a written agreement.
Minnesota State Fire Code	Inspection and code-enforcement authority exercised by the shared Fire Marshal in each member city.
NFPA 1720	Deployment benchmark for volunteer/combination departments; effective response force and response-time objectives by demand zone.
NFPA 1710	Career-department deployment benchmark; reference point for duty-crew performance objectives.
NFPA 25 / NFPA 72	Inspection, testing, and maintenance of water-based fire protection systems and fire alarm systems; basis of the bureau's ITM verification program.
NFPA 1403	Live fire training evolutions; governs joint live-burn training safety.
OSHA 29 CFR 1910.134	Respiratory protection; two-in/two-out requirement informing effective response force objectives.
FEMA SAFER / AFG	Federal staffing, recruitment/retention, and apparatus/equipment grant programs; joint application strategy in Section 10.4.

Appendix B. Acronyms

Acronym	Meaning
AFG	Assistance to Firefighters Grant (FEMA)
CAD	Computer-Aided Dispatch
CRR	Community Risk Reduction
ERF	Effective Response Force
ICS / NIMS	Incident Command System / National Incident Management System
ISO / PPC	Insurance Services Office / Public Protection Classification
ITM	Inspection, Testing, and Maintenance (of installed fire protection systems)
JPA	Joint Powers Agreement / Authority (Minn. Stat. § 471.59)
LMCIT	League of Minnesota Cities Insurance Trust
SAFER	Staffing for Adequate Fire and Emergency Response (FEMA)
SOP	Standard Operating Procedure

Appendix C. GIS Coverage Map Exhibits

The drive-time and coverage analysis in Section 4.2 is supported by the full-resolution map exhibits below, prepared on Shoreline's adopted ten-minute response-time standard. All times are drive-time only and assume staffed stations. The live interactive versions are listed at the end of this appendix.

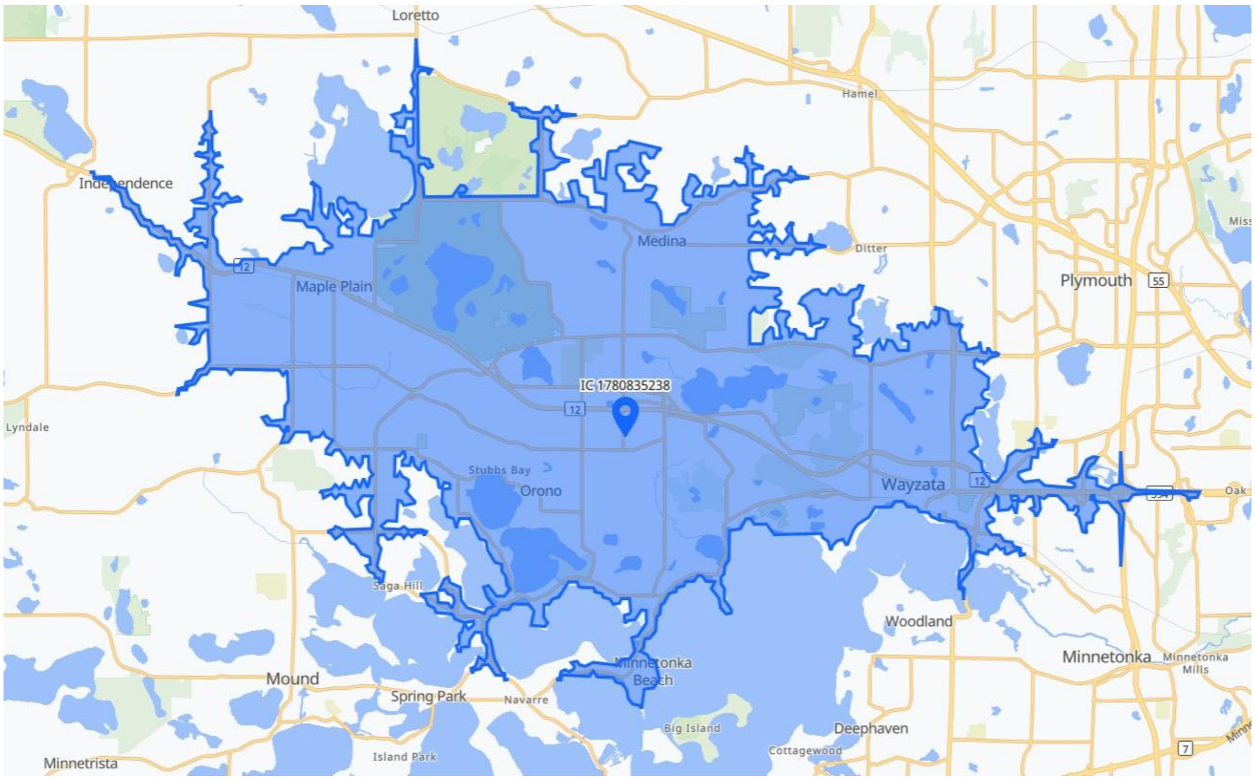


Exhibit C-1. Shoreline Station 1 (Orono): ten-minute drive-time area, reaching from Independence and Maple Plain east through Wayzata toward Plymouth.

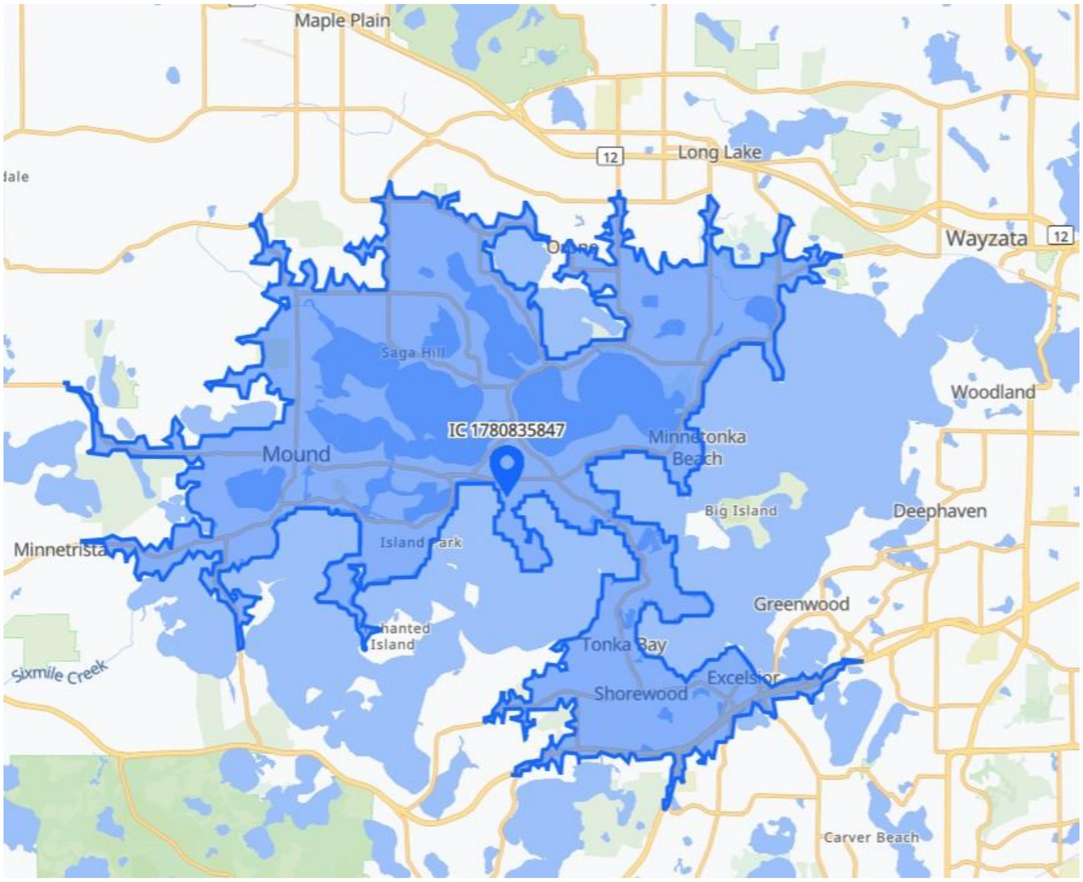


Exhibit C-2. Shoreline Station 2 (Navarre): ten-minute drive-time area, covering the peninsula and south-lake communities from Minnetrista through Mound to Excelsior.

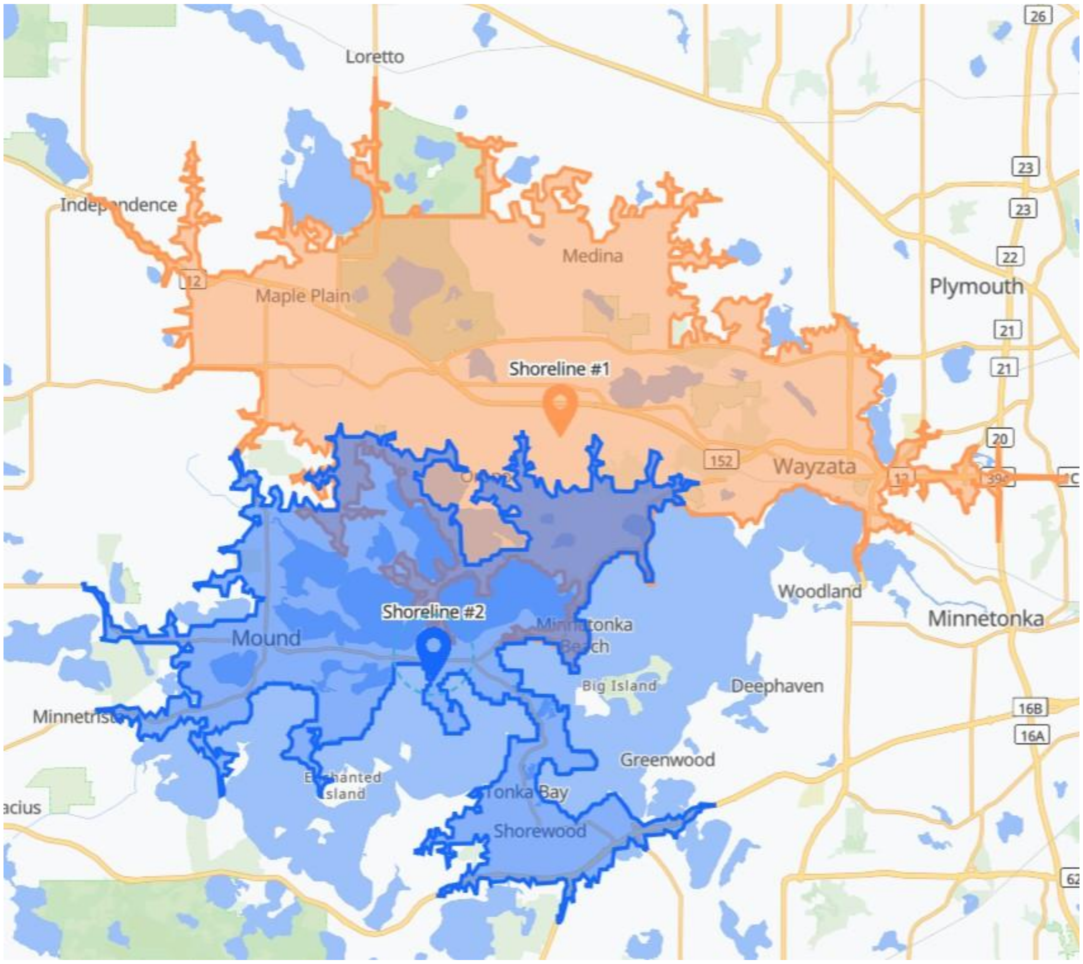


Exhibit C-3. Shoreline Stations 1 and 2 combined: the department's two ten-minute areas overlap through Orono's core and together span the western corridor.

The combined three-station exhibit, showing both Shoreline stations with the Wayzata station, appears as Figure 1 in Section 4.2; it is the map that shows the cooperative system as one continuous coverage picture, from Independence and Maple Plain in the west to Plymouth, Minnetonka, and Golden Valley in the east.

Exhibit	Live Map Address
Wayzata FD: 10-Minute Response Time	map.calcmapspro.com/QVQ95S4B5C04K
Shoreline FD: 10-Minute Coverage Area	map.calcmapspro.com/QVQ95HVO9S00O
Shoreline FD: 4-Mile Coverage with Mutual Aid	map.calcmapspro.com/QVQ95HVEX008K

City Council Workshop
City Council Agenda Report

MEETING DATE: August 5, 2026	**WORKSHOP AGENDA ITEM:** 3
TITLE: Discussion of Future Workshop Topics (6:30-6:40 p.m.)	
PREPARED BY: Aurora Yager, City Manager	
REVIEWED BY:	

DISCUSSION OBJECTIVE:
To discuss and prioritize future workshop and general topics.

2024-2026 STRATEGIC PLAN PRIORITIES RELEVANCE:
Not Applicable.

BACKGROUND:
Below is a list of planned workshop topics. These are subject to change:

- **August 18**
  - 2027 Preliminary Budget Status Update
  - Franchise Fees
  - Section Foreman House Update
- **September 1**
  - Energy and Environment Committee Update — Public Works Electric Vehicles
  - Development Review Process
  - Tax Increment Financing — Additional Opportunities
- **September 15**
  - Strategic Plan Update
  - Community Survey
- **October 6**
  - Planned Unit Development (PUD) Ordinance Revisions
  - Charter Commission Review Topics
- **October 20**
  - Public Safety Facility Needs and Tour
- **November 10**
  - Review Draft of 2027-2036 CIP
- **November 24**
  - 2027 Legislative Priorities
- **December 1**
  - Board and Commission Interviews
- **December 15**
  - Closed Session to Review Performance of City Manager

ATTACHMENTS:
None